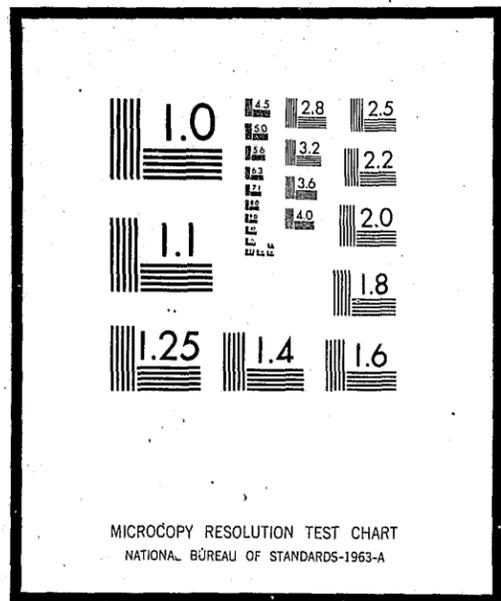


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Minnesota  
ANISHINABE WAKI-IGAN, INC.

A Preliminary Evaluation Report

prepared by

Project Evaluation Unit

Governor's Commission on Crime Prevention and Control

April, 1974

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I. DESCRIPTION

A. THE ANISHINABE WAKI-IGAN PROJECT

1. Background Information

Anishinabe Waki-igan is a halfway house for male Indians who are returning to the metropolitan community from correctional institutions. On January 10, 1971 an open house for all social services workers in the metropolitan area was held at the Indian Newgate Project at the Minneapolis City Workhouse. The idea for a halfway house for Indian men developed out of a discussion of the problems of Indian inmates at the Workhouse. A Board of Directors was formed to help implement this idea. The By-Laws and Articles of Incorporation were drawn up and Anishinabe Waki-igan was incorporated by the State of Minnesota on August 31, 1971.

Much of the first year of operation of Anishinabe Waki-igan was spent in locating a suitable residence. The project operated out of a storefront in north Minneapolis as the Northside Indian Center from January, 1972 through April, 1972. The present residence in south Minneapolis was obtained in April, 1972. Renovations of the house and preparations for accepting residents continued into June, when the first resident was admitted to the project.

The facility at 3033 Portland Avenue South is a three-story, twenty-six room house. The house contains ten bedrooms with one or two beds per room for a capacity of sixteen clients at a time. Two lounges and a game room provide recreational facilities in the house for reading, watching television, or playing table games. The main floor of the house contains office space

for the staff, a reception area, dining room and a commercial kitchen, while the bedrooms and lounges are on the upper floors.

Anishinabe Waki-igan is on Portland Avenue a half block south of Lake Street. With the exception of the commercial area along Lake Street, the residence is in a neighborhood of multiple-unit dwellings which the staff describes as "well-kept" or "not too rundown." Recreational opportunities in this area include movie theaters, a pool hall, bowling alleys, and gymnasiums. Bus transportation gives the residents access to any recreational facilities in the city. In addition to bus transportation, clients have access to personal cars of staff members and friends and a van owned by the project. One drawback of this location is that employment opportunities in the immediate area are very poor. The fact that transportation is necessary for employment presents a problem for most of the residents of the project.

When Anishinabe Waki-igan, Inc. began its operations, it sought a house on the northside of Minneapolis. Although neighborhood opposition prevented location of the house on the northside, the project director reports that the project has received moderate to high acceptance in its present location. Indeed, little neighborhood opposition has been generated since the project moved to the southside of the city.

Anishinabe Waki-igan has received funds for thirty-two months of operation through grant awards of LEAA monies from the Governor's Commission on Crime Prevention and Control. The Commission has provided \$239,636.00 to support the project from September 23, 1971 through July 31, 1974. Table I provides the details of the grants.

TABLE I				
GRANT AWARDS TO ANISHINABE WAKI-IGAN, INC.				
GRANT NUMBER	DATE OF AWARD	LEAA SHARE	OTHER MONIES	TOTAL AWARD
14-16-60-07-074(71)	9/31/71	\$ 78,750	\$ 30,500	\$109,250
14-16-60-07-123(71)	11/11/72	35,250	15,700	50,950
14-20-60-07-123(72)	3/01/73	42,000	17,000	59,000
4318707473	7/02/73	83,636	27,879	111,515
TOTALS		\$239,636	\$ 91,079	\$330,715

## 2. Project Goals

The goals for Anishinabe Waki-igan, Inc., as listed in the 1973 grant application, are as follows.

1. To provide a temporary home for sixteen men just released from the Minneapolis Workhouse and other correctional institutions and chemical dependency programs such as Anoka State Hospital, Pioneer House and Meadowbrook. The men are expected, with the assistance of the staff, to find work or training and to find alternative housing as soon as possible.
2. To provide employment counseling, employment referrals, referrals to training resources and social services.
3. To utilize the group spirit and services of the Indian Project Newgate at the Minneapolis Workhouse.
4. To provide educational programs for the clientele. This will help their need in living in a non-Indian culture.
5. To provide Indian culture programs which include history, language, religion, art, music and dance. This provides the men the opportunity to live in a more homelike atmosphere.

6. To provide individual and group counseling. The counseling provides a means to understanding one's self and possibly a means to overcome conflicting dilemmas.
7. To provide a community-based treatment institution as an alternative disposition to the Workhouse for those Indian men considered appropriate by the courts.

Discussions with the project director revealed three ultimate goals of the Anishinabe Waki-igan project:

- A. To reduce the proportion of Indian men in the Minneapolis Workhouse;
- B. To break the cycle of repeated criminal activity among the members of the target population, and
- C. To reduce recidivism among Indian men.

Of the seven goals listed on pages three and four, the executive director feels the first is the most important in terms of leading toward the project's ultimate goals. Providing a home for homeless men coming out of corrections institutions is viewed as extremely important because most of the Anishinabe Waki-igan clients are broke when they are released from institutions and would become a burden on someone else without the project. The alternative would be that these men would return to previous illegal lifestyles in an attempt to "make it" on the streets. The second most important of these seven goals is to provide the individual client with help to get a job or enter a training program. Anishinabe Waki-igan is basically a short-term program for the Indians returning from institutions. Provision of a home at the time of release is seen as important for giving the clients basic survival needs. Obtaining employment or training is viewed as important for making the client self-sufficient as soon as possible. The program

is geared toward clients who would use the home as their residence for four to six weeks while they prepare for independent living.

### 3. Project Staff

The Anishinabe Waki-igan staff has seven positions of which five are full-time and two are part-time. An agreement between the Anishinabe Waki-igan Board of Directors and the executive director of the project lists the following duties of the executive director: (1) To employ and supervise the staff as established in the grant proposal under the direction of the Board. (2) To establish policies and procedures for the operation of the group home. (3) To establish and direct operations of a social services referral program as outlined in the grant proposal. (4) To maintain all fiscal and financial aspects of the program, i.e., keep an accurate book-keeping system, purchasing system and submission of reports to appropriate authorities. (5) To submit monthly reports to the Board of Directors and submit quarterly reports to the Governor's Commission on Crime Prevention and Control. (6) To prepare and present grant proposals to the Governor's Crime Commission and seek alternative and supplemental funds for the operation of the program. (7) To act as the public relations officer for the program.

The assistant director has the primary responsibility for coordination of Anishinabe Waki-igan with outside resources for training, employment, housing and social services. He should have a working knowledge of social work principles. He also acts as a "salesman" for the program and is capable of developing a man's motivation. As assistant director for the pro-

ject he is responsible for helping the executive director as the latter sees necessary for the operation of the project.

The job developer looks for employment opportunities for the clients. He also has the responsibility for developing a spot labor service operating out of the house. He counsels each client on employment and training and helps clients find jobs. During the client's first week at Anishinabe Waki-igan, the job developer interviews the client to determine his work habits, work record, previous training and employment interests. He provides training on applying for jobs and develops a client's job-seeking skills. The next two weeks are devoted to helping the client find a job or obtain placement in a training program. The fourth week is spent helping the client prepare for independent housing placement.

The secretary answers the telephone, takes dictation, types letters and reports, keeps accounts and, without making or changing policy, functions in the place of the executive director when he is out of the house.

The chef purchases food and supplies; is responsible for menu preparation; for sanitary conditions in the kitchen and food services areas; for preparation of daily meals; for having the best food possible within the limits of the budget. He keeps records of his costs so that he does maintain good quality food but does not exceed his budget.

The position of house manager/counselor has been split into two half-time positions. The house manager assigns cleanup details and is responsible for keeping the doors locked at night and on weekends. This is a live-in

position, so the night manager provides nighttime staff coverage of the house. The counselor is the group leader for the group counseling sessions. He interviews each client at intake, interviews prospective clients at the Workhouse, keeps files on each client, and provides individual counseling as needed.

Anishinabe Waki-igan has found that some clients relate to particular members of the staff more openly than to other staff members. Consequently, each staff member has the responsibility of providing individual counseling as needed by the clients in the house.

All of the staff positions at Anishinabe Waki-igan, Inc. are filled by members of minority groups. The position of secretary is filled by a female, while the other positions are all filled by males.

While staff members have input into house policies and procedures, the executive director has the final say on what policies and procedures Anishinabe Waki-igan will follow. He also has final approval on the admission and termination of clients.

#### 4. Program Structure

The program at Anishinabe Waki-igan may be briefly described as a short-term placement for men who have no alternative placements in the community and need assistance with problems that can be handled by the project staff. Counseling plays a central role in the program. In-house counseling concentrates on personal problems and employment assistance. Other problems are handled by referrals to other agencies.

All residents are required to attend the group counseling sessions which meet three times a week. The group sessions are a form of peer group counseling using peer pressures and advice when dealing with problems. While the counselor acts as the group leader and sets the pace and tone of each meeting, clients have most of the input into the discussions. Most of these counseling sessions concentrate on the individual problems of clients. For example, a new resident will be the subject of his first group meeting. At this session he will tell his life story, which the group analyzes, stressing analysis of his problems and how he handled them in the past. After this session, the subject of the meetings will vary from client to client with at least one meeting concentrating on the client's arrest. One group meeting per week will concentrate on employment problems.

In addition to the group meetings, two individual counseling sessions are scheduled for each client each week. The counselor meets weekly with each client. While these individual counseling sessions may involve any aspects of the client's life and present status, they concentrate on current personal problems. The other weekly session is spent with the job developer, who advises the client on his employment strengths and weaknesses and reviews job openings for which the client is qualified. In addition to employment, the client and job developer will discuss the possibilities of vocational training and education. The job developer will help the client line up interviews and, if needed, will provide transportation to the interviews. As was noted earlier, all staff members have responsibilities for providing individual counseling on an as-needed basis. Anishinabe Waki-igan provides twenty-four hour staff coverage at the residence so someone is available for counseling at all times.

While the program for each individual client will vary according to the client's needs and problems, Anishinabe Waki-igan has a basic five-week "progress plan" for its clients. The first week is a period during which the client adjusts to the project and the project staff get to know the client's needs. The counselor interviews the client at intake to collect basic information about the client and to review the project with him. During this week the job developer will also interview the client for possible employment and/or education or training referrals. If needed, clothing appropriate for employment or training will be provided.

Much of the second week is spent training the client in better living habits, such as eating, dressing, keeping a schedule and other habits that are necessary to prepare him for employment, education or vocational training. During this week the client works closely with the job developer exploring placement leads appropriate for the client.

If things go according to the basic program plan, the client will begin his job or training during the third week of residency. By the fourth week the client should be working at a job or enrolled in an educational or vocational training program. If the client was able to obtain employment without too much trouble, he may receive his first paycheck at the end of the fourth week. The staff will help the client develop a budget for his funds and encourage him to begin saving money.

During the fifth week the staff and client begin planning for the client's termination from residency at Anishinabe Waki-igan. If the client has a job or is enrolled in an educational or vocational training program and

has adjusted to living outside the institution, the client is ready for a residential placement other than Anishinabe Waki-igan. As soon as housing can be found, the client moves out of the house.

Although this "progress plan" is based on a five-week schedule, modifications are made on an individual basis to fit the needs of the client. Program "success" is based on employment and/or training and the client's ability to provide for himself and his family. Consequently, clients are not released from residency unless they can provide for themselves and have demonstrated that they can responsibly manage their money. Thus, clients who do not get jobs in the third or fourth week and clients who "blow" their first paychecks will remain at Anishinabe Waki-igan beyond five weeks. The staff and the client - with opinions from the group - determine when the client is ready to move out of the house. In some cases, this decision must be approved by the client's parole/probation officer, who will usually concur with the staff.

Post-program "success" for Anishinabe Waki-igan clients is much harder to assess. Some clients have a long history of repeated involvement with the criminal justice system. The project director thinks such men are successful if they can stay out of jail for six months or more. Other clients would not be considered successful unless they retained their jobs or completed training programs and gained employment. Because of the diversity of Anishinabe Waki-igan clients, "success" in terms other than not being jailed again is difficult to define. For the same reason, the only definition for "failure" is a return to a correctional institution. However, those who may be reincarcerated also may re-enter Anishinabe Waki-igan when they are released.

As with other projects, clients may be released from Anishinabe Waki-igan if their behavior is not in keeping with the program. Clients may be terminated from the project for not attending group meetings, for repeatedly getting drunk, or for using the project solely as a flophouse. If a client is willing to work on his problems, Anishinabe Waki-igan will work with him. But if he is not willing to work for himself, he will be terminated from the project. When this occurs, he will be confronted with his behavior by the staff and the group who will each present its opinion of whether to keep or discharge the client. The project director, however, will make the final decision.

Once a client has completed his residency at Anishinabe Waki-igan, he has no obligations to the project. However, he could be employed by the project as house manager, full-time or on weekends. Clients are also allowed to return to the house for group meetings, although they usually return only when they have problems. Any clients who are facing real difficulties on their own may move back into the house.

In addition to their resident clients, Anishinabe Waki-igan serves other people who come to them for help. While the project does not reserve space for crisis placements, crisis clients will be admitted if alternative placements are unavailable. However, their main service to non-residents is referral to other, more appropriate placements. Because these contacts are usually initiated by telephone, no data are kept on referrals of persons who are not residents. But the project director estimates that ten to fifteen telephone referrals are made each week by Anishinabe Waki-igan staff members. The problems that lead to referrals include employment, legal counseling,

housing, education, vocational training and drug or alcohol problems.

In addition to referrals, Anishinabe Waki-igan has set up an inter-tribal dance club. This club is open to both residents and non-residents and is part of the project's efforts to increase cultural awareness among Indians. The project also has developed a youth action council, a class for young people, which concentrates on helping youth understand and deal with drug and alcohol problems. Anishinabe Waki-igan has sponsored a basketball team for youth in the community.

As with non-residents, Anishinabe Waki-igan refers residents to other agencies. The referral services complement in-house counseling as the other major part of the program. Referrals of clients concentrate of four areas: employment, education or vocational training, drug/alcohol problems and Indian problems. Clients have been referred to the following organizations or agencies.

- A. EMPLOYMENT: B.I.A., Minnesota Department of Manpower Services, Upper Midwest American Indian Center
- B. EDUCATION OR TRAINING: Workhouse Project Newgate, Minneapolis Public Schools, University of Minnesota, Indian Upward Bound, Project S.T.A.I.R.S., Student Support Program, Minnesota Private College Council, B.I.A., T.C.O.I.C., C.E.P., Minneapolis Skill Center
- C. DRUG/ALCOHOL PROBLEMS: Indian Neighborhood Club, Indian Guest House, Anoka State Hospital, Pioneer House, Meadowbrook
- D. INDIAN PROBLEMS: Indian Upward Bound, Upper Midwest American Indian Center, Indian Neighborhood Club, Indian Dance Club, Nee-Gee Center

In addition to these agencies and services, clients may be referred to agencies for medical and legal problems, housing and welfare assistance.

Because referrals are made on the basis of the individual client's needs, it is hard to determine which agencies provide the most useful services. For example, the most important service for a client with civil-legal problems would be legal aid, whereas the most important service for an unskilled client may be vocational training. Although individual needs must be considered, in the opinion of the project director the B.I.A. provides the most important services to Anishinabe Waki-igan clients. The B.I.A. provides money to clients, maintains a job bank for employment, and can provide funds for education and training. Next in importance the project director named T.C.O.I.C. and C.E.P. for their employment training programs. These choices affirm the emphasis Anishinabe Waki-igan places on employment and training for its clients.

## B. THE CLIENTELE

### 1. Admission Criteria

Anishinabe Waki-igan is a program for male Indians who have spent time in correctional institutions. While the program was originally designed to work with Indian men from the Minneapolis Workhouse, it has been modified to accept clients from other institutions and from the courts. Alternative placements in the community are usually unavailable at the time of release. No other formal criteria for admission exist.

As far as can be determined, almost all clients have fit these criteria. Two non-Indians have been accepted as residents because they had participated in the Indian Project Newgate while in the Workhouse. The age range of Anishinabe Waki-igan clients has been 15 to 82. Since the project opened, clients have been accepted from the Minneapolis Workhouse, Minnesota State

Prison, State Reformatory for Men, Thistledeew Camp, Boys Totem Town and the courts.

Potential clients may apply directly to the project. Men in the Minneapolis Workhouse are introduced to Anishinabe Waki-igan through the Indian Project Newgate in operation at the Workhouse. The assistant director interviews prospective clients at the State Prison on Tuesdays and Thursdays. Clients may be accepted into the project as walk-ins, if they have been in the Workhouse in the past year.

No formal admissions procedures exist. Admission to the project consists of applying to the project and providing intake information at admission to residency. During the intake interview the rules of the project are explained to the client, a bed is assigned and a tentative schedule is set up for the client.

A Court Services Screening Committee may send men to Anishinabe Waki-igan for pretrial residence, while awaiting sentencing, and as an alternative to incarceration. These men are accepted if the project has room for them. In all cases the project director, on the advice of staff members, has the final decision on who is admitted.

Detailed analysis of the clientele is not possible. The Project Evaluation Unit did not begin working with Anishinabe Waki-igan until late in 1973. By this time the project had served approximately 250 clients, in the estimation of the project director. Because the project has a small staff, we could not require that they go back through the files and provide data

on all previous clients. As a compromise, we agreed with Anishinabe Waki-igan that they would provide intake and termination data on fifty clients selected to provide a non-random sample representative of the cross-section of institutions from which clients came. Anishinabe Waki-igan claims to have delivered the data to the front desk at the Commission offices. However, full data on only eleven clients and partial data on eleven more clients was delivered to the Evaluation Unit. We have been unable to track down the remaining data. Consequently, we cannot provide a representative description of Anishinabe Waki-igan clientele. Lack of data also prohibits an analysis of the efforts of Anishinabe Waki-igan and the effects of these efforts. For example, we cannot determine to what agencies clients have been referred, to what extent Anishinabe Waki-igan clients find jobs or enroll in education or vocational training programs, or what proportion of clients successfully complete the residential program. Nor can we provide a representative description of the kinds of problems Anishinabe Waki-igan clients have when they enter residency. The Evaluation Unit and Anishinabe Waki-igan have now agreed that the project will supply complete intake and termination data on all clients from February 1, 1974 through July 31, 1974. These data will be used for a later report on client activities and results.

## II. SUMMARY

Anishinabe Waki-igan is a halfway house for male Indians involved in the criminal justice system. It was originally designed as a residential reentry program for Indian inmates in the Minneapolis Workhouse. Since the project became operational, it has accepted Indians from other correctional facilities, including the Minnesota State Prison and the State Reformatory for Men. It has also accepted clients directly from the courts prior to institutionalization.

The Anishinabe Waki-igan program is basically a short-term placement. During residency, clients receive individual counseling on personal problems and participate in group counseling sessions modeled after the techniques of peer group culture. Clients also receive employment counseling while in the house. Other problems, such as legal matters, vocational training, medical aid and chemical dependency are handled via referrals to qualified agencies. Anishinabe Waki-igan has developed a number of referral sources for employment, vocational training, education, legal aid, and so on, and seems well-qualified for this aspect of the program. The immediate end of this program is to get the clients to accept responsibility for themselves and to become self-sufficient without resorting to illegal behavior. Ultimately, Anishinabe Waki-igan hopes to reduce recidivism among Indians who have been incarcerated in Minnesota and to reduce the proportion of Indians in the Minneapolis Workhouse.

As was noted above, we do not have data to analyze the efforts and effects of the Anishinabe Waki-igan program. The project director estimates

that the project had served 250 clients by the end of 1973. Because the project has a small staff, we did not require that intake and termination data be provided on all clients. As a compromise we agreed with Anishinabe Waki-igan that they would provide a non-random representative sample of intake and termination forms on fifty clients. Although the project claims to have delivered these data, data forms on only twenty-two clients were received by the Evaluation Unit. These data were too incomplete to provide an analysis of Anishinabe Waki-igan clients and their activities. Complete data on all clients from February 1 through July 31, 1974 will be provided by the project and will be the basis for an additional report on this project.

The residential facility at 3033 Portland Avenue South in Minneapolis has a capacity for sixteen clients. However, Mr. LeRoy Thomas, the project director, reports that the house has never been filled to capacity. He cites funding uncertainties in November, 1972 and July, 1973 as reasons for below capacity populations at those times. During the past year, he thinks the house operated below capacity because of the initiation of the new paroling authority and longer Workhouse sentences. However, the impact of these causes is difficult to judge because the house has never operated at capacity. The short-term residency of the program and its consequent high rate of turnover of clients would also contribute to below capacity operation.

**END**