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# 1998 Performance Report

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## Executive Summary

The 1998 Performance Report is submitted in response to legislative directive (Laws 1998, Chapter 366, Section 19, Subdivision 2, and the amended Minnesota Statutes Chapter 15.91). This report contains data that reflects the activities of the Minnesota Department of Corrections (DOC) during fiscal year (FY) 1998 and previous and projected fiscal years, when readily available. During the first quarter in FY98, meetings were held with the management team and division managers to discuss and select appropriate performance measures. Office of Planning and Research (OPR) staff worked with division representatives from the data collection stage through the completion of the 1998 Performance Report. The report fulfills the legislative directive and gives the department a framework for the ongoing collection of performance data. This framework provides management and division managers a centralized information resource with which decisions can be made.

The 1998 report incorporates measures that support the department's mission, guiding principle, goals, and core values. Baseline data in this report was generated by using historical data from previous fiscal years when reliable data was readily available. Future reports will contain additional data as the DOC's Information Technology Unit develops databases in joint efforts with the department's divisions and units. Existing databases continue to be modified and new databases are in development to streamline the data collection process. In addition, performance data will be integrated into quarterly reports and work plans to align interim performance indicators with future performance reports.

In the short-term, performance reporting encouraged the department to re-focus its goals and objectives; develop performance measures; and link performance data to agency goals and objectives. In the long-term, the department will be able to report performance results publicly; assess performance, both quantitatively and qualitatively; correct performance in under-performing service and program areas; and use data to make programmatic and funding decisions. Performance data will also make possible comparisons with other criminal justice and correctional entities, both public and private.

The 1998 Performance Report shows that the department effectively managed the incarcerated offender populations in the facilities during a time of rapid growth. The department maximized bed space without exceeding capacity to actualize economies of scale, resulting in lower per diems. The department maintained a manageable population to provide a safe, secure, humane environment as evidenced by the high incident-free rate for adult offenders, the high American Correctional Association compliance ratings for all DOC-operated facilities, and low number of lawsuits and complaints that resulted in favor of the offender.

The department's focus on making programming available for all offenders is demonstrated in the high non-idle rate (approximately 88 percent). As the Corrections Operations Management System (COMS) is made available to program staff, the department will have the capability to analyze program effectiveness and present recidivism rates broken down by programs.

By reporting per diem information, such as health care cost-containment initiatives, the department presents information important to examining the cost-effectiveness of providing services within the facilities. This information indicates the department's desire to promote programs and operations that are innovative, efficient, cost-effective and based on best practices.

This report describes accountability and restorative justice efforts in terms of restitution, community service, and community contacts. The 'Other Indicators' section of this report provides examples of programs and program components that exemplify a few of the department's best practices.

## Introduction

In response to Chapter 15.91 of the performance report statutes, the department created a committee to initiate the discussions that would result in the 1998 Performance Report. Development of agency performance measures began with an assessment of DOC goals and developing objectives that are quantifiable and include a timeframe.

It is important for the Department of Corrections (DOC) to measure performance because it: enhances decision-making; improves customer service; supports strategic planning and goal-setting; enables the department to determine effective resource use; and strengthens accountability.

Department staff redesigned the performance report to reflect agency-wide, as opposed to division or program level, efforts toward achieving goals and objectives. The department's strategic planning approach to operations management can be further developed by utilizing information profiled in this report. Strategic planning is driven by the department's mission statement, which is supported by the guiding principle, six core values, and nine goals that provide the framework for its strategic plan.

The department's current mission statement, guiding principle, core values, and goals were revised and adopted in November 1997. They will be reviewed annually by the management team to ensure that they continually meet the needs of the public, staff, and offenders.

Mission Statement: To develop and provide effective correctional services that contribute to a safer Minnesota.

Guiding Principle: To provide quality, cost-effective services for the public, victims, and offenders that are consistent with law, policy, and best practices. This is accomplished through an efficient, diverse, centralized organization.

### Goals:

- 1) To provide a safe, secure, humane environment for staff and offenders.
- 2) To maintain offender accountability in facilities and the community while planning for their successful reintegration into society.
- 3) To promote programs and operations that are innovative, efficient, cost-effective and based on best practices.
- 4) To foster restoration of the victim, community, and offender.
- 5) To strengthen partnerships with victims, service providers, and other public and private organizations.
- 6) To ensure that a diverse work force is well trained and informed of departmental policies, procedures, and missions.
- 7) To enhance communication within the department and with the community.
- 8) To increase awareness of and enhance services for Minnesota crime victims.
- 9) To ensure the department advantageously uses technology.<sup>1</sup>

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<sup>1</sup> Goals one through four were selected for the 1998 Performance Report because they best represent the DOC's mission. Goal eight was not selected because effective February 1998 victim services were removed from the DOC and consolidated into a new crime victim center. Goals five, six, seven, and nine were not selected because these goals focus on internal administrative functions which are outside the scope of this report.

Core Values:

- 1) We value managing our services with openness, integrity, and accountability to the public.
- 2) We value the rights of the victim.
- 3) We value staff as the most valuable resource in accomplishing our mission, and we are committed to the personal welfare and professional development of each employee.
- 4) We value leadership that encourages open communication and is responsive to innovation.
- 5) We value the strength that comes with diversity.
- 6) We value the safe, humane, and fair treatment of offenders.

The department's strategic plan reflects major issues facing the agency today, with particular emphasis on facility operations. The performance report contains goals and objectives that support the agency's mission. Division representatives had the responsibility of gathering information and preparing sections of the report pertaining to their division.

Although agency-wide information is presented for each goal, adult and juvenile statistics are broken out for most measures because there are significant philosophical differences in the way adult and juvenile offenders are managed by the department. These philosophical differences make it necessary for the DOC to report measures such as incidents, idle offenders, facility per diems, and recidivism rates separately for adult and juvenile offenders.

Adult inmate services are based on a philosophy that adult institutions must protect the public, first, and provide effective programming, second. Adult facility services (vocational, work assignments, academic education, sex offender and chemical dependency programs, and life skills) are designed within the parameters of a more secure environment than are those of juvenile facilities. The average daily population (ADP) was 5331 for adults and 205 for juveniles in DOC-operated facilities in FY98. The adult inmate population yields significantly more offenders who are disruptive, dangerous, and/or risks to the public than the juvenile resident population. Juvenile programming is based on a balanced approach model of accountability, competency building and community reintegration. Juvenile residents are offered basic education, vocational, work, creative elective programs, recreational, and community service and psycho-educational opportunities.

## Summary of Goals and Objectives

- GOAL 1:** To provide a safe, secure, humane environment for staff and offenders.
- Objective 1:** Maintain an incident-to-offender ratio of 1:10 for the number of offenders served at DOC-operated correctional facilities in FY98.
- Objective 2:** Manage the offender population in DOC-operated facilities at a level that does not exceed capacity in FY98.
- Objective 3:** Facilities will provide a humane environment for offenders in DOC-operated, licensed and inspected facilities in FY98 by achieving sub-objectives (listed on page 19).
- GOAL 2:** To maintain offender accountability in facilities and the community while planning for their successful reintegration into society.
- Objective 1:** Attain adult recidivism rates of 59, 45, and 40 percent<sup>2</sup> or lower in CY96 for offenders first released from a facility in CY93.
- Objective 2:** Maintain adult recidivism rates of 45, 30, and 15 percent<sup>3</sup> for felony probationers annually.
- Objective 3:** Maintain a non-idle rate of 85 percent or more for adult offenders and 100 percent for juvenile residents in FY98 in DOC-operated facilities.
- GOAL 3:** To promote programs and operations that are innovative, efficient, cost-effective and based on best practices.
- Objective 1:** Contain costs at DOC-operated facilities by reducing the average adult per diem by \$2.80 and maintain juvenile per diems at a level that does not exceed a 3.5 percent increase in FY98.
- Objective 2:** Reduce the overall health care per diem for offenders under the authority of DOC-operated facilities by ten percent in FY99.
- Objective 3:** Reduce MINNCOR subsidy by 16 percent in FY98 to reach zero subsidy by FY03.
- GOAL 4:** To foster restoration of the victim, community, and offender.
- Objective 1:** Initiate at least 400 community contacts in FY99 to empower and enable community members to address crime in their communities.
- Objective 2:** Increase the number of hours offenders participate in community service activities by five percent for adults on community supervision in FY98.
- Objective 3:** Increase the amount of restitution payments collected by five percent for adult offenders under DOC supervision on probation or work release or in correctional facilities in FY98.

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<sup>2</sup> These percentages represent arrest, conviction, and incarceration rates, respectively. Target rates were established from adult offenders first released from prison in 1993 who were returned for felony and gross misdemeanor offenses within three years after first release. Juvenile recidivism rates are not readily available.

<sup>3</sup> These percentages represent arrest, conviction, and incarceration rates, respectively. Target rates were established from adult offenders sentenced to probation in 1993. Recidivism rates include felony and gross misdemeanor offenses. Juvenile recidivism rates are not readily available.

## **Agency Background**

The DOC was created in 1959 to consolidate state correctional functions under one agency. As a service and regulatory agency, the department has a broad scope of activities and responsibilities. The DOC operates ten correctional facilities: seven adult and two juvenile facilities and one that serves adults and juveniles; and one juvenile weekend program at Camp Ripley. There are more than 5,500 adult inmates and approximately 225 juvenile residents. The department provides correctional services to approximately 110,000 offenders on probation, supervised release and parole. Through the state Community Corrections Act, the department also administers subsidy funds to units of local government for corrections programs. The department has over 3,600 employees.

There are four divisions in the department: Adult Facilities, Community Services, Management Services, and Legislative Relations and Juvenile Services. Also, units exist in the areas of investigations, diversity, planning and research, and health services. The commissioner's office has advisory representatives in the state's Attorney General's Office and the Department of Finance. Volunteer citizen advisory groups play key roles in community corrections, female offender issues, and correctional industries.

### **Background:**

Minnesota has a national reputation for operating secure, humane correctional institutions that have low levels of violence and are safe for offenders and staff. Although the adult inmate population in Minnesota has been increasing substantially during the last decade, state correctional institutions are not confronted with the magnitude of prison crowding that is plaguing most states. Thirty states not including Minnesota are under federal court orders or consent decrees to limit prison population and/or improve conditions because of crowding. Costs resulting from crowding and court orders can be massive when states are directed to build many new prisons or release inmates early.

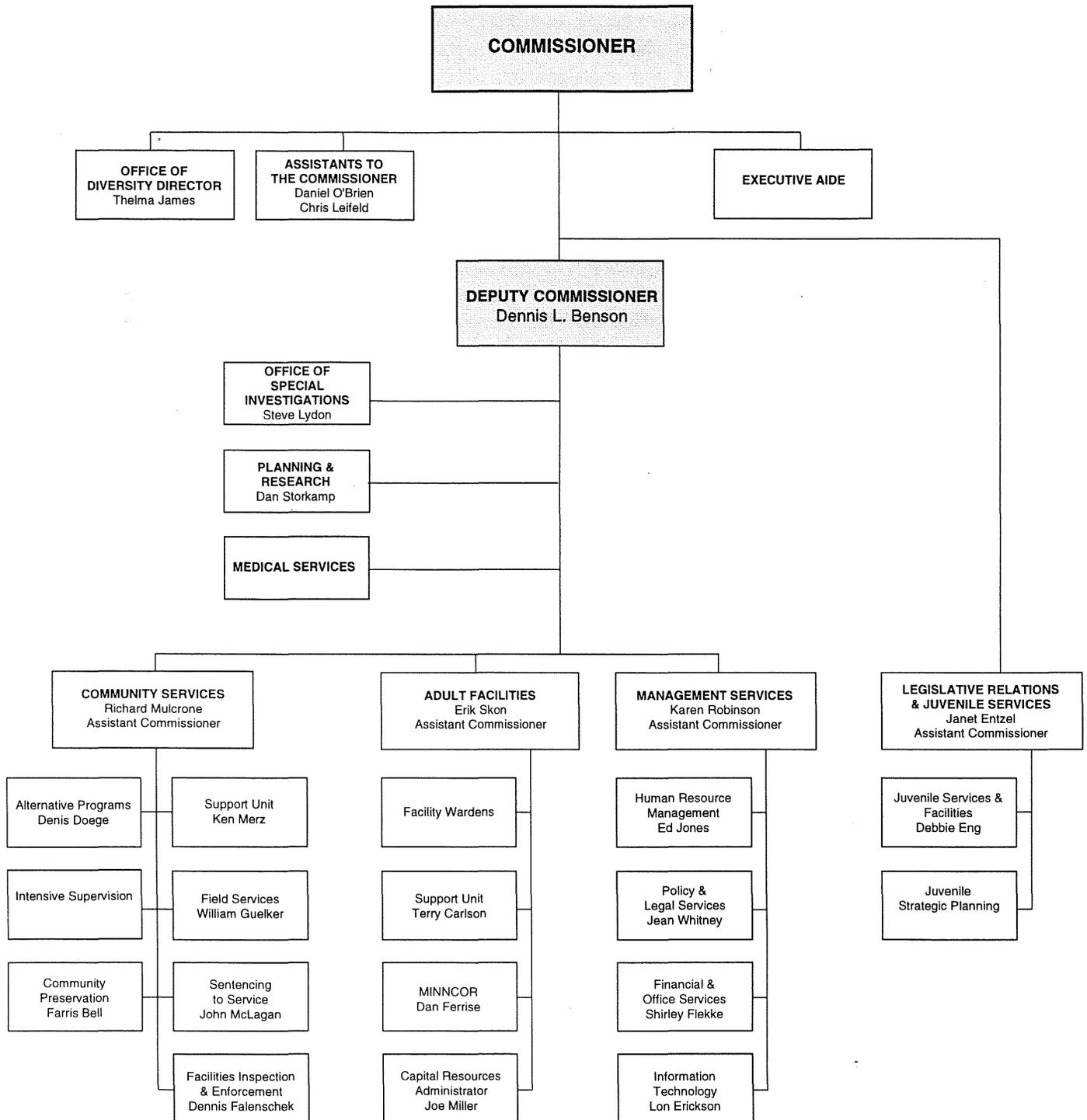
Minnesota offender population projections indicate continued growth. In order to meet bed space needs, the Minnesota Legislature appropriated funds to the DOC to convert the Faribault Regional Treatment Center to a medium-security correctional facility. The Moose Lake Regional Treatment Center has been converted to a medium-security prison and funds were provided to expand the Lino Lakes and Shakopee correctional facilities. A new close-custody facility at Rush City for adult male offenders is under construction and will be operational in 2000.

Minnesota is 49th in the nation in the number of offenders incarcerated in state prisons per 100,000 population. Ranking 36th in the country, Minnesota has had relatively low levels of violent crime for many years. Minnesota's low rate of incarceration is reflected in the correctional system's heavy reliance on local alternatives to prison for less serious offenders. The system is designed to reserve expensive prison space for only those criminals who are dangerous and need to be incarcerated.

Correctional facilities, field services, and the department's central office are accredited by the American Correctional Association, with the exception of Thistledeew Camp and the two facilities undergoing expansion who will complete the accreditation process in the future. Accreditation refers to compliance with standards relating to the delivery of correctional services, including administrative functions.

The department provides medical, dental, and psychological services and administers sex offender and chemical dependency programs. Offenders have access to vocational training and work assignments, such as the correctional industry program, to develop skills for productive employment after release. Education classes in literacy instruction, critical thinking, anger management, and life skills are available.

# Organization Chart



## **Description of Offices and Divisions**

### **Commissioner of Corrections**

The commissioner of corrections, as the chief administrative officer of the department, is responsible for operation of adult and juvenile state correctional facilities; provision of probation, supervised release and parole services; administration of the state community corrections act; and provision of assistance and guidance on a statewide basis in the management of criminal justice programs and facilities. Responsibilities of the commissioner of corrections in Minnesota are broader than most other states. For example, Minnesota is one of fewer than a dozen states where the commissioner is responsible for both adult and juvenile facilities. The commissioner is responsible for determinations regarding the parole of first-degree murderers. In most states, this function is the responsibility of a separate parole board. The provision of probation and parole services is also a function of a separate agency in many states.

**Assistant to the Commissioner:** This office is responsible for administrative duties assigned by the commissioner and deputy commissioner including researching issues, reviewing official department documents, and special projects. This office informs the general public, department staff, and criminal justice agencies of the department's activities and publishes newsletters, brochures, a biennial report, backgrounders and briefings on a variety of topics.

**Assistant to the Commissioner:** This office serves as a liaison with members of the legislature and their staff, monitors legislative hearings, responds to inquiries on how proposed legislation would affect the agency, and participates in preparation of the biennial and capital budget documents. This office also performs administrative duties assigned by the commissioner and deputy commissioner.

**Office of Diversity:** This office ensures that equal employment opportunities are provided in the department. The director is responsible for monitoring activities of the program consistent with the department's affirmative action plan, including discriminatory harassment training and other key areas.

### **Deputy Commissioner**

The deputy commissioner's office oversees the daily administration of the department. Division heads report to the deputy commissioner, with the exception of the assistant commissioner for Legislative Relations and Juvenile Services who reports directly to the commissioner. Units have been established in the areas of planning and research, investigations, and medical services. These units report to the Deputy Commissioner and will aid the agency in responding to current and future planning and needs.

**Medical Services:** This unit manages the inmate health care, mental health services, and health care administration and is responsible for health care planning and cost-containment efforts. The director supervises staff responsible for clinical supervision of institution health care and mental health staff and advises the commissioner, deputy commissioner, assistant commissioners, and institution heads on policy matters related to the delivery of health care to the inmate population.

**Office of Planning and Research (OPR):** This unit coordinates the agency's research and performance measurement efforts. Analyses conducted by OPR allow management to make informed policy development and operational decisions. OPR provides technical assistance, coordinates/conducts system-wide projects, and is responsible for completing bed capacity and population projections and a legislatively mandated performance report. The unit works with divisions and units, criminal justice agencies and professionals, academic staff members, and policymakers to gather and share information.

**Office of Special Investigations (OSI):** OSI works with appropriate criminal justice agencies to provide investigative services for criminal activity by institution visitors or inmates and ensures that department resources are used efficiently and productively. Within DOC institutions, OSI coordinates the data collection on unsanctioned group members, escape-risk offenders, and others who threaten facility security and disseminates it to the appropriate authorities. When an offender under the department's authority escapes or absconds, OSI works with local, state and federal law enforcement agencies in investigative and apprehension matters.

### **Adult Facilities Division**

This division includes the department's adult correctional facilities and support services such as education, work, classification, transfers, and transportation. The division operates seven facilities for adult offenders, including six male and one female facility. This division also manages adult offenders in the Camp Ripley program. Plans are underway for opening new facilities at Rush City and Brainerd. The following is a description of subdivisions, including existing and planned facilities.

**MINNCOR:** MINNCOR's mission is to provide work programs within the adult correctional facilities that reduce inmate idleness and contribute to a safe prison environment. Employment training is provided to inmates to increase the likelihood of success upon release. MINNCOR provides quality products and services to government agencies and others and strives toward the goal of financial self-sufficiency. About 16 percent of the adult inmate population work in MINNCOR. Many private-sector companies have entered into partnerships with MINNCOR to jointly produce their products using inmate labor.

**Adult Facilities Support:** This unit is responsible for inmate education, transportation, transfer, classification, and administrative support, including religious and policy functions.

Education: This unit coordinates with other state agencies and serves as a legislative liaison for education issues. Research, information gathering and reporting, program development and creativity, and national contacts for general program growth and grants are all functions of this unit.

Transfer and Classification: This unit is responsible for inmate classification and offender transportation, including interstate corrections compact (ICC) offenders. ICC allows inmate transfers between compact member states. The classification system uses an objective rating process to classify offenders at the lowest custody level consistent with an objective assessment of public risk, facility security, and safety of staff and offenders. Transportation provides safe, efficient, effective movement of inmates.

**Capital Resources:** This unit coordinates capital projects, institution bonding, facility renovation and new institution planning. The administrator serves as a liaison with the Department of Administration, other state agencies and firms involved in capital improvement projects and construction.

### **Adult Facilities:**

Minnesota Correctional Facility-Stillwater: Stillwater, built in 1914, is the state's largest close-security institution for adult male felons. Prison industry operations include sheet metal, machine, wood and assembly shops, an engineering/designing division, a truck/auto body shop and a modular office furniture assembly shop. Vocational and academic educational programs, a chemical dependency program, recreational activities and a minimum-security unit for selected offenders nearing release are available.

Minnesota Correctional Facility-St. Cloud: St. Cloud is a close-security institution that was built in 1889, and later remodeled. It is the intake center for all adult male offenders and houses younger male felons.

Individual and group counseling and chemical dependency treatment are available. Educational opportunities, including full-time high school, evening classes and college courses are provided. Vocational training includes programs in auto mechanics and bodywork, baking, barbering, graphic arts, meat cutting, masonry, painting and decorating, small engine repair, and welding. Minnesota's auto and truck license plates and tabs and printing materials are produced in this facility's industry shops.

Minnesota Correctional Facility-Oak Park Heights: Oak Park Heights, which opened in 1982, receives inmates classified as maximum-custody, risks to the public, dangerous or disruptive transferred from the Stillwater and St. Cloud institutions. The facility has eight complexes, which can operate independently. One complex is a receiving-orientation/medical/psychiatric unit. The other seven each house up to 52 inmates. Inmates may participate in highly structured programs including industry (i.e., commercial sewing and manufacturing office supplies and business accessories), education and facility housekeeping.

Minnesota Correctional Facility-Lino Lakes: Lino Lakes, constructed in 1963 as a juvenile facility, was converted in 1978 to a medium-security facility for adult males transferred from close-security facilities. Medium-security units are inside and minimum-security units are outside the secure perimeter. It became an admitting facility in 1993 for offenders who violated conditions of their release, and in 1994 until 1997 for offenders who have a term of imprisonment of 12 months or less and all release violators. Lino Lakes is the primary therapeutic center for chemically dependent offenders with the opening of the TRIAD unit in 1996 and inmates can also receive transitional sex offender programming. Inmates may participate in light industry work, vocational programs (i.e. culinary arts, horticulture, and building care), and be part of minimum-security and level 1 work release programs.

Minnesota Correctional Facility-Faribault: Opening this adult male facility was initially approved by the 1989 Minnesota Legislature when funds were authorized to convert portions of the Faribault Regional Treatment Center to a medium-security correctional facility. Opening in phases, the facility includes nine remodeled living units and a segregation unit for inmates being disciplined for violating institution rules. One unit has been modified to serve the geriatric population. Academic programs are offered; as in other facilities, literacy instruction is mandated for inmates below an eighth-grade reading level. Vocational classes in building care, cabinet making, horticulture, small business management, upholstery, and mechanical drafting are available. Industries include furniture manufacturing, vehicle refurbishing and plastic thermoforming. The chemical dependency unit provides a nine-month inpatient program. A level two minimum-security unit opened in December 1998. Inmates in the unit work in the laundry and on institution community work crews.

Minnesota Correctional Facility-Willow River/Moose Lake: This is an adult male medium-security institution with two main locations. One, opened in 1988, is on the grounds of the former Moose Lake Regional Treatment Center. The Moose Lake facility provides academic education, literacy, and sex offender programming. Inmates participate in vocational programs, including building care, information processing, horticulture, and barbering or are employed in industry (i.e. printing, garment-making, fishing lure assembly, and a wood shop). The other is the site of the institution phase of the Challenge Incarceration Program (CIP), which was mandated by the 1992 Legislature, in Willow River. CIP is a short-term intensive program for up to 80 non-dangerous male and female offenders, the six-month institution phase is highly structured with education, critical thinking skills development, chemical dependency programming and physical exercise. The latter two CIP phases are in the community - a six-month, highly supervised phase and a supervised release phase.

Minnesota Correctional Facility-Shakopee: This adult female facility, which opened in 1986, consists of ten buildings including a building for administration and inmate activities; a power plant; and eight living

units: high-security unit, mental health unit, pre-release independent living unit, parenting unit, chemical dependency treatment unit, and three general population units. Industry employs roughly 50 percent of the population in data entry, word processing, computer-assisted design and scanning, textiles, market research, telemarketing and assembly. Many inmates work on institution maintenance crews and in food service. Inmates have access to academic, art, and vocational education opportunities, including horticulture, electronic office, desktop publishing and construction trades. Parenting, personal development and chemical health programs are available. Funds have been approved for the construction of a 62-bed unit addition.

Rush City: This new close-custody facility is being constructed and is scheduled to be operational by the year 2000. The majority of the facility's 952 inmates will be double-celled. To accomplish this, inmate activities will be conducted on a strict schedule, and the time that both cell occupants are present in the cell will be limited mainly to counts and sleeping hours.

Camp Ripley Work Program (RWP): This program is designed to serve up to 120 adult male first- and second- time nonviolent felony and gross misdemeanor offenders, as well as probation violators who meet all program criteria. The DOC operates RWP but offenders are not committed to the commissioner – they serve a probation sentence and remain under the jurisdiction of the sentencing court. Offenders are required to perform physical labor for at least eight hours a day and attend basic educational programming in the evening.

### **Community Services Division**

This division is responsible for providing probation and supervised release/parole services and special community programs including community service and work release. Implementation of the Community Corrections Act, inspection of correctional facilities, administration of interstate compacts, county probation subsidy, sex offender/chemical dependency services, planning for female offenders, community preservation and contracts with community-based programs are also responsibilities of this division. Following is a description of the units and activities of the community services division.

**Alternative Programs:** This unit administers special programs within the division that provide alternatives to incarceration, including community-based work release, as well as contracts and grants with residential and nonresidential correctional programs.

Contract Programs: This unit administers contracts with community residential and nonresidential programs to provide halfway house placements, job placements, and other support services; and this unit administers the extended jurisdiction juvenile partnership program subsidy. Grants are administered for intensive DWI programs, productive day programs, remote electronic alcohol monitoring programs, juvenile restitution programs, continuum of care programs, and intensive juvenile monitoring programs.

Work Release: Work release provides a structured transition period for offenders returning to the community with the intent of better preparing them for a successful, crime-free life. Selection criteria include current and prior criminal behavior, institutional adjustment, and alcohol and chemical dependency history. Offenders are eligible for work release during the last eight months prior to their supervised release date. The program contracts with public and private agencies for residential work release services. Programs provide structured living and very close supervision and surveillance.

**Community Preservation:** This unit is designed to ensure partnerships with communities most impacted by crime, build a bridge between communities of color and the department, and assess how the DOC responds to communities relative to culturally-specific programming both in the community and within

the agency. The unit assists communities with designing outreach, education, public awareness, and mobilization models to provide links between the DOC and affected communities. This unit also provides assistance in developing community intervention and prevention initiatives.

**Facilities Inspection and Enforcement:** This unit is responsible for inspecting and licensing state and local correctional facilities including jails, lockups, holding facilities, adult institutions, group homes, halfway houses, juvenile detention centers and other juvenile correctional residential facilities; and the certification of facilities for out-of-home/out-of-state placements. This unit develops and enforces facility standards and trains staff who oversee the facilities, administers the juvenile detention services subsidy program that intends to remove juveniles from adult jails, and administers a legislative appropriation for enhanced juvenile secure detention and secure residential facilities. This unit also provides architectural and operational planning guidance for new or remodeled state and local correctional facility staff and participates in a children's mental health initiative collaborative effort with other state agencies. The Minnesota Jail Resource Center (MJRC) is also a part of this unit; it provides training, technical assistance, and information to jails.

**Field Services:** Although 31 counties participating in the CCA provide services to persons on probation, supervised release or parole, the department provides these services to adult offenders in the remaining counties. Juvenile probation and parole services in non-CCA counties are provided by county probation agents or by state agents under contract to the counties.

**Intensive Supervision Program:** This statewide program provides daily intensive supervision of offenders - including face-to-face contacts weekly, electronic home monitoring, mandatory work or school, daily curfews, mandatory restitution, and random drug testing. Specially trained corrections agents with caseloads of 15 or less supervise offenders deemed high-risk to the public who are released from DOC institutions or participating in two prison diversion programs (Challenge Incarceration Phase II and Intensive Community Supervision). The department has agents in several locations across the state. Hennepin, Ramsey, Anoka, Dakota and Washington counties offer intensive community supervision and intensive supervised release through department grants monitored by this unit.

**Sentencing to Service (STS)/Restorative Justice:** STS is a sentencing alternative for courts that puts nonviolent property offenders to work on community improvement projects. Supervised crews work in parks and other public areas, often in combination with jail time. STS is operated in conjunction with the Department of Natural Resources, the courts and local governments. STS administers the institution community work crew program, which employs minimum-security inmates in the community under the supervision of a DOC crew leader. The work benefits the community and is a positive program for the offenders. This unit includes a restorative justice initiative; the DOC assists counties in developing a restorative justice correctional system. Restorative justice is a framework for the criminal justice system that involves the community more broadly by addressing victim needs, offender accountability and competencies and community responsibility in repairing harm done by crime.

**Community Services Support:** This unit is responsible for administration of the CCA, the county probation officers subsidy program, sex offender/chemical dependency services, female offender planning, and interstate compacts. The unit provides administrative assistance to the assistant commissioner.

**Community Corrections Act (CCA):** The CCA of 1973 authorizes the commissioner to award subsidy grants to a county or group of counties to provide local correctional services. It is designed to encourage local correctional system development including sanctions for offenders and community programs. About

70 percent (31 counties) of the state's population participate in the CCA: Aitkin-Crow Wing-Morrison, Anoka, Blue Earth, Dakota, Dodge-Fillmore-Olmsted, Hennepin, Kandiyohi, Ramsey, Red Lake-Polk-Norman, Rice, Rock-Nobles, St. Louis-Carlton-Cook-Koochiching-Lake, Stearns, Swift-Lac qui Parle-Yellow Medicine-Chippewa, Todd-Wadena, and Washington.

Female Offender Planning: This unit is responsible for planning and advocacy for female offenders in the community. This unit monitors female offender model programming grants and a recidivism reduction project. The director serves as a liaison with local and state agencies concerning female offender issues. In addition, this unit director serves as a liaison to a legislatively-created task force, which advises the commissioner of corrections on female offender issues.

Interstate Compacts: This unit is responsible for administering adult and juvenile interstate compacts which allow for the transfer of probation and parole supervision to and from Minnesota. This unit also assists in returning both delinquent and non-delinquent runaways to their home state.

Sex Offender/Chemical Dependency Services: This unit provides information, support and training to institution and community services staff to help deliver quality chemical dependency and sex offender programming. This includes research projects including the Minnesota Sex Offender Screening Tool and the legislatively mandated sex offender evaluation project. Staff monitor community grants providing sex offender programming for offenders on probation or supervised release. The unit is also responsible for managing the risk assessment process for inmates subject to the community notification law effective January 1997, and for providing information about these inmates to local law enforcement.

#### **Legislative Relations & Juvenile Services Division**

This division is responsible for legislative relations and juvenile services within the department. Units in this division include juvenile services and juvenile strategic planning. Additionally, superintendents of juvenile correctional facilities are part of this division. Descriptions of division units follow.

**Juvenile Services:** This unit provides planning, administration and direction for the department's juvenile residential facilities, including adolescent female planning and a juvenile female continuum care project. Juvenile facilities include two correctional institutions, one youth camp, and one weekend camp (Camp Ripley). The department's juvenile institution programming and service delivery are coordinated through this unit. Assistance is also provided to coordinate the agency's efforts in regard to juvenile issues, including leadership and direction to juvenile justice policymakers and practitioners

Minnesota Correctional Facility - Red Wing: This facility provides residential care for delinquent juvenile males committed to the commissioner of corrections from 87 counties. The facility offers programming for serious chronic juvenile male offenders and extended jurisdiction juveniles with enhanced chemical dependency programming. The division's juvenile sex offender treatment program transferred to this facility in October 1998. Programming components include assessment, cognitive restructuring activities, specialized treatment, counseling, year-round educational programming, community services, religious and recreational activities, and community re-entry and aftercare.

Minnesota Correctional Facility - Sauk Centre: This facility provides residential care for delinquent juvenile females committed to the commissioner of corrections from 87 counties. As of January 1, 1999, the facility offers residential programming to counties on a fee-for-service basis. Programs include detention and short-term contracts with counties, general residential treatment for delinquent youth, and culturally-enhanced chemical dependency programming. The facility will also be developing a mental health program for juvenile male offenders. Program components will include treatment, counseling,

year-round educational programming, religious and recreational activities, and community re-entry and aftercare.

Thistledew Camp: This camp provides two educational and confidence-building programs (21-day and 100-day programs) for juvenile males ages 13-18 who have experienced difficulties in their home communities. The camp is available for use by all juvenile county courts in Minnesota and provides county courts and social services with alternative residential programming. Juveniles placed at Thistledew Camp are not committed to the commissioner of corrections. Programming is provided on a per diem basis through agreements with the counties.

**Juvenile Female Planning**: The division's juvenile female planning activities include the interagency development/enhancement of services to at-risk and/or adjudicated adolescent females statewide. Gender specific mini-grants are provided to local communities to provide programming and activities to address the needs of adolescent females. Technical assistance is also provided to service providers and communities. Additional projects include the development of a juvenile female resource center in collaboration with Hennepin and other counties for adjudicated juvenile females.

**Youth Experiencing Alternatives (YEA)**: The juvenile division manages the Camp Ripley juvenile program entitled YEA. Coordinated by the YWCA of St. Paul, YEA unites seven community youth-serving agencies to help young, nonviolent, adjudicated offenders and at-risk youth ages 11 to 14 change their behavior, develop positive attitudes, make good decisions, and increase self-discipline. Each agency provides skill and discipline-building programs to meet the needs of these youth. This program is reinforced by highly structured weekend activities held at Camp Ripley. By connecting community-based programming with intensive weekend programming, YEA combines both essential day-to-day contact and once-in-a-lifetime learning opportunities for the youth. Youth are referred through the court system, county correctional officers, law enforcement agencies, schools, social workers and parents.

#### **Management Services Division**

This division provides a broad range of management support services throughout the department. Units in the division include human resource management, information technology, financial and office services, and policy and legal services.

**Financial & Office Services**: Responsible for financial activities including: budget and fiscal policy and procedure development, payroll, internal auditing, procurement, cost accounting, billing, deposits, contract coordination, grants administration and financial reporting. Staff consult with DOC program staff, monitor the use of departmental resources, and oversee support services for central office (i.e., state vehicle use, mail, office space assignments, maintenance, communications, and inventory management).

**Human Resource Management**: This unit monitors department personnel transactions to ensure equity and consistency with policies and procedures. It provides consultation and direction concerning interpretation of personnel policies, grievance disputes, discipline matters, staffing patterns and labor relations including the formulation of union negotiation positions.

Employee Development: Responsible for training new employees and for in-service staff training.

**Information Technology**: This unit provides automated data processing services to staff including system analysis, technical consultation and systems planning.

**Policy and Legal Services:** This unit is responsible for review of claims filed by offenders, technical assistance to staff who draft contracts and administrative rules, development and review of department policies, and management and coordination of litigation and legal advice. This section maintains offender records, ensures compliance with the Data Practices Act, and provides support to the Board of Pardons. Additionally, all offender hearings, release plans and warrants are the responsibility of this section.

Hearings and Release: Responsible for administrative hearings and reviews to which offenders are entitled, including disciplinary hearings and release revocations; reviewing plans for supervised release, work release and parole; and issuing warrants for absconded offenders. This unit reviews treatment goal progress, makes parole decisions for juveniles, and coordinates reviews for inmates sentenced to life.

Offender Information and Sentence Interpretation: Responsible for maintenance and security of offender records, including systems development and coordination with records unit supervisors at DOC facilities. The data practices administrator helps ensure the department's compliance with the provisions of the act.

Litigation, Pardon Board and Extradition: Responsible for monitoring litigation to which the DOC is a party, coordinating responses to lawsuits filed against the department, working with the Attorney General's Office to prepare litigation defenses, and assisting facility litigation coordinators. Other responsibilities include activities relating to the Interstate Agreement on Detainers, processing extraditions, and providing support to the Board of Pardons which determines whether clemency should be granted to individuals.

Policy and Accreditation: Responsible for reviewing and approving department policies, training and providing technical assistance to agency staff on policy development, and overseeing accreditation activity of the department's facilities and central office units. Through the accreditation process, each facility or unit is reviewed for compliance with standards set by the American Correctional Association.

Claims, Contract and Rule Review: Responsible for administrative review of personal injury and property claims filed by offenders and technical assistance with drafting contracts and administrative rules.

## Goals and Objectives

**Goal 1:** To provide a safe, secure, humane environment for staff and offenders.

**Objective 1:** Maintain an incident-to-offender ratio of 1:10 for the number of offenders served at DOC-operated correctional facilities in FY98.

**FY98 Performance:** 1:10.4 for adult offenders in DOC-operated facilities. **OBJECTIVE 96 PERCENT ACHIEVED.** Disruptive, aggressive offenders were identified and properly managed. Well-trained staff identified offender incompatibilities, restricted offenders' access to weapons, and used de-escalation techniques to prevent and control incidents. The incident management system (IMS), established in FY97, enhanced the department's ability to manage staff effectively and efficiently and resources and to better assure the safety of all involved in an incident. Emergency response teams were prepared for crisis situations through incident training (i.e., academy instruction, ongoing in-facility training, including IMS drills and incident simulations) and maintenance of proper equipment and logistic sites.

Perimeters remained secure and public safety remained intact for all incidents during FY98. The installation of a security fence, which was designed to reduce the number of juvenile absconders at the minimum-security facility at Red Wing, will be completed in FY99.

**Responsible Parties:** Adult Facilities, Juvenile Facilities, and Community Services representatives

**Rationale:** The incident-to-offender ratio indicates the extent to which the environment is safe and secure. The descriptive statistics identify the types of incidents the facilities must effectively manage.

**Measure:** Incident-to-offender ratio for the number of offenders served within DOC-operated facilities.

POPULATION	BASELINE RATE	FY98 RATE
Adult Inmates <sup>4</sup>	1:9.9	1:10.4
Juvenile Residents <sup>5</sup>	Database under development	Database under development

**Process:** Safe, secure environment formula = 100 percent minus the percent of incidents per average daily population. Adult offender historical incident data are presented in Appendix C.

**Explanatory Information:** Minnesota's court system incarcerates its most serious offenders, yielding a more dangerous population, which impacts the safe, secure environment. The offender population is not constant; legislative changes may affect the offender population size. If the population significantly increases beyond projections, overcrowding may result, thus impacting the safety and security of the environment. Longer sentences may increase an offender's propensity to assume the risks associated with escapes.

**Data Source:** Corrections Management Information System (CMIS) to be replaced by the Corrections Operations Management System (COMS) in FY99; Per Diem Cost Report for Correctional Facilities; facility records; and Inspection and Enforcement records.

<sup>4</sup> Includes only adult offenders in DOC-operated correctional facilities. The incident types were selected from the Inmate Discipline Regulations Book, which was revised on January 1, 1996.

<sup>5</sup> Due to technical problems with extracting discipline data from CMIS, juvenile data was not available at the time of this report. COMS will ease the process of capturing and analyzing juvenile discipline and incident data.

**Goal 1:** To provide a safe, secure, humane environment for staff and offenders.

**Objective 2:** Manage the offender population in DOC-operated facilities at a level that does not exceed capacity in FY98.

**FY98 Performance:** Capacity - 5,401 (adults), 362 (juveniles), and 5,943 (licensed/inspected facilities); Population - 5,425 (adults), 262 (juveniles) and 4,549 (licensed/inspected facilities). **OBJECTIVES ACHIEVED (99 and 100 PERCENT).** Population projections, population management, and facility planning made achieving this objective possible. The DOC accommodated offender population increases by efficiently utilizing available space, expanding double-bunking at adult facilities and converting other state facilities for correctional use. For FY98, juvenile facilities maintained existing capacities to meet the needs of the population, however; during the 2000-01 biennium, beds will be added to enhance programming. The department monitors sentencing and legislative changes to effectively manage the institution population.

**Responsible Parties:** Adult Facilities and Juvenile Facilities representatives

**Rationale:** Monitoring and projecting offender population size enables the department to accommodate anticipated facility population projections and address bed space needs. Overcrowding can lead to conditions of confinement litigation and institution incidents, which can contribute to a decrease in safety.

**Measures:** Capacities and Population at DOC-operated, licensed, and inspected facilities.

<b>FACILITIES<sup>6</sup></b>	<b>FY97 RATE</b>	<b>FY98 RATE</b>
Capacity at DOC-Operated Adult Facilities	5,309	5,401
Population of DOC-Operated Adult Facilities	5,047	5,425
Capacity at DOC-Operated Juvenile Facilities	328	362
Population of DOC-Operated Juvenile Facilities	250	307
Capacity at DOC-Licensed and Inspected Facilities <sup>7</sup>	5,943	N/A
Population of DOC-Licensed and Inspected Facilities	4,549	N/A

**Process:** Summate the capacities of the facilities and subtract the population of these facilities to determine if capacity was exceeded. Appendix D has population counts and capacity figures by fiscal year for each facility. The department follows the following procedure for calculating capacity:

1. After extensive review, all beds available for total number of beds are determined by each facility.
2. Ten percent of the segregation beds are reserved for adequate control of incarcerated offenders.
3. Two percent of the remaining beds are reserved for maintenance, flexibility, and control.
4. Capacity equals the total number of beds minus the ten-percent segregation beds and the two-percent maintenance, flexibility, and control beds.<sup>8</sup>

**Explanatory Information:** Legislative and sentencing changes will affect the size of the offender population. Facility construction delays caused by bad weather, equipment problems, or late delivery of materials may delay expansion efforts, which affect capacity.

**Data Source:** Per Diem Cost Report for Correctional Facilities, Detention Information System.

<sup>6</sup> The Stillwater, Oak Park Heights, St. Cloud, Lino Lakes, Willow River, Moose Lake, Faribault, and Shakopee adult facilities, and the adult males at the Red Wing facility are included in the capacity and population statistics. The Sauk Centre and Red Wing facilities and Thistledeew Camp are included in capacity and population statistics.

<sup>7</sup> This data was aggregated by calendar year rather than by fiscal year. FY97 is CY97 and FY98 is CY98.

<sup>8</sup> The department was compelled to use temporary beds in addition to segregation and maintenance, flexibility, and control beds to accommodate the population increase.

**Goal 1:** To provide a safe, secure, humane environment for staff and offenders.

**Objective 3:** Facilities will provide a humane environment for offenders in DOC-operated, licensed or inspected facilities in FY98 by achieving these sub-objectives:

- 1) Receive at least a 97 percent average ACA rating for both adult and juvenile DOC-operated facilities.
- 2) Five or less adult lawsuits and two or less juvenile complaints resulting in favor of the offender at DOC-operated facilities.
- 3) At least 70 percent of DOC-inspected and licensed adult facilities meet DOC Administrative Rule criteria.

**FY98 Performance:** 1) 98.86 (adult), 99.90 (juvenile), 2) two lawsuits and zero complaints, 3) 76 percent. **OBJECTIVES ACHIEVED.** ACA standards are incorporated in construction and renovation projects, resulting in high compliance ratings. Due process rights are enforced in DOC facilities including the right to: a notice and hearing, present evidence, request witnesses, and appeal discipline decisions.

**Responsible Parties:** DOC division representatives

**Rationale:** Compliance with ACA standards, DOC Administrative Rules<sup>9</sup> indicate DOC's ability to provide a safe, secure, humane environment via qualified staff and adequate living conditions, programs, and services. These standards help ensure the proper care of offenders and demonstrate the appropriateness of DOC practices. Lawsuits and complaints may pertain to discrimination, threats and abuse, hygiene, conditions of confinement, health care, failure to protect, excessive force and retaliation; they are proxy measures for the environment because they indicate the "quality of life" in DOC facilities.

**Measures:** Humane environment indicators for DOC-operated, inspected or licensed facilities.

HUMANE MEASURE TYPE	BASELINE RATE	FY98 RATE
Average ACA Rating of DOC-operated Adult Facilities	99.44	98.86
Average ACA Rating of DOC-operated Juvenile Facilities	99.83	99.90
Adult Lawsuits in favor of offender at DOC-operated Facilities	1	2
Juvenile Complaints in favor of offender at DOC-operated Facilities	2	0
Percent of Adult Facilities meeting DOC Administrative Rule criteria (DOC-inspected and licensed) <sup>10</sup>	71%	76%
Percent of Juvenile Facilities meeting DOC Administrative Rule criteria (DOC-inspected and licensed) <sup>11</sup>	-----	-----

**Process:** Appendix E outlines how these measures were derived and provides statistics by fiscal year.

**Explanatory Information:** Changes in administration and offender populations; physical design and condition; changes in state and federal laws; and an offender's propensity to file lawsuits or complaints may impact facility environments.

**Data Source:** Legal Services and Inspection and Enforcement unit records; Adult Facilities and Juvenile Facilities records; Ombudsman for Corrections records; American Correctional Association records.

<sup>9</sup> Mandatory standards include fire and health codes, medical and mental health care provisions, prisoner welfare checks, contraband searches and security breaches, and minimum staffing requirements. Non-mandatory standards include provisions for program and recreation space and activities, staff training, records, reports, and personnel requirements. One hundred percent of mandatory and 90 percent of non-mandatory standards must be met.

<sup>10</sup> These percentages represent the percent of jail-type facilities that met DOC Administrative Rule criteria.

<sup>11</sup> Refer to Appendix E for explanation of missing data.

**Goal 2:** To maintain offender accountability in facilities and the community while planning for their successful reintegration into society.

**Objective 1:** Attain adult recidivism rates of 59, 45, and 40 percent<sup>12</sup> or lower in CY96 for offenders first released from a facility in CY93.

**CY96 Performance:** 52 percent (arrest), 37 percent (conviction), and 40 percent (incarceration) for adult offenders. **OBJECTIVE ACHIEVED.** Vocational and educational programming have provided offenders with the tools to increase their likelihood of successful reintegration into the community. Chemical dependency and sex offender treatment and courses such as anger management and critical thinking skills have helped shape positive behavior in incarcerated offenders and reduce the addictive behaviors that often lead to criminal activities.

**Responsible Parties:** Adult Facilities and Community Services representatives

**Rationale:** Recidivism rates are used as proxy measures for successful offender reintegration into society because successes such as getting a job are not centrally collected. However, DOC does have access to information regarding societal "failures" via arrest, conviction, and/or incarceration data.

**Measures:** Recidivism rates for offenders released from DOC-operated correctional facilities.

RECIDIVISM RATE TYPE	BASELINE RATE <sup>13</sup>	CY96 RATE <sup>14</sup>
ADULTS		
Arrested <sup>15</sup>	59%	52%
Convicted	45%	37%
Incarcerated <sup>16</sup>	40%	40%
JUVENILES <sup>17</sup>	Database under development	Database under development

**Process:** Recidivism rate: Number of offenders arrested/apprehended, convicted/adjudicated, incarcerated divided by the number of offenders released from a state correctional facility. See Appendix F for recidivism rates by calendar year. The 1998 Legislative Requirement: Recidivism Analysis section of this report contains program descriptions and the methodology the DOC has developed to determine the impact of programs on recidivism rates per 1998 Minnesota Statute 241.016, effective July 1, 1998.

**Explanatory Information:** Many factors may lead an offender to recidivate, including: relationships, chemical dependency, and housing stability. Law enforcement sweeps may affect the number of arrests, which may not represent actual criminal activity.

**Data Source:** January 1997 *Recidivism of Adult Felons* report - Office of the Legislative Auditor's Program Evaluation Division; Bureau of Criminal Apprehension, Sentencing Guidelines Commission, CMIS, facility and county records.

<sup>12</sup> These percentages represent arrest, conviction, and incarceration recidivism rates, respectively.

<sup>13</sup> The baseline is the CY95 recidivism rates from the January 1997 *Recidivism of Adult Felons* report.

<sup>14</sup> Recidivism rates were established from adult offenders first released from an institution in calendar year 1993 (CY93); these offenders were tracked for 36 months (CY96) to determine recidivism rates. The adult offender incarceration rate includes new offenses and technical violations. The department has established a method for determining recidivism rates that will be used in the 2000 Performance Report.

<sup>15</sup> Arrest data does not constitute a conviction.

<sup>16</sup> Includes new offenses and technical violations.

<sup>17</sup> The Juvenile Facilities Division is developing a database that will be used to report recidivism rates.

**Goal 2:** To maintain offender accountability in facilities and the community while planning for their successful reintegration into society.

**Objective 2:** Maintain adult recidivism rates of 45, 30, and 15 percent<sup>18</sup> for felony probationers annually.

**FY98 Performance:** 42 percent (arrest), 28 percent (conviction), and 15 percent (incarceration) for adult offenders. **OBJECTIVE ACHIEVED.** A legislative appropriation expanded the use of breath analyzers to monitor offenders ordered to abstain from alcohol as a condition of release/probation. The Legislature appropriated caseload reduction funds to reduce the caseloads of state and county probation agents, thereby increasing the amount of supervision provided to each probationer. Within the FY96-97 and FY98-99 bienniums, 246 agent positions were added; of these, 75 positions were added in FY98.

**Responsible Party:** Community Services representative

**Rationale:** Recidivism rates are used as proxy measures for successful offender reintegration into society because successes such as getting a job are not centrally collected. However, DOC does have access to information regarding societal "failures" via arrest, conviction, and/or incarceration data.

**Measures:** Recidivism rates for offenders sentenced to felony probation.

RECIDIVISM RATE TYPE	BASELINE RATE	CY95 RATE <sup>19</sup>
ADULTS		
Arrested <sup>20</sup>	45%	42%
Convicted	30%	28%
Incarcerated	15%	15%
JUVENILES <sup>21</sup>	Database under development	Data under development

**Process:** Recidivism rate formula: Number of (arrested, convicted, incarcerated) adults or (apprehended, adjudicated or convicted, incarcerated) juveniles divided by the number of offenders sentenced to felony probation. See Appendix G for recidivism rates by calendar year.

**Explanatory Information:** Many factors may lead an offender to recidivate, including: relationships, chemical dependency, and housing stability. Law enforcement sweeps may affect the number of arrests, which may not represent actual criminal activity.

**Data Source:** January 1997 *Recidivism of Adult Felons* report - Office of the Legislative Auditor's Program Evaluation Division; Bureau of Criminal Apprehension; Sentencing Guidelines Commission; CMIS; facility and county records.

<sup>18</sup> These percentages represent arrest, conviction, and incarceration rates, respectively. Target recidivism rates were based on the results of the Office of the Legislative Auditor's January 1997 *Recidivism of Adult Felons* report encompassing adult offenders sentenced to felony probation. Recidivism rates include felony and gross misdemeanor offenses. The incarceration rate includes new offenses and technical violations.

<sup>19</sup> The department will have more current rates in the 2000 Performance Report.

<sup>20</sup> Arrest data does not constitute a conviction.

<sup>21</sup> The Juvenile Facilities Division is developing a database that will be used to report recidivism rates.

**Goal 2:** To maintain offender accountability in facilities and the community while planning for their successful reintegration into society.

**Objective 3:** Maintain a non-idle<sup>22</sup> rate of 85 percent or more for adult inmates and 100 percent for juvenile residents in FY98 in DOC-operated facilities.

**FY98 Performance:** 87.73 percent adult and 100 percent juvenile non-idle rate. **OBJECTIVE ACHIEVED.** Adult offenders who were considered “non-idle” had work assignments such as: MINNCOR, kitchen, and grounds maintenance. Some adult offenders participated in educational programs, including literacy programs and vocational programs while other adult offenders participated in chemical dependency, sex offender treatment programs, and life skills classes. One hundred percent of juvenile residents are involved in programming or treatment, including when they are on segregation status.

**Responsible Parties:** Adult Facilities and Juvenile Facilities representatives

**Rationale:** Offender employment and participation in programming or other activities reduces the amount of idleness that can foster unrest and violence, thereby ensuring a more safe and secure environment for staff and offenders. The department provides work and education programs, sex offender and chemical dependency treatment, and life skills classes to address offenders’ needs, constructively occupy offenders, and increase the likelihood that offenders will successfully reintegrate into society.

**Measures:** Percent of non-idle offenders in DOC-operated facilities

POPULATION	BASELINE RATE	FY98 RATE
Adult Inmates	88.74% <sup>23</sup>	87.73%
Juvenile Residents	100.0%	100.0%

**ADULT INMATES** – Activities or assignments that would exclude adult offenders from the idle statistic include: work assignments, education, therapy or vocational training, life skills, and sex offender and chemical dependency programs. Idle offenders are those offenders who are on temporary unemployed status and could accept an assignment if one was offered or inmates that are not on intake or receiving and orientation status, medical or permanent idle, or segregation or release violators.

**Process:** Non-idle offender formula: 100 percent minus the “percent idle of total population.” Statistics are reported for each facility in Appendix H.

**Explanatory Information:** Population increases may affect the number of idle offenders and may make it difficult to maintain a high percentage of work assignments, chemical dependency and sex offender treatment programming, and educational and vocational programming with existing staff and funding.

**Data Source:** Monthly Idle Inmate Report; adult and juvenile facility records.

<sup>22</sup> Idle offenders are offenders who are on temporary unemployed status, which is defined as an inmate that could accept an assignment if one was offered. The idle population counted in this measure does not include inmates that are in segregation, reception status, receiving and orientation status, medical idle, permanent idle, release violators, or other similar statuses.

<sup>23</sup> Monthly adult inmate idle reports first became available in March 1998. The baseline rate was derived from the reports available through December 1998. The FY98 rate was derived by averaging the March through July 1998 “percent idle of total population” data.

**Goal 3:** To promote programs and operations that are innovative, efficient, cost-effective and based on best practices.

**Objective 1:** Contain costs at DOC-operated facilities by reducing the average adult per diem by \$2.80 and maintaining juvenile per diems at a level that does not exceed a 3.5 percent increase in FY98.

**FY98 Performance:** \$83.82 (adult per diem), 2.4 percent increase (juvenile per diem), and 4.5 percent increase (Thistledeew Camp juvenile per diem). **OBJECTIVE ACHIEVED.** Adult facilities are operating within FY97 budgets for FY98-99. Utilizing and expanding facility space reduced the need for additional beds at other sites, thus saving millions of dollars in construction and operational costs. By placing offenders in less expensive beds as their classification levels change, bed space was maximized. A new six-level classification system provides economies of scale by increasing double bunking at minimal increased risk to staff or offenders in medium-custody facilities. Placing offenders in appropriate level facilities ensures cost-effective use of beds at all custody levels. To enhance cost efficiencies, a bus was purchased to allow large groups of offenders to be transported in a safe, secure manner. The DOC also has access to an aircraft at no cost to reduce staff hours spent in transit and eliminate overnight stays.

The centralization of intake for adult male offenders at the St. Cloud facility<sup>24</sup> creates consistencies in operations, improves services, reduces costs, and enhances efficiencies and uniform data gathering. Consistent assessment and testing will improve program planning, thereby reducing the number of incidents of duplicate or unnecessary programming. Offenders will be placed in programming that is most appropriate for their sentence lengths, custody level, and individual needs.

A number of cost-containment strategies were implemented to ensure efficient resource allocation and to stay within 3.5 percent of the FY97 juvenile per diem; the result was a 2.4 percent increase from FY97.

**Responsible Parties:** Adult Facilities, Juvenile Facilities, and Management Services representatives

**Rationale:** Per diems assist DOC with assessing cost-effectiveness of facilities, programs, and services.

**Measures:** Offender Per Diems<sup>25</sup>

POPULATION	FY97 RATE	FY98 RATE
Adult Inmates	\$86.68	\$83.82
Juvenile Residents <sup>26</sup>	\$123.88	\$126.83
Juvenile – Thistledeew Camp	\$114.14	\$119.30

**Process:** Refer to Appendix I for adult and juvenile offender per diems by facility.

**Explanatory Information:** Per diems may be affected by changes in legislation and criminal justice practices (i.e., creation of felony offense), judicial discretion (i.e., sentence departures) and population fluctuations.

**Data Source:** Per Diem Cost Report for Adult Correctional Facilities – Adult facilities data and CCA Chargeable Summary “Use of Institutions” report – Juvenile facilities.

<sup>24</sup> Centralization of intake at St. Cloud began on June 30, 1997, and will be completed in September 1999.

<sup>25</sup> Effective FY99 the adult offender per diem includes offenders on ICWC and Work Release.

<sup>26</sup> Represents the rates for the Red Wing and Sauk Centre correctional facilities. Effective January 1, 1999, the Red Wing facility per diem will reflect actual costs of confinement, and the Sauk Centre per diem will reflect the market rate, as it becomes a fee-for-service facility. Thistledeew Camp’s per diem reflects the county contract rate.

**Goal 3:** To promote programs and operations that are innovative, efficient, cost-effective and based on best practices.

**Objective 2:** Reduce the overall health care per diem for offenders under the authority of a DOC-operated facility by ten percent in FY99.

**FY98 Performance:** \$10.62 health care per diem. **OBJECTIVE WILL BE ASSESSED IN FY99.** (Projected reduction = 12.6 percent) In FY98 the department implemented several initiatives to create a competitive environment to reduce costs and provide efficient, centralized management of the health services unit. A request for proposal was developed, resulting in a contract that consolidated roughly 100 individual health care contracts, effective July 1, 1998. This contract contained several cost containment initiatives including comprehensive utilization management and claims management components.

The department also centralized the administration and budget for health services. This included the addition of a health services director and clinical nursing and mental health directors to support the centralization. The department believes that the centralized focus will support consistent staffing and operations of the facility health service units and create efficiencies in budget management.

A central medical transportation unit was created, which coordinates the transports for the Oak Park Heights, Lino Lakes, and Stillwater facilities, to increase efficiency and decrease the costs associated with medical transports. The telemedicine program is currently being evaluated to determine the most effective utilization of this technology. Approximately 370 telemedicine examinations were completed in FY98.

**Responsible Parties:** Health Services and Management Services representatives

**Rationale:** Health care per diems represent the cost of providing health care to offenders. The department examines health care per diems to assess the cost-effectiveness of its health care services.

**Measures:** Offender health care per diem (average daily cost of providing health care services)

POPULATION	FY98 RATE <sup>27</sup>	FY99 RATE
Adult Inmates <sup>28</sup>	-----	<b>\$9.28</b>
Juvenile Residents <sup>29</sup>	-----	<b>\$8.26, \$7.90</b>
<b>Overall Per Diem<sup>30</sup></b>	<b>\$10.62</b>	<b>\$9.28, \$9.21</b>

**Process:** Health care per diem formula: total health care expenditures divided by the total by the number of patient days (ADP for FY98). Appendix J contains health care per diems by fiscal year.

**Explanatory Information:** DOC cannot control the initial health of an offender. Longer sentencing and the subsequent aging offender population will generate additional health care costs.

**Data Source:** Per Diem Cost Report for Correctional Facilities, Health Care Expenditures General Fund FY1986-1999 Report.

<sup>27</sup> The methodology for calculating health care per diems was modified in FY99, hence baselines are not applicable. Data collection processes and health care per diem formulas were revised in FY99. Prior to FY99, overall health care per diems were reported for adult and juvenile offenders.

<sup>28</sup> Effective FY99, adult offender health care per diems can be segregated by gender, facility (including the contract facility), Institution Community Work Crews, and Work Release.

<sup>29</sup> The \$8.26 per diem does not include Thistledeew Camp and the \$7.90 per diem includes Thistledeew Camp.

<sup>30</sup> The \$9.28 per diem does not include Thistledeew Camp and the \$9.21 per diem includes Thistledeew Camp.

**Goal 3:** To promote programs and operations that are innovative, efficient, cost-effective and based on best practices.

**Objective 3:** Reduce MINNCOR subsidy by 16 percent in FY98 to reach a target of zero subsidy by FY03.

**FY98 Performance:** 16 percent subsidy reduction. **OBJECTIVE 100 PERCENT ACHIEVED.** A 39 percent state agency sales increase, 24 percent other government agency sales increase, percent operating cost reduction and additional private sector partnerships made a 16 percent subsidy reduction possible. MINNCOR maintained fiscally viable operations and provided customers with on-time delivery of quality goods and services. MINNCOR completed FY98 with \$17.8 million in sales, representing a 22.8 percent increase over FY97. In FY98 MINNCOR consolidated cost centers and aligned inmate assignments to reflect the staffing needs of each cost center to make financial improvements. These cost-effective strategies led to a reduction in inmate assignments. However, MINNCOR continues to have an inmate assignment rate that is approximately three times greater than the national average (six- percent).

**Responsible Party:** MINNCOR representative

**Rationale:** Reducing the MINNCOR subsidy until its elimination will demonstrate the department's commitment to cost-effective operations. Measuring sales and operating costs will monitor this objective. MINNCOR employs as many offenders as possible while maintaining a safe, secure environment.

**Measures:** Percent of subsidy reduction.

Measures	ACTUAL FY97	PROPOSED FY98	ACTUAL FY98
Inmates Assigned	1020	950	883
Total Sales (in millions)	\$14.5	\$18.3	\$17.8
Total Expenses (in millions)	\$19.6	\$22.5	\$21.8
Operating Subsidy (in millions)	\$5.0	\$4.2	\$4.2
Subsidy Reduction	-----	16% <sup>31</sup>	16%

**Process:** Subsidy reduction formula: Amount of subsidy in FY98 minus amount of subsidy in FY97 divided by the amount of subsidy in FY97. See Appendix K for MINNCOR operating statistics and projections.

**Explanatory Information:** MINNCOR developed four objectives to reach a target of zero state subsidy by FY03.

1. Increase sales to state agencies by 15 percent annually. (Actual: 39 percent increase)
2. Increase sales to other government agencies by 20 percent annually. (Actual: 24 percent decrease)
3. Increase sales to private sector partners by 15 percent annually. (Actual: 11 percent increase)
4. Decrease expenditures as a percent of sales by 7 percent annually. (Actual: 9 percent decrease)

Market fluctuations and product line changes may have an impact on any objective, which would impact the subsidy reduction rate. Inmate work stoppages and other incidents that interfere with productivity, if present, may affect the four objectives listed above.

**Data Source:** Institution, cost center, and product line data - MINNCOR quarterly financial statements.

<sup>31</sup> FY98 is the first year of the five-year plan to reduce, and later eliminate, MINNCOR's state subsidy.

**GOAL 4:** To foster restoration of the victim, community, and offender.

**Objective 1:** Initiate at least 400 community contacts in FY99 to empower and enable community members to address crime in their communities.

**FY98 Performance:** 424 community contacts. **OBJECTIVE WILL BE ASSESSED IN FY99.** In communities most affected by crime, the Community Preservation Unit provided technical assistance and educational sessions to empower and strengthen them to address crime. The number of education sessions, speaking engagements, and meetings with community leaders increased in FY98. The DOC will continue to build partnerships with communities to help them address crime and its attendant ills. The Community Preservation Unit designs outreach, education, public awareness, and mobilization models for communities to ensure access to department resources and ongoing community participation in addressing crime.

In FY99, focus groups will provide the opportunity for community organizations to develop strategies for responding to crime, build understanding of community victimization and restorative justice, and provide criminal justice information and training. Findings collected from focus groups will be incorporated into a handbook to be used by community leaders and institutions to plan programs and affect public policy. The handbook will provide models of or methods for: restorative justice programs/projects; institutional partners in criminal justice issues; educating policy makers on criminal justice issues that directly affect communities of color; criminal justice programs and policy initiatives; developing resources to support community agendas; and a community-focused framework for policy and program planning.

**Responsible Parties:** Community Services representative

**Rationale:** The DOC believes that strong communities can steer individuals away from criminal activities and that every person in the community can have a positive impact on reducing crime, violence, and victimization. By giving communities the tools and resources to develop violence prevention and intervention plans, communities will be better equipped to restore victims, offenders, and the community. Offering community education sessions in urban neighborhoods may have a major impact in these communities since most offenders come from and will eventually return to these areas.

**Measures:** Community contacts

<b>NUMBER OF:</b>	<b>FY97 RATE<sup>32</sup></b>	<b>FY98 RATE</b>
DOC Contacts	204	424
Participants	420	880

**Process:** DOC Contacts – Summate the number of focus group and community education sessions, advisory board and professional affiliation meetings, speaking engagements, and one-to-one meetings with community leaders. Participants – Summate the number of focus group, community education, advisory board, and one-to-one participants. Appendix L has community contact data by fiscal year.

**Explanatory Information:** The department cannot control the number of people who attend the community education sessions and speaking engagements.

**Data Source:** Community Preservation Unit records.

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<sup>32</sup> The Community Preservation Unit was established in October, 1996; hence, historical data is limited and baseline rates cannot be reported.

**Goal 4:** To foster restoration of the victim, community, and offender.

**Objective 2:** Increase the number of hours offenders participate in community service activities by five percent for adults on community supervision.

**FY98 Performance:** 6.9 percent increase in community service hours for adult offenders. **OBJECTIVE ACHIEVED.** The total number of hours worked by Sentencing to Service (STS) crews increased by 73,565 hours. The STS program expanded community service work opportunities with the creation of Institution Community Work Crews (ICWC). Offenders participating in ICWC construct homes for low-income families in the communities in which they resided prior to their commitment to the commissioner of corrections.

**Responsible Parties:** Community Services representative

**Rationale:** Participating in community service allows offenders to demonstrate that they are working toward community restoration. Completing court and probation sanctions demonstrates offender participation in restoring the victim(s) and/or the community as a whole. Since many offenders have poor job skills and are unable to pay restitution to the court, STS<sup>33</sup> offenders work in lieu of fines, thus providing the community with something of value instead of a debt that would most likely go uncollected. Community service activities make it possible for offenders to make community contributions as well as develop academic, interpersonal, and work skills. STS addresses jail overcrowding by allowing these non-dangerous offenders to perform community services work in lieu of or in combination with jail time.

**Measures:** The number of hours of community service

POPULATION	FY97 RATE	BASELINE RATE	FY98 RATE
ADULT OFFENDERS			
Sentencing to Service	887,928	769,411	961,493
Community Service Work	35,121	30,281	25,201
<b>Total hours</b>	<b>923,049</b>	<b>799,692</b>	<b>986,694</b>
JUVENILE OFFENDERS <sup>34</sup>	Database under development	Database under development	Database under development

**Process:** Total community services participation - Summate the STS crew and community services work hours. See Appendix M for community service participation information by fiscal year.

**Explanatory Information:** DOC cannot control who is placed in STS or ordered to perform other types of community service work or the amount of community service ordered. Offenders are referred by the courts, probation and county jails, and may be removed from STS for reasons other than program failure. Since it is a voluntary program, offenders may choose to pay off financial obligations or participate in other programs. Community service work opportunities are limited by the number of volunteers that are available. The department has limited control over the county's support of using STS to work off fines.

**Data Source:** Sentencing to Service monthly statistical reports; Field Services Collections Recorded report.

<sup>33</sup> Work done by STS crews is work that cannot be performed due to budgetary constraints of government or non-profit agencies or would not be done by regular employees.

<sup>34</sup> Community service participation data for offenders on community supervision will be available when ProberPlus has been fully implemented. COMS will include juvenile community service work data.

**Goal 4:** To foster restoration of the victim, community, and offender.

**Objective 3:** Increase the amount of restitution payments collected by five percent for adult offenders under DOC supervision on probation or work release or in DOC-operated facilities in FY98.

**FY98 Performance:** Restitution collection increased by 22.3 percent (facilities) and 8.7 percent (work release). Restitution collection decreased by 9.4 percent (probation) and 2.7 percent (overall). **OBJECTIVE PARTIALLY ACHIEVED.** In FY98, restitution payments in the amount of \$409,890 were collected from adult offenders in DOC-operated facilities, an increase of \$74,754 over FY97. Restitution collected from offenders on work release increased by \$2,977. The amount of restitution collected from probationers decreased, however, restitution payments collected from CCA and County Probation Officer (CPO) counties are not included in the total.<sup>35</sup> The DOC monitors payments and reports violations of restitution agreements. The department has the authority to recommend an offender for early release if he or she completes court-ordered obligations early.

**Responsible Parties:** Community Services, Adult Facilities, and Juvenile Facilities representatives

**Rationale:** These measures represent indicators of financial restoration to victims and/or communities to the status that was held prior to the offense. Completing court and probation sanctions demonstrates offender participation in restoring victim(s) and/or the communities while instilling a sense of responsibility in the offender.

**Measures:** Restitution payments and goals

POPULATION	FY97 RATE	FY98 RATE
ADULTS <sup>36</sup>		
Offenders in DOC-operated facilities	\$335,136	\$409,890
Offenders on Work Release	\$34,202	\$37,179
Offenders on Probation	\$1,321,248	\$1,197,575
Total amount of restitution collected	\$1,690,586	\$1,644,644

**Process:** Summate the amount of restitution collected from offenders in DOC-operated facilities, on work release status and on probation. Refer to Appendix N for restitution information by fiscal year.

**Explanatory Information:** The DOC has limited control over the amount of restitution ordered, the ability of the offender to pay, and agent caseload sizes. Surcharges and probation fees adversely impact the amount of restitution collected from offenders. Incarcerated juveniles have limited access to work opportunities; hence, the amount placed in restitution accounts is relatively small. Although juveniles are obligated to continue restitution payments while on parole status, juvenile parolees are required to attend school and/or work. Some offenders have large amounts of court-ordered restitution making it unlikely they will be able to significantly reduce the amount while incarcerated.

**Data Source:** Court administration discharge reports for each case of each offender, DOC Field Services Collection Records report, Government Financial System; Case management, and treatment goal records.

<sup>35</sup> ProberPlus will improve restitution reporting for offenders on community supervision. In addition, department staff members are determining the most viable means of gathering information for CCA and CPO counties.

<sup>36</sup> The Juvenile Facilities Division and the Information Technology unit will develop COMS data entry screens in FY99 to improve the collection of restitution information.

## Other Indicators

**Goal 1:** To provide a safe, secure, humane environment for staff and offenders.

### Security Audits

Security audits are conducted by experienced staff in Minnesota Department of Corrections facilities to ensure public safety and to maintain safe and secure work and living environments for staff and inmates. The goal of security audits and subsequent follow up is to enhance security practices in a proactive manner, institute sound correctional practices, and integrate security issues in a consistent manner department-wide.

The primary goal of conducting security audits is to identify weaknesses or deficiencies in a security operation so that corrective actions can be taken. Security audits are thus conducted in a proactive rather than reactive manner to what the inmate population has shown us to be a weakness. The ultimate goal of the audit process is to assist us in fulfilling our main mission of protecting the community, preventing injuries to staff and inmates, preventing escapes or serious incidents, etc. Secondary goals for conducting security audits include determining if a facility's procedures and actual practices comply with Departmental and Institutional policy and procedure and assessing if security resources are being utilized in an efficient and effective manner.

### Addressing the Needs of an Increasing Population

Shakopee - a 62-bed double-celled living unit and program areas will be constructed by August 2000. The unit will increase facility beds from 243 to 305 and will address projected female inmate population growth until 2002. With the use of double-bunked units, the per diem will decline.

Oak Park Heights – Planning funds will create a high-security 60-bed unit that will replace a 52-bed unit that is being converted to a mental health unit. It will be constructed by FY02 with “super maximum” security capabilities to house dangerous inmates who have committed serious offenses within the prison system and pose a high degree of risk to the public, staff, and other inmates.

The department also received approval to expand the infirmary and mental health units at this facility in FY99. The infirmary expansion will enhance the department's ability to provide medical care within its facilities and meet future growth needs. It will enhance health care cost reduction/containment efforts by reducing the use of in-patient hospital beds and reducing inmate transports to hospitals, which will reduce the security risks of transports. An expanded infirmary will also better address increasing medical needs of an aging inmate population and of inmates with HIV/AIDS, hepatitis and other chronic diseases. Expanding the mental health care unit will allow for more effective management of mental health care, a broader treatment range, and enhanced aftercare programming. The in-patient mental health unit will meet the department's current mental health beds needs and will allow the addition of a transitional mental health program. The department believes that this additional program will assist in the stabilization of mentally ill inmates within the correctional environment.

Lino Lakes - A 160-bed, double-bunked administrative segregation unit will be constructed with Violent Offender Incarceration/Truth-in-Sentencing Grant funds in FY99. The 80 wet-cell unit will provide more restrictive and staff-efficient housing for disruptive or vulnerable inmates unable to live in the general population. The design will result in a lower facility inmate per diem rate and a net staffing reduction, compared to the existing dormitory, even though total capacity will be increased.

Facility improvements – Fire and safety improvements were made at the Stillwater facility; the St. Cloud education building was re-plumbed; roof repairs were made at Oak Park Heights, Faribault, and Lino Lakes; and fire sprinklers were installed at the Lino Lakes and St. Cloud facilities.

The Stillwater facility converted an auditorium into an education complex, renovated and expanded industry space, and remodeled the security center. The result was a much-improved facility with low levels of violence. These changes added to the secure environment and promoted lawful behavior by: expanding inmate phone monitoring and inspection of inmate mail; increasing video security camera use; establishing a tool control system in industry; implementing controlled inmate movement (which limits the number of inmates moving at one time); living unit tier restrictions (which prohibits inmates from being on cell-block tiers other than their own); and increasing metal detector use.

**Goal 2:** To maintain offender accountability in facilities and the community while planning for their successful reintegration into society.

### **Planning for Successful Reintegration of Juvenile Offenders into Society**

Sauk Centre - Employment and academic community reintegration planning for juveniles has been enhanced at Sauk Centre through the creation of a transitional counselor position. This position is responsible for assisting youth in assessment, decision-making, planning and implementation of a strategy to determine future paths to work, school, or a combination of both. The youth develop a life works plan that includes career paths, job-seeking, and work habit skills. This position also participates in community panels involving their youth and community members in preparation of a youth's return.

Red Wing - Connections, an enhanced transitional aftercare program, implemented in 1996 at Red Wing, brings offenders, victims, support systems for both families, staff, community members, probation/parole officers and other interested parties together. This comprehensive transitional program establishes community accountability and support panels that offer those affected or hurt by the youth's behavior to express how they feel. It also gives the youth the opportunity to apologize and begin to make amends. These panels meet both at the institution and in the community. Additionally, aftercare programming at Red Wing has been strengthened by community contacts.

Red Wing - Juvenile residents at the Red Wing facility have the opportunity to participate in a variety of community service activities. Residents engage in recreational activities with elderly residents and independent living seniors at Seminary Home, Hi-Park, and Jordan Towers and with young adults with closed-head injuries at Red Wing Health Center. Other community service activities available to facility residents include: Adopt-a-Highway Program, First Lutheran Food Shelf, Channel One Food Distribution, Villa Maria work projects, Frontenac historical cemetery clean-up, and Missing Children of Minnesota projects.

Thistledeew Camp – TC has a position that coordinates all transitional aftercare services for their youth. This position also coordinates and participates in community accountability and support panels.

**Goal 3:** To promote programs and operations that are innovative, efficient, cost-effective and based on best practices.

### **Programs**

Through the review of each CCA jurisdiction's Annual Comprehensive Plan, the department ensures that programs are available to offenders in all categories and that these programs are administered in a cost-effective way.

### **Operations**

The new Policy and Legal Services unit incorporated related functions to improve efficiencies and cost-effectiveness. The department's hearings and release activities are now consolidated into this unit, making the most efficient use of staff time.

### **Straight Talk**

Straight Talk is a new educational program in which adult offenders relate to youth the harsh realities of prison life and what can be done to prevent becoming entrenched in the criminal justice system. Juvenile participants meet with Straight Talk adult offender volunteers while under direct staff supervision. A video of prison life is shown, and adult offenders talk about the choices they could have made and what could have made a difference for them.

**Goal 4:** To foster restoration of the victim, community, and offender.

### **Restorative Justice Initiative**

The restorative justice initiative has made an impact on criminal justice policy nationally because of the department's reputation in the area of restorative justice. In addition, the U.S. Department of Justice has looked to the department for leadership in developing regional symposia on restorative justice, informational materials and curricula for practitioners and policy makers.

### **Applying Restorative Justice Principles in a Minnesota Correctional Facility**

The restorative justice program at the Shakopee facility was selected by the ACA as a best practice in corrections.<sup>37</sup> Using tools such as work service, mediation, and cognitive restructuring; the program provides adult female offenders an opportunity to restore communities victimized by their crimes.

### **Creation of the Community Preservation Unit**

Effective FY99, the Community Preservation Unit will have focus group interviews and forums with communities of color in counties that commit a significant percent of the department's institution population. The intent of the focus group sessions is to learn from community residents how they are being affected by crime and to incorporate this information into a handbook that would assist community leaders and institutions to plan programs and affect public policy in their communities. Initiatives, including partnerships with the department and other governmental organizations, will be developed to foster plans for issues such as: offender reparation and restoration, victim healing, and crime reduction in the community.

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<sup>37</sup> The program was highlighted in the American Correctional Association's *Best Practices: Excellence in Corrections* book distributed at the 128<sup>th</sup> Congress of Corrections in Detroit, Michigan, in August 1998.

## **1998 Legislative Requirement: Recidivism Analysis**

The 1998 Legislature mandated (refer to Appendix O) that the department performance report include an evaluation and analysis of programming in all DOC facilities. The mandate required the department to provide descriptions of vocational, work, industry, and educational programs, as well as chemical dependency, sex offender, and mental health treatment programs (See Appendix P for these descriptions). Recidivism rates were also required for offenders completing each of these programs, including a breakdown of recidivism rates for juvenile offenders, adult male offenders, and female offenders.

As indicated in the 1997 Legislative Auditor's report on recidivism, there is no centralized framework for the collection of information necessary to analyze recidivism rates based upon program involvement and completion within the DOC. The DOC is in the process of convening a group that will develop a structured system for data collection within departmental programs. This will allow for the compilation of recidivism rates separated by programs. The activities under "Database Efforts" are items that need to be completed before the maintenance of ongoing recidivism data can take place. However, several DOC programs currently collect or are in the process of collecting recidivism information. The activities under "Current Projects" describe efforts that are underway that will help report program progress.

### **Database Efforts**

In FY98 the DOC began working on a comprehensive application of a new system, the Corrections Operations Management System (COMS), to assist DOC staff. The purpose of COMS is to record information about offenders committed to the commissioner of corrections. This includes incarcerated offenders and offenders on supervised release. COMS will contain offense and history information during incarceration as well as program information (such as education, chemical dependency, sex offender, etc.) needed by staff to evaluate an offender's progress. COMS will contain current inmate information and will be modified as necessary to capture additional information as the need arises. The system is designed to facilitate modification with the assumption that business requirements (including reporting requirements) will continue to change. COMS will contain links to other databases, such as probation information. One long-term goal is to create a separate 'data warehouse' of offender information tailored to common requests for information. Expected completion for this warehouse is FY01.

The Office of Planning and Research has started the process of electronically linking DOC data with Minnesota criminal history files. This is a critical component of collecting recidivism data on an ongoing basis as it saves a large amount of staff time in gathering additional criminal history information. The Bureau of Criminal Apprehension at the Department of Public Safety has volunteered staff resources to work with DOC staff. Several electronic data transfer system tests have already been conducted. Once this procedure has been deemed reliable and valid, DOC staff will need to establish analysis procedures and report formats for ongoing recidivism studies. Expected completion for this effort is FY00.

### **Current and Future Recidivism Data Collection Efforts**

The Minnesota DOC, along with corrections departments from Maryland and Ohio, are conducting a three-state recidivism study funded by the U.S. Department of Education, Corrections Education Office. Data gathering on 3,000 releasees began one and a half years ago and will continue for two more years. Criminal history, treatment program involvement, work records, industry participation, disciplinary records, education programming, and personal factors will be compared with post-release adjustment. The purpose of this study is to compare post-release adjustment to the personal and programming characteristics of the inmates.

Re-arrest, re-conviction, and re-incarceration rates will be used as the measures of recidivism. Releases will be tracked for at least two years after leaving prison. When possible, additional offender adjustment information will be gathered from probation agents. Results of this study will be available in two years.

The DOC Sex Offender/Chemical Dependency Unit (SO/CD) in collaboration with Marquette University has applied for funding to the National Institute of Justice (NIJ) to conduct a process evaluation on the CD program at the Red Wing correctional facility. If approved, the DOC will evaluate the program and conduct an outcome study. The SO/CD unit will also be receiving re-arrest and re-conviction data on all of the 1994 offenders released from DOC institutions. The DOC will examine this data looking at those individuals who went to CD programming before their release, what their program discharge was, and whether it seemed to have an impact on future criminal involvement.

The SO/CD Unit is currently conducting an analysis of the CD and SO programming available in Minnesota correctional facilities. As a part of that examination, the SO/CD Unit is tracking a sample of released offenders who participated in these programs to examine their behavior, including rates of recidivism. All sex offenders, who have been released since January 1, 1997, are tracked as an adjunct to community notification. This group includes offenders who have completed programming, as well as offenders who have not, and will provide the basis for a long-term comparison of those two groups.

In addition, the department is collecting information about sex offenders who have been sentenced to probation with SO treatment as a condition of probation and all sex offenders who began treatment while on probation. This data collection and analysis is ongoing. Annual progress reports for this effort are submitted to the legislature. Information regarding offenders in all of these projects includes information about the offender's vocation and employment, as well as educational attainment, at various times in the continuum of involvement with the criminal justice system. The projects also include an examination of their criminal behavior through criminal record checks after their term of supervision ends, which will also reflect recidivism rates.

## Performance Measurement Glossary

- Baseline: A standard against which past or future performance can be compared. Baselines are reference points against which changes can be measured over time. Baselines may be established by using historical data or standards that are met by other organizations.
- Core Values: Basic concepts and beliefs of an organization; the building blocks of organizational culture.
- Explanatory Information: Section of the report that describes factors that are beyond the department's control, but may affect performance (i.e., whether objectives are met).
- Goal: A broad statement of intent and commitment outlining the desired outcome for an agency. Goals are both qualitative and quantifiable, but not quantified.
- Guiding Principle: A stated rule, code of conduct, or belief (with respect to fundamentals) that acts to guide or direct an organization in a way or course.
- Measure: Indicator, which describes the extent an objective is being achieved. Performance measures are quantifiable, enduring measures are measures or indicators that explain the extent an activity has been successful in achieving, or contributing to, an objective. An indicator may be expressed as a degree of change.
- Measurement: A method of evaluating performance by reviewing the results achieved.
- Mission: A concise statement of the fundamental current and future purpose of an agency and its programs. It may identify why the agency exists, its services, and beneficiaries/customers of the services.
- Objective: A measurable statement describing the result to be accomplished within a specified timeframe. Objectives must be achievable, directly related to the agency's mission, and quantified (i.e., to increase *accomplishment* by a number or percent from *X* to *Y* toward a target of a number).
- Process: Methodology for determining performance levels and/or how information will be collected.
- Rationale: Explanation of why specific measures or indicators were chosen.
- Target Rate: The level, as defined in an objective, at which the agency is expected to perform. Targets may be based on performance levels achieved by other organizations, statutory requirements, or professional standards.

## Department of Corrections Acronyms and Definitions

Assault(s): Any act, attempted act or threat of an act, which, if carried out, would cause pain, injury or bodily harm.

Average daily population (ADP): The average of the number of offenders residing in a facility on a daily basis during a specified period of time (i.e., fiscal year).

Capacity: The number of offenders an institution may house. Capacity is calculated by summing the total number of beds and subtracting ten percent of the beds for segregation purposes and subtracting two percent of the remaining beds to allow for maintenance, flexibility, and control.

CCA: Community Corrections Act; authorizes the commissioner of corrections to award subsidy funds to a county or group of counties to provide local correctional services. CCA funds have been used for services and sanctions such as: probation, diversion, prevention, and community service and jail programs.

Community Supervision: Includes probation, supervised release, parole, intensive community supervision, and intensive probation supervision (Challenge Incarceration Program - CIP).

Conditions of Confinement: Refers to issues of population density, food, clothing, visitation, staff, and other dimensions of care and living conditions. Offenders may allege violations concerning issues including mail, religion, exercise, and access to programs and services, use of force, health care, and privacy.

Escape from Secure Facility: Occurs when an offender leaves a secure facility without authorization. A secure facility has a fenced perimeter.

Escape from Non-Secure Facility: Occurs when an offender leaves a non-secure facility without authorization, or fails to return from an authorized furlough or while under authorized supervision outside the facility. A non-secure facility does not have a fenced perimeter.

Felony: A crime that, under statute, may result in a prison sentence of more than one year.

Gross Misdemeanor: An offense for which a jail sentence of 91 days to one year may be imposed.

Humane Environment: refers to the quality of life in an offender's environment. The DOC attempts to create an environment conducive to change for those offenders inclined to make changes in their lives.

ICS: Intensive Community Supervision; prison diversion program that incorporates intensive supervision techniques such as those in the ISR program described below.

ISR: Intensive Supervised Release; a program that provides intensive supervision of offenders including face-to-face contacts, electronic home monitoring, mandatory work or school, daily curfews, mandatory restitution, and random drug testing. Specially trained corrections agents, whose caseloads are 15 or less, supervise offenders deemed high-risk to the public.

ICWC: Institution Community Work Crew; program in which non-violent, minimum-security adult inmates construct homes and perform other community improvement projects under close supervision to

repay society for their crimes. Inmates learn skills that they can use to become productive, law-abiding members of society and learn the value of work.

Incident: An event that represents the potential for serious injury or trauma for staff and/or offenders.

Inmate: Refers to an adult offender in a DOC-operated correctional institution.

MCF: Minnesota Correctional Facility; department-operated correctional facility.

MINNCOR: Minnesota Correctional Industries, the prison industry program.

Non-secure: Refers to a facility that does not have a fenced perimeter or offender status in which the offender is committed to the commissioner of corrections and is not in a secure facility. The offender may be: in a facility that does not have a fenced perimeter, on furlough or other authorized leave, on a type of supervised release, or on work release.

Per diems: Defined as all facility operational costs; the cost of incarcerating offenders.

Population: Refers to the offenders residing in DOC-operated facilities in a specific timeframe.

Recidivism: Defined as an individual's return to crime following a criminal conviction. The recidivism rates recorded in this report were dependent upon official records of criminal activity and, therefore, only measured offenses that resulted in arrests/apprehensions, convictions/adjudications, or incarcerations.<sup>38</sup>

Resident: Refers to a juvenile offender in a DOC-operated correctional institution.

Restitution: Financial obligation requiring offenders to reimburse victims for their monetary loss as a result of criminal behavior.

Restorative Justice: A philosophical framework that emphasizes ways in which crime harms relationships in the context of community. Restorative justice defines accountability for offenders in terms of taking responsibility for actions and taking action to repair the harm caused to the victim and the community.

Riot: According to the Inmate Discipline Regulations, revised January 1, 1996, a riot is defined as an assembly of three or more adult inmates who are seriously disturbing the peace of an institution, jeopardizing the control of an institution or threatening violence against or destruction of an institution.

Secure (facility): A facility that has a fenced perimeter.

Sentencing to Service: STS program; a sentencing alternative for courts which puts carefully selected, nonviolent property offenders to work on community improvement projects. STS crews work in parks and other public areas, frequently in combination with jail time. STS is operated by the Minnesota Departments of Corrections and Natural Resources, the courts and local governments.

Smuggling Device: Any item designed, commonly used or altered to conceal contraband.

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<sup>38</sup> This definition is similar to the definition of recidivism in the Office of the Legislative Auditor's Report: *Recidivism of Adult Felons* and is consistent with the department's use of "recidivism" in this report.

## APPENDIX A

### Guidelines and Criteria for Agency Performance Report

According to Laws 1998, Chapter 366, Section 19, Subdivision 2 and the amended Minnesota Statutes Chapter 15.91, Subdivision 2,<sup>39</sup> each agency shall issue a performance report that includes: the agency's mission; the most important goals and objectives that support the agency's mission; and the most important measures for goals and objectives, with data showing actual performance relative to these measures.

For the 1998 Performance Report, agencies were given more latitude to generate a performance report that would be more meaningful to each agency. The state Department of Finance established two documents to assist agencies with the development of their reports. The following specifications were taken from the Performance Reporting Guidelines and Performance Reporting: Checklist.

#### *Performance Reporting Guidelines*

##### *The Purpose of the Performance Report:*

Each agency that spends public funds has the responsibility to be able to demonstrate the results of public programs and progress towards achieving public goals. Statute requires that agencies focus efforts on results and develop measures that encourage monitoring of progress toward achieving those results. Ultimately, agencies are expected to provide the legislature with improved information for use in program policy and resource allocation decisions.

##### *The Audience and How it will be used: Legislature, New Administration, Public and Media*

- Performance reports and related budget information will be used for management briefings for the transition team and incoming agency administration.
- Overview briefings for the legislative committees prior to release of the budget.
- Appropriate background and perspective for budget decisions.

##### *The Content of the Performance Report-Provide Context for Discussing Agency Performance:*

Performance reporting materials should provide basic contextual information and key performance measures. The report and related budget materials should provide the context of "*How to think about performance measurement and management within the agency. How should the success of programs be judged?*" The materials should provide a concise, summary context that explains how performance data can be used and encourages discussion, queries and requests for further information.

Information and presentation should be directed to answering the following questions:

- Can the average legislator and taxpayer understand the agency's mission, vision, goals, and objectives?
- Can you provide examples of how the agency's mission, goals and objectives are logically connected to agency planning and results?

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<sup>39</sup> This legislation is contained in Appendix O.

- Does the reporting clearly identify the primary purpose and activities of the agency? Are the primary clients, target groups identified?
- Will the key performance measures tell if the program is successful or making a difference? What are the key examples?
- Do agency performance measures quantify key services and expected results? Is there a target level and time frame for improving performance?
- Are measures available to reflect how efficiently services are delivered? Is there agreement on key measures by participants, including the legislature and stakeholders?
- Are measures cost-effective and feasible for you to collect?
- Are you collecting the information now? If so, how is the agency using the information to manage?
- How will the information presented help make budget and policy recommendations? Management decisions?

### ***General Format Guidelines***

- Flexible format: Non-bureaucratic, factual presentations
- Concise targeted narratives
- Summary and outline formats used to highlight important points
- Key performance data displayed effectively:
  - Graphically
  - Simple tabular formats
  - Bulleted statements of results
  - Program or project milestones and results
- Other performance data may be included and identified in summary fashion:
  - Tabular listing of other available measures
  - Identify other reference documents, studies
- Use effective *presentation* formats to encourage discussion

### ***Performance Reporting: Checklist***

#### ***Scope of the Performance Report:***

- Does the report and budget presentation present an understandable, useful context for discussing agency performance?
- Does the report present the relationship between *statewide* (Milestones, Report Cards), *system-wide* performance data (combination of agencies, programs), and measures that can be directly related to *program* effects (intermediate outcomes) and *operational* measures?
- Are measures and related information presented proportional to program size and level of effort?
- Does the mixture of measures represent appropriate balance between major expenditure types: state operations (direct services), grants; capital expenditures?

#### ***Content of the Performance Report:***

- Does the report present the agency's mission and goals clearly and understandably?
- Are goals and objectives consistent with applicable statutes, implicit or explicit state policies?
- Are key goals and measures presented for all major areas, known areas of legislative, media or public interest? Any obvious omissions?
- Is the presentation and accompanying narrative balanced and objective?

***Determination of Whether the Report Provides Improved Information:***

- Provides the average legislator, public understanding of how to think about performance in this area?
- Explains the use of performance data in agency decision-making?
- Explains the use of performance data in policy-making and budgeting?
- Establishes accountability?

***Determination of Whether the Appropriate Level of Detail Used:***

- Are *direct* program effects clearly differentiated from system-wide measures?
- Is the relationship of statewide, system-wide, programmatic and operational measures clearly shown?
- Is the rationale for the use of particular measures clear, compelling?
- Are other necessary, meaningful measures of information included for appropriate background and perspective?

***Basic Summary Performance Data:***

- Does the agency have effective management processes to identify and assess important trends and measure performance appropriately?
- Is the “family of measures” adequately represented? Are measures included that indicate services are being delivered with the least possible cost (efficient)?
- Do measures adequately address the extent to which needs or problems are being met?
- Are all measures appropriately described by “type” of measure?
- Do the materials express the nature and extent of conditions affecting performance?
- Do objectives and related measures properly reflect the degree of management control over outcomes, effects? Are there more direct measures that could be used?

***Agency Performance Management Practices:***

- Are records and information systems in accordance with sound measurement principles and practices? Does the agency have an appropriation information management plan?
- What portion of the agency has implemented planned monitoring and reporting systems, formal data collection efforts?
- What is the degree to which performance management (measurement) is integrated into agency operations?
- What has been the overall level use of performance data within the agency? Is there agreement on key measures by legislative participants and stakeholders? Are results communicated in a formal fashion throughout the agency?

## APPENDIX B

### REFERENCE GUIDE TO THE OBJECTIVE SECTIONS OF THE PERFORMANCE REPORT

**Goal:** Agency goal; broad statement of intent and commitment outlining the desired outcome for an agency. It is both qualitative and quantifiable, but not quantified.

**Objective:** Measurable rate for a goal-supporting activity within a specified timeframe.

**FY98 Performance:** Performance level of fiscal year 1998. It may be the performance level of a previous year when more current information is not available. **OBJECTIVE XX PERCENT ACHIEVED.** States whether the objective was achieved or percent achieved, if it was not fully met, and provides a description of contributing activities or factors.

**Responsible Parties:** Division or unit representative(s) responsible for gathering this information.

**Rationale:** Explanation of why the measure was chosen to indicate progress toward the specified goal.

**Measure:** Describes the performance level of the indicator specified in the objective.

**Baseline Rate:** Rate established by using historical data or standard that is met by other organizations.

**Process:** Outlines the logic or formula for calculating the performance rate for a given measure.

**Explanatory Information:** Describes factors that may affect the performance level of the measure over which the department may not have complete control.

**Data Source:** Describes where the data is stored or from which area the data can be derived.

**APPENDIX C**

**NUMBER OF DISCIPLINE CONVICTIONS AND INCIDENTS FOR ADULT INMATES<sup>40</sup> BY FISCAL YEAR**

	<b>FY94</b>	<b>FY95</b>	<b>FY96</b>	<b>FY97</b>	<b>Calculated Baseline<sup>41</sup></b>	<b>FY98</b>	<b>Projected FY99<sup>42</sup></b>
<b>Discipline Convictions</b>							
Arson	5	3	3	3	3.50	11	11
Assault on Staff <sup>43</sup>	31	50	79	90	62.50	103	107
Assault on Inmate	103	135	117	143	124.50	232	241
Assault on Staff with Weapon	7	5	7	2	5.25	5	5
Assault on Inmate with Weapon	10	6	12	5	8.25	7	7
Assault on Staff w/Bodily Harm	3	15	12	9	9.75	14	15
Assault on Inmate w/Bodily Harm	19	31	27	26	25.75	29	30
Assault on Staff w/Weapon and Harm	2	2	1	4	2.25	1	1
Assault on Inmate w/Weapon and Harm <sup>44</sup>	3	3	3	5	3.50	7	7
Homicide	0	0	0	0	0.00	1	1
Attempted Homicide (on Staff)	0	1	0	0	.25	0	0
Attempted Homicide (on Inmate)	0	1	1	0	.50	2	2
Conspire to Commit Homicide (on Other)	1	0	0	0	.25	0	0
Threatening Others	296	436	493	430	413.75	572	595
Extortion	12	13	8	5	9.50	8	8
Possession of Alcohol	114	129	148	102	123.25	125	130
Possession of Drugs	200	161	142	147	162.50	120	125
Possession of Weapon	91	102	91	92	94.00	144	150
Possession of Money	31	34	27	26	29.50	25	26
Possession of Smuggling Device	12	6	15	21	13.50	10	10
Possession of Escape Materials	4	8	2	3	4.25	6	6
Holding Hostages	0	2	0	0	.50	0	0
Inciting to Riot (Disturbance)	31	16	15	9	17.75	30	31
Riot (Disturbance)	28	14	62	8	28.00	34	35
Unlawful Assembly	6	13	41	8	17.00	2	2
<b>Incidents</b>							
Secure Escape	0	0	0	0	0.00	0	0
Non-Secure Escape	23	20	11	7	15.25	8	8
Accidental Death	0	0	1	0	0.25	0	0
Suicide	1	3	0	1	1	1	1
<b>Total Number of Disc. Conv. &amp; Incidents</b>	<b>1035</b>	<b>1209</b>	<b>1318</b>	<b>1146</b>	<b>1176.25</b>	<b>1497</b>	<b>1554</b>
<b>Number of Offenders Served YTD<sup>45</sup></b>	<b>11,107</b>	<b>11,598</b>	<b>12,531</b>	<b>12,343</b>	<b>11,894.75</b>	<b>14,438</b>	<b>15,015</b>
<b>Incident-to-Offender Ratio</b>	<b>1:9.3</b>	<b>1:10.4</b>	<b>1:10.5</b>	<b>1:9.3</b>	<b>1:9.9</b>	<b>1:10.4</b>	<b>1:10.3</b>

<sup>40</sup> After the COMS database has been implemented, the department will be able to report juvenile incidents more efficiently.

<sup>41</sup> The baseline is calculated by averaging the performance levels of the previous four fiscal years (FY94 through FY97).

<sup>42</sup> FY99 projections were derived by increasing the performance levels by four percent to reflect the projected increase in population.

<sup>43</sup> "Unintentional" Assaults on staff may be included in these statistics. All inmate-on-inmate assaults are included because department policy presupposes that intent was evident if inmates are behaving in an assaultive manner.

<sup>44</sup> Effective January 1, 1996, Assaults may include incidents of Throwing Bodily Fluid.

<sup>45</sup> Data Source: Per Diem Cost Report for Correctional Facilities. Includes offenders housed in Minnesota correctional facilities.

**APPENDIX D**

**CAPACITY BY FACILITY BY FISCAL YEAR<sup>46</sup>**

<b>FACILITY</b>	<b>FY94</b>	<b>FY95</b>	<b>FY96</b>	<b>FY97</b>	<b>FY98</b>	<b>Projected FY99</b>
Stillwater	1,374	1,353	1,353	1,303	1,276	1,276
Oak Park Heights	393	393	393	393	393	342
St. Cloud	883	834	890	771	771	771
Shakopee	143	237	237	237	237	237
Lino Lakes	501	744	796	982	1,004	1,014
Willow River (CIP)	80	80	80	80	80	80
Moose Lake	211	285	367	641	681	776
Red Wing (Adults)	90	63	83	70	36	36
Faribault	558	736	794	832	923	1,051
Rush City <sup>47</sup>	0	0	0	0	0	0
<b>Total DOC-Operated Adult Capacity</b>	<b>4,233</b>	<b>4,725</b>	<b>4,993</b>	<b>5,309</b>	<b>5,401</b>	<b>5,583</b>
Red Wing (Juveniles)	86	113	123	136	170	170
Sauk Centre (Juveniles) <sup>48</sup>	132	132	132	132	132	132
Thistledeew Camp – (Juveniles) <sup>49</sup>	50	50	50	60	60	60
<b>Total DOC-Operated Juvenile Capacity</b>	<b>268</b>	<b>295</b>	<b>305</b>	<b>328</b>	<b>362</b>	<b>362</b>
<b>Total Licensed/Inspected Facility Cap.<sup>50</sup></b>	<b>4,857</b>	<b>5,312</b>	<b>5,537</b>	<b>5,943</b>	<b>N/A</b>	<b>N/A</b>

**FACILITY POPULATION BY FISCAL YEAR<sup>51</sup>**

<b>FACILITY</b>	<b>FY94</b>	<b>FY95</b>	<b>FY96</b>	<b>FY97</b>	<b>FY98</b>	<b>Projected FY99<sup>52</sup></b>
Stillwater	1,412	1,354	1,303	1,287	1,274	
Oak Park Heights	388	399	389	391	398	
St. Cloud	869	810	827	751	750	
Shakopee	185	216	221	257	266	
Lino Lakes	564	700	662	958	1,004	
Willow River (CIP)	43	41	51	48	75	
Moose Lake	209	259	330	464	692	
Red Wing (Adults)	87	63	68	61	30	
Faribault	566	759	866	830	936	
<b>Total DOC-Operated Adult Population</b>	<b>4,323</b>	<b>4,601</b>	<b>4,717</b>	<b>5,047</b>	<b>5,425</b>	<b>5,858</b>
Red Wing (Juveniles)	102	108	104	93	151	146
Sauk Centre (Juveniles)	101	99	112	108	104	80 <sup>53</sup>
Thistledeew Camp (Juveniles) <sup>54</sup>	45	50	48	49	52	54
<b>Total DOC-Operated Juvenile Pop.</b>	<b>248</b>	<b>257</b>	<b>264</b>	<b>250</b>	<b>307</b>	<b>280</b>
<b>Total Licensed/Inspected Facility Pop.</b>	<b>3,768</b>	<b>4,122</b>	<b>4,379</b>	<b>4,549</b>	<b>N/A</b>	<b>N/A</b>

<sup>46</sup> Statistics shown represent the capacity as of June 30 of each fiscal year. Data Source: Adult Facilities and Juvenile Services Division records, and Office of Planning and Research (OPR) capacity projections generated on November 30, 1998.

<sup>47</sup> The 952 Rush City facility beds will be available in January 2000.

<sup>48</sup> The DOC Inspection and Enforcement unit licensed the Sauk Centre facility for 132 residents for FY94 through FY99.

<sup>49</sup> FY97 through FY99 includes the Wilderness Endeavors program, which became available in March 1997.

<sup>50</sup> This includes local adult detention facilities that are governed by DOC Administrative Rule 2911, excluding the private facility. The capacity and population figures were aggregated by calendar year rather than by fiscal year.

<sup>51</sup> Statistics shown represent the population as of June 30 of each fiscal year. Data Source: Per Diem Cost Report for Correctional Facilities, Juvenile Services Division, and OPR population projections generated on November 30, 1998.

<sup>52</sup> Population projections are developed for adult male and female offenders without specifying which facility will house them.

<sup>53</sup> Effective January 1, 1999, all state-committed juveniles will be housed at the Red Wing correctional facility.

<sup>54</sup> Does not include the Wilderness Endeavors program, which became available in March 1997.

**APPENDIX E**

**HUMANE ENVIRONMENT MEASURES**

**Measure: American Correctional Association (ACA)<sup>55</sup> Compliance Rating**

FACILITY	FY94	FY95	FY96	FY97	Calculated Baseline	FY98	Projected FY99	Projected FY00
<b>ADULTS</b>								
Stillwater	-----	-----	97.80 I	97.80	97.80	97.80	99.50 R	99.50
Oak Park Heights	100.00	100.00	99.68 R	99.68	99.84	99.68	99.70 R	99.70
St. Cloud	99.70 I	99.70	99.70	Lapsed	99.70	97.40 I	97.40	97.40
Shakopee	100.00	100.00 R	100.00	100.00	100.00	99.50 R	99.50	99.50
Lino Lakes	100.00	99.30 R	99.30	99.30	99.65	99.30	99.30	99.50 R
Willow River	-----	-----	-----	-----	-----	-----	-----	-----
Moose Lake	-----	-----	-----	-----	-----	-----	-----	-----
Faribault	-----	-----	-----	-----	-----	99.50 I	99.50	99.50
Central Office	100.00 I	100.00	100.00	Lapsed	100.00	Lapsed	100.00 I	100.00
<b>Average ACA Rating</b>	<b>99.94</b>	<b>99.80</b>	<b>99.41</b>	<b>99.20</b>	<b>99.44</b>	<b>98.86</b>	<b>99.27</b>	<b>99.30</b>
<b>JUVENILES</b>								
Red Wing	99.50 I	99.50	99.50	99.80 R	99.65	99.80	99.80	99.80 R
Sauk Centre	99.70 R	99.70	99.70	100.00R	100.00	100.00	100.00	100.00 R
<b>Average ACA Rating</b>	<b>99.60</b>	<b>99.60</b>	<b>99.60</b>	<b>99.90</b>	<b>99.83</b>	<b>99.90</b>	<b>99.90</b>	<b>99.90</b>

I = Initial ACA Rating (Valid for three years)

R = Re-accreditation ACA Rating (First re-accreditation - valid for three years, subsequent re-accreditation - valid for five years)

**Measure: Number of lawsuits and complaints resolved in favor of offender**

POPULATION <sup>56</sup>	FY94	FY95	FY96	FY97	Calculated Baseline	FY98	Projected FY99	Projected FY00
Adults (lawsuits)	-----	-----	-----	1	1	2	2	2
Juveniles (complaints)	-----	-----	-----	2	2	0	2	2

**Measure: Percent of department-inspected or licensed facilities that meet DOC Administrative Rule criteria<sup>57</sup>**

FACILITY TYPE <sup>58</sup>	FY94	FY95	FY96	FY97	Calculated Baseline	FY98	Projected FY99	Projected FY00
Jail-type facilities	75%	61%	72%	75%	71%	76%	75%	75%
Adult halfway houses	-----	-----	-----	-----	-----	-----	-----	-----
Juv. Residential and detention facilities/group foster homes	-----	-----	-----	-----	-----	-----	-----	-----

<sup>55</sup> Effective FY99, all non-accredited facilities/units will have an ACA accreditation audit. Within three years of reaching capacity, non-accredited, newly constructed, or renovated facilities/units will apply for initial ACA accreditation with subsequent re-accreditation audits every five years. Internal interim mock audits will be conducted to ensure ACA compliance.

<sup>56</sup> The DOC created a database to track lawsuits in January 1996. Lawsuits may pertain to: conditions of confinement, health care, failure to protect, excessive force and retaliation. The Ombudsman for Corrections provided juvenile complaint data for this report.

<sup>57</sup> One hundred percent of DOC Administrative Rules mandatory standards and 90 percent of non-mandatory standards must be met by facilities or waived by the commissioner for facilities to be licensed to operate.

<sup>58</sup> Jail-type facilities include: 72-hour holdovers, 90-day lockups, and adult detention facilities. Adult halfway house rule data will be available in FY00. Juvenile residential facilities, detention facilities, and group foster homes data is not available at this time. A database on juvenile facility issues will be developed upon completion of the legislatively-mandated rewrite of juvenile rules (in conjunction with the Department of Human Services). The effective date of the new juveniles rules has been set for July 1, 2000. Prior to this date, a system will be implemented that will allow the department to track compliance using the new rules.

## APPENDIX F

### RECIDIVISM RATES FOR OFFENDERS RELEASED FROM AN INSTITUTION

MEASURES	CY95 <sup>59</sup> (BASELINE)	CY96	CY97 <sup>60</sup>	Projected CY98
<b>ADULTS<sup>61</sup></b>				
Re-arrested <sup>62</sup>	59%	52%	-----	-----
Re-convicted	45%	37%	-----	-----
Re-incarcerated	40%	40%	-----	-----
<b>JUVENILES<sup>63</sup></b>				

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<sup>59</sup> With limited historical data the department used the CY95 data as a baseline. Data Source: January 1997 *Recidivism of Adult Felons* report prepared by the Office of the Legislative Auditor's Program Evaluation Division. The CY95 recidivism rates are based on adult offenders first release from prison in CY92. The offenders were tracked for 36 months, which is the point in time the recidivism rates were calculated. The adult offender re-incarceration rate includes offenders committing technical violations and new felony or gross misdemeanor offenses.

<sup>60</sup> The department is participating in the Bureau of Justice Statistics' (BJS) national recidivism study. This study will allow the department to compare recidivism rates with national averages. The study will also allow for more comprehensive reporting of recidivism by tracking Minnesota offenders nationally. The department submitted data on the adult offenders first released from prison or sentenced to probation in 1994. The department has not received the results of this study from the BJS as of the date of this report.

<sup>61</sup> Recidivism rates were derived from adult offenders first released from prison in 1993. The adult offender incarceration rate includes offenders returning with technical violations and new felony or gross misdemeanor offenses.

<sup>62</sup> Arrest data does not constitute a conviction.

<sup>63</sup> Juvenile facilities division and information technology staff members are developing a database that will be used to report recidivism rates.

**APPENDIX G**

**RECIDIVISM RATES FOR OFFENDERS  
SENTENCED TO FELONY PROBATION**

<b>MEASURES</b>	<b>CY95<sup>64</sup></b>	<b>CY96</b>	<b>CY97</b>	<b>Projected CY98</b>
<b>ADULTS<sup>65</sup></b>				
Re-arrested <sup>66</sup>	42%	-----	-----	-----
Re-convicted	28%	-----	-----	-----
Incarcerated	15%	-----	-----	-----
<b>JUVENILES<sup>67</sup></b>				

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<sup>64</sup> Data Source: January 1997 *Recidivism of Adult Felons* report prepared by the Office of the Legislative Auditor's Program Evaluation Division. The CY95 recidivism rates are based on adult offenders sentenced to felony probation in CY92. The offenders were tracked for 36 months, which is the point in time the recidivism rates were calculated. The adult offender incarceration rate includes offenders committing technical violations and new felony or gross misdemeanor offenses.

<sup>65</sup> The department will have the capability of reporting recidivism rates upon completion and implementation of ProberPlus in the second half of FY99, which is designed to capture probation data. The 2000 Performance Report will include updated probationer recidivism rates.

<sup>66</sup> Arrest data does not constitute a conviction.

<sup>67</sup> Juvenile facilities division and information technology staff members are developing a database that will make the reporting of juvenile recidivism rates more feasible.

**APPENDIX H**

**PERCENT OF IDLE<sup>68</sup>  
ADULT OFFENDERS  
BY MONTH**

<b>FACILITY/ PROGRAM</b>	<b>MAR 1998</b>	<b>APR 1998</b>	<b>MAY 1998</b>	<b>JUN 1998</b>	<b>JUL 1998</b>	<b>AUG 1998</b>
Stillwater	19.67%	18.69%	21.74%	21.77%	20.94%	19.72%
Lino Lakes	16.03%	10.98%	11.00%	11.07%	13.05%	11.07%
Shakopee	4.91%	3.91%	2.49%	2.29%	7.51%	7.50%
Red Wing (Adults)	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
Oak Park Heights	22.10%	20.71%	17.51%	17.33%	18.84%	19.69%
Moose Lake	4.47%	6.30%	11.55%	11.53%	9.52%	9.59%
St. Cloud	12.01%	12.89%	9.39%	9.25%	12.08%	13.20%
Faribault	3.71%	5.14%	3.88%	3.74%	4.17%	1.29%
Willow River/CIP	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
<b>Average of Idle Percents</b>	<b>9.21%</b>	<b>8.74%</b>	<b>8.62%</b>	<b>8.55%</b>	<b>9.57%</b>	<b>9.12%</b>
<b>Total Number Idle Inmates</b>	<b>661</b>	<b>625</b>	<b>653</b>	<b>653</b>	<b>688</b>	<b>645</b>
<b>Total Adult Inmate Population</b>	<b>5,202</b>	<b>5,250</b>	<b>5,391</b>	<b>5,375</b>	<b>5,421</b>	<b>5,472</b>
<b>Percent Idle of Total Population</b>	<b>12.70%</b>	<b>11.90%</b>	<b>12.11%</b>	<b>12.14%</b>	<b>12.69%</b>	<b>11.78%</b>

<b>FACILITY/ PROGRAM</b>	<b>SEPT 1998</b>	<b>OCT 1998</b>	<b>NOV 1998</b>	<b>DEC 1998</b>	<b>Calculated Baseline<sup>69</sup></b>
Stillwater	20.60%	16.90%	17.60%	19.40%	19.70%
Lino Lakes	8.10%	5.60%	6.40%	4.60%	9.79%
Shakopee	0.00%	1.00%	.40%	.70%	3.07%
Red Wing (Adults)	0.00%	0.00%	0.00%	0.00%	0.00%
Oak Park Heights	0.00%	17.60%	16.10%	17.70%	16.76%
Moose Lake	9.00%	10.50%	13.00%	19.60%	9.80%
St. Cloud	14.00%	8.80%	5.80%	6.70%	10.41%
Faribault	5.00%	0.50%	2.20%	3.10%	3.05%
Willow River/CIP	0.00%	0.00%	0.00%	0.00%	0.00%
<b>Average of Idle Percents</b>	<b>5.30%</b>	<b>6.77%</b>	<b>6.83%</b>	<b>7.98%</b>	<b>8.07%</b>
<b>Total Number of Idle Inmates</b>	<b>553</b>	<b>498</b>	<b>514</b>	<b>587</b>	<b>600</b>
<b>Total Adult Inmate Population</b>	<b>5,390</b>	<b>5,528</b>	<b>5,498</b>	<b>5,480</b>	<b>5,400</b>
<b>Percent Idle of Total Population</b>	<b>10.26%</b>	<b>9.00%</b>	<b>9.30%</b>	<b>10.70%</b>	<b>11.26%</b>

<sup>68</sup> Idle offenders are offenders who are on temporary unemployed status, which is defined as an inmate that could accept an assignment if one was offered. The idle population counted in this measure does not include inmates that are in segregation, reception status, receiving and orientation status, medical idle, permanent idle, release violators, or other similar statuses. The idle offenders also include eligible offenders who are not in education or work programs, or chemical dependency or sex offender treatment programs.

<sup>69</sup> The calculated baseline was derived from averaging March through November 1998 monthly idle inmate data.

**APPENDIX I**

**OFFENDER PER DIEMS BY FACILITY BY FISCAL YEAR**

<b>FACILITY</b>	<b>FY94</b>	<b>FY95</b>	<b>FY96</b>	<b>FY97</b>	<b>Calculated Baseline<sup>70</sup></b>	<b>FY98</b>	<b>Projected FY99<sup>71</sup></b>
<b>Adults<sup>72</sup></b>							
Stillwater	\$56.27	\$62.03	\$65.84	\$70.05	\$71.31	\$70.07	\$74.15
Oak Park Heights	\$105.83	\$113.45	\$117.77	\$123.26	\$125.48	\$119.62	\$128.27
St. Cloud	\$65.37	\$71.12	\$76.18	\$82.73	\$84.22	\$86.76	\$95.03
Shakopee	\$112.96	\$120.89	\$123.67	\$115.67	\$117.75	\$116.41	\$117.85
Lino Lakes	\$68.45	\$84.48	\$87.42	\$86.89	\$88.45	\$80.26	\$84.75
Willow River (CIP) <sup>73</sup> –Males	\$137.47	\$115.51	\$148.31	\$141.55	\$144.10	\$101.90	\$111.94
Willow River (CIP)–Females	N/A	N/A	N/A	N/A	N/A	\$91.85	\$112.62
Moose Lake	\$106.38	\$147.36	\$127.50	\$120.43	\$122.60	\$81.23	\$87.73
Red Wing	\$111.30	\$124.83	\$124.45	\$101.34	\$103.16	\$138.24	\$79.74
Faribault	\$67.41	\$74.76	\$70.23	\$79.04	\$80.46	\$79.31	\$81.44
Contract Facility	N/A	N/A	N/A	\$60.69	\$61.78	\$55.14	\$59.53
ICWC	N/A	N/A	N/A	N/A	N/A	N/A	\$54.53
Work Release – Males	N/A	N/A	N/A	N/A	N/A	N/A	\$43.61
Work Release – Females	N/A	N/A	N/A	N/A	N/A	N/A	\$43.61
<b>Average Adult Per Diem</b>	<b>\$72.30</b>	<b>\$82.24</b>	<b>\$84.34</b>	<b>\$86.68</b>	<b>\$88.24</b>	<b>\$83.82</b>	<b>\$86.64</b>
<b>Adult Male Per Diem</b>	<b>\$70.18</b>	<b>\$80.37</b>	<b>\$82.54</b>	<b>\$85.25</b>	<b>\$79.59</b>	<b>\$82.19</b>	<b>\$85.20</b>
<b>Adult Female Per Diem</b>	<b>\$111.16</b>	<b>\$120.89</b>	<b>\$123.67</b>	<b>\$115.67</b>	<b>\$117.85</b>	<b>\$115.65</b>	<b>\$112.64</b>
<b>DOC-Committed Juveniles<sup>74</sup></b>							
Red Wing	\$108.30	\$111.86	\$119.87	\$123.88	\$126.10	\$126.83	\$126.83
Sauk Centre	\$108.30	\$111.86	\$119.87	\$123.88	\$126.10	\$126.83	\$126.83
<b>DOC-Commit Juv Per Diem</b>	<b>\$108.30</b>	<b>\$111.86</b>	<b>\$119.87</b>	<b>\$123.88</b>	<b>\$126.10</b>	<b>\$126.83</b>	<b>\$126.83</b>
Thistledeew Camp <sup>75</sup>	\$93.00	\$100.00	\$105.00	\$114.00	\$116.05	\$120.00	\$123.00
TC – Wilderness Endeavors	-----	-----	-----	\$115.00	\$117.07	\$115.00	\$119.00

<sup>70</sup> The calculated baseline was derived by multiplying the FY97 per diem by the FY98 inflation rate (1.8 percent).

<sup>71</sup> Per diem figures for FY99 are based on FY99 dollars with inflation built into the projections that were completed on October 31, 1998. Health care costs prior to FY99 include facility costs only. Effective FY99, per diems include all health care costs. To examine health care per diems exclusively refer to Appendix J.

<sup>72</sup> Data Source: Per Diem Cost Report for Adult Correctional Facilities prepared by the department's Financial Services unit.

<sup>73</sup> CIP is the Challenge Incarceration Program. Phase One of CIP is the incarceration phase of the program, which houses males and females at the Minnesota Correctional Facility at Willow River.

<sup>74</sup> Data Source: CCA Chargeable Summary "Use of Institutions" report prepared by the department's Financial Services unit. Effective January 1, 1999, all juvenile facilities will develop annual per diems based on the juvenile correctional services market rate in accordance with cost-effectiveness and competition. The Red Wing facility will be charging costs of confinement, excluding education costs, and the Sauk Centre facility will be charging costs of programming based on the market rate per diem as a fee-for-service facility. Effective January 1, 1999, the following per diems will be charged for juveniles placed at the Red Wing and Sauk Centre juvenile facilities: Red Wing – Prepare including the Chemical Dependency Program = \$131.62, Sex Offender Program = \$189.49, and Detention Services = \$127.15; and Sauk Centre – Corrections Program = \$135.00, Mental Health Program = \$255.00, and Detention Services = \$135.00. These per diems exclude education costs.

<sup>75</sup> Thistledeew Camp, a fee-for-service program for juveniles not committed to the commissioner of corrections, charges the cost of programming in the county contract rate, which is based on the market rate for similar services. The Wilderness Endeavors program was added to Thistledeew Camp in March 1997.

**APPENDIX J**

**HEALTH CARE PER DIEMS  
BY FISCAL YEAR**

<b>FACILITY/PROGRAM</b>	<b>FY94</b>	<b>FY95</b>	<b>FY96</b>	<b>FY97</b>	<b>Calculated Baseline<sup>76</sup></b>	<b>FY98</b>	<b>Budgeted FY99</b>
<b>Adult Males</b>							
Stillwater	-----	-----	-----	-----	-----	-----	\$8.66
St. Cloud	-----	-----	-----	-----	-----	-----	\$9.93
Lino Lakes	-----	-----	-----	-----	-----	-----	\$8.95
Red Wing	-----	-----	-----	-----	-----	-----	\$8.31
Moose Lake	-----	-----	-----	-----	-----	-----	\$9.16
Willow River/CIP	-----	-----	-----	-----	-----	-----	\$8.25
Oak Park Heights	-----	-----	-----	-----	-----	-----	\$12.56
Faribault	-----	-----	-----	-----	-----	-----	\$9.59
Contract Facility	-----	-----	-----	-----	-----	-----	\$5.02
ICWC	-----	-----	-----	-----	-----	-----	\$5.02
Work Release	-----	-----	-----	-----	-----	-----	\$5.02
<b>Average Adult Male Health Care (HC) Per Diem</b>	-----	-----	-----	-----	-----	-----	<b>\$9.20</b>
<b>Adult Females</b>							
Shakopee	-----	-----	-----	-----	-----	-----	\$11.19
Willow River/CIP	-----	-----	-----	-----	-----	-----	\$8.86
Work Release	-----	-----	-----	-----	-----	-----	\$5.02
<b>Average Adult Female Health Care Per Diem</b>	-----	-----	-----	-----	-----	-----	<b>\$10.67</b>
<b>Total Adult Per Diem<sup>77</sup></b>	-----	-----	-----	-----	-----	-----	<b>\$9.28</b>
<b>Committed Juveniles</b>							
Red Wing	-----	-----	-----	-----	-----	-----	\$8.31
Sauk Centre	-----	-----	-----	-----	-----	-----	\$8.19
<b>Committed Juvenile HC Per Diem</b>	-----	-----	-----	-----	-----	-----	<b>\$8.26</b>
<b>Other Juveniles</b>							
Thistledeew Camp	-----	-----	-----	-----	-----	-----	\$5.91
<b>Overall HC Juv. Per Diem</b>	-----	-----	-----	-----	-----	-----	<b>\$7.90</b>
<b>Overall HC<sup>78</sup> Per Diem</b>	<b>\$8.92</b>	<b>\$9.39</b>	<b>\$11.09</b>	<b>\$9.64</b>	-----	<b>\$10.62</b>	<b>\$9.28</b>

<sup>76</sup> Effective FY99, the methodology for calculating health care per diems was modified; hence baselines are not available.

<sup>77</sup> The health care per diems for FY94 through FY98 were available in aggregate form. Effective FY99, health care per diems became available for each Minnesota correctional facility.

<sup>78</sup> This figure does not include Thistledeew Camp. The overall health care per diem with Thistledeew Camp is \$9.21. The data source for the overall health care per diem for FY94 through FY99 was the Health Care Expenditures General Fund Report FY1986-1999.

**APPENDIX M**

**COMMUNITY SERVICE PARTICIPATION  
BY FISCAL YEAR**

<b>ADULT POPULATION<sup>85</sup></b>	<b>FY94</b>	<b>FY95</b>	<b>FY96</b>	<b>FY97</b>	<b>Calculated Baseline</b>	<b>FY98</b>	<b>Projected FY99<sup>86</sup></b>
Number of offenders participating in STS <sup>87</sup>	9,771	11,698	13,027	14,548	12,261	23,253	24,686
Number of offenders successfully completing STS	7,502	8,446	9,633	10,997	9,144	13,465	14,138
Percent successful completion or currently in STS <sup>88</sup>	88%	88%	89%	87%	88%	89%	93%
Hours worked by STS crews	636,724	763,473	789,518	887,928	769,411	961,493	1,009,567
Dollar benefit (in millions) Rate = \$5 per hour	\$3.2	\$3.8	\$4.0	\$4.4	\$3.9	\$4.8	\$5.0
Number of jail days saved by using STS <sup>89</sup>	41,573	50,738	51,196	52,924	49,098	55,352	58,119
Benefit of jail days by using STS (in millions)	\$1.9	\$2.3	\$2.5	\$2.6	\$2.3	\$2.7	N/A
Number of Community Service Work <sup>90</sup> (CSW) hours	28,190	27,908	29,903	35,121	30,281	25,201	N/A
CSW Dollar equivalency Rate = \$5 per hour	\$140,950	\$139,540	\$149,515	\$175,605	\$151,403	\$126,005	N/A

<sup>85</sup> The Juvenile Services Division plans to capture the following community service information in COMS: the number of offenders participating in community service activities, the number of community service hours worked, and the dollar equivalency of this work. Juvenile offenders participate in community service activities including: speaking engagements in the community, cleaning a public boat access area and campgrounds, planting flowers in a community park, historical cemetery clean-up in Frontenac, Villa Maria projects, and the Adopt-a-Highway program. Juveniles may be engaged in activities with elderly and independent living senior citizens at Seminary Home, Hi-Park, and Jordan Towers. Some juvenile residents work with youth with closed-head injuries at the Red Wing Health Center. Juveniles may also work with the First Lutheran food shelf, Channel One food distribution, and Missing Children of Minnesota projects.

<sup>86</sup> If the funding increase is approved by the Legislature, the department projects a five percent increase (over FY98) in performance levels on these measures for FY99 and FY00; if not approved, the projections will remain at FY98 levels.

<sup>87</sup> The number of offenders participating in the STS program includes offenders on STS's Institution Community Work Crews.

<sup>88</sup> Offenders complete STS by successfully meeting obligations set by the court including serving a period of incarceration, fine payment, and/or satisfaction of probation sanctions.

<sup>89</sup> By utilizing STS, a greater number of jail beds are available to be used by the counties.

<sup>90</sup> Data Source: Field Services Collection Records report. These figures may include STS in some districts.

**APPENDIX N**

**RESTITUTION PAYMENTS<sup>91</sup> BY FISCAL YEAR**

<b>ADULT POPULATION<sup>92</sup></b>	<b>FY94</b>	<b>FY95</b>	<b>FY96</b>	<b>FY97</b>	<b>Calculated Baseline</b>	<b>FY98</b>	<b>Projected FY99<sup>93</sup></b>
Offenders in DOC-Operated Facilities	\$213,454	\$224,747	\$236,886	\$335,136	\$252,556	\$409,890	\$430,385
Offenders on Work Release	\$17,524	\$21,324	\$26,604	\$34,202	\$24,914	\$37,179	\$39,038
Offenders on Probation <sup>94</sup>	\$1,011,076	\$1,022,501	\$1,387,107	\$1,321,248	\$1,185,483	\$1,197,575	\$1,257,454
<b>Total Restitution Collected</b>	<b>\$1,242,054</b>	<b>\$1,268,572</b>	<b>\$1,650,597</b>	<b>\$1,690,586</b>	<b>\$1,462,953</b>	<b>\$1,644,644</b>	<b>\$1,726,876</b>

<sup>91</sup> The department collects restitution for adult offenders per Statute . . .

<sup>92</sup> The adult restitution data is captured in the Field Services unit's Collection Records report. Juvenile restitution data is not centrally maintained. The Corrections Operations Management System will improve the processes of data collection and analysis for both adult and juvenile restitution information. The Juvenile Services Division is anticipating collecting the following information: the number of restitution cases and the number/percent of restitution goals completed.

<sup>93</sup> The FY99 projections were based on a five percent increase in restitution payments.

<sup>94</sup> Data Source: Field Services Collection Records report.

## APPENDIX O

### LEGISLATION ASSOCIATED WITH PERFORMANCE REPORTING

Minnesota Statutes 1996, section 15.91, subdivision 2, is amended in 1998 to read:

Subd. 2. PERFORMANCE REPORTS. By January 2 of each odd-numbered year, each agency shall issue a performance report that includes the following:

- (1) the agency's mission;
- (2) the most important goals and objectives that support the agency's mission; and
- (3) the most important measures for goals and objectives listed in the report, with data showing actual performance relative to these measures

Each agency shall send a copy of its performance report to the speaker of the house, president of senate, legislative auditor, and legislative reference library, and provide a copy to others upon request.

The commissioner of finance shall ensure that performance reports are complete, succinct, accurate, and reliable and compiled in such a way that they are useful to the public, legislators, and managers in state government.

The legislative auditor shall periodically review and comment on selected performance reports.

Minnesota Statutes 1998, section 241.016 Agency performance reporting; recidivism analysis.

The report required by section 15.91 must include an evaluation and analysis of the programming in all department of corrections facilities. This evaluation and analysis must include:

- (1) a description of the vocational, work, and industries programs and information on the recidivism rates for offenders who participated in these types of programming;
- (2) a description of the educational programs and information on the recidivism rates for offenders who participated in educational programming; and
- (3) a description of the chemical dependency, sex offender, and mental health treatment programs and information on the recidivism rates for offenders who participated in these treatment programs.

The analysis of recidivism rates must include a breakdown of recidivism rates for juvenile offenders, adult male offenders, and adult female offenders.

## APPENDIX P

### PROGRAM DESCRIPTIONS

Refer to attached documents for program information:

- Backgrounder: Work Release Program
- Education Programs (includes vocational information)
- Backgrounder: MINNCOR Industry Programs
- Chemical Dependency Programs
- Programs for Sex Offenders

### *Some basic facts about work release...*

- ✓ For several decades work release has served as one of the fundamental elements of Minnesota's state and local corrections systems. Work release is an excellent method of helping offenders make successful transitions from prison to the community.
  
- ✓ There is empirical research which suggests a positive association between employment and an offender's decision to not commit additional crimes.
  
- ✓ Two years after successfully completing the department's work release program, participants returned to prison less than half as often as other offenders placed on supervised release.
  
- ✓ Only two percent of offenders on work release committed new offenses while participating in the program.
  
- ✓ Work release is cost-effective. Offenders reside in community-based correctional facilities for an average cost of less than \$40 per day versus the cost in a correctional institution which is averaging approximately \$85 per day.
  
- ✓ Offenders on work release help offset other costs. During the 1996-97 biennium, offenders on work release paid nearly \$450,000 in room and board and paid approximately \$66,000 in restitution to crime victims.

# Education Programs

**Introduction** — The Minnesota Department of Corrections provides a range of educational programs for offenders incarcerated in state correctional facilities. Literacy, critical thinking skills, life and social skills, vocational training and higher education are delivered to about half of all inmates during their incarceration. Our goal is to assist inmates in their move to more productive lives through education. Following is a summary of education programs by facility.

## **Minnesota Correctional Facility-Willow River/Moose Lake**

**Moose Lake** — Academic and vocational education are significant components of the curriculum at this site. Instruction includes elective courses, social skills, remedial education, and preparation courses for GED testing. Strong emphasis is placed on courses which include critical thinking and transition skills (Pathfinders). Students may enroll in vocational courses offered onsite by Pine Technical College in horticulture or building care/maintenance. General and related education courses are also offered onsite and via interactive television to parallel diploma programs at Pine Technical College. Emphasis is placed on development of entry-level vocational skills, social skills, and computer literacy skills which prepare students for return to the community. Students may also enroll in a barber program, which is a continuation of the program at St. Cloud.

**Willow River** — Education programming is a primary emphasis at the institution phase of the department's Challenge Incarceration Program (CIP). Although the main focus is on literacy and GED completion, all offenders participate in education programming during their six-month stay. Inmates are tested upon arrival and retested prior to graduating from CIP, allowing academic achievement to be monitored. Staff collaborate with students to develop individual education plans including overall education goals, two-month goals and weekly goals. All offenders attend instruction where they learn to solve problems, manage emotions, think creatively, and improve social skills. Staff are responsible for integrating and development of critical thinking skills into all aspects of the offenders' daily routine.

*Population:* Adult males and females

*Average education enrollment:* 185 full-time, 94 part-time

*Information contact:* Gary Suhr — 218/485-5025

Minnesota Correctional Facility-Willow River/Moose Lake  
1000 Lakeshore Drive, Moose Lake, Minnesota 55767

## **Minnesota Correctional Facility-Faribault**

Programs are offered in general education, vocational education, and independent study where inmates may earn diplomas or certificates from an accredited high school, technical college or GED equivalency. The Minnesota Career Information System is used by inmates to plan vocational careers, and INVEST prerelease classes are offered through a transition agent to teach and practice job-seeking skills, interviewing techniques and resume preparation. Vocational and academic programs are offered by licensed staff during eight-hour school days. Students in building care, cabinet-making, engineering drafter, horticulture, small business management and upholstery earn diplomas or certificates from Minnesota South Central Technical College. Art/woodcarving, computer applications and general education credits are also earned.

Literacy program students work to improve math, reading and writing skills. Developmental and remedial instruction is provided in adult basic education, high school diploma and GED programs.

A federal grant program called Literacy, Lifeskills, Training and Transition targets inmates with math and reading scores below the eighth-grade level. They receive programming for half a day to increase literacy skills, and on-the-job training for the other half to gain employment skills. A second federal grant program, Learn to Earn, offers training programs in contract cleaning and management, HIV and AIDS instructor, painting, computer repair, forklift operator, boiler operator's license, and autobody repair.

Also available are programs such as FATHEREAD, critical thinking, and life skills training.

*Population:* Adult males

*Average education enrollment:* 270 full-time, 40 part-time

*Information contact:* JoAnn Akemannchein — 507/334-0753

Minnesota Correctional Facility-Faribault  
1101 Linden Lane, Faribault, Minnesota 55021

## **Minnesota Correctional Facility-St. Cloud**

Inmate students are encouraged to earn either a GED or diploma. For those inmates whose skill level places them in the department's literacy target group, special programs are in place to assist and encourage them to improve their skills. Students with special educational needs are identified and educated in the least restrictive environment. Inmates are offered programs in parenting and critical thinking skills. A college-level program is available through St. Cloud State University. Artistic programs in the areas of art and music are available, as are full information media services.

Vocational programs are taught by technical college-licensed instructors, are credit-based and, like all other educational programs, are open entry/open exit. Documentation of completed coursework is available, upon request, to aid in the inmate's transition to the community. In all education programs, primary emphasis is placed on developing self-esteem, good work habits, interpersonal relations, entry-level job skills and job-seeking/keeping skills.

*Population:* Adult males

*Average education enrollment:* 250 full-time, 125 part-time

*Information contact:* Bruce Hanson — 320/240-3062

Minnesota Correctional Facility-St. Cloud  
Box B, St. Cloud, Minnesota 56302

## **Minnesota Correctional Facility-Lino Lakes**

The facility's education department provides a full day program and evening educational opportunities after inmate work hours. Academic services include testing, counseling, and general and law library services. Programming in academic and vocational education is also available. Academic education includes literacy, English as a second language, GED preparation and higher education. A course in critical thinking skills is an integral part of the program.

Stop the Revolving Door, a pre-release program, provides assistance to inmates preparing for release. FATHEREAD, a family literacy program, and Families First! teach parenting skills.

Vocational programming in culinary arts is offered through a contract with Century College. In addition, Century's distance-learning program provides opportunities to complete introductory courses in the areas of accounting, carpentry and cabinet-making, stationary engineering, horticulture, plant maintenance, refrigeration and air conditioning, electrical maintenance and wiring.

*Population:* Adult males

*Average education enrollment:* 50 full-time, 140 part-time

*Information contact:* Francina Carter — 612/717-6102

Minnesota Correctional Facility-Lino Lakes  
7525 Fourth Avenue, Lino Lakes, Minnesota 55014

## **Minnesota Correctional Facility-Stillwater**

The facility's education department provides testing, counseling, library services, and programming in academic and vocational education. Academic education includes literacy, adult basic education, GED, and higher education. Inmate tutors are specially trained and supervised to assist with literacy instruction.

Higher education opportunities are provided through Inver Hills Community College. Art instruction is available. Critical thinking skills classes are offered. Vocational programs include certified courses in welding, machine technology, microcomputer specialist, carpentry, horticulture, and building cleaning and care offered through a contract with Century Community and Technical College. A contract with ReEntry Services provides pre-release and transition programming.

*Population:* Adult males  
*Average education enrollment:* 310 full-time, 110 part-time  
*Information contact:* Billy T. Morehead — 612/779-2786  
Minnesota Correctional Facility-Stillwater  
Box 55, Stillwater, Minnesota 55082

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### **Minnesota Correctional Facility-Oak Park Heights**

The facility's education department provides full-time and part-time programs in literacy; English as a second language; adult basic education; GED preparation; vocational exploration/readiness; developmental/remedial classes (Bridge Program); selected higher education courses; and special topics classes, i.e., critical thinking skills, anger management and lifestyle change. Classes are taught in the education and mental health units and throughout the institution via television. The education department provides testing, counseling, and general and law library services. Contracting is done through Inver Hills Community College, other private and public colleges and universities in the metro area, and through local school districts. Carefully selected inmate tutors are trained and supervised to assist in education programs.

*Population:* Adult males  
*Average education enrollment:* 45 full-time, 25 part-time  
*Information contact:* Eileen Welsh — 612/779-1412  
Minnesota Correctional Facility-Oak Park Heights  
Box 10, Stillwater, Minnesota 55082

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### **Minnesota Correctional Facility-Shakopee**

The facility's education department provides testing, counseling, library services, and programming in academic and vocational education. Academic education includes literacy, English as a second language, adult basic education, GED preparation, and higher education. Vocational education includes instruction in electronic office, electronic publishing, horticulture, and construction technology. Art programming in photography and painting/drawing is also provided.

An interactive television linkage with Hennepin Technical College provides instruction in electronic publishing and mathematics. Some students who meet specific criteria are permitted to attend classes at Hennepin Technical College.

*Population:* Adult females  
*Average education enrollment:* 20 full-time, 140 part-time  
*Information contact:* Thomas M. Daly — 612/496-4481  
Minnesota Correctional Facility-Shakopee  
1010 West Sixth Avenue, Shakopee, Minnesota 55379

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### **Minnesota Correctional Facility-Red Wing**

The Red Wing facility provides separate treatment and educational programs to juvenile and adult residents. Juvenile treatment programs, designed to assist residents in identifying and resolving criminal attitudes, beliefs and behaviors, are closely integrated with educational programs.

Juvenile residents are required to attend high school classes. Individualized instruction is utilized extensively in the classroom due to the wide range of educational levels. In addition to core area subjects, instruction is available in special education classes, critical thinking skills, social and problem-solving skills, art, physical education, driver education, and vocational experiences in drafting, welding, auto mechanics, food service, printing, construction trades and graphic arts. Partnerships with Red Wing-Winona Vocational College are being established to certify classes offered at the facility and to provide additional vocational classes at the college for facility residents. Students have the opportunity to earn GED certification or a high school diploma. Extensive testing and Minnesota Career Information System (MCIS) computer software aid the student in career planning.

The adult reentry program provides services to adult male residents who require a minimum-security setting. All residents learn job skills in work-related experiences. These areas involve greenhouse/landscaping, food preparation, cabinetry and building maintenance. Residents also can take advantage of literacy instruction, GED preparation, parenting instruction, and MCIS vocational planning software. *Red Wing will house juvenile males only by July 1999.*

*Population:* Juvenile and adult males  
*Average education enrollment:* 110 juveniles and 65 adults  
*Information contact:*  
Robert Svihel — 612/267-3600  
Minnesota Correctional Facility-Red Wing  
1079 Highway 292, Red Wing, Minnesota 55066-2833

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### **Minnesota Correctional Facility-Sauk Centre**

Juvenile students participate in a wide variety of educational programming. Basic skills improvement is the core of the educational program supported by remedial tutoring (Chapter 1), prevocational exploration, and special education (learning disabled, emotional/behavioral disordered, and mildly mentally handicapped). Included in basic skills are critical thinking skills, anger management, and other cognitive skills classes. Additional special programs designed to develop individual assets of the student include art, independent living, law-related education, foods/nutrition, driver education, sex education (including HIV risk reduction), woods, electronics, robotics, plastics, mass media, computer applications, and sewing.

Students can pursue a standard high school diploma or the GED within the basic skills curriculum. Each student has an individualized plan with emphasis on preparation for successful community reentry. Educational assessments (academic and vocational) are completed using standardized testing instruments coupled with various questionnaires and surveys. School-to-school and school-to-work transitional services are available.

*Sauk Centre will become a fee-for-service facility in January 1999. Legislation passed in 1998 requires that education costs incurred at the facility be charged back to residents' local school districts.*

*Population:* Juvenile males and females  
*Average education enrollment:* 115 full-time  
*Information contact:* William Klundt — 320/352-1141  
Minnesota Correctional Facility-Sauk Centre  
Box C, Sauk Centre, Minnesota 56378-0500

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### **Thistledeew Camp**

Thistledeew Camp is a unique educational facility which includes a high-adventure wilderness experience. The camp operates on per diems paid by resident counties and school districts. The goal of the camp's education program is to provide individualized education commensurate with each student's needs.

Thistledeew provides educational resources for youths at various academic levels. Teachers, who are certified in special learning difficulties or emotional behavioral disorders, work with students to improve math, reading, and writing skills. Some students prepare for GED tests while others continue coursework required by schools in their home communities. Driver's education is offered for eligible students. Vocational exploration and assessment are integral parts of education programming. Additional electives include wood shop, industrial synthetics, field science, photography, and small engines.

*Population:* Juvenile males  
*Average education enrollment:* 46 full-time  
*Information contact:* John Nylund — 218/376-4411 or 4488  
Thistledeew Camp  
Box W-10, HCR 3, Togo, Minnesota 55723

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### **Education Coordination**

An education coordinator has departmentwide responsibility for centralized coordination, planning, and implementation of educational services for all facilities.

*Information contact:*  
Roger Knudson, Education Unit — 612/642-0244  
Minnesota Department of Corrections  
1450 Energy Park Drive, Suite 200, St. Paul, Minnesota 55108-5219

1450 Energy Park Drive, Suite 200  
St. Paul, Minnesota 55108-5219  
612/642-0200 — January 1998

December 31, 1998

### Correctional Industries

Correctional industries represents an important and beneficial program in the Minnesota Department of Corrections (DOC). In addition to its value in preparing inmates with the work skills and habits essential to their success upon release, prison industry work programs serve an important role in assisting prison administrators in the day-to-day management of over-crowded institutions.

Prison industries by their very nature combat inmate idleness and reduce costly disruptive behavior, thereby significantly contributing to the maintenance of a safe and secure environment for both staff and inmates.

Many inmates enter prison lacking the basic job skills and work habits necessary for success. Work programs offer inmates the opportunity to acquire the specific knowledge and behavior necessary to succeed as law-abiding and productive citizens.

These programs provide inmates the chance to learn marketable job skills and to develop a sound work ethic, while fostering self-confidence, pride and self-esteem.

While inmates are paid for their labor, prison industry guidelines provide for financial deductions/contributions from their wages. Monies earned by inmates are subject to a variety of mandatory deductions, depending upon the specific kind of work program and amount of wages earned.

Inmates are generally required to pay all federal and state taxes, forfeit a portion of their wages for the cost of their incarceration, provide financial assistance to their dependents, contribute to victim's compensation and/or restitution, and assist in the expense of special inmate programs.

### Creating MINNCOR

In June of 1994, the DOC created MINNCOR Industries, a centralized organizational structure for the correctional industry programs operating in seven institutions.

Recognizing the need to operate as one cohesive business unit, MINNCOR began implementing plans such as consolidating business responsibilities, evaluating cost centers and product pricing, improving customer service, developing sales materials, and forming a management team and a Board of Directors.

Minnesota has traditionally viewed correctional industries as a program and strived to expose as many inmates as possible to the work experience.

MINNCOR is very proud of the fact that it employs approximately 18% of the inmate population, or almost three times the national average. This high employment level has greatly contributed to Minnesota's success in reducing inmate idleness and operating prisons that are relatively safe and free of violence.

MINNCOR is now working from a five-year strategic plan to become self-sufficient with no cost to the taxpayers. This plan was prepared with input from the DOC, MINNCOR staff, legislators, labor organizations, the Board of Directors, and the Advisory Board.

### Mission Statement

To provide quality products on time, building a loyal customer base.

#### Objectives

- Reduce inmate idleness creating safer prisons
- Restore the offender and community
- Operate a financially self-sufficient program

### Strategic Plan

MINNCOR has these important goals in its strategic business plan:

- To provide inmates meaningful and realistic work experiences
- To produce a quality product, on time, building a loyal customer base
- To maximize inmate assignments
- To utilize sound business practices and become self-sufficient by FY03
- Increase sales by 10 percent per year
- Increase inmate assignments by 5 percent per year
- Continue to develop private/public partnerships
- Produce business plans and a comprehensive marketing plan for all business units

### Legislative Initiatives

#### Fiscal Year 1998 Follow-up

MINNCOR implemented the mandated State Use Task Force. Members include representatives from all larger state agencies, cities and counties, the University of Minnesota, colleges and universities, and school districts. The objective of the Task Force is to work together to increase sales for five years by 15 percent per year in each market.

#### Fiscal Year 1999

MINNCOR will seek passage of a bill that eliminates sales tax for all public sector purchases from MINNCOR.

### Management Team

<b>CEO</b>	Daniel A. Ferrise
<b>Directors</b>	
Marketing	Marnie Kittelson
Sales	Guy Piras
Operations	Larry Lindstrom
Finance	Paul Anderson

1-800-MINNCOR (646-6267)

**Overview of Minnesota Correctional Facility Industry Programs**

**Moose Lake**

FY98 sales	\$2,500,000
Inmate assignments	134
Industry square feet	72,000
Security level	Medium-3

Garments, wood products, printing, signage, mattresses, subcontract work

**St. Cloud**

FY98 sales	\$3,200,000
Inmate assignments	72
Industry square feet	18,000
Security level	Close-5

Printing, license plates, stickers, subcontract work

**Lino Lakes**

FY98 sales	\$67,000
Inmate assignments	45
Industry square feet	6,000
Security level	Medium-3

Expansion folders, classification folders, subcontract work

**Stillwater**

FY98 sales	\$7,700,000
Inmate assignments	263
Industry square feet	464,000
Security level	Close-5

Metal products, farm machinery, wood products, furniture, upholstery, system furniture, distribution and installation services, warehousing, subcontract work

**Oak Park Heights**

FY98 sales	\$910,000
Inmate assignments	111
Industry square feet	30,000
Security level	Maximum-6

Expansion and classification folders, looseleaf binders, sewn products, subcontract work

**Shakopee**

FY98 sales	\$530,000
Inmate assignments	104
Industry square feet	29,000
Security level	Min/Max-5

Data processing, assembly, market research, telemarketing, sewn products, subcontract work

**Faribault**

FY98 sales	\$2,800,000
Inmate assignments	154
Industry square feet	114,000
Security level	Medium-3

Furniture, plastics, auto refurbishing, cleaning products, subcontract work



**Cooperative Employment Initiative**

The Minnesota Department of Corrections (DOC) and the Minnesota Department of Economic Security (MDES) have partnered and established an Inmate Job Placement Task Force.

The purpose of the task force is to utilize the well-established resources of the MDES Work Force Centers to provide job placement services to ex-offenders as they are released back into our communities.

This service will also allow the DOC to track ex-offenders as they transition into the community and monitor their employment success. It will provide data as to the type of work obtained and

compare it to the type of work for which they were trained while incarcerated. The DOC will also begin to establish data that tracks the rate of pay earned by released offenders.

This valuable information will enable the DOC to monitor and adapt the type of programming made available to ex-offenders to minimize costly recidivism.

Although in its infancy, the task force has already identified ways that shared resources can be utilized to meet these objectives without adding significant expense.

Task force initiatives have led to discussions with private sector employers that encourage public/private partnerships with MINNCOR. These partnerships are geared to offer the resource of labor available within our prisons to companies that cannot recruit a sufficient workforce and are forced to look outside the state, or even outside the country, to meet their production needs.

These public/private partnerships provide a win-win opportunity for all, as inmate idleness is reduced and employers are able to meet their production schedules. We look forward to continued success in future meetings.

## Introduction

Alcoholics Anonymous (AA) groups are available to adult inmates and juvenile residents in all department facilities, along with preventive and educational services. Chemical health at the juvenile facilities focuses on individual chemical use assessment, goal development, counseling, referral, and evaluation.

All adult male and female offenders committed to the Department of Corrections currently receive a clinical diagnostic assessment to determine the need for chemical dependency services. This information will allow the department to determine who is chemically dependent, who is in need of service, and the level of care required.

## Minnesota Correctional Facility (MCF)-Faribault

*New Dimensions* is a nine-month residential chemical dependency program at the Faribault facility. The program provides a continuum of care from an education program to primary treatment, post-primary and self-help support groups. The program has a capacity of 100 inmates and is a full-time work assignment. Other segments of the program provide an appropriate setting to address a wide range of issues including personal history factors and chemical dependency, various relationship and gambling addictions, and relapse prevention.

A major emphasis of the program is development of critical thinking skills. Focus is on education and intervention in dysfunctional thought processes including criminal thinking, aggression, and domestic abuse.

The program's philosophy is based on principles of abstinence. Education, group therapy, individual therapy, and other modalities are used in the program.

*Population:* Adult males

*Information contact:* Michael Coleman

MCF-Faribault

1101 Linden Lane — Faribault, Minnesota 55021-6400  
507/334-0866

## MCF-Lino Lakes

Treatment, Recovery and Independence from Alcohol and Drugs (TRIAD) is a 240-bed substance abuse treatment program which began operations in September 1996. It provides five unique levels of programming, all of which share a common treatment approach. Each program is a separate therapeutic community which addresses treatment issues from a holistic perspective, incorporating the traditional 12-step AA philosophy, with an innovative cognitive-behavioral model and a physical wellness regimen.

Three of the programs, varying in length from 90 days to a year, work with high-risk offenders diagnosed with significant substance abuse problems. A fourth program works with offenders who have been diagnosed chemically dependent and mentally ill. Length of stay in any TRIAD program is determined by time remaining on an offender's sentence, severity of substance abuse, and criminal history. For those offenders who have successfully completed treatment and would benefit from further programming, an aftercare component was created to address long-term issues and provide employment to qualified applicants. These offenders work as janitors, clerks and tutors for TRIAD while participating in relapse prevention programming.

The primary psychological goal of TRIAD is to raise each offender's awareness of his negative thinking and behavior patterns that have resulted in a lifestyle of drug abuse, crime and disregard of societal values. The main social goal is for each offender to then develop a responsible, drug-free

lifestyle. The cognitive behavioral model utilized at TRIAD operates from the premise that how an offender thinks, views the world, what he values, how he reasons, and how he solves problems play an important role in his criminal behavior. The TRIAD model was developed based on research which has shown that prison-based therapeutic communities that address the above areas in offender thinking and behavior in a comprehensive manner have produced positive results, usually leading to a significant reduction in recidivism.

*Population:* Adult males

*Information contact:* Jim Kaul

MCF-Lino Lakes

7525 Fourth Avenue — Lino Lakes, Minnesota 55014  
651/717-6535

## MCF-Red Wing

Substance abuse programming areas are integrated into Red Wing's cognitive/behavioral, psychoeducational, academic, recreational and vocational programs. When substance abuse issues are identified with residents in general programming through a chemical use problem screening, they receive individual prevention goals and ongoing intensive awareness, education and support services.

Residents with substance abuse areas who are assigned to the long-term Prepare program are involved in added extensive assessment for determination of their possible entry into the Residential Substance Abuse Treatment (RSAT) component. Prepare's RSAT component consists of added primary chemical abuse groups, individual counseling, individualized treatment planning, identification of recovery options, relapse prevention, family conferencing and community transitional services. Treatment services are based in a separate living unit with a current capacity of 30 residents. Residents are subject to established drug and alcohol testing policies and procedures.

Community AA/NA self-help support groups are also offered to all residents.

*Population:* Juvenile males

*Information contact:* Steven Larson

MCF-Red Wing

1079 Highway 292 — Red Wing, Minnesota 55066  
651/267-3761

## MCF-St. Cloud

*Reshape* is a 180-day residential program for chemically dependent inmates. The unit is physically separated from the general population; Reshape inmates are housed in a 25-bed dormitory. Reshape's philosophy is based on the principle of abstinence. The program uses a biopsychosocial approach to treatment. This approach includes program elements addressing criminal thinking errors. Program requirements include assigned reading, participation in individual and group therapy, and participation in family night. Individual program plans are devised and monitored for compliance. AA and NA meetings are also available as adjuncts to required group therapy. Meetings occur weekly with volunteer community sponsors.

Reshape staff are also responsible for conducting chemical dependency assessments for all new adult male admissions to the department.

*Population:* Adult males

*Information contact:* Robert Jungbauer

MCF-St. Cloud, 2305 Minnesota Boulevard S.E.

Box B — St. Cloud, Minnesota 56302

320/240-3052

## **MCF-Sauk Centre**

The Sauk Centre Adolescent Substance Abuse Treatment Program (ASATP) offers a group-based program of educational and cognitive growth opportunities for up to 24 residents. Substance abuse services are offered to residents who have a history of chemical abuse and delinquency. There are opportunities for youth to identify, confront and change delinquent behaviors related to chemical use and abuse.

The program offers education, correctional treatment, transition planning and aftercare. Residents are involved in basic education courses with the addition of various cognitive-behavioral components including drug education, critical thinking skills, aggression replacement therapy, grief and loss, and relapse prevention. Correctional programming and treatment includes both individual and group counseling. Individual treatment plans are developed for each resident; these plans incorporate substance abuse issues into peer group programming. Program goals include working with families of delinquent youth to educate them about substance abuse, encouraging support of their child, and recommending prosocial activities.

Research has demonstrated that one of the most significant factors impacting a youth's adjustment upon returning to the community is a comprehensive transition and aftercare plan. ASATP residents participate in a community-based staffing as part of their release plan. The staffing focuses on the precepts of restorative justice, developing wraparound services, setting goals and establishing the necessary support system for a resident's return to their community. Once released, there is a two-month follow-up with each resident by Sauk Centre staff.

Facility residents may attend AA/NA meetings on grounds or in the community. Overall emphasis is to reduce use and abuse of mood-altering chemicals in the expectation that this will result in reduced repetition of delinquent behavior.

The adolescent female program, which is individual treatment-based, supplements the AA/NA involvement with the same cognitive/behavioral components as the ASATP.

*Population:* Juvenile males and juvenile females

*Information contact:* Jim McArdeil

MCF-Sauk Centre

Box C — Sauk Centre, Minnesota 56378  
320/352-1100

## **MCF-Shakopee**

Anthony is the 32-bed living unit and therapeutic community housing *Women's Addiction Services* (WAS). A continuum of care includes a 45-day primary residential addiction treatment focused to challenge thought, behavior and lifestyle; and a holistic approach to learning while living with others uses group and individual therapies, lecture/education and recreation/leisure activities. Continuing or aftercare is provided as relapse prevention education. This 12-week program is designed to strengthen recovery/life skills and reinforce prosocial thinking/behavior. The goal of WAS is to increase the truth of what the inmate knows about the harmful physical, emotional, spiritual and social effects of an addictive style of life and to open to each the possibility of change.

Also available to the general population is a chemical health education class which is included in primary and weekend 12-step support groups with volunteer community sponsors.

*Population:* Adult females

*Information contact:* Barbara Landoe

MCF-Shakopee

1010 West Sixth Avenue — Shakopee, Minnesota 55379  
612/496-4938

## **MCF-Stillwater**

*Atlantis* is a residential chemical dependency treatment program with a capacity of 36 inmates. The goal of *Atlantis* is to assist inmates to make a transition to a chemical and crime-free lifestyle. *Atlantis* uses a multi-disciplinary team consisting of psychology, medical, educational and vocational staff. It is a six-month program, operating since 1977.

Several models of therapy are employed. Reality therapy, rational emotive therapy, and family systems therapy are all used with the abstinence-based, 12-step AA philosophy as a foundation. Group therapy, individual counseling, lectures, films, tapes, and peer interaction all provide addiction information for personal insight and self-evaluation. Specialized focus groups addressing family dynamics and addiction, guilt and shame, criminality, HIV/AIDS education, and personal awareness/responsibility further challenge each client to make positive changes in personal choices.

Continuum of care planning recommendations are made and each client is given specific referral information regarding support groups, relapse prevention groups, and further individual counseling resources available at other correctional facilities and in the community. Those clients who are not eligible for lesser custody transfer or release are encouraged to participate twice weekly in an aftercare group and the AA 12-step support group.

*Population:* Adult males

*Information contact:* Bob Reed

MCF-Stillwater, 970 Pickett Street North  
Bayport, Minnesota 55003-1490  
651/779-2791

## **MCF-Willow River/Moose Lake**

At Willow River, chemical dependency programming is a primary emphasis of the institution phase of the department's Challenge Incarceration Program (CIP). Needs are met through lectures, groups and individual counseling. The program is based on AA's 12 steps. During the program's six-month duration, inmates attend lectures or participate in groups each day.

At Moose Lake, AA and NA are available.

*Population:* Adult males at Moose Lake, and adult males and females at Willow River CIP

*Information contacts:*

— Nancy Stacken, MCF-Willow River/Moose Lake, 1000 Lakeshore Drive, Moose Lake, MN 55767, 218/485-5039

— Timothy Gorr, CIP, 8598 County Highway 61, Willow River, Minnesota 55795, 218/372-3101

## **Thistledeew Camp**

Thistledeew Camp concentrates on providing an educational and confidence-building outdoor survival program. AA programming is provided on a voluntary basis.

*Population:* Juvenile males

*Information contacts:*

Del Luoma and Clayton Gross

Thistledeew Camp

HCR 3, Box W-10 — Togo, Minnesota 55723  
218/376-4411

## **Department Information Contact**

Bruce Clendenen

Program & Policy Monitor - Chemical Dependency

Minnesota Department of Corrections

1450 Energy Park Drive, Suite 200

St. Paul, Minnesota 55108-5219

651/643-3570

# Programs for Sex Offenders

## Introduction

Treatment programming has been provided since 1978 to sex offenders in Minnesota Department of Corrections' facilities. Sex offenders entering the department are immediately assessed to determine programming needs, and a number of different treatment approaches are provided:

- ❑ *Psychoeducational programming* is designed to deal with offenders who minimize or deny their offenses, inmates whose sentences are too short to allow them to enter more intensive treatment, and as an adjunct to therapy provided in department programs.
- ❑ *Intensive/long-term programming* is designed for offenders who have ingrained patterns of sexual offending, chemical dependency issues, and/or long criminal histories.
- ❑ *Alternative programming* is designed for inmates of lower intellectual functioning.
- ❑ *Transitional programming* is provided for offenders serving their last nine months of incarceration to prepare them for return to the community.
- ❑ *Aftercare programming* is provided in the facility for offenders continuing to serve their sentence and for those on supervised release in the community who have completed a department program.

Research demonstrates that program graduates are less likely to reoffend than offenders who are terminated or quit these programs. The department also screens sex offenders before their release from prison to identify the highest-risk sex offenders for possible civil commitment proceedings and/or more structured supervised release.

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## Sex Offender Assessment Unit

### MCF-St. Cloud

After sentencing, adult sex offenders are sent to the department's reception center at the St. Cloud facility. After assessment, specific treatment programming recommendations and directives are determined.

*Information contact:* Maribel Torres-Bertram  
MCF-St. Cloud  
Box B — St. Cloud, Minnesota 56302-1000  
320/240-3057

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## Sex Offender Program

### MCF-Lino Lakes

This multi-track program is designed to meet the needs of both short and long-term adult male offenders. It is housed in two living units with 150 beds. Following an intensive assessment and orientation phase, program participants are assigned to one of six therapeutic tracks.

Programming utilizes psychoeducation, group, individual and family therapy. Both chemical dependency and sexual offender treatment are provided. The goal of the program is to help the offender reduce his risk of reoffending through acceptance of responsibility for his problems; acquisition of new information, insight, cognitive and behavioral change; and development of a reoffense prevention plan.

Consistent with the goal of successful reintegration into society, transitional and aftercare services are provided or arranged for offenders completing the other program components. For those offenders exiting the facility, aftercare services are provided through contracts with agencies in the Twin Cities metropolitan area and outstate Minnesota.

*Capacity:* 150 adult males

*Number participating annually:* approximately 200

*Staff:* 16 clinical staff, 3 case managers, 10 custody staff

*Information contacts:* Robin Goldman

MCF-Lino Lakes

7525 Fourth Avenue — Lino Lakes, Minnesota 55014

612/717-6194

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## Sex Offender Program

### MCF-Willow River/Moose Lake

This is a 60-bed unit at Moose Lake designed for sex offenders in need of long-term intensive treatment as well as those with a history of low social and/or intellectual skills. Referrals are received from other state-operated correctional facilities.

Sex offender assessments, sexual assault education, and therapeutic groups are components of the program. Individual therapy is provided based upon the needs of the offender.

The goal of the program is to reduce the risk of reoffense by helping the offender identify patterns of problematic behavior, take responsibility for those behaviors and develop a relapse prevention plan that includes strategies to deal with future behaviors.

Those offenders needing transitional and/or chemical dependency programming are referred to the sex offender program at Lino Lakes to complete the programming during their final nine months of incarceration.

*Capacity:* 60 adult males

*Number participating annually:* approximately 80-100

*Staff:* five full-time specialized personnel, nine custody corrections officers

*Information Contact:* Nancy Stacken

MCF-Willow River/Moose Lake

1000 Lakeshore Drive — Moose Lake, Minnesota 55767  
218/485-5039

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## Women in Transition Female Sex Offender Program

### MCF-Shakopee

This two to three-year program is divided into four phases. Phase I is the intake evaluation process; phase II consists of individual counseling sessions; phase III consists of group therapy and attendance at psychoeducational programs; and phase IV is follow-up treatment with a community treatment program for 16 weeks after the inmate returns to the community.

The program's focus is holistic with the philosophy that sexual abuse is a symptom or end result of dysfunction(s) in the inmate's life. As a result, the inmate will acknowledge sexually abusive behavior, take responsibility for her crime, make amends where possible, develop understanding of devi-

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ant behavior patterns, learn socially acceptable living patterns and provide an understanding of her self-worth so that she can provide for her restoration to society.

*Capacity:* 16 in phase III

*Number participating annually:* 12

*Staff:* two specialized personnel

*Information contact:* Maureen K. Franz

MCF-Shakopee

1010 West Sixth Avenue

Shakopee, Minnesota 55347-2213

612/496-4468

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### **Juvenile Sex Offender Program**

#### **MCF-Sauk Centre**

This 30-bed residential program for adjudicated juvenile male sex offenders serves offenders who are denied admission to other programs due to age, aggressive behavior(s), previous sex offender-specific program failure, or offense denial. Program admission requires a court commitment to the commissioner of corrections for a sex or sex-related offense. Juveniles from the Red Wing facility who meet admission criteria are transferred to this program.

Programming is based on a group model integrating critical thinking skills training, psychoeducation and individual counseling. Psychoeducation involves elements such as victim awareness, offense prevention, cycle of abuse, grief and loss, social skills development and human sexuality education. Participants maintain a personal journal, completing writing and reading assignments. The program focuses on a continuum of care concept emphasizing aftercare and effective transitioning to community resources.

The program has a research component to evaluate its effectiveness and enhance its methods.

Department juvenile release guidelines establish reference points governing lengths of stay. Each participant has an individualized program plan which must be completed prior to release.

*This program will transfer to the Red Wing facility in 1998.*

*Capacity:* 30 juvenile males

*Staff:* corrections supervisor, three group leaders/caseworkers, 12 corrections officers

*Information contact:* James McArdell

MCF-Sauk Centre

Box C — Sauk Centre, Minnesota 56378

320/352-1100

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### **Programming for Juvenile Sex Offenders**

#### **MCF-Red Wing**

Juvenile sex offenders admitted to the Red Wing facility who meet admissions criteria for the sex offender specific program at Sauk Centre are transferred to the Sauk Centre facility.

Juveniles who do not meet transfer criteria are provided services by a consulting sex offender therapist. These services include assessment, individual and group counseling, and aftercare planning. Residents are referred to these program services most often because they have been sexually abused or because they have previously participated in a sex offender program and have been committed or recommitted for an offense other than sexual misconduct.

*Number participating:* varies with intake, but averages between eight to ten residents at any given time

*Staff:* trained staff and consulting therapist for juvenile sex offenders

*Information contact:* John Handy

MCF-Red Wing

1079 Highway 292 — Red Wing, Minnesota 55066

612/267-3600

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### **Sex Offender Services Unit**

This unit has departmentwide responsibility for centralized coordination, planning and implementation of sex offender programs and services. This includes assisting facilities in conducting assessments of sex offenders, making referrals for civil commitment, assisting programs in tracking referrals, monitoring contracts and grants for treatment and supervision of sex offenders on probation or supervised release, conducting large-scale research on sex offenders placed on probation, institutional research, and training. The unit is also responsible for implementation of the 1996 community notification law.

*Information contact:* Stephen J. Huot, Director  
Sex Offender/Chemical Dependency Services Unit

Minnesota Department of Corrections

1450 Energy Park Drive, Suite 200

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