



Citizenship and  
Immigration Canada

Citoyenneté et  
Immigration Canada

# ENF 21

Recovering Missing, Abducted and  
Exploited Children

# ENF 21 Recovering Missing, Abducted and Exploited Children

Most recent date of changes: 2004-03-08

## Updates to chapter

<b>1</b>	<b>What this chapter is about</b>	<b>1</b>
<b>2</b>	<b>Program objectives</b>	<b>2</b>
<b>3</b>	<b>The Act and Regulations</b>	<b>3</b>
3.1	Form	3
<b>4</b>	<b>Instruments and delegations</b>	<b>4</b>
<b>5</b>	<b>Departmental policy</b>	<b>5</b>
<b>6</b>	<b>Definitions</b>	<b>6</b>
<b>7</b>	<b>Our Missing Children (OMC) Program</b>	<b>8</b>
7.1	Getting assistance from Our Missing Children (OMC) program	8
7.2	Our Missing Children Recovery Report (Form E-514)	8
7.3	Completing form E-514 for intelligence purposes	8
<b>8</b>	<b>Procedure: Persons with the right to come into Canada</b>	<b>10</b>
<b>9</b>	<b>Procedure: Primary examination of persons travelling with children</b>	<b>11</b>
9.1	Mandatory PIL referrals of children	11
9.2	Line of questioning at PIL	11
9.3	Where consent/documentation not required	11
<b>10</b>	<b>Procedure: Outcomes at PIL</b>	<b>12</b>
10.1	Persons with a right to come into Canada	12
10.2	Persons making an application to come into Canada	12
<b>11</b>	<b>Procedure: Abduction indicators</b>	<b>13</b>
<b>12</b>	<b>Procedure: Secondary examination of persons travelling with children</b>	<b>15</b>
12.1	Examining persons with a right to come into Canada	15
12.2	Examining persons making an application to come into Canada	15
12.3	CPIC check	15
12.4	Confirming information by telephone	16
<b>13</b>	<b>Procedure: Examining children</b>	<b>17</b>
13.1	Separating an adult and child for questioning	17
13.2	Guidelines for interviewing children	17
13.3	Line of questioning for children	18
<b>14</b>	<b>Procedure: Guidelines in the case of a confirmed abduction</b>	<b>19</b>

14.1	Protecting the well-being of the child	19
14.2	Detention of children	19
14.3	Persons with a right to enter Canada	19
14.4	Foreign nationals	20
14.5	U.S. citizens and resident aliens	20
14.6	Other foreign nationals	20
<b>15</b>	<b>Procedure: Guidelines for runaways</b>	<b>22</b>
<b>16</b>	<b>Procedure: Border alerts - Lookout procedures for missing children</b>	<b>23</b>
<b>17</b>	<b>Procedure: Counselling the public</b>	<b>24</b>

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## Updates to chapter

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**Listing by date:**

**Date: 2004-03-08**

It is to be noted that this chapter is now called “Recovering Missing, Abducted and Exploited Children.”

Minor changes/clarifications were made to chapter ENF 21. The changes were made to include reference to the Canada Border Services Agency (CBSA) instead of the Canada Customs and Revenue Agency (CCRA), the inclusion of exploited children and changes to contact information.

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### **1 What this chapter is about**

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This chapter describes primary and secondary examination procedures intended to assist officers to identify and recover missing, abducted and exploited children at the port of entry.

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## **2 Program objectives**

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The protection and recovery of children at risk is part of Citizenship and Immigration Canada's commitment to:

- ensuring and securing the best interest of a child;
- facilitating family reunification; and
- protecting the health and safety of Canadians and maintaining the security of Canadian society.

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**3 The Act and Regulations**

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Every person seeking to enter Canada must appear for an examination to determine whether that person has a right to enter Canada or is or may become authorized to enter and remain in Canada.	A18(1)
A foreign national, other than a protected person, is inadmissible on grounds of an inadmissible family member if <ul style="list-style-type: none"> <li>• (a) their accompanying family member or, in prescribed circumstances, their non-accompanying family member is inadmissible; or</li> <li>• (b) they are an accompanying family member of an inadmissible person.</li> </ul>	A42
It is affirmed as a principle that a minor child shall be detained only as a measure of last resort, taking into account the other applicable grounds and criteria including the best interests of the child.	A60

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**3.1 Form**

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The form required is shown in the following table.

Form title	Form number
Our Missing Children Recovery Report	E-514 (see Appendix B)

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**4 Instruments and delegations**

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Nil.

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**5 Departmental policy**

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A18(1) requires every person seeking to enter Canada to appear for examination to determine whether that person has a right to enter Canada or is or may become authorized to enter and remain in Canada

## ENF 21 Recovering Missing, Abducted and Exploited Children

### 6 Definitions

Abduction	The unlawful removal or taking of a person against their will or, in the case of children, against the will of their parent or legal guardian and by use of force or deceit
CPIC	Canadian Police Information Centre
Custody order	An order of custody issued by a court
E-514	Our Missing Children Recovery Report used by both CIC and the Canada Border Services Agency (CBSA)
Guardian	Includes any person who has, in law or in fact, the custody or control of another person
ICES: Integrated Customs Enforcement System	A CBSA computer database that includes up-to-date information on abducted/missing children cases
Indicators	Descriptions of general situational, behavioural and sometimes physical characteristics (for example, tattoos) used by enforcement agencies to assist in identifying persons likely to engage in a particular type of illegal activity
Missing child	Any person under 18 years of age whose whereabouts are unknown to their legal guardian and where the circumstances surrounding the disappearance suggest the child was removed without the guardian's consent, or the child's safety is at risk
PALS: Primary Automated Lookout System	A CBSA computer database that includes up to date information on abducted/missing children
Parental/familial abductions	Children who are taken from their legal custodian by a parent or family member without consent or in violation of a custody agreement
PIRS: Police Information Retrieval System	A database governed by the Canadian Association of Chiefs of Police and operated by the RCMP [Customs and immigration personnel can access data on seizures (made by both CBSA and the RCMP), intelligence files and information pertinent to current narcotics activity]
Recovery	A confirmed case of child abduction or a runaway (whether or not it was reported as such to a competent authority) that has been brought to a resolution through the intervention of one or more of the five agencies involved in the Our Missing Children program
Restriction order	An order issued by a court, restricting travel beyond a specified area (cityown, province/state or country)
Runaways	Children who leave home voluntarily without the knowledge or permission of the parent or guardian (some provinces may only record runaway children that are 16 years of age or older as missing persons)

## ENF 21 Recovering Missing, Abducted and Exploited Children

Stranger abductions	Children that are taken by a person who is not their parent or legal guardian and without the knowledge or against the wishes of the parent or legal guardian
Throwaways	Children whose whereabouts are both unknown and unsought by the parents or guardians and who are unable to return to the family home due to mostly irresolvable issues within the family (Throwaways are not statistically captured as part of the Our Missing Children program.)

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### 7 Our Missing Children (OMC) Program

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#### 7.1 Getting assistance from Our Missing Children (OMC) program

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CIC is one of five Government of Canada organizations working together to locate missing, abducted and exploited children and return them to their proper guardians. The other members of this successful partnership are Canada Border Services Agency (CBSA), the Royal Canadian Mounted Police, the Department of Foreign Affairs and International Trade and the Department of Justice. Together, these departments form a national clearinghouse, assisting one another, as well as police and other agencies in 40 countries, to reunite children with their families.

Since the OMC program began in 1986, over 6,000 missing children have been found. Customs and immigration officers alone have reunited 1,300 children with their parents or legal guardians. In 2003, 104 children were recovered at our borders. Customs and immigration officers must be fully alert to children who need protection and should pay extra attention to children as they enter Canada. A child or youth travelling without proper identification, or in the company of adults other than their legal guardian(s), may require careful examination. This additional scrutiny is for the sole purpose of ensuring the safety of the child.

Officers may contact the OMC office 24 hours a day, 7 days a week, to request information or assistance on any missing child related issue.

Our Missing Children  
Attn: CIC Officer  
1200 Vanier Parkway, P.O. Box 8885  
Ottawa, Ontario K1G 3M8  
Telephone: (613) 993-5959  
After Hours Cellular: (613) 859-7739  
omc-ned@cic.gc.ca

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#### 7.2 Our Missing Children Recovery Report (Form E-514)

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Following the interception of any abducted or runaway child, officers are required to complete an Our Missing Children Recovery Report (E-514) and forward it to the regional OMC coordinator. For detailed instructions on the correct way to complete this form, see Appendix B.

The OMC Recovery Report is a form jointly issued and used by CBSA and CIC to record enforcement actions involving the recovery of abducted or runaway children. Correct and uniform completion of the report ensures the accuracy of compiled abductor and victim indicators and assists in identifying emerging trends. Incomplete forms will be returned to their originators for completion.

Form E-514 is completed only by the recovering department. One copy is retained at the POE and the original is forwarded to the regional OMC coordinator, who also retains a copy before sending the original to their respective national coordinator.

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#### 7.3 Completing form E-514 for intelligence purposes

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The form may also be completed, in exceptional circumstances, where no actual recovery has taken place, for example, where examination of a case suggests a potential abduction, but computer

## **ENF 21 Recovering Missing, Abducted and Exploited Children**

checks and other investigation produce negative results. Detailed information regarding the circumstances of such a case may be of use at a later date. Officers should clearly identify that the information is for intelligence purposes only.

### 8 Procedure: Persons with the right to come into Canada

Once an officer is satisfied that an adult or a child is a Canadian citizen, registered Indian or permanent resident, the examination should end and the person be allowed into Canada without further delay.

Once the right to enter Canada is established, there is no authority for CIC officers to question a person in detail with respect to a possible missing or abducted child. Officers should be aware that any supplementary information gathered which does not relate to immigration requirements for entry to Canada may not be admissible as evidence should prosecution result.

Where there is a suspicion of abduction, the welfare of the child remains paramount and an officer should immediately contact the appropriate law enforcement agency. An officer who has concerns about a child's welfare but no evidence or information to confirm their suspicions should make a referral to customs secondary examination. Customs inspectors have authority to examine and detain persons seeking entry to Canada for specific offences under the *Criminal Code*, including abduction.

Officers have greater authority to examine foreign nationals who must establish that they are not inadmissible to Canada. The possibility that a child is missing or abducted or that the adults travelling with a child may be abductors is directly relevant to admissibility and an officer is entitled to ask questions relating to the security and well-being of the child. Foreign nationals may therefore be questioned in detail in relation to the OMC mandate.

#### Authority to examine

The situation	What to do
The child is a foreign national and the adult is also a foreign national	Officer has the authority to question both parties.
The child is a foreign national and the adult is either a Canadian citizen or Permanent Resident	Officer has the authority to question the child; the responsible law enforcement agency would have to question the adult if prosecution is contemplated.
The child is a foreign national travelling by themselves	Officer has the authority to question the child.
The child is a Canadian citizen or a Permanent Resident and so is the adult	Officer should initiate pre-arranged local procedures with CBSA and contact the responsible law enforcement agency.
The child is a Canadian citizen or a Permanent Resident and the adult is a foreign national	Officer has the authority to question the adult.
The child is a Canadian citizen or a Permanent Resident travelling by themselves	Officer should initiate pre-arranged local procedures with CBSA and contact the responsible law enforcement agency.

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### **9 Procedure: Primary examination of persons travelling with children**

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#### **9.1 Mandatory PIL referrals of children**

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The Immigration Secondary Referral List provides that foreign national children, accompanied or alone, who incite concern about the purpose of their trip to Canada or their welfare in Canada are to be referred for an immigration secondary examination. The fact that one adult is travelling alone with a child should not in itself warrant a referral to a secondary examination. If it appears, after a preliminary interview, that the traveller(s) exhibit certain indicators or if there are other grounds for concern, the customs inspector will refer them for a secondary examination.

Canadians and those persons who have the right to enter Canada are examined under the identical criteria and are referred to a customs secondary examination when concerns about child security arise.

#### **9.2 Line of questioning at PIL**

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Customs inspectors at the primary inspection line usually begin each examination by asking travellers to state their citizenship. Foreign nationals are queried about their destination, duration and purpose of travel.

PIL officers may then ask an adult under examination to state their relationship to any accompanying children. They may ask if they have proof of the relationship and, if only one parent is present, if they have permission from the absent parent to travel with the child. If the adults are not the parents, they will be asked if they have a note or permission from the parents. Officers may also ask each child a few questions. The officer may then ask to see identity documents, including proof of citizenship and relationship to the child.

#### **9.3 Where consent/documentation not required**

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Officers should be aware that a letter of permission from an absent parent is not required where either of the following documents are presented: a birth certificate listing the father as 'unknown' or custody papers indicating that the travelling parent has sole custody.

Canadian and American citizens are not required by law to carry identification when travelling into Canada. They can be authorized to enter Canada as long as the officer is satisfied of their citizenship. Consequently, parents without identification for their children should not automatically be referred to a secondary examination simply for that reason.

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### 10 Procedure: Outcomes at PIL

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#### 10.1 Persons with a right to come into Canada

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If satisfied that all persons in the group have the right to enter Canada, the officer will authorize entry to Canada and may provide a handout on the OMC program.

If concerns about child security exist, a referral to a Customs secondary examination will be made.

If an officer is not satisfied that all persons in the group have the right to enter Canada, a referral for an immigration secondary examination will be made.

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#### 10.2 Persons making an application to come into Canada

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- If satisfied of both admissibility and child security issues, a PIL officer will authorize entry and may provide a handout on the OMC program.
- If not satisfied of the admissibility or the security of a child, the officer will refer to an immigration secondary examination.

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**Note:** To alert the secondary officer, PIL officers are expected to code the E-67 or E-311 referral form with “OMC” for “Our Missing Children”. The secondary officer then contacts the PIL officer for details of the indicators that resulted in the referral. The use of non-secure communications such as a radio transmission should be avoided to protect the client’s privacy. No member of the public should be made aware of a potential child abduction case. Officers should only use radio communications in an emergency situation where the relay of information is time sensitive or the child's safety is in jeopardy.

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### 11 Procedure: Abduction indicators

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The following list of possible abduction indicators assists PIL customs inspectors in deciding whether to refer travellers with children for a secondary examination. While every missing child case is unique, the majority of referrals that result in the recovery of a child exhibit several of these indicators.

Type of indicator	Details
General indicators	<ul style="list-style-type: none"> <li>• Display of unwarranted hostility to being questioned;</li> <li>• Responding to questions with obviously prepared answers;</li> <li>• Hesitation if asked unexpected questions;</li> <li>• Attempts by the adult to answer for or block questioning of the child;</li> <li>• Unwillingness to produce documents;</li> <li>• Suspicious or inappropriate documentation;</li> <li>• Unwillingness of any person in the group to make eye contact;</li> <li>• Undue hesitation by children in responding to questioning and overreaction by adults to their answers;</li> <li>• Travelling on a school day;</li> <li>• Physical appearance of a child such as clothing, hairstyle or makeup that might indicate an attempt to alter appearance;</li> <li>• Signs of physical abuse such as bruising, poor hygiene or mal-nourishment;</li> <li>• Nervousness or fear on the part of a child;</li> <li>• Inappropriate reason for travel considering the age of a child;</li> <li>• Vague reasons for the absence of one or both parents.</li> </ul>
Indicators at land border crossings	<ul style="list-style-type: none"> <li>• Children squeezed between adults or appear to be physically controlled;</li> <li>• Amount of clothing inappropriate for length or purpose of trip;</li> <li>• Quantity and condition of a child's toys inconsistent with the stated purpose and duration of the trip and the age of the child;</li> <li>• Presence of child pornography in vehicle;</li> <li>• Appearance of feigned sleep by minor passengers;</li> <li>• Inappropriate time for crossing border with a child in conjunction with other factors.</li> </ul>

## ENF 21 Recovering Missing, Abducted and Exploited Children

Indicators at airports	<ul style="list-style-type: none"><li>• Adult passenger with baby but no diaper bag or toys;</li><li>• Minimal luggage;</li><li>• Discrepancies between duration of trip and quantity of luggage carried;</li><li>• Recently purchased ticket or different purchase dates for adult and child's ticket;</li><li>• Illogical trip routing.</li></ul>
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For more information on missing child indicators, see Appendix A.

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### 12 Procedure: Secondary examination of persons travelling with children

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#### 12.1 Examining persons with a right to come into Canada

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Customs inspectors may conduct secondary examinations of persons whose right to enter Canada has been established. When the security of a child is brought into question by OMC coding on the PIL referral form (E-67 or E-311), the customs secondary officer may examine both adults and minors to determine if abduction of a child is a possibility.

The customs inspector will confirm the number of persons in the vehicle or travelling party, and will request identification for both adults and children. Customs inspectors may ask additional questions concerning travel plans, the adult/child relationship and the location and consent of any absent parent to the travel plan. They also have the authority to conduct CPIC, ICES and PIRS checks on both adult and child. If the travelling parent agrees, an officer may call the absent parent. Customs inspectors are well versed in the provisions of the *Privacy Act* and their obligation to refrain from revealing information about the person under examination when seeking telephone confirmation.

Based on the answers provided and the results of computer checks, the customs inspector will either be satisfied of the *bona fides* of the situation and authorize entry or will investigate further. If authorized to enter, parents or guardians are given a handout on the OMC program.

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#### 12.2 Examining persons making an application to come into Canada

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At most ports of entry, officers conduct secondary examination of foreign nationals making an application to enter Canada. When presented with a secondary referral form coded OMC, the officer should immediately and discreetly contact the PIL officer for information on the indicators that resulted in referral.

Examination then follows a similar format to that described above for a customs secondary examination. The officer:

- confirms the number of travellers;
- requests identification for each adult and child;
- determines the usual place of residence, purpose and intended duration of the visit to Canada; and
- verifies the adult/child relationship and the security of the child.

In addition to examining the adults, the officer may wish to question the child, conduct checks using FOSS, CPIC, NCIC and Interpol, or confirm the information provided at examination by contacting the absent parent(s) by telephone.

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#### 12.3 CPIC check

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Canada Immigration Centres across Canada have access to the Canadian Police Information Centre (CPIC) either directly or through local law enforcement partnerships. The CPIC Reference Manual contains information on the use of CPIC in relation to missing children. In cases of possible child abduction or runaway, the officer should always check CPIC as it is kept up to date with all of

## ENF 21 Recovering Missing, Abducted and Exploited Children

the children reported to the National Missing Children Services from enforcement agencies. FOSS is not as reliable in this respect.

An additional resource which officers may choose to access is National Center for Missing & Exploited Children . This online database can be found at <http://www.missingkids.org> and lists missing children from both Canada and the U.S. While not exhaustive, this database contains a large listing of missing children, most with photos. While not a substitute for the authoritative information contained on CPIC and NCIC, this site may assist the examination process, particularly if usual sources are not available.

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### 12.4 Confirming information by telephone

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Telephone verification can be a quick and effective way to establish that the absent parent(s) have knowledge of their child's location. The officer may find the OMC handout a useful tool in gaining the compliance of the accompanying adult when conducting this check.

Officers should ensure the privacy of the persons under examination while conducting a telephone check. When contact is made with an absent parent, officers should clearly identify themselves, their location and the name of the child making application to enter Canada. They should confirm that they are speaking to a parent or guardian of the child concerned, then briefly explain CIC's role in the OMC program before verifying that the child is known to be travelling with the accompanying parent or other adult. No further information about the persons under examination should be communicated beyond what is absolutely necessary to confirm the security of the child.

Based on the information gathered through these examination techniques and the results of computer checks, the officer will authorize entry if satisfied as to the security of the child or will investigate further.

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### 13 Procedure: Examining children

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The questioning of travellers on adult-child relationships requires tact and diplomacy. To prevent an accompanying adult from taking offence to the questioning of a child, it is important for an officer to clearly explain the reasons for this procedure. Providing a copy of the OMC handout may assist in diffusing tension in this situation.

When questioning a child directly, officers must also take care to adopt a less formal line of questioning in order to avoid frightening or intimidating the child.

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#### 13.1 Separating an adult and child for questioning

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Under normal circumstances, a child should not be separated from an adult, particularly a parent, during examination. The majority of referrals to a secondary examination due to concerns for a child's security prove to be legitimate relationships. After questioning the adults of the party and conducting database checks, the officer can usually be satisfied that the situation is *bona fide*.

Where an officer is not satisfied and efforts to contact the absent parents are unsuccessful, the officer may wish to question the child separately. This may be done only if, and for as long as, the child appears to be comfortable with the situation. The adult must be informed of the purpose of this procedure (to verify the reported purpose of the trip, relationship, etc.) and the child should then be interviewed within the eyesight but out of hearing range of the adult. If circumstances require that a child be interviewed out of sight of the adult, a second officer should also be present throughout the interview. A child should never be forced to accompany an officer out of sight of the adult.

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#### 13.2 Guidelines for interviewing children

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- Where possible, a male child should be interviewed by a male officer and a female child by a female officer. The presence of a toy or stuffed animal may be a reassuring presence to a child in this circumstance.
- The officer must take care to use plain language, to adopt a relaxed, non-threatening posture and tone of voice and to make eye contact when speaking.
- Ensuring that the child understands what has been said can be accomplished with the use of perception checking techniques. An example of this is to ask the child to explain, in their own words, what has been explained to them.
- Officers must bear in mind that some children may be shy, embarrassed or simply unfamiliar with abduction terminology. Other children may have a fear of authority figures. A child who has been abducted may be highly traumatized and unable to coherently explain the situation, while other children may not even be aware that they have been abducted. Attentive observation of body language and careful listening are valuable skills in determining which children are at risk.
- The interview should be concluded in a positive and supportive manner. An explanation of why the questions were asked should be provided on a level equal to the child's age and ability to understand.

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### 13.3 Line of questioning for children

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Questions for children must be kept as simple as possible. Initial questions should be targeted at:

- confirming the child's name, age and usual place of residence;
- establishing the child's knowledge of the relationship to the person with whom they are travelling, their intended destination and the duration of the trip;
- establishing the usual domestic or custody arrangement, the absent parents' knowledge of and consent to the travel plan, their current location and phone number.

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### 14 Procedure: Guidelines in the case of a confirmed abduction

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Where a secondary immigration examination confirms concerns about the security of a child, further immediate action is required. The steps to be taken in the event of an interception of a missing child depend upon the situation. Abduction cases and runaways are not handled in the same manner. Whether persons concerned have a right to enter Canada is also an important factor. It must be stressed that these are guidelines only. Each circumstance is unique and procedures will vary from region to region.

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#### 14.1 Protecting the well-being of the child

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The first priority in a case of confirmed abduction must be to secure the safety of the child. The following guidelines may assist officers in successfully managing these emotionally charged situations with the least amount of trauma to the child concerned.

- Where practical, the child should be removed from the physical control of the suspected abductor. Officers must recognize that the child may be anxious or may become anxious at the prospect of being separated from the accompanying adult, especially if the adult is a parent. If necessary for the child's peace of mind, secure the adult and child together.
- While demonstrating both concern and compassion, an officer can reassure the child that they are safe. Where possible, the child should be provided with comfortable surroundings away from the eyes of the public. They should not be discouraged from expressing their feelings. Should the arrest of an accompanying parent become necessary, the child should be protected from witnessing this procedure.
- Officers should answer the child's questions as simply and truthfully as possible, ensuring that their remarks do not reflect prejudice, cynicism, over-reaction or jealousy.
- If the child is turned over to a police officer, social worker or other agency, the officer should be present to make the introduction and provide additional reassurance by explaining who the person is and why the child must go with that person.

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#### 14.2 Detention of children

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A60 stipulates that a minor child shall be detained only as a measure of last resort, taking into account the other applicable grounds and criteria including the best interests of the child. (For detailed information on the factors that must be taken into account for the detention of minor children under 18 years of age, see ENF 20, section 5.10.)

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#### 14.3 Persons with a right to enter Canada

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An immigration secondary examination may result in the identification of an abductor who is a Canadian citizen, permanent resident or registered Indian. In this circumstance, the officer must immediately contact the local police agency, clearly communicating that a particularly quick response is necessary since CIC is unable to detain or unreasonably impede those with a right to enter Canada. The officer should not continue questioning once the offence has been discovered but should keep factual notes of the event by recording statements, times, observations and other relevant information.

## ENF 21 Recovering Missing, Abducted and Exploited Children

The adult should be advised that the police have been notified. Where an alleged abductor with a right to come into Canada refuses to await the arrival of police officials, customs inspectors may assist by exercising their authority to detain or arrest anyone suspected of having committed or who is in the process of committing a *Criminal Code* offence.

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### 14.4 Foreign nationals

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In all cases where the abductor does not have the right to enter Canada, an A44(1) report must be completed under the appropriate section of the Act or Regulations. In the case of familial abduction, the child should be reported A(42) as an inadmissible family member.

Officers must then assess the child's individual circumstances. In cases of familial abduction, it may be appropriate to secure and/or transport the child with the parent where facilities allow. Where separation of the child from the abductor is necessary, the local child protection agency may be contacted to take custody of the child.

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### 14.5 U.S. citizens and resident aliens

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- Where the alleged abductor is a U.S. citizen or resident seeking entry to Canada or encountered inland, an officer must contact the United States Immigration and Naturalization Service (USINS). CIC officers are required to alert them to the confirmed abduction, the facts known and the time when the adult and child will be returned. If the USINS is unable to confirm that they have the authority to hold the persons for the police, the officer then contacts the nearest U.S. police department directly for assistance. The parties to a confirmed abduction case must never be returned to the United States without confirmation that U.S. authorities will be on site to take appropriate action.

Once reception arrangements have been made, a decision can be reached, on a case by case basis, as to arrangements for returning the subjects to the United States. The overriding factor in every situation is the safety of the child.

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### 14.6 Other foreign nationals

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Where the abduction involves persons other than those with a right to enter Canada or U.S. citizens or residents, an officer can utilize the following resources to alert the family of the missing child to their recovery and to initiate arrangements for their repatriation:

- the Missing Children Registry can request an Interpol check, however, officers should be aware that results are sometimes not received for one or more days;
- the consulate of the country of the child's nationality can provide information and assistance;
- the municipal police of the child's country of nationality may assist in establishing contact with the family to advise of the recovery;
- the Provincial Central Authority for the Hague Convention can also assist in the quick return of the abducted child.

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**Note: Only as a last resort should officers contact the person who has legal custody of the child. Experience has shown that it is preferable to have local police establish**

## **ENF 21 Recovering Missing, Abducted and Exploited Children**

**contact with the family abroad as their presence lends credibility to the news of the recovery and can also help to prevent miscommunication.**

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When arrangements are being made for the return of a child, the receiving country's immigration or law enforcement agency should also be notified. They may be able to provide assistance that will ensure safe and straightforward repatriation, transfer of the child to lawful custody (if this has not already occurred) and follow up action on the abductor, where necessary. This notification is made through the OMC office at RCMP headquarters.

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### 15 Procedure: Guidelines for runaways

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An officer who encounters a runaway must advise the police agency that has jurisdiction over the runaway of their interception at the border point. The police agency will then provide direction. Legislation regarding runaways differs between provinces and states. Some jurisdictions will simply cancel the missing person report once it is known that the subject is alive and is not a victim of foul play.

While it is not a criminal offence to be a runaway, CIC officers have an obligation to consider the safety and protection of the child. Therefore, officers must contact either a local police or youth protective service agency whenever a runaway who is under 15 years of age is detected.

A runaway 15 years or older is free to go if an officer has confirmed that they have a right to enter Canada and that the originating police agency requires no further action on the case.

For runaways who do not have a right to enter Canada, the procedure is identical, with the exception that admissibility must be addressed and immigration enforcement action taken where appropriate.

If a runaway expresses a wish to return home but the responsible police agency indicates that it will not provide transport, the following social service agencies may be contacted to provide assistance:

- Children's Aid Society;
- Operation Go Home;
- local shelters;
- YMCA;
- youth protection agencies.

In all cases where a runaway is intercepted, the officer completes an OMC Recovery Report and forwards it to the regional OMC coordinator.

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### 16 Procedure: Border alerts - Lookout procedures for missing children

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Border alerts or “lookouts” are only issued at the request of law enforcement agencies. Where a request is received from parents, non-profit organizations, private investigations firms, lawyers or other individuals, they should be referred to their local police force.

Lookouts must contain the following information:

- a contact name and number at the requesting police agency, in the event of a recovery;
- the name of the CIC officer issuing the lookout;
- a brief description of the situation and the reasons the lookout has been requested.

Lookouts are entered into FOSS and are also input, by CBSA staff, into ICES, PALS and PIRS. Requests for lookouts concerning **potential minor abduction cases** must be referred to the OMC National Coordinator. These lookouts will not be issued regionally/locally.

All ports of entry are required to notify their regional OMC coordinator in the event of any lookout being issued for a minor. The regional coordinator will pass the information to the national office. Local POEs are permitted to issue lookouts to their opposing U.S. Customs/USINS partners regarding minors not believed to be victims of abduction, provided they give notification to their regional coordinator. All national cross border alerts will be issued from the national OMC office.

### 17 Procedure: Counselling the public

An important part of an officer's job at the port of entry is to provide clear and accurate information to help travellers adequately prepare for immigration examination. Often this counselling takes place during an examination, when travellers experience more difficulty than they had anticipated in meeting the requirements of the Act for entry to Canada. It also frequently occurs that travellers will contact the POE before they depart to determine exact requirements. Wherever possible, officers should provide a copy of the handout "Tips for Canadians Crossing the Border", see <http://www.ourmissingchildren.ca/en/publicationsips.html>.

The following table lists the type of information that an officer may have to provide to travellers.

Topic for counselling	Details
Identification for children	Parents should be advised that the best type of identification for a child is a passport or birth certificate and that if they travel without these documents it will be at the examining officers' discretion as to whether or not they will be admitted. Officers should also indicate that, under normal circumstances, failure to produce these documents would not prevent their entry to Canada.
Proof of relationship	In addition to identification, parents and guardians should be counselled to carry proof of their relationship to the child. For parents, the best proof is a birth certificate that identifies one or both of the parents. The parent's identification should then correspond to the child's name. Proof of adoption, where relevant, should also be carried. When travelling in several vehicles, parents and their children should be advised to arrive at the border in the same vehicle.
Custody orders	Where a parent has obtained an order legally establishing custody of the child, it must be carried as proof. Officers should note that there could be different custody orders held by each parent. Custody orders can be issued by a variety of jurisdictions (province, state or county) and in some situations these orders can overlap.
Consent for children travelling without their legal guardian	<p>Adults travelling with children for whom they are not the legal guardians should be advised to carry a letter from the parent(s) or guardian(s) that contains the following information:</p> <ul style="list-style-type: none"> <li>• name and address of parent/guardian;</li> <li>• telephone numbers at work/home;</li> <li>• the destination in Canada;</li> <li>• the period of time the child will be in Canada;</li> <li>• explicit authorization by the legal guardian for the child to travel with the named adult and to enter Canada.</li> </ul>

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**Appendix A** Missing children indicators

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**1. Parental abduction**

A parental abduction occurs when a child under 14 is taken by a parent or guardian without permission or legal authority from the parent or guardian with lawful custody of the child. This applies whether or not there is a formal custody order. (See sections 282 and 283 of the *Criminal Code*.)

The parents of an abducted child may be separated, divorced or unwed. Abductors may be joint custodial or non-custodial parents. One parent may abduct a child in order to deprive the other parent of his or her rights, possibly with the hope of obtaining custody in another province or country.

Many people believe that a child abducted by a parent is not at risk, however, the effect of uprooting a child from their home, school and community can have lasting detrimental effects on children already distressed by the break-up of the family home. Further trauma may result if they are led to believe that the absent parent is dead or has abandoned them. For all of these reasons, victims of parental abduction are children at risk.

Statistics over a ten-year period show that, in Canada, an average of 400 cases of parental abduction are reported to police each year.

**General characteristics of parental abductors and their victims**

- Male and female non-custodial parents are equally likely to abduct their own child. Male and female children are equally likely to be abducted.
- Abductor characteristics transcend ethnic, economic and social boundaries.
- The majority of parents who abduct their children are between 28 and 40 years of age. The children they abduct usually range from infant to eight years of age, with the majority falling in the range of three to seven years of age.
- Parental abductors frequently act alone. When an accomplice is used, they are often a relative or the abductor's partner.
- The majority of recoveries involve trans-border vehicle transportation and commercial air transportation, though other modes of transportation can and have been used.
- Some communication usually occurs between the searching parent and the abductor.
- The majority of parental abductions are short-term and are resolved within seven days.
- Children are most frequently abducted during weekends or summer/winter holiday visits.

**1.1 Stranger abductions (non-parental abductions)**

In non-parental abductions, the child is taken by someone other than a parent, guardian or person with lawful care or charge of the child. This can be a stranger, a relative, a non-related person known to the child or a person not yet identified. Canadian statistics show that very few non-parental abductions are committed by true strangers. Most of the abductors are relatives, friends or acquaintances. Similar to U.S. statistics, stranger abductions (which are uncommon in Canada) often involve sexual assault or homicide.

Missing children statistics in 1999 show that females accounted for 65% of children abducted by a stranger. Canadian data corresponds closely to studies in the United States, which show that half

## ENF 21 Appendices

of the victims abducted by non-family members are 12 years or older and three-quarters of the victims are female.

According to CPIC data, an average of 60 children in Canada were abducted by strangers each year between 1990 and 1999. This represents less than 0.1% of the average 62,000 children registered as missing on CPIC during each of those same years. Many non-parental abductions take place on weekday afternoons.

### 1.2 Runaways

Runaways are children who voluntarily leave their homes. In Canada, over three-quarters of all missing children cases reported to police are “runaways”. According to CPIC data, between 1990 and 1999, an average of 44,000 children ran away each year. More female runaways are typically reported to police than males. Over 17% of runaways are age 12 to 13 years and roughly half are between the ages of 14 and 15.

While many children run away to assert their independence, studies show that an overwhelming number of children run away to escape from painful family conflict or from physical, psychological or sexual abuse.

The majority of runaways return home after a brief absence but others become repeat or chronic runaways. Life on the street or on the run for these children can be extremely dangerous and harmful. The longer they are on the street, the greater their chances of becoming entrenched in street life and falling victim to the exploitation of criminal elements.

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**Appendix B** Form E-514, Our missing children recovery report
 

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**Completion instructions**

1.	Indicate the FOSS identification number, if applicable.
2.	Indicate the CPIC number, if applicable.
3.	Indicate the ICES number, if applicable.
4.	Indicate the DFAIT (Dept. of Foreign Affairs and International Trade) number, if applicable.
5.	<b>Report Number</b> use the normal sequence of numbers established in your region for this purpose.
6.	Indicate the region of the port of entry.
7.	Indicate the country where the interception took place.
8.	Indicate office name (city, town village, port name).
9.	Show the date in this order: year / month / day.
10.	<b>A Incident Type</b> Place a check in the applicable box: Parental Abduction, Stranger Abduction or Runaway.
11.	<b>B Intercepted By</b> When a missing child has been intercepted, place a check in the applicable box: Lookout, Indicator or Other. Use 'Other' for the following situations: <ul style="list-style-type: none"> <li>• referred to immigration secondary examination for reasons other than those related to concerns for the security of a child;</li> <li>• refused entry by U.S. border personnel.</li> </ul>
12.	<b>C Intelligence Only</b> This section should be completed when suspicious circumstances exist; for example, when examination of the case suggests a potential abduction, but computer checks and posters show negative results.  This information may be of use at a later date. In certain cases, because parties cannot be detained, it is imperative that officers capture as much information as possible and identify that this information is for intelligence purposes only.
13.	<b>Mode of Transportation</b> Place a check in the applicable box: Vehicle, Bus, Train, Air, Marine or Other. (Additional information is required for vehicles and aircraft.) 'Other' applies to those persons who walk to the port of entry.
14.	<b>Name of child</b> Surname should be in capital letters; full given names of the individual, rather than initials, should be recorded.
15.	Use abbreviations <b>M</b> for male and <b>F</b> for female.
16.	Show the date in this order: year / month / day.
17.	Self-explanatory.

## ENF 21 Appendices

18.	Indicate the destination in Canada according to information available; for example, address, city and province.
19.	Complete address.
20.	Identify the type of identification including the document number.
21-27.	Complete in the same manner as fields 14-20.
28.	Name of abductor.
29-34.	Complete in the same manner as fields 15-20.
35.	Indicate occupation of abductor.
36.	Indicate the relationship of the abductor to the child; i.e., father, mother, aunt, uncle.
37.	Indicate the circumstances of the recovery or the information gathered for intelligence purposes; for example, indicators, characteristics, results from automated queries, results of telephone call to other parent or guardian.
38.	<b>Assisting agencies</b> List all agencies that have assisted in the recovery of the child.
39-41.	Print the names of the officers involved.
42-44.	Print the names of the departments involved.
45-47.	Indicate badge numbers.
48-50.	Indicate area codes, telephone numbers (and extensions, if applicable).
51-53.	Signatures of the officers involved.

To facilitate the completion of form E-514, officers are expected to keep notes pertaining to OMC incidents.