

Hennepin County

Department of Community Corrections and Rehabilitation

Community Corrections Act

2021 Interim Plan

January 2021



Table of Contents

Introduction from Catherine Johnson, department director	3
Community Corrections Act.....	4
Program and Budget Updates	5
Hennepin County DOCCR Organizational Chart.....	5
Budget and Full-Time Equivalents	5
Salary Roster.....	6
Programmatic Changes.....	7
DOCCR Overall.....	7
Institutions.....	8
Field Services	9
Annual Progress Report on Strategic Planning	9
Reduce racial disparities within department practices	10
Increase the community's input and influence in the department's practice	11
Sustain foundational evidence-based practices and expand upon them to address clients' overall well-being	11
Build equity into department workforce and support workforce needs	12
Signature Page	13

Introduction from Catherine Johnson, department director



We respectfully submit this report as our interim 2021 Community Corrections Act plan. During the past several months, we worked diligently to adapt to the escalating global pandemic and the significant social unrest experienced in 2020, all while maintaining our core values of being an equity-focused, client-centered, and employee-driven department. While these challenges have required us to look closely at our work, they also present opportunities to improve our services and create a more equitable justice system.

As a department, we remain committed to enhancing community safety, promoting community restoration and reducing client risk of re-offense. The work to achieve this, as outlined in the 2020-2021 comprehensive plan, remains. However, as detailed in this interim report, you will see that we have had to adapt our services in response to COVID-19. These changes were informed by our mission, our county board, and state and national best practices to protect people from the virus. Some of these changes were temporary responses at the beginning of the pandemic and have since been revised or returned to practices in place prior to the onset of the pandemic. Some changes signal a new way of doing our work and will not revert to practices in place prior to the pandemic.

This summer, Minnesota found itself at the center of world-wide call to action for criminal justice reform. The killing of George Floyd exemplified the long-standing racial divide in our criminal justice system. This is not new and DOCCR has been working to eliminate racial disparities in our practices as a strategic goal since well before this year. However, the tragedy of George Floyd's death calls us to not just examine our practices through an equity lens, but to embed diversity and equal justice into all aspects of our organization. The Hennepin County Board of Commissioners, through a resolution declaring racism a public health crisis¹, compels us to look more closely at how we do our work, budget our resources, and help move our clients and community to stability and safety.

In this interim plan you will see the changes we made to programming in response to COVID-19 and you will read how we aligned our strategic goals to this County Board resolution. I am impressed with the resiliency and innovation of DOCCR staff to support clients, many of whom are disproportionality affected by the pandemic and racial disparities. I appreciate our partnership with the Minnesota Department of Corrections and invite you to reach out with any questions you may have.

¹ <https://hennepin.novusagenda.com/agendapublic/CoverSheet.aspx?ItemID=9375&MeetingID=1020>

Community Corrections Act

In Minnesota, community corrections can be delivered under three unique systems. In some counties, the Minnesota Department of Corrections (DOC) provides all probation and supervised release services to clients. This includes both adults and juveniles (M.S. 241 & 244.19). Other counties supervise juvenile and most adult misdemeanor clients through county probation officers, while the DOC provides supervision for adult felons and supervised releases (M.S. 244.19). Finally, since 1973, any county or group of contiguous counties with a population exceeding 30,000 can provide all community supervision under the Community Corrections Act (CCA). The CCA is found in Minnesota Statute Chapter 401.

Hennepin County has participated in the Minnesota CCA since 1978. In return for providing all correctional services in the county, except for long-term prison incarceration, the state provides the county with a subsidy to assist with the provision of the services outlined in the act.

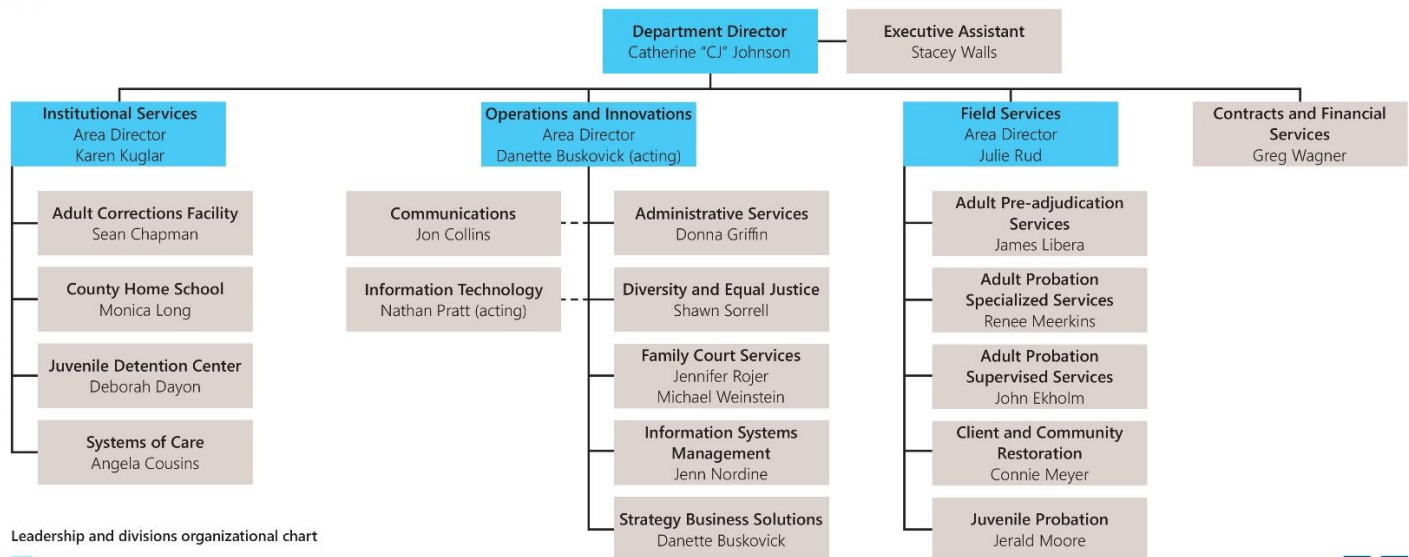
The eligible services of a CCA delivery system are outlined in the act and include the development, implementation, and operation of community-based corrections programs including preventive or diversionary correctional programs, conditional release programs, community corrections centers, and facilities for the detention or confinement, care and treatment of those convicted of crime or adjudicated delinquent.

As a part of the department's responsibilities to the Minnesota Community Corrections Act, DOCCR publishes a comprehensive plan, alternating long and short form every other year.² This plan details how DOCCR is providing the eligible services as outlined in the act. There is a multi-stage approval process for the plan. This plan is first approved by a corrections advisory board. In Hennepin County, the Criminal Justice Coordinating Committee serves as our community advisory board. Once the advisory board has approved the plan, the draft is then presented to and approved by the Hennepin County Board of Commissioners. Every other year, the County Board also takes action to accept the CCA subsidy in the form of a two-year grant with the DOC. Finally, once we have authorization from the County Board, the report is submitted to the DOC for review. This year a short-form interim plan is required, and no action is needed regarding the two-year grant.

² <https://www.hennepin.us/-/media/hennepinus/residents/public-safety/documents/2020-2021-CCA-Final-Draft.pdf>

Program and Budget Updates

Hennepin County DOCCR Organizational Chart



Leadership and divisions organizational chart

Executive leadership team

County resources assigned to DOCCR

Updated July 15, 2020



Budget and Full-Time Equivalent

		2020	2021	2020	2021
		Adopted	Proposed	Adopted	Proposed
Administration & Support					
	Administration	1,111,286	1,121,312	6.0	6.0
	Operations & Innovation Svcs	<u>17,002,997</u>	<u>15,194,023</u>	<u>110.0</u>	<u>93.0</u>
Subtotal		18,114,283	16,315,335	116.0	99.0
Family Court Services		2,870,111	2,310,857	24	17
Field Services		64,442,191	63,552,629	523.4	502.3
Institutional Services		46,826,634	46,773,518	351.4	345.9
Totals		129,383,108	126,641,482	990.8	947.2

Salary Roster

Please note that this represents DOCCR's 2021 proposed salary roster.

Job Class	2021 FTE	Average Annual Salary
Accountant	1.0	71,270
Accounting Specialist	1.0	55,690
Admin Assistant	11.0	66,574
Admin Assistant, Intermediate	13.0	74,697
Admin Assistant, Principal	10.0	109,512
Admin Assistant, Senior	20.0	87,770
Admin Manager	3.0	109,440
Admin Manager, Senior	3.0	124,838
Adult Education Instructor	2.8	71,058
APEX HR Transaction Specialist	3.0	58,550
Case Management Assistant	30.0	49,373
Community Corrections Spec	13.0	57,826
Contract Svcs Analyst, Senior	2.0	95,491
Cook, Senior	4.0	41,866
Correctional Officer	95.0	60,114
Correctional Officer, Juvenile	104.5	64,430
Correctional Officer, Senior	20.0	69,221
Corrections Area Director	3.0	161,685
Corrections Division Manager	9.0	134,537
Corrections Institutional Supv	12.0	100,703
Corrections Program Manager	14.0	110,535
Corrections Supervisor	33.5	79,944
Corrections Unit Supervisor	41.0	100,666
Director	1.0	178,110
Driver	2.0	46,344
Facilities Maint Ops Mech	2.0	50,000
Food and Laundry Programs Mgr	1.0	60,815
Food Service Supervisor	1.0	52,371
Food Service Worker	4.9	38,037
Food Service Worker, Senior	2.0	41,639
IT Administrator, Senior	2.0	113,455
IT Analyst II	3.0	93,884
IT Business Analyst II	3.0	97,104
IT Business Analyst III	3.0	114,012
IT Developer I	1.0	89,381
IT Developer II	1.0	85,000

IT Developer III	1.0	122,524
IT Engineer, Senior	2.0	115,490
IT Manager	1.0	138,428
IT Project Manager II	1.0	102,064
IT Project Manager III	2.0	124,392
IT Supervisor	2.0	124,976
Lab Assistant	5.0	46,933
Laundry Services Operator	3.0	44,404
Legal Services Specialist	4.0	80,854
Medical Lab Technician	2.0	60,891
Office Specialist III	53.7	46,064
Office Specialist, Principal	14.5	53,029
Planning Analyst	1.0	70,406
Planning Analyst, Principal	9.0	88,877
Planning Analyst, Senior	2.0	84,901
Probate/Parole Officer	43.0	55,499
Probate/Parole Officer, Career	233.3	89,956
Probate/Parole Officer, Senior	42.0	69,773
Psychologist, Senior Clinical	1.0	125,472
Public Safety Records Clerk	6.0	53,219
Sentencing to Srvc Crewleader	30.0	50,943
Social Worker, Senior	5.0	73,648
Social Worker, Senior Psych	2.0	77,290
Stock Clerk, Principal	1.0	50,745
Stock Clerk, Senior	1.0	48,465
Support Svcs Supv, Principal	2.0	65,683
Trainee Probate/Parole Officer	2.0	38,478

Programmatic Changes

The global COVID-19 pandemic has altered some of our services since the submission of the 2020-2021 Comprehensive Plan in December 2019. While we have continued to focus on providing effective correctional services throughout the pandemic we have had to do so while balancing the need to keep staff, clients and our community healthy and safe. To guide us in making balanced decisions, services in DOCCR were prioritized to those most impactful to community and client safety and services that could, if need be, were suspended.

As a county and department, we have responded effectively and immediately to the Governor's successive COVID-19 Executive Orders by sending many staff home to work remotely, suspending certain services and enacting our continuity of operations plans.

DOCCR Overall

DOCCR has equipped all field and operations staff to work remotely by providing laptops and other technologies. The ability and need to work remotely requires DOCCR to examine our use of space. Currently, DOCCR is planning where operational and field staff will work under the goals of reducing the county's footprint and costs for office space and the need to provide

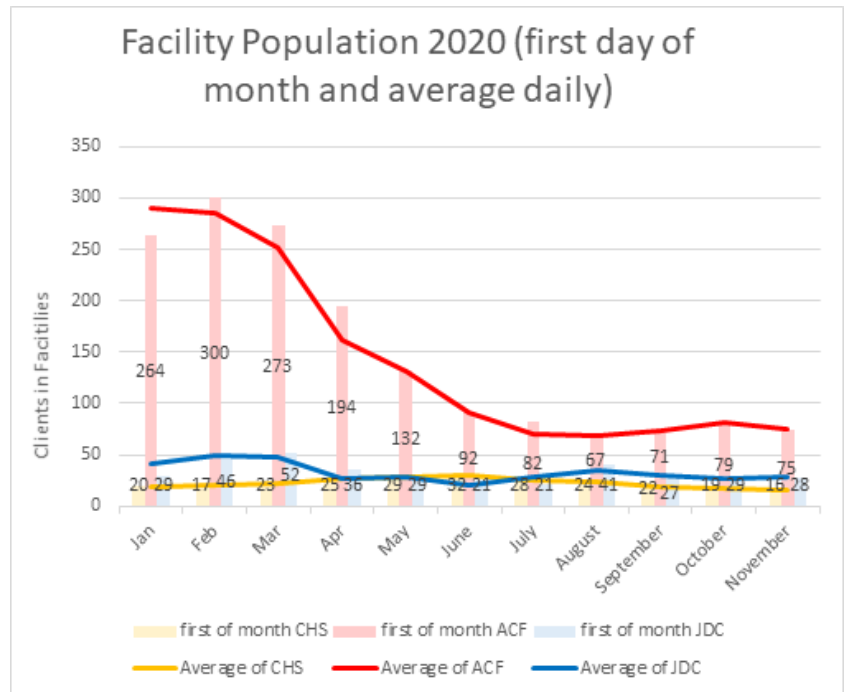
socially distanced workstations for staff. Adapting to the remote work environment has been a learning experience and provided DOCCR with an opportunity to continue building staff skills by modifying trainings around safety and evidence-based practices from in-person to virtual experiences.

We were well positioned for making remote work adjustments having implemented Flexible Workplace Environment policy and procedures several years ago. Staff who can effectively do their jobs remotely continue to work from home, while other staff work from home based on the level of executive order³ and priority of service area. This ensures that services critical to our operations, our mission, and community safety are not significantly interrupted. Specific programmatic changes related to COVID-19 are detailed below.

Institutions

It is critical that DOCCR keep COVID-19 from spreading within our three correctional institutions. The Centers for Disease Control and Prevention (CDC) has provided guidance specific to correctional and detention facilities.⁴ For this reason, DOCCR has implemented policy and procedures to ensure all institutional staff follow up-to-date screening and COVID-19 safety protocols as outlined by the CDC and Minnesota Department of Health (MDH). These efforts have been successful in that there have been no large-scale COVID-19 outbreaks in any of our institutions at the time of writing this report.

DOCCR also worked with our justice partners to reduce the number of residents in our institutions. The Adult Corrections Facility (ACF) has expanded its use of Electronic Home Monitoring (EHM) to include adult residents eligible for work release. DOCCR continues to monitor the expanded use of EHM to ensure that community safety is not compromised. Additionally, a court order delaying the report date for clients booked into the ACF from the community was enacted. This allows for the ACF to create quarantine cohorts of residents in two-week increments, ensuring no one with the virus is infected once in the general population. The reduced number of residents also means that we can maintain social distancing throughout the facility. Some volunteer programs were suspended early in the pandemic, while others, like access to Alcoholics Anonymous, have been reinstated virtually. In-house services, such as access to medical care, treatment and cognitive behavioral services, were either maintained fully since the on-set of the pandemic or were quickly adapted to be delivered virtually.



Through efforts to address disparities in juvenile detention and out of home placement, the populations of youth at the Hennepin County Home School (CHS) and the Juvenile Detention Center (JDC) were low prior to the pandemic and have remained low in the interim. The JDC expanded its use of EHM in response to the pandemic as a precautionary measure.

³ Stay at Home (3/25/2020), Stay Safe Minnesota (5/18/2020)

⁴ <https://www.cdc.gov/coronavirus/2019-ncov/community/correction-detention/>

Field Services

As stated earlier, DOCCR has been adept at addressing the various executive orders issued by the Governor. In the early stages of the pandemic, DOCCR field services adapted work based on a pandemic response service priority chart and the executive order to stay home. This meant that Intensive Supervised Release, Electronic Home Monitoring and bail evaluations continued uninterrupted. As the stay at home order was extended or modified, and as DOCCR's justice partners revised their practices, DOCCR systematically brought back services to ensure continuity of supervision while maintaining the safety of staff and clients. One specific example of adaptations to our services includes the elimination of group reporting for moderate risk caseloads. The success of this change will likely result in more remote supervision for these caseloads beyond the pandemic.

DOCCR has been working to adapt policy and procedures for drug and alcohol testing to be a more client-centered and supportive of using a public health response to substance use disorders. The onset of the pandemic accelerated this reform. Drug and alcohol testing are now conducted when articulable facts suggest active use and immediate danger to self or others, and protocols were changed to require supervisor approval to test for marijuana and other specific drugs, rather than using a standard panel of testing. While these reforms were necessary to limit the number of people reporting to the drug lab to protect client and staff health, they will continue beyond the pandemic to support client well-being.

Building a relationship and working in collaboration with clients to change thinking and behavior are fundamental to successful supervision. Staying connected during a pandemic to support client change and keep communities safe poses challenges to building that relationship. In order to sustain these efforts during the pandemic, DOCCR implemented the use of Tools on Devices⁵ to provide electronic cognitive-behavioral interventions to clients. Virtual cognitive-behavioral interventions were also put into practice.

Over the past four years, DOCCR has been reforming adult violations. Efforts include resolving low-level violations via summons and a book and release process for violations for whereabouts unknown. This work was furthered by the pandemic with a supervisor team who assisted expediting release from jail based on low-risk of injury, danger or violence to self or others. The expectations of the team were so quickly incorporated into the work of agents that the team was disbanded, and the evaluation of public safety risk occurs earlier in the violation process, reducing reliance on incarceration for motivating changes in behavior.

Overall, the impact of COVID-19 on DOCCR programs as outlined in our 2020-2021 plan was minimal and often temporary. However, it is important to understand that the pandemic has consumed considerable amounts of time to manage and respond effectively, while having the unintended positive consequence of accelerating changes already in progress. Additionally, responding to a global pandemic has not been our only challenge in 2020. The civil unrest following the death of George Floyd added to our challenges. Both have contributed to a third concern going into 2021, which is a significant reduction in both operating budget and staff to do the work we are committed to doing for our clients and our communities.

Annual Progress Report on Strategic Planning

While not detailed in this report, DOCCR has and continues to reduce the number of clients in our system by diverting low-risk clients and those with low-risk offenses. This allows us to focus effective interventions, services, and tools toward clients who are at high-risk to engage in behavior that can cause injury, violence or danger to themselves or others. This is fundamental to DOCCR as a public safety organization and we continually use data to inform our decisions and work with our justice partners to advance this work. The information on our strategic plan presented below is in addition to and in support of our public safety mission. Doing this strategic work effectively ensures that have in place the resources and knowledge to help our clients exit the justice system with the skills they need to be successful and stable.

⁵ <https://careygroupublishing.com/tod>

DOCCR's 2020-2021 plan highlights four areas of strategic focus:

- Reduce racial disparities within department practices
- Increase the community's input and influence in the department's practice
- Sustain foundational evidence-based practices and expand upon them to address clients' overall well-being
- Build equity into department workforce and support workforce needs

These long-term strategic initiatives continue to be important to achieving DOCCR's mission and vision. However, the social unrest after the killing of George Floyd compelled Hennepin County's Board of Commissioners to pass a resolution declaring racism as a public health crisis. This resolution provides even more support and focus for DOCCR's strategic direction and we have shifted resources in 2021 to address this through the following activities.

Reduce racial disparities within department practices

Reducing racial disparities within DOCCR is fundamental to all that we do. DOCCR uses data to identify disparities and to determine our progress in reducing them. All aspects of our strategic plan are designed to help DOCCR reach this goal. There are, however, specific activities underway that fall squarely within this strategic goal. As a part of realigning our resources in 2021, DOCCR has budgeted for, and is requesting, proposals to fund culturally specific community-based services for Black, Indigenous and people of color on adult supervision. The increased access to these services is designed to address trauma, be evidence-based, increase client well-being and support desistance. As a part of designing this RFP, DOCCR utilized the county's racial equity impact tool (REIT) to explicitly consider racial equity in our policies, practices, initiatives, contracts and program. Expanding the REIT into our everyday work is a strategic priority for 2021.

Along with racial disparities, DOCCR is committed to reducing the economic barriers that affect our client's well-being and ability to successfully exit the justice system. We also know that racial and economic disparities are not mutually exclusive. Two strategic priorities for 2021 to support clients include elimination of the correctional services fee for public defender eligible clients and an increase in the number of free phone calls available to residents at the ACF. These two changes will decrease the economic burden on clients already struggling with stability which in turns allows us to more quickly focus on the interventions that support behavior change.

It is important that clients have access to their community supports while in the ACF. It is equally important that while incarcerated, residents are treated fairly. Using data, DOCCR identified the need to address disparities in who and why residents at the ACF are receiving violations. In 2021, DOCCR will continue to reform our violation policy and procedures to eliminate the over-use of subjective violations on residents of color.

The juvenile justice system, while historically more focused on restorative practices and child well-being, is not immune to racial disparities and inequities. With this in mind, DOCCR's Juvenile Probation contracted with the Robert F. Kennedy National Resource Center for Juvenile Justice (RFK) to examine the Hennepin County juvenile justice system and provide improvement recommendations. In 2021, Juvenile Probation will engage in planning efforts to implement the recommendations from the RFK report that will result in organizational, operational and systemic reform. One recommendation from the report was to increase restorative justice opportunities, and a pilot program with the juvenile bench and Legal Rights Center is underway to do just that.

DOCCR also created a Transition Age Youth unit for young adults (age 18-24) involved in the adult justice system. This unit was designed with client input and around positive youth development research and brain science. A community-based service array was developed to target the specialized needs of this transitioning population and a new supervision model guides correctional services providing by the unit.

Increase the community's input and influence in the department's practice

In 2021, DOCCR will solidify current community engagement efforts and build additional opportunities to be truly connected and inclusive of our community, including clients, former clients, stakeholders and residents.

In January 2020, DOCCR launched the Community Corrections Coalition (CCC), to advise and influence policies and practices, particularly as they relate to racial disparities and service gaps, as well as to support the building of relationships between community members and DOCCR. The CCC members represent community members, staff, and those impacted by the department policies. The CCC meets monthly as a closed group, with quarterly meetings that are open to the public. The CCC has continued to meet virtually and will continue to advise DOCCR on policy and other considerations that impact our clients and community.

While the CCC is designed to address all aspects of DOCCR, the unique needs of the juvenile justice system, and the importance of youth voice, require additional community input into juvenile probation's practices and services. For this reason, DOCCR, along with juvenile justice partners has reconstituted and reframed the JDAI steering committee into the Youth Justice Council (YJC). The YJC is a collaborative effort among court stakeholders, law enforcement and community members committed to improving the juvenile justice system for positive youth, family and community outcomes and community safety. The YJC has specific workgroups including the Youth Advisory Board (YAB), which provides an opportunity for youth who have been involved in the juvenile justice system to advocate for the needs of justice involved youth.

While engaging the community in these ways is meant to guide DOCCR in policy and practice to increase desistance from criminal behavior and promote community safety, the work of these groups is also grounded in racial equity and ensuring that those impacted by the justice system have improved well-being.

Sustain foundational evidence-based practices and expand upon them to address clients' overall well-being

Improving client well-being, including but not limited to addressing criminogenic need, is a strategic priority for DOCCR and is directly related to addressing racism as a public health crisis. Hennepin County has a disparities reduction framework which examines the inter-connectedness of inequities and how addressing one disparity can reduce the impact of other disparities. Together, addressing these disparities can improve overall client well-being. While much work has been done in this area, specific priorities for 2021 to address client well-being include hiring a clinical director at the County Home School to improve the impact of interventions on the whole youth, shifting resources to more fully fund domestic violence prevention services, and building a well-being data dashboard to highlight the barriers and needs of clients.

In addition, DOCCR is engaged in a paradigm shift in our work with clients by using risk to determine the level of service we provide to clients and then examining the needs of clients to determine appropriate services. This paradigm shift is necessary because of the evolution of assessment in the justice system. To further that evolution, DOCCR has incorporated equity as a focus in all our assessment practices. This has reframed our norming and validation processes, changed policies and practices that use assessment results, eliminated the use of some tools and triggered the creation of new tools.

The paradigm shift focuses on a new generation of assessments that are developed on the local population, have strong predictive power and are built with racial equity as a goal. This shift also includes a focus on assessing and focusing on client need that when identified and addressed through both internal and community interventions, can increase client and community safety and stability when they exit the criminal justice system. To accomplish this, DOCCR has implemented or ended the following:

- Developing a 5th generation set of risk-need-responsivity tools for juveniles. The REACT-Risk tool was designed with the balance of validity and racial equity as a goal and was built with community input and data specific to our population of youth. This tool will be used to risk youth for appropriate levels of intervention. The REACT-Needs tool will be used

to ensure that the well-being and needs most vital to positive youth development will be addressed through interventions for moderate and high-risk groups.

- Ending the use of the Risk and Needs Triage (RANT) tool as part of entry to treatment courts, and suspended use of the Impaired Driving Assessment in favor of the recently re-validated Hennepin Prescreener tool.

Build equity into department workforce and support workforce needs

The continued focus on sustaining foundational evidence-based practices and expanding them in the pursuit of client and community well-being can only be successful if DOCCR has a skilled workforce that can be retained.

The strategic work of DOCCR can only be accomplished if staff embrace and execute the goals outlined above. Having a well-trained, talented workforce, that is engaged, supported and valued continues to be a strategic focus of DOCCR. It is also important that our workforce, at all levels, is representative of the people we serve. To do this, DOCCR has contracted with Culture Brokers to examine the internal culture of the department through a diversity and equity lens. This work is just starting and will be a strategic priority for 2021. Staff from all levels will be engaged with Culture Brokers to examine our work culture with a specific outcome to create an employee advisory group that will have input into departmental decisions around policy, hiring, staff development and retention.

Signature Page

This document constitutes the Hennepin County Department of Community Corrections and Rehabilitation's interim CCA plan for 2021. This plan was presented to the Criminal Justice Coordinating Committee (CJCC), which serves as our corrections advisory board, on November 19, 2020. The CJCC made a recommendation to present the plan to the Hennepin County Board Public Safety Committee. The plan was then communicated to the Public Safety Committee on December 1, 2020.

A handwritten signature in black ink, appearing to read "Catherine Johnson", followed by a long horizontal line extending to the right.

Catherine Johnson, Director
Department of Community Corrections and Rehabilitation.