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Date: July 10, 2025

To: Goodhue County Board of Commissioners

From: Stacy Lance, Executive Admin. Asst. – Special Projects Lead

Re: Sentencing to Service Program Implementation

On June 17, 2025, the County Board authorized the County Administrator to establish a Sentence to Service (STS) Program to be operated by Goodhue County, following a review of the options presented (see attached). This authorization included both the implementation of an interim plan to hire a temporary crew leader and the development of a long-term plan to be incorporated into the 2026 budget.

It has been determined that without the STS Coordinator position in the interim plan, operating a minimal crew would not be cost-effective. At this time, full crews are not anticipated due to the inability to schedule individuals sentenced from the street. Currently, only one or two individuals housed in the adult detention center are eligible to participate.

Staff is requesting approval to proceed with the long-term plan to ensure the STS program is fully operational before the end of 2025. Advancing the plan at this time would reduce reliance on contracted services during the fall and winter months and help minimize overtime costs incurred by County staff. Additionally, it would allow for minimal disruption to the program and ensure continued opportunities for individuals sentenced by the courts to participate.

Staffing Plan:

2.0 FTE Crew Leaders – Allows for seven-day-a-week coverage for both adults and juveniles

1.0 FTE STS Coordinator/Case Aide

Budget Impact:

All projected expenses are detailed in the attached document. If the program becomes operational by **November 1, 2025**, the total cost for the remainder of 2025 is estimated at approximately **\$86,876**. This cost would be fully offset by funds already allocated in the 2025 operating budget for the STS contract and salary savings from retired court services staff. Use of fund balance would only be required if we are unable to acquire the current state-owned STS vans.

Full implementation of this program is expected to increase the operating budget and impact the levy by approximately **\$137,000 annually** beginning in 2026.

Find your Good here.

Goodhue County STS Program - Court Services

Annual Program Expenses

	\$ 155,428.26	previously budgeted dollars
1.0 FTE Crew Leader	\$ (96,409.00)	Estimated salary and benefits. Grade 110, Step 1
1.0 FTE Crew Leader	\$ (96,409.00)	Estimated salary and benefits. Grade 110, Step 1
1.0 FTE STS Coordinator/Case Aide	\$ (92,945.00)	Estimated salary and benefits. Grade 109 Step 1
Cell Phones	\$ (1,500.00)	annual budget amount
Fuel/Maintenance	\$ (5,000.00)	annual budget amount
Liability/Work Comp/Property Ins.	\$ -	minimal budget impact per Finance Director
	\$ (136,834.74)	

Upfront Program Costs

Computers/Technology	\$ (6,000.00)	estimate is for all three staff persons
Van #1	\$ (15,000.00)	purchase used from State of MN
Van #2	\$ (18,000.00)	purchase used from State of MN
Trailers/Larger Equipment	\$ -	County makes fair market offer per item
Smaller/Equipment/Tools	\$ -	all current STS inventory will become property of Goodhue County
	\$ (39,000.00)	

*State Contract Van - New \$ (48,000.00) Only if used options were not available - fund balance would be used.

2025 Remainder of Budgeted Contract

2025 Estimated Salary/Benefits 3FTE	\$ 77,714.13	
Computers/Technology	\$ (47,626.00)	estimated started date 11.1.2025
Van #1	\$ (6,000.00)	estimate is for all three staff persons
Van #2	\$ (15,000.00)	purchase used from State of MN
Cell Phones	\$ (18,000.00)	purchase used from State of MN
	\$ (250.00)	
	\$ (9,161.87)	offset by salary savings from retired court services staff



Sentencing to Service (STS)

Committee of Whole
June 17, 2025

Program History:

Goodhue County has contracted with the State of MN for over 35 years to provide 3 crew leaders for this program. Workers for the program came from a variety of sources:

- Individuals housed in the Adult Detention Center
- Court Services adults and juveniles on probation ordered STS.
- Department of Corrections probation clients ordered STS.
- Since 2013, incarcerated persons also came from the MN Correctional Facility – RW to form a crew.
- 7 day a week coverage

STS has provided work for the following:

- Goodhue County Departments, including Public Works, Facilities Maintenance and the Sheriff's Office (note the list of projects/tasks on the handout)
- Cannon Valley Trail
- Goodhue County and Cannon Valley Fairs
- Cities, Townships and School Districts within Goodhue County
- Prairie Island Indian Community
- MN DNR
- Severe weather and natural disaster assistance
- Non-Profit Assistance

STS vs. ICWC

Sentencing to Service (STS)

- Individuals housed in the Adult Detention Center
- Court Services adults and juveniles on probation ordered STS.
- Department of Corrections probation clients ordered STS.
- Goodhue County Contract was for three STS crew leaders until July 1, 2024.
- Contract changed for two crew leaders effective July 1, 2024-June 30, 2025.

Institution Community Work Crew (ICWC)

- Incarcerated persons housed at the MN Correctional Facility - RW.
- Current contract July 1, 2025-June 30, 2027 with one crew leader - 20 hours a week.
- The City of RW has also purchased 20 hours a week.

Contract History:

Goodhue County has contracted with the State of MN for over 35 years to provide 3 crew leaders for this program.

- Original contract was a 50/50 cost split.
- 2010 - State of MN reduction in funding changed the contract to a 75/25 cost split. To help offset the reduction, Goodhue County implemented a user fee of \$200/day for entities with levy authority to utilize the crew effective January 2011.
- Goodhue County sold/contracted with the City of Red Wing for 20 hours a week. This contract ended June 30, 2024.
- State of MN notified Goodhue County on May 20th, 2025 that the STS Program would be terminated due to the loss of state funding effective 06.18.2025.
- Crew Leader Rodney Brookins last day of work was June 13, 2025. Crew Leader Kelsey Holden accepted a position with the DNR and transferred in May 2025.

2024 STS Days Ordered

Court Services Clients 2024 STS

Adult: 329 days ordered 81.5 completed
49 male
16 female

Juvenile: 76 days ordered 43.75 completed
34 male
13 female

MN Dept. of Corrections Clients 2024 STS

Adult: 2,930 days ordered 879 completed
48 male
8 female

*court orders typically allow up to 2 years for STS days to be completed.

*over the past month the crew members range from 1-4 individuals from the Adult Detention Center & probation clients.

*Juveniles are waiting to be scheduled and have not been on a crew since April 19, 2025.

Impact

Impact of Discontinuation of Sentence to Service (STS) Program

- No structured, supervised worksite for juvenile and adult accountability
- Limited community service sites for adults and zero community service work sites for youth due to liability concerns
- Longer incarceration for those eligible.

Restorative justice principle: **“Repairing harm through meaningful contribution to the community”**

- STS provides safe, skill-building, and reparative opportunities aligned with restorative practices

Lasting Consequences

Adult Offenders:

- Default consequences: serve jail time
- Removes opportunity for community accountability and skill-building
- Disproportionately impacts low-income individuals

Juvenile Offenders:

- No meaningful accountability options
- No community service sites willing to accept youth
- Alternatives: financial penalties, which are rarely developmentally appropriate or effective and often inequitable or potential out of home placement
- When accountability is not meaningful or accessible, criminal behavior may persist or escalate
- Elevated risk of out-of-home placement for youth — including detention, residential treatment, or correctional facilities
- Out-of-home placement is significantly more costly than local, restorative alternatives

Lasting Consequences

Restorative Practices Undermined:

- No space for youth or adults to **“make things right”** through work or service
- Unable to repair harm in a way that fosters responsibility, connection, and personal growth
- Moves away from rehabilitation and reparation — toward punitive-only responses
- Lost opportunity for early intervention, community connection, and long-term behavior change
- Loss of structure, mentorship, and restorative engagement

STS provides a structured, supported pathway to restoration

Temporary Plan for Summer/Fall 2025

ICWC Crew – 20 hours a week

- Continue to perform all lawn and landscape maintenance and assist with winter events for:
 - Law Enforcement Center/Adult Detention Center, Justice Center, Government Center and Health & Human Services
- Address current, ongoing and future requests on the project list.
- Assist with Byllesby duties.
- Seasonal Goodhue County Sheriff Office's Work.

Goodhue County Public Works *this is all unplanned work that is taking away from scheduled maintenance activities for the summer of 2025.

- Mowing/yard work @ Pioneer Road, Kenyon Shop, Cannon Falls Shop, Zumbrota Shop, Byllesby Park, Cascade Kayak & Canoe Launch, Recycling Center, Bench Street & Vasa Salt Shed.
- Weekend Trash at Byllesby

*Summer work will be performed by a combination of summer student staff and Hwy Maint. Workers. Overtime will be incurred on weekends.

*Fall work will be performed by Hwy Maint. Workers. Overtime will be incurred on weekends.

Options Moving Forward

1

Goodhue County creates STS Program to fall under the Court Services.

2

Increase Public Works FTE's to complete the necessary work.

3

Outsource the work that needs to be completed.

Option 1: Court Services Staffing Structure

1.0 FTE position will be split between two critical roles:

- 50% STS Coordinator: Manages referrals, tracks compliance, and coordinates placements with adult and juvenile participants. Serves as the primary liaison between the courts, probation, and partner agencies.
- 50% Case Aide: Supports over 400 administrative supervision cases by handling scheduling, data entry, and client communication and compliance.

Two - 1.0 FTE positions for Crew Leaders

To ensure accessibility, two full-time STS Crew Leaders will supervise work crews seven days a week, including weekends—providing flexible options for working adults and youth who attend school.

This structure promotes restorative accountability while accommodating real-life schedules.

* this option provides crew members in addition to the 3 FTE's to perform the work.

Option 1: Court Services Model

Goodhue County STS Program

Annual Program Expenses

	\$ 155,428.26	previously budgeted dollars
2.0 FTE Crew Leaders	\$ (206,650.00)	Estimated salary and benefits. Waiting final work from DDA
1.0 FTE STS Coordinator/Case Aide	\$ (94,482.00)	Estimated salary and benefits. Waiting final work from DDA
Cell Phones	\$ (1,500.00)	annual budget amount
Fuel/Maintenance	\$ (5,000.00)	annual budget amount
Liability/Work Comp/Property Ins.	\$ -	minimal budget impact per Finance Director

\$ (152,203.74)

Upfront Program Costs

Computers/Technology	\$ (6,000.00)	estimate is for all three staff persons
Van #1	\$ (47,000.00)	state contract pricing/could also purchase used from State
Van #2	\$ (47,000.00)	state contract pricing/could also purchase used from State
Van/Trailers/Larger Equipment		County makes fair market offer per item
Smaller/Equipment/Tools	\$ -	all current STS inventory will become property of Goodhue County

\$ 77,714.13 remainder of budgeted contract in operating budget 2025

Option 2: Increase Public Works FTE's

Option 2: Increase Public Works FTE's

Annual Program Expenses

	\$ 155,428.26	previously budgeted dollars
3.0 FTE Public Works Staff	\$ (270,906.00)	Salary & Benefits
Fuel/Maintenance	\$ (5,000.00)	annual budget amount
Liability/Work Comp/Property Ins.	\$ -	minimal budget impact per Finance Director
	\$ (120,477.74)	

Upfront Program Costs

Computers/Technology	\$ (2,000.00)	
1 Ton Pick Up Truck	\$ (80,000.00)	pricing ranges with or without dump box
Trailers/Larger Equipment	\$	County makes fair market offer per item
Smaller/Equipment/Tools	\$	County makes fair market offer per item

\$ 77,714.13	remainder of budgeted contract - 2025
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Option 3: Outsource Work

Option 3: Outsource Work

Annual Contracted Expenses

	\$ 155,428.26	previously budgeted dollars
Recurring Functions May-Sept	\$ (215,388.00)	estimated cost
Recurring Functions - Winter	\$ (12,000.00)	
Recurring Functions - Seasonal	\$ (80,930.00)	
Building Maint. Repair/Brushing Chipping	\$ (94,000.00)	
contractor/construction rates	\$ 90.00	approximately \$90/hr

\$ (246,799.74)

\$ 77,714.13 remainder of budgeted contract - 2025

Direction Moving Forward