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MINNESOTA-DEPARTMENT OF CORRECTIONS-

INSTITUTION COMMUNITY CONTINUUM-

AN ANALYSIS OF POPULATION MOVEMENT AND PROGRAM EFFECTIVENESS,

FOR THE PERIOD JANUARY 1971 - DECEMBER 1971



Prepared

by

Research, Information and Data Systems

April 1972

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INTRODUCTION

This is the fourth analysis of the Minnesota Department of Corrections Institution-Community Continuum (ICC) Program. The first report covered the period September 18, 1967 through December 31, 1968, (15½ months). The second, third, and present reports cover the calendar years 1969, 1970, and 1971. The latter three reports cover all admissions and releases to the program during a one year period as well as all those active in the various phases of the program at study time.

The ICC program has as it's primary treatment technique, the principles of guided group inter-action also referred to as "positive peer culture." The two phases of the program are divided into the Institutional Phase and the Community Phase. The institutional Phase is a short term (approximately eight weeks) residential treatment situation located in two cottages at the Minnesota Reception and Diagnostic Center (MRDC) at Lino Lakes.

Selection criteria for admission to Phase I have continued as previously and are as follows:

1. Hennepin County boys and other metropolitan area boys when adequate arrangements can be made for their participation.
2. Age range of 14 to 18 years.
3. Not severely emotionally disturbed or mentally retarded.
4. Not eligible for probation from MRDC.

Participants are segregated insofar as possible from other residents of the institution although many of the facilities are used in

common with other programs at the institution; ie., education, food services, recreation, etc.. In the Institutional Phase (Phase I) boys are assigned to three concurrent groups composed of from seven to ten members. Phase I continues to operate with closed groups; that is, once a group is formed no additional members of each group are admitted to it at the same time and are eventually placed in the Community Phase (Phase II) at the same time. The same field agents serve each group in Phase I and Phase II to insure the continuity of the important personal relationships developed in the Institution Phase. While in Phase I, each group meets five days a week for about 1½ hours. At the present time the program uses three of the four units available in its two assigned cottages. The three-shift staff is composed of a director, two supervising correctional counselors, 8-10 field agents, one social caseworker, two sergeant correctional officers and fifteen correctional counselors.

The Community Phase (Phase II) with the 8-10 field agents mentioned above, has as its base operation, an ICC center located in Minneapolis. It is here that a continuing program of intensive work is carried on after boys are released from Phase I. Initially boys are seen four to five times weekly in group sessions by their agent. After two to three months in Phase II, boys are still seen by their agents two or three times a week. Close contact is maintained with family, employers, school, and with other persons with whom the boy has important relationships.

Sometimes it is felt that short term disciplinary returns to Phase I are indicated rather than revocation of their parole. In essence this permits a flexible therapeutic use of institutional controls in preference to formal return for longer periods of stay

which requires action by the Youth Conservation Commission (the paroling authority).

The remedial educational component of Phase II continues as previously with a teacher assigned to the program by the Minneapolis School System.

This report reflects the elimination of recycling as a method of reinstitutionalizing boys who failed to adjust in Phase II. Increased emphasis has been placed on using extended community resources to deal with the problems for which boys were previously returned to the institutional program. Agents have become adept at developing innovative solutions to replace institutional return. These involve restitution and the enlistment of additional community resources to prevent reinstitutionalization.

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, January 1, 1970, or January 1, 1971.
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 or 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 1971. It indicates all movement during the year as well as the January 1, 1972 status or disposition of 152 juvenile boys who participated in the program during 1971.

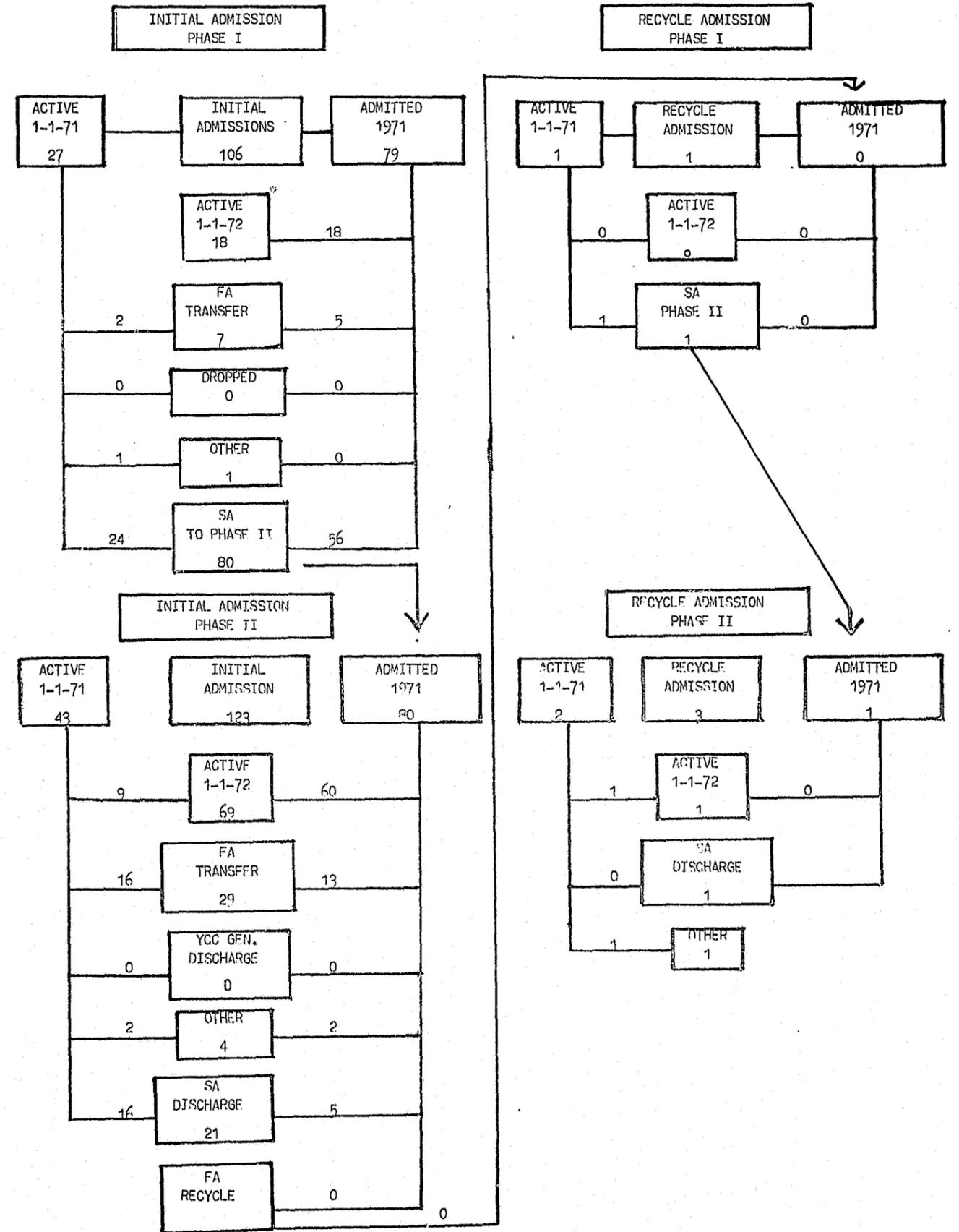


CHART I

FLOW CHART OF ICC POPULATION MOVEMENT FOR 1971

PHASE I ACTIVITY

During the year 1971 there were 106 boys on initial admission status to Phase I, 27 of whom were active on January 1, 1971 and 79 of whom were admitted during the year. Of the 27 carryovers from 1970, 26 satisfactorily completed Phase I and were placed in Phase II, the one remaining boy was discharged to another authority. Of the 79 initial admissions, 18 continued to be active as of January 1, 1972, five failed to adjust and were transferred to other DYC programs, and 56 completed a satisfactory adjustment and were released to Phase II. It is important to note that none of the boys were dropped from the program during Phase I.

During the year, only one boy participated in Phase I after having been recycled from Phase II. This boy was a carryover from 1970 and was discharged to another authority in 1971. The statistics for recycle admissions of Phase I reflect the aforementioned elimination of recycling.

PHASE II ACTIVITY

During 1971 there were 123 boys on initial admission status to Phase II, 43 of whom were active on January 1, 1971, and 80 of whom were admitted during 1971. Of the 43 carryovers from 1970, nine remained active in Phase II as of January 1, 1972, sixteen failed to adjust and were transferred, two were discontinued for miscellaneous reasons and sixteen were discharged from authority after satisfactory adjustment

Of the 80 boys admitted during 1971, sixty remained active as of January 1, 1972, thirteen failed to adjust and were transferred out of Phase II, two were discontinued for other reasons and five were discharged after satisfactory adjustment.

There were three boys who participated in Phase II in 1971 who had been recycled from Phase I, two of whom had been active on January 1, 1971 and one of whom was admitted during that year after satisfactory adjustment. Of the two who were active on January 1, 1971, one continued to be active on January 1, 1972, and one was discharged to other authority.

A comparison of the initial admission figure of 1969 and 1970 and 1971 as shown in the table indicate an increase, then a small decrease in initial admissions to Phase I and Phase II with the elimination of recycle admissions for Phase I and II.

TABLE I: Comparison of Admissions for 1969-70-71

	1969		1970		1971	
	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>	<u>No.</u>	<u>Percent</u>
Phase I, Initial Admis.	87	31.1	114	43.5	106	45.2
Phase II, Initial Admis.	153	54.6	134	51.1	124	52.9
TOTAL, Initial Admis.	240	85.7	248	94.7	230	98.2
Phase I, Recycle Admis.	15	5.4	5	1.9	1	0.4
Phase II, Recycle Admis.	25	8.9	9	3.4	3	1.2
TOTAL, Recycle Admis.	40	14.3	14	5.3	4	1.7
TOTAL ADMISSIONS	280 (193 boys)		262 (182 boys)		234 (152 boys)	

The elimination in recycle admissions was the result of a YCC policy change which was introduced in 1970. This change placed increased emphasis on retaining boys in the community rather than recycling.

Of the 152 boys participating in the ICC 1971 program 64 were terminated from the program and 88 continued to be active as of January 1, 1972. Of those boys terminated 36 failed to adjust and were transferred, (56%); six were given to other authority, (9%); 22 were discharged after successful adjustment, (34%). The above figures indicate that 65% of those terminated were unable to adjust to the ICC program.

Of the 152 boys served, 43 boys on Phase II were subjected to disciplinary action by returning them to the Minnesota Reception and Diagnostic Center for periods ranging from one to 35 days without recycling or termination. The 43 boys in this category spent 462 days (10.7% days average) in this manner.

The 43 boys account for 50 returns. Thirteen of the 50 returnees account for over 50% of the total days (241 days), an average of 18.5 days per return. Eliminating these returns from consideration yields 37 returns spending a total of 221 days in MRDC, an average of 5.9 days which is lower than the previous periods (1969 with an average of 8.8 days and 1970 with an average of 6.8 days).

The modal number of days spent at MRDC for such disciplinary action was three days with seven returns out of 50 being for this duration.

TABLE II: Length and Number of Disciplinary Returns

No. of Days	No. of Returns		No. of Days	No. of Returns	
	1970	1971		1970	1971
0	1	1	20	-	2
1	9	3	21	-	1
2	10	5	22	1	-
3	11	7	23	-	-
4	6	-	24	1	1
5	2	3	25	-	-
6	2	3	26	-	-
7	4	2	27	-	-
8	2	4	28	-	1
9	1	2	29	-	1
10	9	-	30	1	-
11	4	1	31	-	-
12	2	1	32	1	-
13	3	4	33	1	-
14	6	1	34	1	-
15	1	3	35	-	1
16	2	2	39	-	-
17	2	1	49	1	-
18	-	-			
19	1	-			
				no.=83	no.=50

Mode = 7

Mean = 9.2 days

Median = 15.2 days

Total Days = 462

The 50 separate returns occurring in 1971 were divided among boys in this manner: One boy was returned and dismissed on the same day, 34 once, 7 twice and 1 three times, giving a total of 43 boys.

TABLE III: Number of Disciplinary Returns Per Boy

<u>No. of Returns</u>	<u>No. of Boys</u>	<u>%</u>
0	1	2.3
1	34	79.0
2	7	16.20
3	1	2.3
	<hr/>	<hr/>
	43	99.8

COST ANALYSIS FOR THE OPERATION OF ICC

ICC cost per boy/day was calculated separately for both the institutional and community phases.

For the institutional phase, the total appropriations for MRDC were totaled. The ICC proportion of these expenditures was reached by multiplying the total amount by 26/207, the fraction of the total MRDC average daily population accounted for by ICC. To this figure was added the salaries of ICC counselors, giving an estimate of total expenditures within the institutional phase of ICC of \$467,928. This figure was divided by 26, the average number of ICC boys in the institution each day, giving the average cost per ICC position of

\$17,997.00 per year. This figure was in turn divided by 365 to give the final cost per boy/day of \$49.30. These steps for calculation are clarified in Worktable A. Comparing these figures to the general cost per boy/day at MRDC we find that ICC costs are more than general MRDC, \$49.30 : \$37.41.

Worktable A: Phase I - Institutional Phase

Total Expenditure for MRDC	\$2,718,390.00
Special Equipment	16,195.00
Current Expenses	352,156.00
Repairs & Replacement	14,792.00
Salaries of Service, Employees in Inst.(including Medical staff)	\$2,335,247.00

$$\text{ICC proportion} = \$2,718,390.00 \times \frac{26}{207} \text{ ICC average daily population} \\ = \$341,440.00 \text{ MRDC average daily population}$$

$$+ \text{Salaries of ICC counselors } \$126,488.00 \\ = \$467,928.00$$

$$\text{Average cost per ICC position per year} \\ = \frac{\$467,928.00}{26} = \$17,997.00$$

$$\text{Final Cost per boy per day} \\ = \frac{\$17,997.00}{365} \text{ (days in year)} \\ = \$49.30$$

Cost per boy/day in the community phase was calculated in a different manner. However, like the previous phase the total expenditure figures for Phase II were taken as a basic cost. This amounted to \$106,027.00. This figure was then divided by the number of boy days in Phase II in ICC during 1971, which was 26,117,

Worktable C: Costs Per Clients Served in Each Phase in ICC (Cont'd)

$$\text{Cost per boy per day} = \frac{\$1,270.00}{365} = \$3.47$$

A third method of analyzing cost is to combine the expenses for both phases and divide them by the total population who participated in either phase. This method gave an average annual cost of \$4131.28 per boy which when redivided by the year gives \$11.32 per boy per day in the program. This lower figure is due to the fact that both phases were combined and participants in both phases were considered as a totality.

Worktable D: Cost for Total ICC Program by Participants

Phase I = \$467,928.00

Phase II = \$160,027.00

Total Participants 152 boys

$$\begin{aligned} \text{Total expense per year} &= \frac{\$627,955}{152} \\ &= \$4,131.28 \text{ per year} \end{aligned}$$

$$\begin{aligned} \text{Expense per boy per day} &= \frac{\$4,131.28}{365} \\ &= \$11.32 \end{aligned}$$

LENGTH OF STAY IN ICC PROGRAM

Duration of stay within the ICC Program was presented by Type of Release classification, and on a comparative basis for 1969, 1970, 1971. The calculation of the days for each stage took into consideration each case during the period of January 1, 1971-December 31, 1971. The figures were then totaled for each stage.

Table IV compares the total days and the average for each stage by type of release. The figures for total days indicate an increase over the 1970 figures, thus for 1971, the total initial admissions amounted to 34,192 days as compared to 28,672 days for 1970. On the other hand the recycling figures indicate a decrease in total days from either 1969 or 1970. Thus, for 1971 total recycling days were 106,128 days as compared to 29,865 days for 1970, and 41,223 days for 1969. This decrease in total days reflects the aforementioned attempt at eliminating recycling.

The comparison of the average days by type of release indicates an increase in average days per boy for 1971 for both the initial admissions and the recycling admissions. Thus the average days for 1971 for the initial admissions was 149.3 days while for 1970 it was 115.6 days, and for 1969 it was 146.3 days. For the recycling stages the average days for 1971 was 212 days as compared to 1970 with 85.2 days and 1969 with 149.8 days.

A comparison of the participants by type of release, Table V, indicates a decrease in the initial admissions participants for 1971. Thus in 1969 there were 240 participants in the initial admissions as compared to 248 for 1970, and 229 for 1971. Recycling admissions also indicate a decrease for both phases, and this, as was mentioned earlier, is due to the attempt at eliminating recycling. Thus there were four participants for 1971 for the recycling admissions as compared to 14 participants for 1970, and 40 participants for 1969.

TABLE IV: COMPARISON OF DAYS SPENT BY TYPE OF RELEASE 1969, 1970, 1971

<u>TYPE OF RELEASE</u>	<u>1969</u>	<u>1969</u> <u>AVERAGE</u>	<u>1970</u>	<u>1970</u> <u>AVERAGE</u>	<u>TOTAL</u> <u>1969-70</u>	<u>1969-70</u> <u>AVERAGE</u>	<u>1971</u>	<u>1971</u> <u>AVERAGE</u>	<u>TOTAL</u>	<u>1969, 70, 71</u> <u>AVERAGE</u>
INITIAL ADMISSIONS										
<u>PHASE I</u>	7015	80.6	8680	76.1	15,695	78.0	8866	83.6	24,561	80.0
ACTIVE 1-1	320	24.6	2017	61.1	2337	50.8	1477	82.0	3814	59.5
F.A. TRANSFER	344	49.1	194	64.7	538	52.8	345	49.2	883	51.9
DROPPED			105	26.3	105	26.2			105	26.2
OTHER			39	39.0	39	39.0	115	115.0	154	77.0
SATISFACTORY ADJUSTMENT (PHASE II)	6351	94.8	6325	86.6	12,676	90.5	6929	86.6	19,605	89.1
INITIAL ADMISSIONS										
<u>PHASE II</u>	28,215	184.4	19,992	149.2	48,207	167.9	25,326	205.9	73,533	179.3
ACTIVE 1-1	12,559	205.3	9341	163.9	21,900	185.5	11,436	165.7	33,336	178.2
F.A. TRANSFER	2884	176.5	1296	92.6	5180	143.8	5500	189.6	10,680	164.3
YCG GENERAL DISCHARGE	351	117.0	894	127.7	1245	124.5			1245	124.5
OTHER	16	16.0	573	143.3	589	147.2	747	186.7	1336	167.0
SATISFACTORY ADJUST. DISCHARGE	10,845	183.8	7490	152.9	18,335	168.7	7643	363.0	25,978	201.3
F.A. RECYCLE	560	80.0	398	132.7	958	95.8			958	95.8
TOTAL INITIAL	35,230	146.7	28,672	115.6	63,902	130.9	34,192	149.3	98,094	136.8
RECYCLE ADMISSIONS										
<u>PHASE I</u>	1072	71.4	222	44.4	1294	64.7	57	57.0	1351	64.3
ACTIVE 1-1	43	43.0	27	13.5	70	23.3			70	23.3
SATISFACTORY ADJUST. (PHASE II)	932	71.6	195	65.0	1127	70.4	57	57.0	1184	69.6
F.A. TRANSFER	97	97.0			97	97.0			97	97.0
RECYCLE ADMISSIONS										
<u>PHASE II</u>	4921	196.8	971	107.9	5892	173.2	791	263.3	6683	180.6
ACTIVE 1-1	1284	256.8	228	114.0	1512	216.0	402	402.0	1914	239.2
SATISFACTORY ADJUST. DISCHARGE	2448	244.8	637	106.2	3085	192.8	177	177.0	3262	191.8
OTHER	1189	118.9	106	106.0	1295	117.7	212	212.0	1507	125.5
TOTAL RECYCLE	5993	149.8	1193	85.2	2186	40.4	848	212.0	3034	52.3
<u>TOTAL ALL PHASES</u>	41,223	147.2	29,865	114.0	71,088	131.1	35,040	150.3	106,128	136.9

TABLE V: Comparison of Participants by Type of Release 1969, 1970, 1971

Type of Release	1969	1970	Total	1971	Total
Initial Admissions					
<u>Phase I</u>	87	114	201	106	307
Active 1-1	13	33	46	18	64
F.A. Transfer	7	3	10	7	17
Dropped		4	4		4
Other		1	1	1	2
Satisfactory Adjust. Phase II	67	72	140	80	220
Initial Admissions					
<u>Phase II</u>	153	134	287	123	410
Active 1-1	61	57	118	69	187
F.A. Transfer	22	14	36	29	65
YCC General Disch.	3	7	10		10
Other		4	4	4	8
Satisfactory Adjust. Disch.	59	49	108	21	129
F.A. Recycle	7	3	10		10
TOTAL INITIAL	240	248	488	229	717
Recycle Admissions					
<u>Phase I</u>	15	5	20	1	21
Active 1-1	1	2	3		3
Satisfactory Adjust. Phase II	13	3	16	1	17
F.A. Transfer	1		1		1
Recycle Admissions					
<u>Phase II</u>	25	9	34	3	37
Active 1-1	5	2	7	1	8
Satisfactory Adjust. Disch.	10	6	16	1	17
Other	10	1	11	1	12
TOTAL RECYCLE	40	14	54	4	58
<u>TOTAL ALL PHASES</u>	280	262	542	233	775

SUMMARY

In 1971, a total of 152 boys were served by the Institution Community Continuum Program. Phase I served 106 initial admissions and one recycle, while Phase II served 123 initial admissions and 3 recycles. These figures represent a decrease from 1970 for initial admissions in both Phase I and II.

Of the 58 boys terminated from both phases of the program who could be considered either successful completions or failures, 22 (37.9%) completed the program successfully, and 36 (62.0%) completed the program unsatisfactorily. The 0.61/1 success/failure ratio of 1971 is worse than either 1970 (3.3/1) or 1969 (1.6/1).

TABLE VI: Classification of Boys Terminated from ICC

	SA Discharge		Failure FA Transfer		Total	
	No.	%	No.	%	No.	%
<u>Phase I</u>						
Initial Admission			7	12.0	7	12.0
<u>Phase II</u>						
Initial Admission	21	36.2	29	50.0	50	86.2
<u>Phase I</u>						
Recycle Admission						
<u>Phase II</u>						
Recycle Admission	1	1.7			1	1.7
TOTAL	22	37.9	36	62.0	58	99.0

TABLE VII: ICC Population Classification for Phase I

	Active 1-1-72	Failure FA Transfer	Success SA Phase II	Dropped	Other	Total
Initial Admissions Active 1-1-71		2	24		1	27
Initial Admissions During 1971	18	5	56			79
Sub-Total	18	7	80		1	106
Recycle Admissions Active 1-1-71			1			1
Recycle Admissions During 1971						
Sub-Total			1			1
TOTAL	18	7	81		1	107

TABLE VIII: ICC Population Classification for Phase II

	Active 1-1-72	FA Transfer	SA Dis- charge	YCC Gen. Dis- charge	FA Re- cycle	Other	Total
Initial Admissions Active 1-1-71	9	16	16			2	43
Initial Admissions During 1971	60	13	5			2	80
Sub-Total	69	29	21			4	123
Recycle Admissions Active 1-1-71	1					1	2
Recycle Admissions During 1971			1				1
Sub-Total	1		1			1	3
TOTAL	70	29	22			5	126

This decrease in success may be due to the increased emphasis on admitting boys with a greater degree of criminal sophistication, rather than during 1969 when the emphasis was on first offenders with fewer parole violators.

As part of the community phase, 43 boys (29% of all boys participating in Phase II), were returned to the Minnesota Reception and Diagnostic Center. These 43 boys spent a total of 462 days institutionalized for disciplinary reasons in 1971: an average of 10.7 days. However, 13 of these boys account for over 50% of the total time spent on disciplinary returns; the remaining boys spent an average of 5.9 days in this manner, which is shown below the 6.8 average in 1970; and the 8.8 average in 1969. All of the returns were to MRDC.

The total cost for the operation of the ICC Program for 1971 was \$627,955.00 for both the institutional and the community phase. The following table summarizes the different methods by which costs per boy were calculated.

TABLE IX: A Comparative Summary of Costs for ICC by the Different Methods of Analysis

Phase Cost Analysis	Population Analyzed	Per Year	Per Day
<u>Phase I</u>			
Total Cost		\$467,928.00	
- Cost by Daily Av. Pop.	26	17,997.00	\$49.30
- Cost by Clients	107	4,373.00	11.98
- Cost by Bed Maintenance	36 43 *	12,988.00	35.61
<u>Phase II</u>			
Total Cost		\$160,027.00	
- Cost by Daily Av. Pop.	71.5	2,252.00	\$6.16
- Cost by Clients	126	1,272.00	3.47

* Total Daily Bed Capacity of Phase I is 36

TABLE IX: A Comparative Summary of Costs for ICC by the Different Methods of Analysis (CONT'D)

<u>Phase Cost Analysis</u>	<u>Population Analyzed</u>	<u>Per Year</u>	<u>Per Day</u>
<u>Combined Cost for Phase I and II</u>			
Total Cost for ICC		\$627,955.00	
- Cost by No. of Boys Served	152	4,131.00	\$11.32

On the whole the table indicates higher costs for the operation of Phase I - the institutional phase.

Analysis of the time spent in the ICC program indicated an increase in the total days of stay at the initial admissions in both Phase I and Phase II. There was also a decrease in the total days for the recycling stages of the program in 1971 and this is due to the emphasis on the elimination of the recycling process.

Comparing average days for each of these years indicated an average increase for both stages of the program.

Finally a comparison of the participants in the program indicated a decrease in the initial admissions and recycling admissions for 1971. This decrease in population may be an indication of the growing cost for the operation of the program.

END