

**Working Group on  
Sex Offender Management**

**2006 Progress Report  
to the Legislature**

January 2006

Minnesota Department of Corrections  
1450 Energy Park Drive, Suite 200  
St. Paul, Minnesota 55108-5219  
651/642-0200  
TTY 651/643-3589  
[www.doc.state.mn.us](http://www.doc.state.mn.us)

This information will be made available upon request.  
Printed on recycled paper with at least 10 percent post-consumer waste.

The total cost of salaries, printing, and supplies incurred in development  
and preparation of this report is \$400 (report required by M.S. 3.197).

## **Legislative Direction**

---

Minnesota Laws 2005, Chapter 136, art. 3, sec. 28, subd. 4, directed the commissioner of corrections to establish a Working Group on Sex Offender Management. This group would assess a set of difficult policy problems relating to supervision and management of sex offenders. A progress report was required by February 15, 2006, and recommendations by February 15, 2007. Specifically, the commissioner was directed to:

- convene a working group of individuals knowledgeable in the supervision and treatment of sex offenders;
- include in the membership of the work group individuals from both inside and outside the Minnesota Department of Corrections (DOC); and
- ensure broad representation in the group, including representatives from all three probation systems and from diverse parts of the state.

Under this legislation, the work group would develop two items: A set of statewide minimum standards in key areas of sex offender management and a description of best practices on other important management topics. The Legislature tasked the work group with recommending minimum standards for:

- frequency of in-person contacts by supervising agents;
- documentation and record-keeping of supervising agents;
- sex offender assessment practices;
- special conditions to be applied during the supervision of sex offenders;
- use of polygraphs by corrections agencies and sex offender treatment programs;
- operation of outpatient, community-based sex offender treatment programs; and
- sharing sex-offender related information between corrections and child protection agencies.

The work group was further asked to make recommendations for implementing best practices in:

- detailed planning for the release of sex offenders from prison and successful reintegration into the community;
- managing sex offender supervision caseloads;
- methods and frequency of conducting external review of sex offender management practices; and
- any other issues related to sex offender treatment and management that the working group deems appropriate.

## **Summit on Sex Offender Management**

---

In order to more appropriately respond to the legislative direction, a Summit on Sex Offender Management was held on June 30, 2005 (see appendix for summit agenda).

Co-sponsors of this event were:

- Minnesota Corrections Association
- Minnesota Community Corrections Association
- Minnesota Association of Community Corrections Act Counties
- Minnesota Association of County Probation Officers
- Minnesota Department of Corrections

The Center for Sex Offender Management (CSOM) facilitated the summit and presented best practices in sex offender supervision from across the nation. CSOM is sponsored by the Office of Justice Programs, U.S. Department of Justice, in collaboration with the National Institute of Corrections, State Justice Institute, and the American Probation & Parole Association. CSOM is administered through a cooperative agreement between the OJP and the Center for Effective Public Policy.

A Minnesota Legislative Auditor's Office representative discussed concerns outlined in that office's report on sex offender supervision.

The summit served as a working session to provide input on establishing standards of supervision and treatment for sex offenders in Minnesota communities. Over 300 participants from across the state attended, including supervising agents from Minnesota's three delivery systems and other practitioners. Participants provided their input on a variety of issues including standards, assessment, treatment, and use of polygraph services. Information generated by summit participants was provided to the Working Group on Sex Offender Management for use in its deliberations.

## **Expert Work Group Formation**

---

Chris Bray, DOC Assistant Commissioner, and Eric Lipman, State Sex Offender Policy Coordinator, were asked by Corrections Commissioner Joan Fabian to oversee the progress of the work group. Tim Schrupp, DOC Management Analyst, was asked to provide staff assistance.

Given the breadth of topics that the work group was asked to assess and report on, Corrections Commissioner Fabian decided to establish subgroups to handle related clusters of topics. At present, there are four subgroups:

- Adult Sex Offender Supervision Standards;
- Juvenile Sex Offender Supervision Standards;
- Sex Offender Assessment & Treatment; and
- Polygraph Practice.

By routing the majority of the development work to one of four subgroups, the commissioner is able to have work progress on several different sets of standards simultaneously. Likewise, by developing smaller subgroups, the commissioner was able to recruit broader ranges of participation and expertise than would have been possible with a single committee, meeting at one particular time.

For purposes of coordination, however, the entire work group, which includes the membership of the four expert subgroups, periodically convenes in general session. The most recent of these general sessions was an all-day meeting on December 13, 2005.

As detailed in the accompanying pages, a geographically diverse set of experts on sex offender management has been formed to work on the development of minimum standards and best management practices. These experts, in combination, have over 300 years of sex offender management experience.

These dedicated individuals from the three supervision delivery systems in Minnesota, academia, and the state's partners in the nonprofit community, have set out detailed work plans and are on track to submit recommendations by February of 2007, as directed by the Legislature. Subgroup membership and key elements of their work plans follow.

*Detailed work plans of the subgroups are available upon request.*

## **Adult Sex Offender Supervision Standards Subgroup Membership**

- Dayna Burmeister, Supervisor, DOC
- Phyllis Grubb, Supervisor, Dakota County
- Neil Johnson, Agent, DOC
- Rick Lind, Agent, DOC
- John Menke, Supervisor, Ramsey County (chair)
- Kelly Mitchell, State Courts Administration
- Dave Murray, Agent, Ramsey County
- Mike Nichols, Supervisor, Hennepin County
- Anne Riley, Agent, Chisago County
- Patrick Schorn, Agent, Todd/Wadena Counties
- Russ Stricker, Supervisor, Hennepin County
- Rick Thomton, Supervisor, DOC

### **Key Elements of the Subgroup's Work Plan:**

- Frequency of in-person contacts by supervising agents
- Documentation and record-keeping of supervising agents
- Special conditions to be applied during supervision of sex offenders
- Sharing sex offender-related information between corrections and child protection agencies
- Release planning for sex offenders
- Managing sex offender supervision caseloads
- Methods and frequency of conducting external review of sex offender management practices

## **Juvenile Sex Offender Supervision Standards Subgroup Membership**

- Cara Fosteson, Agent, Mille Lacs County
- Dennis Franckowick, Supervisor, Hennepin County
- Dee Garrett, Agent, Ramsey County
- Trisha Hansen, Agent, DOC
- Debbie Lawrence, Agent, Chisago County
- John Marsolek, Agent, Nicollet County
- Shelley McBride, Program Manager, Olmsted County
- Greg Potvin, Supervisor, DOC (chair)
- Jim Scovil, Senior Agent, Dakota County
- Jim Sop, Supervisor, DOC

### **Key Elements of the Subgroup's Work Plan:**

- Frequency of in-person contacts by supervising agents
- Documentation and record-keeping of supervising agents
- Special conditions to be applied during supervision of sex offenders
- Sharing sex offender-related information between corrections and child protection agencies
- Release planning for sex offenders
- Managing sex offender supervision caseloads
- Methods and frequency of conducting external review of sex offender management practices

## **Sex Offender Assessment & Treatment Subgroup Membership**

- Charles Dawley, Therapist, Riverside Psychological Services
- Kathe Dellacecca, Social Worker, Mille Lacs Academy in Onamia
- William Donnay, Risk Assessment/Community Notification Director, DOC
- Robin Goldman, Program Manager, DOC
- Alan Listiak, Program Manager, DOC
- Michael Miner, Associate Professor, University of Minnesota
- Michael O'Brien, Clinical Supervisor, Anoka County
- Patricia Orud, Supervisor, DOC (chair)
- Leah Osborn-Redington, Clinical Director of Special Needs Services, Minnesota Department of Human Services
- Skye Payne, Therapist, Alpha Human Services
- Cristos Petsoulos, Director, The Institute in Duluth
- Lawrence Panciera, 4<sup>th</sup> District Court, Psychological Services
- Steve Sawyer, Director, Project Pathfinder
- Frank Weber, Clinical Director, CORE Psychological Services
- Doug Williams, Therapist, Alpha Human Services

### **Key Elements of the Subgroup's Work Plan:**

- Development of statewide standards for institutional and outpatient, community-based sex offender treatment programs
- Development of statewide standards for sex offender assessments
- Describe best practices for the use of polygraphs in sex offender treatment programs
- Describe best practices on the roles and functions of supervision agents in sex offender treatment programs
- Develop recommendations for improvements in the process for grant-making to sex offender treatment programs
- Develop best practices on the use of incentives and sanctions to encourage progress in sex offender treatment
- Outline methods for those undertaking sex offender assessments and treatment to effectively share information across programs and agencies

## **Polygraph Practice Subgroup Membership**

- Abe Abrahamson, Agent, Wright County
- Dave Belz, Polygraph Examiner
- Robert Berg, Polygraph Examiner
- Harry Holdan, Polygraph Examiner
- William Iacono, Professor, University of Minnesota
- David Kneffelkamp, Polygraph Examiner
- Corey Kohan, Agent, Anoka County
- Barbara Kramer, Treatment Provider
- Brian Leck, Agent, Dakota County
- Alan Listiak, Program Manager, DOC (chair)
- Lydia Newlin, Victim Services Coordinator
- Brad Odegard, Agent, DOC
- Roberta Opheim, Ombudsman for Mental Health
- Dave Stewart, Treatment Provider
- Rick Weinberger, Treatment Provider
- Barry Woodgate, Polygraph Examiner

### **Key Elements of the Subgroup's Work Plan:**

- Development of minimum statewide standards for:
  - ✓ accreditation and training of polygraph examiners
  - ✓ polygraph instrumentation and equipment
  - ✓ quality control and oversight of polygraph practice
- Description of the best practices in the areas of:
  - ✓ question formulation and testing procedures
  - ✓ cost and availability of polygraph infrastructure
  - ✓ applying new research and methods in the field

**The State of Minnesota Presents:  
A Summit on Sex Offender Management**

**Continuing Education and Conference Center  
Thursday, June 30, 2005**

**Summit Agenda**

---

- 8:30 a.m.**      **Welcome; Opening Remarks; Review of Summit Goals and Agenda**  
*Chris Bray, Assistant Commissioner*  
*Minnesota Department of Corrections*
- 8:45 a.m.**      **Keynote Address: Sex Offender Management in Minnesota:  
A Vision of the Future**  
*Joan Fabian, Commissioner*  
*Minnesota Department of Corrections*
- 9:00 a.m.**      **Panel Discussion: Reviewing our Strengths and Needs, and  
Identifying Opportunities to Build a Model Approach to Sex Offender  
Management**  
Moderator:  
  - *Harley Nelson, Deputy Commissioner, Minnesota Department of Corrections*
Panelists:  
  - *Dennis Benson, Deputy Commissioner, Minnesota Department of Corrections*
  - *Joan Fabian, Commissioner, Minnesota Department of Corrections*
  - *Eric Lipman, State Sex Offender Policy Coordinator, Office of the Governor*
  - *James Nobles, Legislative Auditor, Office of the Legislative Auditor*
- 9:30 a.m.**      **Break**
- 9:45 a.m.**      **Adult and Juvenile Sex Offender Management: Building a  
Comprehensive Approach**  
*Mimi Carter, Consultant, Center for Effective Public Policy*
- 10:00 a.m.**      **A Review of Empirically Based and Emerging Practices in Sex  
Offender Assessment**  
*Dr. Kurt Bumby, Consultant, Center for Effective Public Policy*
- 10:30 a.m.**      **A Review of Empirically Based and Emerging Practices in Sex  
Offender Supervision**  
*Mimi Carter, Consultant, Center for Effective Public Policy*
- 11:00 a.m.**      **A Review of Empirically Based and Emerging Practices in Sex  
Offender Treatment**  
*Dr. Kurt Bumby, Consultant, Center for Effective Public Policy*

- 11:30 a.m. Lunch (on your own)**
- 12:30 p.m. Overview of the Department of Corrections’ Strategic Plan to Enhance Sex Offender Management in the State; Review of Breakout Group Assignments**  
*Chris Bray, Assistant Commissioner*  
*Minnesota Department of Corrections*
- 1:00 p.m. Breakout Groups: Input into the Workgroup Process**
- Adult Release Process, Room 156A (capacity=24)
  - Adult Supervision, Room 135A&C (capacity=210)
  - Adult Treatment, Room 135B&D (capacity=210)
  - Juvenile Treatment, Room 83 (capacity=102)
  - Juvenile Management, Room 166A&B (capacity=54)
  - Female ECRC, Room 156B (capacity=24)
  - MnSOST-R, Room 155A (capacity=42)
  - Policy Development, Room 155B (capacity=42)
- 2:30 p.m. Panel Discussion: Synthesis of Work Group Discussions**  
Moderators:  
*Dr. Kurt Bumby, Consultant, Center for Effective Public Policy*  
*Mimi Carter, Consultant, Center for Effective Public Policy*  
Panelists:
- *Name, Adult Release Process Workgroup*
  - *Name, Adult Supervision Workgroup*
  - *Name, Adult Treatment Workgroup*
  - *Name, Juvenile Treatment Workgroup*
  - *Name, Juvenile Management Workgroup*
  - *Name, Female ECRC Workgroup*
  - *Name, MnSOST-R Workgroup*
  - *Name, Policy Development Workgroup*
- 3:10 p.m. Synthesis of the Day’s Discussion; Next Steps in Achieving our Vision**  
*Chris Bray, Assistant Commissioner*  
*Minnesota Department of Corrections*
- 3:20 p.m. Closing Remarks**  
*Joan Fabian, Commissioner*  
*Minnesota Department of Corrections*
- 3:30 p.m. Adjourn**