



1st Strategic Plan on Missing Persons

2022-2024



CNDES
CENTRO NACIONAL DE DESAPARECIDOS



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PRESENTATION BY THE INTERIOR MINISTER



We are aware of the serious problem faced by many families when one of their loved ones disappears for no apparent reason. A dramatic situation arises then for their family circle and close friends that is very difficult to manage, especially when the missing person is in a very vulnerable situation due to cognitive impairment or a neurodegenerative disease, and particular sensitive if it is a young minor.

Public authorities are constantly working to address the issue of missing persons. That is why the Ministry of the Interior has determined to actively give priority to assist families by coordinating the action of all the law enforcement agencies with competence in public security at national level (National Police and Guardia Civil) as well as regional level (Policía Foral de Navarra, from Navarre, Ertzaintza from the Basque Country, and Mossos d'Esquadra from Catalonia).

That is why in 2018 the National Missing Persons Centre (CNDES) was established through an instruction of the State Secretariat for Security to act as an observatory of the phenomenon. Since then, information has been gathered and strategic analyses have been made in order to take new public initiatives in this field.

This '1st Strategic Plan on Missing Persons (2022-2024)' elaborated by the Ministry of the Interior is, thus, the result of a common effort carried out by all the stakeholders involved in this heartbreaking issue, particularly missing persons foundations and associations that have been doing a continuous, praiseworthy and eminently humanitarian work for years, and my personal support to promote measures that prevent and raise awareness of the phenomenon and, if necessary, improve the procedures, tools and means to investigate and resolve cases.

This 1st Strategic Plan aims to provide a new approach; support prevention and awareness-raising activities, promote training at all levels, adapt technological measures to investigate and resolve cases, and particularly assist the families of the missing persons and, by extension, the third sector for the 2022-2024 period.

Lastly, I would like to acknowledge and express my great appreciation for the effort made by the CNDES, the law enforcement agencies, foundations and associations of missing persons that have collaborated, as their work and contributions have helped to draw up this ambitious and promising Strategic Plan.

Fernando Grande-Marlaska Gómez.
Interior Minister.

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1. BACKGROUND

On 9 December 2009, using the legal instrument of a **Recommendation**¹ and in the light of the importance that must be placed on the international obligations of the Member States of the European Union as regards missing persons, the **Council of Europe** defined a missing person as *“a person absent from his or her habitual residence without known or apparent reason, whose existence is a cause for concern or whose new residence is ignored, leading to a search in the interest of his or her own safety and on the basis of family or social interest,”* all of which is in keeping with International Humanitarian Law and International Criminal Law.

This definition², currently still in force, is the cornerstone and starting point for the subsequent activity that has been carried out over the last decade by both the Ministry of the Interior and other public and private institutions with the aim of improving the action, coordination and service provided by the Law Enforcement Bodies. The most representative milestones in the matter are highlighted below:

- **Instruction 1/2009, of 23 April, by the Secretariat of State for Security, on police work regarding the disappearance of legal minors and other high-risk disappearances**³



Image: Instruction 1/2009 of the SSS.

Source: Secretariat of State for Security – CNDES.

That Instruction enabled police activity to be regulated via a protocol to assess the risk as regards certain disappearances, all in an aim to streamline the search for missing persons and thus adapt the work and measures in response to the circumstances of each case.

The High Risk Missing Persons Alert System (SADAR in Spanish) was also announced as a result of the Recommendation by the European Union’s Justice and Home Affairs Council, held on 27 and 28 November 2008.

Lastly, the Investigation defined important goals as being the setting up of the Missing Persons and Unidentified Bodies Database (the current PDyRH System in Spanish) and the direct line phone number 116000 was also set up for cases of missing children⁴.

Subsequently, a Resolution from the then Secretariat of State for Telecommunications and Information Society, of 31 March 2010, ruled that the ANAR Foundation should provide the direct line service for cases of missing children via the number 116000, taking into account its experience and collaboration with Law Enforcement Bodies in the sphere of protection for minors.

- **On persons missing for no apparent reason**

On 9 March every year, the “Day for persons missing for no apparent reason” is held. This was decided by the Spanish Lower House of Congress in 2010 with the unanimous support of the entire House, as a show of support for the families of thousands of people missing in such circumstances.

¹ Recommendation CM/Rec (2009) 12 adopted by the Committee of Ministers of the Council of Europe on 9 December 2009 to Member States on principles concerning missing persons and the presumption of death.

² The official Police Expert Network on Missing Persons (PEN-MP), made up of police experts in the field of missing persons in Europe, is working on the definition of “missing person”.

³ Through subsequent Investigations by the Secretariat of State for Security, work has been done on aspects that had not been

defined and which have had to be regulated due to technological progress and social demand.

⁴ On 15 February 2007, the European Commission adopted 2007/116/EC on reserving the numbering range for all Member States beginning with 116 for harmonised numbers for harmonised services of social value, according to the list of services in its annex. These include the direct line for cases of missing children, for which the number 116000 is reserved.

That day, there was an institutionalised gathering of relatives of missing persons and the public powers, represented by the Ministry of the Interior and its dependent bodies specialising in missing persons.

That meeting, in addition to conveying approachability, warmth and understanding by the highest representative of the Ministry of the Interior, also gave the opportunity for missing persons' families and acquaintances to express the needs and proposals for work via the foundations and associations representing them.



Image: Façade of the Lower House of Congress.
Source: Lower House of Congress.

- **Launch of the database on Missing Persons and Unidentified Human Bodies and Remains (PDyRH)⁵**

In 2010, the PDyRH database was launched, which for the first time brought together in one system all of the information from reported cases of missing persons and the cases of unidentified human bodies and remains found. All of these were from cases from the different Law Enforcement Bodies (National Police, Civil Guard and the autonomous police forces of Navarre (Policía Foral), the Basque Country (Ertzaintza) and Catalonia (Mossos d'Esquadra)).

At that time, the PDyRH system was innovative among our neighbouring countries. Since it was launched, it has been a fundamental tool for Law Enforcement Bodies in investigating cases of missing persons, and identifying human bodies and remains.

⁵ In order to ascertain the identity of missing persons and unidentified human bodies or remains so as to detect, prevent or



Image: PDyRH Information System (v1).
Source: National Missing Persons Centre

- **Special Senate Commission to study the problem of persons missing with no apparent cause**

The Commission was created by agreement in the Senate Plenary session held on 6 February 2013, by virtue of the motion presented by all of the groups in the chamber, ending its activity on 18 December the same year.

There was multidisciplinary participation by members of the Government, representatives of political parties, scientists, researchers, journalists, foundations, associations, and especially by relatives of missing persons, who with their direct testimonies showed the painful situation they face with the disappearance of a loved one.



Image: Report from the Commission approved in the Senate's plenary session.

Source: Senate of Spain.

investigate criminal offences with collaboration from both national and regional autonomous Law Enforcement Bodies.

The most relevant conclusion by the Commission, in addition to the approval of a report proposing improvements and modifications in different spheres (normative, legislative and in coordination), was that the problem should be dealt with globally as State Policy.

- **Investigation 14/2014 of 3 July, by the Secretariat of State for Security, regulating the procedure for activating and running the Early Alert System for Missing Minors (Alerta-Menor Desaparecido / Alert-Missing Minor)**

This instrument put into practice the mandate in the tenth point of Instruction 1/2009, establishing that *“The Cabinet of the Secretary of State for Security shall foster the development of a new Alert System for High Risk Missing Persons (SADAR), which in cases of high-risk disappearances shall allow for warnings, alerts or requests for collaboration from the population to be made where necessary.”*



Image: Instruction 14/2014 of the SSS.
Source: Secretariat of State for Security – CNDES.

Based on this, the Instruction regulated the Early Warning System for Missing Minors, which came to be known as "MISSING MINOR ALERT" (*ALERTA MENOR DESAPARECIDO*), specifying aspects regarding the requirements that must be met for it to be activated. It should be noted that the responsibility for running the Alert System falls on the current Directorate General for Coordination and Studies of the Secretariat of State for Security.

- **Annual Report on Missing Persons**

On 9 March 2017, “Day for persons missing for no apparent reason”, the **first statistical report** on

⁶ For the first time, a specific document is produced on the matter, with data obtained from the PDyRH system, as well as from the Criminality Statistics System (SEC).

missing persons was published⁶. Since then, every year on that day the Ministry of the Interior publishes data on the previous year, taken from 31 December.

The need to raise society’s awareness means that this document is constantly evolving, improving and developing.

While it is true that the information contained in the first documents concentrated exclusively on data available in the PDyRH system and the Criminality Statistics System (SEC), with the technical advances that have been progressively introduced in the PDyRH, the information contained in it has enabled the data to be broken down further⁷, enabling profiles to be created for missing persons; an improvement described in the annual report published in 2021. Family circle

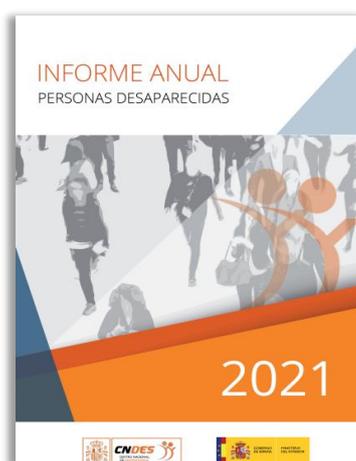


Image: 2021 Annual Report on Missing Persons.
Source: National Missing Persons Centre

- **Creation of the National Missing Persons Centre**

Instruction 2/2018 of 5 February, from the Secretariat of State for Security, created the National Missing Persons Centre (CNDES in Spanish) as the centralised management body for effective, ongoing coordination of the missing persons system used by Law Enforcement Bodies, and defined the missions and functions entrusted to it.

⁷ Including data on active/closed reported cases, sex, age, nationality, province last seen and information from post-mortem reports.



Image: National logo M3693308 (2) – CNDES - National Missing Persons Centre.

Source: Spanish Patents and Brands Office.

Organically and functionally dependent on the **Directorate-General for Coordination and Studies**, the National Missing Persons Centre has become a nationwide point of reference in the matter of missing persons.

In this sense, CNDES is part of the Police Expert Network on Missing Persons (**PEN-MP**⁸), taking part in numerous initiatives, congresses and meetings, as well as providing active cooperation and exchanging information and good practices in the matter.

In addition, in 2018 the Memorandum of understanding between the CNDES and **Amber Alert Europe**⁹ was signed, the latter being an international nonprofit organisation made up of representatives from different public administrations, Law Enforcement Bodies and non-governmental organisations. The organisation's purpose is to protect missing children and is backed by the European Parliament.

Since the Memorandum was signed until today, Amber Alert Europe and the CNDES have maintained close, permanent contact, sharing information and taking part in the cross-border coordination that this organisation fosters among the network's members in order to achieve fast, efficient dissemination of the missing minor alerts.

- **Launch of the second version of the Missing Persons and Unidentified Human Bodies and Remains System**

⁸ https://cndes-web.ses.mir.es/publico/Desaparecidos/dam/jcr:c36da42f-52c6-44e0-91e9-a49c08ca5f89/Press_release_PENMP_Final_ES.pdf

In February 2019, version 2 of the PDyRH System was launched, with improvements in its functions that have meant significant progress as regards using information, most notably:

- The possibility of importing biometric information (fingerprints and photos of faces) in the **National Identity Document (DNI)** images server.

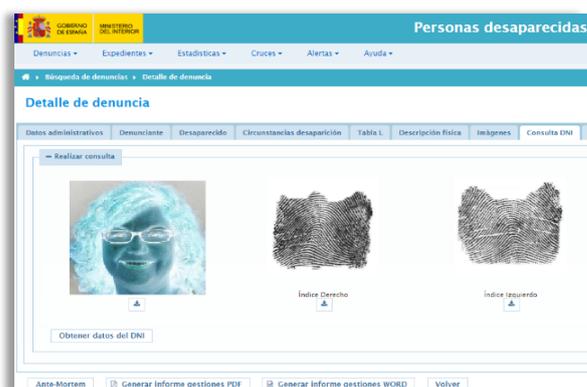


Image: PDyRH Information System (v2).

Source: National Missing Persons Centre.

- The function enabling Law Enforcement Bodies to request alerts to be posted on the CNDES web page, as well as automatically generating search posters.
- An improvement in search engines for people reported missing and unidentified human bodies and remains, so as to enable candidates to be found to solve cases of people reported missing.
- **National Missing Persons Centre web page (CNDES)**

In its continual quest to raise citizens' awareness about the phenomenon of missing persons, the CNDES seeks visibility and constant collaboration for missing persons cases to help localise them quickly.

With that aim, in February 2019 the National Missing Persons Centre's website was launched: <https://cndes-web.ses.mir.es>.

⁹ **Amber Alert:** This is a tool for public dissemination that helps in the rapid localisation and recovery of minors (children and adolescents up to 18 years of age) that are at imminent risk of suffering serious harm.

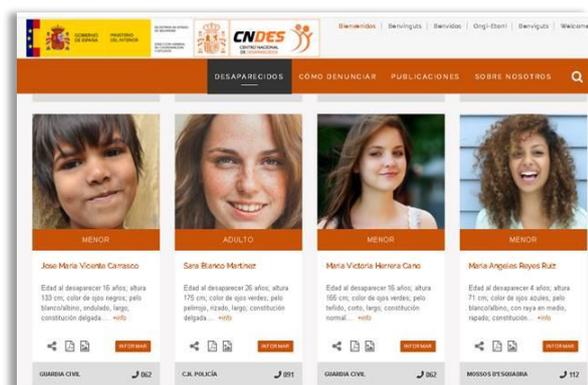


Image: Posters (not real) of missing persons.
Source: National Missing Persons Centre web page.

Its main purpose is to publish information about missing persons cases with as much data as possible to enable them to be located.

Likewise, other information considered to be of interest is included, such as: the first steps to take to report the disappearance of a loved one¹⁰; relevant publications about missing persons¹¹; annual reports; maps of available provincial resources to seek and locate them; and a space about missing persons foundations and associations.

In addition to launching the website, the functions attributed to the CNDES by Instruction 2/2018 from the Secretariat of State for Security also include setting up an email for citizens' collaboration: colaboración-cndes@interior.es.

This is a direct channel for citizens' collaboration. It is in service permanently and not only provides direct observation of the phenomenon, but also enables streamlined receipt of vital information about cases being investigated.



¹⁰ <https://cndes-web.ses.mir.es/publico/Desaparecidos/Primeros-Pasos>

¹¹ <https://cndes-web.ses.mir.es/publico/Desaparecidos/Publicaciones>

¹² The latest one signed is the agreement on cooperation between the Secretariat of State for Security and ICON Multimedia S.L.

Lastly, the website also publishes news about activities carried out in this matter by the Ministry of the Interior, as well as instruments for collaboration signed by public and private bodies¹².

- **Instruction 3/2019, of 4 March, by the Secretariat of State on police activity in the event of missing persons**

This Instruction approves a series of dissemination and alert instruments to help police action, as well as to localise missing persons. In particular, it sets out the requirements and procedure to be followed to activate the **MISSING AMBER-Alert** and **MAJOR Alert** systems.

For their part, each police force designates a provincial head entrusted with coordinating, communicating and monitoring missing persons cases.

Another of the instruments from the aforementioned Instruction is the “**Protocol for Law Enforcement Bodies to act in missing persons cases**”¹³, which lays down the foremost objective of attempting to normalise and homogenise the procedure for common police action to be followed by the Law Enforcement Bodies. It adopts the corresponding specific measures depending on the circumstances of each disappearance, always placing emphasis and fostering measures for cooperation and collaboration among the different police forces, administrations and public and private institutions, on both a national and international level, not forgetting society in general.

To do all of this, the text painstakingly describes the different phases for police action, from the beginning on officially reporting the disappearance, followed by the phases to investigate it or, where applicable, to activate the search mechanisms, until it is cancelled or halted.

(https://cndes-web.ses.mir.es/publico/Desaparecidos/dam/jcr:c78b3086-1d30-4ad9-8511-611b091066f4/20210505_BOE_Convenio%20con%20ICON%20Multi-media.pdf)

¹³<https://cndes-web.ses.mir.es/publico/Desaparecidos/Publicaciones>

The possible reasons, as well as risk indicators of disappearances in Spain, is also an important part of the Action Protocol. Furthermore, the text itself includes a specific section aimed at relatives, acquaintances and people known to the missing persons, giving details of aspects related to assistance, protection and guidance.

Last but not least in importance, said protocol defines the relationships to be established with the social communication media and the importance of statistically recording the cases of missing persons and unidentified human remains.

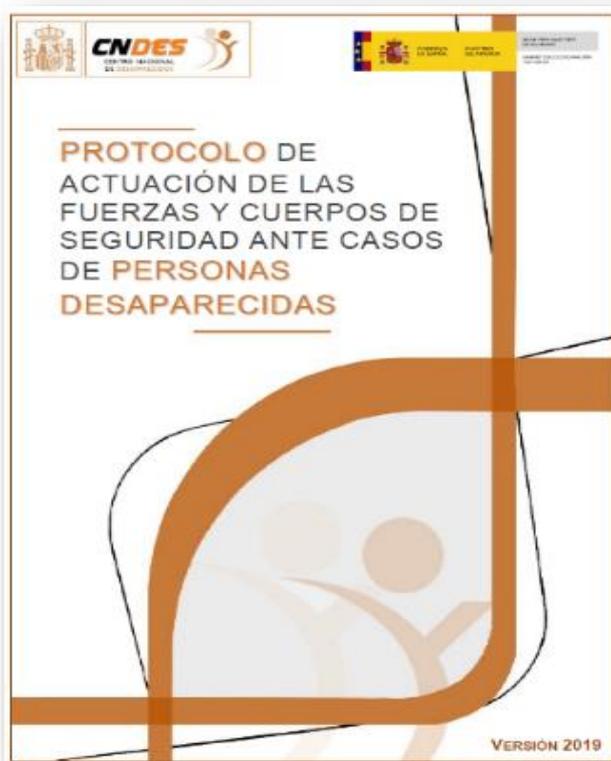


Image: Protocol for action by the Law Enforcement Bodies in cases of missing persons.
Source. – National Missing Persons Centre web page.

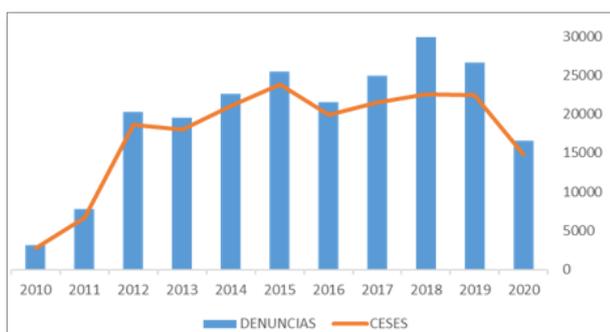
2. SITUATION OF THE PDyRH SYSTEM SINCE 2010

The competences attributed to the National Missing Persons Centre (CNDES) include periodically drafting, disseminating and publishing information of a general or statistical nature on missing persons cases known by the Law Enforcement Bodies.

In this vein, in order to help investigate cases, in 2010 a procedure was introduced that was innovative for its time: the **Missing Persons and Unidentified Human Remains System**, known by the Spanish acronym of **PDyRH**. Since then, it has been possible to maintain a general view and comprehensive awareness of the current state of the missing persons phenomenon.

2.1 Evolution of Missing Persons reported

Since the PDyRH system was launched and established until the end of 2020 (latest data published), there were 219,425 reports of missing persons, with an annual mean fluctuating between 20,000 and 30,000 cases reported and investigated by the Law Enforcement Bodies.



Graph: Annual distribution of missing persons reported.
Source: PDyRH system. Data extraction date: 31 December 2020.

The graph shows the cases reported for each year (bars) and the number of cases halted the same year (orange line). A clear drop can be seen during 2020 due to the lockdown and restrictions on

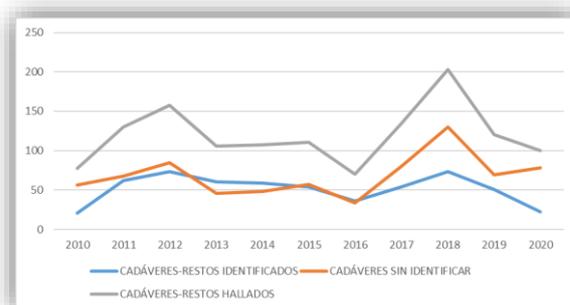
mobility due to the COVID-19 pandemic. In **2021**¹⁴, there was an increase in missing persons reported compared to 2020 (22,285 reported compared to 16,528, although the annual number is slightly below the average for previous years), and the accumulated total comes to **5,411** cases reported yet to be solved by the end of 2021 (compared to 4,685 in 2020).

2.2. Unidentified Human Bodies and Remains

In addition to cases of missing persons, the Law Enforcement Bodies also record cases of unidentified human bodies and remains in the PDyRH system, which in addition to other activities are cross-checked with missing persons reported in order to find correspondence or coincidences between them.

By 31 December 2020 there were 4,018 post-mortem cases reported, with 782 being identified¹⁵, therefore leaving 3,236 bodies unidentified.

The following graph shows the evolution of the number of bodies found from 2010 until 31 December 2020, which have been identified, as well as those that are still registered as unidentified in the PDyRH.



Graph: Annual distribution of identified/unidentified bodies found.
Source: PDyRH system. Date of extraction of data: 31 December 2020.

As for post-mortem cases, **2021** has been the year with most cases identified since records exist, with **117 cases solved**.

¹⁴ When the Strategic Plan came to a close, the annual Missing Persons Report for Spain for 2021 was being drafted.

¹⁵ Of the identified cases, 148 had previously been reported as missing.

3. DEVELOPMENT AND IMPLEMENTATION

The Ministry of the Interior has made considerable headway in this area over the last decade, and the Law Enforcement Bodies continue to work intensely on preventing and investigating missing persons cases, as well as on identifying human bodies and remains yet to be identified.

Further to the above, the Ministry of the Interior considers it to be essential to provide another boost, setting out a strategic direction for the work that must be carried out by the State's Law Enforcement Bodies in coordination with the other parties involved in the matter, specifying such work by establishing the "1st Strategic Plan on Missing Persons (2022-2024)".



Image: Emblems of the National Police and Civil Guard.
Source: National Patents and Brands Office.

With a global, cross-cutting perspective, this Strategic Plan aims to prevent the disappearance of people, as well as mitigating or reducing the suffering caused by this phenomenon among relatives and acquaintances, doing so by improving the response from the State Law Enforcement Bodies and other public or private institutions committed to this phenomenon.

This Strategic Plan is articulated through the Secretariat of State for Security, with the National Missing Persons Centre (dependent on the Directorate General for Coordination and Studies) being the body entrusted with fostering, coordinating, supervising and updating it continuously.

Generally, it is aimed at all of the parties involved in the phenomenon of missing persons, and specifically, it is linked to the work of the State Law Enforcement Bodies.

In this sense, with the aim of enforcing the principle of cooperation and collaboration among the State's Law Enforcement Bodies and Autonomous Regional Police Forces, this document will be sent to the Autonomous Community Regions' Police Departments with authority in the matter (Policía Foral de Navarra (Navarre), Ertzaintza (Basque) and Mossos d'Esquadra (Catalan)), as well as other police forces that may have full competence as regards protection of citizens' security.



Image: Emblems of the Policía Foral de Navarra (Navarre), Ertzaintza (Basque Police) and Mossos d'Esquadra (Catalan Police).

Source: Official websites of regional autonomous police forces.

Furthermore, this Strategic Plan bolsters the relevant role that should be played by **foundations and associations** representing missing persons, since over the years their dedication, track record and permanent commitment to this phenomenon has become clear.

Lastly, in order to carry it out, it has been divided into four **LINES OF ACTION**, fourteen **OBJECTIVES** to be achieved and ninety-three **MEASURES** proposed to be introduced, which are to be implemented immediately, once approved by the Instruction from the Secretariat of State for Security and published in the General Order of the National Police and in the Official Gazette of the Civil Guard, planned to be in force until the end of 2024.

4. LINES OF ACTION, OBJECTIVES AND MEASURES TO BE IMPLEMENTED IN THE “1st STRATEGIC PLAN”



As mentioned above, this first Strategic Plan includes four Lines of Action or main aims, whose intention is to address problems with the phenomenon of missing persons via a commitment to a firm, thorough response, details of which are given below.

By implementing this Strategic Plan and achieving and developing the goals to be reached by the measures put forward, it will be possible to increase the Law Enforcement Bodies’ capabilities to prevent and investigate cases of missing persons and of unidentified human bodies and remains. In addition, it will improve the approachability and assistance for the missing persons’ relatives and acquaintances as a result of having better trained, aware and prepared police forces with suitable instruments to prevent, investigate and solve cases in order to attempt to solve this problem.

The lines of activity described above are broken down below, specifying the aims:



LINE OF ACTION I: PREVENTION AND RAISING AWARENESS

1 OPERATIONAL PLANS AND PROTOCOL FOR ACTION BY LEBs



Studying the suitability of Operational Plans to prioritise the inclusion of missing persons as a specific problem, as well as updating the LEBs' Protocol for Action.

MEASURES:

- 1.1.1. Include the concept of “missing person” in the **Master Plan for co-existence and improvement of security in Educational Facilities** in order to raise awareness among the heads of schools, AMPAS and the MINORS themselves, about the risks of disappearance, emphasising a responsible use of social networks. **Introduction: First quarter of 2023.**
- 1.1.2. Include the concept of “missing person” in the **Greater Security Plan** to raise awareness and improve security for elderly people and their relatives. Greater visibility for the **AlertCops** app, especially its “Guardian Service”, as a preventive tool. **Introduction: First quarter of 2023.**
- 1.1.3. Include the concept of “missing person” in the **Safe Tourism Plan**, with the aim of providing people visiting Spain with basic information about what to do if a relative or acquaintance goes missing, as well as the communication channels and resources at their disposal. **Introduction: First quarter of 2023.**
- 1.1.4. Foster the Secure Mountains (Montaña Segura) project, creating security campaigns in natural areas of mountains, rambling, etc. in collaboration with the National Mountains Federation (Federación Nacional de Montaña). **Introduction: Fourth quarter of 2022.**
- 1.1.5. Study and introduction, if applicable, of possible improvements (regulations, protocols, etc.) on checking the arrivals and departures of minors accompanied by their progenitors on their journeys outside the national territory, as well as their return. New legal foundations and functions for the Schengen Information System (SIS) will be considered, by virtue of Art. 66.4, of the Regulation (EU) 2018/1861 and Art. 79.4 of Regulation (EU) 2018/1862. **Introduction: 2022.**
- 1.1.6. Update the “**Protocol for Action by Law Enforcement Bodies in cases of missing persons**”, with which the National Police and Civil Guard must comply, and which may be compatible with the activity of regional Autonomous Police Forces with authority in the matter, as well as Local Police forces, in order to lay down the foundations to work optimally in the event of the disappearance of a person anywhere in Spain. This should include basic activities and the possibility of adaptation to the specifics of each territory (procedure for receiving notification of a disappearance, beginning investigative action, mobilising resources, etc.).

If the Protocol for Action is updated, the type of disappearance referred to as “**children abducted at birth**” shall be considered as a cause for inclusion, understood to mean the notifications made by the progenitors who gave birth in a hospital or other health centre, who have been notified by the staff working in such sites that their child has died or they suspect or have indications that it is not true, with the possibility of any kind of compensation involved for abducting the minor, in order to alter their filiation or lineage.

Furthermore, said update shall take into account the possibility that, when the disappearance occurs abroad, collaboration can be requested from the Interior Department or Attaché with authority in the place where it occurred, in order to set up the relations necessary for cooperation so as to obtain and confirm information about the events for the purpose of investigation. To do so, the Department or Attaché concerned shall inform of said collaboration through the CEPIC (Permanent Centre for Information and Coordination) of the Directorate General for Coordination and Studies, as well as the General Directorate for International Relations and Foreign Affairs. **Introduction: 2023.**

- 1.1.7. The CNDES shall organise an annual drill to search for and localise missing persons in the countryside or large areas in coordination with SGSICS and the Law Enforcement Bodies, using the physical and technical means available to the Secretariat of State for Security (introduction of advanced technical staff, use of drones, repeaters, etc.). **Introduction: Once a year.**
- 1.1.8. Analyse new capabilities of the SIMASC–AlertCops platform in order to evaluate and introduce it: Missing alert, SOS button, Public and Private Guardian Service, Accompany me Service (Acompáñame), geo-positioning service, fostering their use among citizens and the Law Enforcement Bodies. **Introduction: While the Strategic Plan is in force.**
- 1.1.9. Foster use of the SIMASC (mobile citizens’ security alert) system among police forces’ operational centres and raise the visibility of the functions of AlertCops as regards search and rescue for missing persons. **Introduction: While the Strategic Plan is in force.**



Image: National Police protection and security vehicle
Source: Instagram @policianacional.

2 PREVENTION AND AWARENESS CAMPAIGNS



Creating and disseminating specific campaigns for prevention and awareness of the matter of missing persons.

MEASURES:

- 1.2.1. Create and disseminate brochure campaigns (leaflets, pamphlets, fold-outs, etc.) aimed at society for preventive and informative purposes about the problem of missing persons, emphasising the importance of reporting the facts as soon as possible. They are to be distributed via the Law Enforcement Bodies as well as through associations related to the matter. Dissemination of these campaigns will be ramped up to coincide with relevant events and dates when there will be large gatherings of people. Specific brochure material will be created and sent to Spanish Embassies and Consulates abroad, to be distributed through Interior Departments and Attachés in the countries where they are accredited. **Introduction: At least one campaign a year.**
- 1.2.2. Create audiovisual material with specific content aimed at the population in general in order to raise visibility about a specific problem related to missing persons, as well as the resources that the State will have at its disposal to respond. This audiovisual material is to be disseminated via the social networks of public bodies and, if applicable, the private entities involved, ramping up their publication on certain days (e.g. “Day for persons missing for no apparent reason” on 9 March and “International Missing Children’s Day” on 25 May). **Introduction: Disseminated at least once a year.**
- 1.2.3. Collaborate with national and international public and private institutions, as well as missing persons foundations and associations in activities about “missing persons”, which may result in better knowledge among society in general about this matter and its necessary collaboration to solve cases. **Introduction: At least one activity per month.**
- 1.2.4. Determine and study the reasons why minors go missing, since this is a key factor in minimising recurrence of cases and, once identified, implement measures for awareness, prevention and early detection so as to minimise the impact of minors going missing and possible recurrence. **Introduction: Determining and studying the reasons, second half of 2022; and awareness, prevention and early detection campaigns, at least one activity a year as of 2023.**
- 1.2.5. Retrospective determination and study of the causes behind the disappearance of **elderly people**, as well other people with cognitive deterioration, some sort of neurodegenerative illness or similar circumstances, in order to carry out campaigns for awareness, prevention of recurrence, and the creation of specific search plans. **Introduction: Determining and studying the reasons, second half of 2022; and campaigns for awareness, prevention and early detection, at least one activity a year as of 2023.**

- 1.2.6. Foster and encourage studies to determine the **poverty factors** that may be an element of risk in people going missing and a cause behind their recurrence, due to precariousness, social exclusion, cultural discrimination, and even due to gender inequality, in order to be able to create future awareness and prevention campaigns. **Introduction: While the Strategic Plan is in force.**

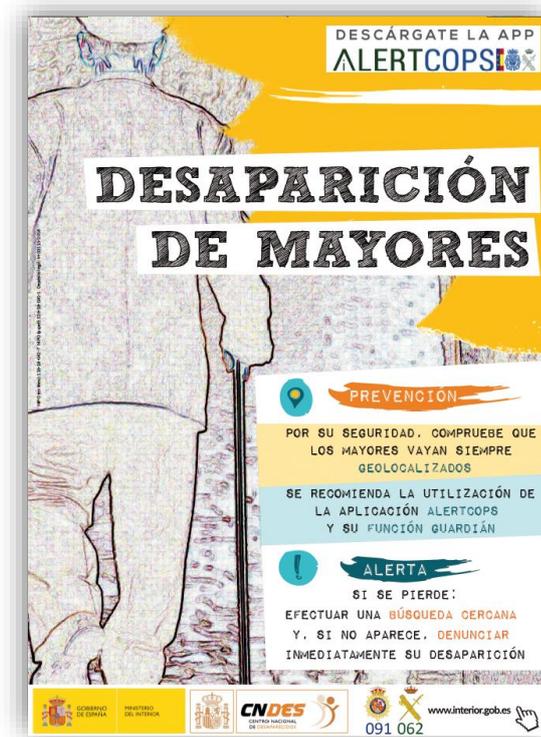
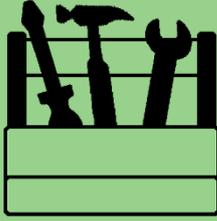


Image: Awareness poster to prevent elderly persons from going missing.

Source: CNDES.

3 PREVENTIVE TOOLS



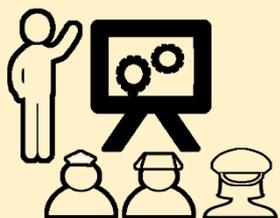
Fostering collaboration with public and private entities to create preventive tools and suitably adapt the existing ones.

MEASURES:

- 1.3.1. Foster adherence to collaboration instruments with public or private entities to disseminate posters about missing persons in areas with large gatherings of people and passers-by, as well as any other kind of information related to the problem. **Introduction: At least one adherence a year while the Strategic Plan is in force.**
- 1.3.2. Raise awareness among social media about this problem via activities aimed at this social group and among the relatives of missing people who have a voice. Provide the social media with suitable information to be conveyed to society. **Introduction: At least one activity per year.**
- 1.3.3. Examine the feasibility, and if applicable, go on to create a common protocol for healthcare action in cases of missing persons with neurodegenerative illnesses. **Introduction: While the Strategic Plan is in force.**
- 1.3.4. Study instruments for awareness and prevention of minors going missing in protection centres. **Introduction: While the Strategic Plan is in force.**

LINE OF ACTION II: TRAINING.

4 COMPREHENSIVE TRAINING FOR LEBs



Comprehensive training for law enforcement bodies.

MEASURES:

- 2.4.1. Study the content to be introduced into the study plans of different academies for entrance and training of the State's Law Enforcement Bodies (National Police and Civil Guard), specific curricular content concerning searches and investigation for missing persons, paying special attention to dealing with their family members when they report the incident as well as during monitoring and subsequent contact, and inviting the other police forces with full competence in citizens' security to adopt such study content (Policía Foral (Navarre), Ertzaintza (Basque Country) and Mossos d'Esquadra (Catalonia)). **Introduction: Second half of 2023).**
- 2.4.2. Create two types of online courses (one specialised one for scientific/criminalistic police, and another general one), with enough curricular content to be evaluated with merit in the LEB officers' careers. Foster such training, especially among officers entrusted with taking down reports from citizens and launching investigations, paying special attention to: abduction of relatives, avoidance of errors in taking down citizens' reports, PDyRH system and dissemination of alerts in social networks. **Introduction: Second half of 2023.**
- 2.4.3. Carry out specific training activities aimed at provincial police heads and central units specialising in missing persons in order to improve coordination of cases and assistance for relatives in the social economy. **Introduction: At least one specialised training activity a year.**
- 2.4.4. Sign a collaboration instrument with the Spanish Federation of Municipalities and Provinces (FEMP in Spanish) in order to create a training programme for Local Police and other civil servants whose work may be related to the phenomenon of missing persons, and which may serve to establish some kind of protocol for them to act. **Introduction: Second half of 2022.**
- 2.4.5. Study collaboration instruments with other organisations, services or public entities linked to the disappearance of persons (rescue and salvage services, civil protection, firefighters, etc.), as a result of joint training activities with such organisations, services and entities. **Introduction: While the Strategic Plan is in force.**

- 2.4.6. Include specialised training modules in scientific and criminalistic policing, and educational content related to the management and inclusion of information related to missing persons in the PDyRH system. Gather and process fingerprinting, biological, dental, anthropological and any other kind of identifying data, to be introduced into the PDyRH system and compared to the information in the database. **Introduction: At least one specialised training activity a year.**



Image: Civil Guard rescue helicopter.
Source: Instagram @guardiacivil062.

5 TRAINING FOR OTHER PUBLIC BODIES AND PUBLIC LAW CORPORATIONS



Training in matters of missing persons in other public bodies and public law bodies, including the kind demanded in the National Missing Persons Centre.

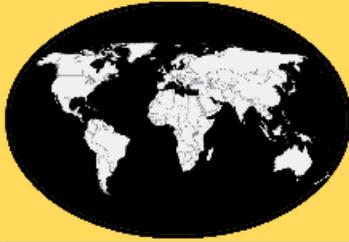
MEASURES:

- 2.5.1. Comply with the agreement signed with the Ministry of Justice and the Ministry of the Interior in matters of identifying missing persons. One of the commitments acquired is to “...provide sufficient technical information and guarantee support and training for users free of charge...”. The CNDES will carry out training activities aimed at PDyRH system users belonging to the Ministry of Justice. **Introduction: Fostering implementation as of the second quarter of 2022 and organising at least one training activity per year.**
- 2.5.2. The CNDES will organise training activities that will be able to count on high court judges, other judges and public prosecutors to exchange good practices and raise awareness about the problem of the missing persons phenomenon and the urgent need for investigators to count on judicial authorisations for humanitarian reasons (geo-localisation, bank transfer data, etc.). **Introduction: Fostering implementation as of the second quarter of 2022 and organising at least one training activity per year.**
- 2.5.3. In order to carry out the agreement that the Secretariat of State for Security has signed with the General Board of Official Pharmaceutical Associations, training programmes must be given to help carry out information, prevention and protection work regarding elderly and other vulnerable people. **Introduction: To be implemented as of the second quarter of 2022.**
- 2.5.4. Study and, if applicable, implement training in matters of missing persons in other public bodies or public law corporations that request it from the National Missing Persons Centre. **Introduction: At least one study a year, and implementation if applicable.**



Image: Conference by the National Missing Persons Centre about using the Missing Persons System.
Source: Ministry of the Interior's Twitter account.

6 INTERNATIONAL ORGANISATIONS



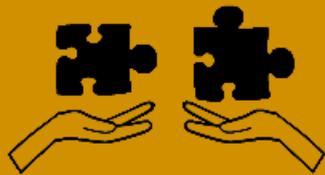
Extending training in the sphere of international organisations of which Spain is a member.

MEASURES:

- 2.6.1. Participation by the National Missing Persons Centre in activities for training or exchanging good practices organised by international bodies of which it is a member, or by others deemed to be of interest (AMBER ALERT EUROPE, PEN-MP, ICMEC, etc.) so as to manage and, if applicable, apply the knowledge acquired nationwide. **Introduction: At least one activity per year.**
- 2.6.2. Foster training activities about missing persons in the European Police Academy, CEPOL, with participation by Law Enforcement Bodies in order to foster such training and exchange good practices with other European police forces. **Introduction: While the Plan is in force.**
- 2.6.3. Maintain the exchange of good practices and mutual knowledge by the CNDES with EUROPOL, INTERPOL, Police and Customs Cooperation Centres and the CNDES' counterparts in our surrounding countries in order to directly observe their work in this matter, so as to unify some practices permitted by the legislation in each country.

To do so, collaboration from Departments and Attachés of the Interior can be sought through the General Directorate for International Relations and Foreign Affairs in order to establish the necessary relationships for cooperation with the police authorities in their accredited countries. **Introduction: At least one exchange activity per year.**

7 EXCHANGE OF EXPERIENCES WITH THE SOCIAL ECONOMY SECTOR



Exchanging knowledge and experience among the parties involved in the matter and the social economy.

MEASURES:

- 2.7.1. Encourage training activities organised by the CNDES such as seminars, panel discussions, meetings, etc. They should be open to participation from social economy sectors and other parties involved such as: judges, public prosecutors and social media, as well as Law Enforcement Bodies. The foundations and associations most representative of missing persons should be involved in planning the training, and in providing it with specialised staff from such organisations that can contribute their knowledge, as well as with relatives of missing persons explaining their experience. **Introduction: At least one activity every six months.**
- 2.7.2. Specific online training sessions with participation from Law Enforcement Bodies, aimed at relatives or groups that must sometimes be addressed to convey news or information of interest. **Introduction: At least one activity per year.**
- 2.7.3. Instrumentalise collaborations with the Ministry of Education and Vocational Training to include the phenomenon of missing persons in the educational programmes created. **Introduction: While the Plan is in force.**



Image: Some associations representing missing persons.

Source: National Missing Persons Centre

LINE OF ACTION III: TECHNOLOGICAL MEASURES TO INVESTIGATE AND SOLVE CASES

8 SPECIFIC TOOLS TO INVESTIGATE AND SOLVE CASES



Developing specific tools to investigate and solve cases.

MEASURES:

- 3.8.1. In the Law Enforcement Bodies' systems for taking down citizens' reports of missing persons, a tool for prediction should be implemented which, based on certain indicators and scientific parameters, shall use a check-list to show the most probable scenario that an investigator may come across, given the information obtained about the disappearance of a person. Furthermore, once this information has been entered in the PDyRH system, it will help support the most suitable decision-making for each case, above all where it is deemed there is a risk for the missing person's physical integrity or life. **Introduction: First half of 2023.**
- 3.8.2. Create a multi-response system to protocolise or standardise the Law Enforcement Bodies' response to any cases reported of missing persons. **Introduction: 2024.**
- 3.8.3. Automate the search for fingerprints in the national identity document (DNI) image server (civil AFIS) to help identify human bodies, defining the reasons to back the need to automate it, and develop an IT tool to be used by Law Enforcement Bodies, while studying the automation of fingerprint information consultation with other systems such as BAIS and SIS. **Introduction: 2023.**
- 3.8.4. Implementations in the PDyRH system are required by Law Enforcement Bodies to improve the monitoring of missing persons cases, with a specific section containing procedures carried out and the status of the investigation. **Introduction: 2023.**
- 3.8.5. Ongoing improvement of the PDyRH system based on the needs and proposals made by the Law Enforcement Bodies to improve use of the information in the system. **Introduction: At least one improvement a year.**
- 3.8.6. Search for new procedures and specify protocols to provide mechanisms to search for missing nationals abroad. This includes the possibility of having been victims of kidnapping, homicidal or other criminal acts, extending Instruction no. 5/2018 from the SSS, and establishing the criteria for assigning LEBs to cases of Spanish citizens abducted abroad. **Introduction: During 2023.**
- 3.8.7. Optimise the National Missing Persons Centre's website by reorganising and updating the content, adapting it to the technology available at all times. **Introduction: At least one activity every six months.**

- 3.8.8. Study, jointly with the Public Prosecution Service, the creation of the legal figure of Coordinating Court Prosecutor in matters of missing persons and a section for missing persons in each Provincial Public Prosecution Service headed by each of their Delegated Public Prosecutors. **Introduction: Fourth quarter of 2022.**
- 3.8.9. Where applicable, technological tools are to be adjudicated to the State's Law Enforcement Bodies that are intended for use by specialist units in localising missing persons based on **geolocalisation** of mobile phones (automatic mobile telephony), for example, emphasising the following systems: automated system for analysing retained data (IT app and associated hardware), systems to identify IMSI-IMEI, Wi-Fi and Bluetooth (physical media), remote control system for remotely piloted aircraft or RPA (IT app and physical media) and improvements to interception systems (IT app). **Introduction: While the Strategic Plan is in force.**
- 3.8.10. Create a work group to study recurring cases of missing persons. The use of reports on investigations ceased is to be encouraged to improve knowledge of the reasons behind cases of voluntary disappearances in order to prevent them and generate intelligence to investigate and solve these kinds of cases. **Introduction: First quarter of 2023.**
- 3.8.11. The capability of "**Assistance for relatives of missing persons**" should be developed within specialist territorial LEB units related to missing persons cases. **Introduction: During 2023.**
- 3.8.12. Search instruments for collaboration with public and private entities in order to implement a GPS bracelet or similar system in the event of loss, as well as a system of information to immediately know the localisation or contact data of vulnerable persons. **Introduction: During 2023.**
- 3.8.13. Create a repository of publications concerning investigations and information about the nature and scope of the phenomenon of missing persons. Studies and reports should also be carried out that are within the scope and applicable to such investigations. **Introduction: While the Strategic Plan is in force, the repository will be created and at least one study or report will be carried out.**
- 3.8.14. Foster proposals for improvements in regulations concerning the problem of locating missing persons via geolocalisation by using mobile communication devices. **Introduction: While the Strategic Plan is in force.**



Standardising and extending the dissemination and visibility of missing persons alerts.

MEASURES:

- 3.9.1. Homogenise and automate the dissemination of brochure material for each case reported among all of the parties involved so that there is one single poster (whose photo will be protected by taking legal and visual steps) which can automatically reach all interested parties when disseminated. To do so, the interested foundations and associations will be contacted, as well as the General Subdirectorato of Information and Communications Systems for Security (SGSICS) answering to the Secretariat of State for Security, which will develop an IT app for this purpose. **Introduction: 2022.**
- 3.9.2. An annual drill will be carried out to activate the Amber Alert and the Major Missing Persons Alert, in order to improve coordination between the Law Enforcement Bodies, as well as with other public and private bodies (for example, Icon Multimedia, SL), which will also serve to assess their effectiveness. **Introduction: At least once a year.**
- 3.9.3. Increase the number of yellow notices (missing persons) published on INTERPOL's website. To do so, initially a situation report will be drawn up on international dissemination about missing persons, comparing them with publications on the CNDES website. **Introduction: 2022.**
- 3.9.4. Have instruments to collaborate with companies and organisations related to social networks and communications so as to disseminate Amber Alerts and Major Missing Alerts nationwide and internationally (like Facebook and others yet to be decided). **Introduction: 2022.**
- 3.9.5. Create specific accounts for the National Missing Persons Centre in the social networks deemed necessary to enable greater dissemination and visibility of the information posted on the CNDES website (mostly posters about missing persons cases), controlled and managed by the National Missing Persons Centre itself. **Introduction: 2022.**

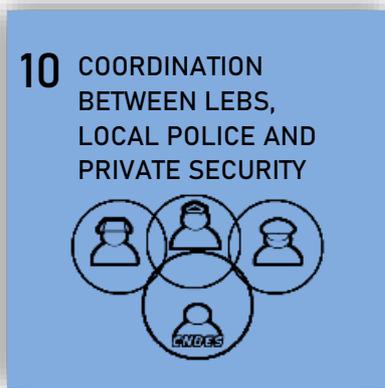


Image: Poster (not real) designed for the Amber Alert drill.
Source: [National Missing Persons Centre \(CNDES\)](http://www.cn-des.es).

- 3.9.6. Use collaboration instruments with the Ministry for Foreign Affairs, the European Union and Cooperation to create what could be called the “**Mediator’s Office**”, for international cases of abduction of minors by their progenitors, which has already been created by the European Parliament, to aid in the voluntary return of the minor to the progenitor who is the legal guardian, with the greatest guarantees possible regarding the minor. Furthermore, an assessment will be made as regards indicating the presumably responsible adults in criminal proceedings for abduction of minors. To this end, the General Directorate for International Relations and Foreign Affairs may seek collaboration from the Interior Departments and Attachés. **Introduction: While the Strategic Plan is in force.**
- 3.9.7. Foster technical developments so that the Alertcops capabilities (Missing Alert (*Alerta desaparecido*), SOS button, Public and Private Guardian service, Accompany-me service (*Acompáñame*), GPS notifications) can be installed in all kinds of mobile devices. **Introduction: While the Strategic Plan is in force.**



Image: AlertCops app.
Source: <https://alertcops.ses.mir.es/mialertcops/>



Improving coordination between Law Enforcement Bodies, Local Police, private security and other official bodies.

MEASURES:

- 3.10.1 Improve coordination between Law Enforcement Bodies in searching for people in large areas, as well as in urban and semi-urban areas, especially when the intention is to use new procedures that can be developed and whose effectiveness has already been demonstrated by other security forces. **Introduction: 2023.**
- 3.10.2 Create a work group (called **Monitoring Cases and Changes in Competence**) with central contact points for the State’s Law Enforcement Bodies and regional Autonomous Police Forces taking part in developing the Strategic Plan, as well as the CNDES. It will be coordinated by the CNDES and its aim will be to improve in solving missing persons cases. One of the priority matters will be to determine and check on changes in competences to avoid interference in territorial spheres that may lead to poor coordination between forces. Once it has been formed, it will meet at least once every six months. **Introduction: 2022 and after an activity every six months.**
- 3.10.3 Creation of a technical work group including central contact points for State Law Enforcement Bodies, regional Autonomous Police Forces and the CNDES, to **identify human bodies** and use the PDyRH system. It will be coordinated by the CNDES and its purpose will be to improve the information in the PDyRH System, as well as to assess and improve new functions. **Introduction: 2022 and while the Strategic Plan is in force.**
- 3.10.4 Use collaboration instruments to protocolise the participation of **Private Security** in searching for missing persons, given that such entities are deployed throughout Spain, thereby enabling permanent, direct contact with citizens. **Introduction: While the Strategic Plan is in force.**
- 3.10.5 Develop instruments for mutual collaboration with other official bodies, public institutions and private entities, such as the **Institutes of Legal Medicine and Forensic Sciences** in the Autonomous Community regions with competence in the matters, **Social Security, Spanish Red Cross** and other public or private bodies that can help localise missing persons and where applicable, identify unidentified human bodies and remains. **Introduction: 2022.**
- 3.10.6 In order to manage knowledge of human and material resources specified in the Protocol for Action by the Law Enforcement Bodies in cases of missing persons, and with the regularity established by the Secretariat of State for Security (at least once a year), the CNDES will gather all information necessary concerning the setting-up of such teams from police forces competent in the matter in order to improve the coordination and effectiveness of the means used, including data about the use of capabilities provided

by AlertCops. **Introduction: During 2022 and following an annual activity while the Strategic Plan is in force.**

- 3.10.7 Evolution of the AlertCops app, enabling the creation of a police record of participants and volunteers that may be activated and deployed when planning a search team. This in turn will enable the creation of a single information file with the basic data of natural or juridical persons put forward to expand such teams. Moreover, the creation of inventories will be encouraged, containing immediately available material, technological and special resources. **Introduction: While the Strategic Plan is in force.**
- 3.10.8 Foster collaboration among all the parties involved in the phenomenon of missing persons (Law Enforcement Bodies, foundations, associations, public bodies, other social economy organisations, etc.) via permanent collaboration procedures that may be determined. **Introduction: While the Strategic Plan is in force.**
- 3.10.9 Encourage the use of the **116000 line**, the European Union’s harmonised social interest number for cases of missing children. Management of this in Spain was adjudicated to the ANAR Foundation, proposed by the Ministry of the Interior. The feasibility should also be studied of providing ANAR with a personalised version of AlertCops, called for example “AlerTeens”, as a direct channel for services to assist minors. **Introduction: While the Strategic Plan is in force.**



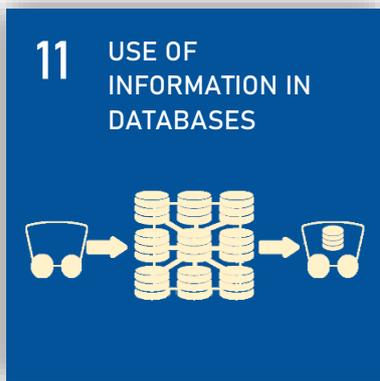
Image: Official logo.
Source: Spanish Red Cross.



Image: National Toxicology and Forensics Sciences Institute.
Source: <https://www.youtube.com/watch?v=sTK0QULJ7NI>.



Image: ANAR phone/chat for missing children.
Source: ANAR Foundation website.



Improving the use of information from databases and the inclusion and creation of others considered to be of interest.

MEASURES:

- 3.11.1. Harmonise the information in the “Police Database of Identifiers Obtained from DNA” with other data in the PDyRH System. To do so, it shall be verified that all of the CODIS identifiers in the police database are associated with their corresponding unidentified human body and their corresponding active reported disappearance, all in order to determine whether all of the missing persons have at least one sample of DNA to identify them. **Introduction: 2023.**
- 3.11.2. Give reasons to back the need to have biometric information in the files of ADEXTTRA (including R-MENA), ADPASFIL and BINCIPOL so as to it include in the PDyRH, as occurs with Spanish citizens. **Introduction: 2022.**
- 3.11.3. Study the possibility of comparing fingerprints from unidentified human bodies with the fingerprints in the Visa Information System (VIS) via the legal instrument to be decided by those responsible in the Ministry of Foreign Affairs, European Union and Cooperation, as well as the interoperability with the SIS system. **Introduction: 2023.**
- 3.11.4. Study the regulations and technology to confirm the possibility of creating a national registry of persons with a right to go missing. **Introduction: 2024.**
- 3.11.5. Raise awareness in our neighbouring countries about the problem of missing persons in order to extend the PRÜM framework to the sphere of DNA and fingerprint identification, as well as exploring instruments for collaboration with the countries that help each other to boost the identification of missing persons in Spain. **Introduction: While the Strategic Plan is in force.**
- 3.11.6. Foster an increase in the information in public and private entities’ databases for which there is a legal instrument for collaboration with the National Missing Persons Centre and which may be adapted to the PDyRH System. The possibility will be considered of implementing facial recognition systems (publicly-owned video surveillance). In addition, the information can be extended with data about relatives and missing persons (background, personal circumstances, illnesses that may place the missing person at risk, information of interest for the case and which may be available in open sources, etc.) **Introduction: 2024.**

- 3.11.7. After harmonising the information in the PDyRH System, a study will be carried out to assess the feasibility of cross-referencing its information with the **I-Familia** database and others managed by INTERPOL. The use of such systems shall be encouraged so that Law Enforcement Bodies can make use of the capabilities provided by comparing the genetic profiles registered. **Introduction: While the Strategic Plan is in force.**
- 3.11.8. Provide training and access to modules to consult the PDyRH System, to be decided by **Local Police** forces with a Judicial Police unit that has signed a Collaboration, Cooperation and Coordination Framework agreement in force with the Ministry of the Interior and the Spanish Federation of Municipalities and Provinces (**FEMP**) in matters of citizens' security. **Introduction: While the Strategic Plan is in force.**
- 3.11.9. Technical development to provide statistical data in a re-usable format about missing persons on the Ministry of the Interior's websites (Criminality Statistics Portal, CNDES, etc.). **Introduction: While the Strategic Plan is in force.**
- 3.11.10. Study the usefulness of the information in the **iFADO system** (False and Authentic Documents Online) to identify unidentified human bodies and remains and, if applicable, access information to compare it with information in the PDyRH System. **Introduction: While the Strategic Plan is in force.**
- 3.11.11. Extend the review of fingerprints being carried out in the Automated Biometric Identification System (ABIS), to the fingerprints on the national identity documents (DNI) of long-term missing persons. **Introduction: Second half of 2022.**
- 3.11.12. Study and if applicable carry out the secure deletion of personal information, images and data of persons that has been disseminated via internet alerts and social networks so as to avoid future fraudulent uses that may give rise to criminal behaviour towards such persons or their relatives. **Introduction: While the Strategic Plan is in force.**



Image: Spanish Federation of Municipalities and Provinces logo.
Source: <http://www.femp.es/>.



Image: iFADO system.
Source: <https://op.europa.eu/es/publication-detail/-/publication/86608953-fc65-46b7-8b0d-af354cfdb82>



Image: I-Familia logo.
Source: <https://www.interpol.int/es/>.

LINE OF ACTION IV: ASSISTANCE TO RELATIVES AND ACQUAINTANCES AND TO THE SOCIAL ECONOMY

12 COMMUNICATION AND ASSISTANCE BY LEBs



Extend communication and assistance from Law Enforcement Bodies to missing persons' relatives and acquaintances.

MEASURES:

- 4.12.1. Give those responsible in provinces a greater role as interlocutors in cases of missing persons with their relatives and acquaintances, as well as with foundations and associations collaborating in carrying out the Strategic Plan. **Introduction: 2023.**
- 4.12.2. Increase the meetings with provincial and national heads designated by the LEBs and the CNDES staff, as well as including foundations and associations of missing persons insofar as is feasible, in order to assess the level of compliance with the Strategic Plan in its territorial scope (evaluations of national and provincial scope). **Introduction: At least one activity per month.**
- 4.12.3. In the systems to gather citizens' reports of missing persons by LEBs, an informative document should be created and implemented that includes the rights of people who report a case of a missing person, the resources available to them, and possible action after they report it. This document would be delivered to the Law Enforcement Bodies after the citizens' report has been processed ("**Informative letter for relatives or acquaintances of missing persons**"). **Introduction: 2022.**
- 4.12.4. For the "**Persons missing for no apparent reason day**" the Ministry of the Interior's authorities will receive first-hand accounts from relatives and acquaintances whether directly or through the most representative associations and foundations. Furthermore, an annual report will also be presented about missing persons from the previous year. **Introduction: At least one activity per year.**
- 4.12.5. All centres for the protection of minors will be provided with a unified form to report the disappearance of minors and their return in order to help manage the absent minors and subsequently break down the statistical data of the cases, extending the section of observations with information that said centres may provide and which may be of interest to the police (action taken, data updated, etc.). **Introduction: Second half of 2022.**

4.12.6. Create a specific protocol or guide for action by the Law Enforcement Bodies for the attention of social media in order to lay out general ground rules for coordination when the police spokesperson is providing information, taking into account the circumstances around the investigation of the missing person(s). **Introduction: 2023.**



Image: Navarre Police Force rescue training.
Source: Instagram @policiaforal_na



Image: Ertzaintza Vigilance and Rescue Unit.
Source: Twitter @ertzaintzaEJGV



Image: Mossos d'Esquadra using a drone.
Source: Instagram @mossocatalunya

13 LONG-TERM MISSING PERSONS



Separate, specific action for long-term missing persons.

MEASURES:

- 4.13.1. Create a technical group of experts made up of staff from the CNDES, heads from the Central LEB Units and regional Autonomous Police forces taking part in developing the Strategic Plan, in order to define the concept and monitor cases that have been considered to be “long-term”, study and carry out action to improve the investigations, as well as provide assistance for relatives and acquaintances. In this vein, relatives or acquaintances of missing persons can be invited to the meetings of said technical group of experts, be it directly or through the foundations and associations that represent them. **Introduction: 2023.**
- 4.13.2. Create a work group headed by the National Missing Persons Centre, in which different public and private parties related to the matter can take part, such as the Ministry of Justice, Law Enforcement Bodies, foundations and associations taking part in developing the Strategic Plan, and others, in order to study and review the regulations enabling initiatives to be drawn up for legislative reform to help approve the “**Statute of the person missing for no apparent reason**”. **Introduction: 2023.**
- 4.13.3. Create a legal instrument for collaboration with official psychologists’ associations and other analogous bodies or entities in order to set out the work procedure for assistance to the relatives of missing persons considered to be “long-term”. **Introduction: 2023.**
- 4.13.4. Foster the creation of a work group (“**assistance for families**”) made up of Administrations that may be affected and the social economy in order to boost procedures, measures and collaboration agreements to assist families who, as a result of a “long-term” disappearance, find themselves in a difficult economic and social situation, especially when the missing person was the breadwinner of the family unit. **Introduction: 2022.**

14 COLLABORATION WITH THE SOCIAL ECONOMY SECTOR



Increase knowledge about collaboration with the social economy, as well as with missing persons' relatives and acquaintances.

MEASURES:

- 4.14.1. Learn of the activity of the foundations and associations taking part in developing this Strategic Plan in order to set up channels to coordinate joint activities. **Introduction: At least one informative activity per year.**
- 4.14.2. Lend greater visibility to the information in the **Map of Resources** on the CNDES website so that it can be an active, referential and effective tool for use by all parties involved in missing persons cases. **Introduction: At least one visibility activity per year.**
- 4.14.3. Periodic, updated version of the informative letter to relatives of missing persons. **Introduction: As of 2023.**
- 4.14.4. Foster the attendance of investigators in matters of missing persons at national and international forums organised by missing persons' foundations and associations, as well as the ones organised by international organisations and forums. **Introduction: While the Strategic Plan is in force.**
- 4.14.5. Study—and if applicable foster—instruments for collaboration with public institutions and private entities that may provide **psychological assistance free of charge** for victims and relatives of long-term missing persons. **Introduction: While the Strategic Plan is in force.**
- 4.14.6. With the foundations and associations taking part in developing the Strategic Plan, foster studies on cases of missing persons of which there has been news but whose relatives or acquaintances have not reported the facts and so it has not been possible for Law Enforcement Bodies competent in the matter to investigate them, so as to carry out future awareness-raising campaigns. **Introduction: While the Strategic Plan is in force.**

5. COORDINATION OF THE PLAN AND MONITORING COMMITTEE

It is the task of the National Missing Persons Centre, answering to the Directorate General for Coordination and Studies (Secretariat of State for Security) to foster, coordinate and supervise the Strategic Plan in the matter of missing persons, and to update it if applicable.

The heads of the General Directorates of the Police and the Civil Guard shall designate in their respective spheres a **National Coordinator** for the Strategic Plan, with sufficient capability to apply the measures in it, and they shall keep the **Provincial Coordinators updated**. The National Coordinators participating in the Monitoring Committee described below shall be responsible for monitoring the plan's indicators, and for preparing and delivering the corresponding reports.

5.1. Monitoring Committee

This body shall be chaired by the **Director General of Coordination and Studies** and is made up of staff from the National Missing Persons Centre, National Coordinators of the Strategic Plan in the spheres of the National Police and Civil Guard, as well as by representatives of regional autonomous police forces with competences in the matter, and the foundations and associations most representative of missing persons, all of whom take part in developing this Strategic Plan, with no detriment to the fact that the chair and other members may be occupied by other natural or legal persons and authorities that may be determined.

The Monitoring Committee shall meet ordinarily once every **six months** to evaluate to what extent the Strategic Plan has been met according to the chart of indicators in **Section 6**. Three months after the Plan has been enforced, the National Missing Persons Centre shall draw up an evaluation report on

- Number of cases that have been coordinated by provincial heads.
- Number of alerts requested to be posted on the CNDES website.

implementation of the Strategic Plan and deliver it to the chair of the Monitoring Committee.

It is essential to monitor and supervise the Strategic Plan in order to evaluate its reach and effectiveness. With the information gathered about its implementation and in compliance with point six.2 of Instruction 2/2018 from the Secretariat of State for Security, creating the National Missing Persons Centre, which states that *“Before 20 January following each year ended, the General Directorates of the National Police and Civil Guard shall send an annual report to the [today's] General Directorate of Coordination and Studies with the work done by each force as regards missing persons”*, the National Missing Persons Centre shall draft an **annual report** to present the results of the Strategic Plan to the Minister of the Interior, the Secretary of State for Security and the Monitoring Committee.

In addition, the report shall contain the statistical data about the work done in each period considered and related to this Strategic Plan, in the format established by the Directorate General for Coordination and Studies; the main conclusions arising from the analysis and comparison of data; general assessment; most relevant circumstances and problems highlighted; proposals for improvements; and any other complementary information deemed to be of interest, related to at least the following matters:

- Information concerning the general evaluation of the Protocol for Action by the Law Enforcement Bodies in cases of missing persons.
- Activities carried out, their form and duration, related to missing persons within the Directive Plan, Major Security Plan and Safe Tourism Plan.
- Preventive activities carried out in protection centres for minors related to missing persons.
- Training curricula carried out in the different study plans for education of new recruits, promotion to different posts, and specific, specialised training modules on the matter of missing persons.



- Number of cases of missing persons related to the phenomenon of irregular immigration, with data broken down by territorial area.
- Statistical data on attendance and assistance given to relatives and acquaintances of missing persons, as well as those that have been referred to the Ministry of Justice's Offices for Assistance to Victims of Crime or those depending on Autonomous Community regions.
- Preventive activities related to missing persons, carried out with other especially vulnerable collectives.



6. TABLE OF INDICATORS AND REPORTS

In order to ensure an adequate monitoring of the Plan's implementation over time, the National Missing Persons Centre should take into account the following Table of Indicators:

2022				
PERIOD	OBJECTIVE	MEASURE	DEGREE OF COMPLIANCE	COMMENTS
4th QUARTER OF 2022	1.	1.1.4.		
2022	1.	1.1.5.		
2022	1.	1.1.7.		
2022	1.	1.1.8.		
2022	1.	1.1.9.		
2022	2.	1.2.1.		
2022	2.	1.2.2.		
1st SEMESTER OF 2022	2.	1.2.3.		
2nd SEMESTER OF 2022	2.	1.2.3.		
2nd SEMESTER OF 2022	2.	1.2.4.		
2nd SEMESTER OF 2022	2.	1.2.5.		
2022	2.	1.2.6		
2022	3.	1.3.1.		
2022	3.	1.3.2.		
2022	3.	1.3.3.		
2022	3.	1.3.4.		
2022	4.	2.4.3.		
2nd SEMESTER OF 2022	4.	2.4.4.		
2022	4.	2.4.5		
2022	4.	2.4.6		
FROM THE 2nd QUARTER OF 2022	5.	2.5.1.		
FROM THE 2nd QUARTER OF 2022	5.	2.5.2.		
FROM THE 2nd QUARTER OF 2022	5.	2.5.3.		
2022	6.	2.5.4.		
2022	6.	2.6.1.		
2022	6.	2.6.2.		
2022	6.	2.6.3.		
1st SEMESTER OF 2022	7.	2.7.1		
2nd SEMESTER OF 2022	7.	2.7.1.		
2022	7.	2.7.2.		
2022	7.	2.7.3.		
2022	8.	3.8.5.		
1st SEMESTER OF 2022	8.	3.8.7.		
2nd SEMESTER OF 2022	8.	3.8.7.		
4th QUARTER OF 2022	8.	3.8.8.		
2022	8.	3.8.9.		
2022	8.	3.8.13.		
2022	8.	3.8.14.		
2022	9.	3.9.1.		
2022	9.	3.9.2.		



2022	9.	3.9.3.		
2022	9.	3.9.4.		
2022	9.	3.9.5.		
2022	9.	3.9.6.		
2022	9.	3.9.7.		
2022	10.	3.10.2.		
2022	10.	3.10.3.		
2022	10.	3.10.4.		
2022	10.	3.10.5.		
2022	10.	3.10.6.		
2022	10.	3.10.7.		
2022	10.	3.10.8.		
2022	10.	3.10.9.		
2022	11.	3.11.2.		
2022	11.	3.11.5.		
2022	11.	3.11.7.		
2022	11.	3.11.8.		
2022	11.	3.11.9.		
2022	11.	3.11.10.		
2nd SEMESTER OF 2022	11.	3.11.11.		
2022	11.	3.11.12.		
1st SEMESTER OF 2022	12.	4.12.2.		
2nd SEMESTER OF 2022	12.	4.12.2.		
2022	12.	4.12.3.		
2022	12.	4.12.4.		
2nd SEMESTER OF 2022	12.	4.12.5.		
2022	13.	4.13.4.		
2022	14.	4.14.1.		
2022	14.	4.14.2.		
2022	14.	4.14.4.		
2022	14.	4.14.5.		
2022	14.	4.14.6.		

2023				
PERIOD	OBJECTIVE No.	MEASURE	DEGREE OF COMPLIANCE	COMMENTS
1st QUARTER OF 2023	1.	1.1.1		
1st QUARTER OF 2023	1.	1.1.2		
1st QUARTER OF 2023	1.	1.1.3		
2023	1.	1.1.6.		
2023	1.	1.1.7.		
2023	1.	1.1.8.		
2023	1.	1.1.9.		
2023	2.	1.2.1.		
2023	2.	1.2.2.		
1st SEMESTER OF 2023	2.	1.2.3.		
2nd SEMESTER OF 2023	2.	1.2.3.		
2023	2.	1.2.4.		
2023	2.	1.2.5.		
2023	2.	1.2.6		
2023	3.	1.3.1.		
2023	3.	1.3.2.		
2023	3.	1.3.3.		
2023	3.	1.3.4.		
2nd SEMESTER OF 2023	4.	2.4.1.		
2nd SEMESTER OF 2023	4.	2.4.2.		
2023	4.	2.4.3.		
2023	4.	2.4.5.		
2023	4.	2.4.6		
2023	5.	2.5.1.		
2023	5.	2.5.2.		
2023	5.	2.5.3.		
2023	5.	2.5.4.		
2023	6.	2.6.1.		
2023	6.	2.6.2.		
2023	6.	2.6.3.		
1st SEMESTER OF 2023	7.	2.7.1.		
2nd SEMESTER OF 2023	7.	2.7.1.		
2023	7.	2.7.2.		
2023	7.	2.7.3.		
1st SEMESTER OF 2023	8.	3.8.1.		
2023	8.	3.8.3.		
2023	8.	3.8.4.		
2023	8.	3.8.5.		
2023	8.	3.8.6.		
1st SEMESTER OF 2023	8.	3.8.7.		

2º SEMESTRE 2023	8.	3.8.7.		
2023	8.	3.8.9.		
1st QUARTER OF 2023	8.	3.8.10.		
2023	8.	3.8.11.		
2023	8.	3.8.12.		
2023	8.	3.8.13.		
2023	8.	3.8.14.		
2023	9.	3.9.2.		
2023	9.	3.9.6.		
2023	9.	3.9.7.		
2023	10.	3.10.1.		
1st SEMESTER OF 2023	10.	3.10.2.		
2nd SEMESTER OF 2023	10.	3.10.2.		
2023	10.	3.10.3.		
2023	10.	3.10.4.		
2023	10.	3.10.6.		
2023	10.	3.10.7.		
2023	10.	3.10.8.		
2023	10.	3.10.9.		
2023	11.	3.11.1.		
2023	11.	3.11.3.		
2023	11.	3.11.5.		
2023	11.	3.11.7.		
2023	11.	3.11.8.		
2023	11.	3.11.9.		
2023	11.	3.11.10.		
2023	11.	3.11.12.		
2023	12.	4.12.1.		
1st SEMESTER OF 2023	12.	4.12.2.		
2nd SEMESTER OF 2023	12.	4.12.2.		
2023	12.	4.12.4.		
2023	12.	4.12.6.		
2023	13.	4.13.1.		
2023	13.	4.13.2.		
2023	13.	4.13.3.		
2023	14.	4.14.1.		
2023	14.	4.14.2.		
2023	14.	4.14.3.		
2023	14.	4.14.4.		
2023	14.	4.14.5.		
2023	14.	4.14.6.		

2024				
PERIOD	OBJECTIVE No.	MEASURE	DEGREE OF COMPLIANCE	COMMENTS
2024	1.	1.1.7.		
2024	1.	1.1.8.		
2024	1.	1.1.9.		
2024	2.	1.2.1.		
2024	2.	1.2.2.		
1st SEMESTER OF 2024	2.	1.2.3.		
2nd SEMESTER OF 2024	2.	1.2.3.		
2024	2.	1.2.4.		
2024	2.	1.2.5.		
2024	2.	1.2.6.		
2024	3.	1.3.1.		
2024	3.	1.3.2.		
2024	3.	1.3.3.		
2024	3.	1.3.4.		
2024	4.	2.4.1.		
2024	4.	2.4.2.		
2024	4.	2.4.3.		
2024	4.	2.4.5.		
2024	4.	2.4.6.		
2024	5.	2.5.1.		
2024	5.	2.5.2.		
2024	5.	2.5.3.		
2024	5.	2.5.4.		
2024	6.	2.6.1.		
2024	6.	2.6.2.		
2024	6.	2.6.3.		
1st SEMESTER OF 2024	7.	2.7.1.		
2nd SEMESTER OF 2024	7.	2.7.1.		
2024	7.	2.7.2.		
2024	7.	2.7.3.		
2024	8.	3.8.2.		
2024	8.	3.8.5.		
1st SEMESTER OF 2024	8.	3.8.7.		
2nd SEMESTER OF 2024	8.	3.8.7.		
2024	8.	3.8.9.		
2024	8.	3.8.13.		
2024	8.	3.8.14.		
2024	9.	3.9.2.		
2024	9.	3.9.6.		

2024	9.	3.9.7.		
1st SEMESTER OF 2024	10.	3.10.2.		
2nd SEMESTER OF 2024	10.	3.10.2.		
2024	10.	3.10.3.		
2024	10.	3.10.4.		
2024	10.	3.10.6.		
2024	10.	3.10.7.		
2024	10.	3.10.8.		
2024	10.	3.10.9.		
2024	11.	3.11.4.		
2024	11.	3.11.5.		
2024	11.	3.11.6.		
2024	11.	3.11.7.		
2024	11.	3.11.8.		
2024	11.	3.11.9.		
2024	11.	3.11.10.		
2024	11.	3.11.12.		
1st SEMESTER OF 2024	12.	4.12.2.		
2nd SEMESTER OF 2024	12.	4.12.2.		
2024	12.	4.12.4.		
2024	14.	4.14.1.		
2024	14.	4.14.2.		
2024	14.	4.14.3.		
2024	14.	4.14.4.		
2024	14.	4.14.5.		
2024	14.	4.14.6.		

7. TOTAL BUDGET FOR THE IMPLEMENTATION OF THE PLAN

The economic resources to ensure the implementation of every measure of the four lines of action under this 1st Strategic Plan for the years 2022-2024 amounts at **2,250,000 euros**, distributed as follows:

TOTAL BUDGET “1ST STRATEGIC PLAN ON MISSING PERSONS”	2022-2024
1. PREVENTION AND AWARENESS-RAISING	€778,000
2. TRAINING	€216,000
3. TECHNOLOGICAL MEASURES FOR THE INVESTIGATION AND RESOLUTION OF CASES	€1,063,500
4. SERVICE TO FAMILY MEMBERS, RELATIVES AND THE THIRD SOCIAL SECTOR	€201,500
TOTAL: €2,259,000	

Madrid, 4 March 2022

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