



Board Workshop / Discussion Agenda

15 West Kellogg Blvd.
Saint Paul, MN 55102
651-266-9200

November 17, 2020 - 1:14 p.m.

Virtual Meeting

WORKSHOP

A Systems Approach to Dismantling Mass Incarceration

[2020-558](#)

Sponsors: Safety and Justice



Board Workshop / Discussion

Request for Board Action

15 West Kellogg Blvd.
Saint Paul, MN 55102
651-266-9200

Item Number: 2020-558

Meeting Date: 11/17/2020

Sponsor: Safety and Justice

Title

A Systems Approach to Dismantling Mass Incarceration

Attachments

1. Presentation



RAMSEY COUNTY
Community Corrections



RAMSEY COUNTY

A Systems Approach to Dismantling Mass Incarceration

Board of Ramsey County
Commissioners Workshop
November 17, 2020

Ramsey County – County Manager’s Office

Scott Williams – Deputy County Manager of Safety and Justice

Ramsey County Attorney’s Office

John Choi – County Attorney

Ramsey County Community Corrections

John Klavins – Director

Ramsey County Sheriff’s Office

Kyle Mestad – Director

Minnesota Second Judicial District

Judge Leonardo Castro – Chief Judge

Ramsey County Public Defender’s Office

Jim Fleming – Chief Public Defender

Minnesota Department of Corrections

Paul Schnell – Commissioner of Corrections

Agenda

- Introduction
 - Scott Williams, Deputy County Manager, Safety and Justice Service Team
- Presentation
 - John Choi, Ramsey County Attorney
 - John Klavins, Director, Ramsey County Community Corrections
 - Kyle Mestad, Director, Ramsey County Sheriff's Office
- Discussion & Questions
 - County Board



 **RAMSEY COUNTY**
ATTORNEY'S OFFICE

Ramsey County Attorney's Office

John Choi – Ramsey County Attorney

Definitions

Prison admissions: Sentenced to the Minnesota Department of Corrections for a sentence of 1 year and a day or more. (Includes new prison commitments to a state correctional facility and all revocations.)

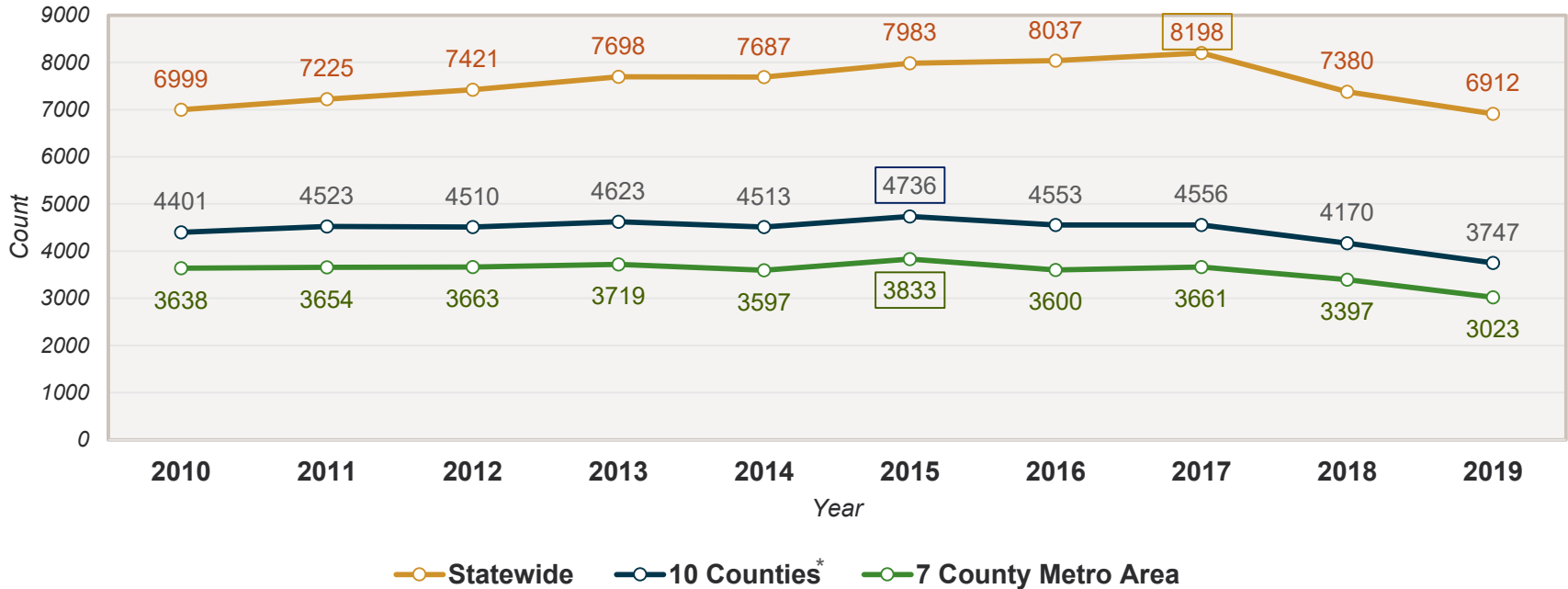
New prison commitments: Prison admissions due to a new sentence for people who have not been to prison before or are not currently on parole. (Includes sentences executed due to violations of probation.)

Revocation due to a new offense: When a person commits a new offense while on parole and is returned to a correctional facility.

Revocation due to a parole violation: When a person violates conditions of parole and is returned to a correctional facility.

Parole – For adults/certified adults, “parole” is the process of releasing a person from incarceration to complete the rest of their sentence under supervision of Corrections in the community. The sentencing court indicates the period of supervised release to be served when pronouncing the person's sentence.

Minnesota Prison Admissions



Minnesota's yearly prison admissions have begun to decline.

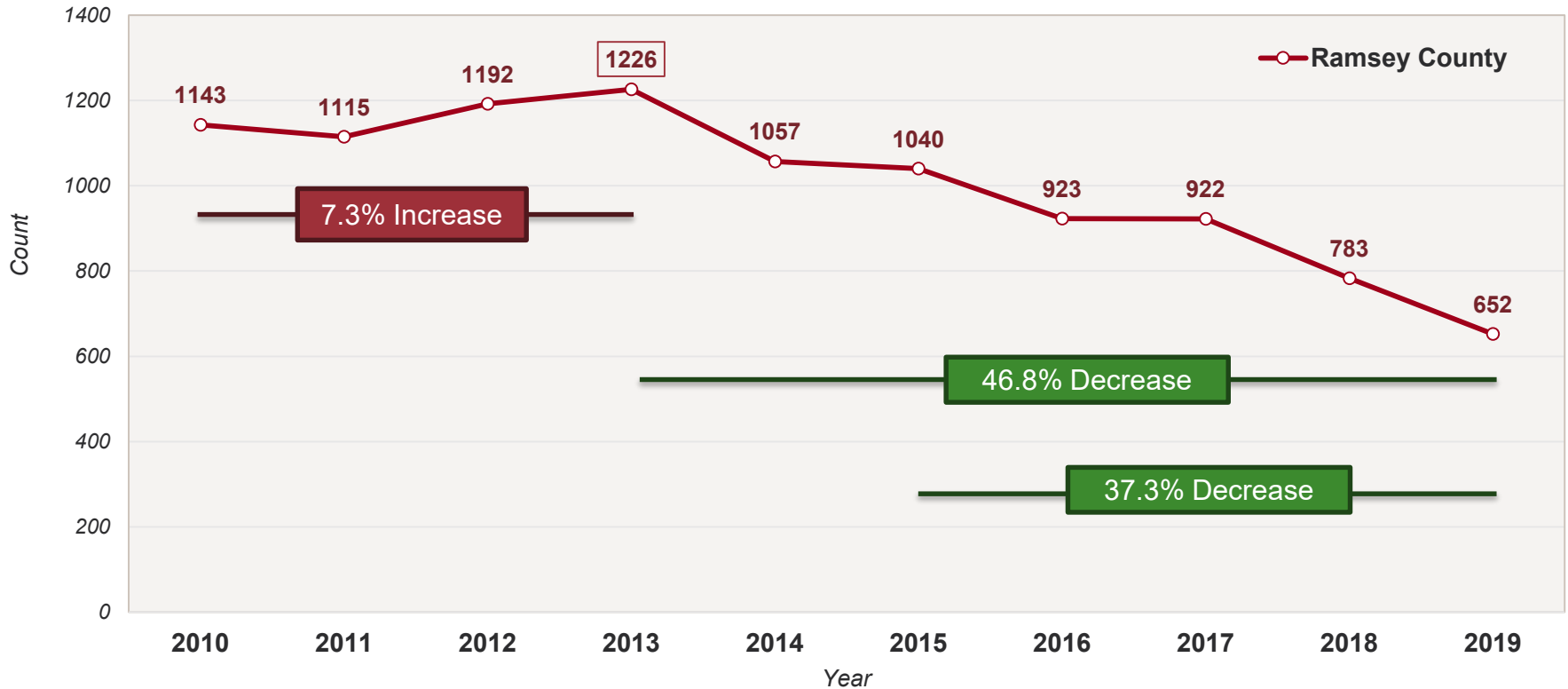
Statewide prison admissions increased by 17% from 2010 – 2017 before decreasing by 15.7% from 2017 – 2019.

The **10 counties** (population > 100,000 people) and the **seven (7) county metro area** prison admissions have decreased 21% from 2015 – 2019.

*Counties with populations over 100,000 people. Anoka, Carver, Dakota, Hennepin, Olmstead, Ramsey, Saint Louis, Scott, Stearns, and Washington

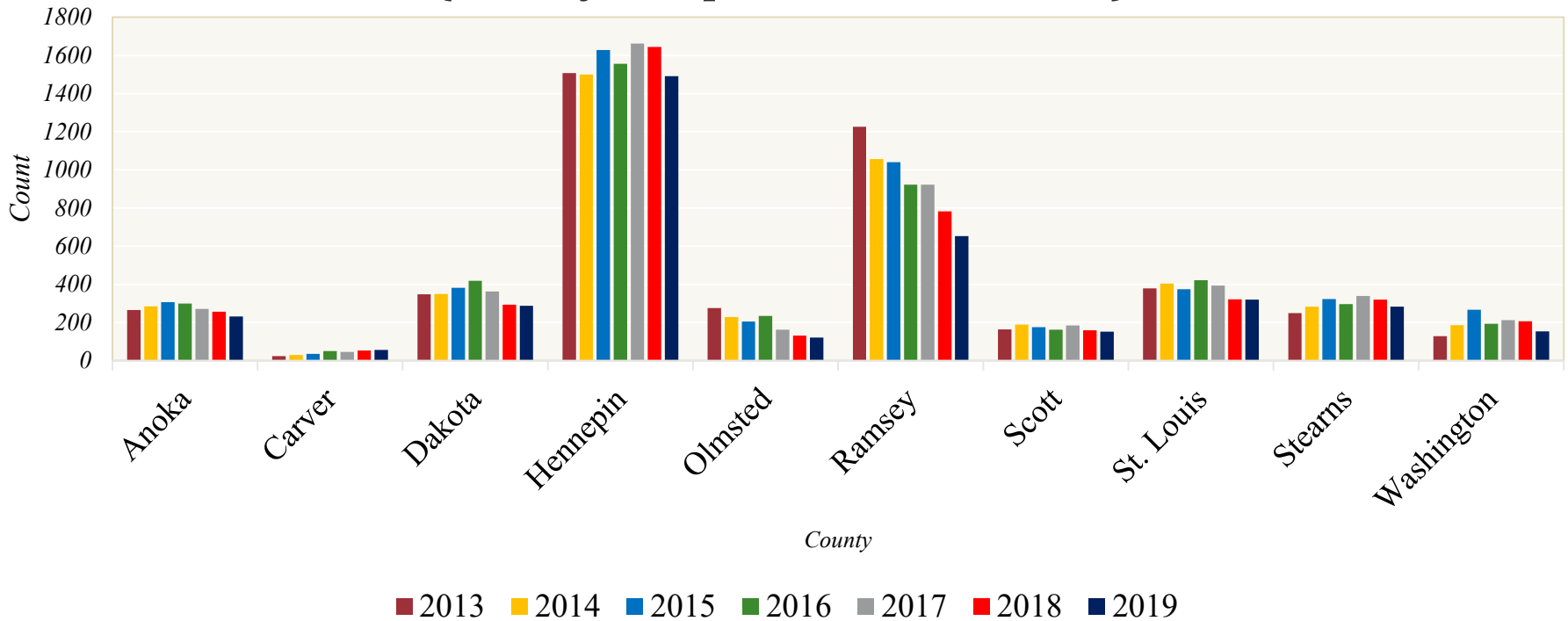
Ramsey County Prison Admissions

Ramsey County prison admissions decreased by **46.8%** from 2013 to 2019.



Prison Admissions

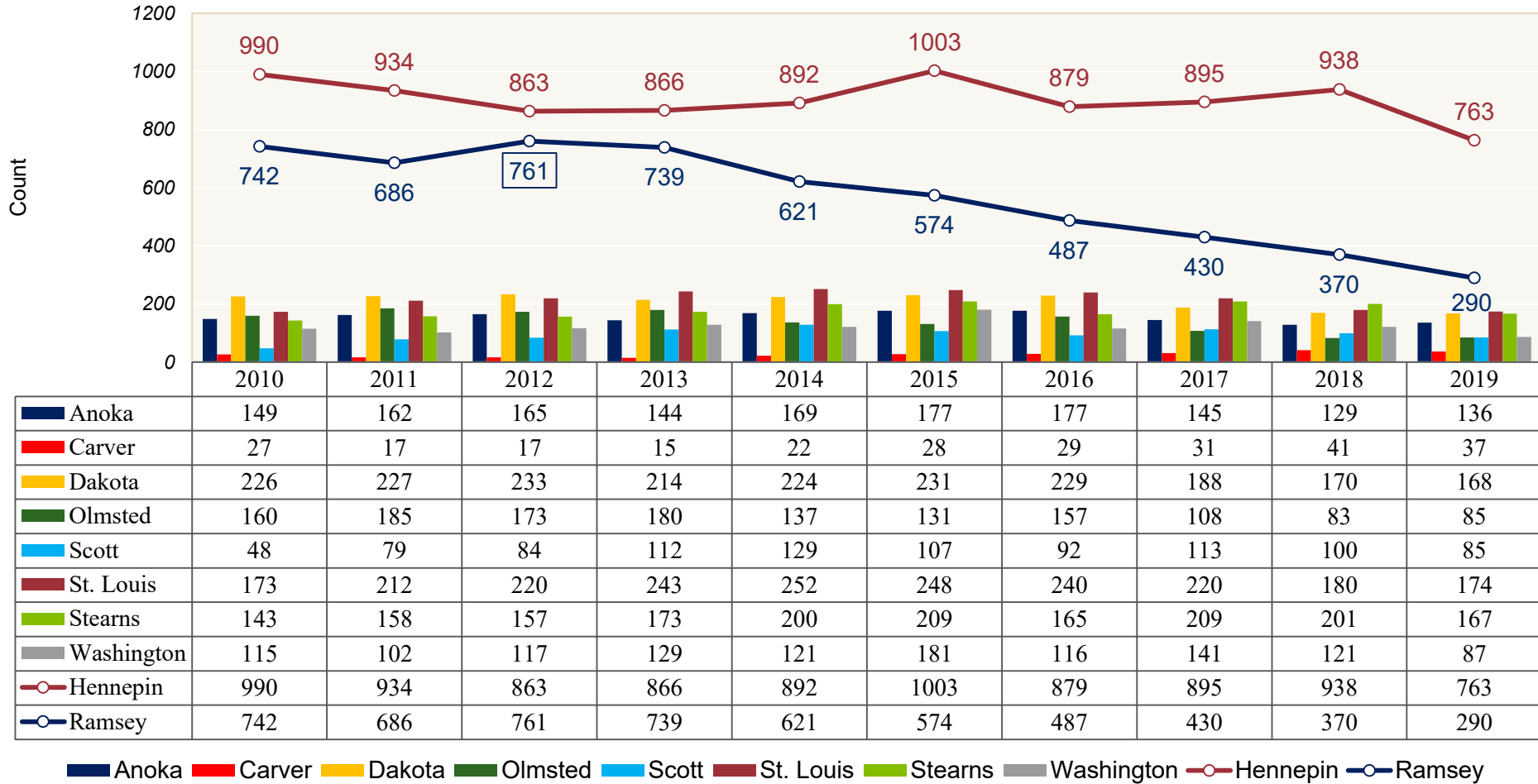
(County – Population > 100,000)



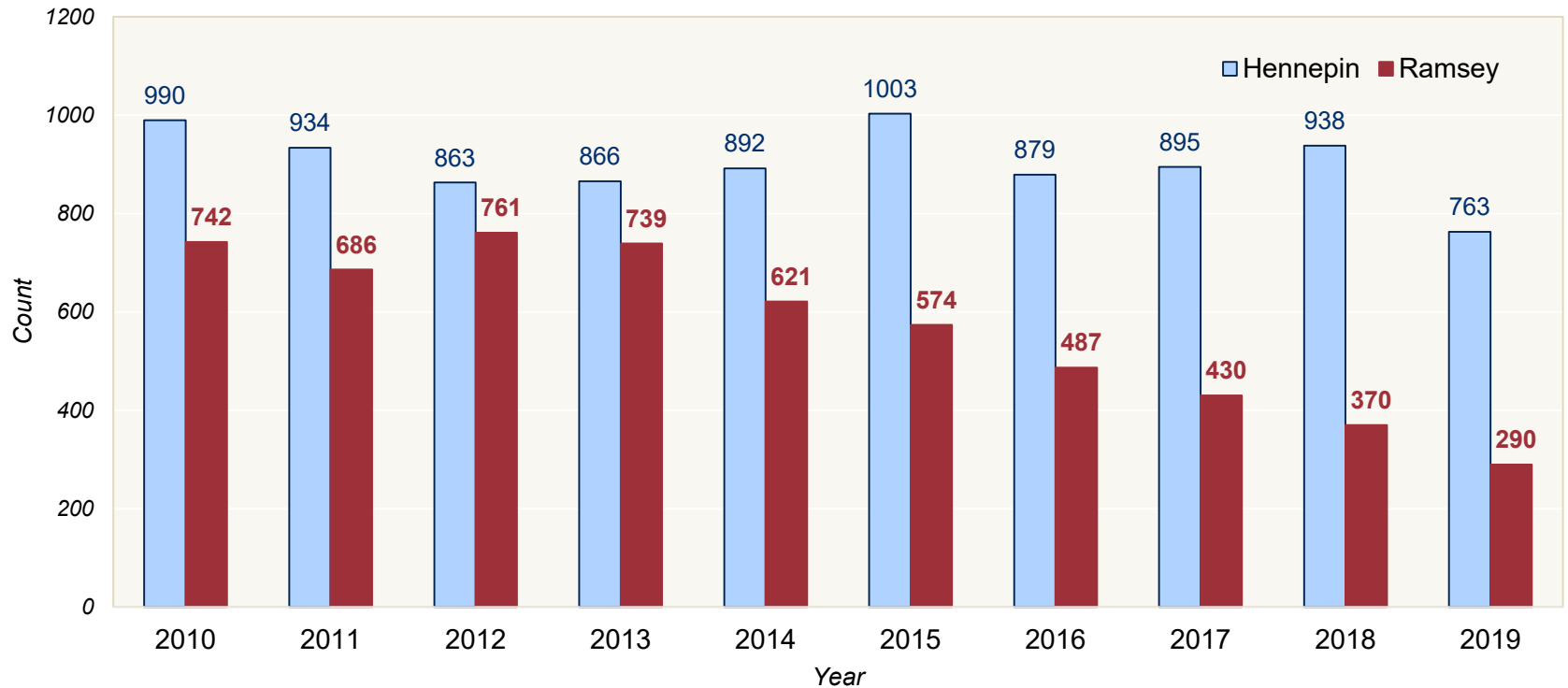
Ramsey was the only county in which prison admissions consistently declined from 2013 to 2019.

New Prison Commitments

(County - Population > 100,000)



Ramsey County and Hennepin County New Prison Commitments

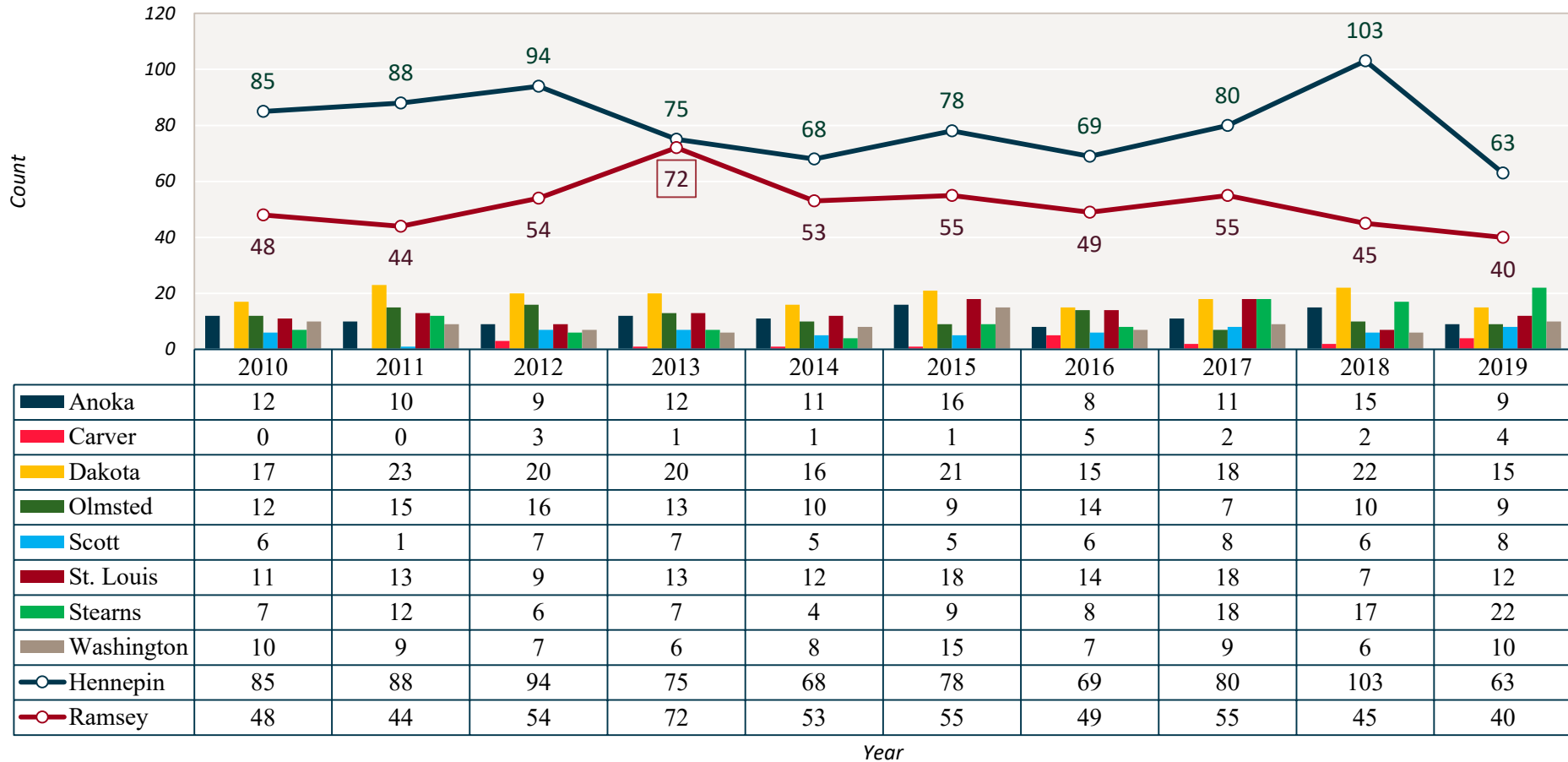


Ramsey County prison commitments **decreased 61.9%** from 2012 to 2019.

Hennepin County prison commitments decreased by 11.6% during the same time period.

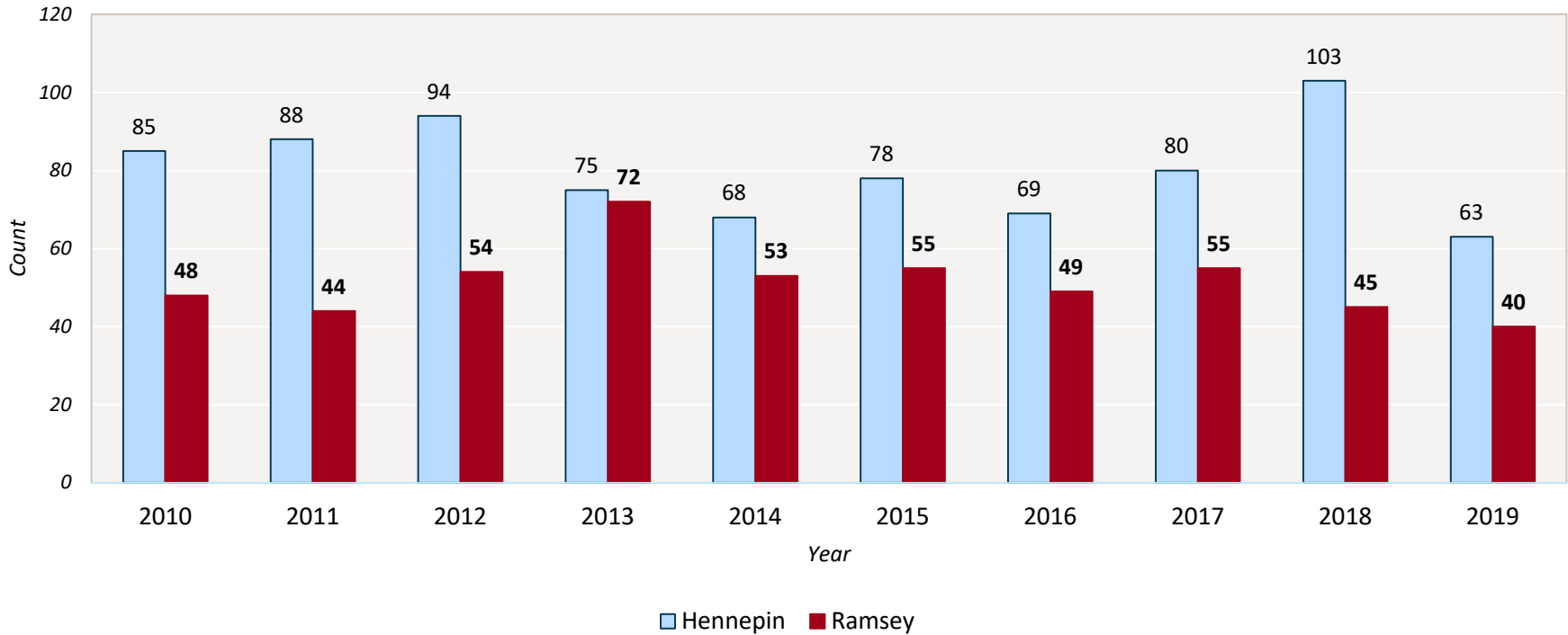
Revocations due to a New Offense

(County – Population > 100,000)



Anoka Carver Dakota Olmsted Scott St. Louis Stearns Washington Hennepin Ramsey

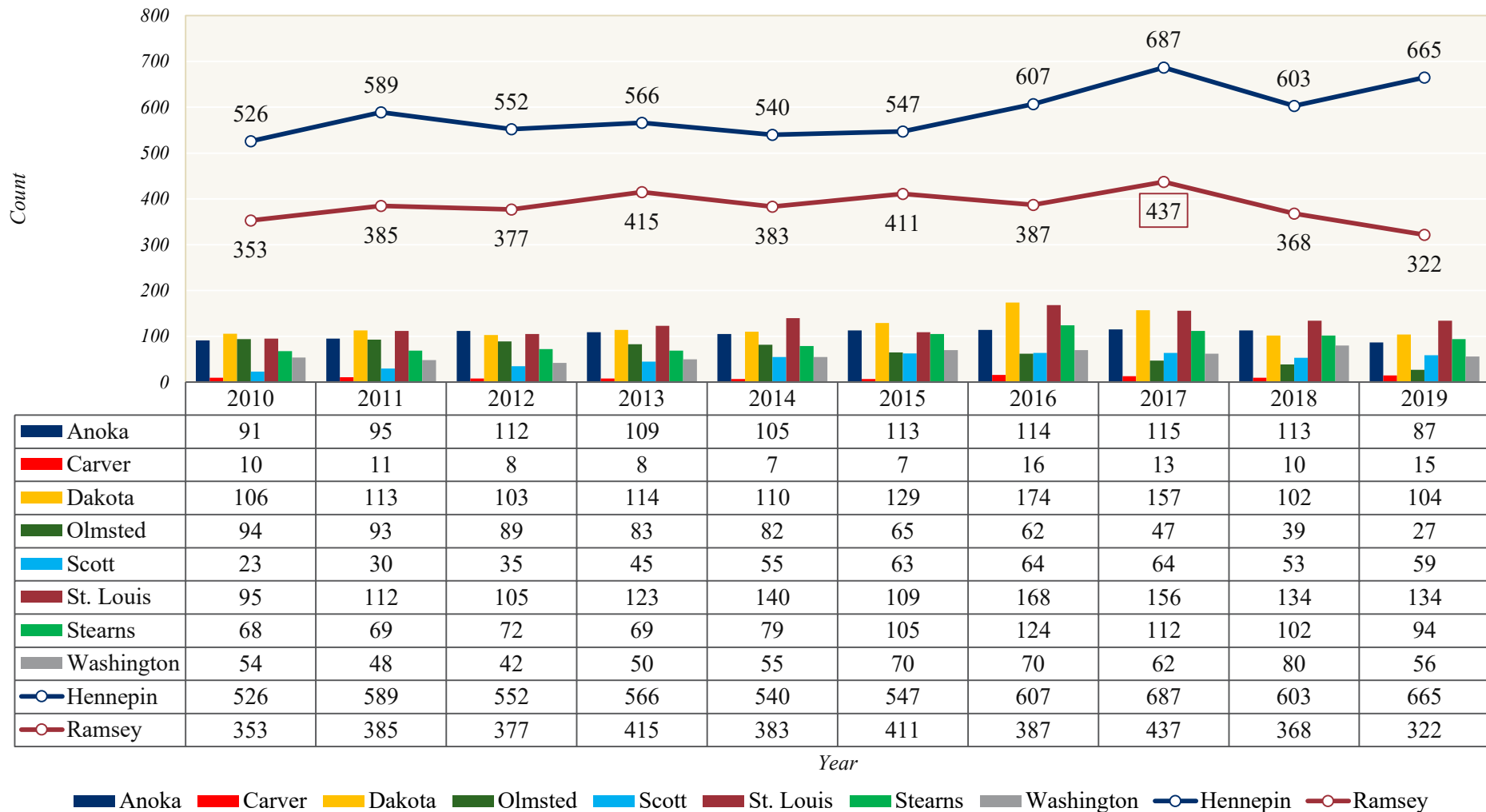
Ramsey County and Hennepin County Revocations due to a New Offense



Ramsey County parole revocations due to a new offense decreased by **44%** from 2013 to 2019.

Hennepin County parole revocations due to a new offense increased by 37.8% from 2013 to 2018 before decreasing by 38.8% from 2018 – 2019.

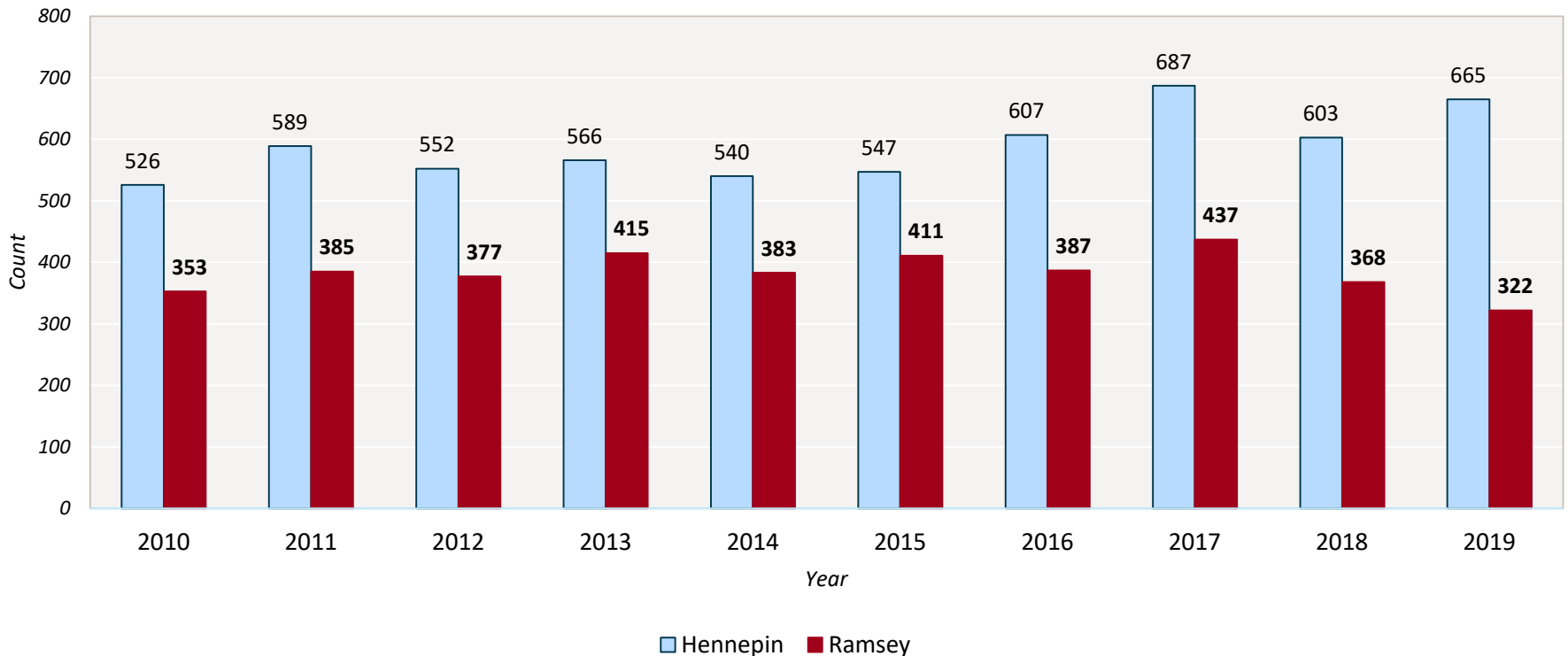
Revocations of Parole due to a Parole Violation (County – Population >100,000)



Year

Anoka Carver Dakota Olmsted Scott St. Louis Stearns Washington Hennepin Ramsey

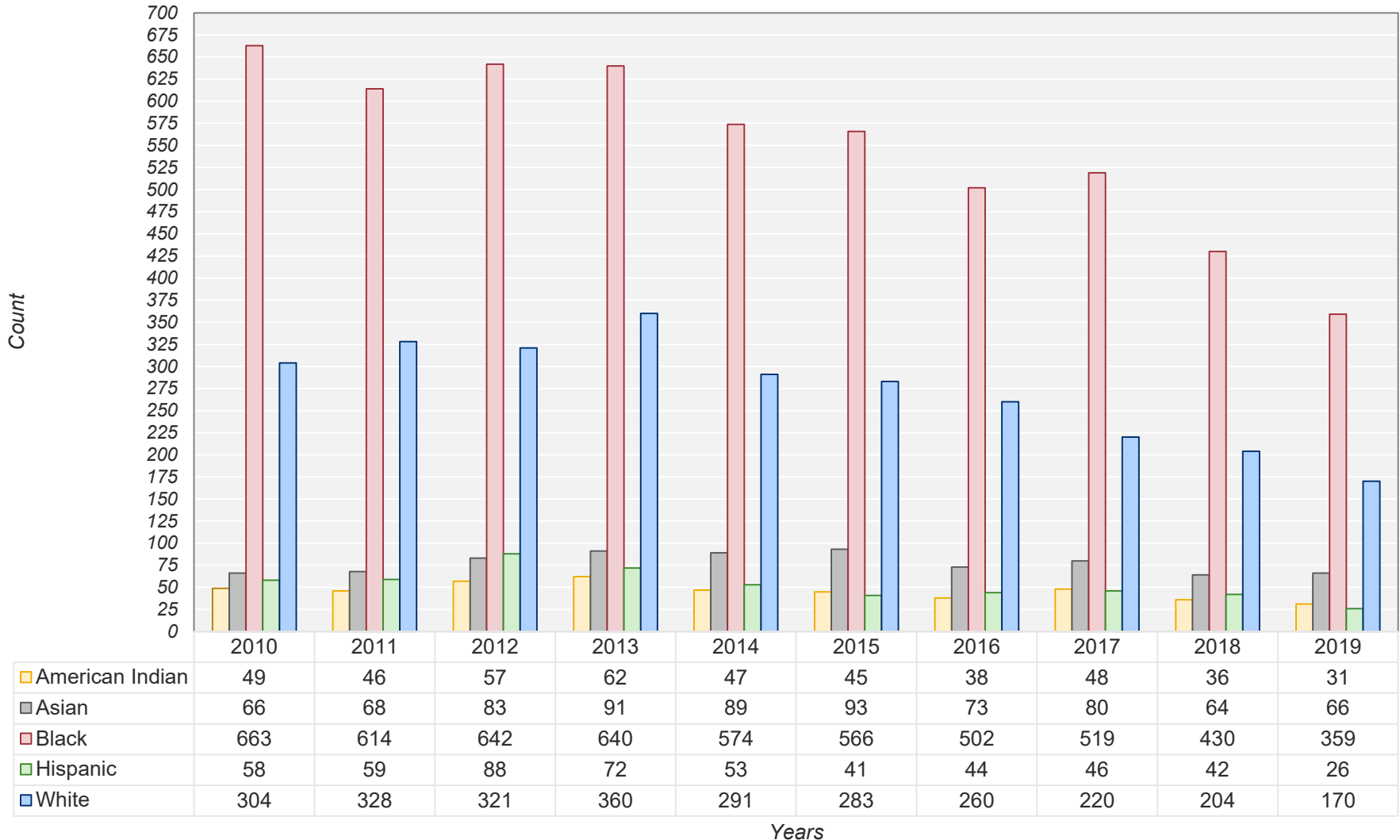
Ramsey County and Hennepin County Revocations of Parole due to a Parole Violation



Ramsey County revocations due to a parole violation **decreased 26.3%** from 2017 to 2019.

Hennepin County revocations due to a parole violation decreased by 12% from 2017 to 2018 before increasing by 10.3% from 2018 to 2019.

Ramsey County Prison Admissions (by Race)

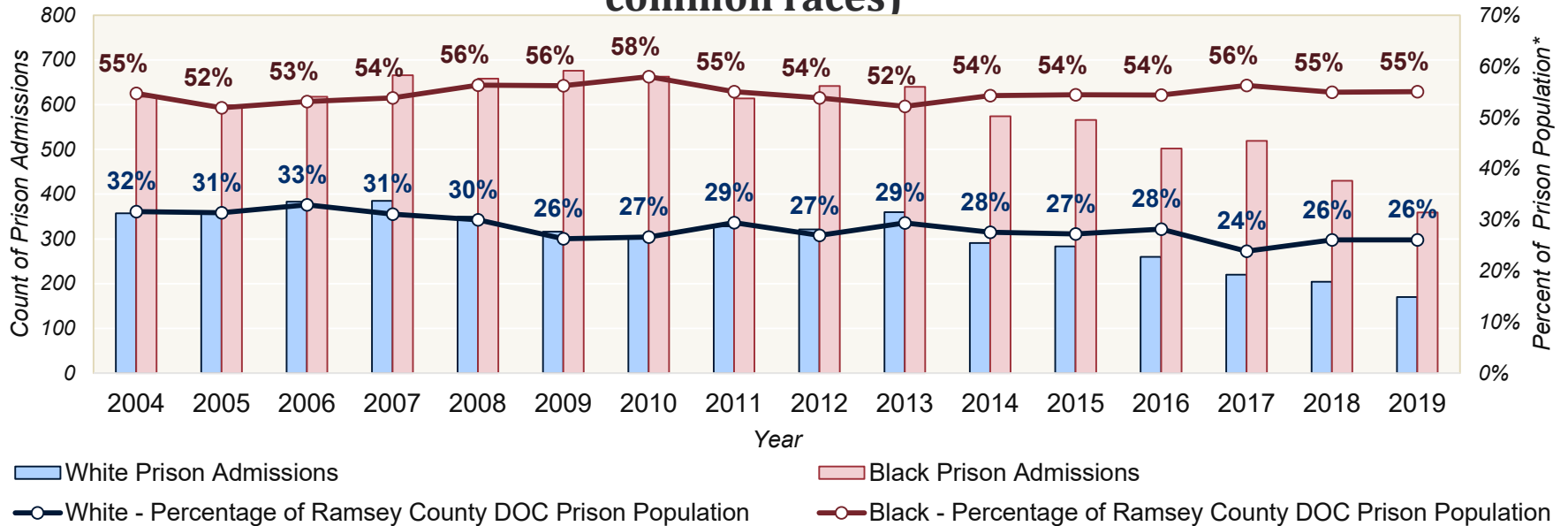


Years

Multi-race and unknown race categories not depicted due to small numbers.

Data Source: Minnesota Department of Corrections – data request

Ramsey County Prison Admissions (by most common races)



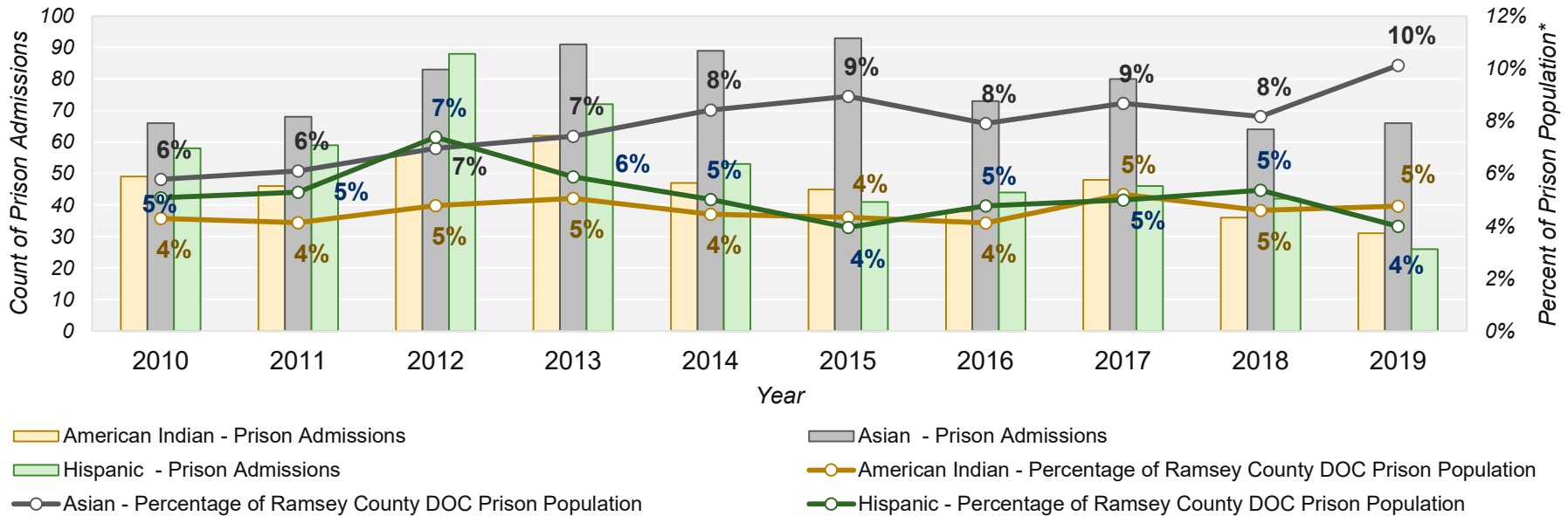
Black people accounted for over 52% of prison admissions for the past 10 years even though **Black people only make up 11.4% of the Ramsey County population.**

White people accounted for between 24% and 29% of prison admissions over the past 10 years, even though **White people make up 69.1% of the Ramsey County population.**

**Percentage of Ramsey County prison admissions.*

- *The bar graph depicted above shows the raw numbers of prison admissions for White and Black populations. The line graph depicted above shows what percent of the Ramsey County DOC prison population is White and Black.*

Ramsey County Prison Admissions (by Race/Ethnicity)



American Indian people accounted for 4-5% of prison admissions for the past 10 years. American Indians currently make up 1% of the Ramsey County population.

Asian people have accounted for 6%-10% of prison admissions for the past 10 years. Asians currently make up 13.3% of the Ramsey County population.

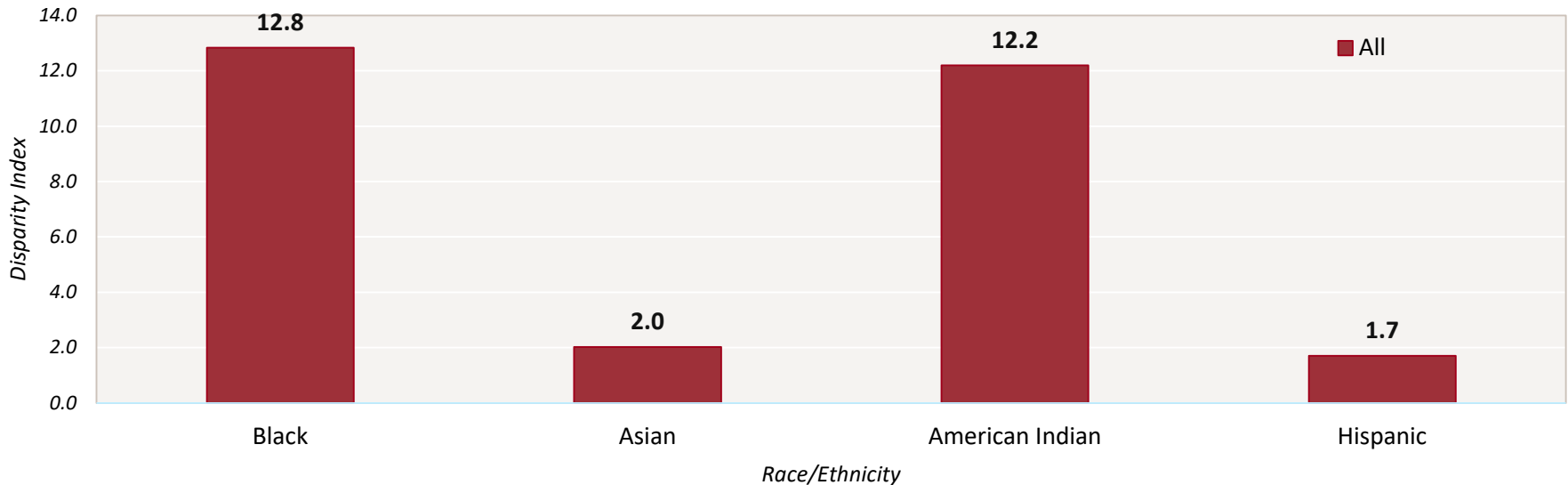
Hispanic/Latin people have comprised 5-7% of prison admissions for the past 10 years. Hispanic/Latin people currently make up 6.2% of the Ramsey County population.

- The bar graph depicted above shows the raw numbers for prison admissions for American Indian, Asian, and Hispanic populations. The line graph depicted above shows what percent of the Ramsey County DOC prison population is American Indian, Asian, and Hispanic.

Racial/Ethnic Disparities in Ramsey County Prison Admissions (2019)

Despite reductions in the number of admissions to Minnesota Department of Corrections, racial disparities persist as all racial/ethnic groups are more likely to be admitted to prison compared to Ramsey County residents who are White. The most significant disproportionality compared to White residents is:

- Black residents are 12.8 times as likely to have an admission.
- American Indian residents are 12.2 times as likely to have an admission.



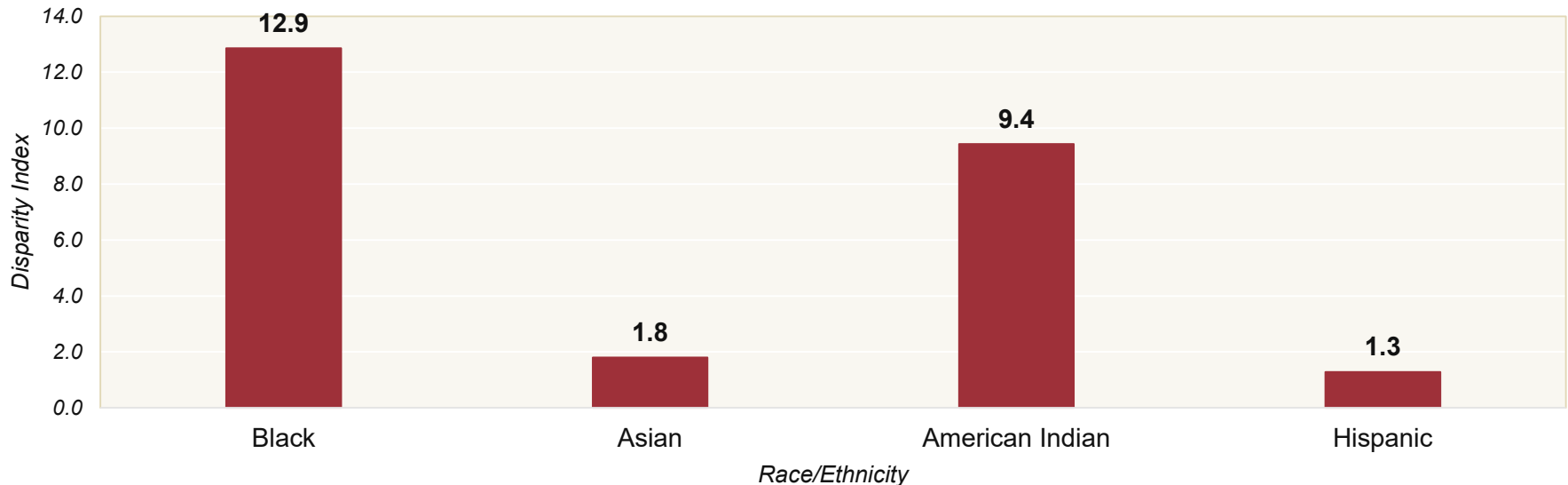
Data Source: Minnesota Department of Corrections – data request

Ramsey County Population Data Source: OJJDP Easy Access to Juvenile Populations: 1990 -2019 <https://www.ojjdp.gov/ojstatbb/ezapop/>

Racial/Ethnic Disparities in Ramsey County New Prison Commitments (2019)

Despite reductions in the number of admissions to Minnesota Department of Corrections, racial disparities persist as all racial/ethnic groups are more likely to be admitted to prison compared to Ramsey County residents who are White. The most significant disproportionality compared to White residents is:

- Black residents are 12.9 times as likely to have a new prison commitment.
- American Indian residents are 9.4 times as likely to have a new prison commitment.



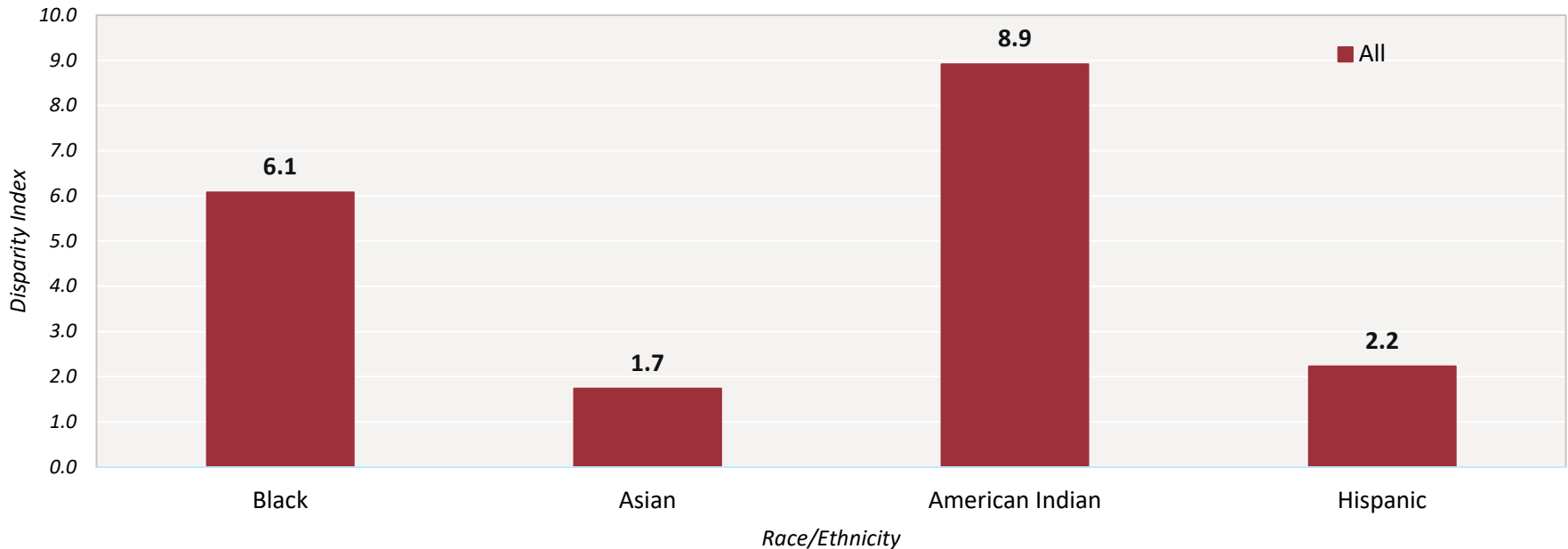
Data Source: Minnesota Department of Corrections – data request

Ramsey County Population Data Source: OJJDP Easy Access to Juvenile Populations: 1990 -2019 <https://www.ojjdp.gov/ojstatbb/ezapop/>

Racial/Ethnic Disparities in Ramsey County Revocations due to a New Offense (2019)

Despite reductions in the number of admissions to Minnesota Department of Corrections, racial disparities persist as all racial/ethnic groups are more likely to be admitted to prison compared to Ramsey County residents who are White. The most significant disproportionality compared to White residents is:

- Black residents are 6.1 times as likely to have their parole revoked due to a new offense.
- American Indian residents are 8.9 times as likely to have their parole revoked due to a new offense.



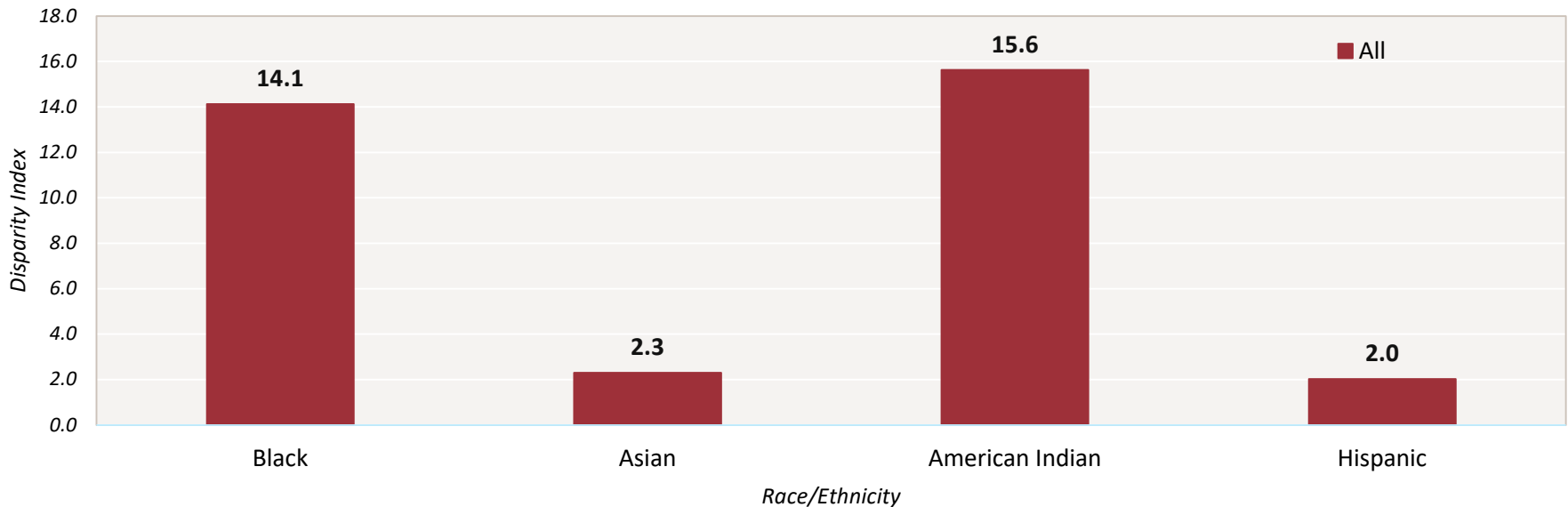
Data Source: Minnesota Department of Corrections – data request

Ramsey County Population Data Source: OJJDP Easy Access to Juvenile Populations: 1990 -2019 <https://www.ojjdp.gov/ojstatbb/ezapop/>

Racial/Ethnic Disparities in Ramsey County Revocations due to a Parole Violation (2019)

Despite reductions in the number of admissions to Minnesota Department of Corrections, racial disparities persist as all racial/ethnic groups are more likely to be admitted to prison compared to Ramsey County residents who are White. The most significant disproportionality compared to White residents is:

- Black residents are 14.1 times as likely to have their parole revoked due to a parole violation.
- American Indian residents are 15.6 times as likely to have their parole revoked due to a parole violation.

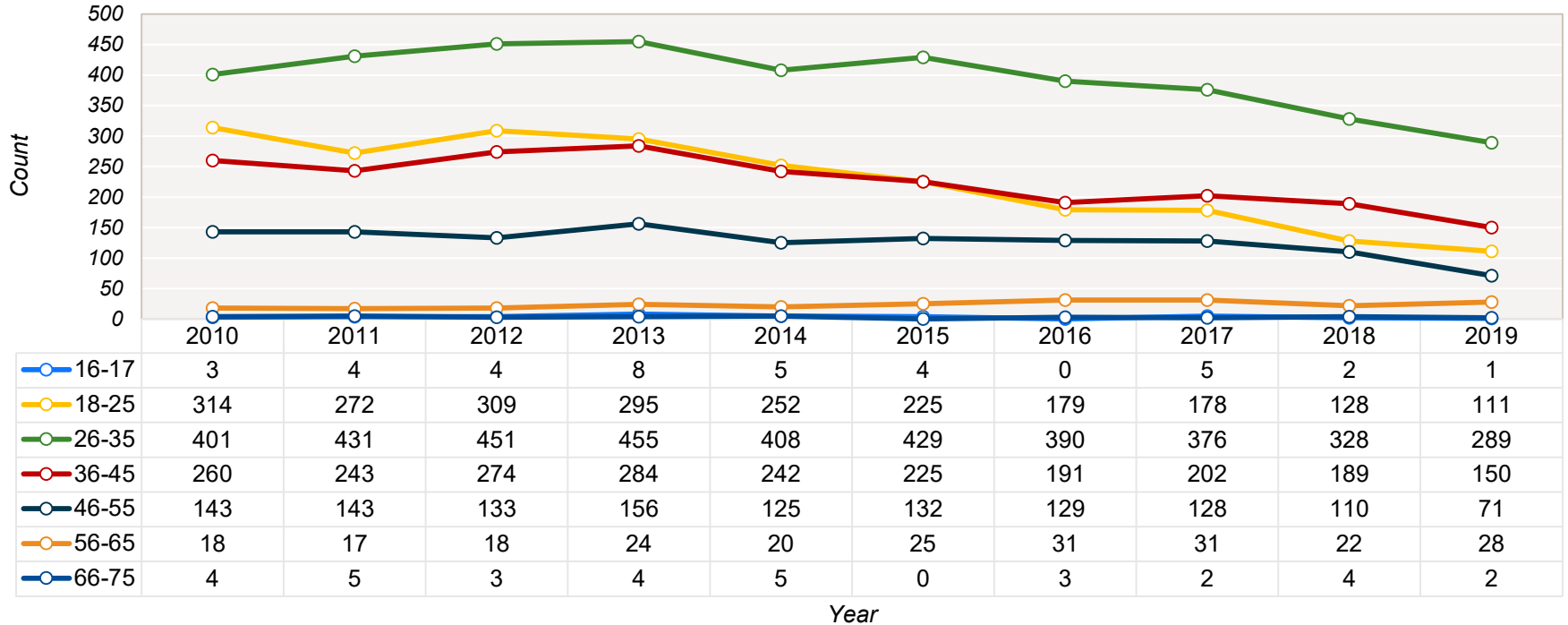


Data Source: Minnesota Department of Corrections – data request

Ramsey County Population Data Source: OJJDP Easy Access to Juvenile Populations: 1990 -2019 <https://www.ojjdp.gov/ojstatbb/ezapop/>

Ramsey County Prison Admissions

(Age at Admission)



Prison admissions are decreasing for most all age groups, with **young people aged 16 – 25** experiencing the most significant decline – **nearly a 2/3 decrease** from 2010 to 2019.

Ramsey County Community Corrections

John Klavins – Director

Community Corrections – Operating Principles and Strategic Goals



**BUILDING SAFER
COMMUNITIES TOGETHER**



HOPE

Helping people change
Offering opportunity
Providing accountability
Ensuring equity

Strategic Goal
More Community, Less Confinement

Presentation Objective

To highlight initiatives and efforts to further our department's commitment to adult criminal justice system reform while maintaining community safety and well-being.

Topic Areas



Ramsey County Correctional Facility (RCCF) efforts to reduce its population



Adult Probation efforts to reduce incarceration and keep people in the community



Ramsey County Correctional Facility (RCCF) efforts to reduce its population



Overview of RCCF

The Ramsey County Correctional Facility (RCCF) is a 556-bed facility that provides short-term custody and programming for male and female adult residents.

There are three types of residents housed at RCCF:

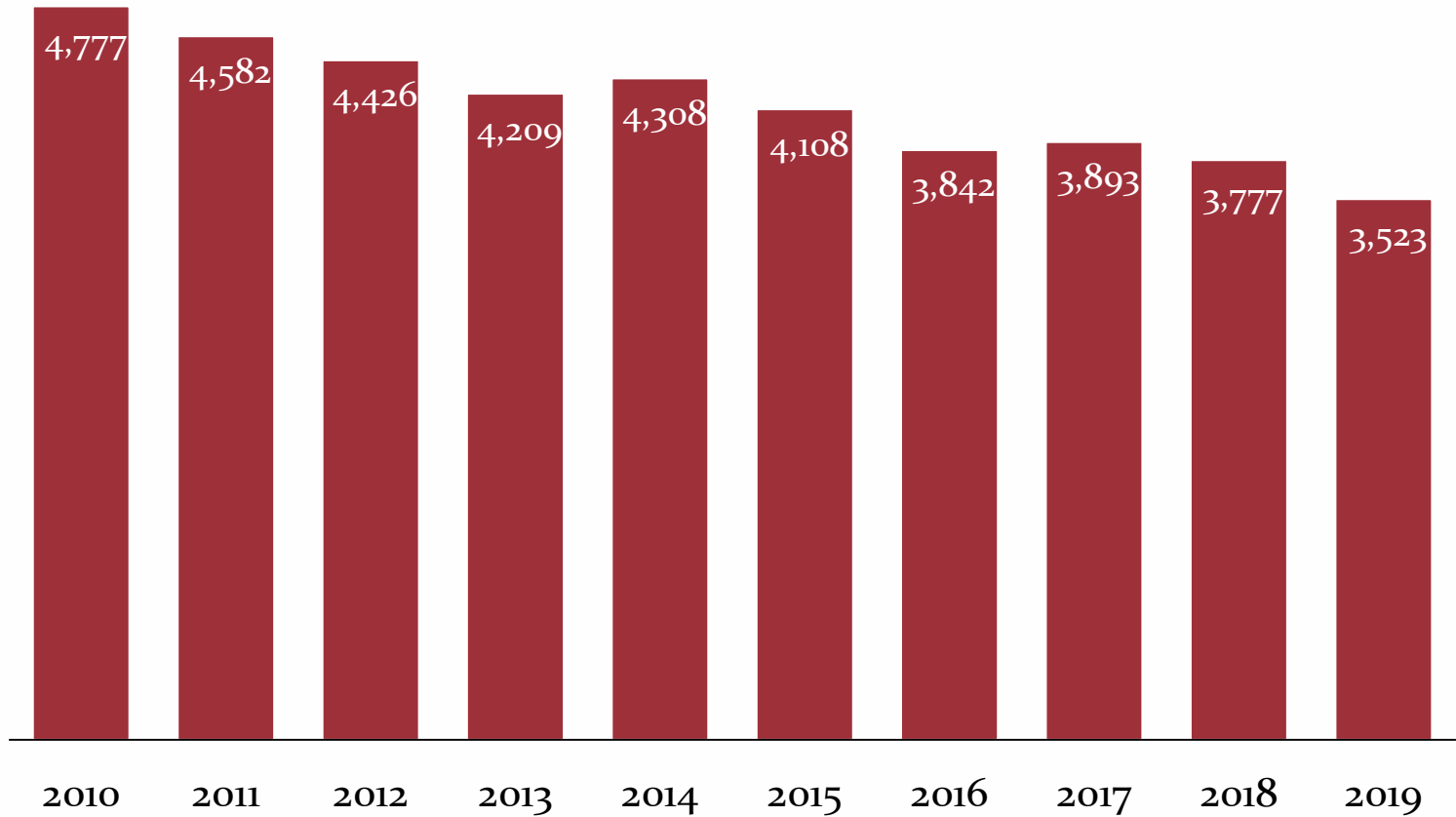
Men – Ramsey County who have received a sentence from the Second Judicial District Court for up to one year.

Women – Ramsey County who have received a sentence from the Second Judicial District Court for up to one year.

Women – Dakota County who are admitted to the facility from Dakota County, both pre-sentenced and sentenced.



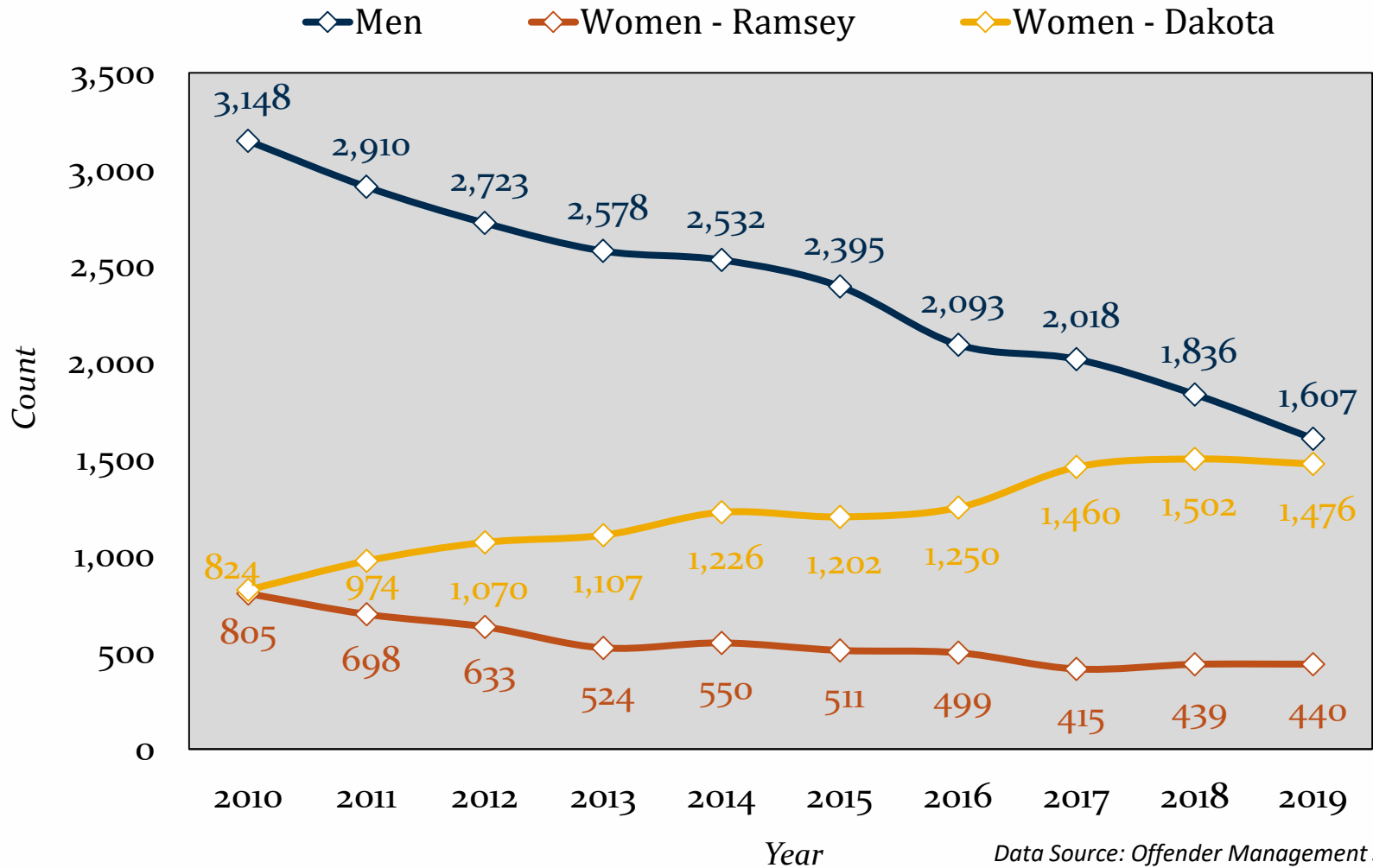
In ten years, facility admissions have decreased by 26%.



RCCF Admissions



RCCF Admission Trends – Ramsey & Dakota* Clients 2010-2019

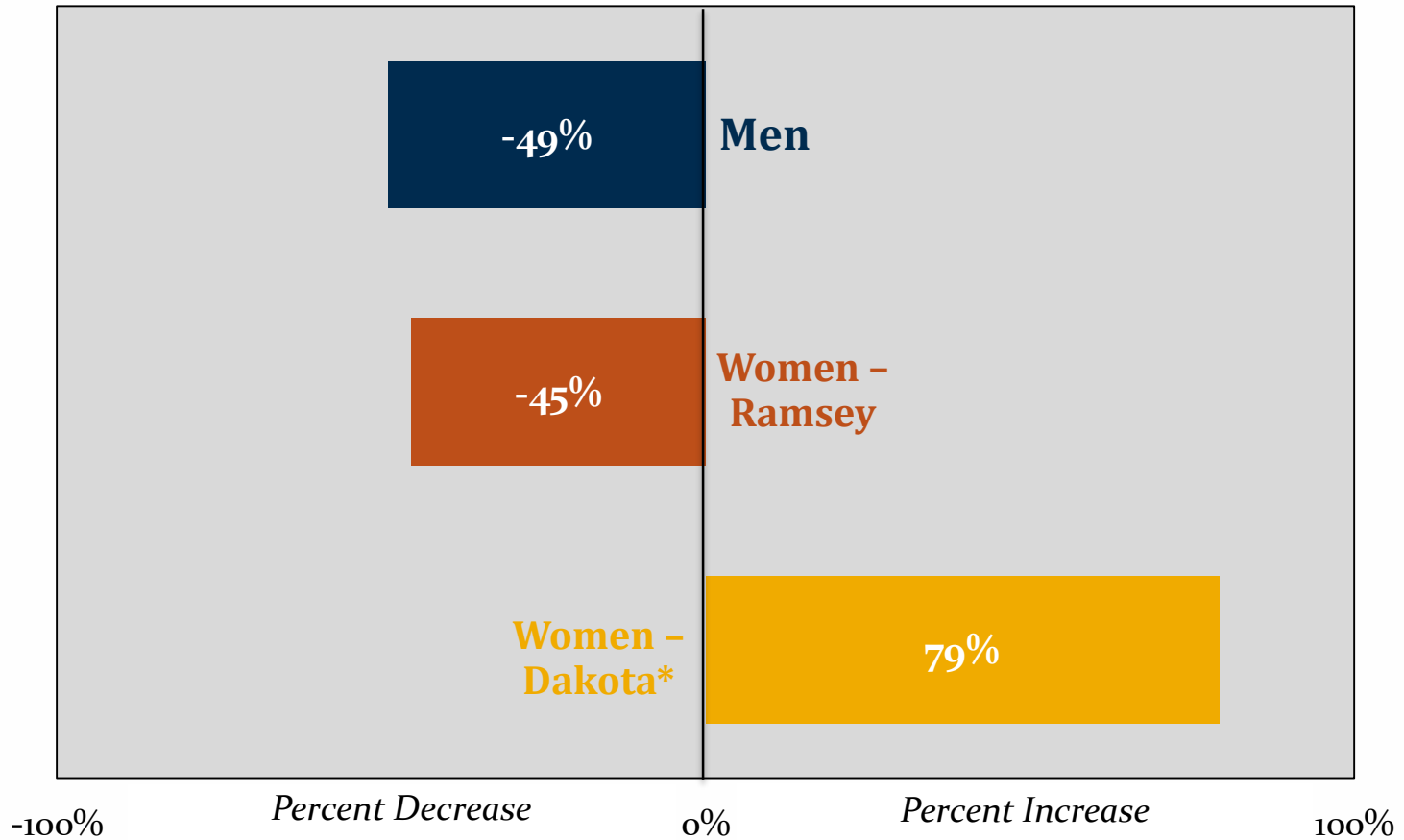


Data Source: Offender Management System (OMS)

* Includes Detention and Sentenced



RCCF Admission Trends 2010 -2019



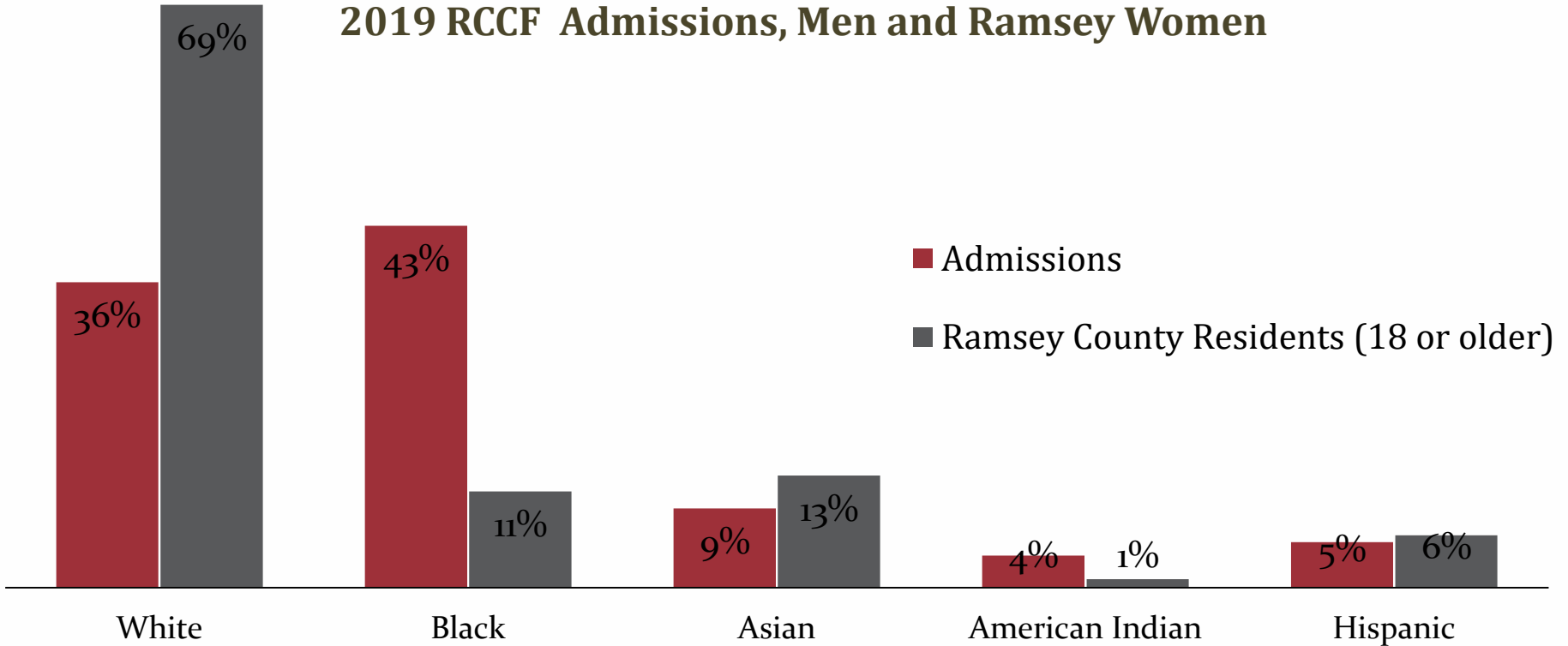
Data Source: Offender Management System (OMS)

* Includes Detention and Sentenced



Racial & Ethnic Disparities Remain

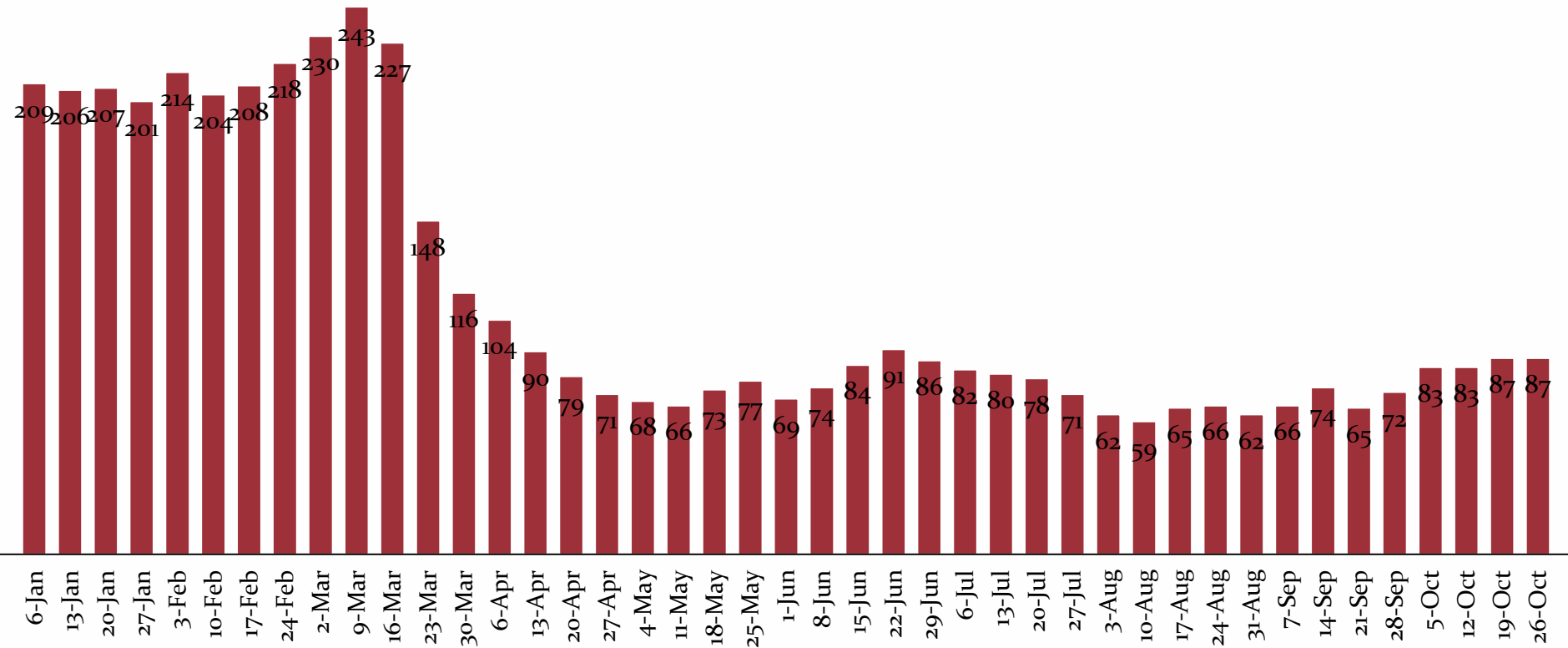
2019 RCCF Admissions, Men and Ramsey Women





RCCF Daily Population during COVID-19 has decreased by 65%

At the beginning of 2020, the average daily population (ADP) at RCCF was 215 residents. Since April, the ADP has been 75 residents.



Data Source: Offender Management System (C33)



Reform Efforts at RCCF are ongoing

- Administrative Court Orders issued by the Court during COVID-19
Allowed us to expand eligibility criteria for electronic home monitoring (EHM), now including all residents who are medically vulnerable and release residents early to allow for health and safety protocols.
- Broaden reform efforts:
 - Centralize our community-based alternatives to incarceration (e.g. EHM, sentence to service, community monitoring program)
 - Explore alternatives to incarceration for women due to reduced population
 - Expand eligibility criteria for EHM
 - Establish permanent authority to release medically vulnerable clients



Adult Probation efforts to reduce incarceration and keep people in the community

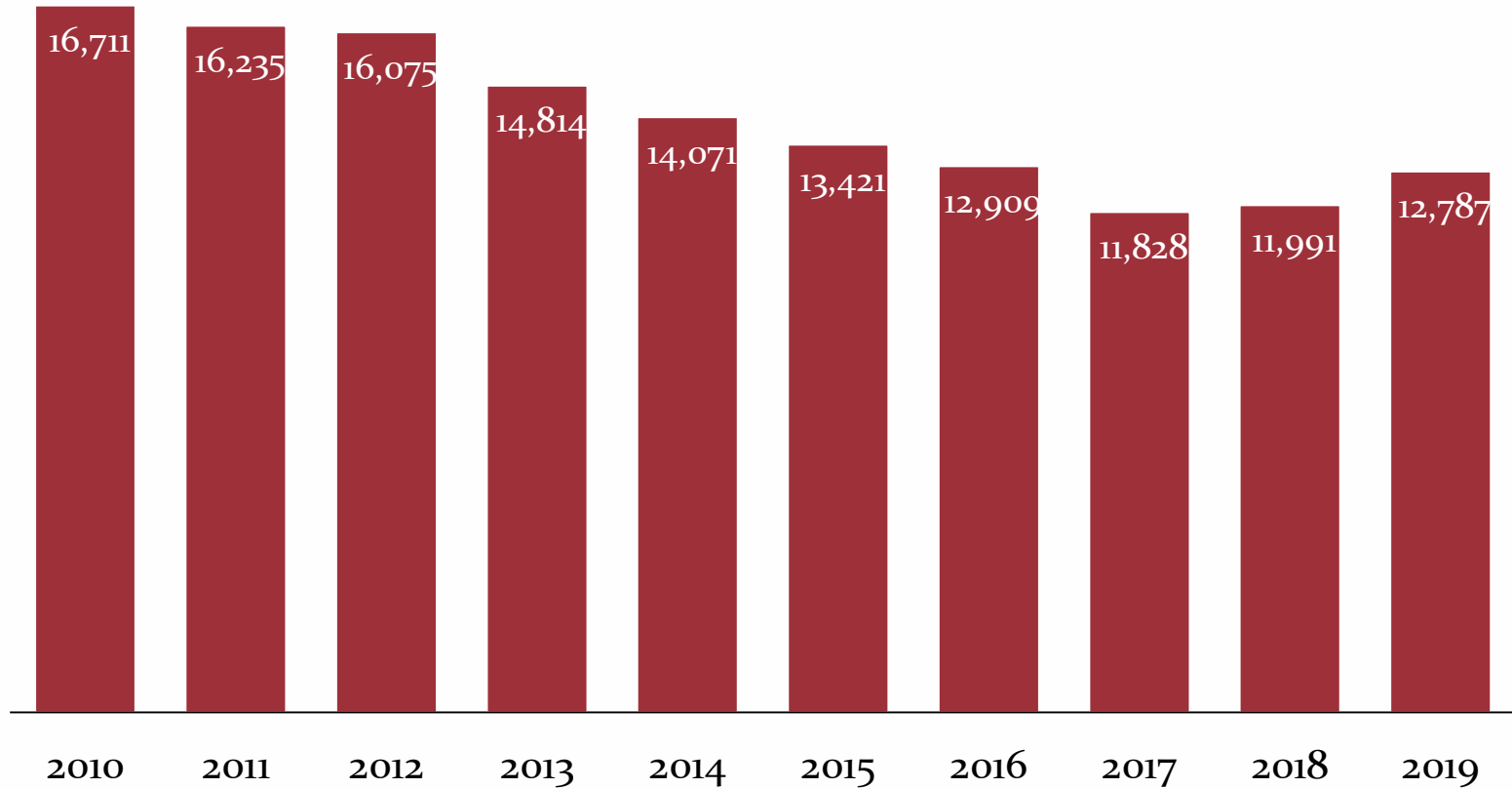


Adult Probation Reform Strategic Initiatives

- *Reducing Revocations Challenge* Grant (partnership with Robina Institute and the City University of New York)
- *Transitional Age Caseloads* - young adults (age 18-24)
- Centralizing our *community alternatives to incarceration* (a joint initiative between Adult Probation and the RCCF)
- *Workforce Solutions* Collaborative efforts to assist clients with education/employment



Adults on Supervision 2010-2019





Reducing Probation Revocations

Definition

A probation revocation occurs when a client has his/her supervision terminated and is incarcerated. A revocation may be the result of a new offense or a 'technical' violation (e.g. multiple failures to complete treatment, absconding etc., despite multiple interventions).

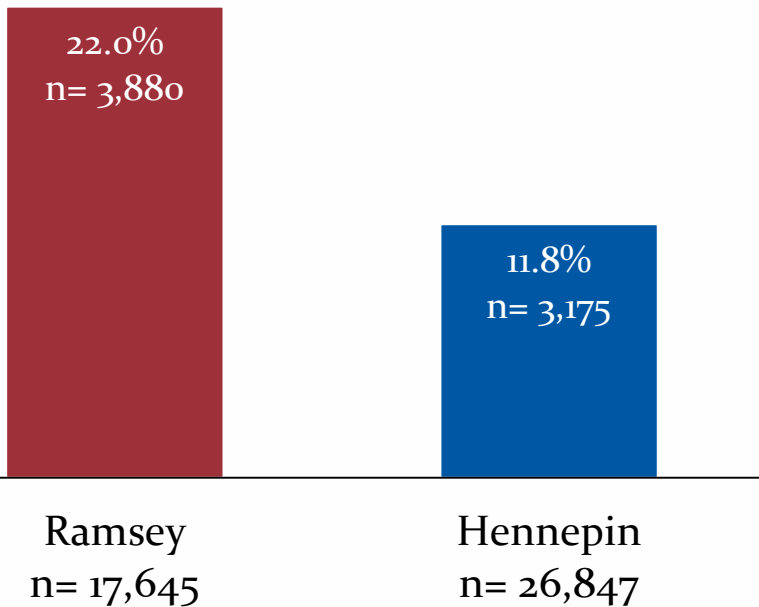
Adverse Impacts

- Parenting and family
- Employment and education
- Housing and adequate shelter
- Community based services and supports

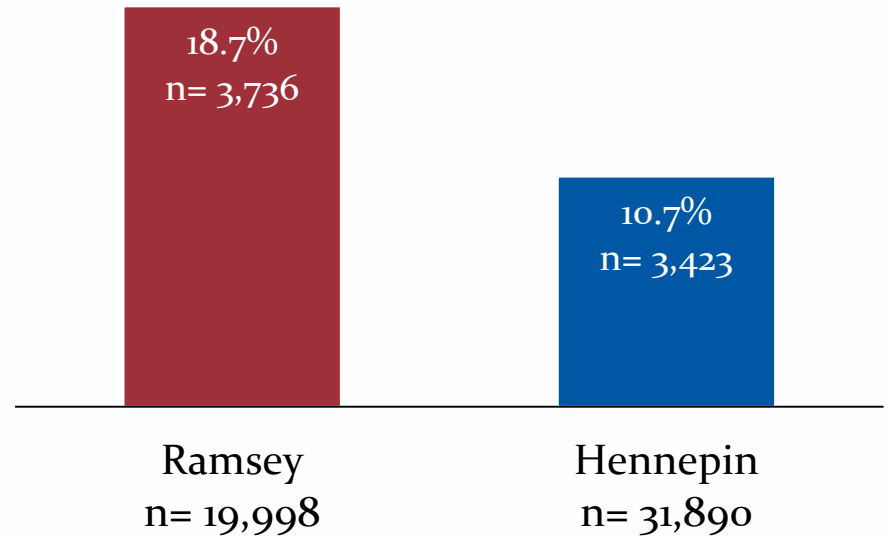


Ramsey County's Felony Probation Revocation Rates have begun to decrease in recent years

Felons Sentenced 2001-2013 and Revoked to Prison through 2014



Felons Sentenced 2004-2018 and Revoked to Prison through 2019

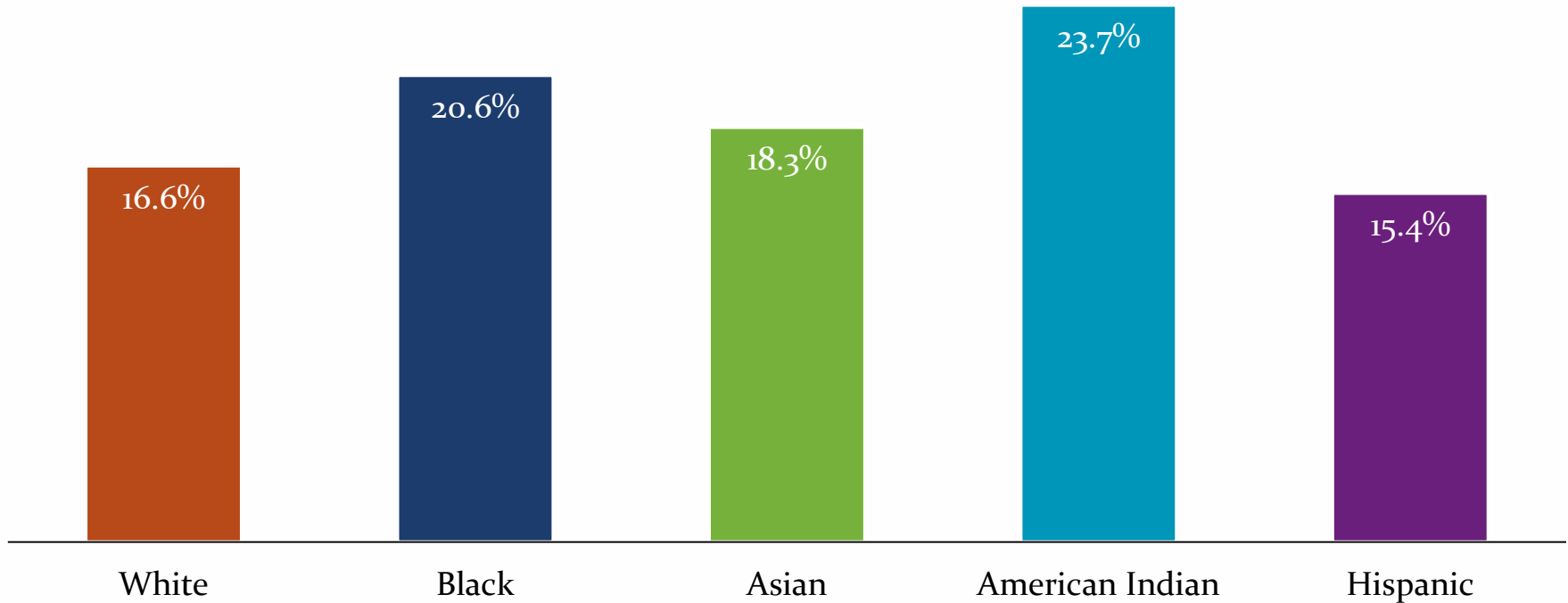


Data Source: Minnesota Sentencing Guidelines Commission, *Probation Revocations: Offenders Sentenced from 2001-2013 Revoked to Prison* (January 2016).

Data Source: Minnesota Sentencing Guidelines Commission, *2019 Probation Revocations: Offenders Sentenced from 2004-2018 Revoked to Prison through 2019* (September 2020).



American Indian and Black adults on probation have the highest revocation rates



Data Source: Minnesota Sentencing Guidelines Commission, *2019 Probation Revocations: Offenders Sentenced from 2004-2018 Revoked to Prison through 2019* (September 2020) 40, 38



Reducing Revocations Challenge Initiative & Timeline

Fall 2019

- Awarded grant from CUNY Institute, one of ten sites nationally
- Recruited and convened an advisory committee, chaired by Robina Institute

2020

- Policy review (during coronavirus pandemic)
 - Develop map of revocation pathways
 - Data analysis
- Interviews with decision-makers, community members and people on probation

Spring 2021

Identify areas to be addressed and needed changes

Summer 2021

Final report submitted to funder. Project concludes.*



Innovative Approach to working with Transitional Age Clients

Background

- Research finds that brain development continues until the mid 20's
- Transitional Age clients (18-24-year-old) are overrepresented in the criminal justice system
- Young adults of color are disproportionately impacted

Objective

- Innovative approach collaborating/partnering with system and community partners

Workgroups

- Include former clients; criminal justice partners,; community providers; Juvenile and Adult Division probation officers and supervisors

Next Steps



Collaboration with Workforce Solutions

RCCF

- Pathways Project Program
- Information Sessions
- WIOA/Culinary Program

Juvenile Services

- Crittenton Services for Children and Families
- Right Track
- Youth Advisory Council

Adult Probation

- Automotive Program
- Revocation Alternatives Program
- Tech4Futures
- Cross Training Possibilities

Ramsey County Sheriff's Office

Kyle Mestad – Director



The Role of the Sheriff's Office

- As the first point of contact the Sheriff's Office is able to share:
 - Current and emerging public safety and law enforcement issues.
 - Quality of life and community concerns.
 - Crime and crime trends, including detention trends ('frequent flyers').
 - Systems issues or concerns (backlogs, disparities, crime, inequities).
 - Potential areas or systems for change and improvement.
- Share experiences and data expertise.
- Lead or support initiatives, transformational change, and system reform.
- Listen and engage with justice partners and the community.
- At the system level, help respond to those coming through our doors.



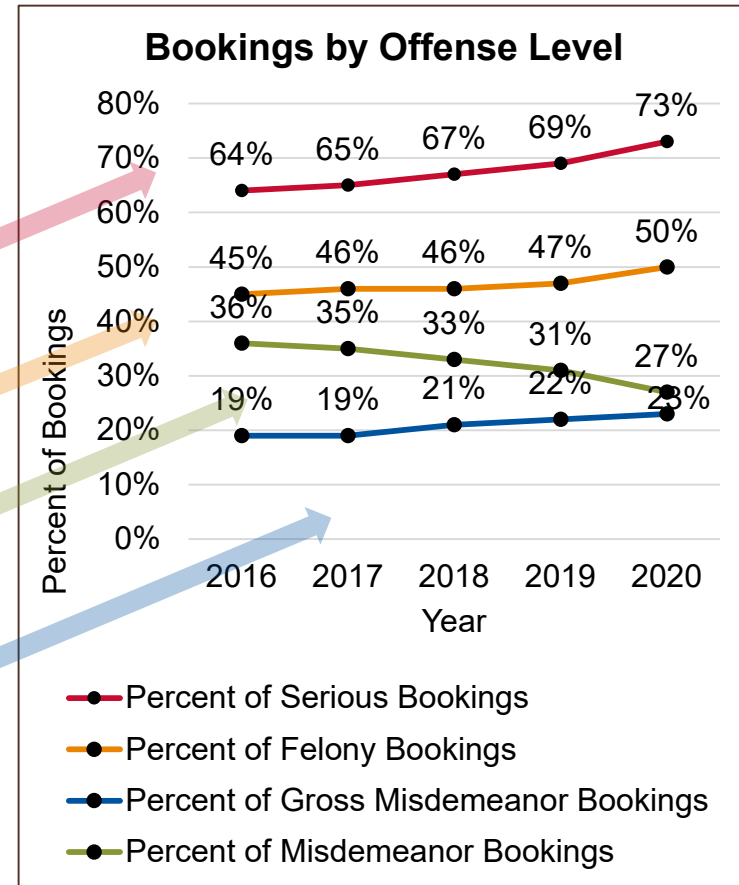
The Role of the Adult Detention Center

- The Adult Detention Center (ADC) is a 500-bed pre-trial detention facility.
- The ADC does not determine:
 - Who is arrested and/or brought to jail.
 - How long a person stays in pre-trial detention.
 - Who is sent to the correctional facility or prison.
 - A person's sentence (i.e., time in-custody, probation, etc.).
- The ADC provides pre-trial detention services:
 - A safe, secure, and humane environment for individuals:
 - Following their arrest until a court disposition is reached.
 - Being held for probation or parole violations until court.



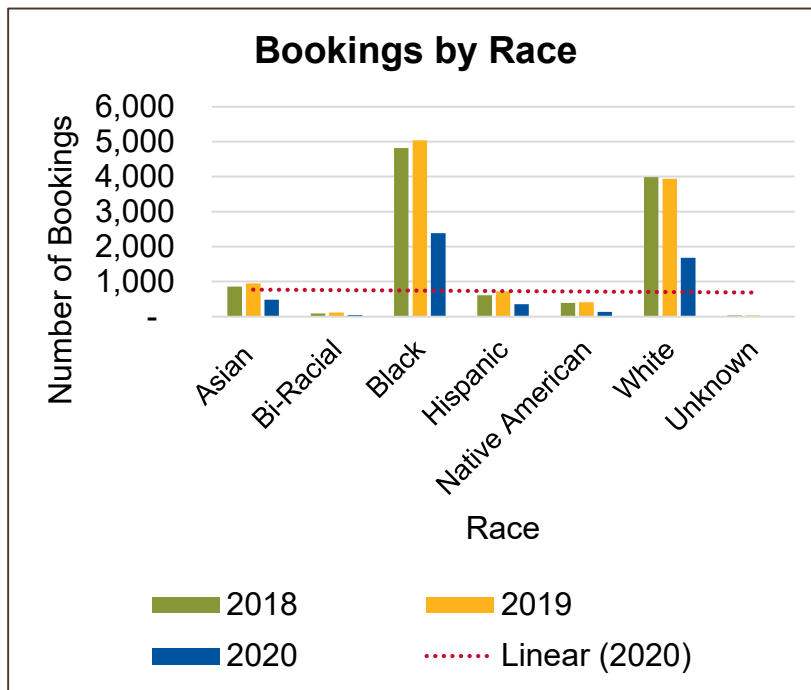
Bookings by Offense Level

- Represents the arrest charge (offense level) at booking from April through September.
- **Steady increase in serious bookings, increasing 9% between 2016 and 2020.**
- **About half of bookings are for felonies.**
- **Misdemeanor bookings have decreased year over year.**
- **Gross misdemeanor bookings show slight increases over the years.**
- COVID has helped to reduce lower level offense bookings.





Bookings by Race



- Represents the number of bookings between April through September.
- There was a 3.9% increase in bookings between 2018 and 2019.
- The number of bookings has decreased over 50% as a result of a comprehensive response to COVID-19.
- While bookings decreased, race categories remain about the same.



Key Data Points

	2016	2017	2018	2019	2020
(1) Number of Bookings	20,409	20,828	20,659	21,146	9,882
(2) Average Daily Population	368	402	394	370	189
(3) Average Length of Stay	6.6 days	7.0 days	7.0 days	6.4 days	7.0 days
(4) Longest Length of Stay	477 days	634 days	508 days	507 days	588 days

- Prior to COVID-19 (2016-2019), the *number of people booked* averaged about 21,000 a year and the *average daily population* was close to 400.
- The *average length of stay* (days in jail) ranges between 6 and 7 days.
- The *length of stay* and *longest stay* in the Adult Detention Center is dependent on the court process.
- By contrast, the *shortest stay* is a matter of hours sometimes.



Ramsey County Sheriff's Office

Bob Fletcher, Sheriff

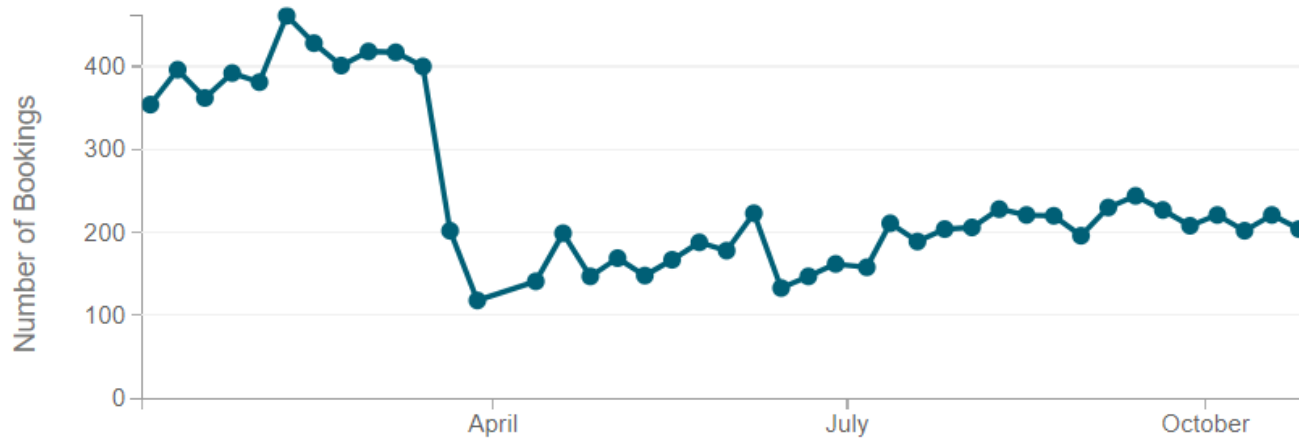
Justice System Collaboration & Response to COVID-19



Reducing the number of people booked into jail

Working with local law enforcement, we have significantly reduced the number of people booked into jail.

Weekly Bookings



[View Source Data](#) ➔



Reducing the number of people in detention

With the health and safety of our community first and foremost, we have been able to significantly reduce the number of people in detention since mid-March.

