KLER Justice Solution

Cross-Boundary Collaboration and Partnerships

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Executive Summary

As of 2007, only 7% of all accident reports in Kansas were submitted to the state in electronic format. By 2010, the state had begun to see an increase, however progress was slow. Three-hundred of the state's law enforcement agencies are considered "small", having fewer than 12 sworn officers. These agencies typically had little or no technical knowledge, limited budgets and over-extended human resources making implementation of an electronic solution infeasible. In order to encourage law enforcement agencies across the state to participate in electronic records submission, the State required a solution that was simple enough for the smallest municipal agencies to implement while still being cost effective for both the agency and the State.

In 2011, Kansas Highway Patrol implemented the KLER Justice Solution, bringing together private business, state and local government to integrate criminal justice system applications within a Criminal Justice Information System (CJIS) compliant private cloud infrastructure. The KLER Justice Solution is a fully integrated suite of public safety software solutions which enables agencies to quickly and accurately capture, process and access data from the squad car to the courtroom. The software suite includes:

- KLER – Automated field reporting process by eliminating repetitive data entry between reports and validating data entries. Integrated with other systems, KLER increases officer efficiency and allows the agency to submit data electronically to the State. KLER is offered by the Kansas Highway Patrol at no charge and is the cornerstone of the KLER Justice Solution.
- Justice RMS – Centralizes records management and provides access to complete history for every person, vehicle, location or property entered or imported into the system. The Justice RMS is provided by Global Software and hosted by the Kansas Highway Patrol, allowing participating agencies to share data across the state.
- DigiTicket – Using driver license scanning and NCIC query capabilities, DigiTicket simplifies the data gathering and ticketing process, enabling officers to issue citations more quickly while reducing errors and bottlenecks caused by handwriting and other manual processes. DigiTicket can be deployed on handhelds or in-vehicle laptops. It can be procured with zero up-front cost for a minimum monthly fee.
- FullCourt Enterprise – Streamlines court systems with fully integrated case reporting and tracking capabilities, offering automated scheduling and document production as well as party, financial, and case status.

Business Problem

In 2010, the Kansas Highway Patrol, in conjunction with the Kansas Traffic Records Coordinating Committee developed the Kansas Law Enforcement Reporting (KLER) application. The application replaced two out dated software programs and provided the means to electronically submit data to state criminal and traffic repositories. In spite of the technical improvements, the state found that while law enforcement agencies were utilizing the new software to fill out forms, fewer than expected were submitting data electronically. For the state, this translated to added costs and decreased data accuracy rates. The state estimated that the cost to review and manually enter each hand-written form is $7 as compared to $1.50 to process the same form electronically. Illegible handwriting and data entry errors reduced data accuracy and timeliness suffered as forms had to be manually reviewed before entry into state databases.

After polling user agencies, KHP found that most agencies' concerns revolved around return on investment, whether the actual cost to implement electronic records systems, including infrastructure, security, hardware and software licensing fees or the soft costs of time and effort to change their internal business practices. Of the state's 450 law enforcement entities, more than 300 agencies have 12 or fewer sworn officers.   The agencies typically had little or no technical knowledge, limited budgets and over-extended human resources. For these agencies, implementing an electronic solution simply was not technically or financially feasible.

Solution

In 2011, the Kansas Highway Patrol initiated the KLER Justice Solution portfolio, offering hosted software solutions to law enforcement agencies in Kansas. The agency worked with local, state and federal partners in determining requirements for the solution to improve efficiencies, reduce costs for both state and local government and improve cross-agency data sharing and communication. As the project progressed, it became clear an implementation based on a Software As A Service (SAAS) model within a Criminal Justice Information System (CJIS) compliant private cloud infrastructure would provide the most operational, implementation, and support savings and advantages.

KHP coordinated with four software vendors to build a multi-jurisdictional, end-to-end solution that would allow officers to capture data roadside then process and route documents or reports electronically to state courts and data repositories. Each vendor would manage the ongoing software support with KHP acting as liaison to the user group. The state negotiated enterprise level pricing for all Kansas LEAs in order to reduce costs for both hosted and non-hosted agencies. KHP took responsibility for developing the infrastructure and maintaining system security for hosted applications.

Federal partners assisted with funding as the KLER Justice Solution would ultimately impact timeliness and quality of data submitted to federal repositories from the state.

The first step was to recruit additional KLER users and convince agencies to use the software to submit reports electronically. KHP embarked on a marketing/training campaign geared toward promoting added value components of the KLER Justice Solution. In addition to providing the state's required 16 form package, KLER includes a designer package which allows agencies to create custom forms. Those forms can then be routed electronically within the agency using KLER's workflow. These features significantly increased the value of the software to a local agency. Not only can they process their state forms more efficiently, but they can improve internal process efficiencies as well, reducing overhead and allowing for reallocation of scarce human resources.

For the second project, KHP moved to build an infrastructure designed to support multiple jurisdictions while maintaining data security in-line with federal and state CJIS requirements. KHP expanded its records management system (RMS) to incorporate hosted agencies in coordination with Global Software Corporation. KHP had implemented the base solution in 2011 including automated data imports from KHP's computer aided dispatch (CAD) system. The import creates an incident record which can then be used to link related documents. KLER files are routed through the agency workflow then imported into the RMS document record. External documents such as witness statements, medical reports, etc. are bulk-scanned and indexed using ImageNow software before being transferred via batch file to the RMS and linked to the incident record. Authorized personnel can view call data, reports and supporting documents all from the same location.

To accommodate hosted agencies not using KHP's CAD system, the agency created a KLER file export process, enabling an agency to auto-generate a case record by importing a KLER file. The agency's users can add call data, import additional documents, or update case information in the RMS client depending on the user's role. Agencies may use the RMS to investigate related/similar cases in nearby jurisdictions and to create "be on the lookout" (bolo) notifications as well. The system bolo creates a notification in the hosted RMS in the event another hosted jurisdiction creates a case for the same suspect (ex. an arrest) and creates a system alert in KHP's CAD system to prompt the dispatcher if the suspect or vehicle is involved in a KHP car stop. The dispatcher would then contact the originating agency for more information.

All hosted agencies are required to share data and use KLER for electronic submission of reports in order to participate in the hosted RMS. Three concurrent RMS licenses are provided to outside entities at no cost for two years. Additional licenses may be purchased at the state bulk purchase rates. Hosted agencies agree to pay a portion of

the annual maintenance fee beginning in year three. KHP personnel provide configuration assistance and training support.

KHP deployed an electronic citation system using DigiTicket software from Saltus Technologies in 2012 as well. Agencies may elect to run DigiTicket software on free-standing handheld units or on a secure laptop. Saltus also offers a monthly equipment lease program for handheld units for those agencies without existing hardware. Agencies may elect to add driver's license scanning and NCIC query capabilities for a small fee as well.

Whether created from a handheld device or laptop, the citation is created in the patrol car at the roadside and a copy provided to the violator. Once completed, the ticket is synchronized to a KHP server where it can be accessed by authorized agency and court personnel via a web application. Select information from the citation can also be exported to a KLER file where it can be used to auto-populate form fields related to personal identification and vehicle characteristics. Agencies may view tickets, print copies or add comments online using the web app. Courts are able to export the citations from the web application in three formats: a pdf document, a data entry report or a text export file. Courts process cases and forwarded adjudication information to the Kansas Department of Revenue who is responsible for reporting driver's license status to state and federal agencies. Criminal case adjudication information is forwarded to the Kansas Bureau of Investigation who reports select data to the Federal Bureau of Investigation.

Significance

The KLER Justice Solution embodies the State's Strategic Information Management Plan (SIM-Plan) to coordinate information technology (IT) development throughout Kansas state government, thereby promoting citizen access, information sharing, and improved government performance. The approach is based on enhancing state-wide leadership for information technology, through coordination and communication, supported by consistent state-wide policies and processes. The KLER Justice Solution was one of the first in the nation to successfully bring together private business, state and local government in an effort to integrate criminal justice systems and improve services while reducing overhead costs.

As an individual agency, KHP has seen cost savings, an increase in internal efficiencies and improved customer service as a result of the KLER Justice Solution. The agency has processed more than 136,000 citations/warnings electronically in the first 6 months. This volume would have required over 68,000 hand-written forms, each requiring manual entry into court databases, grant tracking spreadsheets and KHP's time and activity system. Now troopers can issue up to six tickets on a single document, track

grant action automatically and create activity reports all from the DigiTicket system. Troopers report reduced time to complete KLER forms as a result of the KLER export feature. Since it takes less time to write the citation/warning, motorists are delayed for shorter periods of time, improving their experience as well.

In the last year, the State has seen notable efficiency improvements and cost savings as a result of the KLER Justice Solution. More than 50% of the state's traffic accident reports are now being submitted electronically from KLER, an increase of 43% over just three years ago. Due to DigiTicket, courts are now able to retrieve ticket data within 8 hours of the ticket being written as opposed to a week or more just a year ago. As a result, drivers are now able to view and pay traffic tickets online less than 24 hours after the citation is issued. Citation input errors due to illegible handwriting and clerical error have gone down as well.

Seven local agencies and three state agencies have joined during the initial pilot of the shared RMS including one school district. One agency was so impressed with the package that they have offered to provide staff to maintain a shared municipal code list and to assist with marketing and training of the KLER Justice solution. To date, another 75 agencies have expressed interest in joining the hosted group.

Another significant impact has been the incorporation of data from Kansas Turnpike Authority (KTA) troopers. In the past, KHP has provided personnel to patrol the Kansas turnpike, but the Kansas Turnpike Authority (a semi-private entity) managed the troopers' equipment and dispatch center. As a result, the agencies were unable to share data and had many duplicate systems. In 2012, KHP and KTA came together to integrate the Kansas Turnpike Authority into the KHP network. The KTA now utilizes the same in-car laptops, sharing KHP's NetMotion server, uses DigiTicket software for citations and shares incident data through the KHP RMS. KTA's dispatch center has also been integrated into the KHP CAD. As a result, either dispatch center can now provide overflow dispatching in cases of high call volume and can dispatch troopers from either agency as needs dictate. This is the first time that both KTA administrators and KHP commanders have had a complete picture of all Kansas highway activity in one location.

Benefits of the Project

The benefits of the KLER Justice Solution are multi-faceted. The project provides law enforcement agencies in Kansas with software and service options at significantly reduced costs. Eighty percent of sheriffs, eighty-one percent of police departments and 14 other agencies statewide have downloaded the KLER software. KLER submissions now account for more than half of all electronically filed traffic reports in the state, up from just seven percent in 2010. One hundred percent of state agencies are filing traffic

reports electronically using KLER. Built-in validation routines reduce data entry errors and confirm forms are complete prior to submission, helping to ensure data quality. Accident forms related to commercial motor carriers are electronically forwarded to federal databases where data is shared with other states via the federal Safety and Fitness Electronic Records (SAFER) System. With an average of 65,000 accident reports per year, KLER submissions alone are saving the state approximately $195,000 per year. Local agencies can reduce RMS costs by 20-80% by using KHP's hosted solution since no additional hardware or server licenses are required at the local agency level.

The DigiTicket e-citation solution has also substantially reduced time and costs to create and process citations. The manual ticket writing process required troopers to carry two separate ticket books (one form for warnings, one for violations) and only two violations or warnings could be documented per citation. Now up to six DigiTicket violations/warnings can be completed on a single form in two and a half minutes as opposed to seven minutes on average for the same violations on a hand-written citation/warning. With more than 233,000 citations written in Kansas annually, this translates to more than 17,000 man-hours over the course of a single year. Furthermore, officers no longer have to drive to the court to deliver tickets. This saves time, enabling troopers to remain on patrol and reduces associated fuel expense. Lastly, the tickets are getting to the courts in a timelier manner for adjudication and/or online payment.

In addition, data quality is improving as a result of the KLER Justice Solution. Built-in validation routines in the KLER application help to ensure that required fields are completed and data is accurate prior to uploading to state repositories. DigiTicket software has decreased errors due to invalid state statutes being noted on tickets. Users can only select current state statutes that are synchronized with the Courts' FullCourt system all of which are indexed by a state law key, decreasing errors and making it easier for officers to look up current statutes (by number, partial section or name). Electronic data transfers between KHP and courts also eliminate data entry errors due to illegible handwriting. In 2013 Kansas will be adding applications for commercial vehicle data view and inspection submission to federal systems.

One of the most important, yet intangible benefits to the project implementation has been the increased awareness of criminal justice information systems in the state and the coming together of law enforcement entities across Kansas. In the past, the agencies have typically operated in a silo-type government structure due to strict security concerns. The KLER Justice Solution now offers agencies an opportunity to join forces and share data cross-boundaries, improving efficiencies for all while maintaining CJIS data security and minimizing costs for individual entities.