MINNESOTA

Community Supervision Advisory Committee Recommendations

Community Supervision Advisory Committee
November 25, 2024

About this report

The Minnesota Department of Corrections (DOC) engaged with Management Analysis and Development (MAD) to facilitate the Community Supervision Advisory Committee and to draft this report on their behalf. MAD is Minnesota government's in-house fee-for-service management consulting group, offering a quality consultation services to local, regional, state, and federal government agencies and public institutions.

Committee members

Members of the committee are listed in Appendix A.

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Alternative Formats

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Executive summary

Minnesota's community supervision system plays a crucial role in promoting public safety and supporting justice-involved individuals in making positive changes. According to Department of Corrections estimates from 2023, approximately 96,800 Minnesotans are under community supervision overseen by three distinct delivery systems: Community Corrections Act (CCA) agencies, County Probation Officer (CPO) agencies, and the Minnesota Department of Corrections (DOC). The varied delivery models and lack of standardized practices across the state create challenges, leading to inconsistent supervision experiences and outcomes.

In response to a recommendation by the Justice Reinvestment Initiative (JRI), the Minnesota Legislature established the Community Supervision Advisory Committee (CSAC). The committee's mission is to develop evidence-based, statewide standards and practices that ensure fair, effective, and consistent supervision across all jurisdictions. Through this report, CSAC outlines recommendations across eleven mandated deliverables aimed at improving supervision practices, reducing recidivism, and enhancing public safety.

The key deliverables and recommendations that are presented in this report are:

1. **Statewide supervision standards and definitions**: Rather than establishing a single, uniform standard, the goal is to develop a body of standards that define the critical components of high-quality supervision. CSAC has proposed two initial statewide supervision standards relating to the transformation of Intensive Supervised Release (ISR) as well as Intimate Partner Violence (IPV) reunification principles to ensure consistent procedures while focusing on public safety and victim-survivor autonomy.
2. **Risk and needs assessment tools**: Adopting a primary general risk and needs assessment tool, namely the Level of Service/Case Management Inventory (LS/CMI), across all jurisdictions will standardize how agencies assess clients' risks and needs, focusing supervision resources on high-risk individuals and fostering targeted and effective interventions.
3. **Assessment-driven, collaborative case planning**: CSAC recommends that case planning be grounded in validated risk and needs assessments, prioritizing high-risk clients and focusing on criminogenic needs to promote behavior change. This approach reinforces agents' roles as "change agents" rather than just service coordinators.
4. **Standard and special conditions of supervision**: CSAC assigned this deliverable a lower priority and plans to begin work on it in 2025.
5. **Gender-responsive, culturally appropriate, and trauma-informed services**: Community supervision must account for individuals' diverse needs, including gender, culture, and trauma histories. CSAC recommends creating a consistent statewide framework to support gender-informed, culturally specific, and trauma-responsive supervision practices, and has tasked the EBP Statewide Advisory Committee with developing a policy proposal.
6. **Statewide incentives and sanctions grid**: To motivate compliance and promote behavior change, CSAC recommends developing a Behavior Response Grid, a structured, statewide system that rewards positive behaviors and addresses violations equitably. This approach emphasizes support over punitive measures, reducing reliance on incarceration and encouraging long-term compliance.

7. **Performance indicators for supervision success**: CSAC has reviewed legislatively defined outcome measures and adopted recommendations for interpreting the measures so that existing data can be used to begin reporting on most of them. Additionally, many of CSAC's recommendations include discussion of key metrics to ensure that supervision is being delivered in accordance with policy and risk-needs-responsivity principles.
8. **Statewide training, coaching, and quality assurance system**: CSAC's recommendations for a statewide training, coaching, and quality assurance (QA) system emphasize the importance of evidence-based practices such as motivational interviewing, cognitive behavioral interventions, and risk/needs assessments. Regular training and coaching will ensure that agents and supervisors can effectively implement EBPs, supporting behavior change and reducing recidivism.
9. **Evaluation methods for grant recipients**: Work on evaluating grant-funded services under Minnesota Statute 244.33 is currently deferred due to lack of funding.
10. **Plan to eliminate financial penalty for early discharge**: CSAC recommends that the researchers conducting the Workload Study (see Deliverable 11b) also analyze the impact of early discharge and provide tailored recommendations. This goal is to encourage the use of early discharge as a meaningful incentive for individuals who demonstrate progress and rehabilitation without incentivizing counties to retain individuals on supervision in order to maintain their funding.
11. **A. Proposed state-level Community Supervision Advisory Board**: To ensure sustainable oversight, CSAC recommends becoming a permanent committee with an expanded mandate. This board would oversee ongoing supervision reforms, facilitate coordination among agencies, and maintain consistent standards across the state.

    B. **Review and reassess the Workload Study**: CSAC collaborated with the Commissioner of DOC to design a statewide Workload Study, ensuring equitable funding across community supervision systems. A Request for Proposal (RFP) was launched to gather comprehensive data, supporting fair resource distribution and evidence-based practices.

    C. Supervision fees report: CSAC submitted a report on supervision fees across Minnesota by the June 30, 2024, deadline. This report indicates the total supervision fees imposed and collected in 2022.

CSAC's recommendations represent a critical step forward in building a unified, effective community supervision system in Minnesota. By aligning supervision practices with evidence-based principles, promoting fairness and equity, and supporting agents as "change agents," Minnesota can reduce recidivism, enhance public safety, and improve outcomes for individuals under supervision.

To achieve these goals, CSAC calls for continued legislative support, sustainable funding, and active collaboration among stakeholders. Together, these efforts will create a community supervision model that strengthens public safety, advances justice reform, and provides a national model for effective, equitable community supervision. CSAC remains committed to working with state leaders and community partners to realize these recommendations and support a safer, fairer Minnesota.

Introduction

Importance of community supervision in Minnesota

Community supervision is a vital component of Minnesota's criminal justice system, reflecting the state's commitment to prioritize rehabilitation and reintegration at the local level. According to Department of Corrections data from 2023, approximately 96,800 individuals are on supervised release, probation, or parole within Minnesota communities, while about 7,500 individuals remain incarcerated in state prisons. This demonstrates Minnesota's emphasis on reserving prison beds for individuals with the most serious offenses or chronic reoffending, while promoting community-based alternatives for others.

The State of Minnesota operates community corrections supervision under three delivery systems:

- **Community Corrections Act (CCA):** Responsible for supervision of felony, supervised release (prison release), misdemeanor, and juvenile supervision within the county. Thirty-six counties currently operate under this structure.
- **County Probation Office (CPO):** Responsible for supervision of misdemeanor and juvenile probation in the county. Twenty-one counties currently operate under this structure.
- **MN Department of Corrections (DOC):** Responsible for felony supervision in CPO counties or for supervision of felony, supervised release (prison release), misdemeanor, and juvenile supervision within the county when the county contracts for the full service. There are twenty-one counties that operate under joint CPO/DOC supervision and thirty counties that contract with DOC for all supervision services.

Figure 1 on the following page provides a visual overview of counties within each delivery system. Table 1 provides a list of counties under each delivery system.

Given the complexity of these systems and the critical need for alignment and standardization, Minnesota's legislature established the Community Supervision Advisory Committee (CSAC) to oversee the development of statewide standards and practices for community supervision. CSAC plays a central role in advising the Commissioner of Corrections (hereafter referred to as the Commissioner) on policies related to probation, supervised release, and community supervision to ensure these systems operate effectively, equitably, and efficiently.

Figure 1. Map of the three correctional delivery systems

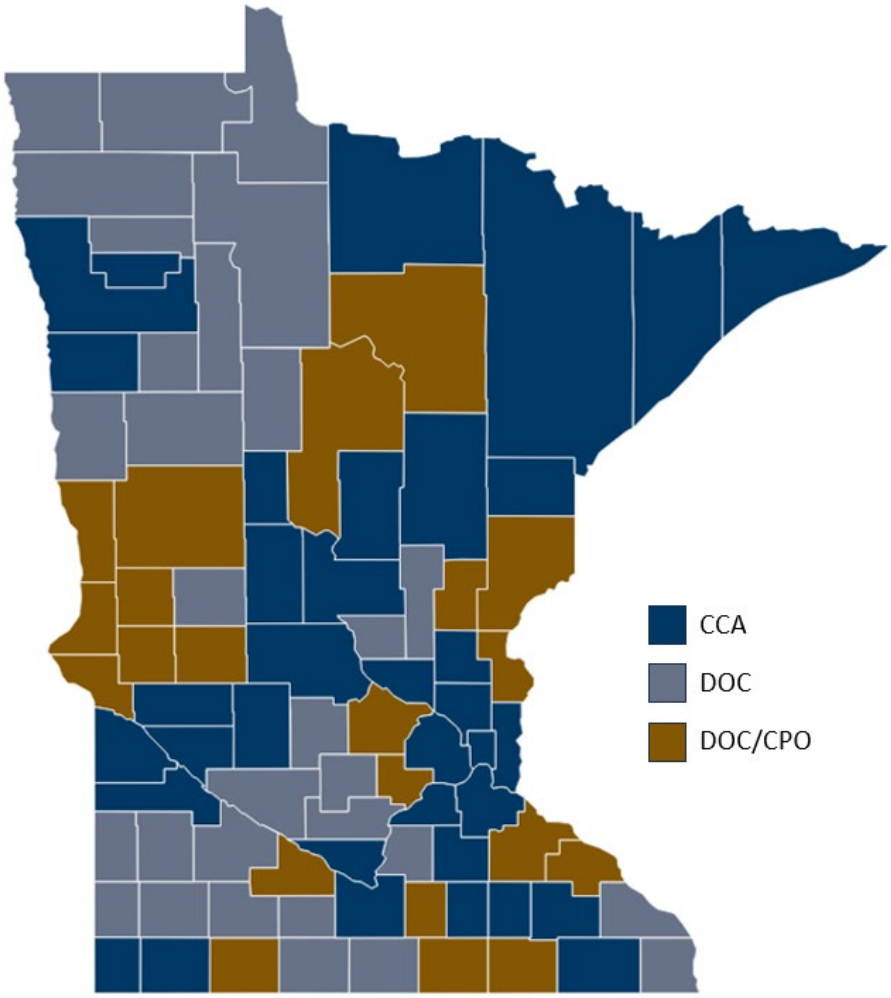

Table 1. List of counties under each delivery system

Delivery system	Counties
CCA	Aitkin, Anoka, Blue Earth, Carlton, Chippewa, Cook, Crow Wing, Dakota, Dodge, Fillmore, Hennepin, Isanti, Kandiyohi, Koochiching, Lac Qui Parle, Lake, Morrison, Nicollet, Nobles, Norman, Olmsted, Polk, Ramsey, Red Lake, Rice, Rock, Scott, Sherburne, St. Louis, Stearns, Steele, Swift, Todd, Wadena, Washington, Yellow Medicine
DOC	Becker, Beltrami, Benton, Clay, Clearwater, Cottonwood, Douglas, Faribault, Houston, Hubbard, Kittson, Lake of the Woods, Le Sueur, Lincoln, Lyon, Mahnomen, Marshall, Martin, McLeod, Meeker, Mille Lacs, Murray, Pennington, Pipestone, Redwood, Renville, Roseau, Sibley, Watonwan, Winona
DOC/CPO	Big Stone, Brown, Carver, Cass, Chisago, Freeborn, Goodhue, Grant, Itasca, Jackson, Kanabec, Mower, Otter Tail, Pine, Pope, Stevens, Traverse, Wabasha, Waseca, Wilkin, Wright

Background and formation of CSAC

The formation of CSAC is rooted in Minnesota's participation in the Justice Reinvestment Initiative (JRI), a national effort supported by the Council of State Governments (CSG) Justice Center, the U.S. Department of Justice, and the Pew Charitable Trusts. JRI provided Minnesota with technical assistance to enhance the efficiency and effectiveness of its community supervision systems. A key recommendation from this partnership was the establishment of a statewide advisory body to guide policy development across the three-community supervision systems in Minnesota.

In response, the Minnesota Legislature created CSAC in 2023, establishing it as an interagency task force charged with aligning community supervision services and ensuring statewide consistency in practices where necessary. CSAC's role is to establish evidence-based, collaborative solutions to improve community supervision in Minnesota, ensuring that supervision practices are equitable, culturally responsive, and effective in reducing recidivism. Through its work, CSAC aims to foster a comprehensive and inclusive approach to community supervision that meets the needs of all Minnesotans while maintaining public safety.

Statutory mandate and objectives

CSAC operates under the mandate provided by Minnesota Statute 401.17. This statute charges CSAC with making comprehensive policy recommendations to the Commissioner on matters including statewide supervision standards, the use of risk and needs assessments, and evidence-based practices in supervision. Specifically, CSAC is responsible for reviewing and advising on:

1. **Deliverable 1:** Statewide supervision standards and definitions to be applied across CCA and non-CCA jurisdictions.
2. **Deliverable 2:** The adoption and implementation of risk and needs assessment tools.
3. **Deliverable 3:** Requirements for collaborative case planning based on formal assessments.
4. **Deliverable 4:** Standard and special conditions for individuals on supervision.
5. **Deliverable 5:** Gender-responsive, culturally appropriate, and trauma-informed services.
6. **Deliverable 6:** A statewide incentives and sanctions grid to guide responses to client behavior.
7. **Deliverable 7:** Performance indicators for supervision success and recidivism rates.
8. **Deliverable 8:** Training, coaching, and quality assurance systems for supervision staff.
9. **Deliverable 9:** Evaluation methods for services provided through state funding.
10. **Deliverable 10:** A plan to eliminate financial penalties for jurisdictions that successfully discharge individuals early from supervision.
11. **Deliverable 11a:** The creation of a state-level Community Supervision Advisory Board.
12. **Deliverable 11b:** Review and reassess the Workload Study.
13. **Deliverable 11c:** Report on supervision fees

Membership and structure

CSAC's membership is designed to ensure broad representation across the diverse community supervision systems in Minnesota, bringing together stakeholders with varied expertise and perspectives. The committee consists of nineteen members, as specified in Minnesota Statute 401.17, who represent a wide range of roles within the community supervision framework, including representatives from community corrections, county leadership, behavioral health, advocacy, and individuals with lived experience under supervision.

Membership composition

The membership of CSAC reflects Minnesota's three distinct community supervision systems: DOC, CCA, and CPO counties. Members are appointed by relevant associations or by the Commissioner, ensuring that each key stakeholder group is represented. The composition of CSAC includes:

- **Two directors** appointed by Minnesota Association of Community Corrections Act Counties (MACCAC)
- **Two probation directors** appointed by Minnesota Association of County Probation Officers (MACPO)
- **Three county commissioners** appointed by the Association of Minnesota Counties
- **Two behavioral health, treatment, or programming providers** who work directly with individuals on correctional supervision, appointed by the Department of Human Services (DHS) and the Minnesota Association of County Social Service Administrators (MACSSA)
- **Two representatives** appointed by the Minnesota Indian Affairs Council
- **Two representatives** appointed by the Commissioner
- **The chair** of the statewide Evidence-Based Practice (EBP) Statewide Advisory Committee
- **Three individuals with lived experience** under the state's three community supervision systems, appointed by the Commissioner in consultation with relevant associations
- **One advocate** for victims of crime appointed by the Commissioner
- **One representative** from a community-based research and advocacy entity appointed by the Commissioner

This diverse composition ensures that CSAC has the necessary expertise to address the complex issues surrounding community supervision, while also incorporating perspectives from those with direct experience in the system. A full list of members is included in Appendix A.

Structure and operations

CSAC operates under a well-defined governance structure, which allows for organized and transparent decision-making. The committee meets regularly to discuss progress, review recommendations, and make decisions on policy proposals. Meetings are scheduled monthly, with additional meetings called as necessary to address urgent matters.

A planning subcommittee supports the co-chairs by designing meeting agendas and setting the strategic direction for the full committee's work. This subcommittee includes representatives from each of the three supervision systems—DOC, CCA, and CPO—to ensure that decisions are informed by all stakeholders.

Decision-making within CSAC is generally by consensus, but when consensus cannot be reached, decisions may be made by a simple majority vote, provided that a quorum is present. This structured approach promotes collaboration while ensuring timely and effective policy recommendations.

Roles and responsibilities

CSAC must be led by three co-chairs, each representing one of the three community supervision systems. The co-chairs are responsible for facilitating meetings, managing the work of the planning subcommittee, and ensuring that the committee adheres to its statutory responsibilities. Co-chairs are elected by the committee members and serve two-year terms, with the possibility of re-election for one additional term.

All CSAC members are expected to actively participate in meetings, serve on subcommittees as needed, and contribute to discussions and decision-making. Members are also required to review meeting materials in advance and engage with their respective networks and stakeholders to ensure that a broad range of perspectives are represented in CSAC's work.

This inclusive and structured approach enables CSAC to effectively fulfill its mandate while ensuring that community supervision policies are grounded in evidence, experience, and collaboration.

Prioritization process

CSAC approached its mandate with a thoughtful and strategic process to ensure that the wide-ranging tasks outlined in Minnesota Statute 401.17 were addressed effectively. This process began in the fall of 2023, when CSAC held a series of foundational meetings designed to align all members with a common understanding of the committee's goals, the complexities of Minnesota's community supervision systems, and the statutory deliverables assigned to the committee. These initial meetings allowed members to explore the breadth of community supervision challenges across the state and to begin identifying areas of focus for the committee's work.

In January 2024, CSAC held a formal prioritization meeting to determine which statutory deliverables they would work on in the coming year. During this session, committee members discussed each of the required deliverables, evaluated the current landscape of community supervision practices, and considered where CSAC could make the most immediate impact. A critical outcome of this meeting was identification of existing committees and groups as well as the creation of subcommittees that could be tasked with addressing specific deliverables. This structure of using existing groups and committees and CSAC subcommittees allowed CSAC to divide its workload efficiently, ensuring that specialized expertise was included for the most pressing issues.

Recommendations and progress by deliverable

Deliverable 1: Statewide supervision standards and definitions

"By December 1, 2024, the committee must provide written advice and recommendations to the Commissioner on developing policy on statewide supervision standards and definitions to be applied to community supervision provided by CCA and non-CCA jurisdictions."

"Statewide supervision standards" is a broad concept that encompasses the essential elements necessary for effective and equitable community supervision across Minnesota. Rather than establishing a single, uniform standard, the goal is to develop a body of standards that define the critical components of high-quality supervision. These standards will ensure that every agency adheres to evidence-based practices and provides consistent, fair supervision to those under its jurisdiction.

CSAC's role in this ongoing process is to define, evaluate, and make recommendations for Minnesota's community supervision system, promoting uniformity while allowing flexibility to adapt to local needs. CSAC's recommendations are intended to guide all agencies toward practices that foster accountability, support rehabilitation, and improve outcomes for supervised individuals.

This year, CSAC received recommendations in two key areas as part of its broader mandate to develop these standards:

- Intensive Supervised Release (ISR)
- Intimate Partner Violence (IPV) reunification principles

While these are just two components of the comprehensive framework of statewide supervision standards, they represent important steps in advancing a supervision system that is responsive, equitable, and rooted in best practices. Moving forward, CSAC will continue to identify, refine, and recommend additional standards to ensure that Minnesota's community supervision systems remains both effective and fair.

Intensive Supervised Release

Background

Prior to the creation of CSAC, work was underway to identify needed changes to ISR in Minnesota. In recognition of the importance of doing this work consistently across the state, the end product of this work was brought to CSAC for consideration as one component of this deliverable.

ISR is a statewide program designed to provide intensive supervision for individuals who are at risk of sexual or violent re-offense upon release from prison. The program operates in all eighty-seven counties and is administered by seven agencies, including the DOC, Arrowhead Regional Corrections, Anoka County, Dakota County, Hennepin County, Dodge/Olmsted County, and Ramsey County. Prior to 2018, clients were assigned to ISR based on their offenses. Since then, the Minnesota Screening Tool Assessing Recidivism Risk (MNSTARR)[1] has been used to determine ISR assignments. However, studies have revealed significant variations in how the program is administered, particularly in areas such as house arrest, community access, and criteria for passes. A 2021 study by Duwe and McNeely found that between 51 and 57 percent of ISR participants failed to complete the program and ended up returning to prison.

The ISR transformation initiative was launched to reshape the program based on evidence-based practices that prioritize successful re-entry and reintegration into communities. The legislative repeal of Minnesota Statutes, sections 244.14 and 244.15 in 2023 created an opportunity to restructure ISR supervision and align it with more effective practices.

Recommendations

The ISR Transformation Working Group made several key recommendations to improve ISR to CSAC in July 2024. CSAC recommended the Commissioner develop policy to adopt the ISR transformation supervision standards. In October 2024, the Commissioner responded that he would support the following policy recommendations.

These recommendations aim to transform ISR into a person-centered supervision model that balances public safety with a more flexible, individualized approach. Table 2 illustrates how these changes will work in practice, along with a comparison with current ISR practices.

Table 2. Comparison of current ISR practices vs. proposed changes

Current ISR practice	Proposed change
Release plan involves no required contact with client.	Release plan requires multi-disciplinary online meetings including the case manager, ISR agent, and client prior to release.
Supervision continuum is primarily based on phases and time.	Supervision continuum is based on behavior, case plan goals, and engagement with interventions.
Supervision is focused on conditions and compliance.	Supervision is focused on client criminogenic needs and case planning goals.
Strict house arrest is imposed for all clients through the first eight months.	House arrest is utilized as a sanction.
Local rules are dictated and can vary by agency.	All agencies will follow a single standard of rules and orientation guide.

[1] MNSTARR is a risk assessment instrument used to evaluate the likelihood of recidivism among individuals released from prison. It is designed to predict the risk of re-offending, particularly focusing on sexual and violent offenses. The tool utilizes a variety of factors, including criminal history, personal background, and behavioral indicators, to generate a risk score. A more detailed overview of MNSTARR is available on this fact sheet.

Current ISR practice	Proposed change
Use of risk or needs assessments currently vary by agency.	Level of Service/Case Management Inventory (LS/CMI), Dynamic Risk Assessment (DRA) for sex offenses, and domestic violence assessments are applied within sixty days of release.
There are variations in the process to reduce supervision intensity (move phases).	Standards will be developed to review clients weekly. Intensity will be reduced or increased based on progress toward goals and engagement.
Transition off ISR involves no direction or procedure (follow intrastate transfer policy).	Transition off ISR follows established processes (case plan, Carey Guides, etc.).

Rationale for recommendations

The recommendations for ISR transformation focus on promoting a more consistent, individualized approach to high-risk community supervision. Key considerations include:

- **Improving client outcomes and reducing recidivism:** By focusing supervision on behavior, case plan goals, and engagement with interventions, the recommendations encourage client accountability while also supporting positive behavior change. This approach is more likely to reduce recidivism and increase the likelihood of successful re-entry into the community.
- **Consistency across systems:** The development of a statewide policy for ISR ensures that all clients receive equal treatment, regardless of which agency is responsible for their supervision. Standardizing rules, risk assessments, and orientation materials creates a more unified supervision model that reduces disparities and enhances fairness across Minnesota's community supervision systems.
- **Flexibility and responsivity:** The shift from time-based supervision phases to a behavior-based continuum allows for a more responsive supervision model. By adjusting the intensity of supervision based on client progress, supervision agents can provide the right level of oversight while encouraging continued engagement with programming and community support systems.
- **Supporting re-entry and reducing barriers:** The recommendations prioritize community engagement and support systems, recognizing that successful re-entry is often dependent on access to community resources and stable support networks. Reducing reliance on strict house arrest and increasing opportunities for positive community contact allows clients to build connections that can help them reintegrate more effectively.
- **Standardized risk assessments:** Applying validated risk and needs assessments consistently across all agencies ensures that supervision decisions are informed by evidence-based tools. This reduces the likelihood of subjective decision-making and promotes fairness in how supervision intensity is determined.

These recommendations create a responsive, equitable framework for ISR, ensuring Minnesota's supervision system remains aligned with best practices in supporting positive behavior change and reducing recidivism.

Reunification principles

Background

As part of Deliverable 1, the Domestic Violence Steering Committee, along with the IPV Reunification Workgroup, brought forth the IPV reunification principles (May 2024). These principles are designed to guide community supervision agents in responding to requests for reunification between clients and victims of IPV from a victim-centered approach. The overarching goal of the IPV reunification principles is to ensure greater uniformity among Minnesota's various community supervision systems while prioritizing victim-survivor safety.

Before the development of these principles, Minnesota's supervision system followed a blanket "no contact" policy regarding reunification in IPV cases. However, this approach was found to inadequately address the diverse needs of victim-survivors and their varying level of desired contact. Recognizing the limitations of the "no contact" approach, key stakeholders, including DOC, field services, MACCAC, and MACPO, Violence Free Minnesota, and victim advocates, convened to establish a more nuanced set of guidelines.

These principles outline how supervision agents should engage with victim-survivors in the reunification process, ensuring that their preferences are considered while maintaining safety and compliance with legal restrictions, such as protective orders.

Recommendations

CSAC recommends developing policy to support the IPV reunification principles. The policy should address the following three areas:

- **Eligibility criteria for reunification:** No reunification efforts should proceed if there are active protective orders, such as Domestic Abuse No Contact Orders (DANCO), No Contact Orders (NCO), Orders for Protection (OFP), or if there are open Child in Need of Protection or Services (CHIPS) cases. Any request for reunification should be assessed based on both the victim's input and the legal constraints in place. Additionally, in cases where reunification is being considered, the individual should sign a release of information so an agent can share information with the victim as it pertains to the safety of the victim.
- **Victim-centered approach:** Every step of the reunification process must be driven by the needs and desires of the victim-survivor. This approach places the victim's voice at the center of the decision-making process. Agents must engage in open and supportive communication with victim-survivors, ensuring that their input informs the path forward. Victims must have access to advocacy services and support throughout the reunification process, and reunification should only proceed with their informed and willing participation.
- **Uniformity across delivery systems and facilities:** The IPV reunification principles call for uniformity in the application of reunification guidelines across Minnesota's community supervision systems while still allowing the process to be tailored to the needs and resources of local supervision offices. This also includes aligning the reunification process with facility-based work, ensuring that decisions made during incarceration are in alignment with those made in the community supervision phase. The goal is to eliminate discrepancies in how reunification requests are handled across different jurisdictions and settings.

Rationale for recommendations

The IPV reunification principles are designed to guide community supervision agents in handling reunification requests between clients and IPV survivors, with a focus on victim-survivor safety and autonomy. Key considerations include:

- **Enhanced victim safety and autonomy:** Prioritizing a victim-centered approach ensures that victim-survivors have input over decisions that directly impact their safety and well-being. The recommendations recognize that each case of IPV is unique, and victims must be empowered to make informed decisions about reunification. By creating eligibility restrictions and involving victims in the process, these principles safeguard victim autonomy and promote a more thoughtful approach to reunification.
- **Consistency across systems:** The push for uniformity across community supervision and correctional facilities is vital to ensuring that all victim-survivors receive consistent, fair treatment. Whether a reunification request is initiated while the client is under community supervision or is still in a correctional facility, agents should follow the same core principles. The consistency helps eliminate disparities in how reunification is handled across different systems.
- **Support for supervision agents:** The development of a clear policy will provide supervision agents with the tools and guidance they need to navigate reunification requests more effectively. The tools and training provided through this framework will ensure that agents are making informed decisions based on both legal criteria and victim input, reducing uncertainty, and providing a structured pathway to handle complex cases.

These recommendations foster a balanced, victim-focused reunification approach within Minnesota's community supervision system, aligning supervision practices with safety, fairness, and accountability across jurisdictions.

Deliverable 2: Risk and needs assessment tools

"Requiring CCA and non-CCA jurisdictions to use the same agreed-on risk screener and risk and needs assessment tools as the main supervision assessment methods or a universal five-level matrix allowing for consistent supervision levels and that all tools in use be validated on Minnesota's community supervision population and revalidated every five years."

Background

This initiative is grounded in the Risk, Need, and Responsivity (RNR) model, which provides the essential principles for effective intervention with justice-involved individuals. The RNR model includes the following principles:

- **Risk principle**: This principle dictates that supervision and treatment intensity should be proportional to a person's assessed risk of reoffending. Higher-risk individuals benefit most from intensive interventions, whereas low-risk individuals can experience disruptions to positive behaviors if exposed to intensive

supervision or treatment. Research has shown that failing to adhere to the risk principle can unintentionally increase recidivism among low-risk individuals, as intensive interventions can disrupt positive behavior patterns and expose them to higher-risk peers (Andrews, Bonta, and Hoge 1990).

- **Need principle**: This principle emphasizes focusing on dynamic criminogenic needs, which are dynamic risk factors that are associated with a person's risk of reoffending. Common criminogenic risk factors include antisocial personality patterns, pro-criminal associations, and substance use disorders. Addressing these needs through targeted programs and services increases the likelihood of reducing recidivism and supporting positive behavior change.
- **Responsivity Principle**: This principle underscores the importance of tailoring interventions to individuals' unique learning styles, motivations, abilities, and strengths. Tailoring interventions in this way ensures that individuals can engage meaningfully with services and programs, thus increasing the effectiveness of behavioral change efforts.

Currently, Minnesota faces several challenges in uniformly applying the RNR model. The state does not have a validated risk and needs assessment tool consistently used across its community supervision delivery systems. In the absence of standardized tools and protocols, agencies apply varying cutoff scores and supervision levels, resulting in inconsistent management of individuals across counties. This variability can limit the effectiveness of interventions, as inconsistent application of RNR principles reduces the potential for achieving reductions in recidivism.

Recommendations

The Risk and Needs Working Group was tasked with this deliverable by CSAC. Based on the recommendations presented, CSAC recommends the Commissioner adopt the following policies:

- All community supervision agencies must adopt the LS/CMI as the primary general risk and needs assessment tool across all three community supervision systems.
- All community supervision agencies must use a pre-screener and/or LS/CMI for all post-conviction adult felonies, gross misdemeanors, and targeted misdemeanors referred or ordered to supervision.
- Primary risk and needs assessment tools and pre-screeners used in community supervision must be validated and revalidated every five years to ensure ongoing accuracy and consistency. CSAC agrees the validation and re-validation process should be managed by the DOC in collaboration with impacted agencies.

Rationale for recommendations

The recommendations for this deliverable focus on creating a unified, evidence-based approach to assessing risk and needs across Minnesota's community supervision delivery systems. Key considerations include:

- **Consistency across jurisdictions:** Adopting a standard assessment tool, the LS/CMI, ensures that all agencies apply consistent criteria to determine risk and needs. This alignment reduces variability across counties, promoting fairness and equal treatment for clients statewide.

- **Targeted interventions to reduce recidivism:** The LS/CMI is grounded in the RNR model, which emphasizes focusing resources on high-risk individuals and addressing criminogenic needs linked to reoffending. By using this model statewide, Minnesota can implement tailored interventions that align with best practices in reducing recidivism.
- **Regular validation for accuracy and relevance:** Revalidating assessment tools every five years maintains their accuracy and ensures they are responsive to Minnesota's community supervision population. This process helps safeguard the effectiveness of assessment-driven case planning and supports continuous improvement in service delivery.

These recommendations collectively promote an evidence-based, standardized approach that ensures Minnesota's community supervision system is fair, effective, and aligned with national best practices.

Next steps

There is additional work to be done to fully achieve this deliverable. CSAC asked the Risk and Needs Assessment Working Group to continue identifying additional risk and needs assessment tools, especially to address culturally appropriate and gender responsive needs such as the Women's Risk Needs Assessment (WRNA). CSAC also recommended the Risk and Needs Assessment Working Group continue working towards adoption of a universal risk and needs pre-screener for statewide use. CSAC asked the Risk and Needs Assessment Working Group to report back to CSAC by January 2026 with their findings.

Deliverable 3: Assessment-driven, collaborative case planning

"Requiring the use of assessment-driven, formalized, collaborative case planning to focus case planning goals on identified criminogenic and behavioral health need areas for moderate- and high-risk individuals."

Background

The JRI Phase II Working Group identified significant gaps and needs in Minnesota's current case planning practices. Case plans vary widely across the state and are not consistently tailored to the specific needs of individuals on supervision. Many agents do not integrate evidence-based practices, such as skill-building exercises and practice sessions, into regular appointments, limiting the effectiveness of supervision in promoting behavior change. Additionally, several agencies rely solely on the Smart Chrono system without integrating case planning processes into the CSTS database[2], leading to a lack of automation and consistency.

[2] The CSTS database is a scalable information management system supporting all aspects of pre-trial, detention, probation, and parole operations, tailored for various staff levels, incorporating evidence-based practices, and offering data conversion, custom enhancements, and software integrations for optimized agency performance.

Minnesota currently lacks a standardized case planning policy or process across its three community supervision delivery systems. Agents often do not use risk and needs assessment results to guide their case planning, leading to a focus on non-criminogenic factors rather than areas directly linked to recidivism reduction. This approach can limit the potential for meaningful behavior change, as effective case planning should target criminogenic needs, such as antisocial attitudes and substance use disorders, which directly influence an individual's likelihood of reoffending.

Additionally, a cultural shift is needed within the field of community supervision. Agents are sometimes viewed primarily as brokers of services, responsible for connecting individuals to external resources, rather than as "change agents" who actively engage in behavior-change interventions. This shift toward an assessment-driven and collaborative model would redefine agents' roles, equipping them to more effectively address criminogenic and behavioral health needs through targeted case planning efforts.

Recommendations

The JRI Phase II Working Group was tasked with this deliverable by CSAC. Based on the recommendations presented, CSAC recommends the Commissioner require all community supervision agencies to:

- Follow an evidence-based process for case planning with high-risk clients, as determined by a validated risk and needs assessment tool.
- Use the automated case plan template in the CSTS database to target a client's identified criminogenic needs that drive their criminal behaviors and address relevant responsivity factors.
- Establish a formalized, evidence-based case planning process that aligns with the RNR model.

Rationale for recommendations

The recommendations for this deliverable support a standardized, assessment-driven approach to case planning that aligns with best practices in community supervision. Key considerations include:

- **Promoting targeted, evidence-based case planning:** Requiring case planning for high-risk clients ensures that resources are directed where they have the most impact. By using validated assessments to focus on criminogenic factors, agencies can prioritize issues linked to recidivism. Starting with high-risk clients and expanding to moderate-risk individuals as capacity allows optimizes the reach of evidence-based practices.
- **Ensuring consistency through CSTS database integration:** Integrating use of the automated case plan template into the CSTS database fosters consistency across jurisdictions, streamlining record-keeping and enhancing data accuracy. This unified approach reduces reliance on varied systems like Smart Chrono, allowing for a seamless, automated process that supports efficient case management statewide.
- **Aligning with the RNR model to strengthen case planning:** A formalized, RNR-aligned process shifts agents' roles from service brokers to proactive "change agents" focused on behavior modification. This framework encourages individualized case plans that address each client's specific risk level and criminogenic needs, supporting sustainable behavior change.

These recommendations establish a framework for effective, consistent case planning that optimizes resources, promotes positive behavioral change, and aligns with evidence-based practices in Minnesota's community supervision system.

Next steps

There is more work to be done to fully address this deliverable. CSAC supports extending case planning beyond high-risk clients to moderate-risk clients as well. Due to the current limitations in practitioner capacity, CSAC recommended a re-evaluation of expanding their recommendations by January 2026. Additionally, CSAC recommended the JRI Phase II Working Group, in collaboration with the CSTS Data Committee, develop metrics to ensure the case planning process is practiced with fidelity across agencies. CSAC has asked the JRI Phase II Working Group to report back to CSAC by January 2026 with their recommendations.

Deliverable 4: Standard and special conditions of supervision

"Limiting standard conditions required for all individuals on supervision across all supervision systems and judicial districts, ensuring that conditions of supervision are directly related to the offense of the individual on supervision, and tailoring special conditions to individuals on supervision identified as high risk and high need."

Progress update

CSAC has assigned this deliverable a lower priority and plans to begin the work on it in 2025.

Deliverable 5: Gender-responsive, culturally appropriate, and trauma-informed services

"Providing gender-responsive, culturally appropriate services and trauma-informed approaches."

Background

Research and data underscore the importance of tailored, responsive supervision practices. According to the American Probation and Parole Association (2024), factors such as gender, cultural background, and trauma histories critically influence a person's experience under supervision and ability to comply with conditions. Programs that address these needs, often through gender-informed interventions, culturally specific programming, and trauma-responsive approaches, have shown significant potential to improve outcomes (Covington and Bloom 2006; Miller and Najavits 2012; Gehring, Van Voorhis, and Bell 2010).

The guiding definitions for this deliverable include:

- **Gender-responsiveness**: Recognizing and accounting for differences in psychological development, socialization, culture, trauma exposure, and life experiences across genders. Gender-responsive practices are relational, trauma-informed, strength-based, and culturally relevant.
- **Culturally appropriate services**: A culturally responsive system values diversity, respects differences, and develops services that meet the specific needs of each community.
- **Trauma-informed care**: An approach to engaging individuals with trauma histories that acknowledges trauma's impact and seeks to avoid re-traumatization. Trauma-informed practices create supportive environments and emphasize trauma recognition, as recommended by the Substance Abuse and Mental Health Services Administration (SAMHSA 2014).

Examples from counties across Minnesota show early, targeted implementations of gender-responsive, culturally specific, and trauma-informed practices. However, the extent of these practices varies significantly, highlighting the need for a statewide framework that ensures all agencies can provide such services consistently.

Progress update

CSAC tasked the EBP Statewide Advisory Committee with providing recommendations for developing policies to meet this deliverable. The EBP Statewide Advisory Committee developed and presented initial recommendations to CSAC in November 2024. Recognizing the importance of these recommendations, CSAC agreed that they are essential to effective community supervision practices. However, CSAC identified the need for further refinement of their policy recommendations before full-scale implementation across Minnesota.

CSAC advised the EBP Statewide Advisory Committee to establish a baseline training for supervision probation staff on gender-responsiveness, cultural competency, and trauma-informed approaches for all agencies, with flexibility for agencies to select ongoing training that aligns with the unique needs of their communities. To advance this initiative, CSAC has tasked the EBP Statewide Advisory Committee with refining their policy recommendations and presenting an updated policy proposal by July 2025.

This additional timeframe will allow the EBP Statewide Advisory Committee to ensure that recommendations are both comprehensive and adaptable, supporting Minnesota's goal of creating an inclusive and effective community supervision system.

Deliverable 6: Statewide incentives and sanctions grid

"Developing a statewide incentives and sanctions grid to guide responses to client behavior while under supervision, to be reviewed and updated every five years to maintain alignment with national best practices."

Background

Currently, there is no unified policy or process for applying incentives and sanctions in Minnesota's delivery systems. Responses to client behavior, both positive and negative, vary widely, with some agencies lacking sufficient options to address behavior effectively and uniformly. Existing sanction grids often include limited,

generalized response options that may not be feasible or applicable for all counties and delivery systems to implement. This inconsistency is compounded by challenges in documenting responses and interventions, as agencies do not uniformly record actions within a single system, creating challenges for tracking client progress and ensuring accountability.

Best practices in community supervision endorse the use of structured incentives and sanctions grids, as positive reinforcement for compliance has been shown to motivate clients to adhere to supervision conditions. Grids typically incorporate graduated sanctions and rewards, allowing agencies to adjust responses based on behavior severity, risk level, and other factors. A structured, scalable approach to incentives and sanctions aims to promote consistency, fairness, and effectiveness, reducing reliance on more severe interventions, such as jail or prison, while motivating compliance and supporting behavioral change.

Several counties in Minnesota already use or are in the process of developing incentives and sanctions grids. However, without a statewide framework, variations in the design and implementation of these grids result in inconsistent client experiences across the state.

Recommendation

CSAC tasked the JRI Phase II Working Group in collaboration with the CSG Justice Center with this deliverable. Based on the recommendations presented, CSAC recommends the Commissioner pursue a legislative amendment to change the statute language from an “incentives and sanctions grid” to a “behavior response grid” and declare the public purpose for use of rewards for corrections populations.

Rationale for recommendation

Changing the statute language from “incentives and sanctions grid” to “behavior response grid” better captures the tool’s primary purpose: to create a balanced framework for guiding and reinforcing positive behavior while addressing noncompliance. This updated language more accurately reflects the tool’s emphasis on promoting sustainable behavior change through a structured approach to supervision responses, aligning with best practices for motivating clients, and supporting long-term success in community supervision.

Next steps

The work of this deliverable is ongoing. CSAC has asked CSG Justice Center to continue development of a statewide behavior response grid for all individuals under community supervision in collaboration with the Minnesota Rehabilitation and Reinvestment Act (MRRA). CSAC recommends the CSG Justice Center share their findings by July 2025.

Deliverable 7: Performance indicators for supervision success

"Developing performance indicators for supervision success and recidivism."

Background

Performance indicators are designed to measure key outcomes, such as the number of individuals on supervision, violation and revocation rates, early discharges, and restructured cases. The aim is to use this data to assess the success of community supervision and ensure that decisions are made based on robust, evidence-based practices. The Minnesota Legislature required CSAC to participate in the development of key performance indicators and identified several specific performance indicators for the community supervision system in Minnesota Statute 401.17, subdivision 5. CSAC focused on evaluating the feasibility of reporting on the legislatively identified performance measures and requested assistance from the CSTS Executive Committee and Data Committee.

During the June 12, 2024, meeting, the CSTS Data Committee presented recommendations on whether the legislatively defined performance indicators could be tracked with available data. In order to develop these recommendations, the CSTS Data Committee formed a subcommittee that included members from both the CSTS Data and Standards Committees. Although there are some implementation issues, particularly regarding violation and revocations, CSAC accepted all the recommendations for how to interpret the statutory requirements and adopted recommendations for utilizing existing data to report on the performance indicators for probation. CSAC assumes that statewide reporting would be managed by DOC using data in the Statewide Supervision System (S3); however, further work is needed to ensure that all necessary data is uploaded and available to DOC for reporting purposes. Additionally, because DOC holds the necessary data for performance indicators related to supervised release, CSAC recommends that DOC work to comply with the statutory requirements in that area.

Recommendations

CSAC makes the following recommendations for statewide reporting on the outcome measures identified by the Legislature:

- **Initial performance indicators for immediate reporting:**
    - **Number of individuals sentenced to supervision each year:** Report both unique individuals starting supervision each year and new cases initiated within the year.
    - **Offense levels, offense types, and assessed risk levels for which individuals are sentenced to supervision:** Report the highest sentenced offense level and type for all probation cases starting within a year. For supervision, report the first supervision level after probation starts, using it as a proxy for assessed risk level, which is not consistently available.
    - **Early discharge from probation:** Track cases successfully closed at least 90 days before their original expiration date to determine the effectiveness of early discharges.

- **Performance indicators for future reporting:**
    - **Violation and revocation rates and the identified grounds for the violations and revocations, including final disposition of the violation action such as execution of the sentence, imposition of new conditions, or a custodial sanction:** Because violations are addressed in the statute twice, CSAC interpreted this requirement as applying to probation violations. Data on probation violations currently exist in the CSTS violations module, but the module is not consistently being used across all counties. Additionally, the data from the violation's module is not currently being uploaded to the Statewide Supervision System and therefore is not available for reporting. The committee recommends continued efforts toward consistent use of the violations module and uploading that data to DOC so that it can be included in statewide reporting.
    - **Number of individuals restructured on supervision, including imposition of new conditions of release; number of individuals revoked from supervision and the identified grounds for revocation:** CSAC interpreted these requirements as referring to supervised release. CSAC noted that the DOC's Hearings and Release Unit is the best source of information for outcomes related to supervised release and recommends DOC fulfill these reporting requirements.

Rationale for recommendations

By implementing these recommendations, Minnesota's community supervision system can begin producing initial reports on community supervision outcomes.

Next steps

The work for this deliverable is ongoing. CSAC will continue to develop recommendations for additional performance indicators, particularly related to policy recommendations to help monitor whether those policies are being implemented. As the discussion of each recommendation underscores, there should be metrics to ensure that supervision is being delivered in accordance with policy and risk-needs-responsivity principles. The DOC should continue working with the CSTS Data and Standards Committees and CSTS Executive Team to ensure that there is appropriate standardization to permit the collection of meaningful data and indicators relating to the success or failure of people on supervision. CSAC recommends pulling sentence levels in addition to charge levels through the CSTS database and "DOC upload" software, but to use sentence levels for performance indicators.

Deliverable 8: Statewide training, coaching, and quality assurance system

"Developing a statewide training, coaching, and quality assurance system overseen by an evidence-based practices coordinator."

Background

In 2021, the State of Minnesota engaged the CSG Justice Center to assess community supervision practices, which revealed significant inconsistencies in how evidence-based practices are applied across Minnesota's community supervision system. Key findings showed that a lack of consistent training, coaching, and quality assurance (QA) impeded agents' ability to function as effective "change agents," focusing instead on enforcement-oriented approaches that may counteract rehabilitative goals. The disparities across jurisdictions mean that some agents and supervisors are equipped with evidence-based practice skills, while others lack access to critical training and ongoing support.

Evidence-based practices are foundational to behavior change in the justice system. Research shows that evidence-based practices – such as motivational interviewing, cognitive behavioral interventions, and validated risk and needs assessment tools – directly contribute to reduced recidivism by addressing criminogenic needs, fostering intrinsic motivation, and appropriately matching the level of intervention to an individual's risk level. For example, studies on motivational interviewing indicate that it significantly enhances client's engagement and motivation, which are crucial for behavior change (Miller and Rollnick 2012). Additionally, cognitive behavioral interventions are among the most effective tools in reducing recidivism, especially when paired with skilled coaching and QA to maintain fidelity to intervention protocols (Lipsey 2009). Research also emphasizes that tailored, risk-aligned interventions prevent low-risk individuals from unnecessary exposures to high-risk environments, a factor that can inadvertently increase recidivism (Lowenkamp and Latessa 2004).

Establishing a standardized statewide training, coaching, and QA system is essential to ensuring Minnesota's community supervision agents are prepared and supported in implementing evidence-based practices effectively. This approach would address the current disparities in training access and help create uniform, equitable supervision experiences. By implementing a comprehensive system, Minnesota can ensure that all agents and supervisors adhere to a high standard of rehabilitative practices that have proven effective in achieving positive outcomes and supporting safer communities.

Recommendations

Based on the recommendations presented by the EBP Statewide Advisory Committee, CSAC recommends the Commissioner require:

- All Minnesota community supervision agencies ensure training, coaching, and QA of five evidence-based practices skill areas:
    - Motivational interviewing

    - Core correctional skills such as effective authority, effective disapproval, and positive reinforcement
    - Use of primary risk or need assessment tools and additional specialized risk or need assessment tools in supervision
    - Cognitive behavioral interventions
    - Case planning processes
- The following systemic requirements of all agencies as reported through their comprehensive plans:
    - Agencies must ensure that all applicable staff complete initial training in the above EBP skill areas within the first year of employment. All existing staff that have not participated in the initial training in the above EBP skill areas should also be trained.
    - Agencies must ensure that all applicable staff participate in a minimum of sixteen hours per year of ongoing EBP training or coaching to support skill development and to develop or maintain proficiency with the above EBP skill areas.
- Seek a legislative amendment to change the statutory language to have this work "advised by the EBP Statewide Advisory Committee" rather than "overseen by an evidence-based practices coordinator." CSAC recommends that the charter of the EBP Statewide Advisory Committee be revised so that the EBP Statewide Advisory Committee guides implementation of the recommended policies, advises CSAC on EBP practices, and reports to CSAC with recommendations on a regular basis.

Rationale for recommendations

The recommendations for establishing a standardized, statewide training, coaching, and QA system aim to address current inconsistencies and strengthen Minnesota's community supervision practices. Key considerations include:

- **Statewide consistency in supervision practices:** Standardized training, coaching, and QA processes in core EBP skill areas will foster a consistent, high-quality approach across agencies. This aligns Minnesota's practices with national standards and ensures equitable supervision so that all individuals under supervision receive comparable support regardless of their location.
- **Structured competency development and continuous learning:** By mandating initial EBP training within the first year of employment and sixteen hours of ongoing training annually, this recommendation provides a clear pathway for staff to build and maintain EBP competencies. Consistent professional development addresses current gaps in training and coaching, contributing to more effective interventions and positive client outcomes.
- **Effective guidance through the EBP Statewide Advisory Committee:** The EBP Statewide Advisory Committee, with its established presence on CSAC, offers a more robust and scalable alternative to a single coordinator. Its capacity to create subcommittees enables focused work on specific areas of evidence-based practices, generating practical implementation recommendations for CSAC review. This collaborative structure supports statewide alignment and facilitates the continuous advancement of EBP.
- **Accountability through comprehensive plans:** Integrating EBP standards into agencies' comprehensive plans promotes accountability and transparency. Regular reporting and feedback will enable DOC to monitor progress, assess areas for improvement, and adapt based on data. This structure supports

consistent QA, ensuring that EBP practices evolve responsively to meet the needs of both agencies and the communities they serve.

These recommendations, when implemented, will create a stronger, unified EBP framework that improves supervision quality, strengthens client outcomes, and enhances public safety across Minnesota.

Deliverable 9: Evaluation methods for grant recipients

"Developing methods to evaluate outcomes for services provided by grant recipients under section 244.33, paragraph (c), clause (3)."

Progress update

This grant was not funded, and as a result, work on this deliverable is not being conducted. No further action is required.

Deliverable 10: Plan to eliminate financial penalty for early discharge

"Devising a plan to eliminate the financial penalty incurred by a jurisdiction that successfully discharges an individual from supervision before the supervision term concludes."

Background

Minnesota Statute 401.17, subdivision 3(10) tasked CSAC with devising a plan to eliminate the financial penalty incurred by utilizing early discharge practices. The funding formula is based on an annual population census of people on probation and supervised release, which is a snapshot of the population on December 31st each year. Thus, the proportion that each county receives of any funding appropriated for community supervision is directly related to the number of people on supervision on the census date. The notion of a financial penalty arises because some individuals who would otherwise have been on supervision on that date may have been discharged (or released from their sentence) early, thereby reducing their numbers in the annual census.

In Minnesota, there are no statutory or rule provisions that govern procedures for early discharge from probation. Instead, jurisdictions may establish local policies that outline requirements an individual must meet in order to be recommended for early discharge (i.e., remaining compliant with conditions, completing the goals in the person's case plan). Because early discharge from probation requires court approval and falls under judicial authority, these policies are typically informed by the local judiciary and prosecutors as to what the requirements are and if there are any specific exclusions from early discharge. Moreover, due to this localized approach, the use of early discharge varies across the state. Consequently, this can affect the annual probation census and, in turn, the funding counties receive through the state's funding formula.

Progress Update

In February 2024, CSAC established an Early Discharge Subcommittee to examine this issue and make recommendations. Members noted that whatever solution is proposed should encourage the use of early discharge when warranted and discourage counties from retaining individuals simply to avoid financial penalties.

Additionally, although not directly related to the early discharge issue, the subcommittee recognized a related issue with the current census method, which inadequately accounts for external shocks like the COVID pandemic. Therefore, the subcommittee reviewed various census approaches used in other states. For instance, Oregon takes an annual census over a three-month period and includes cases discharged during that period in the count for funding purposes. The subcommittee also considered other alternatives, such as using a three-year population average, averaging multiple snapshots throughout the year, including in the December count any individuals discharged within the preceding ninety days, and calculating the population by adding new cases to the year's starting population.

In a final exercise, the subcommittee applied each method described above to the 2023 appropriation to see how it would affect the distribution of funds. Although each method had pros and cons, overall, none offered a markedly superior solution.

Next steps

Ultimately, the subcommittee concluded that a better approach would be to request that the researchers conducting the Workload Study also analyze the impact of early discharge and provide tailored recommendations.

Deliverable 11a: Proposed state-level Community Supervision Advisory Board

"Establishing a proposed state-level Community Supervision Advisory Board with a governance structure and duties for the board."

Background

Minnesota Statute 401.17, subdivision 1 outlines the committee's membership comprising nineteen members, representing a wide array of roles within the community supervision system, including directors from community corrections and county probation officers, county commissioners, behavioral health providers, representatives from the Minnesota Indian Affairs Council, DOC, an advocate for victims of crimes, and individuals who have experienced supervision. While this membership was sufficient for initial work of the committee, there are critical gaps in representation that need to be addressed moving forward.

Minnesota Statute 401.7, subdivision 3, also assigns the committee eleven key deliverables to provide written recommendations on community supervision standards to the commissioner of corrections by December 1,

2024. In the pursuit of these tasks, CSAC has recognized that certain deliverables will not be met by the specified deadline, necessitating an extension of its mandate to ensure that ongoing work continues to meet the high standards required for effective community supervision.

Additionally, the committee has identified the need for long-term funding, a more collaborative oversight structure, and an updated framework to ensure that the commissioner's response to CSAC recommendations reflects a balanced and transparent decision-making process.

Recommendations

CSAC contracted with Management Analysis and Development (MAD) – the state's in-house consulting practice - in collaboration with CSAC Planning Subcommittee with this deliverable. Based on thorough discussions within CSAC, the committee recommends:

1. **Expansion and revision of membership:** Request the legislature increase the committee membership from nineteen to twenty-four to include additional perspectives and expertise, including:
    - **Expand membership** to include two judicial representatives (one from a rural area and one from an urban area), appointed by the Minnesota Judicial Council, one prosecutor appointed by the Minnesota County Attorneys Association, and one defense attorney appointed by the Minnesota State Public Defender.
    - **Revise membership language** to specify the appointment of one representative who specializes in community supervision research by the Commissioner, rather than the appointment of one representative from a community-based research *and* advocacy entity by the Commissioner. Additionally, revise language regarding experience in community supervision, moving from "three individual representatives who have been supervised should individually or collectively have experience under the state's three community supervision delivery systems" to "three individuals with varied experiences in community supervision, reflecting the diversity of the state's supervision frameworks as well as demographic and geographic diversity."
2. **Continuation and extension of CSAC mandate:** Request the legislature extend the committee's mandate beyond December 1, 2024, to continue advancing work on deliverables that require additional time and resources. Key priorities include addressing unmet recommendations, advancing ongoing evidence-based correctional services, measuring outcomes and monitoring progress to ensure consistency across delivery systems, supporting smaller organizations in meeting deliverables and contributing effectively to statewide supervision efforts, and fulfilling ongoing obligations to review, assess, and provide recommendations to the Commissioner on the Workload Study.

- **Standardization and budget expansion:** CSAC recommends a budget expansion of $75,000 per year to support the committee's operational needs, including:
    - **Hiring staff person**: Allocate funds to hire a 0.5 FTE Management Analyst supervised by the DOC to assist the committee in scheduling, research, evaluation, report writing, training and orientation of members, and ensuring efficient and effective use of time. This staff member will play a crucial role in supporting the committee's administrative functions and enhancing its productivity, while maintaining Minnesota's Open Meeting Laws.
    - **Training and orientation needs**: Provide additional funding to address the training and orientation needs of committee members, ensuring that they are equipped with the knowledge

and skills necessary to fulfill their roles effectively and contribute meaningfully to the community supervision system.
    - **Ongoing stipends for applicable members**: The committee will need an ongoing appropriation to provide stipends to applicable members if it becomes a permanent committee. Additional funding will also be needed to cover per diem costs for travel related to committee participation.
- **Collaborative decision-making and oversight shift:** CSAC recommends revising the current decision-making and oversight process to limit the Commissioner's ability to override committee recommendations unilaterally. Specific changes include:
    - Allow the Commissioner to respond with additional questions or request reconsideration but not unilaterally reject the recommendations.
    - Create a pathway for CSAC to provide its recommendations directly to the legislature upon request.
    - Ensure that decision-making on practices and deliverables involves representatives from all the three community supervision systems, after consultation with their respective bodies, to promote balanced and comprehensive outcomes
    - Maintain open lines of communication between the committee and the Commissioner to ensure collaborative and transparent processes.

Rationale for recommendations

The recommendations were designed to create a more representative, sustainable, and collaborative structure to oversee community supervision standards across Minnesota. Key rationale includes:

- **Enhanced representation and expertise:** Expanding CSAC membership to include judicial representatives, legal professionals, and a dedicated community supervision researcher ensures a broader spectrum of expertise and perspectives. This structure brings balance to decision-making, fostering well-rounded recommendations that reflect the diverse needs and roles within Minnesota's criminal justice system.
- **Extended mandate for comprehensive deliverable completion:** The complexity of statewide supervision standards requires ongoing collaboration to complete deliverables thoroughly. Extending the mandate beyond the current deadline enables CSAC to address evolving needs.
- **Sustainable operations and equity across delivery systems:** The proposed budget expansion will support CSAC's operational needs. These resources are essential to sustaining CSAC's activities, allowing for consistent oversight and ensuring that all committee members can participate effectively.
- **Collaborative and transparent oversight:** CSAC emphasizes that its recommendations are developed collaboratively with input from all three community supervision delivery systems. When these systems reach consensus on policy recommendations, it is critical to respect the collective agreement to ensure fairness and equity across Minnesota's supervision landscape. Allowing the commissioner to override such agreements would undermine this collaborative approach.

  At the same time, CSAC recognizes that the commissioner may have access to broader system-level data or emerging issues that were not available during the committee's deliberations. In such cases, it is

appropriate for the commissioner to engage with CSAC by requesting reconsideration or posing additional questions based on this information, fostering a collaborative and transparent decision-making process that reflects the best interest of the entire system.

Revising oversight protocols to prevent unilateral overrides by the commissioner while allowing legislative engagement promotes a balanced, transparent approach. This collaborative framework strengthens CSAC's role in decision-making and accountability, ensuring that recommendations are both respected and implemented equitably across all supervision systems.

These recommendations aim to build a stronger governance structure, ensuring CSAC's longevity, alignment with best practices, and responsiveness to Minnesota's community supervision needs.

Deliverable 11b: Review and reassess the Workload Study

"By July 1, 2025, and every four years thereafter, the committee must review and reassess the current Workload Study published by the Commissioner under subdivision 4 and make recommendations to the Commissioner based on the committee's review."

Background

In 2023, Minnesota's legislature revised the funding formula for community supervision, incorporating supervision workloads into the formula. The Commissioner was tasked with completing a revised Workload Study by October 2024, while CSAC was assigned the role of reviewing and reassessing the completed study. The goal of the study is to create an equitable funding mechanism across the community supervision systems, based on actual workloads and the adoption of evidence-based practices.

While the Commissioner initially held responsibility for completing the study, he saw this as an opportunity to establish a framework for conducting future workload studies. To ensure comprehensive input from all three delivery systems, the Commissioner chose to collaborate with CSAC in fulfilling this deliverable.

This section provides an update on the Commissioner's responsibility to initially complete the study, CSAC's role to consult in that process, and CSAC's obligation to review the Workload Study under deliverable 11(b).

Progress update

Timeline

- **September – October 2023:** CSAC's planning subcommittee had several meetings to discuss potential approaches to fulfill the Commissioner's Workload Study requirement.
- **November 2023:** CSAC spent a substantial portion of the agenda discussing the Workload Study requirement. The meetings centered on educating CSAC members about the funding formula and highlighting the strengths and weaknesses of the Workload Study used to develop it. CSAC determined that the Workload Study should not be rushed and supported the creation of a subcommittee to tackle this deliverable. CSAC requested volunteers to serve on the subcommittee.

- **December 2023:** CSAC finalized subcommittee membership.
- **January 2024:** The subcommittee agreed on the creation of a Request for Information (RFI) to gather details from vendors about the scope, cost, and timeline of a comprehensive Workload Study.
- **February 2024:** The draft RFI was approved by CSAC, and the subcommittee sent the request for information (RFI) to a list of known vendors. The RFI submission deadline was set for April 26, 2024.
- **April 2024:** The subcommittee received three vendor responses. These responses provided key information about potential costs, timelines, scope, and study outcomes. The subcommittee reported that the cost of the Workload Study would range from $350,000 to $400,000 and that the study would likely take about two years to complete.
- **May 2024:** The subcommittee reviewed the vendor responses and formulated the essential elements for inclusion in a request for proposal (RFP). This included considerations such as determining ideal caseloads based on risk, identifying core administrative tasks/costs necessary to provide core supervision services; accounting for early discharges in a way that does not result in a funding penalty, and determining the ideal supervision population to be applied to the funding formula.
- **August 2024:** The draft RFP was reviewed and approved by CSAC.
- **October 2024:** The RFP was successfully launched via SWIFT[3], seeking formal proposals from vendors capable of conducting the statewide community supervision Workload Study.

Challenges encountered

Throughout the process, the subcommittee worked to ensure the study would adequately represent all three community supervision systems while accounting for the geographic variations and practice differences across counties. A key challenge was ensuring the Workload Study accounted for both evidence-based and non-evidence-based practices, while maintaining workload consistency across agencies. To address these challenges, CSAC, in consultation with the subcommittee working on Deliverable 10 (early discharge penalty), incorporated language in the RFP to examine variations in early discharge practices and identify solutions to prevent the use of early discharge from resulting in a funding penalty. Despite these complexities, the subcommittee successfully moved forward with the RFI process and has now launched the RFP.

Next steps

- **December 2024:** The subcommittee will review vendor proposals submitted in response to the RFP and select the preferred vendor.
- **January 2025:** The contract for conducting the Workload Study is expected to be awarded, with work commencing shortly thereafter.
- **Ongoing:** CSAC will monitor the progress of the Workload Study, ensuring it aligns with the goals set forth in Minnesota Statute 401.17.

The Commissioner and CSAC have made significant progress towards the Workload Study deliverables. Though the study is not complete, the process undertaken to gather more information about workload studies in

[3] SWIFT (StateWide Integrated Financial Tools) is the PeopleSoft based online financial, procurement, and reporting system used by the State of Minnesota. https://mn.gov/mmb/accounting/swift/

general has resulted in a more robust RFP solicitation, and CSAC has confidence that the resulting study will be high quality and set the bar for the type of Workload Study necessary to support the funding formula. The launch of the RFP in September 2024 represents a critical step forward. This study will provide data and analysis to guide equitable funding for Minnesota's community supervision system.

Deliverable 11c: Supervision fee reports

"By June 30, 2024, the Community Supervision Advisory Committee must submit a report on supervision fees to the Commissioner and the chairs and ranking minority members of the legislative committees with jurisdiction over corrections policy and finance."

Progress update

CSAC has successfully met the requirements of Deliverable 11c. The report on supervision fees was submitted by the June 30, 2024, deadline to the Commissioner and the appropriate legislative committees. The report provides a comprehensive overview of supervision fee practices across Minnesota, including fee structures, collection methods, and recommendations for future improvements.

The completed report is available for review on the CSAC website, where it can be accessed by stakeholders and the general public. This deliverable marks an important step in ensuring transparency and consistency in the application of supervision fees across the state's community supervision system.

Conclusion

This report outlines the significant progress made by CSAC toward creating a unified, effective, and equitable community supervision system for Minnesota. By developing recommendations across key areas—including statewide standards, risk and needs assessments, case planning, gender-responsive practices, incentives and sanctions, performance indicators, and more—CSAC has laid a strong foundation for improvements that prioritize accountability, consistency, and evidence-based practices.

CSAC has worked collaboratively with stakeholders across Minnesota's diverse community supervision systems to identify gaps, develop tailored solutions, and establish frameworks that support meaningful change. This work underscores Minnesota's commitment to public safety and to the rehabilitation and reintegration of justice-involved individuals within the community. Through an inclusive, evidence-driven approach, CSAC has fostered a cohesive strategy that will support all agencies in meeting high standards while respecting the unique challenges and strengths of each jurisdiction.

To fully realize these recommendations, CSAC calls for continued legislative support and partnership. Sustainable funding, regulatory alignment, and active collaboration will be crucial in implementing these standards statewide and ensuring they are adapted to meet evolving needs. With DOC and legislative support, CSAC can build a community supervision system that strengthens public safety, fosters positive outcomes, and sets a national standard for justice reform in Minnesota. CSAC looks forward to ongoing engagement with state

leaders and community partners to bring these recommendations to fruition and continue advancing Minnesota's commitment to a fair and effective criminal justice system.

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Appendix A: Detailed membership list

All past and current members of CSAC that worked on the deliverables covered in this report are listed in the following table.

Appointment type	Position/Seat	Appointing Authority	Member Name	Term End Date
Direct Appointment	Behavioral Health, Treatment, or Programming Provider who works directly with individuals on Correctional Supervision	Minnesota Association of County Social Service Administrators	Nicholas Henderson	1/4/2027
Direct Appointment	Statewide Evidence-Based Practice Advisory Committee Chair	Commissioner of Corrections	Kevin Glass	1/1/2026
Direct Appointment	County Commissioner Representative #1	Association of Minnesota Counties	Ron Anthony	1/3/2028
Direct Appointment	Department of Corrections Representative #1	Commissioner of Corrections	Jacob McLellan	1/3/2028
Direct Appointment	Director #1	Minnesota Association of Community Corrections Act Counties	Tami Jo Lieberg	8/14/2024
Direct Appointment	Director #1	Minnesota Association of Community Corrections Act Counties	Molly Bruner	9/25/2028
Direct Appointment	Probation Director #1	Minnesota Association of County Probation Officers	Jonathan Schiro	1/3/2028
Direct Appointment	County Commissioner Representative #2	Association of Minnesota Counties	Barbara Weckman Brekke	1/3/2028
Direct Appointment	Department of Corrections Representative #2	Commissioner of Corrections	Kelly Mitchell	1/4/2027
Direct Appointment	Director #2	Minnesota Association of Community Corrections Act Counties	Wally Kostich	10/29/2024

Appointment type	Position/Seat	Appointing Authority	Member Name	Term End Date
Direct Appointment	Director #2	Minnesota Association of Community Corrections Act Counties	Becky Bales-Cramlet	1/4/2027
Direct Appointment	Probation Director #2	Minnesota Association of County Probation Officers	Michael Schommer	1/4/2027
Direct Appointment	County Commissioner Representative #3	Association of Minnesota Counties	Kurt Mortenson	1/3/2028
Open Appointment	Advocate for Victims of Crime	Commissioner of Corrections	Rebecca Muskat	1/4/2027
Open Appointment	Behavioral Health, Treatment, or Programming Provider who works directly with individuals on Correctional Supervision	Commissioner of Human Services	Scott Halvorson	10/1/2027
Open Appointment	Member who has been supervised, either individually or collectively, under each of the State's three Community Supervision Delivery Systems #1	Commissioner of Corrections	Tierre Caldwell	1/3/2028
Open Appointment	Member who has been supervised, either individually or collectively, under each of the State's three Community Supervision Delivery Systems #2	Commissioner of Corrections	Jenna Kavanagh	5/17/2024
Open Appointment	Member who has been supervised, either individually or collectively, under each of the State's three Community Supervision Delivery Systems #2	Commissioner of Corrections	Kimberly Britt	1/4/2027
Open Appointment	Member who has been supervised, either individually or collectively, under each of the State's three Community Supervision Delivery Systems #3	Commissioner of Corrections	Morgan Ironheart	9/30/2024

Appointment type	Position/Seat	Appointing Authority	Member Name	Term End Date
Open Appointment	Member who has been supervised, either individually or collectively, under each of the State's three Community Supervision Delivery Systems #3	Commissioner of Corrections	Vacant	
Open Appointment	Member #1	Minnesota Indian Affairs Council	Daryl Alkire	1/4/2027
Open Appointment	Member #2	Minnesota Indian Affairs Council	Jon Priem	1/3/2027
Open Appointment	Representative from a Community-Based Research and Advocacy Entity	Commissioner of Corrections	Julie Atella	1/3/2028