

Freeborn County Comprehensive Plan

February 20, 2024

June 28, 2024 (revised)

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Introduction

Freeborn County is a community that lies on the Minnesota’s border with Iowa. It is the intersection of two major interstates (I90 and I35). According to the 2020 Census, Freeborn County has a population of 30, 895 people. It is the home of 14 cities and townships, several small lakes, Myre-Big Island State Park and other wildlife management areas. Freeborn County has three separate school districts and provides education to students from Kindergarten through 12th grade as well as college level courses through Riverland Community College.

Race and Hispanic Origin	Freeborn
White alone, percent	91.60%
Black or African American alone, percent(a)	1.70%
American Indian and Alaska Native alone, percent(a)	0.60%
Asian alone, percent(a)	4.00%
Native Hawaiian and Other Pacific Islander alone, percent(a)	0.30%
Two or More Races, percent	1.70%
Hispanic or Latino, percent(b)	11.00%
White alone, not Hispanic or Latino, percent	81.80%

Geography	
Population per square mile, 2020	43.7
Land area in square miles, 2020	707.25
FIPS Code	27047

Administration and Organization of Correctional Services

DOC Vision

Achieving justice through promotion of racial equity, restoration from harm, and community connectedness

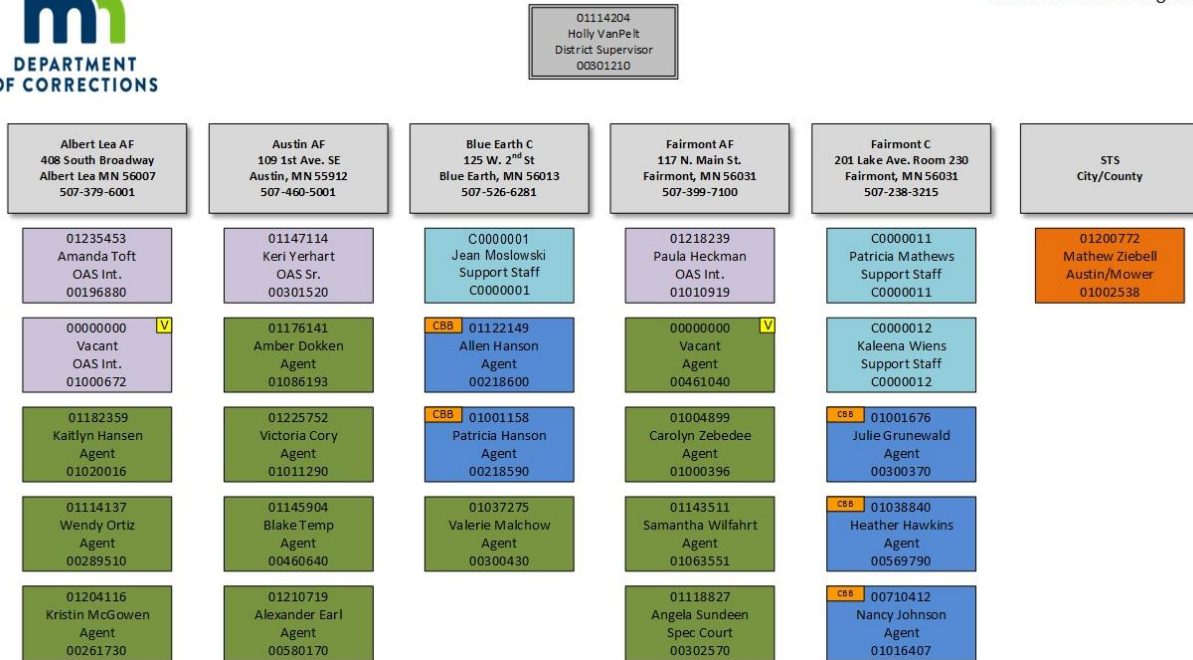
DOC Mission

Transforming lives for a safer Minnesota

District Organization Chart



Albert Lea District Org Chart



The Minnesota Department of Corrections (DOC) provides felony and supervised release supervision in 51 of the 87 Minnesota counties, and in 30 of those counties, the DOC also provides juvenile, and misdemeanor sentenced supervision. On any given day there are approximately 20,000 persons under probation and supervised release supervision. In addition, the DOC provides Intensive Supervised Release (ISR) supervision in 75 of the 87 counties for those persons that are released from prison with the highest level of risk for repeat sexual and violent offenses. The DOC also provides supervision in 82 of our 87 counties for those persons released from prison early to serve their time in the community after participating in the DOC Challenge Incarceration Program (CIP). Lastly, the DOC operates 21 Sentence to Service (STS) crews across the state.

Freeborn County is a County Probation Office (CPO) County. CPOs work at the pleasure of the county's chief judge and are supervised by the county's court services director. State law allows the DOC to reimburse a portion of salary and fringe benefits of the director and probation officers with funds appropriated by the state legislature. In these counties, felony level cases are supervised by the DOC, and CPO supervises juvenile and most adult misdemeanant cases. There are currently 24 counties utilizing this method of correctional delivery system.

The DOC in Freeborn County has three agents supervising the adult felony caseloads. There is one Office and Administrative Specialist position providing administrative support to agents, as well as an Office and Administrative Specialist Senior that provides support to that position by way of training and helping with workload as needed. Finally, there is a Department of Corrections District Supervisor that oversees these positions. A team of ISR agents supervise the highest risk individuals released from prison and residing in Freeborn County.

Advisory Board

The Corrections Advisory Board for Department of Corrections and Freeborn County Probation Office was approved by the Freeborn County Board of Commissioners on February 6, 2024. Once formed, the advisory Board will consist of members of the City and County Attorney's offices, the Public Defender's office, probation, at least one local Judge, the local Police Department, the local Sheriff's Office, a member of Human Services and at least one member of the public.

DOC Training Requirements:

Agents new to the DOC participate in a Statewide Training (STA) Academy. STA is spread out over three months, is hybrid in nature (courses in person & virtual platform) and consists of over 140 hours of instruction on evidence best practices (EBP) and how to effectively work with persons under supervision to assess and reduce their probability for future criminality, agent safety, as well as other general knowledge courses. Agents are required to complete 40 hours of training each year; 20 of which are to be EBP related. STS crew leaders are required to complete 40 hours of training, which includes an annual two-day Advanced Crew Leader training at Camp Ripley with instruction on chainsaws, tree felling, small engine repair, safety, and best approaches to working with clients and stakeholders. Support staff are required to complete 16 hours of training relevant to their position. See the FY 24 required training for Field Services in Appendix A.

Overview of Supervision Population

See Appendix C

Strategic Planning at the State Level

Each county may have goals addressing specific needs in their community. As an agency, Field Services' main approach to transforming lives is targeting the drivers of criminality and providing interventions to address those needs to lower that person's level of risk for criminality. As with most agencies, it is not just knowing what those strategies are, but who to prioritize for resources and how to effectively implement those strategies with high fidelity within an organization that leads to greater success.

Use of Evidenced Based Practices with fidelity: (Normative Feedback)

All DOC Supervisors attended the Alliance for Community and Justice Innovation (ACJI's) Implementation Leadership Academy on best approaches to implementation and sustaining culture change and will continue with coaching from ACJI. For all DOC counties, one of the main objectives is to continue to ensure that staff are using evidenced best practices with fidelity. In fiscal year 2024, all DOC counties will be ensuring that staff review the risk assessment results with the person being assessed. (Normative Feedback). This helps the person under supervision have a better understanding of behaviors and thinking that place them at risk for ongoing criminality.

Just over six months ago the Albert Lea District developed an Implementation Team with agent representation from the four counties in the Albert Lea District (Mower, Freeborn, Faribault, and Martin). The implementation team began developing Communities of Practice where we learned more about the normative feedback process, why it's important, and began practicing our skills in delivering normative feedback. We are engaging our clients in this process and working towards proficiency. A

Corrections Program Director will be hired to help support this work, provide coaching, as well as further our fidelity with Evidence Based Practices.

Council of State Governments (CSG)- Justice Reinvestment Initiative

All three MN delivery systems have partnered together and are currently receiving technical assistance from CSG and the Bureau of Justice Assistance (BJA) to continue to implement the recommendations for MN made by CSG after assessing the state's supervision procedures through the Justice Reinvestment Initiative. Legislatively, an oversight body, the Community Services Advisory Council (CSAC), was created with specific goals. That oversight group will provide both direction and approve recommendations from various statewide workgroups. Technical assistance was awarded to all 3 delivery systems to implement a statewide Risk/Needs Assessment tool. A workgroup was formed for this initiative and is actively working to implement one tool within the next year. All delivery systems have agreed to move forward with using the Level of Service/Case Management Inventory (LS/CMI) as MN's risk and needs tool. The workgroup is currently working to create a "Request for Proposal" for outside parties to submit interest in validating this tool for the state of MN. Once validated, MN will utilize this tool to determine risk and need areas and level of supervision for justice-involved adults. Additional tools may also be utilized for offense specific cases and other responsiveness areas.

There is also a Phase II workgroup that is designated to assist in the implementation of many of CSG's original recommendations. Initially, this group is looking at creating a single standard of supervision for MN, regardless of what county/agency a client is supervised in. In addition, they are creating recommendations to implement, statewide, 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. Finally, implementation of a statewide behavior modification tool or incentives/sanctions grid, is being considered.

CSG is also aiding Minnesota in development of statewide supervision outcome data. A statewide data committee has been established to create statewide outcomes that are able to measure supervision success and return on investment. The committee has worked with CSG staff to identify outcomes that impact success, such as housing or mental health rates, the percent of persons under supervision that are successfully completing cognitive behavior or other treatment services to address their pathways to criminality, and data on recidivism, violation rates, and percent of those who successfully completed required conditions of supervision. The committee is currently working on where the data is located, the ability to gather data statewide and standards on data input for each agency to follow.

Lastly ISR Transformation has been focused on supervision standards across all ISR agencies where the supervision is structured at an individual level rather than a "program". The purpose of ISR Transformation is to develop standards and guidelines for the administration of ISR that increases success (desistance), enhances equity, and appropriately balances the need for public safety with person-centered approaches. ISR Transformation is currently working on implementing the changes established by the working group in CY 2024.

Strategic Planning at the Local Level

DOC goals include:

- Offer Cognitive Behavior programming on a regular basis.
- Utilize Case Planning with our highest risk clients.

Pre-Trial, Diversion and Other Services

Freeborn County Probation office provides the majority of pretrial services. The DOC Felony office completes Pre-Sentence Investigation Reports on all felony level offenses. Additionally, we provide supervision for felony level conditional release as ordered by the commissioner of Corrections.

Narrative of Core Interventions and Evidence-based Practices (EBP)

The DOC uses risk, need, and responsivity principles for effective case management that adhere to the following:

The DOC Key Supervision Principles:

Use of validated risk needs and responsivity assessment tools that are validated and evaluated for disparities. The most common assessment tool utilized is the LS/CMI, for sex-specific crimes, the DOC uses the Static 99 and Stable, and the DOC MNSTARR 2.0 for risk on supervised releasees from a MN Correctional Facility. Field Services' policy is to have the assessment completed within 30 days of the person being placed under supervision and reassessed annually for adults. The CSAC has prioritized validation of the LS/CMI tool for MN's justice-involved population in 2024. In addition to the risk/needs assessments mentioned above, DOC utilizes the Domestic Violence Inventory (DVI) with most domestic violence-related clients.

Supervision intensity and case management contacts vary based on level of risk per normed cut off scores. Interventions are most effective in reducing recidivism when they match a person's assessed level of risk. The focus of supervision should be on moderate, moderate-high, and high-risk persons. Low risk persons should receive support and assistance in completion of conditions that do not require a supervision agent to perform.

We supervise clients based on risk and have specialized caseloads. One agent provides most of the supervision for the high-risk clients, another agent provides supervision to those that have been convicted of a sex offense or a domestic violence-related offense and the third agent provides supervision to our medium to low-risk clients. We utilize home contacts on our highest risk clients and a continuum of contact plans to see clients on a schedule that meets their risk. We utilize virtual contacts where appropriate.

Adherence to general responsivity and providing cognitive behavior interventions. Agents use core correctional practices, motivational interviewing, and skill directed interventions that include modeling, practice, and homework. All DOC agents are trained and provided electronic Care Guides and 170 agents have Tools on Devices. Our office collaborated with Freeborn County Probation Office in Spring 2023 to offer Thinking for a Change and ISR agents provide programming options of Cognitive Behavioral Interventions-Interpersonal Violence, as well as Decision Points.

Addressing specific responsivity such as mental health, housing, gender, and culturally specific services. The Minnesota Department of Corrections supports housing first initiatives and collaboration

for addressing mental health needs, gender specific interventions that target unique pathways into the justice system and working with Tribal Nations on supervision and intervention partnerships. The DOC has four full time staff that help work with persons and communities around housing needs and our agents request emergency housing funds as needed to mitigate homelessness. DOC supervisors and staff that work closely with our Tribal Nations participated in Tribal Relations training offered by the University of Minnesota in this last year and DOC has started to track tribal affiliation in our data management system for future gap analysis of programming needs. Homelessness has been a challenge for clients on supervision in Freeborn County. Our agents recently connected with Independent Management Services about their Housing Stabilization services offered. This resource does not apply to all. There is a lack of transitional and sober housing resources currently.

Caseload sizes for supervision intensity should be capped based on normed supervision and task workload studies. Minnesota Department of Corrections uses supervision workload points tracked in CSTS to manage caseload sizes. According to our workload points, the caseloads in Freeborn County are on the middle to high range.

Early discharge should focus on effective interventions and not just completion of conditions. The DOC along with Dodge & Olmsted County are partnering with National Institute of Corrections, Center for Effective Public Policy and the Carey Group on a readiness assessment and implementation of Dosage probation. This promising practice focuses on prescribed intervention hours that target clients' highest criminogenic need areas which is "dosed" according to the client's risk level. Successful completion of hours results in the client's discharge from probation. Currently we consider early discharge once the client is assessed low risk, has completed their conditions of probation, and has shown positive adjustment while on supervision.

The focus of supervision is skill development. Agents are utilizing Carey Guides and Thinking Reports to target client's high-risk behaviors that drive criminality.

Use of incentives and adherence to the 4 to 1 positive ratios. Agents are trained in using reinforcements which have proven to be more effective in supporting behavior changes than the use of punishment. Agents focus on finding things to affirm clients. When we see something positive, we make sure to acknowledge it. We also mention positive adjustments in reports we prepare for violation hearings with the Court (probation) or Hearings & Release Unit (supervised release).

Utilize community-based interventions compared to the reliance on out of home placements including incarceration for technical violations. Programming and services in one's local community should be exhausted prior to recommending revocation. Our agents frequently utilize Independent Management Services and Fountain Centers. There is a continuum of chemical dependency resources within the county from outpatient to residential.

Victim Concerns

Freeborn County has a Victim/Witness Coordinator in the County Attorney's Office as well as a Crime Victim Crisis Center. We have an agent that takes most of the domestic violence related cases. They attempt to work with the client as well as the victim in moving forward. Each case is treated independently with an attempt to balance safety and the victims' wants and needs.

Correctional Fees

Please describe your agency's use of correctional fees including the following:

In 2022, DOC imposed supervision fees for each case a client was being supervised for (\$100 for misdemeanor, \$200 for gross misdemeanor and \$300 for felonies).

- Aggregate amount of fees imposed in CY 2022.
- Aggregate amount of fees collected in CY 2022.

Fee Description	2022 Fees Imposed	2022 Fees Collected
DOC Supervision Fee	35,000.00	13,658.00
Total	35,000.00	13,658.00

Contracted Services and Proposal for New Services

The Minnesota Department of Corrections covers all electronic monitoring costs for supervised release clients through a contract with BI Incorporated. All counties, regardless of delivery system, have access to the contract. Monitoring is generally established prior to the client's release from the MN Correctional Facility or through a violation hearing or restructure recommendation.

STS Contract

The joint DOC/County STS contract was terminated in September 2023. Freeborn County has since taken over that program at the county level.

Budget

	FTEs	FY24	FY25	Total
Felony	4.92	\$ 515,771.78	\$ 538,981.51	\$ 1,054,753.28
Agent	3.00	\$ 289,677.82	\$ 302,713.32	\$ 592,391.14
Cost - CE		\$ 39,599.86	\$ 41,381.86	\$ 80,981.72
Cost - Interstate		\$ 14,775.25	\$ 15,440.13	\$ 30,215.38
Cost - Mgt-Admin		\$ 29,882.99	\$ 31,227.72	\$ 61,110.71
OAS Sr.	0.21	\$ 17,689.44	\$ 18,485.46	\$ 36,174.90
Supervisor	0.21	\$ 30,270.45	\$ 31,632.62	\$ 61,903.07
Support	1.50	\$ 93,875.97	\$ 98,100.39	\$ 191,976.36
Grand Total	4.92	\$ 515,771.78	\$ 538,981.51	\$ 1,054,753.28

Salary Roster

Classification	Budget Label	Min	Max
Office & Admin Specialist Int	Support	\$40,862.00	\$54,184.00
Office & Admin Specialist Sr	OAS Sr.	\$43,764.00	\$59,237.00
Corr Agent	Agent, CBB Agent	\$50,530.00	\$81,557.00
Corr Program Director	Supervisor	\$75,126.00	\$108,221.00
District Supervisor	Supervisor	\$90,390.00	\$129,247.00
Regional Manager	Cost - Mgt-Admin	\$96,800.00	\$138,883.00
Director	Cost - Mgt-Admin	\$115,800.00	\$165,683.00
Management Analyst 1	Cost - Mgt-Admin	\$47,210.00	\$68,298.00
Management Analyst 3	Cost - Mgt-Admin	\$55,624.00	\$81,557.00

Highlights

Since this is the first comprehensive plan developed there is nothing to comparatively highlight.

Appendix A Training Requirements

Title	Hours	Applicability	Description
Defensive Tactics	8	All DT trained staff	Recertification for all staff previously trained in defensive tactics.
Office Safety	3	All office staff (STS discretionary)	Office safety training w/scenarios
EBP Trainings	20	All Agents	2 hrs of training for each of the following: Case Planning, MI, CCP, Carey Guides, LSCMI/YLSCMI, formal/informal boosters, COPs Staff will be required to obtain the remaining 10 hours through self-learning opportunities and/or formal learning (literature review, webinars, EBP Café videos, additional boosters, other training opportunities). Staff can access EBP resource information: https://mn.gov/doc/assets/Virtual%20EBP%20Options%204-2023_tcm1089-572601.docx
Interstate Compact	2.5	All ICOTS Users	2.5 hours of refresher or advanced course regarding Adult Interstate Compact
Trauma Informed Care	1-2	All Staff	TBD
Intrastate Transfer/Release Planning	4	Agents	Updated policy changes (Spring 2024)
MNPAT	1	Staff who complete Bail Evaluations	Release January 2024 (training Dec 2023)

The below will be discretionary training.

Title	Hours	Applicability	Description
NARCAN	1	All staff carrying Narcan or requesting to carry	Naloxone training to administer nasal spray in OD incidents. Review of Opioid exposure and signs/symptoms
Chemical Irritant	1	All staff issued CI	TBD-is this needed for re-cert
Mental Health Training	TBD	All staff who have contact with clients	TBD
Tribal State Relations Training	TBD	All agent staff who work with Tribal Nations	Culturally Specific Training
Adverse Childhood Experience Training (ACES)	TBD	Agent Staff	Understanding the tool and what it means when working with clients
Sovereign Citizen Training	TBD	Agent Staff	Understanding the culture of sovereign citizens and how to work with this population

Overview of Supervision Population

(INCLUDING SR, ISR and pre-trial)

Describe your agency's supervision year-end population for calendar years (CY) 2020, 2021, and 2022 broken out as follows in table or graph form. Follow the same instructions/parameters as you use for reporting on the annual probation survey.¹

- Pre-trial Population

*Pretrial Agent Tasks

Adult	2020		2020 Total	2021		2021 Total	2022		2022 Total	Grand Total
	Hispanic	Unknown		Hispanic	Unknown		Hispanic	Unknown		
Female	2	22	24	2	15	17	4	35	39	80
Felony	2	20	22	2	15	17	4	33	37	76
Am Ind/Alaskan Nat		1	1							1
Black		2	2					2	2	4
White	2	17	19	2	15	17	4	31	35	71
Gross Misdemeanor								2	2	2
White								2	2	2
Misdemeanor		2	2							2
White		2	2							2
Male	22	87	109	18	84	102	17	129	146	357
Felony	20	79	99	16	78	94	14	122	136	329
Am Ind/Alaskan Nat								1	1	1
Asian/Pacific Islander		1	1		7	7		5	5	13
Black		8	8		8	8		23	23	39
Unknown		1	1					2	2	3
White	20	69	89	16	63	79	14	91	105	273
Gross Misdemeanor	2	6	8	1	4	5	2	5	7	20
Black		1	1							1
White	2	5	7	1	4	5	2	5	7	19
Misdemeanor		2	2	1	2	3	1	2	3	8
Black		1	1							1
Unknown								1	1	1
White		1	1	1	2	3	1	1	2	6
Grand Total	24	109	133	20	99	119	21	164	185	437

○ Probation Population

Year	Type	County	Adult/Juvenile	Offense Level	Previous Year	Entries	Removals	Year End	Males	Females	White	Black	American Indian	Asian	Other Race	Hispanic	Non Hispanic Unknown
2020	DOC	Freeborn	Adult	Felony	190	107	100	198	158	40	172	17	1	1	7	27	171
2021	DOC	Freeborn	Adult	Felony	195	109	99	209	170	39	183	16	0	2	8	26	183
2022	DOC	Freeborn	Adult	Felony	209	107	96	220	176	44	181	14	0	7	18	20	200
Total					594	323	295	627	504	123	536	47	1	10	33	73	554

○ Supervised Release (SR), Parole, and Intensive Supervised Release (ISR) Population

	2020		2020 Total	2021		2021 Total	2022		2022 Total	Grand Total
	Hispanic	Non Hispanic		Hispanic	Non Hispanic		Hispanic	Non Hispanic		
HealthyStart/Standard Supervised Release							1		1	1
Female							1		1	1
White-Hispanic							1		1	1
Intensive Supervised Release	1	3	4	1	5	6	3	4	7	17
Male	1	3	4	1	5	6	3	4	7	17
Black-Non Hispanic					1	1				1
White	1	3	4							4
White-Hispanic				1		1	3		3	4
White-Non-Hispanic					4	4		4	4	8
Parole					1	1		1	1	2
Male					1	1		1	1	2
Asian-Non Hispanic					1	1		1	1	2
Standard Supervised Release	4	32	36	3	25	28	5	22	27	91
Female		2	2							2
White		2	2							2
Male	4	30	34	3	25	28	5	22	27	89
Asian or Pacific Islander		1	1							1
Asian-Non Hispanic								2	2	2
Black		4	4							4

Black-Non Hispanic					5	5		2	2	7
Other/Unknown–Non Hispanic								1	1	1
White	4	25	29							29
White–Hispanic				3		3	5		5	8
White–Non-Hispanic					20	20		17	17	37
Grand Total	5	35	40	4	31	35	9	27	36	111

In addition, please provide the following:

- Average Caseload Sizes by Caseload Type
- Percentage and number of probation clients by Risk Levels (Very High/High, Medium, Low, and Unknown)
-

**Select agents supervise clients across multiple counties. *Risk Level snapshot in Dec 2022.*

Risk Level	High		Low		Medium		Unknown		Total #	Total %
	#	%	#	%	#	%	#	%		
Adult	49	100.00%	76	100.00%	84	100.00%	7	100.00%	216	100.00%
Kaitlyn Hansen	35	71.43%	11	14.47%	19	22.62%	2	28.57%	67	31.02%
Kristin McGowen	13	26.53%	23	30.26%	23	27.38%	3	42.86%	62	28.70%
Wendy Ortiz	1	2.04%	42	55.26%	42	50.00%	2	28.57%	87	40.28%
Grand Total	49	100.00%	76	100.00%	84	100.00%	7	100.00%	216	100.00%

Assignment Type	Adult								Total #	Total %
	High		Low		Medium		Unknown			
	#	%	#	%	#	%	#	%		
Felony	48	97.96%	76	100.00%	83	98.81%	7	100.00%	214	99.07%

Administrative Caseload
(includes STS only/unsup
probation/juvenile
monitoring)

		0.00%	1	1.32%		0.00%		0.00%	1	0.46%
Enhanced Supervision	38	77.55%	4	5.26%	4	4.76%	1	14.29%	47	21.76%
ESO Phase 1		0.00%	1	1.32%	3	3.57%	3	42.86%	7	3.24%

ESO Phase 2	0.00%	1	1.32%	1	1.19%	0.00%	2	0.93%		
ESO Phase 3	0.00%	14	18.42%		0.00%	0.00%	14	6.48%		
ESO Phase 4	0.00%	4	5.26%		0.00%	0.00%	4	1.85%		
Group Supervision	0.00%	1	1.32%		0.00%	0.00%	1	0.46%		
Intake/Pretrial/Investigation Caseload-includes incoming transfers	8	16.33%	1	1.32%	3	3.57%	1	14.29%	13	6.02%
Traditional Supervision	2	4.08%	49	64.47%	72	85.71%	2	28.57%	125	57.87%
Gross Misdemeanor	1	2.04%		0.00%	1	1.19%		0.00%	2	0.93%
Enhanced Supervision	1	2.04%		0.00%		0.00%		0.00%	1	0.46%
Traditional Supervision		0.00%		0.00%	1	1.19%		0.00%	1	0.46%
Grand Total	49	100.00%	76	100.00%	84	100.00%	7	100.00%	216	100.00%

Please also provide the following outcomes for CY 2022:

- Percent of adult probation cases successfully closed and unsuccessfully closed.
- Percent of juvenile probation cases successfully closed and unsuccessfully closed.

	Successful		Unsuccessful		Total # of cases	Total %	
	Adult	# of cases	%	# of cases			%
Felony		57	61.29%	16	17.20%	73	78.49%
Discharge		2	2.15%		0.00%	2	2.15%
Discharge-Early		15	16.13%		0.00%	15	16.13%
Discharge-Expiration		33	35.48%		0.00%	33	35.48%
Dismiss		7	7.53%		0.00%	7	7.53%
Executed-Client Demanded-COC serving MCF (Felony Supervision)			0.00%	3	3.23%	3	3.23%
Executed-COC serving MCF (Felony Supervision)			0.00%	13	13.98%	13	13.98%
Gross Misdemeanor		10	10.75%	1	1.08%	11	11.83%
Discharge-Early		3	3.23%		0.00%	3	3.23%
Discharge-Expiration		6	6.45%		0.00%	6	6.45%
Dismiss		1	1.08%		0.00%	1	1.08%
Executed-Court-LOC (GM/M Supervision cases)			0.00%	1	1.08%	1	1.08%
Misdemeanor		9	9.68%		0.00%	9	9.68%
Discharge-Early		1	1.08%		0.00%	1	1.08%
Discharge-Expiration		7	7.53%		0.00%	7	7.53%
Dismiss		1	1.08%		0.00%	1	1.08%
Grand Total		76	81.72%	17	18.28%	93	100.00%