



Report to the Commissioner of Public Safety & the  
Chief Justice of the Minnesota Supreme Court

## **Recommendation for a Statewide Citation Standard**

January, 2011

Version 2.0

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## Revision History

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Revision Number	Revision Date	Description of Revision	Revised By
1.0	6/2010	Final report distributed for vetting	KR
1.1	1/2011	Updated citation number format to remove the 2 digit year and to include a unique segment of the ORI number (in the Standard Paper Citation section)	CD
1.1	1/2011	Updated race and ethnicity field to not include in the standard citation, but allow in the customizable section (in the Note about Race and Ethnicity section)	CD
1.1	1/2011	Added the final version of the standard citation (in the Standard Paper Citation section)	CD
1.1	1/2011	Added the backside of the original version of the citation which includes the officer notes (in the Standard Paper Citation section)	CD
1.1	1/2011	Removed the additional copies of the previous citation.	CD
1.1	1/2011	Removed the copy of the envelope, as it is out of scope.	CD
1.1	1/2011	Removed Appendix C, the initial vetting group responses. The comments will be available through a separate document.	
1.1	1/2011	Removed Appendix D, all other comments received during the follow-up comment periods. The comments will be available through a separate document.	CD
2.0	1/2011	Final report	CD

## Executive Summary

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Today, approximately 1.1 million citations are issued annually throughout the State of Minnesota in a combination of both electronic and paper format. In a survey conducted by State Court, results suggest that at least 128 variants of the paper citation exist. This variation creates difficulties for the State Court, as they are responsible for manual entry and validation of these citations into the Minnesota Court Information Systems (MNCIS). In addition, the current citation formats also pose difficulties for law enforcement in the level of accuracy of court information that they provide on the citation to a defendant. Electronically, a standard is also needed to ensure the successful integration between the State Court MNCIS application, the BCA eCharging application and future information integration efforts, and local law enforcement agency Computer Aided Dispatch and Records Management System applications.

There was an interest by State Courts and others within the criminal justice community to have the BCA lead this integration effort to standardize the citation, both in paper form and electronically. Consistent with Statute 299c.65, the BCA has been given the responsibility of leading integration efforts among criminal justice agencies throughout the State. This lends the BCA an opportunity to be involved in the standardization of a uniform citation. The Courts currently have a project underway to centralize the payables within the citation process. The timing of this project will complement the Court's efforts.

Further, Statute 169.99 mandates that there will be a uniform citation that will be issued throughout the State for specific violations and ordinances. Standardization is important to ensure that the appropriate and correct information on the citation is communicated to the defendant, that law enforcement officers are comfortable in the information they are communicating, and that State Courts can efficiently and accurately enter information into MNCIS.

A workgroup was established consisting of stakeholders and interested parties in the development and recommendation of a statewide standard citation. Workgroup representation included participants from the BCA, State Courts, Minnesota State Patrol, Minneapolis Police Department and City Attorney's Office, Ramsey County Sheriff's Office and District Court, Hennepin County District Court and Information Technology, Saint Paul Police Department and City Attorney's Office, Rochester Police Department and City Attorney's Office, and Driver and Vehicle Services.

This report reflects the first phase of statewide citation standardization, which includes recommendations from the workgroup of a statewide standard, and it was sent out to a secondary group of reviewers. These reviewers included: the Board of Public Defense, Department of Natural Resources, Minnesota Chief of Police Association, Minnesota County Attorneys Association, Minnesota League of Cities, Minnesota Sheriffs Association, Minnesota State Patrol, and State Court Administration. Any comments or concerns from these groups are also noted in this report for consideration for the second phase of statewide citation standardization, which will involve the implementation of both the paper form and electronic citation standards.

In this report you will find further history and background information about the current citations situation, the effort that has taken place to date, and the agencies and people that have been involved in this effort. It also outlines the recommendations for citation standardization for both the electronic and paper citation. The appendices contain more detail on the statutes supporting the need for this effort as well as descriptions of each of the data elements on the standard citation.

## Business Need

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Today, approximately 1.1 million citations are issued annually throughout the State of Minnesota. Nearly ½ million of those citations are submitted electronically while the remainder are paper citations that are written from an officers' ticket book. Due to a large amount of time and effort that is spent on the completion and submission of citations into the State Court application, there is a business need to have a standard around both the electronic and paper form submission of citations.

*From a paper (or ticket book) perspective:* From a survey conducted by the State Court, results suggest that at least 128 variations of the paper citation exist, with some overlap of the same citation used among multiple agencies. This effort to standardize the citation is further compounded by Minnesota Statutes 169.99 and 484.91, which state that any city of the first class and Hennepin County have the authority to alter the uniform ticket, by deletion or addition, in such a manner as it deems advisable. As a result of not having a standard around the citation content, it creates difficulties for the State Court on citations submitted to them on paper form. For paper submissions sent to the State Court, its personnel are responsible for manual entry and validation of citation information into the Minnesota Court Information Systems (MNCIS). The likelihood of data entry errors or misinterpretation of information on the ticket is high when the content and processes of each agency are non-standardized. In addition, there have been inconsistent fee schedules from county to county as well as differing rules around mandatory court appearances and how that is noted on a ticket. This has resulted in inaccurate information being communicated to the defendant of a citation and confusion amongst law enforcement agency personnel in the information they are to provide on the citation.

*From an electronic perspective:* There are several applications throughout the State that capture citation information electronically, and a standard is needed to ensure the successful integration between these electronic applications. The BCA has the eCharging application, which contains a citation module; the State Court has the MNCIS application that stores court information, including citation data; and local law enforcement have their own electronic applications (i.e. Computer Aided Dispatch and Records Management System applications) that also store citation information.

## Opportunity & Solution

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In accordance with Statute 299c.65, the Commissioner of Public Safety is designated as chair of the Policy Group. Both the Commissioner and the Policy Group have overall responsibility for statewide criminal justice information system integration. This includes providing recommendations on the responsibilities of each entity within the criminal justice community concerning the collection, maintenance, dissemination, and sharing of criminal justice information with one another. BCA Minnesota Justice Information Services (MNJIS) has been given the responsibility of leading integration efforts among criminal justice agencies throughout the State. Further, Statute 169.99 mandates that there will be a uniform citation that will be issued throughout the State for specific violations and ordinances. This lends the BCA an opportunity to be involved in the standardization of a uniform citation.

The Courts currently have a project underway to centralize the payables within the citation process. This will resolve the issues around inconsistent fee schedules and the rules around mandatory court appearances. There is an interest by Courts and others within the criminal justice community to have the BCA MNJIS lead this integration effort to standardize the citation, both in paper form as well as electronically. Standardization is important to ensure that the appropriate and correct information on the citation is communicated to the defendant and that law enforcement officers are comfortable in the information they are communicating.

Due to the fact that cities of the first class and Hennepin County have the authority by Statutes 169.99 and 484.91 to create their own citation format, it was critical that they be included in this statewide standardization process. As a result, Hennepin County, Rochester Police Department, St. Paul Police Department, and Minneapolis Police Department were involved in this effort, along with other agencies in the Metro Area.

In addition to addressing the business need, there is also an opportunity to integrate and standardize upon the electronic submission of citations. There is a strong desire to integrate law enforcement's citation information into the Name Event Index Service (NEIS), Comprehensive Incident Based Reporting System (CIBRS), and eCharging applications at the BCA, in addition to potential other applications and efforts, such as the Court's centralized payable effort. The timing of this project will complement the Court's centralized payables project that is currently underway.

## Business Goals & Objectives

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The following goals and objectives of this effort have been identified and achieved:

- Creating a standard citation paper form for all adult criminal, traffic, and Department of Natural Resources (DNR) citations, and juveniles appearing in adult court
- Identifying all the data elements and their attributes that will be included in an

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- electronic citation submission
- Identifying a common citation numbering scheme throughout the State
- Inclusion of cities of the first class in this effort, as their buy-in is critical to establishing a statewide standard
- Preparing a report with the standards and recommendations for a statewide citations standard to present to the Commissioner of Public Safety and the Chief Justice of the Minnesota Supreme Court

## Approach & Scope of Work

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The BCA MNJIS conducted facilitated sessions throughout the last five months with representation from various law enforcement agencies throughout the State. The focus of these sessions was to identify the issues around citation standardization, to identify data elements that are currently used today and will be needed moving forward, to agree upon a standardized citation numbering scheme that will be used on all citations, to design a ticket book citation layout for the paper form, and to identify data elements that should be stored electronically at the BCA. This information was compiled into this report. After completion of this report, it went to other groups of people for vetting and comment. The groups involved in the vetting process and any comments made by this group are in the following sections of this document: *Groups Involved in the Vetting Process*, *Summary of Stakeholder Concerns*, and *Appendix C: Vetting Group Responses*.

In order to standardize citations, a multi-phase approach will need to be taken. The first phase is what is identified in this report, which accomplished the business goals and objectives as stated in the previous section. This first phase was led and facilitated by BCA MNJIS. It is recommended that upon the review and approval of the Commissioner of Public Safety and the Chief Justice of the Minnesota Supreme Court to this statewide citation standard, this documentation be turned over to State Courts to lead and execute the second phase of this project, which will be the implementation of the statewide standard.

# Citation Standard Participants

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## Active Working Group Members

Active working group members are those that participated in one or more of the working group sessions, have been sent the *Turn Around Documents* that have identified the content and outcome of the meetings, and have contributed to the creation and recommendation of the standard. Each of these individuals represented the interests of their organizations.

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	Patrol	
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### Other Interested Parties

Other interested parties are those that were not able to participate in any of the working group sessions but have been sent the *Turn Around Documents* that have identified the content and outcome of the meetings and have been given the opportunity to provide feedback. Each of these individuals represented the interests of their organizations.

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### Groups involved in the Vetting Process

The following entities were involved in the vetting process prior to the report being sent to the Commissioner of Public Safety and the Chief Justice of the Minnesota Supreme Court. Any concerns from this group are reported in the *Summary of Stakeholder Concerns* and *Appendix C: Vetting Group Responses* sections of this document.

Entity	Contact Person within Entity
Board of Public Defense	John M. Stuart 331 Second Ave South Suite 900 Minneapolis, MN 55401
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Minnesota County Attorneys Association	Mr. John Kingrey, Executive Director 100 Empire Drive, Suite 200 St Paul, MN 55103-1884
Minnesota League of Cities	Jim Miller, Executive Director 145 University Ave W St Paul, MN 55103-2044
Minnesota Sheriffs Association	James Franklin, Executive Director 1951 Woodlane Drive, Suite 200 Woodbury, MN 55125
Minnesota State Patrol	Chief Mark Dunaski 444 Cedar Street, Suite 130, St Paul, MN 55101
State Court Administration	Sue K. Dosal, State Court Administrator – Supreme Court 25 Rev Dr Martin L King Jr Blvd St Paul, MN 55155-5102

## Summary of Stakeholder Concerns

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Appendix C contains the actual responses from the various vetting groups, and Appendix D contains a consolidated list of the feedback along with the action taken, if any, by the BCA to each feedback item. This section summarizes the more major areas of concern among stakeholders on the future implementation of a statewide citation standard.

- **Financial Impacts & Funding for Citation Standardization** – There are concerns of how the statewide citation standardization effort will be funded and what might be the additional financial impacts on local agencies, city attorneys, etc. These concerns are not only around the paper citation standardization, but also with electronic standardization and the costs involved in having Records Management System (RMS) vendors update their applications to ensure compliance to the standards.
- **Citation Size Concerns** – With the creation of a uniform statewide citation standard, the amount of fields that are required on a citation will increase in order to meet the needs of agencies. Some agencies have concerns for increasing the citation size, including the need to replace all of the existing aluminum citation holders and other customized holders (such as what DNR may use.)
- **Race & Ethnicity** – There has been some concern around tracking race and ethnicity information on the citation. There is confusion about whether perceived race or self-reported race should be used and what would happen, for example, if perceived race is used, and the citation recipient disagrees with the perception.
- **Multilingual Notices on Citations** – It was suggested that multilingual notices be provided, at the advising of the citation recipient, for him or her to call a number to obtain an interpreter's help with the citation.

# Citation Recommendations

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## Standard Paper Citation

Three primary goals in standardizing the paper citation were: (1) agreeing upon a standard citation numbering scheme, (2) identifying the necessary data elements for the paper citation, and (3) designing a proposed layout for the paper citation. The recommendations for the standard paper citation are as follows:

### Citation Numbering Scheme:

- Maximum length of 12 digits (no alpha characters will be accepted due to a future Interactive Voice Response (IVR) phone application at Courts where a defendant can pay a fine via phone with a need to enter an all-digit citation number).
- Digits 1-2 will contain the two-digit county code.
- Digits 3-4 will contain the two-digit ORI unique identifier <sup>1</sup>
- Digits 5-12 will be a unique number by agency (agencies will need to ensure that numbers remain unique between electronic and paper citations; 8 digits are allocated to this unique sequential number, but not all 8 digits will need to be used by the agency)
- Each element will be separated by a space for ease in reading.

A sample of a citation number is as follows:

01 09 18765432

Where:

“01” is the county code

“09” is the ORI unique identifier

“18765432” is a unique sequential number for that citation

If an agency is in need of additional data elements to further distinguish the citation within its agency (e.g. year, division number, etc.), those fields can be embedded within the last 8 digits and can be customizable by a given agency.

### Paper Citation Layout:

The proposed citation layout is a 4-part form: Defendant Copy, Court Copy, Prosecutor Copy, and Law Enforcement Copy. Following is the proposed verbiage for the **front of the DEFENDANT’s copy** of the citation that is being recommended as a statewide standard for ticket books. It is anticipated that the size of the citation will be approximately 5 ½” wide by 10” long. The St. Paul Police Department’s citation, which is what was used as a basis for the standard, is currently 5 ½” wide by 9” long. The actual size for the ticket may vary from

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<sup>1</sup> Digits 3-4 were the two-digit year, but can now be embedded in digits 5-12 at the agencies discretion.

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this recommendation once it has been professionally designed at the printers and draft layout is created and reviewed. It is a requirement that the citation size not exceed 5 ½" x 9". This will be part of the Implementation Phase, which is not part of this current effort.

**Please note: The citations displayed on the following pages are not "to scale". In the Implementation Phase, when the layout has been professionally designed and drafted, the project team will need to review the layout once again to ensure that there is appropriate space for each field.**

As part of the Minnesota Court Payment Center implementation and a move toward a standard statewide processing model for payable citations, the Minnesota Courts are currently evaluating the practice of law enforcement assigned court dates on citations. The current recommended process, which is included in this Standard Citation recommendation (see example on pages 14 & 15), is referred to as a "Respond By" date. This method includes instructions to the defendant to either pay the citation or contact the Minnesota Payment Center for further information regarding options, such as to request a court appearance within 30 days from the issuance of the citation. Under this method, an actual arraignment date is not included on the citation. Moving to a standard process model represents a significant change to the way many courts statewide currently handle citation processing relative to the assignment of court dates. Therefore, a study is underway to evaluate the cost implications across all courts and the Court Payment Center of moving toward a single process using the "Respond By" method or supporting both the recommended process as well as law enforcement assigned arraignment dates. The outcome of this study could impact the Standard Citation recommendation; therefore, this part of the recommendation (only) is still subject to change pending the results of the Court's study. This study is expected to be completed by September 15, 2010, at which time, the standard citation recommendation is expected to be submitted to the Commissioner of Public Safety and Chief Justice of the Supreme Court for final approval.

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Following is the copy of the citation standard. The front of the citation is the same for all copies.

CITATION					
<b>State of Minnesota</b>					
Citation #: <b>0000</b>					
County Name:		CN/ICR#			
Identification: <input type="checkbox"/> DL <input type="checkbox"/> DVS Web <input type="checkbox"/> Photo ID <input type="checkbox"/> FP <input type="checkbox"/> Other					
DL Number		MN <input type="checkbox"/> CDL <input type="checkbox"/> State _____			
Name First Middle Last Suffix					
Address - Street, Apt. #					
City		State		Zip	
DOB (mm/dd/yyyy)	Height	Weight	Eyes	Gender	
Juvenile's Guardian/Address		<input type="checkbox"/> Same Address as Juvenile			
Veh. Lic. No.	Plate Year	State	Make	Style	<input type="checkbox"/> 16+ pass. Color
Date of Offense	Time of Offense	<input type="checkbox"/> Accident /Crash			
		<input type="checkbox"/> Property		<input type="checkbox"/> Injury	<input type="checkbox"/> Fatal <input type="checkbox"/> Pedestrian
<input type="checkbox"/> Driver	<input type="checkbox"/> Owner	<input type="checkbox"/> Passenger	<input type="checkbox"/> Operate	<input type="checkbox"/> Parked	<input type="checkbox"/> Booked
Offense Location			City/Community/Township		
Offense	Charge Description	Statute/Ordinance		PM, M, GM	
Offense	Charge Description	Statute/Ordinance		PM, M, GM	
Offense	Charge Description	Statute/Ordinance		PM, M, GM	
Offense	Charge Description	Statute/Ordinance		PM, M, GM	
<input type="checkbox"/> Speed 169.14(subd _____): _____ mph _____ zone					<input type="checkbox"/> 3rd Violation
<input type="checkbox"/> No Seat Belt Use 169.886		<input type="checkbox"/> No Proof of Insurance 169.791			
<input type="checkbox"/> AC Taken - AC: _____ Test type: <input type="checkbox"/> Refused <input type="checkbox"/> Breath <input type="checkbox"/> Blood <input type="checkbox"/> Urine					
<input type="checkbox"/> Unsafe Conditions Weather: _____		<input type="checkbox"/> School Zone		<input type="checkbox"/> Commercial Veh. DOT# _____	
<input type="checkbox"/> Endangering Life & Property		<input type="checkbox"/> Work Zone		#Pounds Overweight: _____ <input type="checkbox"/> Hazardous Material (DOT)	
Your court pay or appearance date is _____ at _____					
in the: _____.					
<b>See the back of this citation for more information.</b>					
Officer(s) Name(s)		Officer No(s):		Prosecutor	
Controlling Agency (CAG) <b>MN0000000</b>		How Issued <input type="checkbox"/> In Person <input type="checkbox"/> Mailed <input type="checkbox"/> Left at Scene			Date Issued
page ___ of ___					

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Following is the verbiage for the back of the DEFENDANT's copy of the citation.

(Back Side-Defendant Copy)

<b>Payable Citation/Method of Payment</b>
<p>To find out if your citation is payable without a court appearance, how much to pay, or to pay your fine, choose one of the following methods:</p> <ul style="list-style-type: none"><li>o <b>Online:</b> Using MasterCard or Visa, access <a href="http://www.mncourts.gov/fines">www.mncourts.gov/fines</a>. Have your citation number available.</li><li>o <b>By phone:</b> Using MasterCard or Visa, call <b>651-281-3219</b> in the metro or <b>1-800-657-3611</b> outside of the metro area. Have your citation number available.</li><li>o <b>by Mail:</b> Check or Money Order payable to Court Administration. Send to: Minnesota Court Payment Center, PO Box 898, Willmar, MN 56201. Include a copy of your citation or indicate the citation number on the check or money order.</li></ul> <p><b>You have the right to appear in court.</b> Please refer to the front of this citation. <b>If a court date is noted,</b> you must either pay your fine by this date or you may choose to appear in court on the date, time and at the location indicated. <b>If no court date is noted,</b> you must pay the amount owed or you may schedule an appearance within 30 days from the date this citation was issued. To make a payment or schedule an appearance call: <b>651- 281-3219</b> in the metro area or <b>1-800-657-3611</b> outside of the metro area. Please allow 10 business days (from the date you receive your citation) for processing before calling.</p> <p><b>BY PAYING THIS FINE(S), YOU ARE ENTERING A PLEA OF GUILTY</b> to this offense(s) and voluntarily waive your rights to the following: ( Minn. R. Crim. P.23.03)</p> <ol style="list-style-type: none"><li>1. To a court trial, if the offense is a petty misdemeanor, or a court or jury trial for all other offenses;</li><li>2. To be represented by counsel;</li><li>3. To be presumed innocent until proven guilty beyond a reasonable doubt;</li><li>4. To confront and cross examine all witnesses; and</li><li>5. To either remain silent or to testify on your own behalf.</li></ol> <p>A plea of guilty will result in a conviction. If convicted, you must pay a state imposed surcharge under M.S. 354.021 s6. The current amount of the required state surcharge is \$12 for parking-related offenses and \$75 for all other offenses. M.S. 169.99. Additionally, a law library fee will be owed. These surcharges and fees are included in the total payable amount provided to you by phone or web.</p> <p><b>Under Minn. Stat. § 480.15, subd. 10c, unpaid fines may be referred for collections. You have the right to contest the referral.</b></p> <p>Issuance of a worthless check to the court is a crime, and you will be subject to civil and criminal penalties. In addition, a charge of up \$30 will be assessed on all returned checks (MN 609.113 subd. 2).</p> <p>Other important notices regarding your rights can be found on the Minnesota Judicial Branch website at: <a href="http://www.mncourts.gov/fines">www.mncourts.gov/fines</a>.</p>
<b>If a Court Appearance is Required</b>
<p>Certain offense(s) require you to appear in court. To verify if the charge(s) you have received require a court appearance, please call <b>651-281-3219</b> in the metro or <b>1-800-657-3611</b> outside of the metro area and refer to the front of this citation. If you must appear in court and <b>a court date is noted on the front of this citation</b>, your appearance is scheduled for the date, time and location indicated. If you must appear in court and <b>no court date is noted on the front of this citation</b>, a Notice to Appear indicating a court date will be mailed to the address on the citation. If this address is not correct, you must immediately notify the court at the number noted above of your current address. Failure to Appear may result in a bench warrant being issued for your arrest. If you have questions regarding the charge(s), call the number noted above.</p>
<b>Penalties for Failure to Respond</b>
<p>Failure to respond as required for a <b>Misdemeanor</b> may result in:</p> <ul style="list-style-type: none"><li>• The Department of Public Safety and/or the Department of Natural Resources being notified of your failure to appear, depending on the offense(s) charged. These agencies may suspend your driver's license or DNR licenses for failing to appear.</li><li>• A warrant may be issued for your arrest.</li><li>• Late fees may be assessed.</li></ul> <p>Failure to respond to a <b>Petty Misdemeanor</b> by paying the amount due, appearing in court or contacting the Court Payment Center will be considered a plea of guilty and waiver of the right to trial unless the failure to appear is due to circumstances beyond the person's control (M.S. 169.91; 609.491). In addition, the Department of Public Safety and the Department of Natural Resources will be notified of your failure to appear and conviction, depending on the offenses charged. These agencies may suspend your driver's license or DNR licenses for failing to appear.</p>
<p>&lt;This section of the form is customizable by agency to include agency specific information such as Hearing Officer contact information.&gt;</p>



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### Additional Notes on the Paper Citation:

- The “customizable” section in the defendant’s copy of the citation will be used for law enforcement agencies to design specific information for their own agency. For example: St. Paul Police Department would like to display parking meter information.
- The “customizable” section in the court, prosecutor, and law enforcement copies of the citation will be used for law enforcement agencies to collect additional information from the officer that are specific to the agency. For example: State Patrol needs to capture event number, milepost, and station number information and DNR needs to capture number of animals – each of these is specific to an agency and is not needed for use by all agencies.
- The section of the form for the probable cause statement might need to be expanded. Once a draft of the citation has been professionally drafted in the Implementation Phase, the citation will need to be reviewed to ensure the appropriate amount of space is allocated to this section.
- Implementation Phase Note: DNR has additional verbiage for the back of the form that is specific to their agency that will be included in the customizable section of the form; however, the Implementation phase project team will need to work with DNR to ensure they have enough space for their information.
- Verbiage for any standardized supplemental forms to be given to the defendant with the citation will need to be identified in the Implementation Phase (e.g. fine information, etc.) State Courts has indicated that they can provide verbiage for this.
- The citation number and barcode on the citation and on the front of the envelope need to be large enough to be easily read and scanned.
- No standard was provided for the back sides of the Court, Prosecutor, and Law Enforcement of the citation. This issue will be resolved during the Implementation Phase.

### Required Data Elements for the Paper Citation:

Please refer to Appendix B for more detail on each of the data elements shown on the above citation form. It was recognized that some agencies electronically generate citations but print them out on paper form and submit them to Courts for manual entry (for example, an agency that does not have connectivity may create the citation electronically in their local system but then later print it out to submit to Courts.) Due to the costs involved with a vendor to redesign a paper citation, it is not the recommendation at this time that these electronically generated paper citations be in the same format as what is being proposed above, however, they must contain each of the data elements that have been identified on the citation above.

## Standard Electronic Citation

The following are the recommendations for electronic citation standardization:

- The same standards for the citation numbering on the paper form also apply to the electronic format. See section above entitled *Standard Paper Citation* with the sub-header *Citation Numbering Scheme*.
- All data elements proposed above on the paper citation will be stored electronically in eCharging. No additional fields at this time have been identified

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to store electronically at the BCA. The current Citations XML schema is being updated to include any additional fields from the proposed paper form that are not in the schema today. The final Citations XML schema should be reviewed in the Implementation Phase of statewide citation standardization.

- As identified previously, it was recognized that some agencies electronically generate citations but print them out on paper form and submit them to State Courts for manual entry. Due to the costs involved with a vendor to redesign a paper citation, it is not the recommendation at this time that these electronically generated paper citations be in the same format, however, they must contain each of the data elements that have been identified in Appendix B and are shown on the paper layout below.
- The State Court will have specific recommendations around the type of paper that must be used and possible size restrictions on citations that are electronically generated but printed out for manual submission to courts for entry into their application. These restrictions are due to the Courts scanning requirements. This will need to be provided by State Courts in the Implementation Phase of the statewide citation standard.
- The current BCA citation XML schema will need to be modified to include any additional data elements from the paper form that are not in the schema today. As the schema is updated with the new fields, it and all other related documentation will be provided on the Criminal Justice Integration Repository (CJIR) website at <https://sps.x.state.mn.us/sites/cjir/default.aspx>.

## A Note about Race & Ethnicity

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Initially, there was a perceived value in gathering race and ethnicity data, but there were also differing opinions on whether they should be “observed” values or “self-reported” values and what the codes should be. After further analysis, the race and ethnicity data is no longer required by statute. Therefore, the field will be removed from the citation standard, but can be included in the customized section as agencies deem appropriate.

## Summary of Implementation Concerns

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The following is a summary of concerns that will need to be covered in the Implementation Phase of this effort:

1. **Implementation Timelines and Transitions to the Standard** – It would be appreciated by agencies if a communication took place to indicate how long before the standard is mandated and whether or not there will be an interim period where both the existing and the new might exist. Agencies need to start considering how many pre-printed paper citations they will want to print up for the upcoming 12 months.
2. **Standardization Costs** - What will be the costs and various options around statewide citation standardization? Below are just some of the costs to be considered in the Implementation Phase.
  - a. **Envelope Costs** - There are many options for what the final paper citation from the ticket book will provide, one such option being providing an envelope to the defendant, just as is done today at Ramsey District Court. Though this is a nice feature, costs will need to be considered, and agencies might need to have options around whether or not to provide the envelope.
  - b. **Agency Customization Costs** - In the customization sections of the forms, the costs will need to be identified for agencies to be able to print their customizations.
  - c. **Citation Number Customizations** – The standard allows for customizations to the last 8 digits of the citation number. These costs will need to be considered.
  - d. **Aluminum Citation Holders** - The standard citation width for most agencies is around 4 ¼ inches wide. With creating a larger citation, this citation may no longer fit in the existing aluminum citation holders. This is a cost consideration that will need to be factored in. DNR has indicated that they too have a special carrier for citations that would need to be replaced if the size of the citation changed.
3. **State Agency County Code Assignment** – State agencies, like DNR and MSP, will need county code numbers assigned to them. These numbers will be embedded within the citation number. Agencies would like to see this assignment take place and be communicated as soon as possible.
4. **Race and Ethnicity** – Discussions will need to occur on this topic. See the section in this report called *A Note on Race & Ethnicity*.
5. **Citation Layout** – It is suggested that once this citation format is professionally drafted, the working group members from Phase I have an opportunity to review the layout and ensure that there is appropriate space throughout the citation and

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- that the final size of the citation is acceptable. In addition, a discussion should also take place with DNR to ensure that their unique agency requirements are met – one such area is in the spacing on the back of the defendant copy of the citation where they will need to add specific DNR-related verbiage and need to ensure they will have enough room to fill in their agency-specific verbiage customizations.
6. **Multilingual Notices on Citations** – It was suggested to provide multilingual notices advising the citation recipient to call a number to obtain an interpreter’s help with the citation. No action has been taken at this time; however, it is suggested that a team consider researching the 5-6 dominant languages and provide website accessibility, additional supplemental information, and/or additional information on the citation to address the multi-lingual concerns.
  7. **Electronically Generated Paper Citation Type & Size** - What are Courts specific paper type and size requirements around electronically generated citations? The State Court will have specific recommendations around the type of paper that must be used and possible size restrictions on citations that are electronically generated for submission to courts for entry into their application. These restrictions are due to their scanning requirements. This will need to be provided by State Courts in the Implementation Phase of the statewide citation standard.
  8. **Citation Envelope Size Considerations** – This effort will need to take into consideration that if we are increasing the size of the citation and therefore are increasing the size of an envelope that is provided to the defendant, this might require extra postage for being “oversized”.
  9. **Back Sides of Citation Forms** – No standardization occurred on the back sides of the court, prosecutor, and law enforcement copies of the forms. At this time, it is the intention that these back sides will be customizable by agency, however, the Implementation Phase will need to research this further to see if anyone has any specific standardization requirements for them.
  10. **Additional Electronic Data Element Requirements** – It is suggested that a more formal review of the electronic data elements takes place before implementation. Phase I primarily focused on paper citations with mention of some electronic standardization, and BCA has updated its citation XML files and eCharging; however, there might be potentially some additional fields (outside of what is on the standard citation) that may need to be considered. For example: the customization section of the court, prosecutor, and law enforcement copies allow fields to be pre-printed specific to each agency when the forms are ordered. If those “customized” fields will be necessary to pass to eCharging (BCA) and/or MNCIS (Courts), those fields will need to be included in the XML file. There are some various options that can be considered for the customized fields, and these options will need to be assessed during the Implementation Phase.
  11. **Standardized Citation Supplements** - Can a standardized supplement that contains fine information, the appeals process, etc, be provided to defendants? Today many different types of supplements exist, so there may be potential to standardize on this

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as well. This is an action item that State Courts is offering to pursue. (Note: Ramsey County believes that it might be difficult to standardize this, as they have additional surcharge and law library fees that other agencies do not have.)

12. **Training on the Standard Citation** - It will be important that law enforcement receive appropriate training on the use of the standard citation. There are new fields that some have never used, like "3<sup>rd</sup> Violation", and an explanation will need to be provided on the purpose of the fields and how they are to be used.

## Appendix A: Applicable Statutes around Citations

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### Uniform Traffic Ticket Statute (169.99)

#### Subdivision 1.**Form.**

(a) Except as provided in subdivision 3, and section [169.999](#), subdivision 3, there shall be a uniform ticket issued throughout the state by the police and peace officers or by any other person for violations of this chapter and ordinances in conformity thereto. Such uniform traffic ticket shall be in the form and have the effect of a summons and complaint. Except as provided in paragraph (b), the uniform ticket shall state that if the defendant fails to appear in court in response to the ticket, an arrest warrant may be issued. The uniform traffic ticket shall consist of four parts, on paper sensitized so that copies may be made without the use of carbon paper, as follows:

(1) the complaint, with reverse side for officer's notes for testifying in court, driver's past record, and court's action, printed on white paper;

(2) the abstract of court record for the Department of Public Safety, which shall be a copy of the complaint with the certificate of conviction on the reverse side, printed on yellow paper;

(3) the police record, which shall be a copy of the complaint and of the reverse side of copy (1), printed on pink paper; and

(4) the summons, with, on the reverse side, such information as the court may wish to give concerning the Traffic Violations Bureau, and a plea of guilty and waiver, printed on off-white tag stock.

(b) If the offense is a petty misdemeanor, the uniform ticket must state that a failure to appear will be considered a plea of guilty and waiver of the right to trial, unless the failure to appear is due to circumstances beyond the person's control.

#### Subd. 1a.**Endangerment.**

In every charge of a violation of any provision of this chapter, the uniform traffic ticket shall contain a blank or space wherein the officer shall specify the officer's opinion as to whether or not an offense which is otherwise a petty misdemeanor was committed in a manner or under circumstances so as to endanger or be likely to endanger any person or property.

#### Subd. 1b.**Speed.**

The uniform traffic ticket must provide a blank or space wherein an officer who issues a citation for a violation of a speed limit of 55 or 60 miles per hour must specify whether the speed was greater than ten miles per hour in excess of a 55 miles per hour speed limit, or more than five miles per hour in excess of a 60 miles per hour speed limit.

#### Subd. 1c.**Notice of surcharge.**

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All parts of the uniform traffic ticket must give conspicuous notice of the fact that, if convicted, the person to whom it was issued must pay a state-imposed surcharge under section [357.021, subdivision 6](#), and the current amount of the required surcharge.

### Subd. 2. Commissioner prescribes form.

The commissioner of public safety shall prescribe the detailed form of the uniform traffic ticket, and shall revise the uniform ticket on such subsequent occasions as necessary and proper to keep the uniform ticket in conformity with state and federal law.

### Subd. 3. Alteration by local government.

Any city of the first class, through its governing body, may alter by deletion or addition the uniform traffic ticket in such manner as it deems advisable for use in such city, provided that it includes the notice required by subdivision 1, paragraph (b). In respect to any public corporation organized and existing pursuant to sections [473.601](#) to [473.679](#), whose ordinances and regulations for the control of traffic are enforced through prosecution in the district court having jurisdiction in one or the other of the cities of the first class included within such public corporation, the traffic ticket used in such enforcement shall conform to that used by the city of the first class in the district court having jurisdiction where its ordinances and regulations are enforced, except as to color and as to information uniquely applying to such public corporation and to its ordinances and regulations.

## Criminal and Juvenile Justice Information Policy Group Statute (299c.65, subdivision 1b))

(b) The commissioner of public safety is designated as the chair of the policy group. The commissioner and the policy group have overall responsibility for the integration of statewide criminal justice information systems. This integration effort shall be known as CriMNet. The policy group may hire an executive director to manage the CriMNet projects and to be responsible for the day-to-day operations of CriMNet. The executive director shall serve at the pleasure of the policy group in unclassified service. The policy group must ensure that generally accepted project management techniques are utilized for each CriMNet project, including:

- (1) clear sponsorship;
- (2) scope management;
- (3) project planning, control, and execution;
- (4) continuous risk assessment and mitigation;
- (5) cost management;
- (6) quality management reviews;
- (7) communications management;
- (8) proven methodology; and
- (9) education and training.

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### Misdemeanor Violations Bureaus – Uniform Traffic Ticket Citation (484.91, subdivision 3)

#### Subd. 3. Uniform traffic ticket.

The Hennepin County Board may alter by deletion or addition the uniform traffic ticket, provided in section [169.99](#), in such manner as it deems advisable for use in Hennepin County.

## Appendix B: Data Elements List

The data elements for the paper citation are as follows, in order as they appear on the proposed citation:

#	Field Name/ Label on Citation	Also Known As	Field Description
1	State of Minnesota		Only a label that is printed on the Citation.
2	Agency	Citing Department	ORI# or literal.
3	How Issued		Identification of how the citation was issued. Values include mailed, in person, and left at scene.
4	County		County where the offense took place. This is a required field though it is not directly collected.
5	County #		County # where the offense took place.
6	City/Community		City or community where the offense occurred.
7	(Citation Barcode)		Barcode number assigned to the citation.
8	Citation #		A unique number assigned to a ticket. Associated with the agency that wrote the ticket. To be printed on the paper form in red font. Will contain 12 digits maximum. Digits 1-2 are the county code. Digits 3-4 are the year. Digits 5-12 are sequential and unique by agency. There will be a space between digits 2 and 3 and between digits 4 and 5.
9	DL Number		Drivers license number of the subject.
10	State		The state of the DL#.
11	MN		Indicator as to whether or not the drivers license state is Minnesota. This is just a quick checkbox for the officer to check if it is a Minnesota license rather than writing in "MN".
12	CDL	CDL Holder	Indicator as to whether or not the driver is a Commercial Drivers License (CDL) holder.
13	Name - First		The subject's first name. Pulled from drivers license if they have one, otherwise verbal.
14	Name - Middle		The subject's middle name. Pulled from drivers license if they have one, otherwise verbal.
15	Name - Last		The subject's last name. Pulled from drivers license if they have one, otherwise verbal.
16	Name - Suffix		The suffix of the subject.
17	Address - Street, Apt #		Subject's street address of residence.
18	City		Subject's city of residence.
19	State		Subject's state of residence.

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#	Field Name / Label on Citation	Also Known As	Field Description
20	Zip		Subject's zip code of residence.
21	DOB(mm/dd/yyyy)		The subject's date of birth. Pulled from drivers license or state id card if they have one, otherwise verbal.
22	Eyes		The subject's eye color.
23	Height		The subject's height.
24	Weight		The subject's weight.
25	Gender	Sex	The subject's sex/gender.
26	Observed Race	Race	The subject's observed race (not reported).
27	Ethnicity		The subject's ethnicity.
28	Juvenile Parent/Guardian		Name of parent or guardian if a juvenile committed the offense.
29	Vehicle Lic. No.	Vehicle License Plate	License plate number.
30	Plate Year	License Year Tab Year	The year of the license plate tabs.
31	State	Vehicle License State	The state of the license plate.
32	Make		The make of the vehicle.
33	Style		The style of the vehicle.
34	16+Pass		Indicator as to whether or not the commercial vehicle is designed to transport 16+ passengers.
35	Color		The color of the vehicle.
36	Date of Offense		The date of offense.
37	Time of Offense		The time of offense.
38	Accident		Indicator as to whether or not an accident occurred.
39	Injury	Personal Injury	Indicator as to whether or not any injuries occurred.
40	Fatal	Fatality	Indicator as to whether or not there were any fatalities.
41	Pedestrian		Indicator as to whether or not a pedestrian was involved.
42	Property	Property Damage PD	Indicator as to whether or not there was any property damage.
43	Parking Meter Number		The unique number assigned to a parking meter.
44	Neighborhood Code		
45	Housing Building Code (checkbox)		Indicator as to whether or not the housing/building code is being provided.
46	Housing Building Code		Housing statute number.
47	Driver		Indicator as to whether or not the individual on the citation was the driver of the vehicle.

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#	Field Name / Label on Citation	Also Known As	Field Description
48	Booked		Indicator as to whether or not the subject was booked.
49	Parked/Operate (circle one)		Indicator as to whether the vehicle was parked or operating at the time of offense. The box gets checked and either "parked" or "operate" is circled.
50	Owner	Owner of Vehicle	Indicator as to whether or not the offense involved the owner of the vehicle.
51	Passenger		Indicator as to whether or not the offense involved the passenger of the vehicle.
52	Offense Location	Address of Offense	A description of the location where the offense took place.
53	No 1 Offense No 2 Offense No 3 Offense	Description	Literal (description) of the statute. Electronically in MNCIS, it is based on the statute table. Some agencies have a 'cheat sheet' they use to populate these fields. Up to three offenses can be on one citation.
54	Statute / Ordinance (1) Statute / Ordinance (2) Statute / Ordinance (3)		Statute number of the offense. There are up to three on the citation that are tied to the offense.
55	PM,M,GM (1) PM,M,GM (2) PM,M,GM (3)		The degree of the offense - petty misdemeanor (PM), misdemeanor (M), or gross misdemeanor (GM). There are up to three on the citation that are tied to the offense.
56	Speed MS169.14	Speeding	Indicator as to whether or not speeding was involved. MS169.14 is the statute number for speeding that is pre-filled on the form.
57	(Speed) subd		The subdivision for the speeding violation.
58	mph	Speed Amount	If speeding offense, the miles per hour the subject was driving.
59	zone	Speed Limit	If speeding offense, the speed zone of the subject's vehicle.
60	No Seat Belt Use 169.686		Indicator as to whether or not a seat belt was in use. MS169.686 is the statute number for no seat belt use that is pre-filled on the form.
61	No Proof of Insurance 169.791		Indicator as to whether or not the subject provided proof of insurance. MS169.791 is the statute number for no proof of insurance.
62	3 <sup>rd</sup> Violation		Indicates a third offense for the defendant, but the case would still be payable.
63	Wildlife Restitution		Wildlife restitution fee charged to defendant.

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#	Field Name / Label on Citation	Also Known As	Field Description
	of		Field required by DNR.
64	Disobeyed Semaphore		Indicator as to whether or not the driver disobeyed the semaphore.
65	AC Taken		Indicator as to whether a breath test was either taken.
66	AC		Results of the breath test.
67	Hazardous Materials		Indicator as to whether or not hazardous materials were involved.
68	Endangering Life & Property	Endangerment	Indicator as to whether or not life or property endangered. If this is checked, then mandatory appearance required.
69	School Zone		Indicator as to whether or not the offense took place in a school zone.
70	Work Zone		Indicator as to whether or not the offense took place in a working/construction zone.
71	Unsafe Conditions		Indicator as to whether or not conditions were unsafe at the time of the event.
72	Weather		The state of the weather at the time of the event. Often times this information is provided in the Probable Cause statement. One of the drop-down list options collected in MNCIS for this field is 'Unsafe Conditions', and there is also a checkbox for 'Unsafe Conditions' on the paper form.
73	Commercial Vehicle		Indicator as to whether or not a commercial vehicle was involved.
74	DOT#	USDOT#	The USDOT# is put in the field. This is a number that identifies the carrier (e.g. Bob's Truck - all vehicles of 'Bob's Truck' have the same DOT#).
75	# Pounds Overweight		For commercial vehicles, number of pounds the vehicle is overweight.
76	DL		Indicator as to whether or not DL identification was supplied.
77	DVS Web		Indicator as to whether or not the DVS website was used to identify the person.
78	Photo Id		Indicator as to whether or not a photo id was supplied.
79	FP		Indicator as to whether or not a fingerprint was used to identify the person.
80	Other		Indicator as to whether or not other identification was supplied.

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#	Field Name / Label on Citation	Also Known As	Field Description
81	<Customizable section of the form for local agency use.>		<p>Local agencies can use this section to meet their agency-specific needs.</p> <p>NOTE: The <u>defendant copy</u> of the citation has a customization section that is different from the customization section on the other copies of the citation. On the defendant copy, St. Paul PD, for example, may want to display parking meter information that needs to be communicated to the defendant.</p> <p>The <u>court, prosecutor, and law enforcement copies</u> of the citation also have a customization section. Agencies can add specific fields that need to be captured from the officer that pertain to the specific law enforcement agency. This information is <u>not</u> printed on the defendant copy. For example: State Patrol needs to capture milepost and station number information, and DNR needs to capture number of animals. The customization by an agency, if any, would be the <u>same</u> on the court, prosecutor, and law enforcement copies.</p>
82	Comments/Probable Cause		The probable cause statement and any additional comments by the officer. This is only on the Court and Prosector copy of the ticket, not on the Defendant's copy.
83	Officer(s) Name(s)		Name of the officer.
84	Date Issued		The date the citation was issued.
85	Officer No(s)	Badge #	Badge number of the officer.
86	CN# / ICR#		Department creating the citation.
87	Prosecutor		Office that provides the prosecution (e.g. St Paul City Attorney). This is tied to the community of offense and it filters to the potential prosecuting agencies for jurisdiction.

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