

Overview of the Minnesota Sentencing Guidelines Commission

January 22, 2019, presentation to Minn. House of Representatives Public Safety and Criminal Justice Reform Finance & Policy Division Nate Reitz, MSGC Executive Director

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Presentation Outline

Introduction to the Minnesota Sentencing Guidelines

• and the Sentencing Guidelines Commission

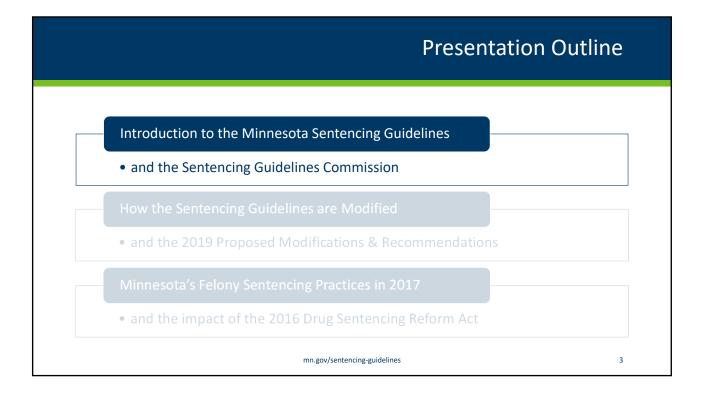
How the Sentencing Guidelines are Modified

• and the 2019 Proposed Modifications & Recommendations

Minnesota's Felony Sentencing Practices in 2017

• and the impact of the 2016 Drug Sentencing Reform Act

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The Commission's Three Policy Roles

Initiate improvements to the Guidelines

Minn. Stat. § 244.09:

"The commission shall meet as necessary for the purpose of modifying and improving the guidelines." Implement legislative initiatives in crime & sentencing

The Commission makes "modification[s] mandated or authorized by the legislature or relating to a crime created or amended by the legislature"

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Make recommendations to the Legislature

"The commission shall from time to time make recommendations to the legislature regarding changes in the Criminal Code, criminal procedures, and other aspects of sentencing."

Be a sentencing-data clearinghouse & information center

- Analyze sentencing practices
- Publish sentencing practices reports
- Provide data reports
- For bills: Prison-bed & demographic impact estimates

Support Commission's activities

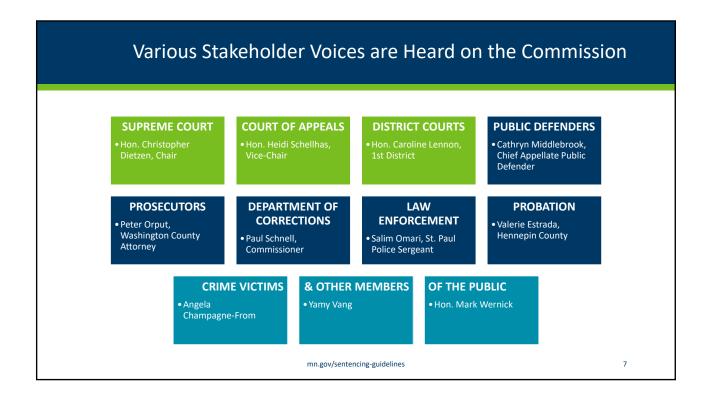
- Research Sentencing Guidelines changes & proposals
- Implement changes & publish annually updated Sentencing Guidelines

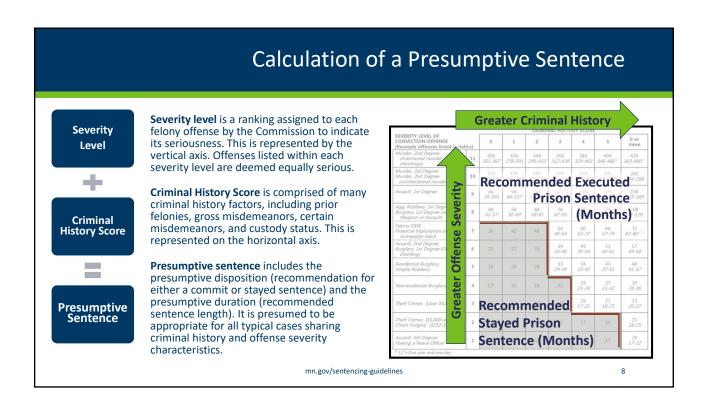
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Facilitate accurate Guidelines application

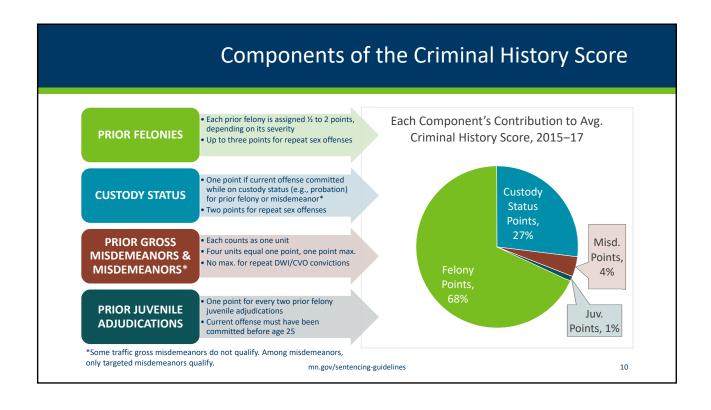
MSGC Staff Duties

- Review sentencing worksheet for each felony sentence
- Answer practical questions
- Practitioner training (in-person & online)





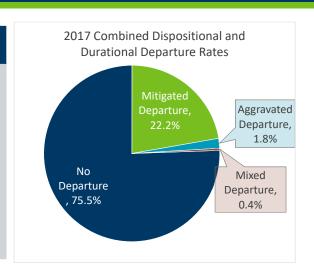
Sentencing Grids & Severity Levels SEX OFFENDER GRID SEVERITY LEVEL Murder, 2nd Degree (intentional or drive-by) 11 Three sentencing grids Murder, 3rd Degree Murder, 2nd Degree CSC 1st Degree CSC 2nd Dearee–Contact • Standard; sex offender; drug offender CSC_2^{au} Degree—Contact w/Force Sex Trafficking 1st Deg—1(a) CSC_3rd Degree—Penetration Force or Prohibited Occupation CSC_2nd Degree Contact w/ Minors Aggrav. 1st Deg. Drug Manufacture Meth В D9 Assault, 1st Degree Agg. Robbery, 1st Degree Burglary, 1st Degree (w/ Weapon or Assault) • Each grid has its own severity levels Felony DWI; Severity levels Minors CSC 3rd Degree-Penetration Financial Exploitation of a 2nd Degree Drug D7 Vulnerable Adult w/ Minors CSC 4th Degree–Force or Prohibited Occupation Assault, 2nd Degree Burglary, 1st Degree (Occupied Dwelling 3rd Degree Drug Failure to Affix Stamp 6 D6 • The Commission ranks each felony Residential Burglary; Simple Robbery offense by its seriousness 5 Intent to Manufacture D5 CSC 5th Degree Meth Indecent Exposure Possession of Child Pornog Predatory Offender Represented by the grids' vertical axes Nonresidential Burglary 4th Dearee Drua D4 D3 Theft Crimes (Over \$5,000) Offenses listed within each severity Children/Vulner. Adults D2 level are deemed equally serious Assault, 4th Dearee Sale of Simulated Drug D1 Fleeing a Peace Office mn.gov/sentencing-guidelines



Departures from the Presumptive Sentence

DEPARTURES

- Departure: a pronounced sentence other than that recommended in the appropriate cell on the applicable grid
- To depart, judge must identify & articulate substantial and compelling circumstances
- Aggravated or mitigated
- Dispositional or durational



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A Note about Probation Guidelines ...

Minn. Stat. § 244.09 (since 1978)—

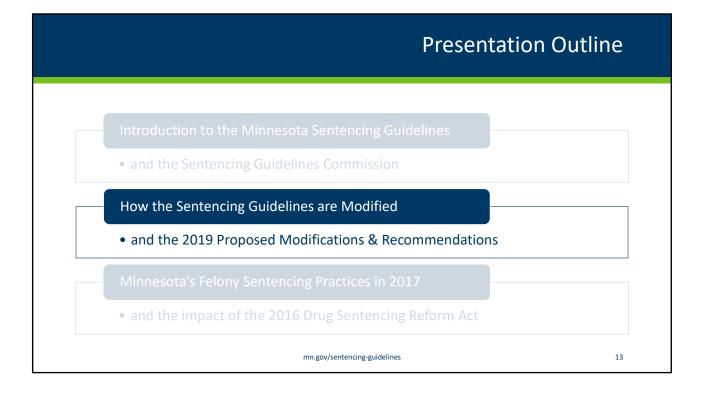
- Sentencing Guidelines may also establish appropriate sanctions for offenders for whom imprisonment is not proper
- Any such guidelines must specifically refer to noninstitutional sanctions, including but not limited to—
 - Fines, day fines, restitution, community work orders, work release programs in local facilities, community based residential and nonresidential programs, incarceration in a local correctional facility, and probation & the conditions thereof

Minn. Sentencing Guidelines Comment III.A.201 (1981)—

- "[Minn. Stat. § 244.09, subd 5] permits, but does not require, the Commission to establish guidelines covering conditions of stayed sentences. The Commission chose not to develop such guidelines during their initial guideline development effort, but has expressed its intention to do so in the future."
- In 1983, the Commission deleted the phrase, "but has expressed its intention to do so in the future."

The Guidelines do provide general direction in the use of conditions of stayed sentences

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Central to the Commission's Analysis: Public Safety

Since 1989, the Legislature's clear directive to the Commission:

 Public safety is Commission's primary consideration in modifying Sentencing Guidelines

Commission interprets "public safety" to mean "protecting the public from crime"

This requires a balanced consideration of the purposes of sentencing—

- Retribution, or punishment
- Incapacitation
- Deterrence
- · Restitution, and
- Rehabilitation

—as well as the other statutory considerations discussed at the outset of this presentation

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Guidelines Modification Process

COMMISSION INITIATIVES

that change severity levels or criminal history scores, or reduce presumptive sentences

- Public hearing
- Adoption by the Commission
- Submitted to Legislature by Jan. 15
- Effective the following August 1, unless the Legislature by law provides otherwise

or implementation of LEGISLATIVE INITIATIVES

- Public hearing
- Adoption by the Commission
- Effective when ordered by the Commission (usually August 1)
- Reported to the Legislature by the following January 15

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Proposed 2019 Guidelines Modifications

Following its two-year study of the criminal history score and the sentencing of repeated severe, violent offenses, the Commission unanimously adopted proposed changes to the Guidelines, falling into three major categories:

- 1) Waiver of the custody status point in certain circumstances;
- 2) Other changes to the criminal history score to improve fairness and rationality (i.e. decay factor, custody status for Minn. Stat. § 152.18); and
- 3) The creation of a sentencing enhancement for repeat severe violent offenders.

These changes are found in the Commission's 2019 Report to the Legislature.

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Eventual Impact of Proposed 2019 Guidelines Modifications

- Taken together, MSGC staff estimates that these changes would, by the end of FY 2040, result in the need for 536 fewer prison beds
- Assumptions, timing, & demographic impact are detailed in Appendix 3 (p. 70) of the 2019 Report to the Legislature

BREAKDOWN OF PRISON-BED IMPACT

- Decay policy changes: -236 prison beds by FY40
- Custody status waiver: -168 prison beds by FY40
- Possibly as many as -298
- Truly unknown; no data for waiver rate exists
- Other changes to custody status point:
 -155 prison beds by FY40
- Repeat, severe violent offender enhancement: +24 prison beds by FY40

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Effective Date of 2019 Guidelines Modifications

- The Commission's and the Legislature's longstanding policy is that Sentencing Guidelines changes apply only **prospectively** (to future offenses)
 - Since 1987, the Commission has applied Guidelines changes prospectively
 - Minn. Sentencing Guidelines § 3.G.1.
 - In 1997, the Legislature repealed the only process for retroactive application of Guidelines changes
 - 1997 Minn. Laws ch. 239, art. 3, § 25
- These policies were thrown into question by State v. Kirby (Minn. 2017)
- It is important to be very clear about which sentencing rules govern each case

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Recommendation to the Legislature

PROPOSED 2019 SENTENCING GUIDELINES MODIFICATIONS

- No legislative action required
- Modifications will take effect unless the Legislature by law provides otherwise

EFFECTIVE DATE CLARIFICATION

- The Commission unanimously recommends legislative action to clarify that Guidelines modifications are prospective
- Recommended amendment to Minn. Stat. § 244.09 is found in Appendix 4.2 (p. 76)

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Presentation Outline

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• and the Sentencing Guidelines Commission

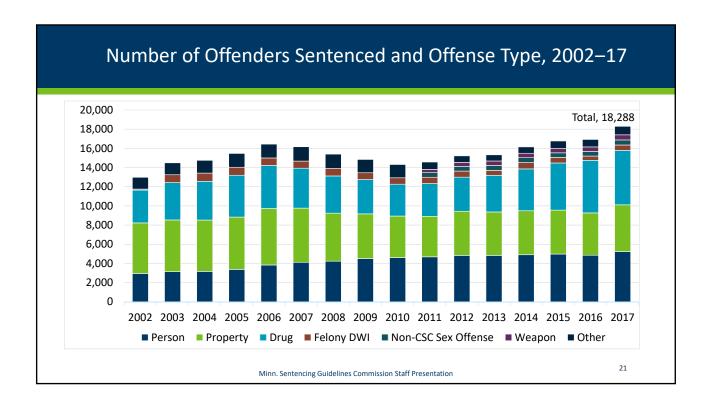
How the Sentencing Guidelines are Modified

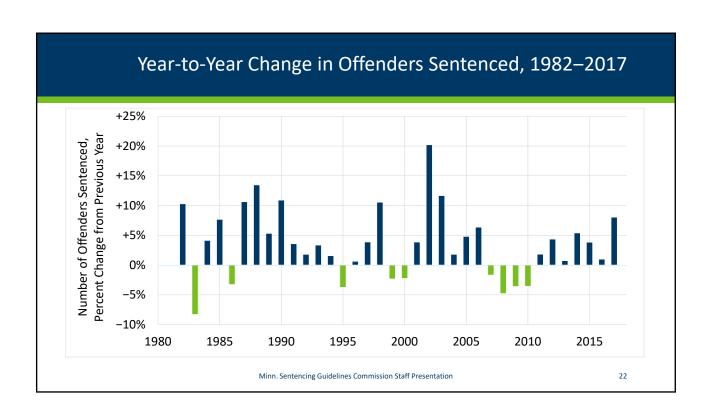
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Minnesota's Felony Sentencing Practices in 2017

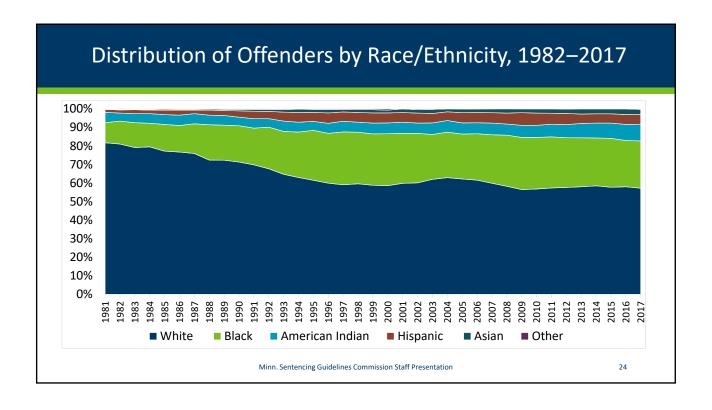
• and the impact of the 2016 Drug Sentencing Reform Act

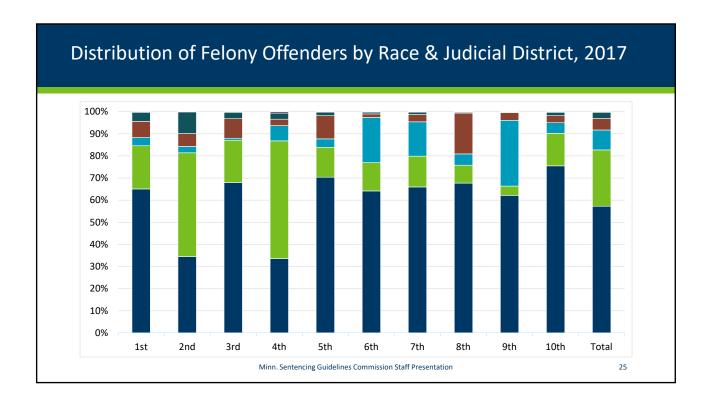
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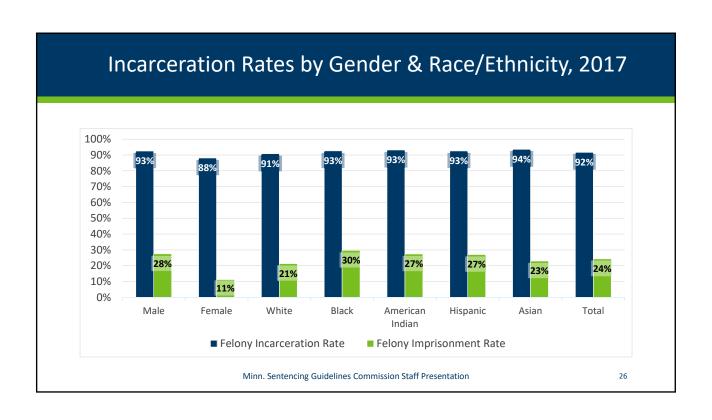


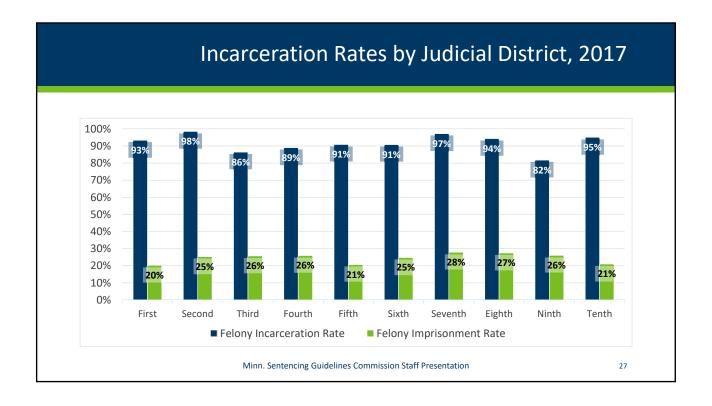


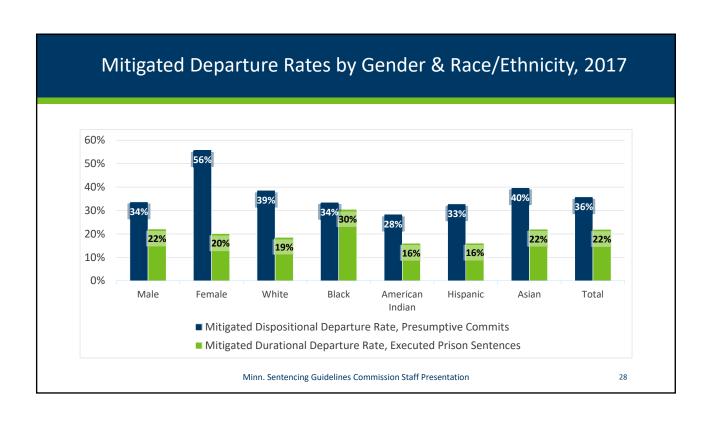
		Perce	nt Cha	inge b	y Offe	nse Ty	pe, 20	001–1
Year Sentenced	All Offenses	Person	Property	Drug	Felony DWI	Non-CSC Sex Offense	Weapon	Other
2001	+3.9%	+3.8%	+4.2%	0.0%				+13.3%
2002	+20.2%	+10.4%	+17.9%	+31.9%				+16.3%
2003	+11.7%	+6.2%	+2.4%	+13.8%				+2.2%
2004	+1.8%	+1.1%	-0.8%	+3.6%	+6.2%			+6.2%
2005	+4.8%	+6.4%	+2.0%	+8.1%	-3.0%			+7.6%
2006	+6.4%	+13.7%	+7.9%	+2.7%	-5.5%			+1.1%
2007	-1.7%	+7.3%	-4.0%	-7.1%	-6.7%			+3.7%
2008	-4.8%	+2.9%	-11.5%	-6.9%	+6.0%			-0.1%
2009	-3.6%	+6.6%	-7.0%	-7.7%	-9.6%			-7.0%
2010	-3.6%	+2.0%	-6.8%	-7.0%	-5.3%	+3.1%	-1.3%	-3.0%
2011	+1.8%	+1.7%	-2.4%	+2.5%	-1.0%	+9.9%	+9.8%	+20.3%
2012	+4.4%	+3.5%	+8.8%	+4.2%	-4.4%	+4.0%	+18.8%	-11.5%
2013	+0.7%	-0.1%	-1.7%	+7.6%	-19.2%	+4.6%	+13.4%	-5.2%
2014	+5.4%	+1.4%	+1.3%	+14.2%	+28.6%	-2.1%	+0.2%	+2.6%
2015	+3.8%	+1.6%	-0.3%	+12.6%	-10.5%	-7.1%	+2.1%	+15.0%
2016	+1.0%	-2.5%	-3.6%	+11.4%	-19.1%	-4.3%	+1.3%	+2.29
2017	+8.0%	+7.8%	+10.4%	+3.6%	+20.0%	+16.9%	+11.2%	+13.29

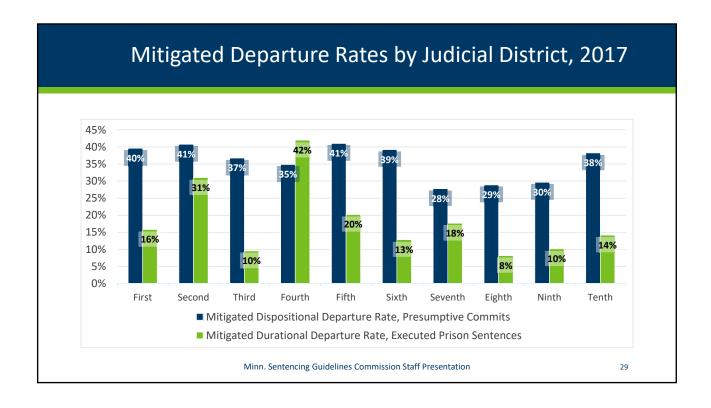


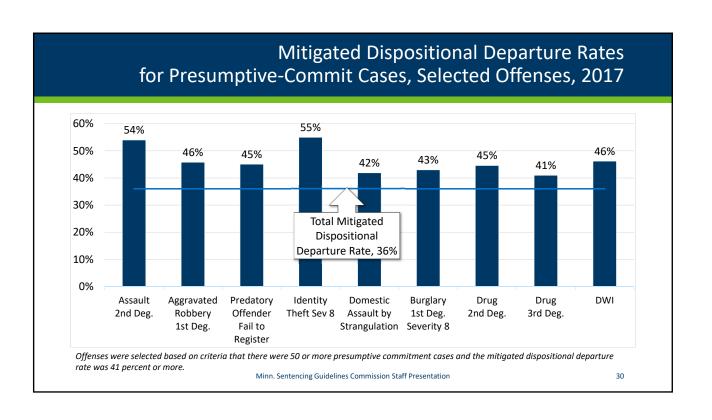


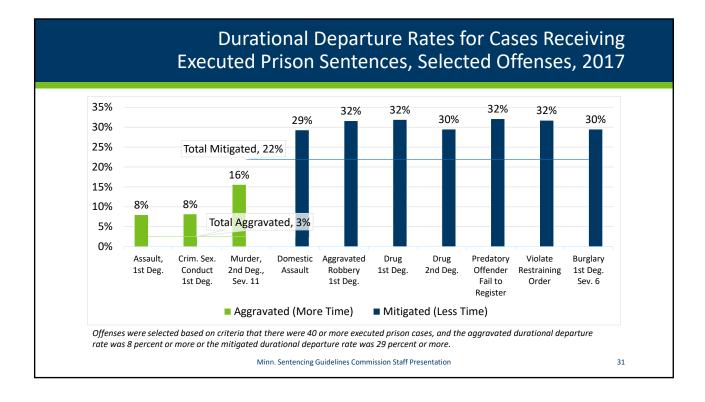












Impact of the 2016 Drug Sentencing Reform Act

- The 2016 Drug Sentencing Reform Act (DSRA) made a number of significant changes to the sentencing of Minnesota drug offenses.
- These changes generally took effect August 1, 2016, and were made effective for crimes committed on or after that date.
- Approximately half the cases sentenced in 2017 were subject to the DSRA provisions ("post-DSRA").
- Because the offenses represent significantly less than a complete year of offense data, the results of the following analysis should be viewed as preliminary.

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1st-4th Degree Case Volume, Before & After DSRA

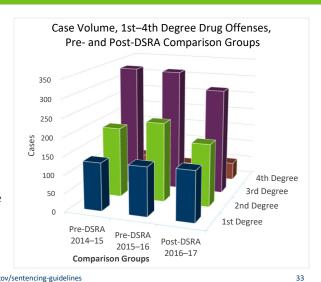
The provisions of the DSRA raised the thresholds (amount of drugs necessary for conviction) for some first-through thirddegree offenses.

What was anticipated:

- Percentages of cases that are 1st-3rd degree would decline
- Percent of 4th and 5th degree would increase

Evidence to date:

- Slight increase in the number of 1st degree offenses
- · Decline in the number and percentage of 2nd and 3rd degree offenses



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5th Degree Case Volume, Before & After DSRA

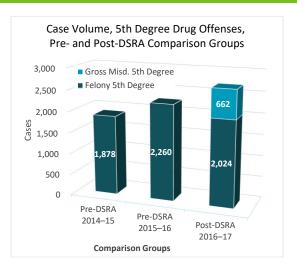
The provisions of the DSRA created a gross misdemeanor level 5th degree offense.

What was anticipated:

• Percent of 5th degree would increase

Evidence to date:

- · Decline in the number and percentage of felony 5th degree offenses
- When gross misdemeanor 5th degree offenses are included, the number was greater than either comparison group

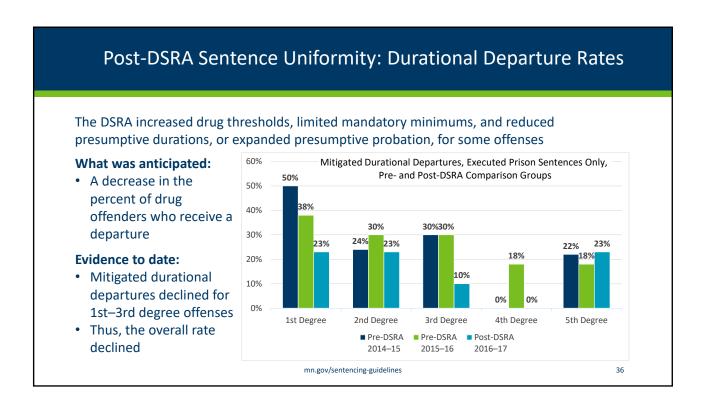


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Post-DSRA Sentence Uniformity: Dispositional Departure Rates The DSRA increased drug thresholds, limited mandatory minimums, and reduced presumptive durations, or expanded presumptive probation, for some offenses Mitigated Dispositional Departures, Presumptive Commits Only, What was anticipated: Pre- and Post-DSRA Comparison Groups 50% · A decrease in the 43% 45% percent of drug 40% 37% 36% 33% 35% offenders who receive 30% 27%^{29%} 30% 29% 30% a departure 25% 20% **Evidence to date:** 13% 15% Mitigated dispositional 10% departure rates have 0% generally decreased 1st Degree 3rd Degree 4th Degree 5th Degree 2nd Degree ■ Pre-DSRA ■ Pre-DSRA ■ Post-DSRA 2014-15 2015-16

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Estimated Prison Beds Needed Post-DSRA

The DSRA increased drug thresholds, limited mandatory minimums, and reduced presumptive durations, or expanded presumptive probation, for some offenses

What was anticipated:

The act would result in prison bed savings

Evidence to date:

 The post-DSRA cases studied required fewer estimated prison beds than comparable groups of pre-DSRA cases



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Estimated Prison-Bed Demand Avoided Post-DSRA

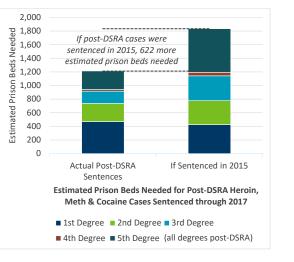
The DSRA increased drug thresholds, limited mandatory minimums, and reduced presumptive durations, or expanded presumptive probation, for some offenses

What was anticipated:

The act would reduce demand for prison beds

Evidence to date:

- We compared actual post-DSRA sentences to sentences of comparable cases in 2015
- It appears that the prison-bed need would have been greater without the DSRA



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Post-DSRA Stays of Adjudication

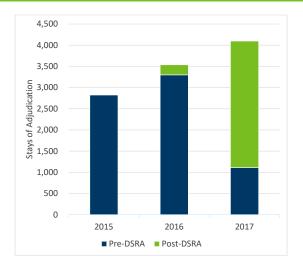
The DSRA mandated stay of adjudication for some first-time 5th degree offenders, and permitted stays of adjudication for 3rd degree possession offenses

What was anticipated:

A rise in offenders receiving a stay of adjudication

Evidence to date:

- The number of stays of adjudication has risen after the DSRA took effect
- Gross misdemeanor offenders got almost half of the post-DSRA stays of adjudication dispositions



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For details, please refer to the Commission's 2019 Report to the Legislature and the 2017 data reports

MSGC reports page: https://mn.gov/sentencing-guidelines/reports/
Direct link to the 2019 Report to the Legislature: https://go.usa.gov/xEbMF

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Appendix 5. Sentencing Guidelines Grids

Appendix 5.1. Standard Sentencing Guidelines Grid – Effective August 1, 2018

Presumptive sentence lengths are in months. Italicized numbers within the grid denote the discretionary range within which a court may sentence without the sentence being deemed a departure. Offenders with stayed felony sentences may be subject to local confinement.

CRIMINAL HISTORY SCORE

SEVERITY LEVEL OF CONVICTION OFFENSE (Example offenses listed in italics)		CRIMINAL HISTORY SCORE								
		0	1	2	3	4	5	6 or more		
Murder, 2nd Degree (intentional murder; drive-by- shootings)	11	306 <i>261-367</i>	326 <i>278-391</i>	346 <i>295-415</i>	366 <i>312-43</i> 9	386 <i>329-463</i>	406 346-480²	426 363-480°		
Murder, 3rd Degree Murder, 2nd Degree (unintentional murder)	10	150 <i>128-180</i>	165 <i>141-198</i>	180 <i>153-216</i>	195 <i>166-234</i>	210 <i>179-252</i>	225 192-270	240 204-288		
Assault, 1st Degree	9	86 <i>74-103</i>	98 <i>84-117</i>	110 <i>94-132</i>	122 104-146	134 <i>114-160</i>	146 <i>125-175</i>	158 <i>135-18</i> 9		
Agg. Robbery, 1st Degree Burglary, 1st Degree (w/ Weapon or Assault)	8	48 <i>41-57</i>	58 50-69	68 58-81	78 <i>67-93</i>	88 <i>75-105</i>	98 <i>84-117</i>	108 92-129		
Felony DWI Financial Exploitation of a Vulnerable Adult	7	36	42	48	54 46-64	60 <i>51-72</i>	66 57-79	72 62-84 ^{2,3}		
Assault, 2nd Degree Burglary, 1st Degree (Occupied Dwelling)	6	21	27	33	39 <i>34-4</i> 6	45 39-54	51 <i>44-61</i>	57 49-68		
Residential Burglary Simple Robbery	5	18	23	28	33 <i>2</i> 9- <i>3</i> 9	38 <i>33-45</i>	43 <i>37-51</i>	48 <i>41-57</i>		
Nonresidential Burglary	4	12 ¹	15	18	21	24 21-28	27 23-32	30 <i>26-36</i>		
Theft Crimes (Over \$5,000)	3	12 ¹	13	15	17	19 <i>17-22</i>	21 18-25	23 <i>20-27</i>		
Theft Crimes (\$5,000 or less) Check Forgery (\$251-\$2,500)	2	12 ¹	12 ¹	13	15	17	19	21 18-25		
Assault, 4th Degree Fleeing a Peace Officer	1	12 ¹	12 ¹	12 ¹	13	15	17	19 <i>17-22</i>		

Presumptive commitment to state imprisonment. First-degree murder has a mandatory life sentence and is excluded from the Guidelines under Minn. Stat. § 609.185. See section 2.E, for policies regarding those sentences controlled by law.

Presumptive stayed sentence: at the discretion of the court, up to one year of confinement and other non-iail sanctions call.

Presumptive stayed sentence; at the discretion of the court, up to one year of confinement and other non-jail sanctions can be imposed as conditions of probation. However, certain offenses in the shaded area of the Grid always carry a presumptive commitment to state prison. See sections 2.C and 2.E.

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² Minn. Stat. § 244.09 requires that the Guidelines provide a range for sentences that are presumptive commitment to state imprisonment of 15% lower and 20% higher than the fixed duration displayed, provided that the minimum sentence is not less than one year and one day and the maximum sentence is not more than the statutory maximum. See section 2.C.1-2.

³ The stat. max. for Financial Exploitation of Vulnerable Adult is 240 months; the standard range of 20% higher than the fixed duration applies at CHS 6 or more. (The range is 62-86.)

Appendix 5.2. Sex Offender Grid – Effective August 1, 2018

Presumptive sentence lengths are in months. Italicized numbers within the grid denote the discretionary range within which a court may sentence without the sentence being deemed a departure. Offenders with stayed felony sentences may be subject to local confinement.

CRIMINAL HISTORY SCORE

SEVERITY LEVEL OF CONVICTION OFFENSE		0	1	2	3	4	5	6 or more
CSC 1st Degree	A	144 144-172	156 <i>144-187</i>	168 144-201	180 <i>153-216</i>	234 199-280	306 <i>261-360</i>	360 306-360°
CSC 2nd Degree–(c)(d)(e)(f)(h) Prostitution; Sex Trafficking ³ 1st Degree–1(a)	В	90 90³-108	110 94-132	130 <i>111-156</i>	150 <i>128-180</i>	195 <i>166-234</i>	255 <i>217-300</i>	300 255-300°
CSC 3rd Degree—(c)(d)(g)(h)(i)(j) (k)(l)(m)(n)(o) Prostitution; Sex Trafficking 2nd Degree—1a	С	48 <i>41-57</i>	62 53-74	76 65-91	90 <i>77-108</i>	117 100-140	153 <i>131-180</i>	180 153-180°
CSC 2nd Degree–(a)(b)(g) CSC 3rd Degree–(a)(e)(f) or (b) with ref. to subd. 2(1) Dissemination of Child Pornography (Subsequent or by Predatory Offender)	D	36	48	60 51-72	70 60-84	91 <i>78-10</i> 9	119 <i>102-142</i>	140 119-168
CSC 4th Degree–(c)(d)(g)(h)(i)(j) (k)(l)(m)(n)(o) Use Minors in Sexual Performance Dissemination of Child Pornography ²	E	24	36	48	60 51-72	78 67-93	102 <i>87-120</i>	120 102-120²
CSC 4th Degree–(a)(b)(e)(f) CSC 5th Degree Possession of Child Pornography (Subsequent or by Predatory Offender)	F	18	27	36	45 39-54	59 <i>51-70</i>	77 66-92	84 72-100
CSC 3rd Degree–(b) with subd. 2(2) Indecent Exposure Possession of Child Pornography Solicit Child for Sexual Conduct ²	G	15	20	25	30	39 34-46	51 <i>44</i> -60	60 51-60²
Registration Of Predatory Offenders	н	12 ¹ 12 ¹ -14	14 12 ¹ -16	16 14-19	18 16-21	24 21-28	30 <i>26-36</i>	36 <i>31-43</i>

¹ 12¹=One year and one day

Presumptive commitment to state imprisonment. Sex offenses under Minn. Stat. § 609.3455, subd. 2, have mandatory life sentences and are excluded from the Guidelines. See section 2.E, for policies regarding those sentences controlled by law, including conditional release terms for sex offenders.

Presumptive stayed sentence; at the discretion of the court, up to one year of confinement and other non-jail sanctions can be imposed as conditions of probation. However, certain offenders in the shaded area of the Grid may qualify for a mandatory life

sentence under Minn. Stat. § 609.3455, subd. 4. See sections 2.C and 2.E.

² Minn. Stat. § 244.09 requires that the Guidelines provide a range for sentences that are presumptive commitment to state imprisonment of 15% lower and 20% higher than the fixed duration displayed, provided that the minimum sentence is not less than one year and one day and the maximum sentence is not more than the statutory maximum. See section 2.C.1-2.

³ Prostitution; Sex Trafficking is not subject to a 90-month minimum statutory presumptive sentence so the standard range of 15% lower and 20% higher than the fixed duration applies. (The range is 77-108.)

Appendix 5.3. Drug Offender Grid – Effective August 1, 2018

CEVEDITY LEVEL OF

Presumptive sentence lengths are in months. Italicized numbers within the grid denotes range within which a court may sentence without the sentence being deemed a departure. Offenders with stayed felony sentences may be subjected to local confinement.

CRIMINAL HISTORY SCORE

SEVERITY LEVEL OF CONVICTION OFFENSE (Example offenses listed in ital	ics)	0	1	2	3	4	5	6 or more
Aggravated Controlled Substance Crime, 1st Degree Manufacture of Any Amt. Meth	D9	86 <i>74*-103</i>	98 <i>84*-117</i>	110 94*-132	122 104*-146	134 <i>114*-160</i>	146 <i>125*-175</i>	158 <i>135*-18</i> 9
Controlled Substance Crime, 1st Degree	D8	65 56*-78	75 64*-90	85 <i>73*-102</i>	95 <i>81*-114</i>	105 90*-126	115 98*-138	125 107*-150
Controlled Substance Crime, 2nd Degree	D7	48	58	68 58-81	78 <i>67-</i> 93	88 <i>75-105</i>	98 <i>84-117</i>	108 92-129
Controlled Substance Crime, 3rd Degree Failure to Affix Stamp	D6	21	27	33	39 <i>34-46</i>	45 39-54	51 <i>44-61</i>	57 49-68
Possess Substances with Intent to Manufacture Meth	D5	18	23	28	33 <i>2</i> 9-39	38 <i>33-45</i>	43 <i>37-51</i>	48 <i>41-57</i>
Controlled Substance Crime, 4th Degree	D4	12 ¹	15	18	21	24 21-28	27 23-32	30 <i>26-36</i>
Meth Crimes Involving Children and Vulnerable Adults	D3	12¹	13	15	17	19 <i>17-22</i>	21 18-25	23 <i>20-27</i>
Controlled Substance Crime, 5th Degree	D2	12 ¹	12 ¹	13	15	17	19	21 18-25
Sale of Simulated Controlled Substance	D1	12 ¹	12 ¹	12 ¹	13	15	17	19 <i>17-22</i>

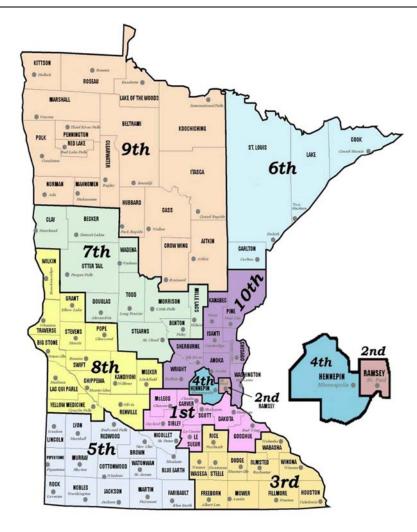
^{*} Lower range may not apply. See section 2.C.3.c(1) and Minn. Stat. § 152.021, subdivisions 3(c) & 3(d).

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Presumptive commitment to state imprisonment.

Presumptive stayed sentence; at the discretion of the court, up to one year of confinement and other non-jail sanctions can be imposed as conditions of probation. However, certain offenses in the shaded area of the Grid always carry a presumptive commitment to state prison. See sections 2.C and 2.E.

Appendix 6. Minnesota Judicial District Map



First Second Third Fourth Carver Ramsey Dodge Henner Dakota Fillmore Goodhue Freeborn Le Sueur Houston McLeod Mower Scott Olmsted Sibley Rice Steele Wabasha Waseca Winona	Fifth Sixth Blue Earth Carlton Brown Cook Cottonwood Lake Faribault St. Louis Jackson Lincoln Lyon Martin Murray Nicollet Nobles Pipestone Redwood Rock Watonwan	Seventh Becker Benton Clay Clay Douglas Mille Lacs Morrison Otter Tail Todd Wadena Seventh Big Stone Randiyohi Lac qui Parle Meeker Pope Stearns Renville Todd Stevens Wadena Swift Traverse Wilkin Yellow Medicine	Ninth Aitkin Beltrami Cass Clearwater Crow Wing Hubbard Itasca Kittson Koochiching Lake of the Wo Mahnomen Marshall Norman Pennington Polk Red Lake Roseau	Tenth Anoka Chisago Isanti Kanabec Pine Sherburne Washington Wright
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Source: Minn. Judicial Branch.