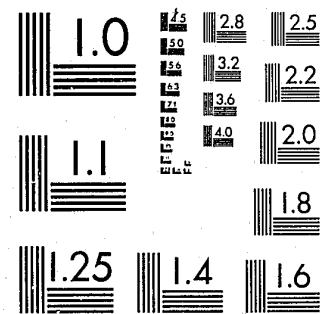


National Criminal Justice Reference Service

**ncjrs**

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART  
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice  
United States Department of Justice  
Washington, D. C. 20531

DATE FILMED

12/28/81

75647

CORRECTIONS 76



# CONTENTS

<b>MISSION STATEMENT</b>	<b>2</b>
<b>DEPARTMENT</b>	<b>8</b>
COMMUNITY CORRECTIONS	12
NEW INSTITUTION DEVELOPMENT	17
SEXUAL ASSAULT PROGRAM	18
INFORMATION SYSTEMS	19
INDUSTRIES PROGRAM	20
INSPECTION PROGRAM	22
CONTRACTING	23
INSTITUTIONS	24
SUPPORT SERVICES	33
<b>PERSONNEL</b>	<b>38</b>
<b>BUDGET</b>	<b>42</b>
<b>FUTURE</b>	<b>44</b>

# 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

## Mission Statement

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.

#### JUVENILE PROGRAMS

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 coer-

#### Mission Statement

cive 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 courts 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 it 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.

#### 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.

#### Mission Statement

#### 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. □

# DEPARTMENT

The Minnesota Department of Corrections, a service and a regulatory agency, has a broad scope of activities. It operates eight state institutions whose Fiscal Year 1976 average daily population approximated 1,900; it is responsible for the provision of parole and probation services to over 5,000 persons; and it provides subsidy funds and technical assistance to local units of government through their participation in the Community Corrections Act of 1973.

The agency is organized into two sections - program and management. This structure, adopted during the fall of 1975 as part of an administrative reorganization, is highly consistent with organizational structures recommended by the National Advisory Commission on Criminal Justice Standards and Goals and Minnesota's Task Force on Criminal Justice Standards and Goals.

The structure was adopted clearly recognizing that no longer are social service professionals the only persons needed in the administration of a corrections agency; rather, while trained and experienced social workers are needed for interaction with offenders, trained and experienced managers are also needed for the efficient administration of such a large agency. Thus, the new divisions were established along agency function lines rather than geographic lines.

The program section of the Department includes direct services to offenders - probation, parole, community programs, the maintenance and operation of institutions, and specialized services such as education. The management section includes all the support service activities - accounting, personnel, grants administration, inspection and enforcement, research and information systems, and the provision of other staff service and management type functions.

## ACTIVITIES OF THE DEPARTMENT

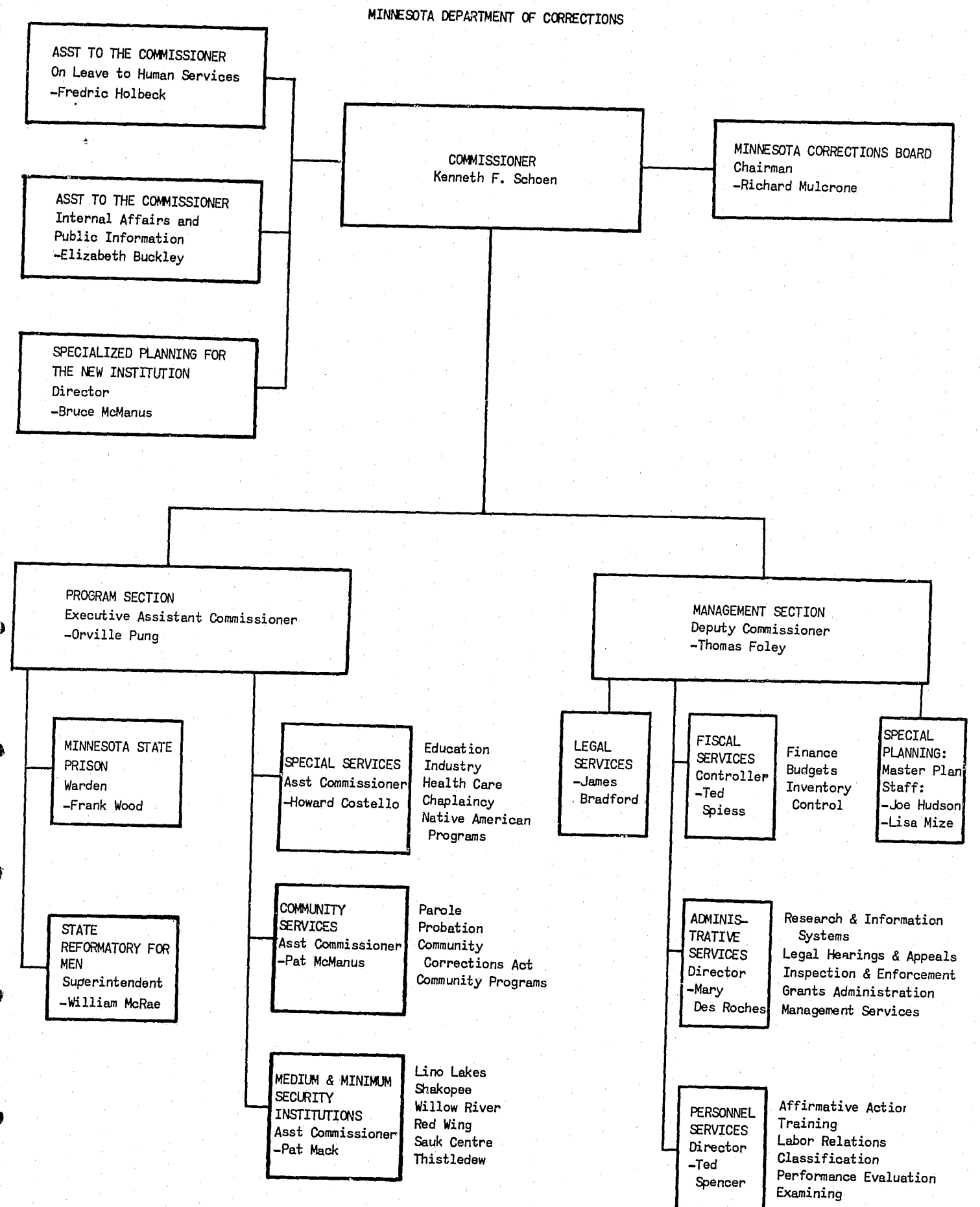
The scope of the Department's activities is extremely broad - ranging from typical institutional tasks of food preparation, plant maintenance

and provision of security; to the development and operation of large scale industry programs; to the establishment of a computerized offender based information system; to management of a statewide program for the victims of sexual assault.

The Department's major activities during Fiscal Year 1976 are a good indication of that breadth. The year was a full one for Minnesota Corrections. The Legislature, after an exhaustive study of the Minnesota State Prison, appropriated funds for the planning of a new maximum security institution. Preliminary designing of this, coupled with the development of a master plan for all correctional activities, was one of the year's major activities. A significant part of this plan, the conversion of the Lino Lakes facility from juvenile to adult medium-minimum security, was begun with combined funding from the Legislature and the Governor's Crime Commission.

Community programming continued to be a high priority of the Department; during Fiscal Year 1976, 12 new counties entered the Community Corrections Act, bringing the total to 18. From July, 1974 to June 30, 1976 research conducted estimated that 82 juveniles and 190 adults who were handled locally would have been sent to state institutions at an annual cost of \$16,000 per juvenile and \$10,000 per adult had the Act not been operational.

Specialized services to institutionalized offenders were expanded by the addition of computerized educational systems at both adult and juvenile institutions, through two Law Enforcement Assistance Administration (LEAA) demonstration projects. The development of private industry programs was continued, with the establishment of a private computer business at the Minnesota State Prison. The Department's commitment to industry programs was expanded with the addition of a full time Industry Director, responsible for managing correctional industry Department wide. This person will be assisted by a six member Industry Advisory Council, a citizen group composed of senior management personnel whose services have been volunteered by major metropolitan industries.



During 1976 the Department took a more critical look at institutional releases. Short term juvenile programs were tested at both institutions, and the revision of juvenile release criteria was begun. A two year research project analyzing criteria used in making decisions on adult paroles became the foundation of the Minnesota Corrections Board's "matrix system," a form of administrative determinate sentencing. The impacts of the revised juvenile and adult systems cannot be adequately measured, however, until they have been operational for a longer period of time.

During 1976, the management activities of the Department began to play an increasingly significant role in overall agency operation. The Department developed its Fiscal Year 1977 budget using the program budget format, and found it a good preparatory exercise for the development of the 1978-79 biennial budget.

The Minnesota Program for Victims of Sexual Assault continued to operate, serving over 2,000 victims, training over 4,000 professionals and providing public education to greater than 30,000 persons.

The management services division of the agency began a series of staff deployment studies by analyzing the staff responsibilities and assignments at the Minnesota State Prison; this resulted in an internal reorganization at that institution.

The Department's information system, the nationally designed Offender Based Statistics and Comprehensive Information System (OBSCIS), was approved by the Department of Administration and developed through phase II. It is anticipated the first priority systems will be operational by the spring of 1977.

The Department, considered a state agency leader in affirmative action, revised its plan in order to insure positive steps were being taken for not only recruitment, but also retention and promotion, of both racial minorities and women.

A detailed study of Department use of overtime was undertaken, and a reporting system developed to monitor all overtime use and rapidly identify and halt potential abuses.

These and other Department activities exist for reasons as varied as the activities themselves. In general, the Department's activities and procedures have been initiated because of one or more of the following: Departmental initiative, state or federal legislation, legislative appropriations, legislative investigation, federal, district or county court orders, state or federal Supreme Court decisions, state or federal correctional standards.

While the statutes creating the Department (241.01) do not lay out the specific reasons for the existence of the Department, they do indicate certain functions the agency is expected to perform: administration, management and operation of institutions, licensing and supervision of local institutions, administration of work release programs, operation of community corrections centers and implementation of the Community Corrections Act, participation in the federal Interstate Compact Act and development of programs for victims of sexual assault.

Recent Departmental legislative appropriations have identified other required programs: master planning and planning for the new institution.

The Department has, in some ways, changed its role as a state agency. In 1959, when the Department was first created, it was totally a direct service agency, providing institutional and parole services to persons committed to the care of the Commissioner of Corrections.

Gradually, its responsibilities have broadened. While direct service continues to be an activity of the agency, the provision of fiscal subsidies and varied technical assistance programs are also becoming priorities.

It is these types of direct and support activities, and the philosophy of the agency, which are reviewed in this report, Minnesota Department of Corrections: 1976, which has been written to provide a detailed analysis of the accomplishments of the agency during the last fiscal year, to highlight its major efforts and to outline proposed future directions. □





# COMMUNITY CORRECTIONS

In 1972, the Minnesota Department of Corrections assembled a committee composed of legislators, judges, legislative staff, representatives from county probation departments, education, county government, and members of other State agencies to attempt to find a systematic, equitable and practical way of addressing increased institution costs, limited local correctional alternatives, overlapping correctional jurisdictions and the lack of correctional service delivery standards.

The end result of over ten months of these meetings was passage of the Community Corrections Act of 1973, with an appropriation of \$1,500,000 for the three pilot county areas of Dodge-Olmsted, Crow Wing-Morrison, and Ramsey.

While other corrections subsidy programs have been tried around the country, none quite parallels Minnesota's. In 1976, the Council of State Governments elected to study Minnesota's Community Corrections Act as one of eight pilot projects. It was the only criminal justice program considered in this national review.

Basically the Act allows the Commissioner of Corrections to make subsidy grants to a county (or counties) electing to provide a wide 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 an 18-20 member Corrections Advisory Board. 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, and lay citizens. The Board is to

be actively involved in the development of a local Comprehensive Corrections Plan for the development and delivery of correctional services and to provide the coordination and cooperation needed to make the expanded community corrections system a reality.

- **Comprehensive Corrections Plan**  
The local Comprehensive Corrections Plan defines correctional needs and identifies the programs and services designed to meet these needs during the course of the funding year. The 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 Subsidy**  
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 percent 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 providing 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.
- **Commitment Costs**  
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, using State facilities only as a last resort.

Participation in the Act is voluntary. County Boards determine if, and when, their county wishes to become involved. Counties may come

under the Act either as single jurisdictions or as multi-county groupings; the law requires that the population base of a participating area be 30,000 or more. If a county elects to participate, each of these steps must be followed: 1) a county must express interest in participation and the Legislature must appropriate funds; 2) a Corrections Advisory Board must be established by the County Board of Commissioners; 3) the Advisory Board must develop a comprehensive corrections plan which the County Board must approve and submit to the Commissioner of Corrections. Once the plan is approved by the Commissioner of Corrections, the monies begin to flow.

In addition to the 3 pilot county areas, there are now 4 new participating county groups: Red Lake-Polk-Norman; Todd-Wadena; Region 3 (Aitkin, Carlton, Cook, Lake, Koochiching and St. Louis); and Anoka. This brings the total to 18 counties.

Hennepin County is scheduled to enter in January 1977. During the 1978-79 biennium, it is anticipated, and the Department has requested a legislative appropriation, that an additional ten new counties will enter the Act.

Programs developed by the counties as a part of their comprehensive plan are extremely diverse, ranging from pre-trial diversion programs, to citizen volunteer programs, to alternative school programs, to jail programming. Each local group of counties utilizes their planning process to analyze their populations, formulate their goals, and design programs to meet their needs. Figure 1 shows the general program areas covered in each plan, and the amount and percentage budgeted by each area in their 1976 plan.

## COMMUNITY CORRECTIONS SCOPE

It is not only in Community Corrections Act counties that correctional programming exists at the local level. In the spirit of the Community Corrections Act of 1973, many local units of government have developed community based correctional programs. The Department of Corrections has actively encouraged such efforts, through the use of financial and technical assistance, and program development support.

It is important to note that community corrections programs are far more inclusive than halfway houses. In a sense, the forerunner of community corrections could be considered coun-

## Community Corrections

ty probation. However, there are basically five types of "non-traditional" community programs which have been developed; each one is designed to suit a specific type of offender or problem, although the programs within each type are frequently different. The discussion which follows will deal with only those programs that the Department operated or subsidized in Fiscal Year 1976. It should not, in any way, be considered as an exhaustive listing of community corrections programs in Minnesota.

### Non-Residential Programs

Programs of this type are usually developed for the less threatening offender, the person who is able to reside at home, but needs "out-patient" treatment and assistance. Two such programs funded by the Department in 1976 are:

- **Women Helping Offenders (WHO)**, a storefront street program in Minneapolis, which was designed to help post-institutional felons. The program, contrary to its name, is staffed by both men and women, and works with men and women. Since 1972, the program has provided assistance to over 1,000 persons. It serves greater than 50% minority clients.
- **The Goodhue and Wabasha Prevention and Diversion Program**, begun in 1972 as a non-residential school program, services juveniles in Red Wing, Pine Island, Kenyon, Zumbrota, and Wamamingo school districts, and offers voluntary group and individual counseling sessions.

### Alternatives to Incarceration

A number of programs have been developed throughout the State to serve as residential placements for persons who would otherwise be institutionalized. Persons usually enter these programs as a condition of their probation, and must meet the program's criteria before they may be released.

These programs include:

- **The Leech Lake Youth Lodge**, developed in 1974, a substitute home environment for hard-to-place Native American boys on the Leech Lake Reservation.



- The Hillcrest House, for juvenile girls, adult women and their children, a regional program for female property offenders who need residential treatment.
- The Northwest Regional Community Treatment Center in Bemidji, an alternative for juveniles with both a short term evaluation and planning phase in the Center (housed on the campus of Bemidji State University), and transfer to a satellite home near the youth's family home.
- A number of PORT (Probation, Offender Rehabilitation and Treatment) type programs have been modeled after the original, PORT of Rochester. Opened in 1969, the Rochester program used a regional approach and volunteer input from the community to begin its residential program for male juveniles and young adults.

Other PORT type programs include:

- PORT of Crow Wing, for 15 male juvenile and young adult offenders.
- Portland House, in Minneapolis, for young urban male felons.
- Nexus, serves the convicted male felon who has never been incarcerated in a State institution. It has a capacity for 18, and is located near downtown Minneapolis.

#### Halfway Houses

For those offenders who are committed to State institutions, the adjustment process required by a return to the "free" community often is a difficult one. Halfway houses are designed to make this reintegration process move more slowly, under intense supervision. Three such houses are directly operated by the Department. They are:

- Project ReEntry, opened in 1973, housed at the Minneapolis Salvation Army headquarters. Offenders on work release status are placed in the program and receive help with employment, financial management, interpersonal relationships and family problems. The program has a capacity for 28.
- Since 1973, Anishinabe Longhouse has served the needs of Native American male felons who are paroled to the community and need residential placement. Located in a renovated fourplex in north Minneapolis, the program has a capacity for 15.

- The Restitution Center at the Minneapolis YMCA is a residential program for adult male property offenders who live at the Center while working to make fiscal or symbolic restitution to the victims. The Center closes in 1977 to expand and decentralize the program which will use a variety of residential settings.

Other programs are operated privately or by local units of government. During 1976, the Department entered into contractual arrangements with the following, to insure adequate bed space for Department clients:

- Alpha House, a long term residential program for hard core, multiple felons.
- 180 Degrees, designed to work with adult male felons who have chemical dependency problems.
- Retreat House in St. Paul, a residence for male parolees and work release clients, serving primarily minority offenders.
- Newgate Programs, including a residence at the University, a 4-9 month residential treatment program for juveniles, a 6-9 month residential program for women and their children, and a vocational program.

#### Jails, Lockups and Detention Centers

The general category, community programs, extends beyond the traditional alternative kind of treatment programs to various locally operated institutions including: 78 county jails and lock-ups, 70 city and village lock-ups, 3 adult corrections centers, 4 juvenile detention centers, and 3 juvenile treatment centers.

Lock-ups are utilized as holding facilities for persons awaiting court disposition or transfer to a county jail; county jails serve a dual role - as holding facilities from time of arrest to disposition and as custodial and/or treatment facilities for persons under sentence.

#### Foster Care/Group Home Programs

In 1965, the Department established a network of State operated foster family group homes. These special homes were needed to deal with the more sophisticated juveniles being released from State institutions. It was felt that an alternative to returning home was necessary for those difficult young people who rebelled against authority. At its peak, the Department operated 12 such homes, with a total of 76 beds.

FIGURE I: AMOUNT AND PERCENT OF FUNDS BUDGETED BY PARTICIPATING COUNTIES FOR THEIR COMMUNITY CORRECTIONS PLAN OF 1976\*

Counties	Support Services (training, evaluation, administration)		Prevention & Diversion		Non-Residential Programs		Residential Programs		Local Institutional Programs		Estimated Use of State Institutions		TOTAL	
	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
Dodge-Olmsted-Fillmore 1/1/76-12/31/76 (12 mo)	98,202	19.8%	15,000	3.0%	188,941	38.1%	83,024	16.7%	69,856	14.2%	40,713	8.2%	495,736	100%
Ramsey 1/1/76-12/31/76 (12 mo)	488,847	17.4%	307,727	10.9%	590,287	21.0%	386,000	13.7%	217,241	7.7%	825,131	29.3%	2,815,233	100%
Crow Wing-Morrison 1/1/76-12/31/76 (12 mo)	78,784	20.8%	19,496	5.4%	82,844	21.9%	113,884	30.1%	11,534	3.0%	71,405	18.8%	377,947	100%
Red Lake-Polk-Norman 1/1/76-12/31/76 (12 mo)	33,113	16.9%			65,572	33.4%			46,139	23.5%	51,000	26.2%	195,824	100%
Todd-Wadena 7/1/76-12/31/76 (6 mo)	26,512	28.5%	1,219	1.3%	22,675	24.4%	29,818	32.1%			12,776	13.7%	93,000	100%
Region 3 7/1/76-12/31/76 (6 mo)	133,511	18.7%	20,000	2.8%	141,600	19.8%	155,210	21.7%			263,750	37.0%	714,071	100%
Anoka 9/1/76-12/31/76 (4 mo)	36,560	10.7%			86,360	25.4%	26,664	7.9%	156,970	46.2%	33,331	9.8%	339,885	100%
TOTAL	895,529	17.8%	363,442	7.2%	1,178,279	23.4%	794,600	15.8%	501,740	10.0%	1,298,106	25.8%	5,031,696	

\*Source: 1976 Plans, as submitted to the Minnesota Department of Corrections

In 1969, legislation was passed allowing the County Juvenile Courts to establish and operate group homes. The Department sets standards for these homes, and is authorized to pay 50% of the cost of care for each child. Counties under the Community Corrections Act must fund their group homes from the CCA subsidy or from other sources.

County operated group homes are generally used as alternatives to incarceration, reducing the institution commitment rate for juveniles. Presently there are 30 county operated group homes receiving reimbursement; they are located in 17 counties. As the Community Corrections Act becomes implemented there will be a substantial decline in the need for this as a Department budget item.

#### PROBATION AND PAROLE SERVICES

Although the basic responsibility for probation and parole services rests within the Community Services Division of the Department, these services are provided in a variety of ways. Hennepin, Ramsey, and St. Louis counties have developed their own systems for both juvenile and adult probation services. Parole services in these three large counties have traditionally been provided by the State. In the 84 Non-Metro counties, juvenile probation and parole services are provided by either County Probation Officers or by State Agents under contract to the county. In both instances the State reimburses the counties for up to 50% of the salaries of probation officers and agents. Adult probation and parole services in the Non-Metro areas are provided by State Agents. However, as counties go under the Community Corrections Act, one of the requirements is that they will assume the level of probation and parole services previously provided by the State. Consequently, the 18 counties currently under the Community Correc-

tions Act are providing all probation and parole services by using county personnel.

The Community Services Division of the Department is divided into three regions - East, West and Metropolitan. The Metropolitan Region of parole and probation has a staff of about 35 adult agents serving Hennepin, Scott, Carver and Wright counties in 6 neighborhood offices. In addition to serving probation, parole and interstate cases, there are specialized units working with drug addicts, work releases and halfway house residents. About 2,200 adult offenders are served by this staff on a regular basis.

During the past biennium three special Metro area programs have received national recognition. They are: the Restitution Center, Re-Entry/Work Release, and a special program for Indians, Anishinabe Longhouse, all located in Hennepin County and all operated directly by the Department.

Non-Metro probation and parole agents and offices are much more generalized in their services. Supervised by District Offices in Stillwater, Rochester, Mankato, Duluth, Willmar, Detroit Lakes, Bemidji, and St. Cloud, state and county non-metro agents supervise a monthly average of close to 6,000 persons on probation and parole. These agents also provide investigatory services for the Courts and the Minnesota Corrections Board and work closely with group homes and residential facilities in their area. Although they do not have as broad an array of community resources to turn to for assistance as does the Metro Area, there does seem to be a definite trend toward more wide-spread acceptance of the community based philosophy of corrections. As evidence of this, a number of communities are establishing diversion programs and programs which will provide more alternatives in making Court dispositions.□

finalize schematic plans and detailed cost estimates that will, with the operational program plan, be presented to the 1977 Legislature.

If the Legislature appropriates funds during 1977 for the further development of these plans, it is anticipated that the institution will be fully planned, constructed and ready for a gradual phase in of its 400 inmates by 1980.□

Since the early 1970s the State Legislature and the Department of Corrections have taken a careful look at Minnesota's needs for correctional institutions. Two major studies, the Connor's Select Committee report of December, 1974, and the O'Connell Task Force on Correctional Institutions report of February, 1976, both addressed total Department institutional needs.

Each study identified the existing Minnesota State Prison as an architecturally antiquated building, a "fortress prison," not well designed for the type of offenders presently housed there or the unit type of programming considered by most professionals to be one form of progressive penology.

In 1975, the Legislature appropriated monies to be used for a preliminary architectural plan for a new institution; in 1976, they added additional funds for preliminary planning, working drawings and program plans for the replacement high security institution.

The Department, to comply with the Legislature's intent, began the planning for this high security institution during 1976. This was done with close attention paid to the guidelines and standards of the National Clearinghouse for Criminal Justice Planning & Architecture, the American Bar Association and the American Corrections Association.

The Department utilized seventeen consultant task forces, composed mainly of Department professionals, to develop a preliminary operational program. A voluntary Advisory Committee, composed of top level national and local criminal justice experts appointed by the Commissioner, reviewed their program in October and again in late fall.

Utilizing input from these two groups, the Department will finalize an operational program for the new institution, designed to house 400 high security inmates safely, humanely, efficiently and economically, in an architecturally flexible setting.

Responsibility for the architectural design of the facility is shared by members of an architectural team, including Winsor Faricy Architects of St. Paul, the project managers; Gruzen & Partners of New York, the program and design elements; and Kirkham Michael & Associates of Omaha, the engineers. Selected for the project by the State's Architect Review Board, this team will



NEW  
INSTITUTION  
DEVELOPMENT



# PROGRAM FOR VICTIMS OF SEXUAL ASSAULT

Sexual assault is a humiliating, often terrifying and brutal crime. It is a violent crime, which is primarily an aggressive rather than a sexual act. It includes rape, child sex abuse, incest and any other sexual activity into which a person is forced without his/her consent.

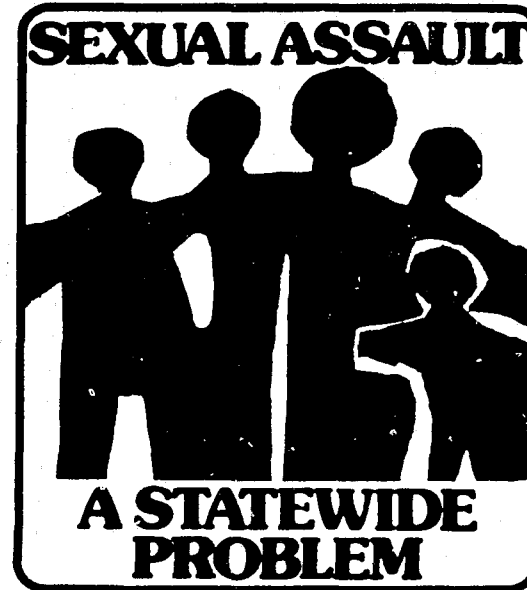
The increase in the amount of reported sexual assaults during the past decade has been staggering. FBI statistics for rape show close to a 600% increase from 1960 to 1975.

The increase is predominantly in urban areas. Using these statistics, Minnesota criminal justice agencies estimate that, in the city of Minneapolis, one woman in 1,000 reports being raped annually. It is estimated that the actual number of forcible rapes that occur is somewhere between 3½ to 20 times the number reported to the police. The reporting rate for child sex abuse, same sex assault and incest is probably even lower.

In Minnesota, the recognition of the serious nature of this crime led to a 1974 legislative mandate requiring the Commissioner of Corrections to develop a community based Statewide program to aid victims of sexual assault.

To assist him, the Commissioner appointed a citizen task force of representatives from law enforcement, medical, legal and social service areas. This group designed a program and sought and secured funds to operate it in August, 1975 from the Minnesota Governor's Crime Commission.

The Statewide program operates with a Citizen Advisory Board and three staff; it has established large pilot programs in Hennepin and Ramsey counties, and smaller programs are being developed locally in Olmsted, Crow Wing, Blue Earth, Chisago, Clay, Dakota, Itasca, and St. Louis counties. The Statewide program has as its primary aim the delivery of comprehensive services to sexual assault victims through a coordinated Statewide network.



To date, the program has provided direct victim assistance to over 2,000 persons; has trained close to 4,000 professionals and volunteers working directly with victims and has greatly expanded public knowledge and understanding of the problems of sexual assault by: 1) presenting community education programs to close to 30,000 participants, 2) distributing an informative brochure to close to 15,000 agencies, organizations and individuals, and 3) developing, for public use, a 20 minute slide-tape presentation entitled "A Crime of Violence," which won the Gold Plaque Award at the 12th Annual Chicago International Film Festival.

Additionally, one of the major goals of the program is to facilitate interdisciplinary coordination. Planning meetings have been held in many areas of the State with medical, law enforcement, legal and social service personnel, in which these groups cooperatively identified local needs and planned local services, using existing resources, for sexual assault victims. The program sponsored a Statewide conference for 300 persons in the Fall of 1976 to increase awareness of the problems facing victims, to facilitate interdisciplinary coordination of persons working with victims, and to provide specific training in specialized areas. The program has also produced a training manual, available to all persons working with victims, which outlines suggested procedures for law enforcement, medical, legal and social service professionals.

The Statewide program acts as a Statewide clearinghouse on programs, materials, services and resources for and about victims of sexual assault. It will provide any agency, group or individual within Minnesota assistance with programs for victims, workshops or general information about the problem of sexual assault. □

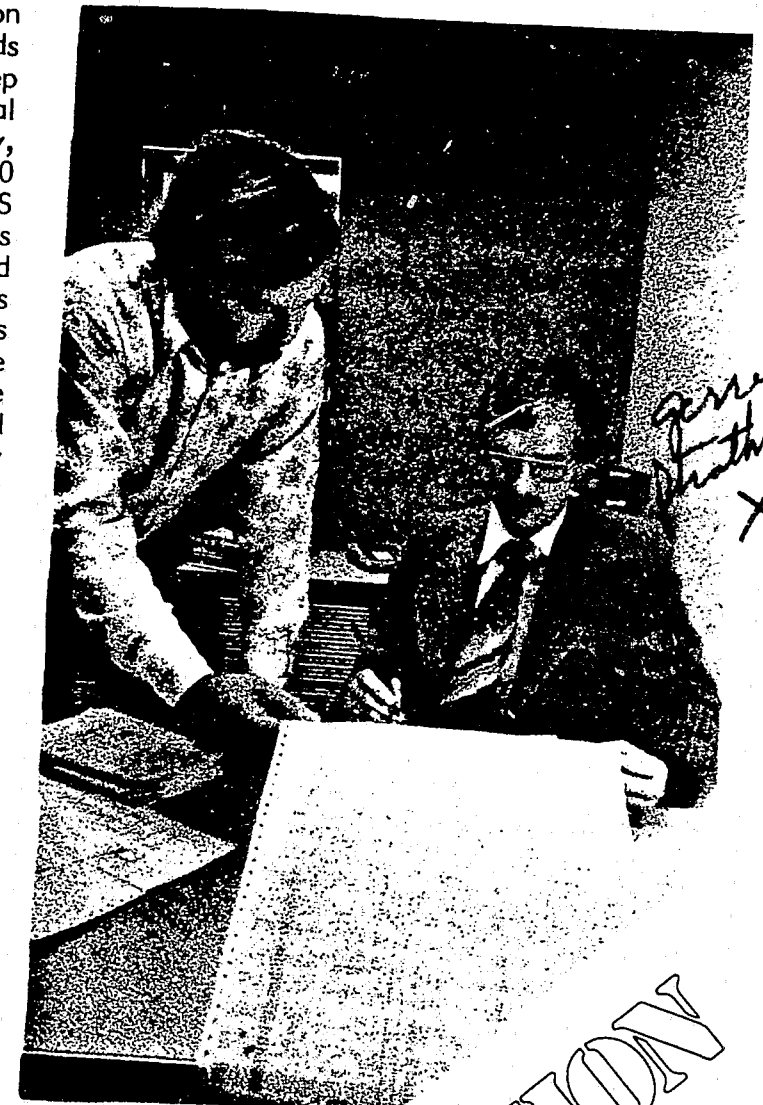
As State and Federal officials increased their demands for correctional data about institution populations, institutional activities and population projects, the Department of Corrections became increasingly aware that its existing data system, established in the early 1960s, was inadequate, ineffective and highly cost inefficient.

The resolution of this problem was to begin development of a comprehensive information system, with retrieval based on the actual needs of Department managers. In an effort to keep state expenditures as low as possible, federal funds were sought to begin the system. In July, 1974, the Department was awarded a \$50,000 LEAA grant to develop Minnesota's OBSCIS network. A second \$250,000 LEAA grant was awarded in September, 1976. It is anticipated that Minnesota's continuing obligation for this program will approximate \$300,000 per year, less than seven-tenths of one percent (00.7%) of the Corrections Department's total budget. The project is estimated to produce an anticipated cost saving of \$312,000 per year, essentially negating the increased costs and markedly improving the output.

The OBSCIS system is designed to use automation to replace, enhance and expand data gathering and reporting systems now being used. The intended impacts of OBSCIS include: 1) improvement in the quality of information by expanding the type and quantity of reports presently available; and 2) more timely, accurate, complete and valid reports.

During Fiscal Year 1976, several special studies, including the analysis of the impact of determinate sentencing, problems of and programs for violent offenders, minimum security outcome follow-up, and evaluation of prison industries were conducted. They consumed almost 9,000 man hours of research personnel time, plus an unknown amount of time expended by program and records personnel. The planned OBSCIS system should reduce efforts needed to respond to such requests by up to two-thirds; this will allow for expansion of data collection responsibilities into the needed areas of records management, jail inspection and enforcement, health care, parole review, and inmate classification and diagnosis.

Phase I of the OBSCIS system, which defined the Department's data needs, assessed current information systems and laid out a concept design, was approved during September 1976; phase II, which created the systems design, was completed during November 1976. It is expected the complete system will be operational within two years, with the first subsystem ready as early as the summer of 1977. □



# INFORMATION SYSTEMS

# INDUSTRIES PROGRAM



Historically, correctional institutions developed their industry and labor programs to serve the institutions' immediate needs. The purpose was to provide productive labor for the inmates, who were often treated as a captive labor force, available to serve state interests with little or no compensation. If vocational training occurred, that was a by-product.

Today, industry programs are geared to provide inmates with valuable work experience and training that will be useful in gaining employment upon release.

The Department has developed an Industry Mission Statement which summarizes what it believes the place of work is in the correctional institution. This can be summarized as follows:

- 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.

- Another objective of prison work programs is to help prepare the offender to reenter 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 his productivity and should allow the offender to maintain as many normal citizen related functions and obligations as possible.

- Since a primary purpose of the correctional institution is to return to society a self-supporting and well adjusted individual, 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. As well, offender workers being paid competitive wages should automatically pay taxes and retirement insurance from the wages. Custody or security

is demanded by society and, since it is not a normal outside expense, should not be charged to the offender worker.

- 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.

During 1976, the Department of Corrections invited private industry management personnel to establish a task force and investigate the industry programs at the major correctional institutions, in order to determine what managerial and administrative resources were necessary to bring our industry program into line with our industry mission.

A team of top level managers from Control Data Corporation spent close to twelve months investigating the Department's industries and comparing them to private industry. Their report outlined the managerial and administrative resources necessary to implement the Department's Industry Mission Statement:

- A number of conditions were discovered that did not lend to a competitive and efficient work program. The work days were very short, there were competing demands on worker time, lockup caused long work stoppages, low pay, little research and development of new products, problems in procedures for procuring raw materials, factory layout was inefficient, and financial controls were lacking.
- The task force generally recommended that the prison farm machinery line should continue with modifications and diversification to stabilize markets; the printing programs at the major institution be consolidated at the Minnesota Metropolitan Training Center at Lino Lakes (MMTC); the cordage at the Minnesota State Prison at Stillwater (MSP) be studied for improvement or discontinuance; the license plate factory at the State Reformatory for Men at St. Cloud (SRM) be redesigned and rearranged; and that we upgrade or eliminate a number of secondary industries at the various institutions.
- The task force recommended that an overall charter or mission for industries be established which would identify length of work day, worker classification, worker privileges and incentives for better production. Along these same lines, they recommended that procurement be decentralized to the industry level,

## Industries Program

the forecasting or product requirements be formalized; the cost accounting system be formalized and centralized; and that constant review procedures for industries be developed. It was further recommended that the various industry operations be placed under the supervision of one industry director and that an advisory group made up of a wide variety of expertise be set up to provide assistance to the director.

Since their study, a number of the recommendations, including the consolidation of printing at MMTC, further study of other industries, a review process, a centralized industry coordinator and an advisory group, have been implemented.

Also during 1976, the Department's four adult institutions operated nineteen (19) industries, both prison and private, employing over 600 inmates.

Future industry plans include:

- Minnesota State Prison - Diversification of farm machinery line or development of related product; phase out of cordage as replacement work opportunities are developed; further development of model shops.
- State Reformatory for Men - A separation of vocational programs and industry work rather than the present mix. This will allow trained offenders to apply their skill in a truly competitive work experience. Plans to introduce private industry or "free venture" model shops to serve as a pace setter for institutional work programs.
- Minnesota Metropolitan Training Center - Provision of up to 110 full time work stations when MMTC becomes a medium institution in fall, 1977. All jobs will pay the minimum federal wage or above and operate on a full 8 hour work day. The entire work program will require a charge back for a portion of the cost of incarceration.
- Minnesota Correctional Institution for Women - To provide 25 full time work stations meeting the new mission statement criteria by late 1977 or early 1978.
- New Prison - Provide 100-130 full time employees in "light" industry work. Follow guidelines of mission statement. One industry under consideration is a laundry-garment factory drycleaning operation in service to the State of Minnesota. □



# INSPECTION PROGRAM

Since the establishment of the Minnesota Department of Corrections in 1959, the activities and responsibilities of the Department in the area of inspection have been substantially increased. This unit, which has the responsibility for ensuring that standards for all local adult and juvenile detention facilities are maintained, also provides consultative services to local agencies relative to the appropriate relationships between community needs and facility design. The unit makes every effort to contribute to the upgrading of the design and program capabilities of community based facilities and serves as a clearinghouse on architectural plans for correctional facilities at the local level.

The bulk of statutory authority for the activities of this unit is found in Minnesota Statutes, Chapters 641 and 642. The most severe action of this unit is the recommendation for condemnation; since 1973, this unit has recommended, and the Commissioner has condemned, two facilities.

In 1976, the authorities of this unit were considerably broadened. The new statute, Senate File 551, Chapter 229, requires the following:

- The Commissioner of Corrections shall inspect all correction facilities in Minnesota, private or public, that are used to confine or detain persons; except those facilities that are inspected or licensed by other state regulatory agencies;
- The Commissioner shall by January 1, 1976 promulgate standards for those facilities which will be operational on June 5, 1977. These standards should address the management and operation of the facility, and the security, health, treatment and discipline of persons detained or confined in the facility.
- The establishment of a citizen advisory task force to assist in the development of standards for jails and lockups.

Recognizing there had been varying interpretations of the new statute, the Department has sought, but not yet received, an opinion from the Attorney General's Office to clarify what types of facilities the statute is meant to include. At present, the Department's responsibilities relate to inspection of holding facilities, lock-up facilities,

jails, adult and juvenile detention facilities, adult corrections centers, and juvenile treatment facilities. It is possible that this new law could expand that authority to include the inspection of all State, county and municipal correctional facilities including group homes and halfway houses.

In its role as an inspector of local facilities prior to the new statute, the Department's inspection unit had developed a compliance rating to be used in the inspection of local correctional facilities. Calculated on the percentage of adherences in each category such as administration, records, resident welfare, security, program, plant and construction, plant maintenance and food services, the rating contains 73 separate items that are rated as meeting standards, below standards or non applicable on the inspection form.

Some similar type rating, based on the new standards, can be expected to be developed as per the new statutes during 1977. Other future goals of the Department related to inspection include:

- Cooperatively with the Minnesota Governor's Crime Commission, to provide the citizens of Minnesota an analysis of the existing conditions of correctional facilities in the state including: the volume of usage, of facilities; the types of usage of these facilities, (i.e., juveniles, adults, male, female, presentence, post sentence, federal prisoners); the logistics of usage, (i.e., miles traveled when other county's facility is used); the level of capabilities of facilities as they currently exist, and the level that is required to meet the existing needs; and the numbers and capacities of facilities that exist for the differing classifications of usage.
- To promulgate standards in accordance with National recommendations for each category of correctional facilities; to disseminate these standards to all persons directly responsible for the facilities' management, funding, and operation.
- To participate in the development of a training program designed to enhance the capabilities of staff operating these facilities.
- 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. □

During the past biennium, the Department of Corrections has vastly increased the utilization of contracts as a means of accomplishing its objectives. The Mission Statement describes the desirability of the purchase of service concept; state statutes both allow the Department to do this and allow other units of government to purchase services from the Department.

Following a critical examination of food preparation at the Stillwater State Prison, the decision was made to contract the entire program out to a private agency. Inmates continue to be involved in the food preparation but are now employees of the agency rather than the State, earning a minimum wage and paying taxes. Inmates like it, the quality of food is considered superior and cost control has improved.

After a thorough examination of the industry program and the desire to beef up these operations, the Department sought to hire an Industry Director. Acknowledging that the successful private corporation would have the kind of talent that is required for this job, agreement was reached with Control Data Corporation for one of its senior staff members to be "loaned" to the Department for two years. While the agency pays the bulk of his salary, the Corporation contributes a portion of it and all the fringe benefits.

The preparation of presentence investigations (background reports prepared for the court by agents) is an expensive, time consuming, but necessary, function. During this biennium, the Department has entered into contracts with non-state employees to prepare these reports. Lower costs and improved quality have made this a particularly successful arrangement. Agents, free of this paperwork, are now able to focus on their primary responsibilities.

The probation concept originally had its beginning using the volunteer probation officer. The Department's contract with AMICUS, a volunteer agency well known in Minnesota for its work with offenders, provides this type of supervision to a number of Corrections' parolees. AMICUS recruits, trains and supervises volunteers in this role.

The largest single contractual program is the operation of Thistledeew Camp. Since July 1, 1975, this program has operated by contracting with other groups for services. Agencies such as counties, schools, youth serving programs - or even individual families may enroll young boys in the Thistledeew Challenge Program; they are then

charged per diem rates. Counties are eligible to receive federal reimbursement for part of these costs through Title XX of the Social Security Act.

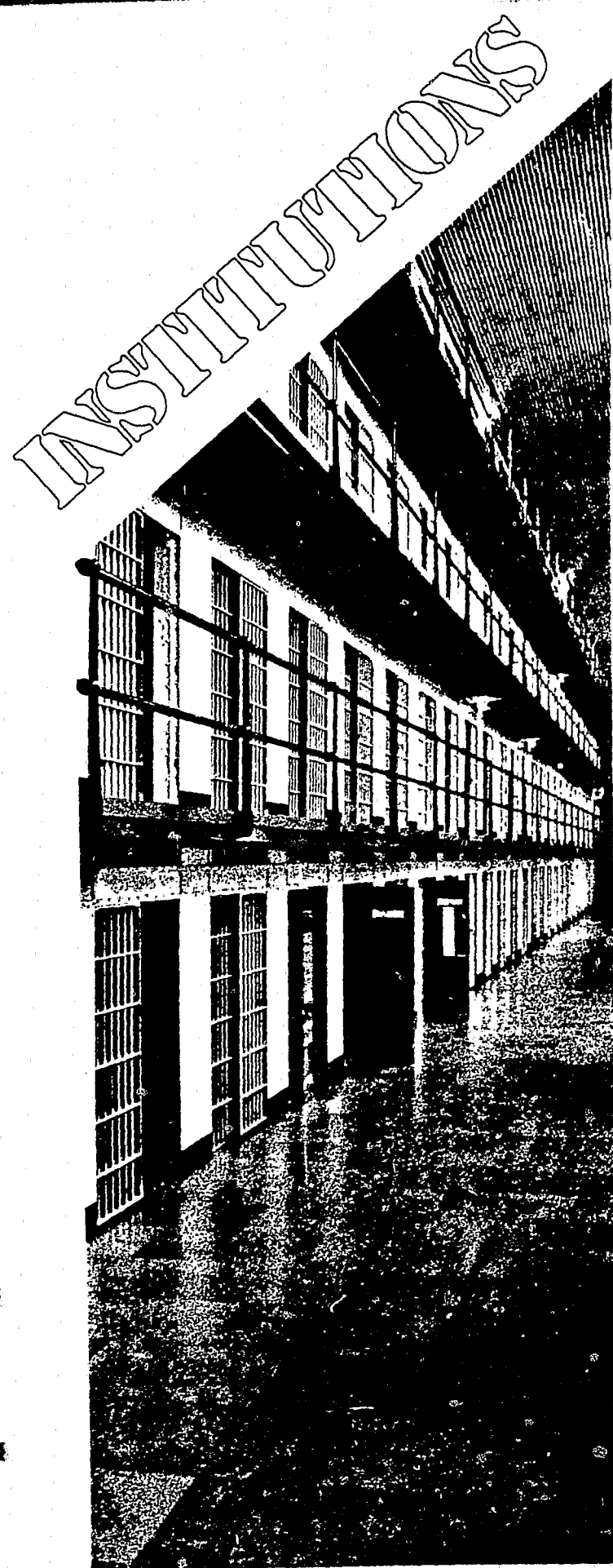
The Department has another juvenile contractual program, with Anoka County, at MMTC. Here, the Department runs a juvenile program for Anoka County juveniles; this arrangement allows Anoka County to utilize state facilities but still retain local control, and keep juveniles close to their home.

The contract with Ramsey Hospital for the operation of a 15 bed secure medical unit allows the Department to have a quality health care program and have adequate security, without exorbitant costs. This program has received national attention as a correctional model. Costs for its operation are substantially less than they were previously, when the Department placed inmates in various hospitals and needed one-to-one security coverage, 24 hours per day.

Additionally, the Department has entered into contracts with a number of small, non-profit corporations who operate residential and outpatient community programs for non-institutionalized offenders. Past history has demonstrated that such programs may be able to operate their activities less expensively than the Department would be able to; in addition, they can provide service to other groups - cities, counties, etc. - and thus have better assurances of population control than would a single operator.

Each contractual arrangement must clearly demonstrate cost savings and/or increased efficiency. The Department feels strongly that resources - both private and public - need not be duplicated. When it is beneficial for others to purchase Department services, or when it is beneficial for the Department to purchase other services, contracting is a viable technique.

# CONTRACTING



The Department of Corrections is responsible for the management and operation of eight institutions - three juvenile and five adult. During Fiscal Year 1976, a major portion of the agency's resources was required for the efficient operation of these institutions - approximately 78% of the agency's staff worked at these institutions, and roughly 65% of its budget was spent on institutions.

The correctional institutions exist to provide the most severe sanctions and control to committed adult felons and juvenile delinquents. Each institution serves a dual purpose -- it provides for the protection of the public, by incapacitation and deterrence of the offender; and it plans and provides academic, vocational, industrial and rehabilitative services to its inmates.

The Department is committed towards reduced use of state institutions for the non-dangerous offender; but it also recognizes that there are criminals who must be removed from the community. Its goal is to operate institutions for these offenders efficiently, safely, justly, and humanely, and to develop and operate programs that will give inmates improved skills for life in the free community. Priority is placed on maintaining a safe environment for inmates and staff, within the constraints imposed by architectural design, staff limits, and the levels of dangerousness and volatility of the inmate population.

#### 1976: INSTITUTIONAL OVERVIEW

The year was a fairly quiet one for Minnesota correctional institutions. There were no homicides in the Department's high security institutions and only one escape. At the conclusion of the legislative investigation at the Minnesota State Prison, Department administrators outlined steps they would take towards implementing the Committee's suggestions. A number of recommendations were acted on; many needing appropriations were included in the agency's 1978-79 biennial budget request.

Centralization of specialized programs - education, industries and health care continued. A major effort towards modernization of education was undertaken, with the addition of computer terminals into four of the institutions.

#### INMATE PROFILES

The population housed in Minnesota adult correctional institutions is sentenced to the care of the Commissioner of Corrections by the court and is released by the Minnesota Corrections Board.

FIGURE II

### ADMISSIONS AND RELEASES—ADULT INSTITUTIONS

1970-1976

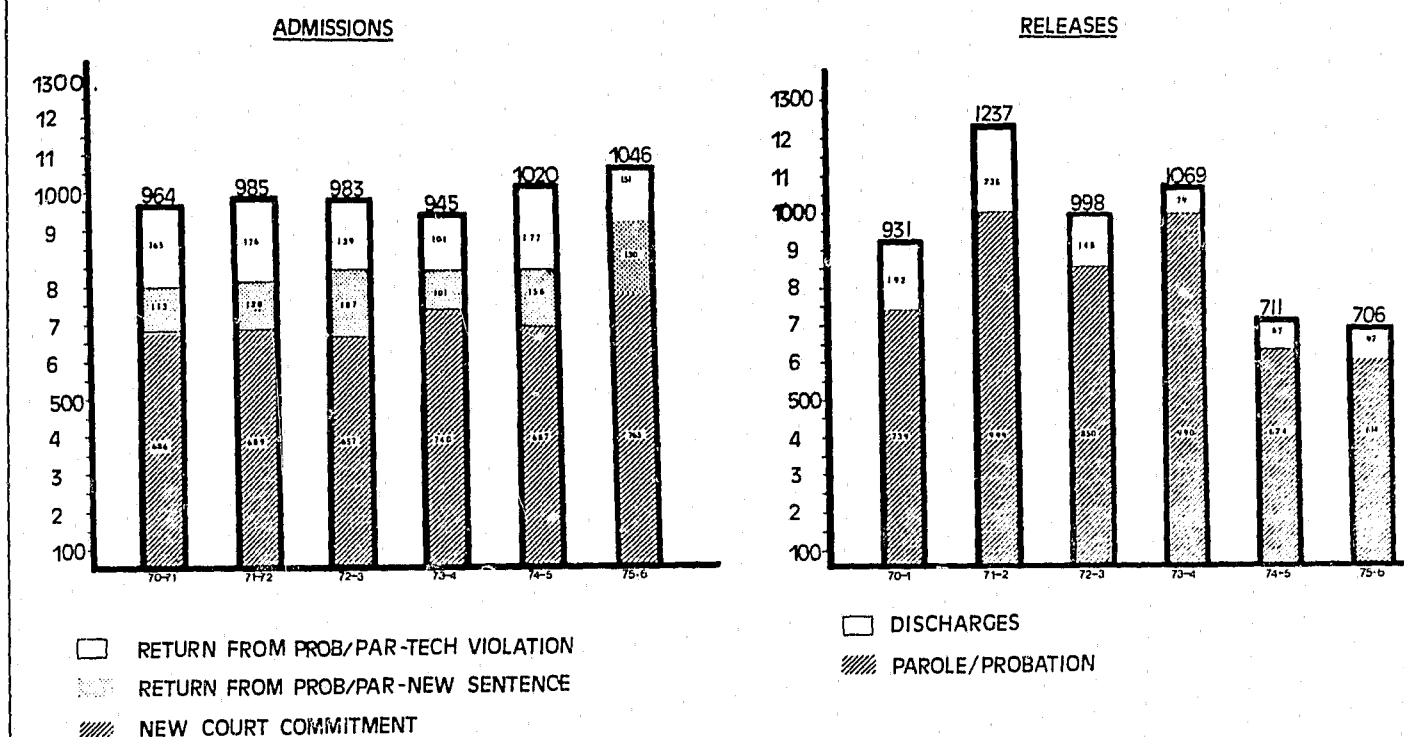
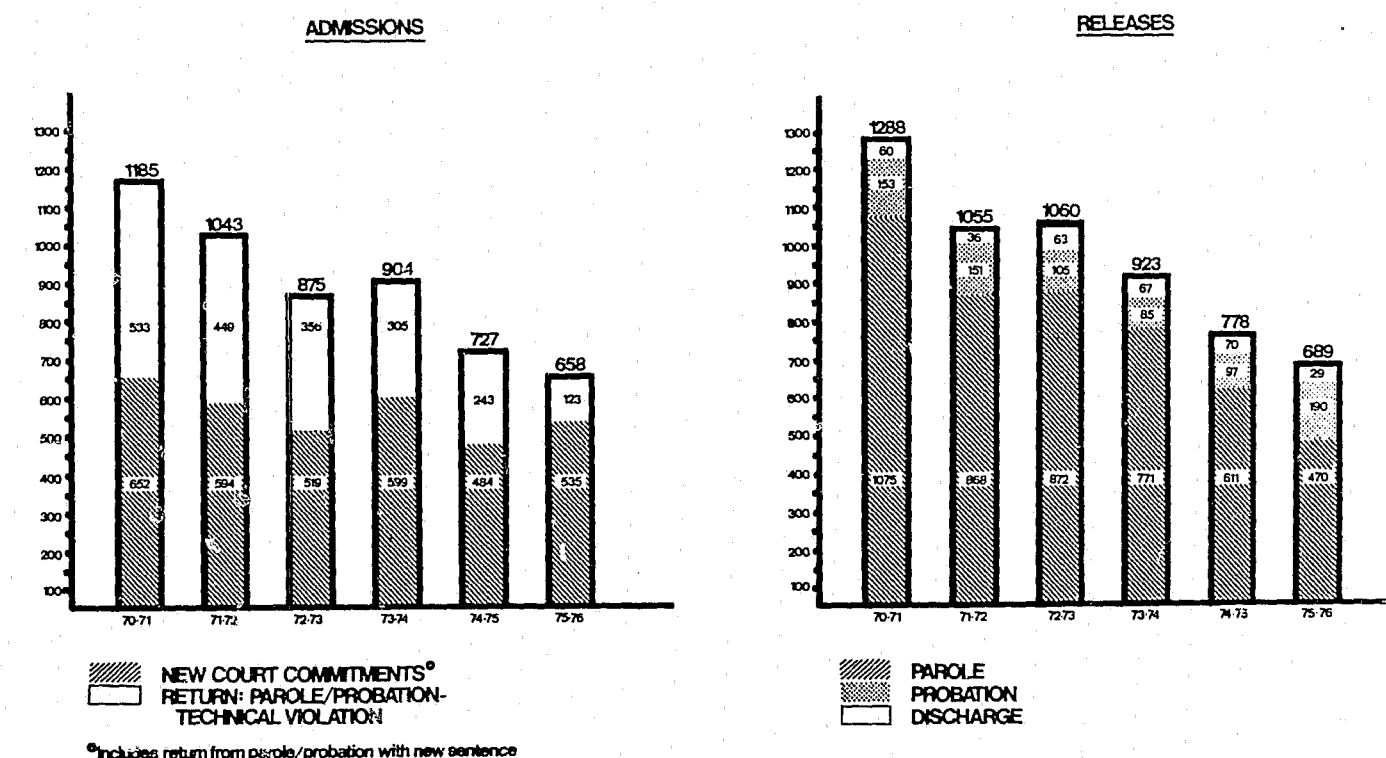


FIGURE III

### ADMISSIONS AND RELEASES—JUVENILE INSTITUTIONS

1970-1976



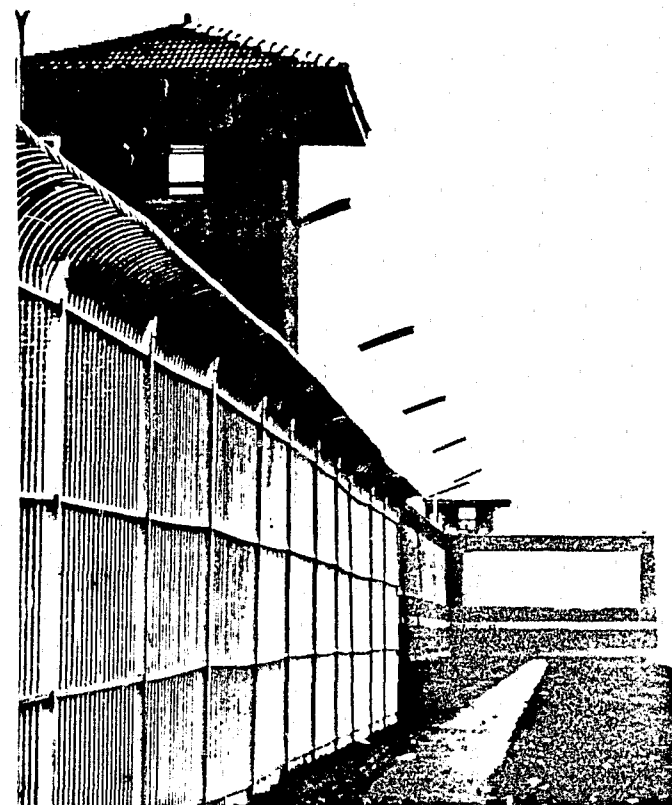


Since 1974, adult inmate populations have increased, reversing the anticipated trend of continued decrease. Figure II points out clearly why this is occurring; most simply put, institution populations increase when admissions exceed releases and decrease when the releases exceed admissions. There was a slight increase in admissions during 1976, but the primary factor increasing the adult inmate population was the substantial decrease in releases. And while the actual number of new court commitments increased slightly, the actual rate of commitment (that is, the percent of persons found guilty by the court and sentenced to an institution) has decreased.

The profile of adult inmates incarcerated in Fiscal Year 1976 substantially parallels prior years - roughly half of the adult inmates have been convicted of a crime against person, slightly more than 75% of adult new court commitments are under 30, and 25% are members of a racial minority. (For comparative purposes, the population of the state is 98.2% white, .9% black, .6% Native American, and .3% other.) During Fiscal Year 1976, the decline of commitments from the state's metropolitan areas continued, as did the increase in rural and second ring suburban commitments.

Juvenile institution populations, on the other hand, have continued to decrease. During Fiscal Year 1976, all state committed juveniles were phased out of Lino Lakes; this caused no population increases at the other two institutions that couldn't be handled. From Fiscal Year 1971 to Fiscal Year 1976, juvenile institution admissions have decreased 44%; juvenile releases from institutions have, during that same period of time, decreased over 47%. Figure III clearly describes those trends.

The profile of juveniles, adjudicated delinquent and sent to the state, is somewhat different. Less than 15% of the juveniles were convicted of a crime against person, about half were convicted for property offenses and close to one-fifth were sentenced as "status offenders," for committing acts that would not be considered criminal had they been committed by an adult. During Fiscal Year 1976, the average juvenile age of commitment was 15.6. More than 15% of the juvenile boys and close to 25% of the juvenile girls committed to state correctional institutions were members of a racial minority. The decline of commitments from Ramsey County continued; commitments from Hennepin, St. Louis and metropolitan suburbs remained stable and there was a slight increase in rural commitments.



MINNESOTA STATE PRISON

Warden: Frank W. Wood  
 Year Opened: 1914  
 Capacity: 1,075  
 Average Population: 853  
 Staff Size: 350 State Support  
 78 Industry Support

This maximum security institution located at Stillwater houses adult male felons from age 21 and up. The Prison was initially built for a capacity of 1,200 beds. At present the capacity is 1,075. The average population for the Fiscal Year of 1976 was 853. On June 30, 1976, the population at the institution proper was 983.

During Fiscal Year 1976 a total of 813 new admissions were received, processed, oriented and assigned to living quarters at the Prison; 566 inmates were released.

The Prison was built in 1913 at which time it was considered to be one of the nation's best designed penitentiaries. Since that time, philosophies and practices in penology have changed radically. Prison architecture, security, programming and management have brought about changes and new demands on the system. The physical plant, however, remains essentially in the same form as when the institution was built.

During Fiscal Year 1976, several major developments occurred at the Prison. These include:

- A staff training division was added to the warden's cabinet; 785 hours of training were offered in subjects as diverse as sensitivity training, self-defense, first aid and fire fighting.
- Vocational training continued to be a high priority. During Fiscal Year 1976, vocational offerings included small engine repair, electric arc welding, computer workshop, office machine repair, machinist apprenticeship, drafting and Pro Shop. The title "Pro Shop" describes a course available to eligible students who have a desire to enter the timeless craft of leather work. Each letter of Pro Shop represents an area of vocational training.

P - Prosthetic work  
 R - Recreation equipment  
 O - Orthopedic  
 S - Shoe repair  
 H - Harness and tack  
 O - Opportunities of business  
 P - Personal goods and leather tailoring

- Inmates developed an educational program, designed to provide post high school educational opportunities, called "Insight."
- The Stillwater Data Processing Program, a private industry operation which provides custom program development, software development and computer alterations, became operational. The program presently employs 5 inmates; future goals are to employ up to 18.
- A new industry plan was instituted; designed to be as close as possible an approximation of the "real world," the plan notifies inmates of job openings. They are expected to make application for jobs which interest them, and, once working, are subject to the same hire-fire policies of the free labor market.
- Prison administration and top Corrections Department administrative staff reviewed the joint House-Senate Prison Investigation Report, and incorporated a number of the committee's recommendations into its Fiscal Year 1978-79 biennial budget request.
- Planning for a new maximum security institution, in Stillwater, to replace the existing prison, was initiated.



photo by Phil Jorgensen

STATE REFORMATORY FOR MEN

Superintendent: William F. McRae  
 Year Opened: 1889  
 Capacity: 620  
 Average Population: 550  
 Staff Size: 294

This maximum security institution located in St. Cloud serves the younger male felons committed to the Department. The average age of the approximately 550 residents is 20. The Reformatory, one of the older institutions of this type in the country, is in good shape, due largely to major remodeling efforts undertaken in recent years. During Fiscal Year 1976, there were 538 admissions to the Reformatory and 506 releases. On June 30, 1976, there were 501 inmates incarcerated at the institution.

During the last several years, the group living areas have been reorganized into a system of functional program units. This means that the inmates are placed in living and working units according to the assignment they have in the institution, such as education unit, reception center, etc.; the object is to provide closer, more meaningful contact between staff and inmates.

The Reformatory offers a wide variety of treatment programs including individual and group counseling, job treatment programs, drug treatment, and recreation therapy. Because the Reformatory is working with the younger age group of male offenders, educational programs

are given high priority. In the area of vocational training, the following subjects are offered: Auto body, auto mechanics, baking, barbering, furniture finishing, masonry, meat cutting, painting and decorating, printing, upholstery, welding and woodcraft. Academic courses are offered at the levels of remedial, basic education, General Educational Development (GED), and drivers training; college level courses are offered through the Newgate program and Antioch College.

A number of programs are conducted that incorporate community resources both locally and from the Twin Cities area. These include local college and vocational schools, halfway houses, and non-residential and ethnic culture programs.

Industry at the Reformatory consists of furniture manufacturing, printing, and mattress making. The Reformatory also continues to manufacture the State's license plates and tabs. With some new equipment and modernizing of the production line, this operation is expected to continue indefinitely.



#### MINNESOTA METROPOLITAN TRAINING CENTER

Superintendent: Cas Zantek  
Year Opened: 1963  
Capacity: 208\*  
Average Population: 100  
Staff Size: 118

This institution is located at Lino Lakes, just north of the Twin Cities. Until 1974, this facility served as a State Reception Center and then as a juvenile treatment center for the Metro area counties of Hennepin, Ramsey and Anoka. As juvenile populations declined, adult programs began to be introduced. It is presently

During Fiscal Year 1976, the Reformatory had over 60% of its population involved in educational activities and another 30% in work placement. (The remainder were either new admissions or in segregation.)

Significant activities during Fiscal Year 1976 included:

- Initiation of remodeling on an 80 bed unit in upper D-Hall, as an honor unit (this is expected to be completed in March, 1977).
- Establishment of a Competency Based Personalized Instruction (CBPI) system, which facilitates the enrollment and graduation of vocational students on a continuous basis and provides instruction geared to individual needs.
- During the D-Hall remodeling, inmates over 21 and all parole violators from the Reformatory were transferred to the Prison. No serious incidents arose during this time.

being operated as an open, minimum security institution with the following programs: the Property Offenders Program (POP) is designed for short term female property offenders; the Institution-Community Continuum (ICC) program serves male property offenders; Newgate provides a university level academic program along with a group therapy component; the Vocational Slotting program arranges for the attendance of residents at 916 and Anoka area Vo-Tech schools; the Pre-Release program is designed to help residents return to the community upon their discharge or parole; the Minimum Custody Work Program, where inmates work on commercial ventures, private industries activities, or institutional maintenance positions.

MMTC is currently in a period of transition; architects are working to convert the facility to a medium-minimum security facility. It is anticipated construction will be complete in the fall of 1977.

One of the primary focuses at MMTC is industry. A long range goal is to have meaningful jobs with adequate salaries for a large majority of the inmate population. As inmates begin to earn salaries that approximate those of the free world, they are then being "charged back," on a sliding scale, for room, board and other items normally supplied by the institution.

Current industrial efforts at MMTC include printing for the State Central Duplicating Services, making signs for the Department of Natural Resources, and refurbishing cars for the State Surplus Properties Division auction. In the private sector, MMTC is doing contractual work for three private companies.

During Fiscal Year 1976, MMTC received substantial LEAA (Law Enforcement Assistance Administration) funds for its security conversion and further development of its industry efforts.

\*When entire conversion to medium-minimum security is complete.

#### CORRECTIONAL INSTITUTION FOR WOMEN

Superintendent: D. Jacqueline Fleming  
Year Opened: 1920  
Capacity: 65  
Average Population: 38  
Staff Size: 40

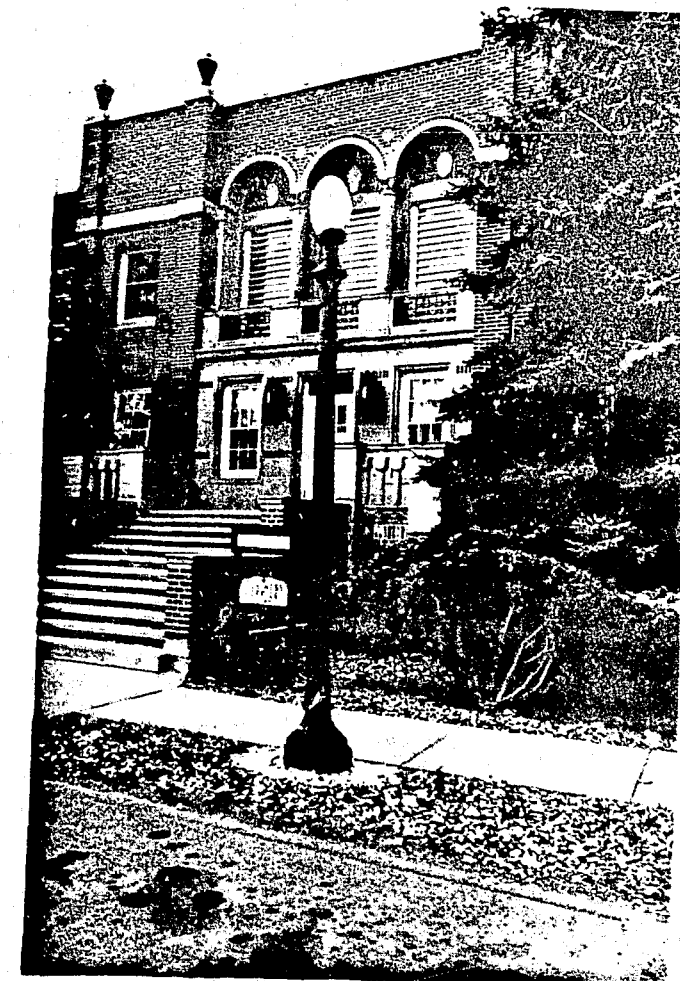
This institution, located in Shakopee, houses women committed to the State as felons. Until recently this was Minnesota's only Correctional institution for women. When the Property Offender Program was moved to the Minnesota Metropolitan Treatment Center, it reduced the population at Shakopee to an average of 38 over the past year. During Fiscal Year 1976, 41 women were admitted to the institution, and 46 were released.

The object of this institution is to provide programs that will prepare each woman to lead a law abiding life in the community that is more self satisfying to her and to society.

The characteristics of the women incarcerated at Shakopee are changing. In August of 1973,

35% of the population was sentenced for crimes against persons. In July of 1976, 62.5% of the population fell into this category. The use of segregation and isolation has dramatically increased this past year. In summary, although population has decreased, the residents tend to be more difficult to work with and will be staying for a longer period of time.

The following programs are being offered to residents as aids to personal adjustment: group therapy, an agreement or contract system, orientation to chemical dependency, a feminine development program with assistance from WHO and an AA unit for Indian women. One program aimed at improving future family life is on-grounds weekend visiting with children of the residents. Educational and job oriented programs include on-campus training in keypunching, food service work and Headstart, while off-grounds training takes place in various community agencies dealing with work adjustment and vocational training. Actual placement of residents into jobs in the surrounding communities has also taken place. In the last 5 years, 68 women and 60 agencies have participated in the off-grounds program. Great emphasis is being placed on





community involvement. Such programs as OUT, (which uses volunteers to interact with residents), the custody volunteer program, the Community Resource Committee, and minority groups provide outside support for the women.

Several changes occurred at Shakopee during Fiscal Year 1976:

- The implementation of the MATRIX during late Fiscal Year 1976 will likely cause women person offenders an increased length of stay; this will increase population.
- The use of segregation increased during Fiscal Year 1976. This is attributed to some degree to the policy of having mandatory segregation time for returned escapees.
- Private industry has begun, although on a limited scale, at MCIW.

#### WILLOW RIVER CAMP

Superintendent: Ralph L. Nelson  
Year Opened: 1951  
Capacity: 60  
Average Population: 40  
Staff Size: 27.5

The Willow River Camp is a minimum security facility that provides a vocational/academic educational program to inmates transferred from the Minnesota State Prison or the State Reformatory for Men. It has an average stay of 6-7 months.

Each student at the program participates in 4 hours of skill instruction (welding, truck mechanics, truck-trailer repair, truck driving or machine tool operation), 2 hours of vocational classroom instruction, 2 hours of academic instruction and 1½ hours of group therapy. Students must participate in the total program.

During Fiscal Year 1976, 87 students were admitted; 91 were released. Willow River statistics show that 89% of the inmates released are working during the first 12 months after release in programs related to skills learned at the camp. Salaries in those skill areas are high - for example, truck-trailer repair \$6.50/hour, welding \$7.90/hour. Over 90% of the students released in Fiscal Year 1976 have not violated parole or returned to confinement.



MINNESOTA HOME SCHOOL

photo by Bill McGrath

Superintendent: Harvey Akerson  
Year Opened: 1911  
Capacity: 120  
Average Population: 97  
Staff Size: 99

Located on 265 wooded acres adjacent to Sauk Lake, the Minnesota Home School is a coeducational reception, diagnostic and treatment center serving the 66 counties of the western region of the State.

During Fiscal Year 1976, there were 468 admissions (240 court commitments) and 472 releases (205 from the general population) at the institution. The average age is 15½. The average length of stay was slightly over 5 months, and the run rate was 4-5%.

The stated mission of the Home School is "to cause attitudinal and behavioral changes in students to the degree that they can function adequately in a manner that will avoid further involvement with the criminal justice system." Staff there work to effect such changes through vocational and academic training as well as treatment programs aimed at the development of social skills and behavior that will provide a greater ability to cope with the complexities of a free society.

Treatment programs are based on individual and group relationship therapy.

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 skills and career exploration through pre-vocational and work habit programs. Creative expression is encouraged through the electives program.

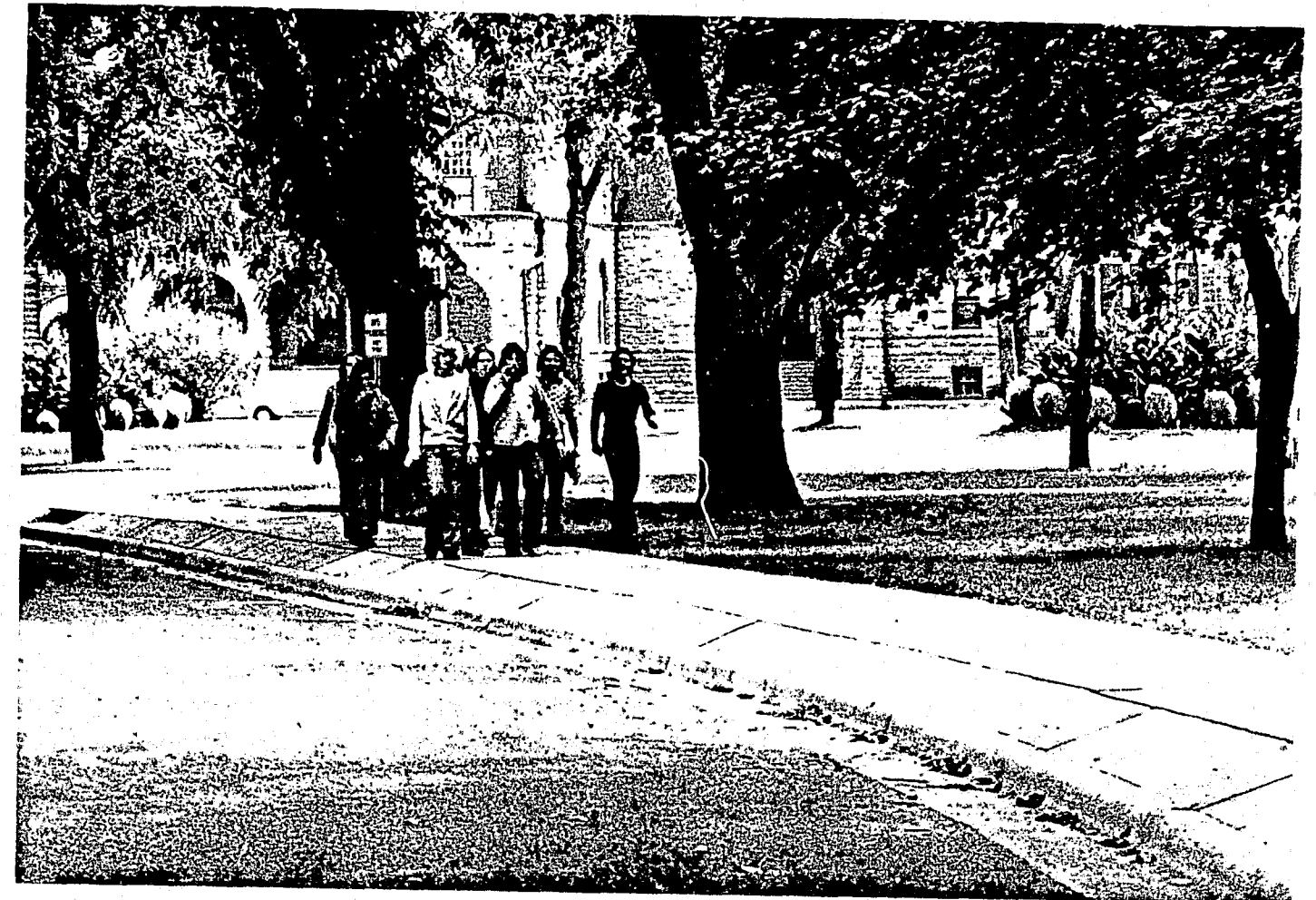


photo by Mike Schunk

#### STATE TRAINING SCHOOL

Superintendent: Gerald O'Rourke  
Year Opened: 1891  
Maximum Capacity: 230  
Average Population: 171  
Staff Size: 159

In 1891, the Minnesota State Training School (at that time, the State Reform School for boys and girls who were incorrigible, vicious or guilty of any crime other than murder) was moved from St. Paul to Red Wing. Since that time, the School has undergone a number of changes as to which juveniles it should incarcerate.

At present, the School serves the 21 metropolitan and southeastern counties of the State and exists to provide care, custody and treatment for juveniles from those areas adjudicated delinquent by the county courts and committed to the Commissioner of Corrections.

During Fiscal Year 1976, 763 juveniles (290 new court commitments) were admitted to the insti-

tution; 775 (265 from the general population) were released. The average length of stay was 198 days (6.6 months).

The stated mission of the Training School is "to change the attitudes, values and behavior of those youths committed to our care, that they may be returned to the community to live with dignity and the feeling of self worth." The group therapy technique, called Positive Peer Culture, 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 with staff guidance. The Training School has been using this technique since 1968.

At the Training School, heavy emphasis is placed on pre-vocational programs designed to provide students with an understanding of particular trade areas. Programs exist in the areas of small engine repair, food service, greenhouse, graphic arts, auto service station and welding. In addition, the local area Vocational-Technical school offers courses in health careers and office practice. All courses are given back-up support by required basic education courses.

## Institutions

Additionally, the Training School operates a full academic program which permits each student to receive individualized instruction at the level of greatest need. Great reliance is placed on programmed learning instruction and audio-visual materials and equipment. During Fiscal Year 1976, this academic programming was modernized by the addition of computers. The Training School is participating in Computer Assisted

Instruction, an LEAA program which is using the Programmed Logic for Automated Teaching Operations (PLATO) learning system. Other major activities during Fiscal Year 1976 include an administrative reorganization (top staff now include 4 unit directors and an institution training director), the opening of a security cottage, and the formal development of lock-up restraint policies.



## THISTLEDEW FORESTRY CAMP

Superintendent: Walt Odegaard  
Year Opened: 1955

Capacity: 50

Average Population: 45

Staff Size: 28

Located north of Hibbing, in the George Washington State Forest, Thistledew is a facility which offers a short term, voluntary program designed to build confidence in boys between the ages of 14 and 18. An alternative resource for county court systems and social service agencies in Minnesota, Thistledew offers an unusual opportunity for youth experiencing difficulty in their homes, schools and communities.

During Fiscal Year 1976, 180 boys from 57 counties were served. Since July 1, 1975, the Thistledew Program has been self-supporting. This means that all operating expenses have been

paid for by billing the counties, which are eligible for Federal reimbursement for part of the cost of placing boys in the camp through Title XX of the Social Security Act, for services provided.

The program at Thistledew incorporates group living, school work, special interest classes and recreational activities. About one-third of the time is devoted to "Challenge," an outdoor, educational, high adventure, wilderness survival program modeled after "Outward Bound." During Fiscal Year 1976, the Challenge program was broadened to include canoeing, backpacking, cross country skiing and rock climbing.

All students attend a half day school program. Elective vocational certificate programs in occupational foods, woodworking, photography, environmental science and small engine repair are also offered. The entire education program is individualized.□

## Support Services

for education beyond those supplied by the state are many. Federal funds come to the Department in the form of grants for remedial teaching, Title I, the Adult Basic Education Act, the Special Needs part of the Vocational Training Act, and Library Services Administration funds.

Using these Federal monies as a supplement to state appropriated money, it is the objective of the Education Department to provide learning opportunities that are individually suited to needs of persons striving to overcome educational deficiencies.

A special project, funded by LEAA in Computer-Assisted Instruction (CAI), will be conducted this year in 2 adult and 2 juvenile correctional institutions. The basic objective of the project is to test the effectiveness of computer-based education in the areas of basic mathematics, reading, General Educational Development, and vocational awareness. The adult institutions will also be testing the effectiveness of CAI at the college level.

photo by Mike Schunk

The operation of the Minnesota Department of Corrections requires a wide range of support services. Essentially, there are two types of services - those which provide direct assistance to inmates and offenders whose staff are generally in contact with inmates, and those which provide indirect assistance, whose staff generally are further removed from inmates and the activities of which are more administrative in nature.

Most support services that provide direct assistance to inmates are housed within the Department's eight institutions. Among these services are education, health care, industry (discussed in a previous section), religious services, and hearings and appeals.

## EDUCATION

The Department's Education Division works closely with institution school principals to meet the academic, vocational, remedial and artistic needs of the inmates. The resources available



SUPPORT SERVICES



Students at the Home School in Sauk Centre and at the Reformatory in St. Cloud will use materials available from the Computer Curriculum Corporation (CCC) through a contract with the Minnesota Educational Computing Consortium (MECC). Students at the Training School in Red Wing and at the Prison in Stillwater will use the Programmed Logic for Automated Teaching Operations (PLATO) system made available by Control Data Corporation. Because this is the first attempt to utilize computer-assisted instruction in a Minnesota correctional setting, the project will be carefully monitored and evaluated to determine its effectiveness.

"Arts in Corrections" is an educational program designed to provide avenues for personal expression; its intended impact is to improve feelings of self-worth, thus assisting in rehabilitation. The program uses practicing artists who work with inmates on painting, drawing, ceramics and photography.

During Fiscal Year 1976, 1,957 inmates in Minnesota State correctional institutions participated in education programs. There were 211 inmates who received vocational programs, 113 who received high school diplomas, 190 who received GED, 385 who received driver's licenses, 2 who received Associate of Arts degrees and 4 who received Bachelor of Arts degrees.

Close to 500 inmates participated in remedial education; they had an average growth rate of 3 months for each month's participation in the reading and math programs. This is substantially higher than the average growth rate of the public school system.

#### HEALTH CARE

In 1972, the Department conducted a survey of health care services. Since that time, there has been a substantial impetus to improve the quality and quantity of health care to inmates.

A separate health care unit is responsible for planning, implementing and coordinating comprehensive health care policies, programs and services for the State correctional institutions. With the assistance and advice of the Health Care Advisory Committee (a volunteer group of medical care specialists), plans and decisions are made to improve the delivery of health services to Department inmates including medical, dental and mental health care.

In addition to coordinating institutional services, the Health Care Administrator supervises the



Security Unit located at the St. Paul/Ramsey Hospital. This is a 15 bed ward located in a section of the hospital that has been constructed to prevent the escape of maximum security patients; it provides in-patient care to inmates who are seriously ill or recovering from surgery. The Ramsey out-patient department also provides a substantial volume of services to correctional clients. During Fiscal Year 1976, 259 correctional patients were admitted to the unit, for a total of 1,590 patient days. The Ramsey out-patient department (including the Emergency Room) treated a total of 1,098 correctional patients.

Small infirmaries exist at each institution to provide primary care. The Prison provides 24 hour nursing care, the Reformatory 16 hours, and each of the other institutions provides 8 hour nursing care daily.

#### RELIGIOUS SERVICES

At the Minnesota State correctional institutions, chaplains are available to conduct worship services, teach religious education classes, and pro-

vide pastoral counsel to inmates who wish involvement in such activities. They also assist staff members and volunteers in relating to the religious needs of individual inmates. Full time chaplains are employed at the large institutions, and the smaller ones are served by clergy persons under contracts for specific ministries.

A Director of Chaplains assists in securing chaplains who represent the religious preferences most commonly expressed by inmates, and each institution provides for individual inmates to be ministered unto by volunteer clergy persons of the individual's stated religious preference. It is a policy of the Department to require no participation in any religious function but to provide opportunity for every inmate to be involved in functions of the religion of his/her choice.

#### HEARINGS AND APPEALS

During Fiscal Year 1976, hearing officer services for adult populations were centralized in a Hearings and Appeals Unit under a Senior Hearing Officer. Four hearing officers stationed at MSP and SRM conduct discipline hearings in the four adult institutions to implement a Federal Court Order specifying due process requirements.

Discipline reports (1,495 filed at MSP and 2,191 filed at SRM in Fiscal Year 1976) constitute the bulk of hearings. They include charges ranging from homicide and assault to minor violations of institution rules.

Institution Discipline Coordinators act as prosecutors and para-legal students from the Legal Assistance Program (LAP) or law students participating in the Legal Assistance to Minnesota Prisoners (LAMP) program most often act as defense counsel. In addition to discipline hearings, Department hearing officers hear federal or interstate inmate transfer cases, review some appeals of inmate classification actions and conduct probable cause (Morrisey) hearings in the metropolitan area on alleged parole violations, to comply with a 1973 Supreme Court decision.

#### NATIVE AMERICAN PROGRAMS

During Fiscal Year 1976, a full time Native American Planning position, designed to identify the needs of Native Americans in State institutions and serve as their liaison with the Department, was added in the Department's Central Office.

#### JUVENILE RELEASES

#### Support Services

Another support service that is directly related to inmates is that of Juvenile Parole. Since 1974, when the Youth Conservation Commission was abolished, the Commissioner of Corrections has had the authority to appoint or designate individuals to serve as releasing agents for youth at the State juvenile facilities. To accomplish this, each institution has a staffing team that reviews each juvenile and his needs and recommends treatment. If parole is recommended, an Action Panel, which includes representatives from the institution and community, reviews the case and makes the final decision. The Action Panel also has the authority to revoke parole.

A final appeal may be made to the Central Office Juvenile Review Panel by the juvenile, his family, the institution staff and/or the agent, if they believe the youth was not heard fairly.

During Fiscal Year 1976, 686 juveniles committed to the Commissioner were released on parole.

There will be some change in the juvenile release procedures during Fiscal Year 1977. Effective November 16, 1976 the Department instituted a more specific and expanded parole criteria for juvenile releases. It is intended that this new criteria will be more consistent.

Significant features of the new criteria are: 1) differing lengths of stay for those juveniles adjudicated of delinquent acts against property and those adjudicated of delinquent acts against persons, 2) increasing emphasis on differential



photo by Phil Jorgensen



treatment for status offenders, 3) limited time expectations of institutionalization for most juveniles, provided they successfully complete their prescribed program, and 4) the flexibility to grant early parole to juveniles requiring special treatment programs such as placement in residential chemical dependency treatment centers, private residential treatment centers or in a community setting with special parole conditions.

## ADULT RELEASES

The releasing of adults is not done by the Minnesota Department of Corrections. Rather, it is handled by the Minnesota Corrections Board, the State's first full-time parole authority, which came into existence in January, 1974. It replaced the part-time Youth Conservation Commission and the Adult Corrections Commission which previously carried the responsibilities for releasing felons over 18 years old from State correctional institutions to parole status.

The Board consists of five members. The Chairman is appointed by the Commissioner of Corrections to serve at his pleasure; the other four members serve six year terms by appointment of the Governor, with the consent of the Senate. These members must have knowledge or experience in corrections or related fields. They are selected on the basis of sound judgement and the ability to consider both the needs of offenders and the safety of the public.

Of those appointed by the Governor, the law requires there shall be at least one woman, one man and one member of a racial minority. No more than two of the Governor's appointees shall be of the same political party.

The Board has legal authority to grant paroles, revoke paroles, and grant discharges to an adult sentenced to the Commissioner of Corrections, subject to statutory provisions determining eligibility for parole or discharge.

During Fiscal Year 1976, the Minnesota Corrections Board granted parole to 706 adults. A major undertaking of the Board began in late Fiscal Year 1976. Called "the Matrix", it is a set of guidelines to be used by the Board in making parole releasing decisions. The guidelines, developed after two years of research, were designed to provide a systematic method whereby the goals of the 1963 Criminal Code (public protection, deterrence and rehabilitation) could be met and to insure that similar inmates served similar

periods of incarceration before parole. The guidelines classify inmates into categories based on projected risk of failure on parole and the severity of the committing offense. Each inmate, at his first hearing before the Minnesota Corrections Board, receives a target release date; in a sense, the matrix could be considered a form of determinate sentencing.

As of October, 1976, the Minnesota Corrections Board had assigned release dates to 500 inmates. It is expected that all adult inmates in State institutions for more than 60 days will have such assigned release dates under these guidelines by June, 1977.

## INTERSTATE COMPACTS

One little understood support service of the Department of Corrections deals with agreements between Minnesota and other states as to the supervision or transfer of inmates, parolees or probationers. Basically, there are three separate "compacts" or agreements.

### • Interstate Compact for the Supervision of Adult Parolees and Probationers

All states participate in this agreement, which provides supervision for persons convicted of a crime in one state who have been allowed to move to another state. As of July 1, 1976, Minnesota was supervising 602 adults from other states; Minnesota had 328 of its probationers and parolees being supervised in other states. There has been a great increase in this type of agreement in recent years.

### • Juvenile Compact

This agreement, in which all states participate, provides for interstate supervision of juveniles on parole and probation, return of absconders and escapees, and return of run-aways to the home state. As of July 1, 1976, Minnesota was supervising 34 juveniles from other states and 51 juveniles from Minnesota were being supervised elsewhere.

### • Interstate Corrections Compact

This agreement provides for the transfer of an inmate of a correctional institution in one state to a correctional institution in another state. As of July 1, 1976, the State of Minnesota had agreements with Iowa, Arizona, Nebraska, Connecticut and Florida, in which transfers could be made on a one for one basis.

Minnesota's first transfer was made in March, 1976, with Iowa. Since then the transfers have taken place with Iowa and also with Arizona. As of July 1, 1976, 6 cases had been accepted by Minnesota and 4 of our inmates had been transferred outstate.

The State of Minnesota also has an agreement with the United States Bureau of Prisons to transfer and receive each other's inmates. As of July 1, 1976, Minnesota institutions were holding 3 federal prisoners and there were 7 Minnesota inmates in federal institutions.

## ADDITIONAL ADMINISTRATIVE SERVICES

Other support services, which provide indirect assistance to the inmate and parolee populations, and are essential to the effective operation of the Department, include:

### • Research and Information Systems

In addition to the material previously discussed, this unit is responsible for analyzing data on Departmental programs and conducting special research projects. Five major studies have been published during Fiscal Year 1976: 1) Three Year Follow-up of Parolees Released from MSP and SRM, 2) An Evaluation of the Pre-Release Program, 3) A Profile of Certified Juveniles Committed to SRM, 4) A Profile of Male and Female Juveniles Admitted to State Juvenile Correctional Institutions, and 5) Women Offenders at MCIW. There are also three special research grants in progress: Community Corrections Impact Study, Parole Decision Study, and PORT-Probation Comparison Study.

### • Accounting and Fiscal Management

In addition to the regular activities associated with the development and implementation of an overall fiscal plan, this unit assisted Department managers in preparing to convert from a line item to a program budget in Fiscal Year 1977. Additionally during Fiscal Year 1976, a number time reporting method was initiated and an overtime monitoring system implemented; both should assist with fiscal control.

## Support Services

### • Grants Administration

During Fiscal Year 1976, this unit assisted the Department in securing over \$2,000,000 of federal funds. A new process, focusing on integrating grant programs into the Department's overall planning structure, was initiated. The agency's continued practice will be to seek federal monies that will assist the Department in accomplishing its primary goals; most grants sought will be for research, training, short term projects or for unique pilot programs.

### • Legal Services

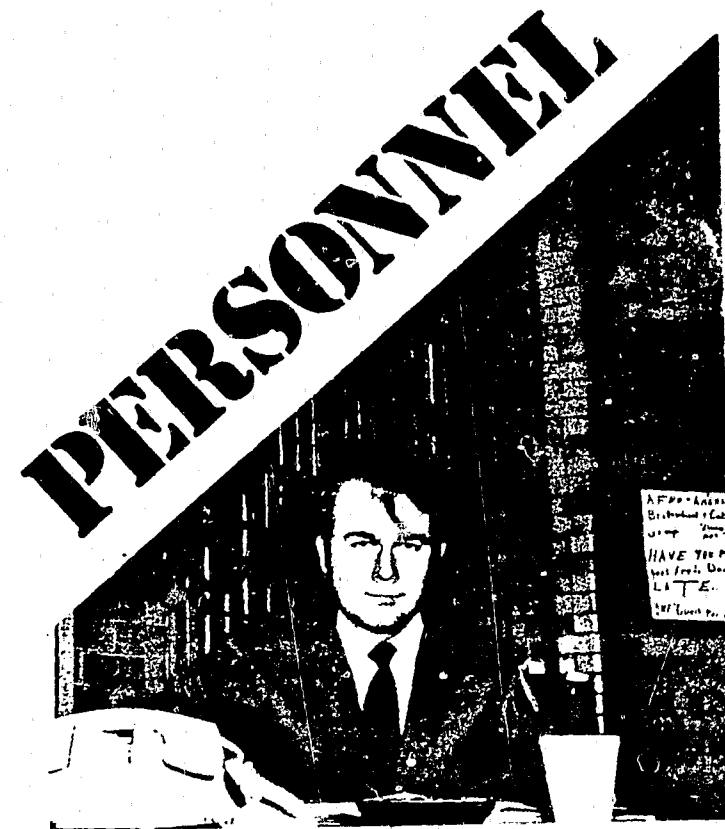
The legal unit of the Department continued to provide assistance with statutory construction, drafting of contracts, and other legal services to ensure that agency procedures complied with statutory and case law, and that proper legal vehicles were used to carry out the agency's mission.

### • Management Services

During Fiscal Year 1976, this unit conducted a number of management studies of agency operation. As a result, mail procedures have been revised for greater efficiency, a word processing machine has been added, and clerical staff duties have been reassigned. The Department's procedural manual is continuing to be updated.

### • Public Information

This office is responsible for the agency's overall public communications services. Its ongoing tasks include the writing, editing and distribution of two Department publications. HOTLINE is an information bulletin sent to all Department offices and to agencies directly related to the corrections field. This newsletter highlights workshops, conferences, training opportunities, media reports on the Department, and important staff changes. It is considered the official communication of changes in Department programs and practices. Over 600 copies are disseminated weekly. PERSPECTIVE focuses in depth on current criminal justice programs and is distributed to over 3,000 criminal justice staff personnel and interested citizens bimonthly. □



The diversity of the Department's activities is paralleled by the diversity of its personnel. The seventh largest state agency in terms of number of employees, Corrections had, in Fiscal Year 1976, slightly over 1600 employees. These employees fall into one of almost 200 job classifications. A sample list of those classes might give some idea of the range: power plant engineer, employee development specialist, machinist foreman, Occupational Safety and Health Act officer, dental assistant, systems analyst, steam fitter, medical records clerk, janitor, data entry operator, staff physician, group supervisor, planner, appeals examiner.

The backgrounds of Corrections personnel are as varied as their duties. Once an agency predominated by persons with academic coursework in sociology, Corrections now recruits persons with life and/or academic experience in a range of human service areas for positions dealing directly with offenders. The agency recognizes the value of employing ex-offenders and does so at one of the highest rates in the country. It also recruits professionals, and technicians and managers skilled in their own disciplines.

Corrections employees are part of the Minnesota State Civil Service System. However, the recent decentralization by the State Department of Personnel has expanded Corrections' authority in hiring. All entry level correctional counselor positions are now hired through the employing institution. Other classified positions are hired by the Department from lists received from the State Department of Personnel.

During Fiscal Year 1976, the Department's employment of close to 1600 persons came to slightly over 60% of its entire budget. These positions fall into the Census Bureau's job classifications, by percentage of staff deployment, as follows:

Management	2%
Supervisory	12%
Professional	22%
Office	11%
Service	45%
Technical, craftsperson, operative, labor	8%
	100%

The major employment class, then, is service, a class which in Corrections includes the correctional counselor series (CC I, II and III), correctional officers and a small number of other service positions - baker, cook, chaplain, human service technician.

In order to insure that its multifaceted jobs have persons responsible for them who are equally multifaceted, the Department focuses a significant amount of its energy on two personnel related areas: training and affirmative action.

## TRAINING

Minnesota Statute 240.01, subdivision 5, requires the Department to provide training. During 1976, the Department's training programs came under the authority of the agency's newly appointed Assistant Personnel Director.

The Department offers both in-service and pre-service training programs.

Pre-service training for entry level correctional counselors is contained in a 24 day Academy. Designed to provide both academic and "hands-on" training for new staff, the Academy reviews current correctional philosophies and practices. New employees receive orientation at their assigned institution before attending the Academy, and receive lengthier institutional orientation after the Academy.

During Fiscal Year 1976, 4 full time and 3 "mini" Academies (conducted for the 2 security adult institutions at a time when staff was too limited to permit longer orientations) were held. 96 persons were trained for a total of 23,144 hours of training.

Additional, but far less in-depth, pre-service training is conducted through a three day orientation for all new employees of the Department, regardless of classification. During Fiscal Year 1976, 96 persons attended these sessions.

The Department's in-service training has broader content and is delivered to a broader audience than its pre-service training. During Fiscal Year 1976, the agency conducted 74 training sessions, in the following areas:

- Management by Objectives
- Team Building
- Family Counseling
- Training for Experienced Caseworkers
- Crisis Intervention
- Report Writing
- Middle Management Training
- Interpersonal Skills
- Chemical Dependency
- Working with the Schizophrenic Clients
- Working with Volunteers

In identifying its annual training plan, the Department conducts a training needs assessment. The resulting identified needs are matched with both Departmental and external resources, within budget constraints. The Department's continuing training objectives include:

- Conducting pre-service Academies for up to 120 new correctional counselors annually.
- Orienting all new Department employees in a three day session.
- Identifying training needs of all job classes, especially management, supervisory, professional, office and service; and developing training programs to meet these needs.
- Providing human relations training for all Department managers and supervisors.

## AFFIRMATIVE ACTION

During 1976, the Department revised its original affirmative action plan, "Project Equal," maintaining a strong commitment to the concept of





- As positions are cut, union contracts require that the last person hired be the first fired; often, this has been a minority employee.

Recognizing the original plan needed to be modified, and yet also strongly committed to positive affirmative action, the Department sought to change its goal. With assistance from the State Department of Personnel and their Equal Opportunity section, a new plan was developed. It deals both with racial minorities and women, and sets goals not only for overall recruitment and hiring, but for recruitment and hiring by job class (management, supervisory, professional, clerical, technical, service, craft, operative and labor).

The new plan also contains goals related to the development of promotional opportunities and career training programs for minorities, and the analysis of achievements related to employment and promotion of ex-offenders.

Using the revised plan, the Department's new overall affirmative action goals can be summarized according to Figure IV. □

affirmative action while recognizing the effect of changes in the economic system on employment practices. The Department's original intention was to employ minorities in the same ratio as it had minority inmates. Upon review, this was deemed unrealistic.

- As the Department moved into the Community Corrections Act, and counties began to operate their own programs (rather than having the Department operate them) the Department had fewer employees. With a continually lower number of total employees, it was difficult to see much possibility in the original far-reaching goal.
- Additionally, the economic situation in the country had created rigid employment patterns; that is, turnover had been reduced as people became increasingly frightened about rising costs. It is not possible to fill jobs with minorities if the positions are not opened.
- The Metro area, which has the greatest minority population, has less than 4% of its total population as a minority. The Department's plan to equalize the percentage of minority employees with the percentage of minority inmates appeared to be impossible. There simply was not that percentage of minority candidates available in the work force.



FIGURE IV  
Minnesota Department of Corrections  
Fiscal Year 1977  
Summarized Affirmative Action Goals

CLASSES	Total Employees	Total Minority Employees	Total Female Employees	# Additional Minorities Needed to Reach Goal*	# Additional Females Needed to Reach Goal**
Management	33	-	3	1	-
Supervisory	196	8	18	2	9
Professional	333	13	65	5	20
Clerical	181	8	167	1	-
Technical	23	1	17	2	-
Service	729	55	105	18	-
Craft	74	1	-	3	-
Operative	18	-	-	1	-
Labor	16	-	-	1	-
TOTAL	1603	86	86	34	29

\* Minorities, as detailed by the State Department of Personnel, include all non-caucasians.

\*\* Goals for females have only been established in the management, supervisory, and professional classes by the State Department of Personnel in order to insure equitable employment of women at all levels.



# BUDGET

**EXPENDITURES**  
During Fiscal Year 1976, the Department's budget was set up on a line item basis. The figures in this section have been translated into the agency's program budget structure, adopted for use in the Fiscal Year 1977 budget. Each of the items listed is one program, and within the dollar amount noted for that program are all costs to operate it. For example, the amount listed for the State Training School at Red Wing includes employees' salaries and fringe benefits, inmates wages, residential care, security, personal supplies, food services, plant operation, education, medical, and office supplies and equipment.

The increased expenditures between Fiscal Year 1975 and Fiscal Year 1976 are due primarily to increased populations. During Fiscal Year 1976,

10 new counties entered the Community Corrections Act. But the increased expenditures from Fiscal Year 1975 to Fiscal Year 1976 are due primarily to increased population. Total expenditures increased 14.02% from June 30, 1975 to June 30, 1976. The increase in institutional population affects not only inmate related costs - food, medical supplies, inmate wages, educational materials, etc. - but also impacts upon support services.

There was a small overall reduction in staff from Fiscal Year 1975 to Fiscal Year 1976; a minor portion of this reduction occurred from reorganization in institutions, but the bulk of it was the result of the continued implementation of the Community Corrections Act.

The levels of expenditures within the 4 major program activities, however, remained fairly constant during the 2 years.□

Figure V: Amount and Percentage Expenditure, by Program Area, Minnesota Department of Corrections, F.Y. 75 and F.Y. 76

	F.Y. 75	%	F.Y. 76	%
Institutions	23,863,746	70.50	27,612,905	70.13
Community Services	5,077,269	15.00	6,153,871	15.63
Special Services	1,173,483	3.46	1,630,815	4.14
General Support	3,733,536	11.04	3,972,313	10.10
TOTAL	33,848,034		39,369,904	

## INCOME

There are several sources for the monies expended by the Minnesota Department of Corrections. The Department receives the bulk of its budget from the general fund of the State, through legislative appropriations. There are four other sources of funding: special revenue, agency/retirement, revolving funds, and federal funds, primarily LEAA grants.

The percentage that each of these funding sources was of the total agency budget during Fiscal Year 1975 and Fiscal Year 1976 varied somewhat.

During Fiscal Year 1976, the percentage of general revenue expended actually decreased from that expended during Fiscal Year 1975. There was an increase of slightly over \$675,000 in receipts of special revenue during Fiscal Year 1976; this was almost totally due to the development of Thistledeew Camp as a "self-sustaining institution". Since July 1, 1975 all operating expenditures of Thistledeew have been paid by billing counties, who have paid through Title XX of the Federal Social Security Act, for services provided. Likewise, there was an increase of slightly over \$375,000 in federal revenue during Fiscal Year 1976.□

Figure VI: Amount and Percentage of All Sources of Funds, F.Y. 75 and F.Y. 76

	F.Y. 75	%	F.Y. 76	%
General Revenue	28,458,472	84.07	32,815,238	83.35
Special Revenue	63,450	.19	741,535	1.88
Agency/Retirement	915,830	2.72	1,291,495	3.28
Revolving	2,644,107	7.81	2,369,393	6.02
Federal	1,766,175	5.21	2,152,243	5.47
TOTAL	33,848,034		39,369,904	

## MINNESOTA DEPARTMENT OF CORRECTIONS BUDGET F.Y. 75-76

	F.Y. 75 (actual)	F.Y. 76 (actual)	F.Y. 77 (estimated)	F.Y. 78 (requested)	F.Y. 79 (requested)
<b>INSTITUTIONS</b>					
State Training School at Red Wing	2,618,684	2,968,576	3,447,980	3,498,415	3,518,786
Minnesota Metropolitan Training Center at Lino Lakes	2,471,147	2,671,559	2,765,430	3,555,030	3,541,626
Correctional Institution for Women at Shakopee	762,570	841,045	950,164	1,116,754	1,132,076
Willow River Camp at Sandstone	740,507	951,553	962,414	1,123,702	1,193,993
Minnesota Home School at Sauk Centre	1,751,466	2,032,768	2,224,717	2,271,928	2,290,354
Thistledeew Camp at Togo	459,513	604,919	675,809	688,162	697,943
Minnesota State Prison at Stillwater	9,255,674	10,416,009	11,832,424	15,888,197	15,252,283
State Reformatory for Men at St. Cloud	5,804,185	7,106,476	7,404,885	8,552,136	8,626,453
TOTAL	23,863,746	27,612,905	30,263,823	36,694,324	36,253,514
<b>COMMUNITY SERVICES</b>					
Metro Probation and Parole	1,147,370	1,111,562	1,364,267	1,300,902	1,306,201
Non-Metro East Probation and Parole	447,028	574,599	788,957	691,661	697,024
Non-Metro West Probation and Parole	364,346	453,457	649,268	655,785	662,744
General Support - Residential Programs	476,165	499,974	1,910,272	1,906,253	1,842,085
Community Corrections Act	1,516,681	2,189,714	6,268,813	5,059,423	7,675,963
TOTAL	5,077,269	6,153,871	10,981,577	9,614,024	12,184,017
<b>SPECIAL SERVICES</b>					
Health Care	915,359	1,128,532	1,227,594	1,776,340	1,890,467
Education	216,630	443,722	1,102,373	1,771,120	1,274,009
Special Support	41,494	58,561	193,231	237,492	236,791
Industries				54,080	52,480
TOTAL	1,173,483	1,630,815	2,523,198	3,839,032	3,453,747
<b>GENERAL SUPPORT</b>					
Office of the Commissioner	265,025	321,177	377,873	354,554	354,554
Accounting	120,896	143,485	239,329	283,882	284,715
Minnesota Corrections Board	139,454	187,589	238,746	192,721	191,296
Administration	1,450,181	1,544,292	2,014,957	1,789,067	1,757,786
Personnel	109,175	142,549	157,551	158,567	157,505
Training	372,636	492,947	348,244	401,073	406,321
Subsidy Programs	1,276,169	1,140,274	1,421,744	1,644,903	1,830,249
TOTAL	3,733,536	3,972,313	4,798,444	4,824,767	4,982,426
AGENCY GRAND TOTAL	33,848,034	39,369,904	48,567,042	54,972,147	56,873,704

# FUTURE

A great deal of planning is presently being conducted by the Minnesota Department of Corrections. A master plan, detailing the past activities and future directions of corrections in the areas of community programming, local institutions and State institutions, will be presented to the Legislature during the 1977 session. Very detailed plans and architectural drawings for a new maximum security institution to replace Stillwater are being developed and will also be presented at that session. An indepth study of the sex offender - collecting and analyzing data to determine the extent of the problem and researching treatment programs to determine possible solutions - is underway.

The entire management information system, OBSCIS, presently being established, is designed to assist the Department in future planning.

Clearly, there is a recognition of the need for planning. Many of the specific future directions of the Department of Corrections have been identified, including:

- Participation by 51 counties in the Community Corrections Act by 1981.
- Continued phase out and reduction of other subsidies as participation in the Community Corrections Act continues.
- Expansion of restitution programs; the Department's goal is to be able to offer greater numbers of inmates the chance to participate in restitution programs, thus reaching more victims.
- By 1981, participation of 35% of the adult inmate population in productive and competitive work programs.
- Employment of 200 inmates in private industry type programs by 1980.
- Expansion of competency based instruction, presently used at the Reformatory, to all institutions.

Yet it is important to recognize these as proposed future directions only. The Department of Corrections and its programs are impacted by a number of external variables - legislative appropriations, executive orders, state and

federal court decisions, state and federal legislation. While the agency itself can lay out its plans for the future, these must be considered as plans only - their implementation requires support and assistance from a number of persons and agencies on the outside.

This is not to say that the Department has finalized all plans in all areas and is merely awaiting approval to proceed. Some questions are yet to be answered on a number of hard issues - what shall we do with the violent juvenile, will the State stop incarcerating the status offender, how can we reduce employee turnover, will a determinate sentencing bill pass, and, if one does, what will this do to populations and institutional programming? These questions are being - and must continue to be - analyzed by the Department, and the Department's findings made available to the State's elected officials for decision-making. And it is this type of question raising and question answering that will play the largest part in the future of Minnesota Corrections. □

Printed by inmates at the Minnesota Metropolitan Training Center, Lino Lakes, Minnesota

**END**