

**MINNESOTA DEPARTMENT OF CORRECTIONS
ADULT FELON WORKLOAD STUDY
SUMMARY REPORT
2013**

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Minnesota Department of Corrections Adult Felon Workload Study Summary Report 2013

Research Summary

Minnesota Department of Corrections (MN DOC) felon community supervision agents last participated in a workload study in 2006. Because districts, technology, evidence based practices, policies, etc. continually change how we do business; there is a need to continually study agent workloads every few years. A total of 48 agents from 14 MN DOC districts tracked over 1,000 adult felons to develop an accurate picture of each supervision level. There were also tasks that were tracked, including pre-sentence investigations; new clients; pre-plea bail bond and worksheets/sentencing memos; incoming transfer investigations; and supervised release investigations. Offenders were tracked for up to three months. Agents logged their time spent on the selected offenders. As expected, changes over the last few years impacted the time it takes an agent to supervise an offender.

Background

Focus Group

A focus/advisory group was made up of the 14 district supervisors and an agent from each of the 14 MN DOC districts. Enhanced, group, and traditional supervision level agents were all represented to assist with development of the study. The group met once prior to initiating the study. Members advised on the direction of the study; determining the supervision levels, tasks, and scope of the tasks to be studied. These tasks included pre-sentence investigations (PSI), new clients, pre-plea bail bond and worksheet/sentencing memos, incoming transfer investigations, and supervised release investigations.

Availability of Time

Time available for each agent to supervise clients is based on a 40-hour work week and subtracts out time not spent on supervision. This includes vacation, sick leave, holidays, professional development, personal time, administrative time, trainings, and program/community development. After all of these deductions, the remaining time available for agents to supervise clients is 120 hours in a month. The previous work points were based on this system, and this study will continue with the same system. It is a system that is recognized nationally and is used by most agencies across the country (DeMichele, Payne, and Matz, 2011).

Phases of Supervision

MN DOC agents supervise adult felony offenders pursuant to standards set in the Supervision Continuum. Offenders progress to less restrictive phases as they meet their conditions and risk reduces. The levels of supervision and contact requirements are as follows:

Enhanced Phase I: A minimum of one face-to-face contact per week, two per month occur in offender's home.

Enhanced Phase II: A minimum of two face-to-face contacts per month, one each month occurs in offender's home.

Traditional: A minimum of one face-to-face contact per month.

Group: Regular quarterly contact in a group setting.

Paper: Annual progress report.

Methodology

Districts

At the time of the study there were 14 MN DOC Field Services districts (not including Intensive Supervised Release districts) across the state of Minnesota; Albert Lea, Bemidji 1, Bemidji 2, Center City, Chaska, Detroit Lakes, Grand Rapids, Litchfield, Mankato, Marshall, Moorhead, Red Wing, St. Cloud, Winona. Forty-eight selected agents from these districts participated in this study.

Tools

Simple, concise tools were chosen for this study. With a few minor adjustments, the tools used for the previous workload studies were also used for this study (see Appendices A and B). Since the tools have been used in the previous three MN DOC workload studies, there was confidence in their usability and accuracy.

The supervision level timesheet was sent weekly to participating agents. The agents recorded in minutes any time they spent on a selected offender. This time could include phone calls, collateral contacts, drive time, report writing, case planning, risk assessments, drug/alcohol testing, computer work, court, transfer outs, chronos, field visits, and many other duties an agent performs for the supervision of an offender. The agents turned these timesheets in weekly to their supervisor, who reviewed all timesheets to ensure compliance with supervision standards. The supervisors then forwarded them to the researcher conducting the study.

The basic elements of the task sheets (PSI, new client, pre-plea bail bond and worksheet/sentencing memo, incoming transfer investigation, supervised release investigation) were also taken from similar tools used in prior studies (see appendix B). Like the supervision level timesheets, minutes were recorded on these sheets. However, these task sheets were turned in upon completion of the agent's tasks.

Supervision Level Time Study

The adult felon agent workload time study was conducted over the course of nine weeks (February 3—April 6, 2013) for all but group offenders; they were conducted over 13 weeks (February 3—May 4, 2013). There was one day of training prior to the start date for agents participating in the study. For purposes of this study, only adult felony offenders were tracked. The supervision levels were Enhanced Phase 1 (HRE 1), Enhanced Phase 2 (HRE 2), Traditional-Medium, Group, and Paper. A maximum number of offenders were tracked by an agent: enhanced—12 offenders; traditional—25 offenders; group—minimum of 25 offenders.

These five supervision levels make up nearly two-thirds of all felon offenders. The approximate average numbers of offenders being supervised by MN DOC agents on any given day over the course of a year are as follows:

HRE 1—765
HRE 2—320
Traditional-Medium—2,940
Group—3,845
Paper—575

In order to collect data on a reasonable number of offenders, 10-15 percent of each of the supervision levels was represented. The number and type of offenders from each district was determined by stratification sampling, or the proportionality of supervision levels to the district and MN DOC as a whole. For example, Chaska had 9 percent of all adult group offenders. Therefore, Chaska needs to collect 9 percent of the group sample size.

The number of agents needed from each district was determined by the number of offenders needed from each district and supervision level. Ideally, the study would have included an agent representing every supervision level in each of the 14 districts. As this was not possible in each district, additional numbers of offenders were drawn from surrounding districts. Agents participating in this study were selected by their supervisor. Selections were based on each agent's job experience and knowledge, their consistent ability to meet supervision standards, and having the respect of their peers. Participants were directed to prioritize their work to ensure that supervision standards were met with the selected offenders.

Offenders were randomly picked from the agent's caseload. These names were then sent to the agent to determine if the offender was available to use in the study. If the offender was not available, a substitution was randomly selected. The offender selection process was completed prior to the study, assuring target numbers were met.

The number of offenders tracked weekly was ever-changing. Throughout the study, offenders dropped out for various reasons that included but were not limited to: status change to warrant; status change to custody; expiration of sentence; discharge; revocation; taken off the agent's caseload due to supervision level change; and transfer to another county or state. During the first four weeks of the study, if an enhanced or traditional offender was dropped for any reason, he/she was replaced by another offender. For group, replacements occurred for the first six weeks. After this, offenders were not replaced. As a result, numbers fluctuated week to week.

Any time the agent did any kind of work on an offender, no matter how minimal, the agent would record the minutes on a timesheet (see Appendix A). Some of the activity times included computer work, phone calls, face-to-face visits, travel, assessments, and group time. Support staff time was not included. However, if another agent or supervisor stepped in for the assigned agent, that time was collected.

Calculation of Numbers

Because the number of participating offenders changed from week to week, a weekly average was calculated for supervision levels. While nine weeks of data were collected, it was decided to drop a week to make it an even eight weeks, or two months. The lowest weekly average was removed from each supervision level. The eight weekly averages were added together and then

divided by the two months they represented. They were then calculated into time by hours. Because there may be some work not accounted for or time not recorded, and as recommended for the previous studies, 15 percent was added to all time.

Example:

Addition of offenders' eight weekly averages in minutes of agents' supervision activities (9 weeks minus the lowest weekly average of 9.97)

12.03
21.59
15.41
9.97 (lowest weekly number will be dropped)
14.57
14.00
25.21
11.62
+19.83
144.23 minutes
- 9.97 (lowest weekly number dropped)
134.26 minutes

$134.26 \div 2 \text{ months (the length of the study)} = 67.13 \text{ minutes per month}$

$67.13 \div 60 = 1.12 \text{ hours}$

$1.12 \times .15 \text{ (increase all time by 15\%)} = .168$

$1.12 + .168 = \mathbf{1.3 \text{ hours}}$, the final monthly workload time per offender for this supervision level.

Issues

There were a few issues in the supervision level part of the study. When the time was broken down by offender, it was discovered that some agents were not adhering to standards. This was reported to the supervisors. The decision was made to exclude two agents and all of their offenders due to inadequately supervising the majority of their offenders. We excluded a few more offenders from different agents for various reasons such as: not following standards, not following the directions for the study, or questionable time keeping. While there were some problems with a few agents, the majority of the agents took their role in the study seriously and did an excellent job tracking their offenders.

Task Time Study

Specific agent tasks warranted a separate examination. These included adult felon new clients; adult felon PSIs; pre-plea bail bond and worksheets/sentencing memos; supervised release investigations and adult felon incoming transfer investigations. If one of these tasks was assigned to a participating agent during the course of the study, he or she would record all time spent performing these activities. Like the supervision level portion, there may be some work not accounted for or time not recorded, and as recommended for the previous studies, 15 percent was

added to all time. Support staff time was not included in any of the tasks. However, if another agent or supervisor stepped in for the assigned agent, that time was collected.

Adult Felon New Client

Offenders in the new client category included those who are new to MN DOC supervision and have a new sentence. Incoming transfers, those released from prison, and existing clients with new sentences were not included. All activities an agent completed during an offender's status of new client were recorded. These activities included (but were not limited to) facesheets, intake, risk assessment, supervision, and probation agreements. Offenders are generally considered to be in the new client category for 30 days. Because it takes 30 days to capture all new client activities, this portion of the study was extended beyond the supervision level study end date. Adult felon agents completed sheets for 131 new clients.

The focus group recommended breaking out new client tasks that have a PSI already completed, and those that fall in the new client category that do not have a PSI completed. There is quite a difference in time between these two types of new clients. Therefore, going forward, adult felon new clients will be split into those that have a PSI and those that do not. As was done with the supervision levels, 15 percent was added to the time.

Adult Felon Pre-Sentence Investigation (PSI)

The collection of PSI activities included all activities an agent completes to write a PSI. Court time was not included. Agents tracked time from beginning to completion of these tasks. The agents completed 267 adult felon PSIs.

The focus group decided they wanted to separate out domestic PSIs to see if there were any differences in the time it takes to complete these types of tasks. It was also recommended to split out PSIs completed on a new client compared to completing one on an existing client. Therefore, there will now be four separate task times for adult felon PSIs: existing client domestic PSI; new client domestic PSI; existing client non-domestic PSI; and new client non-domestic PSI. As was done with the supervision levels, 15 percent was added to the time for the adult felon PSI task.

Pre-Plea Bail Bond and Pre-Plea Worksheets /Sentencing Memos

For this task agents tracked two different categories: bail bond studies and sentencing worksheets/memos. Agents completed 24 bail bond studies and 104 sentencing worksheets/memos. Anything under 20 minutes was excluded. Both categories for pre-plea bail bond and pre-plea worksheet/sentencing memo also received the 15 percent additional time. These two categories were averaged separately and then the extra time added.

Supervised Release Investigations

The focus group decided that this workload study needed to include the task of supervised release investigations. A supervised release investigation is done when an offender is close to being released from prison. All activities an agent completed during a supervised release

investigation were recorded. These tasks included (but were not limited to) view proposed residence, consider housing options, drive time, review conditions of release with proposed placement, and treatment set-ups. A total of 87 of these tasks were completed by the agents. Going forward, agents will now have points allotted to their investigations on those coming out of prison. As was done with everything else, 15 percent was added to the time for these investigations.

Adult Felon Transfer-In Investigations

The focus group decided on another new task for adult felons. Incoming transfer investigations were added to the workload study. Currently agents receive no time for this work. Incoming transfer investigations were defined as offenders transferring in from another state or a Community Corrections Act (CCA) county. CCA counties supervise their own felons, misdemeanants and juveniles. Transfer-outs and those transferring from another MN DOC office or district were not included. A total of 56 adult felon incoming transfer investigations were completed. The focus group requested interstate and intrastate transfers be looked at separately. There is enough of a difference between the two to allow for separate work points. Felon agents will begin to have time assigned to interstate incoming transfers as well as non-MN DOC incoming transfers from CCA agencies. As was done with the supervision levels and other tasks, 15 percent was added to the time for the adult incoming transfer investigation.

Results

Supervision Level and Task Time Results

Current measures have changed some since 2006, especially in terms of agents' tasks. Field Services' director and regional managers met several times to discuss the changes in the workload points and deem all to be an accurate reflection of agents' time.

Workload points are represented by hours. For example, 2.4 points equals 2.4 hours. Examples of the breakdown of the points:

- .1 = 6 minutes
- .2 = 12 minutes
- .3 = 18 minutes
- .5 = 30 minutes
- .8 = 48 minutes
- 1.0 = 60 minutes

The supervision level final numbers along with the 2006 numbers are shown in Table 1. Table 2 shows the final results for tasks completed by agents as well as the 2006 tasks.

Table 1: Supervision Workload Time

Supervision Level	2013 Workload Study Mean Time=Points	2006 Workload Points
Enhanced Phase 1	2.8	3.5
Enhanced Phase 2	1.8	2.5
Traditional-Medium	0.9	0.9
Group	0.3	0.3
Paper	0.1	0.1

Table 2: Task Workload Time

Task	2013 Workload Study Mean Time = Points	2006 Task Points
Adult Felon New Client with PSI ¹	2.0	2.1 (All)
Adult Felon New Client with NO PSI	3.5	
Adult Felon Non-Domestic PSI Existing Client ²	4.8	6.0 (All)
Adult Felon Non-Domestic PSI New Client	6.4	
Adult Felon Domestic PSI Existing Client ³	6.4	
Adult Felon Domestic PSI New Client	7.3	
Bail Bond Study	1.9	1.8
Worksheet/Sentencing Memo	1.8	1.8
Supervised Release Investigation ⁴	1.1	0.0
Adult Felon CCA Transfer-In ⁵	1.4	0.0
Adult Felon Interstate Transfer-In	2.8	0.0

¹ Adult felon new client was split out for the first time to those with a PSI and those without in the 2013 workload study.

² Adult felon PSI was split out for the first time to existing and new client in the 2013 workload Study

³ Adult felon PSI was split out for the first time to non-domestic and domestic in the 2013 workload Study

⁴ Supervised release investigation was studied for the first time in the 2013 workload study.

⁵ Adult felon incoming transfer was studied for the first time in the 2013 workload study.

Next Steps

This workload study did not include enhanced sex offender (ESO) agents. During the time this study took place ESO agents were testing new dynamic risk assessment tools that could potentially affect their standards of supervision. Therefore, the decision was made to wait until the impact of the dynamic risk assessments is determined and conduct a workload study on this sector of agents in 2014 or 2015.

Facilitation of cognitive skill groups is a task that was not included but does need to be studied. The MN DOC is working on quality assurance with the various cognitive skills groups. Once all of the groups are conducted in a standard and quality way, a workload study will be conducted.

Evidence based practices continuously shed light on new and innovative ways of conducting business. The MN DOC works hard to improve upon the existing model for supervision offenders based on new and emerging evidence. Therefore, workload studies will continue to be vital in measuring the effects these changes may have on agents' time. The goal is to continue to conduct a workload study every three to five years.

Bibliography

DeMichele Matthew T., Payne, Brian K., and Matz, Adam K. (2011). *Community Supervision Workload Considerations for Public Safety*. Bureau of Justice Assistance, Washington, D.C.

Appendix A: Timesheet

2013 Weekly Case-Specific Felon Agent Time Study Form Traditional-Medium Week Number: 1 – February 3—February 9, 2013	Agent Name: Jane Doe District: Mankato
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Time Recorded in Minutes (round to nearest minute)

Offender Name	DOB/ Supv. Level	◀	◀	◀	◀	◀	◀	M	I	N	U	T	E	S	▶	▶	▶	▶	▶	▶	
Anderson, John Brown	12/12/21 Trad-Med																				
Brown, Leroy John	2/2/82 Trad-Med																				
Doe, John Leroy	1/1/81 Trad-Med																				
Leroy, John Doe	5/5/55 Trad-Med																				
John, Anderson John	6/6/66 Trad-Med																				

Appendix B: Task Sheets

Adult Felon New Client Time Study

Offender Name Last, First Middle _____ Offender DOB: _____	Offender Gender: _____ Offender Race: _____
Agent: District:	Supervision Level: Domestic Violence: <input type="checkbox"/> PSI Completed: <input type="checkbox"/>
Assigned Date:	New Felon Client End Date (this offender):

Record in MINUTES in a cell below all time you spend on this New Adult Felon client.

TOTAL MINUTES:										

ALL TIME IS RECORDED IN MINUTES

Record all time spent on the new felon client (which is defined as “30 Days”) that begins anytime between 2/3/13 and 4/6/13, no matter the length or activity (including but not limited to facesheets, intake, supervision, probation agreement, etc.).

Use 1 form per offender. Do not include support time. Record through completion of new client.

Guide: Log time in minutes every time you work on a new client through completion. **New clients you are assigned between 2/3/13 and 4/6/13** and not clients you have already been assigned.

Log only your time spent on the new felon client (define as “30 days”) – not support time.

Log time only. You do not have to log the activity/task or date. In each table cell above, record in minutes (rounded to the nearest minute), the amount of time spent when you work on that new client. If another agent steps in for you and does work you would normally do for the new client, record his/her time. Do not include support time.

Return log to your supervisor **upon completion** of the NEW client and your supervisor will send to MN DOC attention: J. Johnson.

Note: Recording of a new client may continue past the study end date April 6. You are to follow through until **completion** of the new client.

Adult Felon PSI Time Study

Offender Name Last, First Middle _____	Offender Gender: _____
Offender DOB: _____	Offender Race: _____
Agent: District:	Supervision Level: Domestic Violence: <input type="checkbox"/> New Client PSI: <input type="checkbox"/> Existing Client PSI: <input type="checkbox"/>
Assigned Date:	PSI End Date (this offender):

Record in MINUTES in a cell below all time you spend on this Adult Felon PSI client.

TOTAL MINUTES:									

ALL TIME IS RECORDED IN MINUTES

Record all time spent on this Pre-Sentence Investigation and record time through the completion of the PSI, no matter the length or activity. Do not include court time. Work through completion of PSI.

Use 1 form per offender. Do not include support time.

Guide: Log time in minutes every time you work on the PSI through completion. **New Adult Felon PSI cases you are assigned between 2/3/13 and 4/6/13** and not cases you have already started working on. Log only your time spent on the investigation – Do not include support time.

Log time only. You do not have to log the activity/task or date. In each table cell above, record in minutes (rounded to the nearest minute), the amount of time spent when you work on that investigation. If another agent steps in for you and does work you would normally do for the PSI, record his/her time-do not include support time.

* Return log to your supervisor **upon completion** of the PSI client case and your supervisor will send to MN DOC attention: J. Johnson.

Note: You are to follow through **until completion** of the PSI.

Adult Felon Transfer-In Investigation/Interstate Time Study

Offender Name Last, First Middle _____	Offender Gender: _____
Offender DOB: _____	Offender Race: _____
Agent: District: _____	Supervision Level: POR: <input type="checkbox"/>
Other MN Agency: <input type="checkbox"/> Interstate: <input type="checkbox"/>	District/State Transferring from: _____
Assigned Date: _____	Transfer-IN investigation End Date (this offender): _____

Record the MINUTES in a cell below all time you spend on this Incoming Transfer Investigation client.

TOTAL MINUTES:									

ALL TIME IS RECORDED IN MINUTES

Record all time spent on this incoming transfer investigation and record time through the completion of the incoming transfer investigation, no matter the length or activity. Use 1 form per offender. Do not include support time.

Type: Incoming transfers are either incoming interstate or non-doc MN Agency. Do **not** include transfer-outs or transfers between DOC offices or districts.

Guide: Log time in minutes every time you work on a client THROUGH completion of the incoming transfer investigation. **New incoming transfer investigation cases you are assigned between 2/3/13 and 4/6/13** and not clients you have already started working on.

Log only your time spent on the investigation – Do not include support time.

Log time only. You do not have to log the activity/task or date. In each table cell above, record in minutes (rounded to the nearest minute), the amount of time spent when you work on that investigation. If another agent steps in for you and does work you would normally do for the incoming transfer investigation, record his/her time-do not include support time.

* Return log to your supervisor **upon completion** of the investigation and your supervisor will send to MN DOC attention: J. Johnson.

Note: Recording of an incoming transfer investigation MAY continue past the study end date April 6. You are to follow through until **completion** of the investigation.

Pre-Plea Bail/Bond & Worksheet/Sentencing Memo Time Study

Offender Name Last, First Middle _____	Offender Gender: _____
Offender DOB: _____	Offender Race: _____
Agent: _____	District: _____
Assigned Date: _____	Pre-Plea End Date (this offender): _____

Record the MINUTES and activity in a cell below all time you spend on this pre-plea client. Log Activity as BBS (Bail Bond Study) or WS (Worksheet/Sentencing Memo).

Time: Activity:	Time: Activity:	Time: Activity:	Time: Activity:
Time: Activity:	Time: Activity:	Time: Activity:	Time: Activity:
Time: Activity:	Time: Activity:	Time: Activity:	Time: Activity:
Time: Activity:	Time: Activity:	Time: Activity:	Time: Activity:
TOTAL MINUTES:			

ALL TIME IS RECORDED IN MINUTES

Record all time spent on this pre-plea during the study period of February 3—April 6, no matter the length or activity--including Bail/Bond Studies and Worksheets/Sentencing Memos. Use 1 form per offender. Do not include support time.

Guide: Log time in minutes every time you work on a client. **Pre-Plea Bail/Bond and Worksheets/Sentencing Memos you are assigned between 2/3/13—4/6/13** and not clients you have already been assigned.

Please log activity—Bail/Bond Studies (BBS) or Worksheets/Sentencing Memos (WS).

Log only your time and activity—Bail/Bond Studies (BBS) or Worksheets/Sentencing Memos (WS)--spent on the investigation – not support time.

Log time and activity only. You do not have to log the date, just time and activity. In each table cell above and record in minutes (round to the nearest minute) the amount of time spent when you work on that pre-plea investigation, do not include support time.

* Return log to your supervisor **upon completion** of the pre-plea and your supervisor will send to MN DOC attention: J. Johnson.

Note: You are to follow through **until completion** of the pre-plea.

Adult Felon Supervised Release Investigation Time Study

Offender Name Last, First Middle _____ Offender DOB: _____	Offender Gender: _____ Offender Race: _____
Agent: District:	Domestic Violence: <input type="checkbox"/> POR: <input type="checkbox"/>
Assigned Date:	Supervised Release Investigation End Date (this offender):

Record in MINUTES in a cell below all time you spend on this SR Investigation client.

TOTAL MINUTES:										

ALL TIME IS RECORDED IN MINUTES

Record all time spent on this Supervised Release Investigation beginning anytime **between February 3 and April 6** and record time through the completion of the SR Invest, no matter the length or activity (including but not limited to housing, drive time, review conditions of release with proposed placement, treatment set-ups, etc).

Use 1 form per offender. Do not include support time. Record through completion of investigation.

Guide: Log time in minutes every time you work on an SR investigation through completion. **Supervised Release Investigations you are assigned between 2/3/13 and 4/6/13** and not cases you have already been assigned.

Log only your time spent on the investigation – not support time.

Log time only. You do not have to log the activity/task or date. In each table cell above, record in minutes (rounded to the nearest minute), the amount of time spent when you work on that investigation. If another agent steps in for you and does work you would normally do for the investigation, record his/her time. Do not include support time.

Return log to your supervisor **upon completion** of the investigation and your supervisor will send to MN DOC attention: J. Johnson.

Note: Recording of the investigation MAY continue past the study end date April 6. You are to follow through until **completion** of the investigation.