

Interstate Compact for Adult Offender Supervision and Interstate Compact for Juveniles

2025 Report to the Legislature



Transforming lives for a safer Minnesota

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This information will be provided in alternative format upon request.

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BACKGROUND

The Interstate Compact for Adult Offender Supervision (ICAOS) regulates the interstate movement of adults on probation and supervision. The ICAOS is enacted in all 50 states and three territories. In March 2002, Minnesota passed Minn. Stat. §§ [243.1605](#), [243.1606](#), and [243.1607](#) regarding the ICAOS which authorizes individuals sentenced in Minnesota to apply for transfer to another state for community supervision. Minnesota Statute §243.1606 established an Advisory Council on the ICAOS in Minnesota which works with the Interstate Commission on Adult Offender Supervision, the national governing body, to ensure compliance with ICAOS and related rules. This statute also directs the Advisory Council to report to the governor and the chairs and ranking minority members of the committees of the senate and house of representatives having jurisdiction over criminal justice policy by March 1 each year on its activities, along with providing a copy of the ICAOS annual report which includes the activities of the interstate commission and executive committee.

The Interstate Compact for Juveniles (ICJ) is the law that regulates the interstate movement of juveniles who are under court supervision or need to be returned to their home states as a runaway, escapee, absconder, or juvenile delinquent and is also enacted in all 50 states and three U.S. territories. In May 2010, Minnesota passed Minn. Stat. § [260.515](#) regarding the ICJ, which authorized juveniles in Minnesota to apply for transfer to another state for community supervision. Minnesota is required to establish an advisory committee which works with the ICJ, the national governing body, to implement the ICJ and related rules. The statute also created similar legislative reporting requirements, including the ICJ annual report.

In Minnesota, similar to other states, the ICAOS advisory council and the ICJ advisory committee are combined and act as one Advisory Council that oversees implementation of both the ICAOS and ICJ.

ACTIVITIES OF THE ADVISORY COUNCIL ON THE ICAOS & ICJ IN MINNESOTA

In 2023, Minnesota updated Minn. Stat. 243.1606 to accurately reflect the Advisory Council's required membership. The following statutory language became effective July 1, 2023:

243.1606 ADVISORY COUNCIL ON INTERSTATE ADULT OFFENDER SUPERVISION.

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Subdivision 1. Membership.

The Advisory Council on Interstate Adult Offender Supervision shall be combined with the State Advisory Council for the Interstate Compact for Juveniles established by section [260.515](#) and consist of the following individuals or their designees:

- (1) the governor;
- (2) the chief justice of the supreme court;

- (3) two senators, one from the majority and the other from the minority party, selected by the Subcommittee on Committees of the senate Committee on Rules and Administration;
- (4) two representatives, one from the majority and the other from the minority party, selected by the house speaker;
- (5) the compact administrator, selected as provided in section [243.1607](#);
- (6) a representative from the Department of Human Services regarding the Interstate Compact for the Placement of Children;
- (7) the executive director of the Office of Justice Programs in the Department of Public Safety;
- (8) the deputy compact administrator as defined in section [260.515](#);
- (9) a representative from the State Public Defender's Office;
- (10) a representative from the Minnesota County Attorney's Association;
- (11) a representative from the Minnesota Sheriff's Association;
- (12) a representative from the Minnesota Association of County Probation Officers;
- (13) a representative from the Minnesota Association of Community Corrections Act Counties;
- (14) a representative from the community at large;
- (15) a representative from a community organization working with victims of crimes; and
- (16) other members as appointed by the commissioner of corrections.

The council may elect a chair from among its members.

Subd. 2. Duties.

The council shall oversee and administer the state's participation in both compacts described in sections [243.1605](#) and [260.515](#). The council shall appoint the compact administrator as the state's commissioner. In addition to these duties, the council shall develop a model policy concerning the operations and procedures of the compact within the state.

Subd. 3. Annual report.

By March 1 of each year, the council shall report to the governor and the chairs and ranking minority members of the senate and house of representatives committees having jurisdiction over criminal justice policy on its activities along with providing a copy of the annual report published by the national commission that includes the

activities of the interstate commission and executive committee as described in section [243.1605](#) for the preceding year. The council's annual report must also include information required of the State Advisory Council for the Interstate Compact for Juveniles as described in Article IV in section [260.515](#).

Effective July 1, 2023, Minnesota updated statutory language in Minn. Stat. 260.515 as follows:

260.515 INTERSTATE COMPACT FOR JUVENILES, ARTICLE IX

THE STATE ADVISORY COUNCIL

Each member state shall create a State Advisory Council for the Interstate Compact for Juveniles. The Advisory Council on the Interstate Compact for Juveniles shall be combined with the Advisory Council on Interstate Adult Offender Supervision established by section [243.1606](#) and consist of the following individuals or their designees:

- (1) the governor;
- (2) the chief justice of the Supreme Court;
- (3) two senators, one from the majority and the other from the minority party, selected by the Subcommittee on Committees of the senate Committee on Rules and Administration;
- (4) two representatives, one from the majority and the other from the minority party, selected by the house speaker;
- (5) a representative from the Department of Human Services regarding the Interstate Compact for the Placement of Children;
- (6) the compact administrator, selected as provided in Article III;
- (7) the executive director of the Office of Justice Programs or designee;
- (8) the deputy compact administrator;
- (9) a representative from the State Public Defender's Office;
- (10) a representative from the Minnesota County Attorney's Association;
- (11) a representative from the Minnesota Sheriff's Association;
- (12) a representative from the Minnesota Association of County Probation Officers;
- (13) a representative from the Minnesota Association of Community Corrections Act Counties;
- (14) a representative from the community at large;
- (15) a representative from a community organization working with victims of crimes; and

(16) other members as appointed by the commissioner of corrections.

The council may elect a chair from among its members.

The council shall oversee and administer the state's participation in the compact as described in Article III. The council shall appoint the compact administrator as the state's commissioner.

The state advisory council will advise and exercise advocacy concerning that state's participation in Interstate Commission activities and other duties as may be determined by that state, including, but not limited to, development of policy concerning operations and procedures of the compact within that state.

Expiration; expenses. The provisions of section [15.059](#) apply to the council except that it does not expire.

2025 membership included:

- Steve King, Chair, Mower County Court Services Director, representing county probation officers
- Suzanne Elwell, Vice-Chair, Victim's Representative
- Honorable Richard Kyle, Minnesota Court of Appeals
- Tracy Hudrlik, Interstate Commissioner and Deputy Compact Administrator, DOC
- Michael McGuire, Office of Governor Tim Walz;
- Vacant, Community Organization working with Victims of Crime
- Awaiting Appointment, Minnesota State Senate; (previously Warren Limmer)
- Awaiting Appointment, Minnesota State Senate
- Elliott Engen, State Representative
- Kelly Moller, State Representative
- William Ward, State Public Defender, representing public defenders;
- Shane Baker, Minnesota County Attorney's Association
- Mical Peterson, DHS representing ICPC
- James Stuart, representing the Minnesota Sheriffs' Association
- Gina Evans, community representative
- Marlena Hanson, community representative
- Andrew Larson, representing Community Corrections Act Counties
- Angela Brewer, alternate representative Community Corrections Act Counties
- Callie Hargett, Juvenile Justice Advisory Committee

DOC Advisory Council staff includes:

- Paul Schnell, Commissioner of Minnesota Department of Corrections
- Kelly Haff, Office of Government and External Relations, Minnesota Department of Corrections
- Rebecca Holmes-Larson, Executive Officer of Hearings and Release, Minnesota Department of Corrections

- Rebecca Hillestead, Deputy Compact Administrator, Interstate Compact for Juveniles, Minnesota Department of Corrections

ACTIVITIES OF THE ADVISORY COUNCIL

The Advisory Council first met on August 21, 2002, and meets on a semi-annual basis or as needed. In 2025, the Advisory Council met on May 20 in person and via ZOOM and November 14 in person and via ZOOM.

The primary focus of the May 2025 Advisory Council was the review of rule amendment proposals for the ICAOS. There were significant rule amendments and after discussion, the council voted to support all proposed adult rule amendments. The council next reviewed rule amendment proposals from ICJ. After discussion, the council voted to support all rule amendments except rule proposal 1-101 Definition of Human Trafficking. The council reviewed proposed legislative language regarding jail sanctions for adult interstate compact cases in Minnesota. The council voted to move the legislative language through the vetting and approval process. It was advised that funding to reimburse county sheriff offices for transporting interstate compact cases back to Minnesota as required by compact rules would end on June 30, 2025, as funding was not renewed in the next budget biennium.

During the November 2025 meeting, both adult and juvenile national annual reports and new rules were reviewed. There were significant adult rule amendments requiring training, which the council supported. The council was advised that the proposed jail sanction language was not moved forward fully in this legislative session. The council is still interested in pursuing this option and intends to make further recommendations in 2026. The council is concerned about costs to sheriffs due to increased incarceration. Information will be gathered regarding costs prior to the next state council meeting in 2026.

More information about commission activity can be found in the annual reports.

Link to Adult annual report: [FY2025 – Annual Reports](#)

Link to Juvenile annual report: <https://online.flippingbook.com/view/701325449/>

ACTIVITIES OF THE INTERSTATE COMMISSIONS

The Interstate Compact for Adult Offender Supervision (ICAOS) Commission is comprised of one voting member from each state party to the compact. The role of the Interstate Commission is to exercise day-to-day oversight of the compact between states. It promulgates rules to achieve the goals of the compact and ensures an opportunity for input and timely notice to victims and jurisdictions where defined clients are authorized to relocate across state lines.

The Interstate Commission established a system of uniform data collection (ICOTS), which provides access to information on active cases by authorized criminal justice officials. It coordinates regular reporting of compact activities to heads of state advisory councils, state executive/judicial/legislative branches, and criminal justice administrators.

The Interstate Commission also monitors compliance with rules governing interstate movement of clients, initiates interventions to address and correct noncompliance, and coordinates training and education regarding regulations of interstate movement of clients for officials involved in such activity.

The Interstate Commission is required to submit an annual report on the activities of the Commission. The current annual report (FY 2025), as well as past reports and newsletters can be found on the ICAOS site: www.interstatecompact.org

CLIENT MOVEMENT AS REPORTED IN ICOTS:

	Probation	Parole	Both
Number of clients under supervision in Minnesota from other states on January 30, 2026	1,670	539	67
Number of Minnesota clients under supervision in other states on January 30, 2026	2,193	341	0

Interstate Commission for Juveniles is the governing body of the Interstate Compact for Juveniles (ICJ). Commission members include representatives from all 50 states, the District of Columbia, and the U.S. Virgin Islands, who work together to preserve child welfare and promote public safety.

The Interstate Commission is responsible for issuing and enforcing rules to implement the ICJ. The Interstate Commission is required to submit an annual report on the activities of the Commission. The current annual report (FY 2025), as well as past reports and newsletters regarding the Interstate Commission’s activities, can be found on the national website: www.juvenilecompact.org.

Incoming Juveniles	July 1, 2024 - June 30, 2025
Parole Supervision	2
Probation Supervision	106

Outgoing Juveniles	July 1, 2024 - June 30, 2025
Parole Supervision	0
Probation Supervision	60

SUMMARY

The Advisory Council has been in place for over 20 years and meets as needed to address issues that arise regarding ICAOS and ICJ since adoption. The Advisory Council has an active membership, with well attended meetings.