

MINNESOTA  
DEPARTMENT OF CORRECTIONS

PAST EFFORT  
1970-1977

FUTURE DIRECTIONS  
1978-1981

REPORT TO THE 1977 MINNESOTA LEGISLATURE

MICROFICHE

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# Introduction

# Introduction

DEPARTMENT MISSION STATEMENT  
A CHRONOLOGICAL SUMMARY OF CORRECTIONS  
THE CONTEXT OF CRIMINAL JUSTICE  
ISSUES IN CRIMINAL JUSTICE



DEPARTMENT OF CORRECTIONS  
ORGANIZATIONAL STRUCTURE AND MISSION STATEMENT

## INTRODUCTION

### A. Mandate

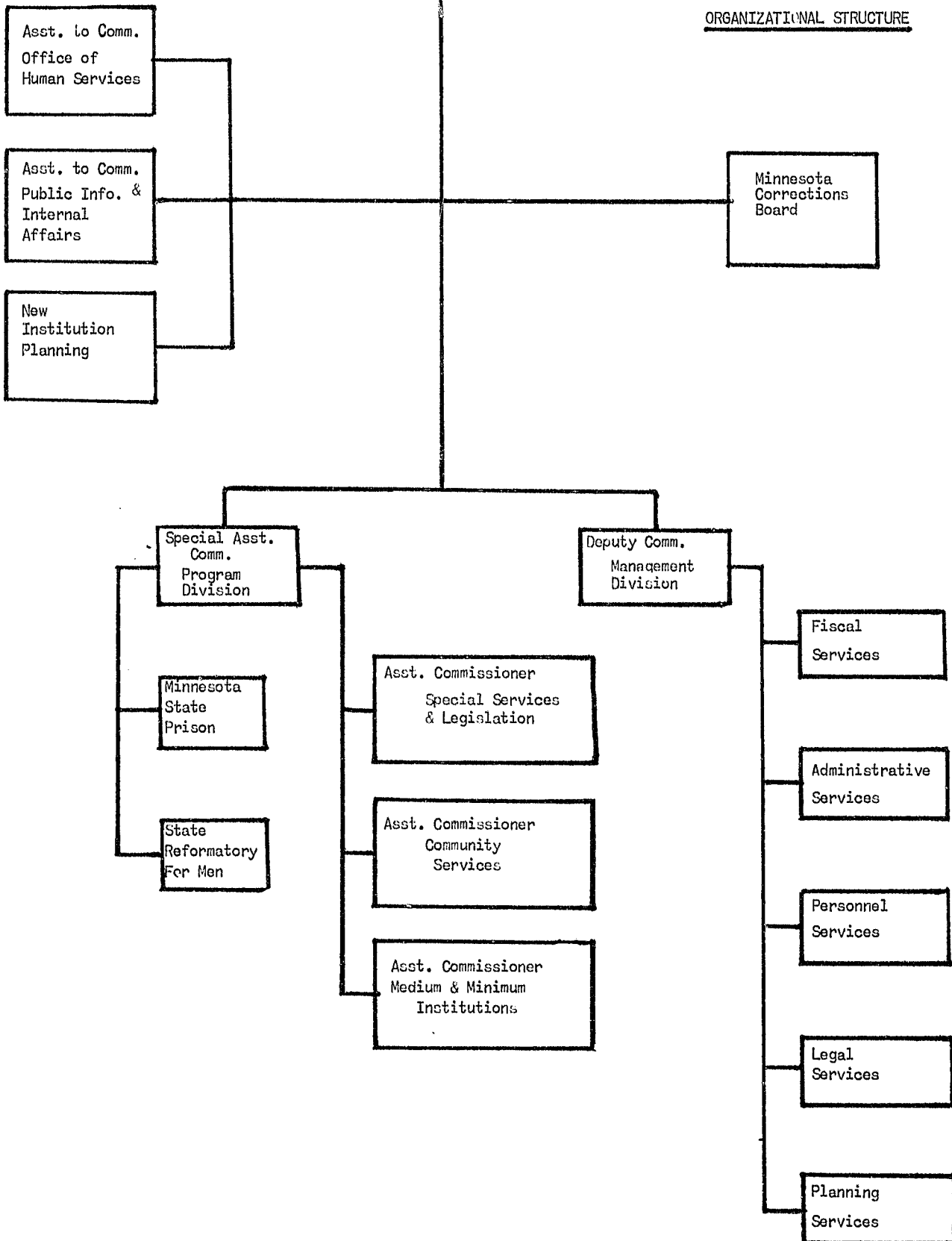
- The 1975 Minnesota Legislature required that the Department of Corrections accomplish the following planning activities during 1976:

"\$300,000 of this appropriation is available after submission of the above plan to the senate finance and house appropriations committees, to develop for the 1977 legislature the following:

- a. Preliminary architectural plans.
- b. A progress report on the population changes.
- c. A master plan for the 1977 to 1979 biennium." (M.S. Chapter 434, Sect. 3, subd. 1(d))

### B. Content

- This report and the companion summary document are responses to numbers b and c above, updated population projections and a departmental master plan. Preliminary architectural plans will be separately submitted in another report to the Legislature. The plan covers the period 1977 to 1981, to provide a more long-range overview of departmental activities.
- The plan contains the following sections:
  - an introductory section designed to place Minnesota's criminal justice system within a national context, the department's mission statement, and a summary of correctional issues;
  - a section on state institutions, which contains material on population projections, and past and projected future use of and programming in state institutions;
  - a section on community corrections programming, including the effort expended in implementation of the Community Corrections Act, the impact or effect of this effort, future implementation plans, and past and planned activities in the areas of probation and parole releasing and supervision, the Community Corrections Centers Act, community corrections programs contracted with, operated or sponsored by the department, group homes subsidy programs, and programs aimed at alleviating the plight of the crime victim;
  - a section on local correctional institutions for which the department has standard-setting and enforcement responsibilities;
  - a final section covering several major support services within the department, including training, information systems, and the implementation of due process procedures.

FIGURE 1: MINNESOTA DEPARTMENT OF CORRECTIONS  
ORGANIZATIONAL STRUCTURE

MINNESOTA DEPARTMENT OF CORRECTIONS  
MISSION STATEMENT

The mission of the Minnesota Department of Corrections is the community's protection; to accomplish this, the Department is committed to the development and provision of programs that will both control offenders' inappropriate behavior and assist offenders in functioning as law abiding citizens.

In setting this as its mission, and in the development and provision of programs, the Department has operated within the framework of a series of beliefs. These include:

- The Minnesota Department of Corrections believes that correctional sanctions imposed on convicted offenders serve a multiplicity of purposes which may vary with the type of offender. A convicted murderer may be sentenced for deterrence and retribution; the armed robber may be sentenced for incapacitation; the chronic petty forger may be sentenced not only for deterrence, but also for reintegration, to expose the offender to experiences and opportunities that can provide a means and stimulus for pursuing a lawful style of living in the community.
- The Minnesota Department of Corrections believes that crime and delinquency are symptoms of failure and disorganization, not only of the offender but also of society. All too frequently, the person convicted of a crime has had limited contact with the positive forces that develop law abiding conduct (i.e., good schools, gainful employment, adequate housing, and rewarding leisure time activities). The Department supports the expenditure of staff time and subsidy money for the advocacy of social change, whenever such change is designed to impact on those conditions which are conducive to the commission of crime.
- The Minnesota Department of Corrections accepts the premise that prisoners should retain all the rights of free citizens except those expressly or by necessary implication taken from them by law. The offender is entitled to basic human rights to the degree that this does not violate the rights of others.

It is upon these assumptions, then, that the Department develops its programs.

PROGRAMS

Community Programs

The Department believes that offenders who are not threats to the public safety can and should be placed in programs in their own communities. By offering a variety of subsidies (most notably through the Community Corrections Act of 1973), the Department encourages local communities to develop and maintain their own correctional programs. Such subsidies both encourage the community to keep the "non-dangerous" offender close to his own community for programming/punishment and encourage the community to send the dangerous, violent offender away to State institutions. Likewise, such subsidies allow the community to make its own decisions about types of programs and services it will offer, which may include such things as adult and juvenile diversion projects, probation, restitution programs, group homes or halfway houses, work release programs from the local jail, expanded jail services and programs, parole, etc., and could focus on community supervision, surveillance and/or treatment.

The Department assumes responsibility for assisting the local communities in development of community-based correctional programs, provides technical and financial assistance, and sets standards for program management and operation.

### Use of Institutions

The Department, recognizing that there are offenders who must be removed from the community, believes that the following statements provide a basic framework around which the correctional process and programs of the institutions should be designed:

- Progression of an offender through the system and his subsequent rehabilitation are negatively correlated. Therefore, institutional programs that minimize such progression but are consistent with public safety are desirable.
- Offenders violate the law for a variety of personal and environmental reasons. As a result, they are better served by programs that are more consistent with their own life situations. The Department rejects the belief that offenders can be coerced into conforming, since significant behavior change is effective only if the individual desires to change. Corrections programming will be directed toward providing positive reinforcement for the person who voluntarily selects a program of self-improvement.

Correctional systems should facilitate the offender's access to services but should rarely impose them. The Department believes that correctional services should provide for remedial education for the educationally disadvantaged, vocational education for the unskilled, higher educational opportunities, treatment for the disturbed and anxious, medical care for the sick, reintegration services for the socially impaired, restraint for the dangerous, and supportive community services.

### ADMINISTRATION

While the Department is committed to the operation of more programs at the local level, it is equally committed to centralizing its management and administrative responsibilities. As it reduces its role in direct services, the role of support services, financial and technical assistance, development and enforcement of standards and management of central services (i.e., industries, medical services, personnel and training), increases.

The Department, recognizing the need for a management system that is sound and efficient, believes the following statements provide a basic framework around which it should be designed:

- There shall be clearly established and articulated organizational and divisional goals, with a built-in ongoing evaluation.
- There shall be an organizational research capability for adequately identifying problems and needs of the agency and a sound planning capability for designing strategies to address these problems and needs. This planning function shall be integrally related to the budget development and control. Likewise, the evaluations conducted should address both programs and cost effectiveness.

- There must be management and evaluation systems of staff effectiveness; programs for career development shall be developed to ensure that the importance of individual contributions will be recognized and rewarded by appropriate remuneration.
- Training programs shall be developed and implemented to maximize the effectiveness of correctional staff.
- Because correctional clients are of many races and creeds, it is critically important that staff are selected to be similarly represented. This requires strong affirmative action steps taken towards recruitment, retention and promotion of minorities and women.
- Additionally, the Department shall encourage the use of volunteers in all levels of correctional services. These volunteers shall receive training, will be given specific responsibilities, and will be held accountable for achieving designated goals and objectives.
- Some special services need to be provided under correctional auspices and whenever possible such services should be purchased for the offender from private and community agencies. Eventually, correctional services should consist primarily of referrals to appropriate agencies and the maintenance of incarcerating facilities for the control of the dangerous offender. The impracticability of this goal at present should not obscure consideration of its desirability as a long range goal.

#### CRIMINAL JUSTICE SYSTEM

Corrections is but one part of the Criminal Justice System. Since the crime problem is complex and involves many elements of society, the Department shall make efforts to promote a sense of proprietorship and participation in correctional programs on the part of legislators, citizens, and elements of the Criminal Justice System. It will seek to accomplish this through the use of advisory committees, administrative boards and by developing community understanding and support for effective correctional programming. Likewise, it will make efforts towards development of cooperative working arrangements and joint programming with other elements of the criminal justice system, especially law enforcement and the courts.

Finally, the Department sees the victim as an integral - and often overlooked - part of the Criminal Justice System. While the Department clearly recognizes that not all crime victims can be restituted, it is our position that whenever possible, the victim has the right to restitution through the State's good offices. In these cases, the victim's compensation should be a condition of the offender's sentence; restitution should be an element in the consideration of all criminal justice decision-makers. Where restitution is not desired or feasible, the Department believes an equitable basis for compensation from public funds should be available.

MINNESOTA DEPARTMENT OF CORRECTIONS  
JUVENILE MISSION STATEMENT

Correctional services for adjudicated children in Minnesota include a wide variety of programs and services--including prevention, probation and parole services, local and state detention, and treatment programs of a residential and non-residential nature as well as state operated institutions. These services and programs involve varying combinations of state and local financing and operational responsibility. As a part of its responsibility to the correctional subject, staff and citizens of the state, the Department of Corrections has developed this Mission Statement expressing the beliefs which guide its practices in the delivery of correctional services.

Purpose of Juvenile Corrections

The purpose of the juvenile correctional system is to reduce and control juvenile crime by providing structure, control and the opportunity for the development of personal and social competency on the part of the offender. This purpose shall be achieved through the use of fair, humane and just procedures, with fairness being the context of the correctional system.

The Setting for Juvenile Corrections

The Department believes, supported by experience, that the response to the delinquent holding the greatest promise in fulfilling the purpose of corrections lies in locally administered programs which fully utilize community resources essential to the movement of the offender into the law-abiding mainstream. Such an approach is similar to what the rich and powerful provide for their children, as opposed to sending them to the State correctional system which is populated almost entirely by the children of the less privileged. The Department has and will continue to actively support the expansion of programs for children and youth operated for and by communities. The Community Corrections Act of 1973 is the primary means by which this is to be accomplished. Delinquent behavior has both personal and social components and can be seen as a lack of congruence between personal needs and behaviors and social demands. While the ultimate responsibility for behavior lies with the individual, the community should accept responsibility for offering a variety of just and humanely operated programs and services.

Government at the State level has accepted an increasing responsibility for providing a substantial portion of the fiscal resources needed by local correctional programs as well as assuming responsibility for providing the necessary support services. Accordingly, the central function of the Department of Corrections shall increasingly be one of providing financial and technical support services for local correctional programs as well as directly operating correctional programs for the most serious or repetitive offenses.

Non-custodial Dispositions for Juveniles

The Department of Corrections actively encourages and supports the development of non-custodial sanctions which do not result in the removal of the youth from his or her home. The Department will continue to take the initiative, encouraging the use of such sanctions which take into consideration the situation of the crime victim. The result of victimization is the same, irrespective of whether the victim has been offended by an adult or a youth. All too commonly the crime victim is neglected by the various components of the juvenile justice system. The Department strongly encourages the careful and thoughtful use of fines, suspended sentences, monetary restitution as well as restitution in the form of either services to the larger community or to the direct victim of the delinquent offense.

In those instances where the above-described sanctions cannot be legally inaugurated, the Department will support legislation in that direction.

#### Commitment of Juveniles to the Commissioner of Corrections

Minnesota Statutes provide that children adjudicated as delinquent can be committed to the care and custody of the Commissioner of Corrections. The Commissioner then has the authority to retain the youth within a state correctional institution or utilize a variety of alternative placements including group homes, foster care facilities, private residential and non-residential programs and services. Commitment to the care and custody of the Commissioner should be viewed as a drastic procedure, literally representing the expulsion of the youth from his or her immediate community. Because of the serious implications which commitment has for the youth, this step should only be taken after careful attention and consideration of possible less dramatic placement alternatives, balanced by the concern for public safety. The protection of the public is, in the final analysis, the single, most appropriate basis for commitment to state institutions.

As commitment includes care, custody and rehabilitative responsibilities, this process can allow the community to disclaim direct responsibility for some periods of time. Continued local responsibility - even for its institutionalized children - is a goal of the Department of Corrections.

Children committed to the care and custody of the Commissioner shall retain all the rights of free citizens except those expressly or by necessary implication taken from them by law. Correctional practices shall be consistent with these rights of young people, and forms of due process protection will be used when further rights are necessarily withdrawn. Justice shall be the cornerstone from which correctional practices are built.

#### Juvenile Institutions

The Department of Corrections views its institutions as providing services for children whose needs are currently beyond the resources of the community. This may also include an individual who requires a short term of decompression from community emotions.

It will be the Department of Corrections' responsibility in its institutions to provide sufficient scope and flexibility of program to respond to the characteristics of the individual's needs, abilities, problems and interests. Each institution will be held accountable in providing these services. The program shall include (but not be limited to) work, education, recreation, group living, individual and group counseling, and will allow the child - within his or her ability - the opportunity to actively and responsibly participate in choosing which of these programs he or she sees most appropriate.

With institutionalization comes the Department's responsibility to manage its incarcerated population. This management prerogative and responsibility shall include the expectation that each child will be involved in a program designed to develop his/her personal and social competencies. It is only within the framework of expected participation in a program that coercive programming shall operate, thus giving the youth maximal opportunities to responsibly choose alternatives.



### Classification of Treatment by Certain Offenses

Minnesota Statutes provide that any juvenile committed to the Commissioner of Corrections can be kept in custody until his or her 21st birthday. In order to provide more direction and structure, the following guidelines will be used for status, misdemeanor, gross misdemeanor and felony type offenses.

#### ● Status Offenders

In concert with federal legislation the Department is committed to the idea that children adjudicated as delinquent on the basis of status offenses should not be defined as a problem to be handled in state correctional institutions. The Department will continue to encourage local jurisdictions to develop and implement alternatives to correctional institutions for status offenders. When status offenders are committed to the Commissioner primary consideration will be given to the immediate return to the community. Only as a last resort will the Department retain such youth in institutional programs. When such institutional placements occur, the Department will assure that they are short term in nature and directly aimed at facilitating the quick return of the child to an appropriate community placement.

#### ● Misdemeanant Type of Offenders

For the most part, the youth who have been adjudicated delinquent for offenses which would be misdemeanor type offenses for adults, should not be retained in a correctional institution. Wherever possible, such youth should be handled in the context of the local community and within the family setting. Primary consideration should be given to the structure and services offered through probation supervision. If such children are committed to the care and custody of the Commissioner it shall be the practice of the Department to retain them within institutional settings for a period of time which does not exceed the usual sentence were the youth an adult.

#### ● Gross Misdemeanant and Felony Offenders

Using the statutory guidelines of training and treatment it is the Department's responsibility to return its clients to the community at a point considered most appropriate for his or her further participation in broadened responsibilities. These guidelines thus eliminate the retributive qualities of long sentences. The aspect of punishment will apply then to the restrictions of institutionalization and not as a separate quality to curb future delinquency.

### Female Juvenile Offenders

The Department of Corrections recognizes that in the past girls have been treated with different levels of severity than boys. The reasons for female commitment have often been for their protection rather than criminal behavior and the length of stay has tended to be longer.

In future programming it is the Department of Corrections' position and responsibility to see that girls and boys will be treated at the same level.

### The Serious Offender

A small portion of juveniles adjudicated delinquent can be viewed as persistent, dangerous individuals requiring a "special" response. The seriousness of the acts committed by such youth cannot be minimized although the extent of the problem must be kept in perspective. The Department does not encourage the expanded

use of certification to adult course but does believe that, when the demands of social control and justice require that an offender be placed in an institution offering a high degree of security for an extended period of time, the youth should be dealt with on the basis of constitutionally safeguarded certification procedures as provided in the Minnesota statutes. The State Reformatory offers a comparatively well controlled program with opportunity for the young inmates in houses.

Confronted with the increasing demand to provide a specialized treatment service for the balance of the serious offenders, the Department is planning and will be proposing an experimental program for legislative review and funding consideration. The goal will be a program providing sufficient structure to, both initially and on long term, control the unwanted behavior. It will be based upon the best knowledge available, recognizing the shortcomings of the current state of the art.

A so called "secure treatment facility" as the answer to the problem is not viewed with favor. Once the euphemistic rhetoric is stripped away, such a facility would serve the same purpose as does the prison for the adult including the functions of quarantine, retribution and general deterrence which are in conflict with the precepts of "parens patriae".

#### Releasing Procedures

All correctional institutions and programs will establish clear and specific releasing criteria and procedures for children who have been committed to their care. The Department believes that simple justice requires that when a youth is placed in a correctional program, he or she should be informed as clearly as possible about the length of time which he or she can expect to remain under such supervision and the objective criteria upon which release will be based. It will then be the primary responsibility of the program authority to inform the youth as to specific reasons for not releasing from supervision that were originally stipulated. Appeals of releasing decision shall be allowed and made available to the youth, the parents and the program staff so as to insure a strong measure of fairness in the decision to retain or release from supervision. Periodic progress reviews are seen as essential in juvenile programming. The offender, along with his or her family, should be encouraged to actively participate in discussions concerning the youth's behavior within the correctional program.

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A CHRONOLOGICAL SUMMARY OF CORRECTIONS

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A CHRONOLOGICAL SUMMARY OF CORRECTIONS IN MINNESOTA

- 1851: Establishment of the territorial prison at Stillwater.
- 1853: Construction of the prison in Stillwater; this was a three story prison house for both men and women with sixty cells, two dungeons, a work shop and an office.
- 1867: Establishment of the House of Refuge in St. Paul as the second correctional institution in Minnesota. This facility was a large farm with two buildings for boys and one for girls. The children raised farm produce, attended school and shops for trades training. In 1879, this facility was re-named the Minnesota State Reform School.
- 1887: A bill introduced in the Senate for the establishment of a state reformatory for young male first offenders between the ages of 16 and 30. The state reformatory was opened in 1889 in St. Cloud.
- 1890: The Minnesota State Reform School was moved from St. Paul to Red Wing.
- 1893: The state legislature passed legislation authorizing the release of prisoners on parole prior to the expiration of their sentence.
- 1895: The Minnesota State Reform School was re-named the Minnesota State Training School for Boys and Girls. The Agency Department was established by the Legislature to supervise children released from the Minnesota State Training School.
- 1901: Establishment of the Board of Control to supervise all state institutions and to serve as the paroling authority for the prison and the reformatory.
- 1905: The Legislature authorized the establishment of Juvenile Courts within the District Courts in Ramsey, St. Louis and Hennepin counties. County probation departments were established in connection with the new juvenile courts.
- 1909: The Hennepin County Home School for delinquent boys opened.
- 1911: Opening of Minnesota Home School for Girls at Sauk Centre.  
Last use of capital punishment in the state.
- 1912: Authorization for the new state prison to be located at Bayport.
- 1914: Opening of the Minnesota State Prison.  
Abolition of capital punishment in the state.
- 1920: The State Reformatory for Women at Shakopee opened and received its first inmates, transferred from the state prison. This was the thirteenth reformatory for women to open in the United States.
- 1931: Establishment of the State Board of Parole as an entity separate from the Board of Control. Members were appointed by the Governor.  
Establishment of a statewide probation system for the district courts.

- 1947: Creation of the Youth Conservation Commission as a separate youth authority responsible for institutional programming for, and releasing of, juvenile offenders.
- 1949: A statewide system of probation and parole services for juveniles was put into effect.
- 1957: The first juvenile detention facilities in Minnesota were completed by Hennepin and Ramsey Counties.
- 1959: Probation services for juveniles became mandatory for all counties under 100,000 population and state funds were made available to subsidize the program.

Establishment of the Department of Corrections which combined the Youth Conservation Commission, the State Board of Parole and administration of the adult institutions.

The State Board of Parole became the Adult Corrections Commission, responsible for the institutional release of adult inmates.

- 1963: The Minnesota Reception and Diagnostic Center opened at Lino Lakes as a centralized assessment facility for juvenile and youthful offenders.
- 1969: The Community Corrections Centers Act was passed.
- 1973: The Adult Corrections Commission and the Youth Conservation Commission were abolished. The Commissioner of Corrections assumed the responsibility for juveniles and the Minnesota Corrections Authority was created as a full-time parole board responsible for adult and youthful offenders.

The Community Corrections Subsidy Act was passed for the purpose of providing state subsidy to local county areas for the planning and implementation of a community-based correctional system.

Legislation authorizing establishment of private industry within the prisons and removing statutory limitations on inmate wages was passed.

Legislation permitting counties or groups of counties to establish a Human Services Board was passed.

The Legislature authorized the creation of the Ombudsman for Corrections.

- 1974: The Crime Victims Reparation Act became effective. It provides that persons who are the innocent victims of crime and who suffer personal injury may receive monetary compensation for economic losses.

Legislation established the regionalization of state juvenile institutions by making the Lino Lakes facility (MRDC) the Minnesota Metropolitan Training Center, and provided that both diagnosis and treatment occur at each juvenile institution.

Legislation was passed requiring the Commissioner of Corrections to develop a community based statewide program to aid rape victims by providing counselors of the victim's own sex, training the counselors to arrange for

costs of medical examination, seeing that trained police officers of the victim's own sex are available and that a prosecuting attorney of the victim's own sex is assigned to the victim, and providing training to police officers.

- 1975: Minnesota Statutes, Sec. 241.01 was amended to compile into one section all of the powers and duties of the Commissioner of Corrections; the amendment added a new power, authorizing the Commissioner to utilize State correctional institutions in a manner deemed to be most efficient, but prohibiting closing of the prison or reformatory without legislative approval.
- 1976: Pursuant to recommendations of the Task Force on Correctional Institutions, legislative authorization given to begin planning construction of a new maximum security institution at Stillwater.

Authorization for conversion of the Minnesota Metropolitan Training Center to an adult medium/minimum security facility.

Legislation was passed authorizing the Commissioner of Corrections to charge inmates in minimum-medium security institutions the costs of their board and room and other services. Permits inmates in such institutions to receive educational stipends and authorizes Commissioner of Corrections to grant furloughs to non-violent property offenders in minimum-medium institutions.

Legislation was passed which extends the authority of the Commissioner of Corrections to inspect prisons and jails to include all correctional facilities, whether public or private, requires the Commissioner to promulgate, in the manner prescribed by Chapter 15, rules establishing minimum standards for such facilities, provides for a citizens task force including sheriffs and county board members to assist in developing standards and provides sanctions for failure to conform to standards.

The Legislature passed, but the Governor vetoed, a bill to establish a system of determinate (fixed) sentencing for people convicted of crimes in Minnesota.



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THE CONTEXT OF CRIMINAL JUSTICE:  
MINNESOTA AND THE NATION

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## THE CONTEXT OF CRIMINAL JUSTICE: MINNESOTA AND THE NATION

- The purpose of this section is to provide a context for reviewing and assessing the administration of criminal law in Minnesota relative to other states in the nation. Comparative information dealing with criminal and juvenile justice system activities and expenditures will be presented. Because the present state of criminal justice statistics is often crude and approximate as opposed to precise and detailed, this material should be reviewed with this caution in mind.

### 1. Population

- The total population increased only 3% from 1970 to 1975 in Minnesota, (from 3,804,971 to 3,923,026), and 4% in the nation as a whole (from 204,839,000 to 213,052,000).
- Because the vast majority of adult correctional populations are between the ages 18 to 39, (note "Inmate Profiles") and the majority of juvenile correctional populations between the ages 13 - 17, these "at risk" age categories are more precise population indicators of crime trends.
  - In the adult "at risk" category, the state population increased 8% from 1970-1975 (from 1,190,547 to 1,287,805).
  - In the juvenile "at risk" category, the state population increased 5% from 1970 to 1975 (from 390,716 to 411,902).
  - Therefore, while the state population as a whole increased only 3% over the past five years, the population which is most likely to impact on the state correctional system increased 8% (adults) and 5% (juveniles).
- Population projections for the age groups "at risk" in Minnesota indicate a decline of 8% in juveniles (13-17) and a 16% increase for adults (18-39) from 1975 to 1980. Population projections for the 10-year period 1975-1985, indicate a 24% decrease in juveniles (13-17) and a 25% increase in the adult "at risk" group (18-39).
- Thus, a summary review of state population data would indicate that increased demands are likely to be placed upon the adult correctional system in Minnesota at least through 1985. For the same time period, there should be some reduction in the demands placed upon the state juvenile correctional system (note "Institutional Population Projections").

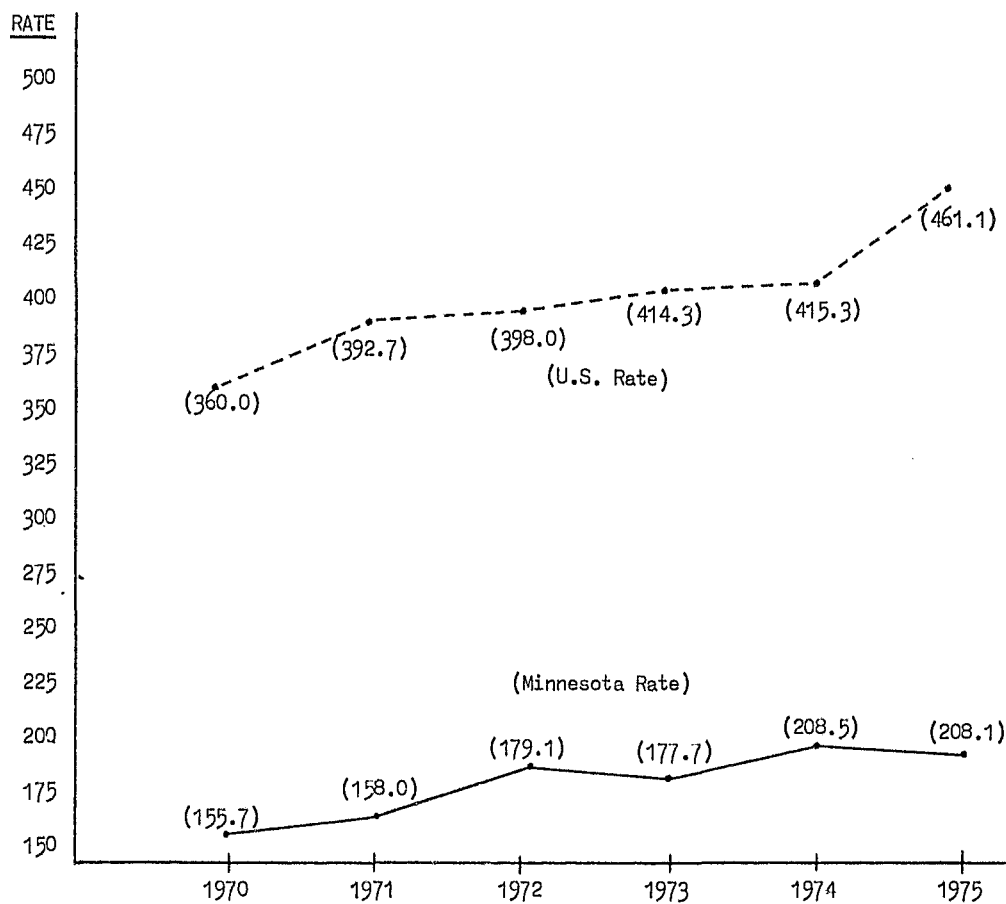
### 2. Crime Incidence

- For the purposes of comparing Minnesota to the nation, crime incidence was based on "index" or "Part I" crimes reported by the Federal Bureau of Investigation, which are considered the most common and serious criminal offenses. These index crimes have been grouped into two categories: violent crime (murder, robbery, aggravated assault and rape) and property crimes (burglary, auto theft, and larceny). A crime rate per 100,000 for the years 1970-1975 has been calculated for Minnesota and the U.S. and is

presented in Figures 2 and 3. It should be noted that these tables do not include all reported crimes, but only the ones which comprise the crime index.

- As Figure 2 indicates, Minnesota's reported violent crime rate is substantially lower than the reported rate for the nation as a whole.
  - In 1975, Minnesota had the 11th lowest reported violent crime rate of all the states in the nation.
  - From 1970 to 1975, Minnesota's reported violent crime rate increased approximately 34%, while the U.S. reported rate increased 28%. It should be noted that Minnesota's reported violent crime rate is less than half of that reported for the nation as a whole.
- Figure 3 indicates that Minnesota's reported property crime rate during the five year period 1970-1975 has been lower than the rate reported for the nation, except for the year 1974, when Minnesota's rate was slightly higher.
  - In 1975, Minnesota had the 21st lowest reported property crime rate of the 50 states.

Figure 2: U.S. and Minnesota Index Violent Crime Rate\*  
(Per 100,000 Population), 1970-1975.



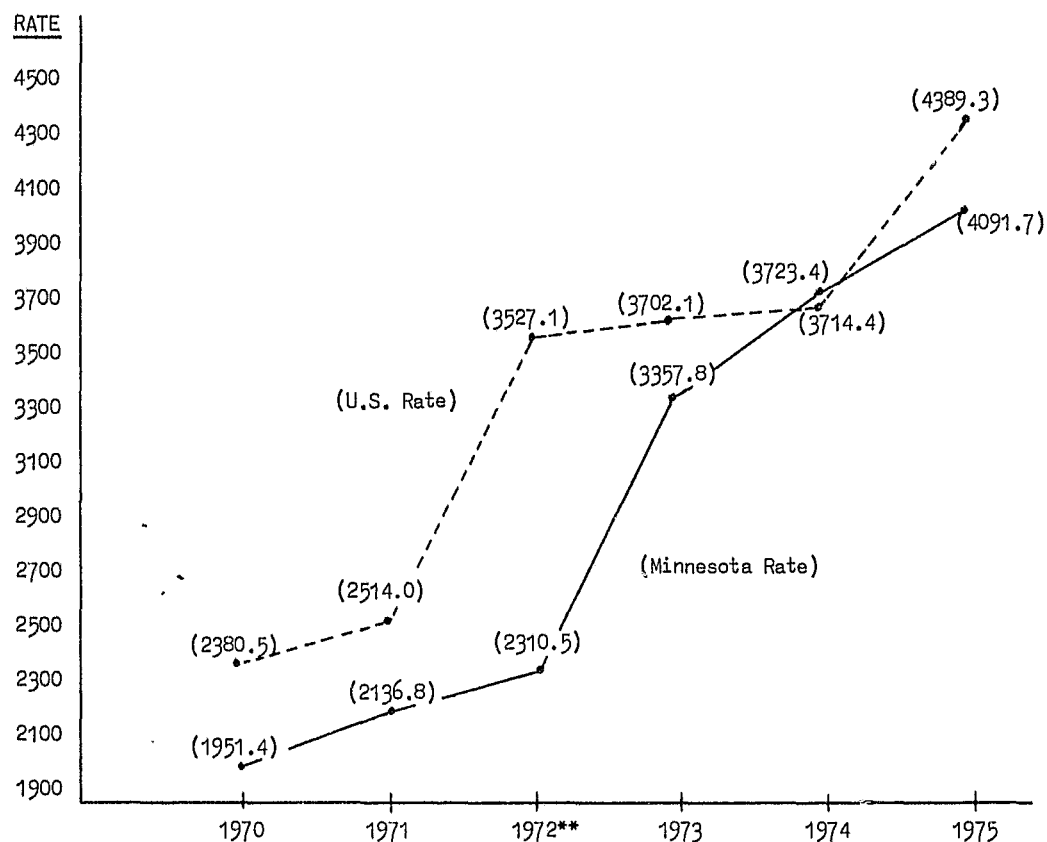
\*Murder, Forcible Rape, Aggravated Assault, Robbery

SOURCE:

Minnesota Crime Information  
Bureau of Criminal Apprehension

Crime In The United States,  
Federal Bureau of Investigation

Figure 3: U.S. and Minnesota Index Property Crime\* Rate  
(Per 100,000 Population), 1970-1975.



\*Burglary, Larceny, Auto Theft

\*\* Reporting practices changed between 1971 and 1972, which inflates the rate in later years relative to 1970 and 1971.

SOURCE:

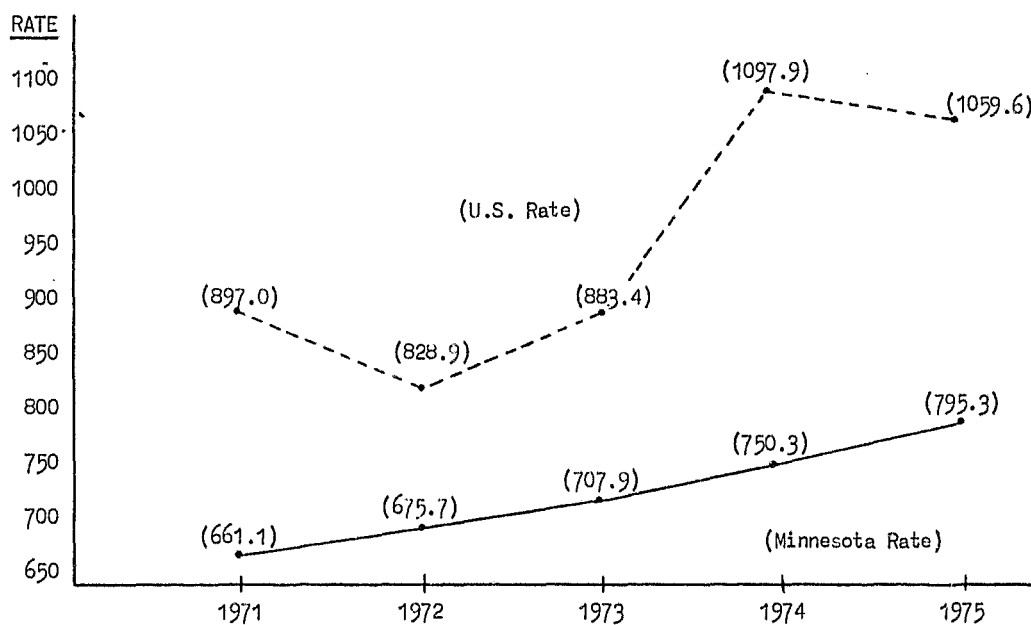
Minnesota Crime Information  
 Bureau of Criminal Apprehension

Crime In The United States  
 Federal Bureau of Investigation

### 3. Arrest Rates

- Federal Bureau of Investigation and Minnesota Bureau of Criminal Apprehension arrest information for the index crimes (murder, rape, aggravated assault, robbery, burglary, larceny, auto theft) has been used to calculate an arrest rate per 100,000 population in Minnesota and the nation as a whole; the arrest rates for the period 1971 to 1975 are presented in Figure 4.

Figure 4: U.S. and Minnesota Arrest Rates (Per 100,000 Population) For Index Crimes\*, 1971-1975.



\*Murder, Rape, Aggravated Assault, Robbery,  
Burglary, Larceny, Auto Theft

SOURCE:

Minnesota Crime Information  
Bureau of Criminal Apprehension

Crime In The United States  
Federal Bureau of Investigation



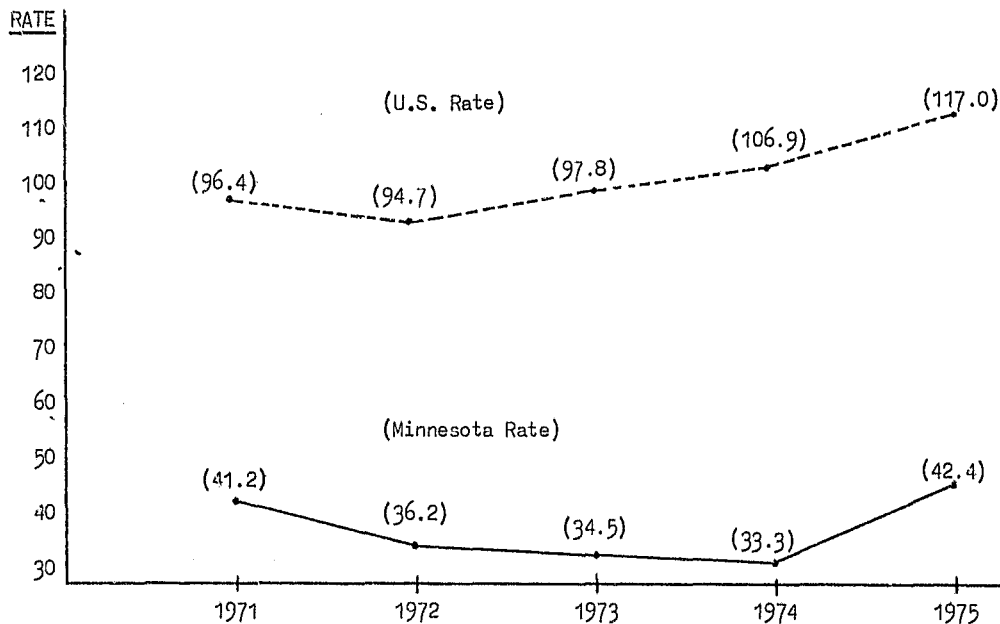
- As a comparison of Figures 2 and 3 with Figure 4 indicates, arrest rates are much lower than reported crime rates. These arrest rates have increased over time; from 1971 to 1975, Minnesota's arrest rate per 100,000 population increased 20%, and the national arrest rate increased 18%.

#### 4. Incarceration: Volume and Rates

- In 1975, Minnesota ranked 49th out of 50 states in the rate of incarceration in state adult institutions per 100,000 population.

-- Minnesota's incarceration rate in 1975 was 42.4 per 100,000 population and nationally the rate was 117 per 100,000 population. Figure 5 presents information on incarceration rates from 1971 to 1975 for Minnesota and the nation.

Figure 5: U.S. and Minnesota Incarceration Rate\*  
(Per 100,000 Population), 1971-1975.



\*In State or Federal Correctional Institutions

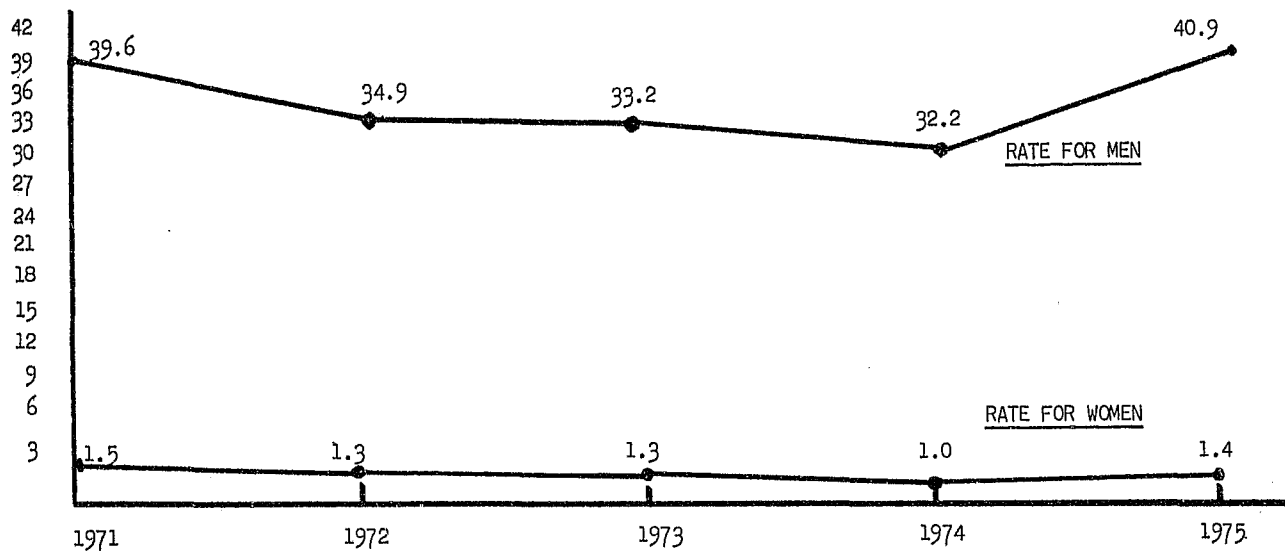
SOURCES:

National Prisoner Statistics  
U.S. Department of Justice

- Over the period 1971 to 1975, the national incarceration rate per 100,000 population increased 21%, while Minnesota's rate increased only 3%.

- As reflected in Figure 6, the incarceration rate in Minnesota for adult males is substantially higher than that of adult women. While comparable national figures are not available, a similar situation exists for incarcerated adult males and females across the country.

FIGURE 6: PERSONS INCARCERATED PER 100,000 POPULATION IN  
MINNESOTA STATE CORRECTIONAL INSTITUTIONS



- Only limited comparative information is available on the rate and number of juveniles incarcerated in state institutions; according to 1974 information on rates of juveniles incarcerated in state institutions per 100,000 population, Minnesota ranked 38th out of 50 states.

-- Table 1 presents this comparative information.

TABLE 1:  
RANKED DISTRIBUTION OF 1974 PER CAPITA RATES  
OF AVERAGE DAILY JUVENILE INSTITUTIONAL POPULATIONS  
(Per 100,000 TOTAL STATE POPULATION)

Wyoming	41.3	Utah	15.6
Nevada	41.0	Wisconsin	15.6
Delaware	34.7	Oklahoma	15.2
Tennessee	31.0	Colorado	14.8
New Mexico	29.0	California	14.3
Montana	27.2	South Dakota	13.5
West Virginia	26.7	Indiana	13.2
Louisiana	25.7	Maryland	13.2
Mississippi	25.0	Nebraska	13.0
Maine	24.5	Kansas	12.9
Virginia	23.7	New Jersey	12.9
Arkansas	23.4	Hawaii	12.4
Idaho	23.2	Minnesota	11.9
Georgia	22.4	North Dakota	11.8
Oregon	21.7	Rhode Island	11.8
South Carolina	21.2	Illinois	11.5
Ohio	21.1	Pennsylvania	11.4
New Hampshire	21.0	Alabama	11.2
Alaska	18.7	Missouri	9.7
North Carolina	18.7	Kentucky	9.3
Arizona	18.5	Connecticut	8.1
Washington	17.6	Texas	7.7
Vermont	17.3	Michigan	6.9
Iowa	16.9	Massachusetts	2.2
Florida	16.2	New York	2.1

NOTE: Includes camps and ranches; mean = 17.8

SOURCE: Juvenile Corrections in the States: Residential Programs and Deinstitutionalization - Robert Vinter, George Downs  
John Hall, University of Michigan, 1975 - pg. 17.

- According to 1974 information on rates of juvenile in state-funded or operated community corrections residential programs, Minnesota ranked 6th out of 50 states in the average daily juvenile offender population in such facilities.

-- Table 2 presents the details of this information.

TABLE 2:  
RANKED DISTRIBUTION OF 1974 PER CAPITA RATES OF  
AVERAGE DAILY POPULATIONS IN STATE-RELATED JUVENILE  
COMMUNITY-BASED RESIDENTIAL PROGRAMS  
(Per 100,000 total state population)

Oregon	20.5	Connecticut	2.1
South Dakota	19.5	Hawaii	2.0
Utah	15.8	Colorado	1.9
Massachusetts	14.1	Missouri	1.7
Wyoming	13.6	Pennsylvania	1.5
<u>Minnesota</u>	<u>12.3</u>	Ohio	1.4
Idaho	10.1	Oklahoma	1.4
Maryland	9.5	Delaware	1.3
Kansas	9.1	Kentucky	1.1
Montana	9.1	Illinois	1.0
North Dakota	9.1	Rhode Island	1.0
Nevada	6.1	Georgia	0.9
Florida	5.5	Arkansas	0.8
Vermont	5.4	South Carolina	0.8
Arizona	4.9	Maine	0.5
Virginia	3.2	California	0.4
Tennessee	2.9	Nebraska	0.2
New Jersey	2.8	Texas	0.2
Michigan	2.7	Alaska	0
West Virginia	2.6	Indiana	0
Iowa	2.5	Louisiana	0
Mississippi	2.5	New Hampshire	0
Alabama	2.3	New Mexico	0
Wisconsin	2.2	North Carolina	0

NOTE: Mean = 4.3 per 100,000

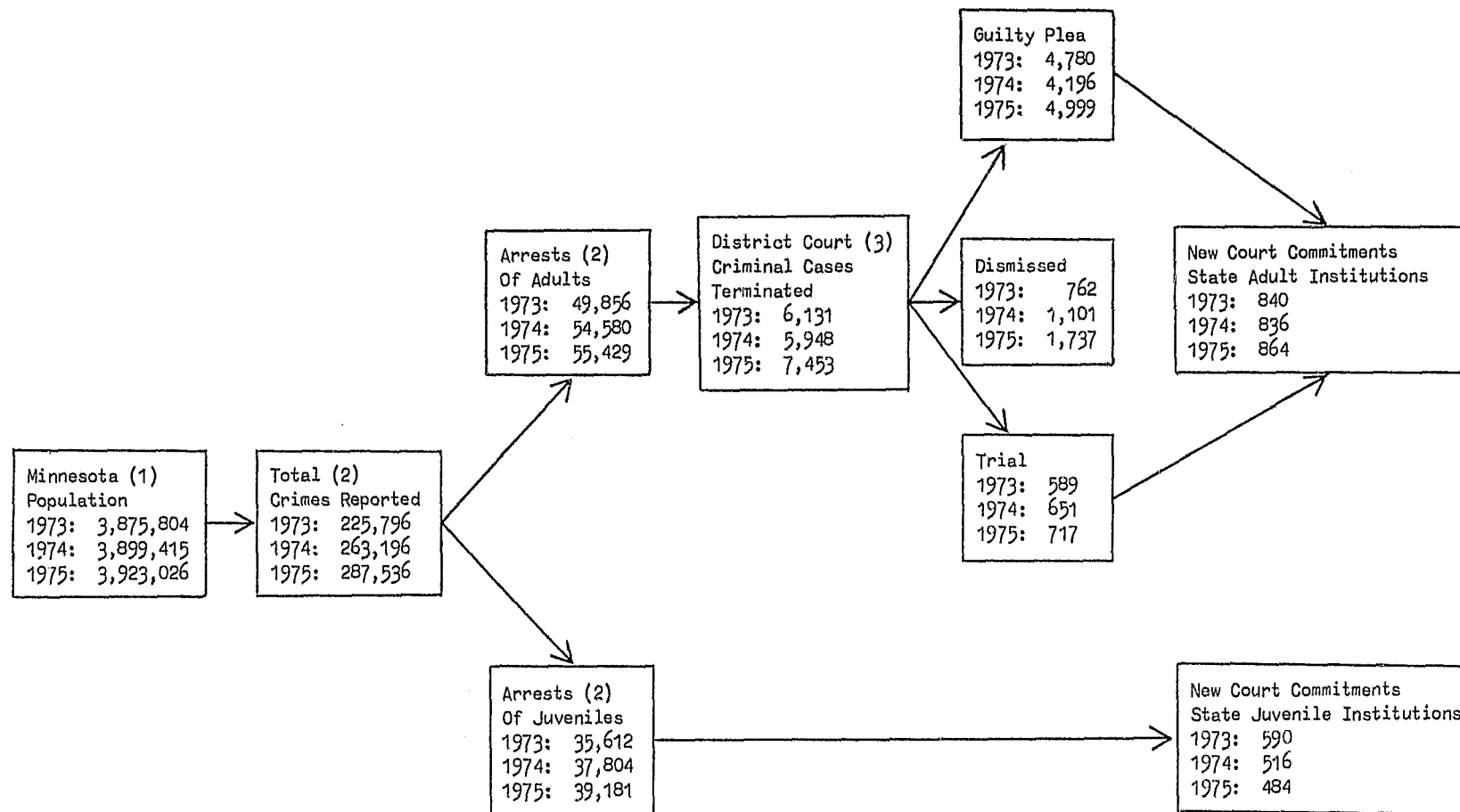
SOURCE: Juvenile Corrections In The States: Residential Programs And Deinstitutionalization - Robert Vinter, George Downs, John Hall, University of Michigan. 1975.

- Information presented in Tables 1 and 2 indicates that Minnesota has a relatively low rate of juveniles institutionalized in state facilities as compared to other states, and a relatively high comparative rate of juveniles in community-based residential programs.

5. The Minnesota Criminal Justice System: Summary of Offender Flow

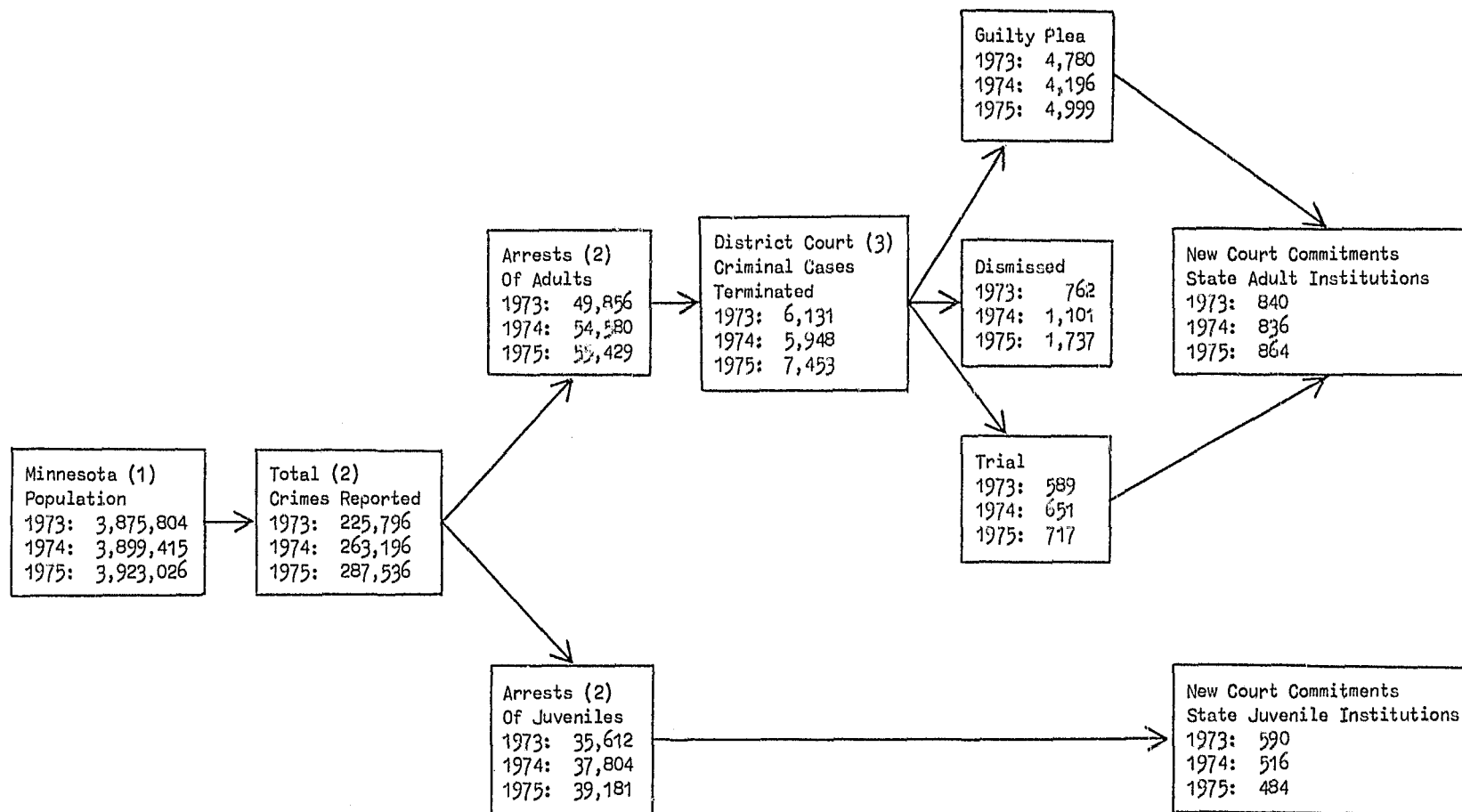
- In order to summarize the previous sections on population, crime incidence, arrest rates, and incarceration rates for Minnesota, the volume of activity at each phase in the system is presented in Figure 7. It should be noted that the figures represent the number of cases rather than the number of individuals processed through the system.
- As indicated in Figure 7:
  - Approximately 38% of the total crimes reported in 1973 resulted in arrests, as compared to approximately 35% in 1974 and 33% in 1975.
  - Of the total volume of criminal cases terminated in district court, approximately 12% were dismissed in 1973, as compared to 19% in 1974 and 23% in 1975. During the same time period, the proportion of cases terminated by a trial remained approximately constant (10%).

FIGURE 7: MINNESOTA CRIMINAL JUSTICE SYSTEM OFFENDER FLOW: 1973, 1974, 1975



- (1) Estimated Population, Office of State Demographer
- (2) Part I & Part II Crimes Reported (Minnesota Crime Information, Bureau of Criminal Apprehension)
- (3) Annual Report - Minnesota Courts

FIGURE 7: MINNESOTA CRIMINAL JUSTICE SYSTEM OFFENDER FLOW: 1973, 1974, 1975



- (1) Estimated Population, Office of State Demographer
- (2) Part I & Part II Crimes Reported (Minnesota Crime Information, Bureau of Criminal Apprehension)
- (3) Annual Report - Minnesota Courts





## 6. Criminal Justice System Expenditures

- During the period 1971 to 1974, Minnesota experienced a 41.8% increase in total criminal justice system expenditures, while nationally a 39.7% increase occurred.
- In Minnesota, state level criminal justice expenditures increased 51.6% from 1971 to 1974, and local criminal justice expenditures increased 44.8%. Table 3 presents this data.

TABLE 3: PERCENT CHANGE IN TOTAL CRIMINAL JUSTICE SYSTEM EXPENDITURES  
(direct and intergovernmental): 1971 - 1974

Unit of Government	(Thousands of Dollars) Total Expenditures				Percent Increase or Decrease Since 1971
	1971	1972	1973	1974	
<u>U.S. Total</u>	9,302,226	10,229,338	11,355,840	12,992,327	39.7
States	2,920,751	3,341,507	3,855,356	4,546,345	55.7
Local Total	6,662,697	7,324,585	8,094,225	9,129,866	37.0
<u>Minnesota</u>	125,335	142,856	159,710	177,674	41.8
State	40,322	45,229	52,075	61,120	51.6
Local Total	88,799	102,394	116,601	128,595	44.8

TOTAL EXPENDITURES - Is comprised of direct and intergovernmental expenditures of a government or level of government for criminal justice activity. "State" and "local" totals do not add up to "U.S." and "Minnesota" totals due to the inclusion of some duplicative intergovernmental expenditures.

SOURCE: U.S. DEPARTMENT OF JUSTICE,  
L.E.A.A.,  
N.C.J.I.S.S.,  
TRENDS IN EXPENDITURE AND EMPLOYMENT  
DATA FOR THE CRIMINAL JUSTICE SYSTEM - Page 24

- During the period 1971 to 1974, expenditures for police protection in Minnesota increased 49.4%, while a 36% national increase was noted.

-- Proportionately, state expenditures increased more than did local expenditures in both Minnesota and the nation, as noted in Table 6.

TABLE 4: PERCENT CHANGE IN POLICE TOTAL EXPENDITURES (direct & intergovernmental):  
1971 - 1974

Unit of Government	(Thousands of Dollars) Total Expenditures				Percent Increase Since 1971
	1971	1972	1973	1974	
<u>U.S. Total</u>	5,361,318	5,941,155	6,535,324	7,290,166	36.0
States	932,234	1,048,094	1,187,470	1,382,931	48.3
Local Total	4,489,045	4,949,745	5,405,423	5,984,077	33.3
<u>Minnesota</u>	65,718	80,420	88,666	98,175	49.4
State	9,917	13,444	14,029	21,140	113.2
Local Total	56,759	67,453	74,961	80,930	42.6

TOTAL EXPENDITURES - Is comprised of direct and intergovernmental expenditures of a government or level of government for criminal justice activity. "State and "local" totals do not add up to "U.S." and "Minnesota" totals due to the inclusion of some duplicative intergovernmental expenditures.

SOURCE: U.S. DEPARTMENT OF JUSTICE,  
L.E.A.A.,  
N.C.J.I.S.S.,  
TRENDS IN EXPENDITURE AND EMPLOYMENT  
DATA FOR THE CRIMINAL JUSTICE SYSTEM - Page 34.

- From 1971 to 1974, judicial process expenditures increased 54.9% in Minnesota and 35.8% nationally.

-- As presented in Table 5, the largest amount of expenditures were at the local level.

TABLE 5: PERCENT CHANGE IN JUDICIAL EXPENDITURES (direct & intergovernmental): 1971 - 1974

Unit of Government	(Thousands of Dollars) Total Expenditures				Percent Increase or Decrease Since 1971
	1971	1972	1973	1974	
<u>U.S. Total</u>	1,224,262	1,311,550	1,461,098	1,662,018	35.8
States	326,850	371,014	419,247	475,992	45.6
Local Totals	912,310	968,114	1,082,257	1,227,391	34.5
<u>Minnesota</u>	15,514	17,492	20,759	24,034	54.9
State	2,711	3,200	3,648	4,310	59.0
Local Total	12,845	14,301	17,158	19,739	53.7

SOURCE: U.S. DEPARTMENT OF JUSTICE,  
L.E.A.A.,  
N.C.J.I.S.S.,  
TRENDS IN EXPENDITURE AND EMPLOYMENT  
DATA FOR THE CRIMINAL JUSTICE SYSTEM - Page 44.

- Corrections expenditures increased 16.9% in Minnesota from 1971 to 1974, while nationally the increase was 38.8%.

-- As presented in Table 8, the proportionate amount of both state and local expenditures in Minnesota increased at a lower rate than that which occurred nationally.

TABLE 6: PERCENT CHANGE IN CORRECTIONS TOTAL EXPENDITURE (direct & intergovernmental): 1971 - 1974

Unit of Government	(Thousands of Dollars) Total Expenditures				Percent Increase or Decrease Since 1971
	1971	1972	1973	1974	
<u>U.S. Total</u>	2,180,272	2,289,058	2,569,354	3,025,867	38.8
States	1,387,331	1,467,522	1,613,049	1,895,434	36.6
Local Totals	895,420	948,640	1,066,000	1,240,815	38.6
<u>Minnesota</u>	35,535	35,419	38,372	41,554	16.9
State	22,411	22,685	24,697	25,089	12.0
Local Total	13,663	13,301	15,043	16,994	24.4

SOURCE: U.S. DEPARTMENT OF JUSTICE,  
L.E.A.A.,  
N.C.J.I.S.S.,  
TRENDS IN EXPENDITURE AND EMPLOYMENT  
DATA FOR THE CRIMINAL JUSTICE SYSTEM - Page 54.

- "Real" expenditures by the Minnesota Department of Corrections (without the inclusion of inflationary changes), increased approximately 46% from 1971 to 1976. It should be noted that exact expenditures in Table 7 differ slightly from those indicated in Table 6, due to different time periods covered (calendar vs. fiscal year) and the fact that Table 6 data was collected by a national study group in 1974, while Table 7 data is up-to-date.

TABLE 7: MINNESOTA DEPARTMENT OF CORRECTIONS: TOTAL OPERATING EXPENDITURES

Year	Operating Expenses	Gross % Change in Exp. from 1971	Percent Change In Consumer Price Index from 1971	Actual % Change in Expense From 1971 Without Inflation Changes**
1970-71	\$21,429,777	-	---	-
1971-72	22,945,522	7.1%	2.9%	4.2%
1972-73	25,914,209	20.9%	9.2%	11.7%
1973-74	28,145,811	31.3%	22.0%	9.3%
1974-75	34,282,156*	60.0%	32.8%	27.2%
1975-76	39,963,091*	86.4%	40.8%	45.6%

\*Figures include unliquidated encumbrances in the amounts of:

1974-75 \$662,214

1975-76 \$912,304

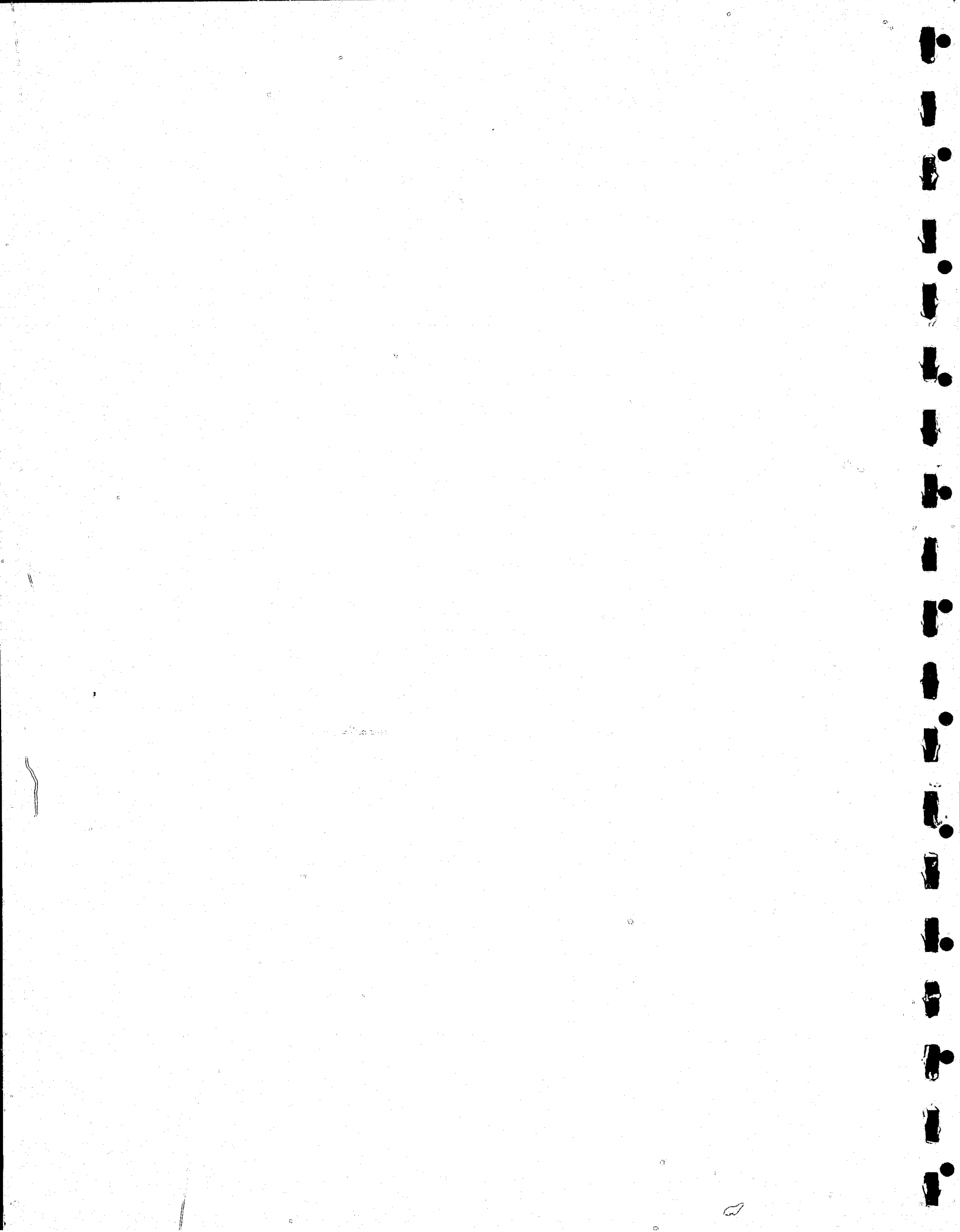
\*\*Formula: Actual % change = Gross % Change - % Change in Consumer Price Index

- As a proportion of the total State of Minnesota budget, Department of Corrections expenditures have slightly decreased during the period 1971 to 1976, from 2% of the total to 1.7% of the total, as shown in Table 8.

TABLE 8: DEPARTMENT OF CORRECTIONS EXPENDITURES AS A PERCENT OF THE TOTAL STATE

Year	BUDGET, 1971 - 1976
	% of Total State Budget
1970-71	2.0%
1971-72	1.7%
1972-73	1.7%
1973-74	1.6%
1974-75	1.8%
1975-76	1.7%

ISSUES IN CRIMINAL JUSTICE



## ISSUES IN CRIMINAL JUSTICE

- This section will summarize a number of issues currently facing the criminal justice system, both nationally and in Minnesota. This material is included here due to the relevance of these issues to the operation of the Minnesota Department of Corrections, as described in the remainder of the report.

### A. Punishment-Rehabilitation

- Many of the major issues confronting the contemporary corrections system follow from these two very different points of view about the purpose of the criminal law, and the role and nature of corrections.
  - These two major points of view have co-existed for approximately the past one hundred years, with first one and then the other having predominance.
  - The "punishment" point of view has stressed the role of deterrence and punishment on the basis that man is free to choose lawful or unlawful behavior.
  - The "rehabilitation" perspective has stressed rehabilitation and treatment on the basis that the individual has only limited freedom to choose legal or illegal behaviors, which instead follow from personal, social and environmental factors not under the individual's total control.
  - The "punishment" perspective emphasizes the role of determinacy in sentences based upon the crime committed while the "rehabilitation" perspective focuses on indeterminate sentences based upon the varying lengths of time needed for the treatment and rehabilitation of individual offenders.
  - The "punishment" approach has emphasized the importance of protecting the individual offender from arbitrarily coerced treatment by the state, while the "rehabilitation" point of view has held that coercive treatment is appropriate and beneficial to both the offender and society.

### B. Prison Overcrowding

- According to a recent study conducted by Corrections Magazine, approximately one quarter of a million people were incarcerated in state and federal adult institutions during the early part of 1976.
  - The increase in prison population from 1975 to 1976 is a nationwide phenomena reported by 49 states. The state of California, as the only exception, has reported a decrease on the basis of adopting of new parole procedures, and it is expected that this decline will be only temporary.
- As a result of the major increase in numbers of incarcerated offenders, many of the states have had serious overcrowding problems.
  - The state of Florida has placed prisoners in tents; the state of Louisiana has considered using a moth-balled Navy ship as a floating prison; Missouri has considered the idea of using an empty Catholic seminary as a prison.



- The overcrowding has been so serious in Georgia, South Carolina, and Arizona that during 1975 the releasing authorities in these states reduced the amount of the offender's prison time to be served before parole.
- As a result of the tremendous overcrowding, a number of prisons are under construction throughout the country.
  - Florida has 2,280 beds under construction in five new institutions at an estimated cost of 38 million dollars.
  - Five new institutions are under consideration in Michigan.
  - The State of North Carolina projects a need for approximately 11,000 new beds in 26 new institutions by 1980 at a rough cost of a hundred million dollars.
  - Alabama has requested 35 million dollars for construction, and this is expected to handle only one-fourth of the state's estimated needs.
- Among the reasons suggested as causing the increase in prison population rates have been the soaring crime rates, the depressed state of the economy, improved prosecution, and the changing composition of the population of the country.
  - The number of young people in the United States has expanded rapidly in the last few years, and it is usually young people who are most likely to be sent to prison.
  - The age group from approximately 15 to 30 years of age has increased tremendously as the post war "baby boom" has come to maturity, and on the basis of this "at-risk" population, it is reasonable to expect that prison populations will continue to rise throughout the country at least until 1985.

#### C. Deinstitutionalization and Development of Community Alternatives

- The movement toward the deinstitutionalization of offenders involves dealing with the offender within the context of the local community as opposed to within a prison or training school.
  - It is recognized that not all offenders can safely be handled in a community setting; however, it is suggested that community protection is not greatly enhanced by the incarceration of large proportions of criminal offenders.
  - A central argument underlying such efforts is that ultimately inmates will be released to the community and that their problems in living need to be resolved in such communities.

- A further rationale offered for deinstitutionalization is that the cost of total confinement in state correctional institutions is prohibitively expensive and inefficient relative to the preventive value achieved.
- Penal institutions are seen as generating and reinforcing negative attitudes and behaviors in the offender, and serve to strengthen the offender's resistance to personal change.
- The report of the Corrections Task Force of the President's Commission on Law Enforcement and Administration of Justice in 1967 played a dominant role in stressing the importance of developing an expanded network of community-based corrections programs, and more recently, the Corrections Task Force of the National Advisory Commission on Criminal Justice Standards and Goals (1973), recommended increased funding for community programs and determined that such programs can provide public protection while facilitating the offender's integration with the larger community.
- The Task Force on Corrections of the National Advisory Commission on Criminal Justice Standards and Goals also recommended that no juvenile institutions be built and that existing institutions be quickly replaced by community-based programs. The Commission further recommended that adult institutions should only be constructed after a careful assessment has revealed that no alternatives are available.

#### D. Diversion and Social Control

- As noted in the previous section on community alternatives, the place of diversionary programs within the adult and juvenile justice systems has received substantial attention.
  - There are two distinct meanings usually covered by the term "diversion".
  - "True diversion" results in the termination of official processing by the justice systems and can involve referral to an outside (non-criminal justice) agency.
  - "Partial diversion" involves minimizing the offender's penetration into the system.
- Reasons given in support of diversion programming have been the reduction of the stigmatizing effect seen as associated with movement through the justice systems, reduction of the load placed on the system and utilization of more efficient and effective ways of dealing with offenders.
  - Questions have, however, been raised about the extent to which diversion programs--especially those operating within the traditional justice systems--may result in the expansion of legal authority or social control over the lives of offenders. There is also a question of the extent to which these alternatives actually divert offenders who would otherwise have received more serious sanctions, as opposed to merely being used for offenders who would otherwise have received no sanction or one less intrusive than the "diversion" sanction itself.

### E. Decriminalization

- A substantial amount of pressure has been generated to decriminalize particular types of behavior and to use alternative forms of social control within human service agencies outside of the criminal or juvenile justice systems to deal with these behaviors.
  - A major rationale for decriminalization is the perceived over-reliance on the justice systems by the repeated arrest and confinement of individuals committing "victimless" crimes, such as drunkenness, drug addiction, homosexuality, or vagrancy, and such juvenile status offenses as absenring, truancy, incorrigibility, and running away.
  - Criminal penalties are seen as largely ineffective in controlling such behavior, and it is suggested that processing through the adult and juvenile justice systems frequently does more harm than good.
  - The public indifference to laws governing such behavior can lead to a reduced respect for the law in general.
  - The stigmatizing effect of the justice system upon offenders, the often inadequate treatment resources available in corrections programs as compared to other human service agencies, and the burden placed upon the criminal and juvenile justice systems as a result of the prosecution of such crimes, are further reasons given for moving issues of private morality and social welfare beyond the reach of the criminal law.

### F. Determinate Versus Indeterminate Sentencing

- The issue of determinate versus indeterminate sentencing has become a major focus of attention within both the criminal and juvenile justice systems.
  - Indeterminate sentencing usually involves a legislatively established minimum and a maximum or, alternatively, just a maximum number of years that an offender can be confined for particular offenses. The decision as to the specific institution release date is then left to a paroling authority.
  - In Minnesota, most offenses in the criminal code have a maximum length specified, and the paroling authority can release at any point up to the maximums.
  - A determinate sentence usually specifies an exact time length to be served before release from custody. In its purest form, a determinate sentencing system would mean that the convicted offender would know on the day of sentencing exactly how long the period of incarceration would be.

- A number of arguments for and against the two forms of sentencing have been suggested.

- Proponents of indeterminacy argue that such a system provides an incentive for the offender to work toward his or her rehabilitation and, in this way, allows for maximum effectiveness of the rehabilitative ideal.
- Supporters of indeterminacy also suggest that such a system protects society from hard-core offenders, prevents the warehousing of offenders by eliminating unnecessary incarceration and places the responsibility for making judgments about the length of sentences in the hands of qualified professionals able to assess offender readiness for release on the basis of involvement in prison programs.
- Critics of the indeterminate sentencing system argue that it causes anxiety and suffering on the part of offenders because they do not know the exact length of time that they will be incarcerated.
- Critics also argue that prison sentences can have little deterrent effect unless they are clearly known by the offender, and this is not the case in an indeterminate scheme.
- Critics of indeterminacy also argue that allowing parole boards or other administrative agencies to change the length of sentences imposed by the judiciary increases the disparate treatment of similar forms of criminal behavior.
- Additionally, it is argued that indeterminate sentences are based upon the assumption that offenders are "sick" and in need of treatment that can be successfully provided by correctional agencies.

#### G. Legal Rights of Offenders

- Over the past several years the courts have abandoned their traditional hands-off doctrine with respect to correctional programs and have begun to look closely at the way in which discretion is exercised within correctional programs.
- The courts are increasingly being relied upon to determine the rights of prisoners, probationers, and parolees.
- The general view emerging is that the convicted offender retains all the rights of the average citizen with the exception of those which require forfeiture in order to administer a correctional agency.
- Consequently, correctional administrators have implemented guidelines affecting probation and parole release and revocation procedures as well as due process procedures within correctional institutions.

#### H. "Violent" or "Hardcore" Juvenile Offenders

- Increased concern is being expressed about juvenile-aged offenders adjudicated on the basis of particularly serious and/or chronically repetitive delinquencies.
  - It is generally agreed that only a small proportion of juveniles handled by the courts can appropriately be defined as meeting some definition of "violent" or "hard core", but it is these youth who are often seen as committing a disproportionate number of offenses.
  - In a fairly recent study of 10,000 Philadelphia boys born in 1945 who lived in that city until they were at least 18 years of age it was shown that only 6 per cent of the 10,000 boys accounted for over half of all the recorded delinquencies and about two-thirds of all the violent crimes committed by the total group. (Marvin E. Wolfgang, Robert M. Figlio, and Thorsten Sellin, Delinquency In A Birth Cohort, Chicago, University of Chicago Press, 1972.)
- The issue confronting the correctional system is that some proportion of the adjudicated delinquent population require relatively prolonged confinement; however, the length of such confinement and the appropriate person to make such decisions then become issues requiring careful consideration.
- A related issue is the problem of identifying those offenders likely to commit violent acts in the future. Any predictions are open to two problems:
  - First, the problem of predicting some persons as violence-prone who, in fact, will never be found guilty of such crimes in the future.
  - The second problem is just the reverse and involves predicting some persons as not violence-prone who will, in fact, be subsequently found guilty of some further violent act.



# State Institutions

# State Institutions

INSTITUTION PROFILES  
INMATE PROFILES  
POPULATION PROJECTIONS  
FUTURE USE OF INSTITUTIONS  
VIOLENT OR HARDCORE JUVENILE OFFENDERS  
PHYSICAL AND MENTAL HEALTH  
EDUCATION AND VOCATIONAL TRAINING  
PROGRAMS  
INDUSTRIES

INSTITUTION PROFILES



### INSTITUTION PROFILES

- This section contains general summary information for each institution. The following areas are covered for each of the eight state correctional institutions operated by the Department of Corrections:

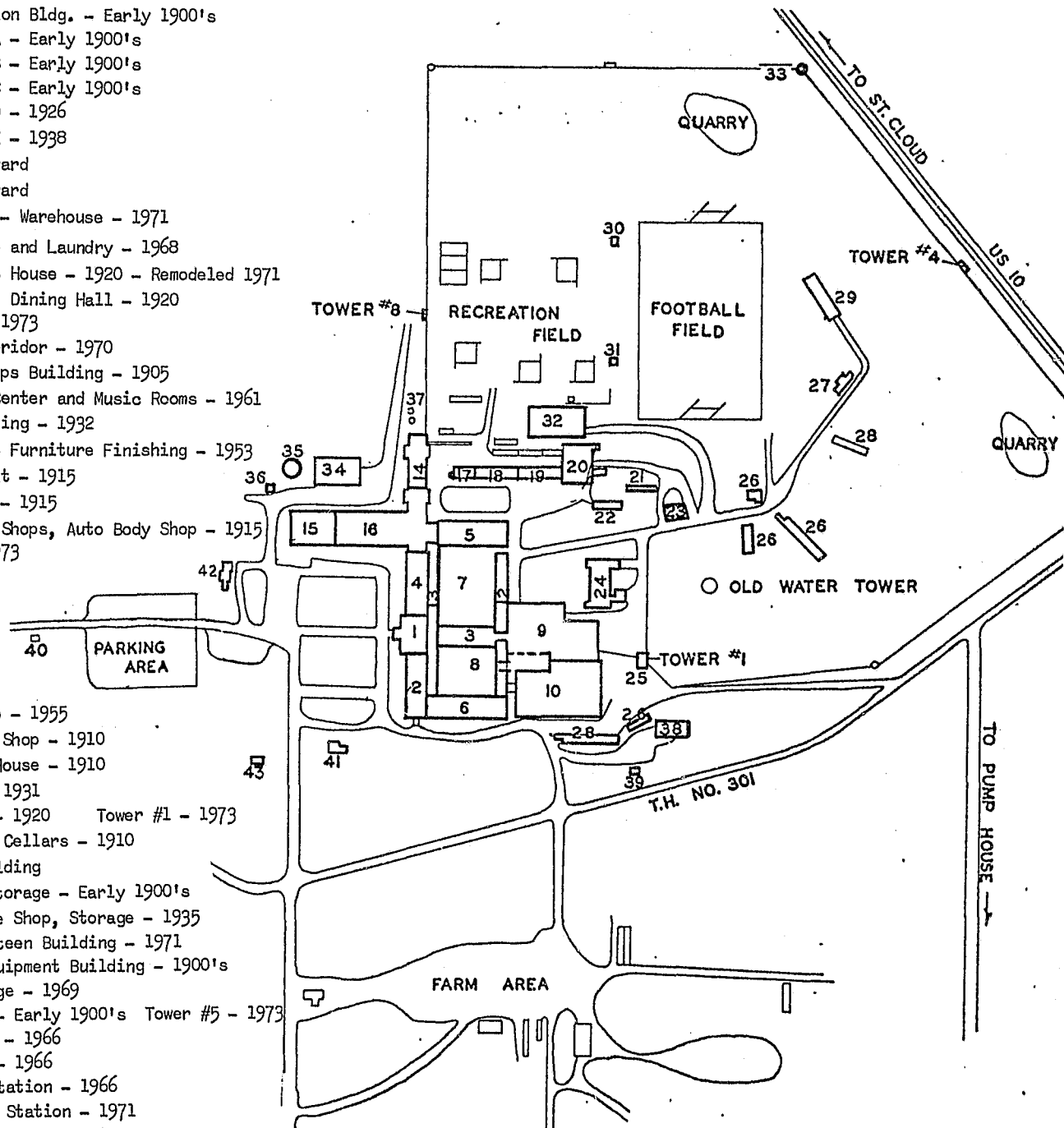
- Institution map and building construction dates
- Organizational chart and total number of personnel
- Institution history
- Institution mission statement
- Operating cost summary

# Minnesota State Reformatory for Men

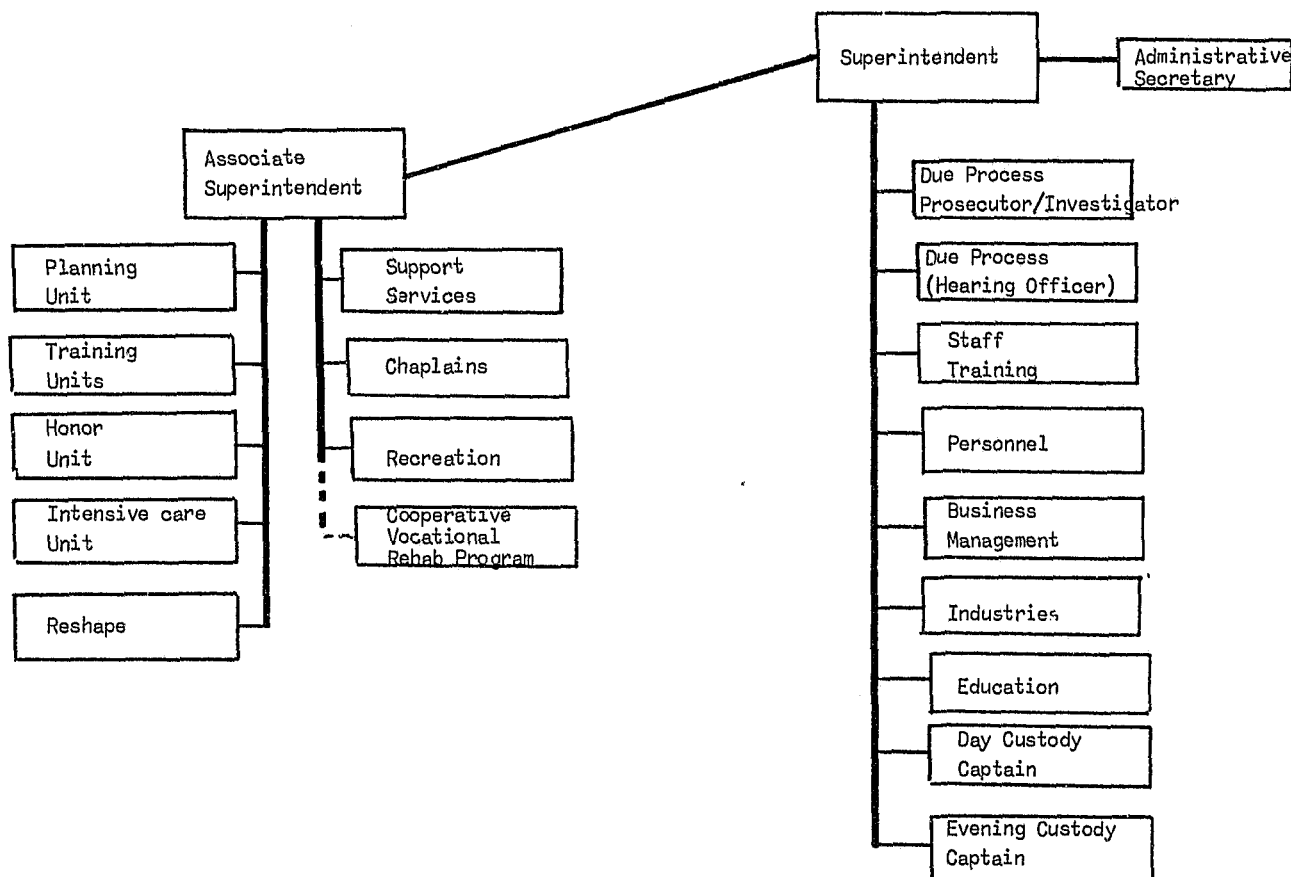
## St. Cloud

1. Administration Bldg. - Early 1900's
2. Cell House A - Early 1900's
3. Cell House B - Early 1900's
4. Cell House C - Early 1900's
5. Cell House D - 1926
6. Cell House E - 1938
7. North Courtyard
8. South Courtyard
9. Dining Room - Warehouse - 1971
10. Food Service and Laundry - 1968
11. Day Room E - House - 1920 - Remodeled 1971
12. Former North Dining Hall - 1920  
Drug Unit - 1973
13. Security Corridor - 1970
14. Industry Shops Building - 1905
15. Recreation Center and Music Rooms - 1961
16. School Building - 1932
17. Metal Shop - Furniture Finishing - 1953
18. License Plant - 1915
19. Auto Repair - 1915
20. Maintenance Shops, Auto Body Shop - 1915  
Remodeled 1973

21. Masonry Shop - 1955
22. Maintenance Shop - 1910
23. Former Ice House - 1910
24. Infirmary - 1931
25. Truck Gate - 1920      Tower #1 - 1973
26. Former Root Cellars - 1910
27. Storage Building
28. Aggregate Storage - Early 1900's
29. Former Stone Shop, Storage - 1935
30. Outside Canteen Building - 1971
31. Athletic Equipment Building - 1900's
32. Steel Storage - 1969
33. Train Gate - Early 1900's      Tower #5 - 1973
34. Power Plant - 1966
35. Water Tank - 1966
36. Gas Meter Station - 1966
37. Sewage Lift Station - 1971
38. Garage and Storage - 1957
39. Gas Pump - 1970
40. Sewage Metering Station - 1960
41. Staff Residence #1 - Early 1900's
42. Staff Residence #2 - Early 1900's
43. Staff Residence #3 - Early 1951



## STATE REFORMATORY FOR MEN

TABLE OF ORGANIZATION

## TOTAL NUMBER OF PERSONNEL:

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1976 - 346

1977 - 343

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## A. Institution History

- In 1889 the Minnesota State Reformatory for Men was opened to care for first offenders between the ages of 16 and 30 years. This institution was one of the first institutions founded in the reformatory movement in the United States after its inception at Almira Reformatory, New York. Rather high and unrealistic hopes at this time predicted that the industrial reformatory was the answer to most of the delinquency and crime problems for this age group. Planning for the Reformatory specified that inmates should quarry granite.
- An Annex for Defective Delinquents was opened in 1945 for the purpose of providing care and custody for mentally defective adult males. The Annex was closed in 1963 by legislative act upon a Governor's Committee recommendation that the Reformatory not be used for the housing and care of unadjudicated persons.
- A Reception Center was established at the Reformatory in 1948, and, upon opening of the Lino Lakes Reception and Diagnostic Center in 1965, was transferred to that facility. In 1969, the Reception Center for youthful offenders was returned to the Reformatory.
- The institution presently receives youthful offenders up to age 24 who have committed felonies and been sentenced to the institution by action of a district court.
- Use of the unit system of institution management was introduced in 1975. The concept of semi-autonomous living units was intended to provide both better security and control, as well as specialized programs better able to meet individual inmate needs.
- A recent evaluation and review of educational programs at SRM revealed that the needs of the inmate could best be accommodated by a Competency Based Personalized Instruction (CBPI) system, as recommended in the State Plan for Vocational Education, and as currently employed by several Minnesota Area Vocational-Technical Institutes. On January 1, 1976, SRM Education Programs began operation under CBPI. This program facilitates the enrollment and graduation of students on a continuous basis, and provides instruction geared to individual needs.
- Among other recent and planned future developments at the institution are the following:
  - Completion of the new segregation unit in October, 1976.
  - Construction is proceeding on the new honor unit for 80 inmates (Cell Hall D) and is scheduled for completion in July, 1977.
  - Planning for the new automotive cluster building to house automotive related vocational training programs is in final stages, and the project will be up for bids in the near future.

- Plans are underway to introduce two new programs -- Narcanon (an educational program intended to assist inmates with a wide variety of daily living problems) and Asklepion (a "therapeutic community" program modeled on a concept which has been implemented at various institutions in the nation, including the Minnesota State Prison). Funds for operation of these programs will be requested from the Governor's Crime Commission.

B. Mission Statement

- The mission of the State Reformatory for Men is to protect the public through a program which controls and corrects the criminal behavior of offenders committed to the institution. This can best be achieved by a program which promotes individual dignity, allows sufficient variety for self-fulfillment, and meets basic human, physical, social, civil, and psychological needs. The program must be cognizant of individual differences, and must include a structure to permit each inmate to experience a sense of success through accomplishment, a means to achieve satisfactory interpersonal relationships, a method to allow for pride in his cultural heritage, and a guarantee that his constitutional rights are insured.

C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita and daily costs are presented in Table 1.

Table 1: FISCAL OVERVIEW, SRM

<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY</u>
1971	\$ 3,155,310	708	\$ 12.21
1972	3,476,656	600	15.88
1973	3,785,274	513	20.22
1974	4,467,147	475	25.77
1975	5,238,825	462	31.07
1976	6,272,969	548	31.36
1977 (est.)	6,292,575	575 (est.)	29.98 (est.)

\* Current as of 9/76  
State Appropriation Expenditures

2. Detailed expenditures by program for fiscal years 1975, 1976 and estimated 1977 are presented in Table 2.

TABLE 2: PROGRAM EXPENDITURES, SRM  
(\* Denotes State Appropriation Expenditures)

<u>SRM</u>	<u>FISCAL YEAR 1975</u>	<u>FISCAL YEAR 1976</u>	<u>FISCAL YEAR 1977+</u>
Administration & General Support*	\$ 314,917	\$ 374,975	\$ 335,989
Health Care*	249,603	295,925	302,111
Business & Plant Management*	894,133	1,249,388	1,092,012
Food Services*	379,641	460,217	422,887
Residential Care*	1,507,476	1,770,175	1,863,018
Industries (Vocational)*	68,675	88,505	112,572
Industries (Vocational)	203,435	243,310	255,000
Education*	438,489	504,427	538,692
Education	129,183	107,878	120,388
Security*	1,300,818	1,517,562	1,623,415
Reshape*	95,073	11,795	1,879
Reshape		134,363	20,854
Other Non-appropriation Expenditures (Social Welfare Fund, etc.)	<u>255,026</u>	<u>337,953</u>	<u>517,196</u>
Total State Appropriation Expenditures	\$5,238,825	\$ 6,272,969	\$6,292,575
Total - All Expenditures	\$5,826,469	\$ 7,096,473	\$7,206,013
+ Estimated as of Sept., 1976			

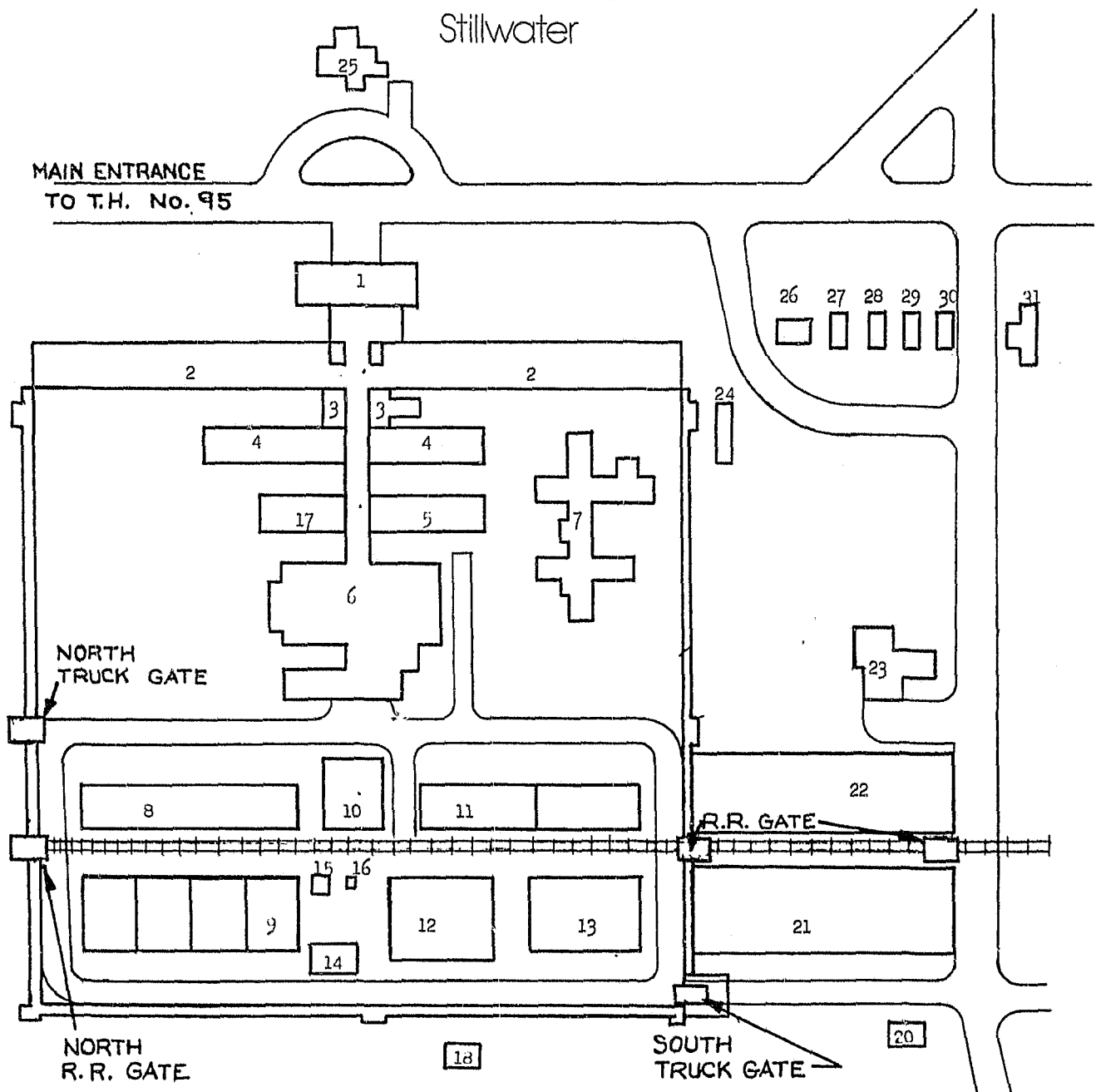
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# Minnesota State Prison

Stillwater

41

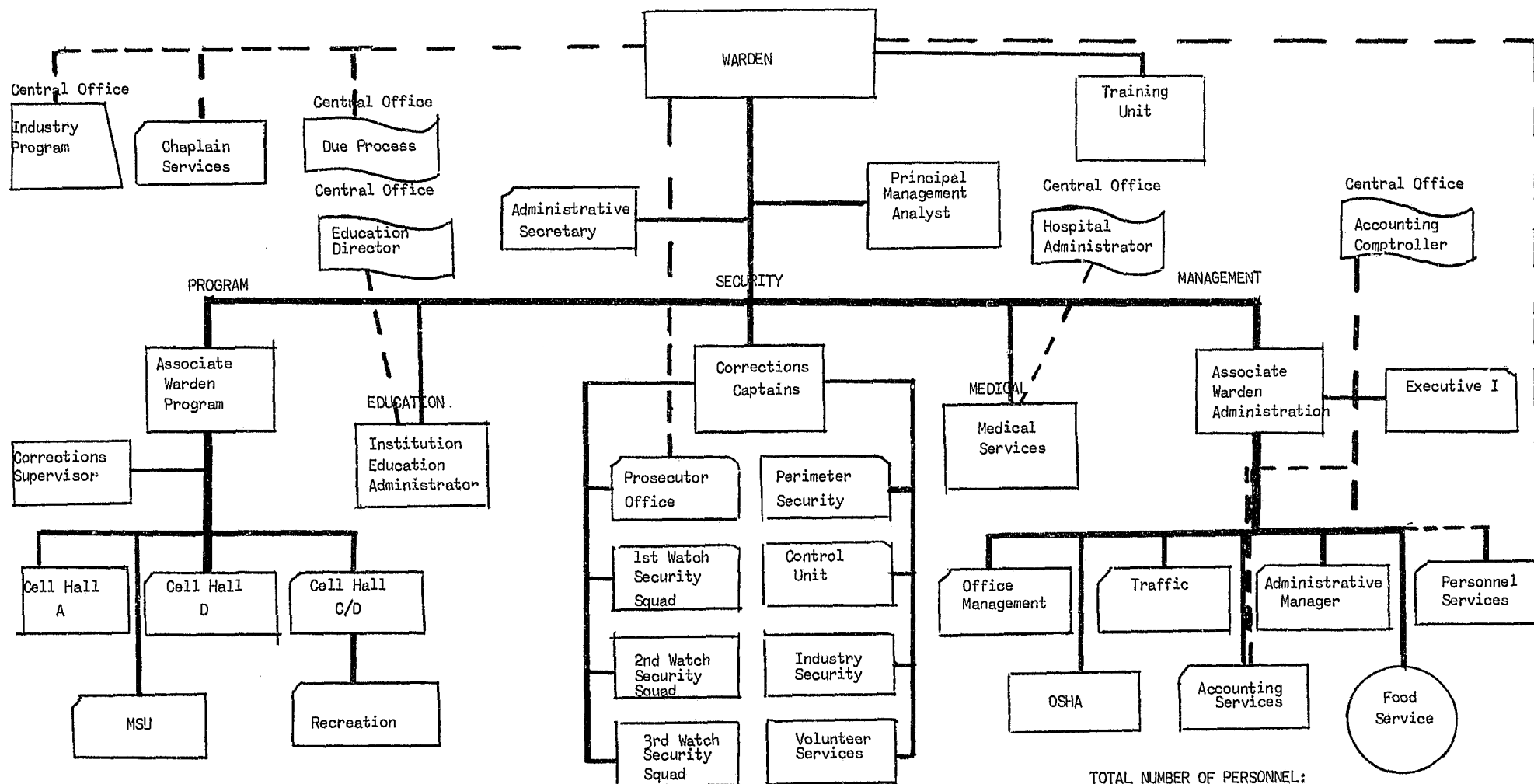


1. Administration (1910)
2. Cell Blocks A & B (1910)
3. Classification Offices & Canteen (1910)
4. Laundry & Tailor Shops; Custody Office and Cell Hall C (1910-1964)
5. Cell Hall D (1910-27)
6. Service Building: Kitchen, Dining Hall, Bakery, Auditorium, Commissary (1910)
7. Hospital (1910-31)
8. Cordage Industry Factory (1910)
9. Cordage Industry Warehouse (1910)
10. Power House (Engineering Office) (1910)
11. Farm Machinery Industry Factory (1913)
12. Farm Machinery Foundry (1914-35)
13. Farm Machinery Metal Fabrication (1914)
14. Inside Construction (1910)
15. Electric Motor Repair Shop (Engineering Dept.) (1910)

19

16. Pump House and Fire Marshall's Office (1910)
17. Activities Building (1970)
18. Water Treatment Plant (1961)
19. Water Tower (1910)
20. Maintenance Garage (1910)
21. West Shipping Warehouse for Industries, "U" (1916-29)
22. East Shipping Warehouse for Industries, "V" (1916-29)
23. Minimum Security Building (1940)
24. Garage (1910)
25. Residence (1910)
26. Residence (1910)
27. Residence (1910)
28. Residence (1910)
29. Residence (1910)
30. Residence (1910)
31. Residence (1940)

MINNESOTA STATE PRISON  
TABLE OF ORGANIZATION



TOTAL NUMBER OF PERSONNEL:

1975 - 405

1976 - 418

1977 - 424

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## A. Institution History

- The first prison in what is now the State of Minnesota was the territorial prison constructed in 1853. Located near the St. Croix River in a deep ravine in North Stillwater, it was enclosed on three sides by high cliffs and on the fourth side by a 12 foot masonry wall. The original institution consisted of an enclosed 280 foot square which contained a single three story building housing 60 cells, two dungeons for solitary confinement, a work shop and an office.
- The sale of convict labor to privately owned industry was the commonly accepted practice in the 19th century, and consistent with this was the establishment of privately-financed shops in the old prison where shingles, sashes, doors, flooring, wagons and plows were manufactured. Because the contract labor system placed almost exclusive emphasis on profit, it fell into disfavor and in Minnesota was abandoned in the 1890's. In its place a cordage industry was established by legislative action to provide Minnesota farmers with a supply of this material.
- Poor architectural planning and the swampy character of the site created severe problems in the old prison. Escapes were frequent, cells were damp, housekeeping was difficult, and there was insufficient space in the enclosure to provide needed expansion of facilities. In 1902 and in 1904 the warden of the prison informed the Legislature of the need for an entirely new prison; the 1905 and 1909 sessions of the State Legislature appropriated the funds necessary for the new institution. The prison was constructed in the present location and the last inmates were transferred from the old prison in 1914.
- When the present Prison was opened in 1914, it was described as one of the finest examples of a maximum custody prison designed to operate prison industry under the "silent system". The prison structure today, except for a few minor alterations, remains unchanged. Over the years, the "silent system" was abandoned and emphasis on industry has diminished. Programs have been developed in vocational and educational training and rehabilitation. A Training and Treatment Department was formed in the mid-1950's, and during the next two decades the following services were introduced or expanded: social services, counseling, medical care, psychological and psychiatric service, religious instruction, educational/vocational training, recreation and group activity.
- During the early 1970's the Governor's Loaned Executive Action Program (LEAP) recommended the closing of the prison farm operation, which was completed by 1973, and replaced by the present Minimum Security Unit (MSU). Although an integral part of the prison, the MSU has its own program designed to place inmates back into the community.
- The Department of Operations was formed in 1973 by combining the Custody and Training and Treatment departments, in order to break down the artificial distinction between custody and treatment.

- In 1974, five "units" began operating (Cell Halls A,B,C,D and the Minimum Security Unit). Each unit has its own director, caseworkers, and security staff responsible for daily maintenance, housekeeping and programming. In addition, a Security Unit was formed, which is responsible for all security outside of the living units. The aim of the unit system is to operate the institution more efficiently, with better management and control, and with greater flexibility in meeting individual inmate program needs.
- Recent accomplishments and planned future activities include the following:
  - The segregation unit has been moved to new quarters (December, 1976) and the move has increased segregation capacity from 50 to 115 cells.
  - During 1976, staff turnover at the institution decreased markedly; the turnover rate in 1975 was 42%, while that rate in 1976 was only 25%.
  - Four computer terminals to assist in teaching basic education, G.E.D., vocational and college courses to inmates have recently been installed through a federal grant.
  - Completion of staff hiring and program set-up for the new federally funded chemical dependency program, ATLANTIS.
  - Currently, the institution is developing a plan to provide a workers living unit and a seven-hour work day in industries. Implementation is scheduled for April, 1977.
  - Within the next three months, plans are to implement evening school programs for approximately 85 inmates.

#### B. Mission Statement

- The Prison continues to give emphasis to confinement and the provision of a safe, humane and secure environment. Educational programs, treatment options and vocational training for those inmates who voluntarily choose such a program of self-improvement are available.

#### C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita daily cost are presented in Table 3.

TABLE 3: <u>FISCAL OVERVIEW, MSP</u>			
<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY</u>
1970-71	\$ 3,235,009	942	\$9.41
1971-72	3,767,057	878	11.75
1972-73	4,029,248	770	14.33
1973-74	5,196,612	733	19.42
1974-75	6,391,072	717	24.42
1975-76	7,581,856	858	24.21
1976-77 (est.)	8,007,658 (est.)	1,000 (est.)	21.94 (est.)

\* Current as of 9/76;  
State Appropriation Expenditures

2. Detailed expenditures by program for fiscal years 1975, 1976, and estimated 1977 are presented in Table 4.

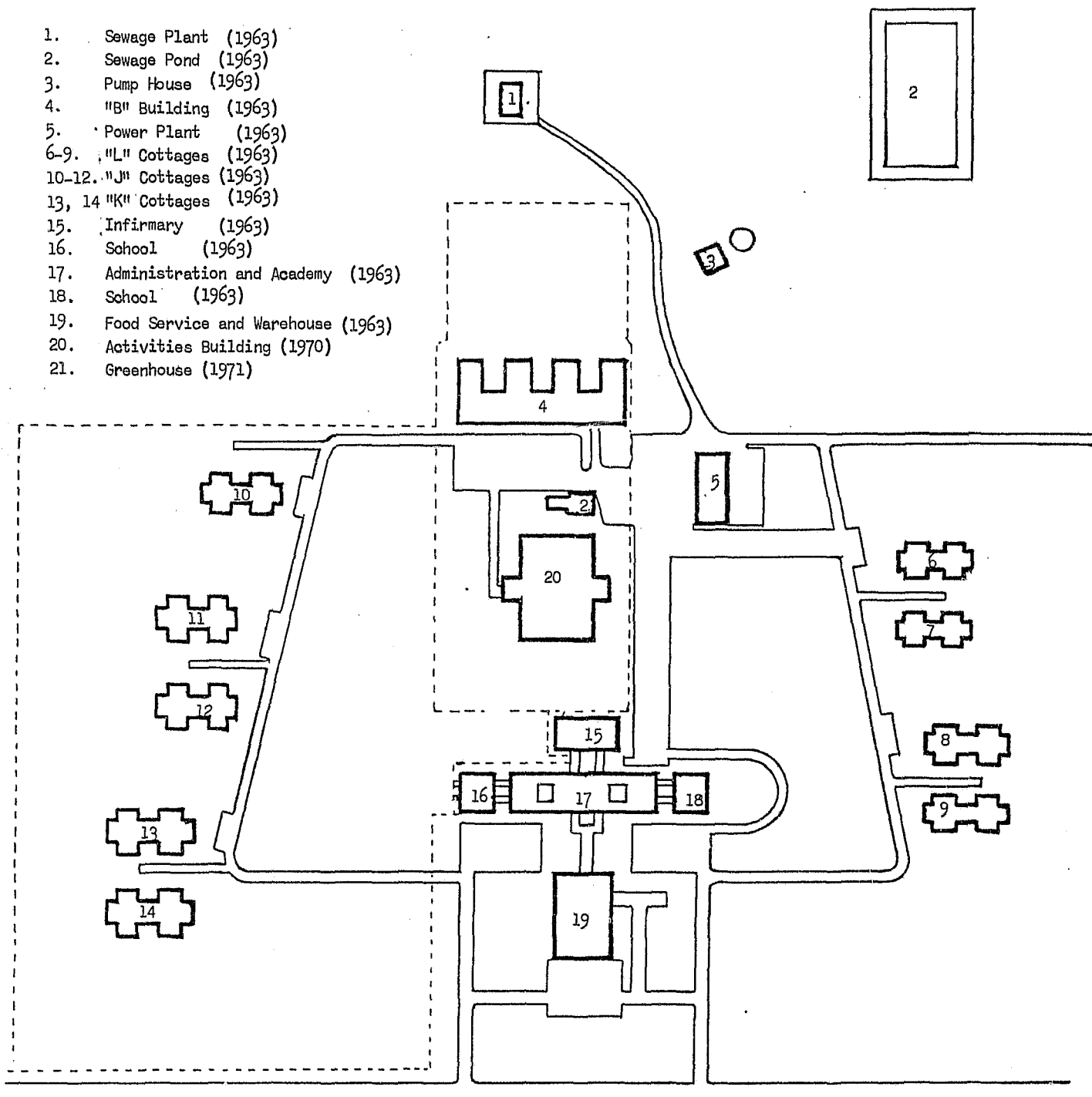
TABLE 4: <u>PROGRAM EXPENDITURES, MSP</u> (*Denotes State Appropriation Expenditure)			
<u>MSP</u>	<u>FISCAL YEAR 1975</u>	<u>FISCAL YEAR 1976</u>	<u>FISCAL YEAR 1977+</u>
Administration & General Support*	\$ 672,324	\$ 784,379	\$ 627,390
Health Care	349,004	412,393	498,243
Business & Plant Management*	1,452,583	1,745,823	1,855,657
Food Service*	544,373	657,930	567,274
Residential Care*	1,586,472	1,866,616	2,142,851
Education*	167,805	196,575	205,108
Education		14,700	17,284
Industries	2,435,128	2,102,991	2,956,320
Security*	1,618,511	1,918,140	2,111,135
Other non-appropriation Expenditures (Social Welfare Fund, Grants, etc.)	<u>429,474</u>	<u>698,372</u>	<u>851,132</u>
Total State Appropriation Expenditures	\$ 6,391,072	\$7,581,856	\$8,007,658
Total - All Expenditures	\$ 9,255,674	\$ 10,397,919	\$ 11,832,394
+ Estimated as of Sept. 1976			

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# Minnesota Metropolitan Training Center

## Lino Lakes

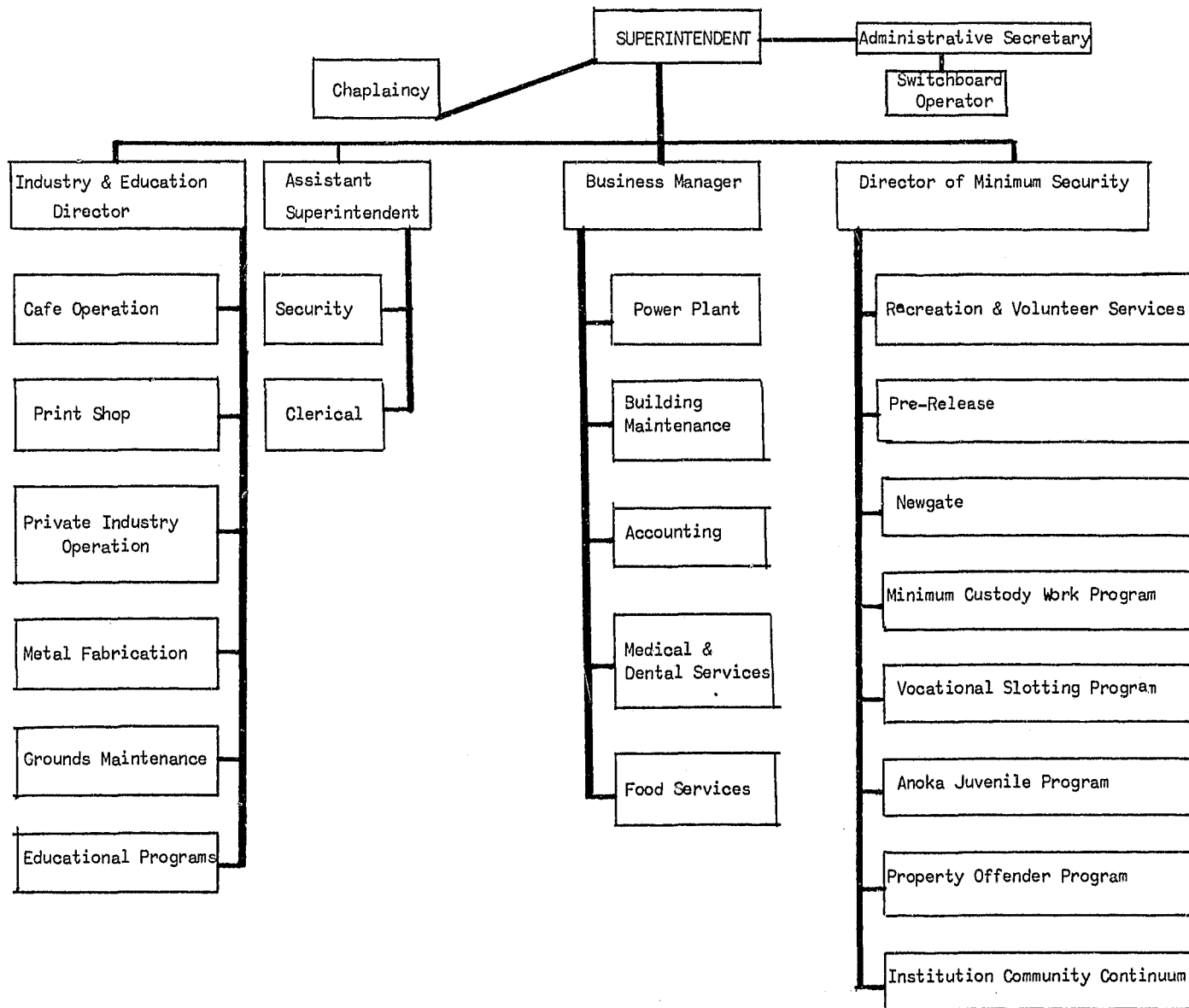
1. Sewage Plant (1963)
2. Sewage Pond (1963)
3. Pump House (1963)
4. "B" Building (1963)
5. Power Plant (1963)
- 6-9. "L" Cottages (1963)
- 10-12. "J" Cottages (1963)
- 13, 14 "K" Cottages (1963)
15. Infirmary (1963)
16. School (1963)
17. Administration and Academy (1963)
18. School (1963)
19. Food Service and Warehouse (1963)
20. Activities Building (1970)
21. Greenhouse (1971)





MINNESOTA METROPOLITAN TRAINING CENTER  
TABLE OF ORGANIZATION

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TOTAL NUMBER OF PERSONNEL:

1975 - 135.5

1976 - 121

1977 - 112

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### A. Institution History

- The Minnesota Metropolitan Training Center has had several different functions over its thirteen years of operation. Funds for the original facility were appropriated during 1959 and 1961, and the institution opened in 1963. At that time, the institution served two different purposes: (1) Minnesota Reception and Diagnostic Center (MRDC) operated by the Department of Corrections provided correctional services to committed juveniles and youthful offenders; (2) Minnesota Residential Treatment Center (MRTC) operated by the Department of Public Welfare provided services to emotionally disturbed children.
- In 1970, the institution became the regional treatment center for juveniles from Anoka, Hennepin and Ramsey Counties. This change occurred in order to facilitate the concept that rural and city children should not be put into common living conditions. The geographical regions were developed at this time.
- As a substantial decrease in juvenile commitments occurred, due in large part to the advent of "community corrections" it became more practical to phase out the juvenile aspects of MMTC, except for the contract program with Anoka.
- Currently, the institution is in the process of being converted to an adult facility. This change in function to an adult minimum security facility, together with plans for a medium security section at MMTC, is to provide space for transfer of adult inmates from MSP and SRM, who do not necessarily need the traditional heavy security and who can benefit from time spent in a less secure setting with less regimentation. The medium security section will house inmates who may be a threat to society but generally are not a threat to each other. The focus of the institution's program will be provision of jobs which will approximate the outside work world as closely as possible.
- Construction of the security features and industries areas are scheduled to begin on March 1, 1977, with completion on approximately September 1, 1977.

### B. Mission Statement

- The mission of the Minnesota Metropolitan Training Center as an adult medium/minimum security institution will be:
  - to protect the public by providing medium/minimum security for offenders who qualify based on formal Department criteria,
  - to provide basic needs, in a just and humane manner, to offenders until they are released by proper authority,
  - to utilize community resources and private industry in order to establish a meaningful work program with wage variations depending upon skills levels of resident workers and production output, and
  - to make available an appropriate learning process for inmates.

### C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita cost are presented in Table 5.

TABLE 5: FISCAL OVERVIEW, MMTC

<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY COST</u>
Juvenile Institution			
1971	\$ 2,857,444	208	\$ 37.64
1972	2,909,351	201	39.66
1973	3,157,391	167	51.80
1974	2,460,652	149	45.25
1975	2,302,964	117	53.93
(Juv. & Ad.)			
Adult Institution			
1976	2,345,612	78	82.39
1977	2,207,976 (est.)	100 (est.)	60.49

\* Current as of 9/76;  
State Appropriation Expenditure...

2. Detailed expenditures by program for 1975, 1976 and estimated 1977 are presented in Table 6.

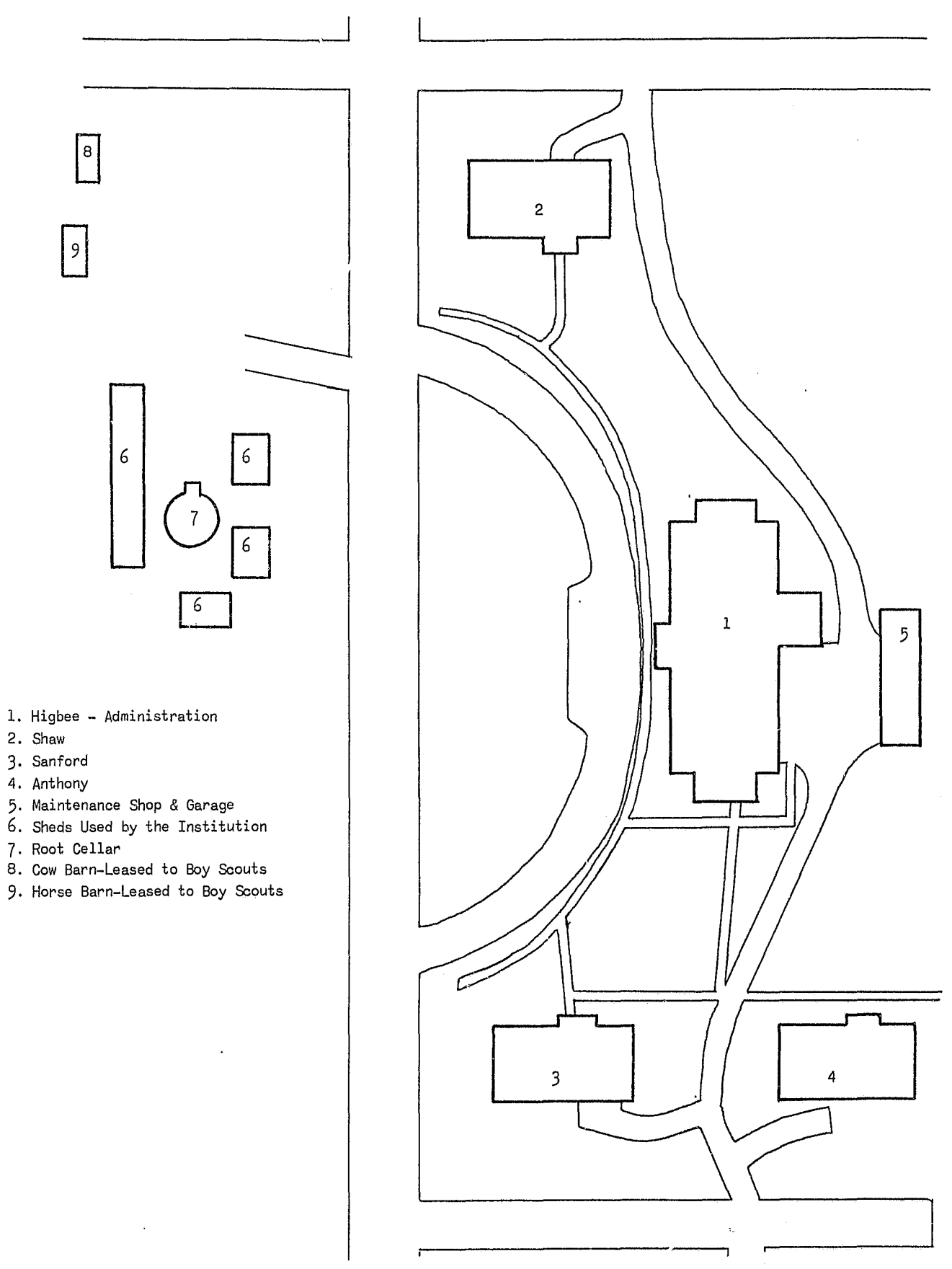
TABLE 6: PROGRAM EXPENDITURES, MMTC			
MMTC	FISCAL YEAR 1975	FISCAL YEAR 1976	FISCAL YEAR 1977+
Administration & General Support*	\$ 113,249	\$ 119,533	\$112,627
Health Care*	89,499	91,738	88,122
Business & Plant Management*	466,705	542,048	483,299
Food Services*	110,787	122,941	115,791
Residential Care*	1,109,180	1,092,390	880,452
Education*	180,311	181,729	175,146
Education		87,175	54,400
Industries*			172,584
Industries	391	13,263	100,000
Security*	171,371	169,459	176,633
Property Offender Program*	61,862	25,774	3,322
Property Offender Program		38,407	4,982
Other Non-Appropriation Expenditures (Social Welfare fund, Grants, etc.)	<u>57,058</u>	<u>178,249</u>	<u>398,072</u>
TOTAL STATE APPROPRIATION EXPENDITURES	\$ 2,302,964	\$ 2,345,612	\$ 2,207,976
TOTAL - ALL EXPENDITURES	\$ 2,360,413	\$ 2,662,706	\$ 2,765,430
(* State Appropriation Expenditures)			
+ Estimated as of Sept., 1976.			

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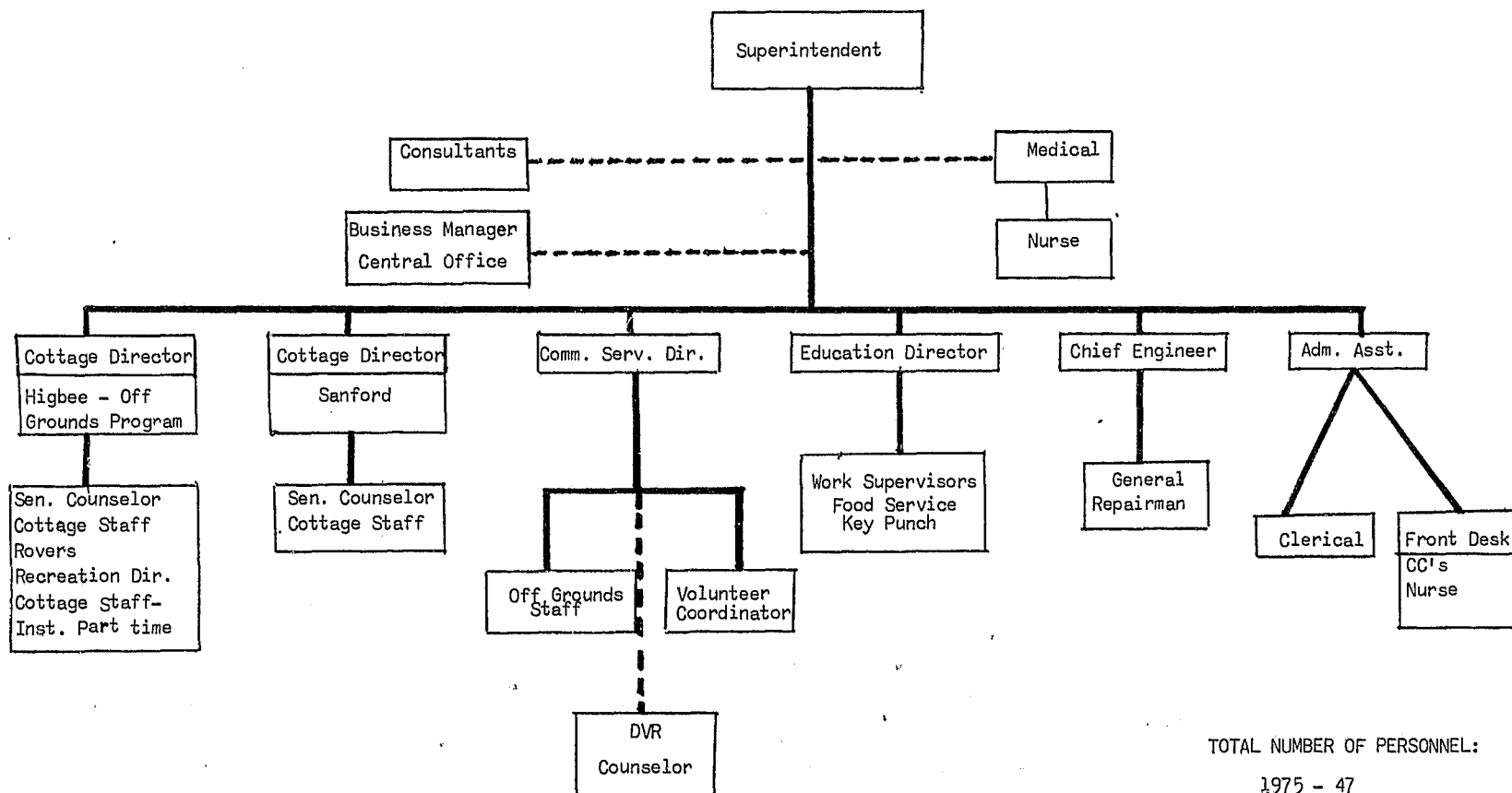
# Minnesota Correctional Institution for Women

Shakopee

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- 
1. Higbee - Administration
  2. Shaw
  3. Sanford
  4. Anthony
  5. Maintenance Shop & Garage
  6. Sheds Used by the Institution
  7. Root Cellar
  8. Cow Barn-Leased to Boy Scouts
  9. Horse Barn-Leased to Boy Scouts

MINNESOTA CORRECTIONAL INSTITUTION FOR WOMEN  
TABLE OF ORGANIZATION



TOTAL NUMBER OF PERSONNEL:

1975 - 47

1976 - 50

1977 - 53





#### A. Institution History

- The Reformatory for Women was created by the legislature in 1915 as a result of concern expressed over housing women at the Minnesota State Prison. The institution for women was officially opened February 2, 1920, with all four buildings completed by 1923. The original farm was 160 acres, 33 of which are still under control of the Department. The campus of the institution is located on the north side of 6th Avenue in Shakopee and consists of approximately seven acres. In 1967, the official name of the institution became Minnesota Correctional Institution for Women.
- In 1971 a resident-staff advisory group was created to discuss and make recommendations about policy and program changes.
- Volunteer services were expanded in 1972 in order to allow for off-grounds programming in the areas of recreation, visiting, medical care, and seeking employment.
- An "agreement system" was implemented in 1974; the system places inmates on different "levels" based on behavior and the relative extent to which individual goals have been met. The system provides clarity as to institutional expectations and a method for allowing additional privileges to be attained.
- Week-end visiting with children was instituted in 1975. Residents requested this policy and participated in procedures for its implementation. The policy has encouraged a responsible and continuing relationship between a resident and her children.
- MCIW is currently attempting to obtain federal funding to implement a mother-child development program at the institution, to further enable MCIW residents to fulfill their parent roles.

#### B. Mission Statement

- The Minnesota Correctional Institution for Women is required by statute to protect society and to develop a rehabilitation program for women committed to the institution. More specific objectives of the institution are as follows:
  - To provide a humane and secure institution for those women requiring incarceration because of the specific serious nature of the crime or repeated felony convictions.
  - To program on an individual basis for incarcerated women.
  - Inmates are offered opportunities to engage in rehabilitation programs but are not required to do so.

-- A short term program has been developed for the non-dangerous property offender which provides an intensive institution program followed by intensive community supervision. The community supervision is to be carried on by institution staff.

- The process by which goals are attained includes involvement of the inmates in decisions, holding the inmates responsible for their behavior, and linking the inmate with the community.

C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita cost are presented in Table 7.

TABLE 7: <u>FISCAL OVERVIEW, MCIW</u>			
<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY COST</u>
1971	\$ 373,394	56	\$ 18.27
1972	452,109	63	19.66
1973	513,441	52	27.05
1974	683,832	50	37.47
1975	722,890	36	55.01
1976	782,103	38	56.39
1977 (est.)	872,933 (est.)	50 (est.)	47.83 (est.)
* Current as of 9/76; State Appropriation Expenditures			

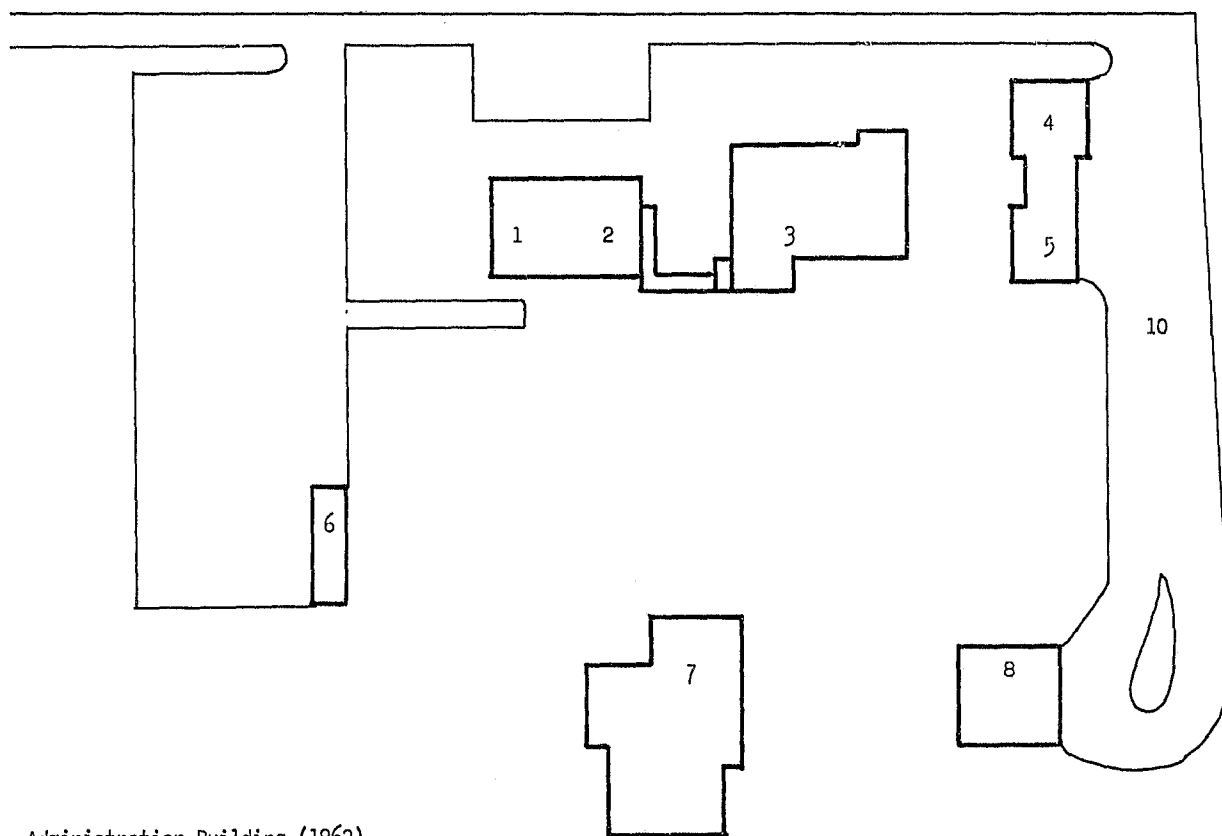
2. Detailed expenditures by program for 1975, 1976 and estimated 1977 are presented in Table 8.

TABLE 8: <u>PROGRAM EXPENDITURES, MCIW</u>			
<u>MCIW</u>	<u>FISCAL YEAR 1975</u>	<u>FISCAL YEAR 1976</u>	<u>FISCAL YEAR 1977 +</u>
Administration & General Support*	\$137,767	\$ 148,116	\$ 125,752
Health Care*	35,780	39,179	43,726
Business & Plant Management*	112,486	129,831	174,381
Food Services*	38,202	45,470	53,453
Residential Care*	308,903	323,677	366,191
Education*	62,368	67,224	78,906
Education			19,464
Industry	443	4,734	3,000
Security*	27,384	28,606	30,524
Other Non-Appropriation Expenditures (Social Welfare Fund, Grants, etc.)	<u>39,237</u>	<u>44,361</u>	<u>47,500</u>
Total State Appropriation Expenditures	\$ 722,890	\$782,103	\$ 872,933
Total - All Expenditures	\$ 762,570	\$831,198	\$ 942,897
(* State Appropriation Expenditures)			
+ Estimated as of Sept., 1976.			



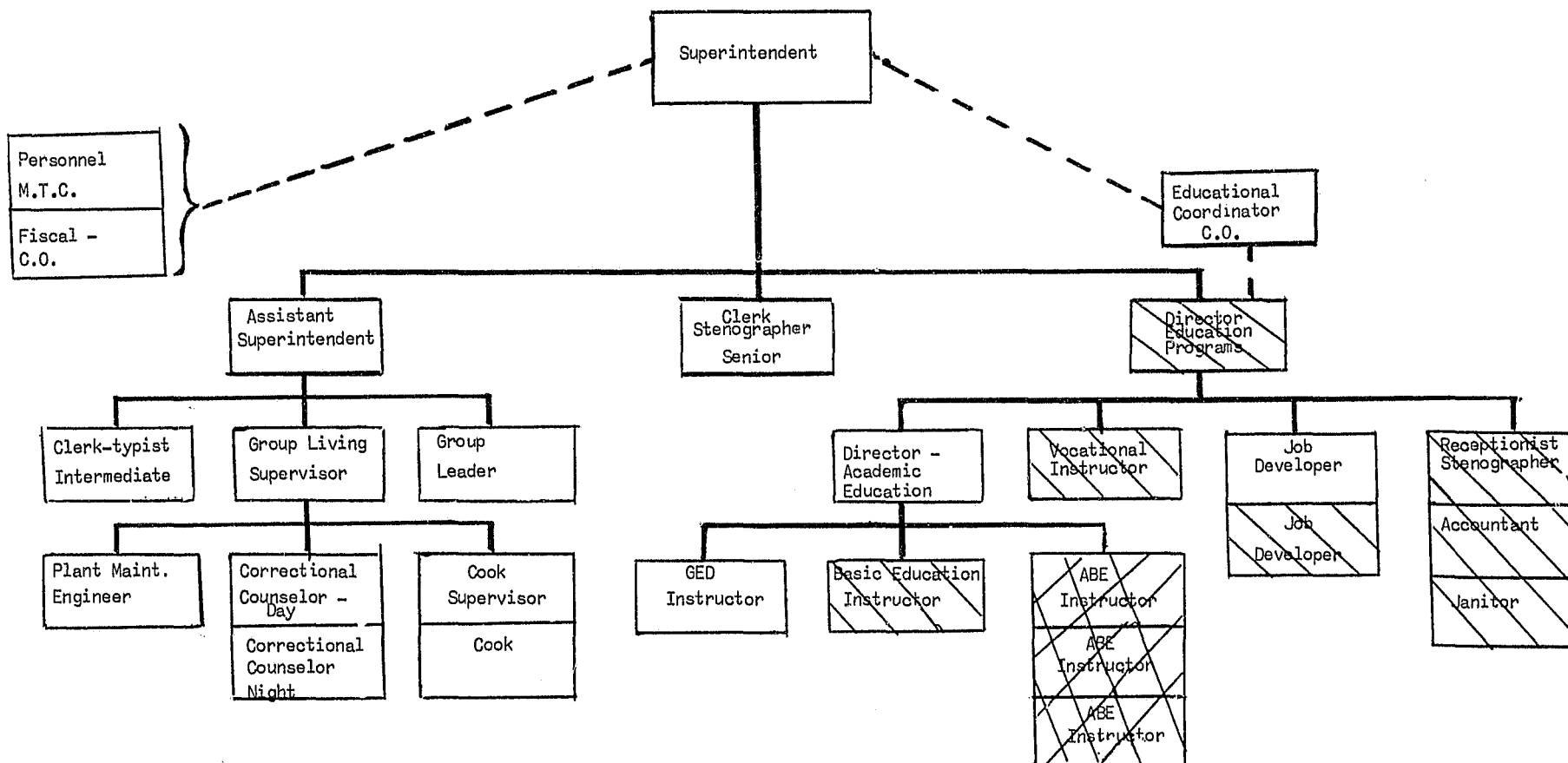
# Willow River Camp

Willow River



1. Administration Building (1963)
2. Addition to Activities Building (School) (1963)
3. Activities Building (1956)
4. Truck Trailer Lab. (1957)
5. Supply (1959)
6. Unheated Storage (1930's)
7. Barracks (1957-59-69)
8. Kitchen-Dining Hall (1959)
9. Pump House (1957)
10. Unimproved Road

WILLOW RIVER CAMP  
TABLE OF ORGANIZATION



## EXPLANATION:

State  
Employee

School Dist.  
Employee

ABE  
Employee

## TOTAL NUMBER OF PERSONNEL:

1975 - 24.5

1976 - 25.5

1977 - 26





**CONTINUED**

**1 OF 6**



#### A. Institution History

- The Willow River Camp was opened in 1951 as a minimum security facility under the jurisdiction of the Youth Conservation Commission. Inmates at the camp were received solely from the State Reformatory for Men, and worked at the General Andrews Nursery on forestry projects. Capacity of the camp was 60 inmates with an average length of stay of approximately six months.
- The basic philosophy of the program was to develop good work attitudes and work habits in each inmate; this was based on the premise that individuals experienced employment difficulties primarily because they were unable to adequately relate with their fellow workers or supervisors, or because they had poor work habits.
- With the creation of the Department of Correction in 1959, jurisdiction of the Willow River Camp transferred from the YCC to the Department of Corrections. In 1973 with the dissolution of the YCC, the Minnesota Corrections Authority became the paroling authority for the inmates at the Willow River Camp.
- In 1972, forestry work for inmates was eliminated, and a vocational program introduced. This shift to the vocational education program was prompted by an increased emphasis on educational programs in the Department, particularly at the State Reformatory, from which WRC inmates were transferred. Four vocational education programs with a capacity of 40 were instituted at that time.
- Because of difficulty in recruiting students for the refrigeration program, difficulty in giving these students sufficient training in six months to make them employable, difficulty in placing these students due to industry cutback, and due to a poor post-release employment record, the Refrigeration/Air Conditioning training program was dropped and the Machine Tool Operation installed in July, 1976.
- The Department is currently considering transferring these programs to the Minnesota Home School at Sauk Centre, as a result of decreasing juvenile populations, and the need for construction and remodeling at Willow River Camp. This possibility is discussed in greater detail in the "Future Use of Institutions" section of this report.

#### B. Mission Statement

- The mission of the Sandstone/Willow River program is to protect the general public by helping inmates develop those vocational, academic, and social skills necessary for their successful return to society.
- To accomplish this mission, program philosophy is based on the belief that each inmate and staff member has a right to be treated in a just and humane manner, and a right to live, study, and work in a safe, secure, and healthy environment. Each inmate and staff member has the potential for growth and development, regardless of age or previous behavior patterns, and has a right to participate in activities that aid in his growth and development. The aim is to provide a training program comparable to

programs provided in Area Vocational Schools. Before release, it is expected that minimum vocational skills necessary for entry-level employment in the field of training will have been acquired. The program assumes that growth and change cannot occur in a restrictive, confining atmosphere, and that the facility should, so far as correctional policies allow, be similar to the atmosphere outside the facility. To a considerable extent, the program environment is relatively unstructured and is based on the belief that learning can most appropriately occur in an environment where persons can make their own decisions.

C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita cost are presented in Table 9.

TABLE 9: <u>FISCAL OVERVIEW, WRC</u>			
<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY COST</u>
1971	\$ 211,783	38	\$ 15.27
1972	264,389	38	19.06
1973	376,457	34	30.33
1974	426,239	34	34.35
1975	543,080	41	36.29
1976	884,816	46	52.70
1977 (est.)	880,214 (est.)	50 (est.)	48.23 (est.)
* Current as of 9/76 ; State appropriation expenditures			

2. Detailed expenditures by program for 1975, 1976 and estimated 1977 are presented in Table 10.

TABLE 10: PROGRAM EXPENDITURES, WRC

<u>WRC</u>	<u>FISCAL YEAR 1975</u>	<u>FISCAL YEAR 1976</u>	<u>FISCAL YEAR 1977+</u>
Administration & General Support*	\$ 37,139	\$ 79,548	\$ 68,802
Health Care*	3,786	8,395	8,500
Business & Plant Mgmt.*	37,610	58,159	64,942
Food Services*	41,508	66,742	56,241
Residential Care*	230,059	288,919	281,984
Education*	192,978	383,053	399,745
Education	153,075	12,158	
Other Non-appropriation Expenditures (Social Welfare Fund, Grants, etc.)	<u>44,352</u>	<u>97,779</u>	<u>39,000</u>
Total State Appropriation Expenditures	\$ 543,080	\$ 884,816	\$ 880,214
Total - All Expenditures	\$ 740,507	\$ 994,753	\$ 919,214

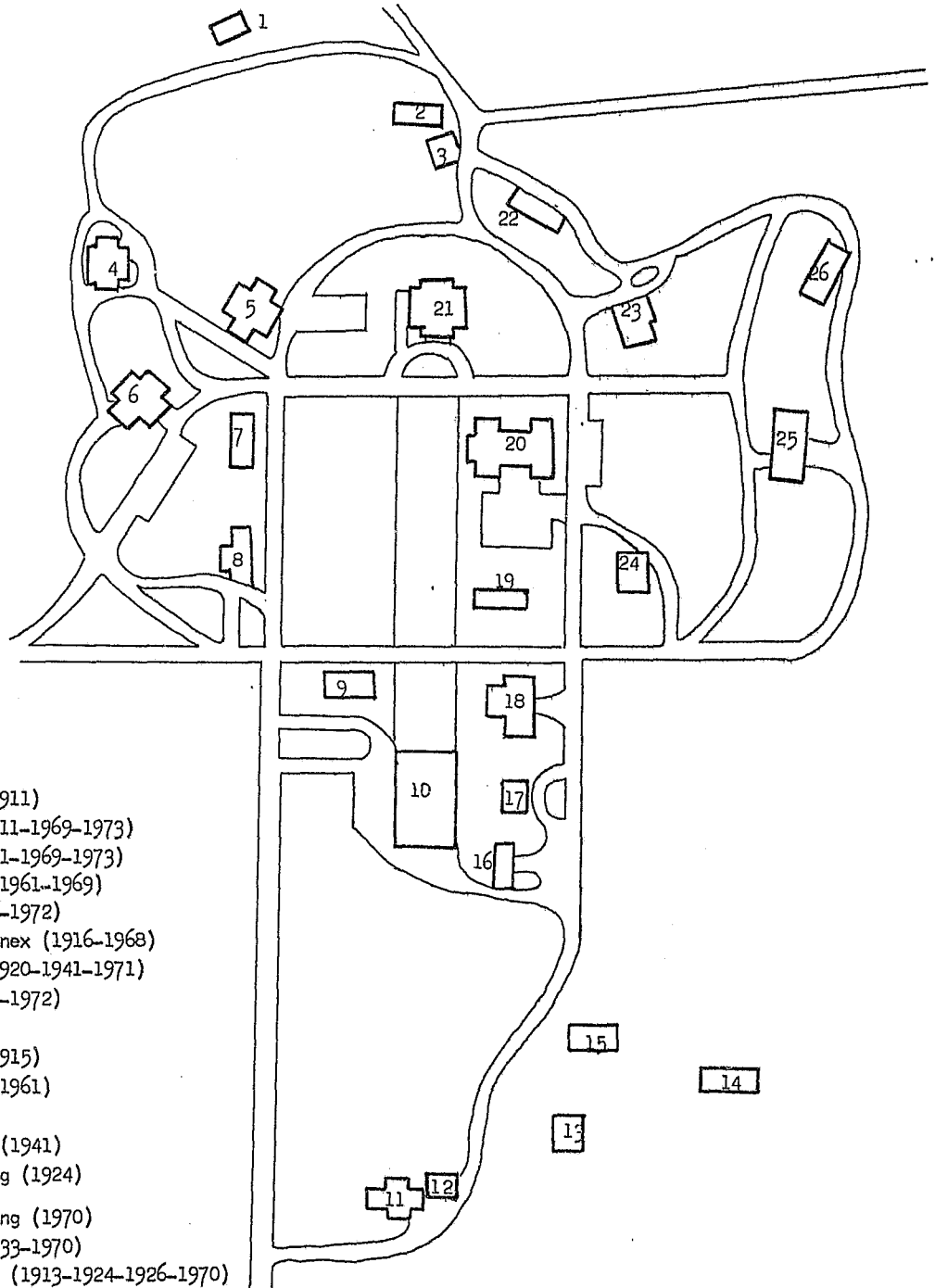
(\* State Appropriation Expenditures)

+ Estimated as of Sept., 1976.



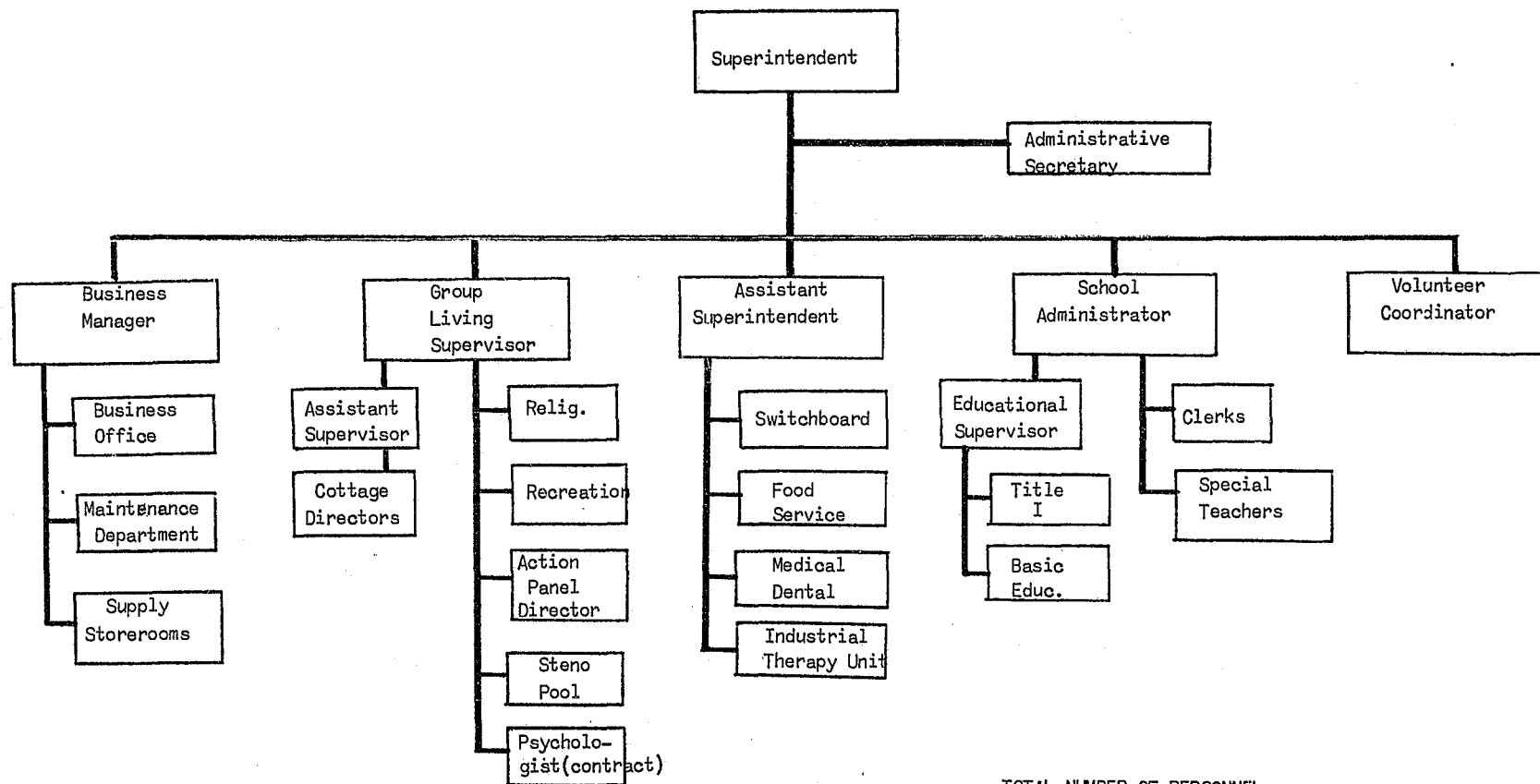
# Minnesota Home School

## Sauk Centre



1. Lake Cottage (1955)
2. Garage (1929)
3. Chapel (1912-1974)
4. Sullivan Cottage (1911)
5. Richard Cottage (1911-1969-1973)
6. Alcott Cottage (1911-1969-1973)
7. Tekawitha Cottage (1961-1969)
8. Stowe Cottage (1911-1972)
9. Mary Lyon School Annex (1916-1968)
10. Mary Lyon School (1920-1941-1971)
11. Bungalow (1912-1917-1972)
12. Garage (1971)
13. Equipment Garage (1915)
14. Machine Shed (1916-1961)
15. Horse Barn (1916)
16. Fine Arts Building (1941)
17. Maintenance Building (1924)
18. Senator Popp Building (1970)
19. Greenhouse (1929-1933-1970)
20. Sinclair Lewis Hall (1913-1924-1926-1970)
21. Morse Hall (1912-1963-1965-1972)
22. Van Cleve Cottage (1916-1968)
23. Lind Cottage (1912)
24. Evers Cottage (1914)
25. DuBois Cottage (1971)
26. Pettit Cottage (1924-1973)

MINNESOTA HOME SCHOOL  
TABLE OF ORGANIZATION



TOTAL NUMBER OF PERSONNEL:

1975 - 104

1976 - 105

1977 - 106





#### A. Institution History

- The Minnesota Home School is the Department of Corrections reception, diagnostic and treatment center serving the Western Region of the State of Minnesota. It is located approximately 115 miles northwest of the Twin Cities on I-94 at Sauk Centre. MHS is a co-educational correctional facility serving boys and girls from 12 to 18 years of age who are committed to the Commissioner of Corrections by the juvenile courts of the 66 western counties.
- The Minnesota Home School was established in 1910 as a residential treatment facility for delinquent girls and became co-educational in 1967. The institution is located on 265 wooded acres adjacent to Sauk Lake. There are no obvious security features. The original architecture of the institution remains basically the same, consisting of two-story cottages designed as independent living units to serve 20-25 students.
- As indicated previously in the section on Willow River Camp, the Department is considering conversion of this facility to an adult institution due to declining juvenile populations. A more detailed explanation can be found in the "Future Use of Institutions" section of this report.

#### B. Mission Statement

- The mission of the Home School is to cause attitudinal and behavioral changes in students to the degree that they can function adequately in order to prevent further involvement with the juvenile justice system. Such changes are effected through vocational and academic training as well as treatment programs dealing with the development of social skills and behavior, resulting in a greater ability to cope with complexities of a free society.
- Treatment programs are based on individual and group relationship therapy. Additional approaches include transactional analysis, reality therapy, behavior modification, and skill development.
- Educational programs attempt to provide an opportunity for each student to establish a rate of learning which is consistent with his or her own ability. The curriculum stresses basic and career exploration through pre-vocational and work habit programs. Creative expression is encouraged through the electives program.

### C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita daily cost are presented in Table 11.

TABLE 11: <u>FISCAL OVERVIEW, MHS</u>			
<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY COST</u>
1971	\$ 1,308,841	131	\$27.37
1972	1,426,234	125	31.26
1973	1,440,183	119	33.16
1974	1,537,545	113	37.28
1975	1,638,454	106	42.35
1976	1,901,146	95	54.83
1977 (est.)	2,013,582 (est.)	100 (est.)	55.17
* Current as of 9/76 State Appropriation			

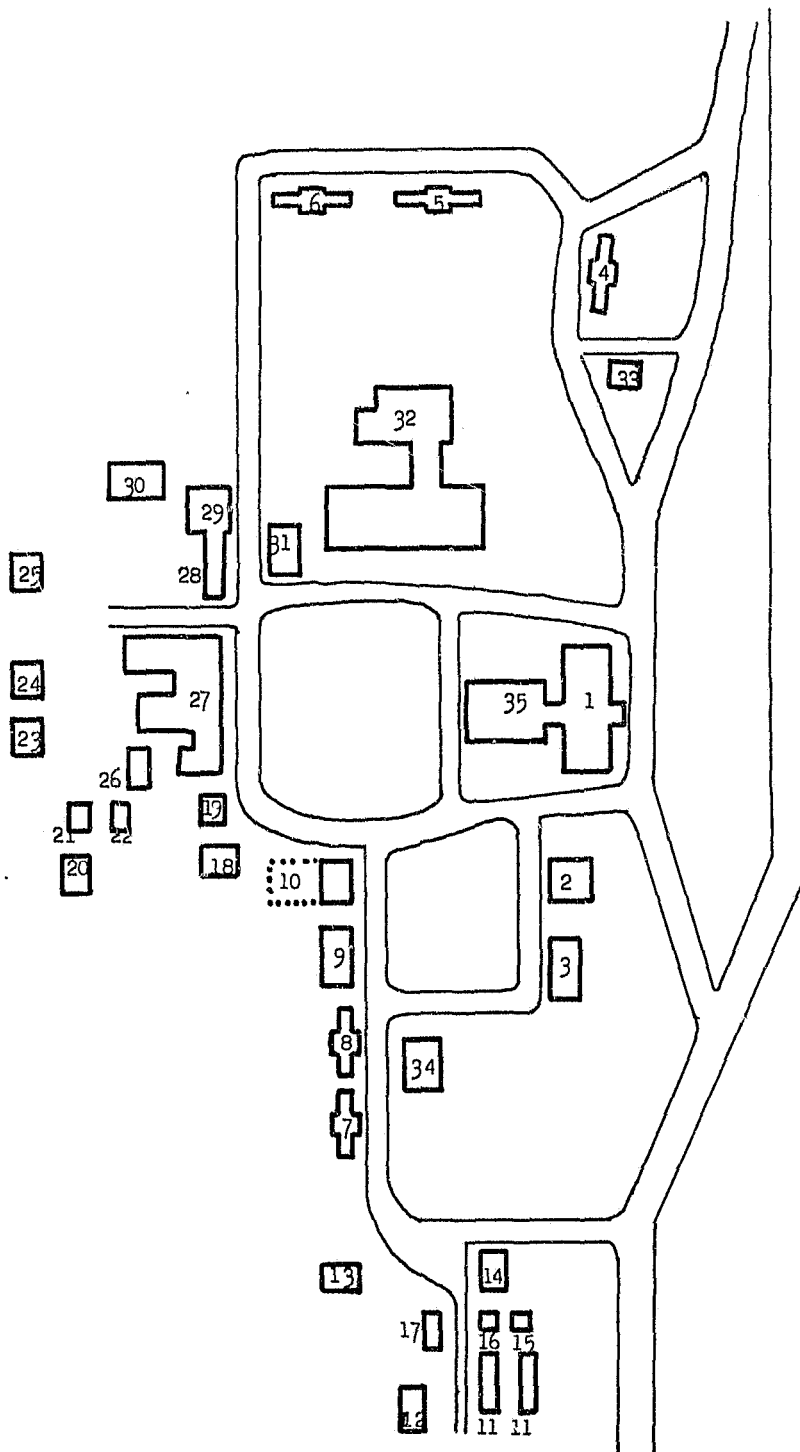
2. Detailed expenditures by programs for 1975, 1976 and estimated 1977 are presented in Table 12.

TABLE 12: <u>PROGRAM EXPENDITURES, MHS</u>			
<u>MHS</u>	<u>FISCAL YEAR 1975</u>	<u>FISCAL YEAR 1976</u>	<u>FISCAL YEAR 1977+</u>
Administration & General Support*	\$ 138,886	\$ 160,585	\$ 171,099
Business & Plant Management*	238,262	289,059	295,150
Food Services*	130,970	153,691	172,204
Residential Care*	870,161	998,798	1,052,337
Education*	260,175	299,013	322,792
Education	73,505	64,275	103,972
Other Non-Appropriation Expenditures (Social Welfare Fund, Grants, etc.)	<u>39,507</u>	<u>55,788</u>	<u>101,500</u>
Total State Appropriation Expenditures	\$ 1,638,454	\$1,901,146	\$2,013,582
Total Expenditures	1,751,466	\$2,021,209	\$2,219,054
(* State Appropriation Expenditures) + Estimated as of Sept., 1976.			

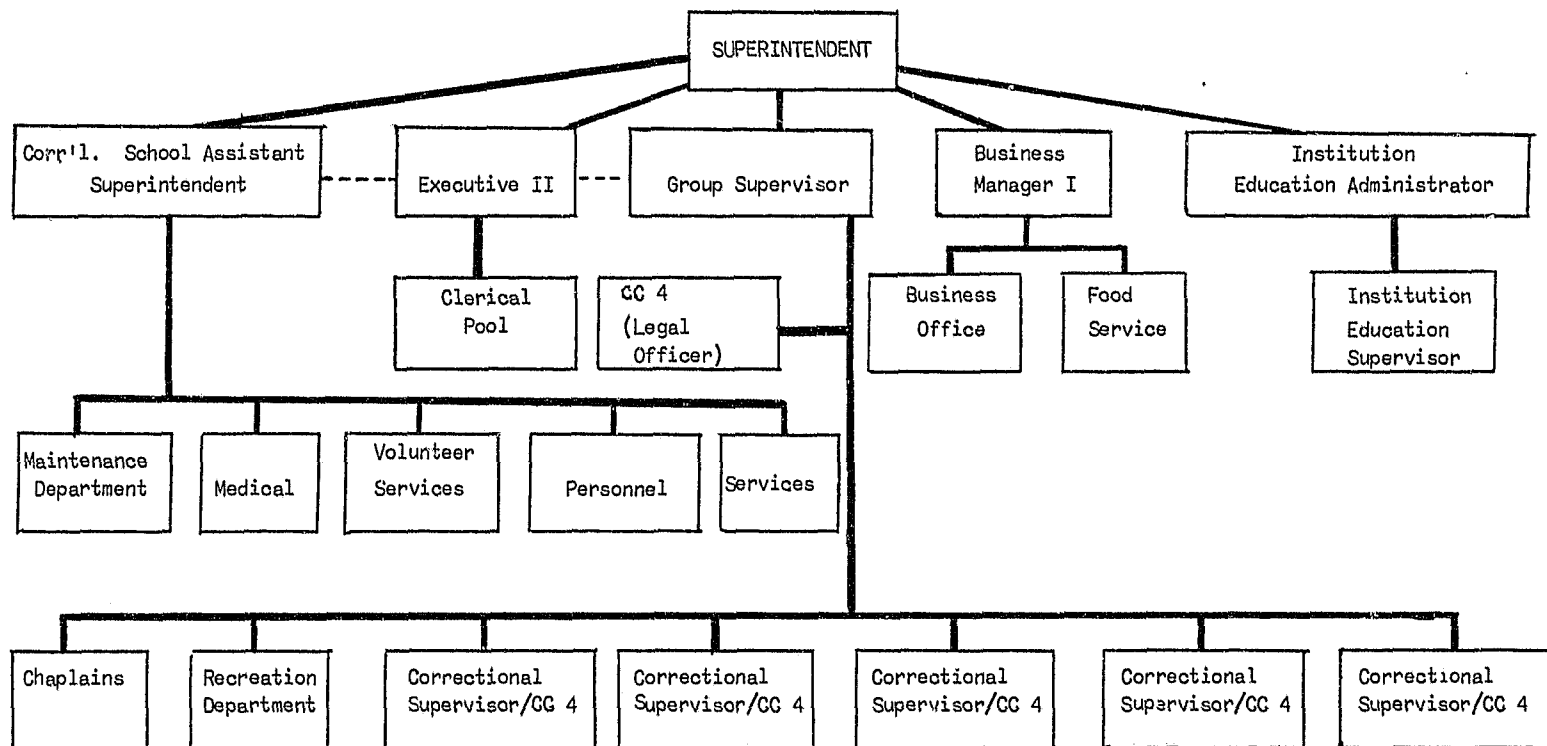
# Minnesota State Training School

## Red Wing

1. Administration Building 1889
2. Chapels - 1889 Remd. 1957
3. Knox Cottage - 1921 Remd. 1965
4. Dayton Cottage - 1961
5. Yale Cottage - 1961
6. Princeton Cottage - 1961
7. Stanford Cottage - 1965
8. Harvard Cottage - 1965
9. Grinnel Cottage - 1938 Remd. 1965
10. Duke Cottage - 1932 Remd. 1960-1966
11. Chicken House
12. Swine Shed
13. Young Stock Barn - 1937
14. Machine Shed - 1929
15. Fire Barn
16. Valve House
17. Wildlife Shed
18. Paint Shop - 1938
19. Cannery and Pump House
20. Storage Shed - 1959
21. Cement Storage - 1926
22. Flammable Storage
23. Root Cellar - 1926 Remd. 1940
24. Storage Room
25. Garden Storage Shed - 1950
26. Deep Well Pump House - 1952
27. Vocational Building - 1889
28. Greenhouse - 1924
29. Greenhouse Classroom - 1971
30. Temporary Plastic Greenhouse
31. Welding Shop - 1908
32. School - 1951
33. Volunteer Center - 1909
34. Food Preparation Building - 1973
35. Dining Room - 1889



STATE TRAINING SCHOOL - TABLE OF ORGANIZATION



TOTAL NUMBER OF PERSONNEL:

1975 - 157

1976 - 159

1977 - 155

1. The first part of the document is a list of names and addresses of the members of the committee. The names are written in a cursive hand, and the addresses are written in a printed hand. The list is organized in two columns, with names on the left and addresses on the right. The names are: John A. Smith, James B. Jones, William C. Brown, Thomas D. White, Charles E. Green, and Henry F. Black. The addresses are: 123 Main St., New York, N.Y.; 456 Elm St., Boston, Mass.; 789 Oak St., Philadelphia, Pa.; 101 Pine St., Washington, D.C.; 202 Cedar St., Chicago, Ill.; and 303 Maple St., San Francisco, Calif.

#### A. Institution History

- The Minnesota State Training School (MSTS) was established in 1867, by the Legislature of the State of Minnesota in response to the public's concern over the presence of adolescent offenders in local jails and the Minnesota State Prison. This school was located in St. Paul, Minnesota and was placed under a Board of Managers. It was initially called "The House of Refuge", however in 1868 the name "Minnesota State Reform School" was officially given to the institution. It was originally a co-educational institution, and its purpose was to receive boys under sixteen and girls under fifteen who were "incorrigible, vicious or guilty of any crime other than murder".
- In 1891, the institution was moved to its present location in Red Wing, Minnesota, and in 1895, the name was officially changed again to "The Minnesota State Training School for Boys and Girls". The institution remained co-educational until 1911.
- Prior to 1947 and the passage of the Youth Conservation Commission Act, youths were committed directly to the Minnesota State Training School by the juvenile court judges. The Youth Conservation Commission Act of 1947 required that the youth be committed by the juvenile courts to the Youth Conservation Commission, and that the youth be transported to a Reception and Diagnostic Center for a period of study and observation. This Reception and Diagnostic Center for Boys was established on the grounds of the Minnesota State Training School.
- Following a reorganization plan, the State was divided into three regions for the delivery of juvenile services. The State Training School began to accept direct commitments from the Eastern Region on November 1, 1972. Enabling legislation was passed during the 1973 session which allowed girls from the Eastern Region to receive treatment at Red Wing beginning August 1, 1973.
- Since 1972, the counties comprising the regions have changed several times to equalize population pressures on the juvenile institutions; the Eastern Region presently contains 21 counties.

#### B. Mission Statement

- It is the purpose of the institution to change the attitudes, values, and behavior of youths committed to the institution in order that they may be returned to the community to live with dignity, and feelings of self worth. In order to accomplish this mission the institution makes use of the "Positive Peer Culture" approach. This group therapy approach is designed to reverse the negative value system of the delinquent subculture and to substitute a positive set of values and goals through group or peer pressure along with staff guidance. The basic philosophy is to directly involve young people in the helping process.

C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita daily costs are presented in Table 13.

TABLE 13: FISCAL OVERVIEW, STS

<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY COST</u>
1971	\$ 1,931,869	235	\$ 22.52
1972	2,072,996	207	27.44
1973	2,077,810	183	31.10
1974	2,254,268	187	33.03
1975	2,506,274	172	39.92
1976	2,764,213	179	42.31
1977	3,161,930 (est.)	150 (est.)	57.75 (est.)

\* Current as of 9/76;  
State Appropriation Expenditures



2. Detailed expenditures by program for 1975, 1976 and 1977 are presented in Table 14.

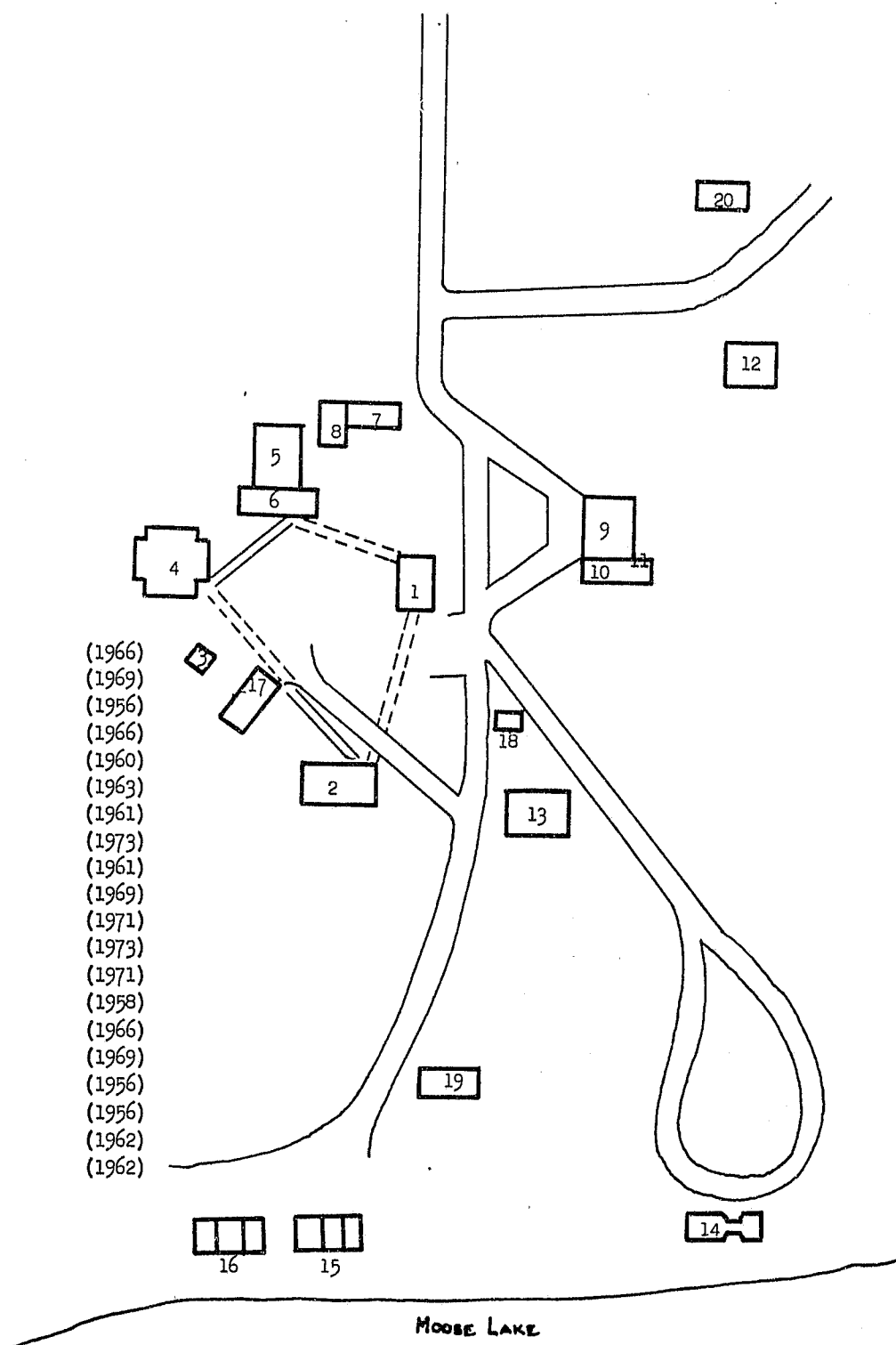
TABLE 14: <u>PROGRAM EXPENDITURES, STS</u>			
<u>STS</u>	<u>FISCAL YEAR 1975</u>	<u>FISCAL YEAR 1976</u>	<u>FISCAL YEAR 1977+</u>
Administration & General Support*	\$ 220,325	\$ 245,628	\$ 275,751
Health Care*	62,427	61,285	78,741
Business & Plant Management*	430,809	457,598	547,530
Food Services*	200,046	206,556	219,723
Residential Care*	1,165,485	1,314,232	1,486,212
Education*	427,182	478,914	553,973
Education	55,140	76,617	113,161
Other Non-appropriation Expenditures (Social Welfare Fund, etc.)	<u>57,310</u>	<u>119,912</u>	<u>176,721</u>
TOTAL STATE APPROPRIATION EXPENDITURES	\$ 2,506,274	\$ 2,764,213	\$3,161,930
TOTAL - ALL EXPENDITURES	\$ 2,618,724	\$ 2,960,742	\$3,451,812
(* State Appropriation Expenditures)			
+ Estimated as of Sept., 1976.			

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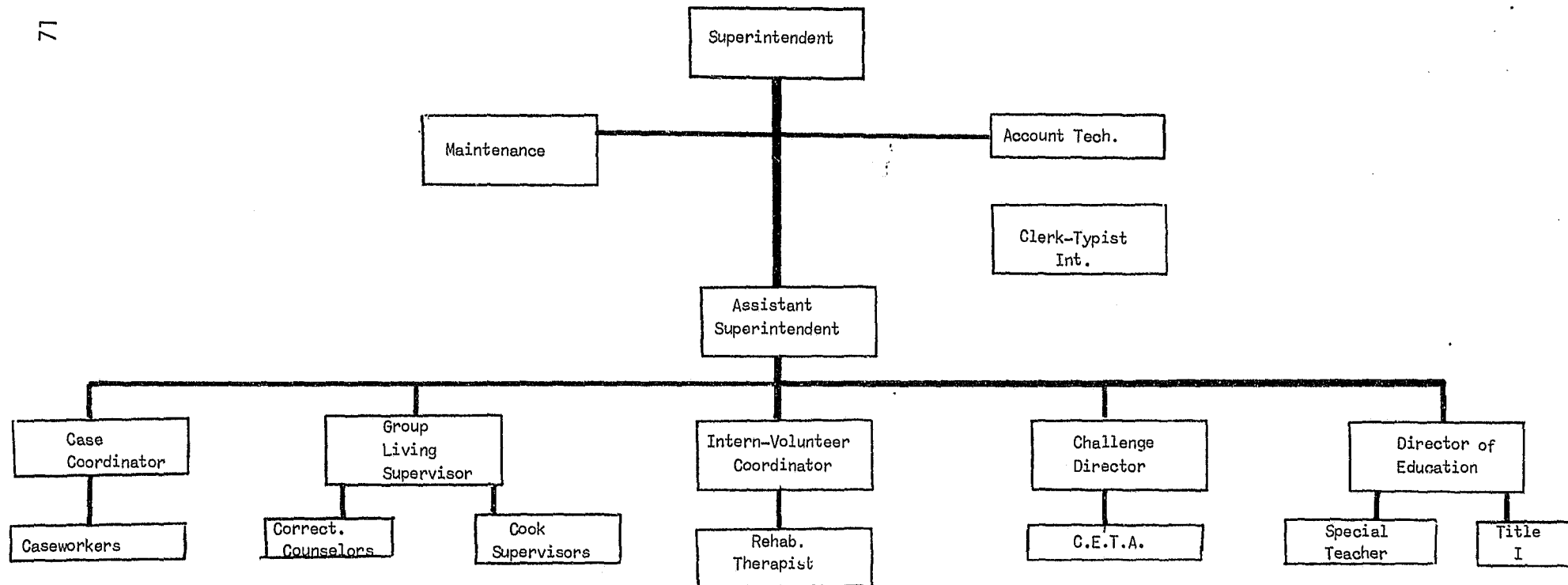
# Thistledew Camp

## Togo

- |                           |        |
|---------------------------|--------|
| 1. Office                 | (1966) |
| 2. Kitchen-Dining Hall    | (1969) |
| 3. Pump House             | (1956) |
| 4. Dormitory              | (1966) |
| 5. Gym                    | (1960) |
| 6. Activities Building    | (1963) |
| 7. Chapel                 | (1961) |
| 8. School                 | (1973) |
| 9. Garage                 | (1961) |
| 10. Woodshop              | (1969) |
| 11. New Pump House        | (1971) |
| 12. Challenge Lodge       | (1973) |
| 13. Bachelors' Quarters   | (1971) |
| 14. Superintendent's Res. | (1958) |
| 15. Apartment Building    | (1966) |
| 16. Apartment Building    | (1969) |
| 17. Science Building      | (1956) |
| 18. Bachelors' Quarters   | (1956) |
| 19. Warehouse             | (1962) |
| 20. Challenge Storage     | (1962) |



THISTLEDEW CAMP  
TABLE OF ORGANIZATION



TOTAL NUMBER OF PERSONNEL:

1975 - 22.5

1976 - 25.5

1977 - 27

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### A. Institution History

- Recognizing the overcrowded conditions at the State Training School and the need to provide additional programs for older teenaged boys, the 1955 legislature authorized an appropriation of \$30,000 to equip and repair the Thistledew Forestry Camp for this purpose.
- In September of 1955 a work supervisor from the Willow River Camp moved to the camp site with seven boys. Initially they lived in tents and an old warehouse that was being used by the Forestry Division. Work began by clearing the actual camp site which is located between Thistledew and Moose Lakes. In the interim, arrangements were made to purchase thirteen metal covered buildings that had been a Veteran's Housing Project known as "Silver City" in the city of Hibbing. At this time the Willow River work supervisor and inmates returned to the Willow River Camp, and were replaced by boys from the State Training School and permanent camp staff. These boys, working side by side with the staff, cut out three and one half miles of power line, set up and spotted the buildings in their present locations, installed plumbing, septic, heating and electrical systems. They completely revamped and renovated all of the buildings according to use and later built the superintendent's residence.
- After the initial building phase, the primary activity at the camp was a work program coordinated by the Division of Forestry. The program remained essentially the same until the present program was developed in March, 1970.
- The program introduced then and currently continuing consists of group living, education and the Challenge Program. The Challenge Program consists of a two-phase wilderness adventure and survival training course.
- As a result of decreasing commitments to state juvenile institutions, as well as the need for a regional facility for adjudicated delinquents, the Department made this facility available as a local treatment resource in 1975. Given available space, counties place adjudicated and pre-adjudicated delinquents in the institution and are bill on a per diem basis.

### B. Mission Statement

- The treatment philosophy at Thistledew is based on the premise that delinquents have low self concepts and have had very few successful experiences in their lifetime. Every phase of the program at Thistledew is directed toward the youth achieving as many successful experiences as possible during his residence. With improvement of his self concept and the development of greater ego strengths, it is expected that the youth will rely less on delinquent behavior to meet his needs and consequently avoid further serious delinquency.

C. Overview of Operating Costs and Average Daily Population

1. Operating costs, average daily population, and per capita cost daily are presented in Table 15.

TABLE 15: <u>FISCAL OVERVIEW, TFC</u>			
<u>FISCAL YEAR</u>	<u>TOTAL OPERATING COSTS*</u>	<u>AVERAGE DAILY POPULATION</u>	<u>PER CAPITA DAILY COST</u>
1971	\$ 259,301	38	\$ 18.70
1972	318,370	33	26.43
1973	318,370	40	21.12
1974	369,706	45	22.51
1975	369,706	45	22.51
1976 } Self Supporting			
1977 }			
(* State Appropriation)			

INMATE PROFILES



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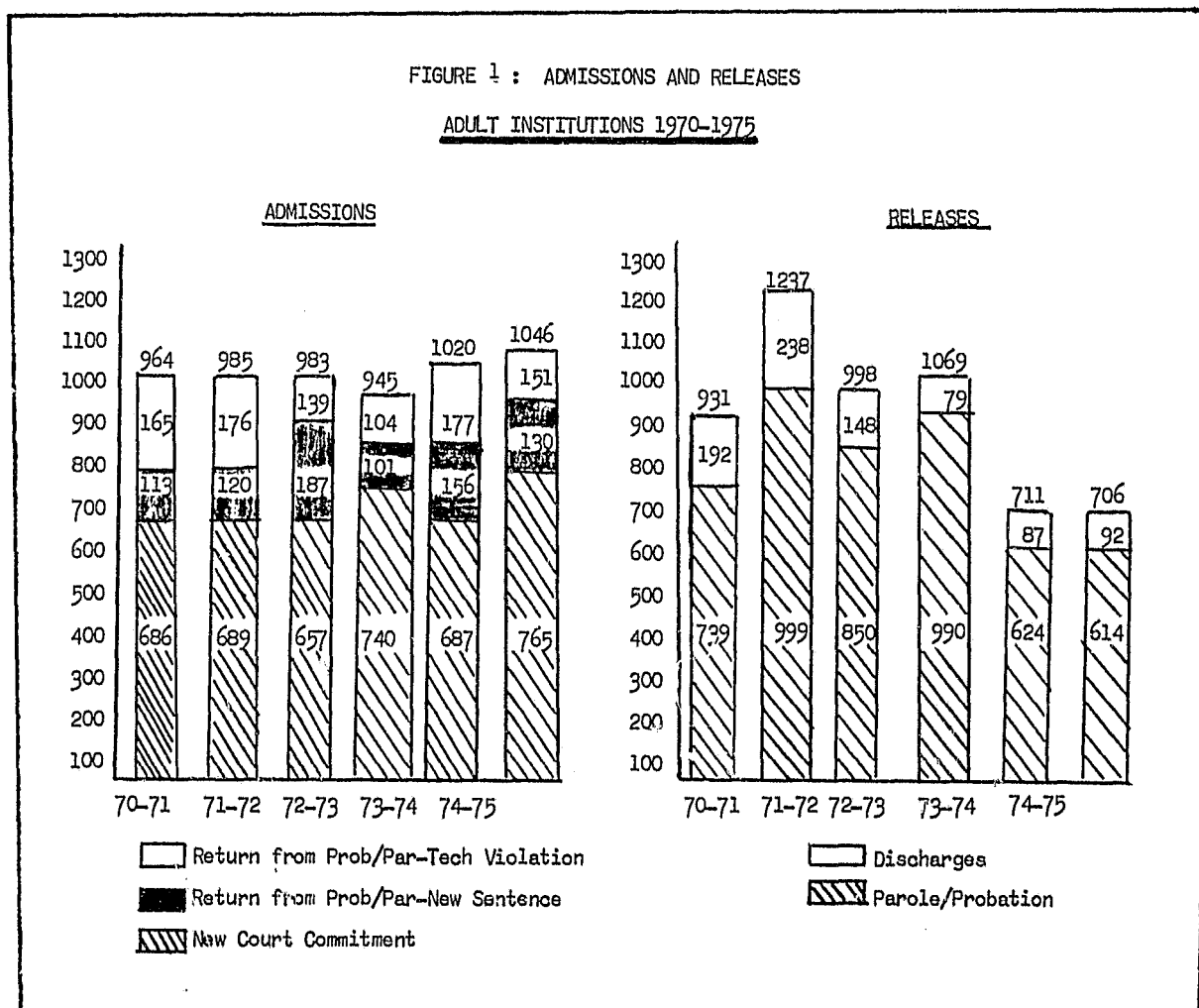
## INMATE PROFILES

- This section summarizes general information about the number and type of offenders admitted to and released from state correctional institutions through fiscal year 1976.

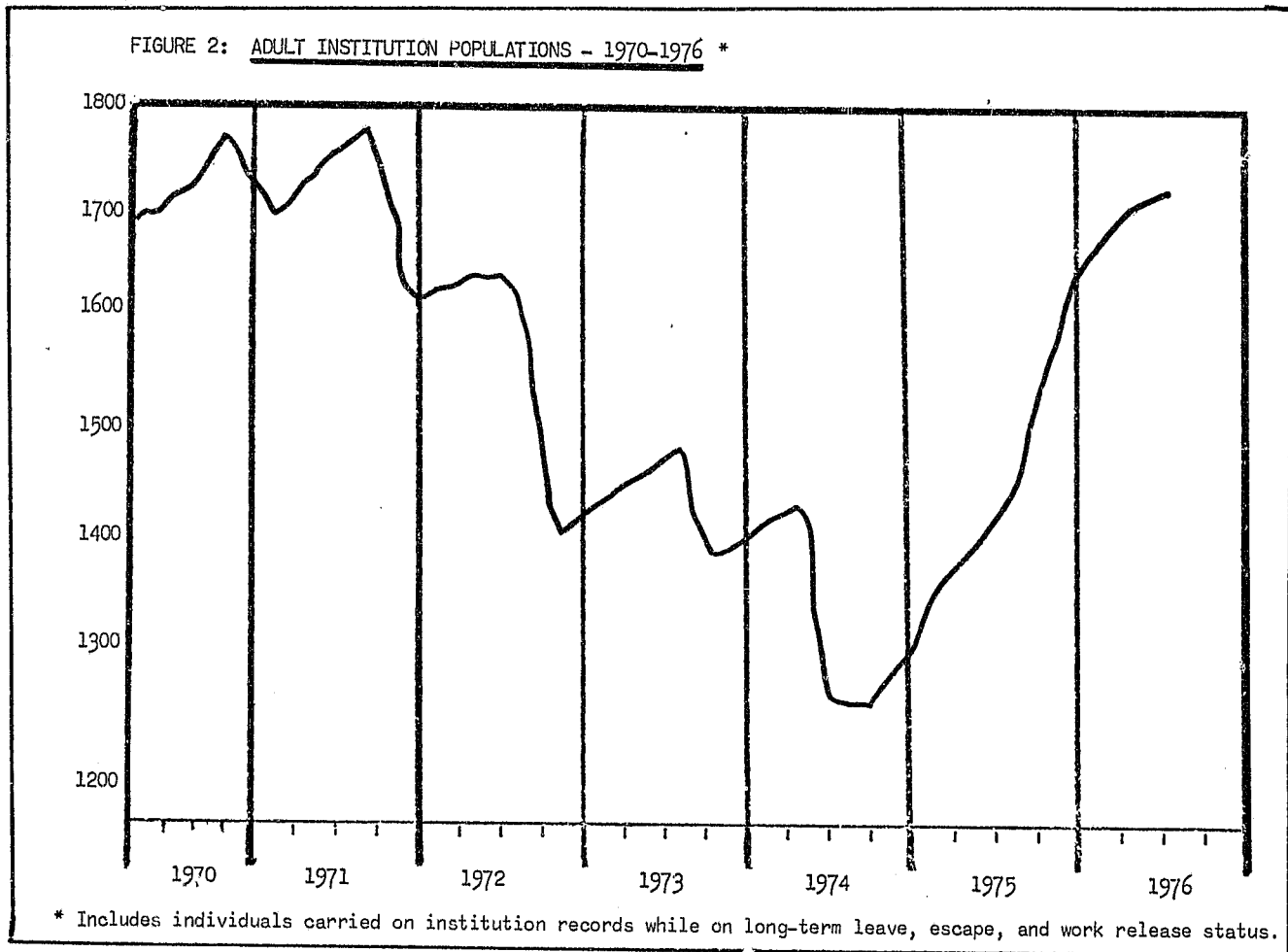
### A. Adult Institution Inmates

#### 1. Size of Institutional Population

- Institutional populations have increased substantially since the low points of 1973 and 1974.
- In the years 1970 - 1976, total adult admissions to State institutions showed relatively small yearly fluctuations. However, the number of releases have dropped dramatically in the past two years, as shown in Figure 1.

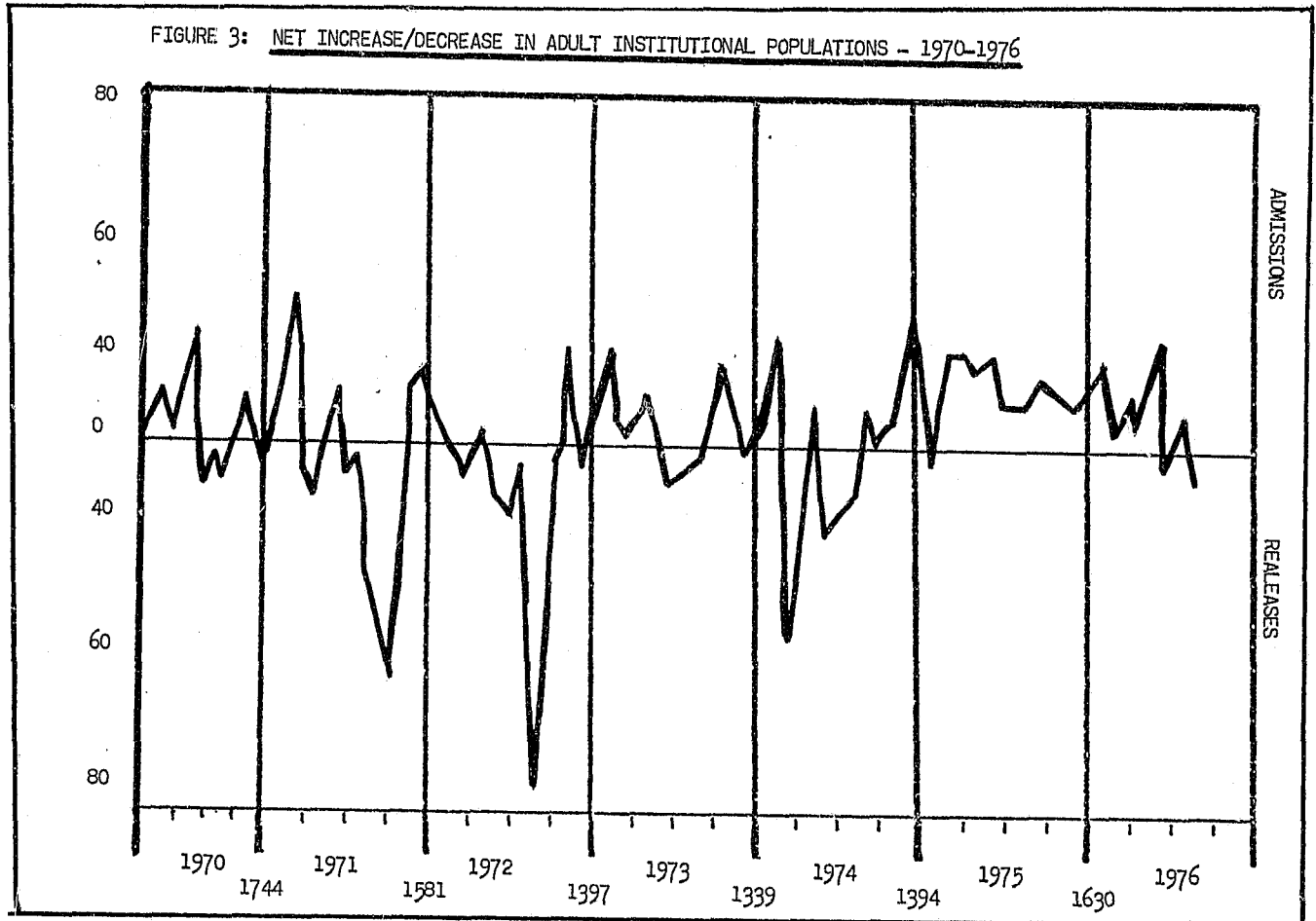


- Most simply, institution populations increase when admissions exceed releases, and decrease when releases exceed admissions.
- The decrease in releases relative to admissions has impacted upon institutional populations as reflected in Figure 2.



- As of June, 1976, the adult institutional population had increased to 1700, reflecting the slight increase in admissions and the substantial decrease in releases in 1975 and 1976.

- Figure 3 illustrates the difference between admissions and releases by month since 1970. The points above the line represent an increase in institutional population; the points below the line represent a decrease in institutional population. Although the essentially cyclical nature of population change is evident, there appears to be no pattern which could be utilized to predict the extent or timing of future changes.



## 2. Commitment Offense

- In terms of commitment offense, the proportionate distribution of persons admitted to state adult institutions for various offense categories has not substantially changed over the period 1970-1975.
- Table 1 shows the commitment offense of the male adult institutional population on June 30 of each year. As noted, the percentage of offenders in each offense category is relatively unchanged over time.

TABLE 1: COMMITMENT OFFENSE - ADULT MALE INSTITUTIONAL POPULATION

	1971		1972		1973		1974		1975	
	#	%	#	%	#	%	#	%	#	%
Homicide	183	11.1	166	12.2	176	13.3	156	12.9	167	12.3
Other Crimes Against Person	450	27.3	385	28.3	388	29.3	328	27.2	394	29.1
Sex Offenses	109	6.6	81	6.0	90	6.8	92	7.6	92	6.8
Thefts	290	17.6	229	16.9	226	17.0	214	17.7	235	17.4
Forgery	152	9.2	95	7.0	87	6.6	67	5.5	78	5.8
Other Property	364	22.1	314	23.1	265	20.0	253	20.9	292	21.6
Drug Law	64	3.9	66	4.9	75	5.7	62	5.1	63	4.6
Other	37	2.2	22	1.6	19	1.4	36	3.0	33	2.4
TOTAL	1649		1358		1326		1208		1354	

-- Table 2 presents information on the commitment offense of all new court admissions by year. Again, there is little change noted in pattern of commitment offense over time, with the exception of a somewhat higher proportion of total female offenders in the property crime category in later years. Although male and female offenders generally are committed in similar percentages for each category of offense, there are differences within categories (e.g., a high proportion of women who have committed property offenses are forgers as opposed to burglars, while the opposite is true for males).

TABLE 2: COMMITMENT OFFENSE - MALE AND FEMALE NEW COURT COMMITMENTS\*

	1970		1971		1972		1973		1974		1975	
	#	%	#	%	#	%	#	%	#	%	#	%
<u>HOMICIDE AND PERSON OFFENSES:</u>												
Male Adm.	193	25	212	28	247	30	221	28	231	30	260	31
Female Adm.	7	29	6	32	12	33	8	21	7	22	9	24
<u>SEX OFFENSES:</u>												
Male Adm.	49	6	32	4	45	5	54	7	48	6	44	5
Female Adm.	2	8	-	-	-	-	-	-	-	-	-	-
(abortion & Sodomy)												
<u>PROPERTY OFFENSES:</u>												
Male Adm.	472	61	440	58	457	55	447	56	453	56	442	54
Female Adm.	14	58	10	53	20	56	27	69	21	66	27	73
<u>DRUG/LIQ OFFENSES:</u>												
Male Adm.	46	6	59	8	74	9	73	9	63	8	76	9
Female Adm.	-	-	2	10	4	11	4	10	4	13	-	-
<u>OTHER:</u>												
Male Adm.	10	1	12	1	5	1	6	1	9	1	5	1
Female Adm.	1	4	1	5	-	-	-	-	-	-	1	3

\*Does not include the 28 total unknowns for all years.

### 3. Age Distribution

- The age distribution of male offenders entering state correctional institutions has remained relatively constant over time. For the five year period, 78%-83% of male new court commitments have been age 30 or younger. The age breakdown for female offenders has fluctuated more widely; 75%-86% of female offenders are age 30 or younger upon commitment. Relatively more women than men are age 26 or older at time of commitment. Table 3 provides a detailed breakdown.

TABLE 3: AGE AT COMMITMENT

<u>Male</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
Under 18	2%	2%	2%	3%	2%	2%
18-20	34%	33%	32%	29%	27%	31%
21-25	31%	35%	35%	37%	32%	35%
26-30	14%	12%	14%	14%	17%	15%
31-40	12%	12%	10%	12%	13%	12%
41-50	5%	4%	5%	4%	6%	3%
51 +	>1%	>1%	>1%	>1%	>1%	>1%
<u>Female</u>						
Under 18	-	-	-	-	-	-
18-20	13%	21%	28%	26%	24%	30%
21-25	50%	21%	36%	26%	18%	24%
26-30	21%	32%	14%	28%	21%	30%
31-40	4%	16%	14%	15%	24%	11%
41-50	-	5%	6%	5%	6%	5%
51 +	-	-	-	-	3%	-
Unknown	13%	5%	3%	-	3%	-

### 4. Racial Distribution

- The racial background of male offenders entering state institutions has not changed since 1970; approximately 75% are white. Racial characteristics of female offenders vary from year to year; over the five year period 1970-75, approximately 69% were white. For comparative purposes, the racial breakdown for the total population of the state is as follows: White - 98.2%; Black - .9%; Indian - .6%; other - .3%. Table 4 presents this information.

TABLE 4: RACE - NEW COURT COMMITMENTS

	1970		1971		1972		1973		1974		1975	
	#	%	#	%	#	%	#	%	#	%	#	%
<b>WHITE:</b>												
Male	574	74	584	77	632	76	590	73	610	76	636	76
Female	17	65	14	79	24	63	20	45	25	75	30	80
<b>BLACK:</b>												
Male	118	15	112	15	106	13	129	16	120	15	123	15
Female	3	15	4	14	7	22	16	45	7	25	7	20
<b>INDIAN:</b>												
Male	77	10	60	8	82	10	77	10	63	8	61	7
Female	3	15	-	-	5	16	3	10	1	3	-	-
<b>OTHER/UNKNOWN:</b>												
Male	2	-	2	-	1	-	-	-	7	1	4	-
Female	1	5	1	7	-	-	-	-	-	-	-	-

## 5. County of Commitment

- There has been a decline in the proportion of male and female offenders committed from Hennepin and Ramsey counties, and an increase in the proportion of rural county commitments.

-- Table 5 indicates county of commitment for new admissions to adult institutions.

TABLE 5: COUNTY OF COMMITMENT

	1970		1971		1972		1973		1974		1975	
	#	%	#	%	#	%	#	%	#	%	#	%
<b>HENNEPIN:</b>												
Male	325	42	318	42	329	40	306	38	263	33	265	32
Female	10	42	7	37	20	56	21	54	13	39	19	51
<b>RAMSEY:</b>												
Male	146	19	151	20	155	19	155	19	132	16	116	14
Female	9	38	4	21	10	28	11	28	9	27	3	8
<b>METRO-SUBURBAN:</b> (Anoka, Carver, Dakota, Scott, Washington)												
Male	55	7	48	6	66	8	68	8	71	9	79	9
Female	3	13	2	11	-	-	3	8	2	6	6	16
<b>ST. LOUIS:</b>												
Male	48	6	45	6	52	6	34	4	44	5	53	6
Female	1	4	-	-	1	3	-	-	1	3	1	3
<b>ALL OTHERS:</b> (Rural)												
Male	202	26	199	26	228	27	242	30	297	37	320	38
Female	1	4	3	16	5	14	4	10	8	24	6	16
<b>UNKNOWN:</b>												
Male	-	-	-	-	-	-	-	-	-	-	-	-
Female	-	-	3	16	-	-	-	-	-	-	2	5

● Inspection of Table 5 demonstrates the following:

- Male commitments from Hennepin and Ramsey counties decreased from 62% of total commitments in 1971 to 46% in 1975. Most of the decline can be attributed to a decrease in Hennepin county commitments (from 42% of the total in 1970 to 32% in 1975).
  - The proportion of male commitments from the metro-suburban counties (Anoka, Carver, Dakota, Scott and Washington) increased slightly, and from St. Louis county remained about the same.
  - Male commitments from rural counties increased from 26% of the total in 1970 to 38% of the total in 1975.
  - Female commitments from Hennepin and Ramsey counties accounted for 84% of the total in 1972, and 59% in 1975. Small proportionate increases were noted from the metro suburban counties.
- As a basis for comparison, each area's proportion of the total state population in the age group 20-39 for the years 1970 and 1975 is shown below: (Note that the proportion of males and females is roughly equal.)

TABLE 6: PERCENT OF STATE POPULATION, AGE 20-39

<u>COUNTY</u>	<u>1970</u>	<u>1975</u>
Hennepin	29%	27%
Ramsey	14%	13%
Metro-Suburban	13%	13%
St. Louis	5%	5%
All Others	39%	41%

● Inspection of Tables 5 and 6 reveals the following:

- While Hennepin County population in this age group decreased from 29% to 27% of the total state population during 1970-1975, Hennepin County male commitments as a proportion of all commitments decreased from 42% to 32%. Although their proportion of commitments decreased substantially, this proportion still remains higher than their proportion of the state's population.
- Hennepin County female commitments rose from 42% of the total commitments to 51%, a proportion considerably higher than their proportion of the state population.



- Ramsey County's 14% share of state commitments (male) in 1975 was similar to their 13% share of the state population. Their proportion of female commitments (8%) in 1975 was lower than their share of the state population (13%).
- Metro-suburban county commitments (male) at 9% of the total is relatively lower than their proportion (13%) of the state population, while their proportion of total female commitments was roughly similar to their proportion of the state population.
- St. Louis County has committed similar proportions of males and slightly lower proportions of females than their proportion of the state population.
- Other rural counties' male commitments represented 26% of total commitments in 1970 and 38% in 1975, while their proportion of the population was 39% and 41% respectively in those years. Female commitments from these counties represent a much lower proportion of the total than their percentage of the population.

#### 6. Time Served

- Overall average time served in the institution before first parole has declined steadily since 1970 for male offenders, as shown in Table 7.

TABLE 7: AVERAGE TIME SERVED (Months) TO FIRST PAROLE BY YEAR OF RELEASE & COMMITTING OFFENSE

	<u>1970</u>		<u>1971</u>		<u>1972</u>		<u>1973</u>		<u>1974</u>		<u>1975</u>	
	MSP	SRM	MSP	SRM	MSP	SRM	MSP	SRM	MSP	SRM	MSP	SRM
Homicide**	90.5	31.4	89.8	34.5	64.5	53.3	52	36.3	42.6	42.4	28.2	40
Person	43	30.9	43.2	29.2	35.5	22.7	30	22.6	27.2	27.2	23.5	28.3
Property	23.5	19.8	22.6	18.5	17.5	14.9	15.6	15	15	17.9	15	19.2
Sex*	47.2	18.8	30.8	20.1	26.4	16.4	27.5	16.5	17.6	26.2	41.8	27.2
Rape*	90	29	85	41	97	42	28	29	16	30	35	25
Drug/Liq.	41.7	24	21	16.1	18	11.4	13.9	12.4	10.7	14.8	12	15.9
Other	33.6	27	22.7	12	25.3	17	37	17	15.7	44	33	24.8
TOTAL	35.9	23.1	35.5	19.9	27.5	18.6	22.9	16.5	19.8	22.3	20	20.8

\* Some categories contain relatively few releases, and consequently time served fluctuates more widely in these categories. Under the category, "rape", some cases are "attempted".

\*\* Does not include Murder I.

- The small number of female releases each year in each commitment offense category tends to make average time served categories somewhat meaningless and potentially misleading. Information provided by the parole board indicates that in 1974, all women released served an average of 13.7 months; in 1975, the comparable figure was 11.2 months.

7. Summary: Adult Institution Population Characteristic Trends

- Adult institutional populations have increased substantially since 1973, reflecting little change in the number of admissions to institutions, but a substantial decrease in institutional releases.
- The proportionate distribution of persons admitted to state institutions for various offense categories has not substantially changed since 1970.
- The age and racial background of persons admitted to state institutions has remained relatively constant from 1970 to 1975.
- There has been a decline in the proportion of adult offenders committed from Hennepin and Ramsey counties, and an increase in the proportion of rural county commitments.
- Average time served until first parole in adult correctional institutions has declined over time.

## B. Juvenile Institution Inmates

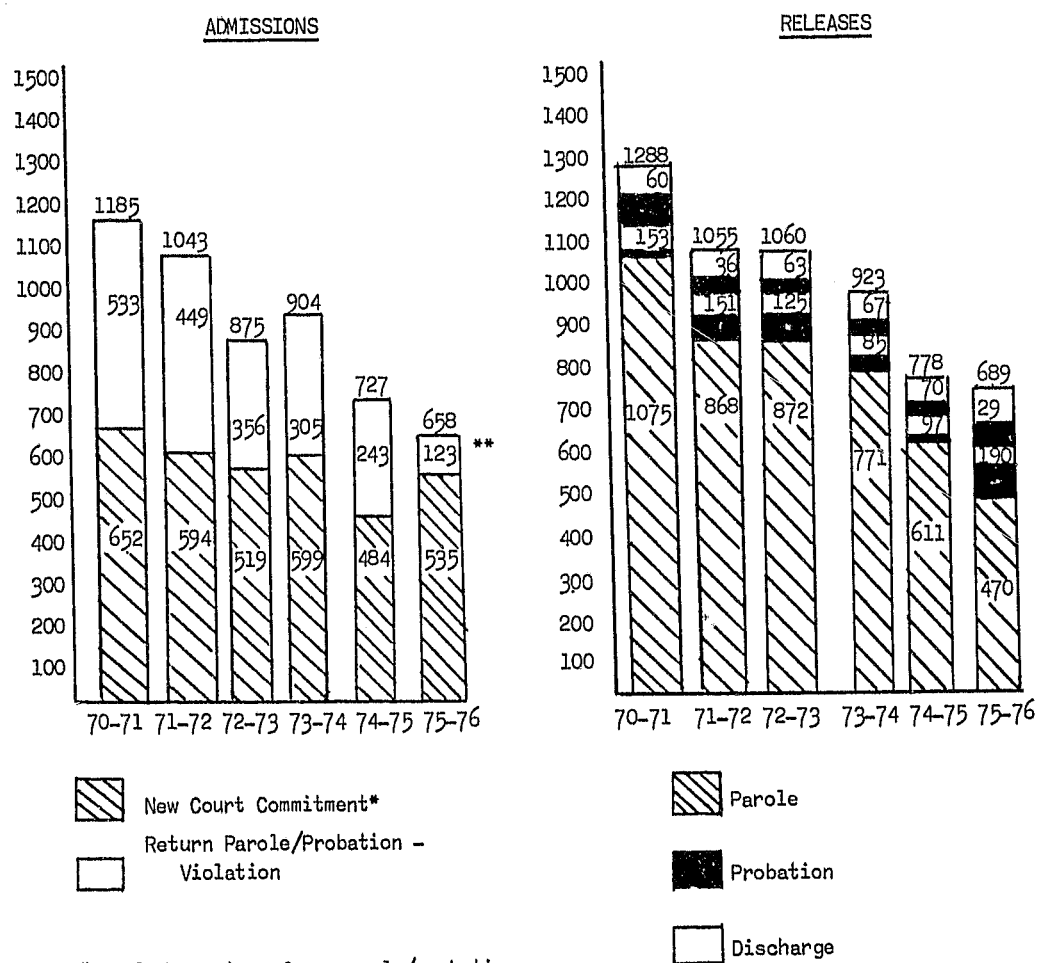
### 1. Size of Institutional Population

- Institutional populations have been decreasing substantially since 1970.

-- Total admissions have dropped 44% from fiscal year 1971 to fiscal year 1976. The number of releases decreased 47% over the same time period, as indicated in Figure 4.

FIGURE 4: ADMISSIONS AND RELEASES

JUVENILE INSTITUTIONS, 1970-1976



\* Includes return from parole/probation with new sentence.

\*\* The relatively lower number of returns for violations may be a result of the changing judicial practice to re-commit parole violators rather than returning them on violator status.

- In every year, the number of releases has exceeded the number of admissions, thereby reducing the total population from slightly over 800 in 1970 to less than 400 in 1976, as indicated in Figure 5. (See note at bottom of figure 5 for full explanation of totals.)

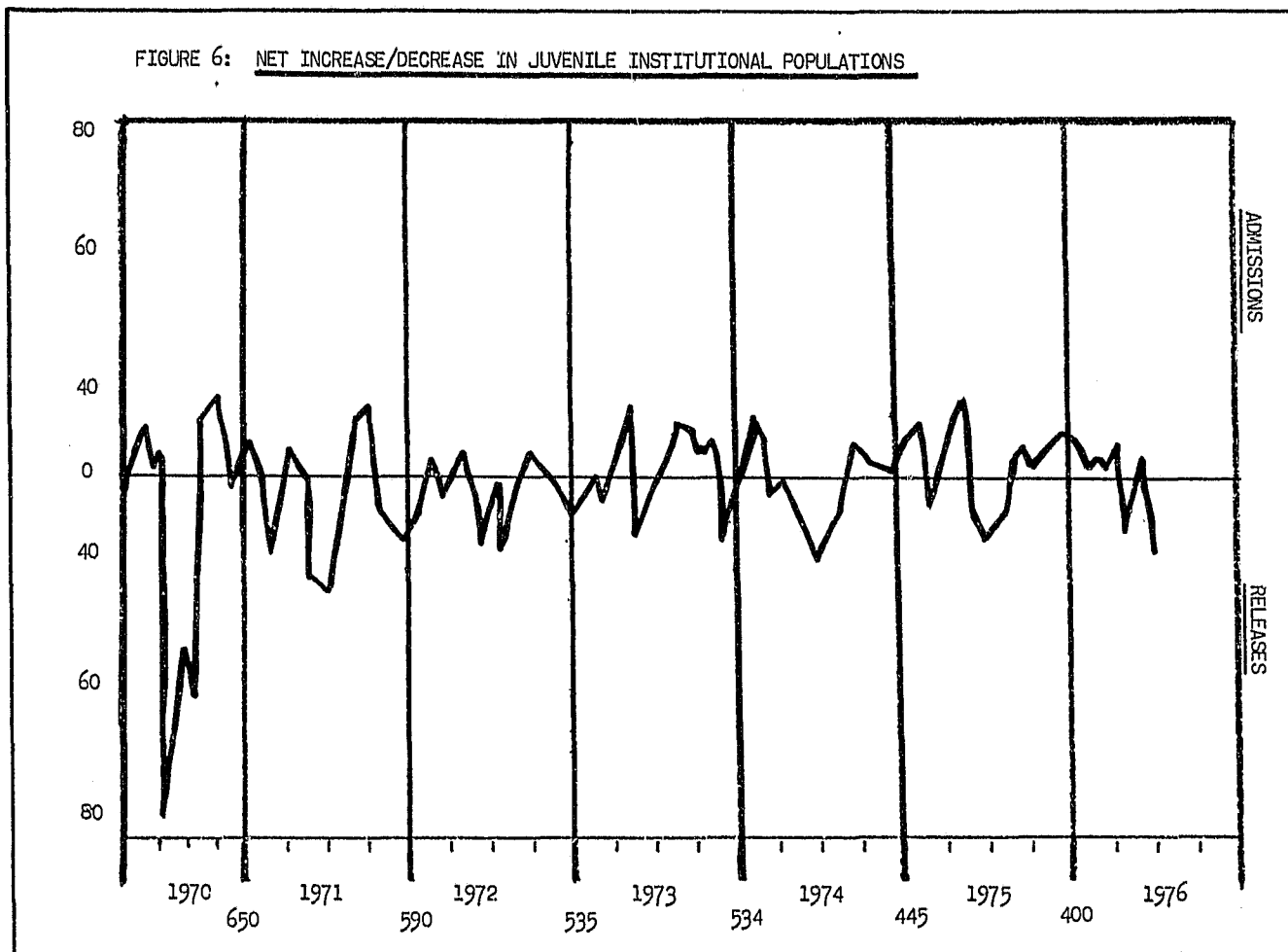
FIGURE 5: JUVENILE INSTITUTIONAL POPULATIONS \*



\* Includes individuals carried on institution records on long-leave and run status, as well as juveniles at Thistledew Camp and in the Anoka County Program at the Minnesota Metropolitan Training Center. As an example, the June 1976 population is broken down as follows:

236	Actually at MHS and STS.
48	On long leave or run status from MHS and STS
35	MMTC Anoka Program
49	Thistledew Camp
<hr/>	
368	Total

- Figure 6 illustrates the difference between admissions and releases by month since 1970. The points above the line represent an increase in institutional population; the points below the line indicate a decrease. In juvenile institutions there tends to be a build-up at the end of the school year and then a sudden decline when school is over. At the same time juvenile admissions tend to go down in the summer and increase again after the school year begins.



## 2. Commitment Offense

- The commitment offense pattern has changed considerably since 1970.

-- Table 8 indicates juvenile commitment offense by year.

	<u>1970</u>		<u>1971</u>		<u>1972</u>		<u>1973</u>		<u>1974</u>		<u>1975</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Person Sex												
Offenses	44	6	28	5	29	5	27	5	32	6	67	14
Property												
Offenses	218	29	209	34	170	32	216	37	208	40	248	51
Drug/Liquor												
Offenses	47	6	39	6	19	4	39	7	25	5	20	4
Status Offenses	252	33	196	32	194	36	164	28	111	22	109	23
Other	189	25	143	23	120	22	114	19	102	20	29	6
Unknown	4	1	2	1	4	1	30	5	38	6	11	2

- Inspection of Table 8 indicates:

- In 1970, 6% of commitments were for person/sex offenses while in 1975, 13.8% of commitments were for these categories of offense.
- Commitments for status offenses decreased from 33% of total commitments in 1970 to 23% in 1975.
- Property offense commitments rose from 29% of the total in 1970 to 51% in 1975.
- Some caution in the interpretation of this information should be used due to the high number of juvenile offenses listed as "other" in the years 1970 - 1974.
- Commitment offense patterns of female juveniles differ from those of male juveniles. In 1975, 52% of new female commitments were for status offenses, while only 11% of males were status offenders.

## 3. Age Distribution

- The age distribution of juvenile offenders entering state institutions has remained similar over time. In 1970, the mean age at commitment was 15.5 years, and in 1975 was 15.7 years, as indicated in Table 9.

TABLE 9: JUVENILE AGE AT COMMITMENT

	1970		1971		1972		1973		1974		1975	
	#	%	#	%	#	%	#	%	#	%	#	%
10									1	>1		
11	1	>1	1	>1					1	>1		
12	8	1	6	1	5	1	6	1	2	>1	3	1
13	46	6	25	4	25	5	25	4	17	3	13	3
14	118	16	93	15	72	13	70	12	79	15	55	11
15	178	24	153	25	150	28	139	24	122	24	122	25
16	210	28	195	32	154	29	190	32	157	30	168	35
17	184	24	133	22	122	23	136	23	129	25	113	23
18	8	1	8	1	7	1	7	1	7	1	7	1
19									1	>1		
Unknown	1	>1	3	>1	1	>1	17	3			3	1
Mean	15.5		15.5		15.5		15.6		15.6		15.7	

#### 4. Racial Distribution

- The racial distribution of juveniles entering state institutions has not changed appreciably over time. The racial backgrounds of boys and girls tend to be similar, although a slightly higher proportion of girls than boys are Indian. Table 10 presents this information.

TABLE 10: RACE - NEW COURT COMMITMENTS

	1970		1971		1972		1973		1974		1975	
	#	%	#	%	#	%	#	%	#	%	#	%
<u>WHITE:</u>												
Male	511	88	411	87	347	83	373	81	330	83	331	84
Female	137	79	123	86	95	81	100	83	96	82	66	75
<u>BLACK:</u>												
Male	27	5	31	7	25	6	32	7	30	8	23	6
Female	8	5	5	3	7	6	6	5	3	3	7	8
<u>INDIAN:</u>												
Male	33	6	26	5	34	8	51	11	32	8	35	9
Female	28	16	11	8	14	12	14	12	15	13	12	14
<u>MEXICAN:</u>												
Male	6	1	4	1	9	2	6	1	5	1	-	-
Female	1	1	2	1	1	1	1	1	1	1	1	1
<u>OTHER/UNKNOWN:</u>												
Male	3	1	2	>1	3	1	2	>1	2	1	7	2
Female	-	-	2	1	1	1	-	-	2	2	2	2

## 5. County of Commitment

- There has been a decline in the proportion of new juvenile commitments from Ramsey County, and an increase in commitments from rural counties over the five-year period.

-- Table 11 presents data on county of commitment.

	<u>1970</u>		<u>1971</u>		<u>1972</u>		<u>1973</u>		<u>1974</u>		<u>1975</u>	
	#	%	#	%	#	%	#	%	#	%	#	%
HENNEPIN	191	25	116	19	135	25	153	26	91	18	103	21
RAMSEY	112	15	106	17	61	11	47	8	45	9	28	6
METRO SUBURBAN (Anoka, Carver, Dakota, Scott, Washington)	78	10	78	13	63	12	72	12	65	13	49	10
ST. LOUIS	69	9	32	5	22	4	53	9	46	9	30	6
RURAL (All Others)	301	40	285	46	253	47	258	44	269	52	272	56
UNKNOWN	3	>1	-	-	2	>1	8	1	-	-	5	1

- Inspection of Table 11 reveals:

- Commitments from Hennepin, St. Louis, and the metro suburban counties have remained a stable proportion of total commitments.
- Ramsey County commitments declined from 17% of total commitments in 1971 to 6% in 1975, most likely as a result of the Community Corrections Act.
- Rural county commitments increased from 40% of the total in 1970 to 56% of the total in 1975.

- As a basis for comparison, each area's proportion of the total state population aged 10-19 for the years 1970 and 1975 are shown below in Table 12:



TABLE 12: PERCENT OF STATE POPULATION AGE 10-19

<u>COUNTY</u>	<u>1970</u>	<u>1975</u>
Hennepin	23%	22%
Ramsey	12%	11%
Metro-Suburban	12%	15%
St. Louis	6%	5%
All Others	47%	46%

● Inspection of Tables 11 and 12 shows:

- Hennepin County's proportion of total commitments has remained roughly similar to their proportion of the state population.
- Ramsey County's proportion of total commitments dropped from 1970 to 1975, and in 1975 was only 6% of all commitments, while their population represents 11% of the total in this age group.
- Metro-suburban counties account for a lower proportion of all commitments than their population represents. St. Louis County commits in a roughly similar proportion to their population.
- The proportion of rural county commitments has risen over time, and in 1975 these counties committed 56% of the total, while their population was only 46% of the total.

6. Length of Stay

- Due to the treatment emphasis in juvenile institutions, length of stay varies considerably on an individual basis.
- Table 13 displays median length of stay; as indicated, this figure has tended to decrease over time for both boys and girls.

TABLE 13: MEDIAN TIME SERVED BEFORE FIRST PAROLE

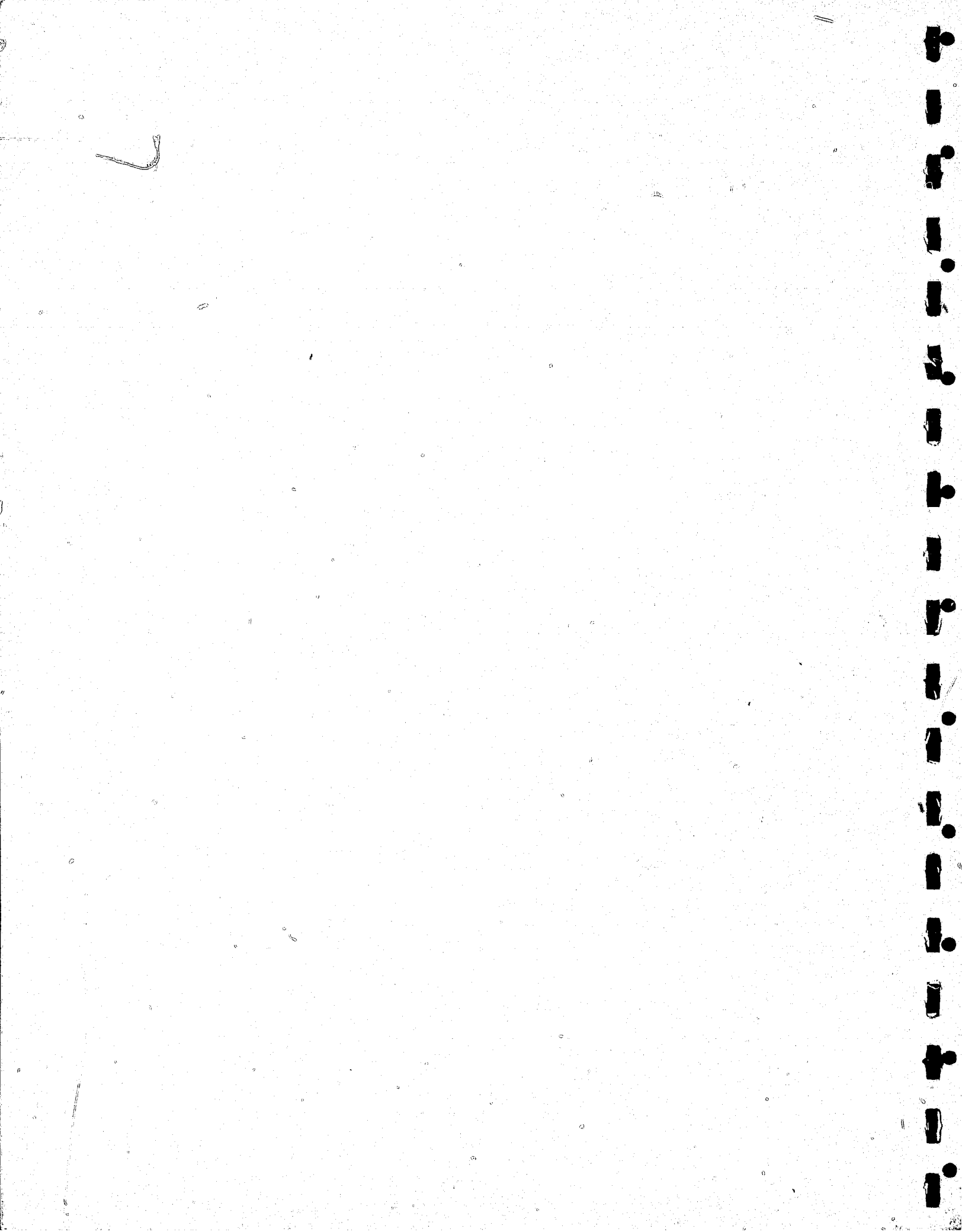
<u>Fiscal Year</u>	<u>Boys (Months)</u>	<u>Girls (Months)</u>
1970-71	13.2	10.3
1971-72	14.0	8.5
1972-73		
1973-74	8.0	6.3
1974-75	9.5	6.9

7. Summary: Juvenile Institution Population Characteristic Trends

- Juvenile institution populations have decreased substantially since 1970 due to a reduction in the number of commitments.
- Increasing proportions of juvenile commitments for person and property offenses, and decreasing commitments for status offenses, have been noted since 1970.
- Age and racial background of juveniles committed to state institutions has remained similar from 1970 to 1975.
- There has been a decline in the proportion of new juvenile commitments from Ramsey County, and an increase in commitments from rural counties.
- Length of institutional stay has decreased from 1970 to 1975.



POPULATION PROJECTIONS



## POPULATION PROJECTIONS

### A. Introduction

- Two factors essentially determine populations in state correctional institutions:
  - the number of persons committed to the institutions;
  - length of time those persons admitted remain in the institution.
- In the case of adult offenders, neither the factor "number of commitments" or "length of stay" is under the direct control of the Department of Corrections.
  - The number of commitments is influenced by a wide range of variables, including number of crimes committed, number of crimes cleared by police, number and nature of convictions, and sentencing decisions.
  - Length of stay is currently determined by actions of the Minnesota Corrections Board (MCB), based upon offenders' prior records and commitment offenses.
- Consequently, any population projections are open to serious problems related to the constantly changing nature of the criminal justice system and public attitudes.
  - A change in any one of the system variables, such as sentencing policy or legislation which affects that policy, may substantially affect the number of persons who will be committed to state correctional institutions.
- At the present time, the calculation of adult institutional population projections is particularly problematic for two reasons:
  - 1) The Minnesota Corrections Board (MCB - Parole Board), as the current releasing authority, has recently implemented "Parole Release Guidelines" and "Mutual Agreement Programming", both of which will affect length of adult institutional stay.
  - 2) The Minnesota State Legislature is presently considering determinate sentencing proposals which could affect both the volume of commitments and institutional length of stay.
- Each of these changes is likely to have different implications for the size of future adult institutional populations. Since at this time it is impossible to know whether (1) determinate sentencing legislation will be passed and (2) what particular form the legislation might take, assumptions will be made and projections provided in this section for each of the possible future situations -- continuation of the MCB or implementation of determinate sentencing.

## B. Continuation of the Parole Board

### 1. Parole Release Guidelines and Mutual Agreement Programming

- The purpose of the Guidelines is to provide criteria for making parole releasing decisions for adult and youthful offenders which:
  - provides a systematic method to achieve the goals of public protection, deterrence, and rehabilitation (the public policy goals of the 1963 Criminal Code);
  - assures that similar inmates will serve similar periods of incarceration before parole.
- The Guidelines classify inmates into similar categories based on risk of failure on parole and the severity of the committing offenses. The assessment of risk of failure is accomplished by a parole prediction instrument developed from a study of 1,000 inmates paroled in 1971 and 1972 and the clinical judgement of the parole board members.
  - The items used in the prediction instrument consist of a number of indicators of the extent and duration of adult criminal history.
    - a. For each category of inmates, the Guidelines establish a number of months that most inmates will serve before release on parole.
    - b. The number of months increase as the categories of risk of failure and severity of offense increase.
  - In individual cases, the MCB has the discretion to depart from the Guideline time by providing the inmate with a written statement of the reasons for departure. As of October, 1976 the MCB had assigned release dates under the Guidelines to approximately 500 inmates, and had departed from the Guideline time in 15% of the cases.
  - Once a target release date is assigned to an inmate by the MCB, it will be increased only if the inmate is convicted of a major misconduct violation in the institution disciplinary court. For inmates eligible for Mutual Agreement Program (MAP) contracts, this target release date will be shortened by a prescribed period upon prior completion of a MAP contract.
- Thus, shortly after admission an inmate is assigned a certain release date and knows the effect of his or her institutional conduct and accomplishments on the release date.
  - It is anticipated that all adult inmates in state correctional institutions for more than 60 days will have been assigned release dates under these Guidelines by June 1, 1977.

## 2. Assumptions

- Given the uncertainties and difficulties noted above, and in order to provide some estimate of the likely future demand for adult correctional institution beds, some major assumptions need to be made. Population projections here, then, are based on the following assumptions:

- a. Assumption: commitments to state adult correctional institutions are a direct function of the state population "at risk" aged 18-39.

Evidence: for the years 1970-1975, approximately 95% of all commitments to adult correctional institutions were in the age range 18-39.

- b. Assumption: the rate of state institutional commitments per 1000 state population in the age group 18-39 will remain relatively stable.

Evidence: between 1974 and 1976, the rate of adult institutional commitments per 1000 state population aged 18-39 only varied from 1.270/1000 to 1.331/1000.

- c. Assumption: the relative distribution of commitments for specific offense types will not change from the distribution experienced over the past three years.

Evidence: for the period 1973-1975, the proportion of court commitments by offense type did not substantially change (see "Inmate Profiles" section).

- d. Assumption: the Community Corrections Act will reduce commitments in new counties coming under the Act at the same rate (18%) as was experienced in pilot counties; counties will enter the Act as scheduled.

Evidence: an 18% decrease in commitments occurred in pilot counties after participation in the Act (see "Community Corrections Act Impact Study" section). For the scheduling of counties coming under the Act, see "Community Corrections Act" - Future Plans section.

- e. Assumption: parole revocations will occur in 22% of releases.

Evidence: this was the rate experienced in the years 1974-1976.



- f. Assumption: the length of institutional stay will be comparable to that experienced during the eight months the parole release guidelines have been in effect.

Evidence: it may be questionable to assume that eight months' experience with the guidelines is adequate to make accurate estimations about their impact upon average length of stay; however, in the absence of any evidence to the contrary, this assumption will be used.

- g. Assumption: Mutual Agreement Programs will be available to all inmates except first degree murderers and sex offenders; inmates will complete programs at a 50% overall success rate, and thereby shorten institutional length of stay in accordance with MAP contracts.

Evidence: the MAP program has been implemented in other states, and based upon their experiences, a 50% success rate is not an over-estimation, and may, in fact, be an under-estimation.

### 3. Projection Method

- By early January, 1977, the Matrix guidelines had been in operation for approximately eight months, and Target Release Dates (TRD) had been assigned to about 900 inmates. These inmates form the pool from which were derived "Index Average Time Served" (IATS).

- IATS was derived by the following procedure:

$$\begin{array}{r}
 \text{Number Non-Departure Cases } (\# \text{ NDep}) \\
 + \text{ Number Departure Cases } (\# \text{ Dep}) \\
 + \text{ Number Technical Violations, Revoked and Returned } (\# \text{ TVRR}) \\
 \hline
 = \text{ Total Number of Cases } (\# \text{ Tot})
 \end{array}$$

$$\begin{array}{r}
 \text{Number of Man-Months to Release, Non-Departures} \\
 + \text{ Number of Man-Months to Release, Departures} \\
 + \text{ Number of Man-Months to Release, TVRR} \\
 \hline
 = \text{ Total Number of Man-Months to Release (Tot \# MM)}
 \end{array}$$

$$\frac{\text{Total Number Man-Months}}{\text{Total Number Cases}} = \text{Average Months to Release}$$

$$\frac{\text{Average Months to Release}}{12 \text{ Months Per Year}} = \text{Index Average Time Served (IATS)}$$

- To determine these factors, every non-departure case was arrayed and assigned a TRD, based on risk and severity. The number in each cell was multiplied by that cell's upper limit guideline time to get a total number of man-months per cell, and summed across the Matrix to get a total number of man-months for non-departure cases heard to date.

- Next, departure cases were used to construct a frequency distribution of months assigned until TRD. The number of months was multiplied by the number of cases assigned those months, and was summed to obtain the total number of man-months for departure cases.
- Information was obtained on technical violations revoked and returned (TVRR) by using the MCB's three year average TVRR rate (22%) multiplied by the MCB's three year average number of parolees. This yielded a projected average number of TVRR per year, which was multiplied by .67 to obtain an estimate of TVRR for an eight month period. This number was multiplied by four (months), the average stay between return and re-parole under MCB's new guidelines, to obtain man-months for TVRR.
- These figures were then used to calculate an IATS which would not include the effects of MAP programs. (An inmate not participating in MAP serves until he or she reaches their upper limit Matrix date or the date assigned for departure cases.) Since the MCB does not intend to expand MAP contracts to sex offenders, those assigned TRD's were separated into Sex offender and Non-Sex offender categories and IATS were calculated for each group using the procedures stated above. The results of these calculations are shown below:

Table 1: IATS, Non-Sex Offenders, No MAP contracts, Adult Males

	<u>Number of Cases</u>	<u>Number of Man-Months</u>
Non-Departures	472	12,968
Departures	193	4,827
TVRR	<u>106</u>	<u>424</u>
TOTAL	771	18,219
	$\frac{18,219}{771}$	$= 23.6/12 = 1.9 \text{ IATS}$
	12	

Table 2: IATS, Sex Offenders, No MAP Contract, Adult Males

	<u>Number of Cases</u>	<u>Number of Man-Months</u>
Non-Departures	54	2,134
Departures	28	1,390.5
TVRR	<u>7</u>	<u>28</u>
TOTAL	89	3,552.5
	$\frac{3,552.5}{89}$	$= 39.9/12 = 3.3 \text{ IATS}$
	12	

- The MCB has not assigned TRD's to persons serving sentences on first degree murder. Therefore, these IATS are calculated without reference to time which will be served by first degree murderers. Given the relative stability of first degree murder commitments over time, they represent a constant for population prediction purposes which will be factored in at a later stage in the process.
- IATS can be simulated for various rates of MAP contract completion. If one assumes a 50% MAP contract completion rate, the average time served in each Matrix cell becomes the mid-point of the time range, as opposed to the upper limit with no MAP contracts.
- Using the actual distribution of inmates per cell, the number of man-months until release for non-sex offenders/non-departure cases was calculated under conditions of 50% completion of MAP contracts.
- For non-sex offense/departure cases, it was assumed that MAP contract completion would shorten the average period of incarceration by the same amount as for non-departure cases. This appears to be a realistic assumption since average months to release do not differ greatly for departure and non-departure cases. It was found that 50% MAP completion reduced 'non-departures' average time until parole by 3.9 months. Accordingly, these reductions were multiplied by the number of non-sex offender departure cases and the product was subtracted from 4,827, the number of man-months for departures with no MAP contracts. The results are shown below:

Table 3: IATS, Non-Sex Offenders, 50% MAP Completion, Adult Males		
	Number of Cases	Number of Man-Months
Non-Departures	472	11,157.5
Departures	193	4,074.3
TVRR	106	424
TOTAL	771	15,655.8
	$\frac{15,655.8}{771}$	
	$\frac{771}{12}$	$= 20.3/12 = 1.7 \text{ IATS}$

#### 4. Population Projections

- From commitment projections were subtracted, (a) the number of sex offenders projected to be committed and, (b) the number of first degree murderers projected to be committed. Since different IATS for sex and non-sex offenders were used, a separate number of commitments was needed for each.

- Table 4 indicates the number of commitments and/or populations projected for each category of offenders. The last column indicates adult institutional populations which can be expected in the years indicated.

TABLE 4: PROJECTED INSTITUTIONAL POPULATION PROJECTIONS

<u>Year</u>	<u>Non-Sex</u> <u>Offenders</u>	<u>(+)</u>	<u>Sex</u> <u>Offenders</u>	<u>(+)</u>	<u>Murder</u> <u>I</u>	<u>(+)</u>	<u>Female</u> <u>Offenders</u>	<u>=</u>	<u>Sub-</u> <u>Total</u>	<u>(-)</u>	<u>Community Corrections</u> <u>Act Reduction</u>	<u>Total</u> <u>Institutional</u> <u>Population</u>
1977/78	859 X 1.7 = 1460		191		50		71		1772		73	1699
1978/79	885 X 1.7 = 1501		201		50		71		1823		75	1743
1979/80	913 X 1.7 = 1552		208		50		72		1882		100	1782
1980/81	928 X 1.7 = 1577		215		50		72		1914		102	1812
1984/85	993 X 1.7 = 1688		221		60		76		2045		167	1878

### C. Determinate Sentencing

#### 1. Definition

- Determinate sentencing bills have been introduced to the 1977 session of the Minnesota State Legislature. In the event of passage, this legislation would provide offenders committed to state correctional institutions with a specific time period to be served prior to release.
  - H.F. 43, as the determinate sentencing bill which has been introduced at the time of this writing, would abolish the Minnesota Corrections Board and allow the Commissioner of Corrections to "conditionally" release inmates during their last year of sentence. In addition, mandatory sentences are required for certain offenses.
  - The bill allows offenders to reduce their sentences by 50% for good behavior while in the institution, and permits judges to extend statutory sentences up to three times the specified length under certain conditions.
- The following assumptions and population projections were made utilizing the specific provisions of H. F. 43 regarding sentence lengths, good time, conditional release, extended terms and mandatory sentences.

#### 2. Assumptions:

- Assumption: commitments to state adult correctional institutions are a direct function of the state population "at risk" aged 18-39.

Evidence: for the years 1970-1975, approximately 95% of all commitments to adult correctional institutions were in the age range 18-39.

- b. Assumption: the rate of state institutional commitments per 1000 state population in the age group 18-39 will remain relatively stable.

Evidence: between 1974 and 1976, the rate of adult institutional commitments per 1000 state population aged 18-39 only varied from 1.270/1000 to 1.331/1000.

- c. Assumption: the relative distribution of commitments for specific offense types will not change from the distribution experienced over the past three years.

Evidence: for the period 1973-1975, the proportion of court commitments by offense type did not substantially change (see "Inmate Profile" section).

- d. Assumption: the Community Corrections Act will reduce commitments in new counties coming under the Act at the same rate (18%) as was experienced in pilot counties; counties will enter the Act as scheduled.

Evidence: an 18% decrease in commitments occurred in pilot counties after participation in the Act (see "Community Corrections Act Impact Study" section). For the scheduling of counties coming under the Act, see "Community Corrections Act" - Future Plans section.

- e. Assumption: mandatory provisions would result in an additional 35 persons incarcerated in 1980 and 190 in 1985.

Evidence: a random sample was drawn of offenders convicted of a felony in 1974 who were not committed to the Department of Corrections. A search of these offender records was then made to determine what percentage would have been committed under the mandatory sentencing provisions.

- f. Assumption: good time loss will be experienced by 5% of inmates.

Evidence: loss of good time was estimated using the average number of days in segregation per inmate during a recent six-month period. This factor was then applied to the institutional population projected for 1980 and 1985.

- g. Assumption: 10% of offenders eligible for extended sentence terms will receive doubled sentences.

Evidence: no evidence is available to indicate how judges would apply these provisions. The above assumption is merely a reasonable estimate.

- h. Assumption: 50% of all committed offenders will be granted early conditional release.

Evidence: no evidence is available to indicate how this provision will be applied. The above assumption is merely a reasonable estimate.

- i. Assumption: 22% of conditional releasees will violate the conditions of their release and be returned to the institution for an additional six months.

Evidence: for the three year period 1974-1976, the technical parole violation rate was 22%.

### 3. Projection Method

- The first step in projecting institutional populations was to determine the number of adult commitments that could be expected for each of the next ten years. These projected commitments were based on a three year average rate of commitment per 1000 adult males. The three year average rate of commitment by offense was then applied to project commitments by offense.
- Expected institutional population for 1980 and 1985 was then calculated using the statutory sentence less 100 percent good time for each offense. In those instances where more than one sentence is proposed the average or middle sentence was used.
- This total population was then reduced by estimating the impact of conditional release. This population estimate was based on the assumption that 50 percent of all offenders would be granted early conditional release. Additions were then made for the various provisions noted in the "assumptions" (extended terms, loss of good time, revocation of conditional release, etc.), and reductions for the impact of the Community Corrections Act. Table 5 indicates the results of these calculations.

TABLE 5: ADULT INSTITUTIONAL POPULATION PROJECTIONS - H.F. 43.

	1980	1985
Basic Sentence Structure	1,547	1,660
Mandatory Sentences	37	191
Extended Terms	0	43
Good Time Loss	2	27
Conditional Release Revocations	52	57
TOTAL	1,638	1,978

#### D. Juvenile Population Projections

- The same factors which determine adult institutional populations (number of commitments and length of stay) also affect the populations at state juvenile correctional institutions. The Commissioner does, however, have some control over the length of stay in state juvenile institutions. This factor can help to mitigate some uncertainties associated with projecting future juvenile populations.

##### 1. Assumptions: Juvenile Projections

- Estimating number of commitments requires some basic assumptions to be made.

- a. Assumption: the number of commitments to state juvenile institutions are a direct function of the state population "at risk" aged 13-17.

Evidence: in the years 1970-1975, approximately 98% of juveniles committed to state institutions were in this age group.

- b. Assumption: the commitment rate per 1000 population at risk will remain relatively stable.

Evidence: male juvenile commitment rates varied from 1.91/1000 population at risk to 2.06/1000 population during 1973 to 1976. Female juvenile rates were somewhat more variable, ranging from .41/1000 population to .67/1000 population in that same period. Males, however, constitute approximately 80% of state juvenile institutional commitments.

- c. Assumption: average length of stay will be within the range 3-5 months, 85% of commitments are projected to be property offenders and parole violators serving an average of three months and 15% will be person offenders serving an average of five months.

Evidence: the Department of Corrections has established re-leasing policies pertaining to juvenile institutions which should insure that this time range is achieved (see "Probation and Parole" section). Percentages of property - person offender commitments reflect the 1975 averages.

- d. Assumption: elimination of status offenders from state institutions would result in at least a 25% reduction in the number of female juvenile commitments, and a 5% reduction in the number of male juvenile commitments, each year, over the number of commitments which would otherwise have been expected.

Evidence: in 1975, 42% of female commitments and 9% of male commitments were for status offenses.

## 2. Method: Juvenile Projections

- An average past commitment rate has been established by dividing the number of commitments in specific years by the state population at risk in those years. The results of those calculations are provided in Table 6.

TABLE 6: JUVENILE COMMITMENT RATES PER 1000 POPULATION AT RISK (AGED 13 - 17), 1973 - 1976				
Year	Male Rates	# Male Commitments	Female Rates	# Female Commitments
1973	1.96	401	.54	108
1974	2.06	427	.67	134
1975	1.96	411	.41	82
1976	1.91	394	.47	93
	$\bar{x} = 1.97$		$\bar{x} = .51$	

- Applying the mean male and female commitment rate to future populations at risk results in expected commitments for forthcoming years, as shown in Table 7.

TABLE 7: ESTIMATED JUVENILE COMMITMENTS			
Year	Female	Male	Total
1978	73	373	446
1979	71	367	438
1980	71	361	432
1985	59	299	358
1990	56	287	343
1995	64	324	388
2000	67	340	407

- Applying length of stay for person and property offenses results in the following projected juvenile institutional populations.

TABLE 8: PROJECTED JUVENILE INSTITUTIONAL POPULATIONS	
Year	Projected Population
1978	123
1979	120
1980	119
1985	98
1990	94
1995	106
2000	111



[illegible]

FUTURE USE OF INSTITUTIONS

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FUTURE USE OF INSTITUTIONSA. Background -- Future Institutional Bed Needs

- Within the past four years, the future of correctional institutions in Minnesota has been studied by two special committees, with recommendations made to the Legislature.

-- The Select Committee on Corrections submitted a report to the Legislature in December, 1974, and among the major recommendations were the following:

- a. "The Department of Corrections should develop a plan for constructing small, specialized secure institutions for a total of 500-600 inmates;"
- b. "The Minnesota State Prison should be closed because of excessive costs and declining populations."

-- The Task Force on Correctional Institutions submitted a legislative report in February, 1976, and recommended the following:

- a. "Since the original construction of the Minnesota State Prison at Stillwater during the early part of the century, beliefs and practices concerning prison architecture, security, programming, and management have changed radically. The fortress type of massive institution is no longer regarded as either secure or humane."
- b. "The size of the prison population at Stillwater is unmanageable and endangers the safety of inmates and staff."
- c. "The bed capacity at the prison substantially exceeds the state's need for maximum security beds."
- d. "Major renovations are nearly impossible to complete while the institution is at or near capacity without seriously endangering safety and security."
- e. "A new 400 bed high security institution is the most cost-effective, secure, and programmatically promising approach."
- f. "A new institution can be constructed along a "functional unit" approach so that inmates are grouped in small living modules of 16-18 individual cells."
- g. "The functional unit approach would permit the management of approximately 250 maximum security and 150 medium security beds within the same facility, and permit flexibility in either direction as needs indicate."

- h. "The new facility could support a strong inmate work program with industrial and training space integrated into the institution."
- i. "The existing minimum security building at the prison in Stillwater could continue to be utilized in conjunction with the new high security institution."
- j. "The Minnesota Correctional Institution for Women at Shakopee should be closed and the inmates transferred to the Metropolitan Training Center at Lino Lakes."
- k. "The Metropolitan Training Center at Lino Lakes should be converted to a 400 bed facility for adult male and female medium/minimum security inmates."
- l. "The Minnesota Home School at Sauk Centre should be converted to an adult institution in order to provide the additional 250 medium/minimum security beds needed."
- m. "The Training School at Red Wing is a more desirable location than Sauk Centre for the single state juvenile institution."

● The 1976 Legislature reviewed the report of the Task Force on Correctional Institutions and released funds to be used for the following purposes:

- a progress report on population changes;
- development of a comprehensive corrections plan;
- development of preliminary architectural plans for a new high security institution;
- development of preliminary architectural plans for a new high security institution.

● In assessing the number and type of state correctional institutions which will be needed in the future, the accurate projection of population demands becomes the most problematic concern.

- The Select Committee report prepared in 1974 was based upon what had been a long-term decline in institutional population and consequently their future projections reflected a continuation of this decline. In fact, prison populations reached an all-time low in October 1974. However, during the subsequent 12 months, the population again increased about 30%.
- The Task Force on Correctional Institutions projected higher populations than did the Select Committee report, due to newer information available on rising populations. These projections were also somewhat lower than present projections detailed in the "Population Projections" section of this report.

- The Task Force population analysis, projections and recommendations were based upon data drawn from the five year period, 1971 to 1975. The difficulty with this analysis is that it included information from a period which was not very representative of current practice (particularly 1972-1974), and which therefore produced lower overall projections than is the case utilizing more recent data. Also, data for 1976, which was not available at the time the Task Force report was prepared, shows a slightly higher commitment rate and substantially higher overall average length of confinement (as defined by dividing institutional populations by the number of commitments) than was the case in preceeding years. Both of these factors tend to suggest higher future institutional populations than had been expected by the Task Force.
- It should be carefully noted that present projections are based upon specific assumptions which may not, in fact, prove to be any more accurate than those upon which previous projections were based. (See "Population Projections" section.)
- Present adult institutional population projections for the years 1980 and 1985 assuming that current commitment rates and the length of stay specified in the matrix releasing guidelines will hold true during future years, are 1782 in 1980 and 1878 in 1985. (See "Population Projections" section.)
- The accurate projections of institutional populations becomes even more difficult in a time when the state is facing possible major changes in sentencing legislation. Although it is possible to project impacts of specific determinate sentencing bills, it is not possible to discuss impacts of "determinate sentencing" in general. Both institutional length of stay and number of commitments would be affected by different forms of determinate sentencing, but how much they would be affected and what resultant impact would occur on correctional institution populations depends on specific provisions of such proposed legislation.
- The Department has prepared an analysis of the impacts of the determinate sentencing bill recently introduced (H.F. 43 and S. F. 65). As noted in the "Population Projections" section, adult institutional populations under determinate sentencing would be approximately 1638 in 1980 and 1978 in 1985.
- In summary, it is most likely that future adult institutional populations will increase. However, the relative extent of this increase is difficult to predict with a high degree of certainty. What the legislature decides relative to determinate sentencing may help to narrow this uncertainty. On the other hand, public attitudes toward crime and criminals in the future, as well as changing employment rates, will also have a great deal of impact on the number of offenders we can expect to see incarcerated in Minnesota institutions in the year 1985 or 1990.

- As compared to predicting the future adult institutional population, considerably less difficulty is encountered in predicting the population in state juvenile institutions. Given a stable commitment rate, a decreasing population at risk, and adherence to departmental policies on juvenile length of stay, the juvenile institutional population should decrease to approximately 120 in 1980 and 100 in 1985. (See "Population Projections" section).

## B. Institutional Options

- Given these variables, the following section dealing with the future configuration and use of state institutions has a double focus:

- desired changes in the use of existing institutions, exclusive of the Minnesota State Prison and/or its replacement;
- discussion of options related to the use of the Minnesota State Prison and/or its replacement.

### 1. Existing Institutions Exclusive of MSP

- On the basis of cost efficiencies and bed space requirements, the Department recommends the following changes in the size and function of several state correctional institutions:
  - Close Willow River Camp (WRC) and transfer the minimum security program to the Minnesota Home School (MHS) with immediate renovations at MHS necessary to handle 60 adult inmates.
  - Assess and plan the location of 200 adult beds at the juvenile institutions. These beds could be located totally at one institution or distributed between them. In either case, the Department would retain beds to handle juvenile offenders committed to the care and custody of the Commissioner.
  - Replace the four 16-bed cottages located outside the security perimeter at the Minnesota Metropolitan Training Center (MMTC) with a single 64-bed unit inside the security perimeter of the institution. Maintain current capacity of 208 beds, with the possibility of future expansion to 400.
  - Continue operation of the Minnesota Correctional Institution for Women (MCIW) at Shakopee for the present, but establish a task force to plan and assess long-term institutional programming needs of the adult female offender.
- Both other institutions, the State Reformatory (SRM) and the State Training School (STS), will retain their current capacity and function for the present. Considerable capital improvements have been made over the years at the State Reformatory, and it is currently in reasonable operating condition to handle its current capacity of approximately 630. Future consideration may be given to operating the State Training School as a regional multi-purpose corrections center for adults and juveniles, if juvenile populations continue to decline as expected.

Closing of Willow River Camp and Program Transfer to Minnesota Home School

- Although Willow River Camp has a good program which is closely integrated with the Sandstone School District and the local community, the inadequate physical plant, along with high operational costs, required that major decisions be made about the future of this institution.
  - Department administrators have ranked each state institution relative to present physical condition and potential for future flexible use. Willow River Camp received the lowest rating of the seven existing institutions. This low overall ranking was due primarily to low scores on the following factors: (1) current security flexibility; (2) future potential for security level change; (3) number of beds; (4) location; (5) condition of physical plant; (6) quality of inmate living space.
  - The following capital improvements are necessary to maintain the institution.
    - a. Barracks addition \$200,000

Willow River Camp has barracks style living quarters which were built in 1958. These do not provide sufficient physical space for 50 adult inmates. According to the State Architect's Office 5,000 square feet of additional space is necessary to provide 230 square feet of living space per inmate (the amount considered acceptable for this type of program and security level). Presently, Willow River has 134 square feet of living space per inmate.

To create additional rooms at an approximate cost of \$40.00 per square foot (the future used by the State Architect's Office for minimum security) the total additional cost would be \$200,000.
    - b. 1976 appropriation (not yet spent) \$162,000

Presently, \$162,000 from 1976 appropriations was being withheld until a decision about the future of the institution was made. (Includes sewer system repair, addition of a supply building, fire alarm system, water chlorination system, electric lighting.)
    - c. Vocational Building \$450,000  
(21,600 sq. ft.)
 

Presently, \$130,000 from 1976 appropriations for construction of a vocational building are being withheld. An additional \$320,000 would be required to complete construction

It should be noted that the \$450,000 estimate is a quote from a local builder in Willow River, and is significantly lower than the amount estimated by the State Architect's Office.

TOTAL CAPITAL IMPROVEMENTS NECESSARY \$812,000



- Transferring the WRC program to MHS would require construction of a vocational building at that institution, estimated at \$450,000 (State Architect estimate - 15,000 sq. ft.) Thus, total capital cost savings through program transfer would be \$362,000 (\$812,000 - 450,000).
- Operating costs at Willow River Camp are among the highest of the adult institutions at \$51.94\* per diem, compared to \$24.37\* at the prison and \$33.94\* at the Reformatory. Total WRC operational costs are approximately \$1 million per year. It is estimated that approximately \$84,000 the first year and \$233,000 in succeeding years of operational cost could be saved by transferring the program to MHS.

\* December, 1976 estimates

- Although savings in capital and operating costs can be achieved by transferring the WRC program to MHS, the major savings advantage is a long-term one. This long-term cost issue is one of continuing to operate MHS as a juvenile institution at less than full capacity due to declining juveniles populations versus the operation of this institution as an adult facility at full capacity.

#### Replacement of Beds at the Minnesota Metropolitan Training Center (MMTC)

- There are currently four 16-bed cottages located outside what will become the new security perimeter for the Minnesota Metropolitan Training Center as a medium security institution. Because these cottages were originally constructed as psychiatric units for children under the auspices of the Department of Public Welfare, their design requires high staff-to-client ratios. Two of the cottages are currently utilized by Anoka County for use as juvenile detention and treatment facilities, and two are operated by the Department as minimum security adult units.
- The Department conducted a cost analysis comparing continued operation of these four cottages to their replacement with a 64-bed unit constructed and operated inside the security perimeter. Although over the short-run (5 years), new construction would be more expensive, after 10 and 15 years of operation replacement becomes the cheaper alternative. Details are presented in Table 1:

TABLE 1: MMTC OPTIONS

Option 1: Maintain Existing Cottages

Option 2: Replace With New Unit\*

A. <u>Staffing**</u>		
- 5 Years	\$2,387,070	\$1,591,382
-10 Years	5,433,588	3,622,434
-15 Years	9,321,804	6,214,628
B. <u>Construction/Renovation</u>		850,000 (Living Unit)
None		250,000 (Industries addition 5,000 sq.ft.)
		<u>\$1,100,000</u>
C. <u>Total</u>		
- 5 Years	\$2,387,070	\$2,691,382
-10 Years	5,433,588	4,722,434
-15 Years	9,321,804	314,628

\*This does not reflect any revenues which may accrue through the lease of the four 16-bed cottages.

\*\* Based on average \$16,000 salary plus 5% inflation per year.

- The Department is requesting the \$1,100,000 construction costs associated with the 64-bed replacement unit during this legislative session.
- For the present, the Department recommends that the capacity of MMTC remain at 208 beds. However, if future bed needs require further expansion, up to 200 additional beds would be constructed, to make a total of 400 beds at the institution.

#### Location of 200 Adult Beds at Juvenile Institutions

- On the basis of declining populations in state juvenile institutions (See "Inmate Profile" and "Population Projections" sections), the total bed capacity in the two juvenile institutions at Red Wing and Sauk Centre exceeds both present and projected juvenile bed needs. By 1980, the projected juvenile population will approximate 120, and this will decrease to approximately 100 in 1985 and 95 in 1990, before increasing slightly through the year 2000. Existing capacity at either of the two institutions alone is adequate for projected juvenile bed needs through the year 2000.
- Given the need for additional adult institutional beds, coupled with the fact that the physical plants of the juvenile institutions are suitable for long-term correctional use, it makes good economical sense to plan for their on-going use.
- The Department could eventually locate up to approximately 200 adults at the Minnesota Home School with Red Wing serving as the sole state juvenile institution, or, alternatively, locate approximately 100 adult beds at each of the two institutions, and thus operate both institutions as regional, multi-purpose corrections centers.
- During fiscal year 1978, the Department will continue to assess and plan for the future use of the juvenile institutions.

#### Maintenance of Minnesota Correctional Institution for Women (MCIW)

- For the immediate future, the Department intends to maintain this 65-bed institution for adult female offenders. However, a task force will be appointed by the Commissioner to study and make recommendations about future institutional programming needs of adult women. This further study is necessary for the following reasons:
  - a. Historically, women have served shorter sentences than men. However, sentence lengths for both men and women are currently being determined by the matrix releasing guidelines, which will tend to lengthen time to be served for female offenders. Similarly, should determinate sentencing legislation be passed, the same effect would occur. Given this, it is possible that the capacity of the women's institution will be exceeded in the near future.
  - b. A State architect's study of MCIW (1975) stated that the institution was physically deteriorating and recommended that it not be extensively repaired. As a result of this study, the Task Force on Correctional Institutions recommended in 1976 that the institution be closed.

- c. According to a report of the Department of Corrections research division, segregation sentences at MCIW average 10 days, with some inmates staying as long as 150 days. The segregation unit at MCIW is not physically constructed to humanely deal with people in this status for this period of time.
- d. The institution was opened in 1920 and was designed primarily for custody and programming for the teaching of farming and mothering skills. The farming has been discontinued and the facility is presently attempting to program for education, vocational training and work placements. Consequently, the physical plant is not conducive to these program changes.
- e. According to a Department of Corrections research study in 1976, MCIW lacks an adequate treatment program as perceived by both inmates and staff.
- f. No other institutional programming for adult women exists in the state, other than open state hospitals, which exclude individuals who are mentally ill and dangerous.
- g. Prior to 1970, there were no community residential facilities for adult female felons. During the past five years only three have been developed, and these without overall coordinated planning.
- h. Adult female programs have tended to follow the same overall methods and procedures as man's programming, without concentration on the unique differences of the two.
- i. A Department of Corrections research report in 1976 indicated that 67% of the women at MCIW during the past five years had children, and an inmate survey indicated that 90% of these women had their children in their custody at the time of their commitment--most of them as a single parent. MCIW cannot adequately provide for these children's needs, and appropriate visitation opportunities are not available.

#### Cost Summary for Recommendations

- The following are costs involved in making the previously defined institution changes. These appropriation requests will be made during the 1977 legislative session.

-- Close WRC and transfer program to MHS (this appropriation would be used in conjunction with \$292,000 of 1976 appropriations for WRC which have not been spent, to construct the \$450,000 vocational building necessary at MHS. Any additional funds necessary for construction of this building would come from other unspent appropriations.)	\$ 150,000
-- Replace 64 minimum security beds with 64 medium security beds at MMTC	<u>\$1,100,000</u>
TOTAL	\$1,250,000

## 2. The Minnesota State Prison and/or its Replacement

- A number of options were considered by the Department in relation to the replacement or renovation of the Minnesota State Prison at Stillwater. Recommendations for the total or partial replacement of this institution were made by the Select Committee on Corrections (1974), the Joint House-Senate Committee on the Minnesota State Prison (1976), and the Task Force on Correctional Institutions (1976). The specific recommendation made by the Task Force on Correctional Institutions to the 1976 Legislature led to an appropriation to the Department to begin planning for construction of a new 400-bed high security facility. Population projections available to the Task Force in late 1975 indicated that construction of this 400-bed facility in conjunction with changes in the capacity of several other state institutions, would provide sufficient beds to accommodate future populations and allow for the closing of the Minnesota State Prison.
- As indicated in earlier sections of \* 's report (see "Population Projections" section), more recent projections reflect an increase in expected populations. As a consequence, the institutional configuration recommended by the 1976 Task Force and particularly the closing of the Minnesota State Prison, may not provide for needed bed space. Over the past nine months, the Department has carefully considered the Task Force recommendations to close Stillwater as well as a number of other possible institutional options. Four of these options are presented here, prior to discussing the Department's full recommendation.

1. Summary:

- Recommend proceeding with construction of the proposed new 400-bed high security facility (HSF) in 1977.
- Maintain operation of the Minnesota State Prison (MSP) until 1984.
- Make decision in 1980 to:
  - (1) close the MSP in 1984 except for the Minimum Security unit;  
-OR-
  - (2) close MSP and construct a 200-bed medium security unit in conjunction with operating the existing industries buildings and programs;  
-OR-
  - (3) retain a portion of existing MSP to handle a population of 400 inmates  
-OR-
  - (4) close MSP and build a new 400-bed medium security institution.

2. Number of Beds:

- Given the number of beds previously identified and recommended for the other institutions (SRM, MMTC, MHS and MCIW), this option would provide a range of 400-800 additional beds, for a total of 1570-1970 adult institutional beds.

3. Costs:

- The minimum cost of this option is the \$20 million required for construction of the proposed high security facility. If in 1980, it appears that additional beds are required in accordance with the above alternatives, further costs could range from no additional cost (if 400 beds at MSP were retained without renovation) to approximately \$11 million (for a 200-bed medium security addition to the Minimum Security Unit) to approximately \$20 million (for a new 400-bed medium security institution).

4. Discussion:

- Proceeding with construction of the proposed high security facility is consistent with previous recommendations and would resolve the serious management problems posed by inmates needing maximum security.
- Postponing further decisions about additional beds until 1980 would allow sufficient time to make more precise estimates regarding the impact of determinate sentencing or the MCB matrix releasing guidelines.
- On the other hand, delaying such decisions would have two negative consequences.
  - (1) later construction would be likely to result in higher costs;
  - (2) the uncertainty about the future of MSP has already caused problems for the operation of and future plans for the farm machinery industries; further delay is likely to intensify these problems and have serious implications for the viability of this industrial operation.

OPTION II1. Summary:

- Hold decision on new 400-bed high security facility (HSF) until 1980;
- Continue operation of MSP at its current capacity until at least 1984 and possibly for long-term operation thereafter;
- Make decision in 1980 to:
  - (1) proceed with construction of new high security facility (HSF) and upon opening, close old MSP;
  - OR-
  - (2) proceed with major renovation to the MSP for 600-1000 inmates and do not construct the high security facility.

2. Number of Beds:

Given the number of beds previously identified and recommended for the other institutions (SRM, MMTC, MHS, and MCIW) this option would provide a range of 400-1000 additional beds, for a total of 1570-2170 adult institutional beds.

3. Costs:

Cost estimates for renovation of the Minnesota State Prison to house a population of 600-1000 inmates range from \$8 to \$20 million. A complete architectural survey would be necessary to pinpoint this figure. Cost estimates for the new 400-bed high security facility are approximately \$20 million.

4. Discussion:

This option essentially involves delaying all major decision about both a new institution and the future of MSP until 1980, when the impact of determinate sentencing or matrix releasing guidelines would be established.

However, the same negative consequences related to delaying decisions which were noted in Option I would also apply here. Since in this option, the decision about the new institution is also delayed, these problems are further compounded.

OPTION III1. Summary:

- Make decision new to maintain MSP for its current capacity and use for the foreseeable future.
- Do not construct the new high security facility

2. Number of Beds:

Given the number of beds previously recommended for the other institutions, this option would yield a total of 2170 adult institutional beds.

3. Costs:

Until an architectural survey is completed, renovations necessary to operate the Minnesota State Prison on a long-term basis cannot be estimated beyond a range of approximately \$8 to \$20 million.

4. Discussion:

Although an exact dollar figure cannot be assigned to this option, it is likely that this is the least expensive alternative considered by the Department, particularly if adult institutional populations rise above 1600-1700. In addition, this option would allow for the immediate initiation of longer-range planning for, and upgrading of, the MSP industries. However, none of the safety, management, and humane inmate treatment problems at MSP which have been identified by a number of committees and task forces are addressed by this alternative.

OPTION IV1. Summary:

- Proceed with construction of new 400-bed high security facility in 1977.
- Begin planning in 1977 for a 200-bed addition to the Minimum Security Unit at the Minnesota State Prison. This would involve construction of living units, with existing portions of old MSP used for recreation, dining and kitchen. In addition, inmates assigned to this institution would operate the farm machinery industry.
- Close cell blocks at MSP after completion of above facilities (probably 1981).

2. Number of Beds:

In addition to the beds recommended at existing institution (SRM, MMTC, MHS, and MCIW), this option would provide approximately 1770 adult institutional beds.

3. Costs:

Total option costs would be approximately \$30 million, plus planning money and architect's fees for the 200-bed unit.

4. Discussion:

This option would result in completely closing the cell blocks at MSP, and as a result would solve the primary management and living problems at the institution. At the same time, the option allows for use of some portions of the old institution not associated with such problems, particularly the industries operation. In order to close MSP cell blocks in 1981 or 1982, it is necessary to begin planning the 200-bed unit as well as proceed with construction of the new high security facility in fiscal year 1978.



### 3. Department of Corrections Recommendation

- The Department recommends proceeding with the institutional configuration contained in Option 4, coupled with changes in other institutions as noted in Part 1 of this section. A summary of this full recommendation is presented in Table 2 on the following page.
- This recommendation incorporates most of the major recommendations proposed by the 1976 Task Force on Correctional Institutions. However, this recommendation provides additional flexibility in the number of adult beds which could be incorporated in the institutional system should future institutional populations require. While the Task Force recommendations would have resulted in the operation of all institutions at their full capacity, this recommendation would allow for future expansion at MMTC and/or the 200-bed institution to be located adjacent to the MSP Minimum Security Unit.

TABLE 2: RECOMMENDED FUTURE USE OF INSTITUTIONS

Institution	Recommended Use	# Beds		Rationale
		1980	1985	
Minnesota State Prison (MSP)	-Close existing cell blocks by 1981	1,000 (Adult)	200 (Adult)	-Allows for demolition of cell blocks while retaining worthwhile portions of the facility (kitchen, gymnasium, etc.) -Allows for retention of the farm machinery industrial program
	-Construct 200-bed medium security replacement			
	-Retain 70-bed Minimum Security Unit	70 (Adult)	70 (Adult)	
New High Security Facility	-Appropriate construction funds during 1977 legislative session -Complete construction by late 1980	--	400 (Adult)	-Provides a secure, flexible, and humane institution for inmates requiring maximum security custody
State Reformatory (SRM)	-Retain	630 (Adult)	630 (Adult)	-Considerable capital improvements have been made in this institution, and it remains in reasonable operating condition
Metropolitan Training Center (MMTC)	-Continue present plans for conversion to adult medium security -Incorporate replacement of 4 outside cottages with a 64-bed unit within security perimeter	200 (Adult)	200 (Adult)	-Replacement of 64-beds results in long-term cost savings -Allows for future expansion of 400 beds if necessary
Minnesota Correctional Institution for Women (MCIW)	-Retain	65 (Adult)	65 (Adult)	-While requiring repair, the institution is viewed as marginally adequate in the short-run -Long-term institutional requirements for adult female offenders will be assessed and recommendations made to the 1978 legislature
Minnesota Home School (MHS)	-Convert to an adult facility or to a multi-purpose regional corrections center	200 (Adult; or adult and juvenile)	200 (Adult; or adult and juvenile)	-Declining juvenile populations do not require full use of this institution as a juvenile facility -Rather than closing this facility, conversion to another purpose is considered desirable
Willow River Camp (WRC)	-Close and transfer program to MHS	--	--	-Optimum future use of institutions plus operational and cost savings, support this decision
State Training School (STS)	-Retain as juvenile institution, with possible future consideration of adding adult beds and operating as multi-purpose regional corrections center	200 (Juvenile or juvenile and adult)	200 (Juvenile or juvenile and adult)	-Declining juvenile populations may not require full use of this institution as a juvenile facility in the future
TOTAL BEDS		2165 (Adult)	1765-1965 (Adult)	
		100-200 (Juvenile)	100-200 (Juvenile)	

- Table 3 presents a total cost summary for implementation of the Department's recommendation.

TABLE 3: COSTS RELATED TO RECOMMENDED FUTURE USE OF INSTITUTIONS

<u>Institution</u>	<u>Construction Costs</u>	<u>Planning Costs</u>	<u>Total</u>	<u>Amount of 1977 Request</u>
State Prison 200-bed addition)	\$10 million (estimate)	\$350,000*	\$10.35 Million	\$350,000*
New High Security Facility	\$20.8 Million	(Already included in DOC budget)	\$20.8 Million	\$20.8** Million
State Reformatory	--	--	--	--
Metropolitan Training Center (Lino Lakes)	\$1.1 Million	--	\$1.1 Million	\$1.1** Million
Correctional Insti- tution for Women	--	--	--	--
Home School	\$150,000	--	\$150,000	\$150,000**
Willow River Camp	--	--	--	--
State Training School	--	--	--	--
TOTAL	\$32.05 Million	\$.35* Million	\$32.4 Million	\$22.4 Million

\* To be requested as addition to biennial operating budget

\*\*Already included in original or amended 1978-79 capital improvements budget

VIOLENT OR HARDCORE JUVENILE OFFENDERS

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THE "VIOLENT" OR "HARD CORE"  
JUVENILE OFFENDER

A. Introduction

- Recent discussion and controversy has arisen over the issue of the disposition and treatment of juveniles who have committed serious crimes.
- A number of reports have recently been issued in Minnesota as well as in other parts of the country which attempt to focus on the problems posed by the population of violent or serious juvenile offenders.
- Among these reports have been the following:
  - Delinquency in a Birth Cohort. (Marvin Wolfgang, Robert Figlio, Thorsten Sellin, University of Chicago Press, 1972).
  - Report to the Minnesota Supreme Court. (Supreme Court Juvenile Justice Study Commission, 1976).
  - Intervening With Convicted Serious Juvenile Offenders. (Rand Corporation, 1976).
  - A Profile of Certified Juveniles Committed to the State Reformatory, 1970-1975. (Department of Corrections, 1976).
  - Profile of Male and Female Juveniles Admitted to State Juvenile Correctional Institutions, 1975. (Department of Corrections, 1976).
  - Summary of Juvenile Court Activity, 1975. (Department of Corrections, 1976).
  - Alternative Definitions of "Violent" or "Hardcore" Juvenile Offenders: Some Empirical and Legal Implications. (Juvenile Justice Research Team, Minnesota Governor's Commission on Crime Prevention and Control, 1977).
  - The Violent and Hardcore Juvenile Offender in Hennepin County. (Children and Youth in Crisis Project, Hennepin County Office of Planning and Development and the Community Health and Welfare Council, 1976).
- This portion of the report will summarize the results of these various studies in terms of the following areas:
  1. definition and characteristics of the target population and estimates of the numbers of individuals comprising the population in Minnesota;

2. recommendations of the various study groups;
3. summary of the relevant programs available in other states.

#### B. Definitions and Characteristics

- Considerable difficulty has been experienced in defining what is meant by the terms, "serious", "dangerous", "violent", or "hardcore" juvenile offenders.
- The various studies of the violent or dangerous juvenile use different criteria to define the target group.
  - Wolfgang and his associates stressed repetitive delinquency, and found that 18% of all juveniles with any type of delinquent record (or 6.3% of the total population) had 5 or more offenses, and could be classed as "chronic recidivists". This group was responsible for 51% of all the delinquent acts committed (for a 10-year period) by the entire group. However, of the more than 5,000 total offenses committed by this group of chronic recidivists, only 329 of the offenses (6.2%) could be regarded as coming close to a definition of homicide, rape, robbery, aggravated assault and arson.
  - The Rand Report raises the following questions:
    - Is a "serious" crime the same as a "dangerous" one?
    - Are all violent crimes "serious"?
    - Must there be a pattern of repetition before a juvenile can be labelled a "serious" offender?
    - Must we distinguish between the offense and the status of the offender? (For example, a youth adjudicated for armed robbery may have been "dangerous" at the time of the incident, but is he likely to be dangerous now or in the future?)
    - This report concentrates on juveniles who have been adjudicated for non-negligent homicide, armed robbery, aggravated assault, forcible rape and arson, and omits any criteria related to repetition of offenses. The authors suggest that this serious offender group constitutes approximately 15% of all institutionalized delinquents (state, local or private institutions).
  - The Hennepin County study definition of violent or hardcore juveniles included individuals with:
    - two or more arraignment hearings for major person offenses (murder, forcible rape, aggravated assault, robbery);

- three or more arraignment hearings for major property offenses (burglary, theft, auto theft).
- Applying these criteria to a 1974 sample of "active" individuals in the Hennepin County juvenile justice system, it was found that 246 of the total 6,607, or 3.7%, met this definition.
- The Supreme Court Study Commission looked at the population of juveniles in 10 counties for whom certification hearings were initiated from January, 1973 to December, 1975 (Hennepin County, however, as one of the ten counties was only covered for the two years 1974 and 1975). A total of 134 cases were found.
- The Crime Commission report studied seven definitions of violent or hardcore juveniles to determine the following:
  1. how "successful" was each definition in separating out a group of juveniles who had committed substantially more serious and/or a greater number of criminal acts than other juvenile offenders; and
  2. using each definition, how many individuals could be expected to fit that definition in Minnesota over the course of a year.
- The definition studied by the Crime Commission which appeared to be the most discriminating in terms of categorizing a group of significantly more serious offenders was as follows:
  1. All juveniles (14 or older) who had a sustained petition involving homicide, kidnapping, aggravated arson, or criminal sexual conduct of the first or third degree.
  2. All juveniles (14 or older) with a sustained petition for manslaughter, aggravated assault or aggravated robbery with a prior record within the past twenty-four months of a sustained felony.
  3. Juveniles (14 or older) with at least two separate adjudications involving major property offenses (burglary, arson, theft over \$100, aggravated criminal damage to property, receiving stolen property over \$100, motor vehicle theft).
- Application of this definition to a sample of juveniles adjudicated in Minnesota in 1975 indicates that approximately 650-730 juveniles would have met these criteria.
- The Department of Corrections has information on the number of commitments to state juvenile institutions by offense. From 1970 to 1975, the number of new court commitments for assault, homicide,



rape, other sex offenses, and robbery ranged from 4.5% of all commitments (1971) to 13.6% of all commitments (1975). The number of such commitments in these years ranged from 28 (1971) to 67 (1975). Analysis of additional information about the 1975 person offender commitments reveals the following:

1. Fifty-nine of the total 67 person offense commitments were male and eight were female (all assault).
  2. In 35 cases of the total 67 (52%), a weapon was used. Firearms were used in 21 of the offenses, and other weapons in the remaining 14 cases of weapon use. No females were involved in the use of a weapon during the commission of an offense.
  3. In 18 cases of the total 67 (27%), injury to the victim was caused. Sixteen offenses resulted in minor injuries, one resulted in major injury and hospitalization, and death resulted from one offense.
  4. Thirty percent (30%) of the juveniles committed for person offenses were committed by Hennepin County, 16% by Ramsey County, 7% by St. Louis County, 3% by metro suburban counties, and 45% by rural counties.
  5. Fifteen (22%) of the person offenders had previous adjudications for offenses against persons.
  6. Seventy-eight percent (78%) of the juveniles committed for person offenses had one or more previous adjudications of some type; 82% of all juvenile offenders committed during 1975 had previous adjudications.
  7. 91% of juvenile person offenders had no previous state commitments.
- Along with most states, Minnesota has procedures that permit a juvenile court judge to certify a juvenile for criminal court jurisdiction. Minnesota law is technically broader than that of some other states in that it does not limit reference for criminal prosecution to certain defined, serious crimes. M.S. 260.125 provides that any child of 14 years of age or more who is alleged to have violated a state law or local ordinance may be referred by the juvenile court for criminal prosecution. Subdivision 2 of the same section provides that the juvenile court may not refer for prosecution unless it first holds a hearing, giving the juvenile and his parents certain procedural rights at which the court determines that:
- a. The child is not suitable to treatment; or
  - b. The public safety is not served by dealing with the child under the provisions of the juvenile court.

- Of the total volume of 118 juveniles certified and committed to adult correctional institutions during the period July 1, 1970 to June 30, 1975, the Department of Corrections reports that 39 (33%) were committed for burglary and UUMV, 50 (42%) were committed for crimes against persons and 24 (20%) for homicide, as detailed in Table 1.

TABLE 1	CERTIFIED JUVENILES: OFFENSE BY YEAR OF ADMISSION									
	1970-71		1971-72		1972-73		1973-74		1974-75	
	Freq.	% of Year Total	Freq.	% of Year Total	Freq.	% of Year Total	Freq.	% of Year Total	Freq.	% of Year Total
Homicide	4	17%	3	18%	4	16%	9	33%	4	15%
Crimes Against Person	7	35%	10	59%	10	40%	3	30%	14	54%
Burglary/Unauthorized Use of Motor Vehicle (UUMV)	9	39%	4	24%	10	40%	9	33%	3	31%
Other	2	9%	-	-	1	4%	1	4%	-	-
	22	100%	17	100%	25	100%	28	100%	26	100%

- The metro area, (Anoka, Dakota, Hennepin, Ramsey, Carver, Washington and Scott counties) accounted for 18 (75%) of the 24 homicides, 34 (69%) of the 50 crimes against persons, 13 (33%) of the 40 burglaries and unauthorized use of motor vehicle and one (20%) of the four "other" offenses. Hennepin County accounted for 34 (29%) of the total 118 commitments.
- During the period of July 1, 1970 through June 30, 1975, racial background information on certified juveniles indicates that 71 (60%) were White, 26 (22%) were Black, 18 (15%) were Indian and three (3%) were Mexican.
- Additional data on juveniles certified and committed to the Reformatory during fiscal year 1975 reveals the following:
1. Of the total volume of 26 juveniles certified in fiscal year 1975, 13 (50%) were recorded as having a weapon in their possession at the time of committing the offense. Of the 26 juveniles certified, 21 (81%) had four or more previous adjudications while 25 (96%) had at least one or more previous court adjudications.

2. Data on type of previous court adjudication showed that eleven (42%) of those juveniles certified in 1975 had previously committed crimes against persons; seven (78%) of those whose certification offense was robbery had previous court adjudications for person offenses.
  3. Regarding use of weapons in previous offenses for certified juveniles during 1975, 18 (69%) had no previous record of using a weapon in past offenses.
- Figure 1 presents a summary of the volume of juveniles processed through various stages of the juvenile and/or criminal justice systems during 1975.
  - Figure 2 presents similar information for certain person and property offenses frequently used in definitions of serious juvenile offenders.



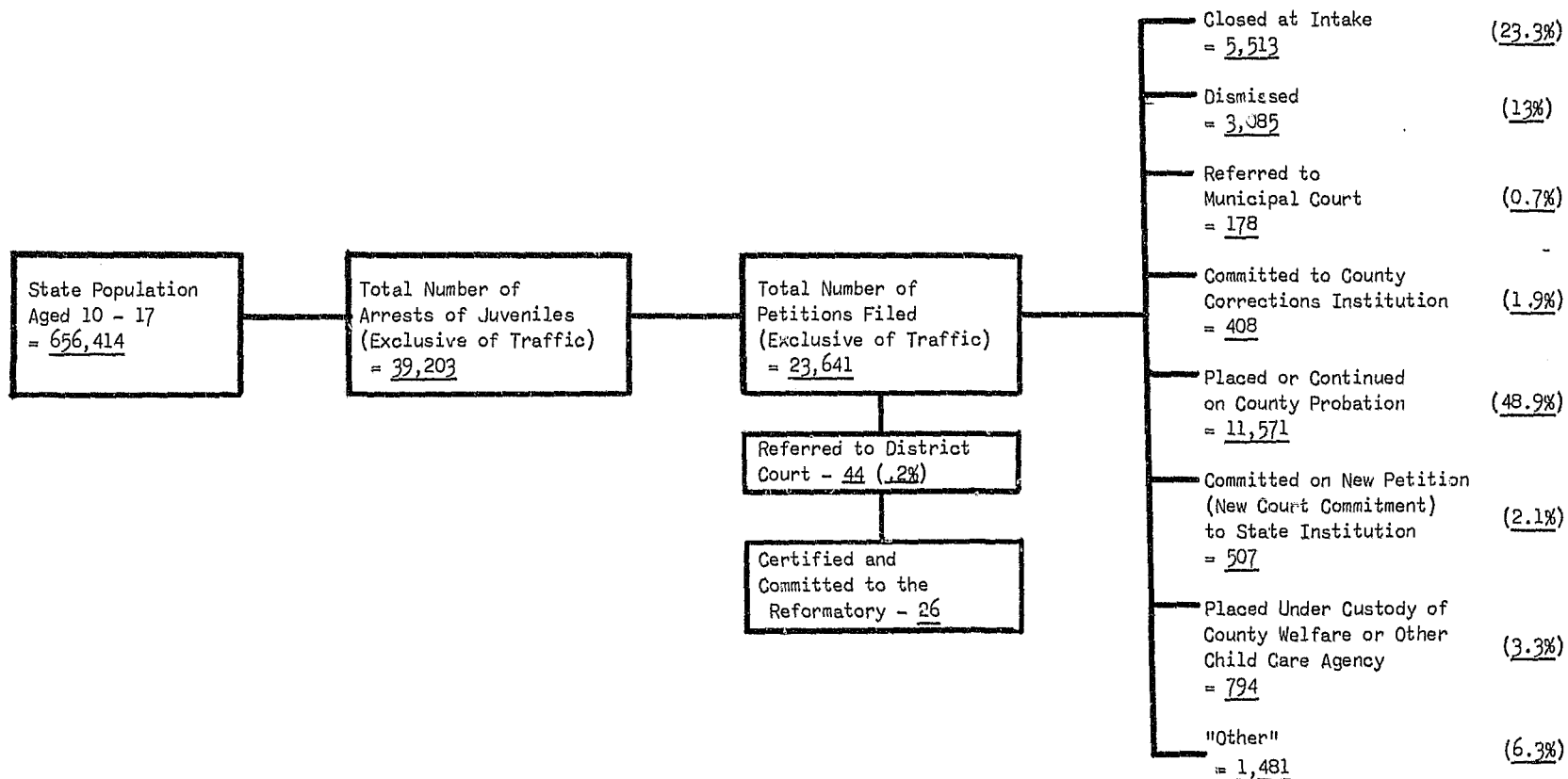
FIGURE 1: JUVENILE COURT SYSTEM PROCESSING - 1975 - STATE OF MINNESOTA

FIGURE 2: JUVENILE INVOLVEMENT IN JUSTICE SYSTEM - BY OFFENSE (1975)

<u>OFFENSE</u>	<u># JUVENILE ARRESTS</u>	<u># PETITIONS FILED</u>	<u># NEW COURT JUVENILE COMMITMENTS TO STATE JUVENILE FACILITIES</u>	<u># JUVENILES COMMITTED TO SRM (1974-1975)</u>
Murder/ Negligent Manslaughter	15	20 (Homicide)	1 (Homicide)	3
Rape	33	24	3	1
Robbery	593	398	30	9
Aggravated Assault	416	828 (All Assault)	32 (All Assault)	3
<hr/> Total	<hr/> 1,057	<hr/> 1,270	<hr/> 66	<hr/> 16
Burglary	3,957	2,376	103	10
Auto Theft	1,952	1,064	60	-
Larceny	11,424	2,667	52	-
<hr/> Total	<hr/> 17,333	<hr/> 6,107	<hr/> 215	<hr/> 10

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 97. 97. The ninety-seventh part of the report  
 98. 98. The ninety-eighth part of the report  
 99. 99. The ninety-ninth part of the report  
 100. 100. The hundredth part of the report

### C. Study Group Recommendations and Conclusions

- Several of the groups and committees who have reported on the issue of the serious-offending juvenile have reached conclusions and made recommendations regarding programs and facilities for this target population.

#### 1. The Rand Corporation Study

- No evidence was found to support the idea of a behaviorly distinct category of "serious" offenders and a distinct set of treatments which is based upon such a population of offenders. While the necessity for security may vary in relation to serious or less serious offenders (based upon committing offense), the treatment which is provided to such populations does not vary relative to such a categorization. From this perspective, this report suggests that serious and less serious offenders may be treated in the same programs.
- This report found that there is insufficient information available to support judgements about the relative effects of different treatment approaches. Furthermore, the survey conducted in this report did not find any treatment programs that were concentrated solely on treating a population of "serious" juvenile offenders.
- The authors found juvenile programs in the country which appeared at least partially successful, and although none of them were specifically for violent or hard-core juveniles, they believe the characteristics of such successful programs are applicable to any programs developed for the serious offender. Among the important characteristics were:
  - Client Choice: Successful programs maximized the discretion of the individual about whether or not to enter the program, which program to enter, and how long to stay.
  - Participation: As the sense of ownership in a program increased, so did the prospects for more thorough, lasting, and functional change. In other words, strategies should aim at maximizing the involvement of the offenders in their own rehabilitation.
  - Clear Tasks: A clear understanding of what it is they were supposed to be doing was associated with more successful performances on the part of youth.
  - Behavior Models: Emulation or modeling on the part of program staff is important so that juveniles can identify with responsible, fair, consistent, and thoughtful behavior.



- Early and Frequent Successes: It is important that youth who have had persistent failures be given tasks that are structured in a way that they are "do-able". Frequent successes are seen as tending to give youth a sense of confidence.
- Reward Structures: Successful programs structured incentives or rewards to reinforce behavior and these rewards were significant and contingent upon relevant tasks where achievement was a realistic expectation.
- Availability of a Wide Range of Techniques: The more successful programs tended to have many different types of treatments available. When one failed, another could be tried. When one treatment has moved the child or youth as far as it can, another technique can be employed. Or, several different techniques can be used concurrently over the same intensive treatment.
- Heuristic Management: The best programs used their failures as guides to new initiatives. These programs were conscious of their own performance and took a problem solving, trial and error attitude toward their work.

## 2. Minnesota Supreme Court Juvenile Justice Study Commission

- A number of recommendations relative to the handling and disposition of serious juveniles at all points in the criminal justice system are included in this report. Among recommendations relating to specific treatment programs for violent offenders are the following:
  - The Commission finds that adequate programming and facilities for sophisticated, hard-core or violent juvenile offenders do not now exist. It therefore recommends that the Department of Corrections submit to the legislature a plan for providing additional programs/facilities appropriate for such juveniles.
  - The Commission received testimony on the current dispute as to what should be made available or could be made available for the small number of offenders who are identified as requiring treatment in a physically secure facility. The Commission does not recommend the construction of a special facility for these offenders....

### 3. Hennepin County Study

- This study report made the following recommendations:
  - A secure facility should be developed ... to serve the needs of the juvenile justice system.
  - A secure facility should serve only those youth whom the court has found to present a clear and present danger to society.
  - A modified determinate disposition method should be employed in sentencing youth to the secure facility.
  - A variety of treatment programs should be made available to the population of the secure facility.
  - Post-release programs must be made available to all youth upon release from the secure facility.
  - The proposed secure facility should be operated by Hennepin County as a pilot project funded by the state.

### D. Summary of Issues Concerning the "Violent" or "Hardcore" Juvenile

#### 1. Definitional Issues

- By using only the criterion of commitment to a state institution for a person offense or certification and commitment to an adult institution for any offense, the number of "violent" or "hardcore" juvenile offenders is apparently relatively small.
  - In 1975, 67 youth were committed to state juvenile institutions and 26 to the State Reformatory under this criteria.
  - The use of other criteria, such as repeated adjudications or particularly vicious types of offenses, is also arbitrary, and would probably also apply to a limited number of juvenile offenders in the state.
- On the other hand, as noted in Part B of this section, estimates made by the Governor's Commission on Crime Prevention and Control using several major person and property offense petitions and prior records, indicate that as many as 730 juveniles a year in this state might be considered as serious or violent offenders.
- Any definition of the "violent" or "hardcore" juvenile offender must deal with at least the following issues:
  - Are repetitive property offenders to be included within a "hardcore" definition?

- What is the relative extent to which society will tolerate the commission of repetitive property offenses by juveniles?
- Is a juvenile adjudicated for the first time on the basis of a particularly serious offense to be defined as "violent" or "hardcore"?
- Should the simple fact of committing any offense against a person lead to a definition of "violent"?

## 2. Treatment Issues

- Regardless of the criteria used in defining this population, the question arises as to the basis upon which this group should be dealt with as distinct from other juvenile offenders, or as an internally homogeneous group with similar characteristics and needs.
  - There is no evidence that amenability to treatment varies between serious and less serious juvenile offenders. Most practitioners reject the theory that serious offenders constitute a behaviorally distinct category, or that a distinct set of treatments can be premised on a category of "seriousness".
- Both the arbitrary nature of defining the population, as well as the lack of evidence that any particular set of treatment interventions based on a definition of "seriousness" are effective, place public decision-makers in a difficult position; attempting to treat an undetermined population with an undetermined set of interventions both for the protection of the public and for the "rehabilitation" of the youth.
- The problem of predicting the likelihood of the future commission of "violent" crimes on the basis of past behavior further complicates the issue of dealing with the "violent" or "hardcore" juvenile.
  - Any attempt at predicting the probability of future violent acts is open to problems of both over-and-under prediction.
  - No techniques have been established for predicting future "dangerousness" with any substantial degree of accuracy.
- The problems associated with operating a "secure treatment program" for juveniles include the following:
  - While designed for a specified population of "violent" youth, such programs commonly operate as resources for other juvenile institutions, and are used to handle youth who cause management problems within those institutions (i.e., running away and other forms of acting out behavior).
  - Juveniles have generally been placed in such programs without being afforded due process.

- Such programs have the potential to operate as a "self-fulfilling prophecy", in which the youth come to define themselves as "hardcore", "violent", and "dangerous", and consequently behave accordingly.
- When security is involved and longer incarcerations are necessary, a small facility becomes problematic because of the restrictive area for the confinement of the offender. Furthermore, community involvement in the facility by educational and social agencies may be impractical because of the small numbers of inmates; the security requirements of the offender population also make it difficult to bring the offender into contact with a variety of community programs.
- Previous Minnesota Department of Corrections experience with this type of program indicates that unclear placement criteria, lack of program alternatives, lack of assuredness of certification to adult court for program failure, and lack of involvement of the individual offender in the program contract result in a difficult management situation.
- Lack of agreement concerning the appropriate ways of dealing with the hardcore or serious juvenile offender are reflected in the conflicting recommendations of the various expert groups, as indicated in Part C of this section.
- Such conflicting views about differential treatment of this population appear to be common in many states. Of 23 states contacted by the Department of Corrections, 9 states had no separate program for serious juveniles nor any plans to develop one in the future. An additional five states had no such programs currently, but were "considering" their development. One state, Illinois, previously had a maximum security facility for juveniles, but closed it in 1973 and has no plans to reinstitute any specialized program in the future. The remaining eight states had some form of separate programming, generally involving a secure facility.

#### Future Plans: 1978-1981

- The Department is confronted with increasing demands to provide specialized treatment services within the juvenile system for a group of "dangerous" or "hardcore" juvenile offenders. In response to these demands and taking into account the major issues associated with such programming, the Commissioner of Corrections has appointed a special task force to deal with programming for this group of offenders.
- Task Force membership includes legislators, legislative staff, police, county government staff, senior citizens, Department of Corrections administrative staff, community corrections program staff, university faculty. Members of previous study groups (Hennepin County and Supreme Court) are also represented.



**CONTINUED**

**2 OF 6**

- The mandate of the committee is definition of a target group, estimation of the size of the target group and development of program parameters. Program implementation and on-going monitoring will be further responsibilities. In addition, the task force may make recommendations concerning changes in the certification statute.

PHYSICAL AND MENTAL HEALTH



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PHYSICAL AND MENTAL HEALTHA. Introduction

- The Department of Corrections conducted a survey of health services in 1972, and the results of this study have provided substantial impetus for improving the quality and quantity of health care to inmates of state correctional institutions.
  - It was determined that the ultimate goal of the Department should be the purchase of acute in-hospital health services from a local facility, rather than the provision of such services within the correctional institutions.
  - The primary factor in this decision was the inability of a small prison hospital to provide, on a cost-efficient basis, health care comparable to what could be obtained in the community.
  - The position of Health Care Administrator was created in 1974 for the purpose of planning and implementing improvements in the institutional health care system, including the development of contracts with a local hospital to provide in-patient services for inmates.
  - A secure medical unit for inmates transferred from correctional institutions opened at St. Paul-Ramsey Hospital in 1974.
  - A Health Care Advisory Committee, consisting of community individuals with expertise in various health care specialties, was established in 1974 to advise the Department in health matters.
- In the area of mental health services, a considerable amount of study has focused on the provision of such services to inmates; questions which have been raised include:
  - (1) what are the responsibilities of the Department in the provision of services;
  - (2) what mechanisms should be implemented to best utilize available resources.
- A series of committees and Task Forces (Select Committee on Corrections; Task Force on Corrections/Secure Mental Health Programs; Task Force on Correctional Institutions) have all recommended that the Department assume primary responsibility for the care of short-term mentally ill inmates.
- A number of principles have been formulated by the Health Care Advisory Committee relative to the provision of correctional health services:
  - The health of the individual should be maintained or preferably improved while a resident of the institution.
  - The resident of the institution should receive health care equal to that available in the Minnesota community in general.
  - Health care should not enter into the punishment aspects of a prisoner's confinement, nor should any punishment administered to the prisoner jeopardize his mental or physical health.

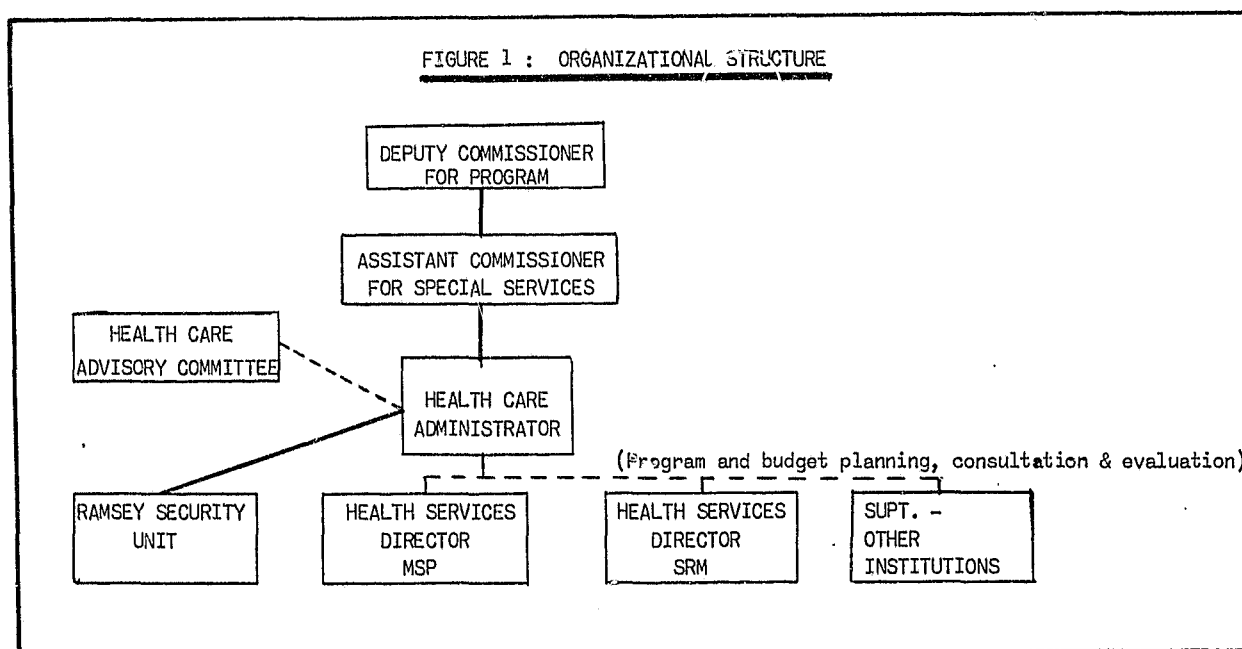
- The environment should be carefully monitored to assure that no ill effects will result.
- The health and safety program of the institution should be so administered that the prisoner will receive a more positive experience from the service rendered.

## B. Legislation

- State statutes do not directly address the subject of medical care for inmates of state correctional institutions.
  - Such care is, however, required by the Appropriation Act (Laws 1975, Chapter 434, Sec. 3, Subd. 3).
- M.S. 241.07 provides for transfer of an inmate of a state correctional institution to state institutions for the mentally ill, retarded or epileptic for diagnosis, treatment or care which is not available at the correctional institution.
  - In addition, M.S. 242.29 permits the chairman of the Minnesota Corrections Board (MCB) to institute probate court proceedings in cases where there are grounds for believing a person under commitment to the MCB is insane or a psychopathic personality.

## C. Organizational Structure and Management

- Figure 1 represents the organizational structure for the delivery of health care services within the Department.



#### D. Central Office Health Care Administration

- The Health Care Administration Unit and the Health Advisory Committee are responsible for the following major functional activities:
  - To supervise and administer the in-patient program in the Security Unit at St. Paul-Ramsey Hospital (Health Care Administrator).
  - To coordinate services and provide consultation to institutional health services (Health Care Administrator).
  - To plan, implement, and coordinate comprehensive health care policies and programs for the Department of Corrections (Health Care Administrator).
  - To provide the Commissioner of Corrections with advice and expertise in all health related matters (Committee).
- Since initiation of the Health Care Administration Unit, the following major activities have been initiated:
  - Standardization of medical records for entire correctional system;
  - Budget centralization for health services;
  - Peer review for ambulatory care in infirmaries;
  - Accreditation of infirmaries (mainly MSP and SRM) as ambulatory care facilities by the Joint Commission for the Accreditation of Hospitals;
  - Development of a health status index for inmates which will provide aggregate, epidemiological data regarding inmates' physical condition through a module of the OBCSIS System (information system being implemented in the Department of Corrections);
  - Compilation of Department-wide health policy manual;
  - Compilation by the Health Advisory Committee of an annual report in 1975 dealing with medical care, mental health, chemical dependency, dentistry, environmental and occupational health, and funding and legislation.

#### E. Services

##### 1. Summary

- Table 1 provides a summary of physical and mental health services available at each institution. The services are described in detail in the following sections.

TABLE 1: SUMMARY OF PHYSICAL AND MENTAL HEALTH SERVICES BY INSTITUTION

Institution	Hospital Services	Physician Services	Other Health Personnel Employed by Institution	# Infirmary Beds	Special Clinics	Consultant Services-Medical	Consultant Services Psychiatric	Psychologists Employed by Institution	Special Mental Health Programs
MSP	Ramsey Security Unit	1 full-time (through Central Office Contract)	R.N.-6 (1-p.t.) Lab Tech - 1 X-Ray Tech - 1 Dentist - 3 (2-p.t.) Dental Asst - 2 (1-p.t.)	12	Neurology Dermatology Ophthalmology	Pharmacy Physical Therapy Radiology Dietitian	Psychiatrist: 1 day/week basis Center for Behavior Modification (sex offender treatment)	2	Asklepieion Program Chemical Dependency Treatment Unit Alcoholics Anonymous
SRM	Ramsey Security Unit St. Cloud Hospital	1 half-time (through Central Off. Contract)	R.N. - 3, Para-Medic - 2, Lab/X-Ray Tech-1, Dentist-2, Dental Asst. - 2, Pharmacist - 1	5	Optician	Optometrist Dietitian	1 day/week basis	4	Reshape (Chemical Dependency Treatment) Alcoholics Anonymous
MCIW	St. Francis Hospital Ramsey Security Unit	1 Half-time	LPN - 1	0	-	Dental	As needed basis	$\frac{1}{2}$ day/week	-
MMTC	Ramsey Security Unit	Coverage by MSP Physician & Univ. residents	R.N.-3 (2-p.t.) Dentist - 1, Dental Asst. - 1, Lab Tech - 1 part-time	4	Optometrist	-	-	-	-
WRC	Ramsey Security Unit	-	-	0	-	Nursing Services	-	-	-
STS	St. John's Hospital Ramsey Security Unit	1 Half-time employed by institution	R.N. - 2 (1-p.t.) LPN - 1 part-time Dentist - 1	9	-	-	Mayo Clinic	1 day/week	-
MHS	St. Michael's Hospital Ramsey Security Unit	1 part-time (1 day/week) Employed by institution	R.N. - 1	0	-	Dental Optometrist	Mayo Clinic (emergency)	1 day/week	-

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## 2. Physical Health Services

- Service delivery occurs through several methods and facilities:  
(1) inpatient/outpatient care at the major contractor facility, St. Paul-Ramsey Hospital; (2) institution infirmaries and special clinics held at the institutions and staffed by institution medical personnel; (3) contract services provided at the institution by medical specialty personnel; and (4) inpatient and other services provided by facilities other than St. Paul-Ramsey Hospital.
- St. Paul-Ramsey Hospital Security Unit
  - This is a specially-constructed fifteen-bed ward (eleven beds used by the Department of Corrections and four beds used by Ramsey County) providing a secure setting for the in-patient care of acute medical and surgical patients from the state correctional system.
    - a. The Department of Corrections began contracting for these services from the hospital in December 1974.
    - b. The Hospital provides the space, medical staff, and hospital services for in-patients on the Unit as well as services for inmates through the out-patient clinics.
  - The program was initiated on the basis of the following findings:
    - a. The physical plant of the MSP Hospital was inadequate (Licensure denied in 1972 by the State Health Department).
    - b. Use of outside facilities was increasing due to limited services available in a small hospital;
    - c. Cost of custody of inmate patients in outside facilities was excessive;
    - d. Construction, equipment, and on-going maintenance of a new prison hospital would be excessive.
  - During fiscal year 1976, St. Paul-Ramsey Hospital provided care to 1357 corrections inmates for a total of 1590 patient days.
    - Of this total, 259 were in-patients and 1098 were out-patients.
  - Staffing of the security unit is jointly provided by the Department of Corrections and the hospital, as follows:
    - a. D.O.C: 13 correctional counselors, 1 nursing coordinator.
    - b. Hospital: 10.5 nurses (5 full-time; 5 part-time; .5 head nurse); 6 nursing assistants (3 full-time, 3 part-time).

● Institution Infirmaries and Special Clinics

- Small infirmaries exist at several institutions to provide subacute and in-patient services. These beds are used for:
- Overnight observation (at MSP only) and light nursing care for persons sick but not in need of hospitalization;
  - Convalescent medical and surgical patients who have been discharged from St. Paul-Ramsey or other outside hospitals.
  - The number of infirmary beds at each correctional institution is as follows:
- MSP - 12  
 SRM - 5 (no overnights)  
 MCIW - 0  
 MMTC - 4 (no overnights)  
 MHS - 0  
 STS - 9 (no overnights)
- Table 2 provides information on the number and type of medical staff employed at the institutions.

TABLE 2 : INSTITUTION MEDICAL STAFF			
Institution	Type Staff	# Staff Full-Time	Part-Time
MSP	R.N.	5	1
	Laboratory Technician	1	
	X-Ray Technician	1	
	Dentist	1	2
	Dental Assistant	1	1
SRM	R.N.	3	
	Para-Medics	2	
	Lab/X-ray Technician	1	
	Dentist	2	
	Dental Assistant	2	
	Pharmacist	1	
MCIW	L.P.N.	1	
	M.D.		1
MMTC	R.N.	1	2
	Dentist	1	
	Dental Assistant	1	
	Lab Technician		1
MHS	R.N.	1	
	M.D.		1
STS	R.N.	1	1
	L.P.N.		1
	Dentist	1	
	M.D.		1



-- Medical specialty clinics are provided at three institutions:

- a. MSP: neurology, dermatology, ophthalmology
- b. SRM: optician ( 2 days/month)
- c. MMTC: optometrist (2 days/month)

● Outside Medical Facilities

-- Outside medical facilities (other than St. Paul-Ramsey Hospital) are utilized by the juvenile institutions for all in-patient care cases, by SRM for a small number of in-patient care cases, and for lab work from several of the institutions.

-- Table 3 provides details of the type of service and volume of utilization.

TABLE 3 : <u>OUTSIDE MEDICAL FACILITIES USED BY CORRECTIONS</u>			
<u>Outside Facility</u>	<u>Type Service</u>	<u>Volume Service</u>	<u>Institution Using Service</u>
St. Cloud Hospital	Inpatient care	7/74 - 3/76 - 35 admissions	SRM
St. Francis Hospital	Lab Work	40/month	MCIW
	X-Rays	5/month	MCIW
St. John's Hospital	Inpatient care	25 admissions/yr.	STS STS
St. Michael's Hospital	Inpatient care	14 admissions/yr.	MHS

● Central Office Consultation Contracts

-- In addition to services specified above, the Department contracts for a number of other specialty services through Central Office. Below is a brief list of the contracted services (does not include St. Paul-Ramsey contract) provided at each institution.

a. MSP

Pharmacy  
Physical Therapy  
Radiology  
Dietitian services  
Psychiatric services

b. SRM

Physician services  
Guard services - limited to emergency medical trips  
Psychiatric services

Optometrist services  
Dietitian services

c. MCIW

Dental services  
Psychiatric services

d. MMTC

Physician services

e. MHS

Dental services  
Optometrist services

f. STS

Psychiatric services

g. WRC

Nursing services

h. Non-Institutional Contracts

Alpha House (residential care which allows an offender to participate in a community treatment program)

Center for Behavior Modification (sex offender treatment)

2. Mental Health Services

- Psychiatric and psychological services have been provided to inmates of correctional institutions in several ways:

- MSP and SRM generally have about one day per week of psychiatric consultation available. STS maintains a contract with the Mayo Clinic for services, which are also available to MHS for emergency situations. MCIW has a consultant psychiatrist available on an as-needed basis. (These contractual arrangements are made through Central Office.) This level of service has remained approximately the same for the past five years.
- The Minnesota Security Hospital (Department of Public Welfare) provides diagnostic and treatment services for approximately 20-25 correctional inmates at any one time.
- The institutions employ psychologists for testing, diagnosis and treatment, as follows:
  - a. MSP - two full-time positions
  - b. SRM - four full-time positions
  - c. MCIW - ½ day per week

- d. STS - one day/week by institution contract
- e. MHS - one day/week by institution contract

-- From time to time, LEAA funds become available to develop and implement programs which provide specialized services. Occasionally, the programs are picked up for state funding when federal monies terminate. A brief synopsis of such programs initiated during the period 1970-1977 follows in Table 4.

TABLE 4: MENTAL HEALTH GRANT PROGRAMS

<u>Year Initiated</u>	<u>Program Title &amp; Description</u>	<u>Year</u>	<u>Funding Amount By Source</u>				<u>Current Status</u>
			<u>Total Cost</u>	<u>LEAA</u>	<u>DOC</u>	<u>LAC</u>	
1972	MSP Chemical Dependency Program: Education & Therapeutic Community Program.	1972-1975	Breakdown not available- funded by DPW-State Alcohol & Drug Abuse Authority				Terminated
1973	D-House (MSP): Provided treatment programs for alcohol & drug abusers, mental health/adjustment problems, education needs.	1973 1974 1975	\$102,894 262,278 99,623	\$39,694 94,563 59,774	\$ 63,200 155,064 37,652	\$12,651 2,197	Terminated
	In 11/74, the MSP Asklepion Program (Therapeutic Community-Transactional Analysis Program) was initiated with funds from this grant. When LEAA funding terminated in July 1975, the program was continued by MSP and funded from that budget. Separate costs for the program are not available for F.Y. 76.						
1974	The Apartment (MCIW): Treatment for chemically dependent inmates.	1974	66,693	48,350	11,874	6,469	Terminated
1974	RESHAPE - SRM: Therapeutic community for "addicts, prisoners, & Ex-Failures"	1974 1975 1976	60,488 393,751 494,825		60,488 129,447 203,735	249,921 291,090 20,373	On-going
1977	Chemical Dependency Program (MSP): Development & implementation of program.	1977	61,382	55,244	6,138		Began this year
1977	Sex Offender Program: Will collect & analyze data to define nature & extent of problem, survey existing programs nationwide, and develop program to be implemented in correctional institutions.	1977	77,363	69,627	7,736		Began this year

- Two additional special programs are currently in operation which are not grant-funded.
  - a. A contractual arrangement with the Center for Behavior Modification involving sex offender evaluation and treatment. Services to be provided are (1) assisting the MCB by evaluating selected sex offenders and providing general consultative services; and (2) offering therapy to MSP sex offenders. The contract is funded out of the Central Office health care budget in the amount of \$12,000 for the period August 1, 1976 to July 31, 1977.
  - b. Alcoholics Anonymous offers programs at both MSP and SRM

F. Expenditures

- The state correctional institutions budget for services in three major categories:
  - medical personnel employed by the institutions;
  - medical supplies and equipment;
  - payment for out-patient and laboratory services at outside facilities (including St. Paul-Ramsey Hospital).
- The Central Office health care budget includes the following categories of service:
  - all in-patient medical care at St. Paul-Ramsey or other hospitals;
  - fees for St. Paul-Ramsey physicians who conduct special clinics at MSP;
  - salaries for corrections staff at St. Paul-Ramsey security unit;
  - salary of the MSP physician and his backup coverage;
  - salaries of the Health Care Administrator and Administrative Assistant (Central Office); and
  - contracts with consulting specialists.

- Expenditures for fiscal years 1975, 1976 and estimated 1977 are presented in Table 5.

TABLE 5: HEALTH CARE EXPENDITURES			
INSTITUTION EXPENDITURES			
INSTITUTION	FY 75	FY 76	FY 77
MSP	\$349,004	\$412,393	\$498,243
SRM	249,603	295,925	302,111
MCIW	35,780	39,179	43,726
MMTC	89,499	91,738	88,122
STS	62,427	61,285	78,741
MHS	NOT AVAILABLE AS SEPARATE EXPENDITURE CATEGORY		
WRC	<u>3,786</u>	<u>8,395</u>	<u>8,500</u>
Sub-Total Institutions	\$790,099 (less MHS)	\$908,915 (less MHS)	\$1,019,443 (Less MHS)
Central Office Expenditures	<u>\$915,359</u>	<u>\$1,128,532</u>	<u>\$1,227,594</u>
Total Health Care Expenditures (less MHS)	\$1,705,458	\$2,037,447	\$2,247,037

G. Future Plans: 1978-1981

- Goal: Provide a greater level of continuing education for health personnel.
  - Rationale: To maintain a level of competency relative to the rapidly advancing body of knowledge in the field of medicine, i.e. technology, methodology, procedures, etc. This would ensure the highest quality of care at the institutions as well as enhance the ability to obtain a high level of care at community facilities.
  - Activities: Include funds to cover the cost of education activities as part of the budgetary process (new cost: \$20,000/year).
- Goal: Maintain a consistent operation of the St. Paul-Ramsey Program in a manner that is cost-effective and quality-assuring.

-- Rationale: To ensure the highest level of in-patient care that the community has to offer.

-- Activities:

- a. Monitor referrals into St. Paul-Ramsey Security Unit;
- b. Address problems promptly and thoroughly, i.e. personnel, management;
- c. Attempt to maintain a high level of morale among employees;
- d. Jointly with St. Paul-Ramsey Hospital staff assess the cost analysis mechanism applied to the Unit.

● Goal: Delineate and implement uniform health policies throughout the Department.

-- Rationale: To cause the Department's health operation activity to function more like a network of inter-related activities.

-- Activities:

- a. Compile inventory of policy areas and suggested specific policies to be addressed by soliciting input from people in and out of the state who are/have been involved in corrections;
- b. Formulate suggested policies;
- c. Submit policies to the Health Advisory Committee for their input;
- d. Submit policies to Deputies and Commissioner for their approval;
- e. Publish the policy manual.

● Goal: Link the assessment of primary care at each institution to a community evaluation component.

-- Rationale: To assure the same levels of primary care at the institutions as is delivered in the community.

-- Activities:

- a. Discuss with the Foundation for Health Care Evaluation in Minneapolis the possibilities of a joint effort toward this end;
- b. Work with the Foundation to develop a grant to assess the quality of ambulatory care at state correctional institutions.

- Goal: Institute a health education program throughout the Department.

- Rationale: To eliminate, to the degree possible, the need for crisis intervention and to cause the inmates to gain an increased appreciation for preventive maintenance, thus enabling a more prolonged state of good health.

- Activities:

- a. Develop concept of "Activated Patient" Program, an individualized health education and health maintenance process, in consultation with the Minneapolis Health Department, which has implemented the concept.
- b. Seek alternative funding sources for pilot project in two institutions. (new cost: \$60,000).

- Goal: Improve the delivery of mental health services to the mentally ill inmates within the Department of Corrections.

- Rationale: To address an area of need that has heretofore been neglected and poorly addressed.

- Activities:

- a. Work with a planning committee of Department of Corrections and Department of Public Welfare representatives to develop a mental health unit at the Minnesota State Prison for the treatment of acute mental illness for all adult male inmates who are currently transferred to the Security Hospital for short term treatment;
- b. Include necessary funds for this unit in Department budget;
- c. Present proposal to Legislature;
- d. Implement program (involves change in funding from per diem payments to DPW to direct program operation).

- Goal: Develop a core group of physicians who would bear the responsibility of providing primary medical care to all of the Department's institutions.

- Rationale:

- a. To create a better atmosphere of objectivity on the part of the physicians in evaluating individual inmates;
- b. To provide consultation between or among physicians about an individual inmate;
- c. This core group may decrease the Department's dependency on outside facilities for ambulatory care.

-- Activities:

- a. Recruit a full time physician to replace services now being provided under contract;
- b. Establish a structure (i.e. "lead" physician, schedule of services, schedule for conferences, etc.) for the core of physicians;
- c. Orient the institutions to the new structure.

- Goal: Seek the accreditation of institutional infirmaries as ambulatory care facilities by the Joint Commission for the Accreditation of Hospitals.

-- Rationale: To assure the quality and level of care commensurate with that in the community.

-- Activities:

- a. Submit applications for accreditation of correctional infirmaries to the Ambulatory Care Council of the Joint Commission for the Accreditation of Hospitals.
- b. Receive conditional financial support for the Joint Commission's surveys from the American Correctional Association's Technical Assistance Program.

- Goal: Centralize budget coordination for health services.

-- Rationale: To gain better equalization and management of financial resources among institutions.

-- Activities:

- a. Work out agreement with the Central Office and institutions accounting sections and institution medical and management personnel;
- b. Prepare and approve health services budget in accord with process developed.

- Goal: Develop a treatment program for selected sex offenders.

-- Rationale: The potential serious nature of sex crimes requires that voluntary treatment programs for sex offenders be available.



- Activities: A grant in the amount of \$77,363 has been obtained from LEAA and contracted to Correctional Services of Minnesota for the following activities:

- a. Collect data about sex offenders;
- b. Acquire consultant to evaluate data;
- c. Work with special interest community groups who will serve as advisors and consultants;
- d. Propose to the Commissioner and Legislature alternative treatment modalities for sex offenders. (A new cost will be associated with implementation of a treatment program in 1979 or 1980; amount of funding necessary will depend on type and volume of service to be provided, but should approach \$250,000/year.)

- Goal: To provide voluntary chemical dependency treatment to offenders in correctional institutions.

- Rationale: There is a high frequency of alcohol and chemical dependency problems among inmates of state correctional institutions.

- Activities:

- a. Maintain the Reshape program at SRM and the now federally-funded chemical dependency program at MSP. (New cost in 1980 to take over funding: \$65,000);
- b. Develop broader-based drug abuse information and education programs at MSP and SRM in addition to the intensive treatment programs now available. (New cost: \$50,000/year.)

- Goal: Formalize arrangements with community agencies and state hospitals for mental health services for juveniles and women in correctional institutions and on parole.

- Rationale: To address an area of need that has heretofore been poorly addressed.

- Activities:

- a. Assessment of needs for mental health services for women and juveniles in corrections.
- b. Clarify the responsibility of Area Mental Health Centers for the treatment of correctional clients.

- c. Identify other appropriate community resources and state hospitals where in and out-patient services could be rendered for correctional clients and those on parole.
- d. Contact community resources to develop specific mechanism for placement.
- e. Establish mechanism whereby institutions can tie into these resources.

● Goal: Continue to investigate the possibility of acquiring third party group reimbursement for inmate medical service.

-- Rationale: Through group plans it is often possible to provide comprehensive care at a lower cost than when it is obtained on a fee for service basis.

-- Activities:

- a. Approach selected private third party carriers to ascertain if they have an interest in pursuing such an effort;
- b. Negotiate provision of desired plan;
- c. Conduct a cost analysis of agreed upon plan;
- d. Secure Department approval of package;
- e. Report plans to the Legislature.

- Costs: Table 6 presents projected health care costs for fiscal years 1978 - 1981.

TABLE 6: PROJECTED PHYSICAL AND MENTAL HEALTH SERVICES COSTS

<u>HEALTH CARE</u>	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>
MSP	\$574,507	\$575,462	\$604,235	\$634,447
SRM	322,213	326,952	343,300	360,465
MMTC	134,855	145,793	153,083	160,737
STS	93,175	93,635	98,316	103,232
MHS	24,600	25,400	26,670	28,003
WRC	12,564	15,131	15,888	16,682
MCIW	46,734	48,663	51,096	53,651
TFC	6,954	7,561	7,939	8,336
Central Office	1,776,340	1,890,467	1,984,990	2,084,240
<u>RESHAPE</u> (SRM)	195,712	197,027	206,878	217,222
<u>New Programs</u>				
Health Education	—	—	60,000 (est.)	63,000 (est.)
Continuing Education - Health Personnel	—	—	20,000 (est.)	21,000 (est.)
Sex Offender Program	—	—	250,000 (est.)	262,500 (est.)
Drug Abuse Information & Education	—	—	50,000 (est.)	52,500 (est.)
Absorb MSP Chemical Dependency Treatment	—	—	65,000	68,250
 TOTAL	 \$ 3,187,654	 \$ 3,326,091	 \$ 3,937,395	 \$4,134,265

Trillium

EDUCATION AND VOCATIONAL TRAINING PROGRAMS



EDUCATION AND VOCATIONALTRAINING PROGRAMSA. Introduction

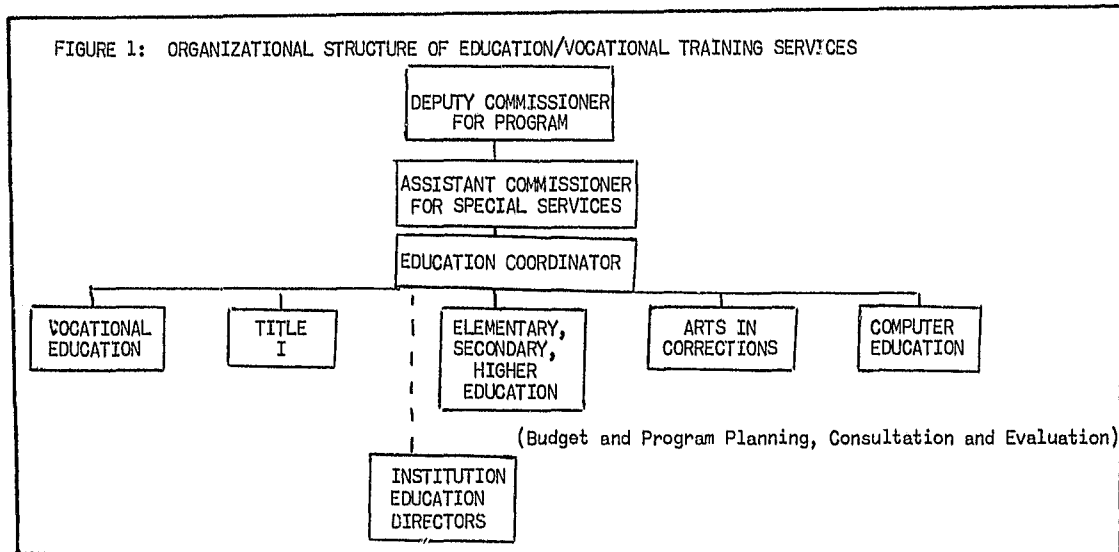
- The Department of Corrections offers a wide range of educational and vocational training to inmates of state correctional institutions.
- The education and vocational training programs offered to inmates of correctional institutions operate within a set of philosophic goals. The programs are intended to assist inmates in achieving:
  - economic efficiency: the ability to financially support self and dependents at a living standard above the poverty level without assistance from a private or public agency.
  - social productivity: the ability to understand and cope with situations involving other human beings in terms of the realities, expectations and standards of the particular society to which the offender shall be returning.
  - self-realization: the acquisition of basic knowledge about health, nutrition and leisure time, and the development of literacy and communications skills.

B. Legislation

- The following pertinent sections of Minnesota Statutes summarize the responsibilities of the Department of Corrections for the provision of educational and vocational training services for inmates:
  - "It is the duty of the Commissioner of Corrections to... instruct at state expense, all children committed to the training school(s)." (M.S. 242.43)
  - "The Commissioner...is charged with the duty of developing constructive programs for the prevention and decrease of delinquency and crime among youth." (M.S. 242.32)
  - "For the purpose of providing more adequate, regular, and suitable employment for the vocational training and rehabilitation of inmates, the Commissioner is authorized to establish, equip and maintain industrial activities...for the primary purpose of vocational training and teaching proper work habits to inmates." (M.S. 241.27)
  - M.S. 243.80 directs that at the State Reformatory, "the Commissioner shall cause inmates to be instructed in trades or employments for which they seem best fitted"; and M.S. 243.85 further emphasizes that SRM work activity shall be primarily for the purpose of vocational training.

### C. Organizational Structure of Education and Vocational Training Programs

- Figure 1 indicates the lines of responsibility within the department for the management of education and vocational training programs.



### D. Central Office Education Coordination Unit

- The Education Coordination Unit, located in the Central Office of the Department, is responsible for overall coordination of institution programming.
  - Staff of the unit serve as consultants to the institutions in terms of program development, budget preparation and program monitoring and evaluation in the areas of basic, secondary, post-secondary, and vocational education.
  - All grant proposals are developed out of this office and staff serve to provide a liaison between the Department of Corrections and other state and federal agencies responsible for education and vocational training.
  - Title I program and Computer-Based Education project are supported largely by federal funds.



- The Arts in Corrections program is supported partially through foundation grants and funds from the National Endowment for the Humanities.

● More specific responsibilities of this unit are reflected in the following list of 1976 unit activities;

- implemented competency-based personalized instruction at SRM;
- obtained grant for manpower development at the State Prison; merged program with regular education program;
- evaluations resulting in initiation of new programs or program transfers at MMTC, MSP, WRC and SRM;
- project development and implementation - Comprehensive Employment Training Act and Division of Vocational Rehabilitation;
- implemented Adult Education P1 91-230 (Federal Title III Programs) utilizing school district as fiscal agents: WRC, MSP, SRM, MMTC;
- provided in-service training, monitoring and support services for Adult Basic Education;
- provided technical assistance to Department of Education, Community Corrections Centers, Group Homes, and Community Corrections Act planners;
- developed library proposal for Federal grant;
- developed grants to continue Arts in Corrections;
- monitored and evaluated institution programs.

E. Programs

1. Summary

- Table 1 provides a listing of academic and vocational education programs and apprenticeships offered at each correctional institution:

TABLE 1: INSTITUTION PROGRAMS-EDUCATION, VOCATIONAL TRAINING, APPRENTICESHIPS-FISCAL YEAR 1976

AVERAGE COST/CLIENT YEAR:

	<u>DEPARTMENT OF CORRECTIONS</u>	<u>STATE PUBLIC SCHOOL SYSTEM</u>	
ACADEMIC	\$ 2262	\$ 3155	
VOCATIONAL	\$ 2951	\$ 4308	
	<u>ACADEMIC PROGRAMS</u>	<u>VOCATIONAL PROGRAMS</u> <u>APPRENTICESHIPS</u>	
SRM	Competency-based High School Computer-assisted Instruction Title I Education Remedial Education Newgate Antioch College Correspondence Courses G.E.D. Arts in Corrections	Cabinet-making Painting Printing Drafting Radio & TV Repair Upholstery Masonry Welding Auto-body & Auto Mechanics Baking Barbering Vocational Rehabilitation	
CLIENTS SERVED IN 1976:	437	1010	
MSP	Computer-assisted instruction Adult Basic Education Laubach Literary Method G.E.D. Correspondence Courses Metro State College University without Walls (U of M)	Machinist Welding Drafting Computer Programming Office Machine Repair On-The-Job Training (Industries) Recreational Equipment Repair Commercial Art	Electrical X-Ray Technician Medical Laboratory Dental Assistant Stationary Engineer Water Sewage Treatment
CLIENTS SERVED IN 1976:	190	320	15
MCIW	Basic Skills Development Antioch College G.E.D.	Food Service Key Punch Off-Grounds Vocational Training	
CLIENTS SERVED IN 1976:	32	63	
WRC	Remedial Education G.E.D. Adult Education	Welding Truck Mechanics, Body Building & Repair Semi-Truck Driving Machine Shop	
CLIENTS SERVED IN 1976:	42	87	
MMTC	Newgate Adult Basic Education G.E.D.	916 Vo-Tech Pre-Release Off-Grounds	
CLIENTS SERVED IN 1976:	275	397	

TABLE 1: (Continued)

	<u>ACADEMIC PROGRAMS</u>	<u>VOCATIONAL PROGRAMS</u>	<u>APPRENTICESHIPS</u>
STS	Title I Education Individualized Curriculum High School and Junior High Volunteer Tutoring G.E.D. Arts in Corrections Computer-Assisted Instruction	Welding Small Machine Repair Cooking and Baking Greenhouse Printing Health Occupations Driver Education Auto Mechanics	
	CLIENTS SERVED IN 1976:		
	584	42	
MHS	Title I Education Individualized Curriculum High School & Junior High Arts in Corrections Computer-Assisted Instruction	Food Service Greenhouse Business Education Driver Education Industrial Arts Office Skills - On-the-job Training Industrial Education	
	CLIENTS SERVED IN 1976:		
	651	214	

## 2. Minnesota Home School (MHS)

- The overall goal of the education department at MHS is to provide opportunities for each student to establish and maintain a rate of learning commensurate with the individual's abilities, faculties and talents. The entire education department is built around the concept of individualized instruction utilizing relationships, current educational trends, techniques, and developments designed to accomplish the overall goal.
- The curriculum provides for basic education, career exploration through vocational/pre-vocational and work habit programs with provision for creative expression through the electives program. It also provides opportunity for students to secure a high school diploma or its equivalency (G.E.D.).
- To ensure an integrated approach, one "homeroom" teacher is assigned to each cottage. The teacher has responsibility for coordinating the basic education needs of all students in that cottage. As coordinator for the students' daytime program needs and information related to those needs, the teacher is a permanent member of the cottage staffing team.
- On admission, the "homeroom" teacher administers necessary tests, conducts a Title I assessment, makes telephone contact with the previous school to obtain pertinent educational information, orients the student to the program options and the physical facilities, registers the student and provides any special educational information to the student's elective and vocational teachers and/or work supervisors.
- The "homeroom" teacher's role on the staffing team includes representing the student's educational situation at all staffings and compiling the educational information for the final Action Panel summary. In special problem cases, the teacher also makes direct contact with the receiving public school on release of the student.
- Elective courses available to students are art, consumer home-making, driver education, family life education, industrial education (general courses at Minnesota Home School plus advanced courses at Sauk Centre Public Schools for a limited number of students), music (guitar and vocal), photography (Arts in Corrections) and sculpture.
- Vocational/pre-vocational courses available are food services industry, retail floristry/greenhouse/ecology, work/study, and on-the-job training.

- All students must be programmed a minimum of twenty-five class periods per week with a minimum of ten periods in basic education.
  - Work students are paid at the prevailing hourly rate established by the Legislature for any work over and above the minimum twenty-five class periods per week that is the expectation of all Minnesota Home School students.
  - Supplemental education experiences are available through Elementary and Secondary Education Act (Title I) Student/tutor Program and the Minnesota Corrections Computer Project.
- Table 2 presents information on educational and vocational training programs at the Minnesota Home School which were initiated and/or terminated during the years 1970 - 1976.

TABLE 2 : MHS PROGRAMS

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Programs	Starting Date	Capacity	Number Per Year	Staff Number and Type	End Date	Termination Reason
National Youth Corps	4/5/72	10	Depended on student turnover.	Various Work supervisors		Funds no longer available
Work Education Adjustment Training	4/72	10	85	1 Special Teacher	8/76	Career education needs being met by Core/Basic Education program staff.
Pipestone Area Vocational School: Cash Register	5/72	10	10	0	5/72	One shot availability
Staples Area Vocational School - Food Services	10/70	4	33	1 Teacher-Vocational	9/18/72	Funds no longer available
Business Education	1946	91/day	N.A.	1 Special Teacher	6/72	Teacher retired; MHS had outback in complement
New Focus - Title III (Now Arts in Corrections)	7/1/73	24	100	3 Various Artists	Ongoing	
Industrial Education with Sauk Centre Public Schools (#743)	6/10/74	20/day	83	1 Special Teacher	On-going	
Core/Basic Education	6/70 Pilot in summer school 9/7/71	None Established	All students at least 10 periods/week	5 special teachers	On-going	
Pre-School Nursery	11/12/71	6 MHS 10 Pre-Schoolers/ Session	21 MHS 40 Pre-schoolers	1 Special Teacher-MHS ½ teacher/consultant	6/30/74	LEAA Grant Expired; MHS teacher retired and MHS had outback in complement
Alexandria Area Vocational Technical Liaison	11/18/71	5	5	1 Teacher-Vocational	4/5/72	Absorbed by Institution budget
Alexandria Area Vocational Technical Floristry	1/3/72	42	99	1 Teacher-Vocational	6/30/72	Absorbed by Institution budget
Alexandria Area Vocational School World of Construction	1/3/72	12	29	1 Special Teacher (Industrial Education)	7/6/72	Absorbed by Institution budget
Adult Corrections Personnel (VOCI) Title I	1/73	7 VOCI	25 VOCI	1 Special Teacher	6/30/75	Evaluation conducted by Psychologist indicated no significant positive effects on MHS students.
Family Life Education	6/71	45/day	all students committed to MHS	1 Special Teacher	On-going	

- Table 3 indicates the number of education staff employed by the institution for fiscal years 1971 through 1976.

TABLE 3: EDUCATION STAFF BY YEAR - MHS			
<u>Year</u>	<u>State</u>	<u>Federal</u>	
1971	12	6	
1972	11	6	
1973	12	5	
1974	11	5	
1975	11	5	
1976	12	5	

- Current staff consists of two vocational (state), ten academic (state) and five federal positions.
- Expenditures for educational/vocational program at MHS by year are presented in Table 4 for fiscal years 1975, 1976 and estimated 1977.

TABLE 4: MHS EDUCATION/VOCATION TRAINING PROGRAM EXPENDITURES				
<u>Institution Education*</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77 (estimate)</u>	
Personal Services	\$244,117	\$279,620	\$299,692	
Expenses/Contract				
Services	5,301	6,401	7,625	
Supplies, Materials & Equipment	<u>10,757</u>	<u>12,992</u>	<u>15,475</u>	
TOTAL	\$260,175	\$299,013	\$322,792	
<u>Title I Education</u>				
Personal Services	\$ 66,198	\$ 59,921	\$ 91,174	
Expenses/Contract				
Services	1,974	2,802	9,323	
Supplies, Materials & Equipment	<u>5,333</u>	<u>1,552</u>	<u>3,475</u>	
TOTAL	\$ 73,505	\$64,275	\$103,972	
(*Denotes State Appropriation Expenditures)				

### 3. State Training School (STS)

- The Training School has a basic curriculum equipped to meet the educational needs of all students through 12th grade, as well as the following elective or special programs;
  - The Training School has two certified driver education instructors. Instruction is provided in both automobile and cycle training. This course of instruction involves both classroom training and behind the wheel training. All students who are legally qualified to obtain a license are eligible for driver training.
  - All facets of art are explored with the student, and he is then encouraged to follow through on those areas where he can find the greatest satisfaction.
  - All students at the Training School take part in a year around physical education program, stressing both team and individual sports and activities. The physical education program offers a wide range of activities utilizing the extensive natural recreation resources of the area. Such activities as skiing, fishing, boating, hiking, bowling, snowmobiling, swimming, canoeing, and back packing and camping are offered.
  - Through the Minnesota Department of Education special need monies, a full time liaison counselor is employed. Duties involve interviewing each student as to their needs both while at the institution and upon returning to the community. One of the primary responsibilities is to find employment for students going on parole. Once employment is found the counselor will help the student arrange for a job interview and if necessary will help locate accommodations.
- The vocational programs offered include: small engines, welding, floral and landscape, printing, service station mechanics, and food service training. Objectives of these programs are as follows:
  - To make students aware of how their behavior relates to their employability. Work habits and attitudes towards employers and employees are observed and pointed out to the student and his group.
  - To provide some form of prevocational exposure so as to inform the student about skills necessary to find successful employment in a particular field and to help the student determine if a particular type of employment is desired.
  - To provide vocational programs for those students with the requisite aptitude and interest.
- Upon admission to the institution, all students are tested to determine areas of educational need. Those students having educational deficiencies receive additional tutorial instruction.



-- After four years operation of this remedial education program, evaluation shows that student test scores improve an average rate of three months for each program month.

- Table 5 presents information on special educational programs initiated and terminated during the period 1970 - 1976.

TABLE 5: STS PROGRAMS

Program	Starting Date	Capacity	Number/ Year	Staff	Organizational Structure	End Date	Termination Reason
World of Construction	1971	10	40	1 Teacher Vocational	Special Needs Department of Education	1974	Teacher Cutback
New Focus (now arts in Corrections)	1972	80	80	Various Artist Teachers	Department of Corrections with local coordinator	ongoing	
Liaison Counselor	1970	One to One	80-100	1 guidance Counselor	Special Needs Department of Education	1972	Absorbed by institution budget
Food Service	1971	10	30	1 Food Service Instructor	Special Needs Department of Education	1973	Absorbed by institution budget
Remedial Reading and Math (Title I)	1967	One to One	80	2 Teachers & 3 aides	Title I (ESEA)	On-going	
Welding (Manpower Development Training Act)	1966	10	40	1 welding Instructor	MDTA	1972	Absorbed by institution budget
Graphic Arts	1975	20	60	2 Instructors Art & Printing	Special Needs through local school district	1976	Absorbed by institution budget
Area Vocational Sch. in Red Wing (Health Careers, Distributive Ed. & Office Practice)	1974	10	60	3 Teachers from vo-tech school	Special Needs through local school district	On-going	

- Educational staff complement at STS by year is presented in Table 6.

TABLE 6: STS EDUCATION STAFF BY YEAR

<u>Year</u>	<u>State</u>	<u>Federal</u>
1972	25	4
1973	25	4
1974	25	4
1975	25	4
1976	25	5

- Current educational staff positions at the institution are as follows:

- 5 Title I teachers (federal)
- 18 academic teachers (state)
- 7 vocational teachers (state)

- Table 7 details STS education department expenditures for fiscal years 1975, 1976, and estimated 1977.

TABLE 7 : EDUCATION EXPENDITURES BY FISCAL YEAR - STS

<u>Academic*</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Personal Services	\$285,901	\$322,681	\$376,432
Expense/Contract Services	739	700	900
Supplies, Material, Equipment	9,446	8,944	7,500
	<u>\$296,086</u>	<u>\$332,235</u>	<u>\$384,832</u>
<u>Vocational*</u>			
Personal Services	\$122,763	\$138,556	\$161,641
Supplies, Materials	8,333	8,033	7,500
	<u>\$131,096</u>	<u>\$146,589</u>	<u>\$169,141</u>
<u>Education - Title I</u>			
Personal Services	\$ 48,791	\$ 68,770	\$102,921
Expense/Contract Services	261	1,072	2,020
Supplies, Material, Equipment	1,378	1,680	1,720
Grants, Subsidies			300
	<u>\$50,430</u>	<u>\$ 71,522</u>	<u>\$106,961</u>
<u>TOTAL EXPENDITURES</u>	<u>\$477,612</u>	<u>\$550,346</u>	<u>\$660,934</u>

(\*Denotes State Appropriation Expenditures)

#### 4. State Reformatory for Men (SRM)

- Educational programs at the State Reformatory for Men, St. Cloud, Minnesota, encompass learning opportunities from basic reading and writing, to vocational-technical training preparatory for apprenticeships, and formal accredited university credits applicable to a baccalaureate degree.
- A "Competency-Based Personalized Instruction" system is in the process of being developed and implemented. This curriculum system is characterized by:
  - Open-Entry, Open-Exit: Due to the irregular receipt and discharge of inmates, programs must facilitate the enrollment and graduation of students on a continuous basis.
  - Competency Based: Due to the extremely heterogeneous nature of the SRM population, a competency based system is designed to increase program flexibility.
  - Prescribed Instruction: The present educational needs of each inmate are assessed in order to assist him in the establishment of learning objectives, and to prescribe a curriculum which will best enable the inmate to achieve those objectives.
  - Personalized Instruction: A multi-media, multi-mode system of instruction is being implemented.
- The Education Department at the State Reformatory for Men is committed to:
  - Providing an educational curriculum which allows students the flexibility to progress through a course of study dependent only on individual ability, motivation, and attitude. Providing a system of programs with flexible entrance and exit allows the inmate to better meet the employment needs of business and industry.
  - Providing an educational curriculum designed to meet the needs of students at all levels of ability and aptitude, regardless of social, economic, or intellectual background.
  - Creating an educational environment in which learning takes place naturally through association with peers and adults, and where motivation to learn and explore comes from such association.
  - Generating an educational environment which allows the student to develop a productive attitude for learning, self-motivation, and self-esteem.

- Providing a program of educational and vocational guidance through educational counseling designed to help the student recognize and develop his individual potential so as to facilitate the development of competency based personalized instruction.

- Table 8 presents information about SRM education and vocational training programs.

TABLE 8: SRM PROGRAMS

Program	Starting Date	Capacity	# Of Clients Admitted Per Year	Number Of Staff	Type of Staff	Organizational Structure
Adult Basic Education	10/1975	30/day	43	1	Elem. Ed.	Industrial School District-#742
GED	1969	N.A.	125	$\frac{1}{2}$	Sec. Ed.	Education Department
Learning Resource Center	1965	70/day	225	2	Elem. & Spec. Ed.	Education Department
Ralph H. Rosenberger H.S.		85	200	10	Sec. Ed.	Education Department
Title I	1974	90/day	125	5	Elem. Ed.- 2 Sec. Ed. - 1 Paraprof.	Education Department
Univ. of Mn. Correspondence Studies		N.A.	20	1	Paraprof.	Education Department
Univ. of Mn. Project Newgate	1969	40	60	$2\frac{1}{2}$	Degreed Prof.	Project Newgate
Antioch Communiversity		35	50			Antioch Communiversity
VOCATIONAL PROGRAMS:						
Auto Body	1971	10	21	1	Voc. Cert.	Education Department
Auto Mechanics	1967	12	18	1	"	"
Baking	1967	10	21	1	"	Plant Operations
Barbering	1967	6	6	1	"	Education Department
Carpentry	1968-76	10	18	1	"	Plant Operations
Cooking	1967-74	10	—	1	"	"
Electric	1967-76	10	14	1	"	"
Electronics	1967-74	10	—	1	"	"
Furniture Finishing	1968	10	15	1	"	Industries
Masonry	1967	10	23	1	"	Education Department
Meatcutting	1967	6	14	1	"	Plant Operations
Painting & Decorating	1968	10	20	1	"	Education Department
Plumbing	1968-75	10	—	1	"	Plant Operations
Printing	1967	20	35	2	"	Industries
Sport & Specialty Engines	1975	10	4	1	"	Education Department
Steamfitting	1967-71	10	—	1	"	Plant Operations
Stationary Engineering	1967-74	6	—	1	"	"
Upholstery	1967	20	40	2	"	Industries
Welding	1967	10	21	1	"	Education Department
Woodcraft	1967	20	42	2	"	Industries

- The number of education and vocational training staff at SRM by year is indicated in Table 9.

TABLE 9: Education Staff Complement - SRM		
<u>Year</u>	<u>State</u>	<u>Federal</u>
1971	34	0
1972	34	0
1973	33	0
1974	32	6
1975	29	8
1976	27	7

- The current complement consists of the following positions:

-- Title I ESEA teachers:	5 (federal)
-- Other federal:	2 (federal)
-- Academic teachers:	11 (state)
-- Vocational teachers:	16 (state)

- Expenditures of the SRM Education Department by year are detailed in Table 10. Figures are available for fiscal years 1975, 1976, and estimated for 1977.

TABLE 10 : <u>SRM EDUCATION EXPENDITURES</u>			
	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
<u>Academic Instruction*</u>			
Personal Services	\$235,977	\$276,668	\$294,307
Expense/Contract Services	5,664	7,239	7,716
Supplies, Material, Equipment	<u>6,900</u>	<u>8,818</u>	<u>9,400</u>
	\$248,541	\$292,725	\$311,423
<u>Title I Education</u>			
Personal Services	\$ 91,089	\$ 78,648	\$ 91,189
Expense/Contract Services	1,537	1,135	1,610
Supplies, Materials, Equipment	<u>14,273</u>	<u>1,426</u>	<u>1,400</u>
	\$106,899	\$ 81,209	94,199
<u>Vocational Appropriation*</u>			
Personal Services	\$241,773	\$ 291,452	\$330,502
Expense/Contract Services	2,226	2,845	3,034
Supplies, Material, Equipment	<u>4,624</u>	<u>5,910</u>	<u>6,305</u>
	\$248,623	\$ 300,207	\$339,841
<u>Vocational-Curriculum Development</u>			
TOTAL	\$	\$ 22,284	\$ 26,669
TOTAL EXPENDITURES	\$604,063	\$696,425	\$772,132
(*Denotes State Appropriation Expenditure)			

##### 5. Minnesota State Prison (MSP)

- All education programs at the Minnesota State Prison are conducted on the individualized competency-based instruction system. Approximately 127 inmates at the Prison now participate in academic education programs.
  - Adult Basic Education emphasizes reading and writing skills, and currently serves about 15 inmates at any one time.
  - The General Educational Development Program allows inmates the opportunity to gain High School equivalency. Both of these programs are now supported by "Plato", a computer-assisted instruction aid.

- Higher education at the Minnesota State Prison encompasses Antioch Communiversy and Metro State University, as well as correspondence courses via the University of Minnesota.
- An Indian Culture group provides basic instruction in Dakota language, as well as G.E.D. preparation.
- The studio arts program provides instruction to twelve students at any one time.
- The vocational programs at the Minnesota State Prison now serve a population of seventy-six inmates.
  - On-going classes are conducted in Office Machine Repair, Machine Shop, Pro Shop (leather goods and repair), Drafting, Welding and basic Computer Technician. Concurrently, apprentice programs in industry offer residents the opportunity to complete a trade via on-the-job training.
- Table 11 indicates past and current education programs available at the institution.

TABLE 11: MSP PROGRAMS

Program	Starting Date	Capacity	Number Per Year	Staff Number and Type	Organizational Structure	End Date	Termination Reason
Building Maintenance		15	Continuing	1 Vocational	Federal Grant	7/17/76	Resignation of Instructor
Business Education		12		1 Vocational	Fed. Grant Administered through 916 AVTI For Crime Commission	4/15/76	Resignation of Instructor
Truck Trailer Repair	1970	10	20	1 Vocational	MDTA (Orig. Fed. Grant) (Manpower Development Training Act)	Oct. 1971	Grant Expired
Guides For Better Living	1972	18	72	1 Academic Instructor	Sponsor: Lewis University	5/19/76	Staff shortage; Instructor needed for GED emphasis
Machine Shop	1968	10	20	1 Vocational	MDTA (Orig. Fed. Grant) (Manpower Development Training Act)	Oct. 1971	Grant Expired
Drafting	1968	10	14	1 Vocational	MDTA - (Manpower Development Training Act)(Originally)	On-going	Absorbed by Institution Budget
Welding	1968	11	15	1 Vocational	"	"	"
Printing	1968	9	18	1 Vocational	"	Dec. 1971	Grant Expired
Electronics	1968	8	16	1 Vocational	"	Nov. 1969	Grant Expired
Math. ABE & GED	1968	10	Varied	1 Academic	"	Nov. 1969	Grant Expired
Adult Basic Education (15 hr./week - Inside)	9/1976	15	60	1 Certified Teacher	Federally Funded through School District 834	On-going	
Adult Basic Education (6 hr./week - Minimum security)	1/76	5	20	1 Certified Teacher	Federally Funded through School District 834	On-going	
Photography Minimum Security 6 Hr./week)	1/76	12	Varies		Arts in Corrections	On-going	
Computer Assisted Instruction	10/76	5 Units	Varies	1 Instructor	Federal Grant	Dec. 77	End of Grant
Art (15 Hr./week)	8/76	10	Continuing Average: 30	1 Instructor	Manpower Development Program	Aug. 1, 1977	End of Grant
Computer Programming Course	8/76	14	14		Manpower Development Program	Aug. 1, 1977	End of Grant
Pro Shop	1976	12	Varies	1 Instructor Vocational	Federal Grant	May 1, 1977	End of Grant
Machine Shop	1976	15	Varies	1 Instructor Vocational	Federal Grant	Aug. 1, 1977	End of Grant
Office Machine Repair		12	Varies	1 Instructor Vocational	State Funded	On-going	
G.E.D.		15	60	1 Instructor Academic	State Funded	On-Going	
Basic Adult Education		15	60	1 Instructor Vocational	State Funded	On-Going	



- Education/vocational training staff at MSP by year are noted in Table 12.

TABLE 12    EDUCATION STAFF - MSP			
<u>Year</u>	<u>State</u>	<u>Number</u>	
			<u>Federal</u>
1971	3		-
1972	3		-
1973	6		-
1974	6		-
1975	6		7
1976	6		8

- Current staff positions are as follows:
  - 3 academic teachers (state)
  - 3 vocational teachers (state)
  - 8 federal positions
- Table 12 indicates MSP educational/vocational training expenditures for fiscal years 1975, 1976 and estimated 1977.

TABLE 13 :    MSP EDUCATION EXPENDITURES BY FISCAL YEAR			
	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
<u>Academic*</u>			
Personal Services	\$ 79,175	\$ 91,640	\$ 86,116
Expense/Contract Services	4,528	5,754	7,300
Supplies, Materials	<u>3,102</u>	<u>3,941</u>	<u>5,000</u>
	\$ 86,805	\$101,335	\$ 98,416
<u>Vocational*</u>			
Personal Services	\$ 67,873	\$ 78,558	\$ 85,532
Expense/Contract Services	3,474	4,415	5,600
Supplies, Materials	<u>9,653</u>	<u>12,267</u>	<u>15,560</u>
<u>Pro-Shop</u>			
Total		\$ 14,700	\$ 17,284
TOTAL EXPENDITURES	\$167,805	211,275	\$222,392
(*Denotes State Appropriation Expenditure)			

6. Minnesota Correctional Institution for Women (MCIW)

- Non-vocational education is divided into three general areas: high completion, adult basic education, and post high school education. Except for the college programs, the academic education program is completely individualized, each woman working on her own goals, at her own pace, and with materials best suited to her abilities and desires.
  - Two possibilities are available to women for completing high school: the GED, consisting of pre-test study then the test itself, and high school correspondence courses taken through an accredited high school at MMTC - Lino Lakes. The second method results in a regular high school diploma received from the original community school.
  - Adult basic education and other individual work not related to a diploma is provided for women who wish to pursue some particular area for their personal advancement. This has included brush-up typing, bookkeeping, reading development, and recreational reading.
  - Three colleges have offered programs at the institution, each providing instructors and texts at no cost to either the student or institution. Augsburg College offered a 6 quarter credit course each semester and included residents, staff and regular students from the college in a co-learning situation. Courses have been offered in the areas of communications, social sciences, and psychology. This program is no longer sponsored at the institution.
  - Antioch College - Minneapolis, a branch of Antioch of Yellow Springs, Ohio, offers six quarter credits as well as the opportunity to work for life experience credits unique to Antioch. This school attempts to reach those not normally taught by the traditional college programs, and hopes for a continuous program at the institution in order to deeply involve some portion of the inmate population in continuing with college education upon parole. Offerings are program-oriented in that the courses taught are within a required curriculum. Consequently, it is possible for a woman to obtain 36 or more credits toward completion of the program, i.e. at the institution for a year.
  - Minnesota Metropolitan State College offers a junior and senior year program based on a goal-pact to attain certain competencies judged to be on a college level. Women with about two years college apply by stating a number of competencies already attained. If accepted, they begin as first quarter juniors (unless they have more than two years previous credit).

- In addition to the on-grounds academic programs, two in-house vocational programs are in operation: keypunch and food service training. Both programs are tied in with off-grounds on-the-job training at agencies in the metropolitan area, when possible.
  - Keypunch training offers a graduated course leading to a certificate qualifying participants to gain employment in the field. Some supervisory skills are taught in addition to keypunch operation and speed. Also included is training in job opportunity awareness and pre-vocational readiness.
  - Food Service also offers training leading to a certificate. Subjects from basic nutrition through management phases are covered, with job opportunity awareness and pre-vocational training included. The program presently emphasizes institutional cooking with some consideration paid to short order and restaurant cooking.
- The off-grounds training program allows for vocational programming, vocational evaluation, work evaluation and/or adjustment, and/or on the job training to meet any long range vocational goals appropriate for the inmate.
  - An inmate participating in the off-grounds program defines her long range vocational goal and develops with MCIW staff a plan designed to achieve this goal. A plan could include for example, a chemical dependency program, vocational evaluation, formal vocational training and on the job training or any combination of the above. It is mandatory that the long range goals be determined and the program steps be developed for effective vocational rehabilitation. The program makes use of community resources rather than institutional staff to achieve the vocational goal.
  - The purpose of the program is to provide flexibility in vocational programming. A woman would become an appropriate candidate when she has met institution goals and an appropriate vocational training situation can be found. It is important that vocational training in the off ground program provide a continuum which involves a woman's return to the community. An individual's program goals are more important than time limits.

- Table 14 provides information about current and terminated programs at MCIW.

TABLE 14: <u>MCIW EDUCATION/VOCATIONAL TRAINING PROGRAMS</u>				
Program	Starting Date	Capacity	Number Per Year	Staff Number and Type
School Program	1930	20	50	1 Special Teacher 1 CETA Teacher (until 10/78)
Vocational Keypunch Program	1971	6 full-time	12	1 Keypunch Supervisor
Food Service	1973	6	30	
Off-Grounds Program	1972	9	15	None
Business Office Training	1970	Terminated		
Cash-Register Training	1973	Terminated		

- Table 15 presents information on the number of education/vocational training staff at MCIW by year.

TABLE 15: <u>EDUCATION STAFF, MCIW</u>		
<u>Year</u>	<u>State</u>	<u>Number</u>
		<u>Federal</u>
1971	1	-
1972	1	-
1973	1	2
1974	1	2
1975	2	1
1976	2	1

● Current staff breakdown is as follows:

- 1 academic teacher (state)
- 2 vocational instructors (one state; one federal)

● Education/training expenditures by year are presented in Table 16 for fiscal years 1975, 1976 and estimated 1977.

TABLE 16: MCIW EDUCATION EXPENDITURES

	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
<u>Education*</u>			
Personal Services	\$55,378	\$57,850	\$ 67,406
Expense/Contract Services	5,774	7,744	9,500
Supplies, Material, Equip.	<u>1,216</u>	<u>1,630</u>	<u>2,000</u>
	\$62,368	\$67,224	\$78,906
<u>Keypunch</u>			
Personal Services		\$ 3,945	\$ 2,500
Supplies, Material	\$ 443	789	500
	\$ 443	\$ 4,734	\$ 3,000
<u>Community Liaison - Voc</u>			
Educ. Specialist			\$ 19,464
TOTAL	<u>\$62,811</u>	<u>\$71,958</u>	<u>\$101,370</u>

(\*Denotes State Appropriation Expenditure)

## 7. Minnesota Metropolitan Training Center (MMTC)

- Due to its transitional status, programming at this institution will not be dealt with in the detail presented for other institutions. At present, the two minimum security cottages at the institution are being used for two education/vocational training type programs, described as follows:

- 916 Vo-Tech 916 Vo-Tech is a state and federal funded vocational training program for adult male felons granted a work release type status and allowed to attend the 916 Vo-Tech school in White Bear Lake on a daily basis. Daily transportation is furnished by MMTC. Groups are held twice a week within the program. Length of program participation varies with the course and the actual sentence of the client. Program capacity is 20.
- Project Newgate. This is a program designed for adult male offenders transferred from the State Reformatory for Men at St. Cloud and the Minnesota State Prison at Stillwater, incorporating a treatment component (Positive Peer Culture) in group therapy, and the educational component of providing opportunity for residents to attend on-grounds university and college credit classes. At present all residents within the program are expected to engage in a work or vocational training program at least half time in addition to classwork. Intended length of program stay is from one year to eighteen months. Program capacity is 18.

- Educational staff complement during FY 1976 consisted of 7 academic teachers (state), 5 vocational instructors (state), and one federal teacher. In addition to the adult programming, this staff provides instruction for approximately 30-45 juveniles in the two institutional cottages leased by Anoka County.

## 8. Willow River Camp (WRC)

- The Willow River Camp (WRC) was started in 1972. Through research efforts by the Department of Corrections and State Departments of Education and Economic Development, along with a needs assessment of inmate populations at the Minnesota State Prison and State Reformatory for Men, five skill areas were chosen to be taught in the Vocational School at Sandstone:

- Welding
- Refrigeration
- Truck Mechanics
- Truck Driving
- Truck/Trailer Body Repair

- With the exception of the refrigeration course, these vocational skill areas are still being taught. Machine tool operation was started in August, 1976, to replace the refrigeration program.
- Program capacity is 60, with approximately 100 offenders admitted per year.
- Table 17 indicates education/vocational training staff by year.

TABLE 17: WRC EDUCATION STAFF

<u>YEAR</u>	<u>STATE</u>	<u>FEDERAL</u>
1972	9	2
1973	9	2
1974	9	2
1975	9	2
1976	9	2

- The current staff complement is as follows:
  - 2 academic instructors (state)
  - 7 vocational instructors (purchase of service)
  - 2 federal
- Table 18 indicates WRC education and vocational training expenditures for Fiscal Year 1975, 1976 and estimated 1977.

TABLE 18 : WRC EDUCATION EXPENDITURES

	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
<u>Adult Basic Education</u>			
Personal Services	\$7,331		
Expense/Contract Services	530		
Supplies, Material, Equip.	<u>1,077</u>		
	\$8,938		
<u>SVS - Education and Placement*</u>			
Personal Services	\$52,782	\$65,301	\$84,951
Expense/Contract Services	110,518	251,945	248,154
Supplies, Material, Equip.	21,500	47,673	48,275
Taxes & Assessments	<u>445</u>	<u>986</u>	<u>1,000</u>
	\$185,245	\$365,905	\$ 382,380
<u>Multi-Occupational Grant</u>			
TOTAL	\$144,137	\$ 12,158	
TOTAL EXPENDITURES	\$338,320	\$378,063	\$382,380

(\*Denotes State Appropriation Expenditures)

## 9. Thistledeu Camp (TFC)

- This institution is self-supported, not state-supported; financial details will not be provided. Table 19 provides general information about the two basic educational programs at the institution.

TABLE 19: Thistledeu Programs

PROGRAM	STARTING DATE	CAPACITY	NO. PER YEAR	STAFF NO.	COST	ORGANIZATION STRUCTURE	END DATE
Basic Ed.	1968	40 students assigned to one of three self-contained classrooms for Basic Ed., Cont. Ed. or GED preparation with an average of 13 students.	180 Year	3 Spec. Teachers: 1 Teacher with a Science background, 1 Teacher Driver's Ed. Certification, 1 Ind. Arts background required, 1 Teacher with Elem. background.	\$46,150 salaries only	Supt. of Thistledeu Camp Special Teacher & Ed. Director, Basic Ed. Inst. Industrial Arts & Behind the Wheel Training Inst., Continuing Ed. & Science Inst.	On-going
Title I	1968	10	40	1 Special Teacher 1 Aide	\$23,077. salaries only	Title I Teacher Title I Aide Supervision by Ed. Dir. & Supt. with monitoring from State Title I office.	On-going

## F. Expenditures Summary

- Table 20 provides a summary of education expenditures for each institution and Central Office in fiscal years 1975, 1976, and estimated 1977.

TABLE 20: TOTAL EDUCATION EXPENDITURES

	<u>1975</u>	<u>1976</u>	<u>1977 est.</u>
MHS	\$333,680	\$363,288	\$426,764
STS	477,612	550,346	660,934
SRM	604,063	696,425	659,560
MSP	167,805	211,275	222,392
MCIW	62,811	71,958	101,370
WRC	338,320	378,063	382,380
Central Office*	159,060	163,053	220,166

\* Excludes federal grants other than Title I coordination. Federal grants are detailed in Table 21.



- A number of grants in the area of educational and vocational training have been received by the Department. Table 21 indicates grant programs and funding from 1970 to 1977.

TABLE 21: EDUCATION AND VOCATIONAL TRAINING GRANT PROGRAMS

Year Initiated	Program & Description	Year	Funding Amount		DOC	LAC	Current Status
			Total Cost	LEAA/Other			
1972	Conservation of Human Resources- Augsburg College: Co-Learning experience for inmates, correctional staff, and college students (MSF, SRM, MCIW)	1972	\$66,804	\$49,100	\$17,704		
		1973	66,000	50,000	16,000		
		1974	79,648	45,995	27,500	6,153	Terminated
1972	Nursery school (MHS) - taught basic parental concepts	1972	25,184	9,800	15,384		Terminated
		1973	19,473	9,750	9,723		
		1974	21,468	9,081	12,387		
1972	Job training and employment coordinators - coordinated institutional employment programs with community employment needs.	1972	31,083	19,183	11,900		Terminated
1975	Manpower development - develop instructional paths within existing institution industry programs	1975	121,652	109,487	12,165		
		1976	181,068	162,961		18,107	Will Terminate
		1977	217,992	131,660	71,661	14,671	7/31/77
1977	Impact of computer-based education (STS-MHS)-utilizes computer terminals as instructional tools.	1977	203,265	182,939	20,326		Pilot Program; will terminate.
1977	Comprehensive offender program effort (COPE) - MSP,SRM - utilizes computer terminals as instructional tools.	1977	484,240	435,816		48,424	Will terminate
1977	COPE/Employment and Training-to improve offender employment opportunities upon release from institutions.	1977	627,600	563,000	Governor's Manpower Office- 62,800		First Year of Grant
1976	DVR services - vocational training for SRM inmates.	1976	97,100 (Dept. of Labor)				Terminated 6/30/76
	Institution Library	1976	20,600 (Dept. of Health, Education, Welfare)				To continue
		1977	6,000				
1977	Arts in Corrections	1977	27,500 (National Endowment for the Arts)				Terminates 6/30/77
Ongoing	Title I Education Coordinator (Central Office)	1976	58,200 (Department of Health, Education and Welfare)				On-going
		1977	64,700				
	NOTE: Title I also funds teaching positions at the institutions; amounts of funding are indicated in the sections on each institution.						
Ongoing	Adult Basic Education - Remedial reading and math.	1977	35,000 (School District Federal money)	3,500 - DOC match			On-going

## G. Future Plans: 1978-1981

### ● Goals:

- To monitor, support and coordinate approximately 170 state and federal program staff in program delivery within eight State Correctional Institutions.
- To assess and/or evaluate existing educational programs so that only those programs relevant to the needs of the clientele are supported.
- To provide educational approaches within and between the institutions so that educational efficiency can be maximized.
- To provide at least the same level of services for adult inmates of correctional institutions as was provided in the last biennium, in the areas of:
  - a. Adult Basic Education
  - b. GED preparation
  - c. Secondary-level instruction
  - d. Post-secondary instruction programs and correspondence courses.
  - e. Vocational education in "saleable" skills.
- To provide at least the same level for services for juvenile inmates of state correctional institutions as was provided in the last biennium, in the areas of:
  - a. Basic reading and math skills
  - b. Secondary-level instruction leading toward degree or equivalency
  - c. Career exploration
  - d. Education electives
- To increase the quality of adult and juvenile education services through implementation of new and/or modified programs in the above areas where appropriate.

- Rationale: Minnesota statutes give the Department of Corrections responsibility for providing vocational and academic education opportunities to inmates of state correctional institutions.

### ● Activities:

- Implement and assess the effectiveness of computer-assisted and managed instruction at the Minnesota Home School, State Training School, State Reformatory for Men, and Minnesota State Prison so that reading and math objectives can be accomplished in 25% less time.
- Continue federal program fiscal support at the 1976-77 level.

- Expand the competency-based instruction system at the State Reformatory for Men and the Minnesota State Prison, and ultimately implement by 1981 at all institutions.
- Maintain the Arts in Corrections program.
- Expand grade equivalency diploma and Adult Basic Education at the Minnesota State Prison.
- Utilize Special Needs funding under the Vocational Education Act based on State Plan Guidelines and Corrections assessment of needs.
- Continue the Governor's Manpower Services for pre-post release services.
- Apply for and coordinate federal allocations for institution libraries.
- Apply for and coordinate Title I ESEA services.
- Coordinate and centralize funding for all higher education programs within the institutions. (Involves transfer of funds from University budget to DOC budget.)
- Implement and monitor Title III Adult Basic Education so that adult offenders with the greatest reading and math needs are served.
- Provide in-service training and workshops to all institutions educational staff so that educational technology and efficiency can be maximized.
- Develop training as required by Institution Private Industry for employment entry.
- Expand community re-entry liaison program at the Minnesota Home School to non-Title I residents (new cost - 1980-81 - \$12,000/year).
- Provide vocational and academic education program for increased adult population at the Minnesota Metropolitan Training Center as it becomes a medium/minimum security institution (may involve increased level of funding for staff in 1980-81).
- Finalize development of education systems approach for the new maximum security institution.

- Budget projections for each institution and Central Office are as follows in Table 22:

TABLE 22: PROJECTED EDUCATION COSTS

	<u>FY 1978</u>	<u>FY 1979</u>	<u>FY 1980</u>	<u>FY 1981</u>
MSP	\$436,336	\$440,186	\$462,195	\$485,301
SRM	885,085	891,460	936,033	980,606
MMTC	237,376	236,779	248,580	261,009
STS	670,195	671,278	704,841	740,083
MHS	428,410	430,176	451,684	474,268
WRC	464,798	514,411	540,131	567,137
MCIW	107,091	107,854	113,246	141,557
TFC	90,358	91,828	96,419	101,239
Central Office	1,771,120	1,274,009	443,342	465,509
 TOTAL	 <u>5,090,769</u>	 <u>4,657,981</u>	 <u>3,996,471</u>	 <u>4,216,709</u>
 TOTAL General Fund	 <u>3,212,349</u>	 <u>3,250,494</u>	 <u>3,776,475</u>	 <u>4,016,709</u>

INDUSTRIES

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## INDUSTRY

### A. Introduction

- The Department of Corrections recognizes that industries work has the potential for most closely approximating the non-institutional world, as well as for providing training and savings from earnings that can assist an offender's re-integration into society.
  - 77% of inmates in adult institutions on June 30, 1975, were classified as occupationally unskilled, and additional 21% were semi-skilled.
  - Research indicates that paroled offenders who have adequate financial resources upon release from the institution are less likely to be re-arrested, and more likely to find a job (Lenihan, Keith, The Life Project: Preliminary Results Design Questions and Policy Issues, U.S. Department of Labor, 1975).
- Although "factory-type" prison industries have traditionally been the major type of work activity available, both in Minnesota and in other states, there is a trend toward increased use of private industry within Minnesota's correctional institutions.
  - The use of private industry within the correctional institution can facilitate continuity of employment to the outside community for the offender.
  - Private industry can potentially offer to inmates more diverse product lines and associated skill development than traditional prison industry.
  - Private industry can offer to inmates a competitive, "real world" work experience within the prison setting.
- Additionally, there is a trend toward more effective and efficient management and operation of prison industry programs.
  - A Control Data Task Force studied MSP and SRM industries extensively in 1975, and recommended creation of an executive manager position for industries, and an ongoing advisory group of businessmen. Both recommendations have recently been implemented by the Department.
- The Department has also developed a mission statement for institution work programs, which includes some basic principles:
  - The Purpose of Institution Work Programs

The major purpose of prison work programs should be to develop a sound work ethic within the offender, so that positive work attitudes and habits will transfer to post institutional employment. This can most effectively be accomplished by duplicating the standard eight-hour industry work day and involving a comparable level and variety of work experiences to that found in the civilian labor market.

-- Compensation for Work in Institution Work Programs

Another objective of prison work programs is to help prepare the offender to re-enter society as a productive citizen. This transition is dependent upon a variety of factors; economic stability is of primary importance. An offender must have the financial means to exist on the street until employment is secured and returns from that employment are realized. Compensation for prison work should, therefore, parallel that compensation for similar production on the street to the degree possible. Wages to the offender should be a true reflection of productivity and should allow the offender to maintain as many normal citizen-related functions and obligations as possible.

-- Inmate Responsibility and Charge Back

Since an important purpose of the correctional institution is to return to society as many self-supporting and well-adjusted individuals as possible, it follows that responsibility and independence are desirable outgrowths from the prison work programs. The offender should, therefore, participate in the cost of his support.

Offender workers being paid more realistic wages should, therefore, automatically pay taxes and retirement insurance from the wages. Since basic rent, food and laundry are also normal responsibilities, it is envisioned that an appropriate charge back scale be established to reflect those costs. Custody or security is demanded by society and since it is not a normal outside expense, should not be charged to the offender-worker.

Family support and restitution to victims will require individual negotiation with each offender.

Savings for release are now required in an unrealistically small quantity. A savings or investment plan should be required to meet the offender's needs for a reasonable period after release.

-- Placement and Follow-up

Prison work programs must strive to provide work experience which will transfer to outside employment. Records of work activity, worker skills, and worker attitudes should be made available to the placement unit to assist in developing outside employment plans.

B. Legislation

- The Commissioner of Corrections is legislatively empowered to do the following in relation to providing work for inmates:
  - Use inmates for conservation work on land under the control of state departments (no longer utilized; M.S. 240.21-22).



-- Establish and operate factories at MSP and SRM (M.S. 243.66 and 243.84).

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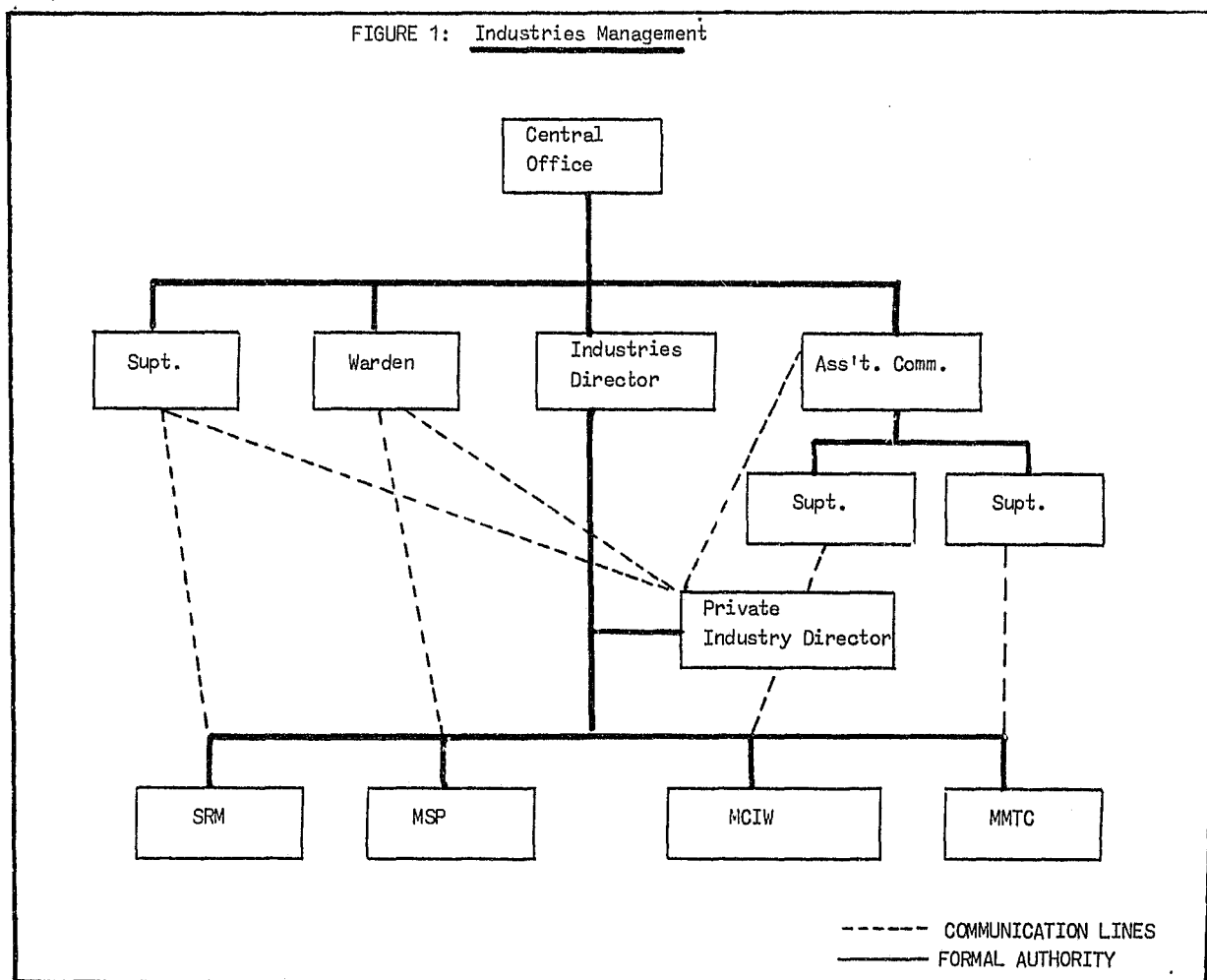
-- Develop and operate work release programs (M.S. 241.26).

-- Revolving funds for industries were established to provide operating capital under M.S. 243.41, 243.44.

- Recent state legislation (M.S. 243.88, 1973 and 1975) permits the lease of buildings on the grounds of correctional institutions to private corporations for use as factories or other business or commercial enterprises. The products of such enterprises may be used in interstate commerce, provided that inmates are paid no less than the prevailing minimum wages paid for work of a similar nature.
- The 1975 State legislature also passed legislation (M.S. 241.01, Sub. Div. 8) allowing the Commissioner to require inmates to pay the costs of their maintenance out of the salaries they receive. This currently applies to institutions designated as medium-minimum security; proposed 1977 legislation would expand this application to all institutions.
- The Department has testified to the U.S. House of Representatives in regard to H.F. 2715, a bill which would allow the distribution in interstate commerce of goods produced by prison inmates who are paid not less than the prevailing minimum wages. Action on the bill is expected in 1977.

#### C. Organizational Structure for Industries Management

- The organizational structure for the management of prison industries is depicted in Figure 1.



● The figure should be read as follows:

- The Correctional Industries Director, a position recently created and filled (November 1, 1976) by the Department, has line responsibility for management of all institution industries.
- The Private Industries Director position is funded through an LEAA grant, and was initiated in 1975. The person holding this position is responsible for the recruitment of private industry operations into the institutions. The incumbent of the position currently reports directly to the Correctional Industries Director but it is anticipated that this position will merge into the Correctional Industries Director position at some future date.

D. Institution Industries Programs1. Summary

- Table 1 presents the current status of prison industries as of Oct. 1, 1976 at the Minnesota State Prison (MSP), the State Reformatory for Men (SRM), the Minnesota Metropolitan Training Center (MMTC) and the Minnesota Correctional Institution for Women (MCIW). The private industries products and number of workers change regularly, and this should be considered as an example of the private industries work at the institutions.

TABLE 1: <u>SUMMARY OF CURRENT INSTITUTION INDUSTRIES PROGRAMS</u>			
Institution & Industry	Prison Industry # Workers	Private Industry # Workers	Products
<u>MSP</u>			
Farm Machinery	260		Wagon, Gravity Boxes, Manure Spreaders, Castings.
Cordage	60		Rope and Ply Goods
Data Processing System		5	Computer Programming
Food Services		12	Institution Food Services
Assembly		6	Fishing Lures
Assembly (Mn. Sec. Unit)		6	Games
<u>MMTC</u>			
Printing	8		Custom Productions
Metal Fabrication		10	Fence Post, Planters, Hangers
Deburring		9	Plastic & Metal Parts
Wood		6	Cabinets, Signs
Mobile Home		2	Repair Mobile Homes
Cafe	6		Food Service
Assembly		14	Games
<u>MCIW</u>			
Key-Punch	6-10		Custom Key Punching
Off Grounds		6	Various
<u>SRM</u>			
Public Safety	58		License Plates, Validation Stickers
Upholstery, Furniture Mattresses, Printing	120		Furniture Refinishing Mattresses, Custom Production
TOTAL	522	76	

## 2. Minnesota State Prison Industries

- The industries programs currently operating at the Minnesota State Prison (MSP) are long-established, with the exception of the private industries programs introduced in 1976.
  - The cordage industry, in operation since 1891, employs approximately 60 inmates in manufacturing and shipping rope and plygoods. Raw fiber, purchased from throughout the world, is first processed by combing machines and then spun into the finished product consisting of rope and ply goods of varying size and tensile strength. Polypropylene rope and ply goods were added recently to the overall product line.
  - In operation since 1908, the farm machinery industry at MSP employs 260 inmates in manufacturing a variety of farm implements including manure spreaders, wagons and wagon boxes, and fence posts. Included in this industry are a foundry, sheet metal shop, machine shop, paint shop, assembly shops, and an engineering and design division.
  - The print shop has been in operation since 1887, and most recently employed 15 inmates in printing and silk screen work. The program provides prison industries with printing and advertising and produces a limited amount of printing to other state agencies. The print shop was moved from MSP to MMTC in June, 1976.
- The majority of the inmate population is generally assigned either to industries jobs or institutional support positions. Approximately 60% of the inmates who work have been assigned to institutional support, and 40% to industries.
- Inmate industries assignments in 1976 are detailed in Figure 2.

FIGURE 2 : MSP INDUSTRIES, 1976		
<u>Shop</u>	<u>Prison Industry</u> <u># Workers</u>	<u>Private Industry</u> <u># Workers</u>
Farm Machinery	260	
Cordage	60	
Data Processing Systems		5
Food Services		12
Assembly		6
TOTAL	<u>320</u>	<u>23</u>

- Both production and sales from MSP industries have declined in recent years.

-- Table 2 provides a comparative inspection of production from 1972 to 1975.

<u>TABLE 2 : PRODUCTION UNITS 1972-1975</u>				
<u>Product</u>	<u>Units Produced</u>			<u>Through October, 1975</u>
	<u>1972</u>	<u>1973</u>	<u>1974</u>	
Farm Machinery				
-Mowers	102	1	Phased out	
-Rakes	91	8	Phased out	
-Spreaders	122	382	514	234
-Utility Trailers	52	40	0	33
-Wagons	2010	3375	3712	2699
-Gravity Boxes	258	412	476	103
-Fence posts	2583	2178	4702	3036
Cordage				
-Rope Goods	197,022	125,993	161,196	359,698 (pounds)
-Plygoods	783,000	679,320	831,193	648,916 (pounds)

-- Table 3 provides similar information on unit sales during the same time period.

<u>TABLE 3 : UNIT SALES, 1972 - 1975</u>				
<u>Product</u>	<u>Units Sold</u>			<u>Through October 1975</u>
	<u>1972</u>	<u>1973</u>	<u>1974</u>	
Farm Machinery				
-Mowers*	42	74	38	0
-Rakes*	75	53	0	0
-Spreaders	551	586	506	233
-Utility Trailers	52	40	0	33
-Wagons	2513	3856	4475	2029
-Flair Boxes*	51	119	2	0
-Gravity Boxes	268	383	497	123
-Fence Posts	7816	11,985	5366	2460
(*Discontinued lines)				
Cordage				
-Rope Goods	257,628	262,160	233,673	161,350 (pounds)
-Plygoods* and miscel- laneous	2,141,788	828,308	743,363	300,218 (pounds)
(*Includes bale twine, ply twine, clothesline and nursery twine)				

- Decreases in production and sales have occurred as a result of the following factors:
  - Both out-hours (inmates away from work assignments during work hours) and institution lock-ups resulted in significant amounts of production time lost.
    - a. In 1975, a daily average of 172 passes were given resulting in an average loss of 533 production hours each day.
    - b. Also in 1975, prison lock-ups resulted in a loss of 27.5 total days for each worker assigned to industries.
    - c. MSP industries managers estimate that every lost day in production results in \$5,000 loss in sales or inability to cover overhead.
  - Sabotage by inmates, as well as frequent problems with old machinery also result in lost production time during repairs.
  - The Bonus Incentive Pay Plan, implemented in 1974, was designed to motivate workers and increase production through a sharing of profits.
    - a. In the plan's 24 months of operation, bonuses were paid in nine months to farm machinery workers, in eight months to cordage workers, and in 12 months to print shop workers.
    - b. Industries managers have concluded the bonus plan has slowed the production decline, but is not sufficient to end it completely.
  - Farm machinery products are merchandized through authorized dealers. The size of the dealer organization has declined from 359 in 1968 to 270 in 1975. Major contributing factors to this decline are:
    - a. Decline in production and consequent product availability;
    - b. Uncertainty about the future of both the specific industry and the future of the institution generally.
  - The statewide drought in 1976 has resulted in fewer capital purchases by farmers, and subsequent lower sales volume for all farm machinery products.
- In the years 1970 - 1975, prison industries had an overall operating profit of \$175,508.
  - An operating profit was obtained in the total amount of \$368,643 in 1970 and 1974.

- An operating loss was experienced in 1975, 1973, 1972 and 1971 in the total amount of (-) \$193,135.
- Operating profit/loss by industry and year is shown in Table 4.

TABLE 4: MSP INDUSTRY OPERATIONS: PROFIT (Loss)						
	<u>1975</u>	<u>1974</u>	<u>1973</u>	<u>1972</u>	<u>1971</u>	<u>1970</u>
Cordage	\$36,092	\$73,062	\$(84,241)	\$(127,523)	\$(59,809)	\$ 7,721
Farm Mach.	(75,581)	213,253	66,083	4,869	28,709	62,160
Printing	<u>16,741</u>	<u>10,910</u>	<u>1,636</u>	<u>(2,189)</u>	<u>2,076</u>	<u>1,538</u>
TOTAL	\$(22,748)	\$297,224	\$(16,521)	\$(124,842)	\$(29,024)	\$71,419

- The industries fund has been utilized for two non-industrial related uses: (1) non-industries institutional expenditures, and (2) transfers to the general revenue fund of the state.
- Use of industries fund for non-industries institutional support amounted to \$1,005,653 in the years 1970-1975.
- Transfers to the general revenue fund totalled \$350,000 in these years.
- Details of these transfers are reflected in Table 5.

TABLE 5 : NON-INDUSTRIAL USES OF INDUSTRIES FUNDS		
<u>Year</u>	<u>Institution Support</u>	<u>Transfers to General Revenue</u>
1975	\$ 132,310	
1974	96,682	
1973	168,406	
1972	224,308	75,000
1971	192,565	75,000
1970	<u>191,382</u>	<u>200,000</u>
TOTAL	\$1,005,653	\$ 350,000

- Labor costs of industries operations have increased steadily over time, and amount to a 66% rise from 1970 to 1975, as shown in Table 6.

TABLE 6 : TOTAL LABOR COSTS - MSP INDUSTRIES			
<u>Year</u>	<u>Employees</u>	<u>Inmates</u>	<u>Total</u>
1975	\$850,639	\$178,898	\$1,020,537
1974	729,544	88,319	817,864
1973	614,858	50,598	665,397
1972	613,087	29,481	642,568
1971	564,230	51,242	615,471
1970	563,507	55,579	619,086

- As a result of the factors described above, both operating capital (cash balance) and the net worth of the MSP industries revolving fund have declined from 1970 to 1975.

-- Cash balances have decreased from \$2,090,791 in 1970 to \$388,947 in 1975, an 85% decrease, as noted in Table 7.

TABLE 7 : CASH BALANCES ON DEC. 31 - MSP INDUSTRIES FUND	
1975	\$388,947
1974	1,494,235
1973	1,616,257
1972	1,442,702
1971	1,598,802
1970	2,090,791



-- The net worth of the revolving fund has decreased from \$6,002,914 in 1968 to \$4,464,343 in 1975. Table 8 provides a profit and loss statement for combined MSP industries from 1968 - 1975.

TABLE 8:  
PROFIT/LOSS STATEMENT AND NET WORTH

	Year Ended December 31:							
	1975	1974	1973	1972	1971	1970	1969	1968
Gross Sales	\$2,236,565	\$2,872,118	\$2,310,770	\$2,163,422	\$1,992,418	\$2,313,338	\$2,596,749	\$2,705,346
DEDUCT: Discounts, Allowances, etc.	307,407	319,281	302,077	289,256	257,781	290,206	319,666	324,881
Net Sales	1,929,158	2,552,837	2,008,693	1,874,166	1,734,637	2,023,132	2,277,083	2,380,465
DEDUCT: Factory cost of goods sold	1,584,359	1,852,977	1,622,617	1,602,520	1,383,807	1,585,289	1,722,072	1,809,997
Gross Operating Profit	344,799	699,860	386,076	271,646	350,830	437,843	555,011	570,468
ADD: Miscellaneous Income	10,320	12,349	8,250	8,275	21,712	11,426	5,007	7,044
DEDUCT: Miscellaneous Expense	3,926	2,640	11,079	1,852	14,826	3,777	1,054	3,576
Net Operating Profit	351,193	709,569	383,247	278,069	357,716	445,492	558,964	573,736
DEDUCT: Administrative & Selling Expenses	373,941	412,345	399,769	402,912	386,740	374,073	388,061	386,262
Net Profit	(22,748)	297,224	(16,522)	(124,843)	(29,024)	71,419	170,903	187,674
DEDUCT: Current expense items purchased with industries funds	132,310	96,682	168,406	224,308	192,565	191,382	193,161	161,977
Annual Adjustment to Net Worth	(155,058)	200,542	(184,928)	(349,151)	(221,598)	(119,963)	(22,258)	25,697
Net Worth - Revolving Fund	\$4,464,343	4,141,206	4,645,140	5,062,754	5,407,170	5,682,622	5,805,783	6,002,914
TOTAL Liabilities & Net worth	\$5,433,658	5,611,597	5,491,941	5,709,401	6,108,379	6,424,814	6,706,480	6,942,735

● Summary: MSP Industries

- The cash balance on hand is insufficient to adequately operate the industries programs.
- Industries fund monies are used for institution support even in years when industries show an operating loss.
- Control of the work force is a critical problem.
  - a. Size of the population affects the number of inmates who are qualified for and can be assigned to industries.
  - b. Job absences are frequent due to issuing of passes.
  - c. Institution lock-ups result in many non-work days.
  - d. Turnover rates of inmates assigned to industries are high (in 1974, 87% of inmates assigned to farm machinery worked six months or less).
  - f. Industries management does not have control over hiring/firing of workers.
  - g. Industries management does not have the control of quotas necessary to meet production demands.
- Inflation has adversely affected industrial operations.
  - For example, steel prices have increased 75% since 1968.
- Uncertainty about the future of the institution and the industries programs has reduced the number of dealers stocking MSP products.
- Production has continued to decline in recent years.
- The issues related to the efficiency of industrial operations, and recommendations made by CDC Task Force in that regard, have not been totally addressed or resolved.

### 3. State Reformatory for Men (SRM)

- As distinct from the Minnesota State Prison, industries programs at the Reformatory generally serve both a vocational training and a production purpose. Two exceptions are the license plant and mattress industry, which are primarily industrial operations.
- Although situated on the grounds of the Reformatory, the license plate manufacturing plant is actually under jurisdiction of the Department of Public Safety, with manpower provided by the Reformatory. There are production quotas but no bonus program is in operation. An inmate works approximately five and one-half hours per day on his job (true of all other SRM industries as well) for a work week of 27.5 hours. It is estimated to cost the Department of Public Safety approximately \$.98 per pair of plates made. The skills a man learns in the license plant industry are realistic and probably transferable to outside industry.
- Mattresses produced are sold to facilities such as jails, schools, and mental health institutions. There is no certification of any kind in this industry; however, there are related trades to be found on the outside. Sewing machine skills, mattress construction, and learned production techniques appear to be skills of practical and marketable worth.
- The major program emphasis of vocational industries is on training as opposed to production and profits. However, since each vocational industry (except print shop) is linked to furniture making as a sub-process, there are opportunities for learning production techniques. All instructors in these industries are certified vocational teachers. The Department of Vocational Rehabilitation provides testing and classification, as well as post-incarceration placement services.
- Table 9 indicates the industries programs and assignments at SRM during 1976.

<u>TABLE 9 : SRM INDUSTRIES, 1976</u>	
<u>Shop</u>	<u># Workers</u>
Public Safety (License Plant)	58
Mattress Shop	
Furniture	120
Printing	
	<u>178</u>

- The primary SRM industry (license plant) is operated by the Department of Public Safety under its budget; profits or losses accrue to their operation rather than to SRM. Consequently, detailed financial information will only be presented for the mattress shops and the two major vocational industries, furniture production/repair and printing.

- Table 10 presents net profits/losses for SRM industries for years in which information is available.

<u>TABLE 10 : NET PROFIT (LOSS) FROM OPERATIONS</u>	
<u>Year</u>	<u>Net Profit (Loss)</u>
1966	\$40,417.56
1967	14,934.91
1968	(8,218.12)
1969	(27,991.01)
1970 (not available)	
1971	(66,351.58)
1972 (not available)	
1973 (not available)	
1974 (not available)	
1975	11,348.68
1976	237.81

- Table 11 presents similar information by industry.

<u>TABLE 11 : INDUSTRIES PROFIT (LOSS)</u>				
	<u>FY 1976</u>	<u>FY 1975</u>	<u>FY 1971</u>	<u>FY 1970</u>
Furniture Production & Repair	\$ 2,147	\$1,707	\$(47,027)	\$1,527
Mattress Shop	(11,896)	749	(23,921)	11,628
Print Shop and Engraving Shop	<u>9,986</u>	<u>8,893</u>	<u>(6,660)</u>	<u>(2,913)</u>
TOTAL	\$ 237	\$11,349	\$(77,653)	\$10,242

- The net worth of the SRM Diversified Labor Account has remained relatively stable over the period 1970-1976. Table 12 presents this information for those years in which data is available.

<u>TABLE 12: DIVERSIFIED LABOR ACCOUNT - SRM</u>		
<u>Year</u>	<u>Net Worth</u>	<u>Total Liabilities &amp; Net Worth</u>
1976	\$231,052	\$239,462
1975	231,072	236,445
1974	219,724	233,979
1971	179,306	182,949
1970	245,657	259,729

● Summary: SRM Industries

- No major changes have recently occurred or are expected to occur in SRM's industrial operation in the immediate future.
- Recent upgrading of the license plant has occurred as follows:
  - a. \$300,000 utilized to expand capacity; completion is projected for January 1, 1977.
  - b. Because of the last legislative session's passage of a law authorizing personalized license plates, it was necessary to purchase and install a new 200 ton press and dies at a cost of \$60,000.00. SRM is also increasing the capacity of the baking ovens by 1,000 pair per hour by enlarging the existing building and installing new ovens and a semi-automated finishing system. The institution also standardized and purchased paddle dies which allow interchange-ability in converting in a short period of time. The old ovens have been removed and the plant is being cleaned and repainted before the new coaters and numeral bake oven are installed. This work is being accomplished by MSR staff and inmates under the supervision of an engineer supplied by the contractor. When this project is completed, SRM will more efficiently be able to satisfy the license plate needs of the Department of Public Safety for at least 20 years.

4. Minnesota Metropolitan Training Center (MMTC)

- With the conversion of this institution to an adult medium/minimum security facility, major changes will continue to be made over the next several years in all programming areas.
- Due to the small number of inmates, and recent change in function, relatively little industrial activity has occurred until recently.
- The printing operation was transferred to MMTC from the prison in June, 1976, and this, along with some private industry contracts, constitutes the bulk of industries positions currently available.  
NOTE: The specific type and quantity of work in many of these shops changes almost weekly based upon contracts in force at any one time.

-- Printing:

This shop was moved from MSP in June of 1976, and was operational within one week of the move.

-- Miscellaneous Metal Fabrication:

In August, 1976, the Metal Fabrication area was producing planter hangers at a rate of 4,000 per day, completing a contract of 150,000 pieces and negotiations were initiated to continue this contractual arrangement throughout the next year. Prior to the production of planter hangers, workers in the metal shop

produced 13,200 fence posts, and the total income was \$4,950.00.

-- Deburring:

This piecework shop has done metal and plastic deburring.

-- Wood Shop:

In summer of 1976, this shop was involved in fabricating cabinets for Willow River Camp, mobile home repair, and construction of signs for the Department of Natural Resources.

- Table 13 indicates the programs and number of positions available for inmates in 1976.

TABLE 13: MMTC INDUSTRIES - 1976		
	Institution	Private
	Industry	Industry
<u>Shop</u>	<u># Workers</u>	<u># Workers</u>
Printing	8-11	
Metal Fabrication		10
Deburring		9
Wood		6
Mobile Home		2
Cafe	6	
TOTAL - - - -	14-17	27

- The remainder of the approximately 85 inmates currently at the institution participate in off-grounds work, education or vocational training programs. Approximately 27 residents work in institution and grounds maintenance.
5. Minnesota Correctional Institution for Women (MCIW)
- Relatively little work similar to what is available at men's correctional institutions as industries jobs are available for women at MCIW.
  - The majority of work activity is done in the off-grounds program, where an inmate is employed and supervised by an outside company or agency. Six to ten inmates participate at any one time.
  - The key punch program, initiated in 1970, provides training to MCIW residents, after which they can do production work on a paid basis. Three to six inmates at any one time are doing production key punching on a contract basis.

E. Future Plans: 1978-1981

- Goal: Offer productive and competitive industry programs for at least 35% of the adult inmate population by 1980.

-- Sub Goals:

1. Attempt to develop a work ethic in all prison industry employees that meet the expectations of private industry.
2. Compensation of workers at a level which will allow them to build up an economic base for release, as well as allow them to participate in their own support and that of their dependents.
3. Provision of work activities which develop skills that can be transferred to civilian employment.
4. Require financial responsibility through offender charge-back for a portion of the cost of incarceration.

-- Rationale:

1. It has been demonstrated over the years that approximately 30 to 33% of the population of adult offenders are available and willing to work at any given time. The remainder of the population is generally involved in education, therapeutic and treatment programs, medical treatment, institution support jobs, and some form of detention.
2. Feedback from private industry indicates that offenders are often not accustomed to working a competitive 8 hour shift and have not developed a healthy attitude toward work.
3. Pilot programs in existence today indicate that offenders are willing to work hard, pay taxes and share in the cost of incarceration if they receive appropriate economic consideration for their work.
4. It is universally agreed that \$100 gate money is not adequate to maintain a released offender until civilian employment is found.

-- Activities:

1. Develop an 8 hour work day in all institutions.
2. Hire and fire workers in the same manner as does private industry.
3. Pay workers a more competitive wage and base the wages on productivity.
4. Coordinate vocational training programs and work programs so that maximum mutual support is achieved.

5. Establish a charge back system which is a true reflection of actual cost for offender maintenance excluding custody.
6. Provide services required by offender outside of the regular work day.
7. Develop enough jobs to require a high level of production for 35% of the population.
  - Specifically, the following plans will be implemented at each institution:
  - MSP - Continue farm machinery and cordage industries. Make operational improvements in present industry to obtain a breakeven manufacturing operation during FY 78. Develop new industry programs that will be self-supporting and will increase the industry work force to 35% of population.
  - SRM - Evaluate the vocational and industry program mix. If a separation develops this may allow trained offenders to apply their skill in a truly competitive work experience. Develop an expanded state use industry. Evaluate private industry to serve as future model shops.
  - MMTC- Provision of up to 110 full time work stations when MMTC becomes a medium institution in FY 1978. All jobs will pay wages based on productivity and operate on a full 8 hour work day. The entire work program will require a charge back to offenders for a portion of the cost of incarceration.
  - MCIW- Provision of 25 full time work stations meeting the new mission statement criteria by the middle of fiscal year 1978.

● Goal: Upgrade industry programs to be self-supporting entities, including the ability to support competitive wages by 1980.

-- Sub Goals:

1. Design industry shops to function similarly to those found in private industry.
2. Develop a diversity of products which will allow constant marketability.
3. Coordinate industry programs in all institutions to maximize resources.



-- Rationale:

1. Prison industries across the nation are characterized by short work days, too many workers for too few jobs, very low pay, a lack of transferable skill development, and, in general, inadequate preparation of an offender for release.
2. To counter the described situation, there is a need to develop work programs which parallel private industry and prepare workers for future employment.

-- Activities:

1. Maintain an ongoing evaluation of prison industry programs in order to analyze their comparability to private industry.
2. Maintain the Industry Advisory Board composed of private industry experts to help set direction for prison industries and to evaluate prison industry progress.
3. Expand the correctional industry director responsibilities to manage all industry programs in a coordinated effort.
4. Develop a management system which will run industries efficiently and produce products with constant marketability.
5. Set up model programs which will achieve the stated goals and serve as a basis for implementing the model on a wider base.

- Goal: Introduce private industry into correctional institutions, as well as providing the contractor with a product or service.

-- Sub Goals:

Contract with companies to provide work for offender employees within the institutions, as well as providing the contractor with a product or service.

-- Rationale:

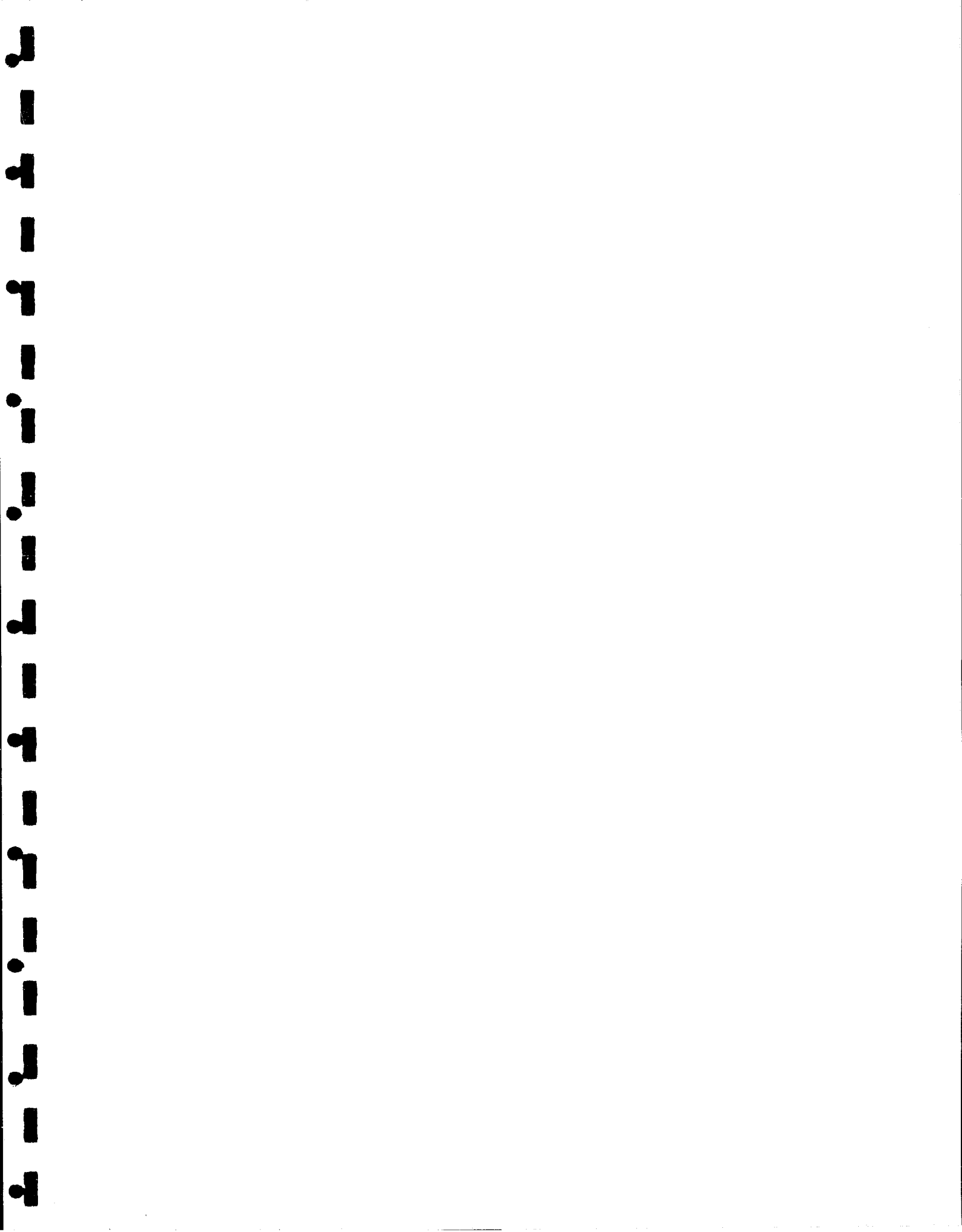
Pilot models involving private companies, either through direct employment of offenders or on a subcontract basis, will accomplish the goals enumerated in the Department Mission Statement, as well as serve as a pace setter for other prison-run industry programs.

-- Activities:

1. Contact and negotiate with companies to set up service or production components within the institutions.

2. Subcontract with companies to produce products or provide services.
3. Evaluate and propose legislation allowing charge-back in all institutions.
4. Design research instruments to monitor and evaluate the pilot programs.
5. Acquire funding to assist establishment of competitive employment shops at all institutions.
6. Coordinate work programs with existing vocational training programs at each institution.
7. Fuse the private industry program into the total correctional industry program.

● Costs: The Correctional Industries Director and, institution industries staff, and the Industries Advisory Committee are currently developing more specific plans for achievement of the above goals. When such information has been completed, a presentation will be made to the Legislature.



# Community Corrections

## Community Corrections

COMMUNITY CORRECTIONS ACT SUBSIDY  
PROGRAM  
PROBATION AND PAROLE  
GROUP HOME SUBSIDY  
COMMUNITY CORRECTIONS CENTERS ACT  
COMMUNITY CORRECTIONS PROGRAMS---  
CONTRACTED, OPERATED  
PROGRAMS OR SPONSORED  
PROGRAMS AND RESEARCH DIRECTED  
AT VICTIMS OF CRIME

COMMUNITY CORRECTIONS ACT SUBSIDY PROGRAM

## COMMUNITY CORRECTIONS ACT SUBSIDY PROGRAM

### A. Background and Major Elements

#### 1. Background Development

- The Community Corrections Act was developed out of a study committee formed by the Department of Corrections in mid-1972.
  - Four major concerns were dealt with by this committee:
    - a. increased cost of state institutions;
    - b. limited local corrections alternatives;
    - c. overlapping correctional jurisdictions (adult/juvenile; county/state);
    - d. lack of service delivery standards.
  - The committee was composed of legislators, judges, legislative staff, county probation staff, county government officials, police departments, members of state agencies, and staff from the Department of Corrections.
  - Four task forces were created to make recommendations in the areas of:
    - a. Regionalization - The determination of appropriate geographical areas as service delivery units. The issue of concern here was that while vast geographical areas interfere with the delivery of quality services, too small a service delivery unit causes problems for the development of comprehensive programming.
    - b. Administration - The determination of the appropriate administrative structure for the correctional system. The prime concern here was to simplify the existing overlap of correctional services while placing major administrative responsibility at the local level.
    - c. Standards - The development of standards for the correctional system. Uniform standards were lacking and where they did exist, there were no effective mechanisms for ensuring compliance.
    - d. Subsidy - The development of a coherent funding formula for the correctional system. A variety of state-local funding patterns existed; the aim was the development of a unified funding plan for the equitable distribution of state funds to local areas.
  - The final recommendations resulted in a draft version of the Community Corrections Act, which in turn was reviewed by a variety of significant groups -- legislative, professional, and citizen.
  - The Act was passed into law by the 1973 State Legislature.

## 2. Major Elements of the Community Corrections Act

- The Community Corrections Act allows the Commissioner of Corrections to make subsidy grants to a county (or a group of counties within an economic development region) who choose to come under the Act and develop a plan for the provision of a range of correctional services, including prevention services, diversion programs, probation and parole services, community corrections centers and facilities to detain, confine and treat offenders of all age groups. The major elements of the Act include the following:

- Corrections Advisory Board

Participating counties must establish a Corrections Advisory Board responsible to the County Board (s) of Commissioners. Membership on this board is to be composed of representatives from law enforcement, prosecution and defense attorneys, judiciary, education, corrections, ethnic minorities, social welfare services, lay citizens, and representatives from the County Board. The Board is to (a) be actively involved in the development of an annual comprehensive corrections plan for the development and delivery of correctional services; and (b) to provide the coordination and cooperation needed to make the expanded community corrections system a viable reality.

- Comprehensive Corrections Plan

The local comprehensive corrections plan defines correctional needs and identifies programs and services designed to meet those needs during the course of the funding year. This plan is developed by the Corrections Advisory Board and ultimately must be approved by the County Board of Commissioners and submitted for funding approval to the Commissioner of Corrections.

- Equalization Formula

Upon approval of the comprehensive plan by the Commissioner, local counties are eligible for a state financial subsidy. The formula used to determine the amount of subsidy for which each county is eligible involves per capita income, per capita taxable value, per capita expenditures for correctional purposes, and per cent of county population between the ages of 6 and 30. This formula is designed to relate correctional needs and the ability of the county to pay and is aimed at producing a rational means of allocating state monies.

- Local Administrative Structure

The Act provides counties with authority to determine and establish the administrative structure best suited to the efficient delivery of community services. Counties have the freedom to determine the particular administrative structure most suited to the local condition.

- County Costs

In addition to assuming probation and parole services previously provided by the State, counties under the Act are charged for the use of state institutions for adults whose sentences are for five

years or less, as well as for all juvenile commitments. Coupled with the subsidy, the obvious incentive is to encourage the development and use of community programs wherever possible, and state facilities only as a last resort in those cases where protection of the public demands state institutionalization.

### 3. Assumptions of the Community Corrections Act

- Two major assumptions are central to the Community Corrections Act:

- The successful reintegration of certain categories of offenders can most appropriately be achieved within the context of the local community, and with the involvement of a broad spectrum of community interests.
- The successful transition to a community-based system of corrections depends upon developing leadership, freedom for innovation and the commitment of human and financial resources close to the center of action at the local level, rather than in a geographically and hierarchically distant power center.

- More specific assumptions which follow from the above are those of the identification of local service needs; organizational coherence; community involvement; and the development of community corrections programs.

- Identification of Local Needs:

The task of community corrections is one of defining needs at the local level and developing solid ties between the offender and the community. The Community Corrections Act assumes that local communities are in the best position to define needs and, in partnership with the state, to develop solutions. Handling offenders closer to home provides more opportunity for maintaining family and community ties; it facilitates reintegration into community life. This is particularly the case for juvenile offenders when correctional efforts should be directed toward family members as well as the offender.

- Organizational Coherence:

Responsibility for the administration of correctional services in the 87 counties of the state is fragmented not only among levels of government--county, region, state--but also within jurisdictions--juvenile and adult, probation and parole, institution and community programs. The existing gaps and duplications caused by administrative fragmentation of the correctional enterprise can be resolved only by major changes in the organization and financing of services. The Act assumes that a combined local corrections authority would facilitate the development of a more effective and efficient corrections delivery system. Such a local corrections authority would keep the management function close to operations, and encourage creative leadership in program development.



-- Community Involvement:

Corrections has too long been isolated from the mainstream of community activity. Corrections planning, program development, and operations have commonly been imposed on local levels of government with little room provided for direct citizen involvement. The Act emphasizes the necessity for systematic local involvement in the development of local correctional plans as well as public interpretation and reaction to such plans. It is expected that through structured citizen involvement a continuing public dialogue on corrections programming will be maintained at the local county or regional level.

-- Development of Community Corrections Programs:

When offenders can be shifted from custodial control within a large state institution to a community-based program without a loss of public protection, the economic and human costs involved require that such a shift be made. The Act is based upon the premise that a large proportion of offenders can be handled within the context of the community without a significant loss in public protection and with financial savings.

4. Purpose and Aims of the Act

● Major purposes of the Act are:

- To provide resources for the development of new corrections services for delivery at the local level.
- To lessen the reliance on state institutionalization for those offenders who can be more appropriately handled in the community.
- To provide for an equitable distribution of state dollars to local community corrections systems.
- To build a constituency for corrections at the local level through the involvement of significant organizations, institutions, and individuals.
- To provide effective state monitoring of the developing system of community corrections without stifling creativity and a sense of local ownership.

● More specific aims of the Act relative to local counties, the Department of Corrections, and county-state relations are as follows:

-- Impact on local counties

- a. Providing a county or group of counties with the financial resources necessary to better meet locally identified corrections needs.
- b. Encouraging counties to assume direct operational responsibility for the delivery of most correctional services.

- c. Enabling counties to develop a coordinated planning, budgeting, information and evaluation system for all local corrections services in compliance with standards and guidelines formulated for the Act.
- d. Providing a financial disincentive for the use of state correctional institutions for all but the habitual or dangerous offender.
- e. Placing primary responsibility on local counties to identify correctional needs and to develop programs and services to meet these needs.
- f. Structuring involvement of a wide variety of local citizens and elected officials through the Corrections Advisory Board and the County Board of Commissioners.

-- Impact on the Department of Corrections

- a. Transferring responsibility for the direct operation of programs to the local county level.
- b. Providing financial and technical assistance to counties for the development and operation of a community-based corrections system. Subsidy funds provided through the Act replace the variety of state subsidy programs which have historically operated (county group homes, probation officer reimbursement, Community Corrections Centers Act subsidy, and Regional Jail subsidies).
- c. Setting standards for the operation of the community-based corrections system and insuring compliance.
- d. Developing and encouraging the development of model or demonstration corrections programs.
- e. Continued operation of state institutions for habitual or dangerous offenders.

-- Impact on County-State Relations

- a. Developing a cooperative relationship in which the county becomes the prime service provider and the state assumes the backup role of providing supportive services and institutional programs for the habitual or dangerous offender.
- b. Developing a more rational corrections delivery system which minimizes the duplication of service providers at the various levels of government.
- c. Developing compatible management information systems for corrections purposes across the state.

## 5. Subsidy Equalization Formula

### a. Factors

- Chapter 401.10 of the Community Corrections Act provides that the eligible subsidy for each county is to be based upon four factors:
  - Per Capita Income - this is an inverse factor; counties with a relatively high per capita income are eligible for less per capita subsidy than are counties with relatively low per capita income.
  - Per Capita Taxable Value - this is also an inverse factor; counties with a higher per capita taxable value are eligible for relatively less than counties with a lower per capita taxable value.
  - Per Cent of County Population Aged Six through Thirty (6-30) - this is a direct factor; counties with a higher proportion of young people are eligible for relatively more subsidy.
  - Per Capita Expenditure for Correctional Purposes - this is also a direct factor which essentially reflects the counties' expenditure for probation services. Since this factor is based only on the number of adults under supervision, the number of pre-sentence investigations completed, probation officer's salaries, and overhead, it does not necessarily reflect all of a county's expenditure for correctional purposes.

### b. Example

- The following example will serve to illustrate the computation method used:

#### —Factor: Per Capita Corrections Expenditures

##### 1. Ingredients

- Number of persons convicted of a felony who are under supervision at year's end multiplied by \$350.00 (estimated average case cost of supervision)
- PLUS -
- Number of pre-sentence investigations (PSI) completed during the year multiplied by \$50.00 (estimated cost of service)
- PLUS -
- Annual cost to the county for county probation officer salaries
- PLUS -
- One third of the annual total cost of probation officer salaries

2. Method

- The total product of the above four ingredients is divided by county population to arrive at per capita corrections expenditures.
- Per capita corrections expenditure is then divided by the 87 county average per capita corrections expenditures.

3. Example

- 96 cases x \$350.00 = \$33,600
- 65 P.S.I.'s x \$50.00 = \$ 3,250
- Probation Officers Salary = \$31,172
- One-third Probation Officers Salary = \$10,391
- Total Corrections Expenditures = \$78,413
- $\frac{\$78,413}{35,145}$  (Total Corrections Expenditures / County population) = \$ 2.23 (Per capita corrections expenditures)
- $\frac{\$ 2.23}{\$ 1.59}$  (Per Capita Expenditures / 87 county average) = 1.402 (Standardized score for this factor)

—Factor - Percent of County Population Aged 6 through 301. Ingredient

- Percent of county population aged 6 through 30

2. Method

- Percent of county population aged 6 through 30 divided by average percent of state population aged 6 through 30 to arrive at a standardized score.

3. Example

- $\frac{14,183}{35,145}$  (6-30 population / Total county population) = 40.4% (Percent of county population age 6-30)
- $\frac{.404}{.417}$  (Percent of county population age 6-30 / Average percent of state population 6-30) = .969 (Standardized score for this factor)

—Factor: Per Capita Income1. Ingredient

- Each county's per capita income

2. Method

- County per capita income divided into the 87 county average to arrive at a standard score.

### 3. Example

$$\frac{\$4,807 \text{ (State per capita income)}}{\$6,201 \text{ (County per capita income)}} = .775 \text{ (Standardized score for this factor)}$$

#### Factor: Per Capita Taxable Value (Real Estate)

##### 1. Ingredient

— The county's per capita taxable property value

##### 2. Method

— Each county's per capita taxable value is divided into the 87 county average to arrive at a standardized score.

### 3. Example

$$\frac{\$91,997,807 \text{ (Taxable value)}}{35,145 \text{ (County population)}} = \$2,617.66 \text{ (per capita value)}$$

$$\frac{\$2,660.03 \text{ (State per capita taxable value)}}{\$2,617.66 \text{ (County per capita taxable value)}} = 1.016 \text{ (Standardized score)}$$

- Standard scores for each county on each of the factors are then summed and divided by 4 to arrive at the computation factor for that county.

#### Example

$$\begin{array}{l} 1.402 \text{ (Corrections expenditures)} \\ .969 \text{ (Population 6-30)} \\ .775 \text{ (Income)} \\ 1.016 \text{ (Taxable value)} \\ \hline 4.162 = \frac{4.162}{4} = 1.040 \text{ (Computation factor)} \end{array}$$

- The computation factor is multiplied by a "dollar value" (a factor utilized to adjust total eligibility to match total appropriation), and then multiplied by county population to arrive at annual subsidy eligibility for the county.

#### Example

$$1.040 \text{ (computation factor)} \times 4.16 \text{ (dollar value)} \times 35,145 \text{ (county population)} = \$152,051 \text{ (annual county subsidy eligibility).}$$

## 6. Procedures for County Participation

- Counties may come under the Act either as single county jurisdictions with a minimum population of 30,000 or as multi-county groupings from within a single economic development region.
- In order to participate under the Act, counties must complete the following steps:
  - An expression of interest by the County Board of Commissioners in participating under the Act.

- Formation of a Corrections Advisory Board by the County Board of Commissioners.
- Development of a comprehensive corrections plan by the Corrections Advisory Board.
- Approval of the plan by the County Board of Commissioners and submission to the Commissioner of Corrections for approval.

## B. Implementation Progress

### 1. Dodge/Olmsted/Fillmore:

#### ● Date of Implementation

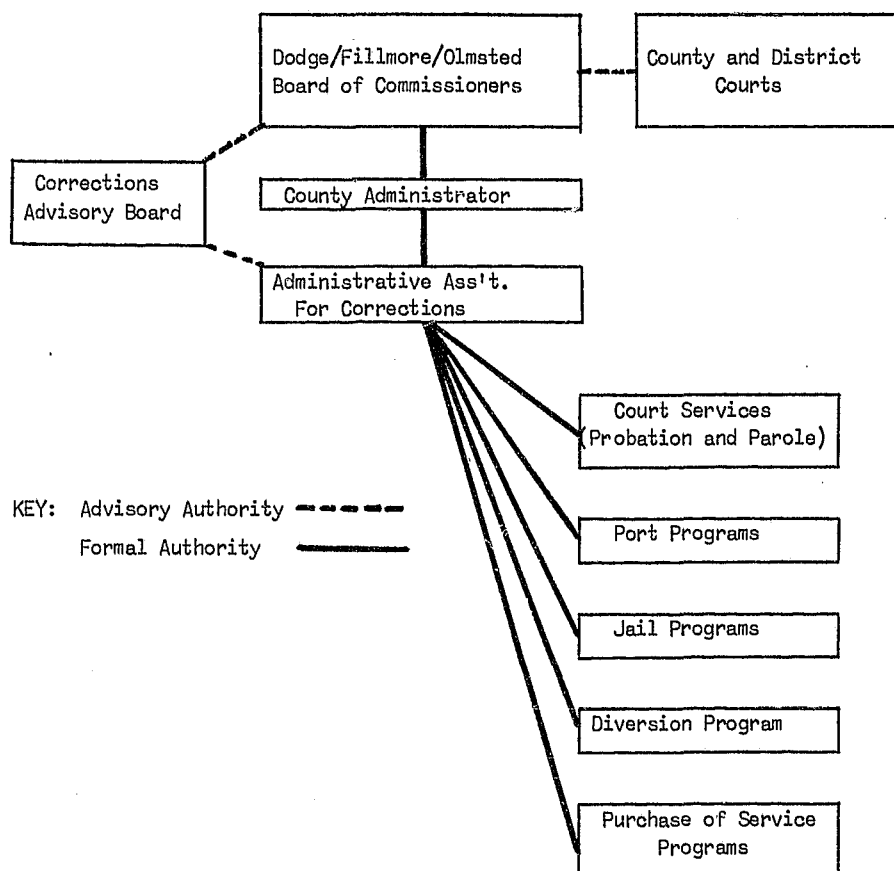
- Dodge/Olmsted counties came under the Act on June 1, 1974.
- Fillmore county joined with Olmsted/Dodge on October 1, 1975.

#### ● Implementation Timetable

- 10/73 Joint meeting of County Commissioners; resolution passed approving participation in the Act and creation of Corrections Advisory Board.
- 4/74 Corrections Advisory Board and Boards of County Commissioners' approval of Comprehensive Plan
- 6/74 Olmsted/Dodge Counties began participation in the Community Corrections Act upon approval of the Comprehensive Plan by the Commissioner of Corrections
- 4/75 Fillmore County Board passed resolution to join with Dodge/Olmsted Community Corrections in Community Corrections Act.
- 10/75 Fillmore County joined with Dodge/Olmsted under the Act.

#### ● Organization Structure

- The organization of community corrections in Dodge, Olmsted and Fillmore counties following coverage under the Act is presented in Figure 1:

FIGURE 1: ORGANIZATION STRUCTURE OF DODGE, FILLMORE, OLMSTED COMMUNITY CORRECTIONS



● Program Development

-- The following are among the major programs developed, implemented, and operated with subsidy funds within the three county community corrections system:

a. Juvenile Pre-Trial Diversion Program:

This program identifies juveniles in trouble with the law who can effectively be dealt with outside of the formal juvenile justice system; supervision is provided and use of alternative community resources are made available.

b. Probationed Offenders Rehabilitation & Training Program (PORT)

This is a residential program for adult and juvenile offenders requiring close supervision who would otherwise be committed to state institutions.

c. Girls Group Home:

This is a residential facility for delinquent girls who require close supervision on a pre- and post-adjudication basis.

d. School Program Contingency Classroom Project:

This is a three classroom, junior-high alternative learning program for youth experiencing school adjustment and/or delinquency problems.

e. Justice System Volunteer Project:

A program to provide a range of volunteer services to the criminal and juvenile justice systems and includes counseling supervision.

f. Purchase of Service Program:

Funds in this program are used to purchase services which are not a regular part of the Dodge - Fillmore - Olmsted Community Corrections system. Funding has been used to purchase diagnostic and treatment services from both public and private vendors..

g. Court Services:

Both probation and parole supervision are provided within a unified court services program.

h. Boys Group Home:

This is a residential program for delinquent boys, which also serves as an alternative to jail detention.

i. Fillmore County Diversion Program:

This program diverts juveniles in trouble with the law from further penetration into the juvenile justice system and on to a community service restitution work program.

j. Jail Program:

Located in the Olmsted County Jail, this program is designed to provide work release supervision, counseling services and referrals to relevant community agencies.

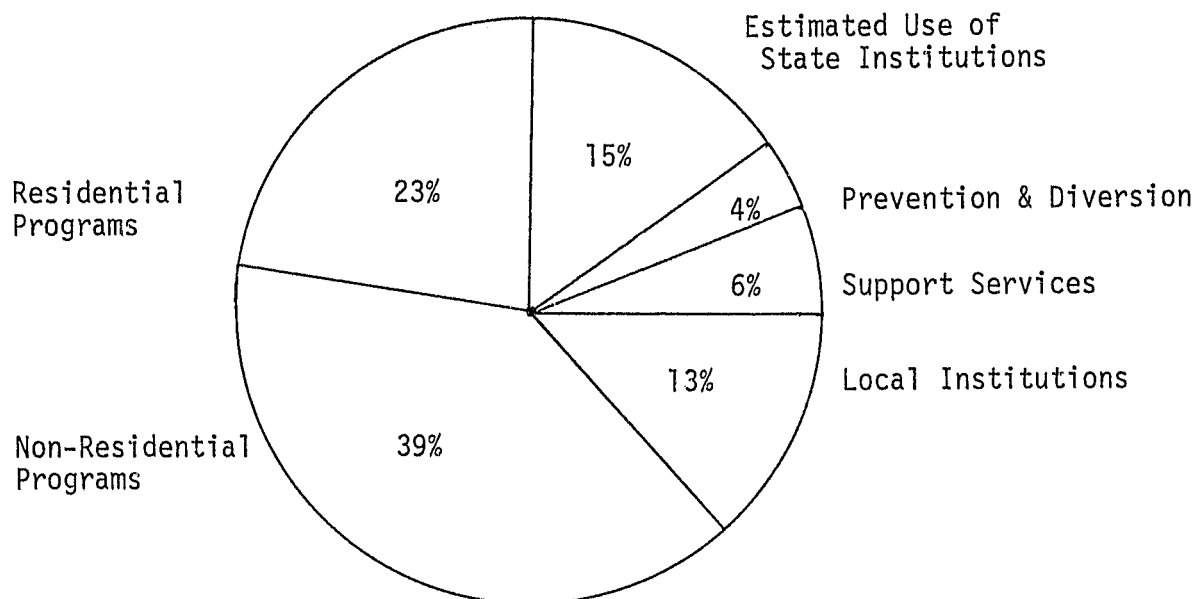
● Financial Summary by Year - Subsidy Funds

-- June 1, 1974 - December 31, 1974

a. Support services (evaluation, training, administration) . . . . .	\$11,707.00	(6%)
b. Prevention and Diversion . . . . .	8,209.00	(4%)
c. Non-residential Programs . . . . .	70,877.00	(39%)
d. Residential Programs . . . . .	43,151.00	(23%)
e. Local Institutional Programs . . . . .	24,872.00	(13%)
f. Estimated Use of State Institutions . . . . .	27,925.00	(15%)
Total Budgeted Subsidy Funds . . . . .	<u>\$186,741.00</u>	<u>(100%)</u>

- Figure 2 presents the financial breakdown of the Olmsted/Dodge Plan in terms of the planned proportionate allocation of subsidy funds.

FIGURE 2: Proportionate Allocation of Subsidy Funds -  
Olmsted/Dodge - 1974



- Analysis of Figure 2 reflects the following:

- a. non-residential services were allocated the largest proportion of subsidy funds, including the cost of assuming state parole services, full funding of court probation services, the development of extensive probation service in Dodge County and continuation of the local volunteer service program.
- b. residential programs were allocated the next largest proportion of subsidy funds (23%), including the PORT program and group home project.
- c. the estimated use of institutions category was designated to cover the per diem costs incurred for adult offenders committed to state institutions with statutory sentences in excess of five years as well as for all commitments of juveniles.

- d. the county corrections system designated 13 per cent of subsidy funds for local institutional programming, involving implementation of a program for short term offenders in the Olmsted County Jail.
- e. support services, including research, training and administrative service accounted for 6 per cent of planned subsidy expenditures.
- f. the Comprehensive Corrections Plan designated 4 per cent of subsidy funds to prevention and diversion programs, including the development of special classroom programs in the Rochester schools.

--January 1, 1975 - December 31, 1975

a. Support Services, (administration, evaluation, training) . . . . .	\$42,895.00	(12.9%)
b. Prevention and Diversion . . . . .	17,644.00	( 5.3%)
c. Non-residential Programs . . . . .	91,791.00	(27.6%)
d. Residential Programs . . . . .	85,728.00	(25.8%)
e. Local Institutional Programs . . . . .	22,687.00	( 6.8%)
f. Estimated Use of State Institutions . . . . .	<u>71,024.00</u>	<u>(21.4%)</u>
Total Budgeted Subsidy Funds. . . . .	\$331,769.00	(100%)



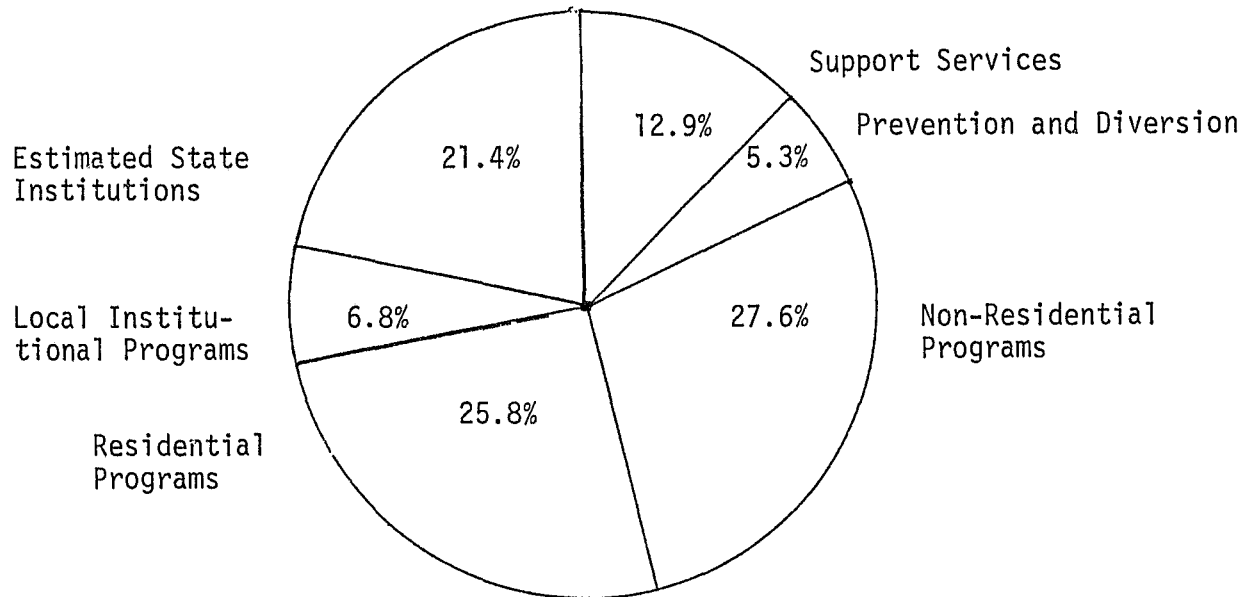
**CONTINUED**

**3 OF 6**

-- Figure 3 presents the financial breakdown of the 1975 Olmsted/Dodge/Fillmore Plan by proportionate amount of budgeted subsidy funds by program area.

FIGURE 3 : Proportionate Allocation of Subsidy Funds -

Dodge, Fillmore, Olmsted - 1975



-- Analysis of Figure 3 reveals the following:

- a. the largest proportion of subsidy funds (27.6%) were allocated to non-residential programming, including parole and probation services and local volunteer services.
- b. residential programs received the next largest proportion of subsidy funds (25.8%), including the PORT program and group home program.
- c. the three counties estimated that approximately 21 per cent of subsidy funds would be necessary to cover the per diem cost of offenders placed in state institutions and this amount was then deducted from subsidy payments received from the Department of Corrections.
- d. approximately 13 per cent of subsidy funds were designated for support services, including 5 per cent each for evaluation research and training and approximately 2 per cent for administrative services.

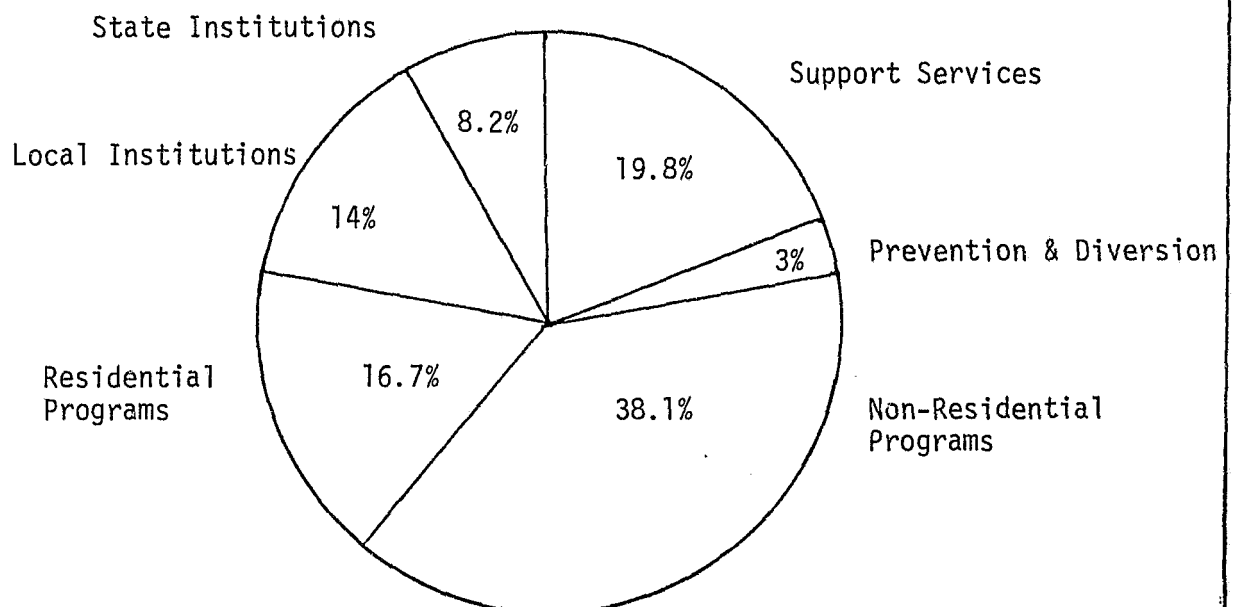
- e. the Comprehensive Plan also included approximately 7 per cent of subsidy funds to be allocated to local institutions, primarily designated for short-term offender programming in the Olmsted County Jail.
- f. prevention and diversion programming was allocated 5 per cent of subsidy funds for the operation of pretrial diversion services and delinquency prevention programs.

--January 1, 1976 - December 31, 1976

a. Support Services (administrative, evaluation, training) . . . . .	98,202	(19.8%)
b. Prevention and Diversion . . . . .	15,000	( 3.0%)
c. Non-residential . . . . .	188,941	(38.1%)
d. Residential . . . . .	83,024	(16.7%)
e. Local Institutions . . . . .	69,856	(14.0%)
f. Estimated Use of State Institutions . . . . .	40,713	( 8.2%)
Total Budgeted Subsidy Funds . . . . .	\$495,736	(100.0%)

-- Figure 4 presents the financial breakdown of subsidy monies budgeted in the 1976 Corrections Comprehensive Plan for Dodge/Olmsted/Fillmore Counties by program area:

FIGURE 4 : Proportionate Allocation of Subsidy Funds -  
Dodge, Fillmore, Olmsted - 1976





-- Inspection of Figure 4 reveals the following:

- a. non-residential programs, and specifically probation and parole supervision, were allocated approximately 38 per cent of available subsidy funds; this represented a comparable percentage to that allocated in the 1975 plan.
- b. support services (research and training) were designated to receive approximately 20 per cent of the available subsidy. A substantial amount of this money represented unexpended subsidy funds from the previous years, which were allocated for research and training activities.
- c. residential services were allocated approximately 17 per cent of subsidy funds; this included at least partial funding for the two group homes, the PORT program, and the purchase of services from private and public vendors.
- d. the estimated use of state institutions category was to receive approximately 8 per cent of subsidy funds; this was a continued decline in proportionate expenditures for this category from each of the previous years.
- f. prevention and diversion services were assigned 3 per cent of subsidy funds; this was comparable to funding in previous years and was designed to provide staffing for the pre-trial diversion program located in the office of the Olmsted County Attorney.

## 2. Ramsey County

### ● Date of implementation

-- entered the Act on July 1, 1974.

### ● Implementation Timetable

12/73 Ramsey County Board of Commissioners passed resolution to come into the Community Corrections Act.

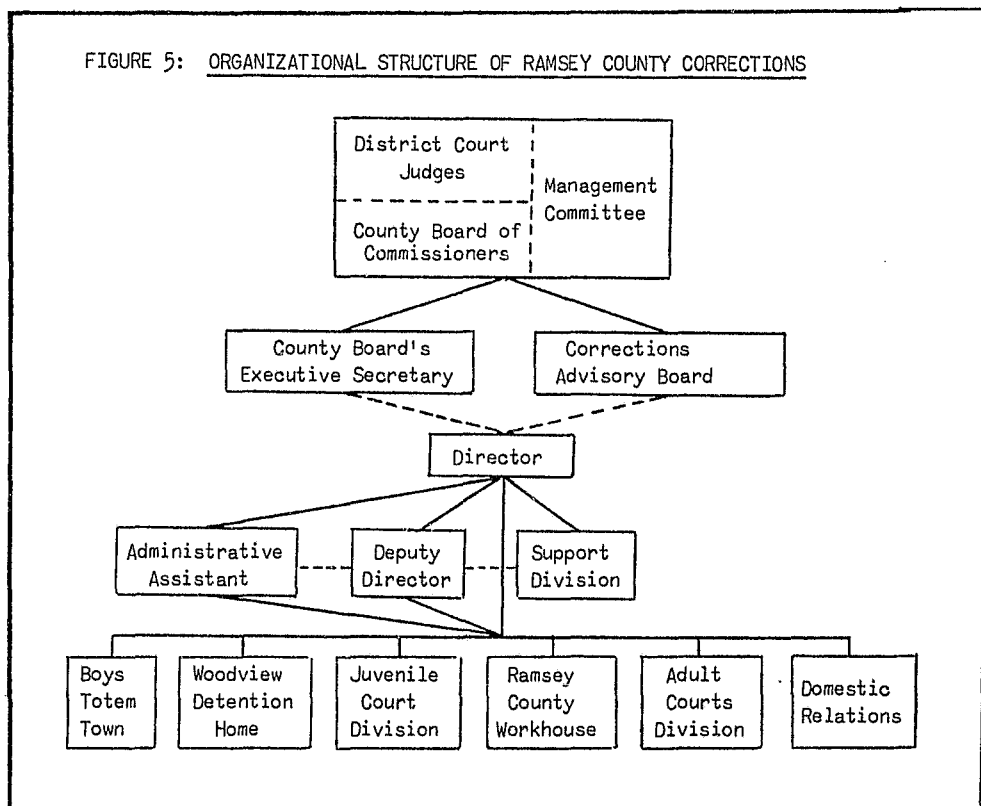
1/74 Appointment of Advisory Board and initiation of planning process for the development of the Comprehensive Plan.

6/74 Advisory Board and Ramsey County Commissioners approved Comprehensive Plan.

7/74 Ramsey County began participation in the Community Corrections Act upon approval of the plan by the Commissioner of Corrections

### ● Organization Structure:

-- the organization of community corrections in Ramsey County following coverage under the Act is presented in Figure 5.



● Program Developments

- Subsidy funds have been used in Ramsey County for at least partial funding of a wide variety of programs and services, including:
  - a. Volunteer Probation Officer Program: Community Volunteers were recruited and used in this program to provide tutorial, counseling and recreational services for juvenile-aged probationers.
  - b. Group Homes: Subsidy funds were used for the operation of a large number of group homes designed as alternatives to state institutions for juvenile-aged offenders.
  - c. Purchase of Services: Purchase of service contracts were developed with some thirty different residential programs for the placement of adult offenders on both a pre- and post-incarceration basis.
  - d. Prevention and Diversion Programs: Subsidy funds were used to provide support for youth service bureaus, youth advocacy programs and pre-trial diversion services within the county.
  - e. Probation and Parole Services: A unified probation and parole system within the county received on-going funding out of the Community Corrections Act.
  - f. Workhouse, Detention Center and Boy's Totem Town: Each of these programs received some portion of funding out of subsidy funds for the development and operation of special services and needed renovations.

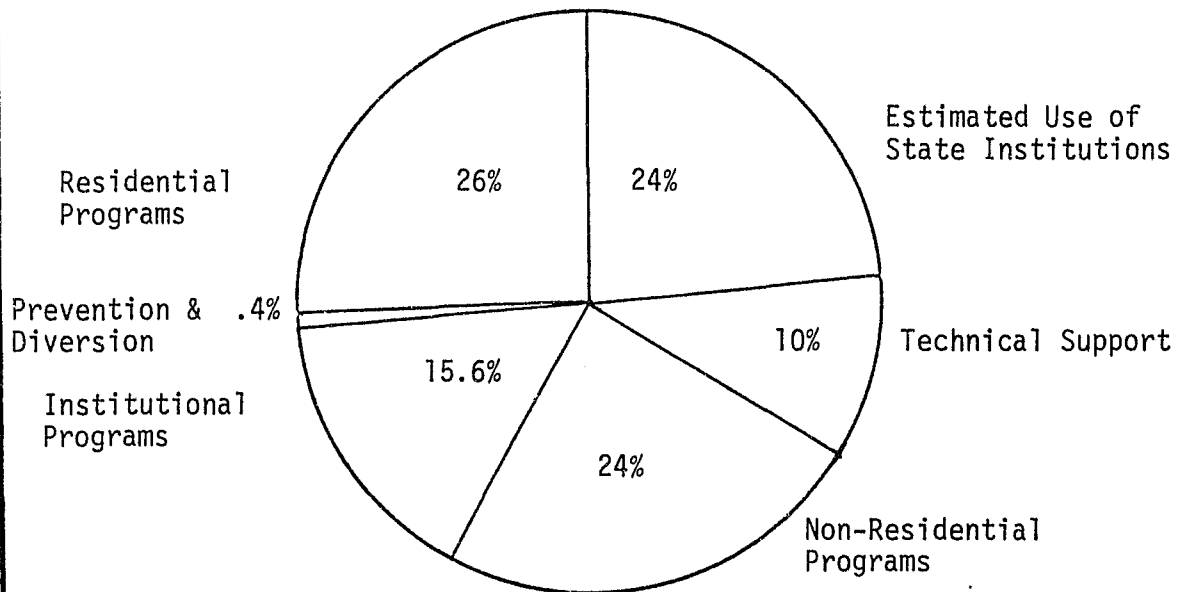
● Financial Summary by Year - Subsidy Funds

-- July 1, 1974 - December 31, 1974

a. Technical Support (evaluation, training, and administration) . . . . .	90,000 ( 10.0%)
b. Prevention and Diversion Programs . . . . .	3,415 ( 0.4%)
c. Non-residential Programs . . . . .	212,453 ( 24.0%)
d. Residential Programs . . . . .	232,790 ( 26.0%)
e. Local Institutional Programs . . . . .	144,117 ( 15.6%)
f. Estimated Use of State Institutions . . . . .	<u>217,225 ( 24.0%)</u>
Total Budgeted Subsidy Funds	\$900,000 (100.0%)

-- Figure 6 presents a financial summary of the Ramsey County Plan in terms of the proportionate allocation of subsidy funds.

FIGURE 6 : Proportionate Allocation of Subsidy Funds -  
Ramsey County - July 1, 1974-Dec. 31, 1974



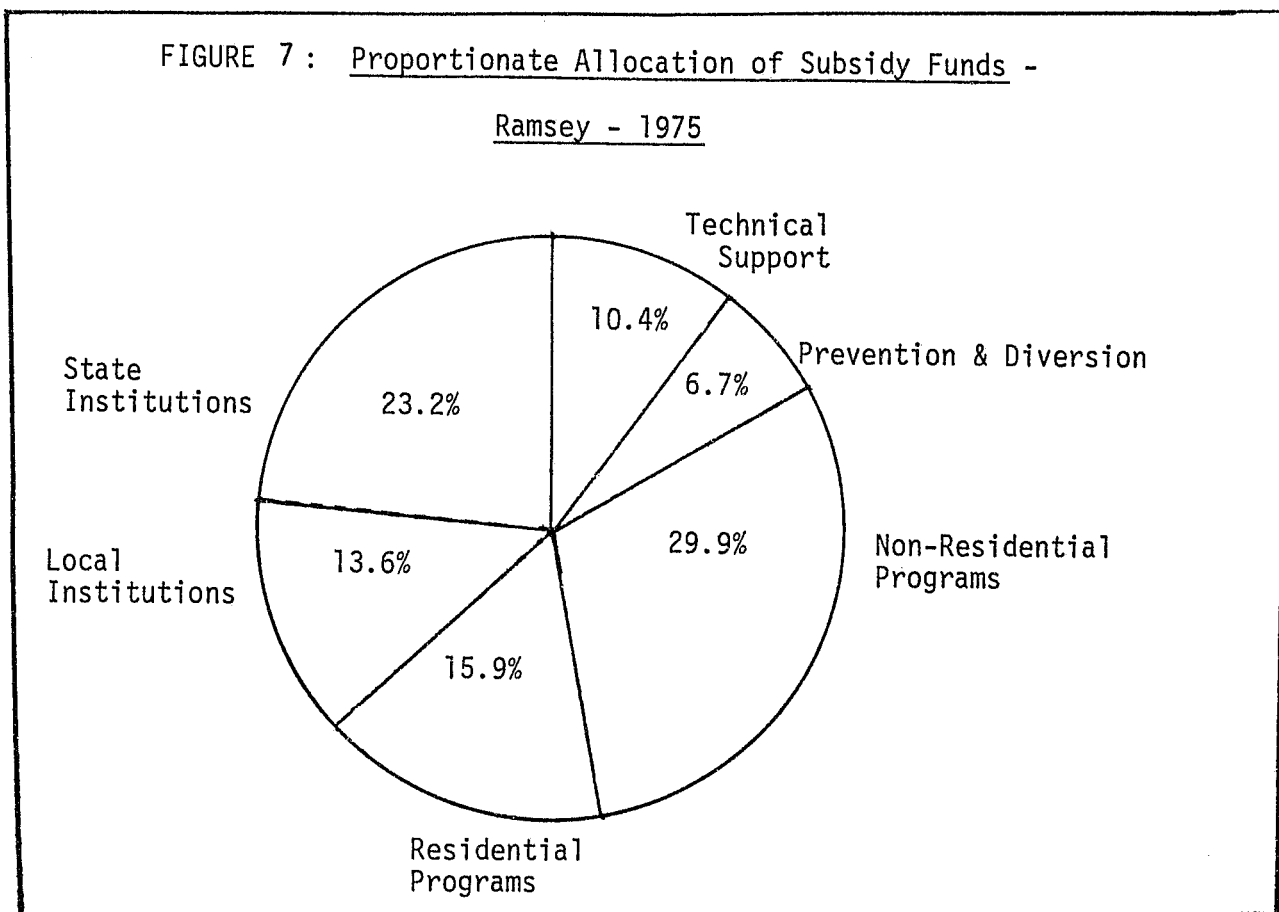
-- Inspection of Figure 6 reveals the following:

- a. the largest proportion of subsidy funds (26%) was allocated to residential programming. This included the continued use of existing residential facilities as well as the development of new program resources.
- b. the next largest allocation of funds was for non-residential programming (24%), including purchase of service contracts, hiring additional staff, and the assumption of state parole agents serving the county.
- c. the estimated use of state institutions category was allocated 24 per cent of subsidy funds. This high level of funding was set deliberately by the Corrections Advisory Board on the basis of uncertainty over the possible number of commitments to be made during the remainder of the year.
- d. local institutional programs account for slightly over 15 per cent of subsidy funds. This included the development of new programs, hiring additional staff and making the necessary remodeling to buildings.
- e. technical support services, particularly the areas of research and training, accounted for 10 per cent of planned subsidy expenditures.
- f. prevention and diversion funding was the smallest category and essentially involved conducting a survey of existing programs and documenting needs for the 1975 Comprehensive Plan.

-- January, 1975 - December 31, 1975 - Subsidy Funds

a. Technical Support (evaluation, training, administration) . . . . .	\$206,229.00 (10.4%)
b. Prevention and Diversion . . . . .	133,250.00 ( 6.7%)
c. Non-residential Programs . . . . .	590,860.00 (29.9%)
d. Residential Programs . . . . .	314,735.00 (15.9%)
e. Local Institutional Programs . . . . .	269,490.00 (13.6%)
f. Estimated Use of State Institutions . . . . .	459,097.50 (23.2%)
Total Budgeted Subsidy Funds . . . . .	<u>\$1,973,661.50 (100.0%)</u>

-- Figure 7 presents the proportionate amount of subsidy spending for Ramsey County during calendar year 1975:



-- Inspection of Figure 7 reveals the following:

- a. non-residential programs, including probation and parole supervision, purchase of employment training services for offenders, and special counseling services for youth, were allocated the largest proportion of subsidy funds (30%).
- b. the estimated use of state institutions represent approximately 23 per cent of subsidy funds. This was a comparable level of funding to the prior year for this category.
- c. residential programs were allocated approximately 16 per cent of subsidy funds, primarily for the purchase of services from private vendors.
- d. local institutions were to receive approximately 14 per cent of available subsidy funds for the expansion of program services at the Woodview Detention Center, Boy's Totem Town and the Ramsey County Workhouse.
- e. technical support services were allocated approximately 10 per cent of subsidy funds for the provision of research and training activities.

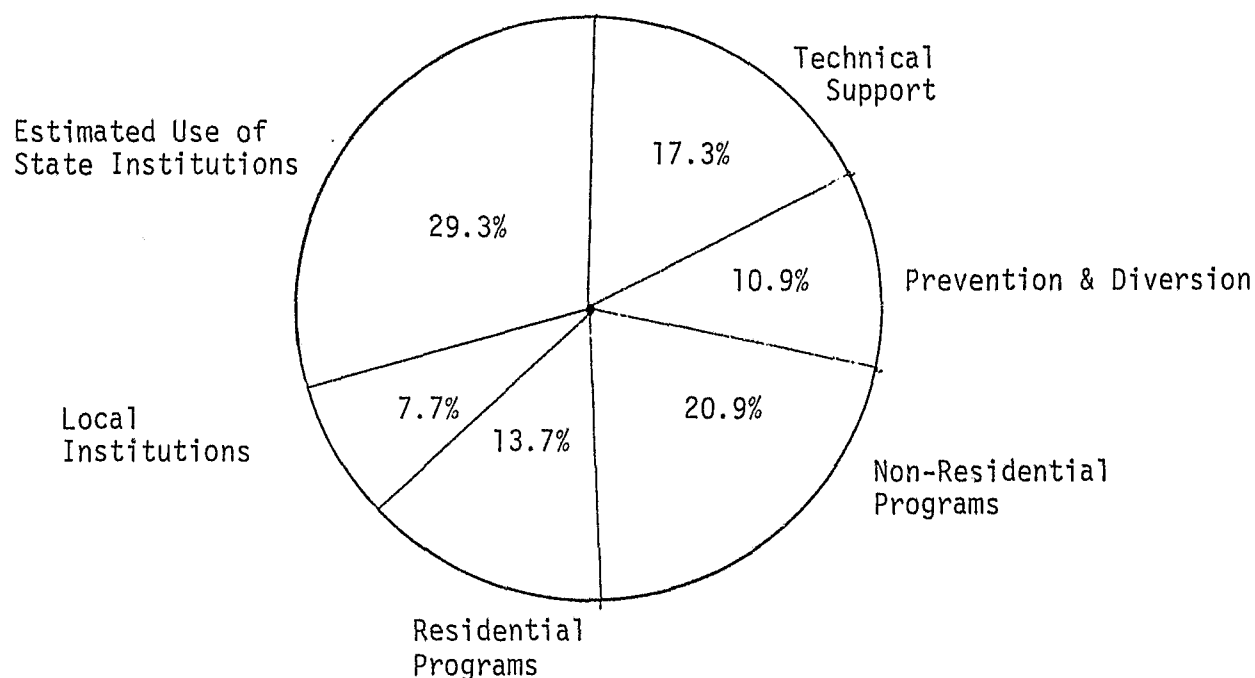
- f. prevention and diversion services were allocated approximately 7 per cent of subsidy funds for special counseling and diversion programs.

-- January 1, 1976 - December 31, 1976

a. Technical Support (evaluation, training, administration) . . . . .	488,847.00	(17.3%)
b. Prevention and Diversion . . . . .	307,727.00	(10.9%)
c. Non-residential Programs . . . . .	590,287.00	(20.9%)
d. Residential Programs . . . . .	386,000.00	(13.7%)
e. Local Institutions . . . . .	217,241.00	( 7.7%)
f. Estimated Use of State Institutions . . .	<u>825,131.00</u>	<u>(23.2%)</u>
Total Budgeted Subsidy Funds .	\$2,815,233.00	(100.0%)

- Figure 8 presents a financial summary of the 1976 Ramsey County Plan.

FIGURE 8 : Proportionate Allocation of Subsidy Funds  
RAMSEY COUNTY 1976



-- Inspection of Figure 8 reveals the following:

- a. The estimated use of state institutions category was allocated the largest proportion of subsidy funds (29.3%). This represents a slight increase from the proportionate allocation in the two previous Comprehensive Plans.
- b. Non-residential programs were allocated approximately 21 percent of available subsidy funds for probation and parole supervision, purchase of employment counseling services and special counseling services for youth. This represented a slight decrease in planned subsidy spending for this category over the prior year.
- c. Technical support services were allocated approximately 17 percent of subsidy funds for the conduct of research and training programs, the on-going development of a management information system, planning and administration. This represented an increased level of funding from the prior year; however, a substantial proportion of this resulted from unexpended funds for research and training carried over into 1976.



- d. Residential services represented approximately 14 percent of planned subsidy expenditures and were designated for purchase of services on a pre- and post-incarceration basis for offenders.
- e. Prevention and diversion programming were allocated approximately 11 percent of subsidy funds. This category included at least partial funding of youth service bureaus, special counseling services for adult offenders released from local institutions and the adult pre-trial diversion program (Project Remand). This amount of planned spending represented a larger proportion than was provided in the prior year's comprehensive plan.
- f. Approximately 8 percent of subsidy funds were allocated to local institutions for the provision of work release programming in the Ramsey County Workhouse as well as for educational services and renovations to this facility.

### 3. Crow Wing/Morrison Counties

#### • Date of implementation:

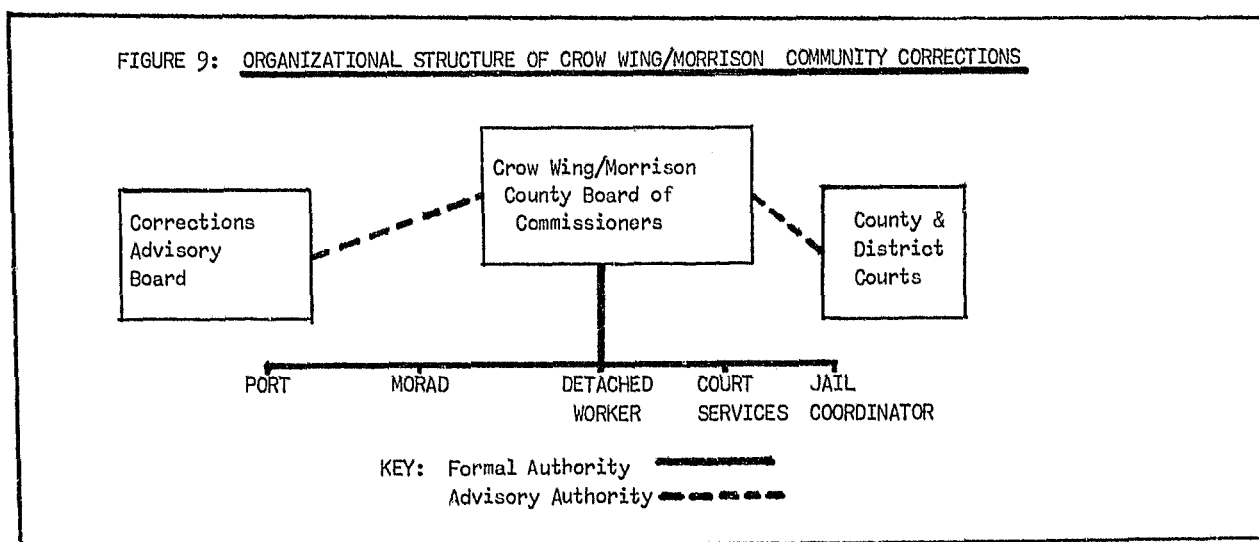
- Entered the Act on September 1, 1974.

#### • Implementation Timetable:

- 2/74 Joint resolution passed by Crow Wing/Morrison County Commissioners for participation under the Act.
- 3/74 Creation of Crow Wing/Morrison Advisory Board.
- 8/74 Corrections Advisory Board and County Board approval of Comprehensive Plan.
- 9/74 Crow Wing/Morrison Counties began participation in the Community Corrections Act upon approval of the Plan by the Commissioner of Corrections.

#### • Organization Structure

- The organization of Community Corrections in Crow Wing/Morrison Counties under the Act is presented in Figure 9:



#### • Program Developments

- Among the major program services which have been developed, implemented and operated within the two county area on the basis of subsidy funds are the following:
  - a. Prevention and Diversion: Subsidy funds have been used for a detached worker program for juveniles referred by law enforcement or the courts.

- b. Morrison County Adolescent Group Home (M.O.R.A.D.): This is a 7 bed group home for juvenile-aged boys referred from the Crow Wing and Morrison County Juvenile Court.
- c. PORT Group Home: A six bed facility for juvenile-aged girls referred from the Crow Wing and Morrison County Juvenile Courts.
- d. PORT Program: A residential facility for juvenile and adult males referred from both County and District Courts in Crow Wing and Morrison Counties.
- e. Jail Coordinator and Programming: Located in the Crow Wing County Jail, this program provides supervision of work releases and the provision of necessary social, health care and counseling services for jail inmates.
- f. Probation and Parole Supervision: Probation and parole supervision is provided for juvenile and adult offenders within a two county unified court services program.

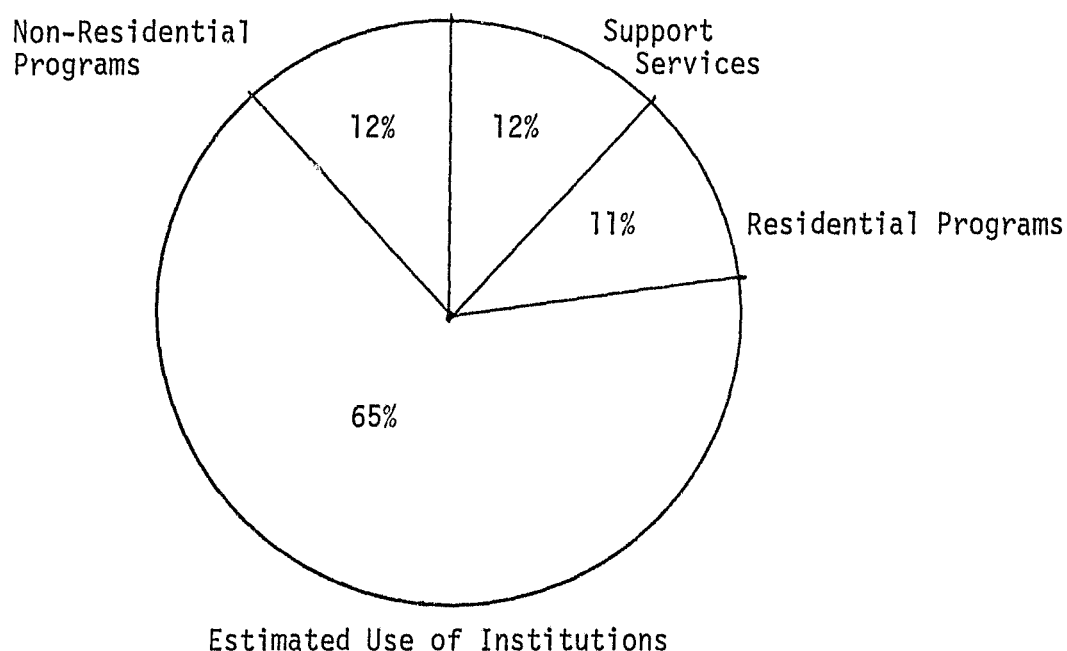
● Financial Summary by Year - Subsidy Funds

-- September 1, 1974 - December 31, 1974

a. Support Services (administration, evaluation, training) . . . . .	\$10,539.44	(12%)
b. Prevention and Diversion . . . . .	- 0 -	(-0-)
c. Non-Residential Programs . . . . .	\$10,407.28	(12%)
d. Residential Programs . . . . .	\$ 9,485.32	(11%)
e. Local Institutional Programs . . . . .	- 0 -	(-0-)
f. Estimated Use of State Institutions. . . . .	<u>\$56,693.04</u>	(65%)
Total Budgeted Subsidy Funds . . . . .	\$92,879.96	(100%)

-- Figure 10 presents a financial summary of the Crow Wing/Morrison County Plan in terms of the proportionate allocation of subsidy funds.

FIGURE 10: Proportionate Allocation of Subsidy Funds -  
Crow Wing/Morrison - 1974



-- Inspection of Figure 10 reveals:

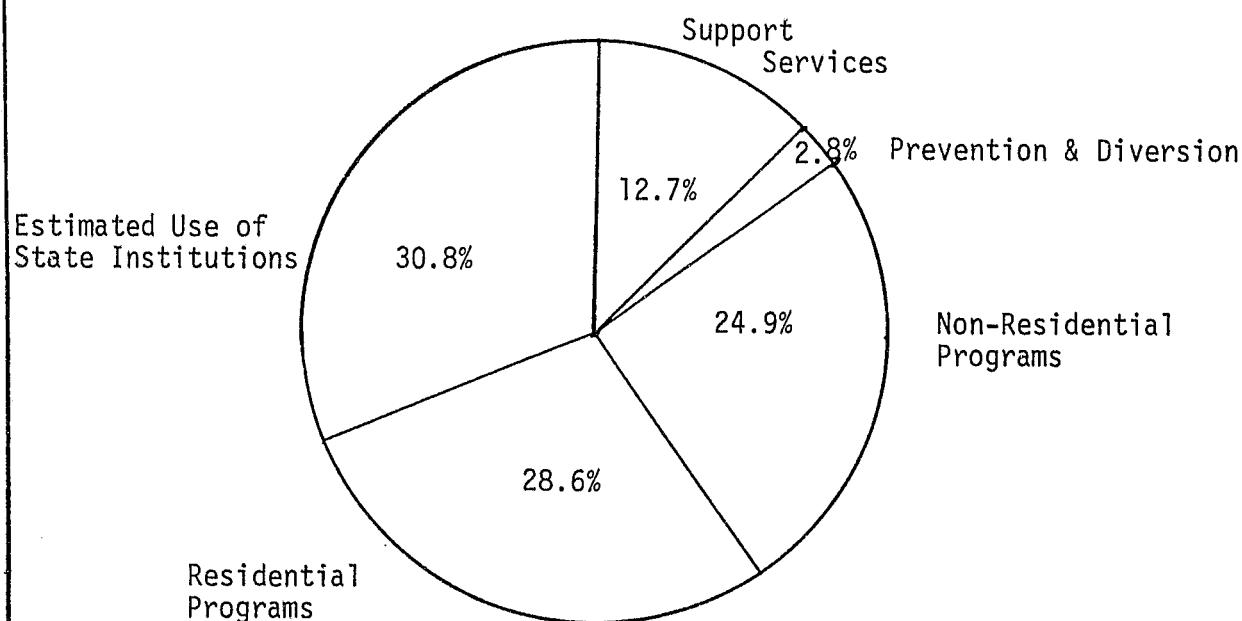
- a. The largest proportion of subsidy funds were allocated for the estimated use of state institutions (65%). Clearly, the counties purposefully overbudgeted in this area. The reason is that in 1973, Crow Wing ranked fifth in the state in adult commitments per 1,000 population. This was an atypical year for the county; as a result, it was the decision of the Corrections Advisory Board to proceed cautiously in regard to anticipated institutional chargebacks.
- b. Non-residential programming was allocated 12 per cent of subsidy funds and this included probation and parole services in both counties.
- c. The counties planned to expend 12 per cent of subsidy funds for administration, evaluation and training. Of this amount, approximately 10 per cent was designated for evaluation and training services.
- d. The remaining 11 per cent of subsidy funds was to be used for the support of residential programming, including the PORT project and project MORAD.

-- January 1, 1975 - December 31, 1975

a. Support Services (administration, evaluation, training) . . . . .	\$35,523.00	(12.7%)
b. Prevention and Diversion . . . . .	\$ 7,839.00	( 2.8%)
c. Non-Residential Programs . . . . .	\$69,450.00	(24.9%)
d. Residential Programs . . . . .	\$79,895.00	(28.6%)
e. Local Institutional Programs . . . . .	- 0 -	(- 0 -)
f. Estimated Use of State Institutions . .	<u>\$85,933.00</u>	<u>(30.8%)</u>
Total Budgeted Subsidy Funds . . . .	\$278,640.00	(100.0%)

-- Figure 11 presents a financial summary of the 1975 Crow Wing/Morrison Plan according to the proportionate allocation of subsidy funds by program area:

FIGURE 11: Proportionate Budgeted Allocation of Subsidy Funds -  
Crow Wing/Morrison - 1975



-- Inspection of Figure 11 shows the following:

- a. Approximately 31 per cent of subsidy funds were allocated for the estimated use of state institutions. While this was a rather substantial amount of money and represented a relatively large number of commitments to state adult and juvenile institutions, it did represent a sharp reduction from the proportionate allocation of subsidy funds provided in the 1974 Comprehensive Plan.
- b. Residential programs, specifically the MORAD and PORT programs, were to receive approximately 29 per cent of subsidy funds.
- c. Non-residential services were allocated approximately 25 per cent of available subsidy funds in order to expand local parole and probation services.
- d. Support services, including research and training funds of approximately 10 per cent and administrative services of approximately 3 per cent made up this category for the planned expenditure of subsidy funds.
- e. Prevention and diversion services were designated to receive approximately 3 per cent of subsidy funds.

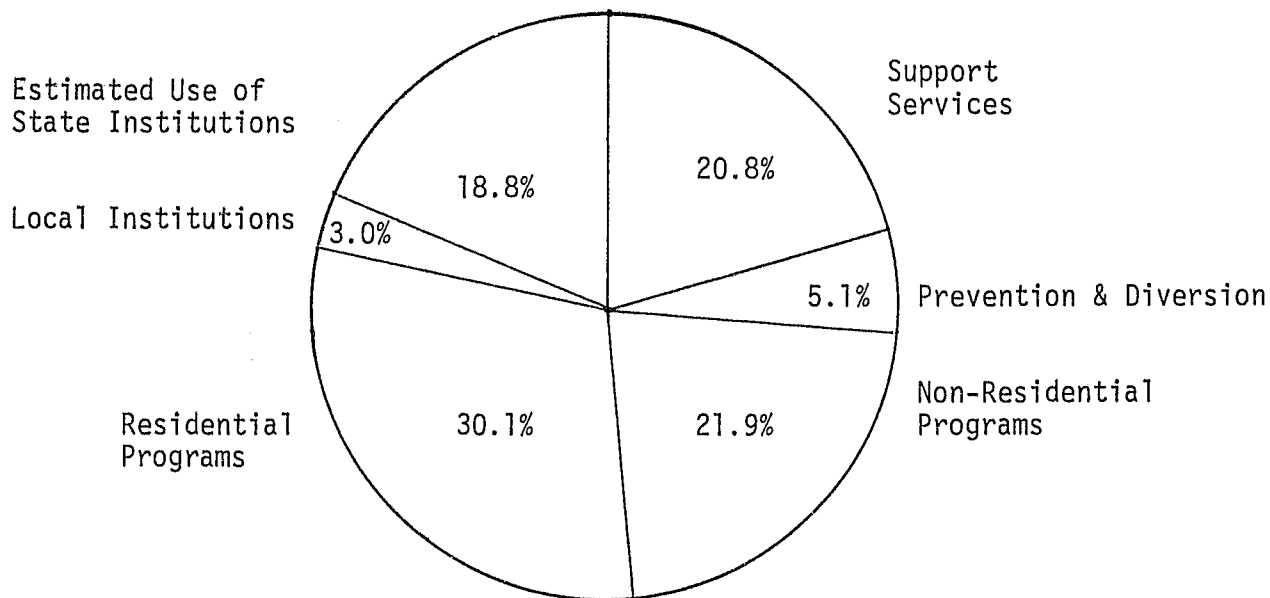
-- January 1, 1976 - December 31, 1976

a. Support Services (administration, evaluation and training) . . . . .	\$ 78,784.00	(20.8%)
b. Prevention and Diversion . . . . .	\$ 19,496.00	( 5.1%)
c. Non-Residential Programs . . . . .	\$ 82,844.00	(21.9%)
d. Residential Programs . . . . .	\$113,884.00	(30.1%)
e. Local Institutional Programs . . . . .	\$ 11,534.00	( 3.0%)
f. Estimated Use of State Institutions . . . . .	\$ 71,405.00	(18.8%)
Total Budget Subsidy Funds*. . . . .	\$377,947.00	(100.0%)

\*(Includes \$82,764.00 of unexpended 1975 subsidy funds.)

-- Figure 12 presents a financial summary of the 1976 Crow Wing/Morrison Plan according to the proportionate allocation of subsidy funds budgeted by program area:

FIGURE 12: Proportionate Budgeted Allocation of Subsidy Funds -  
Crow Wing/Morrison - 1976



-- Inspection of Figure 12 reveals the following:

- a. Residential programs were allocated approximately 31 per cent of subsidy funds, primarily for the operation of the PORT and MORAD Programs. This reflected a roughly similar proportionate allocation of funds to that in the previous year's Comprehensive Plan.
- b. Non-residential services for the provision of probation and parole supervision by four workers constituted approximately 22 per cent of the planned expenditure of subsidy funds.
- c. Support services made up approximately 21 per cent of planned subsidy spending. This proportion did include, however, unexpended funds for research and training from the 1975 Comprehensive Plan.
- d. The estimated use of State institutions category was designated approximately 19 per cent of available subsidy funds. This represented a further decrease in the proportionate amount of funds designated for this category from the 65 percent in 1974 and the 31 percent in 1975. The increased use of local alternative sanctions in place of commitments to state institutions was the reason for this proportionate decline.
- e. Prevention and diversion services were allocated approximately 5 per cent of subsidy funding. This represented an increase from prior year funding and was designed to provide increased staff for the detached worker program.

- f. Local institutions were designated to receive 3 per cent of subsidy funds for the provision of work release and counseling services within the Crow Wing County Jail.



#### 4. Red Lake/Polk/Norman Counties

- Date of implementation

- Red Lake/Polk/Norman Counties entered the Act on January 1, 1976.

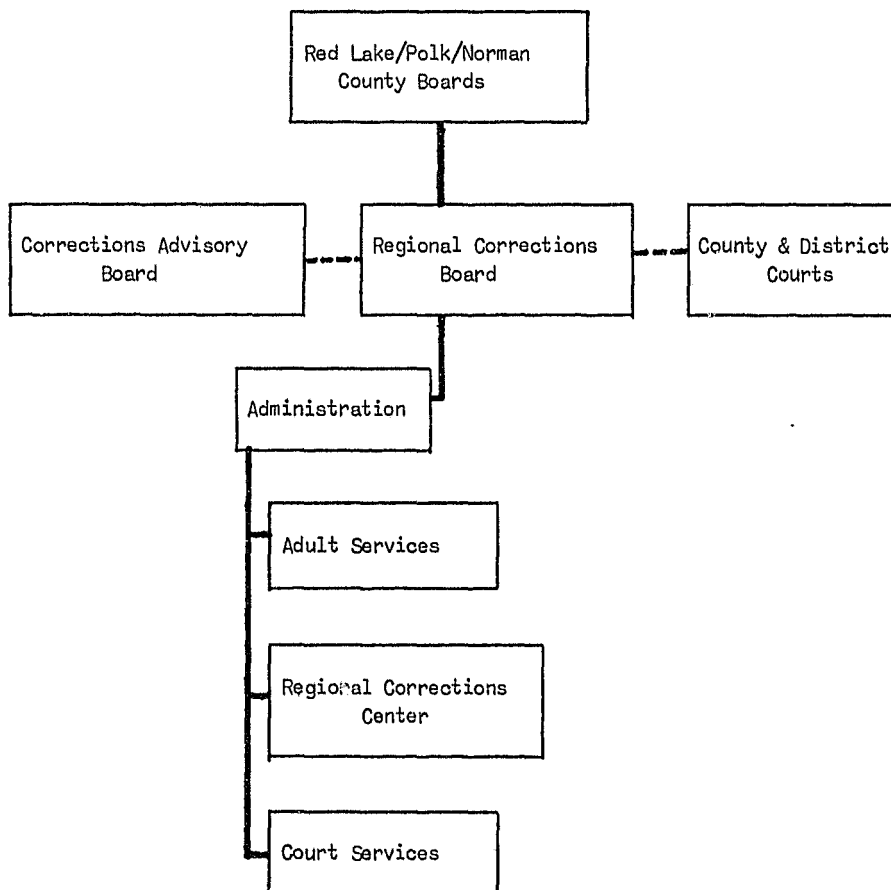
- Implementation Timetable

- 9/74 Joint Powers Agreement passed by County Boards to participate in the Community Corrections Act.
- 1/75 Appointment of Advisory Board members by County Boards.
- 9/75 Completion and approval of Comprehensive Plan.
- 1/76 Entrance under the Act.

- Organizational Structure

- The organization of Community Corrections in Red Lake, Polk and Norman Counties following entrance under the Act is reflected in Figure 13.

FIGURE 13: ORGANIZATIONAL STRUCTURE OF RED LAKE, POLK & NORMAN  
COMMUNITY CORRECTIONS



KEY: Formal Authority ———  
Advisory Authority - - - - -

● Program Development

- Among the major program services developed and operated by these counties and funded to some extent by subsidy funds have been the following:
- a. Probation and Parole: Subsidy funds have been used to hire additional staff and assume parole supervision responsibilities from the state.
  - b. Local Institutions: The Northwest Regional Corrections Center receives subsidy funds to provide work release, vocational, educational and counseling services to both adult and juvenile offenders.
  - c. Support Services: Subsidy funds are being used to develop a management information system for the three county corrections system as well as to provide training for staff and Advisory Board members.

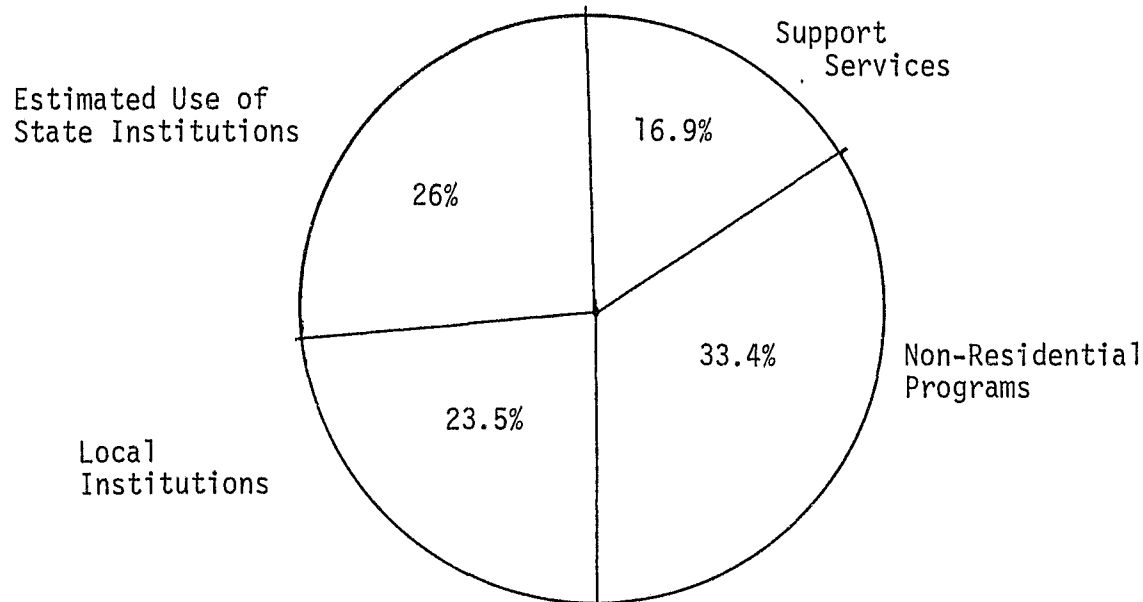
● Financial Summary by Year - Subsidy Funds

-- January 1, 1976 - December 31, 1976

a. Support Services (evaluation, training, administration) . . . . .	\$ 33,113.00	(16.9%)
b. Prevention and Diversion . . . . .	- 0 -	(- 0 -)
c. Non-Residential Programs . . . . .	\$ 65,572.00	(33.4%)
d. Residential Programs . . . . .	\$ - 0 -	(- 0 -)
e. Local Institutional Programs . . . . .	\$ 46,139.00	(23.5%)
f. Estimated Use of State Institutions . .	<u>\$ 51,000.00</u>	<u>(26.0%)</u>
Total Budgeted Subsidy Funds . .	\$195,824.00	(100%)

- Figure 14 represents the proportionate allocation of subsidy funds by program area:

FIGURE 14: Proportionate Allocation of Subsidy Funds  
RED LAKE, POLK AND NORMAN - 1976



-- Inspection of Figure 14 reflects the following:

- a. Non-residential services were allocated the largest proportion of subsidy to provide probation and parole supervision.
- b. Estimated use of state institutions received 26 per cent of planned subsidy expenditures.
- c. Local institution services were allocated approximately 23 per cent of subsidy for work release, educational and vocational programming.
- d. Support services were allocated 17 per cent of subsidy to provide research, training and administrative services.

## 5. Todd/Wadena Counties

### ● Date of Implementation

-- Entered the Act on July 1, 1976

### ● Implementation Timetable

-- 10/73 County Boards passed resolution of intent to come under the Act.

-- 5/74 Appointment of Corrections Advisory Board by County Boards of Commissioners.

-- 5/75 Formation of working committees for development of Plan.

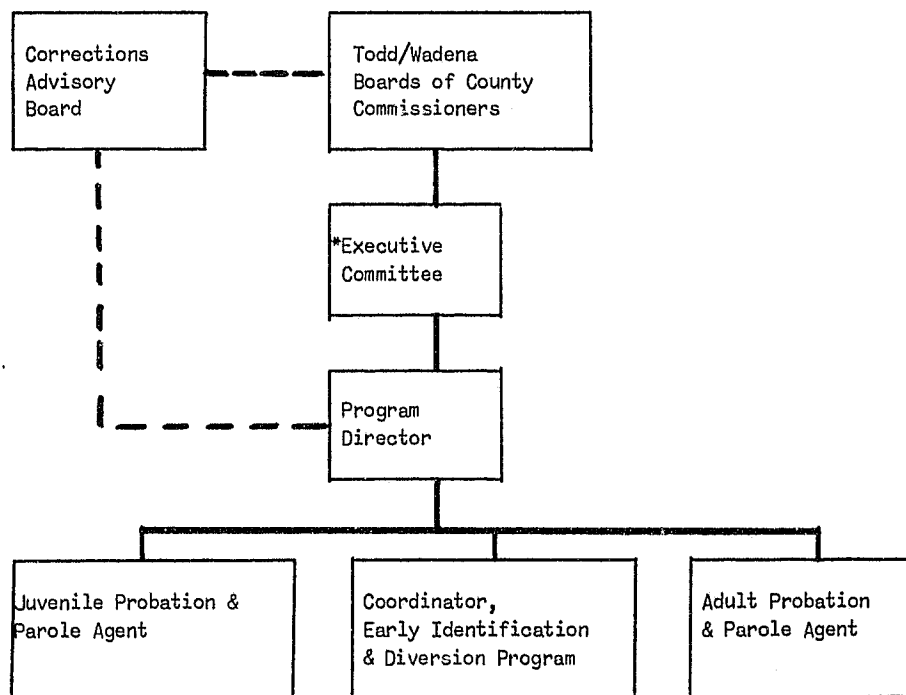
-- 5/76 Approval of Comprehensive Plan.

-- 6/76 Todd/Wadena Counties come under the Act.

### ● Organizational Structure

-- Figure 15 depicts the organizational structure after entry into the Act.

FIGURE 15: ORGANIZATIONAL STRUCTURE OF TODD-WADENA COMMUNITY CORRECTIONS



#### \* Executive Committee Membership:

- 2 County Commissioners from each county
- 1 Community Corrections Advisory Board Member from each county
- 1 County Court Judge

KEY: Formal Authority ———  
Advisory Authority - - - - -

● Program Development

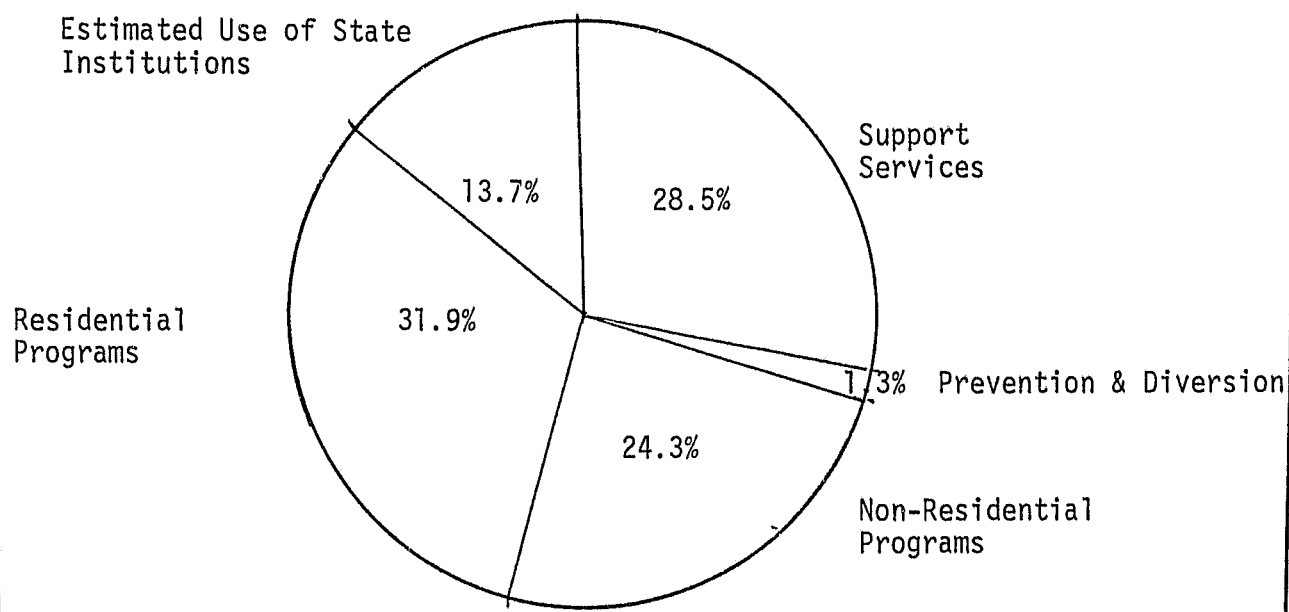
- Among the major programs that have been developed, implemented and operated on the basis of subsidy funds within the two county area are the following:
- a. Group Home Services: A residential facility for up to four juvenile-aged males referred primarily from the juvenile courts.
  - b. Staples Concern for Youth Program: A delinquency prevention program for juvenile-aged boys referred from law enforcement, courts, schools and families involving the use of community volunteers.
  - c. Probation and Parole Supervision: Unified, two county parole and probation supervision for juveniles and adults.
  - d. Purchase of Service: Subsidy funds have been allocated for purchase of service contracts primarily for needed residential services for juvenile or adult offenders referred by the courts.

● Financial Summary - Subsidy Funds

-- July 1, 1976 - December 31, 1976

a. Support Services (administration evaluation, training) . . . . .	\$26,512.00	(28.5%)
b. Prevention and Diversion . . . . .	\$ 1,219.00	( 1.3%)
c. Non-Residential Programs . . . . .	\$22,675.00	(24.3%)
d. Residential Programs . . . . .	\$29,818.00	(31.9%)
e. Estimated Use of State Institutions . .	<u>\$12,776.00</u>	<u>(13.7%)</u>
Total Budgeted Subsidy Funds . . .	\$93,000.00	(100.0%)

- Figure 16 presents a financial summary of the Todd/Wadena Plan according to proportionate allocation of subsidy funds by program area:

FIGURE 16: Proportionate Allocation of Subsidy Funds -Todd/Wadena Counties - 1976

-- Inspection of Figure 16 reveals the following:

- a. Residential services were allocated approximately 32 per cent of subsidy funds to purchase needed services for younger offenders.
- b. Support services were allocated approximately 28 per cent of total subsidy funds with approximately 10 per cent of this amount designated for research and training purposes and approximately 8 per cent for fixed costs related to administration.
- c. Non-residential services, primarily probation and parole supervision were allocated approximately 24 per cent of the available subsidy funds.
- d. Estimated use of state institutions took up approximately 14 per cent of the subsidy and reflected a low commitment rate for both adults and juveniles.
- e. Prevention and diversion services were designated to receive slightly over 1 per cent of available subsidy funds in order to support needed services.

6. Region 3 (Carlton, Cook, Aitkin, Koochiching, St. Louis, Lake Counties)

● Date of Implementation

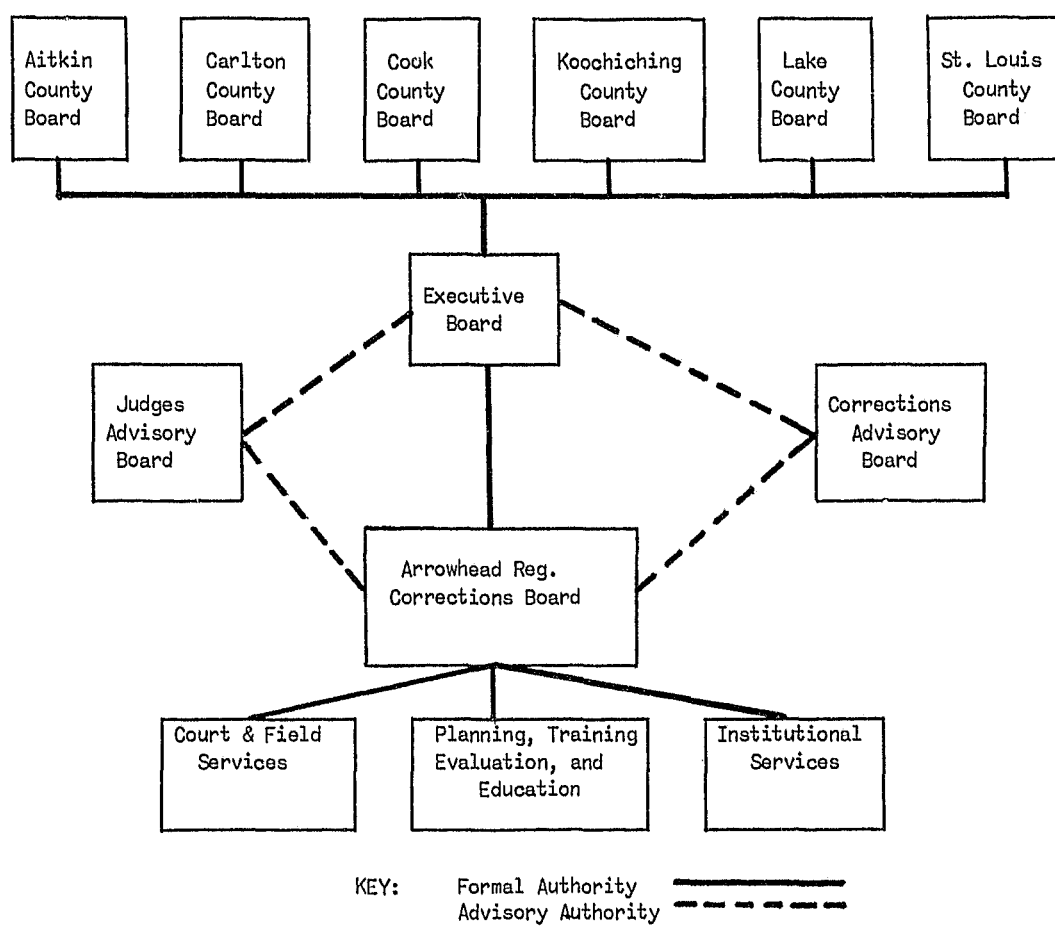
- These six counties of Northeastern Minnesota entered the Act on July 1, 1976.

● Implementation Timetable

- 11/74 County Boards passed resolution of intent to come under the Act.
- 8/75 County Boards passed resolution establishing a Corrections Advisory Board.
- 6/76 County Boards passed a Joint Powers Resolution approving the Comprehensive Plan and establishing the Regional Corrections Board as the Administrative Board for the six County Boards.
- 7/76 Commissioner of Corrections approved the Plan and Region 3 entered the Community Corrections Act.

● Organizational Structure

- Figure 17 represents the corrections organizational structure after implementation of the Act.

FIGURE 17: ORGANIZATIONAL STRUCTURE OF REGION 3 COMMUNITY CORRECTIONS



● Program Development

-- Among the major program developments in this six county area funded at least partially with subsidy funds are the following:

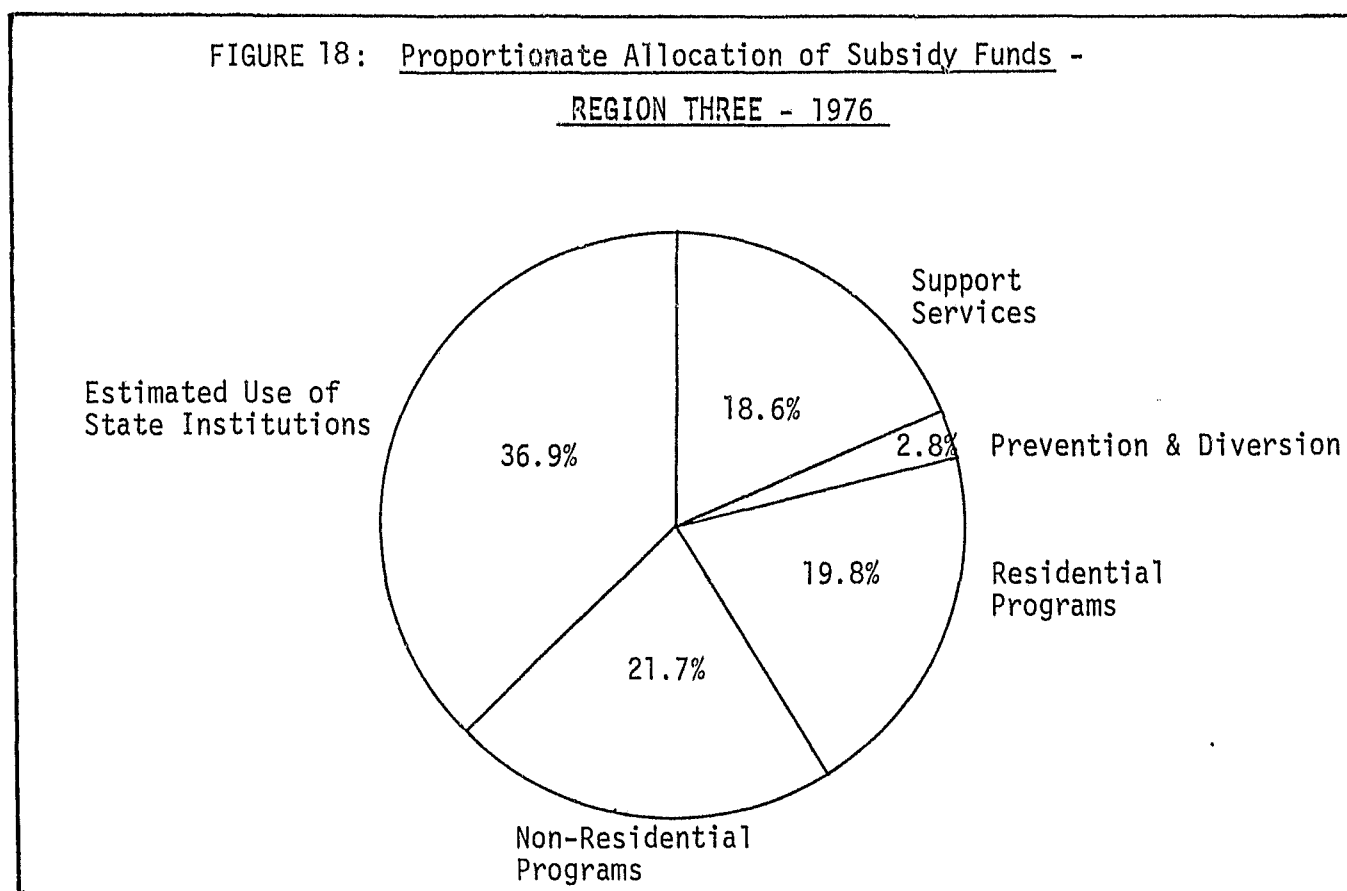
- a. Local Institutions: Subsidy funds are used in both the Northeastern Regional Corrections Center and the Arrowhead Juvenile Detention Center. The Regional Corrections Center is an adult minimum security facility located in St. Louis County and serving all counties in the region. Educational, vocational, special counseling services and work release programs are provided to the offender population, the vast majority of whom have been committed on felony offenses. The Detention Center is a 20-bed, short-term holding facility for juvenile boys and girls which aims at providing diagnostic services for the courts.
- b. Residential Programming: The Hillcrest facility for females, aged 15-21 is used as an alternative to state institutions.
- c. Probation and Parole: A six county probation and parole system involving 62 staff members has been allocated subsidy funds for the delivery of services to both county and district courts.
- d. Prevention: Subsidy funds are being used to help fund a special volunteer program for Native Americans on probation status.
- e. Support Services: A management information system is being funded out of subsidy money along with staff training programs aimed at improving the level of services available within the region.

● Financial Summary - Subsidy Funds

-- July 1, 1976 - December 31, 1976

a. Support Services (administrative evaluation, training) . . . . .	\$133,511.00 (18.6%)
b. Prevention and Diversion . . . . .	\$ 20,000.00 ( 2.8%)
c. Residential . . . . .	\$141,600.00 (19.8%)
d. Non-Residential . . . . .	\$155,210.00 (21.7%)
e. Estimated Use of State Institutions . .	<u>\$263,750.00 (36.9%)</u>
Total Budgeted Subsidy Funds .	\$714,071.00 (100.0%)

- Figure 18 presents in graphic form the proportionate planned expenditures of subsidy funds in the six county area for the six month period, July 1 - December 31, 1976.



- Inspection of Figure 18 reveals the following:
- a. the largest proportion of subsidy funds in Region Three (36.9%), were allocated for the estimated use of state institutions. While a major aim of the Comprehensive Corrections Plan is to reduce commitments to state institutions, this large amount of subsidy funds was budgeted on the basis of past commitment trends and the time required to substantially reduce these historical practices.

- b. non-residential services were allocated approximately 22 per cent of subsidy funds to cover the provision of parole and probation services within the six county area. Included here were funds designated to cover the cost of parole services previously provided by the state as well as funds previously provided through the probation officer reimbursement subsidy.
- c. residential services total approximately 20 per cent of total subsidy funds and were designated for the Northeast Regional Corrections Center, Arrowhead Juvenile Center and the Hillcrest PORT for Women.
- d. support services were to receive approximately 19 per cent of available subsidy funds. These funds were allocated for the planning and development of a management information system, the conduct of research and training activities and the provision of educational programming for offenders within the region.
- e. prevention and diversion services were allocated approximately 3 per cent of subsidy funds to be used for a volunteer program for Native Americans on probation.

## 7. Anoka County

### • Date of Implementation

-- Anoka County entered the Act on September 1, 1976.

### • Implementation Timetable

-- 7/75 Appointment of Corrections Advisory Board.

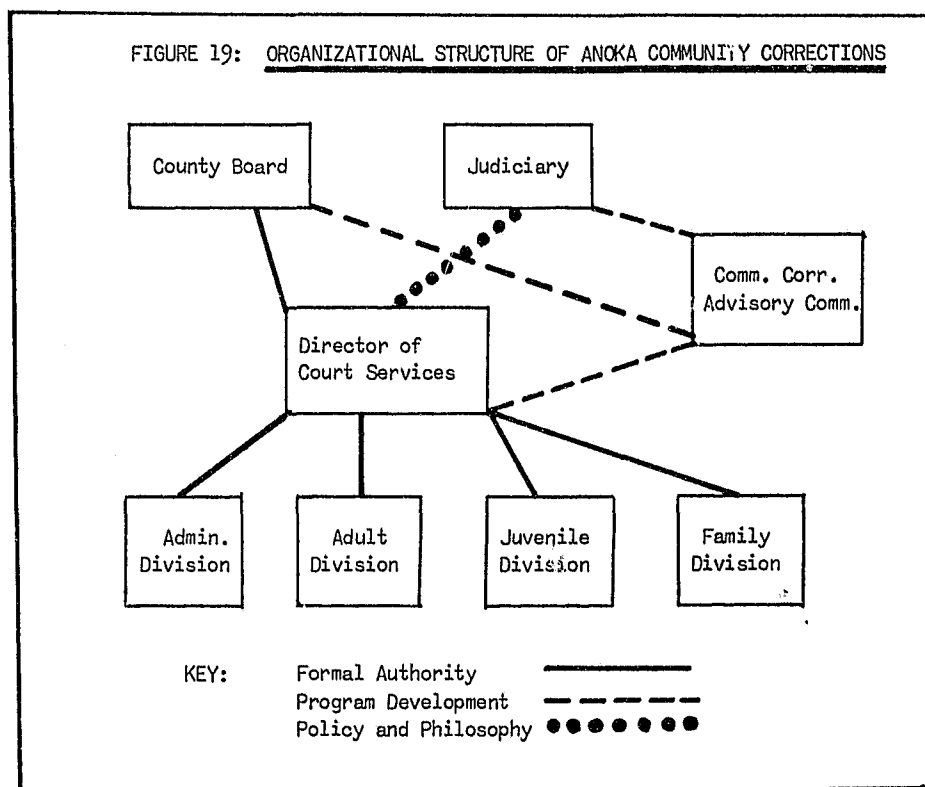
-- 8/75 Organizational meeting of Corrections Advisory Board.

-- 4/76 Completion of comprehensive plan and submission to county board.

-- 7/76 Formal approval of comprehensive plan by Department of Corrections and Anoka County Board of County Commissioners with implementation of the juvenile program to begin immediately and the remaining services to become operational under the Act on 9/76.

### • Organizational Structure

-- Figure 19 presents the organizational structure of the Anoka County community corrections system following entry under the Act.



## ● Program Development

- Among the major types of program services developed and operated in the county and funded at least partially out of subsidy funds have been the following:
- a. Probation and Parole: Subsidy funds have been used to add additional probation and parole officers and to assume parole supervision responsibilities from the state.
  - b. Jail Treatment Program: Subsidy funds are used as matching money for a federal grant to support a program of work release, bail screening and special counseling and referral services for jail inmates.
  - c. Juvenile Detention and Treatment: This program involves contracting for two cottages at the Metropolitan Training Center designed to handle 60 juvenile-aged boys and girls for treatment and detention purposes.
  - d. Foster Home Placement Program: Subsidy funds are used in this program to coordinate and facilitate the licensing of foster care homes for juveniles referred by the court.

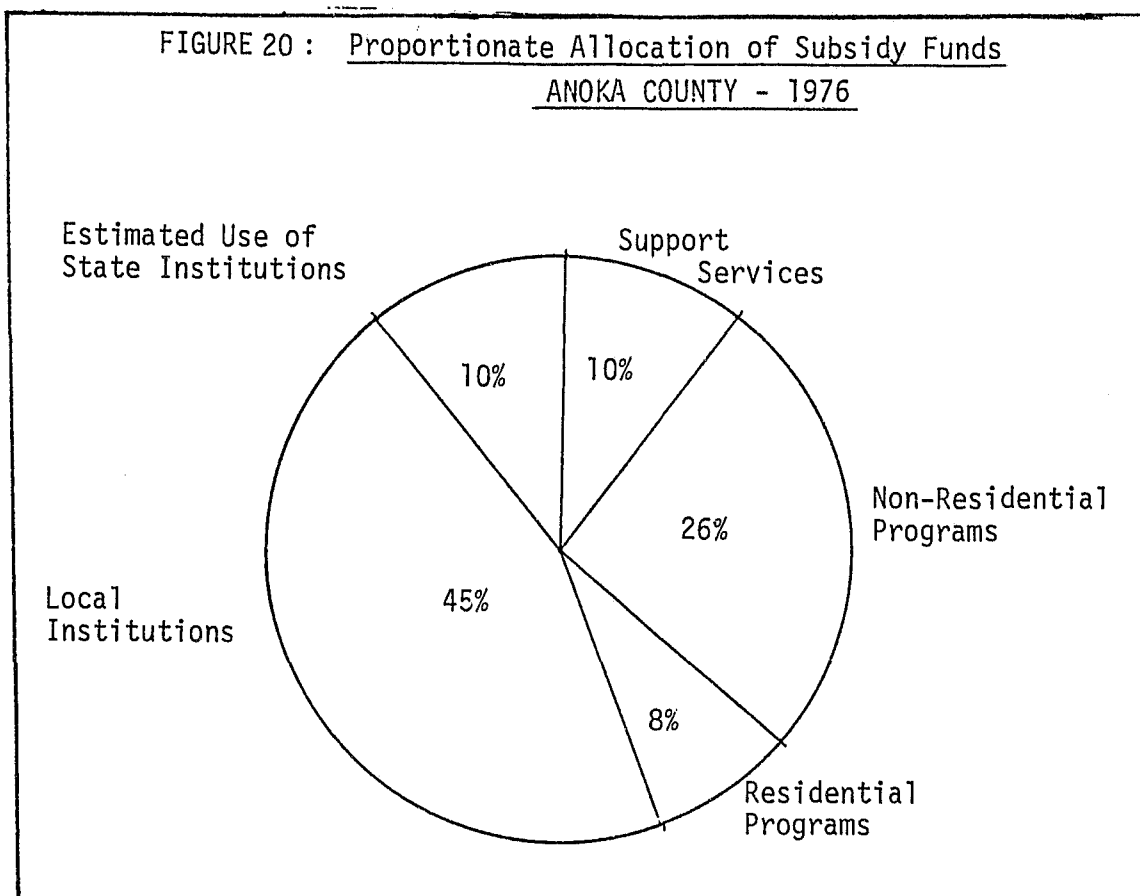
## ● Financial Summary By Year-Subsidy Funds

### -- September 1, 1976 - December 31, 1976

a. Support Services (evaluation, training, administration) - - - - -	\$ 36,560.00 (10.1%)
b. Non-Residential Programs - - - - -	86,360.00 (25.4%)
c. Residential Programs- - - - -	26,664.00 ( 7.9%)
d. Local Institutions* - - - - -	156,970.00 (45.0%)
e. Prevention and Diversion- - - - -	-0- ( 0.0%)
f. Estimated Use of State Institutions - -	<u>\$ 33,331.00 ( 9.8%)</u>
Total Budgeted Subsidy Funds - - - - -	\$339,885.00 (100.0%)

\*Contract monies to be used for the operation of two cottages for detention and treatment of juveniles at the Minnesota Metropolitan Training Center at Lino Lakes.

-- Figure 20 presents in diagram form the proportionate allocation of subsidy funds by program area for the four month period, September through December, 1976.



-- Inspection of Figure 20 reveals the following:

- a. local institutions were allocated the largest proportion of subsidy funds for the rental of cottage space at the Metropolitan Training Center to provide treatment and detention services for approximately 30 boys and 50 girls.
- b. non-residential programs were designated to receive the next largest proportion of subsidy funds for the provision of parole and probation supervision within a unified court services operation.
- c. support services, including 5 per cent of subsidy funds each for evaluation, research and training, were allocated slightly over 10 per cent of subsidy monies.

- d. the estimated use of institutions category was allocated approximately 10 per cent of subsidy funds. This rather conservative amount of funding was based on the expected use of the contract cottages at the Metropolitan Training Center.
- e. residential programming was allocated the smallest amount of subsidy funds, primarily for contract arrangement with private vendors.

## B. General Fiscal Summary

### 1. Fiscal Years 1974 and 1975

#### ● Total expenditures - Fiscal Year 1974

-- These expenditures are indicated in Table 1.

TABLE 1: <u>TOTAL EXPENDITURES, 1974</u>			
<u>COUNTIES</u>	<u>ANNUAL SUBSIDY ELIGIBILITY</u>	<u>ACTUAL SUBSIDY OBLIGATION</u>	<u>ACTUAL SUBSIDY EXPENDITURE</u>
Dodge/Olmsted	\$312,264.46	\$26,011.62	\$22,688.00

#### ● Total expenditures - Fiscal Year 1975

-- These expenditures are noted in Table 2.

TABLE 2: <u>TOTAL EXPENDITURES, 1975</u>			
<u>COUNTIES</u>	<u>ANNUAL SUBSIDY ELIGIBILITY</u>	<u>ACTUAL SUBSIDY OBLIGATION</u>	<u>ACTUAL SUBSIDY EXPENDITURE</u>
Dodge/Olmsted	\$312,264.46	\$312,264.46	\$227,686.95
Ramsey	\$1,808,816.49	\$1,808,816.49	\$1,202,287.97
Crow Wing/ Morrison	\$278,639.96	\$232,190.67	\$86,705.91
<u>TOTALS</u>	\$2,399,720.91	\$2,353,271.62	\$1,516,680.83

- "Actual subsidy obligation" ---the total amount of subsidy for which the counties were eligible for less than a 12 month period:
- "Annual subsidy eligibility"---the total amount of subsidy for which the counties were eligible over a full 12 months:
  - a. In fiscal 1974, Dodge and Olmsted counties were under the Act for one month (June 1 - June 30, 1974).
  - b. In fiscal 1975, Ramsey County entered the Act at the beginning of the fiscal year and thus was eligible for a full 12 month appropriation (July 1 - June 30).
  - c. Crow Wing/Morrison counties entered the Act on September 1, 1974 and were therefore eligible for a ten-month appropriation in fiscal 1975.
- "Actual subsidy expenditure"---the total amount of subsidy funds actually expended during the fiscal year within each subsidy area.
- The difference between actual subsidy obligations and actual subsidy expenditures are accounted for by charges for the use of state institutions and funds for local programs that were not implemented during the fiscal year.



● Use of State Institutions - Fiscal Years 1974-75

- Counties under the Act are charged the per diem costs of confinement for:
  - a. Adults committed to state institutions on the basis of statutory sentences of five years or less.
  - b. All juveniles committed to state institutions.
- The Commissioner of Corrections is responsible for annually determining the per diem cost of confinement.
- During fiscal years 1974 and 1975, the per diem rate was set at:
  - a. \$16.00 per day for adults confined.
  - b. \$35.00 per day for juveniles confined.
- The subsidy counties estimate anticipated use of state institutions for a twelve-month period and these estimated dollar amounts are then subtracted from the total annual subsidy eligibility. Differences between estimated and actual State institution use are then reconciled at the end of the year and any savings are carried over.
- Table 3 presents the total amount of charges made to counties under the Act during fiscal years 1974 and 1975.

TABLE 3: <u>INSTITUTION CHARGE BACKS FISCAL YEARS 1974, 1975</u> (June 1, 1974 - June 30, 1975)			
<u>COUNTY</u>	<u>CHARGES FOR ADULTS</u>	<u>CHARGES FOR JUVENILES</u>	<u>TOTAL CHARGES</u>
Dodge/Olmsted	\$ 12,464.00	-0-	\$ 12,464.00
Ramsey	139,232.00	\$ 64,120.00	203,352.00
Crow Wing/Morrison	<u>20,384.00</u>	<u>40,495.00</u>	<u>60,879.00</u>
<u>TOTALS</u>	\$172,080.00	\$104,615.00	\$276,695.00

● Net Figures - Fiscal Years 1974 - 1975 (June 1, 1974-June 30, 1975)

Total Subsidy Expenditure -----	\$ 1,539,368.83
Legislative Subsidy Appropriation -----	<u>1,500,000.00</u>
Net Deficit Obligation -----	\$ 39,368.83

- The deficit obligation of \$39,368.83 was met by the transfer of funds from Department programs and services assumed by subsidy counties upon coming under the Act:

Department Funds Transferred into  
subsidy account ----- \$ 300,000.00

Subsidy Funds carried into fiscal  
year 1976 ----- \$ 260,631.17

## 2. Fiscal Year 1976

### ● Total Expenditures

- Expenditures are indicated in Table 4.

TABLE 4: TOTAL EXPENDITURES, 1976

<u>COUNTIES</u>	<u>ANNUAL SUBSIDY ELIGIBILITY</u>	<u>ACTUAL SUBSIDY OBLIGATION</u>	<u>ACTUAL SUBSIDY EXPENDITURES</u>
Dodge/Fillmore/ Olmsted	\$ 492,736.00	\$ 473,231.00	\$ 372,572.26
Ramsey	2,439,942.00	2,439,942.00	1,495,458.26
Crow Wing/Morrison	295,183.00	295,183.00	235,944.38
Red Lake/Polk/Norman	191,324.00	95,662.00	72,412.00
St. Louis Lake	1,428,142.00	-0-	10,000.00 (Advance to Planning Counties)*
Aitkin			
Carlton			
Koochiching			
Todd	186,233.00	-0-	2,380.00 (Advance to Planning Counties)*
Wadena			
Swift	178,162.00	-0-	1,000.00 (Advance to Planning Counties)*
Lac Qui Parle			
Yellow Medicine			
Chippewa			
<u>TOTALS</u>	<u>\$5,211,722.00</u>	<u>\$3,304,018.00</u>	<u>\$2,189,714.90</u>

\*Chapter 401.02, Minnesota Statutes allows the Commissioner of Corrections to designate counties as "planning counties" prior to entering the Act and advance planning money to help defray expenses incurred by Corrections Advisory Board members in the development of the Comprehensive Plan. These funds are then deducted from the actual subsidy obligation upon the county entering the Act.

- Fillmore county entered the Act with Dodge/Olmsted counties on October 1, 1975 and was thus eligible for a 9-month appropriation in conjunction with the 12-month subsidy for Dodge and Olmsted.
- Red Lake/Polk/Norman counties entered the Act on January 1, 1976 and were thus eligible for a 6 month appropriation.

● Use of State Institutions - Fiscal Year 1976

- In accordance with Minnesota Statutes, the Commissioner reviewed the per diem cost for confinement in State institutions at the end of calendar year 1975. Accordingly, the per diem rates charged counties under the Act were changed to:
  - a. \$25.00 per day for adults.
  - b. \$45.00 per day for juveniles
- Table 5 presents information on the total amount of charges assessed for the subsidy counties:

TABLE 5 : <u>INSTITUTION CHARGE-BACKS - FISCAL YEAR 1976</u>			
<u>Counties</u>	<u>Charges for Adults</u>	<u>Charges for Juveniles</u>	<u>Total Charges</u>
Dodge/Olmsted/ Fillmore	\$ 10,924.00	\$ 3,015.00	\$ 13,939.00
Ramsey	331,507.00	266,100.00	597,607.00
Crow Wing/ Morrison	73,000.00	16,602.00	89,602.00
Red Lake/Polk/ Norman	<u>150.00</u>	<u>1,800.00</u>	<u>1,950.00</u>
TOTALS	\$415,581.00	\$287,517.00	\$ 703,098.00

● Net Figures - Fiscal Year 1976

- The "net obligation" amounted to approximately \$1.5 million dollars in excess of expenditures in 1976, primarily because of counties entering the Act at a later time than originally anticipated. This amount was supplemented by funds transferred to the Community Corrections Act account from fiscal 1975 as well as from other Department accounts during fiscal year 1976:

Total Subsidy Expenditure -----	\$ 2,189,714.90
Legislative Subsidy Appropriation -----	<u>3,684,950.00</u>
Net Surplus Obligation -----	\$ 1,495,235.10
+	
1975 Fiscal year carryover -----	260,631.17
+	
Intra-Department account transfers -----	<u>827,997.00</u>
Total Amount Carried To Fiscal 1977 -----	\$ 2,583,863.27

### 3. Fiscal Year 1977 (Estimated)

- The estimated financial summary for the implementation of the Act during fiscal year 1977 is summarized below in Table 6:

TABLE 6: <u>TOTAL EXPENDITURES (Estimated) - 1977</u>			
<u>Counties</u>	<u>Annual Subsidy Eligibility</u>	<u>Actual Subsidy Obligation</u>	<u>Estimated Subsidy Expenditures</u>
Dodge/Olmsted/ Fillmore	\$ 492,736.00	\$ 492,736.00	\$ 461,712.00
Ramsey	2,439,942.00	2,439,942.00	1,449,161.00
Crow Wing/ Morrison	295,183.00	295,183.00	112,587.00
Anoka	796,411.00	661,100.00	456,763.00'
Todd/Wadena	186,233.00	186,233.00	174,806.00
Red Lake/Polk Norman	191,324.00	191,324.00	127,450.00
St. Louis	}		
Cook			
Aitkin			
Carlton			
Lake			
Koochiching			
TOTALS	<u>\$ 5,829,971.00</u>	<u>\$5,694,660.00</u>	<u>\$3,715,011.00</u>

-- For funding purposes, Anoka County entered the Act on July 19, 1976, and thus was eligible for an 11½ month appropriation.

● Use of State Institutions - Estimated Fiscal 1977

-- Table 7 presents information on the total estimated charges for use of State institutions.

TABLE 7 : <u>ESTIMATED INSTITUTIONAL CHARGE-BACKS - FISCAL YEAR 1977</u>			
<u>Counties</u>	<u>Estimated Charges For Adults</u>	<u>Estimated Charges For Juveniles*</u>	<u>Estimated Total Charges</u>
Dodge/Olmsted Fillmore	\$ 22,812.00	\$ 8,212.00	\$ 31,024.00
Ramsey	638,906.00	351,875.00	990,781.00
Crow Wing/ Morrison	125,469.00	57,487.00	182,596.00
Anoka	156,521.00	47,816.00	204,337.00
Todd/Wadena	4,939.00	6,488.00	11,427.00
Red Lake/Polk Norman	22,812.00	41,062.00	63,874.00
St. Louis	168,534.00	327,076.00	495,610.00
Aitkin			
Cook			
Lake			
Carlton			
Koochiching	168,534.00	327,076.00	495,610.00
TOTALS			
	\$1,139,993.00	\$840,016.00	\$1,979,649.00

\* Based upon a three year average number of commitments from the counties prior to entering the Act.

● Net Figures - Estimated - Fiscal 1977

Total Estimated Subsidy Expenditures -----	\$ 3,715,011.00
Legislative Subsidy Appropriation -----	<u>3,684,950.00</u>
Estimated Net Deficit Obligation-----	\$ 30,061.00

- The "net obligation" estimated at a deficit of approximately thirty thousand dollars is expected to be made up as follows:

1976 Subsidy Funds Carried-over ----- \$ 2,583,863.27

1977 Estimated Deficit - 30,061.00

Community Corrections Act funds estimated  
to be carried into fiscal 1978 ----- \$ 2,553,802.27

- The estimated amount of funds to be carried into fiscal 1978 is based upon the assumptions that no new counties will enter the Act during fiscal 1977 and that estimated county use of state institutions is accurate.

#### 4. Transfer of State Probation/Parole Positions

- The Community Corrections Act provides that participating counties can choose to take over state correctional services which were being provided in the area by the state (Minnesota Statutes, Chapter 401.04). The Department has encouraged the transfer of services to the counties, particularly in the case of probation and parole staff.
- Table 8 presents information on the number and type of state positions which have been assumed by counties upon coming under the Act, as of January, 1977:

TABLE 8 : <u>STATE POSITIONS TRANSFERRED TO SUBSIDY COUNTIES</u> <u>JANUARY 1977</u>	
<u>Community Corrections Act Counties:</u>	<u>State Positions Assumed:</u>
Dodge/Olmsted/Fillmore	-- 3 probation/parole positions -- 2/3 Secretary position
Ramsey	-- 27 probation/parole positions -- 3 Secretarial positions
Crow Wing/Morrison	-- 1 probation/parole position -- 1/3 Secretarial position
Red Lake/Polk/Norman	-- 1 probation/parole position -- 1/3 Secretarial position
Todd/Wadena	-- 0
Anoka	-- 3 probation/parole positions -- 1/2 Secretary position
Region 3 (Transfer on January 1/77)	-- 7 probation/parole positions -- 1 Secretarial position
TOTAL State Positions Assumed	= 42 probation/parole positions 5 - 5/6 Secretarial positions

### C. Community Corrections Act Impact Study

- Concurrent with implementation of the Act, the Department of Corrections initiated an ongoing research project designed to assess selected effects of the Act. As a part of this project, a systems rate study was developed to assess the relative extent the Act impacts on counties in terms of diverting "less serious" adult offenders (those with statutory sentences of five years or less) and juvenile offenders from state institutions and into local community-based programs.

- The Community Corrections Impact Study was initially funded as a research grant by the Governor's Commission on Crime Prevention and Control in 1974, and was subsequently re-funded in 1975 and 1976.
- A state appropriation is requested by the Department in order to continue this project during fiscal years 1978 and 1979.

#### 1. Research Method

- The research design used to determine the impact of the Act on sentencing dispositions has two central components: (a) a before-after method within counties; and (b) a before-after method between subsidy and non-subsidy counties.

##### -- Effects within subsidy counties

- a. Data on sentencing patterns is obtained on a quarterly basis for the two year period before a county comes under the Act as well as subsequent to coverage under the Act. This information includes juvenile court dispositions and adult district court dispositions.
- b. An analysis of this information on court dispositions is then used to determine if major changes occurred near the time the county came under the Act. If substantial change is found to occur in sentencing dispositions at that time, this change can then plausibly be inferred to result from the Act.

##### -- Effects between subsidy and non-subsidy counties

- a. Court disposition information is also obtained on a group of "comparison" counties not participating in the Act. These counties were selected based on geographical proximity to subsidy counties, degree of urbanization, and general similarity.
- b. This data is collected in order to account for the possibility that any changes noted within subsidy counties may be a function of factors other than implementation of the Act.
- c. If substantial change is found to occur in the sentencing dispositions within a subsidy county, and no such change is found to occur in a comparable non-subsidy county, this change can then plausibly be inferred to result from the Act.

--In order to infer that sentencing patterns have changed in a way that the Act intended, there would have to be a decrease in the proportionate use of state commitments and an increase in dispositions to local correctional alternatives, such as probation and local institutions.

--If such a pattern in proportions of dispositions does result in subsidy counties and if a similar pattern does not develop in the comparison counties at approximately the same time period, it is plausible to conclude that the Act has brought about changes in local sentencing dispositions.

d. Information to be presented in the "Research Results" section includes five major areas of findings:

- 1) -proportionate adult district court dispositions;
- 2) -number of adult offender diversions;
- 3) -proportionate juvenile court dispositions;
- 4) -number of juvenile offender diversions; and
- 5) -offense types of district court dispositions to community corrections alternatives.

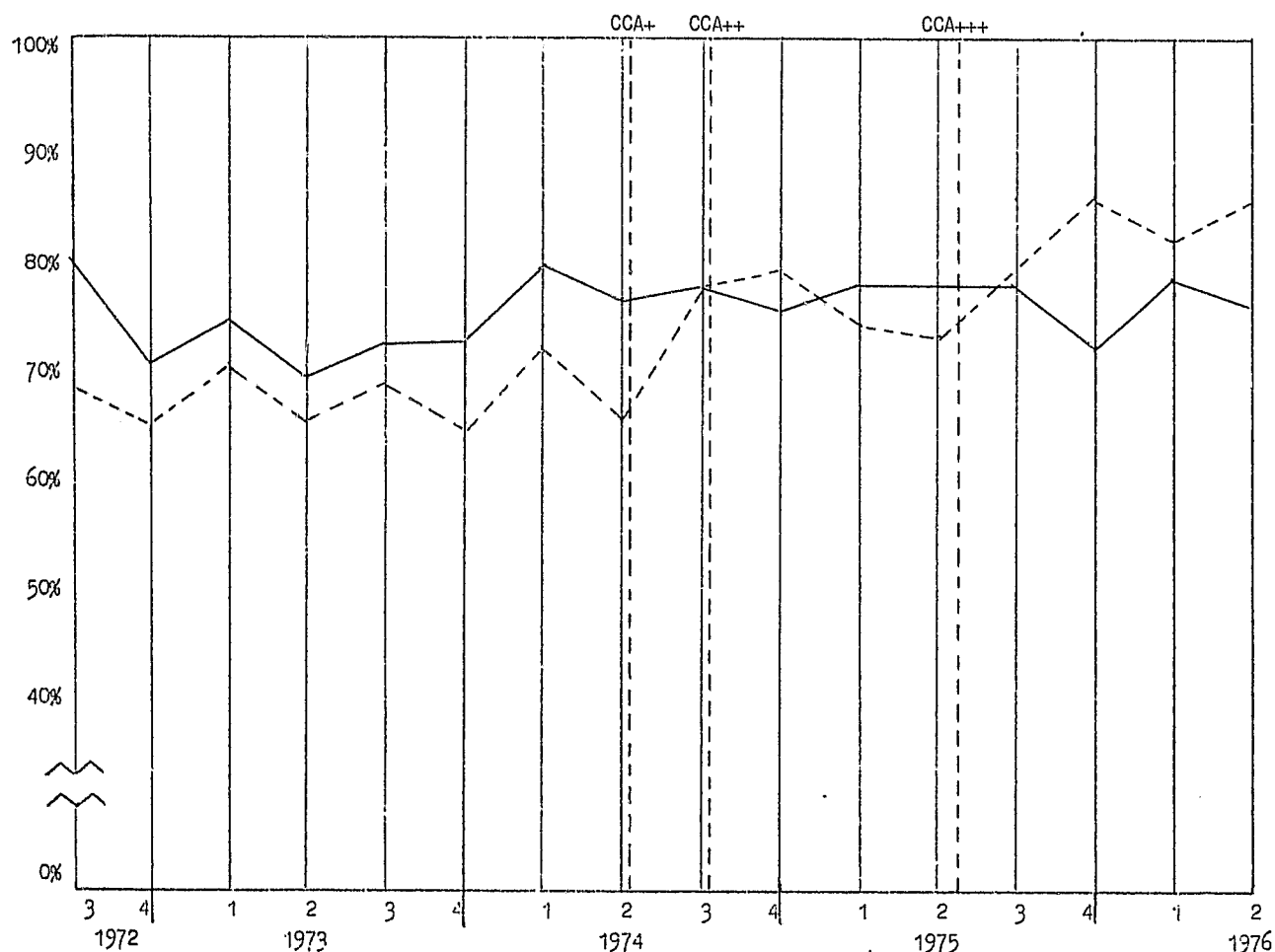


## 2. Research Results: Adult District Court Dispositions

### ● Pooled Data on Participating and Control Counties

- Figure 21 presents information on the proportionate distribution of adult district court dispositions involving community alternatives in participating and control counties from July, 1972 through June, 1976.

Figure 21: Percent of District Court Dispositions Involving Community Alternatives \*  
in Participating Counties and Control Counties  
from July, 1972 through June, 1976



Participating Counties (Crow Wing - Morrison, Dodge - Fillmore - Olmsted, Ramsey) - - - - -  
Control Counties (Itasca - Pine, Anoka, Hennepin, Region 3) - - - - -

\* Community alternatives include sentences of straight probation, local incarceration, probation and local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

+ Ramsey and Dodge - Olmsted counties began participation in the Community Corrections Act.

++ Crow Wing - Morrison counties began participation in the Community Corrections Act.

+++ Fillmore County joined Dodge - Olmsted in the Community Corrections Act.

-- Figure 21 shows the following trends:

- a. For the two years preceding participation in the Act the use of community alternatives in both subsidy and non-subsidy counties was relatively stable, however this proportionate use of community alternatives was higher in control as compared to participating counties.
- b. For the period following participation in the Act the use of community alternatives in the participating counties increased and continues to show an upward trend as of June, 1976.
- c. For the period following implementation of the Act there was no substantial change in the control counties.

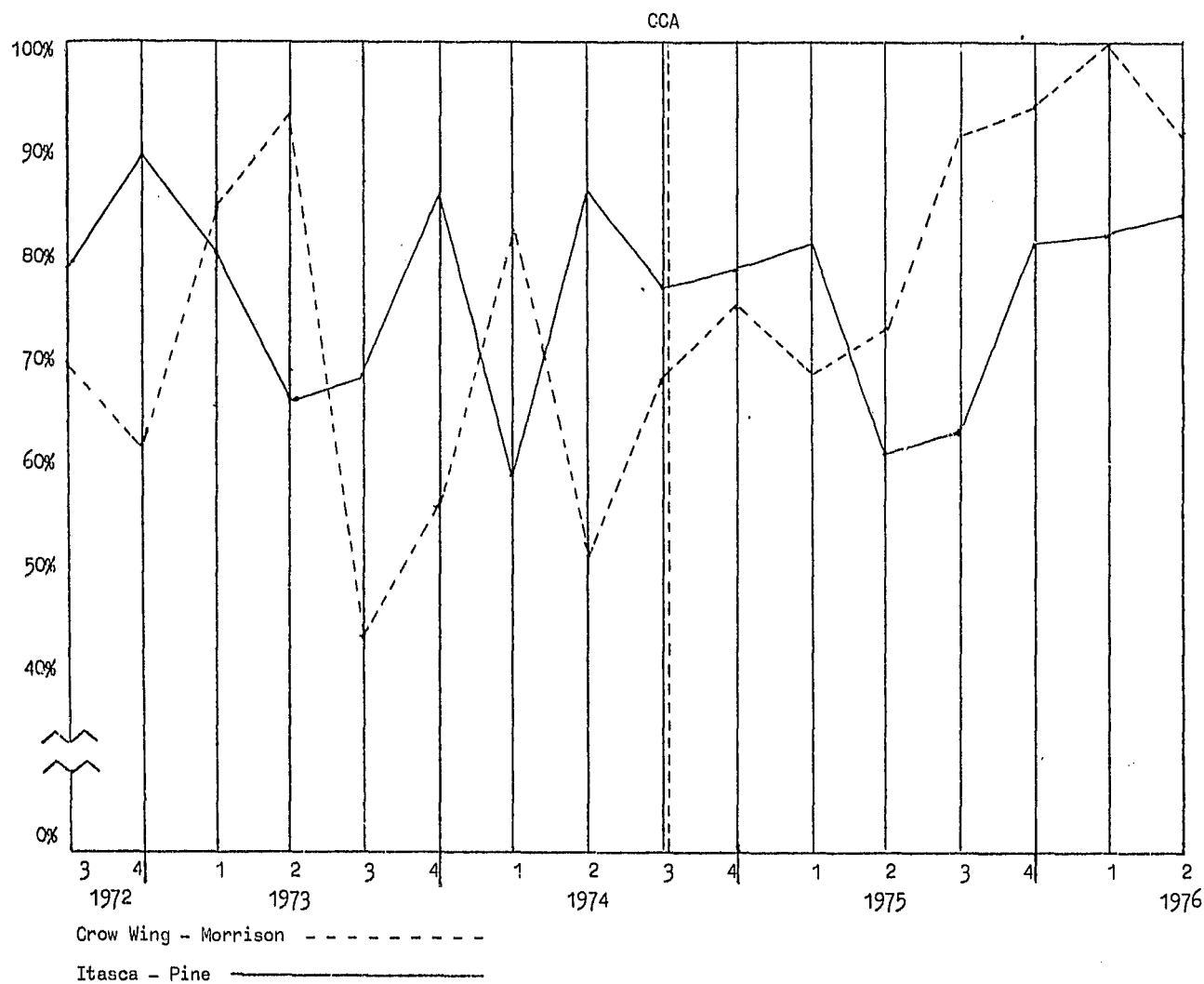
● Summary

- Information presented in Figure 21 indicates that district court dispositions within the participating counties changed in the direction of community corrections programming shortly after those counties entered the Act and that comparable changes did not occur at the same time in the control counties. On this basis, it can be inferred that the changes in district court dispositions within the participating counties may be attributed to the Community Corrections Act.

● Crow Wing-Morrison and Itasca Pine

- Figure 22 presents information on the proportion of district court dispositions involving community alternatives in Crow Wing-Morrison (subsidy county area) and Itasca-Pine (control county area) from July, 1972 through June, 1976.

Figure 22: Percent of District Court Dispositions Involving Community Alternatives \*  
 Crow Wing - Morrison and Itasca - Pine Counties from July, 1972 through June, 1976.



\* Community alternatives include sentences of straight probation, local incarceration, probation and local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

-- Figure 22 shows the following trends:

- a. For the two years preceding participation in the Act, an erratic but general downward trend in the use of community alternatives in Crow Wing-Morrison counties as compared to a similarly erratic pattern with no downward trend in the non-subsidy comparison counties of Itasca-Pine.
- b. For the period following participation, a sharp upward trend in the use of community alternatives within Crow Wing and Morrison counties.
- c. For the period following implementation of the Act, no substantial change is evident in the control counties.

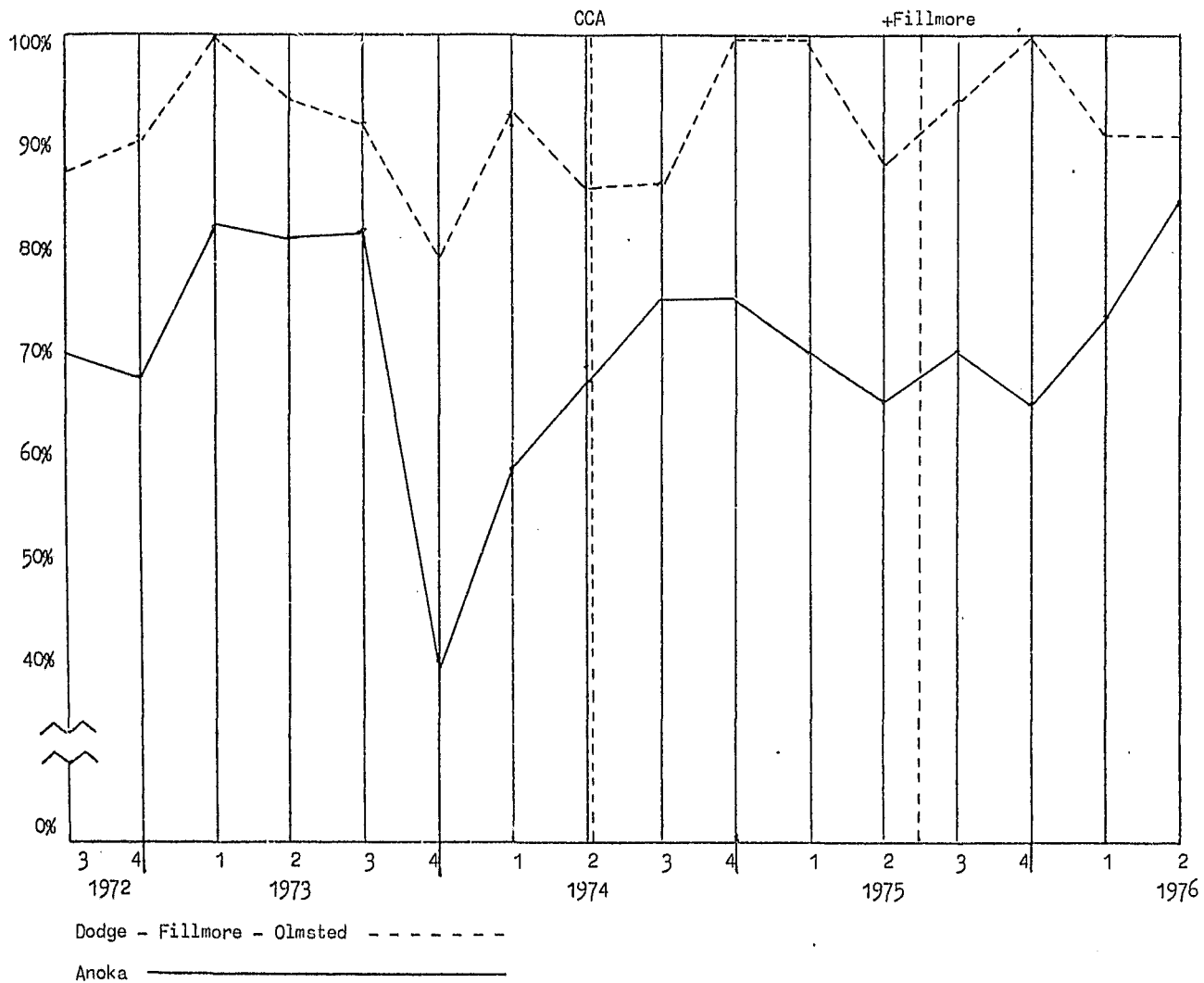
● Summary:

- Information presented in Figure 22 indicates that the proportion of adult district court sentencing dispositions within Crow Wing and Morrison counties changed in the direction of community corrections programming shortly after these counties entered the Act and that comparable changes did not occur at the same time in Itasca and Pine counties. On this basis, it can be inferred that these changes in adult district court dispositions may be attributed to the Community Corrections Act.

● Dodge-Fillmore-Olmsted and Anoka

- Figure 23 presents information on the proportionate distribution of district court dispositions involving community alternatives in Dodge-Fillmore-Olmsted (subsidy county area) and Anoka (control county area) from July 1972 through June 1976.

Figure 23: Percent of District Court Dispositions Involving Community Alternatives \*  
Dodge - Fillmore - Olmsted and Anoka Counties from July, 1972 through June 1976.



\* Community alternatives include sentences of straight probation, local incarceration, probation with local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

-- Inspection of Figure 23 reveals the following trends:

- a. For the two years preceding participation in the Act there was a high proportionate use of community alternatives with a slight downward trend in Dodge-Fillmore-Olmsted counties.
- b. For the period following participation in the Act, the proportionate use of community alternatives in Dodge-Fillmore-Olmsted was higher than in the period before participation.
- c. Except for the fourth quarter of 1973, the use of community alternatives has remained fairly stable in Anoka county.

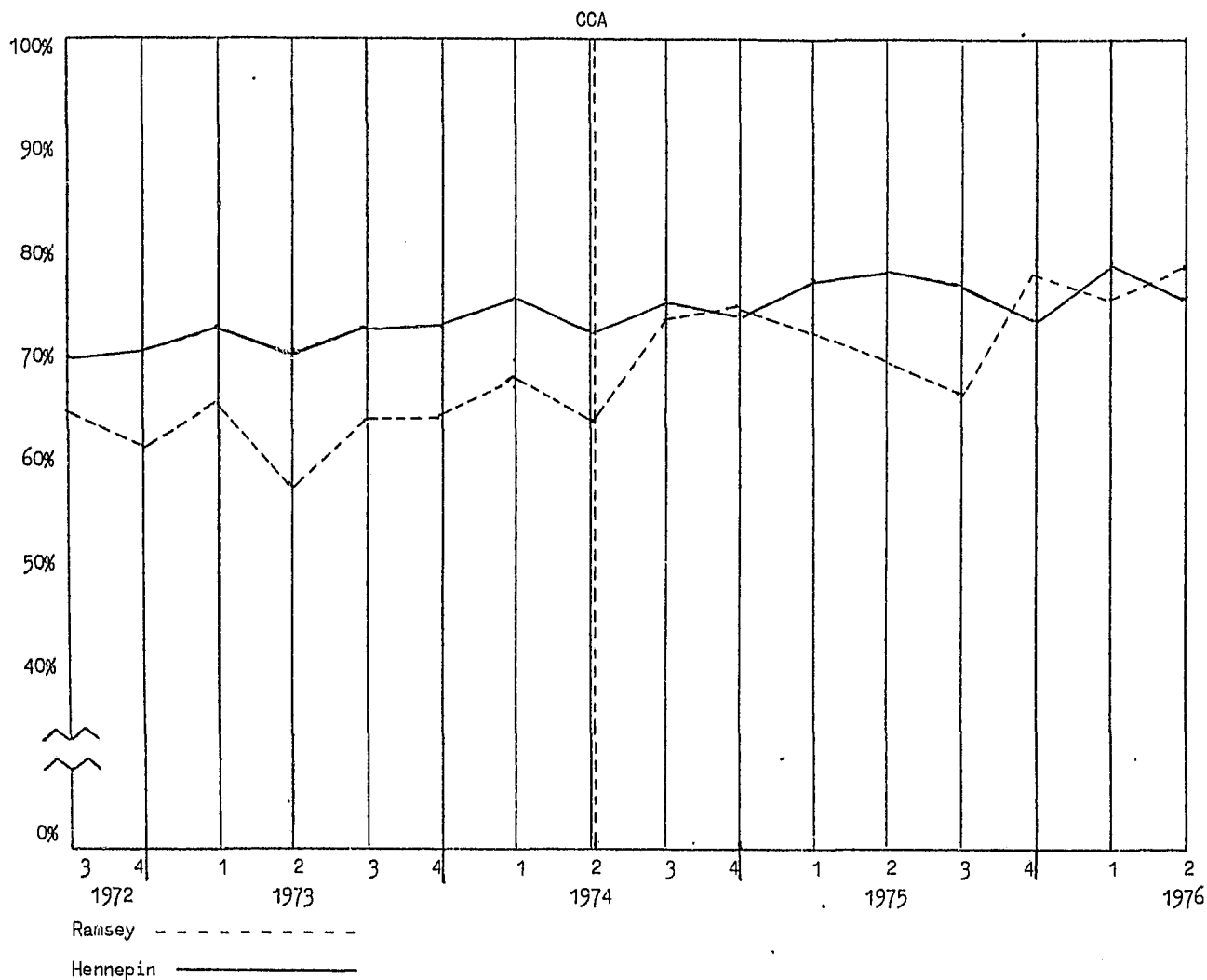
● Summary:

- Information presented in Figure 23 reveals that the relative proportion of adult district court dispositions within Dodge, Fillmore and Olmsted counties changed in the direction of increased use of community programming soon after coming into the Act and that similar changes did not occur in Anoka county. On this basis, it can be inferred that the changes in district court dispositions in Dodge-Fillmore-Olmsted may be attributed to the Community Corrections Act.

● Ramsey and Hennepin Counties

- Figure 24 presents information on the proportion of district court dispositions involving community alternatives in Ramsey (subsidy county) and Hennepin (control county) from July 1972 through June, 1976.

Figure 24: Percent of District Court Dispositions Involving Community Alternatives \*  
in Ramsey and Hennepin Counties from July, 1972 through June, 1976.



\* Community alternatives include sentences of straight probation, local incarceration, probation and local incarceration, and unsupervised release (fines, suspended sentences, deferred sentences).

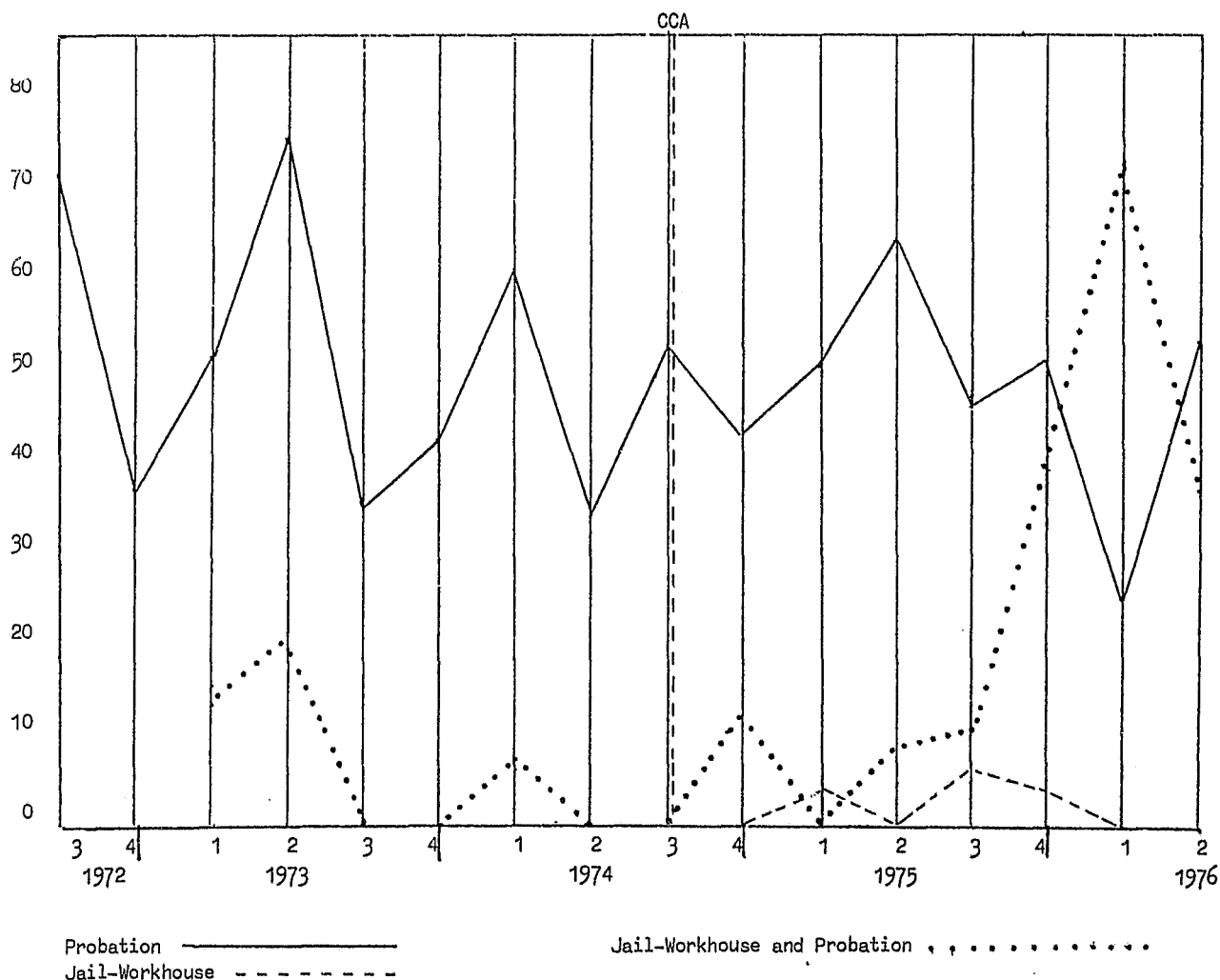
-- Figure 24 shows the following trends:

- a. For the two years preceding participation in the Act, an absence of change in the proportionate use of community alternatives in Ramsey county, with that use being at a level lower than in Hennepin county.
  - b. An immediate increase and continuing upward trend in the use of community alternatives in Ramsey county after beginning participation in the Act.
  - c. Virtually no change over the entire period in Hennepin county.
3. Research Results: Distribution of Community Sentencing Alternatives in Participating Counties

● Crow Wing-Morrison

-- Figure 25 presents information on the proportionate distribution of the three major community sentencing alternatives in Crow Wing-Morrison from July, 1972 through June, 1976.

Figure 25: Distribution of Community Sentencing Alternatives \*  
as a Percent of District Court Dispositions in  
Crow Wing - Morrison Counties from July, 1972 through June, 1976



\* Unsupervised release was excluded from this graph because of the small proportion of dispositions in this category.



-- Figure 25 shows the following trends:

- a. In the period before Crow Wing-Morrison entered the Act there was a downward trend in the use of straight probation, minimal use of the split sentence of jail and probation, and no use of the straight jail sentence.
- b. In the period after Crow Wing-Morrison entered the Act, there is a continuation of the decline in the use of straight probation, an increased but still minimal use of straight jail sentences and a sharp increase in the use of the split sentence, jail and probation.

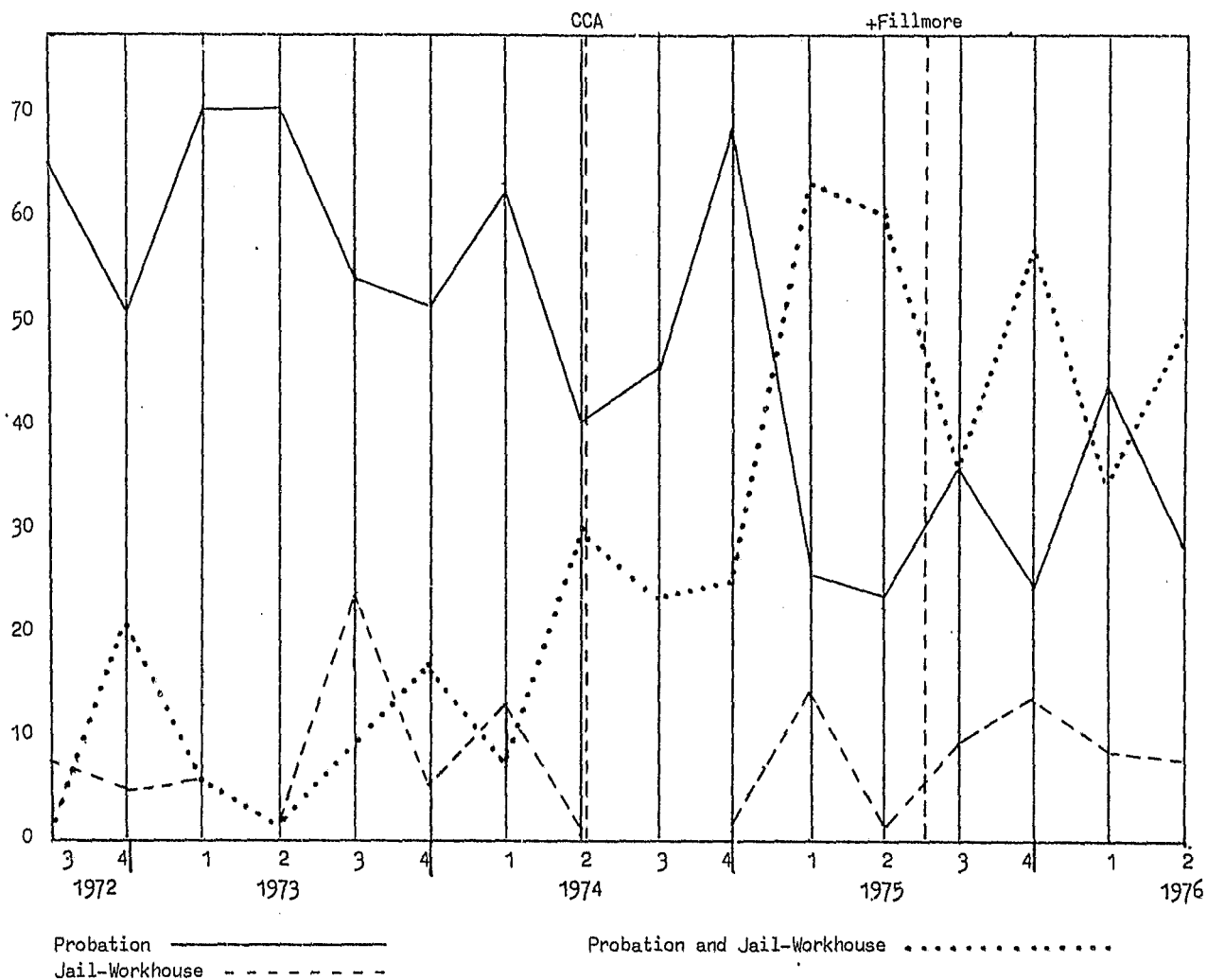
● Summary:

- The community sentencing alternative in which there has been the greatest change since Crow Wing-Morrison entered the Community Corrections Act is the split sentence of probation with local incarceration.

● Dodge-Fillmore-Olmsted

- Figure 26 presents information on the distribution of the three major community sentencing alternatives in Dodge-Fillmore-Olmsted from July, 1972 through June, 1976.

Figure 26: Distribution of Community Sentencing Alternatives \*  
as Percent of District Court Dispositions in  
Dodge - Fillmore - Olmsted Counties from July, 1972 through June, 1976.



\* Unsupervised release was excluded from this graph because of the small proportion of Dispositions in this category.

-- Figure 26 shows the following trends:

- a. In the period before Dodge-Fillmore-Olmsted entered the Act, there was a downward trend in the use of straight probation, an erratic and relatively low use of the straight jail sentence and an upward trend in the use of the split sentence, probation and jail.
- b. In the period after Dodge-Fillmore-Olmsted entered the Act the use of straight probation continued to decline, the use of straight jail sentences remained roughly constant with the period before the Act, and the use of the split sentence, jail and probation continued to increase.

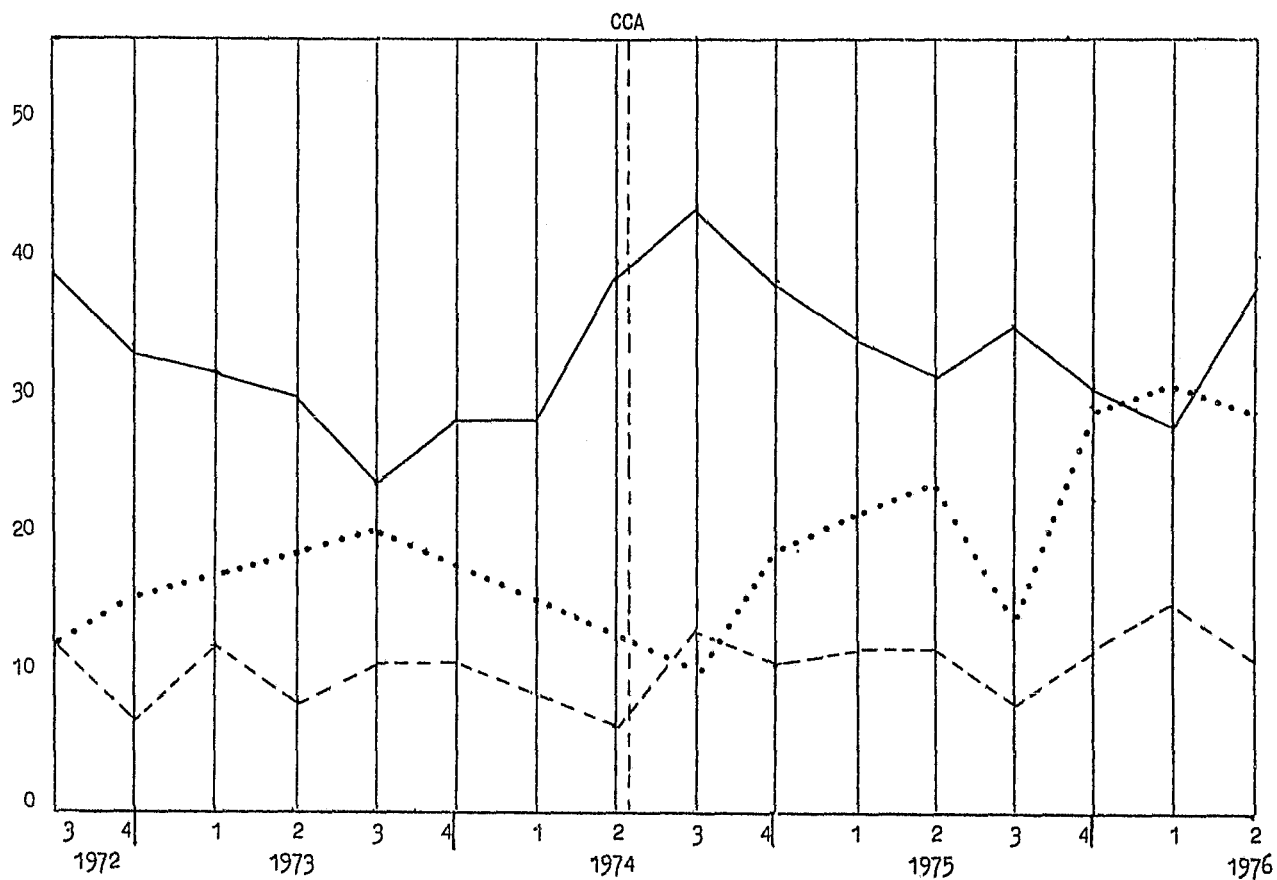
● Summary:

- The community sentencing alternative in which there has been the greatest change since Dodge-Fillmore-Olmsted entered the Act is probation with local incarceration.

● Ramsey

- Figure 27 presents information on the distribution of the three major community sentencing alternatives in Ramsey from July, 1972 through June, 1976.

Figure 27: Distribution of Community Sentencing Alternatives \*  
as a Percent of District Court Dispositions in  
Ramsey County from July, 1972 through June, 1976



Probation —————  
 Jail-Workhouse - - - - -

Jail-Workhouse and Probation . . . . .

\* Unsupervised release was excluded from this graph because of the small proportion of dispositions in this category.

-- Figure 27 shows the following trends:

- a. In the period before Ramsey entered the Act, a decline and then an increase in the use of straight probation, a relatively constant use of straight jail-workhouse, and a slight increase followed by a decline in the use of the split sentence, probation with jail-workhouse.
- b. In the period after Ramsey entered the Act, there has been a slightly higher use of straight probation, a slight increase in the use of a straight jail-workhouse, and an increasing upward trend in the use of the split sentence, probation with local incarceration.

● Summary:

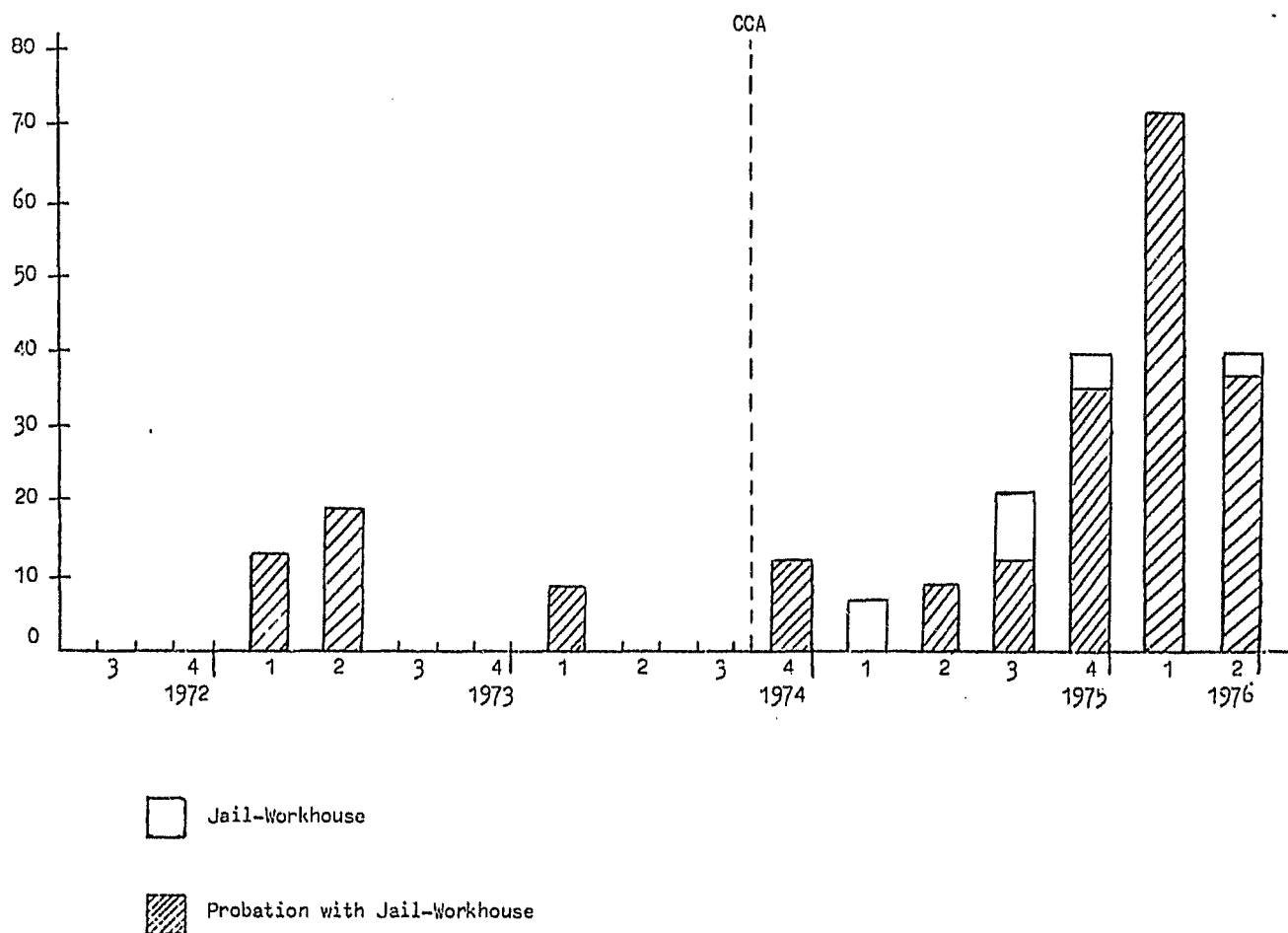
- The community sentencing alternative in which there has been the greatest change since Ramsey entered the Community Corrections Act is the split sentence, probation with local incarceration.

4. Research Results: Proportion of District Court Dispositions Involving Local Incarceration in Participating County Areas

● Crow Wing-Morrison

-- Figure 28 presents information on the proportion of district court dispositions involving local incarceration in Crow Wing-Morrison from July, 1972 through June, 1976.

Figure 28: Percent of District Court Dispositions Involving Local Incarceration in Crow-Wing - Morrison Counties from July, 1972 through June, 1976.



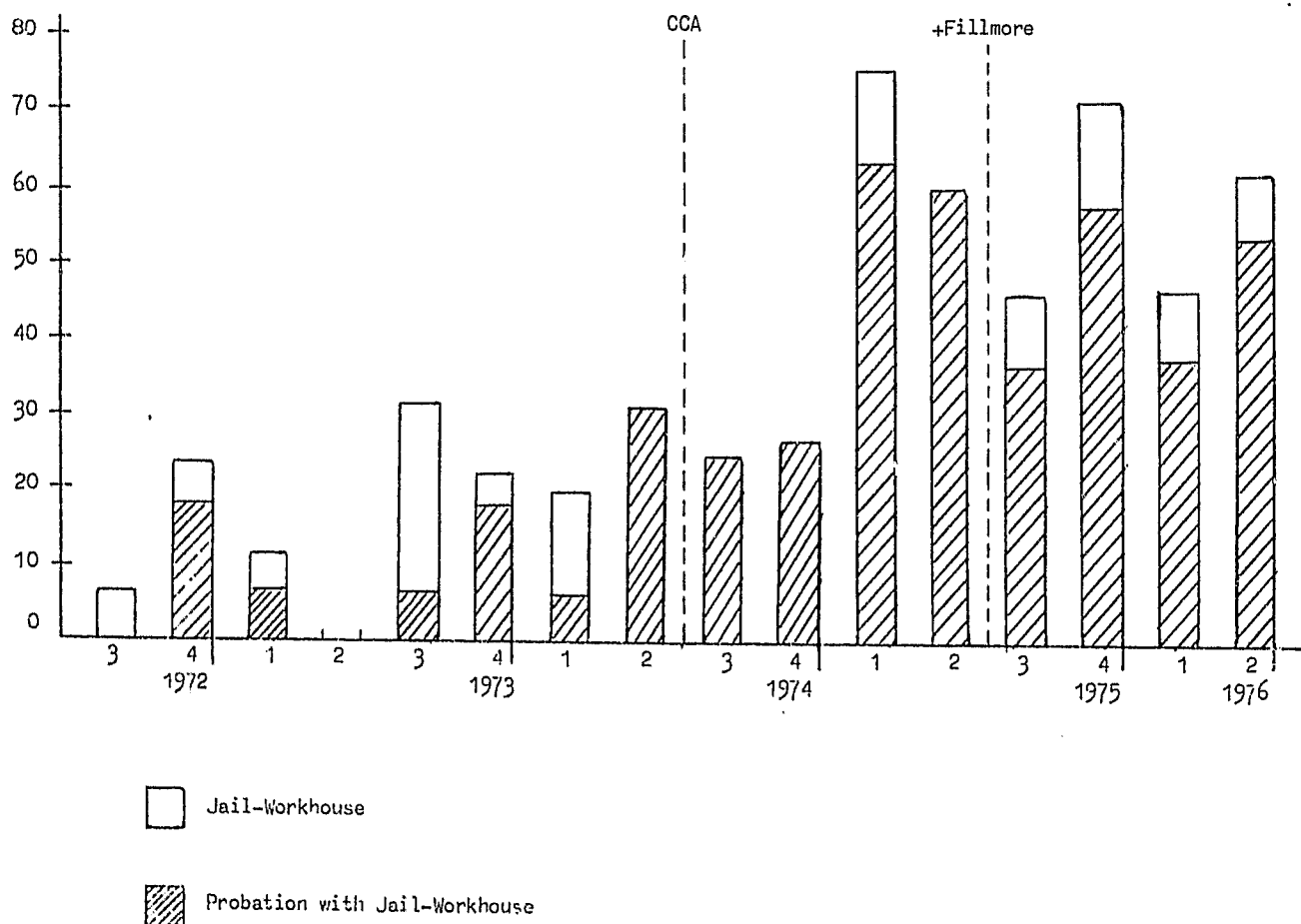
-- Figure 28 shows the following trends:

- a. In the period before Crow Wing-Morrison entered the Act, a straight jail sentence was never used and the use of probation with jail was used only infrequently.
- b. In the period since Crow Wing-Morrison entered the Act, there has been a sharp increase in the use of the split sentence, probation with jail and some use of straight jail sentences.

● Dodge-Fillmore-Olmsted

-- Figure 29 presents information on the proportion of district court dispositions involving local incarceration in Dodge-Fillmore-Olmsted from July, 1972 through June, 1976.

Figure 29: Percent of District Court Dispositions Involving Local Incarceration in Dodge - Fillmore - Olmsted Counties from July, 1972 through June, 1976.



-- Figure 29 shows the following trends:

- a. In the period before Dodge-Fillmore-Olmsted entered the Act, a relatively low use of local incarceration with a somewhat higher use of the split sentence, probation and local incarceration, as compared to straight jail sentences.
- b. In the period after entering the Act, a sharp increase in the use of local incarceration for district court offenders. This increase is largely due to the change in the proportion of dispositions involving the split sentence, probation with jail.

● Summary:

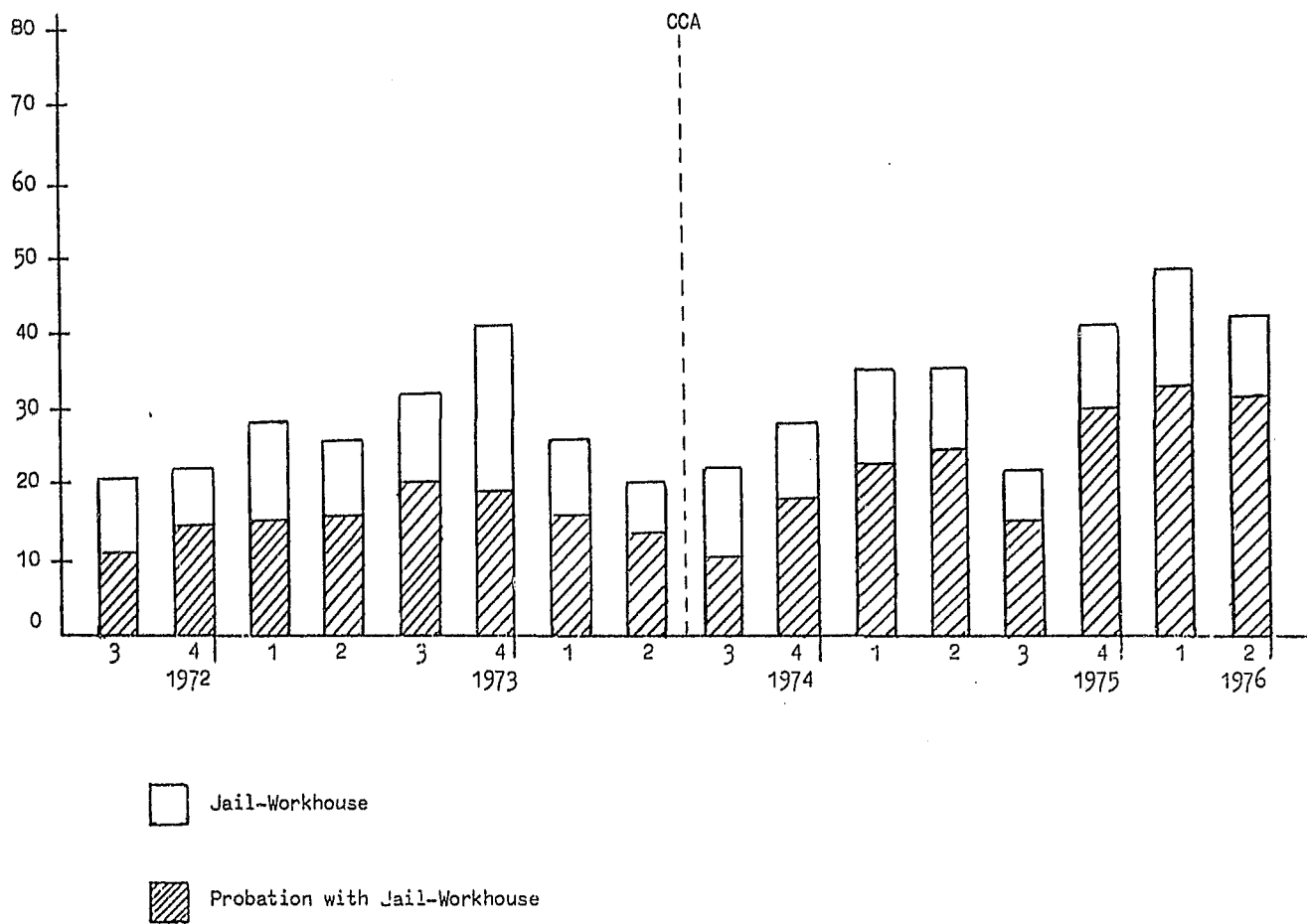
- Since Dodge-Fillmore-Olmsted entered the Community Corrections Act, the proportion of dispositions involving local incarceration has increased sharply. This increase is due in large part to the proportion of dispositions in the split sentencing category, probation with jail.

● Ramsey

- Figure 30 presents information on the proportion of district court dispositions involving local incarceration in Ramsey from July, 1972 through June, 1976.



Figure 30: Percent of District Court Dispositions Involving Local Incarceration in Ramsey County from July, 1972 through June, 1976.



-- Figure 30 shows the following trends:

- a. In the period before Ramsey entered the Act, the proportion of dispositions involving local incarceration increased until the fourth quarter of 1973 and then began to decline. The proportion of dispositions involving local incarceration was split relatively evenly between straight jail-workhouse and probation with jail-workhouse.
- b. In the period after Ramsey entered the Act, the use of local incarceration increased. This change was due in large part to the increased proportion of dispositions in the split sentencing category, probation with jail-workhouse.

● Summary:

- Since Ramsey entered the Community Corrections Act the use of local incarceration has increased. Most of this increase is due to the change in the use of the split sentence, probation with jail-workhouse.

5. Research Results: Numbers of Adult Offender Diversions

- In addition to information on the relative effect of the Act upon the proportionate use of sentencing dispositions for adults at the district court level, it is possible to estimate the number of offenders diverted as a result of the Act.
- Assuming that subsidy counties would commit the same proportion of adult district court offenders to state institutions following participation in the Act as they had prior to coming under the Act, it is possible to estimate the number of cases diverted from state institutions.
- a. The proportion of district court dispositions that were state commitments for the two year period prior to a county coming under the Act were pooled and averaged.
  - b. This average proportion of state commitments as a per cent of total adult district court dispositions was then applied to the total volume of dispositions in each quarter after the counties began to participate in the Act in order to estimate expected commitments.

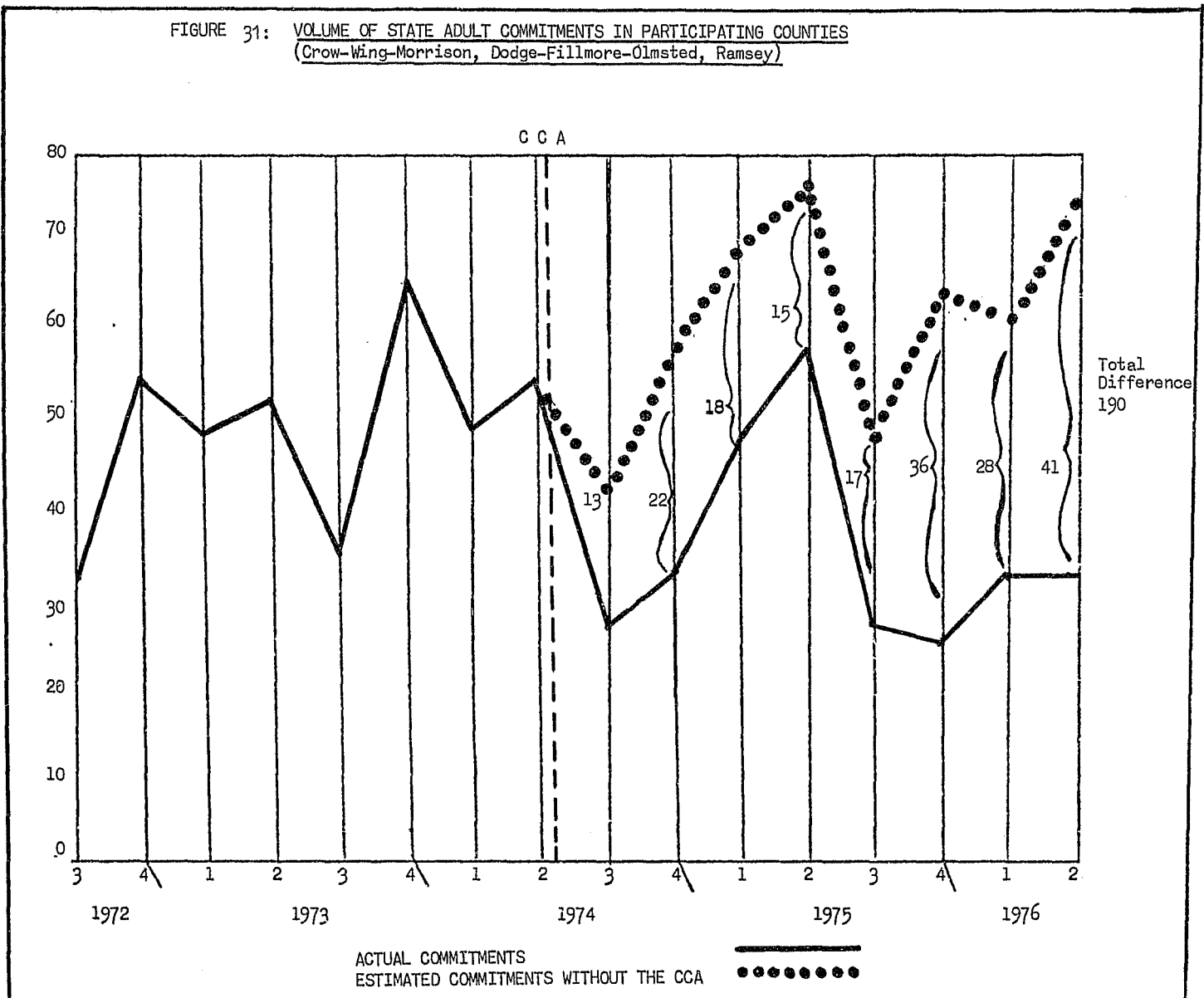
-- Thus, the number of diversions is calculated as follows:

$$\text{No. of Diversions} = \text{No. of Expected Commitments} - \text{No. of Actual Commitments}$$

- In order to determine if any reductions in the expected number of commitments occurred in non-subsidy counties, the same method was applied to estimate the number of diversions in those comparison counties.

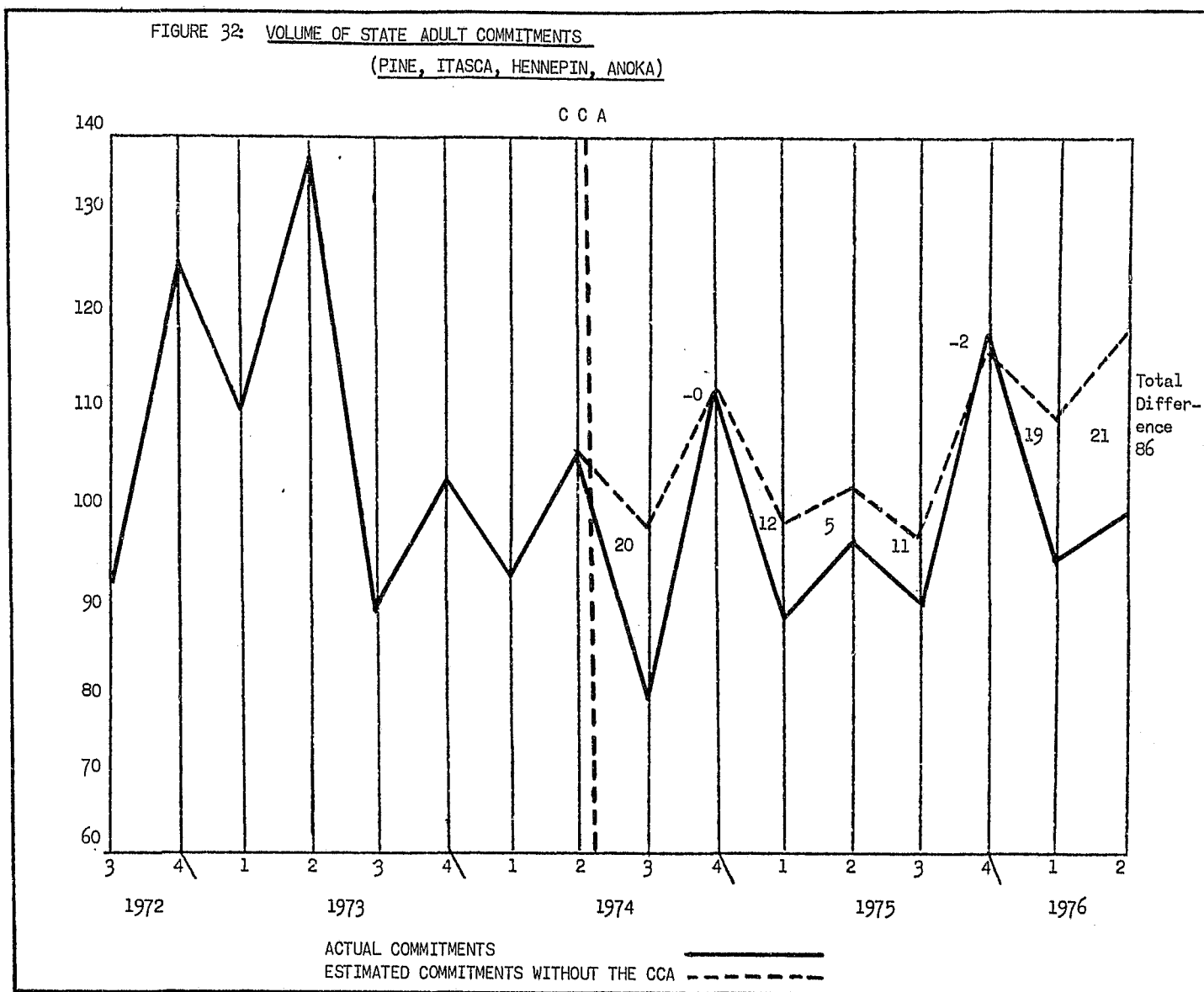
- Figure 31 presents information on the estimated number of adults diverted from state institutions on a quarterly basis since participation in the Act.

FIGURE 31: VOLUME OF STATE ADULT COMMITMENTS IN PARTICIPATING COUNTIES  
(Crow-Wing-Morrison, Dodge-Fillmore-Olmsted, Ramsey)



- Inspection of Figure 31 reveals that from the end of the second quarter of 1974 through the second quarter of 1976, a total of approximately 190 adult offenders were diverted in subsidy counties from state institutions.
- No direct information is available on the number of diversions which would have occurred without the Act.

-- However, indirect evidence in the form of expected and actual state institution commitments in non-subsidy counties is available, and is presented in Figure 32..



-- Figure 32 indicates that actual commitments were 86 less than expected commitments in these comparison counties.

- Figure 32 shows that the application of this estimating technique to the control or comparison counties produces a number of diversions from state institutions in those counties. The presence of this trend in control counties indicates that not all of the diversions estimated in participating counties can be attributed to the CCA. However, when the number of estimated diversions is taken as a proportion of the number of dispositions (the pool for potential diversions) it is still possible to infer that most of the diversions estimated for the participating counties can be attributed to the CCA. In the period after the CCA was implemented the estimated diversions represented 12.6% of the dispositions made in this period in the participating counties. However, among the control counties, the proportion of dispositions represented by diversions was only 2.9%. Therefore, estimated diversions as a proportion of dispositions in the period after the CCA was implemented is over four times greater in the participating counties than in the control counties.

#### 6. Research Results: Juvenile Court Dispositions

- Both within-county and between county comparisons are again used to document changes in juvenile court dispositions.
- Table 9 presents information on the proportion of juvenile court dispositions in both subsidy and non-subsidy counties which resulted in commitment to a state juvenile institution for the two year period before the Act and through June, 1976.

TABLE 9: PROPORTION OF JUVENILE DISPOSITIONS  
COMMITTED TO STATE INSTITUTIONS

	<u>PRIOR TO CCA</u>	<u>SINCE CCA</u>	<u>%CHANGE</u>
Crow Wing-Morrison	1 of every 14.3	1 of every 38.6	-63%
Itasca-Pine	1 of every 8.8	1 of every 11.6	-25%
Dodge-Fillmore-Olmsted	1 of every 28.2	1 of every 91	-69%
Anoka	1 of every 42.1	1 of every 121	-67%
Ramsey	1 of every 31.7	1 of every 48.3	-34%
Hennepin	1 of every 22.5	1 of every 27.1	-16%

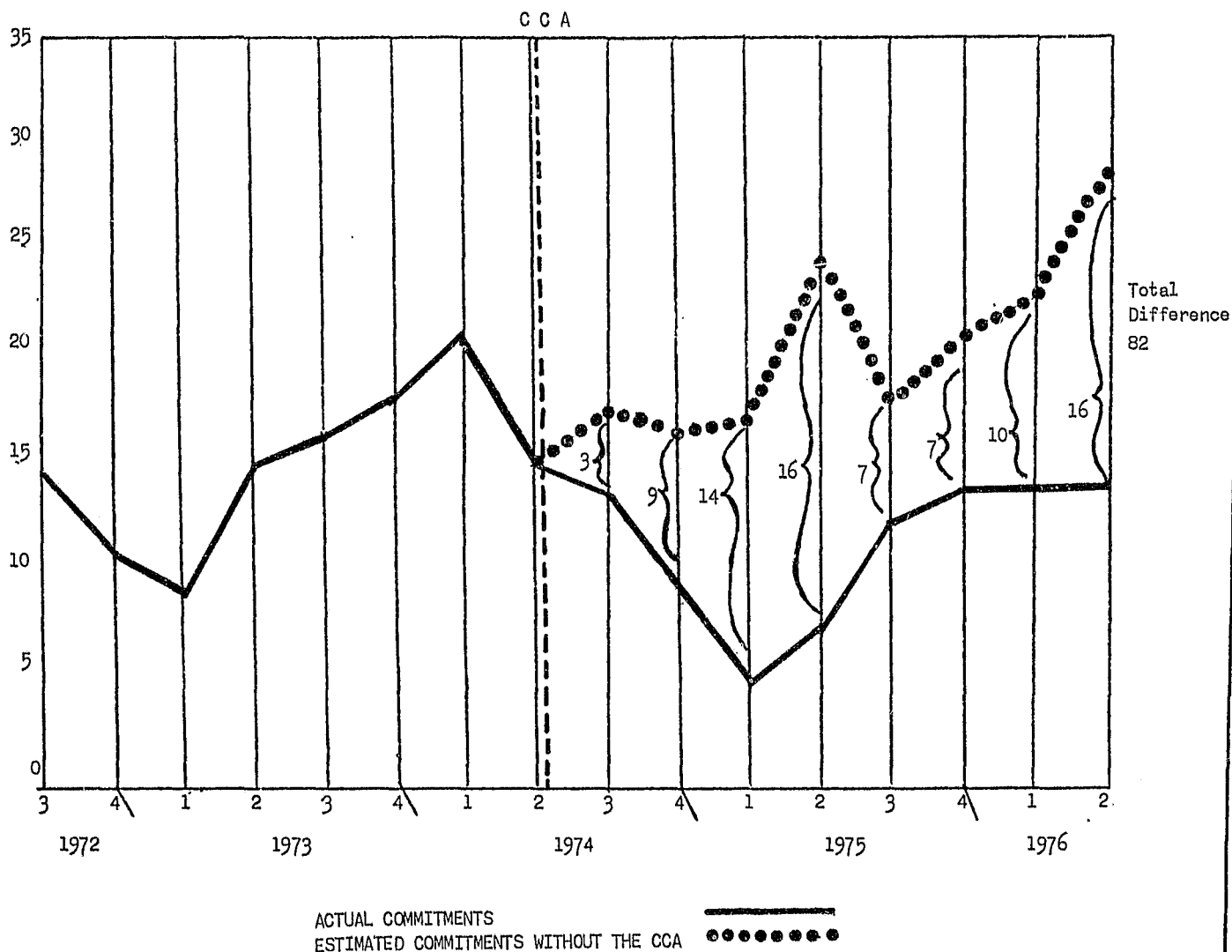
● Inspection of Table 9 shows the following:

- The decreased proportion of juvenile commitments to state institutions from Crow Wing/Morrison exceeded the minimal change experienced in the non-subsidy comparison counties of Pine/Itasca.
- Dodge/Fillmore/Olmsted counties experienced a slightly greater decrease in the proportion of commitments to state juvenile institutions as compared with the non-subsidy comparison county of Anoka.
- To some undetermined extent, the sharp reduction in state commitments from Anoka county may have resulted from this county's rental arrangement with the Department in fiscal year 1975 for the use of two cottages at the Minnesota Metropolitan Training Center.
- The decreased proportion of juvenile commitments to state institutions from Ramsey County exceeded the more minimal change experienced in Hennepin County, the non-subsidy comparison area.
- Significant changes within each subsidy area were reflected in the proportion of total juvenile dispositions to state institutions prior to and following the Act, and these were greater than those changes in non-subsidy comparison counties.

7. Research Results: Numbers of Juvenile Diversions

- Estimates of the number of juvenile cases diverted from state institutions as a result of the Act are presented in Figure 33. These estimates were calculated using the same method as was utilized for adults.

FIGURE 33: VOLUME OF STATE JUVENILE COMMITMENTS IN PARTICIPATING COUNTIES  
(Crow Wing-Morrison, Dodge-Fillmore-Olmsted, Ramsey)

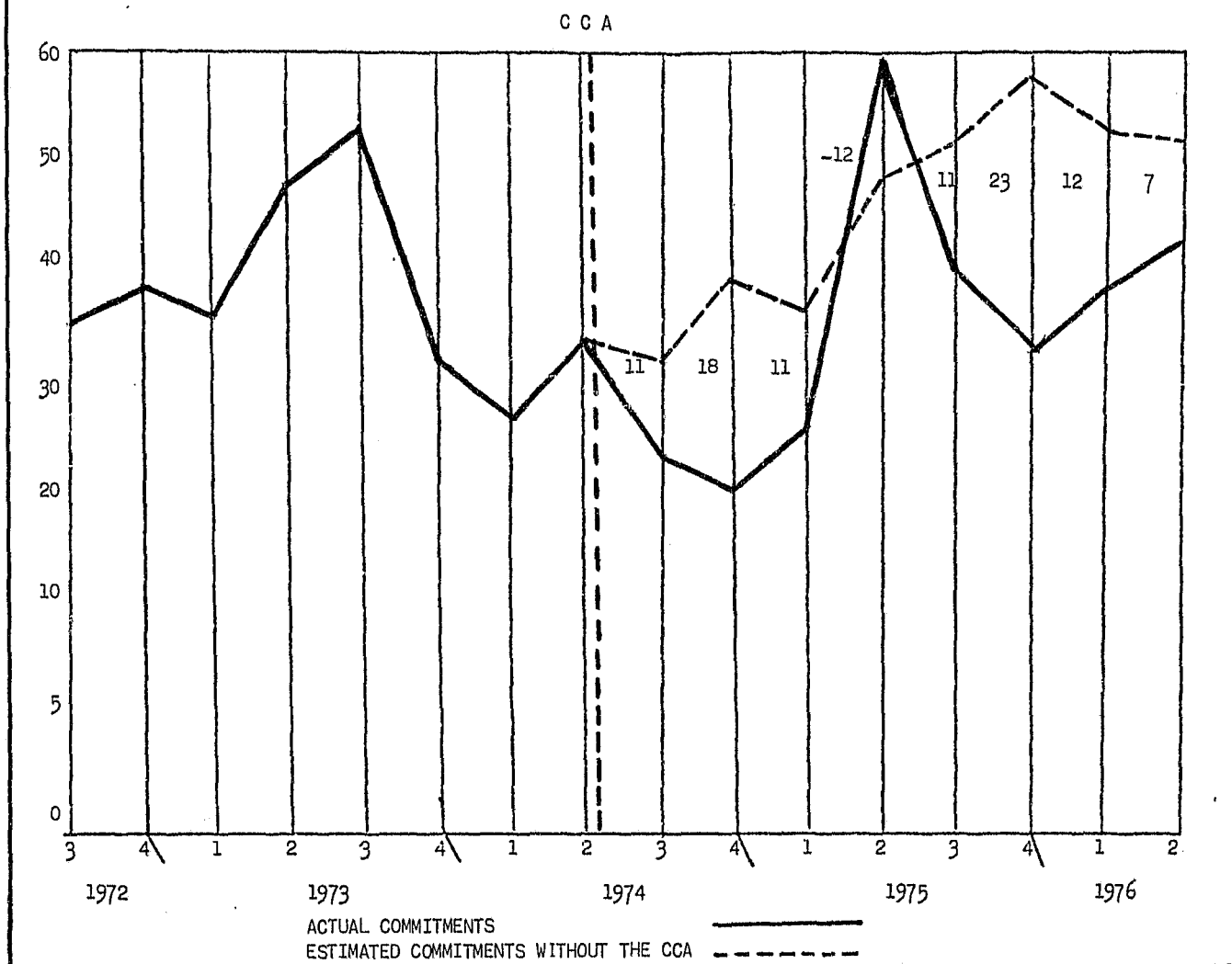


● Pooling the average number of commitments to state institutions for the two years preceding coverage under the Act and applying this figure to the actual number of commitments made on a quarterly basis following the Act reveals that approximately 82 juvenile cases were diverted from state institutions to local programs during the period July, 1974 through June, 1976.

● No direct information is available on the number of diversions which would have occurred without the Act.

-- However, indirect evidence in the form of expected and actual state institution commitments in non-subsidy counties is available and is presented in Figure 34.

FIGURE 34: VOLUME OF STATE JUVENILE COMMITMENTS IN NON-PARTICIPATING COUNTIES  
(Pine, Anoka, Itasca, Hennepin)



-- Figure 34 indicates that actual commitments were 81 less than expected commitments in these comparison counties.

● Figure 34 shows that the application of this estimating technique to the comparison counties produces a number of diversions from state institutions in those counties. The presence of this trend in control counties indicates that not all of the diversions estimated in participating counties can be attributed to the Community Corrections Act. However, when the number of estimated diversions is taken as a proportion of the total number of dispositions, it is still possible to infer that most of the diversions estimated for the participating counties can be so attributed. In the period after the Community Corrections Act was implemented, the estimated diversions represented 1.9% of all dispositions made in participating counties in this period. However, in the control counties, the proportion of dispositions represented by diversions was .96%. The number of estimated diversions as a proportion of total juvenile dispositions is slightly over twice as great in the participating counties as in the control counties. The lack of a greater difference may be due, to a limited degree, to the small number of juvenile commitments from Anoka County because of their arrangement with the Minnesota Metropolitan Training Center.



8. Research Results: Offense Types of District Court Dispositions to Local Corrections Alternatives

● Information is presented here dealing with the proportionate distribution of adult district court dispositions involving all local sentencing alternatives (fine, suspended sentence, probation, incarceration in local institutions).

- For each following offense type, information from subsidy and comparison non-subsidy areas on the distribution of dispositions before and subsequent to implementation of the Act has been analyzed. This was done to determine if there have been any changes in dispositions for specific offenses since implementation of the Act.
- Each offense category represents all felony dispositions for that offense.
- Although Region 3 was not selected as a comparison area for any particular subsidy county, data collected in anticipation of their participation in the Act is presented here for additional comparative purposes.

● Assaults (with/without bodily harm)

- The proportion of all offenders convicted of felonious assault within subsidy and non-subsidy areas who received a disposition involving a community alternative is shown in Table 10.

TABLE 10: PERCENT OF ADULT OFFENDERS CONVICTED OF ASSAULT RECEIVING LOCAL SENTENCING ALTERNATIVES

	<u>BEFORE CCA</u>	<u>AFTER CCA</u>
Crow Wing-Morrison	60% (6 of 10)	71.4% (5 of 7)
Itasca-Pine (control)	80% (4 of 5)	54.5% (6 of 11)
Dodge-Fillmore-Olmsted	60% (3 of 5)	100% (10 of 10)
Anoka (control)	69.2% (9 of 13)	76.2% (16 of 21)
Ramsey	60.3% (35 of 58)	71.9% (46 of 64)
Hennepin (control)	65.6% (61 of 93)	73.8% (96 of 130)
Region 3 (control)	71.4% (15 of 21)	73.3% (22 of 30)

-- Inspection of Table 10 reveals that:

- a. The use of local alternatives for offenders convicted of assault has increased in every county area but Itasca-Pine.
- b. There is an apparent trend toward increased use of local alternatives for offenders convicted of assault within subsidy counties. However, the small number of assault dispositions in Crow Wing-Morrison and Dodge-Fillmore-Olmsted make any conclusions extremely tentative.
- c. Between-county comparisons indicate that there is no conclusive difference between subsidy and non-subsidy areas in the use of local alternatives for offenders convicted of assault.

● Robbery (simple and aggravated)

-- The proportion of all offenders convicted of robbery within subsidy and non-subsidy areas who received a community disposition is shown in Table 11.

TABLE 11: <u>PERCENT OF ADULT OFFENDERS CONVICTED OF ROBBERY RECEIVING LOCAL SENTENCING ALTERNATIVES</u>		
	<u>BEFORE CCA</u>	<u>AFTER CCA</u>
Crow Wing-Morrison	0% (0 of 1)	50% (3 of 6)
Itasca-Pine (control)	33.3% (1 of 3)	0% (0 of 2)
Dodge-Fillmore-Olmsted	100% (7 of 7)	100% (7 of 7)
Anoka (control)	63.6% (7 of 11)	50% (14 of 28)
Ramsey	29.1% (30 of 103)	44.9% (70 of 156)
Hennepin (control)	47.0% (126 of 268)	49.5% (145 of 293)
Region 3 (control)	42.9% (9 of 21)	34.6% (9 of 26)

-- Inspection of Table 11 shows that:

- a. The proportion of offenders convicted of robbery and remaining in the community in two of the three areas increased since participation in the Act. The third area, Dodge-Fillmore-Olmsted, utilized community dispositions for all offenders in this category previous to coming under the Act, and has maintained this level.
- b. A similar pattern has not been noted in the non-subsidy areas, except in Hennepin County. However, the small number of dispositions in the non-metro counties makes conclusions tentative.

● Theft (of \$100 and above)

- The proportion of all offenders convicted of theft within subsidy and non-subsidy areas who received a community disposition is presented in Table 12.

TABLE 12: PERCENT OF ADULT OFFENDERS CONVICTED OF THEFT RECEIVING LOCAL SENTENCING ALTERNATIVES		
	BEFORE CCA	AFTER CCA
Crow Wing-Morrison	78.9% (15 of 19)	87.5% (21 of 24)
Itasca-Pine (control)	78.6% (22 of 28)	77.8% (14 of 18)
Dodge-Fillmore-Olmsted	100% (26 of 26)	100% (17 of 17)
Anoka (control)	81.0% (17 of 21)	81.4% (48 of 59)
Ramsey	78.3% (141 of 180)	88.8% (239 of 269)
Hennepin (control)	80.7% (268 of 332)	89.5% (383 of 428)
Region 3 (control)	73.0% (54 of 74)	90.5% (86 of 95)

- Inspection of Table 12 indicates that:

- The proportion of offenders convicted of theft in two of the three subsidy areas who were kept in the community increased since participation in the Act. The third area, Dodge Fillmore-Olmsted, utilized community dispositions for all offenders in this category previous to coming under the Act, and has maintained this level.
- In the non-subsidy comparison counties of Itasca/Pine and Anoka, there has been virtually no change in the proportion of community dispositions for offenders with theft convictions. However, in Hennepin and Region 3, a substantially higher proportion of such offenders have been maintained in the community since implementation of the Act.
- No conclusive differences are evident between subsidy and non-subsidy counties. The changes that have occurred are minimal, and in the non-metro counties are based on a small number of cases.

● Receiving Stolen Property

- Table 13 indicates the proportion of offenders convicted of receiving stolen property who received local sentencing alternatives.

TABLE 13: PERCENT OF ADULT OFFENDERS CONVICTED OF RECEIVING STOLEN PROPERTY  
RECEIVING LOCAL SENTENCING ALTERNATIVES

	<u>BEFORE CCA</u>	<u>AFTER CCA</u>
Crow Wing-Morrison	100% (3 of 3)	93.8% (15 of 16)
Itasca-Pine (control)	100% (6 of 6)	84.6% (11 of 13)
Dodge-Fillmore-Olmsted	87.5% (7 of 8)	80% (8 of 10)
Anoka (control)	100% (7 of 7)	100% (8 of 8)
Ramsey	90% (9 of 10)	91.7% (11 of 12)
Hennepin (control)	76.3% (142 of 186)	80.4% (82 of 102)
Region 3 (control)	66.6% (2 of 3)	67.2% (15 of 23)

-- An examination of Table 13 shows that:

- a. Because a relatively high proportion of offenders convicted of receiving stolen property are given local alternatives in all the counties, there is little room for significant change.
- b. There is no substantial proportionate difference between subsidy and non-subsidy counties in the use of local alternatives for this category of offenders.

#### ● Burglary

-- The proportion of all offenders convicted of burglary in subsidy and non-subsidy areas who were given local sentencing alternatives is shown in Table 14.

TABLE 14: PERCENT OF ADULT OFFENDERS CONVICTED OF BURGLARY RECEIVING  
LOCAL SENTENCING ALTERNATIVES

	<u>BEFORE CCA</u>	<u>AFTER CCA</u>
Crow Wing-Morrison	63.4% (26 of 41)	83.9% (47 of 56)
Itasca-Pine (control)	70% (35 of 50)	80.4% (41 of 51)
Dodge-Fillmore-Olmsted	82.6% (19 of 23)	100% (19 of 19)
Anoka (control)	60.5% (23 of 38)	66.7% (36 of 54)
Ramsey	62.4% (103 of 165)	77% (134 of 174)
Hennepin (control)	67.8% (255 of 376)	77.2% (295 of 382)
Region 3 (control)	75% (69 of 92)	87% (141 of 162)

-- An inspection of Table 14 reveals that:

- a. All of the counties have increased their use of local alternatives for burglars.
- b. The areas in which the greatest increased use of community dispositions was noted were subsidy counties.

#### ● Forgery

-- The proportion of all offenders convicted of forgery in subsidy and non-subsidy areas who received community dispositions are shown in Table 15.

TABLE 15: <u>PERCENT OF ADULT OFFENDERS CONVICTED OF FORGERY RECEIVING</u> <u>LOCAL SENTENCING ALTERNATIVES</u>		
	<u>BEFORE CCA</u>	<u>AFTER CCA</u>
Crow Wing-Morrison	100% (7 of 7)	100% (6 of 6)
Itasca-Pine (control)	42.9% (3 of 7)	50% (3 of 6)
Dodge-Fillmore-Olmsted	85.7% (6 of 7)	100% (11 of 11)
Anoka (control)	33.3% (3 of 9)	58.3% (14 of 24)
Ramsey	67% (59 of 88)	72.1% (49 of 68)
Hennepin (control)	73.7% (171 of 232)	77.3% (295 of 382)
Region 3 (control)	69.6% (16 of 23)	74.2% (23 of 31)

-- Table 15 indicates the following:

- a. All county areas have increased the use of local alternatives for these offenders. However, the small number of dispositions precludes making inferences about trends.
- b. There is no obvious difference between subsidy and non-subsidy counties in dispositions for this category of offenders.

#### ● Drug Offenses (felonious possession or sale of a controlled substance)

-- Table 16 indicates the proportion of offenders who have been convicted of drug offenses in subsidy and non-subsidy areas who were given local sentencing alternatives.

TABLE 16: PERCENT OF ADULT OFFENDERS CONVICTED OF DRUG OFFENSES  
RECEIVING LOCAL SENTENCING ALTERNATIVES

	<u>BEFORE CCA</u>	<u>AFTER CCA</u>
Crow Wing-Morrison	57.1% (16 of 28)	84.6% (11 of 13)
Itasca-Pine (control)	93.3% (28 of 30)	85.7% (24 of 28)
Dodge-Fillmore-Olmsted	95.6% (43 of 45)	95.2% (40 of 42)
Anoka (control)	87.5% (21 of 24)	81% (47 of 58)
Ramsey	78.6% (132 of 168)	88.3% (143 of 162)
Hennepin (control)	92.3% (611 of 662)	95.4% (373 of 391)
Region 3 (control)	95.9% (188 of 196)	91.6% (206 of 225)

-- Inspection of Table 16 reveals that:

- a. Within the subsidy counties, there has been an increase in the proportion of drug offenders receiving local sentencing alternatives in Crow Wing-Morrison and Ramsey and no change in Dodge-Fillmore-Olmsted, which already maintained the vast majority of these offenders within the community.
- b. Among the five comparison county areas, four have experienced a slight decrease in the proportionate use of local alternatives while a slight increase is evident in Hennepin County.
- c. No substantial difference is evident between subsidy and non-subsidy counties in the proportion of these offenders who were given a community disposition.

9. Research Results: Combined Data For Subsidy and Non-Subsidy County Areas

-- Table 17 compares the subsidy and non-subsidy county areas on three combined data factors for each offense category:

- a. proportion of community sentencing dispositions prior to the Act;
- b. proportion of community sentencing dispositions after the Act;
- c. the change in percentage points between (a) and (b).

TABLE 17: COMBINED DATA ON PROPORTIONATE USE OF LOCAL ALTERNATIVES BY OFFENSE

OFFENSE  Category	% LOCAL DISPOSITIONS PRIOR TO CCA		% LOCAL DISPOSITIONS SINCE CCA		CHANGE IN PERCENTAGE POINTS	
	Subsidy	Non-Subsidy	Subsidy	Non-Subsidy	Subsidy	Non-Subsidy
Assault	60%	67%	75%	73%	+15	+6
Robbery	33	47	47	48	+14	+1
Theft	81	79	89	89	+ 8	+10
Receiving Stolen Property	90	78	89	79	-1	+1
Burglary	65	69	80	79	+15	+10
Forgery	71	71	78	76	+ 7	+ 5
Drugs	79	93	89	93	+10	+0

-- Examination of Table 17 shows the following:

- a. For every offense category except receiving stolen goods, the subsidy counties have increased their proportionate use of local alternatives.
- b. For every offense category except drugs, the non-subsidy counties have increased their proportionate use of local alternatives.
- c. In the categories of assault, robbery, burglary, and drugs the percentage of change in the subsidy counties has been at least 5 points greater than in the non-subsidy counties.

#### 10. Research Results: Summary

● In summary, the following inferences can be made about the impact of the 1973 Community Corrections Act on sentencing patterns in district and juvenile courts in the participating pilot county areas:

- Among counties participating in the Community Corrections Act, adult commitments to state institutions as a per cent of the total volume of cases in district courts has been reduced since participation. The magnitude of this reduction has not been matched in non-participating counties.
- Among counties participating in the Act, the use of local alternatives as a per cent of total district court dispositions has increased. The magnitude of this increase has not been matched in non-participating counties.
- The use of local incarceration as a correctional alternative increased significantly in counties after participation in the Act.

- The volume of cases at the district court level has increased in nearly all the counties on which data has been collected.
- When the data for all of the pilot counties is aggregated, it is estimated that 190 adult and 82 juvenile offenders have been diverted from state institutions at least partially because of the Act in the period from July 1974 through June, 1976.
- Among participating counties, juvenile commitments to state institutions as a per cent of total adjudicated juveniles has decreased sharply. The decrease in non-participating counties has not nearly been as sharp.
- While both subsidy and comparison county areas have tended to increase use of disposition involving local alternatives for specific offenses since implementation of the Community Corrections Act, the magnitude of this change has generally been greater in subsidy counties.



## D. Community Corrections Act Plans

### 1. 1978-79 Biennium

- Fiscal Year 1978: The primary goal to be accomplished is maintenance of the existing seven county areas (18 counties) under the Act, and coverage of an additional nine new county areas (15 counties). While the Department of Corrections can request subsidy funds, the decision to enter the Act as well as the specific entrance date remains with the counties. Therefore, these plans are clearly contingent upon decisions of the counties.
- Table 18 presents information on the existing and planned counties to be under the Act during fiscal year 1978.
- Inspection of Table 18 reveals the following:
  - a. Both Hennepin County and Region 6W (Chippewa, Yellow Medicine, Lac Qui Parle, Swift) are scheduled to come under the Act during fiscal year 1977, but as of December 1, 1976 had not done so. Funds appropriated during fiscal year 1975 for this purpose therefore have been retained, and upon entrance of these areas under the Community Corrections Act, these funds will be available.
  - b. Because funds were appropriated during 1975 for Hennepin and Region 6W, these counties were placed under "existing counties" in Table 18.
  - c. Besides Hennepin County and Region 6W, an additional ten counties are scheduled to enter the Act during fiscal year 1978, according to the schedule presented in Table 18.
  - d. A 10% inflation factor has been used for the calculation of subsidy eligibility amounts during fiscal year 1978.
  - e. Probation officer reimbursement subsidy funds are no longer available to a county upon entering the Act; the total amount of requested funds by each subsidy area are noted in Table 18, along with the estimated cost of assuming the operation of parole services within the local area.
  - f. The projected use of state institution figures are based upon an average annual number of commitments for the three preceding years.
  - g. The "adjusted total" figures for each subsidy area are based upon actual eligibility minus anticipated probation subsidy reimbursement funds, the cost of assuming direct services (parole) from the state, and the projected cost of using state institutions. The sum of "adjusted totals" for each subsidy area for fiscal year 1978 is \$7,613,225.

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TABLE 18: COMMUNITY CORRECTIONS ACT PROJECTIONS — FISCAL YEAR 1978

<u>Existing Counties</u>	<u>Starting Date</u>	<u>Number of Months</u>	<u>Annual Eligible Amount F. Y. 1978</u>	<u>Amount Eligible for No. of Months</u>	<u>Probation and Parole Subs.</u>	<u>Direct Service</u>	<u>Group Home Subsidy</u>	<u>Net Total</u>	<u>Projected Use of Institution</u>	<u>Adjusted Total</u>
Ramsey	7-1-77	12	\$ 2,637,403	\$ 2,637,403	\$	\$		\$ 2,637,403	\$ 870,981	\$ 1,766,422
Region 3	7-1-77	12	1,477,428	1,477,428				1,477,428	556,533	920,895
Anoka	7-1-77	12	948,038	948,038				948,038	234,672	713,366
Dodge/Fillmore/Olmsted	7-1-77	12	578,990	578,990				578,990	31,024	547,966
Crow Wing/Morrison	7-1-77	12	338,842	338,842				338,842	182,956	155,886
Red Lake/Polk/Norman	7-1-77	12	227,946	227,946				227,946	63,874	164,072
Todd/Wadena	7-1-77	12	208,749	208,749				208,749	19,424	189,325
Hennepin	7-1-77	12	4,645,065	4,645,065		1,182,959		3,462,106	1,233,216	2,228,890
Region 6 W	7-1-77	12	213,779	213,779	61,912			151,867	40,854	111,013
Sub Total			11,276,240	11,276,240	61,912	1,182,959		10,031,369	3,233,534	6,797,835
<u>New Counties</u>										
Dakota	1-1-78	6	726,494	363,247	62,340	26,809		274,098	72,649	201,449
Washington	1-1-78	6	509,844	254,922	58,079	15,596		181,247	50,984	130,263
Blue Earth/Le Sueur/Waseca	7-1-77	12	440,003	440,003	77,877	25,349		336,777	84,089	252,688
Scott	7-1-77	12	187,641	187,641	49,192	8,515		129,934	35,859	94,075
Carver	1-1-78	6	155,133	77,567	27,665	4,258		45,644	15,513	30,131
Goodhue	1-1-78	6	145,600	72,800	20,691	9,730		42,379	14,560	27,819
Rock/Nobles	7-1-77	12	130,882	130,882	26,904			103,978	25,013	78,965
Sub Total			2,295,597	1,527,062	322,748	90,257		1,114,057	298,667	815,390
TOTAL FISCAL YEAR 1978			\$13,571,837	\$12,803,302	\$384,660	\$1,273,216		\$11,145,426	\$3,532,201	\$7,613,225

FUNDING FOR F.Y. 1978

Expenditures for existing Counties	\$6,797,835
Expenditures for new Counties	815,390
Total Expenditures	\$7,613,225
Less: Estimated transfer forward from fiscal year 1977	2,553,802
Appropriation request for existing counties and new counties	\$5,059,423

- h. The appropriation request of \$5,059,423 is based upon the "adjusted total" minus the anticipated amount of 1975-77 biennium savings to be carried into fiscal year 1978.
- Given that all counties enter the Act as planned during fiscal year 1978, the Community Corrections Act will be in effect in counties having approximately 69% of the state population.
- Fiscal Year 1979: The primary goal is maintenance of the 16 county areas (33 counties) covered under the Act for the full 12 months of this fiscal year.
- Table 19 presents summary financial information on the counties expected to be under the Act in fiscal year 1979.
- Inspection of Table 19 reveals:
- The only difference between fiscal year 1978 and fiscal year 1977 is that all counties are anticipated to be subsidized under the Act for a full 12 month period during 1979.
  - An inflation factor of 6% has been used in projecting the subsidy eligibility.
  - The appropriation requests of \$7,675,963 is based upon the "adjusted total" subsidy eligibility.
- Given that all counties are under the Act as planned during 1979, the Act will be in effect in counties having approximately 69% of the state population.
- Table 20 presents summary information for the 1978-79 biennium.

TABLE 20: COMMUNITY CORRECTIONS ACT PROJECTIONS - 1978 - 1979 BIENNIUM					
Biennial Eligible Amount	Probation & Parole subsidy	Direct Service	Net Total	Protected Use Of Institution	Adjusted Total
\$27,957,984	\$938,092	\$ 2,609.25	\$23,642,006	\$ 8,352,818	\$ 12,735,386

- Inspection of Table 20 indicates that the biennial appropriation, request for the Community Corrections Act subsidy is \$12,735,386.



TABLE 19: COMMUNITY CORRECTIONS ACT PROJECTION - FISCAL YEAR 1979

Existing Counties	Starting Date	Number of Months	Annual Eligible Amount F. Y. 1979	Amount Eligible for No. of Months	Probation and Parole Subs.	Direct Service	Group Home Subsidy	Net Total	Projected Use of Institution	Adjusted Total
Ramsey	7-1-78	12	\$ 2,795,647	\$ 2,795,647	\$	\$		\$ 2,795,647	\$ 870,981	\$ 1,924,666
Region 3	7-1-78	12	1,566,073	1,566,073				1,566,073	561,187	1,004,886
Anoka	7-1-78	12	1,004,920	1,004,920				1,004,920	238,162	766,758
Dodge/Fillmore/Olmsted	7-1-78	12	613,730	613,730				613,730	31,024	582,706
Crow Wing/Morrison	7-1-78	12	359,172	359,172				359,172	182,956	176,216
Red Lake/Polk/Norman	7-1-78	12	241,623	241,623				241,623	63,874	177,749
Todd/Wadena	7-1-78	12	221,274	221,274				221,274	19,618	201,656
Hennepin	7-1-78	12	4,923,768	4,923,768		1,189,488		3,734,280	2,037,247	1,697,033
Region 6 W	7-1-78	12	226,606	226,606	61,912			164,694	71,848	92,846
Sub Total			11,952,813	11,952,813	61,912	1,189,488		10,701,413	4,076,897	6,624,516
<u>New Counties</u>										
Dakota	7-1-78	12	770,084	770,084	124,679	53,618		591,787	231,025	360,762
Washington	7-1-78	12	540,435	540,435	116,157	31,191		393,087	162,131	230,956
Blue Earth/LeSueur/Waseca	7-1-78	12	466,403	466,403	77,877	25,349		363,177	147,879	215,298
Scott	7-1-78	12	198,900	198,900	49,192	8,515		141,193	63,064	78,129
Carver	7-1-78	12	164,441	164,441	55,330	8,515		100,596	49,332	51,264
Goodhue	7-1-78	12	154,336	154,336	41,381	19,459		93,496	46,301	47,195
Rock/Nobles	7-1-78	12	138,735	138,735	26,904			111,831	43,988	67,843
Sub Total			2,433,334	2,433,334	491,520	146,647		1,795,167	743,720	1,051,447
TOTAL F.Y. 1979			\$14,386,147	\$14,386,147	\$ 553,432	\$ 1,336,135		\$12,496,580	\$ 4,820,617	\$7,675,963

## 2. 1980-81 Biennium

- Fiscal Year 1980: The primary goal to be accomplished is maintenance of the 16 county areas (33 counties) expected to be under the Act before the beginning of this fiscal year and coverage of an additional 18 new counties.
  - Nine counties are anticipated to enter at the beginning of the fiscal year and nine counties at the middle of the fiscal year.
  - Table 21 presents information on the existing and planned counties to be under the Act during fiscal year 1980.
  - Inspection of Table 21 reveals the following:
    - a. A five per cent inflation factor has been used for the calculation of subsidy eligibility amounts during the fiscal year 1980.
    - b. The probation officer reimbursement subsidy amount has been based on fiscal year 1978 requested amounts.
    - c. The estimated costs of subsidy counties assuming the operation of parole services has been based upon a 6% inflation factor applied to those costs for these counties in the base year of 1975.
    - d. Projected use of institutions is based upon participating counties expending 20% of their subsidy for this purpose during the first year under the Act, and 30% during the second year.
    - e. It is estimated that an appropriation request of \$11,239,727 will be needed to fund the Act during fiscal year 1980. This figure does not take into account any savings which may occur by counties not coming under the Act when anticipated.
    - f. Given that all counties are under the Act as planned during fiscal year 1980, the Act will be in effect in counties having approximately 82% of the state population.





TABLE 21: COMMUNITY CORRECTIONS ACT PROJECTIONS - FISCAL YEAR 1980

Existing Counties	Starting Date	No. of Months	Annual Eligible Amount F.Y. 1980	Amount Eligible For No. of Months	Probation & Parole Subs.	Direct Service	Net Total	Projected Use Of Institution	Adjusted Total
Ramsey	7-1-79	12	\$ 2,935,099	\$ 2,935,099	---	---	\$ 2,935,099	\$ 880,530	\$ 2,054,569
Region 3	"	"	1,644,376	1,644,376	---	---	1,644,376	493,313	1,151,063
Anoka	"	"	1,055,166	1,055,166	---	---	1,055,166	316,550	738,616
Dodge/Fillmore/ Olmsted	"	"	644,416	644,416	---	---	644,416	193,325	451,091
Crow Wing/Morrison	"	"	377,131	377,131	---	---	377,131	113,139	263,992
Red Lake/Polk/Norman	"	"	253,704	253,704	---	---	253,704	76,111	177,593
Todd/Wadena	"	"	232,338	232,338	---	---	232,338	69,701	162,637
Hennepin	"	"	5,169,957	5,169,957	---	---	5,169,957	1,550,987	3,618,970
Region 6W	"	"	237,937	237,937	---	---	237,937	71,381	166,556
Dakota	"	"	80,859	80,859	---	---	80,859	24,258	56,601
Washington	"	"	567,457	567,457	---	---	567,457	170,237	397,220
Blue Earth/LeSueur Waseca	"	"	489,723	489,723	---	---	489,723	146,917	341,806
Scott	"	"	208,845	208,845	---	---	208,845	62,654	146,191
Carver	"	"	172,663	172,663	---	---	172,663	51,799	120,864
Goodhue	"	"	162,053	162,053	---	---	162,053	48,616	113,437
Rock/Nobles	"	"	145,672	145,672	---	---	145,672	43,702	101,970
<u>NEW COUNTIES</u>									
Brown	1-1-80	6	153,510	76,755	19,429	4,519	52,807	7,676	45,131
Chisago	7-1-79	12	122,916	122,916	17,856	23,008	82,052	24,583	57,469
Faribault	1-1-80	6	99,528	49,764	8,832	5,641	35,291	4,976	30,315
Freeborn	7-1-79	12	189,924	189,924	30,601	13,053	146,270	37,985	108,285
Houston	"	"	102,405	102,405	6,614	7,286	88,505	20,481	68,024
Isanti	"	"	105,309	105,309	17,875	3,569	83,865	21,062	62,803
Itasca	"	"	205,641	205,641	23,492	24,424	157,725	41,128	116,597
McLeod	1-1-80	6	141,648	70,824	8,589	3,668	58,567	7,082	51,485
Martin	"	"	121,993	60,947	12,919	43,886	4,142	6,100	[0]
Mower	7-1-79	12	233,307	233,307	41,057	18,735	173,515	46,661	126,854
Nicollet	1-1-80	6	143,443	71,722	14,045	5,861	51,816	7,172	44,644
Pine	7-1-79	12	127,447	127,447	19,323	9,947	98,177	25,489	72,688
Rice	1-1-80	6	247,344	123,672	17,585	4,960	101,127	12,367	88,760
Sibley	1-1-80	6	73,271	36,636	3,858	1,967	30,811	3,664	27,147
Steele	7-1-79	"	147,909	73,955	13,970	6,883	53,102	7,396	45,706
Wabasha	"	12	96,280	96,280	10,895	6,836	78,549	19,256	59,293
Watsonwan	"	6	60,004	30,002	4,481	2,817	22,704	3,000	19,704
Winona	"	12	271,451	271,451	39,761	26,754	204,936	54,290	150,646
TOTALS			\$17,020,726	\$16,426,353	\$ 311,182	\$ 213,814	\$15,901,357	\$4,663,588	\$11,237,727

- Fiscal Year 1981: The primary goal to be accomplished is maintenance of the 51 counties expected to be under the Act at the beginning of this fiscal year.
  - Table 22 presents information on the planned counties to be under the Act during fiscal year 1981.
  - Inspection of Table 22 reveals the following:
    - a. A 5% inflation factor has been used for the calculation of subsidy eligibility amounts during fiscal year 1981.
    - b. It is estimated that an appropriation request of \$11,829,183 will be needed to fund the Act during fiscal year 1981. This figure does not take into account any savings which may occur by counties not coming under the Act on the anticipated dates.
  - Given that all counties are under the Act as planned during fiscal year 1981, the Act will be in effect in counties having approximately 82% of the state population.



TABLE 22: COMMUNITY CORRECTIONS ACT PROJECTIONS - FISCAL YEAR 1981

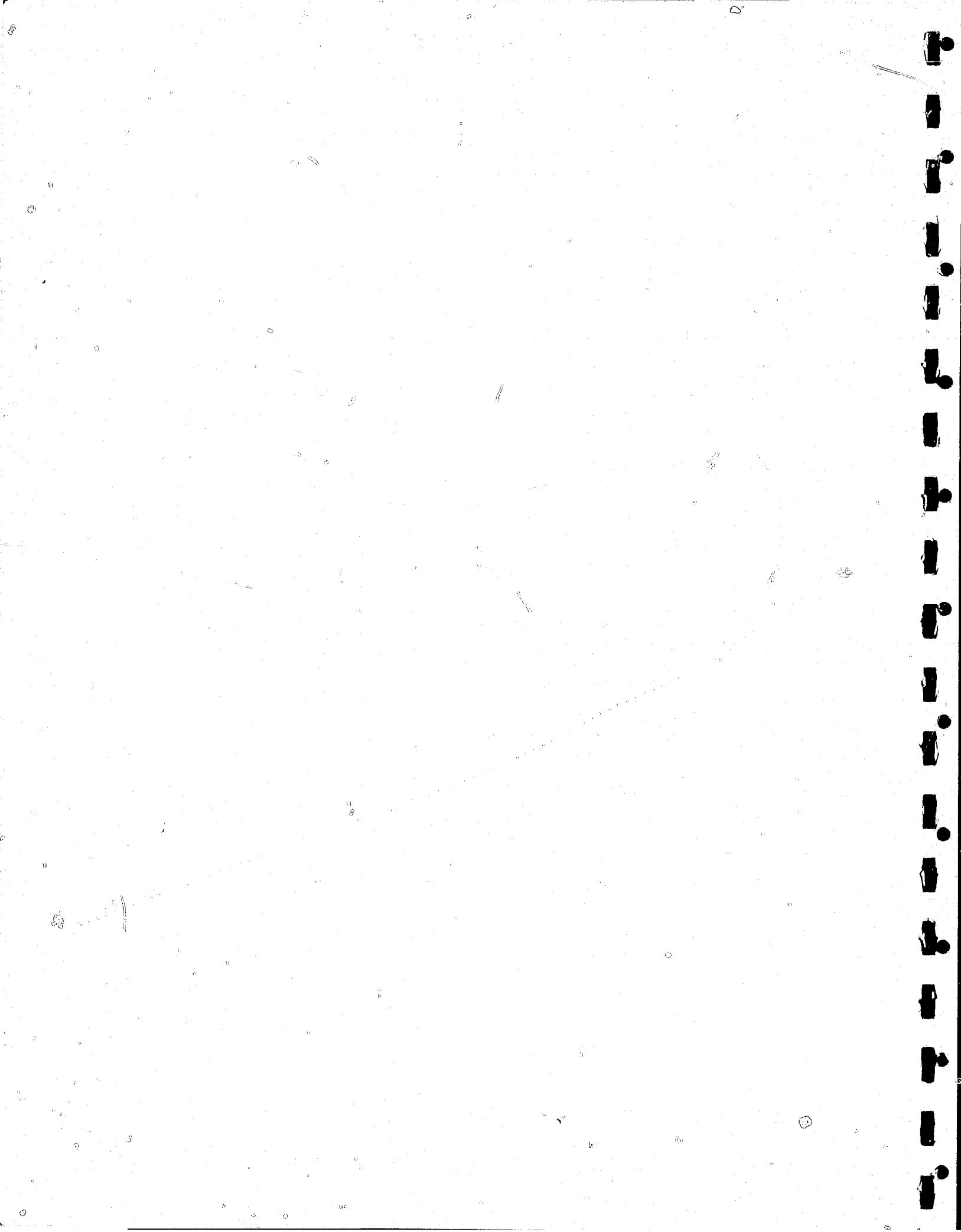
Existing Counties	Starting Date	No. of Months	Annual Eligible Amount F.Y. 1981	Amount Eligible For No. of Months	Probation & Parole Subs.	Direct Service	Net Total	Projected Use Of Insitution	Adjusted Total
Ramsey	7-1-80	12	\$ 3,081,854	\$ 3,081,854	--	--	\$ 3,081,854	\$ 924,556	\$ 2,157,298
Region 3	"	"	1,726,595	1,726,595	--	--	1,726,595	517,979	1,208,616
Anoka	"	"	1,107,924	1,107,924	--	--	1,107,924	332,377	775,547
Dodge/Fillmore/ Olmsted	"	"	676,637	676,637	--	--	676,637	202,991	473,646
Crow Wing/Morrison	"	"	395,988	395,988	--	--	395,988	118,796	277,192
Red Lake/Polk/Norman	"	"	266,389	266,389	--	--	266,389	79,917	186,472
Todd/Wadena	"	"	243,955	243,955	--	--	243,955	73,187	170,768
Hennepin	"	"	5,428,455	5,428,455	--	--	5,428,455	1,628,535	3,799,920
Region 6W	"	"	249,834	249,834	--	--	249,834	74,950	174,884
Dakota	"	"	84,902	84,902	--	--	84,902	25,471	59,431
Washington	"	"	595,830	595,830	--	--	595,830	178,749	417,081
Blue Earth/LeSueur/ Waseca	"	"	514,209	514,209	--	--	514,209	154,263	359,946
Scott	"	"	219,287	219,287	--	--	219,287	65,786	153,501
Carver	"	"	181,296	181,296	--	--	181,296	54,389	126,907
Goodhue	"	"	170,156	170,156	--	--	170,156	51,047	119,109
Rock/Nobles	"	"	152,956	152,956	--	--	152,956	45,887	107,069
<u>NEW COUNTIES:</u>									
Brown	7-1-80	12	161,186	161,186	38,858	8,688	113,640	48,356	65,284
Chicago	"	"	129,062	129,062	17,856	24,494	86,712	38,719	47,993
Faribault	"	"	104,504	104,504	17,664	11,039	75,801	31,351	44,450
Freeborn	"	"	199,420	199,420	30,601	14,063	154,756	59,826	94,930
Houston	"	"	107,525	107,525	6,614	8,022	92,889	32,258	60,631
Isanti	"	"	110,574	110,574	17,875	4,128	88,571	22,172	66,399
Itasca	"	"	215,923	215,923	23,492	25,977	166,454	64,777	101,677
McLeod	"	"	148,730	148,730	17,178	6,906	124,646	44,619	80,027
Martin	"	"	128,093	128,093	25,838	91,170	11,085	38,428	[ 0 ]
Mower	"	"	244,972	244,972	41,057	20,017	183,898	73,492	110,406
Nicollet	"	"	150,615	150,615	28,050	11,501	111,024	45,185	65,839
Pine	"	"	133,819	133,819	19,323	10,811	103,685	40,146	63,539
Rice	"	"	259,711	259,711	35,170	9,613	214,928	77,913	137,015
Sibley	"	"	76,935	76,935	7,716	3,341	65,878	23,081	42,797
Steele	"	"	155,304	155,304	27,940	13,641	113,723	46,591	67,132
Wabasha	"	"	101,094	101,094	10,895	7,550	82,649	30,328	52,321
Watsonwan	"	"	63,004	63,004	8,962	5,124	48,918	18,901	30,017
Winona	"	"	285,024	285,024	39,761	28,417	216,846	85,507	131,339
TOTALS			\$ 17,871,762	\$17,871,762	\$ 414,890	\$ 304,502	\$17,152,370	\$5,350,530	\$11,829,183

- Table 23 presents summary information for the 1980-81 biennium.

TABLE 23: <u>COMMUNITY CORRECTIONS ACT PROJECTIONS — 1980, 1981 Biennium</u>					
<u>Biennial Eligible Amount</u>	<u>Probation &amp; Parole Subs.</u>	<u>Direct Service</u>	<u>Net Total</u>	<u>Projected Use Of Institution</u>	<u>Adjusted Total</u>
\$ 34,298,115	\$ 726,072	\$ 518,316	\$ 33,053,727	\$ 10,014,118	\$ 23,068,910

- Inspection of Table 23 indicates that the 1980-81 biennial budget request will be \$23,068,910. This anticipated amount of funding necessary is based upon all counties entering the Act at the expected time, an inflation factor of 5% for each of the two fiscal years and the projected use of state institutions by subsidy counties.

PROBATION AND PAROLE



## PROBATION AND PAROLE

### A. Definition

- Probation is a legal disposition which essentially involves a process of verifying the behavior of an offender through periodic reports to a probation officer and other significant persons or agencies, and the provision of controls and assistance to the probationed offender.
- Parole is a procedure by which inmates are selected for release from an institution as well as a service by which they are provided with necessary controls and assistance from a parole officer as they complete a portion of their prison sentences within the community.

### B. Statutory Basis of Services

- Prior to the creation of the Department of Corrections and the enactment of the county probation bill in 1959, parole and probation services were provided as follows:
  - Probation services to all district courts except those in Ramsey, Hennepin and St. Louis Counties were provided by the State Board of Parole and Probation. This board also provided parole supervision to adult parolees.
  - Probation services in the three counties, Hennepin, Ramsey and St. Louis, were provided to the district court by their Departments of Court Services for juveniles and adults.
  - Probation services for the juvenile courts for all counties except Ramsey, Hennepin and St. Louis were provided by the Youth Conservation Commission. The Youth Conservation Commission also provided parole and probation services to "youthful offenders", those persons convicted of felonies and gross misdemeanors who were under 21 years of age at the time of their apprehension.
  - The County Probation Act of 1959 added as an additional purpose making adequate probation services available to all juvenile courts except Ramsey, Hennepin and St. Louis counties. This was accomplished by authorizing counties singly or in concert to appoint probation officers, and if they did not appoint probation officers as provided by the Act, the Youth Conservation Commission was authorized to provide such services and bill the counties therefor.
  - With creation of the Department of Corrections in 1959, the administrative authority of the Youth Conservation Commission was transferred to the Commissioner of Corrections, thus leaving the Youth Conservation Commission as merely a quasi-judicial agency authorized to make disposition of juveniles and youthful offenders committed to their care.



- Under the Department of Corrections the State Board of Parole and Probation was renamed the Adult Corrections Commission, relieved of its administrative responsibilities and left as a quasi-judicial agency with authority to grant and revoke paroles and to discharge parolees. As a result of the creation of the Department, the Commissioner of Corrections became the hiring authority for the parole and probation agents and therefore performed the parole and probation supervision above-described in the remaining 84 counties.

## C. Organizational and Geographic Structure - Community Services

### 1. Organization

- Based upon the evolution of probation and parole in the State, a complicated organizational system has developed as reflected in Figure 1.

Inspection of this table reveals the following:

- Three different systems of jurisdiction are evident: (1) non-metro counties with populations less than 200,000 and not under the Community Corrections Act; (2) metro counties over 200,000 population and not under the Act; (3) counties under the Act.
- Further complicating the system for delivering probation and parole services are the different categories of offenders. A large number of different probation and parole jurisdictional categories have been created on the basis of offender age (juveniles, youthful offender, adult). Size of county and participation under the Community Corrections Act are additional complicating variables.
- Once under the Community Corrections Act the total responsibility for delivering probation and parole services for juveniles and adults lies with the county. Consequently, as additional counties come under the Act, the jurisdictional responsibilities for delivering probation and parole services will be increasingly simplified.
- The variety of probation cases is particularly confusing, and includes the following statuses:
  - a. State juvenile probation is used following the commitment of the youth to the Commissioner of Corrections, placement in a State Reception Center, and the subsequent release of the youth under the supervision of a county probation officer in those counties with a population of less than 200,000 or, in a county with a population in excess of this, under the supervision of a state parole officer.
  - b. County juvenile probation is used by juvenile courts in the state, and involves supervision by a probation officer.





**CONTINUED**

**4 OF 6**

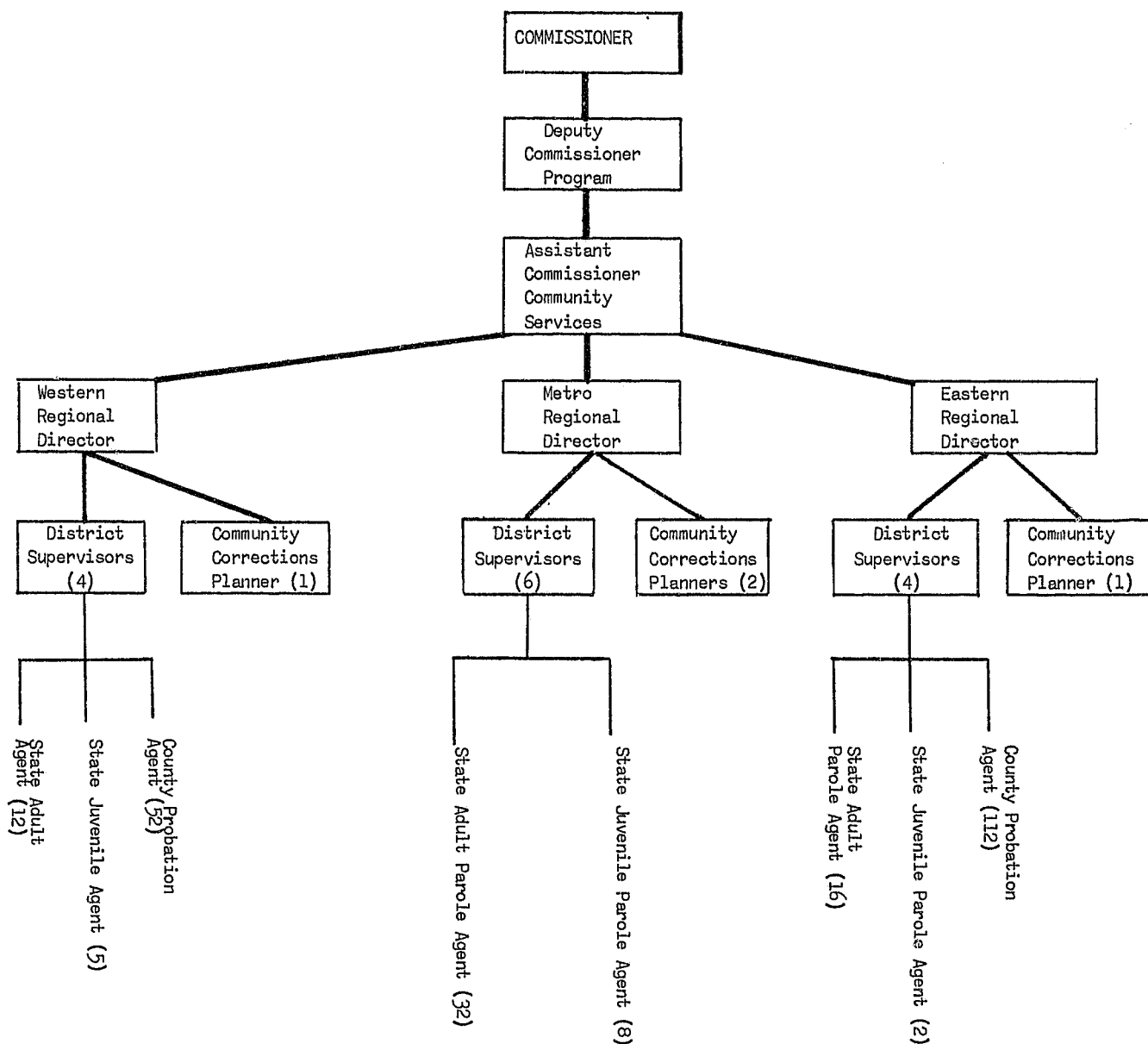


- c. State youthful offender parole services operate essentially the same as state juvenile probation, except that the Minnesota Corrections Board maintains releasing authority for this group of offenders aged 18-25.
- d. In counties under 200,000 population not operating under the Community Corrections Act, adult misdemeanor probation cases from the county court are assigned to county probation officers, while district court gross misdemeanor and felony probationers are assigned to state probation/parole officers along with youthful offender probation cases.
  - In counties under the Community Corrections Act, county parole/probation officers handle both district and county court probationers and state parolees.
  - In counties over 200,000 population (whether or not the county is under the Community Corrections Act) adult district and county court probationers are supervised by county probation officers.

● Figure 2 presents the organizational structure of field services within the State.

- The Assistant Commissioner of Community Services is directly responsible to the Deputy Commissioner for Programs and, through the Deputy to the Commissioner.

FIGURE 2 : ORGANIZATIONAL STRUCTURE  
OF COMMUNITY SERVICES



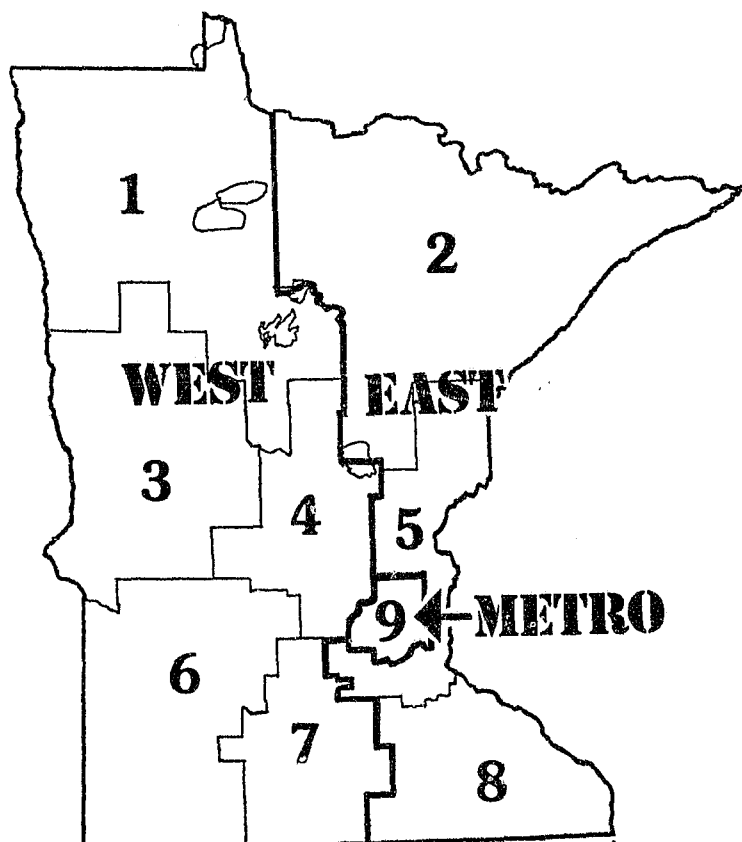
## 2. Geography

- Figure 3 represents the geographical divisions of the state relative to the delivery of field services.
  - For administrative purposes, the state is divided into three geographical regions -- Western, Eastern, Metro -- each with a regional director.
  - Regions are divided into a number of district offices which function as supervisory units, each with a district supervisor position.
  - The supervisory units are, in turn, broken down into a number of probation/parole officer areas or caseloads.
  - There are three planners (one in each region) responsible for assisting with the implementation of the Community Corrections Act throughout the state.

## 3. Staff Responsibilities

- Operationally, the regional director administers community service programs for both adults and juveniles within a region and is directly responsible to the Assistant Commissioner, Community Services.
- The fourteen district supervisors are directly responsible to regional directors; four are located in each of the Western and Eastern regions and six in the Metro region.
- Probation and parole officers are responsible for helping the offender comply with orders of the court, the Minnesota Corrections Board (parole board) or, in the case of juvenile parolees, the Commissioner of Corrections and for providing information and recommendations concerning the offender to these authorities.
- Community Corrections planners report to a regional director and are responsible for working with district supervisors in implementing and monitoring the Community Corrections Act.



FIGURE 3: FIELD SERVICES REGIONS AND DISTRICTSWESTERN REGIONDistrict 1:

Kittson  
 Roseau  
 Lake of the Woods  
 Marshall  
 Pennington  
 Polk  
 Red Lake  
 Norman  
 Beltrami  
 Clearwater  
 Hubbard  
 Cass

District 3:

Clay  
 Mahnomen  
 Wilkin  
 Becker  
 Ottertail  
 Wadena  
 Todd  
 Grant  
 Douglas  
 Traverse  
 Big Stone  
 Stevens  
 Pope

District 4:

Crow Wing  
 Morrison  
 Stearns  
 Wright

Sherburne  
 Benton  
 Mille Lacs  
District 6:  
 Lac Qui Parle  
 Yellow Medicine  
 Lincoln  
 Pipestone

Rock  
 Nobles  
 Murray  
 Lyon  
 Chippewa  
 Swift  
 Kandiyohi  
 Renville  
 Redwood  
 Cottonwood  
 Jackson  
 Meeker

District 7:

McLeod  
 Sibley  
 Nicollet  
 Brown  
 Watonwan  
 Martin  
 Faribault  
 Blue Earth  
 LeSueur  
 Waseca

EASTERN REGIONDistrict 2:

Koochiching  
 Itasca  
 Aitkin  
 Carlton  
 Lake  
 Cook  
 St. Louis

District 5:

Pine  
 Kanabec  
 Isanti  
 Chisago  
 Washington  
 Dakota  
 Scott  
 Carver

District 8:

Rice  
 Goodhue  
 Wabasha  
 Steele  
 Dodge  
 Olmsted  
 Winona  
 Freeborn  
 Mower  
 Fillmore  
 Houston

METRO REGIONDistrict 9:

Anoka  
 Hennepin  
 Ramsey

#### 4. Field Services Staff Numbers

- Table 1 presents information on the number of state parole officers by year and type of caseload as of December 31 in each year:

TABLE 1: <u>NUMBER OF STATE PAROLE OFFICERS:</u>			
	Number Adult <u>Agents</u>	Number Juvenile <u>Agents</u>	<u>Total</u>
1972	56	40.5	96.5
1973	68	44.5	112.5
1974	79	27.0	106.0
1975	67	24.0	91.0
1976 (Sept.)	60	15.0	75.0

-- As is evident from Table 1, the total number of state parole officers has decreased since 1973; this has resulted from counties entering the Community Corrections Act and assuming responsibilities for providing state parole and probation services.

- Table 2 presents point-in-time information on adult caseloads handled by state probation/parole officers as of December 31, for the years 1970 through 1975.

-- Inspection of this Table reveals the following trends:

- The total number of state parole officers handling adult cases decreased between 1974 and 1975 as a result of additional counties coming under the Community Corrections Act and assuming responsibility for the delivery of parole supervision.
- Average parole officer caseloads have increased from a low of 42.0 in 1970 to a high of 56.4 as of December 31, 1975.
- Average adult caseload per agent in non-metro areas is considerably higher than caseloads in the metro area.



TABLE 2:  
STATE PAROLE-CASELOAD FIGURES FOR ADULTS AS OF DECEMBER 31, 1970 - 1975

Year	METRO BASED AGENTS						OUT-STATE BASED AGENTS						TOTAL		
	# Of Agents	Persons On State Parole	Persons on Dist. Ct. Probation	+ Other	Caseload Total	Average Caseload Per Agent	# Of Agents	Persons On State Parole	Persons on District Ct. Probation	+ Other	Caseload Total	Average Caseload Per Agent	# of Agents	Caseload Total	Average Caseload Per Agent
1970	28	624	289	277	1,190	42.5	16	54	505	101	660	41.2	44	1,850	42.0
1971	35	643	474	390	1,507	43.1	17	98	1,201	144	1,443	84.9	52	2,950	56.7
1972	35	689	628	379	1,696	48.4	21	100	933	160	1,193	56.8	56	2,889	51.6
1973	44	704	599	312	1,615	36.7	24	107	953	205	1,265	52.7	68	2,880	42.3
1974	45	962	580	383	1,925	42.8	34	212	1,423	258	1,893	55.7	79	3,818	48.3
1975	35.5	818	627	186	1,631	45.9	32	171	1,659	349	2,179	68.0	67.5	3,810	56.4

\*Figures based on December 31 of 1970 - 1975  
 Data Source: Department of Corrections  
 1970-74 Annual Caseload Inventory  
 1975 Department of Corrections Area Supervisors  
 + Interstate and Other Jurisdictions

- Table 3 presents information about the total number of agents (county and state) and the total number of juvenile and adult cases carried by these agents on September 1, 1976.

TABLE 3:

THE TOTAL NUMBER OF AGENTS AND CASELOAD AS OF  
SEPTEMBER 1, 1976

	<u>ADULT CASES</u>					<u>JUVENILE CASES</u>			
	<u>Total No. of Agent</u>	<u>District Court Probation Freq.</u>	<u>State Parole Freq.</u>	<u>State Probation Freq.</u>	<u>+ Other Freq.</u>	<u>County Probation Freq.</u>	<u>State Parole Freq.</u>	<u>State Probation Freq.</u>	<u>+ Other Freq.</u>
<u>NON-METRO AREA</u>									
County Agents	164	1335	271	9	152	4198	63	371	115
State Juvenile Agents	7	-	13	-	-	268	56	4	9
State Adult Agents	28	1755	177	-	203	10	-	-	-
TOTAL	199	3090	461	9	355	4476	119	375	124
<u>METRO AREA*</u>									
County Agents	134	2800	204	192	121	2919	0	50	15
State Juvenile Agents	7	-	-	-	-	0	107	26	10
State Adult Agents	29**	410	671	-	170	-	-	-	-
TOTAL	170	3210	875	192	191	2919	107	76	25

Figures do not include misdemeanor or continuance cases. Hennepin county figures do not include 26 municipal court probation agents and their misdemeanor caseload. It should be noted that, generally, misdemeanor, gross-misdemeanor and misdemeanor cases are handled by the same county agent in all other counties. In addition, case aids and supervisors are not included in agent total but are figured in caseload figures. It should be noted that these types of persons in most circumstance will carry only a few cases.

+ Includes inter-state, and courtesy supervision.

\* Includes Ramsey, Hennepin and Anoka counties.

\*\* As of September 1, 1976 - 3 adult agents transferred to Anoka County under Community Corrections Act.

- Information on the size of caseloads carried by probation and parole officers can be misleading because of the different levels of supervision required by different types of probationers and parolees as well as the different types of functional activities performed by probation and parole staff.

-- A system of caseload management based upon work units has been used in the Department for state probation and parole officers.

- Table 4 describes the categories and ratios used in determining work units for adult offenders carried on state probation and parole officer caseloads:

TABLE 4: CASE STATUS-ADULTS	
<u>Regular Parole</u>	- Total number of parole cases receiving normal supervision of 5 to 20 visits per year. Ratio: 1 case equals 1 work unit.
<u>Regular Probation</u>	- Total number of probation cases receiving normal supervision of 5 to 20 visits per year. Ratio: 1 case equals 1 work unit.
<u>Interstate</u>	- Total number of cases under normal supervision from other states. Ratio: 1 case equals 1 work unit.
<u>Residence</u>	- Total number of cases in residential programs, but receiving regular contacts from agent. Ratio: 1 case equals 1 work unit.
<u>Minimum Supervision</u>	- Number of cases labelled "minimum supervision" and who require only occasional contact. Ratio: 1 case equals .25 work units.
<u>Modified Parole</u>	- Number of cases specified by MCB to receive only annual contact by agent. Ratio: 1 case equals .10 work units.
<u>Brokered</u>	- Number of cases carried on paper, but actually receiving total service from some other agency or organization. Ratio: 1 case equals .10 work units.
<u>Institution Alternative</u>	- Number of cases receiving extremely close supervision by agent in a highly structured program of diversion from the institution. Ratio: 1 case equals 2.5 work units.
<u>Intensive</u>	- Number of cases identified by agent and the supervisor as having special needs requiring at least two visits per week over an extended period of time. Ratio: 1 case equals 2 work units.
<u>Institution - MSR</u>	- Number of cases assigned to agents but currently in residence at MSR. Ratio: 1 case equals .50 work units.
<u>Institution - MCIW</u>	- Number of cases assigned to agents but currently at MCIW. Ratio: 1 case equals .20 work units.
<u>PSI</u>	- Number of PSI's completed during the month, multiplied by 5. Ratio: 1 PSI equals 5 work units.

- Table 5 presents information on caseload management for all state adult probation and parole supervisory offices within each of the three regions as of September 1, 1976. These tables reflect the categories and work unit ratios described above.

TABLE 5: MINNESOTA STATE AGENTS CASELOAD MANAGEMENT  
 FIGURES AS OF SEPT. 1, 1976  
 (Figures Based on Caseload for the Month of August)

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EASTERN REGION

Dis- tricts	Number Regular			Regular			Interstate		Residence		Minm.		Modified		Inst.		Intensive		MSR		MSP		MCIW		Broker		PSI		TOTAL	
	of Agents	Parole Freq.	Ratio	Probation Freq.	Ratio	Freq.	Ratio	Freq.	Ratio	Supervis. Freq.	Ratio	Parole Freq.	Ratio	Alternat. Freq.	Ratio	Supervis. Freq.	Ratio	Inst. Freq.	Ratio	Inst. Freq.	Ratio	Inst. Freq.	Ratio	Freq.	Ratio	Freq.	Ratio	Weight	Ratio	
1	6	16	16	313	313	42	42	14	14	60	15.0	10	1.0	-	-	41	82	-	-	-	-	2	.40	8	.80	6	30	514.10	85.7	
2	1	12	12	89	89	2	2	-	-	-	-	1	.10	-	-	-	-	-	-	-	-	-	-	-	4	20	123.10	123.1		
3	5	16	16	219	219	39	39	9	9	55	13.75	1	.10	3	7.50	20	40	-	-	-	-	-	-	2	.20	9	45	389.55	77.9	
4	4	22	22	146	146	13	13	2	2	57	14.25	3	.30	-	-	44	88	-	-	-	-	-	-	-	-	4	20	306.55	76.6	
Total	16	66		767		96		25		172		15		3		105						2		10		23		1333.3	83.3=Average Caseload for Region	

WESTERN REGION

Dis- tricts	Number Regular		Regular		Interstate		Residence		Minm.		Modified		Inst.		Intensive		MSR		MSP		MCIW		Broker		PSI		TOTAL		
	of Agents	Parole Freq.	Ratio	Probation Freq.	Ratio	Freq.	Ratio	Freq.	Ratio	Supervis. Freq.	Ratio	Parole Freq.	Ratio	Alternat. Freq.	Ratio	Supervis. Freq.	Ratio	Inst. Freq.	Ratio	Inst. Freq.	Ratio	Inst. Freq.	Ratio	Freq.	Ratio	Freq.	Ratio	Weight	Ratio
1	4	16	16	172	172	23	23	-	-	17	4.25	-	-	-	-	22	44	-	-	-	-	-	-	-	-	3	15	274.25	68.56
2	5	16	16	247	247	28	28	1	1	31	7.75	3	.30	-	-	11	22	-	-	3	.60	-	-	6	.60	5	25	348.25	69.65
3	4	16	16	234	234	23	23	15	15	25	6.25	6	.60	-	-	6	12	2	1	1	.20	-	-	1	.20	7	35	343.15	85.79
4	3	12	12	126	126	36	36	-	-	21	5.25	1	.10	-	-	23	46	-	-	4	.80	-	-	-	-	7	35	260.35	86.78
Total	16	60		779		110		16		94		10				62		2		8				7		22		1226	76.63=Average Caseload for Region

(Two agents carry  
 juvenile cases which are not  
 included in their caseload  
 figures)

TABLE 5: MINNESOTA STATE AGENTS CASELOAD MANAGEMENT  
(Continued) FIGURES AS OF SEPT. 1, 1976  
(Figures Based on Caseload for the Month of August)

## DAC Metro-Agents

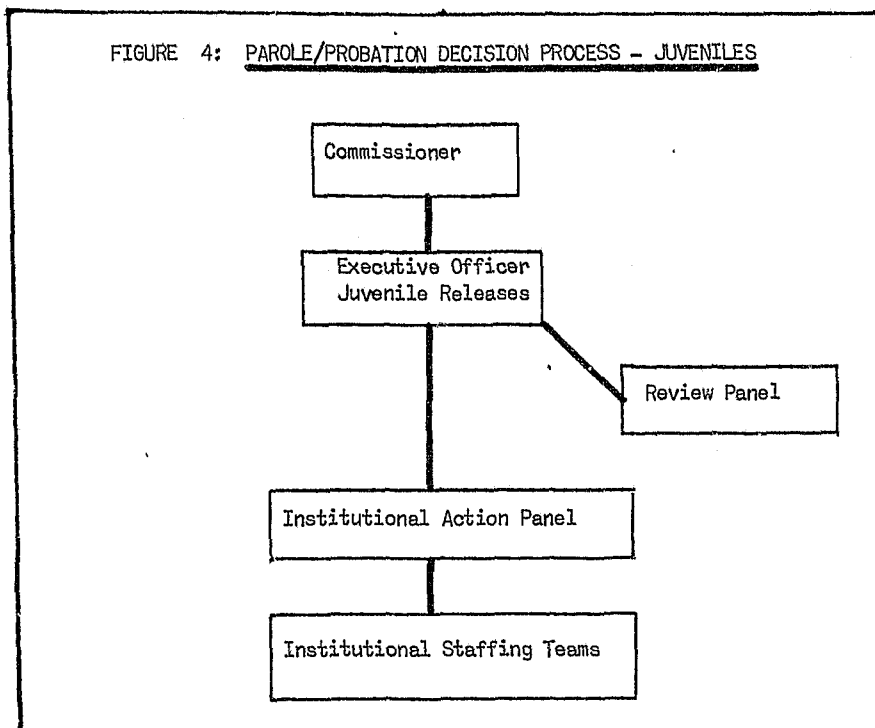
Dis- tricts	Number of Agents	Regular Parole Freq.Ratio	Regular Probation Freq.Ratio	Interstate Freq.Ratio	Residence Freq.Ratio	Minm. Supervis. Freq.Ratio	Modified Parole Freq.Ratio	Inst. Alternat. Freq.Ratio	Intensive Supervis. Freq.Ratio	MSR Inst. Freq.Ratio	MSP Inst. Freq.Ratio	MCIW Inst. Freq.Ratio	Broker Freq.Ratio	PSI Freq.Ratio	TOTAL Weight	Ratio
1	6	11 11	4 4	2 2	58 58	8 2	9 .9	- -	101 202	48 24	116 23.2	5 1	- -	3 15	343.1	57.2
2	7	213 213	3 3	2 2	24 24	11 2.75	57 5.70	1 2.5	- -	- -	589 117.8	- -	8 .8	1 5	376.55	53.79
3	7	118 118	96 96	- -	13 13	18 4.5	19 1.9	- -	2 4	145 72.5	7 1.4	- -	- -	10 50	361.3	51.6
4	7	3 3	191 191	144 144	6 6	63 15.75	- -	- -	1 2	- -	- -	- -	12 1.2	3 15	377.95	54.0
5	4	13 13	184 184	20 20	22 22	- -	1 .1	1 2.5	- -	- -	15 3	- -	- -	6 30	274.6	68.65
6	1	5 5	3 3	2 2	- -	1 .25	- -	- -	14 28	- -	- -	- -	- -	- -	38.25	38.25
	32	363	481	170	123	101	86	2	118	193	727	5	20	23	1771.75	55.36=Average Caseload for Region



## D. Parole Release

### 1. Juveniles

- Juvenile aged offenders adjudicated as delinquent can be committed to the care and custody of the Commissioner of Corrections and placed in state juvenile institutions.
- The Commissioner has responsibility to designate a person to establish policies and procedures for releasing juveniles on parole from state correctional institutions; that person is the Executive Officer, Juvenile Releases.
- Within each juvenile institution, the Commissioner has appointed an Action Panel composed of representatives from probation and parole staff, and institutional treatment and administrative staff members, with authority to grant or revoke parole or (state) probation.
- For the purposes of coordinating the activities and assuring uniformity and continuity in the decision-making of the Action Panels, the Executive Officer is responsible for assuring that all juveniles committed to the Commissioner are reviewed at least quarterly by institutional staffing teams.
- Within each institution there are one or more staffing teams consisting of a probation/parole officer, an institutional social worker, an institution school teacher, and one additional institutional staff member.
- Staffing teams at each institution are responsible for conducting the diagnostic study required under Minnesota Statutes (Chapter 242) and for developing plans and recommendations to the Action Panel for the future treatment, training, or other disposition of the youth, including the terms and conditions of probation and parole.
- Figure 4 presents in summary form, the organization of probation and parole decision-making for juveniles.

FIGURE 4: PAROLE/PROBATION DECISION PROCESS - JUVENILES

- Juvenile parole release criteria have been developed as a result of a major study completed in 1976 to assess the basis upon which decisions are made to release or retain juveniles committed to the care and custody of the Commissioner.
  - The major finding of this research was the inconsistent and non-systematic criteria used by institutional staff in making decisions about whether or not to institutionalize as well as when to release on parole.
  - On the basis of this research finding, the Department has established written parole criteria designed to provide structured guidelines for the purpose of developing greater consistency and fundamental fairness to those juveniles committed to the Commissioner.
  - A primary distinction in the criteria is made between delinquent acts against property, status offenses, or victimless delinquent acts, and delinquent acts committed against persons.
  - Table 6 presents the juvenile parole release criteria now utilized by the Department of Corrections.

A. Delinquent Acts Against Property, Victimless Delinquent Acts, and Status Offenses

Parole readiness includes these factors:

1. A realistic program set by initial staffing team which can be achieved within three months. The three month period will begin on date of admission to the institution.
2. Successful completion by juveniles of prescribed program.
3. The resolution of all pending delinquency charges in the community.
4. No runaways from the institution or when off grounds, runaway from custody of staff.
5. No violation of Federal or State laws or local ordinances.
6. No home visit failures.
7. A suitable release plan.

B. Delinquent Acts Against Persons

1. The same criteria apply as those above, except the time framework for delinquent acts against persons is within five months. The five month period will begin on date of admission to the institution.

C. Parole and Probation Violators

1. Adjudicated parole and probation violators returned under a new court commitment, depending upon the adjudicated act, shall begin a new program process as outlined in Sections A and B (above).
2. Adjudicated parole and probation violators returned under technical violations of Release Agreements shall be dealt with on an individual discretionary basis. However, all technical violators shall be reviewed for possible parole at least every three months.

D. Exceptions to Criteria

1. Probation and parole may be granted under these conditions:
  - a) Placement is feasible in:
    - i. Residential chemical dependency treatment center,
    - ii. State hospital,
    - iii. Private residential treatment center.
  - b) Out of state parole to structured plan;
  - c) Probation or parole with special conditions to a group home, foster home or juvenile's own family where a suitable program can be achieved.
2. Probation and parole will not be routinely granted to the following:
  - a) A juvenile who has committed an aggravated delinquent act against person, (i.e., homicide, one or more aggravated robberies, one or more aggravated assaults, etc.)
  - b) A juvenile who has committed aggravated delinquent acts against property, (i.e., arson, criminal damage to property, etc.)
  - c) A juvenile identified as a serious offender as defined in Serious Offenders, Section 1.05, Juvenile Parole Policies and Procedures.

TABLE 6: (CONTINUED)

E. Determination of Exceptions to Criteria

1. The staffing team and Agent will be responsible for making recommendations for exceptions to the parole criteria subject to the approval or denial of the Action Panel. After a juvenile has completed Reception Center Evaluation, this determination will be made at the first appearance before Action Panel.

F. Review Process

1. If the staffing team and Agent are opposed to parole of a juvenile at the end of three or five months, as the case indicates, the Action Panel Chairman shall set up a hearing for staff to give reasons why a parole should not be granted.

A juvenile is entitled to be present and heard at all Action Panel review hearings and the Action Panel may order the appearance of a juvenile. The Action Panel must then decide whether there is sufficient reason to withhold parole or overrule staff and field recommendations by a grant of parole.

G. Appeals

1. All decisions of Action Panel are appealable to the Juvenile Review Panel by any of the aggrieved parties, (i.e., youth, parents or guardian, agent or institutional staff member).

## 2. Adult

- The Minnesota Corrections Board (MCB) was created by the 1973 Legislature and began operation on January 1, 1974.
  - It is the state's first full-time parole board and has jurisdiction over youthful offenders and adults committed to state correctional institutions and released on parole status.
  - In February, 1974, the Department of Corrections submitted a grant on behalf of the MCB to the Governor's Commission on Crime Prevention and Control, which was designed to assist the Board in the development of guidelines for making parole releasing decisions. The grant was funded and became operational in October, 1974.
  - Parole Releasing Guidelines were needed because:
    - a. the Board possessed broad discretion to release most offenders at any time between admission and expiration of sentence;
    - b. the Legislature did not define goals or criteria for the Board to use in making parole decisions;
    - c. Legal Assistance to Minnesota Prisoners (LAMP) had filed a suit against the previous part-time parole board because of the absence of parole decision making criteria.
- The purpose of the Guidelines is to provide criteria for making parole releasing decisions for adult and youthful offenders which:
  - provides a systematic method to achieve the goals of public protection, deterrence, and rehabilitation (the public policy goals of the 1963 Criminal Code);
  - assures that similar inmates will serve similar periods of incarceration before parole.
- The Guidelines classify inmates into similar categories based on risk of failure on parole and the severity of the committing offenses. The assessment of risk of failure is accomplished by a parole prediction instrument developed from a study of 1,000 inmates paroled in 1971 and 1972 and the clinical judgment of the parole board members.
  - The items used in the prediction instrument consist of a number of indicators of the extent and duration of adult criminal history.
    - a. For each category of inmates, the Guidelines establish a number of months that most inmates will serve before release on parole.

- b. The number of months increase as the categories of risk of failure and severity of offense increase.
- In individual cases, the MCB has the discretion to depart from the Guideline time by providing the inmate with a written statement of the reasons for departure. As of October, 1976 the MCB had assigned release dates under the Guidelines to approximately 500 inmates, and had departed from the Guideline time in 15% of the cases.
- Once a target release date is assigned to an inmate by the MCB, it will be increased only if the inmate is convicted of a major misconduct violation in the institution disciplinary court. For inmates eligible for Mutual Agreement Program (MAP) contracts, this target release date will be shortened by a prescribed period upon prior completion of a MAP contract.
- Thus, shortly after admission an inmate is assigned a certain release date and knows the effect of his or her institutional conduct and accomplishments on the release date.
  - It is anticipated that all adult inmates in state correctional institutions for more than 60 days will have been assigned release dates under these Guidelines by June 1, 1977.
- Mutual Agreement Programming (MAP) is designed to increase the efficiency of prison rehabilitative programs and is used in conjunction with parole release guidelines.
  - Under the MAP concept, prison and parole authorities as well as participating prisoners agree to a three-way contractual commitment:
    - a. Prisoners must assume responsibility for planning (with prison staff) and completing successfully an individually tailored rehabilitative program to obtain parole release at a mutually agreed upon date;
    - b. Parole Board members must establish a firm parole date and honor it if the inmate fulfills the explicit, objective, and mutually agreed upon criteria for release;
    - c. Institution staff must provide the services and training resources required by prisoners and must fairly assess their performance in the program.
- The major aims of the MAP concept involve:
  - establishing a specific release date for the inmate;
  - reducing inmate anxiety and consequent numbers of disciplinary infractions;

- increasing inmate motivation to become involved in rehabilitative programs since they select the programs they feel will best help them;
  - enabling the Department of Corrections to rationally plan for allocation of resources based upon known entry and exit dates for programs and institutions;
  - responding to allegations of MCB arbitrariness over lack of knowledge about what the inmate must do to be granted parole;
  - developing an improved level of accountability for the three major actors in the correctional scene - the inmate, the paroling authority and the Department of Corrections.
- MAP eligibility is initially determined by the nature of the commitment offense; currently, only property offenders are eligible for MAP.
    - Secondary eligibility is based upon the inmate being within 24 months or less of the lower limit date on the parole release guidelines, either at the time of the initial hearing or annual review.
- The MAP contract may contain up to seven different components, including:
    - Skill training, education, work assignments, behavior/discipline, treatment programs, or other.
- The following MAP procedures are currently in effect.
    - The MCB officially places the inmate on the parole release guidelines at the initial review two months following admission, giving the upper and lower limits of the period of incarceration.
    - If eligible for MAP and if the inmate is interested in developing a contract proposal, the MCB indicates in writing the primary areas to be focused upon - development of work or vocational skills, improvement of educational level, etc.
    - The inmate can proceed to develop a MAP proposal responsive to the concerns noted by the MCB and submit the proposed contract to the Board within 60 days for review.
    - If the inmate decides not to develop a MAP contract, the parole release date is set at the upper limit on the parole release guidelines and the inmate is asked to sign a MAP refusal form.
    - It is the responsibility of the inmate, the institution caseworker, and the institution MAP coordinator to develop a MAP contract that is responsive to the concerns noted by the MCB and which can be completed within the lower time limits stipulated on the guidelines.

- The primary responsibility for gaining admission to a particular institution program lies with the inmate.
- The inmate may withdraw from a MAP contract at any time and be assigned to the upper time limit on the parole release guidelines.
- Major problems and issues associated with the on-going implementation of Mutual Agreement Programming within the adult correctional institutions operated by the Department involve program information and program availability.
  - Availability of a sufficiently large variety of programs -- especially vocational training programs -- to meet inmate needs. Without sufficient available program space, not all inmates will be able to complete their MAP contract within the stipulated time.
  - Lack of sufficient information available to the inmate and institution caseworkers on programs existing within and outside of the institution that can be utilized in the development of MAP contracts.

#### E. Financial Information - Probation and Parole

##### 1. County Probation Officer Reimbursement

- Minnesota statutes provide that the State of Minnesota is to reimburse 50 per cent of the cost of county probation officer salaries in counties with less than 200,000 population. The Department of Corrections administers this subsidy.
  - Statutes further provide that when legislative appropriations are not sufficient to cover 50% of the cost of such services, the Department is to pro-rate the appropriation.
  - Table 7 presents information by calendar year on total funds appropriated and proportion of probation officer salaries actually reimbursed.

TABLE 7: COUNTY PROBATION OFFICER REIMBURSEMENT

<u>Calendar Year</u>	<u>State Dollars Appropriated</u>	<u>Percent of Salaries Paid</u>	<u>Total Amount of Salaries</u>	<u>Number of County Probation Agents</u>
1970	505,000	40%	1,262,500	85
1971	550,000	47%	1,170,213	94
1972	525,000	45%	1,166,667	104
1973	575,000	48%	1,197,917	109
1974	700,000	42%	1,666,667	122
1975	770,000	38%	2,026,315	134
1976	* 770,000			

\* A deficit appropriation shall be sought in order to increase the proportion of salaries to be reimbursed.



● Inspection of Table 7 reveals the following:

- In no year did the appropriation allow for the full 50 per cent reimbursement to the counties because the increased amount of the appropriation has been more than off-set by the increased numbers of probation staff in the counties.

2. Parole Services

- Table 8 presents information by fiscal year and by region on expenditures for state parole and probation services.

TABLE 8: EXPENDITURES BY FISCAL YEAR - State Probation and Parole Services

Expense Category	EASTERN REGION			WESTERN REGION			METRO REGION		
	Fiscal '75	Fiscal '76	est. Fiscal '77	Fiscal '75	Fiscal '76	est. Fiscal '77	Fiscal '75	Fiscal '76	est. Fiscal '77
Salary	\$473,084	\$571,273	\$687,047	\$364,346	\$453,457	\$545,303	\$1,142,372	\$956,427	\$1,157,454
In-State Travel	39,238	50,066	58,500	37,886	49,853	57,950	42,868	53,819	56,861
Other	<u>27,914</u>	<u>36,090</u>	<u>43,410</u>	<u>30,668</u>	<u>42,690</u>	<u>46,015</u>	<u>101,545</u>	<u>95,800</u>	<u>134,585</u>
TOTAL	\$540,236	\$657,429	\$788,957	\$432,900	\$546,000	\$649,268	\$1,286,785	\$1,281,040	\$1,348,900

3. Minnesota Corrections Board

- Table 9 details MCB expenditures for fiscal years 1975, 1976 and estimated 1977.

TABLE 9: FISCAL YEAR EXPENDITURES  
MINNESOTA CORRECTIONS BOARD

	Fiscal '75	Fiscal '76	Fiscal '77
Salaries	\$106,769	\$132,345	\$162,731
In-State Travel	9,589	12,540	12,250
Parole Guidelines Grant	20,492*	26,474*	61,565*
Other	<u>1,692</u>	<u>2,773</u>	<u>2,200</u>
TOTAL	\$138,542	\$174,132	\$238,746

\*Includes state appropriation expenditures of \$2,051 in 1975, \$4,314 in 1976, and an estimated \$24,626 in 1977.

#### 4. Summary of Total Expenditures

- Table 10 presents, in summary form, total expenditures by fiscal year, for all services related to probation and parole services.

TABLE 10: <u>PROBATION AND PAROLE - Total Expenditures</u>			
	<u>Fiscal '75</u>	<u>Fiscal '76</u>	<u>Fiscal '77</u>
Parole Supervision	\$2,254,921	\$2,484,469	\$2,787,125
Minn. Corrections Board	138,542	174,132	238,746
County Probation Officer Reimbursement	700,000	770,000	770,000
Central Office Support	<u>30,334</u>	<u>45,014</u>	<u>47,166</u>
TOTAL	\$3,123,797	\$3,473,615	\$3,843,037

#### F. Future Plans: 1978 - 1981

##### 1. Probation and Parole Supervision

Goal: To provide state probation and parole supervision for adults and juveniles.

Goal: To provide related investigatory services to the courts and parole authorities in non-subsidy Act counties.

Goal: To assist in the implementation and on-going monitoring of the Community Corrections Act as counties come under the Act.

- It is expected that a range of community alternatives will be utilized in helping the probationer or parolee to achieve acceptable legal behavior within the community. Examples of such alternatives would be PORT programs, diversion projects, use of volunteers and residential placements.
- The passage by the legislature of the Community Corrections Act is lending a new dimension in corrections programming, with counties assuming responsibility for probationers and parolees formerly supervised by the Department of Corrections.
- The following schedule projects the resulting reduction of caseloads from state to county responsibility and the timetable for implementation of the Community Corrections Act in the various regions, along with county assumption of responsibility for case supervision:

	<u>1978</u>	<u>1979</u>	<u>1980</u>	<u>1981</u>
Metro Region	0	0	0	0
Western Region	1,150	1,150	1,200	1,200
Eastern Region	755	755	0	0

- The above projections are based on the assumption that counties will come under the Act as scheduled (see "Community Corrections Act Plans").
- Rationale: The Department of Corrections is decreasing its role in the provision of direct services as counties come under the Community Corrections Act and assume direct service responsibility for probation and parole supervision.
- Activities:
  - Counties will take over State probation and parole positions as they begin participation in the Act.
  - In the biennium 1978 - 1979, 46 State agent and 6 State supervisor positions will be assumed by counties coming under the Act if implementation occurs as projected. In the biennium 1980 - 1981, an additional 13 State agent positions will transfer to counties.
  - The Department will maintain the existing probation and parole supervisor in each district coming under the Act in order to assist in implementation of the Act and to monitor on-going county activities.

- Costs: Projected probation and parole personnel costs to the Department by region are as follows:

<u>F.Y.</u>	<u>EAST</u>	<u>WEST</u>	<u>METRO</u>	<u>TOTAL</u>
1978	\$601,404	\$655,785	\$116,070*	\$1,373,259
1979	550,377	662,744	123,034	1,336,155
1980	279,858*	695,881	129,186	1,104,925
1981	135,645	730,675	135,645	1,001,965

\* While responsibility for supervising probationers and parolees will be assumed by counties under the Community Corrections Act, supervisory field staff will be maintained by the state to provide technical assistance, monitoring, and supervision of the ongoing implementation of the Community Corrections Act.

-- These figures are based on the assumption that counties will enter the Community Corrections Act as scheduled and assume State parole positions. These figures then represent personnel costs to the Department for counties not yet under the Act, as well as Department administrative costs related to implementation and monitoring of the Act in participating counties.

## 2. Parole Release Guidelines

- Assuming any changes in the sentencing law which might occur are compatible with the continued use of decision making guidelines, the following course of action is planned. After completion of the initial evaluation, scheduled for early 1978, three inter-related activities will continue as long as the guidelines are in effect.
  - a. Monitoring -- a continuing activity to determine emerging substantive or procedural problems with the guidelines. The monitoring function will result in semi-annual "feedback" sessions involving the Department of Corrections and the Minnesota Corrections Board, with the possibility of procedural or substantive changes to deal with the problems.

- b. Evaluation -- will consist of gathering and analyzing key outcome variables to measure the effectiveness of the guidelines in achieving stated goals. This activity will continue after 1978 to a reduced extent, dealing principally with recidivism rates of parolees released under the guidelines and impact of the guidelines on correctional resources.
- c. Research -- will consist of revalidation, or if necessary, a revision of the prediction instrument. Parole outcome prediction instruments become less powerful over time as characteristics of the population to which they are applied begin to differ from the characteristics of the population on which they were developed. Revalidations and/or revisions are scheduled to occur every three years, beginning in 1978.

● Thus, the following timetable is planned:

1978 Monitoring -- on-going, with semi-annual feedback sessions.

Evaluation -- analyze results of evaluation, feedback results to Minnesota Corrections Board and Department of Corrections; recommend needed changes in guidelines or procedures; draft, promulgate changes and conduct training sessions as needed.

Research -- Revalidate, and if necessary, revise the parole prediction instrument. Incorporate any changes in guidelines, conduct needed training programs with caseworkers.

1979 Monitoring -- on-going, with semi-annual feedback sessions.

Evaluation -- reduced evaluation activity, limited to outcome measures related to recidivism and system workloads and resources. Annual feedback session, with revisions as necessary.

1980 Monitoring -- on-going, with semi-annual feedback sessions.

Evaluation -- same as in 1979.

1981 Monitoring -- on-going, with semi-annual feedback sessions.

Evaluation -- on-going, as in 1979 and 1980.

Research -- revalidate, and if necessary, revise the parole prediction instrument. Incorporate any changes in guidelines and conduct needed training programs for caseworkers.

### 3. Mutual Agreement Programming (MAP)

- By October, 1976, all adult correctional institutions shall be involved in developing MAP contracts for recently admitted eligible inmates.
- By July, 1977, all eligible property offenders in adult State correctional institutions interested in developing a Mutual Agreement Programming contract will be covered by such contracts.
- By July, 1977, the development of MAP contracts will become a routine part of the intake and casework functions of each State adult correctional institution.
- By July, 1978, inmates committed for specified classes of crimes against persons will be eligible for developing MAP contracts.
- By July, 1979, MAP contract development will be a routine function at all adult institutions for all offenders, including offenders committed for sex crimes if a viable treatment program is available.

# Trinitrit

GROUP HOME SUBSIDY



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GROUP HOMES SUBSIDY PROGRAM

- County-operated and state-operated group homes comprise one element of community alternatives to state institutionalization for juveniles. This section will provide information on definition of services, legislative basis for services, quantity of service available over time, and expenditures.

A. Definitions

- Foster family group home care in corrections can be defined as a child welfare service providing substitute family care for a planned period when placement on conventional probation supervision or commitment to a county or state-operated delinquency institution is not desirable.
  - Such care is non-institutional substitute care, for a planned period of time, usually on a temporary basis.
- County-operated group homes and state-operated group homes are private residences designed to handle from 4 to 8 teenagers adjudicated delinquent and placed on probation by the juvenile court.
  - Youth in these homes are commonly perceived by the court as able to benefit from a structured group living situation which approximates a normal family.
  - Foster family group care for adjudicated delinquents can usually be seen as an intermediate sanction to conventional probation on the one hand and county or state institutions on the other.
- County-operated group homes for adjudicated delinquents are operated and supervised by the county juvenile court judge in conjunction with probation and parole supervisors from within the Department.
  - The county probation officer is responsible for supervising the operation of the home on a daily basis and reporting directly to the county juvenile court judge concerning the status of the home and the children.
  - County group homes for adjudicated delinquents are funded primarily by county welfare departments, with the Department of Public Welfare reimbursed by the Department of Corrections for 50% of the costs, not to exceed \$150 per month per youth.
- State-operated group homes are contracted with the Department and totally funded from legislative appropriations.
  - Department of Corrections field supervisors are responsible for developing contract agreements between the group home and the Department as well as for the on-going monitoring of these facilities.

- Payments are based upon monthly billings and usually involve a per bed fee as well as additional costs associated with the care of the child.
- All children in state-operated group homes are on the legal status of parole from state juvenile institutions.
- Any county not under the Community Corrections Act is eligible for reimbursement under the group homes subsidy. Upon coming under the Act, counties are no longer eligible for group home subsidy funds, and are expected to use Community Corrections Subsidy funds for this purpose.

#### B. Statutory Basis

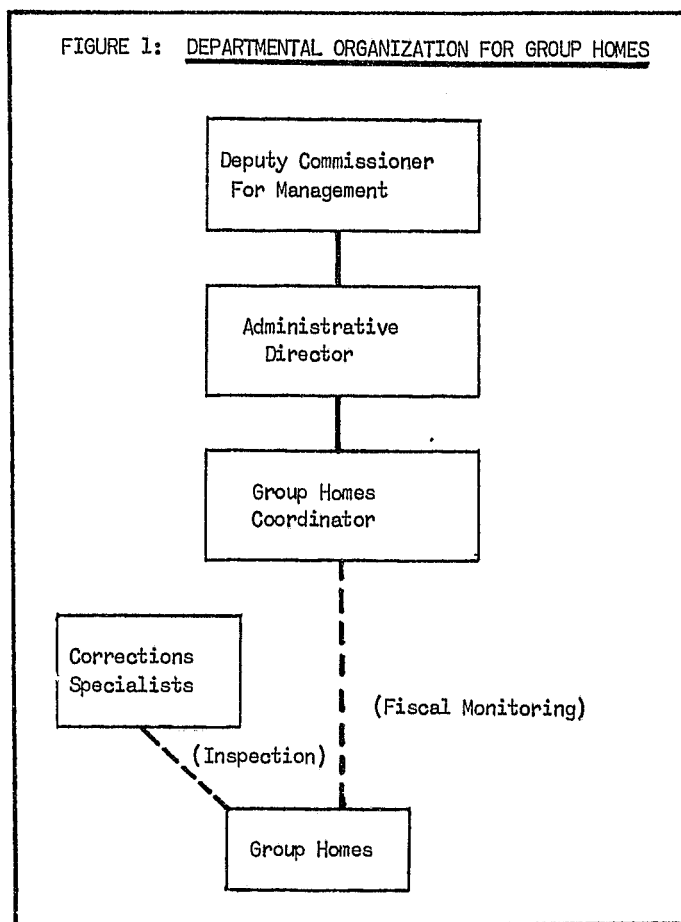
- Pertinent legislation related to the role and operation of group homes in the Department of Corrections was passed in 1959 and 1969.
  - Minnesota Statutes (Chapters 260.185 and 260.251) was enabling legislation which provided for placing a child in a group home setting as a juvenile court disposition.
    - a. This legislation provided that the cost of care for juveniles adjudicated as delinquent and placed in group homes was the primary responsibility of the county:
 

"These costs (for group homes) are a charge upon the welfare funds of the county in which proceedings are held upon certification of the judge of juvenile court." (section 39)
    - b. At the same time, the court was given the option of ordering the parents to pay the full or partial costs of retaining the delinquent child in a group home setting.
  - In 1969 Legislative Amendments to Sections 260.185 and 260.251 established the category of group foster care facilities "under the management and supervision" of the Commissioner of Corrections.
  - Also provided for was state reimbursement of counties from legislative appropriations to the Department for one half of the costs of operating group homes for adjudicated delinquents, not to exceed \$150 per month per client:
 

"To reimburse the counties for the cost of providing such group foster care for delinquent children and to promote the establishment of suitable group foster homes, the state shall quarterly, from funds appropriated for such purposes, reimburse such counties one half of such costs."

### C. Department Organization and Operation

- The organizational structure for the supervision and operation of group homes within the Department is presented in Figure 1.



- Figure 1 should be interpreted as follows:

- Operational responsibility for fiscal monitoring and control of county-operated and state-operated group homes lies with the Deputy Commissioner for Management.
- In conjunction with the juvenile court judge, probation and parole supervisors within the Department have responsibility for inspecting county group homes.
- The Group Home Coordinator is responsible for inspecting and verifying all fiscal reimbursements to the counties on a quarterly basis.

### D. Number of Beds and Expenditures

#### 1. County-Operated Group Homes

- Table 1 presents information by fiscal year on the number of certified county group homes. The number of group homes here represents only those in counties not under the Community Corrections Act.

TABLE 1 : COUNTY GROUP HOMES BY FISCAL YEAR

<u>Counties</u>	<u>FY 1972</u>	<u>FY 1973</u>	<u>FY 1974</u>	<u>FY 1975</u>	<u>FY 1976</u>
Anoka	1	2	2	4	3
Becker	1	2	2	3	3
Beltrami	1	1	1	1	1
Carlton	-	1	-	-	-
Clay	2	2	4	4	5
Dakota	2	2	4	4	5
Douglas	1	1	-	-	-
Faribault	1	1	1	1	1
Hennepin	1	1	1	-	-
Hubbard	1	1	1	1	1
Kittson	-	1	1	1	1
Marshall	-	1	1	1	1
McLeod	-	-	-	-	1
Meeker	-	1	1	1	1
Mower	-	1	1	1	1
Ottertail	-	-	-	-	2
Polk	1	1	1	1	1
Pope	-	-	-	-	1
Ramsey	37	59	53	-	-
Renville	-	1	1	1	1
Rice	1	-	-	-	1
Wadena	-	2	2	2	2
Winona	-	1	2	2	2
TOTAL	49	82	79	28	34

- Table 2 provides detailed information by county about the total bed capacity and reimbursements for county group homes.

TABLE 2 : BED CAPACITY AND REIMBURSEMENTS, COUNTY GROUP HOMES

	<u>FY 72</u>	<u>Bed Capacity</u>	<u>FY 73</u>	<u>Bed Capacity</u>	<u>FY 74</u>	<u>Bed Capacity</u>	<u>FY 75</u>	<u>Bed Capacity</u>	<u>FY 76</u>	<u>Bed Capacity</u>	<u>FY 77</u> <u>Bed Capacity</u>
Anoka	\$ 425.64	4	\$ 3,996.10	8	\$ 2,926.20	8	\$ 2,947.57	12	\$ 5,641.04	12	-
Becker	218.61	7	1,415.55	11	3,475.47	11	3,902.39	15	4,771.02	15	15
Beltrami	2,281.79	6	5,293.09	6	4,962.01	6	3,835.59	6	4,703.67	6	6
Carlton	-	-	1,455.30	7	-	-	-	-	-	-	-
Clay	7,541.23	9	8,483.00	9	8,685.49	21	9,034.67	21	16,010.06	26	26
Dakota	11,168.68	6	11,608.60	14	1,740.35	7	8,612.82	18	55.00	18	18
Douglas	209.78	6	1,118.29	4	-	-	-	-	-	-	-
Faribault	533.35	4	3,440.14	4	1,834.75	4	2,996.50	4	4,735.08	4	4
Hennepin	1,084.25	4	4,045.15	4	737.75	4	-	-	-	-	-
Hubbard	453.00	4	526.26	4	2,428.62	4	3,283.90	4	2,664.95	4	4
Kittson	-	-	1,455.30	4	1,570.89	5	8,239.43	5	1,835.04	5	5
Marshall	-	-	238.50	4	-	-	1,862.50	4	1,676.90	4	4
Moleon	-	-	-	-	-	-	-	-	-	-	-
Meeker	-	-	1,447.57	5	1,589.00	5	1,304.58	5	2,501.02	5	5
Mower	-	-	2,549.36	7	1,532.80	7	4,543.69	7	7,283.29	7	7
Ottertail	-	-	-	-	-	-	1,674.86	7	4,933.64	21	21
Polk	324.30	4	129.77	4	131.24	4	506.12	4	-	-	-
Pope	-	-	-	-	-	-	-	-	358.50	4	4
Ramsey	141,502.27	218	162,256.18	178	79,353.92	262	-	-	-	-	-
Renville	-	-	3,779.61	8	2,070.50	8	1,038.50	8	770.00	8	8
Rice	-	-	-	-	-	-	-	-	1,420.00	10	10
Wadena	-	-	3,779.61	16	8,967.42	16	4,037.60	16	3,082.61	11	-
Winona	-	-	<u>3,893.39</u>	<u>8</u>	<u>8,653.58</u>	<u>18</u>	<u>9,857.57</u>	<u>18</u>	<u>13,455.39</u>	<u>18</u>	<u>18</u>
TOTAL	165,742.91	272	217,842.30	320	130,659.99	389	62,648.29	154	75,897.61	189	162

● Inspection of Table 2 reveals the following:

- Bed capacity in state-subsidized county group homes increased to a high of 389 beds during fiscal year 1974 (July 1, 1973 - June 30, 1974) before decreasing sharply in fiscal year 1975. The primary reason for this decline was the coverage of Ramsey County under the Community Corrections Act beginning July 1, 1974. Consequently, the Department discontinued reimbursing Ramsey County out of Group Home subsidy funds.
- During fiscal year 1977, with the admission of Todd, Wadena, Anoka, and Polk counties under the subsidy act, total bed capacity in state-reimbursed group homes will decrease by approximately 26 beds.

2. State Operated Group Homes

- Table 3 presents information by fiscal year on the number of certified state-operated group homes.

TABLE 3: NUMBER OF STATE OPERATED GROUP HOMES FUNDED BY  
YEAR OR BY PORTION OF YEAR AND EXPENDITURES

	<u>FY 70</u>	<u>FY 71</u>	<u>FY 72</u>	<u>FY 73</u>	<u>FY 74</u>	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
The Big House				X	X			
Brewer, Leon	X	X	X	X	X	X		
Ericksen, Maurice		X	X	X	X			
Erion, Val	X	X	X		X			
Tri-House				X	X	X	X	X
March, James	X	X	X	X	X	X	X	
O'Connell, Fred	X	X	X	X	X	X		
Ranweiler, Herbert				X	X			
Staufenberg, Thomas			X	X	X			
Smith, John				X	X	X		
Tracey, Thomas	X	X	X	X	X	X	X	
Bohlman, Herbert	X	X	X	X	X			
Hassett, Thomas		X	X	X	X	X		
Adamson, Andy	X	X	X	X				
Bernholdt, H.				X				
	<u>7</u>	<u>9</u>	<u>10</u>	<u>14</u>	<u>13</u>	<u>7</u>	<u>3</u>	<u>1</u>
Expenditures:	\$ 141,795.32	\$ 168,788.00	\$ 172,897.77	\$ 223,078.42	\$ 80,806.95	\$ 63,708.20	\$ 35,037.30	\$ 50,000.00 (Est.)

● Examination of Table 3 shows:

-- The number of Department operated and funded group homes has decreased from a high of 14 in fiscal year 1973 to a low of one in fiscal year 1977. This decrease is compatible with the movement of the Department out of direct program operation on the basis of the Community Corrections Act.

● Information is presented in Summary Table 4 on legislative appropriations and actual Department expenditures by fiscal year for county and state-operated group foster care homes:

SUMMARY TABLE 4 : GROUP HOMES APPROPRIATIONS AND EXPENDITURES				
<u>Fiscal Year</u>	<u>Appropriation</u>	<u>County Group Home Expenditures</u>	<u>State Group Homes Expenditures</u>	<u>TOTAL Expenditures</u>
1970	\$163,270.00	-	\$141,795.32	\$141,795.32
1971	163,280.00	-	168,788.00	168,788.00
1972	398,430.00	165,742.91	172,897.77	338,640.68
1973	398,430.00	217,842.30	223,078.42	440,920.72
1974	500,000.00	130,659.99	80,806.95	211,466.94
1975	500,000.00	62,658.29	63,708.20	126,356.49
1976	400,000.00	75,897.61	35,037.30	110,934.91
1977	400,000.00	65,000 (Est.)	50,000 (Est.)	115,000 (Est.)

● Inspection of Table 4 reveals:

- Group home expenditures decreased sharply following fiscal year 1973 largely as a result of Ramsey County entering the Community Corrections Act and no longer being eligible for Department group home reimbursement monies.
- In line with the Department's Mission Statement and movement out of direct program operation, expenditures for state-operated group homes have continued to decrease sharply since passage of the Community Corrections Act in 1973.
- Since passage of the Subsidy Act in 1973, the Commissioner of Corrections has been empowered to transfer unobligated funds appropriated to the Department to the Community Corrections Act account (Minnesota Statutes, Chapter 401.01), and a number of such transfers have been made from group home appropriations.

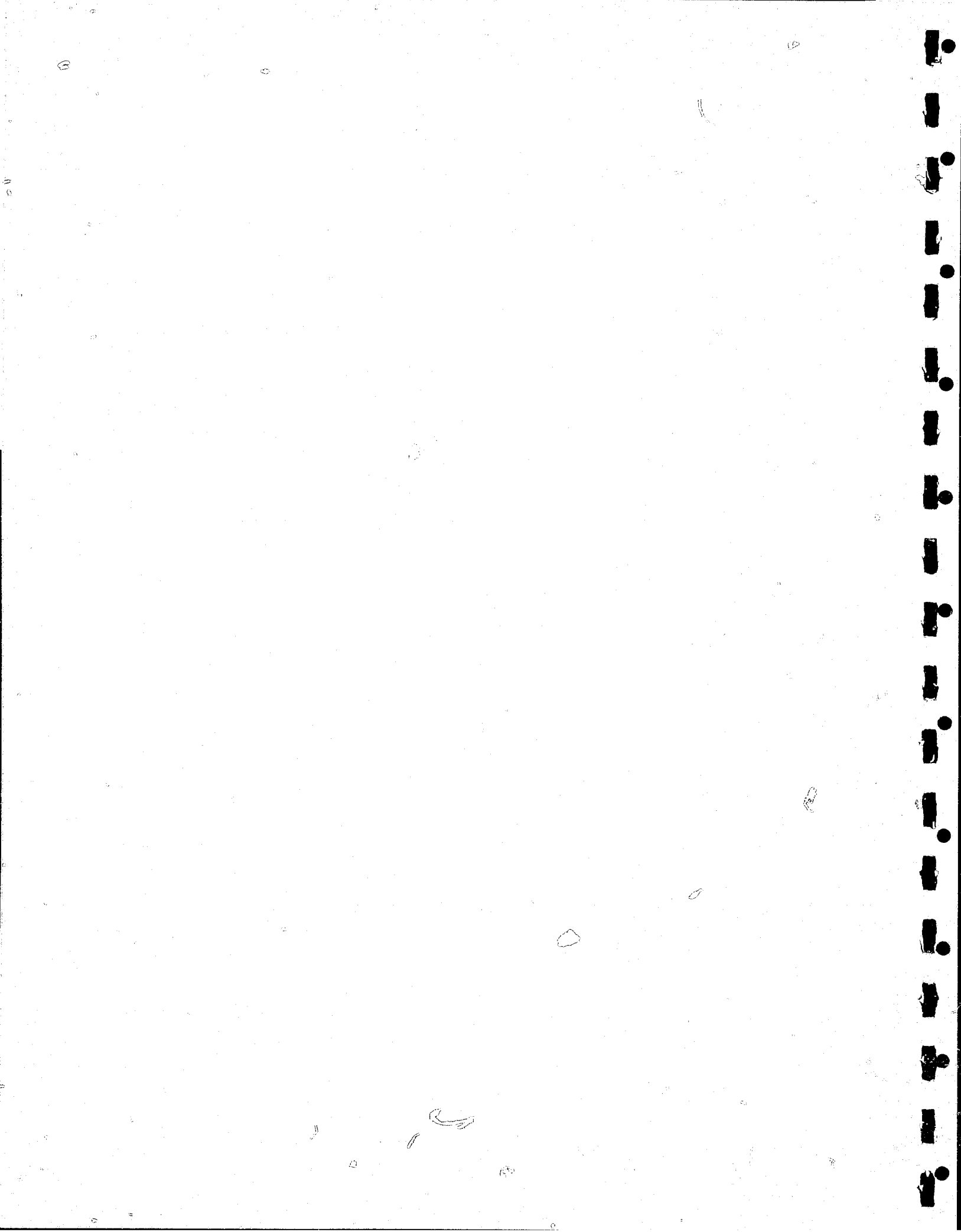


E. Future Plans: 1978-1981

- A major activity during this period will be the promulgation of standards which will apply to all group homes which receive a subsidy program, the Community Corrections Act, or any homes which service teenagers adjudicated delinquent.
- The Department of Corrections will continue to cooperate with the Department of Public Welfare in defining which homes are to be licensed by the Department of Public Welfare and which are to be licensed by the Department of Corrections. This will involve developing a system of identifying participants in group homes and foster care facilities, inspecting and monitoring such facilities, and determining the most appropriate funding source for each facility.
- During this period, the Department plans on subsidizing approximately 120 beds in county-operated group homes, as well as directly operating one six-bed group home which accepts juveniles on parole after having spent some time at state institutions.
  - Subsidy funds for county-operated group homes shall be determined on the basis of need as defined by the County Court judges.
  - As statewide implementation of the Community Corrections Act proceeds, the Department will fund group homes in those counties not yet participating in the Community Corrections Act.
- Appropriation requests to fund these activities are projected as follows:

<u>Year</u>	<u>Amount</u>
1978	\$150,000
1979	150,000
1980	150,000
1981	150,000

COMMUNITY CORRECTIONS CENTERS ACT



# COMMUNITY CORRECTIONS CENTERS ACT

- This Act was passed by the 1969 legislature and authorized political subdivisions of the state to establish and operate community corrections centers; in 1971 the law also provided for appropriations to the Commissioner of Corrections for grants to such programs.

## A. Legislation

- M.S. Chapter 761, sec. 241.31 (1969) provided that "any city, county, except a county containing a city of the first class, town or village, or any non-profit corporation approved by the Commissioner of Corrections-- may establish and operate a community corrections center for the purpose of providing housing, supervision, treatment, counseling, and other correctional services,
  - to persons convicted of crime in the courts of this state and placed on probation by such courts pursuant to Minnesota Statutes, Section 609.135;
  - to persons not yet convicted of a crime but under criminal accusations who voluntarily accept such treatment;
  - to persons adjudicated delinquent under Minnesota Statutes, Chapter 260;
  - with the approval of the Minnesota Corrections Board, to persons paroled under Chapter 242;
  - with the approval of the Minnesota Corrections Board to persons paroled under section 243.05 or released under section 241.26."
- The community corrections centers established under this act could be acquired by purchase, lease, or gift, and could be established and operated in connection with existing public or private institutions
  - A political sub-division (in this case a city, county-- except a county containing a city of the first class-- a town or village) could use unexpended funds, levy, additional taxes, or accept gifts, grants or subsidies for the establishment and operation of a community corrections center.
  - The Commissioner of Corrections was authorized to establish minimum standards for the size, area to be served, qualifications of staff, ratio of staff to inmate population, and treatment programs for community corrections centers established pursuant to this act.
  - Plans and specifications for such centers, including proposed budgets must first be submitted to the Commissioner for his approval prior to their establishment.

- M.S. sect. 241.32 (1971) provided for the establishment and operation of community correctional centers by the state, struck the clause prohibiting a county containing a city of the first class from establishing and operating a community corrections center, and appropriated funds to the commissioner to be disbursed to such programs as follows:
  - "For the purpose of demonstrating the effectiveness of the community corrections centers authorized by the section and to promote the development of such centers the Commissioner of Corrections may, out of funds appropriated for such purposes, make grants not to exceed \$175,000 or 65 per cent, whichever is the lesser, of the costs of operating such programs."
  - Sect. 22 of the 1971 Appropriations Statute provided that such appropriated funds could be used as matching funds for other grants received by community correctional centers.
- The 1973 amendment to the legislation provided the Commissioner of Corrections with authority to make 100 per cent grants for the operating costs of programs run by Indian reservation committees.
  - The amendment also made the following provisions:
    - a. generalized the eligible recipient of funds from community corrections centers to community corrections programs;
    - b. provided the Commissioner of Corrections with authority to make grants to such programs not in excess of 65 per cent of the operating costs (exclusive of programs operated by Indian reservation business committees);
    - c. mandated the Commissioner of Corrections to review at least annually each program and its projected annual operating costs to insure continued compliance with minimum standards and to withhold funds for noncompliance;
    - d. deleted language from the original legislation which required that juveniles be housed separately from adults in community correction centers;

#### B. Programs and Expenditures

- Table 1 presents information by fiscal year on programs funded through the Centers Act, including project location, bed capacity and referral source.

A. Fiscal Year 1973:

<u>NAME AND LOCATION OF PROJECT</u>	<u>BED CAPACITY</u>	<u>REFERRAL SOURCE</u>	<u>CENTERS ACT FUNDING</u>
P.O.R.T. - Rochester	22	Courts - State Institution	\$108,030
P.O.R.T. - Brainerd	15	Courts - State Institutions	27,453
180 Degrees - Minneapolis	30	State Institutions	3,300
P.O.R.T. - Minneapolis	18	Courts	15,318
<u>TOTAL FUNDING = \$154,101</u>			

B. Fiscal Year 1974:

P.O.R.T. - Rochester	22	Courts - State Institutions	\$ 59,605
P.O.R.T. - Brainerd	15	Courts - State Institutions	33,781
180 Degrees - Minneapolis	30	State Institutions	23,440
P.O.R.T. - Minneapolis	18	Courts	42,430
Retreat House - St. Paul	25	State Institutions	14,750
Portland House - Minneapolis	15	Courts	24,741
Expeditions - Minneapolis (non-residential)		Courts	23,720
Goodhue-Wabasha-Red Wing (non-residential)		Community Agencies	24,664
<u>TOTAL FUNDING = \$247,131</u>			

C. Fiscal Year 1975:

P.O.R.T. - Rochester	22	Courts - State Institution	\$ 4,967
P.O.R.T. - Brainerd	15	Courts-State Institutions	2,375
180 Degrees-Minneapolis	30	State Institutions	15,968
P.O.R.T. - Minneapolis	18	Courts	20,933
Portland House - Minneapolis	15	Courts	23,108
Leech Lake Youth Lodge	18	Courts	81,751
Hillcrest House - Duluth	15	Courts	84,124
North West Satellite Homes - Crookston	16	Courts	91,624
Goodhue - Wabasha - Red Wing (non-residential)		Community Agencies	
<u>TOTAL FUNDING = \$358,585</u>			

D. Fiscal Year 1976:

P.O.R.T. - Minneapolis	18	Courts	\$ 21,861
Portland House - Minneapolis	15	Courts	28,623
Hillcrest House - Duluth	15	Courts	28,146
Leech Lake Youth Lodge	8	Courts	74,581
Goodhue - Wabasha - Red Wing (non-residential)		Community Agencies	24,667
<u>TOTAL FUNDING = \$177,878</u>			

E. Fiscal Year 1977:

P.O.R.T. - Minneapolis	18	Courts	\$37,000
Goodhue - Wabasha - Red Wing (non-residential)		Community Agencies	24,000
Portland House - Minneapolis	15	Courts	33,000
Leech Lake Youth Lodge	8	Courts	69,488
North West Satellite Homes - Crookston	16	Courts	49,000
<u>TOTAL FUNDING = \$212,488</u>			

● Inspection of Table 1 reveals the following:

- The total number of projects funded during each of the four fiscal years increased from 4 in fiscal 1973 to a high of 9 in fiscal 1975; similarly, the total amount of Centers Act spending increased through fiscal 1975 before dropping substantially in 1976. This decreased number of projects funded fiscal 1976 results from the increased emphasis placed upon Departmental funding through the Community Corrections Act. The Centers Act will continue to decline in funding importance as the Community Corrections Act is implemented throughout the state.
- Funding from the Centers Act has been allocated to Community Corrections programs throughout the state -- Duluth, Rochester, Brainerd, Leech Lake, Crookston, Minneapolis, Red Wing.
- With the exception of the Goodhue-Wabasha Project in Red Wing, and Project Expedition in Minneapolis, all of the programs are residential in nature, accepting referral from courts, state institutions or both.

C. Future Plans: 1978-1981

- Goal: To develop and maintain model or experimental community based corrections alternatives within the state, as demonstrated by granting funds to at least four such programs.
  - Rationale: This funding is intended primarily as matching money to programs in counties anticipating coverage under the Act sometime during the next two bienniums, exclusive of programs operated by Indian reservation business committees.
  - Activities: In each of fiscal years 1978, 1979, 1980 and 1981, appropriation requests for the Centers Act subsidy are projected to be \$212,500.

COMMUNITY CORRECTIONS PROGRAMS ---  
CONTRACTED, OPERATED OR SPONSORED





COMMUNITY CORRECTIONS PROGRAMS--  
CONTRACTED, OPERATED OR SPONSORED

- The Department of Corrections directly contracts with four community residential programs, directly operates two programs, and sponsors grants which operate four additional programs.

A. Contracted Programs

1. Purpose

- The Department contracts with community residential programs to provide services for paroled offenders and state probationers.
  - The purpose of contracting for services is to provide flexibility in meeting changing service demands, to offer a range of diverse program options, and to achieve economy in delivering such services.
  - The extent to which contracted services have been developed is largely contingent upon the number of counties participating in the Community Corrections Act.
  - As counties come under the Act, a decreased need for these services occurs. Most of the contracted programs are located in Hennepin County; if Hennepin County enters the Community Corrections Act, the Department will move out of this type of arrangement.

2. Programs

● Juvenile Newgate

- This is a residential program receiving referrals from the courts and from state correctional institutions. The major treatment approach involves academic and vocational training, along with Positive Peer Culture groups.

● Retreat House

- This residential program serves adult court referrals from Ramsey County, as well as offenders released on parole from state adult correctional institutions. The program is particularly geared for Black offenders, and offers a token-economy-based program.

● 180 Degrees

- This program serves primarily male and female adult offenders with alcohol or other chemical dependency problems.

● Alpha House

- This program is a therapeutic community for hard-core multiple offenders (male adult). Approximately one-third of program clients are sex offenders. Program referral sources are state institutions and district courts.

### 3. Expenditures

- ① Table 1 presents information by fiscal year on program contract terms and expenditures. Contracts with guaranteed minimum beds are utilized and ensure that bed space is available when needed by the Department, as well as to provide some financial stability for the programs.

TABLE 1: PURCHASED RESIDENTIAL SERVICES

(As of September 15, 1976)

	<u>FY 75</u> Newgate Juvenile	Newgate Juvenile	<u>FY 76</u> Alpha House	Retreat House	Newgate Juvenile	<u>FY 77</u> Alpha House	Retreat House	180° Degrees
Contract Term During FY	2 Months	12 Months	7 Months	4 Months	12 Months	12 Months	12 Months	12 Months
Contract Per Diem	\$24.60	\$26.18	\$19.00	\$23.28	\$27.67	\$22.00	\$23.89	\$22.21
Minimum Beds*	10	10-6 Mos. 0-6 Mos.	13	0	10+ **	10	0	16
Capacity	22	22	18	29	22	19	29	25
Possible Beds For Department	12	22	18	4	16	13	4	20
Min. Expense	\$5,160	\$43,800	\$67,678	0	\$100,996**	\$80,304	0	\$118,690
Actual Expense To Date	\$10,924	\$52,225	\$68,723	\$2,468	\$ 21,040	\$16,308	\$1,839	\$ 16,185
No. Client Days of Service to Date	487	1,997	3,454	106	121	739	77	516
Actual Perdiem Cost	\$22.23	\$26.15	\$19.89	\$23.28	\$173.88	\$22.06	\$23.88	\$32.34

\* Number of beds guaranteed to the Dept. through contract.

\*\* The minimum contract was amended to 6 beds/\$60,597 on 10/1/76 and to 0 beds/\$0.0 on 12/1/76. The contract was completely terminated on 12/31/76.

## B. Directly Operated Programs

### 1. Purpose

- The Department directly operates several programs which provide services to special categories of offenders from throughout the state.

### 2. Programs

- Anishinabe Longhouse

- This is the only program in the state for adult Native American offenders. It is staffed by Native Americans, and uses Indian culture as the primary treatment method. This program serves adult parolees and occasionally contracts with the Federal Bureau of Prisons to serve Native Americans from this system.

- Project Re-Entry/Work Release

- This program serves work releases from state adult institutions who technically remain under institutional custody. The program is designed to facilitate the reintegration of the offender into the community on a carefully structured basis. The primary program focus is assisting offenders to find and keep employment.
- In addition to the residential center in Minneapolis serving the Metropolitan area, this Project is responsible for developing contracts with and supervising the work release status of offenders in various out-state facilities including county jails and Community Corrections facilities.

### 3. Expenditures

- Table 2 presents information on annual Project Re-Entry/Work Release costs for calendar years 1973-1975. These figures do not reflect money paid by offenders on work release toward room and board, family support and taxes. In 1975, \$15,544 was paid by residents toward room and board costs.

TABLE 2 : PROJECT RE-ENTRY/WORK RELEASE PROGRAM COSTS

<u>Calendar Year</u>	<u>Total Cost</u>	<u>Number Of Participants</u>	<u>Number of Days of Care</u>	<u>Participant Cost per Day of Care</u>	<u>Per Client Cost</u>
1973	159,836	151	9,788	16.33	1,058.00
1974	229,313	136	10,376	22.10	1,686.00
1975	292,001	100	8,398	34.77	2,920.00

- Expenditures for fiscal years 1975, 1976 and estimated 1977 for Anishinabe Longhouse are as follows:

<u>FY 1975</u>	<u>FY 1976</u>	<u>EST. FY 1977</u>
\$136,504	\$139,817	\$164,964

-- Since its establishment in 1973, the program has served 139 clients.

### C. Grant-Sponsored Programs

#### 1. Purpose

- The Department has served as the sponsoring agency for several LEAA grant programs, which have generally served a specific offender population (W.H.O. and Women's Newgate). The College and Vocational Newgate programs have been funded with state money allocated on a grant rather than contract basis.

#### 2. Programs

##### ● Women Helping Offenders (W.H.O.)

-- This is a non-residential program providing a wide range of advocacy and referral services to corrections clients by a staff of primarily Black female ex-offenders.

##### ● Women's Newgate

-- This residential program serves adult women offenders and their children. The program aims at increasing the employability of its clients, assisting interested clients in attending college, and enhancing client's ability to relate to their children. The program capacity is nineteen (19) women and their children.

##### ● College and Vocational Newgate

-- The College Newgate residential program with a capacity of twenty (20) takes clients from the courts and releases from federal and state institutions. All College Newgate clients are students at the University of Minnesota.

-- The Vocational Newgate program serves male clients with vocational objectives and has a capacity of 20. Referral sources are the same as for College Newgate.

### 3. Expenditures

- Table 3 presents expenditures for these programs during fiscal year 1975, 1976 and estimated 1977.

TABLE 3: GRANT-SPONSORED PROGRAM EXPENDITURES

<u>Program</u>	<u>FY 1975</u>	<u>FY 1976</u>	<u>FY 1977</u>
W.H.O. (federal and state funds)	\$54,746	\$133,633	\$105,488
Women's Newgate (federal funds only)	12,994	176,791	116,336
College Vocational Newgate (state funds)	77,300	85,696	108,500

D. Future Plans: 1978-1981

- Goal: To assure availability of Community Corrections program services to Department of Corrections clients who have diverse needs in connection with developing or maintaining socially acceptable life styles in the community.
- Rationale: Since the Department of Corrections does not control either intake or adult releases, the number of clients returning to the community and the needs of those clients are ever changing. In addition, new programs develop in the community to meet newly perceived needs, other programs close for various reasons and program competence varies both over time and from program to program. In order to assure the most appropriate service at the most reasonable cost while still retaining flexibility, the Department of Corrections has chosen to use purchase of service contracts and to operate a small number of programs directly. This process provides for accommodating new or unforeseen needs, quickly responding to changes in program competence and allows direct monitoring to assure Department of Corrections clients are receiving the service for which state dollars are being expended. Funds not expended in any fiscal year revert to the Community Corrections Act, thus reducing the amount of the appropriation for the Act.
- Activities:
  - a. Fiscal years 1978-1979: contract with approximately 8 programs for 70 beds and one program for non-residential services; directly operate 2 programs with 43 beds.  
Fiscal years 1980-1981: contract with 8 programs for approximately 24 beds and one program for non-residential services; directly operate 2 programs with 43 beds.
  - b. Conduct physical inspections of contract facilities to assure appropriate levels of cleanliness, safety, regard for human dignity, etc. for Department of Corrections clients.
  - c. Monitor program activities to assure program quality, record keeping and accountability at a level which meets Department of Corrections requirements.
  - d. Monitor billings to assure payment for Department of Corrections clients and verify with parole agents the presence and quality of service being received by those clients for whom they are responsible.
- Costs: The budget request for fiscal years 1978-1979 was developed to cover directly-operated program costs, as well as Department of Corrections needs for contracted services in the event that Hennepin County did not participate in the Community Corrections Act during any significant portion of the biennium. The estimates prepared for fiscal years 1980-1981 assume Hennepin County's participation in the Community Corrections Act for the entire biennium, and reflect an estimated cost for contracted programs which is approximately one-third as great as the previous biennium. The estimate may be slightly high or low depending on which other counties participate in the Act and for what period of time. Table 4 indicates projected beds and levels of funding for each fiscal year.

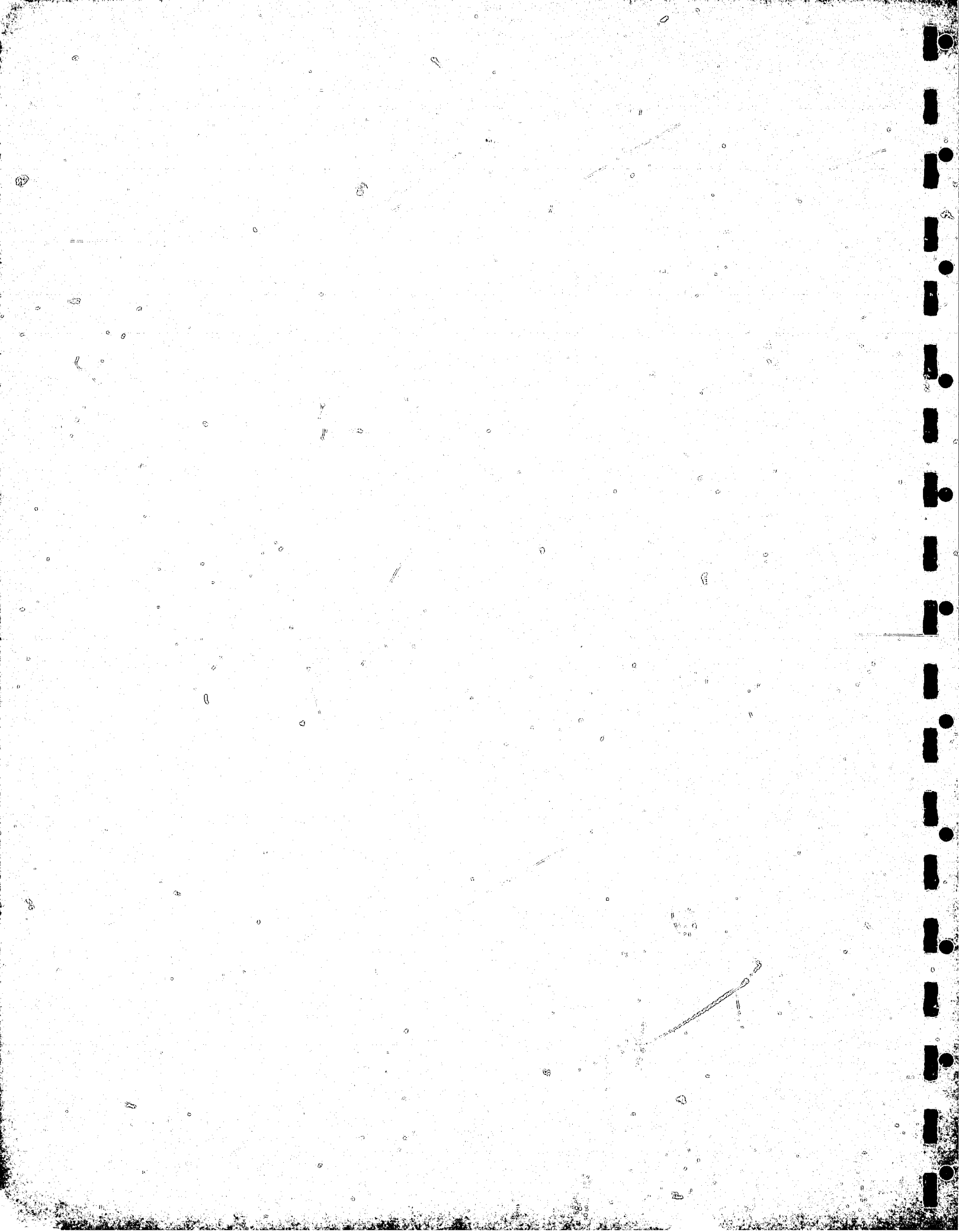
TABLE 4: PROGRAMS AND PROJECTED FUNDING, 1978-1981

Contracted Programs	<u>1978</u>		<u>1979</u>		<u>1980</u>		<u>1981</u>	
	Beds	Projected Funding	Beds	Projected Funding	Beds	Projected Funding	Beds	Projected Funding
180°	16	\$175,200	16	\$ 190,968	4	\$ 48,059	4	\$ 50,462
Alpha	13	113,360	13	123,562	4	41,461	4	43,534
Retreat	4	38,050	4	41,474	4	41,750	4	43,837
College & Vocational Newgate	13	128,909	13	118,265	4	32,441	4	34,063
Womens Newgate	4	40,000	4	43,600	2	21,945	2	23,042
Freedom House	4	58,400	4	63,656	2	32,039	2	33,641
W.H.O.	-	111,817	-	118,526	-	124,452	-	130,674
Fund for Purchased Services		180,940	-	197,225		49,634		52,115
<u>Directly Operated Programs</u>								
Anishinabe	15	157,307	15	160,903	15	168,948	15	177,395
Re-Entry & Work Release	28	<u>268,797</u>	28	<u>275,214</u>	28	<u>288,974</u>	28	<u>303,423</u>
TOTAL		\$ 1,150,319		\$1,225,511		\$725,251		\$761,512



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PROGRAMS AND RESEARCH DIRECTED AT VICTIMS OF CRIME



## PROGRAMS AND RESEARCH DIRECTED AT VICTIMS OF CRIME

### A. Introduction

- Since 1972, the Department has become increasingly involved in developing and implementing programs and research projects which focus on the crime victim.
  - Specific efforts have been as follows:
    - a. The Minnesota Restitution Center Program;
    - b. The Minnesota Program for Victims of Sexual Assault;
    - c. Research aimed at assessing the manner and extent to which restitution is used within the probation services of the state;
    - d. Research dealing with an assessment of the manner and extent to which a variety of social and legal remedies are utilized by crime victims within the state;
    - e. Sponsorship of the First International Symposium on Restitution in conjunction with the Law Enforcement Assistance Administration.

### B. Programs

#### 1. Minnesota Restitution Center

- The concept of restitution refers to payments made by the offender to the crime victim.
  - The payment of restitution may be made in the form of money or service, but in either case is aimed at restoring the victim and aiding in the rehabilitation of the offender.
  - Restitution as either a sole or partial penalty imposed upon the wrong-doer is an ancient concept which has been generally ignored within the contemporary adult and juvenile justice systems.
- The criminal code of the State of Minnesota does not specifically identify restitution as a sanction, however statutes pertaining to juvenile offenders (section 260.185) note that "reasonable restitution may be ordered if the offense involved damage to property."
- The Minnesota Restitution Center was a community-based residential corrections program designed as a partial diversion for offenders sentenced to the Minnesota State Prison (MSP) and the State Reformatory for Men (SRM).

- Property offenders who have been sentenced to MSP and SRM and who have completed at least four months of their prison sentences could be selected and paroled to the Restitution Center.
- This program was originally funded in 1972 under a federal grant and was re-funded in 1973 and 1974, after which the Department assumed full funding responsibility.
- For the 47-month period from August 1, 1972, through June 30, 1976, a total of 109 men were received in the program.
- Twenty-eight (25%) were currently in the program, 31 (28%) have successfully completed the program and received parole discharge, 44 (40%) have been returned to the institutions for parole revocations, 5 (5%) were on fugitive status, and 1 (1%) in custody pending judicial disposition.
- Restitution Center expenditures are presented in Table 1.

TABLE 1: MINNESOTA RESTITUTION CENTER PROGRAM EXPENDITURES, BY YEAR				
Fiscal Year	Source of Funds			
	LEAA	DOC MATCH	TOTAL BUDGET	ACTUAL EXPENDITURES
1972	\$110,000	\$47,080	\$157,080	\$100,118
1973	114,165	52,948	167,113	139,820
1974	108,656	72,438	181,094	141,893
1975 (all state funds)				163,972
1976 ( " )				190,877
1977 ( " )-Estimate				202,000

## 2. Research Projects

- Assessment of Restitution in Minnesota Probation Services.
- This research project aimed at compiling information on the frequency with which restitution was ordered as a probation condition for adults and juveniles, attitudes held by judges,

probation officers, victims and offenders toward restitution, as well as major problems associated with this practice.

-- Major findings included the following:

- a. Restitution was used in approximately 25% of probation dispositions for juveniles and adults from District Courts during the sampled months of October, 1973, January, 1974, April, 1974, and July, 1974.
- b. In approximately 90% of court-ordered restitution cases, full as compared to partial restitution was required.
- c. A primary factor in the decision to order restitution was the offender's perceived ability to pay.
- d. The large majority of judges and probation officers favored the use of restitution as a probation condition.
- e. Most victims felt that restitution was desirable when used in conjunction with probation supervision.

● Remedies Utilized by Crime Victims in Minnesota

-- This research project aimed at compiling systematic information on the variety of social and legal remedies used by crime victims in this state, for the purpose of better identifying the relative extent to which available remedies are utilized, as well as where gaps in service exist.

-- Major findings included the following:

- a. Four major remedies are used by crime victims in Minnesota to recover losses:
  - private insurance
  - civil suits
  - restitution
  - compensation received from the Crime Victims Reparation Board
- b. Crime victims suffer considerable losses not covered by any of these existing remedies.
- c. Private insurance is the most commonly used remedy; however, it does not sufficiently cover losses sustained.
- d. A large proportion of crime victims are not aware of available remedies.

### 3. International Symposium on Restitution

- This project involved a two-day working conference focusing on the concept of restitution from a variety of perspectives -- legal, research, cross-cultural, historical and operational.
- The symposium proceedings were published, and approximately 2,000 copies have been distributed throughout the world.

### 4. Minnesota Program for Victims of Sexual Assault

- In response to growing problems confronting victims of sexual assault, the Minnesota legislature mandated the Commissioner of Corrections to develop a statewide program to aid victims of sexual attacks (M.S. 241.51 - 241.53, 1974).
- Specific problems to be addressed by the mandated program were:
  - a. low incidence of reporting and reluctance on the part of victims to become involved with the criminal justice system;
  - b. negative attitudes about victims of sexual assault resulting in insensitive treatment by police, prosecuting attorneys, the judiciary and medical personnel;
  - c. myths and misconceptions about sexual assault held by the general public;
  - d. lack of inter-agency coordination in the provision of services for sexual assault victims as well as a lack of information about available resources;
  - e. lack of standardized procedures for law enforcement investigations, the collection of medical evidence, and legal procedures.
  - f. out-dated rape laws which made reporting and prosecution difficult for the victim.
- Specific services provided for legislation are:
  - a. voluntary counseling for victims of sexual assault;
  - b. payment of all medical costs required by the victim as a result of the sexual assault;
  - c. assistance and encouragement to county attorneys to assign prosecuting attorneys trained in sensitivity and understanding of victims of sexual assaults;

- d. assistance to law enforcement personnel in developing programs to provide training in sensitivity and proper evidence gathering techniques;
  - e. encouragement to medical personnel to place a high priority on the sensitive and efficient treatment of sexual assault victims.
- In response to the legislative mandate, the Commissioner of Corrections appointed a task force composed of persons from law enforcement, medical, legal and social services, as well as volunteers working with victims, to design a program and complete a grant application requesting funding from the Governor's Commission on Crime Prevention and Control. The program was funded on August 1, 1975.
  - Major activities of the program to date have been the following:
    - working in conjunction with other interest groups for the successful revision of Minnesota criminal sexual conduct statutes;
    - funding of pilot programs in Hennepin and Ramsey counties which provide direct victim assistance, training and community education within the respective county;
    - facilitation of interdisciplinary community-based program in St. Louis, Crow Wing, Olmsted, Blue Earth, Clay, Chisago, Dakota and Washington counties for the purpose of providing coordination, training, community education and direct victim assistance;
    - scheduling of training programs:
      - a. training programs for medical personnel, prosecuting attorneys, social service workers, volunteers, and others in contact with sexual assault victims have been developed and conducted throughout the state;
      - b. a comprehensive two day state-wide training seminar was held and brought together law enforcement, medical, legal, social service staff and volunteers;
      - c. a training manual for law enforcement, medical, legal and social service personnel has been written and distributed throughout the state;
    - providing community education programs:
      - a. development of a state-wide speakers bureau whose members provide educational programs to professional, civic, and educational institutions and church groups throughout the state;
      - b. designed and distributed an informational brochure on sexual assault;



- c. production of a slide-tape show, "A Crime of Violence";
- d. preparation of articles for various statewide publications dealing with the problems faced by the sexual assault victims;
- e. provided ongoing public education through statewide media (newspapers, radio and television interviews, news coverage);
- dissemination of information for and about victims of sexual assault including sample medical and police protocols, program summaries, speakers kits, articles, bibliographies, statistics, myths and facts sheets, and information on the 1975 Minnesota Criminal Sexual Conduct Law.
- Program staff include a director, assistant director, and administrative assistant. Program expenditures by year are noted in Table 2.

TABLE 2: MINNESOTA PROGRAM FOR VICTIMS OF SEXUAL ASSAULT -  
EXPENDITURES BY YEAR

<u>Fiscal Year</u>	<u>LEAA</u>	<u>Source of Funds</u>	
		<u>LAC</u>	<u>TOTAL</u>
1975		\$15,000	\$15,000
1976	\$132,694	14,744	147,438
1977 estimate	173,429	19,270	192,699

### C. Future Plans: 1978-1981

#### 1. Restitution Programs

- Goal: The Minnesota Restitution Center was as of January, 1977, discontinued as an operational residential facility. A unit of five staff will be responsible for developing and delivering services focusing upon restitution throughout operations of the Department.
- Rationale:
  - a. in four years of operation, Restitution Center expenditures totaled \$545,803, and the program served a total of 109 clients;
  - b. the referral of clients to the program by the Parole Board has been intermittent and made it impossible to plan for a constant flow of referrals; program population has fluctuated from six (6) to eighteen (18), far short of the capacity of twenty-two (22).
- Activities: In place of maintaining a separate residential facility focusing upon offender restitution to crime victims, the Department will contract for beds with other residential programs to be used for restitution clients.

- Goal: To develop systems for evaluating restitution efforts for all levels of the justice system, and to act as a clearinghouse for information related to restitution.
  - Rationale: Current information indicates that only rarely do courts in the state have access to accurate and timely information on the amount of restitution ordered and collected, or follow-up information on the relative impact upon offenders of this type of disposition.
  - Activities: Local juvenile and adult justice agencies shall be contacted and, where interest exists, research efforts shall be implemented and structured for the purpose of collecting basic information.
- Goal: Screen all property offenders at intake at the adult prisons and act to facilitate the early release of offenders to local communities.
  - Rationale: The development of restitution contracts specifying the amount and form of restitution to be made as well as the payment schedule will be implemented at all adult institutions. The developed contracts will be reviewed by the parole authority and, if acceptable, inmates will be released to community programs for supervision.
  - Activities: The process would be one of restitution agents helping and teaching local field services people to develop contracts and learn skills in collecting restitution payments.
- Goal: To encourage the expansion of "Community Service work orders" as a type of symbolic restitution within the criminal and juvenile justice system. Community service work orders involve offenders making restitution in the form of services to the community, such as renovation and construction work for community centers, clubs for the handicapped or aged, or projects of historical interest. 1972 legislation in England mandated the use of such work orders throughout that country.
  - Rationale: Community service work orders as a form of symbolic restitution are only infrequently used in Minnesota. However, such practices could be more widely developed given the availability of technical assistance, and could provide additional alternative sanctions for use with adult and juvenile offenders.
  - Activities: Major activities would include consulting with judges and probation officials about the current use of work ordered restitution, and helping communities develop and implement such schemes.

- Costs for these activities are projected as follows:

1978	\$115,108
1979	127,000
1980 *	134,000
1981 *	141,000

\*Figures for these years represent a 5% increase over the previous year.

## 2. Victims of Sexual Assault

- Goal: To provide central coordination for crisis intervention and referral services for victims of sexual assault.
  - Rationale: Sexual assault is a statewide phenomenon requiring a central coordinating point.
  - Activities: The Minnesota Program for Victims of Sexual Assault will continue to maintain an updated file of statewide referral sources.
- Goal: To provide training programs for personnel who interact with the victim, including health care professionals, law enforcement personnel, legal personnel, social service agencies, crisis line volunteers, and victim advocates.
  - Rationale: Ongoing staff training is needed to continuously update procedures and take into account staff turnover.
  - Activities:
    - a. Both intra-disciplinary and inter-disciplinary training programs shall be regularly scheduled throughout the state.
    - b. Efforts will be made to coordinate training programs with other agencies, such as the Bureau of Criminal Apprehension and the Minnesota Hospital Association.
    - c. The procedural manual will be regularly updated and distributed throughout the state.
- Goal: To educate the general public on the nature and scope of sexual assault as it exists in Minnesota.
  - Rationale: Community education efforts shall be continued in order to make available information on existing services, as well as to help dispel misconceptions about sexual assault.
  - Activities: Continue efforts directed at public speaking, media presentations, and extensive use of the completed slide show, "A Crime of Violence".

- Goal: To coordinate the resources of existing human service institutions to assist in the development and implementation of training and victim assistance programs.
  - Rationale: Inter-disciplinary coordination is required because the victim of sexual assault intersects with a wide variety of personnel and programs.
  - Activities: Staff will continue to facilitate the development of community programs and act as resources to community programs.
- Goal: In coordination with other agencies determine the special needs of the child and adolescent victim of sexual abuse and incest.
  - Rationale: The needs of the child victim differ from those of adults, and at this time, no comprehensive protocols exist for police, medical, legal and social service personnel.
  - Activities: The Minnesota Program for Victims of Sexual Assault, in coordination with other agencies will determine and assess needs and services for child victims, develop procedures for working with child victims, and conduct training sessions.
- Costs for these activities are projected as follows:

<u>YEAR</u>	<u>SOURCE OF FUNDS</u>	<u>AMOUNT</u>
1978*	LEAA	\$151,594.80
	MATCH	
	- LAC	6,771.20
	- DOC	39,579.00
	- Pilot Counties	54,713.00
	TOTAL . . . . .	\$252,658.00
1979	DOC	58,459.00
1980	DOC	61,381.00
1981	DOC	64,303.00

\* 1978 is the third and final year of federal funding; projected costs for fiscal years 1979-1981 reflect only Department costs associated with this program.

Local Institutions

Local Institutions

LOCAL INSTITUTIONS

## LOCAL INSTITUTIONS

### A. Purposes of Inspection and Enforcement Unit

- The Inspection and Enforcement Unit of the Department acts on behalf of the Commissioner of Corrections in fulfilling responsibilities established by Minnesota Statute.
- The responsibilities of the Inspection and Enforcement Unit with respect to local correctional facilities in the state are:
  - To assist in the development of consistency and continuity in the operations of such facilities throughout the state.
  - To provide direction to local units of government, concerned individuals, and agencies involved in criminal justice relative to the planning of local facilities.
  - To support local claims for resources to resolve existing problems due in part to a lack of such resources.
  - To collect, analyze, and disseminate information related to assessments of and recommendations concerning local correctional facilities.
  - To serve as a disbursing agent of state funds appropriated for construction and operation of local facilities.
  - To investigate claims of malpractice, malfeasance, misfeasance or nonfeasance submitted by any person or group of persons that relate to the detention and confinement of persons in local facilities.
  - To inspect local facilities pursuant to Minnesota Statute 241.021, Subd. 1, report findings of such inspections to local authorities and to record a copy of such inspections for public record.
  - To serve the Legislature as a consultant on matters relating to local facilities.
  - To serve as a clearinghouse on architectural plans for all local facilities.
  - To coordinate with the judiciary, law enforcement, other state agencies and accredited special interest groups the development of programs, policies and procedures related to local facilities.

## B. Organizational Structure

- The Inspection and Enforcement Unit of the Department of Corrections serves several functions:
  - As required by Minnesota Statute 241.021, Subdivision 1 and 2, the unit is responsible to the Commissioner for inspecting annually each correctional facility of the state. The inspections are used to enforce standards in those cases where licensing is required to operate or to receive funding from the state.
  - In addition to inspections, the unit provides a consulting function, approving and advising on planning for construction of local facilities, and working with local officials and architects on such plans so they are developed in accordance with standards.
  - Other activities of this unit include transportation of inmates from one institution to another for purposes of medical care, court appearances, return from violation of parole, etc.
  - The unit has responsibility for issuing and cancelling warrants and apprehension orders on offenders, coordinating with the Minnesota Corrections Board on hearings, occasionally serving as bailiff, as well as coordinating with law enforcement on apprehensions.
  - The unit also has responsibility for the Occupational Safety and Health Officer. As such, tort claims, departmental institution safety committees, emergency planning, O.S.H.A. interdepartment inspections and budget planning are provided.
- The unit is composed of personnel who provide inspection and consultive services as well as collect data, evaluate needs, recommend solutions to problems, coordinate development of standards, monitor disbursements of funding and issue licenses. The unit currently consists of staff with the following responsibilities:
  - a. Unit Director: Supervise and coordinate the personnel and activities of the unit. Primary responsibility for inspections of major facilities; maintains responsibility for specific construction projects; conducts special investigative or study assignments as assigned by the Commissioner or his Deputies. Serves as the Department Tort Claims Officer. Administers the operational needs of the unit on matters of budgets, policies, disbursements, assignments, vacancies, meetings, etc.



- b. Secretary: Provides clerical and secretarial services. Serves as matron for Transportation Officers on occasion when appropriate; acts as backup support to Transportation Supervisor in coordinating transportation services in his absence and also serves as backup resource to Fugitive Specialist when necessary. Compiles monthly reports on warrants.
- c. Security and Architectural Specialist: Provides consultation and advice on design and construction of security facilities and on logistics and operational management of these facilities; conducts periodic inspections and training and submits reports as to the level of compliance with safety and security standards of these facilities and their programs. Chairs Security Committee for the St. Paul-Ramsey Hospital security Unit.
- d. Detention Facilities Inspector: Conducts facility inspections and reports their compliance ratings in detail to respective authorities. Assists local officials in resolving problems and planning new facilities and programs. Collects, reviews, edits and evaluates data submitted by local units of government pertaining to detention practices, and prepares an annual report of comprehensive statistical and evaluative information. Investigates prisoner complaints; serves on various committees, presents training seminars.
- e. Occupational Safety and Health Officer II: Provides consultation and advice on employee safety programs; provides direction to the development and operation of safety committees; conducts on-site inspections of safety conditions as a service to institution administrators; provides direction in the development of safety manuals, evacuation procedures, safety training programs; coordinates with Health Care Administrator.
- f. Transportation Supervisor: Coordinates the transportation services of the Department of Corrections on a statewide basis to insure their most efficient and economical use. Supervises Transportation Officers, provides training and makes assignments for the pick-up of parole violators and escapees from programs and institutions throughout the state as well as on Interstate Compact Agreement. Assumes special transportation assignments such as medical, high security risk, and court appearance cases. Provides bailiff services to the Minnesota Corrections Board during hearings in St. Paul. Coordinates transportation services with Fugitive Specialist on pick-up and travel arrangements. Serves on related committee assignments and handles administrative duties of the Transportation and Fugitive Unit, such as preparing monthly and annual reports, budget and policy matters.

- g. Fugitive Specialist: Provides the service of issuing warrants and apprehension orders for violators and absconders or escapees of Department programs and institutions. Coordinates efforts of field agents and other staff members of the Department with efforts of law enforcement agencies to locate, and if necessary, apprehend offenders classified as fugitives; serves a liaison service with law enforcement; enters appropriate data on teletype for National Crime Information Center; coordinates with the Minnesota Corrections Board on hearings for fugitives and parole violators.
- h. Transportation Officers: The Transportation Officers work under the direction of the Transportation Supervisor. Primary responsibilities are the transportation of offenders from facility to facility or to destinations within the community. They travel throughout the United States for the pickup and/or delivery of offenders on exchange agreements, or who are escapees or absconders. The officers provide service to the institutions as a backup resource whenever possible and also fill in on other unit assignments such as relief for the Supervisor, Fugitive Specialist, and so on.

C. Compliance Rating of Local Correctional Facilities in Minnesota

- Minnesota Statute 241.021, Subdivision 1, mandates that the Commissioner of Corrections inspect all correctional facilities throughout the state, whether public or private, established and operated for the detention and confinement of persons detained or confined therein according to law except to the extent that they are inspected or licensed by other state regulating agencies.
- Each facility is reviewed annually with respect to its classification, based on standards (measurable minimal conditions that must exist in order to be acceptable and permissible) deemed appropriate to that classification.
- Any facility disapproved for detention or treatment purposes of one or more kinds as indicated by its classification and standards is not to be used for such disapproved purpose until such time as they are deemed in substantial compliance with the standards for that classification.
- As an example, a facility classified as a holding facility may not be used as a lockup, jail, etc., until such time as the Department of Corrections has deemed that the facility is in substantial compliance with the standards for the proposed reclassification.
- The results of each inspection are translated into compliance ratings on each major category, including Administration, Records, Resident Welfare, Security, Program, Plant and Construction, Plant Maintenance and Food Service, and the individual ratings are translated into an overall percentage of compliance.
- Each major category of inspection consists of a number of items to be rated as meeting standard, below standard or non-applicable on the inspection form. In other words, if an item meets standard, it gets credit; if it does not meet standard, it gets no credit.
- The minimum acceptable compliance rating within each major category of inspection as well as for overall compliance is 67%.
- A facility can conceivably attain a 67% or better compliance rating on a major category or overall and have conditions that are deemed in need of immediate attention due to unsafe, unsanitary or illegal conditions. When conditions do not substantially conform to standards or where specific conditions are such as to endanger the health, welfare or safety of prisoners and/or staff, the facility's use may be restricted pursuant to MSA 241.021 (Subd. 1), legal proceedings to condemn the facility may be initiated pursuant to MSA 641.26 or MSA 642.10, or legal proceedings may be initiated to revoke the facility's license pursuant to MSA 241.021 (Subd. 3).

-- As an example of the inspection process, item 8 under the section, Administration, is entitled "Provisions for Emergency Plans, Policy, Procedures, Regulations, Etc." In order to make a determination of whether or not the facility meets or is below standard in this area, the inspector would review standards inclusive of the following:

1. Whether or not the facility administrator has developed written policies and procedures to cover emergency situations such as escape, fire, medical emergencies, etc., procedural statements concerning admission and release of prisoners, schedules for laundry, feeding, canteen, visiting, security checks, and other events of significant bearing on the consistency of operation;
2. Whether or not the facility administrator has developed a written disaster plan with procedures for the protection, evacuation of all persons in the case of fire, explosion, flood, tornado, or other emergencies. The plan is to be developed specifically for each facility and its type of occupancy with the assistance and advice of at least the local fire and/or rescue authority (Civil Defense). Additionally, the plan is to include information and procedures relative to: locations of alarm signals and fire fighting equipment, frequency of drills, assignment of specific tasks and responsibilities of the personnel on each shift, persons and the local emergency department to be notified, precautions and safety measures during tornado alerts, procedures for evacuations of prisoners during emergencies when necessary, and arrangements for temporary confinement and care in the community in the event of total evacuation. Copies of the disaster plan containing basic emergency procedures are to be posted at all staff stations.
3. Copies of rules and regulations are to be made available to all prisoners throughout their confinement.

## D. Local Correctional Facilities

### 1. Definitions

- Local detention facilities are defined by two principal authorities, each of which represents a distinctly different position.
  - The first authority is the Minnesota statutory provisions which allude to definition by ownership. Because violations of city ordinances are misdemeanors, violators can only be charged with sentences of up to 90 days in accordance with law. Therefore, cities and municipalities construct "lockups" in accordance with Minnesota Statutes, Chapter 642. County authority stipulates that all violations of state law shall be held in county jails under the authority of the county sheriff. This requires that county-owned and operated facilities be authorized to hold persons charged with violations of felony law as well as the lesser offenses of gross misdemeanors and misdemeanors. County detention facilities are called jails in accordance with Minnesota Statute, Chapter 641. A jail, then, is a facility owned by the county with authority to detain people under sentence for up to one year.
  - The second authority is also provided by Minnesota State law. The Commissioner of Corrections, in accordance with Minnesota Statute 241 has the authority to set standards for correctional facilities and to restrict the use of these facilities in accordance with their respective compliance to standards.
- The inspectors of the Inspection and Enforcement Unit of the Department of Corrections have concluded that there are many "jails," facilities that are owned by the counties of this state, that are absolutely unqualified in size, design and capability to provide the services, security, and the logistical requirements of law, that the courts have determined to be necessary.
  - It is the opinion of this Unit, representing the Commissioner of Corrections, that a far more prudent manner of defining facilities is in accordance with their operational capabilities rather than their ownership. As such, the following definitions have been developed and accepted by the citizens advisory task force mentioned in Section L of this report.

### 2. Types of Facilities

- The Inspection and Enforcement Unit has established eight categories of local facilities which are used for the detention and confinement of offenders. Although these categories differ somewhat from statutory definitions of jails and lockups under Chapter 641 and 642, the Inspection and Enforcement Unit believes that these categories and their respective definitions are a more accurate assessment of each facility based on a combination of factors, including operational practices, facility limitations, statutory limitations, inspection findings, and actual usage.

- Table 1 presents the overall resource capability of local correctional facilities in Minnesota as determined by the Department of Corrections Inspection and Enforcement Unit and based on inspection results prior to January 1, 1976.

-- The reader is advised that all facilities are inspected by the Inspection and Enforcement Unit with the exception of those holding facilities listed under Holding - A. Facilities listed under Holding - A are inspected by local health officers and county sheriffs pursuant to MSA 642.09. Those facilities listed as Holding - B are inspected by the Inspection and Enforcement Unit because they are either county-owned and operated facilities, or although municipal facilities, are used by a county in the absence of a county facility.

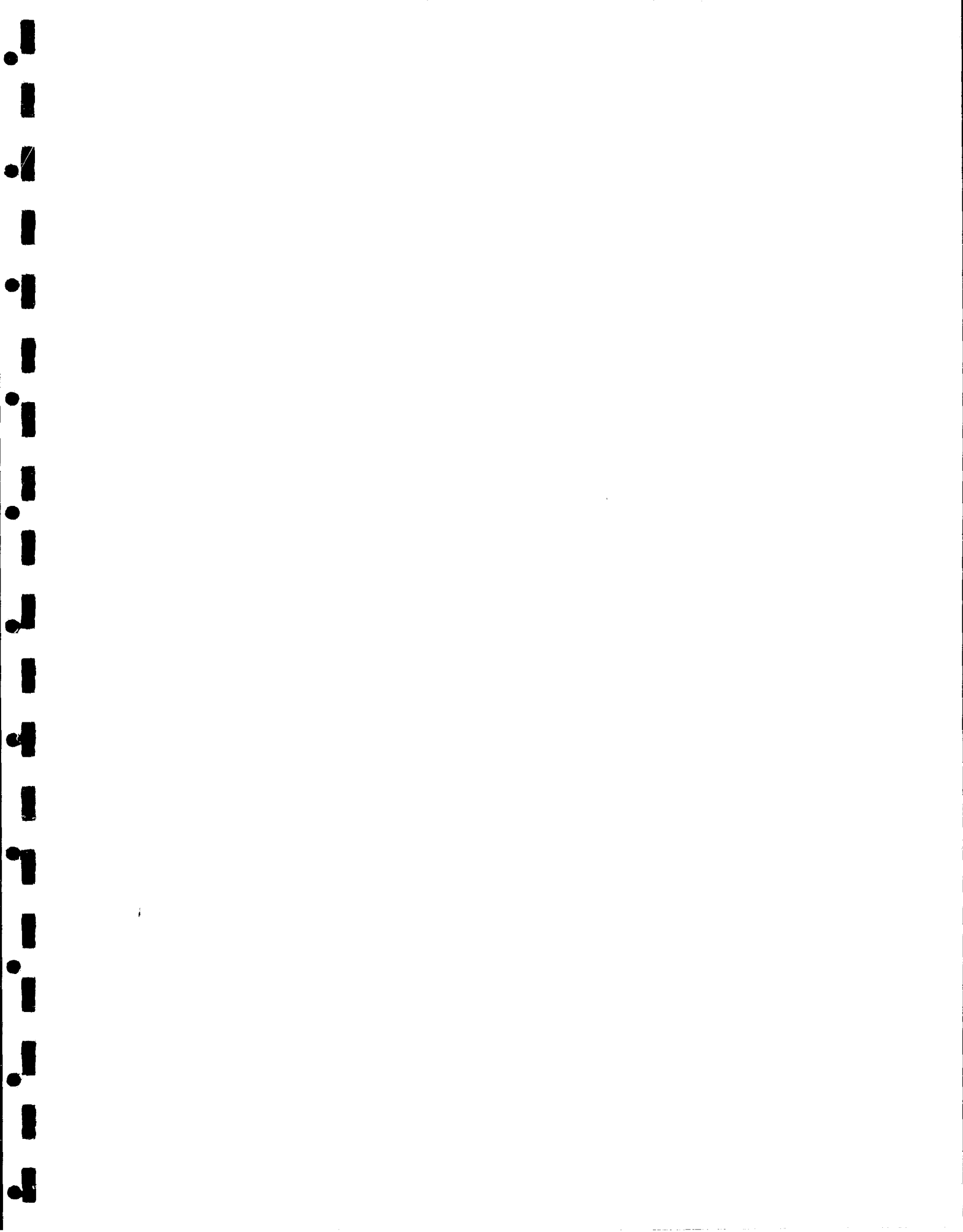


TABLE 1: CLASSIFICATION OF MINNESOTA LOCAL CORRECTIONAL FACILITIES AS OF JANUARY 1, 1976

HOLDING - A

Anoka City  
Columbia Heights  
Ortonville  
New Ulm  
Sleepy Eye  
Springfield  
Cloquet  
Cass Lake  
Montevideo  
Rush City  
Brainerd  
South St. Paul  
Farmington  
West St. Paul  
Eagan  
Wells  
Cannon Falls  
Kenyon  
Bloomington  
Brooklyn Center  
Crystal  
Edina  
Golden Valley  
Hopkins  
New Hope  
Osseo  
Richfield  
Robbinsdale  
St. Louis Park  
Lake Bronson  
International Falls  
Silver Bay  
Marshall  
Tracy  
Hutchinson  
Sherburn  
St. Peter  
Worthington  
New York Mills  
Crookston  
East Grand Forks

HOLDING - A

Fosston  
McIntosh  
White Bear Lake  
Maplewood  
Moundsview  
Northfield  
Hibbing District  
Hibbing City  
Virginia  
Babbitt  
Biwabik  
Buhl  
Chisholm  
Ely  
Hoyt Lakes  
St. Cloud  
Sauk Centre  
Benson  
Appleton  
Staples  
Lake City  
Cottage Grove  
Winona City  
Canby  
  
HOLDING - B  
Bagley  
Grand Marais  
Kittson County  
Lake of the Woods County  
Mahnommen County  
Norman County  
Thief River Falls  
Glenwood  
Red Lake County  
Stevens County  
Traverse County  
Wilkin County

JAIL

Beltrami County  
Blue Earth County  
Carver County  
Cass County  
Clay County  
Dakota County  
Fillmore County  
Freeborn County  
Goodhue County  
Hennepin County  
Itasca County  
Kandiyohi County  
Marshall County  
Martin County  
Meeker County  
Mille Lacs County  
Morrison County  
Mower County  
Nicollet County  
Nobles County  
Olmsted County  
Ottertail County  
Polk County  
Ramsey County  
Rice County  
Roseau County  
St. Louis County  
Scott County  
Steele County  
Waseca County  
Washington County  
Wright County

UNCLASSIFIED

Becker County  
Carlton County  
Chisago County  
Crow Wing County  
Houston County  
Hubbard County  
Jackson County  
LeSueur County  
Lyon County  
McLeod County  
Pipestone County  
Redwood County  
Renville County  
  
NO FACILITY  
Benton County  
Big Stone County  
Cook County  
Dodge County  
Grant County  
Murray County  
Pennington County  
Pope County  
Swift County  
Watonwan County

JUVENILE DETENTION

West Central Regional Juvenile Center  
Woodview Dentention Center  
Hennepin County Juvenile Detention Center  
Arrowhead Regional Juvenile Detention Center

JUVENILE TREATMENT

Northwestern Minnesota Juvenile  
Training Center  
Hennepin County Home School  
Boys' Totem Town

ADULT CORRECTIONS

Hennepin County Adult Corrections  
Facility  
Ramsey County Work House  
Northeast Regional Adult Corrections  
Center

LOCKUP

Aitkin County  
Anoka County  
Brown County  
Chippewa County  
Cottonwood County  
Douglas County  
Faribault County  
Isanti County  
Kanabec County  
Koochiching County  
Lac Qui Parle County  
Lake County  
Lincoln County  
Pine County  
Rock County  
Sherburne County  
Sibley County  
Stearns County  
Todd County  
Wabasha County  
Wadena County  
Winona County  
Yellow Medicine County



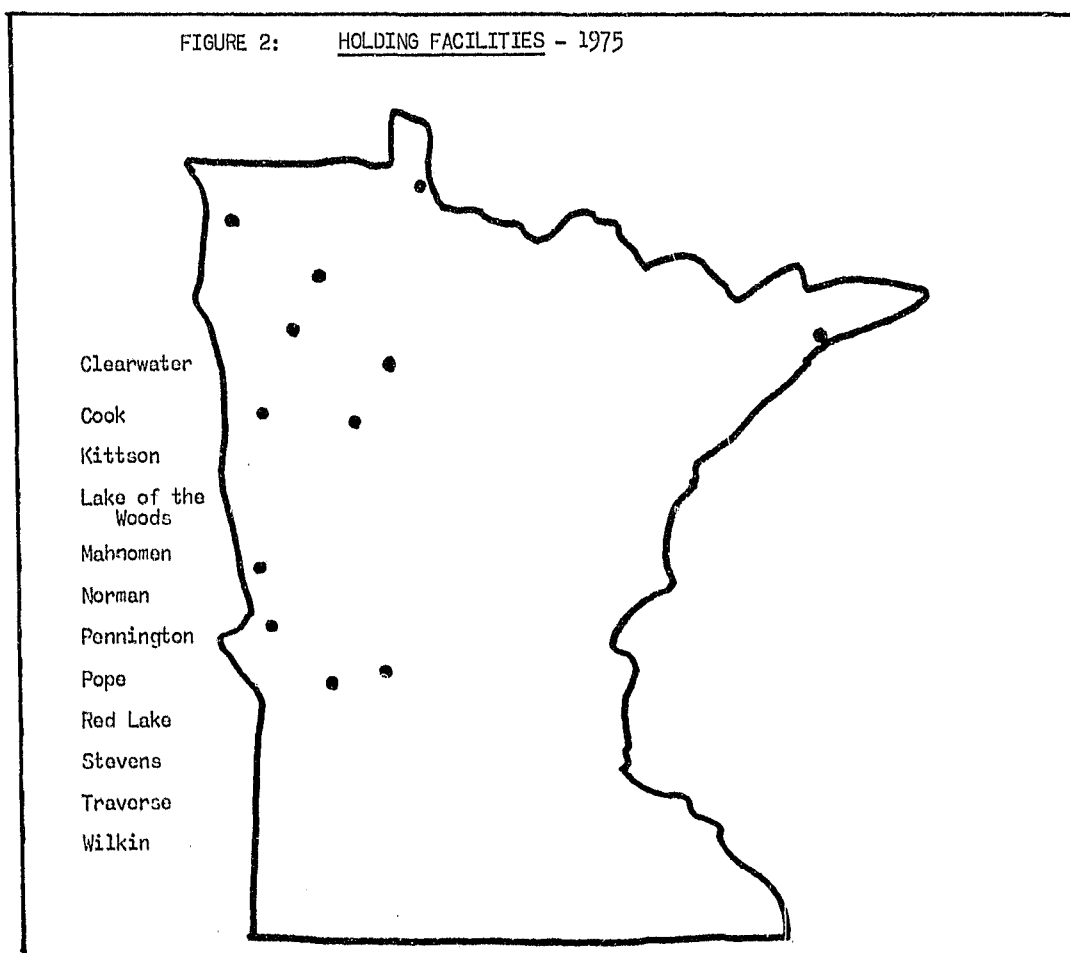
## E. Holding Facilities

### 1. Definition

- A secure detention facility, usually small in capacity (2-4 prisoners), with a limited physical plant designed to be used to confine prisoners for pre-sentence and weekends. Such a facility needs to provide only the basic essentials for life-safety, (i.e., living areas, sanitation, storage and interview areas). This type of facility may be approved for the housing of prisoners serving Huber sentences (including educational release sentences) for periods of time in excess of 72 hours by the Commissioner of Corrections, depending on the qualifications of each individual facility.

### 2. Location

- Figure 2 indicates the number and location of holding facilities as of December 31, 1975.



### 3. Characteristics:

- Table 3 presents data on the number and characteristics of persons confined in Holding Facilities during 1975.

TABLE 3: TYPE A & B HOLDING FACILITIES

<u>Category</u>	<u>Number Juveniles</u>	<u>Number Adults</u>	<u>Total</u>
Held	832	8,494	9,326
Average Days Confined	1.12	1.44	1.41
Average Daily Population	2.55	-	35.97
Sentenced (Adults)	-	98	
Average Days Confined	-	12.56	
Average Daily Population	-	3.37	
Non-Sentenced (Adults)	-	8,396	
Average Days Confined	-	1.31	
Average Daily Population	-	30.05	

Persons Confined in Type B Holding Facilities in Minnesota: 1975

Held	204	1,563	1,767
Average Days Confined	1.53	3.18	2.99
Average Daily Population	.86	13.64	14.50
Sentenced (Adults)		193	
Average Days Confined		12.27	
Average Daily Population		6.49	
Non-Sentenced (Adults)		1,370	
Average Days Confined		1.90	
Average Daily Population		7.15	

Adults (Juveniles Not Included) Being Held in Type B Holding Facilities  
in 1975 by Offense Type and Status

	<u>Under Sentence</u>		<u>Non-Sentenced*</u>		<u>TOTAL</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
Misdemeanors	44	7	388	39	432	46
Gross Misdemeanors	1	1	17	1	18	2
Felonies	7	0	102	5	107	5
Traffic	102	6	619	22	721	28
Unknown	0	0	22	2	22	2
	<u>154</u>	<u>14</u>	<u>1,148</u>	<u>69</u>	<u>1,300</u>	<u>83</u>

(\*Offense information is not required on all offenders held for reasons such as parole and probation violation, lodger, in transit, etc., therefore, these figures are lower than the "number of persons confined" figures.)



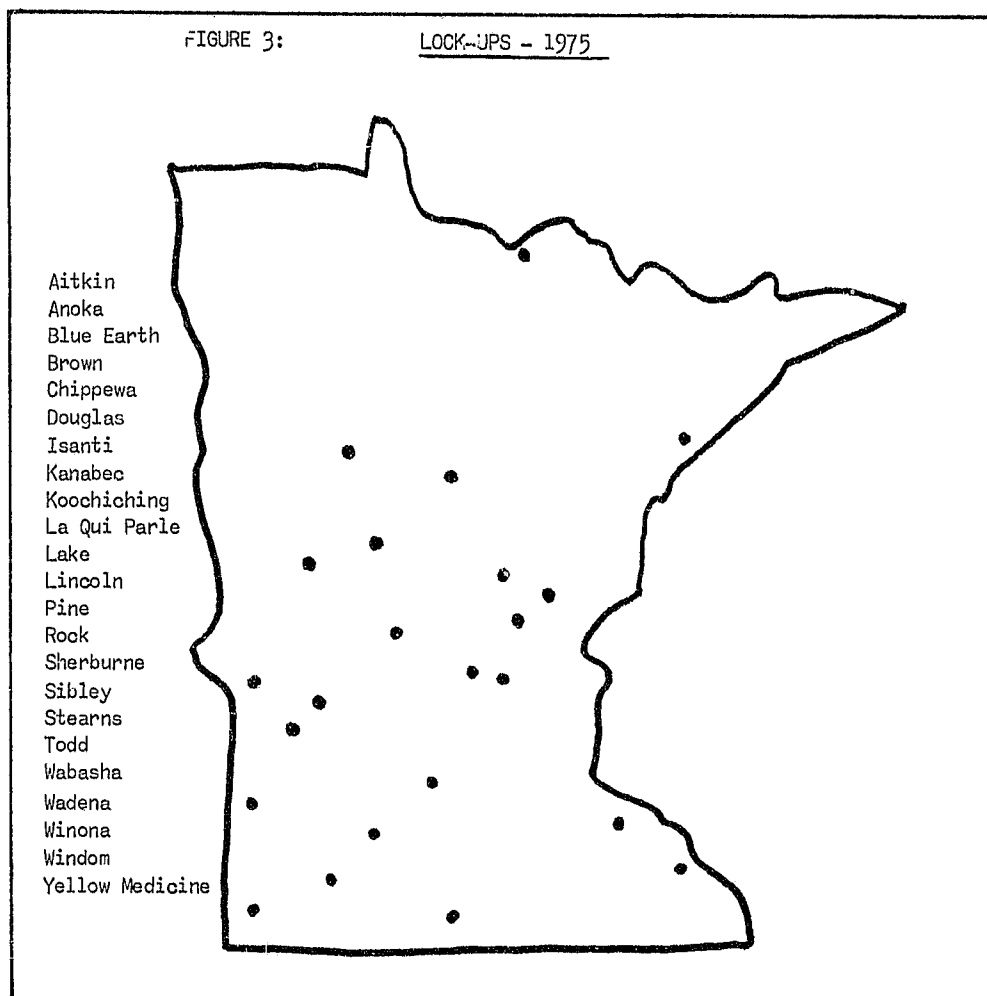
## F. Lockups

### 1. Definition

- A lockup is an intermediate secure detention facility designed to be used to detain and confine prisoners for pre-sentence and pre-court periods of time, as well as for short-term sentences. The facility shall provide the essential life-safety and program requirements for a maximum of 30 days of confinement. Lockup facilities are generally small in nature (8-10 beds) and physical plant design features include separate living areas for the classification of maximum, medium and minimum security prisoners, as well as separate areas for the detention and confinement of women and juveniles. Basic visiting, laundry, food service, storage, exercise, booking, interviewing and security inspection areas shall be provided. Prisoners serving Huber sentences (including educational release sentences) shall be exempt from the 30 day limitation.

### 2. Location

- Figure 3 indicates the number and location of lockups as of December 31, 1975.



### 3. Characteristics:

- Table 5 presents information on the number and type of persons confined in lockups during 1975.

TABLE 5: PERSONS CONFINED IN LOCKUPS IN MINNESOTA: 1975

<u>Category</u>	<u>Number Juveniles</u>	<u>Number Adults</u>	<u>Total</u>
Held	1,171	7,076	8,247
Average Days Confined	2.43	6.22	5.68
Average Daily Population	7.79	-	128.33
Sentenced (Adults)	-	1,073	-
Average Days Confined	-	19.47	-
Average Daily Population	-	57.23	-
Non-Sentenced (Adults)	-	6,003	-
Average Days Confined	-	3.85	-
Average Daily Population	-	63.31	-

Adults (Juveniles Not Included) Being Held in Lockups in 1975 by  
Offense Type and Status

	<u>Under Sentence+</u>		<u>Non-Sentence*</u>		<u>Total</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
Misdemeanors	383	27	1,891	173	2,274	200
Gross Misdemeanors	13	0	104	8	117	8
Felonies	124	2	1,095	102	1,219	104
Traffic	342	3	2,209	113	2,551	116
Unknown	3	0	179	12	182	12
	<u>866</u>	<u>32</u>	<u>5,478</u>	<u>408</u>	<u>6,343</u>	<u>440</u>

(+It should be noted that not all institutions reported this information and some institutions did not completely report this data element.)

(\*Offense information is not required on all offenders held for reasons such as parole and probation violation, lodger, in transit, etc., therefore, these figures are lower than the "number of persons confined" figures.)

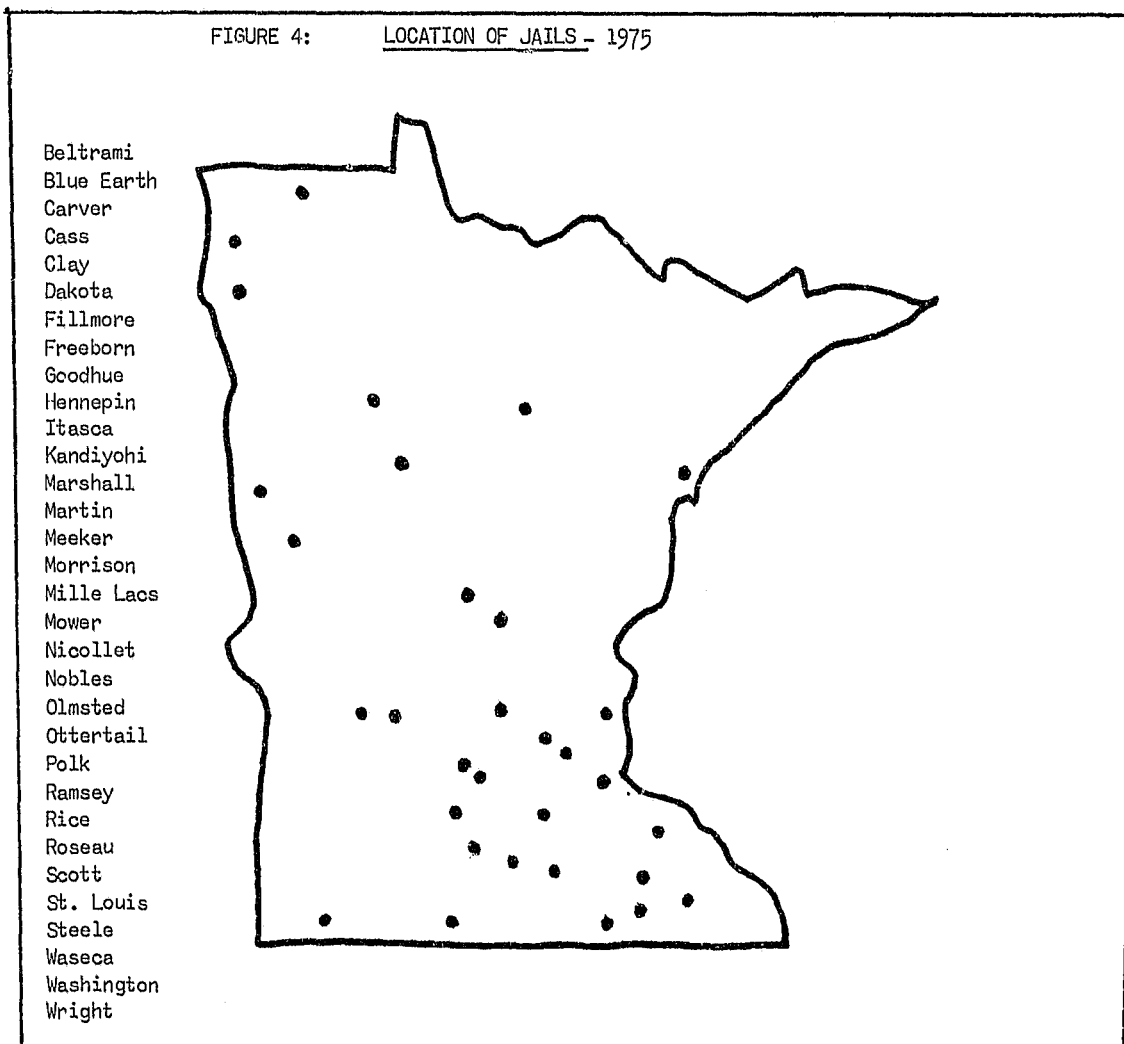


## G. Jails

### 1. Definition

- A secure detention facility is designed to be used to detain and confine prisoners for pre-sentence and pre-court periods of time, as well as prisoners under sentence up to one full year. The facility shall provide for essential physical, psychological and social requirements needed to provide opportunities for meaningful programming for prisoners. Facility design features shall include separate living areas for the classifications of maximum, medium and minimum security prisoners, as well as separate areas for the detention and confinement of women and juveniles. Provisions for program space for community involvement, counseling, education, leisure time activities and exercise shall be provided along with food service, laundry, contact and non-contact visiting, booking and holding, isolation, and security inspection areas. These shall all be separate from the public access and law enforcement managerial function.

### 2. Location



### 3. Characteristics

- Table 7 presents data on the number and type of persons confined in jails in 1975.

TABLE 7: PERSONS CONFINED IN JAILS IN MINNESOTA:: 1975

<u>Category</u>	<u>Number Juveniles</u>	<u>Number Adults</u>	<u>Total</u>
Held	3,503	46,194	49,697
Average Days Confined	2.50	5.35	5.15
Average Daily Population	23.95		700.73
Sentenced (Adults)	-	3,658	-
Average Days Confined	-	21.81	-
Average Daily Population	-	218.59	-
Non-Sentenced (Adults)	-	42,536	-
Average Days Confined	-	3.93	-
Average Daily Population	-	458.19	-

Adults (Juveniles Not included) Being Held in Jails in 1975 by Offense  
Type and Status

	<u>Under Sentence+</u>		<u>Non-Sentenced*</u>		<u>Total</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
Misdemeanor	1,346	140	13,628	2,472	14,974	2,612
Gross Misdemeanor	33	0	184	34	217	34
Felonies	489	46	6,357	729	6,846	775
Traffic	1,247	40	14,336	974	15,583	1,014
Unknown	30	2	3,100	549	3,130	551
	3,145	228	37,605	4,578	40,750	4,986

(+ It should be noted that not all institutions reported this information and some institutions did not completely report this data element.)

(\* Offense information is not required on all offenders held for reasons such as parole and probation violation, lodger, in transit, etc., therefore, these figures are lower than the "persons confined" figures.)





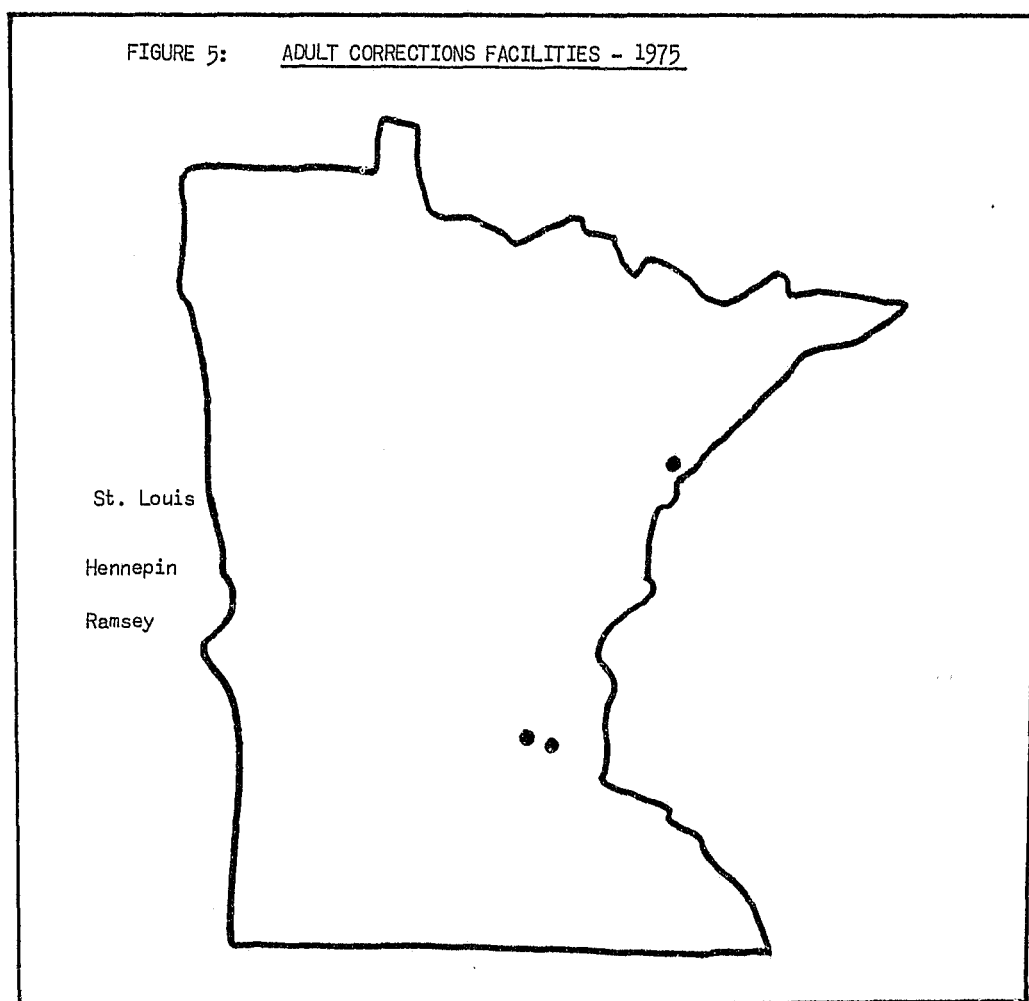
## H. Adult Corrections Facilities

### 1. Definition

- A secure facility used only for the confinement and treatment of adults who have been sentenced for periods of time up to one year. Such facilities are generally large and shall have the capability of providing maximum, medium and minimum security living accommodations and provisions of program space sufficient to provide a greater variety of program options to prisoners than is found in jails. Unsented adults and juveniles shall not be confined in adult corrections facilities. Facilities accepting only one classification of prisoner and rated accordingly may have the capability of providing security of that classification only.

### 2. Location

- Figure 5 indicates the number and location of adult corrections facilities as of December 31, 1975.



### 3. Characteristics

- Table 9 indicates the number of persons confined in adult corrections facilities in 1975.

TABLE 9 : PERSONS CONFINED IN ADULT CORRECTIONS FACILITIES IN  
MINNESOTA: 1975

	<u>Number Males</u>	<u>Number Females</u>	<u>Total</u>
Held	3,147	177	3,324
Average Days Confined	43.94	26.81	43.03
Average Daily Population	378.85	13.00	391.85

- Table 10 indicates compliance ratings for adult corrections facilities in the state.

TABLE 10 : COMPLIANCE RATINGS OF ADULT CORRECTIONAL FACILITIES

[illegible]

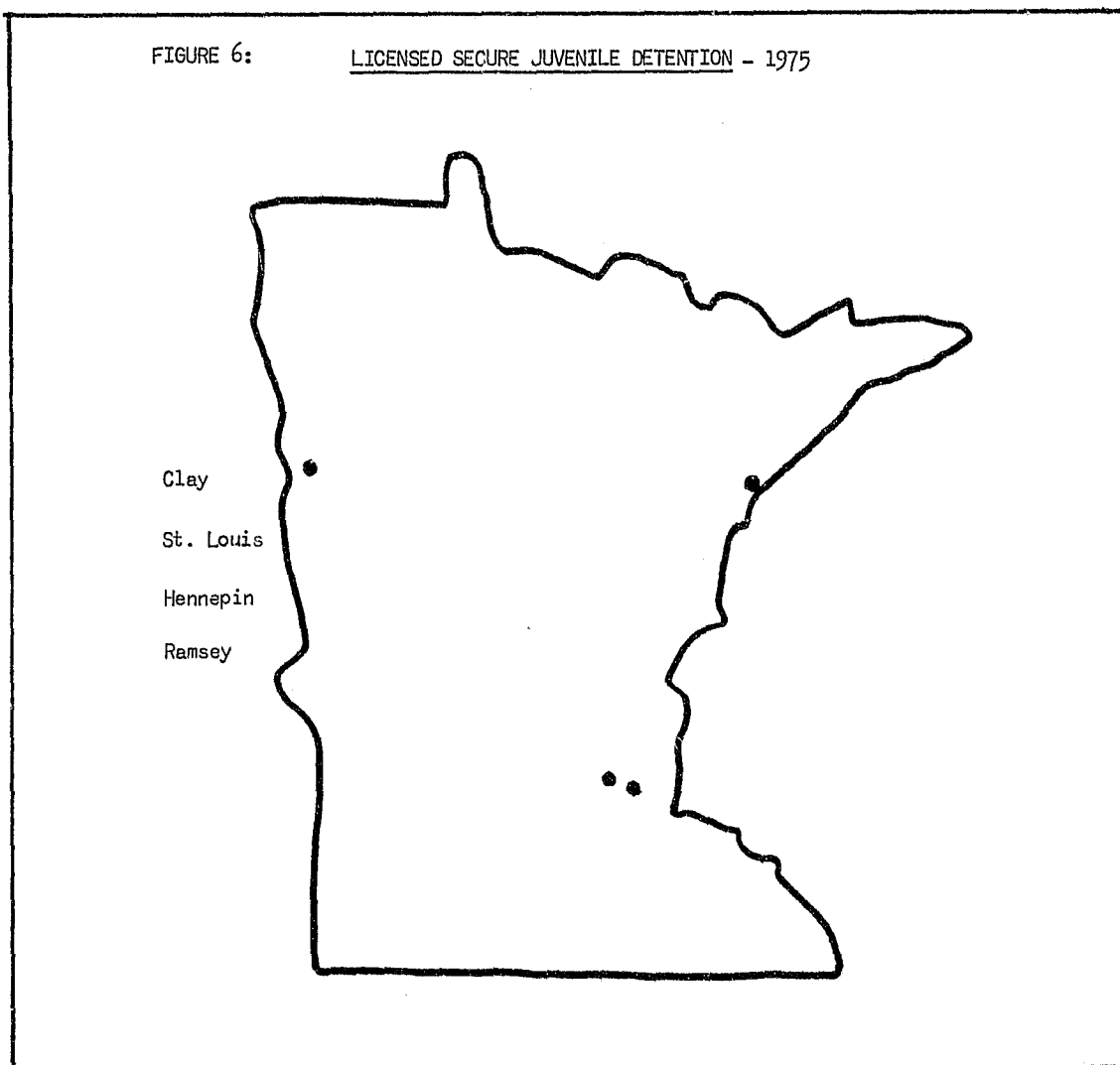
## I. Juvenile Detention Facility

### 1. Definition

- A local facility used only for the temporary detention of juveniles for periods of time specified in Minnesota Statute 260.185. Adults, both sentenced and unsentenced, and juveniles committed for treatment are not to be confined in such facilities.

### 2. Location

- Figure 6 indicates the number and location of juvenile detention facilities as of December 31, 1975.





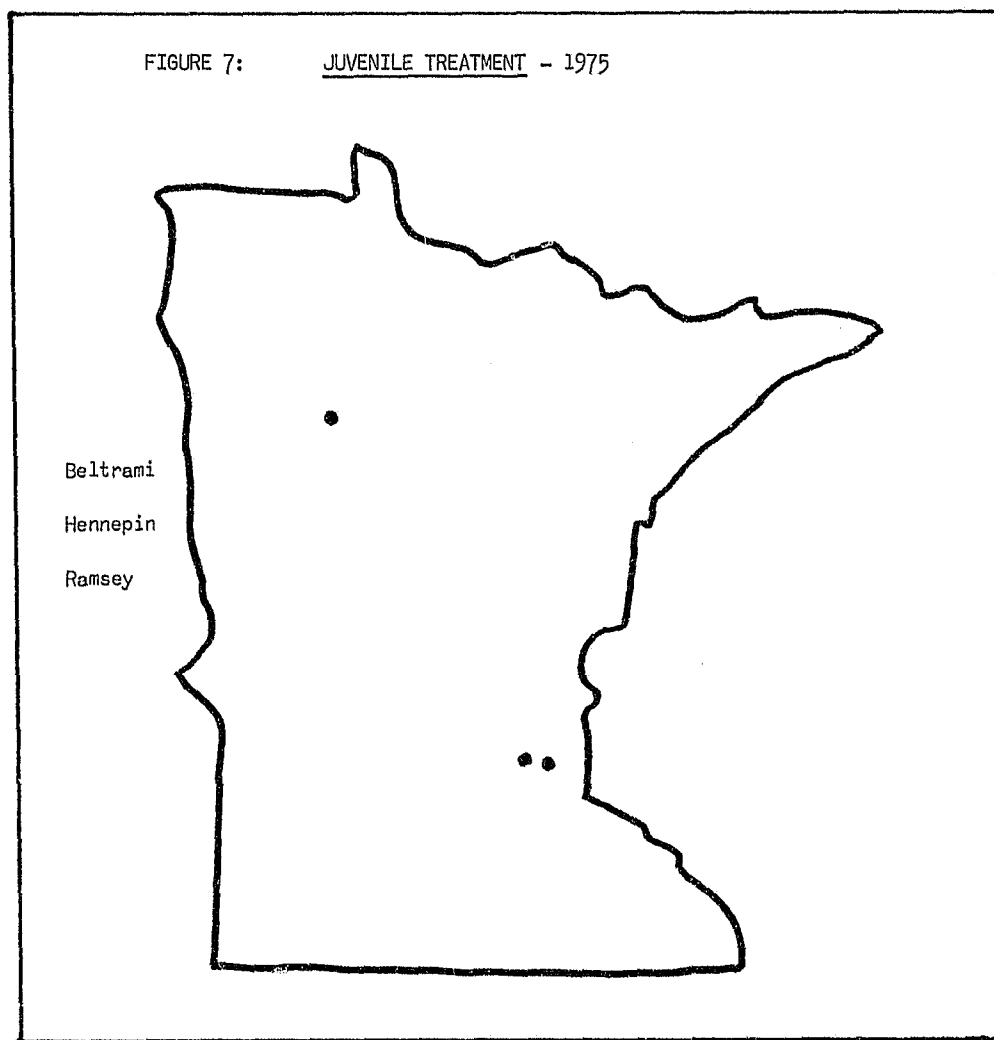
## J. Juvenile Treatment Facilities

### 1. Definition

- A local facility used only for the extended care and confinement of juveniles committed by the juvenile court. Adults, both sentenced and unsentenced, and juveniles on detention status are not to be confined in such facilities.

### 2. Location

- Figure 7 indicates the number and location of juvenile treatment facilities as of December 31, 1975.





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**5 OF 6**





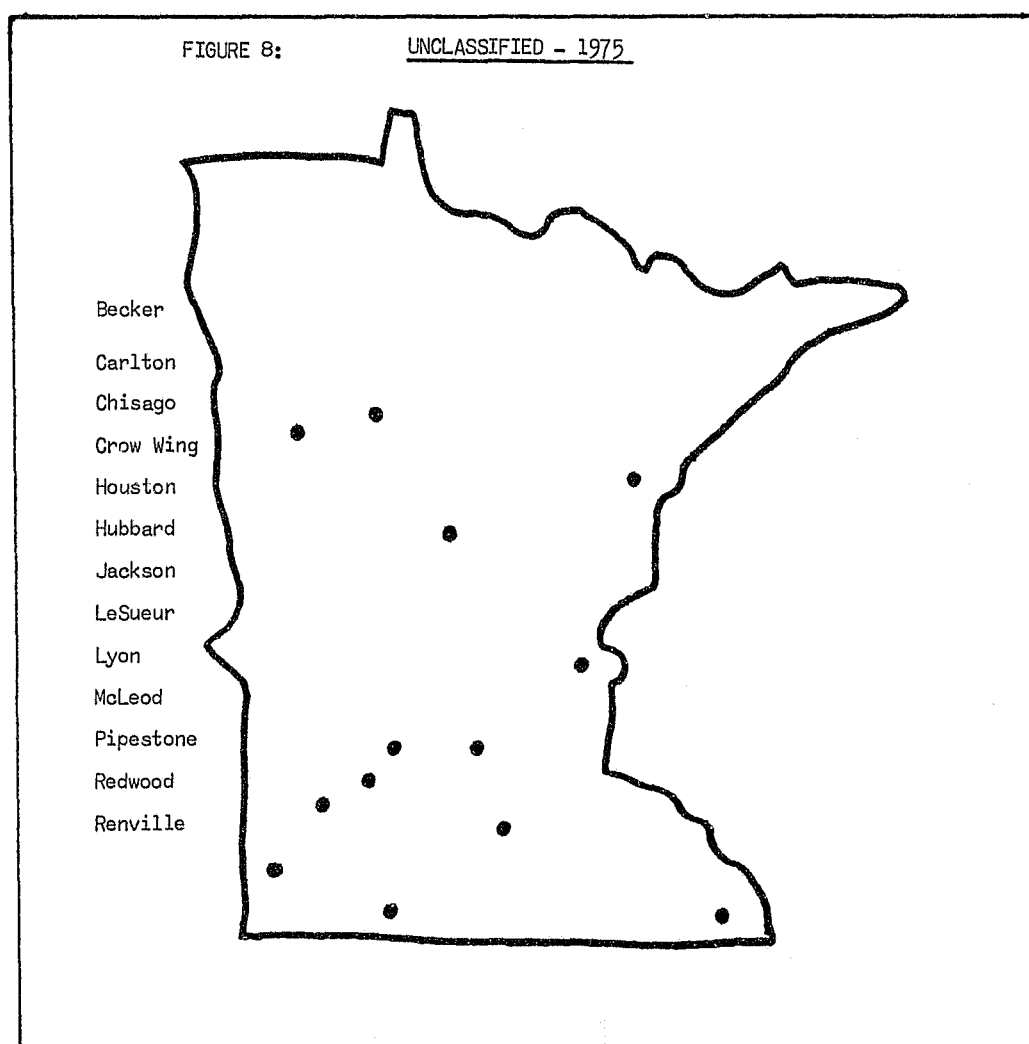
## K. Unclassified Facilities

### 1. Definition

- County operated facilities presently functioning as holding facilities, lockups or jail which, based on findings of the Inspection and Enforcement Unit, have deficiencies and/or limitations of such magnitude that they can not be properly classified in any other category.

### 2. Location

- Figure 8 indicates the number and location of unclassified facilities as of December 31, 1975.



### 3. Characteristics

- Table 15 presents data on the number and type of persons confined in unclassified facilities during 1975.

TABLE 15: PERSONS CONFINED IN UNCLASSIFIED FACILITIES IN MINNESOTA: 1975

<u>Category</u>	<u>Number Juveniles</u>	<u>Number Adults</u>	<u>TOTAL</u>
Held	845	3,264	4,109
Average Days Confined	2.26	6.33	5.49
Average Daily Population	5.24	-	61.86
Sentenced (Adults)	-	537	-
Average Days Confined	-	17.35	-
Average Daily Population	-	25.53	-
Non-Sentenced (Adults)	-	2,727	-
Average Days Confined	-	4.16	-
Average Daily Population	-	31.09	-

Adults (Juveniles Not Included) Being Held in Unclassified Facilities in 1975:

By Offense Type and Status

	<u>Under Sentence+</u>		<u>Non-Sentenced*</u>		<u>Total</u>	
	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>	<u>M</u>	<u>F</u>
Misdemeanors	222	3	1,083	90	1,305	93
Gross Misdemeanors	12	0	60	1	72	1
Felonies	46	1	413	23	459	24
Traffic	204	2	950	41	1,054	43
Unknown	1	0	53	0	54	0
	<u>485</u>	<u>6</u>	<u>2,559</u>	<u>155</u>	<u>2,944</u>	<u>161</u>

(+ Not all facilities report, or some did not report completely this data element.)

(\* Offense information is not required on all offenders held for reasons such as parole and probation violation, lodger, in transit, etc., therefore, these figures are lower than the "persons confined" figures.)



## L. Development of Standards

### 1. Adult System

- In April, 1976 the Legislature of the State of Minnesota passed Senate File No. 55, mandating the Commissioner of Corrections to promulgate rules establishing minimum standards for local facilities with respect to their management, operation, physical condition and the security, safety, health, treatment and discipline of persons detained or confined therein. (M.S. 241.021).
- The need to develop and implement comprehensive standards has been emphasized in considerable national debate during recent years on the future of local correctional facilities such as jails, lockups, holding facilities and adult corrections facilities.
  - The debate has established a few points that most professionals agree on:
    - a. Local correctional facilities have been neglected.
    - b. A large percentage of such facilities are inadequate both physically and functionally.
    - c. Even though improvements in the physical plant, operational policies and administration of local facilities is discretionary with each state, several compelling factors indicate the wisdom of making such improvements.
      - Such recent developments as court rulings directed at jails which fail to provide constitutional standards of care and treatment for pre-trial detainees and sentenced offenders are becoming common.
      - Those states and counties hardest hit in the majority of court cases decided lacked precise standards or rules and regulations governing prisoner welfare and conduct.
      - As a result, many court opinions contained minimum standards dictated by the court. Some states were more fortunate and were ordered to develop standards and submit them to the court for approval.
      - The intervention of the judicial branch of government in the development and application of standards has been minimized in those instances where reasonable, prudent and definitive standards for local correctional facilities have been established and are fairly and impartially enforced.

- Of equal weight is the fact that in Minnesota nearly half of the state's counties are involved in some phase of studying or planning for remodeling or new construction for local facilities. Recent changes in accepted architectural practice as related to correctional facilities has further emphasized the need to develop contemporary uniform guidelines to review these plans, schematics and construction documents.
- Each of these factors has influenced the following sequence of events: The development of "rough draft" standards by the Department of Corrections; 1976 amendments to existing legislation; the formation of a citizens advisory task force to assist in the development of standards; and the formal development of standards by this committee and the Department.
- Shortly after the legislation was passed, the Commissioner contacted the Minnesota Sheriffs' Association and Association of Minnesota Counties and requested that each provide a list of ten candidates who were interested and qualified to serve on the advisory task force. Both Associations responded and after a review of those recommended by the Minnesota Sheriffs' Association, Association of Minnesota Counties and Department of Corrections personnel, the Commissioner appointed the advisory task force based upon the following criteria:
  - That the task force be representative of the geography of the state.
  - That members represent counties which have old, new, large and small facilities.
  - That members represent both densely and sparsely populated counties and counties with both large and small prisoner populations.
  - That no county have more than one member on the task force, thus having at least nine counties represented.
  - That economic differences among counties of the state be represented on the task force.
- Appointments to the task force were completed July 15, 1976.
  - On October 18th, the task force completed a final review of the standards as drafted by department staff in conjunction with the task force. They formally approved them for submission to the Commissioner for review and approval.
  - The Commissioner and Department staff have completed a review and made necessary modifications of standards and have submitted the approved standards to the State Register's Office for publication and announcement of the public hearings. The Department's goal is to complete the public hearing process and submit approved standards to the state Legislature in early 1977 to facilitate the June 15, 1977 effective date of standards.

● Areas covered by the proposed standards are outlined in Table 17:

TABLE 17: AREAS COVERED BY STANDARDS

- |   |  |
|---|--|
| <p>1. <u>COMPLIANCE RATINGS</u></p> <ul style="list-style-type: none"> <li>a. Annual Inspections</li> <li>b. Other Standards and Requirements</li> <li>c. Intended Use</li> <li>d. Compliance Rating</li> <li>e. Non-Conformance, Unsafe, Unsanitary or Illegal Conditions</li> <li>f. Severability</li> </ul> <p>2. <u>VARIANCES</u></p> <ul style="list-style-type: none"> <li>a. Variances</li> <li>b. Emergency Suspension of Standards</li> </ul> <p>3. <u>ADMINISTRATION</u></p> <p>4. <u>PERSONNEL STANDARDS</u></p> <ul style="list-style-type: none"> <li>a. Staff Health</li> <li>b. Recruitment</li> <li>c. Employee Evaluation</li> <li>d. Mandatory Retirement</li> <li>e. Extra Duty</li> <li>f. Staffing Requirements</li> </ul> <p>5. <u>STAFF TRAINING</u></p> <ul style="list-style-type: none"> <li>a. Training plan</li> <li>b. Pre-Service Orientation Training</li> <li>c. Probationary Period Training</li> <li>d. In-Service Training</li> <li>e. Management Training</li> <li>f. National or State Seminars-Institutes</li> </ul> <p>6. <u>STAFF DEPLOYMENT, JOB DESCRIPTIONS, WORK ASSIGNMENTS, POST ORDERS, POLICIES AND PROCEDURES</u></p> <ul style="list-style-type: none"> <li>a. Job Descriptions</li> <li>b. Work Assignments</li> <li>c. Channels of Communication</li> <li>d. Staff Policies and Procedures</li> <li>e. Policy and Procedure Manuals</li> <li>f. Personnel Policies</li> <li>g. Availability of Standards</li> <li>h. Public Information Plan</li> </ul> <p>7. <u>RECORDS AND REPORTS</u></p> <ul style="list-style-type: none"> <li>a. Maintenance of Records and Reports</li> <li>b. Storage and Preservation of Records</li> <li>c. Filing and Disposition of Records</li> <li>d. Confidentiality of Records</li> </ul> <p>8. <u>PRISONER WELFARE</u></p> <ul style="list-style-type: none"> <li>a. Separation</li> <li>b. Classification</li> <li>c. Prisoner Rules and Regulations</li> <li>d. Prisoner Discipline</li> <li>e. Activities</li> <li>f. Visiting</li> <li>g. Correspondence</li> <li>h. Clothing, Bedding &amp; Laundry Services</li> <li>i. Emergencies and Unusual Occurrences</li> </ul> | <p>9. <u>FOOD SERVICE</u></p> <ul style="list-style-type: none"> <li>a. General Requirements</li> <li>b. Food Handling Practices</li> <li>c. Dietary Allowances</li> <li>d. Holding Facilities</li> <li>e. Frequency of Meals</li> <li>f. Therapeutic Diets</li> <li>g. Use of Food in Discipline</li> <li>h. Supervision of Meal Serving</li> <li>i. Menu Records</li> <li>j. Hot Meal Minimum</li> <li>k. Canteen</li> <li>l. Budgeting, Purchasing and Accounting</li> </ul> <p>10. <u>SECURITY</u></p> <ul style="list-style-type: none"> <li>a. Policies and Procedures</li> <li>b. Admissions</li> <li>c. Releases</li> <li>d. Search and Shakedowns</li> <li>e. Locks and Keys</li> <li>f. Weapons, Tools, Equipment, Medications, Hazardous Substance</li> <li>g. Count Procedure</li> </ul> <p>11. <u>ENVIRONMENTAL-PERSONAL HEALTH AND SANITATION</u></p> <ul style="list-style-type: none"> <li>a. Availability of Medical and Dental Resources</li> <li>b. Posting of Available Resources</li> <li>c. Hospitalization of a Prisoner</li> <li>d. First Aid</li> <li>e. Medical and Dental Records</li> <li>f. Preventative Health Services</li> <li>g. Administration of Medications</li> <li>h. Reportable Diseases</li> <li>i. Isolation for Communicable Disease</li> <li>j. Mentally Ill Prisoners</li> <li>k. Use of Restraints</li> <li>l. Housekeeping, Sanitation and Plant Management</li> </ul> <p>12. <u>NEW CONSTRUCTION</u></p> <ul style="list-style-type: none"> <li>a. Construction Principles</li> <li>b. General Conditions</li> <li>c. Administrative and Public Areas</li> <li>d. Receiving Area</li> <li>e. Living Area</li> <li>f. Construction Standards               <ul style="list-style-type: none"> <li>1) Maximum Security</li> <li>2) Medium Security (cells and rooms)</li> <li>3) Medium Security (Dormitories)</li> <li>4) Minimum Security (Rooms)</li> <li>5) Minimum Security (Dormitories)</li> </ul> </li> </ul> |
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## 2. Juvenile System

- Minnesota Statutes empower the Commissioner of Corrections to establish standards and issue licenses to those juvenile facilities that substantially conform to established standards.
- "Minnesota Statute 241.021, Subd. 2. FOSTER CARE FACILITIES FOR DELINQUENT CHILDREN AND YOUTH; LICENSES; SUPERVISION. Notwithstanding any provisions in Minnesota Statutes 1967, Section 256.01 (2) and 257.101 to the contrary, the Commissioner of Corrections shall pass annually on the adequacy and suitability of all county, municipal or other publicly established and operated facilities for the detention, care and training of delinquent children and youth, if such facility conforms to reasonable standards established by the Commissioner or in his judgement is making satisfactory progress toward substantial conformity therewith, and he is satisfied that the interests and well-being of children and youth received therein are protected, he shall grant a license to the county, municipality or agency thereof operating such facility. This license shall remain in force one year unless sooner revoked. Each such facility shall cooperate with the Commissioner to make available all facts regarding its operation and services as he requires to determine its conformance to standards and its competence to give the services needed and which it purports to give. Every such facility as herein described is subject to visitation and supervision by the Commissioner and shall receive from him consultation as needed to strengthen services to the children and youth received therein.
- "Subd. 3. REVOCATION OF LICENSE. When after due notice and hearing the Commissioner of Corrections determines that any facility described in subdivision 2 does not substantially conform to the reasonable standards therein provided or is not making satisfactory progress toward substantial compliance therewith, he may, with the consent of the judge of the district court, issue his order revoking the license of that facility. After revocation of its license, that facility shall not be used for the care and training of delinquent children, or for their detention until its license is renewed."
- Standards for juvenile homes and facilities are currently being developed by the Inspection and Enforcement Unit.



#### M. Grants-in-Aid to Counties for Detention Facilities

- Minnesota Statute 241.022 designates the Department of Corrections as the distributor of funds for the construction, renovation and program maintenance of detention facilities, regional jails and lockups and local rehabilitation facilities for adults and juveniles.
- For counties to qualify for this money, they must be in compliance with standards established by the Commissioner of Corrections.
- The grant for construction or renovation of a facility must not exceed 50% of the cost; in the case of improvement of programs and continued operation of the program in a designated facility, the Commissioner may reimburse the facility \$1,800 per year for each adult bed and \$3,200 per year for each juvenile bed.
- Furthermore, the Statute authorizes the Commissioner to inspect those facilities at least annually and review projected annual operating costs to determine compliance with standards. If it is determined that the facility is not in compliance with standards, the Commissioner may withhold funds.
- Table 18 indicates the amount of appropriations for these purposes in the last three bienniums.

TABLE 18: APPROPRIATION FOR BIENNIUMS

1972-73	\$800,000
1974-75	550,000
1976-77	562,000

#### N. Issues

- This section is presented to clarify the primary problems with respect to local correctional facilities as identified by the Inspection and Enforcement Unit. The problems presented here are considered to be among the most serious and common causes of local correctional facility incidents and failure to substantially comply with standards.

##### 1. Training

- The need for training has become increasingly apparent in recent years.
- Changing conditions, including judicial decisions throughout the nation, have made it imperative that custody staff (those responsible for the day-to-day care and supervision of prisoners) and management personnel be fully cognizant of proper management practices, the legal rights of offenders, and their statutory

responsibilities and limitations with respect to the detention and/or confinement of offenders.

- Additionally, custodial and management personnel are increasingly being held accountable for translating such training into acceptable practices, decision-making and planning.
- Unfortunately, local correctional facility custodial and management staff have been either traditionally bypassed by training agencies or have received little formal training directly related to job responsibilities implicit in facility operations.
  - This lack of training has not only resulted in a corresponding lack of knowledge concerning responsibilities, but has contributed to problems in a number of areas.
- Inspection results, surveys, investigations and other studies conducted concerning local correctional facilities have indicated that a lack of training has contributed to breakdowns in facility security and consequently, failure to meet such basic objectives as:
  - protection of society;
  - protection of the safety of jail personnel;
  - safekeeping and welfare of prisoners.
- Additionally, compliance ratings in each area of inspection - Administration, Records, Resident Welfare, Security, Programming, Plant and Construction, Plant Maintenance and Food Service can often be linked to the quality of training received by facility staff.
  - As examples, poor compliance ratings are on occasion linked to an unawareness of responsibilities and in other cases, a lack of knowledge and training as to how to proceed to remedy a problem or substandard conditions.
- During the past three years, the Department of Corrections Inspection and Enforcement Unit has made a concerted effort to develop a comprehensive training program for local correctional facility personnel throughout the state. To date, the efforts of the Unit have been unsuccessful in accomplishing the intended goal.
  - As examples, in 1974, the Inspection and Enforcement Unit, in cooperation with the Bureau of Criminal Apprehension, Police Training Section, developed and submitted an application for an action grant to the Governor's Commission on Crime Prevention and Control in February of 1975. The grant, although approved by the Governor's Commission on Crime Prevention and Control, was not implemented due to a lack of matching funds.

- Additionally, the Department of Corrections Inspection and Enforcement Unit and Training Division have conducted a limited number of training sessions throughout the State in 1975 and 1976. The attendance, participation in, and evaluation of such sessions has been good to date. Participants have indicated a desire for additional training. Unfortunately, the resources of the Department of Corrections are not sufficient to provide the training needed and desired.
- Although there are at present a number of training options available to local facility staff, such as the limited training provided by the Department of Corrections, a two-week jailer training program conducted by Hennepin County, U.S. Bureau of Prisons Programmed Instruction Correspondence Courses in "Jail Operations" and "Jail Management", and the Bureau of Criminal Apprehension's Training for Certified Law Enforcement Officers, none of these meets the needs expressed by those at the local level.
- As an example, while the BCA (Bureau of Criminal Apprehension's) training is considered excellent, there are a number of facility custodial personnel that are not certified law enforcement officers and are consequently not sent to such training. Even more noteworthy is the fact that such training is designed primarily for law enforcement activities and consequently, offers little training related to the responsibilities inherent in the operation of local correctional facilities.
- In October, 1976, the Department of Corrections conducted a survey of county operated jails, lockups, holding and unclassified facilities. Seventy-eight counties were contacted. Seventy-five counties responded to the questionnaire. Tables 19, 20 and 21, following represent the response to those questions related to training.
- Table 19 indicates that in 39 (53%) of the reporting institutions, no more than one-third of the custody staff had training or experience in custody work previous to employment.

TABLE 19 : PERCENTAGE OF CUSTODY PERSONS WITH PREVIOUS EXPERIENCE  
AND TRAINING BY TYPE OF FACILITY IN OCTOBER, 1976

Type of Facility	PERCENTAGE Of Custody Persons With Experience or Training					
	33% or Less		67% or Less		100% or Less	
	Freq.	%	Freq.	%	Freq.	%
Holding	7	78	2	22	0	
Lockup	11	48	7	30	5	22
Jail	16	53	3	10	11	37
Unclassified	5	42	1	8	6	50
	39	(53%)	13	(18%)	22	(30%)

- Table 20 indicates that in 24 (32%) of the reporting institutions, no more than one-third of the custody staff have had any in-service training.

TABLE 20: PERCENTAGE OF CUSTODY PERSONS WITH IN-SERVICE TRAINING BY TYPE OF FACILITY IN OCTOBER, 1976

Type of Facility	33% or Less		67% or Less		100% or Less	
	Freq.	%	Freq.	%	Freq.	%
Holding	3	33	1	11	5	56
Lockup	10	43	2	9	11	48
Jail	7	23	3	10	20	67
Unclassified	4	33	1	8	7	58
	24	(32%)	7	(9%)	43	(58%)

- Table 21 indicates that in 39 (54%) of the reporting institutions, no in-service training of any kind is provided for custody staff.

TABLE 21: NUMBER OF HOURS OF In-SERVICE TRAINING PER CUSTODY PERSON PER YEAR BY TYPE OF FACILITY IN OCTOBER, 1976

Type of Facility	0		1-10		11-39		40+	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Holding	8	89	0		1	11	0	
Lockup	12	52	5	22	5	22	1	4
Jail	13	45	4	14	7	24	5	21
Unclassified	6	55	0	0	2	18	3	27
	39	(54%)	9	(13%)	15	(21%)	9	(13%)

- The following can be concluded from this information:

- a. A majority of custody persons hired in local correctional facilities have had no previous experience or training in this type of work.
- b. There appears to be relatively little on-going in-service training for local facility custody staff. The National Advisory Commission has developed a national standard of 40 hours a year of in-service training. Approximately 88% of the Minnesota counties are not in compliance with this standard. In addition, the Commission recommended that the state be responsible for such in-service training programs. At present, the state has not accepted responsibility for statewide in-service training for custody personnel.

c. The Citizens Advisory Task Force to the Commissioner of Corrections on jail and lockup standards has recommended that:

- All custodial personnel complete a minimum of 24 hours of pre-service orientation training to their duties and responsibilities.
- All custodial personnel and all middle management and non-management professional personnel except those employed in holding facilities complete a minimum of 24 hours of in-service training per year.
- All custodial personnel satisfactorily complete a Department of Corrections approved facility operations programmed instruction course or equivalent training prior to completion of a probationary period.
- All management personnel and facility administrators of jails and adult corrections facilities who have not completed comparable training or who have not had two or more years administrative experience complete at least 24 hours of per-service orientation training and an additional 40 hours of facility management training.
- Additionally, the Task Force has asked the Department of Corrections to prepare a position statement on their behalf for presentation to the state legislature to express their concern that training should be mandated and financially supported by the state legislature.
- Primary concerns assessed through facility inspections in this area in 1975 were whether or not the facility administrator had formalized staff orientation and in-service training programs. In-service training programs were to be developed annually and orientation training plans revised as necessary to deal with changing conditions.
- Table 22 indicates the number and percentage of facilities rated as meeting standard and below standard.

TABLE 22 : PROVISIONS OF STAFF ORIENTATION, TRAINING, EVALUATION  
COMPENSATION: 1975

Type of Facility	Meets Standard		Below Standard		Non-Applicable	
	Freq.	%	Freq.	%	Freq.	%
Holding	4	40	6	60	-	
Lockup	5	32	17	68	-	
Jail	17	55	14	45	-	
Unclassified	6	46	7	54		
	<u>32</u>	<u>(42%)</u>	<u>44</u>	<u>(58%)</u>		

-- Inspection of Table 22 indicates that 44 (58%) of the county operated facilities inspected did not meet standards at the time of inspection.

- In 1975, the Minnesota Sheriffs' Association conducted a survey of sheriffs throughout the state asking whether or not they felt training was needed, and if so, what type of training was desired.

-- The result of the survey indicated overwhelmingly that sheriffs consider training necessary and that training is desired in areas related to the responsibilities of custodial staff and facility management.

## 2. Security

- The essence of security is to provide conditions that are safe, and free from danger and fear. Each element of facility operation must be provided within the framework of a safe environment.

-- Safety must be provided to the citizens who pay for construction and operation of each facility.

-- Safety must be provided for the staff operating each facility.

-- Safety must be provided for the visitors and service people who enter each facility.

-- Safety must be provided for the prisoners who reside in each facility.

- The strength of the security of each facility is the sum total of all its components, (i.e., physical plant, staff resources, mechanical supplements, atmosphere, programs and design).

- The strength of any security system is not how constricting it can be, but rather, the effectiveness with which each of the components tie together to weave a strength that is flexible, well-balanced, stable and resilient.

-- Security problems are most likely to occur in facilities where each of the components do not tie together.

-- As examples, staff shortages and inadequate supervision of prisoners are likely to place an over-reliance on the physical plant and/or mechanical supplements for security.

-- Similarly, facilities without adequate physical plant provisions are likely to place an over-reliance on other components such as staff resources for security.

- Security in local correctional facilities has become an increasing concern in Minnesota.

- Poor security can result in increased numbers of escapes, suicides, assaults, homicides, fires and other incidents considered unusual and serious.
  - Any and all of these issues can result in costly lawsuits against the local authorities and the evidence that there is an increase in such events is well documented.
  - An increase in these incidents endangers not only the public, but also staff and prisoners.
- Table 23 which follows presents information on critical incidents which occurred during 1975 and the first six months of 1976 in local facilities. Of 78 counties surveyed, 75 responded. A breakdown of those responding is as follows:

<u>Type of Facility</u>	<u>Number of Facilities Responding</u>
Holding	10
Lockup	23
Jail	30
Unclassified	12

- Table 23 presents information about the number and type of incidents.

TABLE 23: NUMBER OF PERSONS INVOLVED IN CRITICAL INCIDENTS IN MINNESOTA  
LOCAL CORRECTIONAL FACILITIES: 1975 + 1976 (Jan.-June)

	<u>Holding Facility</u>		<u>Lockups</u>		<u>Jails</u>		<u>Unclassified</u>	
	<u>Freq.</u>		<u>Freq.</u>		<u>Freq.</u>		<u>Freq.</u>	
	<u>1975</u>	<u>1976</u>	<u>1975</u>	<u>1976</u>	<u>1975</u>	<u>1976</u>	<u>1975</u>	<u>1976</u>
		<u>(6 mos.)</u>		<u>(6 mos.)</u>		<u>(6 Mos.)</u>		<u>(6 Mos.)</u>
Attempted Suicide	0		4	2	40	8	1	0
Suicide	0		0	1	4	1	0	0
Homicide-Staff	0		0	0	0	0	0	0
Homicide-Inmate	0		0	0	0	0	0	0
Death - Other Cause	0		0	0	1	0	0	0
Assault/Staff	0		0	0	36	24	0	1
Assault/Inmate	0		2	0	34	24	0	0
Attempted Escape	0	1	2	0	13	1	0	0
Escape	0		3	0	18	3	3	2
Fire	0	3	6	2	26	11	1	0
Other Major Incidents	0	0	0	0	2	2	0	1
	0	4	17	5	174	74	5	4

- Inspection of Table 23 reveals that in 1975, 196 persons were involved in critical incidents in 75 county-operated correctional facilities. Of the 196 persons involved in incidents, 39 were for attempted escapes and escapes, while assaults accounted for 72 and attempted suicide 45.
- In the first six months of 1976, 87 persons were involved in critical incidents in 75 county operated correctional facilities. Of the 87 persons involved in incidents, seven were for attempted escapes and escapes, while assaults accounted for 49 and attempted suicide 10. It is noteworthy that the Hennepin County Jail accounted for 34 or 69% of the assaults.
- Table 24 indicates the number of facilities which are in compliance with security standards.

TABLE 24: SUMMARY OF COMPLIANCE WITH SECURITY STANDARDS				
Type of Facility	Meets Standard		Below Standard	
	Freq.	%	Freq.	%
Holding	0	0	9	100
Lockup	1	4	22	96
Jail	16	52	15	48
Unclassified	0	0	13	100
	17	(22%)	59	(78%)

- Inspection of Table 24 indicates that only 17 or 22% of the 76 county operated facilities inspected were rated at 70% or better compliance with security standards in 1975.
- Table 25 indicates the number of facilities which are in compliance with emergency standards, another element in facility security.
- Written security policies and procedures are to be developed to cover at least the following in order to meet standards:
  - a. Control and recovery of contraband.
  - b. Visitor and visitor control.
  - c. Delivery and service procedures.
  - d. Equipment maintenance and efficiency.
  - e. Prohibition on firearms in prisoner areas.
  - f. Cell search, prisoner search and shakedown schedules and procedures.
  - g. Escort of prisoners outside of security areas.



- In addition, emergency planning shall be sufficient to provide immediate and effective action in the event of hostage incidents, escape and escape attempts, suicide and attempted suicide, any illness or accident deemed a medical emergency, power failure, major prisoner disturbances such as riots or rebellions, assaults and outbreaks of contagious diseases or epidemic.

TABLE 25: PROVISIONS FOR EMERGENCY PLANS, POLICIES, PROCEDURES AND REGULATIONS

Type of Facility	Meets Standard		Below Standard	
	Freq.	%	Freq.	%
Holding	4	40	6	60
Lockup	5	32	17	68
Jail	17	55	14	45
Unclassified	6	46	7	54
	32	(42%)	44	(58%)

- Inspection of Table 25 reveals that in 1975, 44 (58%) of the local facilities inspected fell below standard in this area.

### 3. Staff Coverage

- Adequate supervision of prisoners is crucial to the effective management and operation of any local correctional facility. Without adequate supervision, the safety and welfare of prisoners, staff, and the community cannot be reasonably assured.
- Tables 26 through 29 present information on those staff designated as custody staff (responsible for the day-to-day supervision and care of prisoners) in local facilities.

TABLE 26: TOTAL NUMBER OF PERSONS WORKING IN CUSTODY BY TYPE OF FACILITY IN OCTOBER, 1976

Type of Facility	Number of Persons							
	1-4		5-8		9-12		13	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Holding	8	89	1	11	0	-	0	-
Lockup	8	35	10	43	3	13	2	9
Jail	6	20	14	47	5	17	5	17
Unclassified	5	42	6	50	1	8	0	-
	27	(36%)	31	(42%)	9	(12%)	7	(10%)

- A review of Table 26 indicates that 58 or 78% of the 74 counties responding had eight or less staff assigned for the supervision and care of prisoners.
- Even more alarming is the fact that 27 or 36% of those surveyed indicated that they had four or less staff assigned for the supervision and care of prisoners. Since these facilities are operated on a seven day a week, 24 hour a day basis, four staff are required for full coverage, exclusive of any coverage needed for holidays, overtime, vacations and sick leave.

TABLE 27: TOTAL NUMBER OF PERSONS HIRED AS CUSTODY SPECIALISTS BY TYPE OF FACILITY IN OCTOBER, 1976

Type of Facility	Number of Persons							
	0		1		2-5		6-Above	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Holding	9	90	1	10	0		0	
Lockup	21	91	1	5	0		1	5
Jail	18	60	0		8	27	4	13
Unclassified	11	92	1	8	0		0	
	59	(79%)	3	(4%)	8	(11%)	5	(7%)

- A review of Table 27 indicates that 59 or 79% of the 75 counties responding had no staff working full time as custody staff. Specifically, the staff in those facilities have other responsibilities such as dispatching that reduce their availability to supervise and care for prisoners.

TABLE 28: FULL-TIME EQUIVALENCY POSITIONS IN CUSTODY BY TYPE OF FACILITY IN OCTOBER 1976

Type of Facility	Number of Persons							
	One or Less		Two or Less		Five or Less		Six or More	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Holding	1	78	2	22	0		0	
Lockup	7	30	11	48	4	17	1	4
Jail	3	10	8	27	10	33	9	30
Unclassified	7	58	3	25	2	17	0	
	24	(32%)	24	(32%)	16	(22%)	10	(14%)

- A review of Table 28 indicates that 48 (65%) of the 74 counties responding had the equivalent of two or less full-time custody staff.

TABLE 29: THE RATIO OF PERSONS WORKING IN THE CUSTODY AREA BY AVERAGE DAILY POPULATION AND TYPE OF FACILITY IN OCTOBER, 1976

Type of Facility	Number of Persons			
	Six or Less		Seven or More	
	Freq.	%	Freq.	%
Holding	7	88	1	12
Lockup	19	83	4	17
Jail	21	75	7	25
Unclassified	10	83	2	17
	<u>57</u>	<u>(80%)</u>	<u>14</u>	<u>(20%)</u>

- Table 29 presents information on the custody staff/inmate ratio. The importance of this criterion is based on the need to evaluate the adequacy of county operated facility staff coverage. The National Advisory Commission on Criminal Justice Standards and Goals has developed a standard for jail staffing of one custody staff worker for every six prisoners, based on average daily population.
- A review of Table 29 indicates that 57 or 80% of the 71 counties responding had six or less prisoners on an average daily population basis per custody staff.
- It appears that in Minnesota most county operated correctional facilities are in compliance with National standards on this issue. However, other information collected in the survey and inspection results indicate that many custody staff are poorly trained, are involved in other tasks that restrict their availability to supervise and care for prisoners, and, in some instances, are not of the same sex as the prisoners they are responsible for.
- Table 30 indicates compliance ratings of local facilities related to staff coverage.
  - Essential considerations under this rating are whether or not staff coverage is provided on a 24 hour a day basis, and whether or not such staff are on duty, awake and alert at all times.
  - As examples, it is not considered sufficient for a sheriff to supervise prisoners from his residence area during sleeping hours.
  - Additionally, staffing requirements require that male staff be on duty, awake and alert whenever male prisoners are confined and similarly that female staff be on duty, awake and alert whenever female prisoners are confined. Specifically, it is not considered adequate staff coverage for female dispatchers to operate also as jailers in the supervision of males in holding facilities, lockups, etc.

TABLE 30: STAFF COVERAGE - COMPLIANCE WITH STANDARDS

Type of Facility	Meets Standard		Below Standard	
	Freq.	%	Freq.	%
Holding	4	40	6	60
Lockup	7	32	15	68
Jail	18	58	13	42
Unclassified	4	31	9	69
	<u>33</u>	<u>(44%)</u>	<u>43</u>	<u>(56%)</u>

-- Table 30 indicates that 33 (44%) of the facilities met the standards in this area, while 43 (56%) did not meet standards.

#### 4. Programming

- Programming for prisoners in local correctional facilities has been virtually nonexistent until recent years. Even today, many facilities do not provide opportunities for adequate exercise, recreation, counseling, educational/vocational assistance, etc.
- With the advent of the Human Services Act, Community Corrections Act and Model Prisoners Act, programming for prisoners is no longer an option to be determined at the facility administrator's discretion, but is becoming increasingly recognized as a right of prisoners and a responsibility of facility administrators.
  - The National Sheriffs' Association 1974 publication "Inmates' Legal Rights" states, "Prisoners should have the opportunity to participate in education, vocational training, and employment as available, and have reasonable access to a wide range of reading material. Prisoners have a right to a healthful environment, to include reasonable opportunities for physical exercise and recreational activities."
  - Similar positions have been adopted by such organizations as the American Bar Association, the National Advisory Commission on Criminal Justice Standards and Goals, and the National Clearinghouse on Criminal Justice Planning and Architecture. In many cases, these positions are stronger than those adopted by the National Sheriffs' Association.
- The notion that a local correctional facility that is detaining or confining prisoners for extended periods of time is established simply for storage and guarding of prisoners is no longer accepted. Judicial intervention into the management and operation of local facilities has made it imperative that programming become an essential ingredient in facility design and operation.

- Table 31 indicates compliance with programming standards.

TABLE 31: SATISFACTORY 70% COMPLIANCE IN THE PROGRAM AREA OF INSPECTION 1975				
Type of Facility	Meets Standard (70%)		Below Standard	
	Freq.	%	Freq.	%
Holding	4	44	5	56
Lockup	1	4	22	96
Jail	4	13	27	87
Unclassified	0	0	13	100
	<u>9</u>	<u>(12%)</u>	<u>67</u>	<u>(88%)</u>

- Inspection of Table 31 indicates that only nine, or 12% of the 76 facilities inspected in 1975 received a 70% or better rating in the area of prisoner programming.
- It should be noted that standards differ based on the facility's usage.
- As an example, standards required in a holding facility limited to the detention of prisoners for up to 72 hours are not as stringent as those required of a jail used to confine offenders for up to one year. Consequently, it should follow that holding facilities score better than do lockups or jails. Not one of the unclassified facilities met standards in this area.

TABLE 32: SATISFACTORY (50%) COMPLIANCE IN THE PROGRAM AREA OF INSPECTION 1975				
Type of facility	Meets Standard (50%)		Below Standard	
	Freq.	%	Freq.	%
Holding	5	56	4	44
Lockup	3	13	20	87
Jail	14	45	17	55
Unclassified	0	0	13	100
	<u>22</u>	<u>(29%)</u>	<u>54</u>	<u>(71%)</u>

- Inspection of Table 32 indicates that only 22 or 29% of the 76 facilities rated complied with 50% or more of program standards. This indicates that less than 1/3 of the facilities comply with 50% or more of program standards. On the positive side, it is noteworthy that 45% of those facilities classified as jails complied with 50% or more of program standards. When Tables 31 and 32 are compared, it is apparent that ten jails or 32% of the 31 inspected received ratings between 50% and 70%

- There are documented cases where proper and constructive programmed time of prisoners not only produces positive results in human productivity, but also that cost factors are significantly influenced. Vandalism goes down appreciable, thereby significantly reducing maintenance and repair costs of operating the facility.
- There are many communities of this state that offer local resources such as mental health centers, hospitals, employment service centers, educational facilities, hospitals, churches, volunteer groups, debt adjustment agencies, etc. For the most part, these resources are very seldom utilized in local detention facilities.

-- Principal reasons for this are:

- a. Lack of interest in program development;
- b. lack of knowledge or awareness about how to proceed in the development of this area;
- c. lack of staff to do the work; many facilities operate with only one person who holds a station at the dispatch desk.

#### 5. Physical Plant Conditions

- This area will address two concerns: plant construction and plant maintenance.

-- The inspection area of Plant and Construction addresses issues such as whether or not the physical plant and equipment provide adequate protection of the public, staff and prisoners; whether or not the space and design of the facility reflect consistency with prisoner requirements; whether or not plumbing, heating, lighting, and air circulation are adequate; whether or not the physical plant provides sufficient capacity to meet population pressures and whether or not statutory requirements for segregation of prisoners can be met under normal conditions.

-- Table 33 presents information on the construction date for 76 county operated correctional facilities in Minnesota as of January 1, 1976.

	Holding		Lockup		Jail		Unclassified		TOTAL	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Pre-1900	0		1	4	2	6	3	23	6	8
1900-09	1	13	8	35	1	3	5	38	15	20
1910-19	2	25	4	17	1	3	3	23	10	13
1920-29			2	9	4	13	2	15	8	11
1930-39					3	9			3	4
1940-49					0	0			0	
1950-59	3	38	3	13	2	6			8	11
1960-65			2	9	6	19			8	11
1966-69			2	9	4	13			6	8
1970-72			1	4	5	16			6	8
1973	2	25	0		0	0			2	3
1974			0		2	6			2	3
1975			0		2	6			2	3
	8	—	23	—	32	—	13	—	76	—

- Inspection of Table 33 indicates that 31 (41%) of the facilities were constructed prior to 1920.
- Further inspection shows that 11 (85%) of the unclassified facilities pre-date 1920 while 13 (65%) of the lockups and four (12%) of the jails were constructed before 1920.
- The fact that 31 or 41% of the 76 facilities were constructed prior to 1920 and are consequently 56 years of age or older, is somewhat alarming. Of even greater importance however, is the fact that tremendous changes have occurred in the past 50 years with respect to acceptable living conditions for those confined.
- Consequently, older facilities - even those that have been reasonably well maintained - do not comply with many contemporary standards developed by not only correctional authorities but by such agencies as the State Department of Health, State Fire Marshal's Office, State Department of Building Codes and on a national level, the National Clearinghouse for Criminal Justice Planning and Architecture.

TABLE 34: SATISFACTORY COMPLIANCE WITH 70% OR MORE OF PLANT AND CONSTRUCTION STANDARDS 1975

Type of Facility	Meets Standard		Below Standard	
	Freq.	%	Freq.	%
Holding	2	22	7	78
Lockup	0	0	23	100
Jail	12	39	19	61
Unclassified	0	0	13	100
	14	(18%)	62	(82%)

- Inspection of Table 34 indicates that only 14 or 18% of the 76 county operated facilities inspected in 1975 complied with 70% or more of the plant and construction standards. It is noteworthy that none of the unclassified facilities and none of the lockups met 70% or more of the standards

TABLE 35 : SATISFACTORY COMPLIANCE WITH 50% OR MORE OF PLANT AND CONSTRUCTION STANDARDS 1975

Type of Facility	Meets Standard		Below Standard	
	Freq.	%	Freq.	%
Holding	3	33	6	67
Lockup	3	13	20	87
Jail	19	61	12	39
Unclassified	0	0	13	100
	25	(33%)	51	(67%)

- Table 35 reveals that only one of every three facilities inspected in 1975 complied with 50% or more of Plant and Construction standards.
- On the positive side, 61% of those facilities classified as jails met 50% or more of the standards.
- Additionally, it is important to note that of the 12 jails that did not meet 50% or more of standards, a number had new facilities scheduled for occupancy in 1976.

TABLE 36: SATISFACTORY COMPLIANCE WITH 70% OR MORE OF PLANT  
PLANT MAINTENANCE STANDARDS: 1975

Type of Facility	Meets Standard		Below Standard	
	Freq.	%	Freq.	%
Holding	6	67	3	33
Lockup	11	48	12	52
Jail	25	81	6	19
Unclassified	1	8	12	92
	<u>43</u>	<u>(57%)</u>	<u>33</u>	<u>(43%)</u>

- Table 36 indicates that 43 or 57% of the 76 county operated facilities complied with 70% or more of plant maintenance standards. Only one, or 8% of the 13 unclassified facilities was rated at 70% or more in plant maintenance. Twenty-five or 81% of the 31 facilities classified as jails met 70% or more of the standards. Four of the six facilities that did not meet 70% or more of the standards had new facilities scheduled for occupancy in 1976. Assuming that the four new facilities classified as jails will comply with 70% or more of plant maintenance standards at the time of 1976 inspections, and that the other 25 facilities maintain a 70% or better rating, 29 of the 31 jail facilities or 94% would comply with 70% or more of plant maintenance standards in 1976.

TABLE 37: SATISFACTORY COMPLIANCE WITH 50% OR MORE OF PLANT  
MAINTENANCE STANDARDS: 1975

Type of Facility	Meets Standard		Below Standard	
	Freq.	%	Freq.	%
Holding	7	78	2	22
Lockup	19	83	4	17
Jail	28	90	3	10
Unclassified	3	23	10	77
	<u>57</u>	<u>(75%)</u>	<u>19</u>	<u>(25%)</u>



- Inspection of Table 37 reveals that 19 or 25% of the 76 facilities inspected in 1975 complied with less than 50% of Plant Maintenance standards. Unclassified facilities accounted for over half of those failing to comply with 50% or more of Plant Maintenance standards.
- Tables 33 through 37 all indicate the need to closely examine the physical plant conditions of Minnesota's local correctional facilities.
  - In summary, based on 1975 inspection results, it would appear that at least 25% of Minnesota's local correctional facilities inspected in 1975 have serious physical plant limitations or plant maintenance needs of such magnitude that remedial action is urgently needed.
- In recent years, physical plant needs have become increasingly apparent to the Department of Corrections, Governor's Commission on Crime Prevention and Control, Minnesota Sheriffs' Association, local government and other agencies involved in criminal justice planning at the local, regional or state level. Consequently, numerous counties in the state have elected to construct new facilities or remodel existing facilities.
  - Table 38 indicates the volume of and expenditures for construction, remodeling and planning activity from 1971 to the present, and the extent of such activity anticipated from the present to 1979.

TABLE 38 CONSTRUCTION AND REMODELING ACTIVITY, 1971 - 1979

Phase:	New Construction		Remodeling		New Construction & Remodeling	
	No.	Cost	No.	Cost	No.	Cost
Completed	13	\$7,590,651	4	\$215,818	2	\$ 659,587
Bids Let	6	7,469,979	2	7,689,530	-	-
Estimates	14	10,241,080	6	855,160	1	670,000
Preliminary*			2			
	33	\$25,301,710	14	\$8,760,508	3	\$ 1,329,587

\* NOTE: In Addition, Two counties are tentatively planning activity not yet defined as new construction or remodeling.

- Table 38 indicates a substantial future cost of approximately \$12 million to the taxpayers of Minnesota if all proposed construction and remodeling is accomplished. While some counties in the State have been able to finance such projects without major difficulty, there are a number of counties that express a desire to make improvements, but indicate that they simply do not have the financial resources to do so.
- As examples, both Chisago and Hubbard County facilities have been condemned by District Court action. Consequently, both counties are without adequate resources at the local level. Both counties have expressed a desire to initiate improvements, but lack the financial capability to do so. Chisago County presented the need to citizens in the form of a bond issue and found that the citizenry was unwilling to accept additional tax burdens even though their jail had been legally condemned.
- In summary, counties such as Hubbard and Chisago, as well as a number of others, have not been able to finance improvements in local facilities. The moratoriums of the State Legislature and Governor's Commission on Crime Prevention and Control with respect to appropriations and grants for new construction or remodeling has further reduced the availability of funds to initiate needed improvements. Recently, a number of Minnesota counties have expressed interest in applying for funds under the Public Works Employment Act of 1976. Unfortunately, the amount and availability of such funds is limited and it is not anticipated that such funding will have a substantial impact on overall need.
- Of the 18 counties at the "estimate" phase of construction or remodeling planning, 7 (39%) anticipate utilizing funds from the Public Works Employment Act, 5 (28%) expect to use revenue-sharing funds, 5 (28%) anticipate using county building fund monies, and 1 (6%) plans to use general revenue bonds.
- With the existing plant and construction and plant maintenance conditions noted here and the apparent need for financial assistance by counties, it is recommended that the state legislature and Governor's Commission on Crime Prevention and Control review existing conditions, financial alternatives and reconsider their moratorium with respect to appropriations and grants for new construction or remodeling. It is noteworthy that since the moratoriums were initiated, standards have been developed, architectural design considerations revised to create more normative environments, and programming conditions developed with respect to new facility construction. Thus, three of the primary reasons for initiating the moratorium are being addressed.

## 6. Juveniles in County Operated Correctional Facilities

- The issue of juvenile confinement in local correctional facilities has increased in importance due to recent Federal and State legislation:

- The Juvenile Justice and Delinquency Prevention Act of 1974 outlines directions for the care of status offenders and appropriates money for this purpose. To qualify for this money, a state must comply with certain requirements. An important part of this bill is the section that requires the deinstitutionalization of status offenders. The Law Enforcement Assistance Administration (LEAA) could demand repayment of grant money if standards are not met.
- Originally the Act stated that within two years after submission and acceptance of a statewide plan, no status offenders shall be placed in a juvenile detention or correctional facility, but must be placed in a shelter care facility. This was later altered to require a 75% reduction in the confinement of status offenders in juvenile correctional and detention facilities. The Governor's Commission on Crime Prevention and Control submitted the plan on December 31, 1975 and has a compliance date of December 31, 1977.
- The Act states that any child found delinquent shall not be detained or confined in any institution in which they will have regular contact with adults detained or confined because of criminal behavior. This differs from Minnesota State law which states that jails shall provide a separate place of confinement for juveniles and in no circumstances place them with adult prisoners (636.07).
- The Act states that adequate monitoring of jails, detention facilities and correctional institutions must be developed to insure compliance.
- The Act states that inadequate compliance may result in the initiation of procedures to regain money allocated under the Act.
- Minnesota Statutes, 1976, Chapter 318, is intended to regulate the detention of juveniles.
  - a. The law now clearly states that status offenders can no longer be detained in secure facilities and may only be detained in shelter care facilities. Only if status offenders are on run from previous placements or run from another state can they be kept in a secure facility. It should be noted that even under these circumstances the status offender must be kept separate from other types of juvenile offenders.

- b. It also provides for specific requirements that must be met in order to keep juveniles in detention for specified periods of time.

- The following data presents information on the confinement of juveniles in county operated correctional facilities in Minnesota during 1975.

TABLE 39: JUVENILE DATA: 1975 COUNTY OPERATED FACILITIES							
Number of Juveniles	Adult Facilities		Juvenile Facilities		Juvenile Facilities		total
	Freq.	%	Freq.	%	Freq.	%	Freq.
Total Number	6,555	39	9,569	58	512	3	16,636
Total Days Confined	14,743	12	41,104	32	72,646	56	128,493
Average Days Confined	2.25		4.30		137.98		7.6
Average Daily Population	40.39		12	32	193.55	56	347

- Inspection of this table reveals that 39% (6,555) of those juveniles confined in county operated institutions were in adult facilities. By December 31, 1977, a 75% reduction of this condition must be met to comply with the Juvenile Justice Delinquency and Prevention Act.
- The juvenile detention issue is one that needs further study for several reasons:
  - One of the issues relates to the classification of juveniles. Data on the numbers of juveniles detained who are status offenders versus non-status offenders do not exist.
  - The four licensed secure detention facilities of this state (Moorhead, Duluth, Minneapolis, St. Paul) were operating at a 94% usage rate of total capacity on a daily basis (1975). At times there are more juveniles in these facilities than there are beds.

- There is no current method of determining what per cent of the group of juveniles detained in these facilities are status offenders, who, under recent legislation, do not qualify for holding in secure detention. This lack of information causes a problem in determining the actual bed needs for secure juvenile detention.
- There were an average of 41 juveniles held in county jails and lockups each day during 1975. Again, the absence of the status/non-status data works to obscure the issue. There probably is a segment of this group who legally cannot be confined in jails and lockups and, who would then qualify to be detained in licensed secure detention facilities. Consequently, some of the beds that are relieved from the secure detention facilities will then be filled by non-status offenders and status offenders who are run risks and who have been held in jails up to this time.
- Another serious problem is the geographical location of secure detention facilities for juveniles.
- Olmsted County Jail held 637 juveniles during 1975; Freeborn County held 290 and Blue Earth County held 245. These 1,172 juveniles (303 of whom were girls) are in an area where no licensed secure detention facilities exist other than the one detention cottage at the State Training School, which is not a suitable solution to the problem. The issue of licensed secure detention facilities must be studied to determine whether or not the facilities are sufficient to do the job; whether or not there are other viable alternatives which are presently available; whether or not local communities would be willing to provide local tax dollars to correct the problems or whether they would rely upon future state and federal monies.

## 7. Summary of Issues

- Further implementation of the Community Corrections Act is likely to have a substantial impact upon the use of local correctional facilities including jails, detention facilities, and local treatment centers. (Note Section on Impact Study).
- A substantial amount of money has been spent in the past five years on renovation and new construction of local facilities. In addition, a considerable amount of money has now been allocated for planning new facilities to replace those which have been condemned. Besides currently planned facilities, an undetermined number of other local facilities will need replacement in the near future.
- The planning that has occurred for renovation and new construction of local facilities is being conducted on a relatively independent basis at the local county level, outside of any integrated state plan.

- Local areas do not have the necessary resources to meet the existing and anticipated renovation and new construction needs.
- There are several problem areas which do not appear to be adequately addressed in present or planned facilities:
  - The extended-term detention of female offenders;
  - Secure detention of different types of juvenile offenders;
  - Extended confinement of adult offenders;
  - Inter-county use of local detention and treatment facilities.

0. Future Plans: 1978-1981Goals: 1978-1979

- To make an analysis of the recent jail report of the Governor's Commission on Crime Prevention and Control, and prepare an interim position paper.
- To conduct a needs assessment of all local facilities in the state. This will be conducted with the assistance of the computer program (OBSCIS).
- To provide the citizens of Minnesota with an analysis of the existing conditions of local facilities within the state. Such conditions would include:
  1. The volume of usage of facilities;
  2. The types of usage of these facilities, (i.e., juveniles, adults, male, female, pre-sentence, post-sentence, federal prisoners);
  3. The logistics of usage, (i.e., miles traveled when other county's facility is used);
  4. The qualities of facilities; the level of capabilities as they currently exist and the level that is required to meet the existing needs;
  5. The numbers and capacities of facilities that exist for the differing classifications of usage: juvenile treatment, juvenile detention (to include shelter care and secure detention), adult detention centers, adult correctional centers, jails, lockups, holding facilities.
- To develop a comprehensive plan for the most practical, sensible, and usable system of facilities to meet each category of need required by law for the detention and confinement of people in local and community based facilities of this state.
- To promulgate standards in accordance with national recommendations for each of the categories of facilities and disseminate these standards to all people directly responsible for the management, funding and operation of these facilities.
- To serve as a resource agency to any local planning group entertaining the idea of constructing or otherwise establishing a local community based facility. To provide such groups with recommendations for the proper integration of such planning with the comprehensive needs and resources of what exists and should eventually exist.

● Goals: 1980-1981

- To provide each facility, designated by law as the responsibility of the Department of Corrections with at least one annual inspection and written assessment of the conditions as they relate to the established standards. To issue licenses to each facility meeting a sufficient level of standards, thereby authorizing that facility's eligibility to receive subsidized funding as stipulated by the legislature.

- To participate in the development of a training program designed to enhance the capabilities of staff operating these facilities.
- To coordinate standard setting inspections and licensing and develop written agreements with each of the related state departments having similar functions, (i.e., Health, Welfare, Education, Public Safety, Building Code, Labor and Industry, etc.)
- To encourage the Governor's Commission on Crime Prevention and Control to reconsider their posture on funding construction and renovation projects. To provide monies for statewide planning. To coordinate planning and use of local facilities with local participation in community corrections.

#### ● Rationale

- To provide a logical basis for awareness and understanding of the current level of resources, needs, and existing positions as they relate to laws, philosophies, funding, and stated objectives that currently exist in this state.
- To enhance the probabilities for the most practical expenditure of money, to gain the most comprehensive services with the least amount of duplication and/or gaps in the total service plan.
- To create improved confidence in each unit of government towards other units sharing common interests in this area of responsibility.
- To provide for a sound, consistent, and supportable level of service for the taxpayer and the offender, and the auditing of these resources.

#### ● Activities

- Obtain clarification in statutory language for the purpose of identifying specific responsibilities for particular activities. While statutes do identify requirements for standard-setting, inspection and licensing, specific responsibilities for such activities are not identified.
- Establish working committees within the Department of Corrections and between other relevant state agencies in order to coordinate activities and define responsibilities.
- Develop and submit coordinated intra- and inter-departmental grant proposals for funding consideration aimed at resolving specific issues and meeting identified needs of local facilities.
- Develop joint use agreements between the state and local units of government to share in the planning and use of local facilities.
- Promulgate standards in accordance with national recommendations for the use of local facilities.

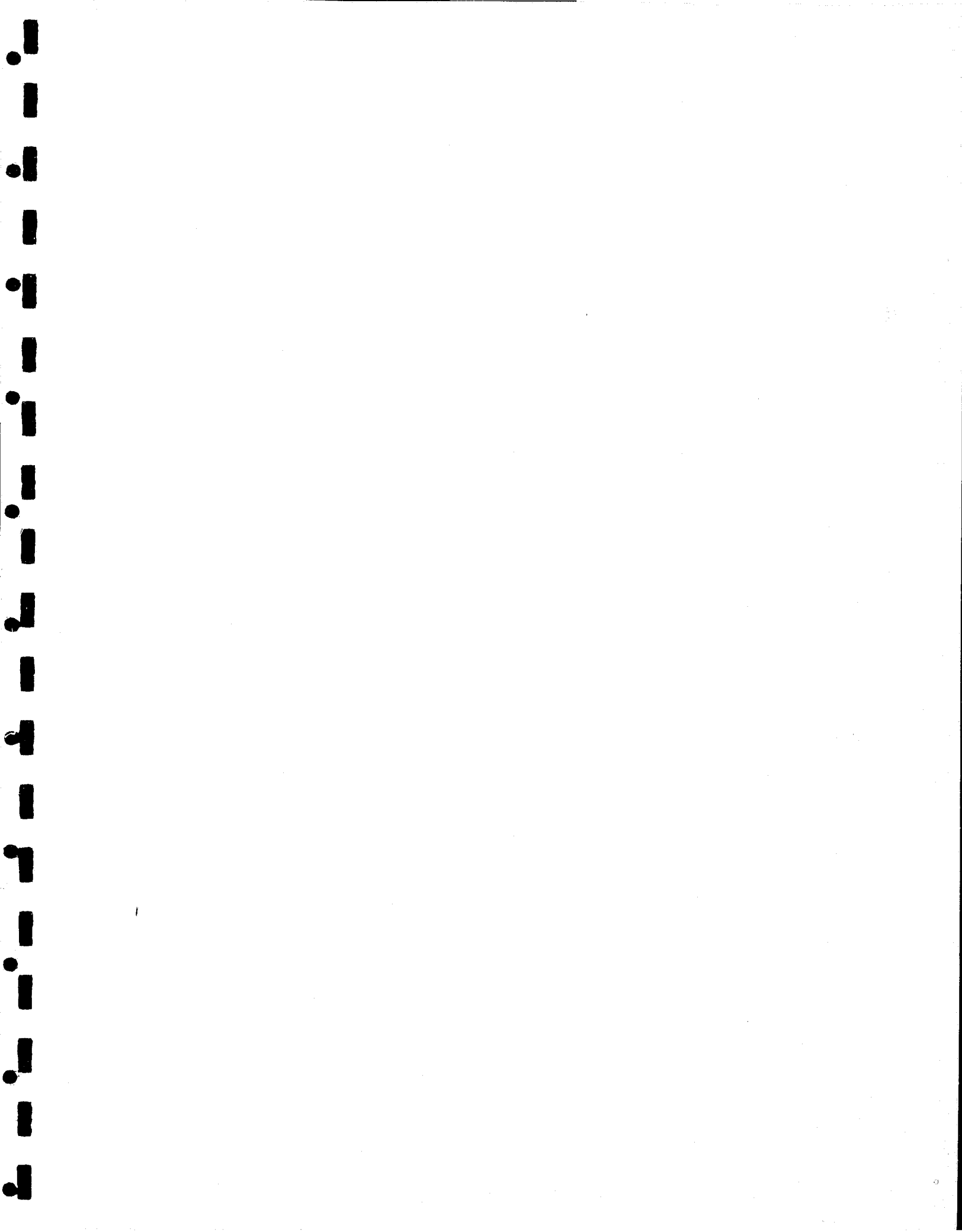


● Cost

-- Projected funding requirements for these activities are as follows:

<u>Year</u>	<u>Inspection &amp; Enforcement</u>	<u>Detention &amp; Transportation</u>
1978	\$ 155,944	\$ 94,807
1979	153,404	94,807
1980*	161,000	99,547
1981*	169,000	104,800

\* Note: Costs for 1980 are 5% over 1979;  
1981 costs represent a 5% increase from 1980.



# Support Services

**Support Services**

MANAGEMENT INFORMATION SYSTEM  
DUE PROCESS  
TRAINING

MANAGEMENT INFORMATION SYSTEM

## MANAGEMENT INFORMATION SYSTEM

- The management information system within the Department includes the conceptual design, personnel and supporting technology for the collection, organization, and delivery of information for administrative use. This section will present information on the existing and planned information systems within the Department. Sections A through C provide information about the existing system; Sections D and E discuss the present and future development of the Offender-Based State Correctional Information System.

### A. Systems Status

- There are nine existing data processing subsystems used by the Department.

#### 1. Characteristics Sub-system

- The characteristics sub-system provides the department with detailed offense and demographic data on those clients admitted, currently in correctional institutions, and on those released. Characteristics data was first collected in 1960, but only entered into the computer system since 1968.
- Among reports generated by this system are the following:
  - Average length of stay in institution by offense.
  - Time served by offense and by institution, of the census population.
  - Breakdown of offenses by priors and multiples.
  - All releases from state institutions.
  - All admissions to state institutions.
  - All admissions/releases by county.
  - Bureau of Census Reports -- Annual National Prisoner statistics submitted on tape.

#### 2. County Juvenile Court Sub-System

- The Juvenile Court and Probation Activity File provides aggregate monthly summarization of juveniles petitioned into court and dispositions made for individual counties. The file contains information from all counties except the metropolitan ones (Hennepin, Ramsey, St. Louis).

#### 3. Jails and Lockup Sub-system

- This file contains information on individuals released from all jails and lockups in the State of Minnesota. Reporting is on a monthly basis except for Hennepin and Ramsey counties and a few lockups who

have less than 25 releases over a six month period. An annual report on persons held in local facilities is produced by the Inspection and Enforcement Unit of the Department from this file.

#### 4. Movement Sub-system

- The Population Movement File provides basic data on the location and custody status of individuals under Department of Corrections jurisdiction. It was instituted in January, 1972, as a basis for providing custody status changes to the State Bureau of Criminal Apprehension for purposes of adult criminal history records. Juveniles were also included within the file at that time to give the Department of Corrections a total data set for population census and movement analysis.

#### 5. Parole Decision Sub-system

- The Parole Decisions Subsystem was designed to track clients from time of parole through discharge, for reporting return rates and length of stay in specific status.

#### 6. The Temporary Parole Sub-system

- The purpose of this file is to report all decisions or actions made in the temporary paroling process. Reports are generated from this system and given to the Commissioner of Corrections and the Parole Board Chairman. These reports are used for feedback on the usage of the temporary parole system. The reports generated from this system are:

- reason for parole failure (by institution);
- reason for failure to return as scheduled (by institution);
- reason for temporary parole request (by institution);
- time requested (by institution);
- general offense type (by institution);
- race and sex (by institution).

#### 7. Work Release (Project Re-Entry) Sub-System

- The purpose of this file is to maintain information on all clients released from Project Re-entry. Since Project Re-entry is a separate legislative item, this information is used for justification for the project to the legislature. The Work Release Sybssystem's primary purpose is to:

- produce various historical statistical and detailed data listings;
- provide for the correction of invalid data;
- validate work release program data received from the institutions;
- add validated work release data to the work release annual file.

## 8. Community Corrections Sub-system

- At present, this sub-system is maintained by the Information Systems Unit to provide per diem costs for inmates chargeable under the Community Corrections Act. The information is used by both the Department and the participating counties for planning and budgeting purposes.

-- Four quarterly and one calendar year reports are prepared for each participating county. These reports provide detailed accounting of chargeable days, itemized for each individual client.

## 9. Institutional Population Reports

- These monthly reports are prepared to provide departmental administration with timely and accurate population counts, average length of stay and average daily population figures. Primary uses include population projections for planning institutional construction and/or community alternatives, budgeting and legislative appropriations, program assignments, and quality control of the characteristics and movement files.

## B. Staffing and Expenditures

- Expenditures for fiscal years 1975, 1976 and estimated 1977 are indicated in Table 1.

TABLE 1: INFORMATION SYSTEMS EXPENDITURES BY FISCAL YEAR

	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
Personnel	\$40,597	\$73,856	\$62,465
Data Processing	31,542	25,876	40,000
Expense/Contract	13,182	676	17,200
Supplies	<u>2,354</u>	<u>144</u>	<u>3,000</u>
	\$87,675	\$100,522	\$122,665

- Staff complement has remained constant from 1970-1977, and is as follows:

RESEARCH DIRECTOR	1
SENIOR SYSTEMS ANALYST	1
CLERKS	<u>2</u>
	4

### C. System Deficiencies

- Among the major problems characterizing the existing systems are the following:

1. The current system is fragmented and inefficient in that there is no single place where the complete significant information and data about an offender can be retrieved in a timely and accurate manner.

As a result, the following situations are common:

- large expenditures of time and effort on the part of Parole Board members are made to prepare for parole hearings;
  - the records officers at the larger institutions must pull manual files to answer phone inquiries about the status or history of individual offenders;
  - there is no systematic or accurate mechanism to maintain a follow-up on the progress of individuals when they leave the institutions on parole;
  - correctional research projects, of necessity, must continually create their individualized data bases to satisfy their specific data parameters and are unable to draw upon the data bases of other prior or parallel research efforts;
  - the concept of unit programming as at St. Cloud is difficult to implement in that unit cost data by cell block is not readily available so that program costs can be correlated with program activity.
2. Data being collected is non-uniform, incomplete, inaccurate and substantially redundant.
  3. There are few procedures defining the process and schedule for collecting, verifying, and processing data collected.
  4. There are few specifications for routine reports, tabulations or listings to respond to defined information requirements.
  5. Existing programming and computer capabilities are not sufficient to support timely collection and processing necessary to meet special requests for statistics or other information.
  6. There are inadequate numbers of staff to keep systems updated.
  7. There are a wide variety of unmet information needs within the Department.

### D. Offender-Based State Correctional Information System (OBSCIS)

#### 1. Background

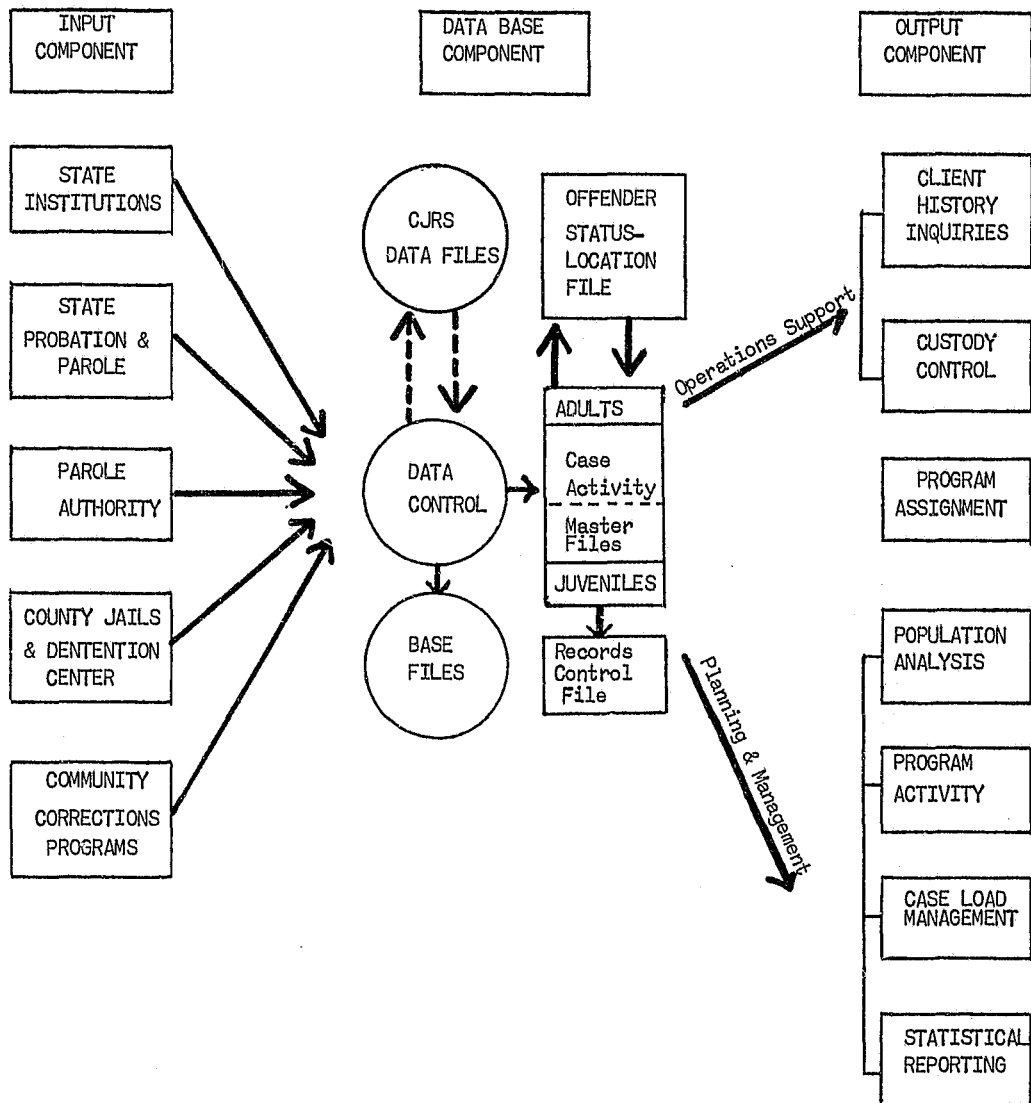
- The corrections movement throughout the nation is experiencing major changes in basic philosophy regarding concepts of treatment, community



involvement, sentencing procedures. Correctional administrators, planners, treatment specialists, researchers and others charged with different discipline responsibilities are required to be responsive to new guidelines and constraints in Federal laws regarding their ability to evaluate the effectiveness of their programs, developing and implementing individual civil liberty security and privacy safeguards, adhering to standard definitions in categorizing offenders, mandatory uniform statistical reporting requirements and other discrete subject areas.

- There has also been increased interest, funding and productivity in the development of integrated criminal justice information systems with emphasis upon keeping track of the status of individuals who are in varying phases of the criminal justice continuum. Progress has been made through the output of national groups such as SEARCH (System for Electronic Retrieval of Criminal Histories), OBSCIS (Offender Based State Corrections Information Systems) and other organized efforts to develop standardized codification systems and other means to exchange information and data between the major components (law enforcement, courts, corrections and delinquency prevention) of the criminal justice spectrum.
- The Department has as a major priority the development of a timely and accurate flow of information for correctional program planning, management and decision making. Currently, this capability does not exist. Development of such a capability is the aim of the proposed Corrections Management Information System project (OBSCIS).
  - More specifically, departmental information needs to be addressed by the developing system include:
    - a. Routine statistical reports which are accurate and timely regarding operational activities.
    - b. Special status reports about selected offenders or programs.
    - c. Structured research programs which facilitate varying analyses of trends, impact of change, periodic follow-up and evaluations.
    - d. Daily operational tools such as automated name index files for speedy name and status information; incident-status chronologies to expedite file reviews and to obviate lengthy searches.
    - e. A capability to create an offender file maintained in a single repository which, within appropriate security guidelines, stores individual data regarding incidents, status, disposition and other significant factors which can be updated, assessed, and utilized for operational, planning, treatment and administrative requirements.

- The Department was one of ten states, which in July 1974, were selected to receive a federal grant for the purpose of developing a comprehensive offender-based correctional information system.
- An initial grant award of \$250,000 was to be used in meeting the following objectives (a second year grant in the same amount has also been received):
  - a. To develop and adapt transferable modules of the prototype Offender Based State Corrections Information System (OBSCIS) for use by the Minnesota State Department of Corrections Information System;
  - b. To meet the minimum requirements of the model OBSCIS:
    - modular development of data base requirements;
    - standardized data element definitions;
    - cross-referencing of the files and modules;
    - ability to flexibly generate reports.
  - c. To automate reporting of required offender based tracking system and computerized criminal histories data fields for offenders under Department of Corrections jurisdiction:
    - centralize reporting processes within the Department;
    - eliminate duplication and non-uniformity of data elements and definitions;
    - establish quality control procedures.
  - d. To identify and implement analytic models and methods which utilize research, planning, and evaluation. These should include resource allocation techniques, program performance measurements, and policy impact analysis.
- Figure 1 provides an overall concept diagram of the proposed structure of the OBSCIS system.

FIGURE 1: SYSTEM CONCEPT DIAGRAM

- As reflected in Figure 1, the system can be divided into three distinct, yet inter-related component parts--input, data base, and output components.
- a. Input Components: The input component reflects the reporting systems necessary to collect data for operation of the system, including both state and local correctional programs that have custody supervision of adult and juvenile offenders.
- the primary method for collection and transmittal of data will be an integrated and uniform transaction reporting process so that for State institutions and probation and parole operations, reporting procedures will be tied directly to the maintenance of offender base-file records.
  - current data collection forms will be standardized and redesigned to make them consistent with the creation of automated record files.
  - county institutions, probation offices and community-based programs will submit uniform intake and release data forms for entry and processing and where community corrections systems have been formed as part of county participation in the Community Corrections Act subsidy program, the submission of data will be a function of the central Information and Evaluation System that must be operated by the local system under current State standards.
- b. Data Base Component: the data base component of the system reflects the process for entry and organization of data collected to establish the record files that are to be the sources for preparing information reports and responding to inquiries. As shown by the concept diagram in Figure 1, a central data control operation located within the central office of the Department will be responsible for receiving, editing and entering all offender-based data collected. The system data base is separated into four master record files:
- an offender status and location master file will contain a basic data record on each offender under active supervision. It will replace selected manual and automated index files such as the Department's current flexline case index file or the research index number (RIN) index file. The function of the file will be to provide a central, up-to-date source for inquiries. The record will contain offender name and identification data, sentence status data, physical location or address data, and also basic personal history data.
  - a case activity master file on adults and one on juveniles will also be maintained. These master files will contain the detailed transaction records of an offender's correctional history for all current and prior sentences. Juvenile

records are considered as logically separate from adult records because of inherent differences in custody control procedures and record confidentiality requirements that apply to juveniles. However, the general record format and data entry process for each of the two files will be equivalent.

- the records control file will be the fourth master file of the data base. The file will be primarily generated by the system as a by-product of the entry and retrieval of records from the case activity master files. The purpose of the file will be to support quality control of the case activity records to insure their completeness, accuracy and timeliness. It will also provide a basis for monitoring and documenting the dissemination of offender records information as required by Federal and State laws on security and privacy.
- c. Output Component: the output component of the system reflects the various categories of information reports and listings required to be produced.
  - at the operational level where personnel must make daily decisions on supervision and treatment of people under their custody, there is a critical need for information relative to particular individuals or groups of individuals. Procedures for offender assessment, program assignment, movement and custody releases depend upon complete and accurate information on offender background, history and status.
  - at the management and technical support level, the need for information is more oriented toward aggregate statistical tabulations and summaries. These types of reports provide needed reduction, comparison, projection and analysis of data for planning and monitoring program activities.

## 2. Accomplishments

- The initial Offender Based State Correctional Information Systems grant was the principle facilitating mechanism through which the Department has been able to make major strides in the area of records management and information systems development. Early accomplishments in these areas have been useful in and of themselves, but they are, first and foremost, steps which are instrumental in achieving the larger goal of creation of an efficient and effective management information system.
- Needs Analysis: The first major activity undertaken was the preparation of a comprehensive analysis of the needs which the Offender Based State Correctional Information System should be designed to fill. The analysis involved extensive field work during which many Department administrators were personally interviewed in order to get a first-hand assessment of their information needs. In addition, all of the Department's current records systems were examined in order to assess their status and effectiveness. Once the field work had been completed, this information

was analyzed in order to clearly define areas of needed improvements. A Needs Analysis Report was then prepared, reviewed and accepted by Departmental administrators.

- Technical Note: During the early stages of preparing the needs analysis it became apparent that in order to make an informed judgment regarding the utility of current computer systems, it was necessary that they be documented. Therefore, systems experts were used in conjunction with Departmental staff to document and evaluate existing systems. This effort facilitated on-going operations and provided factual foundations for making decisions regarding the current system. It was determined that these current systems are hopelessly ineffective and antiquated.
- Concept Design: Based on a recognition that the current systems could not be modified to meet this need, a concept design was created which laid out a general plan for the proposed new system. This concept design was intended to provide the general framework for the rest of the development process and as such it was seen as critically important to the future of the project.
- Cost-Benefit Analysis: A critical part of the systems study and evaluation phase was an analysis of the costs and benefits expected to flow from the decision to develop the new OBSCIS. This analysis was done solely on the basis of direct savings in current operations, but this obviously grossly underestimates the true value of the system. The conclusion of this assessment was that if a dollar value is attached to anticipated increases in staff productivity, the direct savings alone exceeded the projected cost of operating the proposed system.
- Improved Editing: Even though it became clear at an early stage that the Department's current data processing methods were inadequate, the fact remained that thousands of records exist on these files which are vital to current and future operations of the Department. However, it was also realized that a long history of inadequate record maintenance was going to have serious negative consequences for the developing OBSCIS which would have to depend, at least in part, on these existing records as a data base. Therefore, a major effort was launched to improve the quality and comprehensiveness of editing procedures. New editing procedures are in operation and the quality of the data in the computer files has increased to the point where it is more useful and reliable. This improved quality facilitates progress toward the developing OBSCIS and increases credibility.
- Policy and Procedures Modifications: Along with efforts to improve records through editing, a long term systematic evaluation of all current policies and procedures concerning data collection, data processing and information reporting was conducted. The result of this evaluation has been the alteration or termination of some reporting procedures.

- Improved Reporting: A critical problem endemic to all data collection is that of maintaining the quality and reliability of input. This is particularly the case where the data input staff are organizationally and geographically remote from the data processing center. While this has long been recognized as a problem within the Department, nothing of consequence was done to deal with the problem until the OBSCIS grant provided the resources to reestablish an active and aggressive liaison with institutional staff. This direct liaison has produced impressive results as these personnel are now beginning to appreciate their role in the information system and Central Office staff are better able to understand and benefit from the experiences of field staff.
- Reorganization: The research, information systems and records management units of the Department have been reorganized into a single integrated and coordinated section. Prior to the OBSCIS Project, each of these three units operated separately under the direction of its own unit head. In preparation for implementing the OBSCIS Project these units were reorganized and placed under the direct supervision of the OBSCIS Project Manager. This provides a mechanism whereby staff can be reallocated to the OBSCIS effort with a minimum of conflict and misunderstanding.

### 3. Staffing and Expenditures

● Personnel employed under the project are:

- Systems Analyst
- Management Analyst
- Executive I
- Data Entry Operator
- Clerks (2)

● Expenditures by grant award period are as follows:

<u>First Award</u>	<u>Federal Money 7/74-10/76</u>
Personnel	\$100,000
Consultants	100,000
Information Systems	
Division (Dept. of Administration)	50,000
Total	\$250,000
 <u>Second Award</u>	 <u>Federal Money 10/76-10/77</u>
Personnel	\$100,000
Information Systems	
Division	150,000
Total	\$250,000

### E. Future Plans: 1978-1981

- Goal: To implement and make operational the Offender-Based Information System.
- Activities: Figure 2 presents the implementation schedule for the developing information system.
- After the system is fully implemented (projected for the end of 1978), maintenance and regular updating of the system will occur.

FIGURE 2: IMPLEMENTATION TIMETABLE

Development Phases	1976	1977												1978											
	12	1	2	3	4	5	6	7	8	9	10	11	12	1	2	3	4	5	6	7	8	9	10	11	12
1. Sub-System Design																									
2. Administrative Procedures																									
3. Computer Procedures																									
4. Programming																									
5. Computer Testing																									
6. System Testing																									
7. Data Conversion																									
8. Evaluation																									

- Projected expenditures for information system implementation are as follows:

#### ANNUAL COSTS

##### Equipment/Time

Terminals	\$28,068
Disk	22,107
Mainframe Time	62,530
Transaction Cost	16,080
System Maintenance	7,056
Sub-TOTAL .....	\$ 135,841

##### Staff

1 Director @ 1/3 time	
1 System Supervisor	
1 Management Analyst	
2 Systems Analyst	
1 Executive I Supervisor	
5 Clerks	
Sub-TOTAL .....	\$ 145,000

TOTAL	\$ 280,841
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DUE PROCESS

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## DUE PROCESS

- Discussion of due process will be restricted to formalized procedural requirements for decision-making in corrections and, specifically, to the application of adult institution discipline measures and adult parole and probation revocation procedures.

- Changes in requirements for such hearings developed out of Federal District Court action or U.S. Supreme Court decisions, and reflect increased definition of inmate and parolee rights which have come to the courts as part of the "rights" movements of the past ten years.

### A. Probable Cause Hearings

- The major decision in the parole revocation area was the Morrissey v.s. Brewer U.S. Supreme Court decision of June 29, 1972, which provided for a preliminary probable cause hearing in the community prior to return to a state institution and set limits on time and procedures for revocation hearings.

- In Minnesota the bulk of fact-finding frequently occurs during the probable cause phase, except where the probable cause hearing is waived or the Minnesota Corrections Board conducts a full revocation hearing in the community.

- Subsequent to the Supreme Court decision (Morrissey v.s. Brewer), the Department of Corrections began developing procedures for holding probable cause hearings.

- Initially the Department attempted to handle these hearing requirements internally in the Community Services division using Correction supervisors or directors from other units as hearing officers.

- In July, 1975, hearing officers from the Minnesota State Prison discipline staff assumed responsibility in the metro area for holding hearings.

- In rural counties, correctional supervisors or regional directors were and continue to be responsible for conducting such hearings. In late 1976 plans were completed for rural supervisors to receive training and technical assistance in conducting hearings from the Hearings and Appeals Unit.

- In May, 1976, hearing officers at the Minnesota State Prison (MSP) and the State Reformatory for Men (SRM) were organized into one central unit (Hearings and Appeals Unit) to handle probable cause hearings in the metropolitan counties, as well as discipline hearings in the four adult institutions and other miscellaneous hearings.

## B. Disciplinary Due Process

- Disciplinary action at both MSP and SRM was handled as a fully internal administrative matter without central administration or recording until 1973, when SMP and SRM established discipline departments in response to a court order.
  - The departments were staffed by a hearing officer, investigator and clerk at each institution.
  - Discipline plans, hearing proceedings, record-keeping and processing procedures, and criteria statements were written and published.
  - Additions to staff have been made as follows:
    - a. MSP:
      - second investigator added; investigator reclassified as prosecutor (June 1974)
      - second hearing officer added (August 1974)
      - para-legal prosecutor added (October 1975)
      - third hearing officer added (January 1976)
    - b. SRM:
      - prosecutor added (November 1974)
- The investigation, charging, prosecution and processing of discipline actions constitutes the bulk of activity of institution discipline staffs.
  - At SRM this is the sole staff function, while at MSP discipline staff also are assigned responsibility for a wide variety of other investigative and reporting activities including inmate property loss claims, confidential personnel investigations, and such special incident investigations as suicides, inmate deaths, escapes, fires, and riots.
- MCIW developed a discipline plan somewhat modeled on the court ordered requirements for MSP and SRM in January 1974. One staff member began acting as discipline coordinator (prosecutor) part-time at MCIW in mid-1976.
- MMTC developed their own discipline plan in May, 1975, subsequent to the transition from juvenile to adult programming. No full time staff are involved however a prosecutor/coordinator was developed as a part time responsibility and was formalized in the Fall of 1976.

## C. Other Hearings

- Hearing Officers periodically sit as a panel or chair a panel of staff for other fact-finding hearings.
  - The most formal of these are involuntary inmate transfers to prisons in other states or federal prisons (Minnesota Statutes 243.52 Subd. 2).

- Considerable pressure from rights groups or their lawyers have been exerted to formalize other department decision-making with hearing requirements, such as decisions to remove a man from minimum security status in the Minimum Security Unit at MSP.
- Similarly, other classification decision processes have been challenged as essentially punitive and requiring due process.
- Thus far, such decision making has not required formal third party hearings, although the process and procedures have been beefed up to provide more adequate notice, etc.
- Appeals from the Minimum Security Unit transfers at MSP are referred to the senior department hearing officer as appeal source.
- Requests for hearing officer services have been recently received from Willow River Camp.

#### D. Volume of Activity

- Table 1 indicates the number of disciplinary reports processed and probable cause hearings held by year.

TABLE 1 : <u>DUE PROCESS ACTIVITY, BY INSTITUTION AND YEAR</u>				
<u># Disciplinary Report Processed by Year</u>				
<u>Institution</u>	<u>FY 1974</u> (9 mos.)	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u> (3 mos.)
MSP	750	1020	1339	470
SRM	1102	2209	2193	581
MCIW	60 est.	60 est.	60 est.	75-100 est. for full year
MMTC			168 from 6/75 - 10/76	
<u># Hearings Held</u>				
Probable Cause Hearings (METRO)	14	23	52	29

#### E. Expenditures

- Table 2 presents discipline staff and hearing officer expenditures by year. The figures represent salaries, fringe benefits, general supplies and equipment for staff directly involved in discipline hearings, even though in each year this was only part of their total job responsibilities. Not included are costs for overtime for staff witnesses, board members, and security coverage.

TABLE 2: <u>EXPENDITURES BY YEAR</u>				
<u>Institution</u>	<u>Expenditures</u>			
	<u>FY 1974</u> (9 mos.)	<u>FY 75</u>	<u>FY 76</u>	<u>FY 77</u>
MSP Discipline	\$23,000	\$44,525	\$53,473	\$58,191
SRM Discipline	19,600	44,200	52,000	55,120
Hearing Officers	30,290	61,000	80,200	95,800

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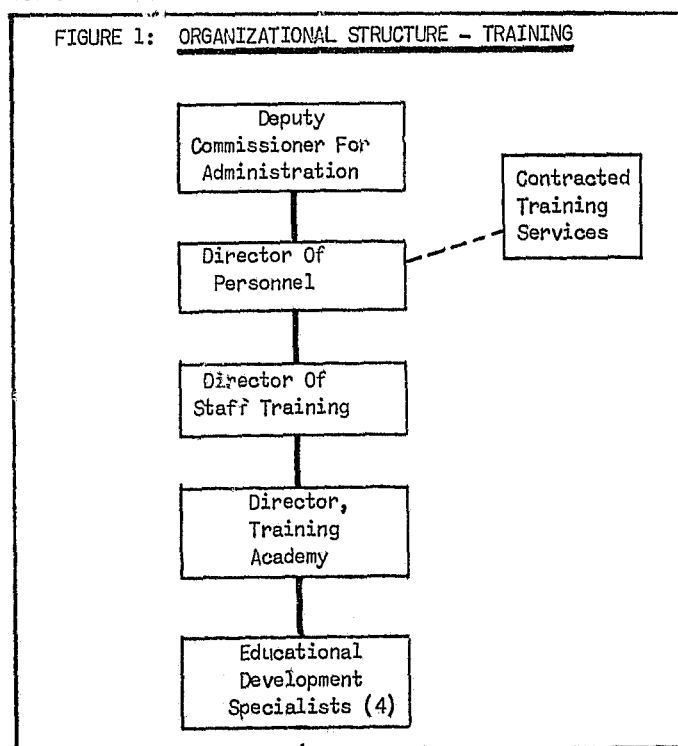
## TRAINING

### A. Introduction

- Recognizing that institutional line staff have a major responsibility in the treatments and control of institutionalized criminal offenders under the jurisdiction of the State of Minnesota, the Department of Corrections has determined that training of new institutional line staff is a major priority.
- In 1971 the Department established the Training Academy, located at the Minnesota Metropolitan Training Center, Lino Lakes, with formal approval and funding by the legislature (M.S. 241.01, Subdivision 2.5).
  - The primary purpose of the Training Academy is to provide a basic education about the criminal justice system, as well as more specific training related to the functions and responsibilities of correctional counselors in adult and juvenile institutions.
  - The responsibilities of correctional counselors in institutional environments are multifaceted, and the Training Academy attempts to provide training in relevant specialized areas, including self-defense techniques, human relations, interpersonal communication, fire fighting, and first aid.
- Although training of institutional staff receives the highest priority, the Department also provides a wide range of in-service training opportunities to its other employees, as well as to staff of local corrections agencies.

### B. Organizational Structure

- Figure 1 indicates the organizational structure for provision of training in the Department of Corrections.



## C. Training Programs

### 1. Training Academy

- The Training Academy was established in 1971 for the purpose of providing a pre-service training program to new institutional staff.
  - Appropriations are granted for: (a) salaries and operating expenses of training staff; (b) payment of trainees at approximately \$600/month; and (c) tuition for trainees for several courses at Lakewood College.
  - During fiscal year 1976, 131 correctional counselor trainees received a total of 23,144 man hours of instruction. It is expected that 120 trainees will participate in 5-6 six week academies scheduled for fiscal year 1977.
  - Approximately 66% of the training effort of the Department is devoted to pre-service academies (see Table 1).

### 2. Training for Other Employees

- Although the highest training priority is institutional staff, a number of other courses and workshops are provided for Central Office and field service staff, as well as for non-departmental employees.
  - In addition, the training budget is used to partially or fully reimburse Department employees for relevant conferences and college and institute course fees.
  - Table 1 lists such activities in detail.
- During fiscal year 1977, approximately eight 6-day sessions of training for experienced caseworkers (80 trainees) will be provided, as well as four 3 day orientation sessions for approximately 120 new staff. Additionally, training will continue to be offered in the following areas:
  - family treatment
  - crisis intervention
  - team building
  - first aid
  - chemical dependency
  - drug identification
- Through cooperation with the standards and enforcement section of the Department, the training unit will provide approximately 20 hours of training to each of 100 jailers in five locations in the state during fiscal year 1977.

TABLE 1: TRAINING ACTIVITIES BY YEAR\*

425

ACTIVITY	# PARTICIPANTS		TOTAL MAN HOURS	
	CY 74	FY 76	CY 74	FY 76
1. Pre-Service Training Academy; Shortened Academy	160	96 35	51,200	20,840
2. Department Orientation	100	96	1,600	2,864
3. Training for Experienced Caseworkers	40	95	1,920	900
4. Working with Groups	28		864	
5. Advanced Supervisors Training	12		576	
6. Middle Management Seminar/Training	35	131	560	2,096
7. Family Crisis Intervention/Treatment	12	86	576	925
8. Team Building & Management of Functional Unit System	20		1,600	
9. Training in Management & Supervision	36	14	2,880	168
10. Goal Setting	48		560	
11. Team Development	16	67	192	316
12. Community Liaison Work	4		48	
13. Cross-Cultural Counseling	12		144	
14. Operation of Secure Medical Unit	13		1,040	
15. Staff Organization & Development	13		195	
16. Organizational Development & Problem Solving	18		288	
17. Leadership & Supervision	25		350	
18. Problem Solving	12		72	
19. Administrative Process Groups	8		112	
20. Supervisory Development Seminar	9		45	
21. Probable Cause & Due Process in Parole Revocation		305		1,830
22. Management By Objectives		35		508
23. Crisis Intervention		212		960
24. Report Writing		50		300
25. Communication Skills		54		496
26. First aid Training		12		96
27. Chemical Dependency: Identification & Treatment		26		156
28. Group Dynamics		24		192

(Continued on following page)

\*Data was unavailable for fiscal year comparisons.

## D.O.C. (Continued)

ACTIVITY	# PARTICIPANTS		TOTAL MAN HOURS	
	CY 74	FY 76	CY 74	FY 76
29. Working with Schizophrenic Clients		12		96
30. Bureau of Criminal Apprehension Academy		177		354
31. Working With Volunteers		28		80
32. Information Regarding DOC		90		160
33. Training in Matrix Release System		50		300
34. Transportation of Inmates		<u>8</u>		<u>320</u>
TOTALS	CY 74	621	64,822	
	FY 76	1,703	36,261	

## ADDITIONAL FY 76 Activities:

Stipend	1
Conference Reimbursement	12
Tuition Reimbursement	<u>106</u>
	119

- The Department's training staff are noted in Table 2.

TABLE 2: DEPARTMENT OF CORRECTIONS TRAINING STAFF		
<u>POSITION</u>	<u># STAFF</u> <u>FY 76</u>	<u>% TIME AS TRAINER</u> <u>FY 76</u>
GROUP SUPERVISOR	1	10-15%
EMPLOYEE DEVELOPMENT SPECIALIST III	1	10-15%
EMPLOYEE DEVELOPMENT SPECIALIST II	4	75%

### 3. Community Corrections Training Center

- The Community Corrections Training Center was a private, non-profit corporation established in 1973 with LEAA and Departmental funds. The purpose of the Center was improvement of the effectiveness of community corrections programs through in-service training and education.
  - The target population was defined as parole and probation staff, and residential/non-residential treatment staff.
- During its first 24 months of operation, the Center used primarily an open enrollment workshop setting, with no charges made to participants.
  - During Fiscal Year 1974- 75, the Center sponsored 23 workshops with 412 participants, 301 (75%) of whom were staff from community-based programs.
- During 1975, changes in funding reduced the ability of the Center to subsidize training for program staff; programs were required to bear the costs of participation, and subsequently limited their levels of involvement.
  - In 1975, the 17 workshops put on by the Center had 243 participants, 72 (30%) of whom were staff of community-based programs. Table 3 lists workshops held by the Training Center.

FY 74

Group Work Training  
Money Management Counselor Training  
Staff Development Workshop  
Role Analysis  
Money Management Workshop  
Transactional Analysis Training  
Group Work Techniques  
Training for Chemical Dependency Counselors  
Life Goal Inventory Workshop (3)

FY 75

Gestalt Therapy Training  
Sex Laws & Offenders  
Sex Education in Corrections?  
Sexuality - Is It Different Today?  
Psychology of the Underdog  
Money Management Workshop (2)  
Group Process Workshop  
Gestalt Therapy Training (5)  
Street Survival Group Leadership Training  
Staff Development Workshop  
Goal Analysis Workshop  
Listening to Non-Verbal Cues  
Street Life & Young Women  
Therapeutic Community Workshop  
Social Group Work  
One to One Counseling  
Interviewing Techniques for Diagnosing Chemical Dependency  
Training in Group

FY 76

A Day with Jessie (T.A. & Synanon)  
Group Process Skills Workshop  
Money Management for Trainers (2)  
Working with Families (2)  
One to One Counseling  
Drug Use & Abuse (2)  
Volunteers as an Asset  
Divorce/Custody Workshop  
Money: Its Use & Abuse  
Family Communications Seminar  
Managing Organizational Change  
Volunteer Seminar  
Group Process Training Skills

FY 77

Making Winners Out of Losers

- As the use of open-enrollment workshops decreased, the Training Center began to focus more on the provision of direct assistance to program staff in program management and development on an individual agency basis. The Center also developed a 160 hour curriculum designed to develop organizational specialists.

#### D. Training Expenditures

##### 1. Department of Corrections

- Training expenditures (Department of Corrections) for Fiscal Years 1975, 1976 and estimated 1977 are noted in Table 4.

TABLE 4 : <u>DOC TRAINING EXPENDITURES</u>			
<u>TRAINING ADMINISTRATION*</u>	<u>FY 75</u>	<u>FY 76</u>	<u>Est. FY 77</u>
Personal Services	\$161,823	\$209,472	\$132,528
Expense/Contract Services	45,471	73,922	35,550
Supplies, Material & Equipment	2,364	3,884	1,900
Grants/Subsidies	2,500	4,000	
TOTAL	\$ 212,158	\$291,158	\$169,978
<u>INSTITUTIONAL TRAINING*</u>			
Personal Services (Trainees)			109,669
Expense/Contract Services			16,586
TOTAL			\$ 126,255
<u>CENTRAL OFFICE TRAINING*</u>			
Expense/Contract Services			6,000
TOTALS	\$212,158	\$291,278	\$ 302,233

(\*Denotes State Appropriation Expenditures)

##### 2. Community Corrections Training Center

- Table 5 indicates the Community Corrections Training Center budget by year.

TABLE 5 : <u>TRAINING CENTER BUDGET</u> <u>BY YEAR AND BY SOURCE OF FUNDS</u>				
<u>Fiscal Year</u>	<u>Total Budget</u>	<u>LEAA</u>	<u>Source of Funds</u>	
			<u>DOC</u>	<u>LAC</u>
1973	\$ 41,553	\$30,753	\$10,800	
1974	103,393	74,996	18,363	\$10,034
1975	98,761	59,257	32,920	6,584
1976	78,335	45,162*	33,192**	

(\*Federal Grant + State Match)  
(\*\*DOC Training Budget)

- As of August 31, 1976, the Center's contract with the Department terminated. A new contract to provide similar services has been developed in the amount of \$75,673 with Correctional Services of Minnesota for the remaining 10 months of FY 1977. A full year's contract in the subsequent year will be approximately \$96,256.

### 3. Other Federal Grants

- In addition to the Community Corrections Training Center, LEAA has funded other special training programs as noted in Table 6.

TABLE 6: GRANT-FUNDED TRAINING PROGRAMS

<u>FY 1974</u>	<u>Total</u>	<u>Source of funds</u>		
<u>In-Service Training</u>	<u>Budget</u>	<u>LEAA</u>	<u>DOC</u>	<u>LAC</u>
FY 74	\$57,775	\$50,959	\$6,816	
FY 75	63,625	57,262	6,363	
FY 66	64,055	38,433	25,622	

PURPOSE - to provide in-service training for all institution correction counselors to complement the present pre-service training. To establish an in-service curriculum within the Institute of Human Development wherein approximately two hundred (200) correctional career staff were given the opportunity for training in correction counselor skills.

#### FY 1976

##### Training Center - Duluth

FY 76	\$15,030	\$ 9,018	\$5,005	\$1,007
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PURPOSE - to fund the Duluth Office of the Training Center for Community Corrections for a one-year period.

#### FY 1976

##### Riot Control & Prevention

	\$82,985	\$74,686	\$8,299
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PURPOSE - the intent of this grant was to provide both riot prevention and riot control training for the staff at SRM. The training was in specific areas such as human relations, sensitivity, de-escalation of tense situations, group control, confrontation, and use of force to control inmates.



E. Future Plans: 1978 - 1981

- Goal: To provide a full range of pre-service and in-service training courses that meet staff needs and are consistent with functional responsibilities and job classifications.

-- Rationale: One essential element in the accomplishment of the Minnesota Department of Corrections Mission Statement is competent job performances by all Departmental personnel. In order to maintain a high level of job performance, staff development and the training of corrections personnel will be a primary goal of the agency.

-- Activities:

- a. Correctional Counselor Academy: 240 hours of pre-service training will be provided to all institutional line staff in the Correctional Counselor Series. It is expected that approximately 100 Correctional Counselor trainees will receive this training each fiscal year given no radical change in the employment force.
  - b. Orientation: 24 hours of pre-service orientation will be required of all Department employees, excluding Correctional Counselors, within 90 days of their appointment as employees.
  - c. Management: Employees identified as management personnel will be required by the State of Minnesota to complete 80 hours of management training. It is a training goal that a minimum of 40 of these hours will be provided by the Department Training Division.
  - d. Supervisory: Employees identified as supervisory personnel will be required by the State of Minnesota to complete 48 hours of supervisory training conducted by the State Department of Personnel. In addition, it is a goal that supervisory personnel will complete 16 hours of supervisory training specific to the Department of Corrections as well as 40 hours of in-service training in job-related areas.
  - e. Professional and Service Personnel: These two job categories have the largest number of Department of Corrections employees. It is the goal to provide a minimum of 40 hours of job-related in-service training to each employee in each of the two categories.
- Table 7 indicates training to be provided in each fiscal year by type of employee.

TABLE 7: PROJECTED ANNUAL TRAINING ACTIVITIES

<u>Job Classification</u>	<u>Number of Participants</u>	<u>Number of Sessions</u>	<u>No. of Training Hours per Session</u>	<u>Total Training Hours</u>
MANAGEMENT	31	4	40	160
SUPERVISORY	165	10	16	160
PROFESSIONAL	348	25	40	1000
SERVICE	714	30	40	1200
CLERICAL	172	10	16	160
OTHER	118	8	16	128
TOTAL	1548	87	168	2808

● Training costs are projected as follows:

<u>YEAR</u>	<u>AMOUNT</u>
1978	\$401,073
1979	406,321
1980 *	426,637
1981 *	447,968

\*Costs for these years are projected at 5% over costs for the previous year.



**END**