LEADS Operating Manual
MISSING PERSON CHAPTER

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SECTION 1 – INTRODUCTION

1.1 CRITERIA FOR ENTRY

Agencies must have a missing person report (electronic or hard copy) on file to support a missing person entry. A missing person record may be entered using one of the following categories:

A. Disability (MKE/EMD, EMDC, EMDM, EMDP): A person of any age who is missing and under proven physical/mental disability or is senile, thereby subjecting him/herself or others to personal and immediate danger.

B. Endangered (MKE/EME, EMEC, EMES): A person of any age who is missing under circumstances indicating that his/her physical safety may be in danger.

C. Involuntary (MKE/EMI, EMIA, EMIR, EMIC): A person of any age who is missing under circumstances indicating that the disappearance may not have been voluntary, i.e., abduction or kidnapping.

D. Juvenile (MKE/EMJ, EMJC): A person who is missing and not declared emancipated as defined by the laws of his/her state of residence and does not meet any of the criteria set forth in 1,2,3, or 5.

E. Catastrophe Victim (MKE/EMV, EMVC): A Person of any age who is missing after a catastrophe.

F. Other (MKE/EMO, EMOC): A Person not meeting the criteria for entry in any other category who is missing and 1) for whom there is a reasonable concern for his/her safety or 2) a person who is under age 21 ***and*** declared emancipated by the laws of his/her state of residence.

G. Accident Victim* (MKE/EM1A): An individual of any age who is an accident victim and is unable to communicate with authorities or relatives. This type of record will be entered into LEADS ONLY.

H. Incarcerated Subject* (MKE/EM1R): An individual of any age who has been arrested and taken into custody. This type of record will be entered into LEADS ONLY.

*Entry of these types of records may minimize Missing Person reports.

IMMEDIATE ENTRY – ILLINOIS STATUTE*:* Below are the statutes that mandate immediate entry for Illinois.

A. 50 ILCS 722/5(a) indicates all Illinois law enforcement agencies shall accept reports of missing persons without delay (see also 34 USC 41308). Acceptance of a missing person report may not be refused on any grounds.

B. 20 ILCS 2605/2605-375(b)(2) and 325 ILCS 40/7 state that all Illinois law enforcement agencies shall, upon receipt of a report of a missing person, enter that report into LEADS as soon as the minimum information for entry is available. No waiting period for the entry of the data exists.

C. 34 USC 41307 (Suzanne's Law) requires each federal, state, and local law enforcement agency enter each case of a missing person under the age of 21 into LEADS/NCIC immediately regardless of the circumstances.

D. 325 ILCS 40 (Missing Child Recovery Act Parent/Guardian Notification) requires that upon successful entry of a missing child into LEADS and NCIC, the originating authority of the missing child record shall provide prompt confirmation of the receipt and entry of the missing child report into LEADS/NCIC to the parent or guardian of the missing child.

E. 50 ILCS 722/10 requires missing persons designated as “high risk” be immediately entered in LEADS andNCIC. High risk includes:

*Missing as a result of a stranger abduction

*Missing under suspicious circumstances

*Missing under unknown circumstances

*Missing under known dangerous circumstances

*Missing more than 30 days

*Has already been designated as a high-risk missing person by another law enforcement agency

*There is evidence the person is at risk because:

-need medical attention or prescription medication

-no pattern of running away or disappearing

-may have been abducted by non-custodial parent

-is mentally impaired

-is under the age of 21

-has been the subject of threats or violence

-has gone missing from a nursing home

-is a veteran or active duty of U.S. Armed Forces or National Guard

F. Dental Records. Per 20 ILCS 2630/9 agencies are required to make every effort to obtain dental records for attachment to the LEADS Missing Persons record. When efforts to obtain dental records fail, an attachment must be made via an NCIC Supplemental Dental Entry indicating Unknown (UNK). When a Missing Person record has been on file for 30 days, NCIC sends an automated $.K. message notifying the entering agency dental (and/or BLT, FPC, JWT, SMT if applicable) need to be obtained and attached. See the NCIC Operating Manual for procedures to perform a Supplemental Dental Entry.

1.2 ENTRY OF MISSING EMANCIPATED PERSON (ADULT)

Agencies must have a missing person report (electronic or hard copy) on file to support a missing person entry. Arecord for a missing person who is the age of 21 and over may be entered in the Missing Person File provided theentering agency has signed documentation in its possession supporting the stated conditions under which the person is declared missing. In the absence of documentation from a parent legal guardian, next of kin, physician,or other authoritative source, including friend or neighbor in unusual circumstances, or when such documentation is not reasonably attainable, a signed report by the investigating officer will suffice.

ENTRY OF LEADS-SPECIFIC MISSING PERSON CATEGORIES

LEADS (not NCIC) allows for the entry of accident victims and incarcerated persons. Accident victim records on file provide a service to Illinois police agencies and the public in those instances when a citizen asks the police forinformation about an overdue traveler or otherwise missing person. Incarcerated persons are often entered by departments that do not operate their own jail as a way of keeping track of where their prisoners have been taken. Incarcerated person records may also, on occasion, provide the whereabouts of a person otherwise though to be missing.

ACCIDENT VICTIM

An Accident Victim may be entered in LEADS-only. An Accident Victim record is made when a person is hospitalized or incapacitated and attempts to contact relatives fail. Subsequent inquiries made by law enforcement agencies about that person, reported as overdue or missing, will result in a hit on the AccidentVictim record.

INCARCERATED PERSON

An Incarcerated Person entry may be entered in LEADS-only. The record is entered when a subject is temporarilyincarcerated at a local jail pending bond or transfer to a county or state facility. Should another law enforcementagency receive an inquiry indicating that person is missing, the incarcerated record would identify that the subject is in custody.

1.3 ENTRY OF MISSING UNEMANCIPATED PERSON (CHILD)

A record for a missing person who is under the age of 21 should be entered into LEADS using one of the appropriate categories (Disability, Endangered, Involuntary, Juvenile, Catastrophe Victim, or Other) within 2 hours of receipt of the minimum data required to enter a LEADS record. A missing person report filed with an agency is sufficient documentation for entering a juvenile in the LEADS Missing Person File.

1.4 ENTRY OF A CATASTROPHE VICTIM

Catastrophe victim records may be entered by any agency involved in identifying victims of a disaster, e.g., anairplane crash. No written documentation is required for entry into this category.

1.5 MESSAGE KEY (MKE) CODES

LEADS SPECIFIC MESSAGE KEY CODES

MESSAGE	MKE	TRANSLATION
Entry	EM1A	ACCIDENT VICTIM
	EM1R	INCARCERATED SUBJECT
Modify	MM	
Locate	LM	
Cancel	XM	
Clear	CM	

LEADS AND NCIC MESSAGE KEY CODES

MESSAGE	MKE	TRANSLATION
Entry	EMV	MISSING PERSON – CATASTROPHE VICTIM
	EMVC	MISSING PERSON – CATASTROPHE VICTIM - CAUTION
	EMD	MISSING PERSON – DISABILITY
	EMDC	MISSING PERSON – DISABILITY – CAUTION
	EMDM	MISSING PERSON – DISABILITY – MENTAL
	EMDP	MISSING PERSON – DISABILITY - PHYSICAL
	EME	MISSING PERSON - ENDANGERED
	EMEC	MISSING PERSON – ENDANGERED - CAUTION
	EM1	MISSING PERSON - INVOLUNTARY
	EM1C	MISSING PERSON – INVOLUNTARY - CAUTION
	EMJ	MISSING PERSON - JUVENILE
	EMJC	MISSING PERSON – JUVENILE - CAUTION
	EMO	MISSING PERSON - OTHER
	EMOC	MISSING PERSON – OTHER - CAUTION
	EMES	MISSING PERSON ENDANGERED – SENIOR
Modify	MM	
Locate	LM	
Cancel	XM	
Clear	CM	

1.6 RECORD RETENTION PERIOD

LEADS SPECIFIC RECORD RETENTION

Accident victim records remain on file in LEADS for 7 days. Incarcerated person records remain on file in LEADS for 7 days.

LEADS AND NCIC RECORD RETENTION

A missing person record is retained indefinitely in NCIC until action is taken by the originating agency to cancel orclear the record or until a locate is placed against the record. For exceptions and further explanation, please refer to the NCIC Operating Manual.

1.7 AUTOMATIC CHANGES/RETIREMENT

LEADS SPECIFIC AUTOMATIC CHANGE

When a missing juvenile reaches the age of emancipation during the time the entry is active, the record label will automatically be changed.

LEADS AND NCIC AUTOMATIC RETIREMENT

A. A missing person record will be retired immediately upon receipt of a locate message. The ORI of the record will be notified that the record has been retired by a $.L. administrative message.

   Data in the License Plate Number (LIC), License Plate Year of Expiration (LIY), and License Plate Type (LIT) fields will remain in a missing person base record or supplemental record for the year of entry plus 4 years from the date of entry of the base record.

B. When the only searchable identifier in a Missing Person File record is a purged license plate, the entire record will be removed.

C. A non-expiring license plate (LIY/NX) contained in a Missing Person File record will remain in file until action is taken by the originating agency to remove the license data or clear or cancel the entire record.

1.8 VALIDATION

LEADS SPECIFIC VALIDATION

Neither Accident Victim or Incarcerated Person records remain on file long enough to qualify for Validation.

LEADS AND NCIC VALIDATION

For validation policy and procedures, please refer to the LEADS Manual, Validation Chapter and the NCICOperating Manual.

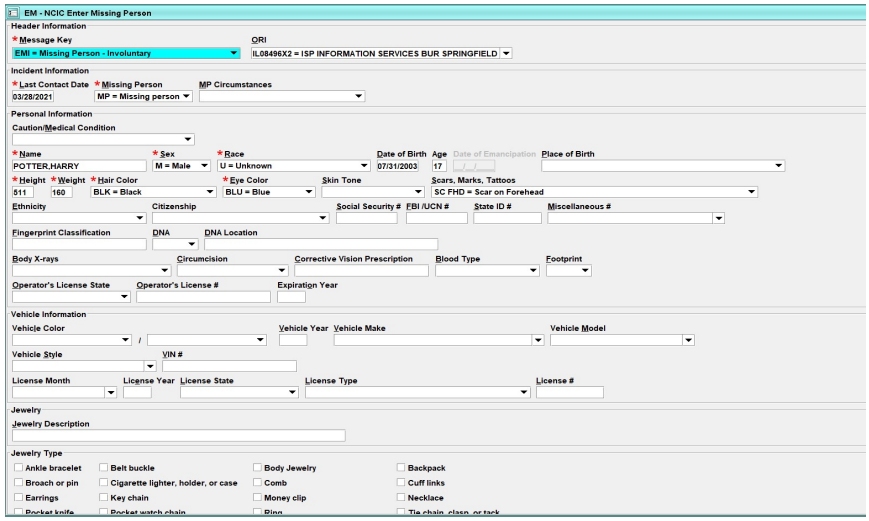
SECTION 2 - ENTRY

2.1 EXAMPLE OF MISSING PERSON ENTRY

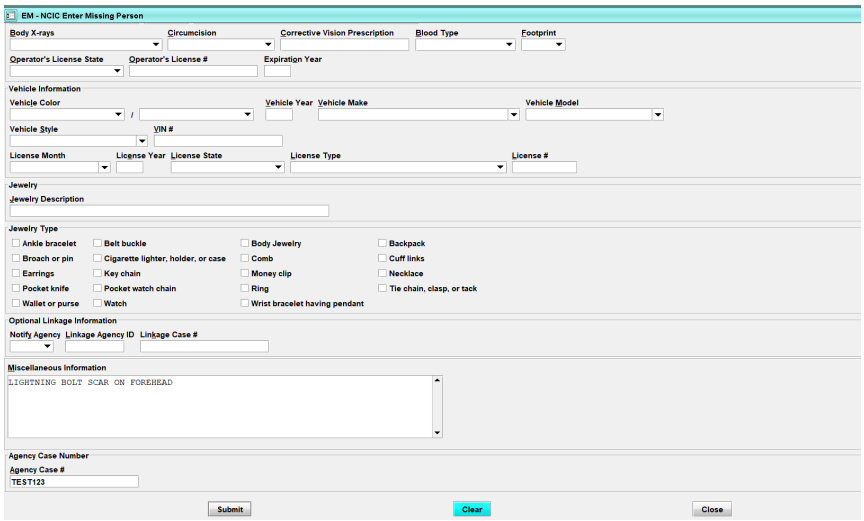
LEADS does not have any unique fields that are specific to an Accident Victim (EM1A) or an Incarcerated Person (EM1R). These entries require and use the same fields as NCIC fields for a missing person. For further assistanceon Entry and the required identifiers, please refer to the NCIC Operating Manual.

Below is an example of the Missing Person Entry format in Messenger.

Upper portion of format



Lower portion of format



SECTION 3 - MODIFICATION

3.1 WHEN TO MODIFY

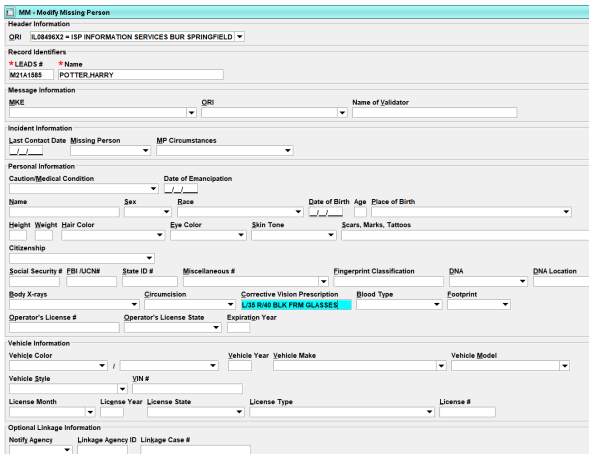
Modification of a record is restricted to the agency that entered the record. The Modify format is used to add, delete, or change data in missing person records.

A modification message to delete information in the MNU, DOB, SOC, SMT, or CMC fields of the base record willcause the oldest data with that MFC in the supplemental record to move up to the base record.

For LEADS, modifying an Accident Victim or Incarcerated Person uses the same process as modification of anycategory of Missing Person. Refer to the NCIC Operating Manual for procedures to Modify Missing Persons records.

3.2 EXAMPLE OF A MODIFICATION MESSAGE

Below is an example of the modification format and the acknowledgement response.



Received Time:	13:46:35 03-31-21	Source ORI:	IL08496X2
Summary:	MM: LDS=M21A1585 NAM=POTTER,HARRY		

View Message Details

```
LEADS RECORD MODIFIED LDS/M21A1585
MRI 2133 IN: FH1 257 AT 31MAR2021 13:46:35
OUT: D2R 30 AT 31MAR2021 13:46:35
```

SECTION 4 – CANCEL (VOID)

4.1 CHANGE IN TERMINOLOGY

LEADS previously referred to this function as Void. This change in terminology aligns LEADS with NCIC and otherstates in using the same vocabulary. The term Void is no longer used.

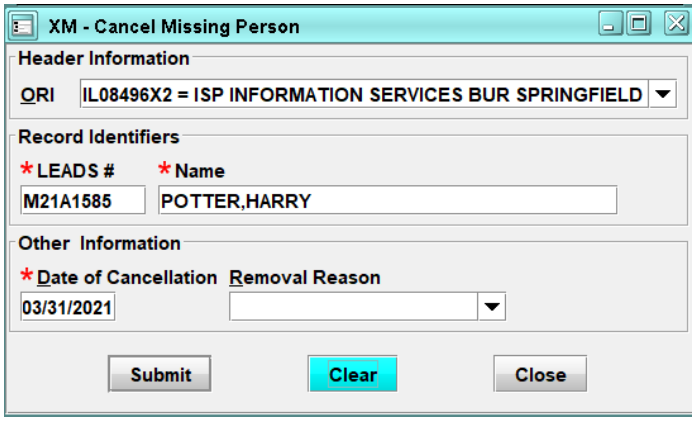
4.2 WHEN TO CANCEL

Cancellation of a record is restricted to the agency that entered the record. A cancellation message is utilized when the entering agency determines that the record is invalid; for example, the missing person report is withdrawn.

For LEADS, canceling an Accident Victim or Incarcerated Person uses the same process as cancellation of anycategory of Missing Person. Refer to the NCIC Operating Manual for procedures to Cancel Missing Persons records.

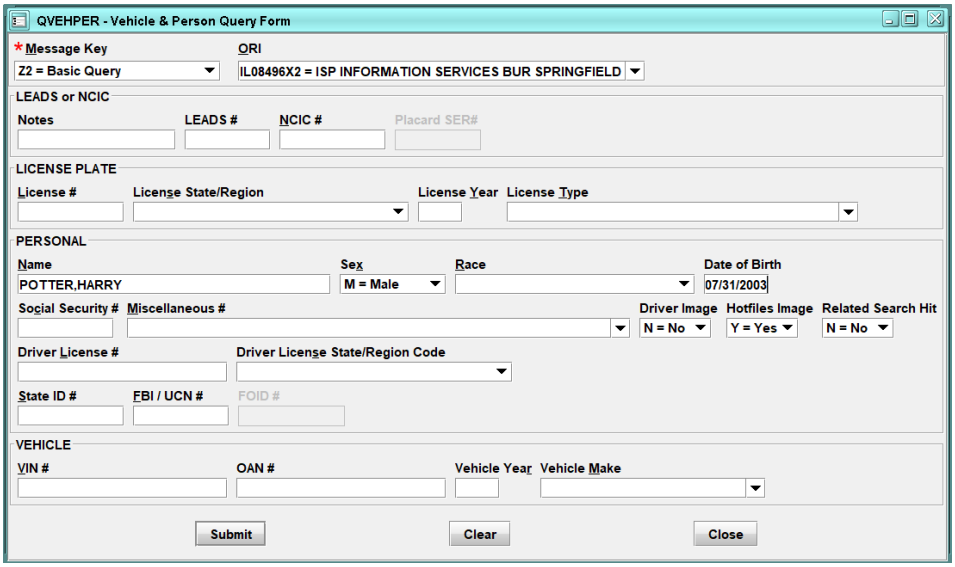
4.3 EXAMPLE OF A CANCELLATION MESSAGE

Below is an example of the format:



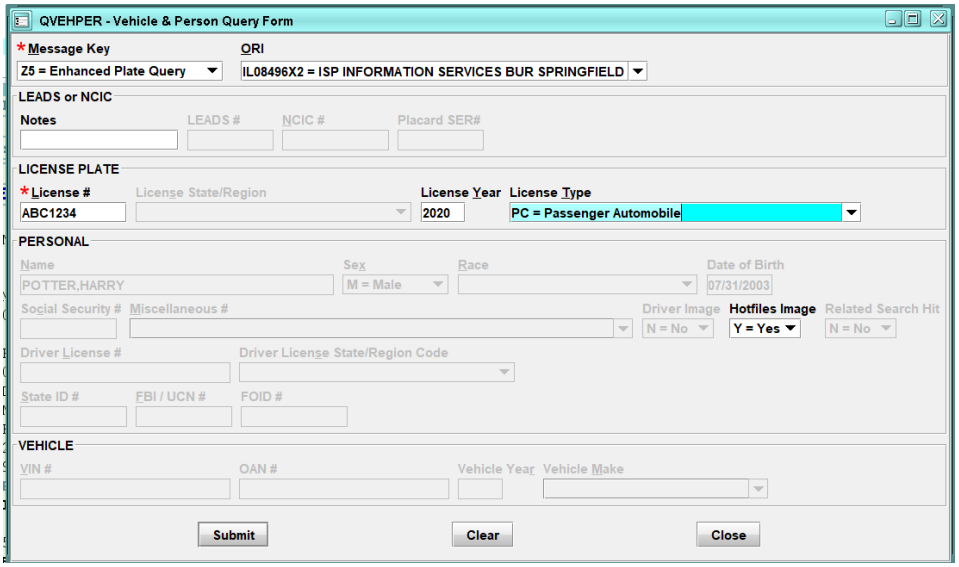
5.1 INQUIRY VIA LEADS

Inquiry via LEADS to search the LEADS and NCIC Missing Persons file can be accomplished via two LEADS-specificMessage Keys (MKE):



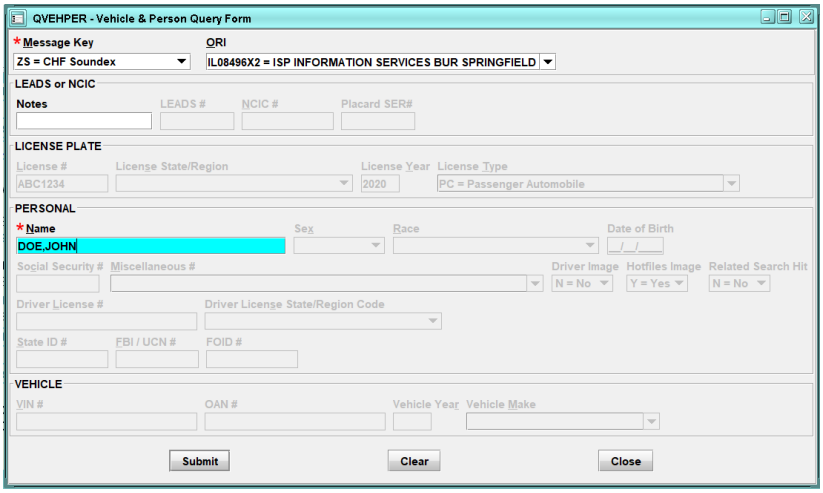
Z2 – Inquiry by Name, Sex, Date of Birth. This will search the LEADS and NCIC Persons Hot Files

Z5 – Inquiry by Illinois License Plate. This will search the LEADS and NCIC Persons Hot Files using Driver's Licensedata from the Illinois registration response. In addition, the plate itself will be checked through all Persons files to see if it was entered into a persons record. The VIN from the registration response will also be checked through all persons files to see if the VIN was included in a Persons entry. The NAM, SEX, DOB from the SOS DL response will be checked through the persons file also.

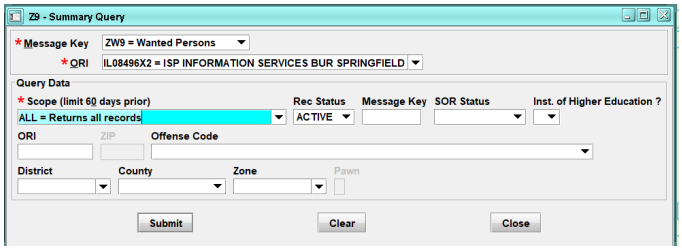


LEADS Z2 and Z5 inquiries will also search Illinois FOID and Concealed Carry files.

ZS - Inquiry by NAM and SEX. Will search LEADS Hot Files only and return hits based on the LEADS NAM Soundexprocess. Care must be taken to compare the inquiry identifiers and inquiry subjects' physical and other descriptors to the various hit responses to determine if any given hit is a valid match.



ZW9 - *Summary Inquiry.* Summary inquiries allow agencies to obtain a list of Wanted entries entered on a specific day of the month (MMDD) in a specific county.



5.2 OFF-LINE AND ARCHIVE MISSING PERSONS FILE SEARCHES

An off-line search of the active Missing Person files can be requested when required identifiers for on-line inquiryare not available and a Summary inquiry does not produce the desired result. An off-line search should not be requested until all possible on-line inquiries have been made. An example qualified for an off-line search is having the physical descriptors of a missing/abducted person and the county(ies) they are missing/abducted from and the inquiring agency is trying to determine if any other agency has entered the person in question as a Missing Person already. Contact LEADS Administration to initiate an off-line search.

An archive search of the Missing Person files pertains to records that are no longer active in the Hot Files; the records were cleared, cancelled, voided, or purged. Contact LEADS Administration to initiate an off-line search.

5.3 NON-UNIQUE IDENTIFIER INQUIRY (MISSING PERSONS PHYSICAL DESCRIPTOR)

Change in Terminology – LEADS previously referred to this query as "Missing Persons Physical Descriptor Inquiry". This inquiry is now known as "Non-Unique Identifier Inquiry". The change in terminology aligns LEADS with NCIC and other states in using the same vocabulary. For further information refer to the NCIC Operating Manual.

REQUIREMENTS FOR NON-UNIQUE IDENTIFIER INQUIRY (QM)

A. The following fields are mandatory for a non-unique identifier inquiry: HDR, MKE, ORI, AGE, SEX, RAC, EYE, HAI, HGT, and WGT.

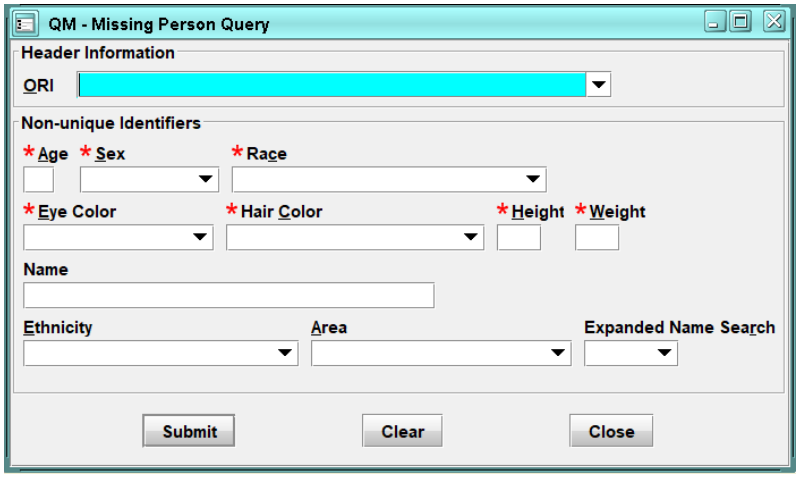
B. The NAM field is optional.

C. The approximate age of the individual may be one or two numeric characters representing the age in years. The age must fall within a range of 0 to 99. The age in the inquiry plus or minus 1 year will be searched. If the age is 100 years old or older, an off-line search should be requested.

D. Approximate height in the inquiry plus or minus 3 inches will be searched.

E. Approximate weight in the inquiry plus or minus 10 pounds will be searched. Inclusion of a name in the inquiry will limit the response.

Below is an example of a non-unique identifier inquiry:



5.4 RESPONSES

KIND OF RESPONSES

Every inquiry is acknowledged by a response message from LEADS. Depending on the combination of message key and identifier(s) used in the inquiry, there are five basic kinds of response messages that can result:

- Reject (The inquiry was submitted incorrectly.)
- No Record On File or Negative Response
- Hit or Positive Response (Matching record(s) found in LEADS and/or NCIC.)

- Driver Record and Vehicle Registration from Illinois SOS or another state's files. (See Driver's License Chapter and Vehicle Registration Chapter).
- System Status (Indication that a file is temporarily not available or that a response may be delayed.)

For examples and interpretation of positive responses, see the paragraphs which follow. No record responses, rejects, and system status messages are similar to those for any other Hot File. Details on driver record and vehicle registration responses are contained in the chapters respectively.

HIT PROCEDURE

When inquiry identifiers match data in a Hot File record, the matching record(s) is returned. Upon receipt of a positive response, or "hit", the inquiry identifiers must be compared to the same identifiers in the hit responseto determine if the person inquired on is the person in the hit. If the identifiers match, it is a valid hit and action can be taken as necessary. If they do not, the hit is not valid, and no action should be taken. See the HitProcedure chapter for further steps related to receipt of a valid hit.

LEADS RECORDS LABELS

The following example shows where many of the various fields would be in a hit message.

LEADS MISSING PERSON – DISABILITY

CHF
QUERY: QW NAM/HAMILTON,ROBERT D.DOB/19990209.SEX/M

QD2R LDS/M20B2360 MISSING PERSONAL DISABILITY -
MENTALDLC/2020-08-01
MNP/MP
NAM/HAMILTON,ROBERT D SEX/M RAC/W
DOB/1999-02-09 AGE/21 HGT/509 WGT/170 HAI/BRO
EYE/BLUSMT/UTAT LSHLD
MIS/SENILE RED POLO SHIRT, BLACK CARGO PANTS OTX/217 555 1212
NOA/N
BLT/ABUNK CRC/N FPA/N
BXR/NJWT/CL, RI
OCA/20C1478
ORI/IL08496X2 ORA/ISP LEADS ADMIN-SPFLD IL
ENT/D2R OPR/MCGRATM DTE/2020-11-18 08:43 DLU/2020-11-18 08:43
NIC/M200064878CONFIRM WITH ORI
JUVENILE RESPONSE

CHF
QUERY: QW NAM/SLEEPING,BEAUTY.DOB/2004-08-01.SEX/F

QD2R LDS/M20B2367 MISSING PERSON
JUVENILEDLC/2020-08-05
MNP/MP
NAM/SLEEPING,BEAUTY SEX/F RAC/W

DOB/2004-08-01 AGE/16 DOE/2022-08-01 HGT/504 WGT/110 HAI/BLN EYE/BLU
SKN/FARSOC/322-48-8706
SMT/TAT L ARM
MIS/ROSE LEFT ARM ON RELEASE FROM JUV DETENTION FOR MEDICAL TRTMNT OTX/815-555-5555
NOA/Y
CRC/N FPZ/N
BXR/N
OCA/M20472
ORI/IL08496X2 ORA/ISP LEADS ADMIN-SPFLD IL
ENT/D2R OPR/MCGRATM DTE/2020-11-18 11:02 DLU/2020-11-18 11:02
NIC/M690066879CONFIRM WITH ORI

SECTION 6 – LOCATE

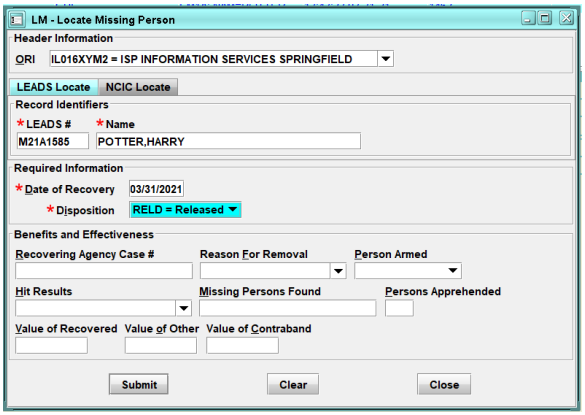
6.1 WHEN TO USE LOCATE

Any agency, except the agency that entered the record, that finds a person who is indexed in an NCIC Missing Person File should place a locate message on the missing person record. When an agency receives a record or multiple records in response to an inquiry, the inquiring agency must contact the ORI of each record possibly identical with the person in question to confirm the hit. Following confirmation with the originating agency, a locate message should be transmitted for each record on file for the individual unless otherwise advised by the entering agency.

6.2 EXAMPLE OF A LOCATE LEADS-ONLY RECORDS

Record identifiers required to Locate a LEADS-only record are the LEADS Number and Name as it appears in themaster record. The disposition field is also required to Locate a Missing Person LEADS record.

Locating a Missing Person record will automatically purge the record. It **does not** stay on file for after being Located like other Hot files. For further information please refer to the NCIC Operating Manual. Below is an example of the Locate format in Messenger:



SECTION 7 – CLEAR (CANCEL)

7.1 CHANGE IN TERMINOLOGY

LEADS previously used the term Cancel in reference to removing a record when the subject of record was found.The terminology change is to accomplish consistency with NCIC and other states.

7.2 WHEN TO CLEAR

Clearing a record is restricted to the agency that entered the record. A clear message is transmitted:

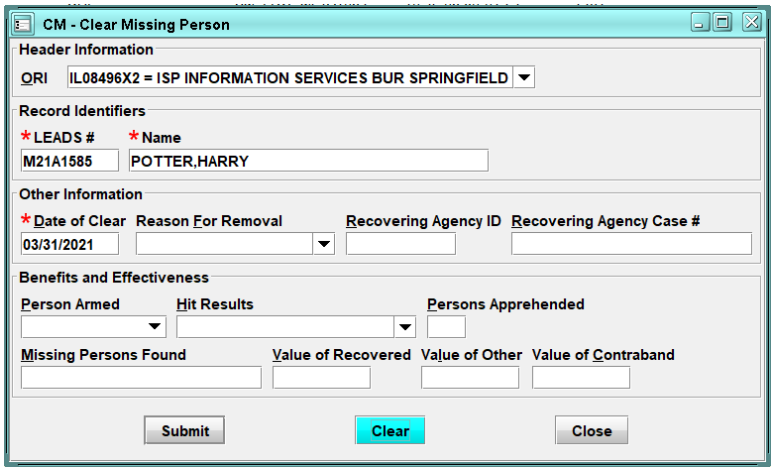
A. When the agency finding the missing person is the agency that entered the record; or

B. When the agency that entered the record is officially advised that the missing person has been located and the locating agency has not entered a locate message.

The clear message will cause the entire record, including supplemental and dental data, to be removed from thefile.

7.3 LEADS REQUIRED FIELDS

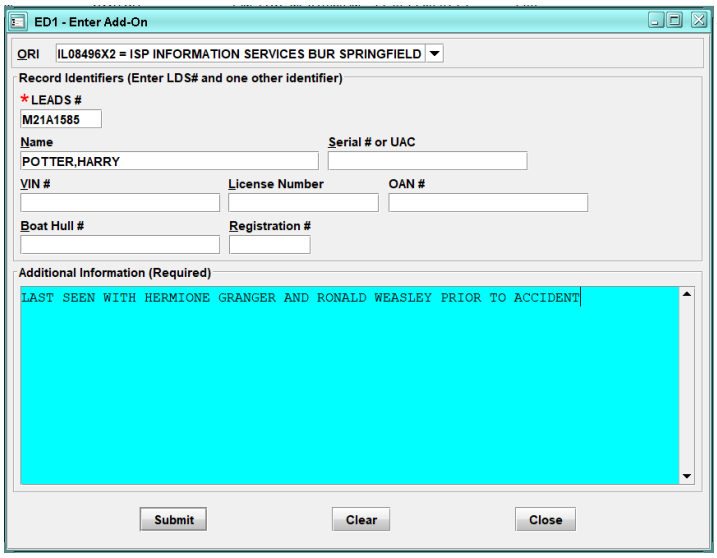
LEADS required fields to Clear a Missing Person record are the LEADS number, Name as previously entered, and Date of Clear. Below is an example of the Clear format in Messenger. Refer to the NCIC Operating Manual for procedures to Clear Missing Persons records.



SECTION 8 - ADD-ON CAPABILITY

8.1 ADD-ON CAPABILITY

LEADS (not NCIC) provides the capability of appending miscellaneous information to any LEADS record. This isgenerally used when there is not enough room in the MIS Field to contain all the data necessary for entry.

Agencies in other states will not see any Add-On information, thus information should be prioritized in the MISand the Add-On contain the least critical information. See the Add-ons Chapter for procedures.

Below is an example of the Add-on format in Messenger.