DEPARTMENT OF CORRECTIONS
ADMINISTRATION
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March 30, 2011

The Honorable Dennis Daugaard
Governor of South Dakota
500 East Capitol Avenue
Pierre, SD 57501

Dear Governor Daugaard:

As chair of the Governor's Reentry Council I am pleased to provide you the 2010 annual report of the activities of the Council and the state's work to reduce recidivism through enhanced prisoner reentry processes.

On March 11, 2009, Governor Mike Rounds established the Reentry Council through Executive Order 2009-02. You issued an update of this order in Executive Order 2011-03. These orders highlight the impact reentering prisoners have on our communities and the necessity of a collaborative approach to effectively address reentry issues, enhance public safety and reduce the recidivism rate of adult inmates leaving our state prisons. A copy of Executive Order 2011-03 is enclosed for your reference.

The Reentry Council is charged with coordinating state reentry policy, facilitating communication and information around reentry issues, addressing barriers to reentry and supporting collaboration to improve outcomes of reentering prisoners. Each Cabinet member appointed to the Council was also asked to appoint staff for a Reentry Workgroup which meets quarterly and serves as an implementation team for cross agency reentry initiatives.

A third level of collaboration supporting reentry in the communities of Rapid City and Sioux Falls are local reentry task forces. These task forces meet monthly and provide case management and referral for high risk offenders transitioning between prison and community. The Department of Corrections contracts with the City of Rapid City and Volunteers of America in Sioux Falls for local reentry support and task force staffing. An illustration of the three tiered collaborative team structure is enclosed.

As Secretary of Corrections I challenged the Department of Corrections to reduce recidivism by 50% in five years. This Reentry Council and associated collaborative

teams are key to the implementation of strategies to achieve this goal. The state's reentry efforts are also supported by the state's receipt of a Federal Second Chance Act grant. Such significant reduction recidivism will require offender behavior change, system policy and operational provisions that support reentry and the ability to identify and track progress and outcomes.

Section 5 of Executive Order 2011-03 directs the Council to report annually on progress in identifying and addressing issues faced by offenders upon release, progress made in addressing the recidivism rate of offenders and any recommendation for executive and legislative action.

As of the end of calendar year 2010 the following provisions were in place to identify and address issues faced by offenders upon release.

These provisions fall within the category of efforts to promote positive offender behavior change.

- Assessment and identification of offenders who are high risk for recidivism and their specific areas of need through the Level of Services Inventory and identification of this high risk target population through analysis of past year's releases, successes and failures
- Institutional based cognitive behavioral, employability and money management programming for those assessed as high risk for recidivism
- Intensive, risk based case management to concentrate case management services in release planning for those who are high risk to fail
- Referral to local case management task forces for cross agency assistance in the community of release
- Community based services for assistance with housing, mental health, chemical dependency, employability, mentorship and assistance with basic needs like transportation, clothing, work tools and hygiene supplies
- Proactive community supervision (risk based supervision by parole staff) concentrating case management time on high risk offenders
- Creation of a drop in reentry center in Sioux Falls as a delivery site for community based services

The following provisions fall within the category of policy and operational provisions that support reentry.

- Adjustments to policy driven responses to parole violation (additional resources in community allow some violators to remain in the community and access services to address issues leading to their violation (drugs, alcohol, mental health, criminal thinking))
- Removal of barriers to interstate compact transfers
- Creation of extended detainment process
- Risk based institutional and community case management
- Comprehensive factors considered in release planning

- Community Transition Program failure reviews
- Collaboration with other state agencies for offender services to assist with reentry (DSS, Vocational Rehabilitation, Veteran's Services and DOL)
- Staff training in cognitive behavioral and recidivism reduction programs

South Dakota measures recidivism consistent with the recidivism definition and measures of the Association of State Correctional Administrators (ASCA) to provide consistent measure across participating states. Using this ASCA definition, offenders are tracked for 12, 24 and 36 month post release and those who return to prison as a result of a new conviction or as a result of a technical parole violation within the tracking period (12, 24 or 36 months post release) are counted as recidivists.

Enclosed is recidivism data, 12, 24 and 36 months post release for offenders released in calendar years 2003 through 2009.

There are delays in recidivism tracking based on releases–even a 12 month tracking period requires a full calendar year to expire following the year of releases. For example, the 12 month outcomes for 2009 releases could not be calculated until the close of 2010–to allow those who released at the very end of 2009 a full 12 months post release. To allow for a more immediate indication of recidivism, the department is tracking the interim measure of parole warrants issued and the number of returns to prison on a monthly basis due to parole violation.

Enclosed is the monthly data on parole violation admissions through December, 2010.

The benefits of the recidivism reduction work spearheaded by the Council are starting to be reflected in the prison population. There was zero growth in the prison population from FY 2010 through the first 6 months of FY 2011 (through December, 2010). In FY 2010, the average daily prison count was 3,450. The average daily count for FY 2011 through December was 3,458. The number of offenders being admitted as parole violators is a key component of this absence of growth. In FY 2010 an average of 64 offenders were admitted to prison each month as parole violators. For the first six months of FY 2011, the average monthly admissions of parole violators was just 42.

The Council did not recommend legislative action for the 2011 Session. Through the Council's workgroup, interagency initiatives to support reentry have been developed without the need at present for legislative change.

Council and workgroup agendas and meeting notes for this past year are available on the Department of Corrections web site http://doc.sd.gov/about/reentry/.

The state received $750,000 in Federal Second Chance Act funds (matched with $325,000 in general funds and $325,000 in other funds) to implement programs and strategies to reduce recidivism. This grant award was made from a 2009 Federal appropriation. Originally, Second Chance Act grants were designed for two subsequent years of funding, however, 2009 grant recipients have been informed that subsequent

years of funding are not assured. The state has been given an extension for the use of the 2009 funds through March, 31, 2012. Enclosed is the revised project timeline reflecting project duration through March, 2012.

It is possible that subsequent years of Second Chance Act funding will become available and it is believed our state is well positioned to be completive for any subsequent years of funding that may be available. Regardless of the long term availability of this Federal Second Chance Act money, the Department is committed to working diligently on recidivism reduction efforts. With the help of the Council and supportive collaboration, I believe we can continue to improve public safety and minimize the negative impact of incarceration through continued efforts on recidivism reduction.

Thank you for your support of this important work.

Sincerely,

Tim Reisch

Tim Reisch, Cabinet Secretary
SD Department of Corrections

Listing of Attachments:

1. State of South Dakota Office of the Governor Executive Order 2011-03
2. Collaborative Team Structure
3. CY 2003-2009 Recidivism
4. Monthly parole violation admissions through December, 2010
5. Project Timeline

State of South Dakota
Office of the Governor
Executive Order 2011-03

WHEREAS, Over 2,000 inmates are released from the South Dakota prison system annually;

WHEREAS, Most inmates being released have individual needs that must be addressed in the community upon their release, and if these needs are not met, the inmate is at greater risk for committing new crimes and returning to prison.

WHEREAS, The needs of inmates being released from prison cross state and local agency boundaries and include substance abuse, medical and mental health issues, education, employment, and housing.

WHEREAS, There exists a need for increased and improved collaboration among state and local agencies that receive resources from the federal government to improve access to mainstream resources critical to individuals being released from prison and their families to maximize the opportunities for success and reduce recidivism.

IT IS, THEREFORE, BY EXECUTIVE ORDER, Directed that the Governor's Reentry Council (Council) be established and authorized to function in compliance with the following sections of the order:

General Provisions

Section 1. The Council shall consist of the following individuals or their designees:

a) Governor;
b) Secretary of the Department of Corrections;
c) Secretary of the Department of Education;
d) Secretary of the Department of Labor and Regulation;
e) Secretary of the Department of Health;
f) Secretary of the Department of Human Services;
g) Secretary of the Department of the Military;
h) Secretary of the Department of Veterans Affairs;
i) Secretary of the Department of Social Services;
j) Secretary of the Department of Tribal Relations;
k) Executive Director of the South Dakota Housing Development Authority;
l) Heads of such other state departments or agencies the governor may designate; and
m) Representatives from local government entities, organizations, or associations as the governor may designate.

Section 2. The Governor shall appoint a chair from among the Council members.

Section 3. The Council shall have the following duties:

a) Coordinate state policy and working relationships among state and local agencies to identify and define issues affecting inmates being released from prison in South Dakota;
b) Determine comprehensive and effective collaborative strategies and best practices to prevent recidivism;

c) Examine ways to pool resources and funding streams to promote lower recidivism rates for returning offenders;
d) Minimize the harmful effects of offenders' time in prison or jail on families and communities of offenders by collecting data and best practices in offender reentry from stakeholder agencies and organizations;
e) Recommend changes necessary to alleviate or prevent recidivism, to include making recommendations to the appropriate state agencies and organizations regarding effective distribution of resources and access to available services and programs;
f) Disseminate information and educate the public about factors contributing to recidivism and appropriate responses;
g) Solicit input from the Native American Tribes, local units of government, law enforcement, victims groups, advocacy groups, service providers, faith-based organizations, and offenders and their families regarding policy and program development to identify and define issues faced by offenders upon release and to determine comprehensive and effective collaborative strategies and best practices for remediation and prevention of recidivism in South Dakota.

Section 4. Staff of the participating state departments will provide assistance to the Council with the Department of Corrections providing coordination and principal staff support.

Section 5. The Council shall report annually to the governor on progress in identifying and addressing issues faced by offenders upon release, progress made in addressing the recidivism rate of offenders, and recommendations for executive and legislative action.

Section 6. The Council is entitled to the full cooperation of all state departments and agencies. In this regard, state departments and agencies shall furnish information and any additional assistance as may be necessary and available to further the purposes of this Executive Order.

Section 7. Statistics compiled by the Department of Corrections indicate approximately 44 percent of the inmates released from South Dakota's prison system return to prison during the 3-year period following their release. It is in the best interests of all South Dakotans that this Council actively collaborates to reduce this rate of recidivism.

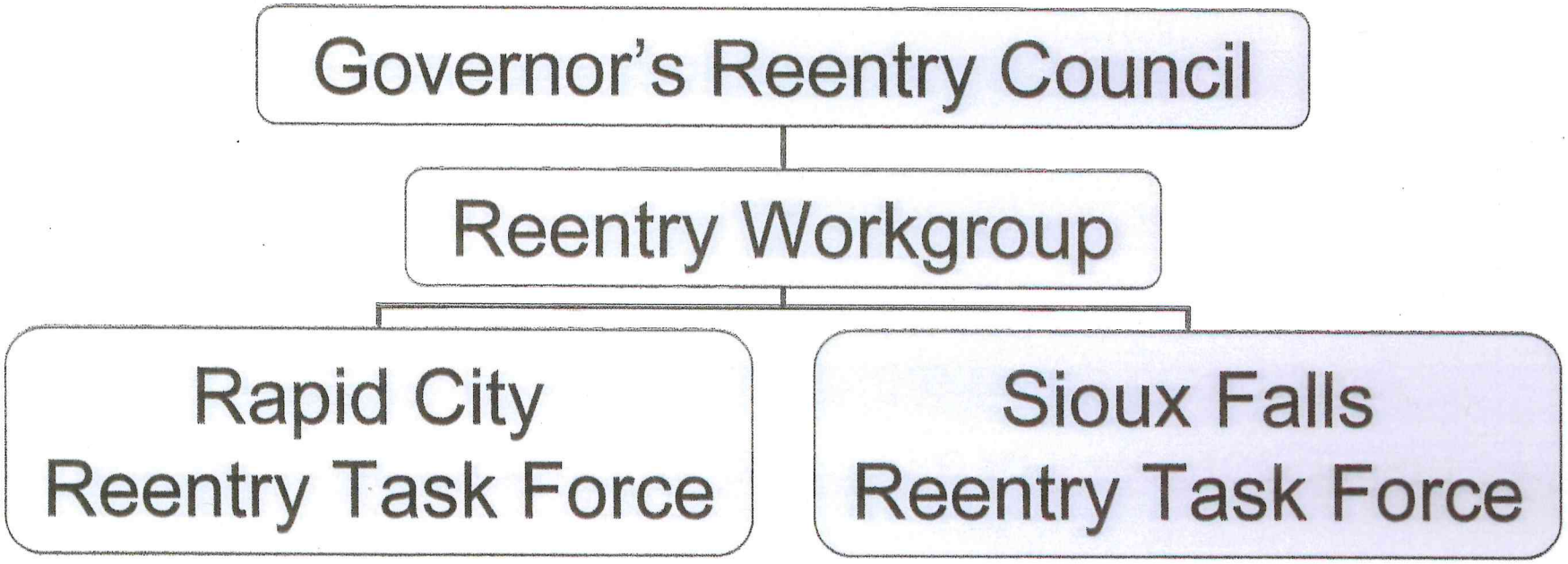
Dated in Pierre, South Dakota, this 26th day of January, 2011.

Dennis Daugaard, Governor of South Dakota

Attest:

Jason M. Gant, Secretary of State

Governor's Reentry Council

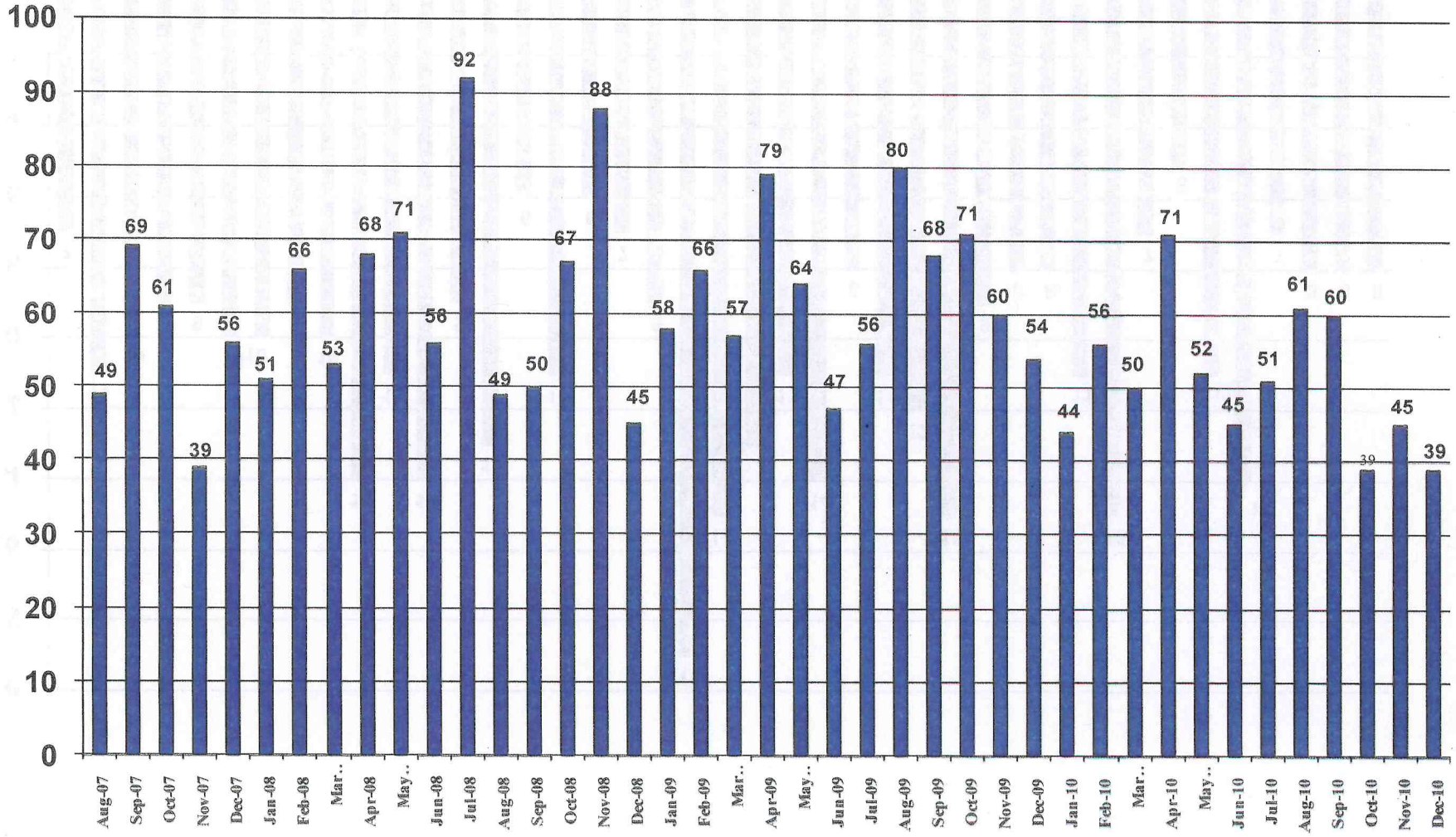


Recidivism 2003-2009
Adult Inmates

Release Year:	Number of Releases:	12 months	24 months	36 months
2003	1,657			43.0%
2004	2,034		40.9%	45.4%
2005	1,932	29.9%	40.6%	44.8%
2006	2,164	29.3%	39.3%	44.1%
2007	2,072	29.9%	41.0%	46.0%
2008	2,012	31.2%	40.3%	
2009	2,058	28.7%		

Male Parole Revocations by Month

August 2007 to December 2010

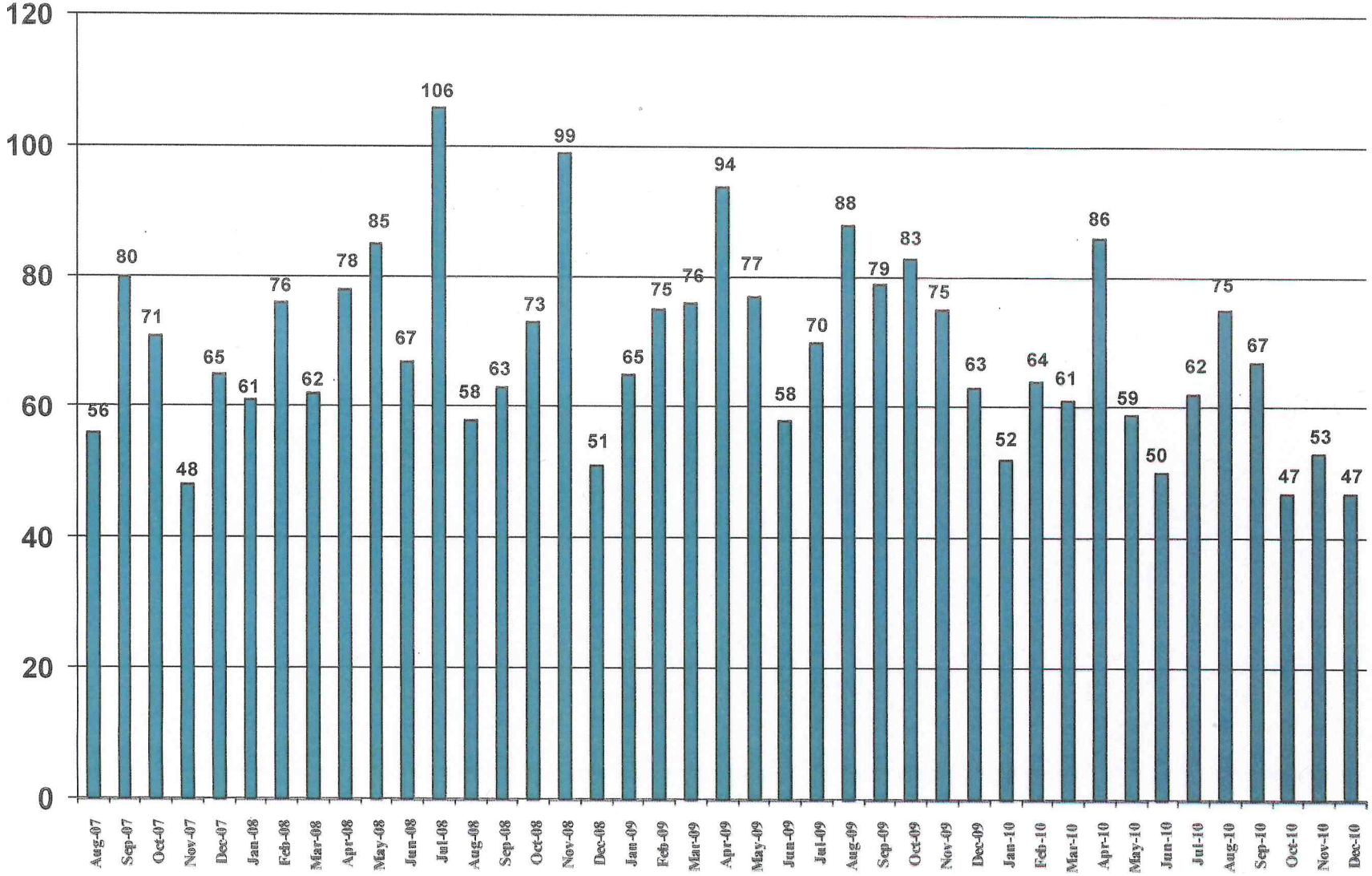


Female Parole Revocations by Month

August 2007 to December 2010

Total Parole Revocations by Month

August 2007 to December 2010



SOUTH DAKOTA ADULT REENTRY GRANT REVISED PROJECT TIMELINE REFLECTING EXTENSION TO MARCH 31, 2012

Task	Completed	Ongoing	2011											2012			Assigned Responsibility (primary in bold)
			F	M	A	M	J	J	A	S	O	N	D	J	F	M	
Goal 1: Establish and maintain interagency collaborative teams to address recidivism.																	
Objective 1: Determine team structure, membership and roles																	
Task 1: Create an interagency Reentry Council																	Governor
Task 2: Create an interagency Reentry Workgroup																	DOC Secretary
Task 3: Create local interagency Reentry Task Forces																	DOC Deputy Secretary
Task 4: Establish SD DOC Reentry Project Management Team																	DOC Deputy Secretary
Task 5: Establish SD DOC Auxiliary Reentry Teams as needed																	DOC Deputy Secretary
Objective 2: Hold regular collaborative team meetings																	
Task 1: Reentry Council will meet at least ~~twice a year~~ annually																	DOC Secretary
Task 2: Reentry Workgroup will meet at least quarterly																	DOC Deputy Secretary
Task 3: Reentry Task Forces will meet at least ~~quarterly~~ monthly																	Project Director
Task 4: Reentry Management team will meet monthly																	Management Team
Task 5: Auxiliary Reentry Teams will meet as needed.																	Project Director/Management Team
Objective 3: Provide information on recidivism reduction and reentry project to Council, Work Group and Task Forces																	
Task 1: Provide information on Evidence Based Practices																	DOC Deputy Secretary
Task 2: Provide information on SD DOC System Function																	Management Team
Task 3: Keep collaborative teams informed of project implementation status																	Management Team/Project Director
Task 4: Review evaluation plans with teams																	Independent Evaluator
Task 5: Inform teams of outcome results																	Independent Evaluator
Objective 4: Solicit information from Council, Work Group and Task Forces																	
Task 1: Identify other stakeholders																	Deputy Secretary/Project Director
Task 2: Identify gaps in services																	Deputy Secretary/Project Director
Task 3: Identify gaps in service access																	Deputy Secretary/Project Director
Task 4: Identify barriers to successful reentry																	Deputy Secretary/Project Director
Task 5: Gather input for Reentry Strategic Plan																	Deputy Secretary/Project Director
Objective 5: Implement system change to positively impact recidivism																	
Task 1: Pool interagency resources																	DOC Secretary
Task 2: Multi-agency program structured to address reentry needs																	Management Team
Task 3: Legislative, Judicial and Executive Branch Action																	DOC Secretary
Task 4: Provide public information on reentry needs and sound recidivism reduction strategies																	DOC Deputy Secretary
Task 5: Policy recommendations regarding additional responses to supervision violations																	DOC Deputy Secretary

SOUTH DAKOTA ADULT REENTRY GRANT REVISED PROJECT TIMELINE REFLECTING EXTENSION TO MARCH 31, 2012

Task	Completed	Ongoing	2011											2012			Assigned Responsibility (primary in bold)
			F	M	A	M	J	J	A	S	O	N	D	J	F	M	
Goal 2: Evaluate current institutional and community program processes to determine impact on recidivism.																	
Objective 1: Evaluate institutional case planning and assessment																	
Task 1: Determine if community risk (risk to reoffend) is being accurately identified																	Independent Evaluator
Task 2: Determine if criminogenic needs are being identified																	Independent Evaluator

SOUTH DAKOTA ADULT REENTRY GRANT REVISED PROJECT TIMELINE REFLECTING EXTENSION TO MARCH 31, 2012

Task	Completed	Ongoing	2011 F	M	A	M	J	J	A	S	O	N	D	2012 J	F	M	Assigned Responsibility (primary in bold)
Task 3: Evaluate if programs and services match with risk and needs																	Independent Evaluator
Task 4: Determine if referrals to program and services are risk and need based																	Independent Evaluator
Task 5: Evaluate if need and program priority correlate																	Independent Evaluator
Objective 2: Evaluate institutional programming to determine impact on criminogenic risk and needs.																	
Task 1: Assess criminogenic program need level compared to program slots available by location																	Independent Evaluator
Task 2: Evaluate short term program outcomes																	Independent Evaluator
Task 3: Evaluate long term program outcomes																	Independent Evaluator
Task 4: Audit programs for evidence based practice utilization																	Independent Evaluator
Objective 3: Evaluate community case planning and assessment																	
Task 1: Assess if supervision agreement and supervision accountability plan meet case planning needs																	Independent Evaluator
Task 2: Determine if criminogenic needs are identified and reassessed as necessary																	Independent Evaluator
Task 3: Assess if programs and services match risk and needs.																	Independent Evaluator
Task 4: Determine if referrals to program and services and risk and need based																	Independent Evaluator
Objective 4: Evaluate community program and services																	
Task 1: Assess access to community programs and services																	Independent Evaluator
Task 2: Evaluate short term program outcomes																	Independent Evaluator
Task 3: Evaluate long term program outcomes																	Independent Evaluator
Task 4: Audit programs for evidence based practice utilization																	Independent Evaluator
Goal 3: Reduce the recidivism rate of state adult offenders by 50% in five years																	
Objective1: Based on assessment outcomes, revise institutional assessment, case planning and programming to improve alignment with recidivism reduction strategies.																	
Task 1: Revise reentry strategic plan																	Management Team
Remaining tasks: To be determined based on evaluation outcomes.																	
Objective 2: Based on assessment outcomes, revise community assessment, case planning and programming to improve alignment with recidivism reduction strategies.																	
Task 1: Revise reentry strategic plan																	Management Team
Remaining tasks: To be determined based on evaluation outcomes.																	

SOUTH DAKOTA ADULT REENTRY GRANT REVISED PROJECT TIMELINE REFLECTING EXTENSION TO MARCH 31, 2012

Task	Completed	Ongoing	2011 F	M	A	M	J	J	A	S	O	N	D	2012 J	F	M	Assigned Responsibility (primary in bold)
Objective 3: Address known service gaps																	
Task 1: Provide institutional based programming to address criminogenic needs.																	Deputy Secretary/Project Director
Task 2: Develop and implement assessment process to identify reentry project participants																	Parole Director
Task 3: Provide community based programming to address criminogenic needs																	Project Director
Task 4: Develop and implement case management processes to match identified project participants with reentry services.																	Parole Director
Task 5: Develop case management plan for local reentry teams.																	Project Director

SOUTH DAKOTA ADULT REENTRY GRANT REVISED PROJECT TIMELINE REFLECTING EXTENSION TO MARCH 31, 2012

Task	Completed	Ongoing	2011											2012			Assigned Responsibility (primary in bold)
			F	M	A	M	J	J	A	S	O	N	D	J	F	M	
Objective 4: Establish additional responses to technical parole violations																	
Task 1: Review Agency Policy Driven Response to Parole Violations Policy																	Parole Director
Task 2: Solicit input from stakeholders on service and resource needs to prevent revocation																	Parole Director
Task 3: Implement additional responses and adjust policy																	Management Team
Objective 5: Address statutory, legal and policy hurdles and barriers to reentry																	
Task 1: Solicit information from collaborative teams																	Deputy Secretary/Project Director
Task 2: SD Legal Counsel review in collaboration with legal counsel from other Council agencies																	General Cousel
Task 3: Written report of recommendations to address reentry hurdles including possible legislative, judicial, executive branch action, policy revision or practice modification.																	Reentry Council and Workgroup