

Minnesota Sentencing Guidelines Commission
Special Report to the Legislature
January 15, 2008

The Effectiveness of Re-Entry Programs and Drug Courts



Capitol Office Building
525 Park Street, Suite 220
Saint Paul, Minnesota

Phone: 651-296-0144
Fax: 651-297-5757
Email: sentencing.guidelines@state.mn.us
Website: www.msgc.state.mn.us
MN Relay Service TTY: 1-800-627-3529 (ask for 651-296-0144)



Minnesota Sentencing Guidelines Commission Special Report to the Legislature January 15, 2008

Members

Jeffrey Edblad, *Chair, Isanti County Attorney*
Robert Battle, *Citizen Member, St. Paul*
Darci Bentz, *Public Defender, Fairmont*
Kari Berman, *Citizen Member, Minneapolis*
Edward Cleary, *District Court Judge, Ramsey County*
Joan Fabian, *Commissioner of Corrections*
Brad Gerhardt, *Sheriff, Martin County*
Tracy D. Jenson, *Probation Officer, Washington County*
Connie Larson, *Citizen Member, Waseca*
Helen Meyer, *Justice, Minnesota Supreme Court*
Gordon Shumaker, *Judge, Court of Appeals*

Staff

Isabel Gomez, *Executive Director*
Bethany Habinek, *Research Analyst*
Jeffrey P. Holtz, *Research Analyst*
Jacqueline Kraus, *Research Analysis Specialist*
Linda McBrayer, *Management Analyst 4*
Jill Payne, *Senior Research Analyst*
John Scriver, *Research Analyst Intermediate*
Christina M. Smith, *Office & Administrative Specialist*
Anne Wall, *Senior Research Analyst*

Table of Contents

Introduction	1
Evaluation Overview	2
Evaluating Minnesota’s Drug Courts	4
Re-Entry Services and Programs	7
Conclusion and Recommendations	10
APPENDICES	
Appendix A: Legislative Mandate to Commission	14
Appendix B: Operational Drug Courts	15
Appendix C: Counties Planning Drug Courts	16
Appendix D: Drug Court Funding	17
Appendix E: DCI Advisory Committee	18
Appendix F: State Drug Court Evaluation Committee	20
Appendix G: Re-Entry Funding	21
Appendix H: MCORP Steering Committee	23
Appendix I: Re-Entry Projects and Grants	25
Bibliography	29

Introduction

The 2007 Legislature mandated the Minnesota Sentencing Guidelines Commission (MSGC) to study the effectiveness of re-entry programs and drug courts. It shall assess the impact drug courts and specified programs have on recidivism. The Commission is to collaborate with the Department of Corrections (DOC) and the State Court Administrator's Office (SCAO) to file a preliminary report by January 15, 2008. A final report is due January 15, 2009 (see, Appendix A: Legislative Mandate to Commission).

This mandate demonstrates the Legislature's commitment to evidence-based practices, which require that state-funded correctional initiatives demonstrate through appropriate data collection and evaluation that they are increasing public safety by reducing recidivism.

The following interim report summarizes the drug court and re-entry evaluation efforts underway in Minnesota. It also sets out some key points to consider when designing and carrying out evaluation that is adequate to measure the effectiveness of publicly-funded programs that aim to decrease crime by increasing offenders' capacity and willingness to build healthy lives.

Evaluation Overview

“Evaluation is a systematic, objective process for determining the success of a policy or program. It addresses questions about whether and to what extent the program is achieving its goals and objectives.”¹

Evidence-based practices are those which are proven effective. If criminal justice programs are tested and upheld using rigorous evaluation, they can be instituted as evidence-based.² Evaluation helps identify a program’s impact and whether or not it is successful and cost-effective.³

Experimental evaluation design randomly assigns candidates to the program for treatment or to a control group.⁴ This method controls for relevant differences between those people who receive services (i.e., the “treatment” group) and those who do not (i.e., the “control” or “comparison” group).⁵ Furthermore, random samples are the standard for drug court evaluations.⁶

While experimental designs are rigorous and preferable, they can be costly; some would even argue impractical because they deprive people of services. In fact, alternatives to experimental design (quasi-experimental design) using comparison groups are applied more often than not in criminal justice research.⁷

Instead of random assignment, quasi-experimental designs rely on comparison groups found to be similar to program participants (e.g., a waiting list; a cohort from another jurisdiction where the program does not exist; a historical group from before the program was established).⁸

With both designs, selection biases must be avoided. These are potential biases which are “introduced into a study by the selection of different types of people into treatment and comparison groups. As a result, the outcome differences may potentially be explained as a result of pre-existing differences between the groups, as opposed to the treatment itself.”⁹

¹ Bureau of Justice Assistance. (2007a).

² Aos, S. (2006a). p. 1.

³ Council of State Governments. (2005). p. 92 and p. 438.

Bureau of Justice Assistance. (2007c).

⁴ Bureau of Justice Assistance. (2007b).

⁵ Aos, S. (2006b), p. 23.

⁶ Bureau of Justice Assistance. (2007b).

⁷ Council of State Governments. (2005). p. 93.

⁸ Ibid.

Bureau of Justice Assistance. (2007b).

⁹ Bureau of Justice Assistance. (2007a).

Methods may also suffer unless comprehensive management information systems are in place, allowing for efficient and uniform collection and retrieval of key participant data (e.g., admission date, substance abuse history, criminal history record, and participant's status in the program).¹⁰

Of course, one of the foremost reasons to undergo evaluation is to determine whether or not a program is effective and if the benefits outweigh the costs (i.e., Do drug court participants' re-offend less often than those on traditional probation? Do re-entry programs increase public safety and reduce costs to society?). In the simplest terms, this is determined by taking the program's total cost (i.e., direct expenses, staff and other resources, purchased services, donations, and capital costs), averaging the cost per participant, and dividing it by the number of participants served.¹¹

In practice, rigorous cost-benefit analyses are far more labor intensive and time consuming. In a proposed cost-benefit methodology for Minnesota's drug courts done by NPC Research, Inc., it is suggested that the process typically takes 18 months to 3 years.¹² A four-year costs and benefits study of California's Drug Courts by NPC Research, Inc., was performed in three phases: 1) Methodology and protocols for cost evaluation were developed and tested on three drug courts; 2) These methods were further applied to an additional six courts and a Cost Self Evaluation Tool (CSET) was developed for use by individual drug courts to conduct their own cost assessments; and 3) Statewide implementation of CSET.¹³

¹⁰ Bureau of Justice Assistance. (2007b).

¹¹ Council of State Governments. (2005). p. 93.

¹² NPC Research, Inc. (July 2007). p. 16.

¹³ California Administrative Office of the Courts, Center for Families, Children & the Courts (May 2006).

Evaluating Minnesota's Drug Courts

The development of drug courts began in the late 1980s. Miami, Florida established the first drug court in 1989 with the goal of “reducing substance abuse and criminal behavior while also freeing the court and corrections systems to handle other cases.”¹⁴ A 2006 review of 56 adult drug court evaluations from the United States and other English-speaking countries revealed a 10.7 percent reduction in the recidivism rates of drug court participants.¹⁵

The establishment of Minnesota's drug courts is part of a national trend. As a response to rising numbers of drug-related criminal cases and expanding rates of incarceration, drug courts have become a popular alternative to the traditional court system.¹⁶

There are 24 operational drug courts in Minnesota and an additional eleven in the planning stages¹⁷ (see, Appendix B: Operational Drug Courts; and Appendix C: Counties Planning Drug Courts). In 2007, the Legislature supported the maintenance and expansion of Minnesota's drug courts by appropriating \$4.2 million to the State Court Administrator's Office (SCAO) through FY 2008-2009 (see, Appendix D: Drug Court Funding).

The Minnesota Judicial Council convened the Drug Court Initiative (DCI) Advisory Committee in February 2007 to oversee the funding for, and implementation of, Minnesota's drug courts (see, Appendix E: The DCI Advisory Committee). “The goal of the drug court initiative is to improve outcomes for alcohol and other drug (AOD) addicted individuals in the courts through justice system collaboration, thereby: enhancing public safety; ensuring participant accountability; and reducing costs to society.”¹⁸

In July 2007 the Judicial Council approved the DCI Advisory Committee's twelve drug court standards which are minimum requirements for drug court operation in Minnesota. They are based, in part, on recommended practices from the U.S. Department of Justice, Office of Justice Programs.¹⁹ One of the principle standards is drug court evaluation.

¹⁴ National Institute of Justice. (June 2006). p. 8.

¹⁵ Aos, S. (2006b). p. 4.

¹⁶ United States Government Accountability. (February 2005). p. 2.

¹⁷ Figures exclude Family Dependency Treatment courts.

¹⁸ Minnesota Judicial Branch. (2007). p. 2.

¹⁹ Ibid at 2 and 3.

Minnesota's drug courts must report outcomes and other compliance data in order to evaluate the effectiveness of each program and determine if each is meeting the minimum requirements set out by the DCI.²⁰ The State Drug Court Evaluation Committee was established by the DCI to develop the recommended practices used for this effort. The Committee has been meeting twice monthly since early 2007 to establish reporting tools, evaluation strategies, and timelines. Committee members are from the Judicial Branch's State Court Administrator's Office and Drug Courts, Department of Corrections, Department of Public Safety, Minnesota Sentencing Guidelines Commission, and an independent program evaluator (see, Appendix F: State Drug Court Evaluation Committee).

Because there is great importance and an immediacy to determine the effectiveness of drug courts and their ability to increase public safety, two years' worth of data have been compiled on former drug court clients (both those who successfully completed and those who were terminated); it will be used to do a limited recidivism analysis of clients in a select number of drug courts.²¹ This information will be reported to the Legislature by the SCAO during the 2008 Session.

While all Minnesota drug courts are held to statewide standards, each operates under its own unique conditions. For example, Blue Earth County Drug Court is designed to serve methamphetamine addicts, in particular.²² Because each Minnesota drug court is different, a process evaluation will be conducted to help determine if each drug court is functioning as intended and meeting its own goals as well as the statewide standards. Semi-annual reports will include narratives, stakeholder surveys, and participant surveys.

The groundwork is being laid for an in-depth, statewide evaluation. In order for a comprehensive evaluation to take place, statewide drug court client data (e.g., drug use and treatment history, criminal history, employment status, living situation, drug court termination information) must be tracked in a uniform manner and available for efficient reporting.

A vision scope was prepared for the SCAO in which minimum requirements for a statewide drug court management information system (MIS) were gathered. It is envisioned that the new system would integrate with existing statewide systems (i.e., MNCIS) and could be used to conduct evaluation of drug courts. The SCAO will further investigate the feasibility of a statewide MIS based on the requirements gathered in the vision scope.²³ In the short-term, minimum reporting requirements for all Minnesota drug courts have been established and will be reported semi-annually.²⁴

²⁰ Minnesota Judicial Branch. (2007). p. 14.

²¹ Report recidivism (i.e., new arrest or conviction) one- and two-year post-completion/termination for the first cohort of drug courts funded by Office of Justice Programs (Ramsey Juvenile, Dodge, Duluth and Stearns Adult); report recidivism one-year post-completion/termination for second round of drug courts funded by OJP and SCAO (SCAO identifies courts in second round based on grant award date).

²² Blue Earth County Drug Court. (2007).

²³ Larson, B., & Davis, M. (April 2006). p. 4 and 40.

²⁴ Pending data privacy review by SCAO Counsel.

Since wide-ranging data are not being collected at this time, it is not possible for MSGC to conduct a meaningful, statewide analysis. If this data were to be collected starting today, a comprehensive evaluation would require time in order for participants to complete the program and then to be tracked for recidivism. Under even the best circumstances, 18 months is not enough time to thoroughly evaluate Minnesota's drug courts. A more realistic timeline would be between three and four years as evidenced in the previous section by NPC, Inc.

Re-Entry Services and Programs

According to a special report by the Bureau of Justice Statistics, two-thirds of prisoners released in 15 states (including Minnesota) in 1994 were re-arrested within three years; fifty-two percent were returned to prison on technical revocations.²⁵ In Minnesota, 95 percent of incarcerated offenders (6,857 offenders in 2005) are released from our prisons.²⁶

Considering that the vast majority of offenders eventually return to our communities and because they re-offend at high rates, the State has committed itself to protecting public safety by dedicating resources toward re-entry services. This is demonstrated with the 2007 Legislature's appropriation of over \$5 million for offender re-entry services and grants (see, Appendix G: Re-Entry Funding). Additionally, the State created a Collateral Sanctions Committee to study how criminal convictions and adjudications affect people's ability to find employment.

Re-entry programs and services are intended to reduce recidivism by making the transition from prisons to communities go more smoothly. Targeted services such as pre-release programs, drug rehabilitation, vocational training, and work programs are offered to help with the reunification process.²⁷ Educational programming has already been proven valuable in reducing recidivism: past research from a three-state study including Minnesota shows that people who attended school while incarcerated were 29 percent less likely to return to prison.²⁸

Re-Entry Services

Offender re-entry services are being provided by the Minnesota Department of Corrections (DOC) through the Minnesota Comprehensive Offender Reentry Plan (MCORP) (see, Appendix H: MCORP Steering Committee). "MCORP envisions a state in which: offenders live purposeful, productive, law-abiding, healthy lives; and there are safe communities."²⁹

The 2007 Legislature appropriated \$550,000 each year for offender re-entry services to MCORP. The appropriation will be divided between efforts within the DOC (i.e., institutions and Central Office administrative expansion of re-entry services) and grants to three pilot counties (Hennepin, Ramsey, and DFO (Dodge, Fillmore, and Olmsted)). The total MCORP re-entry appropriation is \$950,000 each year.³⁰

²⁵ Langan, P. & Levin, D. (June 2002). p. 1.

²⁶ MN Department of Corrections. (2007a).

²⁷ U.S. Department of Justice. (November 2007).

²⁸ Steurer, S. and Smith, L. (September 2001). p. 1.

²⁹ MN Department of Corrections. (2007a).

³⁰ Johnson, G. (July 12, 2007).

Services will be directed to offenders who are released to one of the pilot counties and are medium to high risk; the program focus is on preparing comprehensive case plans. Offenders will be randomly selected to participate in the programs. The DOC will oversee the evaluations while the pilot counties are in charge of operations and reporting performance measures to DOC.³¹

Re-Entry Grants

The re-entry program grants are administered by the DOC and are described below, in brief (please see, Appendix I: Re-Entry Projects and Grants, for the complete legislative language).

1. **Demonstration Project for High-Risk Adults (\$1.6 Million):** The Twin Cities nonprofit organization, The Network, will provide programming focusing on arranging services for adults who have a history of a combination of substance abuse, mental illness, chronic unemployment, incarceration, or homelessness. The grantee must report to the Commissioners of Corrections, Human Services, Employment and Economic Development, and Housing Finance, and the Legislature each year in January. An independent evaluation must take place and a final report is due to the same group as above when the project ends.
2. **Employment Services for Ex-Criminal Offenders; Pilot Project (\$400,000):** The nonprofit organization, Emerge, will provide employment services to ex-criminal offenders living in North Minneapolis. In 2010, the Commissioner of Corrections will report to the Legislature on the activities and success of the program.
3. **Re-Entry Grant Addressing Domestic Violence and Intimate Partner Violence (\$400,000):** The University of Minnesota is to provide services to re-entering offenders and their intimate partners to reduce domestic violence. Participants will receive domestic abuse counseling and education. A rigorous evaluation must be conducted by the grantee; an evaluation plan must be outlined and submitted to the Commissioner of Corrections detailing goals of the project and how they will be achieved.
4. **Re-Entry; Productive Day (\$300,000):** The Arrowhead Regional Correctional Agency will expand its productive day initiative program, as defined in Minnesota Statutes, [Section 241.275](#). The program components, as described in statutes, are intended to promote an “offender's self-esteem, self-discipline, and economic self-sufficiency by providing structured training and education with respect to basic life skills, including hygiene, personal financial budgeting, literacy, and conflict management.” Evaluation tools are to be developed and data reported to the DOC.
5. **Mentoring Grant for Children of Incarcerated Parents (\$750,000):** Big Brothers/Big Sisters will pair children (between the ages of seven and thirteen) of incarcerated

³¹ MN Department of Corrections (2007b).

parents with adult mentors to “strengthen developmental outcomes, including enhanced self-confidence and esteem; improved academic performance; and improved relationships with peers, family, and other adults that may prevent them from entering the juvenile justice system.” An evaluation plan must be outlined and submitted to the Commissioner of Corrections detailing goals of the project and how they will be achieved.

It is not possible for MSGC to provide any kind of an evaluation at this time because re-entry grants were only recently awarded and pilot MCORP services are just beginning. It will likely take several years before there is sufficient data to conduct thorough program evaluations. There will need to be time for the programs to become established, for participants to complete the programs, and then for researchers to track participant success, measured in terms of recidivism rates.

Conclusion and Recommendations

The State of Minnesota must ensure that its citizens are protected against crime and that its money is spent wisely. More and more resources are being allocated toward funding drug courts and re-entry programs. The State and its citizens benefit if these services are proven to increase public safety. It is logical to require rigorous evaluations of drug courts and re-entry programs whereby their effectiveness can be demonstrated.

The Legislature appropriated \$4.2 million to the State Court Administrator's Office for the maintenance and expansion of Minnesota's drug courts. There are 24 operational drug courts in Minnesota and an additional eleven being planned. Drug courts must report outcome data in order to evaluate effectiveness. A group of expert evaluators and drug court coordinators (including MSGC staff) make up the Drug Court Evaluation Committee which is planning a statewide evaluation of drug courts.

Over \$5 million was dedicated to re-entry services and grants during the 2007 Legislative Session. The Department of Correction's Minnesota Comprehensive Offender Reentry Plan (MCORP) will provide re-entry services; money will be divided between administrative expansion and three counties (Hennepin, Ramsey, and DFO (Dodge, Fillmore, and Olmsted)). Five community-based program grants were awarded to support successful offender re-entry. All programs have evaluation or reporting requirements.

The following recommendations are made based on the report's findings:

1. The Minnesota Sentencing Guidelines Commission encourages the use of evidence-based practices to ensure drug courts and re-entry programs are meeting the State's expectations. While the Commission is committed to public safety issues, it does not have the staff resources to conduct evaluations of this magnitude. Base budget increases for additional staff will be essential if the Commission is expected to continue its involvement with these important evaluation efforts.
2. It is suggested that the Legislature explore the feasibility of creating a criminal justice research institute in the State of Minnesota to conduct large-scale research projects such as the evaluation of drug courts and re-entry programs.
3. The Commission recognizes the State's Drug Court Evaluation Committee as the State's authority on drug court evaluation. It recommends that the Committee (on which MSGC staff serves) be recognized by the State as well; the effectiveness study should be

reassigned to the Committee; an estimated timeline for reporting statewide recidivism of drug court participants and a cost-benefit analysis would be firmly established based on the assumption that it may take from three to four years.

4. The Commission would welcome the opportunity to collaborate more closely with the Department of Corrections on the evaluation of its re-entry programs. The addition of an MSGC staff member on the MCORP Information and Research Committee would further such collaboration.

This page intentionally left blank.

APPENDICES

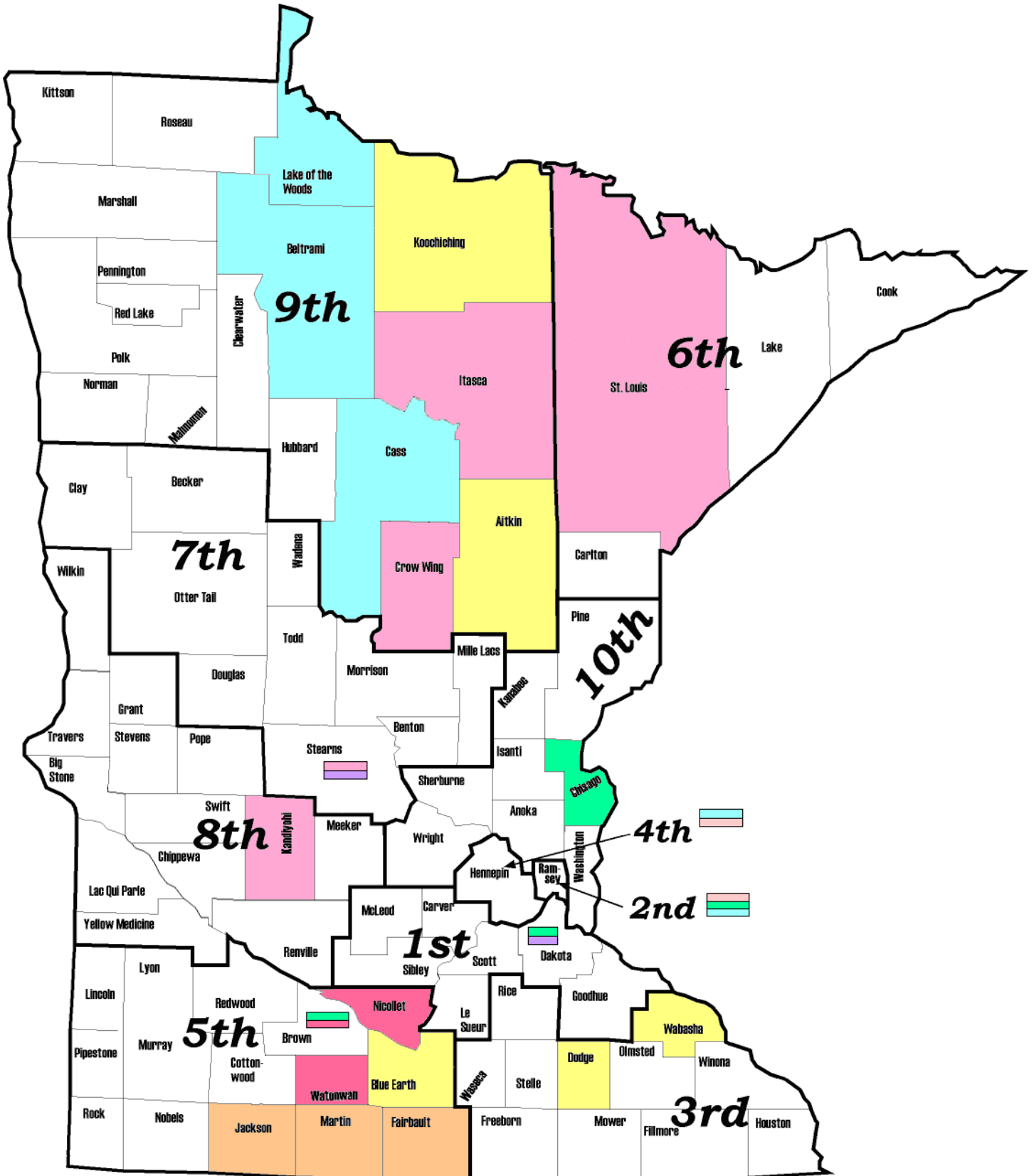
Appendix A: Legislative Mandate to Commission

Minnesota Session Laws 2007 - Chapter 54, Art. 1, Sec. 15
Copyright ©2007 by the Revisor of Statutes, State of Minnesota. All Rights Reserved.

....

Effectiveness of Re-Entry Programs and Drug Courts; Study. The Sentencing Guidelines Commission, in consultation with the commissioner of corrections and the state court administrator, shall study: (1) the effectiveness of the offender re-entry funding and programs authorized in this act; and (2) the effectiveness of the state's drug courts. The report must assess the impact this act's re-entry grants and programs and the state's drug court funding had on the recidivism rate of offenders who participated in programs that received re-entry grants or drug courts, attempt to calculate related savings, if any, in incarceration costs, and develop a formula by which to measure the impact in incarceration costs. The executive director of the commission shall file an interim report by January 15, 2008, and a final report by January 15, 2009, with the chairs and minority members of the house of representatives and senate committees with jurisdiction over public safety policy and funding.

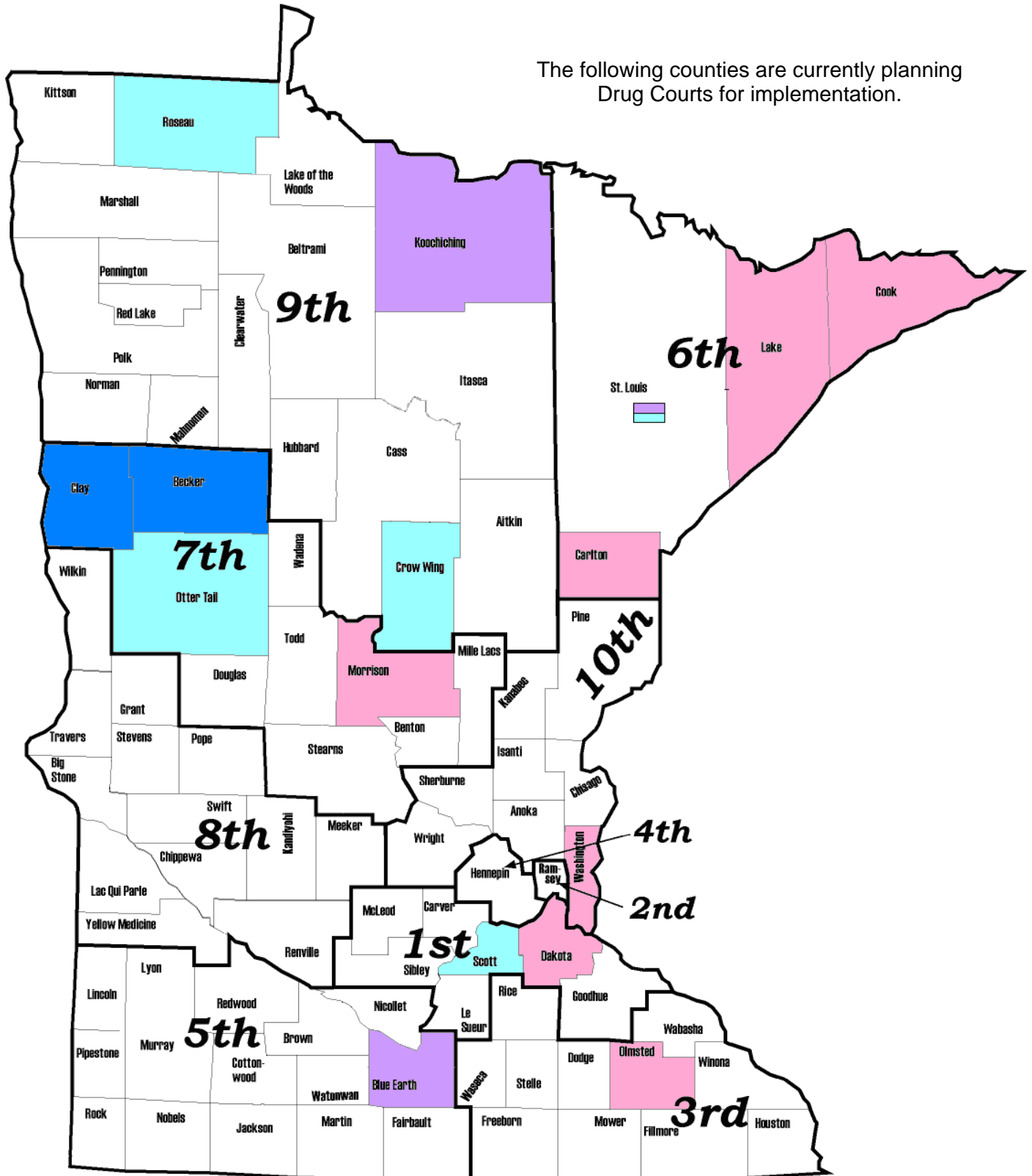
- Adult Drug Court
- Juvenile Drug Court
- Hybrid
- Adult DWI Drug Court
- Family Dependency Treatment Court
- Multi-County A
- Multi-County B





Appendix C: Counties Planning Drug Courts

- Adult Drug Court
- Adult DWI Drug Court
- Hybrid
- Juvenile Drug Court
- Family Dependency Treatment Court
- Multi-County



Appendix D: Drug Court Funding

Minnesota Session Laws 2007 - Chapter 54, Art. 1, Sec. 5
Copyright ©2007 by the Revisor of Statutes, State of Minnesota. All Rights Reserved.

....

Maintain and Expand Drug Courts.

\$2,096,000 the first year and \$2,097,000 the second year are to maintain and to establish new drug courts.

....

Appendix E: The Drug Court Initiative (DCI) Advisory Committee



THE DRUG COURT INITIATIVE ADVISORY COMMITTEE: MEMBERSHIP ROSTER

The Judicial Council has convened the multi-disciplinary, cross-branch Drug Court Initiative (DCI) advisory committee to oversee and advise policy formulation and implementation as well as funding distribution for drug courts/problem-solving approaches in Minnesota.

The members for the DCI are as follows:

Honorable Gary Schurrer (co-chair), *Judicial Council, Chief Judge, 10th Judicial District*
John Baerg (co-chair), *Association of Minnesota Counties (AMC), Watonwan County Commissioner*

1. Justice Helen Meyer, *Minnesota Supreme Court, Associate Justice*
2. Honorable Toddrick Barnette, *District Judge, 4th District, Hennepin County*
3. Honorable Robert Rancourt, *District Judge, 10th District, Chisago County*
4. Honorable John Rodenberg, *District Judge, 5th District, Brown County*
5. Honorable Joanne Smith, *District Judge, 2nd District, Ramsey County*
6. Honorable Korey Wahwassuck, *Tribal Representative, Chief Judge, Leech Lake*
7. Honorable Anita Fineday, *Tribal Representative, Chief Judge, White Earth*
8. Sue Dosal, *State Court Administration, State Court Administrator*
9. Paul Maatz, *Judicial District Administration (JAD), 9th District, Judicial District Administrator*
10. Darrell Paske, *Court Administrator, 9th District, Crow Wing County*
11. Dennis Miller, *Drug Court Coordinator, 4th District*
12. Sheriff Ross Litman, *Minnesota Sheriffs' Association, Duluth*
13. Chief Bill Gilroy, *Minnesota Chiefs of Police Association, Verndale Police Department*
14. Chris Bray, *Department of Corrections*
15. Tom Adkins, *Minnesota Association of Community Corrections Act Counties (MACCAC), Washington County Community Corrections*
16. Traci Green, *Minnesota Association of County Probation Officers (MACPO), Brown County Probation*
17. Mary Ellison, *Department of Public Safety, Deputy Commissioner*
18. Wes Kooistra, *Department of Human Services, Assistant Commissioner for Chemical and Mental Services*
19. Jerry Soma, *Metropolitan Inter-County Association (MICA), Anoka County Social Services Director*
20. John Stuart, *Minnesota Public Defenders, State Public Defender*
21. Jim Backstrom, *Minnesota County Attorneys Association, (MCAA), Dakota County Attorney*
22. Barb Klein, *Drug Court graduate, Stearns County*

23. Michael Hendrickson, *Drug Court graduate, Ramsey County*
24. Reverend Jo Campe, *community member, Central Park Ministries (St. Paul)*
25. Vonnie Vayder, *community member, Chisago Lakes Area Schools*

State Court Administrator's Office:

Jeff Shorba, Deputy State Court Administrator

Kay Pedretti, Director of Court Services

Dan Griffin, Court Operations Analyst, Court Services

Appendix F: State Drug Court Evaluation Committee January 2008

- Chris Bray, *Project Manager, MN Department of Corrections*
- Danette Buskovich, Sr. *Research Analyst, MN Department of Public Safety*
- Deborah Eckberg, *Research Analyst II, Fourth Judicial District*
- Becky Ericson, *Drug Court Evaluator, Ericson and Associates*
- Isabel Gomez, *Executive Director, MN Sentencing Guidelines Commission*
- Kristin Lail, *Grants Specialist Coordinator, MN Department of Public Safety*
- Pam Norenberg, *Drug Court Coordinator, 9th Judicial District*
- Jill Payne, *Sr. Research Analyst, MN Sentencing Guidelines Commission*
- Jean Ryan, *State Program Administrator, Principal, MN Department of Public Safety*
- John Scriver, *Research Analyst Intermediate, MN Sentencing Guidelines Commission*
- Dianne C. Wilson, *Substance Abuse Prevention and Treatment Consultant, Department of Human Services*
- Keri Zehm, *Research Analyst II, Second Judicial District*

State Court Administrator's Office (SCAO):

- Deb Dailey, *Court Services Manager, Research and Evaluation Unit*
- Jim Eberspacher, *Court Operations Analyst, Court Services*
- Dan Griffin, *Court Operations Analyst, Court Services*
- Janet Marshall, *SCAO Executive Office*
- Katie Schurrer, *Research Analyst, Court Services*
- Sarah Welter, *Research Analyst II, Court Services*

Appendix G: Re-Entry Funding

Minnesota Session Laws 2007 - Chapter 54, Art. 1, Sec. 14
Copyright ©2007 by the Revisor of Statutes, State of Minnesota. All Rights Reserved.

....

Offender Re-Entry Service. \$550,000 each year is for offender job-seeking services, evidence-based research, expansion of re-entry services specific to juveniles, and funding to local units of government participating in MCORP to provide re-entry programming to offenders.

Offender Re-Entry Grant. \$600,000 the first year and \$1,000,000 the second year are for grants to the nonprofit organization selected to administer the demonstration project for high-risk adults under section 19. This is a onetime appropriation.

Employment Services for Ex-Offenders. \$200,000 each year is for grants to a nonprofit organization to establish a pilot project to provide employment services to ex-criminal offenders living in the North Minneapolis community as provided for in section 21. This is a onetime appropriation.

Domestic Abuse Re-Entry Grants. \$200,000 each year is for the grant authorized in section 20. This is a onetime appropriation.

Re-Entry; Productive Day. \$150,000 each year is appropriated from the general fund to the commissioner of corrections for the fiscal biennium ending June 30, 2009. The commissioner shall distribute the money as a grant to the Arrowhead Regional Corrections Agency to expand the agency's productive day initiative program, as defined in Minnesota Statutes, section 241.275,

to include juvenile offenders who are 16 years of age and older. This is a onetime appropriation.

Mentoring Grants. \$375,000 each year is for mentoring grants under Minnesota Statutes, section 241.86. The grant recipient may collaborate with local parks and recreation departments and may reimburse the departments for the use of their facilities by the grant recipient. This is a onetime appropriation.

.....

Appendix H: Minnesota Comprehensive Offender Reentry Plan (MCORP) Steering Committee

Agency	Designee for Steering Committee	Contact Information
Office of the Governor	Lee Buckley Special Advisor to the Governor on Faith and Community Service Initiatives	(651) 201-2567 Lee.Buckley@state.mn.us
Corrections	Joan Fabian Commissioner of Corrections Gary Johnson Director of Re-Entry Services	(651) 361-7226 (651) 361-7236 GRJohnson@co.doc.state.mn.us
Courts	Jeff Shorba Deputy State Courts Administrator	(651) 297-1039 Jeff.Shorba@courts.state.mn.us
Education	Barry Shaffer Director of Adult Basic Education	(651) 582-8442 Barry.Shaffer@state.mn.us
Employment and Economic Security	Kathleen Sweeney Strategic Projects Manager	(651) 297-5151 Kathy.Sweeney@state.mn.us
Health	Carol Woolverton Assistant Commissioner Department of Public Health	201-5809 Carol.Woolverton@state.mn.us
Housing Finance	Cherie Shoquist Housing Project Analyst Laura Kadwell Director of "Ending Long Term Homeless"	(651) 297-3120 Cherie.Shoquist@state.mn.us (651) 284-0079 Laura.Kadwell@state.mn.us
Human Services	Lynne Singelmann Chief of Staff, Department of Human Services Paul Fleissner Social Services Director, Olmstead County Dan Engstrom Director of Human Services, Hennepin County Monty Martin Director of Human Services, Ramsey County	(651) 431-2918 Lynne.Singelmann@state.mn.us *Back Up Contacts* Stephanie.a.ostwald@state.mn.us Pat.Krauth@state.mn.us (507) 287-2242 Fleissner.Paul@co.olmsted.mn.us (612) 348-4806 Dan.Engstrom@co.hennepin.mn.us (651) 266-4417 Monty.Martin@co.ramsey.mn.us

Agency	Designee for Steering Committee	Contact Information
Public Safety	<p>Jeri Boisvert Executive Director, Office of Justice Programs</p> <p>Tricia Hummel Assistant Director, Office of Justice Programs</p>	<p>(651) 201-7305 Jeri.Boisvert@state.mn.us</p> <p>(651) 201-7320 Tricia.Hummel@state.mn.us</p>
Veterans Affairs	<p>Reggie Worlds Veterans Outreach Coordinator</p>	<p>(612) 970-5788 Reggie.Worlds@vba.va.gov</p>
Corrections Subject Matter Experts	<p>Jeff Peterson Executive Officer of Hearings and Release</p> <p>Dan Storkamp Director of Information and Technology</p> <p>Jill Carlson Directory of Field Services Central Office</p>	<p>(651) 361-7193</p> <p>(651) 361-7194 Dstorkamp@co.doc.state.mn.us</p> <p>(651) 361-7116 JLCarlson@co.doc.state.mn.us</p>
Community Resources	<p>Dan Cain President, RS Eden, Inc.</p> <p>Luanne Buck Director of Client Services, RS Eden, Inc.</p> <p>George Stone Director, CSH-MN</p> <p>Andy McMahon CSH- Returning Home Initiative</p>	<p>(612) 287-1600 Dcain@rseden.org</p> <p>(612) 287-1614 Lbuck@rseden.org</p> <p>(612) 721-3700 - Ext. 108 George.Stone@csh.org</p> <p>(612) 721-3700 - Ext.120 Andy.McMahon@csh.org</p>
Community Corrections Act Counties	<p>Dennis Avery Manager of Probation/ Parole/ Hennepin County Community Corrections.</p> <p>Andy Erickson Directory of Adult Division</p> <p>Wanda Berg ISR Supervisor Olmsted Co Community Corrections</p>	<p>(612) 348-4227 Dennis.Avery@co.hennepin.mn.us</p> <p>(651)-266-2301 Andy.erickson@co.ramsey.mn.us</p> <p>(507) 285-8172 Berg.Wanda@co.olmsted.mn.us</p>
Department of Corrections Re-Entry Team	<p>Timothy Lanz Reentry Program Manager</p> <p>Farris Bell Community Reentry Coordinator</p> <p>Kelley Heifort Facilities Reentry Program Director</p>	<p>(651) 361-7240 Timothy.J.Lanz@state.mn.us</p> <p>(651) 361-7241 Fbell@co.doc.state.mn.us</p> <p>(651) 361-7239 Kheifort@co.doc.state.mn.us</p>

Appendix I: Re-Entry Projects and Grants

Minnesota Session Laws 2007 - Chapter 54, Art. 1, Sec. 16, 19-21
Copyright ©2007 by the Revisor of Statutes, State of Minnesota. All Rights Reserved.

Sec. 16. [241.86] MENTORING GRANT FOR CHILDREN OF INCARCERATED PARENTS.

Subdivision 1. **Mentoring grant.** The commissioner of corrections shall award a grant to nonprofit organizations that provide one-to-one mentoring relationships to youth enrolled between the ages of seven to 13 whose parent or other significant family member is incarcerated in a county workhouse, county jail, state prison, or other type of correctional facility or is subject to correctional supervision. The intent of the grant is to provide children with adult mentors to strengthen developmental outcomes, including enhanced self-confidence and esteem; improved academic performance; and improved relationships with peers, family, and other adults that may prevent them from entering the juvenile justice system.

Subd. 2. **Grant criteria.** As a condition of receiving grants, the grant recipients shall do the following:

- (1) collaborate with other organizations that have a demonstrated history of providing services to youth and families in disadvantaged situations;
- (2) implement procedures to ensure that 100 percent of the mentors pose no safety risk to the child and have the skills to participate in a mentoring relationship;
- (3) provide enhanced training to mentors focusing on asset building and family dynamics when a parent is incarcerated; and
- (4) provide an individual family plan and aftercare.

Subd. 3. **Program evaluation.** Grant recipients shall submit an evaluation plan to the commissioner delineating the program and student outcome goals and activities implemented to achieve the stated outcomes. The goals must be clearly stated and measurable. Grant recipients shall collect, analyze, and report on participation and outcome data that enable the department to verify that the program goals were met.

EFFECTIVE DATE. This section is effective July 1, 2007.

....

Sec. 19. DEMONSTRATION PROJECT FOR HIGH-RISK ADULTS.

Subdivision 1. **Definition.** For purposes of this section, "high-risk adult" means an adult with a history of some combination of substance abuse, mental illness, chronic unemployment, incarceration, or homelessness. High-risk adults are considered to be very likely to enter or re-enter state or county correctional programs or chemical or mental health programs.

Subd. 2. **Establishment.** (a) The commissioner of corrections shall contract with one nonprofit entity to conduct this demonstration project and document the effectiveness of this model. Initially, the demonstration will operate in the Twin Cities metropolitan area.

(b) At a minimum, the contractor shall meet the following criteria:

- (1) be an incorporated, nonprofit organization that is capable of managing and

operating a multidisciplinary model for providing high-risk adults with housing, short-term work, health care, behavioral health care, and community re-engagement;

(2) demonstrate an ability to organize and manage an alliance of nonprofit organizations providing services to high-risk adults;

(3) have organizational leaders with a demonstrated ability to organize, manage, and lead service teams consisting of workers from multiple service providers that deliver direct support to high-risk adults;

(4) have experience with providing a comprehensive set of housing, work, health care, behavioral health care, and community re-engagement services to high-risk adults; and

(5) be a recipient of foundation and other private funds for the refinement and testing of a demonstration of this type.

Subd. 3. Scope of the demonstration project. The contractor undertaking this demonstration project shall do the following, as part of this project:

(1) enroll eligible high-risk adults over the demonstration project period, starting December 1, 2007;

(2) using best practices derived from research and testing, provide or assist in arranging access to services for high-risk adults enrolled in the demonstration project, including, at a minimum, housing, behavioral health services, health care, employment, and community and family re-engagement;

(3) maximize the performance of existing services and programs by coordinating access to and the delivery of these services; and

(4) define conditions under which enrollees are considered to be in good standing and allowed to remain in the demonstration project.

The conditions under clause (4) may include, but are not limited to, the following:

(i) living in stable and safe housing;

(ii) working and earning an income;

(iii) paying child support, if appropriate;

(iv) participating in treatment programs, if appropriate; and

(v) having no arrests.

Subd. 4. Eligibility. The following types of individuals are eligible for enrollment in this demonstration project:

(1) high-risk adults;

(2) high-risk adults in the process of being released from state correctional facilities, county detention facilities, community-based treatment or detoxification facilities, community corrections halfway houses, or other similar programs, or on probation; and

(3) high-risk adults willing to accept the requirements imposed on enrollees in the demonstration project, including, but not limited to, maintaining steady employment; paying child support, if applicable; remaining drug-free and alcohol-free, if applicable; and no criminal activity.

Subd. 5. Payment. To the extent funds are appropriated for the purposes of this section, the commissioner of corrections shall pay to the entity under contract a monthly fee of \$1,600 for each enrollee who (1) had been in the custody of the commissioner of corrections within the preceding year, and (2) is in good standing in the demonstration project.

Subd. 6. Report. (a) By January 15 of each year, the entity under contract shall

submit a report to the commissioners of corrections, human services, employment and economic development, and housing finance, and the legislature. The report must include the following:

- (1) the number of participants who have been enrolled and the number currently participating in the demonstration project;
 - (2) a description of the services provided to enrollees over the past year and over the duration of the demonstration project to date;
 - (3) an accounting of the costs associated with the enrollees over the past year and over the duration of the demonstration project to date; and
 - (4) any other information requested by the commissioners of corrections, human services, employment and economic development, and housing finance, and the legislature.
- (b) The report must include recommendations on improving and expanding the project to other geographical areas of the state.
- (c) The report must include an update on the status of the independent evaluation required in subdivision 7.

Subd. 7. Independent evaluation. An independent evaluator selected by the commissioner of corrections shall conduct an evaluation of the project. The independent evaluator shall complete and submit a report of findings and recommendations to the commissioners of corrections, human services, employment and economic development, and housing finance, and the legislature. This independent evaluation must be developed and implemented concurrently with the demonstration project, beginning on December 1, 2007. The final report is due upon completion of the demonstration project and must be submitted to the above-named entities.

EFFECTIVE DATE. This section is effective July 1, 2007.

Sec. 20. RE-ENTRY GRANT ADDRESSING DOMESTIC VIOLENCE AND INTIMATE PARTNER VIOLENCE.

Subdivision 1. Re-entry grant. The commissioner of corrections shall award a grant to a nonprofit having a section 501(c)(3) status with the Internal Revenue Service or a public or private institution of higher education that has expertise in addressing the intersection between offender re-entry and domestic violence. The intent of the grant is to provide services to re-entering offenders and their intimate partners to: (1) reduce the incidence of domestic violence among offenders re-entering the community; (2) reduce occurrences of domestic violence, serious injury, and death experienced by intimate partners who are in relationships with offenders recently released from jail or prison; and (3) reduce criminal recidivism due to domestic violence.

Subd. 2. Grant criteria. As a condition of receiving the grant, the grant recipient must:

- (1) subcontract with at least one community-based domestic abuse counseling or educational program and at least one crime victim service provider to provide comprehensive services to recently released offenders and their intimate partners;
- (2) train the organizations selected pursuant to clause (1) on research-based practices and best practices in addressing the intersection of offender re-entry and domestic violence; and
- (3) serve as liaison to the Department of Corrections and provide technical assistance, training, and coordination to the organizations selected pursuant to clause (1)

in implementing policies that address the intersection of offender re-entry and domestic violence.

Subd. 3. Program evaluation. The grant recipient must rigorously evaluate the effectiveness of its intervention and work with subcontracted organizations to collect data.

The grant recipient must submit an evaluation plan to the commissioner of corrections delineating project goals and specific activities performed to achieve those goals.

EFFECTIVE DATE. This section is effective July 1, 2007.

**Sec. 21. EMPLOYMENT SERVICES FOR EX-CRIMINAL OFFENDERS;
PILOT PROJECT.**

(a) The commissioner of corrections shall issue a grant to a nonprofit organization to establish a pilot project to provide employment services to ex-criminal offenders living in the North Minneapolis community. The pilot project must provide the ex-offender participants with a continuum of employment services that identifies their needs; intervenes with them through case management if they are struggling; and provides them with work readiness, skill training, chemical and mental health referrals, housing support, job placement, work experience, and job retention support. The pilot project shall work with community corrections officials, faith-based organizations, and businesses to create an array of support opportunities for the participants.

(b) By January 15, 2010, the commissioner of corrections shall report to the chairs and ranking minority members of the senate and house of representatives committees and divisions having jurisdiction over criminal justice policy and funding on the activities conducted by the grant recipient and the effectiveness of the pilot project.

EFFECTIVE DATE. This section is effective July 1, 2007.

Bibliography

- Anderson, J. (2001). *What to do about "much ado" about drug courts?* (12: 469-475).
Vancouver, BC, Canada: International Journal of Drug Policy.
- Anton, S. (August 2007). *Benefit-cost calculations for three adult drug courts in Minnesota. A report to the Office of Justice Programs.* Saint Paul, Minnesota: Wilder Research.
- Aos, Steve, Miller, M. & Drake, E. (2006a). *Evidence-Based Adult Corrections Programs: What works and what does not.* Olympia, WA: Washington State Institute for Public Policy. Retrieved on December 27, 2007, from <http://www.wsipp.wa.gov/rptfiles/06-01-1201.pdf>
- Aos, Steve, Miller, M. & Drake, E. (2006b). *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates.* Olympia, WA: Washington State Institute for Public Policy. Retrieved on December 27, 2007, from <http://www.wsipp.wa.gov/rptfiles/06-10-1201.pdf>
- Blue Earth County Drug Court. (2007). FAQs. Retrieved on December 27, 2007, from http://www.co.blue-earth.mn.us/dept/drug_courtQA.php
- Bureau of Justice Assistance, Center for Program Evaluation. (2007a). *Glossary.* Retrieved on December 11, 2007, from <http://www.ojp.usdoj.gov/BJA/evaluation/glossary/index.htm>
- Bureau of Justice Assistance, Center for Program Evaluation. (2007b). *Planning to evaluate a drug court? What are some challenges?* Retrieved on December 5, 2007, from http://www.ojp.usdoj.gov/BJA/evaluation/psi_courts/drug4.htm

- Bureau of Justice Assistance, Center for Program Evaluation. (2007c). *Return on Investment: Practical Evaluation* presentation. Retrieved on December 11, 2007, from <http://www.ojp.usdoj.gov/BJA/evaluation/reference/return-on-investment.pdf>.
- Bowers, J. (Forthcoming 2008, cited with permission). *Contraindicated Drug Courts*. (UCLA Law Review, Vol. 55). Retrieved on December 11, 2007, from <http://ssrn.com/abstract=1018520>
- California Administrative Office of the Courts, Center for Families, Children & the Courts. (May 2006). *California Drug Court Cost Analysis Study*. Retrieved on December 11, 2007, from <http://spa.american.edu/justice/documents/2189.pdf>
- Council of State Governments. Reentry Policy Council. (January 2005). *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community*. New York, NY: Author.
- Fluellen, R., & Trone, T. (2000). *Issues in Brief: Do drug courts save jail and prison beds?* New York, NY: Vera Institute of Justice.
- Huddleston, C., Freeman-Wilson, K., Marlowe, D., & Roussell, A. (May 2005). *Painting the Current Picture: A National Report Card on Drug Courts and Other Problem Solving Courts*. Alexandria, Virginia: National Drug Court Institute.
- Johnson, G. (July 12, 2007). *Re: Re-Entry Evaluation Questions*. Personal Communication from Gary Johnson to Jill Payne.
- Langan, P., & Levin, D. (June 2002). *Recidivism of Prisoners Released in 1994*. (NCJ 193427). Washington, D.C.: U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics. Retrieved on December 5, 2007, from <http://www.ojp.usdoj.gov/bjs/pub/pdf/rpr94.pdf>

Larson, B., & Davis, M. (April 2006). *Minnesota State Supreme Court State-wide Drug Court MIS-Requirements Gathering & Documentation, Vision and Scope Document*. MN: Superior Consulting Services, LLC.

MacKenzie, D. (2000). *Evidence-Based Corrections: Identifying What Works. Crime and Delinquency*. 46 (4): 457-471.

MacKenzie, D. & Hickman, L. (1998). *What works in corrections: An examination of the effects of the type of rehabilitation programs offered by Washington State Department of Corrections*. Olympia, WA: State of Washington Legislative Joint Audit and Review Committee.

Marlowe, D. (September 29, 2004). *Drug Court Efficacy vs. Effectiveness*. Retrieved on December 5, 2007, from <http://www.jointogether.org/news/yourturn/commentary/2004/drug-court-efficacy-vs.html>

Minnesota Department of Corrections. (2007a). *MCORP Backgrounder*. Retrieved on November 29, 2007, from <http://www.forums.doc.state.mn.us/mcorp/Work%20Plan/Backgrounder%2011.6.07.pdf>

Minnesota Department of Corrections. (2007b). *MCORP Forum*. Retrieved on November 29, 2007, from <http://www.forums.doc.state.mn.us/mcorp/default.aspx>

Minnesota Judicial Branch. (July 20, 2007). *Drug Court Standards*. Retrieved on December 6, 2007, from http://www.mncourts.gov/documents/0/Public/Problem_Solving_Courts/MN_SCAO_ADULT_DRUG_STANDARDS-DCI-FINAL-7-20-07.doc

National Crime Prevention Council. (2005). *Probation, Parole, and Reentry, in Faith Community and Criminal Justice Collaboration: A Collection of Effective Programs.*

Retrieved on December 6, 2007, from www.ncpc.org/cms/cms-upload/ncpc/files/4_probation.pdf

National Institute of Justice. (June 2006). *Special Report Drug Courts: The Second Decade.*

Retrieved on December 6, 2007, from <http://www.ojp.usdoj.gov/nij/pubs-sum/211081.htm>

NPC Research, Inc. (July 2007). *A Proposed Cost-Benefit Methodology for Minnesota's Drug Courts.* Portland, OR: Author.

Steurer, S. & Smith, L. (September 2001). *The Three State Recidivism Study.* Retrieved on

November 29, 2007, from <http://www.ceanational.org/PDFs/3StateFinal.pdf>.

United States Department of Justice. (November 2007). Office of Justice Programs' website.

Retrieved on December 6, 2007, from <http://www.reentry.gov/learn.html>

United States Government Accountability Office. (February 2005). *Adult Drug Courts:*

Evidence Indicates Recidivism Reductions and Mixed Results for Other Outcomes.

Washington, DC.: Author.