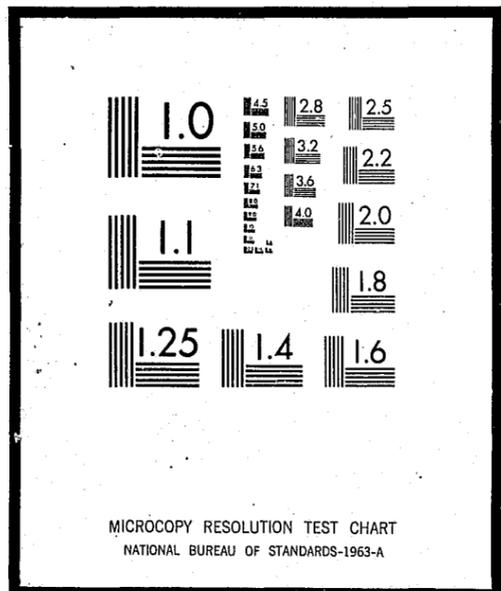


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~~MINNESOTA STATE DEPARTMENT OF CORRECTIONS~~

~~INSTITUTION COMMUNITY CONTINUUM~~

AN ANALYSIS OF POPULATION MOVEMENT AND PROGRAM EFFECTIVENESS
~~FOR THE PERIOD~~ JANUARY 1, 1970 - DECEMBER 31, 1970

Prepared By

Division of Research and Planning

September 1971

INTRODUCTION

This is the third analysis of the Department of Corrections' Institution-Community Continuum (ICC) Program. The first report covered the period September 18, 1967 through December 31, 1968. The second report covered the calendar year 1969 and included a follow-up of all admissions and releases during the year as well as all boys active on January 1, 1969. This third report for 1970 is essentially identical to that of 1969, covering all admissions and releases during the year as well as all boys active as of January 1, 1970.

The ICC program uses guided group interaction techniques as its primary treatment method. In the Institution Phase (Phase I) groups meet five days a week for 1½ hours. Groups usually are composed of seven to ten members assigned to three concurrent groups. ICC participants are segregated insofar as possible from other residents at MRDC (Minnesota Reception and Diagnostic Center) to permit ICC boys to develop an autonomous group culture including separate education, work, and recreational programs.

The Community Phase (Phase II) with its ten field agents is operated from two ICC centers in Minneapolis. These centers served as bases for continued intensive work with the boys after release from Phase I. Initially each boy is seen four or five times each week by his agent in group sessions. After two to three months, however, the group is terminated and each boy is seen

individually one to three times a week by the agent. In addition, close contact is maintained with families, employers, schools, and other relevant persons with whom the boy has important relationships.

During 1970 ICC continued to operate with closed groups; that is, once a group was formed in the institution, no additional members were added, and all group members were eventually placed in Phase II at the same time. Field agents functioned as group leaders in Phase I as well as Phase II, thereby insuring a continuity of this important relationship from institution to community phase.

An educational component continued to exist within the community phase with a teacher assigned by the Minneapolis School System. Due to administrative and financial problems, the ICC group home residence was closed during 1970. Also, administrative policy change which occurred in 1970 affected the frequency of recycling during Phase II. Because of information suggesting the ineffectiveness of recycling presented in the 1968 and 1969 reports, it was believed by ICC administration that recycling was not adequately serving its purpose. As a result, more care was exercised in selecting the boys to be recycled. Increasing emphasis was placed on retaining boys in the community and using creative methods within the community to deal with problems which heretofore would have resulted in institutional return. Because of the close relation-

ships that develop between an agent and his boys, agents are quite aware of the behavior difficulties each boy presents, and thus are more effective at working with them when violations occur. The agents have become more adept at developing innovative solutions which may involve restitution and community support rather than return to an institution.

The selection criteria for admission to ICC during the period of this study were slightly altered from those of the preceding year. New criteria were:

- 1) Hennepin County boys primarily, but also other Metropolitan County Area boys were included when special arrangements could be made;
- 2) Age range was expanded to boys 14 through 18;
- 3) Not severely disturbed or mentally retarded;
- 4) Not eligible for probation directly from MRDC.

DEFINITIONS

To provide uniform terminology in this analysis, the following abbreviations and operational definitions were used.

1. Phase I - The ICC initial institutional part of the program, originally housed at the State Training School (STS) at Red Wing, but currently housed at the Minnesota Reception and Diagnostic Center (MRDC) at Lino Lakes since October 20, 1969.
2. Phase II - The community part of the continuum, operating from two centers in Minneapolis.
3. Active - Still participating in either Phase I or II of the program on either January 1, 1969 or January 1, 1970.
4. Recycle - A Youth Conservation Commission (YCC) action revoking the individual's community placement status (Phase II) and returning him for re-entry into the institutional program (Phase I) for additional treatment.

5. FA - Failure-to-Adjust - A YCC action changing or terminating an individual's ICC status in one of two ways:
 - a. FA-Transfer - Removing the individual from the ICC program and transferring him to another Division of Youth Conservation (DYC) program.
 - b. FA-Recycle - see 4 above. Considered neither failure nor success.
6. General Discharge - A YCC action discharging an individual from its jurisdiction. These discharges are considered to be premature releases from the program, and may be due to extended absconding status or admittance to another program or the armed services. Considered neither success nor failure (a change from the previous year).
7. Satisfactory (SA) Adjustment Discharge - YCC discharge from its jurisdiction because of successful completion of program. Considered success.

FINDINGS

Chart I provides a flow diagram of all individuals treated by ICC during 1970. It indicates all movement during the year, as well as the January 1, 1971 status or disposition of 182 juvenile boys who participated in the program during 1970.

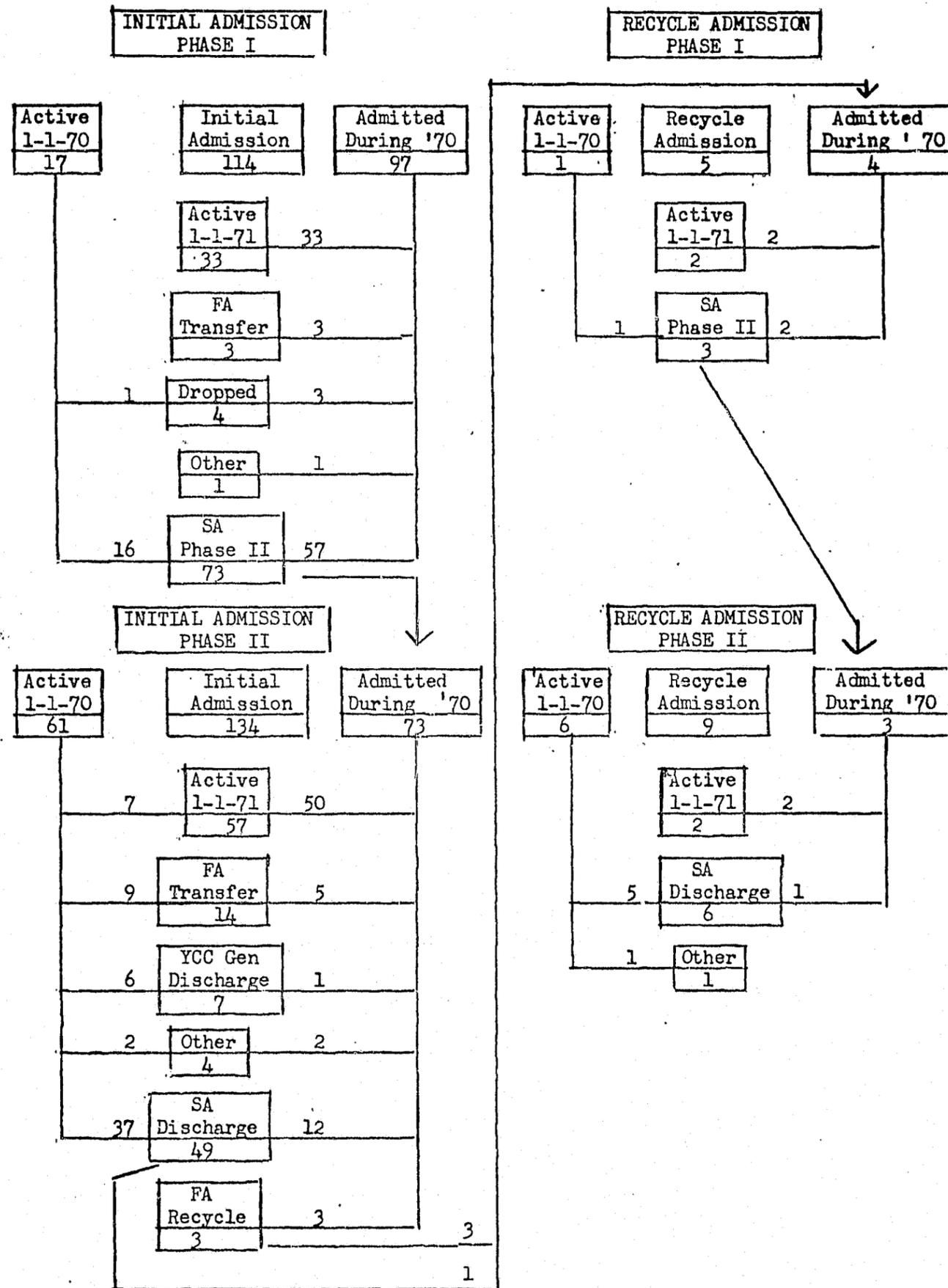
PHASE I ACTIVITY

During the year 1970 there were 114 boys on initial admission status to Phase I, 17 of whom were active on January 1, 1970, and 97 of whom were admitted during the year. Of the 17 carry-overs from 1969,¹ 16 satisfactorily completed Phase I and were placed in Phase II, and the one remaining boy dropped from the program. Of the 97 initial admissions to Phase I during 1970, 33 continued to be active as of January 1, 1971, three had failed to adjust and were transferred out to other DYC programs, three dropped out of the program, one was discontinued for other reasons, and 57 completed a satisfactory adjustment and were released to Phase II.

During the year, five boys participated in Phase I after being recycled from Phase II. Four of these boys were recycled during 1970, and the other remained active on January 1, 1970 after being recycled late in 1969. This boy adjusted satisfactorily and was subsequently released to Phase II, like two of the four boys admitted during 1970. The remaining two boys continued to be active in Phase I recycle as of January 1, 1971.

¹Although the 1969 Report indicates 13 boys Active in Phase I as of January 1, 1970, this figure is in error. The correct number is 17 boys.

CHART I



PHASE II ACTIVITY

During 1970 there were 134 boys on initial admission status to Phase II, 61 of whom were active on January 1, 1970, and 73 of whom were admitted during 1970. Of the 61 carry-overs from 1968 and 1969, seven remained active in Phase II as of January 1, 1971, nine failed to adjust and were transferred, six received a YCC general discharge, two were discontinued for miscellaneous reasons, and 37 were discharged from authority after satisfactory adjustment.

Of the 73 boys admitted during 1970, 50 remained active as of January 1, 1971, five failed to adjust and were transferred out of Phase II, one received a YCC general discharge, two were discontinued for other reasons, 12 were discharged after satisfactory adjustment, and three were recycled after failure to adjust.

There were nine boys who participated in Phase II in 1970 who had been recycled from Phase I, six of whom had been active on January 1, 1970,¹ and three of whom were admitted during 1970. Of this latter group, two continued to be active in Phase II at the year's end, and one was discharged after satisfactory adjustment. Of the six who were active on January 1, 1970, five were discharged after satisfactory adjustment, and one was discharged to other authority.

¹This figure differs from the reported number in the 1969 Report, which indicated five boys active in Phase II recycle as of January 1, 1970. The correct number is six boys. This error and the error found in Phase I are probably attributable to the failure of the Research Analyst to receive all the data cards during analysis.

A comparison of the initial admission figures of 1969 and 1970 indicates these differences: in 1970 there were considerably more initial admissions to Phase I, but many fewer recycle admissions to both Phase I and Phase II. These differences may be more clearly shown through the use of a table:

TABLE I

		1969	1970
Phase I	Initial Admissions	87 (31.1%)	114 (43.5%)
Phase II	Initial Admissions	153 (54.6%)	134 (52.1%)
Total	Initial Admissions	240 (85.7%)	248 (94.7%)
Phase I	Recycle Admissions	15 (5.4%)	5 (1.9%)
Phase II	Recycle Admissions	25 (8.9%)	9 (3.4%)
Total	Recycle Admissions	40 (14.3%)	14 (5.3%)
TOTAL ADMISSIONS*		280 (193 boys)	262 (182 boys)

*Not to be confused with total number of boys admitted. One boy could account for more than one admission

The decrease in recycle admissions was the result of a YCC policy change discussed in the Introduction. This change placed increased emphasis on retaining boys in the community rather than recycling.

Of the 182 boys participating in the ICC program in 1970, 89 were terminated from the program and 94 continued to be active as of January 1, 1971. [One boy who had terminated Phase II successfully was later returned to Phase I, and accounts for both a termination and an active participant in the above figures, and is the reason the total figure of 182 boys is exceeded by the number of active participants (94) plus the number of terminated participants (89)]. Of those boys terminated, 17 (19.1%) failed to adjust, four (4.5%) dropped, six (6.7%) discontinued the program for other reasons, seven (7.9%) received a YCC general discharge, and 55 (61.8%) were discharged after successful adjustment.

Of the 182 boys served, 54 boys (29.7%) in Phase II were subjected to disciplinary action by returning them to the Minnesota Reception and Diagnostic Center or the Hennepin County Juvenile Center for periods ranging from 1 to 49 days without recycling or termination. The 54 boys in this category spent 772 days (14.3 days average) in this manner. This average, however, is deceptive in that 13 of these boys accounted for a total of 495 days, an average of 38.1 days per boy. Eliminating these boys from consideration yields 41 boys spending a total of 277 days in MRDC, an average of 6.8 days, which comes much closer to approximating the average amount of disciplinary time spent by boys in 1969 (8.8 days). The modal number of days spent at MRDC for such disciplinary action was three, with 11 returns out of 83 being for this duration. See Table II.

TABLE II

Length and Number of Disciplinary Returns

Number of Days	Number of Returns	Number of Days	Number of Returns	Number of Days	Number of Returns
1	9	10	9	22	1
2	10	11	4	24	1
3	11	12	2	30	1
4	6	13	3	32	1
5	2	14	6	33	1
6	2	15	1	40	1
7	4	16	2	49	1
8	2	17	2		1
9	1	19	1		1
					N=83

Mean: 14.3 days
 Median: 7 days
 Mode: 3 days

The 83 separate returns occurring in 1970 were divided up among boys in this manner: 34 boys were returned once, 13 twice, 5 three times, and 2 four times. See Table III. 82 of these returns were to MRDC, for a total of 723 days, and one was to the Hennepin County Juvenile Center, for 49 days. See Table IV.

TABLE III
Number of Returns Per Boy

Number of Returns	Number of Boys	%
1	34	63.0
2	13	24.1
3	5	9.3
4	2	3.7

TABLE IV
Length and Place of Detention

Place of Detention	Number of Returns	Length of Return	Avg. Length
MRDC	115	723 days	6.3
HCJC	1	49 days	49.0

SUMMARY

In 1970, a total of 182 boys were served by the Institution-Community Continuum Program. Phase I served 114 initial admissions and five recycles, while Phase II served 134 initial admissions and nine recycles. These figures represent a marked change from those of 1969 in that in 1970 there were considerably more initial admissions to Phase I and many fewer recycle admissions in both Phases.

Of the 72 boys terminated from the program who could be considered either successful completions or failures, 55 (76.4%) completed the program successfully, and 17 (23.6%) completed the program unsatisfactorily. The 3.3-1 success/failure ratio of 1970 is a 106.3% improvement over the 1.6-1 success/failure ratio of 1969¹. See Table V. It must be noted however, that the higher degree of success in 1970 was achieved in spite of admission into the program of boys having a greater degree of criminal sophistication than their earlier counterparts. While boys entering the program in the initial years of ICC included many first offenders and few parole violators, this was not the case in 1970. Thus the

¹Because YCC General Discharges were not considered as failures in this year's report, there is a difference in the manner in which the success/failure ratio was computed in 1970, as opposed to previous years. There are two methods of making the figures more comparable, one of which involves altering the 1970 ratio by including YCC General Discharges as failures, and the other of which involves omitting YCC General Discharges from the 1969 figures and recomputing that year's success/failure ratio. The former method yields a 1970 success/failure ratio of 2.3-1, a 43.8% improvement over 1969. The second method yields a success/failure ratio of 1.8-1 for 1969, which makes the 1970 figure of 3.3-1 still an 83.3% improvement.

TABLE V
ICC, 1970

	SUCCESS AND FAILURE					
	SUCCESS		FAILURE		TOTAL	
	SA Discharge		FA Transfer			
	N	%	N	%	N	%
Phase I Initial Admission			3	4.2	3	4.2
Phase II Initial Admission	49	68.1	14	19.4	63	87.5
Phase I Recycle Admission						
Phase II Recycle Admission	6	8.3			6	8.3
TOTAL	55	76.4	17	23.6	72	100.0

Total N excludes 94 boys still active on 1-1-71, plus seven boys who received YCC general discharges, and ten boys who left the program for other reasons.

increase in effectiveness noted above is greater than may first appear. This improved effectiveness, it is reported, is largely due to increased sophistication and competence of the entire ICC staff. Another major factor was a greater continuity of service between institution and community due to agents' involvement in both phases of the program. Also, the agents' earlier involvement with families during Phase I contributed to the increased effectiveness.

The average total number of days in the program for boys active in 1970, was 175.5 days, a marked reduction from 1969 when the average number of days totaled 258 days. Average length of time

of initial admissions in the institutional phase of the program in 1970 was 79.5 days, compared to 94.0 days in 1969. Combining both initial admissions and recycles, the average length of time spent in Phase I was 78.3 days, compared to 112.5 days in 1969; average length of time in Phase II amounted to 256.2 days, compared to 341.5 days in 1969.¹ See Appendix I.

As part of the community phase, 54 boys (29.7% of all boys participating in the Phase II) were returned to the Minnesota Reception and Diagnostic Center or the Hennepin County Juvenile Center for disciplinary purposes. These 54 boys spent a total of 772 days institutionalized for disciplinary reasons in 1970, an average of 14.3 days. However, 13 of these boys accounted for over half the time spent on disciplinary return; the remaining boys spent an average of 6.8 days in this manner, which is below the 8.8 days averaged in 1969. Minnesota Reception and Diagnostic Center was also used much more frequently for these returns in 1970; 82 of 83 returns were to MRDC, while in 1969, 51 of 79 returns were to that institution, the remainder being to STS (State Training School for Boys).

¹The figures given here for 1969 are not identical to those published in the 1969 report, although the differences are small (80.1 days vs. 79.3 days average in the institutional phase, and 186.2 days vs. 189.2 days average in the community phase). It appears that the latter figure was incorrect due to a typographical error made during or before publication. However, because it was not possible to determine at this time how both figures were reached, it must be assumed that they are incorrect. Rechecking the available figures has resulted in the figures found herein, which are believed to be correct. It appears that the 1969 average total number of days spent in the program was not 374.5 as reported but 258 days.

Average cost per boy during 1970 was higher than the cost per boy in 1969, as might be expected. Whereas in 1969 the institutional cost per boy amounted to \$1,616.13, the same cost was up 48.2%, to \$2,395.84 in 1970. Cost per boy/day rose also, from \$20.38 in 1969 to \$32.03 in 1970. These figures can be compared to the cost per boy at the State Training School, which was \$6,982.23, and the cost per boy/day at the same institution, \$18.88.¹

In 1970, the average Phase II cost per boy totaled \$760.62 which is a 9% increase over the 1969 cost of \$696.39. Phase II cost per boy/day also rose from \$3.74 in 1969 to \$5.19 in 1970. In comparison the 1970 regular parole cost per boy was \$348.00 yielding a parole cost per boy/day of \$.95.

The average 1970 cost per boy in both phases of the ICC program was \$3,092.23 while the 1969 average cost was \$2,312.52. By comparison the regular State Training School institutional program and regular parole costs totaled \$7,330.23 per boy in 1970.

¹See Appendices II and III for the methods used in computing institutional and field service costs. These Appendices are included primarily to ensure accurate replication in future reports

TABLE VI
ICC POPULATION
1970

Phase I

	Active 1-1-71	<u>FAILURE</u> FA Transfer	<u>SUCCESS</u> SA Phase II	Dropped	Other	Total
Initial Admissions Active 1-1-70	0	0	16	1	0	17
Initial Admissions During 1970	33	3	57	3	1	97
<u>Sub Total:</u>	33	3	73	4	1	114
Recycle Admissions Active 1-1-70	0	0	1	0	0	1
Recycle Admissions During 1970	2	0	2	0	0	4
<u>Sub Total:</u>	2	0	3	0	0	5
<u>Total:</u>	35	3	76	4	1	119

Phase II

	Active 1-1-71	<u>FAILURE</u> FA Transfer	<u>SUCCESS</u> SA Discharge	YCC Gen Discharge	FA Recycle	Other	Total
Initial Admissions Active 1-1-70	7	9	37	6	0	2	61
Initial Admissions During 1970	50	5	12	1	3	2	73
<u>Sub Total:</u>	57	14	49	7	3	4	134
Recycle Admissions Active 1-1-70	0	0	5	0	0	1	6
Recycle Admissions During 1970	2	0	1	0	0	0	3
<u>Sub Total:</u>	2	0	6	0	0	1	9
<u>Total:</u>	59	14	55	7	3	5	143

APPENDIX I

DAYS SPENT BY TYPES OF RELEASE
1970

TYPE OF RELEASE	(Number)	Total Days in Program			Average Days	
		During 1968-69	During 1970	Total	1970	Total
INITIAL ADMISSIONS Phase I	114	388	8680	9068	76.1	79.5
Active	33		2017	2017	61.1	61.1
FA Transfer	3		194	194	64.7	64.7
Dropped	4	51	105	156	26.3	39.0
Other	1		39	39	39.0	39.0
SA Phase II	73	337	6325	6662	86.6	91.3
INITIAL ADMISSIONS Phase II	134	13832	19992	33924	149.2	253.2
Active 1-1-71	57	1395	9341	10736	163.9	188.4
FA Transfer	14	1325	1296	2621	92.6	187.2
YCC Gen. Disch.	7	1722	894	2616	127.7	373.7
Other	4	378	573	951	143.3	237.8
SA Discharge	49	9112	7490	16602	152.9	338.8
FA Recycle	3		398	398	132.7	132.7
TOTAL INITIAL	248	14320	28672	42992	115.6	173.4
RECYCLE ADMISSIONS Phase I	5	43	222	265	44.4	53.0
Active 1-1-71	2		27	27	13.5	13.5
SA Phase II	3	43	195	238	65.0	79.3
RECYCLE ADMISSIONS Phase II	9	1744	971	2715	107.9	301.7
Active 1-1-71	2		228	228	114.0	114.0
SA Discharge	6	1436	637	2073	106.2	345.5
Other	1	308	106	414	106.0	414.0
TOTAL RECYCLE	14	1787	1193	2980	85.2	212.9
TOTAL ALL PHASES	262	16107	29865	45972	114.0	175.5

Comparison: 1969 Data	
Average 1969	Days Total
80.6	94.0
24.6	24.6
49.1	62.7
9.8	110.7
184.4	333.3
205.9	258.9
176.5	286.0
117.0	323.0
183.3	421.4
80.0	393.3
146.8	246.4
71.5	220.4
43.0	43.0
71.7	243.5
196.8	393.6
256.8	43.0
244.8	498.9
149.8	328.6
213.6	258

Appendix II

ICC cost per boy/day in the institutional phase was computed in the following manner:

Total appropriations for MRDC were totaled, which included monies for special equipment, current expenses, repairs and replacement, and salaries of service employees in the institution (including medical staff). The ICC proportion of these expenditures was reached by multiplying the total amount by $25/211$, the fraction of the total MRDC average daily population accounted for by ICC. To this figure was added the salaries of ICC counsellors and special ICC staff, yielding an estimate of total expenditures within the institutional phase of ICC of \$285,156.25. This figure was divided by 25, the average number of ICC boys in the institution each day, giving the average cost per ICC position of \$11,406.25 per year. This figure was in turn divided by 365 to give the final cost per boy/day of \$31.25.

One other method was utilized to compute the cost per boy/day. This method was identical to the above in that it utilized the total expenditure figure of \$285,156.25 found above. That figure, however, instead of being divided by 25 and then 365, was instead divided by the number of boy days in ICC in 1970 (8902 in Phase I initial admission plus Phase I recycle) yielding a number remarkably close to the figure reached above: \$32.03.

Although the latter figure is perhaps a better indicator of actual cost per boy/day, neither figure is entirely accurate

because there is some estimation involved in gathering appropriation figures, and because population figures are computed on the calendar year while budget figures are for the fiscal year. However, the results found herein should be reasonably accurate.

It must also be noted that the average cost per boy varies according to which figure from the above is utilized. Using the first figure one arrives at a cost of \$2,337.50 per boy, and using the second figure the cost is the figure reported in the summary, \$2395.84 per boy. These figures were achieved by multiplying the cost per boy/day by the average length of stay in Phase I.

END