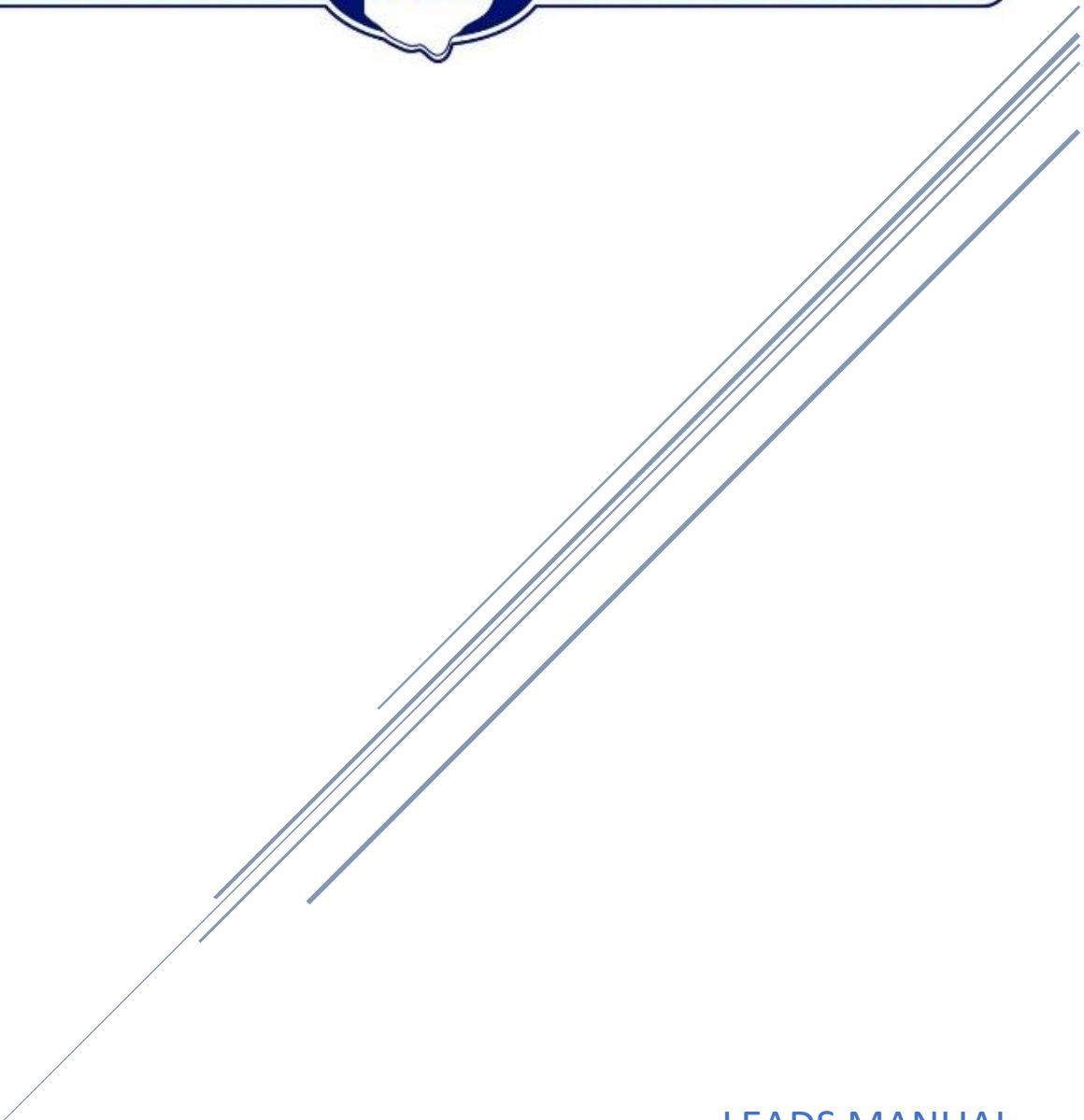


LEADS



LEADS MANUAL
Introduction

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LAW ENFORCEMENT AUTOMATED DATA SYSTEM (LEADS)

In the mid-1960s, many law enforcement administrators realized that computers could be used in law enforcement operations. At that time, computers were coming into popular use in business and industry to store and retrieve information; computers could accomplish in seconds what it might take hours, days, or even weeks to achieve by telephone, telegraph, or mail. Law enforcement administrators saw the instant access computers could provide to information would be invaluable for criminal justice purposes. They recognized computerized information systems could play a critical role in *providing for the security and safety of the officer on the street*.

In Ohio, an initial feasibility study was conducted to identify specific areas in which a computerized data system could provide needed services to all law enforcement agencies within the state. This study, funded by the Office of Law Enforcement Assistance of the U.S. Department of Justice, began in July 1966 and determined a computerized data system could provide several critically needed services:

- Statewide storage of crime information
- Immediate response to police queries
- Easy access to criminal information files by law enforcement agencies

Given the results of the feasibility study, another federal grant was obtained in October 1967 to begin work designing and programming Ohio's LEADS. A coordinating committee was formed to oversee the work of development.

The coordinating committee was chaired by a representative of the Ohio State Highway Patrol (OSHP), the agency charged with operating LEADS. Other members included the Buckeye State Sheriff's Association, Ohio Association of Chiefs of Police, Bureau of Criminal Investigation (BCI), police departments representing smaller police departments, county sheriff's offices representing metropolitan area sheriff's offices, and the chief justice of the Ohio Supreme Court or his/her designee representing courts. Each of these original organizations is represented on the LEADS Steering Committee, which provides recommendations for the governance of LEADS to the OSHP superintendent.

Another federal grant was obtained by the State of Ohio, while LEADS was being developed and implemented to assist in providing 175 additional computer terminals for installation in local law enforcement agencies throughout the state. This five-year grant was funded by the National Highway Traffic Safety Bureau of the U.S. Department of Transportation. With this grant, the total amount of federal grant funding for the development and installation of LEADS came to \$4.2 million. The capabilities of LEADS in November 1968 consisted of message switching among terminals and accessing information in stored mainframe files. Message switching was used and continues to be used to send messages back and forth among law enforcement agencies. Three information files were stored on the mainframe when LEADS first became operational in November 1968:

- Operator's license information
- Vehicle registration information
- Auto alert information on stolen cars

The first known hit through LEADS occurred shortly after the system became operational. The Toledo Police Department entered a stolen 1969 Cadillac in the Auto Alert file on December 1, 1968. On May 13, 1969, the FBI in San Juan, Puerto Rico, made a query on a serial number and received a hit on the vehicle.

LEADS was not designed only to provide criminal justice information to law enforcement agencies *within* the State of Ohio. LEADS was also intended to form a vital component of the National Crime Information Center (NCIC) operated by the Federal Bureau of Investigation (FBI) in Clarksburg, West Virginia. NCIC maintains computer files of information provided by each of the fifty states. LEADS users in Ohio can access NCIC files through LEADS, just as users in other states can access NCIC files through their own states' systems. Thus, LEADS provides criminal justice information from across the country to Ohio law enforcement agencies and, at the same time, provides criminal justice information from Ohio to law enforcement agencies across the country.

The OSHP serves as the FBI Criminal Justice Information Services (CJIS) Systems Agency (CSA) for Ohio. The OSHP's LEADS section provides leadership, monitoring, and assistance to local law enforcement agencies in system operation and integrity. LEADS oversees administrative safeguards to deny all access by unauthorized persons to LEADS files, computers, or output. LEADS staff monitors and assists local agencies in updating files to ensure complete, accurate, and current information is available to Ohio criminal justice agencies.

PROVIDING CRITICAL INFORMATION TO LEADS USERS

LEADS was designed to fulfill one basic purpose: to provide for the safety and security of the officer on the street. The LEADS access devices in each agency are instrumental in fulfilling this purpose. The devices are used to transmit and receive information with LEADS. Users access the system in various roles that determine capabilities.

A LEADS fully qualified operator (FQO) is defined as a user who can operate a LEADS access device with the capabilities to enter, cancel, clear, modify, query, locate, detain and submit hit confirmations. A query only operator (INQ) is defined as a user who can operate a LEADS access device with the capabilities to query, locate, and submit hit confirmations.

A LEADS practitioner is defined as non-certified personnel authorized to request and receive LEADS data. Non-certified personnel request LEADS information from a certified operator. Practitioners must:

- Provide accurate and complete information to LEADS operators
- Assist in the proper dissemination and record-keeping of LEADS data
- Maintain confidentiality and integrity of the LEADS information

MAINTAINING SYSTEM SECURITY, APPROPRIATE USE, AND DISSEMINATION

All personnel who have access to LEADS have a responsibility to maintain the security of the system and the information it contains. Criminal justice agencies must ensure LEADS

information is disseminated only to authorized personnel for appropriate purposes. LEADS information may only be shared for the administration of criminal justice.

The LEADS Manual, LEADS Administrative Rules, CJIS Security Policy, NLETS Wiki, and the LEADing News **are** public record. The NCIC Manual, NICS reference material, and BCI Manual are not public record.

LEADS DATA FILES

LEADS maintains many database files and communicates with external entities to access data from their systems. The certification level of LEADS users will determine what information they have access to and what functions (query, enter, update, etc.) they may perform.

The accuracy of records is an integral part of the system; therefore, all records must be double-checked by a second party. Additionally, all records must be queried for accuracy after any submissions to the system.

When an entry is made for a non-entering agency, the ORI of the non-entering agency is to be placed in the MIS field of the record. Do not enter a non-entering ORI in the ORI field.

The files in *italics* cannot be modified by end-users.

- Agency (agencies who have or had an active agreement with LEADS)
- Caution Ohio Police (COP)
- Concealed Handgun License
- Dental
- Images
- License Plates (stolen/missing)
- *Local Weather* (loaded from NWS)
- Missing Persons
- *ORI* (associated with active agencies)
- Parts (vehicle)
- Persons with information (associated with Missing Persons PWI)
- Protection Orders
- Supplemental Data (AKA, SMT, DOB, add-on warrants, etc.)
- Towed Vehicles
- *Trap File* (this is a behind the scene file and not accessible by the end-user)
- Vehicles (stolen/used in a felony)
- Wanted Persons

Information Resources

The following manuals, reference materials, and forms are available on the [CJIS LaunchPad](#):

- LEADS Administrative Rules
- LEADS Manual
- CJIS Security Policy
- LEADing News
- NCIC Operating Manual
- NLETS Wiki
- N-DEx Manual
- NICS Reference Material

- Various other forms, documents, and training information

ADMINISTRATIVE MESSAGES

An administrative message (AM) may be sent from one terminal to another terminal at another location. The information to be transmitted must be in a prescribed format. Unnecessary messages with superfluous verbiage or embellishments are prohibited. Messages should contain information for criminal justice purposes that cannot be obtained through basic LEADS functions.

Prohibited messages include social announcements, holiday greetings, convention notices, retirement announcements, personal queries, employment opportunities, equipment sales, solicitation of funds for political issues or purposes, and labor-management issues. Operators are required to make every reasonable effort to ensure the accuracy, completeness, and conciseness of messages they request to be sent.

All Point (AP) Messages

Specific restrictions apply to AP messages sent using LEADS message switching. LEADS Administrative Rules require all-terminal, quadrant, county-of-terminal agency, adjacent-county, and out-of-state messages are strictly controlled to ensure only those messages meeting widespread criminal justice needs are transmitted.

Refer to the Administrative Message chapter of the LEADS Manual for additional information.

NATIONAL CRIME INFORMATION CENTER (NCIC)

The National Crime Information Center (NCIC) is a nationwide, computerized information system established as a service to all criminal justice agencies--local, state, and federal. The goal of NCIC is to help the criminal justice community perform its duties by providing and maintaining a computerized filing system of accurate and timely documented criminal justice information. For NCIC purposes, criminal justice information is defined as "information collected by criminal justice agencies that are needed for the performance of their legally authorized, required function. This includes wanted person information; missing person information; unidentified person information; stolen property information; criminal history information; information compiled in the course of an investigation of crimes that are known or believed on reasonable grounds to have occurred, including information on identifiable individuals; and information on identifiable individuals compiled to anticipate, prevent, or monitor possible criminal activity.

Refer to the NCIC Operating Manual for additional information.

NATIONAL INSTANT CRIMINAL BACKGROUND CHECK SYSTEM (NICS)

The creation of the NICS system was mandated by the Brady Handgun Violence Prevention

Act of 1993. The FBI officially launched the NICS system in November of 1998. The mission of NICS is to enhance national security and public safety by providing the timely and accurate determination of a person's eligibility to possess firearms and/or explosives in accordance with federal law.

Sheriffs are required by Ohio law (ORC 311.41) to conduct NICS checks to verify concealed handgun license applicants are eligible to lawfully possess a firearm. The NICS check is completed through the LEADS system. Refer to the Concealed Handgun License (CHL) section of the LEADS Manual for more information.

Additionally, access to NICS is available to law enforcement for the purposes of disposing of a firearm to a potential transferee. Conducting a NICS check for the disposition of a firearm is not federally mandated, but it is strongly encouraged to ensure the transferee is eligible to possess firearms in accordance with federal law.

How Ohio Contributes to the NICS

1. Ohio criminal justice agencies contribute to NICS by entering warrants and protection orders into NCIC.
2. Ohio courts and psychiatric hospitals provide mental illness adjudication information to the Attorney General's Office, which is entered into LEADS and submitted to the FBI NICS Indices.
3. Ohio courts submit arrest disposition information to the Attorney General's Office, which is available through the FBI's III system.

Refer to NICS training material for additional information.

NATIONAL DATA EXCHANGE (N-DEx)

The N-DEx system is an unclassified national information-sharing system that enables criminal justice agencies to search, link, analyze, and share local, state, tribal, and federal records. N-DEx is also a strategic investigative information sharing system that fills informational gaps and provides situational awareness. A national repository of criminal justice records submitted by agencies from around the nation, N-DEx enables users to "connect the dots" between data on people, places, and things that may seem unrelated to link investigations and investigators.

Refer to the N-DEx Manual for additional information.

THE INTERNATIONAL JUSTICE AND PUBLIC SAFETY INFORMATION SHARING NETWORK (NLETS)

Nlets is a private not for profit corporation, owned by the States, created more than 50 years ago by the 50 state law enforcement agencies. The user population consists of all of the United States and its territories, all Federal agencies with a justice component, selected international agencies, and various strategic partners that serve the law enforcement community by cooperatively

exchanging data. The types of data being exchanged vary from motor vehicle and drivers' data, to Canadian and Interpol databases, to state criminal history records and driver license and corrections images.

Refer to the [Nlets Wiki](#) for additional information.

OHIO BUREAU OF MOTOR VEHICLES (BMV)

Operator's License

The BMV Operator's License File contains records of operator licenses and identification cards issued by the State of Ohio. Information contained in the file includes the following:

- Name
- Address
- Sex, date of birth, height, weight, hair color, eye color
- Social Security Number
- Operator's license number, class, expiration date, and date of issue
- Previous operator's license number (if a current renewal, duplicate, or replacement license was issued after October 1, 1979)
- Anatomical donor status
- Endorsements
- Operator's license status (valid, revoked, or suspended)
- Restrictions (e.g., corrective lenses, mirrors)
- Driving convictions

Operator's Image

The BMV Image File contains pictures of those issued an operator's license or identification card by the State of Ohio.

Vehicle Registration

The BMV's Vehicle Registration File contains information about vehicles registered in Ohio and about their owners. Information contained in the file on these records includes:

- Vehicle license plate number, year of expiration, and type
- Owner's name, Social Security Number, and sticker or control number
- Owner's full address, including ZIP, county, and state code
- Vehicle identification number, year, make, model and color; date vehicle purchased
- Vehicle title number and odometer reading at the time of purchase; weight (for commercial vehicles only)
- Date vehicle license plate issued, agency number of BMV registrar, the application number, previous license plate number, and the plate color

Emergency Contact Inquiry

The BMV maintains a database to track the next of kin. This file contains emergency contact information for persons issued an Ohio driver license, commercial driver license, temporary permit, or state ID card.

Refer to the **BMV chapter of the LEADS Manual** for additional information.

OHIO BUREAU OF CRIMINAL INVESTIGATION (BCI)

Computerized Criminal History (CCH)

The CCH file contains some of the most sensitive and restricted information available through LEADS. The file contains criminal history information on all arrests and adjudications of individuals in the state, whether those individuals are residents of Ohio or not. The Attorney General's Office Bureau of Criminal Investigation is the state repository for Ohio criminal history information.

Refer to the BCI Manual for additional information on the CCH File.

SUPERVISED RELEASE FILE

Deputy Suzanne Hopper Act (Senate Bill 7)

Hopper Act requires reporting of mental health information

Ohio's new Deputy Suzanne Hopper Act requires that courts report certain mental health information to law enforcement for inclusion in the National Crime Information Center (NCIC).

The act amended Ohio Revised Code Section 2945.402 and added Section 2929.44 to require courts to report the following to the original law enforcement agency involved:

- The conditional release of a person found incompetent to stand trial
- A finding of not guilty by reason of insanity
- The mental health evaluation or treatment orders for a person convicted of a violent offense

Per Sup. R. 95, courts are to use Form 95: NCIC Mental Health Notice to report this information. The original law enforcement agency is then responsible for entering the mental health information into the NCIC Supervised Release File through LEADS.

Law enforcement must access NCIC information through LEADS. Because this mental health information is provided directly to NCIC, an individual's record cannot be flagged to indicate more information is available through LEADS. Information related to these reports is not available through OHLEG.

REQUIRED ENTRIES

The following high-priority entries in the LEADS and NCIC systems are required by federal or state law:

34 U.S. Code § 41308 – State requirements for reporting missing children

A record for a missing person under the age of 21 **shall** be **entered immediately or within two hours** of receipt of the minimum data required to enter an NCIC record. A missing person report filed with an agency is sufficient documentation for entering a juvenile in the NCIC Missing Person File.

ORC 2901.30 – Missing child report

The law enforcement agency **shall** gather readily available information about the missing child and integrate it into the national crime information center computer immediately following the making of the report.

The law enforcement agency **shall** integrate information in the records into the national crime information center computer to compare the records to those of unidentified deceased persons.

The law enforcement agency **shall** integrate the minor no longer is a missing child into the national crime information center computer.

ORC 2901.42 – Missing person report indicating foul play

If a law enforcement agency receives a report that a person who is twenty-one years of age or older is missing and if there is evidence that the person was a victim of foul play at the time the victim is reported missing, the law enforcement agency **shall** make available through the national crime information center all information contained in the report **not later than seven days** after the law enforcement agency receives the report.

If there is no evidence that the person was a victim of foul play and no evidence to the contrary is received, the law enforcement agency shall make the information available through the national crime information center **not later than thirty days** after receiving the report the person is missing.

If a law enforcement agency pursuant to divisions (A) and (B) of this section made available through the national crime information center information contained in a report that a person is missing and the missing person is found, the agency **shall** promptly remove that information from the law enforcement automated data system.

ORC 2923.1213 – Temporary emergency license

If the sheriff determines that all of the criteria set forth in divisions (D)(1)(a) to (j) and (m) to (s) of section [2923.125](#) of the Revised Code apply regarding the person, the sheriff **shall** immediately make available through the law enforcement automated data system all information that will be contained on the temporary emergency license for the person if one is issued, and the superintendent of the state highway patrol shall ensure that the system is so configured as to permit the transmission through the system of that information.

ORC 2923.125 – Application and licensing process

The sheriff **shall** make available through the law enforcement automated data system in accordance with division (H) of this section the information described in that division.

The sheriff **shall** make available through the law enforcement automated data system all information contained on the license.

The sheriff also **shall** make available through the law enforcement automated data system a notation of that fact.

ORC 2929.44 - Court-ordered to receive mental health evaluations; reports to local law enforcement agencies

If a court orders a person who pleads guilty to or is convicted of an offense of violence to receive a mental health evaluation or treatment for a mental illness, the court shall report the conviction and required evaluation or treatment to the local law enforcement agency. The local law enforcement agency **shall** enter the conviction and required treatment into the national crime information center supervised release file through the law enforcement automated data system.

ORC 2935.10 – Filing of affidavit or complaint procedure

(G)(1) Any warrant issued for a tier one offense shall be entered, by the law enforcement agency requesting the warrant and within forty-eight hours of receipt of the warrant, into the law enforcement automated data system created by section 5503.10 of the Revised Code, and known as LEADS, and the appropriate database of the national crime information center (NCIC) maintained by the federal bureau of investigation.

(2) All warrants issued for tier one offenses shall be entered, by the law enforcement agency that receives the warrant with a nationwide extradition radius, into the law enforcement automated data system created by section 5503.10 of the Revised Code, and known as LEADS.

(3) If a law enforcement agency discovers that a warrant entered pursuant to section (G)(1) of this section into the law enforcement automated data system and the appropriate database of the national crime information center (NCIC) maintained by the federal bureau of investigation was entered in error, the law enforcement agency shall remove the warrant from the law enforcement automated data system and the appropriate database of the national crime information center (NCIC) maintained by the federal bureau of investigation within forty-eight hours following the discovery of the error.

(4) A law enforcement agency shall remove a warrant from the law enforcement automated data system and the national crime information center (NCIC) maintained by the federal bureau of investigation within forty-eight hours of warrant service or dismissal or recall by the issuing court.

(E) "Tier one offense" means a violation of section 2903.01, 2903.02, 2903.03, 2903.04, 2903.06, 2903.11, 2903.12, 2903.21, 2903.211, 2905.01, 2905.02, 2905.32, 2907.02, 2907.03, 2907.04, 2907.05, 2907.321, 2907.322, 2907.323, 2909.02, 2909.03, 2909.24, 2911.01, 2911.02,

2911.11, 2919.25, 2921.34, 2923.161, 2950.04, 2950.041, 2950.05, or 2950.06 of the Revised Code.

ORC 2945.402 – Conditional release

If a court approves a conditional release, the court shall report the approval and information pertaining to the release to the local law enforcement agency. The local law enforcement agency **shall** enter the approval and information into the national crime information center supervised release file through the law enforcement automated data system.

OAC 4501:2-10-03 – Participation in LEADS

(C) Agencies participating in LEADS shall meet the following requirements:

(11) Enter protection orders and warrants, which meet state or federal firearm prohibition criteria, within seventy-two hours of receipt to ensure all disqualifying records are accessible by the "National Instant Background Check System."

Note: To ensure system integrity, agencies that enter records in the LEADS and NCIC Systems are responsible for their accuracy, timeliness, and completeness. All records must be completed and double-checked by a second party within a timely manner (72 hours).

HIT COLOR CODES

Records returned in the Messenger application are displayed with different colored backgrounds for easier recognition.

- Red
 - Wanted Persons with a caution indicator
 - Stolen vehicles
 - Stolen license plates
 - COP entries (Immediate Threat, Taylor Alert, Homeland Security Alert)
 - Amber Alert / Endangered Missing Adult Alert
- Blue
 - Wanted Persons without a caution indicator
 - Blue Alert
- Green
 - Missing Persons
 - Hit Confirmation request/response
 - In-State Protection Orders
 - No Contact Orders
- Yellow
 - All NCIC responses
 - In-State Guns

- Purple
 - Concealed Handgun License
 - LEADS Administrative Message

LEADS APPROVED TEST TRANSACTIONS

DL#	Status	Class	Plate	Params
ZZ005521	Valid	D	TST4000	Valid – Single Normal NC
ZZ005522	Valid	D	TST4001	Valid – Commercial Normal TK
ZZ005524	Valid	D	TST4003	Valid – Trust Normal PC
ZZ005525	Valid	D	TST4004	Valid – Rental Normal TL
ZZ005526	Expired	D	TST4005	Expired DL – Single Normal PC
ZZ005527	Valid, No CDL Privileges	A	9T0T0	Temp Tag – Single Normal RV
ZZ005528	Valid	D	TST4006	Valid – Joint Normal PC
ZZ005530	Valid, No CDL Privileges	B		