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MINNESOTA DEPARTMENT OF CORRECTIONS

REPORT FOR THE FISCAL YEARS 1963 and 1964

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TABLE OF CONTENTS

Commissioner's Letter.....I

Introduction.....II

Organization Chart.....IV

Division of Administrative Services.....1

Division of Youth Conservation.....9

Division of Adult Corrections.....23

Appendix

County Juvenile Court and Probation Office Report

Hennepin-Ramsey-St. Louis Counties, 1963-64.....V

Institutional Population Report, 1963-64.....VI

Field Service Probation and Parole Agents'

Report, 1963-64.....VII

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STATE OF MINNESOTA
DEPARTMENT OF CORRECTIONS
SAINT PAUL 1

The Honorable Karl F. Rolvaag
Governor of Minnesota
State Capitol
St. Paul, Minnesota

Dear Governor Rolvaag:

Herewith we respectfully submit the biennial report of the Department of Corrections for the period July 1, 1962 through June 30, 1964.

During this period, advances have been made and services have been strengthened in the face of increasing demands. Not only the increase in population but the changing character of the population with its disparate rates of increase for different age groups have posed and will continue to pose unique and challenging problems for the department.

It appears that a stabilization of the philsophy and concepts which led to the creation of the department in 1959 has been achieved. Hopefully we will look forward to some major advances in the years just ahead. These advances will be vigorously pursued by the personnel of the department with the help, understanding and support of many other governmental and private agencies and individuals.

Respectfully submitted,

Ray Lappegaard

Ray Lappegaard
Commissioner of Corrections

INTRODUCTION

Newspaper headlines are constantly reminding us that crime and delinquency are increasing all over the United States, including Minnesota. It has been estimated that the total financial cost of crime and delinquency in the United States is over 27 billion, with Minnesota's share estimated to be about 386 million. Bare financial statistics tell only part of the story. They do not tell of the loss in human resources to the state and the nation that accompanies the rising crime and delinquency rate. With the constant prodding by the newspapers it is small wonder that people ask, "Why don't they do something about it?" For many citizens the "They" referred to is the Department of Corrections along with the courts and law enforcement agencies. This report is an attempt to show what the Department is trying to do.

The Department of Corrections was created in 1959 to provide more centralized direction to the state's programs against delinquency and crime, thus rendering the total effort to halt their spread more efficiently. Since the causes, etiology, and treatment of this social blight are so varied and complex our attack upon it takes many forms. The Department is charged with the responsibility of administering all state correctional institutions, both juvenile and adult, where attempts are made to rehabilitate those who have come into conflict with the law. The Department supervises a state wide probation and parole system for those offenders for whom it is felt institutional treatment would not serve the best interests of the community and of the offender.

The least expensive method of fighting the rising crime and delinquency rate is to prevent juveniles and youth from falling into a life of crime. With this idea in mind the Prevention Unit of the Department works with local communities, and other state and national agencies to establish programs designed to prevent delinquency.

In the interests of self-evaluation and self-improvement the Department maintains training, research and information programs. The Training Section orients new employees and carries on in-service programs for older workers. Research conducts ongoing studies which measure the effectiveness of present programs and methods of operation. Research also does special studies designed to find new approaches to solving problems inherent in corrections work. The information service keeps the staff informed about the latest developments in the Corrections field by disseminating material gathered from all over the country.

The last biennium saw some progress in the development of our programs. The Minnesota Reception and Diagnostic Center opened for the processing of all juvenile and youthful offenders committed to the Youth Conservation Commission from the courts of the state. The philosophy of this facility is in line with current corrections practice in the United States. The main purpose of this type of institution is to provide the Youth Conservation Commission with information about each offender upon which a more intelligent dis-

position of each case may be made. Another purpose is to provide the offender with a constructive initial experience in the corrections process; making him more receptive to the disposition of his case. As a corollary to the main aims of the Reception Center is the opportunity for research. The Reception Center program will yield hundreds of case histories and test records which will be invaluable in our attempts to refine our treatment programs.

One of the basic tenets of our philosophy is the need to stimulate interest and participation in corrections by the general public. Active for several years, the Correctional Service of Minnesota is a volunteer citizens organization that has been active since 1957 with a continuing program of service to offenders and interest in the area of corrections. An important new step in this direction was made during the last biennium with the establishment of the Minnesota Citizens Council on Crime and Delinquency. The Citizens Council is composed of community leaders in the state who are taking an active interest in the correction's program. The example set by these groups we hope will encourage the active participation of other individuals and organizations.

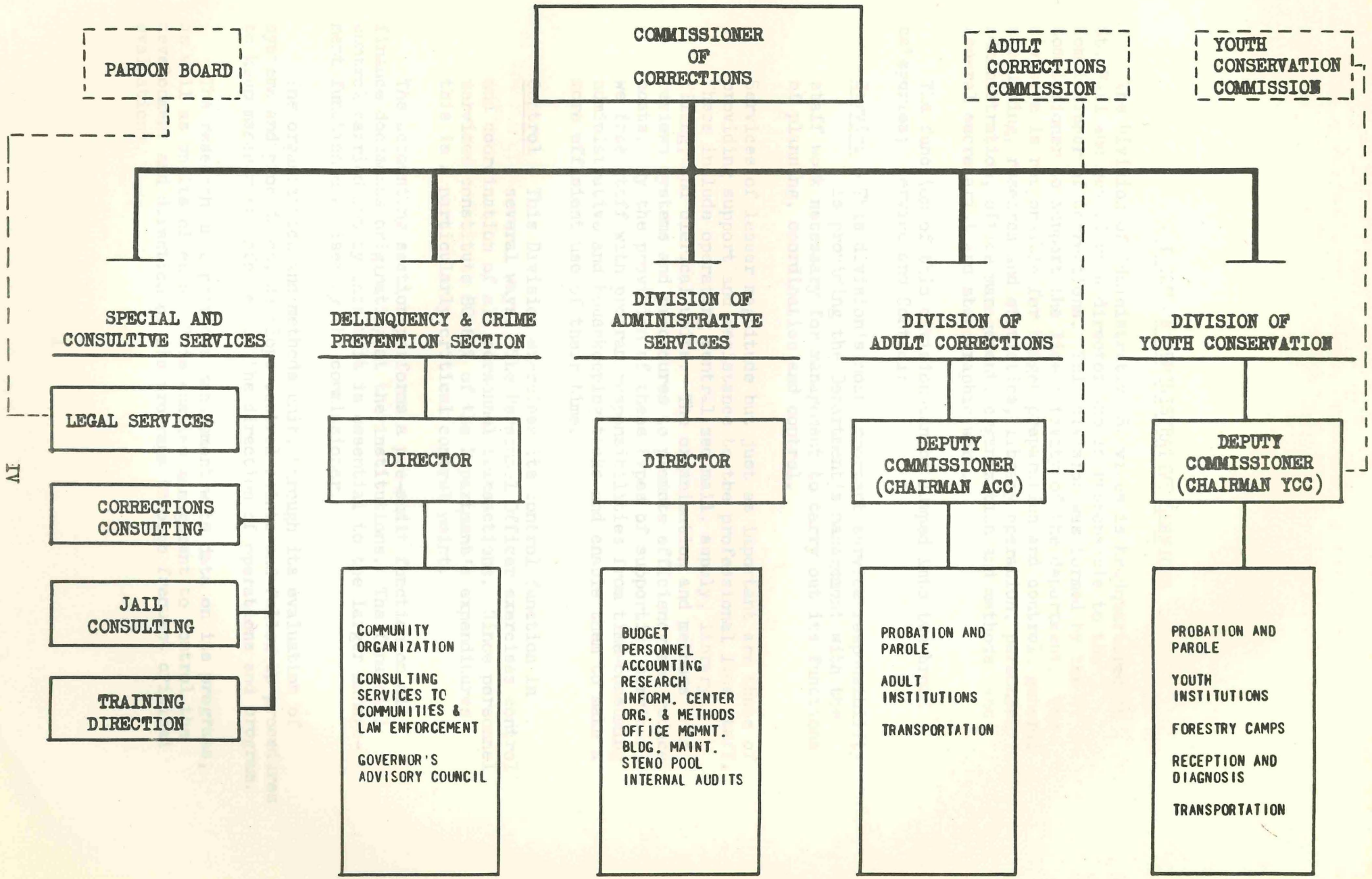
A new Minnesota Criminal Code affecting the operation of the Corrections Department was passed by the 1963 Legislature. Among the provisions of the new code were the redefinition of crimes and the provision for new penalties for certain crimes; the restoration of civil rights by process of law rather than by executive decision; the repeal of the section of the Law, that provided more severe penalties when the offender had a prior conviction. The Criminal Code also provides for summary hearings prior to imposition of sentence, before revocation of probation and before extended terms of imprisonment. The Code as adopted is the result of six years of study by members of the legal profession and the state legislature, and incorporates many progressive legal and correctional concepts.

An additional Division of Youth Conservation field office has been operating in Minneapolis since September, 1963 in order to provide better service. Previously, all Twin City area youth agents headquartered in St. Paul. The Minneapolis operation allows agents to spend more time with cases and to establish and maintain closer relations with Minneapolis police and judges.

The rate of progress toward our long range goals is seriously impeded by staff deficiencies, especially in probation and parole services. The average caseload among our agents is 70 per Adult Agent and 62 per Youth Agent. Maximum caseloads as recommended by the National Council on Crime and Delinquency is 50 for adults and 30 for youth. Adequate supervision cannot be given when caseloads remain at the high level noted above.

The following report will spell out in detail the accomplishments of the last two years with recommendations for improvements which the Department feels will give Minnesota the kind of corrections program it wants and needs.

STATE OF MINNESOTA
DEPARTMENT OF CORRECTIONS
ORGANIZATION CHART
Sept., 1964



DIVISION OF ADMINISTRATIVE SERVICES

The Division of Administrative Services is headquartered in St. Paul and headed by a director who is responsible to the Commissioner of Corrections. This division was formed by the Commissioner to support the line activity of the department. The division is responsible for budget preparation and control, general accounting, research and statistics, library operation, personnel administration, office management, organization and methods, and general secretarial and stenographic work.

The function of this division can be lumped into two broad categories; Service and Control:

Service - This division's most important service responsibility is providing the Department's management with the staff work necessary for management to carry out its functions of planning, coordination and control.

Services of lesser magnitude but just as important are those of providing support and assistance to the professional line staff. These include operating centralized mail, supply, library, filing, and clerical units. The organization and methods unit reviews systems and procedures to promote efficiency and reduce costs. By the provision of these types of supportive services we free staff with program responsibilities from time-consuming administrative and housekeeping tasks and enable them to make a more efficient use of their time.

Control - This Division exercises its control function in several ways. The Personnel Officer exercises control and coordination of all personnel transactions. Since personnel services constitute 80-85% of the Department's expenditures this is a particularly critical control point.

The accounting section performs a pre-audit function on all finance documents originating at the institutions. The financial control carried out by this unit is essential to the larger management function exercised by the commissioner.

The organization and methods unit, through its evaluation of systems and procedures, develops control points and follow up procedures to keep management informed of the direction of operations and program.

The research unit provides management with data on its programs, as well as on its clients. This enables management to control the development and direction of its programs through frequent critical evaluations.

It should be noted that this Department is approximately six years old. When the Department was formed in 1959 one of the major problems facing management was to "pull together" the previously separate segments into an integrated and coordinated departmental structure. Much of this responsibility was placed upon the Administrative Services section. Significant progress has been made in this area and we look forward to continuing our efforts towards effective management services.

RESEARCH AND STATISTICS

The present Research and Statistics program of the Department has been in effect since June, 1960. Research in corrections is useful in developing new programs, revising current practices and evaluating ongoing programs. It is specifically operational in nature and can be likened to programs in industry and business whereby management through detailed information pertaining to their operation can extract the maximum benefit per dollar spent.

Our research efforts may be classified into two major areas:

1. The accumulation and standardization of reliable statistics which describe the information and characteristics of the populations committed to the jurisdiction of the Youth Conservation Commission and the Adult Corrections Commission.

2. The scientific application of this basis information to determine the effectiveness of the current programs, and to develop new treatment philosophy and techniques.

At the present time the department is fortunate with the support of the State Legislature to have developed one of the most efficient statistical programs in the United States. This program is being further refined and expanded. On many occasions Minnesota has been looked to for leadership in this area by other states and by the Federal Government.

During the past year we have published "Crime Revisited", a study pertaining to a five-year follow-up of the recidivism history of 446 releases from the State Reformatory for Men. The method of study incorporated in this research has made a major contribution in bringing the appraisal of recidivism to a meaningful classification system. This permits valid comparisons from individual to individual and from jurisdiction to jurisdiction.

Although an extensive number of additional studies have been completed, only a few can be briefly mentioned here.

An Institutional Employee Attitude Survey and a Field Service Time and Function Study have given management two important tools in

the evaluation of administrative practices and training programs. These are directed toward a more efficient use and exploitation of the capabilities of employees in the Division of Youth Conservation.

An appreciable number of student thesis have been completed in collaboration with the University of Minnesota. Because of the existence of our research section, we have been able to attract these students, who by their research efforts have been important contributions to the department at negligible cost to the department.

Many more accomplishments could be detailed time permitting, however it is important to indicate some of the future plans for research during the next biennium. These of course, are dependent upon legislative support and approval.

(1) One of our more important tasks in the development of base expectancy rates to be used in parole success predictions. We are in effect, preparing acturial tables based on certain relevant factors which permit us to determine the "mortality" of parolees who violate after release. We would apply these predictions tables to each person being considered for parole, by the various releasing authorities, to determine his chance for success. This would be important to the various releasing authorities in making their decisions regarding the granting of parole.

(2) We intend to do a study on the effectiveness of intensive versus non-intensive supervision of parolees as related to their success on parole. The general approach would be to use agents of various degrees of experience with varying caseloads to determine if intensive supervision of small caseloads is directly related to success of parolees.

(3) Questions have been raised relative to how effective our academic, educational and vocational programs are in our institutions. We intended to examine this entire area in terms of the impact of our present program have on those individuals who are exposed to it.

(4) We feel that there are many factors in the community which have to do with the failure that our parolees experience after release. Research is necessary to determine what these factors are, and to develop a remedial type of program to cope with them.

(5) Little has been done to determine what underlying factors are involved in the decision making process regarding classification, parole granting and parole revocation by both agents and the commissions responsible. There apparently have been some cursory trial and error methods employed, but no real criteria have been established to assure an equitable disposition of our cases.

(6) Little is known about the incidence and impact of alcoholism in the institutional treatment of adult offenders. It is important to determine the effectiveness of our present program relative to correcting existing shortcomings.

There is no question but what the existence of a research program has already had marked positive impact on the operation of the department and can be expected to have increasing usefulness in the goals concerned with the rehabilitation of the offender and the protection of the community.

STAFF TRAINING

The Department of Corrections is compelled to take a "do-it-yourself" approach to the training of correctional personnel. There are no other resources in Minnesota for systematic training of personnel for the main line positions in correctional work: Corrections Agent (caseworker), Correctional Officers (guards) and Special School Counselor (group supervisor). Beyond their high school education, (or college education for the caseworker positions), these employees require considerable orientation and "bread and butter" training in order to properly supervise and counsel delinquent and criminal persons. Furthermore, corrections relies heavily upon the knowledge and techniques of social science, a rapidly changing area of study. This means that even experienced personnel must be constantly updated through training. For example, group counseling of offenders is coming to the fore as an effective supplement to individual counseling in correctional institutions and in probation and parole work. Employees must therefore be trained in group counseling techniques.

Another matter for personnel training is the change in function of traditional correctional jobs. The prison guard was formerly a keeper concerned exclusively with security and housekeeping. Now as Correctional Officer, he is required to advise and counsel with inmates about many of their day-to-day problems.

The Staff Training Section consists of the Director of Staff Training, Assistant Director and a secretary. The functions of this section include development of training materials, organizaing and directing group training sessions and institutes and standardization of employee orientation and similar training procedures for Department-wide use. The section also consults with institution and field administrators to set up on-the-job training particularly suited to the services employees must perform at a given institution or office.

During the last two years, some important training projects have been:

Correctional Officers - Each spring approximately twelve Correctional Officers from Minnesota State Prison and from Minnesota State Reformatory have attended

one of two identical one-week institutes in St. Paul emphasizing the officer's human relations and counseling responsibilities with regard to inmates.

Corrections Agents' Orientation - Each spring or fall, newly employed Corrections Agents, County Probation Officers and caseworkers from local and federal agencies attend an eight-day institute given in two parts. Emphasis is on the correctional system and process in Minnesota and on the methods of correctional casework with offenders individually and in groups.

Summer Institute - Each summer a Department-wide institute is held for employees giving direct service to offenders. Approximately 250-300 persons attend one or more training sessions given over a three-day period on the campus of one of the state's colleges. Emphasis is on new knowledge and techniques in correctional rehabilitation.

Graduate Training Stipends - Were awarded to two employees in 1963 and three in 1964 so they could obtain Master's Degree training (two years) in Social Work and Clinical Psychology. They contract to return to the Department for at least three years upon completion of training.

Summer Work-Study - Positions were provided to selected college juniors at our correctional institutions and camps. Students earn $240/month and take a special course concurrently at Gustavus Adolphus College. As of July, 1964 fourteen of twenty-four trainees had entered correctional work in Minnesota upon completion of college. This has been a good means for recruiting exceptionally talented people into careers in State correctional service.

Juvenile Officer's Institute - Fifteen employees and County Probation Officers attended this ten-week summer institute at the University of Minnesota in 1962 and 1963 on a tuition free basis.

Tuition Reimbursement - Employees may be partially reimbursed for tuition costs upon successful completion of University extension and similar training courses that are closely related to their work for the Department and are likely to improve their job performance.

The institutes listed above have been utilized by employees of local and federal correctional agencies in Minnesota giving this training a valuable element of cross-fertilization. To help get these institutes started on a regular basis the federally sponsored Training Center for Delinquency Prevention and Control, University of Minnesota, has

been most generous with help in planning, financing and evaluating this training.

The main problem confronting staff training continues to be the limited availability of staff time for training. It is difficult to spare institutional or field staff for training purposes.

Future plans include more systematic training for Special School Counselors and for supervisory staff. A pre-service trainee program is also planned for inexperienced college graduates to prepare them for the duties of Corrections Agent. The program will begin with approximately six trainees and will run for six weeks during the summer months. Trainees will be paid less than Corrections Agents but will receive a broad exposure to correctional work in institution and field and will be well grounded in correctional casework methods. They will then be eligible for appointment as an agent at institutions or in probation and parole offices.

LIBRARY AND INFORMATION CENTER

The Library and Information Center was organized to keep department personnel abreast of the latest developments in the field of Corrections, to relieve staff from time consuming bibliographic research so that they may direct their efforts to their specific assignments, and to provide a center for the collection of material relative to corrections that would serve as a resource for interested Minnesota citizens.

The library has moved toward the fulfillment of its goals by adding to its book holdings as many as possible of the latest books of interest to its users; acquiring through subscription and exchange, the most important periodicals that relate to our sphere of interest, and keeping a file of several hundred pamphlets, government documents, and reports. The result of these activities has been the development of a Corrections collection unmatched in the state.

Reference service, exclusive of the department, has been given to individuals, mostly students at all levels, civic agencies, schools, and interested groups not only in Minnesota but also nationally. The library handled, during the last biennium, over 400 requests for information originating outside of the department.

Within the department, besides performing reference service and bibliographic research, the library has done display work for the annual corrections conferences, written book reviews for the department newsletter and published catalog of holdings in book form that has been distributed to all department institutions and field offices.

Future plans for the library call for its further development as a clearinghouse for corrections information rather than as a primary source of information for individuals and groups interested in the field. We hope to make material available in local communities and

reserve the corrections library as a last resort. This system will result in better service to information seekers and in savings in time and money to the state.

JAIL CONSULTANT

The Jail Consultant is an agent of the Commissioner of Corrections, who is required by law to oversee and to try to upgrade all local government correctional institutions in the state. The Jail Consultant inspects all county jails at least once a year. He makes recommendations to maintain minimum standards of security and management. Lockup reports are submitted to him by each sheriff for review and possible action. There were 113 jail and lockup inspections conducted and 60 lockup reports reviewed during the last biennium.

Conferences and consultations with County Boards, City Councils, Sheriffs, Chiefs of Police and architects in planning for a construction of new jails and lockups are important aspects of the job. There were 152 such meetings during the biennium.

There are many meetings with public and private groups who are interested in upgrading jails and short term institutions. The Jail Consultant has been involved in numerous jail surveys, construction plan reviews, on-site construction inspections, complaint investigations, preparation of reports, formulation of rules and security planning.

The future programs and goals are to solicit remodeling or rebuilding where needed, to upgrade jail management, to maintain minimum standards of security, sanitation, segregation and safety, and to develop a climate for regional jail establishments, with emphasis on work programs and counseling services for all jails where sentences are served.

LEGAL SECTION

Minnesota Statutes, 1961, Chapter 8, constitutes the Attorney General, legal counsel to the state, its several departments, agencies and boards, and authorizes the employment of assistants, lay, and legal or expert, as he may deem necessary for the proper conduct of the legal business of the state.

Under the authority of the above statute, a Special Assistant Attorney General is assigned to the Department of Corrections as legal counsel, who performs legal duties as directed by the Attorney General and the Commissioner of Corrections. Among the duties performed are the construction of laws, the drafting of legislation, and the representation of the department and its subdivision before courts, legislative and administrative boards and agencies.

Under another Statute, Section 638.07, which provides that the Commissioner of Corrections or his designee shall be secretary of the Board of Pardons, the Special Assistant Attorney General assigned to the department as legal counsel, also serves as the Secretary of the Board of Pardons.

The secretary receives applications for executive clemency, processes them for presentation to the board at its regular meetings, notifies the appropriate sentencing court and county attorney of the facts of the application and the reasons for the relief requested, attends the meetings of the board, prepares minutes of such meetings, notifies applicants of actions taken upon their application, prepares certificates of pardon or commutation as directed by the board, together with any other duties the board may direct.

Administrative services, supplies, and personnel are supplied by the Department of Corrections. The secretary to the Board of Pardons also advises and assists attorneys and others representing applicants for executive clemency.

For the period July 1962, through June 1964, the Board of Pardons heard and considered 178 applications for executive clemency, 138 of which were new applications and 41 of which were for rehearing of applications previously denied.

Most of the applications were submitted by inmates of the state prison. During the period covered by this report, 131 applications were received from the prison, 25 from the Reformatory for Men, 2 from the Women's Reformatory, 18 for persons outside of institutions by way of parole, probation, or expiration of sentence and 2 were by way of probation from counties in the state.

The applications were for the various types of clemency available through the Pardon Board. The breakdown is as follows:

1. 28 asked for pardons.

2. 11 asked for Pardon Extraordinary, that is, a pardon for a crime for which a sentence has been served. If the Board determines that the person has committed no new criminal acts and is found to be of good character and reputation it may grant this type of pardon. This pardon has the effect of restoring all civil rights and of expurging the record of the conviction.

3. 139 asked that their sentences by commuted.

Action on the applications resulting in the granting of 13 commutations, 2 pardons, and 9 pardon extraordinaries.

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DIVISION OF YOUTH CONSERVATION

The major problem of the Division has been to keep up with its staffing from the standpoint of having as many staff per ward each succeeding year. Even if the same staffing ratio were maintained each succeeding year, this would not be so bad except for the fact that to begin with the staffing ratio was about one-half that recommended by recognized standards. During the fiscal year 1963-4 the Youth Conservation Commission witnessed the largest percentage increase of commitments in history. With the resultant 26% increase in commitment of boys and girls for delinquency, there must have been a 26% increase in staff to meet the influx. However, a somewhat smaller percentage increase in staff meant that less staff per ward existed at the beginning of the next fiscal year.

A major emphasis in the Division of Youth Conservation has been on in-service training and development of program through self-study. Regular in-service training programs are being carried out in all of the institutions and probation and parole services. Staff supported the need for in-service training in the Institutional Employee Attitude Survey conducted at the Home School for Girls and State Training School for Boys.

A mobile training team for the camps has been put into effect and has been found to yield good results. With the small camp staffs it has been almost impossible to release staff from work to attend training sessions in the Twin Cities. Therefore it was necessary to take the training personnel to the camps on a periodic basis. The camps have inaugurated the group counseling approach, and this method will continue to be given considerable emphasis.

The Time Study of probation and parole services pointed out places where staff were "spinning their wheels" and where improvements and changes needed to be made. Some changes have been made and others are under way to help develop a more effective system. This needs to be done particularly when it is considered that caseloads are double that recommended by nationally accepted standards. The problem of recruiting probation and parole staff with graduate training has continued to be a most difficult one. Retention of corrections agents due to our not being able to compete with county probation departments from a salary standpoint likewise has been a continuing problem. In effect, the Division has been a training grounds for other departments which are able to pay better beginning salaries but, even more importantly, have been able to pay several thousand dollars more per year on the end of the salary range.

A better atmosphere of professional self-discipline has resulted in more effectively meeting deadlines and submitting of reports on time, something which in the past has been a trying problem. Tied in with this has been the submission of social histories at a much earlier time than before. The average lapse of time between arrival of the youth at the reception centers and the social history was approximately three weeks, and this has since been reduced to about two days. Similarly, policies and procedures

have been shaped up to the point where operations are more in line with recognized standards and a foundation created for the building of a better treatment program.

The development of citizen advisory committees around the various institutions has been a most rewarding experience. Of particular importance have been the Citizens' Committee to the Home School and the Mayor's Citizens Committee to the Training School. These groups have been of invaluable assistance in supporting good program, gathering citizen support and pointing out on the basis of constructive criticism areas which needed to be changed and developed.

A strong two year campaign to acquaint staff, officials, and various groups with the urgent need for group homes resulted in widespread support for the family type group home and its entry as a sizeable line item in the budget proposed for 1965-7. Group homes development was selected by the Citizens Council on Delinquency and Crime as its number one priority for the 1965 Legislative Session.

DELINQUENCY AND CRIME PREVENTION SECTION

The Youth Conservation Commission, created in 1947, and the Youth Division of the Department of Corrections, which superceded it, were by statute made responsible for developing programs for "the prevention of juvenile delinquency and crime". This has been done by helping communities establish organizations which would awaken the citizenry to the needs of all its people and assure the full use of every facility as soon as problems appear. This concept of Community Organization is recognized as the most effective way of combatting the rise of anti-social behavior.

Experience, accumulated by our staff since 1947, has developed a large body of knowledge regarding community organization, some of the important items of which are:

1. Community acceptance and support of a program means it has developed out of the community itself. Communities reject directions from outsiders, but will welcome suggestions.

2. Experienced and professionally trained people, who are not utilizing their skills, exist in every community and would welcome the opportunity to contribute to the betterment of its citizens.

3. True community leaders are recognized as such by an accurate cross-section of the citizens.

4. Those needing too much personal recognition, if placed in positions of community leadership, will narrow community participation and may even threaten the life of the program.

5. All agencies -- civic, business, labor, professional, youth serving, fraternal, and religious; one group should not dominate because this will tend to diminish the participation of others and diminish its broader community aspects.

6. Youth must participate and be assured adult attention.

7. Goals of community programs must be specific and obviously attainable.

8. Goals should be selected following broad community consideration. Short-sighted champions of individual projects should not be allowed to override broad community considerations.

9. The role of the average citizen is important. He brings his practical approach and has a way of demanding that professionals speak so that they can be easily understood, and that they explain the basis for their beliefs and functions.

10. The community organization consultant must know the resouces available from the local, county, state and national levels.

11. Making a better community is a continuing program and the organization to achieve this must be built on those qualities that have proven sound and lasting.

In addition to the hundreds of communities, organizations and individuals served in the course of its on-going program, there have been many outstanding special projects carried out during the last biennium. These projects to a large extent were sponsored by the Governor's Advisory Council on Children and Youth and the Governor's Council of Youth. One member of the Prevention Division devotes full time, and the Department of Corrections joins eight other departments of state government in furnishing part time help to these organizations. One of the outstanding projects sponsored by the Council was the Iron Range Citizens' Committee, which gained the cooperation of more than 300 local club members in nearly 30 communities to survey the present and future possibilities in the area of training required for employment. As a result of this survey area vocational schools have been opened at Hibbing, Grand Rapids and Eveleth. The Advisory Council also sponsored the Indian Guide Project at the Red Lake Reservation, that saw Indian girls and boys serve as guides for tourists in the Bemidji area, and the Blackduck project that helped 30 boys between the ages of 14 and 20 obtain 10 weeks of constructive work.

The Department of Corrections, being convinced that a child's first contact with law enforcement may establish a lasting impression, appointed a new law enforcement consultant to meet with state and regional law enforcement officers as well as individuals around the state to help them understand better how to deal with youth.

PROBATION AND PAROLE SECTION

The Probation and Parole Section provides supervision for all wards under commitment to the Youth Conservation Commission from the four metropolitan counties, (Anoka, Hennepin, Ramsey and St. Louis) who are released on parole or reception center probation. In addition, under the provisions of the Juvenile Court Probation Act of 1959, staff provides services on a contract basis to juvenile courts in 18 counties, and is responsible for initial orientation, systematic in-service training and supervision for probation officers in all but the four metropolitan counties.

In exchange for the state probation subsidy authorized under the Probation Act in 1959, probation officers under the administration of the juvenile court judge in 65 counties and Division of Youth Conservation agents on a contract basis in the remaining 18 non-metropolitan counties are required to provide parole services to wards of the Youth Conservation Commission who are committed from or reside in their respective counties. This means that in the majority of cases the same probation officer or

agent who worked with the boy and his family on a juvenile court probation basis prior to the time of the youth's commitment to the Youth Conservation Commission also provides placement and after-care services following release on parole.

Counties with over 100,000 population by law provide their own probation services to the juvenile courts. With the existence of county training school facilities for delinquent boys it has generally meant that the more sophisticated delinquents committed to the Youth Conservation Commission come from the two major metropolitan counties.

Commitments from the 83 rural counties during the first four years of operation under the County Probation Act were reduced. However, during the fiscal year ending in June 1964 the Youth Conservation Commission witnessed the biggest percentage increase in commitments in its history. Commitments from the out-state counties increased by 35%, while commitments in the two major metropolitan counties increased 21%. Indications are that staff provided in 1959 under the County Probation Act have reached a point of maximum efficiency and, in fact, are now inadequate to meet the problem.

For practical purposes the probation and parole services provided by the state must be considered on the basis of the division between those counties with less than 100,000 population and those with more. Delinquents from rural areas generally face a different set of problems than do the delinquents from urban areas. Delinquents from rural areas face generally a more hostile environment than do the ones from an urban area. Smaller communities seemingly are more concerned about the offenses of their youth; it is harder, for example, for the rural delinquent to get back into school and other community activities. While there seems to be less concern shown by urban people about the problems of their youth, the urban areas provide more community services, such as mental health centers, for their delinquents.

Probation services for rural girls is one of our most critical problems. In most counties the male county probation officer or agent handles girls' cases. In other counties the Welfare Department renders invaluable assistance and in some counties both the male probation officer and county welfare person handle cases. It is generally agreed that girls are not getting as good service as boys because of the lack of a uniform system for handling. The juvenile court judges and county probation officers' associations agreed to support the Department's proposal for legislation in the 1965 Session which would change the County Probation Act to allow counties to go together in different combinations in order to hire a woman probation officer or to contract with the state for such when the respective counties had their own male probation officer for handling boys' cases. Caseloads of women Division of Youth Conservation agents have risen despite the fact that girls are not committed as readily as boys. The 13% increase in commitment of girls compared with a 26% increase in commitment of boys, whereas the normal commitment ratio is one girl to over four boys. Generally it appears that the commitment

of girls comes later in their lives than for boys. Girls' cases are generally more difficult to deal with because in many instances family relationships have deteriorated to the point where placement away from the family is necessary in more cases than for boys. Many of these placements have to be beyond county boundaries. Women Division of Youth Conservation agents provide consulting services to county agents who are working with girls' cases.

State caseloads in the metropolitan areas have risen to the point where services are, at best, minimal. Population growth within these counties is creating additional pressures on county resources and in the process is creating problems for Division of Youth Conservation agents who are competing for the same services available to county personnel.

Probation officers and Division of Youth Conservation agents, particularly in the non-metropolitan areas, have sought to involve members of the community in their efforts, in order to create an awareness of the delinquency problem. Agents have stressed the need to develop and implement local services. Examples are youth traffic programs, youth employment services and local coordinating groups which have been developed in cooperation with local groups and individuals.

MINNESOTA RECEPTION-DIAGNOSTIC CENTER

The Minnesota Reception-Diagnostic Center is the newest correctional institution in Minnesota. The Center opened for juvenile girls on September 16, 1963, and for juvenile boys on December 2, 1963. It began receiving Youthful Offenders on December 15, 1964. The time lag between the opening of the juvenile section and the Youthful Offender section was due to the lack of funds needed to hire the necessary minimal staff needed to serve the youthful offenders.

The Minnesota Reception-Diagnostic Center was established with the following goals in mind:

1. To develop a meaningful evaluation of the social breakdown, personal deficiencies and treatment needs of the youth committed by the courts. The Youth Conservation Commission, the paroling and placing authority, utilizes the diagnostic information to make the disposition most likely to meet the correctional requirements of the youth, thus serving both the individuals under their charge and society at large in recovering some of the wasted potential represented by youth in difficulty.

2. To set the tone for each youth through a positive and constructive Reception Center experience so that he may be maximumly receptive to whatever disposition is made, and utilize to its fullest potential the correctional program set forth for him.

3. To serve as a key unit in which on-going research will continually evaluate the program for the purpose of discovering existing needs,

to develop new ideas in evaluating youth and to apply these ideas in the resocialization of wayward youth.

These goals are reached through a comprehensive program which includes a diagnostic evaluation through physical and psychological testing and the beginning of a treatment program. Among the areas involved in treatment are group living, casework, education, psychology, religion, medicine, dentistry, recreation and related consultant services.

Two notable developments in the comparatively short life of the Reception Center have been the significant reduction of time between arrival of the ward and the social history and the establishment of discussion or therapy groups for all youth involved in the program. Speed in the handling of case records between field offices and institution allow staff to test and program for each youth without undue delay. Group therapy sessions are reality focused and staff have attempted to help youngsters face up to their responsibilities. This aspect of treatment is continued at the receiving institution.

While there has been some progress made during the "shakedown" period of the Center, certain weaknesses have manifested themselves at the same time. Experience during the first nine months of operation showed an increase of about 40% in intake over the corresponding period of the previous year when the Reception Centers were in operation at the various institutions. Part of this increase in number of cases handled included a 26% increase in the commitment of juveniles over that of the previous fiscal year. Anticipated intake needs suggest that present capacities and staff will not be sufficient to meet future demands. The following table summarizes the intake experience from opening through June 30, 1965, and projections through June 30, 1967.

TYPE OF WORK	WORK ACCOMPLISHED			WORK PROGRAM		
Reception Center Evaluations	1962-1963	Actual % of Increase	1963-1964	Est. % Incr. 1964-65	Est. % Incr. 1965-66	Est. % Incr. 1966-67
Juvenile Boys-Red Wing Reception Center	638	22%	286	0	0	0
Juvenile Boys-MRDC	0		490	22%	5%	5%
Juvenile Girls-Sauk Centre Reception Center	167	21%	25	0	0	0
Juvenile Girls-MRDC	0		177	21%	5%	5%
Youthful Offenders-St. Cloud	314	22%	382	22%	0	0
Youthful Offenders-MRDC	0		0		10%	10%
Totals	1119		1360			

All groups were involved in phasing out of one facility and into Lino Lakes--above figures indicate basis of projections.

Increased intake is only one of the problems. The lack of a chapel-auditorium-gymnasium facility has the effect of sharply curtailing program, especially during the winter. Staff needs to accommodate normal population growth, as well as program expansion and development require the addition of more teachers, caseworkers, correctional officers, a volunteer services coordinator, and an assistant director.

One of the most disappointing aspects of the operation has been the fact that research opportunities lie waiting but that lack of research staff and the pressure on current staff to maintain the present level of service make it impossible to launch an organized research program. Research offers the best hope of preventing and controlling delinquency and letting opportunities for research pass by default is a situation which should not be tolerated much longer.

HOME SCHOOL FOR GIRLS

The Home School for Girls, located at Sauk Centre, is Minnesota's only training school for the rehabilitation of delinquent girls. The chief administrative officer is the Superintendent, who supervises a staff of 100.

Situated on an attractive 275-acre campus bordering Sauk Lake, the Home School has a rated capacity of approximately 190 girls. During the fiscal year ending June 30, 1963, the average daily population was 259. This figure was decreased to 180 during the following year. The reduction was due in part to the removal of the Reception Center to the newly opened Reception and Diagnostic Center in September, 1963. The median age of girls in the institution on June 30, 1964, was approximately 16 years, 4 months; the age range on most days was 12 to 21 years.

The girls live in 10 cottages in this minimum security institution. One cottage has some security features and the more aggressive, "acting-out" youngsters are housed there.

A new girls' cottage, the first major construction at the institution in almost 40 years, was completed and occupied in December, 1963. Rehabilitation of existing buildings and additions to the physical plant are urgently needed. Foremost among these needs are a maximum security treatment cottage, a shop and warehouse building, an addition to the school and an administration building.

Cottage life or "group living" is the basic element in the Home School's program. Other services are social casework, psychology, academic and vocational education, recreation, religion and health services. A consulting psychiatrist assists the regular staff in diagnosis and treatment of girls with special problems on a very limited time basis--namely one half day per week.

The educational program offers standard courses at the elementary through high school levels. Spanish, speech and music have been added to

the curriculum. The Library was brought up to minimum standards during the past two years. The Cosmetology Course was approved for credit by the State Regulatory Board in September, 1962, and a Nurses Aide Training Course was added in the summer of 1964. Additional classroom space, a Home Economics teacher, a remedial instructor and an additional commercial teacher are acute needs in this department.

More employees are needed to provide adequate round-the-clock coverage, reduce caseloads and improve treatment services. Sufficient clerical staff to handle increased demands are also critically necessary.

In-service training of all employees has been emphasized and this is implemented through a basic 11-week course, meetings, institutes and conferences. A staff library is being developed to help employees increase their job skills.

Citizen participation in the work of the institution has been intensified through the introduction of many volunteers into various program areas, the formation of the Sauk Centre Citizens' Committee, and an "open house" held in the springs of 1963 and 1964. Local health institutions also cooperate with the Home School to provide practical experience for girls in various vocational programs.

Among the program innovations during the past two years have been a liberalized policy for visits and institutional leaves, systems of group and individual incentives and a more individualized approach to parole consideration. The average length of stay in the institution before first parole was reduced from over 11 months to approximately 9 3/4 months. The addition of the full-time staff psychologist, the consulting psychiatrist, two supervisors with graduate degrees in social work and two caseworkers made a profound impact on the treatment orientation of the institution. Returns for violation of parole were reduced from nearly 60% to about 35% and runaways reduced to one-third that which existed formerly.

STATE TRAINING SCHOOL FOR BOYS

The State Training School for Boys at Red Wing currently houses an average of approximately 350 boys. Their average age is 16.6 and their average I.Q. is 94. The boys live in cottages ranging from new one-floor cottages housing 28 boys in individual rooms to 75 year old, four-floor dormitory cottages which house up to 65 boys.

The formal program of the school offers academic school from the fourth through the twelfth grade, and opportunity for a work experience in ten vocational areas as well as other work programs. A boy can be placed full time or part time in any combination of these school and work programs.

The Training School is now undergoing rather marked changes. The biggest change is away from a program with emphasis on custody toward a

program which emphasizes treatment, training, and rehabilitation. During the biennium 62-64, there has been a new superintendent, assistant superintendent and director of clinical services. Casework services have improved as the result of hiring four additional corrections agents to make a total of five. Additional cottage personnel have made possible the elimination of the triple split shift and enabled cottage personnel to now work a straight 8 hour shift. The major program change in '63 and '64 was the attempt to individualize boys to a greater extent within the framework of the institution. Unlimited visiting and more frequent home visits as well as attempts to open up the program by evening and off campus activities have been some of the major program changes.

Two new cottages are under construction as is the remodeling of three additional cottages which makes a total of nine cottages which in the near future will be new or newly remodeled. With the nine cottages capacity will be 260. Statistics collected by the United States Children's Bureau for a number of years show that the smaller the training school, the more effective job of rehabilitation that can be done. The same applies to small cottages. The Children's Bureau recommends a maximum of 20 youth per cottage. For economy purposes the new one-floor cottages house 28 boys, which means that while the size of the cottages has been reduced drastically, having one staff person work with 28 boys still does not meet recognized standards.

The greater effort and skill of local schools, clergy, doctors and the increase of local probation services and mental health clinics have helped many a pre-delinquent boy avoid commitment to the state. This has, however, made the average commitment to the new Reception and Diagnostic Center a more seriously delinquent boy. The Reception Center studies the youth and may place him on probation, transfer him to a forestry camp, a vocational center, or send him to the Training School. In general, the average boy now received at the Training School is an older, more sophisticated delinquent.

The critical need at the Training School continues to be more personnel; cottage parents, teachers and caseworkers. It is our conviction that the only chance to change human conduct is by human contact. Additional personnel will allow us to work more closely with boys, to really get to know them and be able to offer them help in the problem areas that have led them into delinquency.

The second greatest need is to change our shop program from a maintenance emphasis into true vocational or pre-vocational training. This seems to provide an answer for many of our boys who cannot adjust in the usual academic setting but who still need to develop skills which will lead to employment and an opportunity for a normal productive life.

A third need is for the development of parole placement resources which can provide a home where none exists or can be a substitute for an extremely negative home situation. The best available plan, in terms of the delinquent boys' needs, seems to be the use of small group homes which have been used so successfully in other states.

YOUTH VOCATIONAL CENTER

The Youth Vocational Center, established in 1961 as a facility for 50 delinquent boys between the ages of 16 and 18 years of age, is located 6½ miles northeast of Rochester. The physical plant is made up entirely of old United States Air Force barracks and units.

The basic objective of the Center is sought through its vocational training program which is utilized as a vehicle to lead a boy through training and counseling so that he will return to his community as a more acceptable individual. Currently the Center has three vocational programs: automotive mechanics, cooking, and small engine repair. These programs are so organized that upon completion of one a boy has sufficient training to start employment with a considerable advantage over individuals lacking such training. Every possible effort is made to offer vocational programs which are realistic and practical in the business community. Boys at the Center are also able to obtain tutoring in 10th, 11th, and 12th grade subjects, all of which are applicable towards credits for a diploma from their home school (vocational subjects are also accredited). In addition to these vocational and academic programs, the boys receive training in functional-related vocational classes, remedial reading, remedial mathematics, and in social living areas.

A therapeutic atmosphere is also maintained in the counseling and leisure time programs by the staff members of these two sections. The boys meet with the individual caseworkers on a one-to-one basis as well as in group counseling sessions. During leisure time, every opportunity is given to the boys to enable them to become acquainted with as many meaningful activities, associations, and individuals as possible.

Statistics have shown that the small camp setting, such as the Youth Vocational Center, with vocational orientation is notably successful. Since the Center opened, returns by youngsters to delinquent behavior have been less than 20% each year.

THISTLEDEW FORESTRY CAMP

Thistledew Forestry Camp is located in Itasca County, thirty miles north of Nashwauk. This camp was established in 1955 to serve juveniles in the 16 to 18 year age bracket for whom an academic school program is not appropriate.

For the past year and a half the camp has also accomodated some youthful offenders in the 18-21 year age bracket, transferred from the Reception Center at the St. Cloud Reformatory. This mixing of different age groups has caused no difficulty in administering the camp program and, in fact, has had an overall positive effect. Selection of these older boys has been aimed at those whose needs are similar to that of the younger boys, and those who have the ability to fit into the younger group.

The work program is operated mainly in cooperation with the Forestry Division of the Department of Conservation but special projects are done in conjunction with the Division of Parks, the Warden Service and the Game and Fish Division. During the summer months the boys work on projects organized by the United States Department of Agriculture.

Work projects consist mainly of the conservation and propogation of timber resources, improvement of public roads and trails, maintenance of recreational areas such as parks and campsites and maintenance of camp buildings and equipment. Maintenance constitutes a sizeable amount of time in that very little service is contracted for. The work is performed on a standard 8-hour day, 40 hours per week.

The general aim of the camp is to better prepare the boys for return to the community. The teaching of work habits, recreational values, group living processes, relationships with adult authority figures, and the values of socially accepted behavior are directed toward this general goal. These ends are not only accomplished through the general work and recreational programs, but through individual counseling by trained personnel, discussion groups, and vocational counseling. A volunteer consultant from the Northland Mental Health Clinic at Grand Rapids assists with our discussion groups, and the Minnesota Employment Service performs aptitude testing and vocational counseling for the boys.

Staff have no doubts that the Forestry Camps with its personal attention to the individual, and the closer relationship of the staff to the boys is an effective vehicle with which to help young offenders become responsible citizens. However, the present staffing pattern is so limiting that the goals they strive for the hardest are hurt most by lack of sufficient staff. The present staffing pattern is not sufficient for current program and limits program by making no allowance for program development or expansion.

In terms of program expansion there is a real need to provide remedial education. Many are unable to read or understand simple instructions and for any practical purpose are illiterate. Such boys have a very slim chance of finding anything but marginal employment, nor do they have any chance to become involved in industrial training programs or vocational training because of their basic deficiencies in reading and writing. Unless additional staff become available, this serious deficiency will continue to exist.

The potential of the Forestry Camp is considerable and many programs would be possible in a small facility compared to larger ones, but unfortunately, further development depends upon a reasonable amount of staff being available.

ST. CROIX CAMP

The St. Croix Youth Forestry Camp was established by the 1957 legislature, and was occupied in the spring of 1960. The camp is

located in the St. Croix State Forest approximately 20 miles east of Sandstone on a beautiful site along the Tamarack River.

The physical facilities are of permanent construction and include a barracks complex, dining hall-kitchen, administration-school building, garage, laundry, and two staff residences. The addition of an activities building would complete the camp as presently planned.

The camp has a capacity of 50 boys and the program emphasizes correction and rehabilitation through counseling, education, work, and recreation. All boys are in 9th and 10th grade and their day is divided between school attendance and forestry work. The addition of two positions during the past two years has enabled us to improve the programs of counseling and recreation. Through a combination of individual and group counseling, each boy now receives an estimated 1½ hours a week of his counselor's time. Recent figures, not yet authenticated, seem to indicate that the rate of recidivism has been reduced by almost 10% during this period.

Further refinement of our treatment program depends very much on whether we are able to cut our overall staff-boy ratio of 1 to 3.3, bringing it closer to the 1 to 2.6 average staff to boy ratio noted in a survey conducted by this department. The areas of our program where more staff is needed are education, recreation, and counseling. One teacher is needed to reduce the teacher-pupil ratio. A recreation supervisor, to organize and operate the recreation program would be a valuable addition to the staff, and three Special School Counselors are needed to adequately supervise the work program.

Much equipment at the camp is worn and old. The camp needs a reliable school bus, a panel truck, and a station wagon.

Present camp facilities do not include any indoor space which can be used for vigorous recreational activity, such as volleyball and basketball. Severe winter weather, wet spring weather, and early darkness in the fall force us to be indoors much of the time.

Boys in the 15-16 year old age group have an inclination and a need to be active. Team sports provide an excellent opportunity for training for these bo ys and all vigorous activities allow for the working out of frustrations.

An activities building would fill an important gap in our program by providing space for the activities described above. It would also be used as an auditorium at various times during the year when groups from neighboring communities come to present programs or when boys have parties or programs of their own.

WILLOW RIVER FORESTRY CAMP

Willow River Camp with a capacity of 60 youthful offenders, 18 to 24 years of age, was established in 1951. Youth are transferred to this

Camp from the Minnesota Reception and Diagnostic Center or from the State Reformatory for Men by action of the Youth Conservation Commission. The Camp serves as a minimum security treatment facility for these youth prior to parole.

This Camp provides a short-term therapeutic program containing counseling, (both individual and group) recreation, work, religion, and group living.

The Division of Youth Conservation is responsible for the overall rehabilitation program. The Department of Conservation, Division of Forestry, provides the work program, tools and equipment, and work supervision through an agreement.

Through the work program, healthy work attitudes and habits are developed. The camp and work programs develop in each person greater self-esteem. The counseling program gives support to each person and aids him in learning acceptable methods of dealing with problems, thereby better preparing him for parole.

DIVISION OF ADULT CORRECTIONS

During the past two years a number of significant developments have occurred in the Division of Adult Corrections. Investigative and supervisory services for District Courts and the Adult Corrections Commission continued to increase. Over 100 more persons were on probation and parole at the end of the two year period than at the start of the period. The number of pre-sentence investigations and other investigations conducted by Adult Corrections agents also reached an all time high. There appears to have been greater acceptance of probation and parole by judges, law enforcement officials and the public. Part of this has resulted from a public relations effort which has emphasized the importance of probation and parole as an economic measure as well as a protection to society. A number of studies conducted by the Division of Adult Corrections have clearly shown that when effective probation and parole services are used, there is a considerable savings to the tax payer and at the same time a greater protection to the community.

The past two years has also seen the development of new treatment programs in the institutions and in the community. Adult institutions, although lacking in professional staff, have developed some new techniques in group therapy, individual counseling and parole orientation. They have also made more constructive use of the inmate's leisure time by starting new educational and recreational programs during the evening hours. Expansion of vocational training courses both at the Prison and Reformatory for Men have also made an impact on the treatment programs. In the field services there has been a stepped up program of employment counseling and development of employment resources for parolees and probationers. One of the most important contributions made by field services has been a research project in group parole supervision. If this proves successful, both staff time and money can be saved by using the group approach to supervision.

The greater use of parole and probation over the past two years has already reduced the length of stay at our three adult institutions by several months. A new Minnesota Criminal Code was adopted in September, 1963, but it is too early to determine what effect it might have on adult corrections programs. It is believed, however, that the new code will contribute to shorter periods of confinement and will provide for more uniform sentencing procedures throughout the state.

The two most serious problems facing Adult Corrections today are: (1) the lack of professional personnel in our correctional institutions and (2) the difficulty in recruiting and retaining probation and parole field staff. Each adult institution is in need of additional caseworkers, psychologists, and other professional workers in order to do an effective job. At the present time caseworkers at the Reformatory for Men and at the Prison are handling over 150 cases each, while the psychologists at each institution have caseloads of over 400. With this workload they are barely able to provide diagnostic services let alone individual treatment. In our field services an inadequate salary schedule for corrections agents has made it

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STATE OF MINNESOTA

extremely difficult to recruit and retain experienced personnel as evidenced by a 34.5 percent turnover rate for the biennium. The creation of a Correctional Agent II class which is being planned may be of some help in broadening the salary base for these important front line workers.

ADULT CORRECTIONS COMMISSION

The Adult Corrections Commission is composed of a full-time Chairman and four part-time members. An amendment to Section 243.02 of the Minnesota Statutes by the 1963 session of the Legislature provided for the appointment of a person from the Adult Corrections Division to serve as Chairman. This appointment to be made by the Deputy Commissioner with the consent of the Commissioner. The Chairman is also Compact Administrator for the Interstate Supervision of Parolees and Probationers.

The Adult Corrections Commission's powers and duties are defined by Minnesota Statutes. The Commission meets as three member panels for all cases except those involving lifers at which time the full Commission meets. The Chairman attends all meetings. The Commission may parole a person sentenced to confinement in any of the adult correctional institutions in the state at any time, except those serving a life sentence for Murder in the 1st Degree. These offenders must serve a specific period of time before being eligible for parole. Parolees remain in the legal custody of the Adult Commission subject to parole revocation for violation of terms of parole or until they are discharged.

The Adult Corrections Commission, always mindful of its responsibility to protect society and to provide rehabilitation for the offender, periodically evaluates its policies, procedures, and actions in the light of present day concepts in the rehabilitation of the offender. Since 1961 when the Commission began functioning as a five man panel, its actions have reflected the national trend toward shorter continuance and more frequent reviews of cases. The Commission makes an average of 2,400 decisions, pertaining to men on parole or in institutions, annually. During the biennium 1962-64, the Commission granted 1023 paroles, revoked 440, and granted 410 final discharges from three institutions. Numerous paroles were granted at the initial five month review period. Results of this early parole policy show a better than average success ratio. Even with these numerous early paroles, the average length of stay in Minnesota adult correctional institutions, excluding lifers, is 26 months, 35 months at the Prison, 21 months at the Reformatory for Men. In 1959 paroling procedures for lifers were liberalized. Since that time 59 lifers have been paroled. All but two have made a successful adjustment to freedom. The average time served by lifers before 1959 was 29.6 years. Today the average length of stay until first parole is 20 years.

The new Minnesota Criminal Code adopted in 1963 has had a marked effect on the work of the Adult Corrections Commission. In general, the code reduces the penalty for most major crimes. It also provides for summary hearings on sentences and probation revocations. The Commission has observed that since the adoption of the new code, offenders committed to the institutions have shorter sentences, in some cases extremely short, leaving very little time for rehabilitation within the institution. The Commission feels that there should be enough time to allow for institution training as well as supervision on parole.

ADULT FIELD SERVICES

Adult Probation and Parole Field Services, under the direction of the Deputy Commissioner, Division of Adult Corrections, is responsible for providing investigative and supervisory services for the Adult Corrections Commission and the District Courts of 84 counties. The District Courts of Hennepin, Ramsey, and St. Louis Counties are serviced by their own probation departments but all parole cases in these three counties are supervised by the Adult Probation and Parole Field Service Section.

Rehabilitation services are offered through the operation of a parole program for adult offenders released from the State Prison, the State Reformatory for Men and the State Reformatory for Women. After an inmate has been granted parole by the Adult Corrections Commission, he is assigned to an agent and a release plan is worked out. The agent provides supervisory services continuously until the parolee is granted a final discharge. Periodic reports are provided the Commission with information regarding the parolee's progress under supervision. These reports include recommendations made to the Commission for continuance or discharge from parole. In the event the parolee commits a violation of his parole, the agent makes a complete investigation and submits a report with his recommendations for revocation or continuance. When the Commission makes a decision to revoke the man's parole, it then becomes the responsibility of field services to see that the parolee is returned to the institution. Less than half of the adult field services' total caseload consists of parolees from the adult institutions. The majority of the caseload is made up of those who are on probation from the District Court.

Similar investigative and supervisory services are provided to the District Courts of 84 counties in the state. Probation allows the Judge of the District Court the opportunity to suspend a sentence and direct the offender to serve all or part of his sentence under the supervision of the Department of Corrections. Judges in Minnesota usually require a pre- or post-sentence investigation for all felony cases appearing before the courts. The judiciary has found this service to be extremely helpful in determining the treatment plan which should be carried out for a particular offender. Probation has proven to be an extremely useful instrument in handling adult offenders, and there is a significant trend toward the use of more probation by the District Courts of Minnesota.

Another area of responsibility is the administration of the Interstate Compact for the supervision of out-state probationers and parolees transferred to Minnesota from other states and the arranging for transfer of people from Minnesota who are on probation or parole to the other states.

As of June 30, 1964, Adult Probation and Parole Field Services was supervising 864 probationers, 670 parolees, 249 out-of-state cases and conducting an average of 700 pre-sentence investigations per year.

In order to discharge the above responsibilities, the Adult Probation

and Parole Field Services has ten district offices located at strategic points throughout the state in addition to its headquarters in St. Paul.

On September 1, 1963, the new Minnesota Criminal Code went into effect. The Code contained a great many changes in criminal law and procedure. One of the most significant changes affecting Adult Field Services was the establishing of a summary hearing for all persons on probation if their probation was revoked. A summary hearing entitles the defendant the right to a hearing on his revocation. The supervising agent is required to attend the summary hearing in order to substantiate the facts surrounding his recommendation for revocation.

During the last biennium, a pilot research project on group supervision was started with adult parolees in the Twin City area. This was undertaken to test the feasibility of using the group method in supervision of parolees. Initial results, though still incomplete, are encouraging. Plans are underway to expand this project in the coming year by starting two additional groups. If this method proves successful, it will provide us with an additional tool for rehabilitating the adult offender.

Three new Corrections Agents were assigned to the Adult Field Services in July, 1963. One of these positions was placed in our Brainerd Office, and the other two were assigned to the Twin City area. The problem of replacement of the Corrections Agents on our staff remains critical. During the biennium the replacement rates for Corrections Agents was 34.5%. The Agents average four weeks of overtime per year in carrying out their assigned duties. It is difficult to move ahead on programs when one-third of the staff is being replaced each year.

One of the methods instituted to cut down this rate of replacement was the establishment of the Corrections Agent II position in 1964. It is hoped that the promotion of our better trained more qualified field agents to this position will enable the Department to retain them. By capitalizing on the training they have received in the Department, all of the agents who have left have gone on to better paying positions.

STATE REFORMATORY FOR WOMEN

The primary function of the State Reformatory for Women is to provide custody and rehabilitation opportunities to women committed to it by the District Courts. Treatment and rehabilitation are provided under a varied program which includes psychological and psychiatric services, academic and vocational education, and counseling.

Psychological services are provided through an arrangement with the Department of Public Welfare which assigns a psychologist to spend four or five days a month at the Reformatory. Visits from the psychologist are becoming less frequent because of the shortage of psychologists in the Department of Public Welfare. Psychiatric services are supplied through a contract arrangement with a private psychiatrist, who visits the institution for four hours every other week. The psychologist and psychiatrist do

a complete work-up on each inmate at the time of admission and they do a re-evaluation at the time of her appearance before the Adult or Youth Commission. Since the psychiatrist and the psychologist do not visit the Reformatory often, much of their work is consultative and the on-going work in this aspect of treatment is carried on by the Assistant Superintendent. She conducts orientation group sessions, group therapy, and pre-parole group meetings. The psychiatrist does see some individuals on a regular basis selected on the basis of need, offense, and desire of the inmate.

The social work responsibility is carried by the Superintendent and the Assistant Superintendent, who are available to be seen by any woman on request. A Corrections Agent is needed at the institution to provide casework service, leaving the Superintendent and her assistant free to perform other pressing tasks. The Corrections Agent could write classification reports at the institution where the responsibility lies instead of having them done by the Agent at the Central Office.

The area of treatment and rehabilitation has been strengthened during the last two years by placing greater emphasis on education, on-the-job training, and counseling. While there are no formal vocational training programs at the Reformatory, an attempt is made to raise the level of skill in areas such as typing and child care, which will be useful to the women when they leave the institution. An example of this is a program developed at the Children's Home whereby inmates who are assigned there are given an opportunity to conduct Play Therapy with the children under professional supervision.

Increased educational activity seems to be the result of the increased counseling given to the inmates, and the good working relationship established with United States Employment Service and the Minnesota Department of Vocational Rehabilitation.

The Reformatory is badly in need of additional personnel, especially in the House Parent and clerical positions. House Parents are needed so that there may be regular eight-hour shifts assigned instead of having the House Parents sleep in and be subject to call. At present, House Parents are not paid from 9:30 PM to 6:30 AM. The clerk typist position should be increased from half to full time to provide more adequate clerical service.

In spite of heavy work loads, staff development has progressed. Regular monthly meetings are held for staff of the Reformatory and of the Children's Home. Professional staff has been able to enlarge their horizons by use of field trips, attendance at professional conferences and visits to other institutions.

MINNESOTA STATE PRISON

The Minnesota State Prison, located at Bayport, houses adult felons over twenty-five years of age sentenced by the courts of Minnesota. Capacity,

based on one to a cell, is 1200; the last biennium shows an average daily population of 1047. The purpose of the institution is to provide custody and rehabilitative treatment to those committed to its care.

The head of the Prison is a Warden appointed by the Commissioner of Corrections. Under the Warden, the institution is divided administratively into six major divisions; Custody, Classification and Treatment, Medical, Administrative Services, Industries and Business. Separate from these units are the Personnel Director and the Training Officer, who report directly to the Warden.

The Custody Section maintains security and custody of inmates, discipline, and supervision of the Correctional Officer staff. During the past two years, the Custody Section was able to maintain a high level of security, reducing the number of men in detention and doubling the number of men placed in the honor block. It also handled increased requests for escort of inmates on special duty assignments and for escorts of prison tours. However, in order to better perform expanding duties, it is recommended that additional Correctional Officers be requested at the next session of the Legislature.

Classification and Treatment has the duty of diagnosing each inmate's problem and of formulating a rehabilitation program fitted to his particular needs. Among the needs considered are education, vocational training, social, spiritual, health and family welfare. Classification and Treatment also keep complete records on each inmate. Classification and Treatment continued its previous projects and added others during the last two years, to expand the general rehabilitation program. Therapeutic contacts with inmates were increased. This development has been made possible through the greater use of group therapy and group counseling, using non-professional personnel.

In spite of a slight decrease in population, the basic education program of the Prison was maintained. There was an increase in the number of men completing the testing for high school equivalency certificates. Apprenticeship training in welding and printing were added to the curriculum. The school area, formerly one large room, was divided into five separate rooms in order to achieve a better quality of instruction in our program.

The formal classification of inmates was accelerated to the point where inmates are now classified within five months instead of six, thereby permitting an earlier coordinated treatment program.

An eleven session parole orientation program was instituted, replacing the previous two-meeting orientation program. The purpose of extending the number of sessions was an attempt to give the parolees greater insight and preparation into the problems which confront them after release from the institution.

Progress is limited in the Classification and Treatment Division by shortages of personnel and equipment. The time between admission and

classification could be sharply reduced with the addition of six more caseworkers. Vocational training should be expanded in order to give the inmates realistic employment opportunities upon release. This type of program will require more teachers and more equipment. A gymnasium to serve as an all-purpose recreation area would be of unlimited value in the treatment program.

The purpose of the Medical Section is to maintain and improve the physical health of the inmates and to set up health programs as needed. The Medical Section continued the practice of administering flu shots; resulting in a drop in colds among the inmates. A program of ward nurse training was started in conjunction with the Education Section.

Major needs of the Medical Section center around the outdated equipment in the hospital. Much of the equipment is fifty years old and should be replaced. It would be beneficial to both hospital and inmates to have a dental technician program put into effect. Such a program would provide inmate training for a future trade and would provide prosthesis for inmates as well.

Prison Industries showed a profit of $695,395.00 from the sale of industrial products during the last biennium. The purpose of Prison Industries is not only to show a profit but it also coordinates with the program by habituating the inmate for a full day's work, and by serving as an on-the-job training device for the teaching of industrial skills. The passage of a "state use" is needed to facilitate all aspects of the industries program by providing diversified occupation and skills for inmates.

STATE REFORMATORY FOR MEN

The Minnesota State Reformatory for Men, located at St. Cloud, is a correctional facility with a training and treatment goal geared to the inmate's return to the community. Efforts are made to encourage continuation of academic education where practical, help teach satisfactory work habits through purposeful work, provide work skills through vocational training programs, and attempt to motivate the young men to modify their attitudes, values, and standards which brought them into trouble with the law. Through individual and group counseling, stress is placed on the importance of the inmate accepting a suitable role in the family and society. It is strongly felt that the inmates need re-education, re-training and a change of direction in their lives if self-improvement is to be attained. It is fairly well known that individuals are much more likely to want to improve themselves if they are receiving good food, humane treatment, and are busily engaged in useful work or educational programs along with organized and purposeful leisure time activities.

The Reformatory is now receiving youthful offenders and young adults between the ages of 16 and 26 regardless of the nature of the crime. All have committed felonies and have been sent here by the District Courts. The average age of the inmate population is about 22 years; the average length of stay has dropped from about two years

to less than 20 months. The average daily population for the fiscal year ending June 30, 1963, was 914.8 but this figure dropped to 807.3 for the fiscal year ending June 30, 1964. The estimated average daily population for each of the next two fiscal years is 835.

The Classification Committee of the institution assumes the responsibility for planning and reviewing the program of all inmates. It is composed of department heads and professional staff and reviews with each inmate the type of program suited to his needs and ability. About one-third of the inmates are in academic or vocational training assignments, taught by six accredited teachers (the high school is thoroughly approved by the State Department of Education) or by Smith-Hughes certificated tradesmen instructors. Another one-third are employed in industrial operations which are partially self-supporting. Of these the license plate and tab manufacture is the largest industry. The Reformatory also produces and sells to other state facilities such things as woodcraft products, metal chairs, mattresses, upholstered products, and printing. The institution also quarries and finishes granite blocks for its own building needs. The final one-third of the inmate population is engaged in general maintenance of the institution, work on the Reformatory farm or at the Moose Lake Hospital farm. Training reaches across industrial and maintenance operations in such areas as training in machinist work, shoe repairing, welding, cooking, baking, meat cutting, barbering, stationary engineering, electrical work, plumbing, steamfitting, and printing.

The past two fiscal years have brought some definite changes of activity and function at the Reformatory. The inmate constructed rehabilitation center was completed and put into active use in December of 1962, which has been of tremendous program value in keeping the men constructively occupied and making it possible for them to be out of their cells to a greater extent. Efforts were made in numerous other directions to increase the leisure time activity for the men confined and reduce the amount of idle cell time. The institution has continued to find it necessary to adjust to a younger, more active, and less predictable group of young men. It has been found that the younger the age group received at the Reformatory, the less skill and training they bring to the institution and thus the institution is not able to depend on inmates for the various types of skills and talents required in its maintenance program that were present in past years.

The needs of the institution are many. We are hopeful of obtaining Legislative approval to commence the first phase of a much needed service building which would include a new kitchen, bakery, dining halls, laundry and warehousing facilities. The Reformatory is in need of a widely diversified program of vocational and occupational training through our academic and vocational schools, industries, services, and combinations of these programs which involve an equally varied and extensive program for the constructive use of leisure time. It also demands a program of individual counseling and guidance and, especially, a rational system of inmate classification and housing which provides at least some normalcy in living and places the inmate in a position whereby he can assume responsibilities while in confinement that will prepare him to assume responsibilities that

are required in adjusting to the community after he leaves the institution. Many men incarcerated at the Reformatory do not need "maximum security" and it is believed that approximately 90 percent of our population could benefit from a more relaxed atmosphere in our institutional program. Provisions must, therefore, be made to segregate the 10 percent within the institution so that our program and operation can be relaxed for the benefit of the majority of the population. The present physical plant at the Reformatory is inadequate in terms of available space to carry out this type of program.

We have many urgent needs in order to develop a more effective treatment program and the most important of these is additional staff such as caseworkers, psychologists and teachers in order to better implement an effective treatment program. In the near future we hope to develop a parole orientation program as well as to improve and further develop our orientation program for new men.

In-service training programs have been held each of these two years which have been successful in bringing together all levels of staff and involving them in the important training process. The next fiscal year should see the closing of the Reception Center for youthful offenders that has been operated at the Reformatory under the jurisdiction of the Youth Conservation Commission. This will be a definite step forward and will make it possible for this institution to be administered as a single unit.

MINNESOTA DEPARTMENT OF CORRECTIONS
COUNTY JUVENILE COURT AND PROBATION OFFICE REPORT
HENNEPIN - RAMSEY - ST. LOUIS COUNTIES
FISCAL YEAR 1963 - 1964

I. JUVENILE COURT ACTIVITY	BOYS	GIRLS
PETITIONS PENDING FROM PREVIOUS YEAR	211	41
NEW PETITIONS FILED DURING YEAR	2976	698
POLICE	2533	519
SHERIFF	112	28
HIGHWAY PATROL	3	-
SCHOOL	119	55
PARENTS	98	64
SOCIAL AGENCY	16	23
GAME WARDEN	4	-
PROBATION OFFICE	20	5
PRIVATE CITIZEN	28	1
OTHER	43	8
PETITIONS TRANSFERRED FROM OTHER JUVENILE COURTS	150	25
TOTAL PETITIONS BEFORE COURT DURING YEAR	3337	764
PETITIONS DISPOSED OF DURING YEAR	2756	626
DISMISSED	292	65
REFERRED TO COUNTY OR CITY ATTORNEY	26	-
TRANSFERRED TO OTHER JUVENILE COURTS	148	37
COMMITTED TO YCC ON NEW PETITION	88	10
COMMITTED TO COUNTY CORR. INSTITUTION	197	1
PLACED OR CONTINUED ON COURT PROBATION	1978	505
OTHER	27	8
PETITIONS PENDING END OF YEAR	581	138
NUMBER OF TRAFFIC HEARINGS DURING YEAR	5141	599
NUMBER OF UNOFFICIAL CASES (EXCEPT TRAFFIC)	276	86
REFEREE HEARINGS DURING YEAR		
BY COURT REFEREE	10301	2274
BY AGENT AS REFEREE	46	13

II. OFFENSES BY SEX	BOYS	GIRLS
HOMICIDE	1	-
RAPE	5	-
ROBBERY	29	1
ASSAULT	149	11
BURGLARY	373	8
THEFT & LARCENY EXCEPT SHOPLIFTING AND AUTO THEFT	405	55
SHOPLIFTING	170	44
AUTO THEFT	588	24
FORGERY	14	5
REC. STOLEN PROPERTY	29	3
ARSON	18	3
SEX OFFENSES EXCEPT RAPE	73	36
LIQUOR LAWS	298	90
DRUG LAWS	10	-
DISORDERLY CONDUCT	91	6
VANDELISM	148	2
TRUANCY	78	46
INCORRIGIBILITY	218	87
RUN AWAY	116	224
CURFEW & LOITERING	23	16
TRAFFIC EXCEPT PARKING	66	4
OTHER	74	33
TOTAL	2976	698

STATE OF MINNESOTA
DEPARTMENT OF CORRECTIONS ANNUAL INSTITUTIONAL POPULATION REPORT
FISCAL YEAR, 1963-64

	ST. CLOUD REFORMATORY FOR MEN			SHAKOPEE REFORMATORY FOR WOMEN			STILL WATER PRISON	RED WING		SAUK CENTER		YOUTH VOC. CENTER	FORESTRY CAMPS		WILLOW RIVER	LINO LAKES		TOTAL
	RECEP. CENTER	ADULT	YOUTH	RECEP. CENTER	ADULT	YOUTH		RECEP. CENTER	TRAINING SCHOOL	RECEP. CENTER	HOME SCHOOL		THISLE-DEW	ST. CROIX		R & DO BOYS	GIRLS	
POPULATION BEGINNING OF YEAR	66	395	375	1	48	14	1010	114	240	40	180	42	46	38	61	-	-	2665
PERSONS ADMITTED DURING YEAR	382	299	350	18	35	10	508	286	649	25	293	110	107	107	128	490	177	3909
1. RET. FROM PAROLE-PROBATION	19	49	95	-	6	2	143	42	235	6	97	-	2	-	-	49	26	771
2. RETURN FROM CAMP PAROLE	10	-	4	-	-	-	-	-	11	-	-	-	-	-	1	22	-	48
3. RETURN FROM PAROLE-NEW SENTENCE	1	5	12	-	1	-	19	-	-	-	-	-	-	-	-	-	-	38
4. COMMITTED BY COURTS	326	215	-	12	19	-	253	216	-	18	-	-	-	-	-	397	144	1600
5. TRANSFER FROM OTHER INSTITUTION	26	30	239	1	9	8	93	28	403	1	136	110	105	107	127	22	7	1452
AVERAGE DAILY TOTAL PERSONS UNDER CUSTODY DURING YEAR	78	376	356	3	40	11	985	74	282	20	182	48	45	42	52	90	29	2718
PERSONS RELEASED DURING YEAR	338	315	387	14	37	15	547	400	567	65	280	105	102	95	130	400	155	3902
1. PAROLED FROM INSTITUTION	-	198	284	-	18	11	269	-	427	-	212	54	70	65	79	-	-	1682
2. PROBATION FROM RECEPTION CENTER	29	-	-	5	-	-	-	119	-	21	-	-	-	-	-	85	60	319
3. CONTINUED ON PROBATION-PAROLE	-	-	-	-	-	-	-	-	28	-	-	-	-	-	-	1	1	25
4. DISCHARGED FROM INSTITUTION	7	26	9	-	3	2	129	5	39	-	7	3	3	-	2	4	-	239
5. EXPIRATION OF SENTENCE	4	14	16	-	6	1	48	-	-	-	-	-	-	-	-	-	-	89
6. DEATH	-	-	-	-	-	-	5	-	-	-	1	-	-	-	-	-	-	6
7. TRANSFERRED TO OTHER STATE FACILITY	294	72	64	8	4	-	89	274	76	44	6	48	25	30	48	309	94	1435
8. DISCHARGED FROM DYC TO DAC	1	-	14	-	-	-	-	-	-	-	-	-	-	-	-	-	-	15
9. CONDITIONAL DISCHARGE	-	7	-	-	-	-	39	-	-	-	-	-	-	-	-	-	-	46
10. OTHER (INCL. MEDICAL PAROLE)	3	3	-	1	6	1	18	2	2	-	4	-	4	-	1	1	-	46
POPULATION AT END OF YEAR	110	379	398	-	41	9	971	-	322	-	183	47	51	50	59	90	22	2672
1. AT INSTITUTION PROPER	110	378	398	-	37	9	968	-	251	-	149	38	50	49	51	86	21	2595
2. AT OTHER STATE FACILITY OR INSTITUTION	-	-	-	-	-	-	3	-	2	-	-	-	-	-	-	-	-	5
3. ABSENT ON AUTHORIZED LEAVE	-	-	-	-	-	-	-	-	44	-	9	9	4	1	1	1	1	61
4. ON ESCAPE, UNAUTHORIZED LEAVE, FAILURE TO RETURN FROM AUTHORIZED ABSENCE	-	1	-	-	4	-	-	-	25	-	25	6	1	-	7	3	-	71
AVERAGE DAILY POPULATION	78	376	355	3	40	11	983	73	280	20	180	48	45	41	52	89	29	2703

PREPARED BY THE SECTION ON RESEARCH AND STATISTICS
AUGUST 7, 1964

MINNESOTA DEPARTMENT OF CORRECTIONS
FIELD SERVICE PROBATION AND PAROLE AGENTS' REPORT
FISCAL YEAR 1963-1964

	JUVENILE		YOUTH		ADULT*	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
ON HAND BEGINNING OF YEAR	1214	553	940	33	1620	73
ADDITIONS DURING YEAR	1138	344	680	18	1574	57
1. NEW COMMITMENTS OR RECOMMITMENTS	612	161	315	12	-	-
2. NEW PROBATION	-	-	-	-	358	17
3. NEW PAROLE	-	-	-	-	420	14
4. REINSTATEMENTS OF PAROLE OR PROBATION	-	-	-	-	23	-
5. TRANSFERS FROM OTHER DEPARTMENT AGENTS	496	180	359	6	562	17
6. TRANSFERS FROM OTHER STATES FOR SUPERVISION	30	3	6	-	203	9
7. TRANSFERS FROM OTHER INTRA-STATE JURISDICTIONS FOR SUPERVISION	-	-	-	-	8	-
CASE LOAD DURING YEAR	2352	897	1620	51	3194	130
DEDUCTIONS DURING YEAR	1073	397	687	25	1703	58
1. DISCHARGES	579	208	306	17	639	27
A. SATISFACTORY ADJUSTMENT PRIOR TO EXPIRATION	393	139	182	11	-	-
B. EXPIRATION OF SENTENCE OR COMMITMENT	28	21	64	4	203	14
C. TO CUSTODY OF ANOTHER JURISDICTION	106	13	39	2	9	1
D. OUTRIGHT DISCHARGE	51	34	16	-	418	12
E. DEATH	1	1	5	-	9	-
2. TRANSFERS	494	189	381	8	676	25
A. OF JURISDICTION FROM YCC TO ACC	-	-	14	-	-	-
B. OF JURISDICTION FROM YCC TO ADULT INSTITUTION	-	-	9	-	-	-
C. TO OTHER DEPARTMENT AGENT	470	180	324	7	578	20
D. TO OTHER STATES FOR SUPERVISION	24	9	34	1	94	5
E. TO OTHER INTRA-STATE JURISDICTIONS	-	-	-	-	4	-
3. REVOCATION OF PROBATION OR PAROLE	-	-	-	-	388	6
ON HAND END OF YEAR	1279	500	933	26	1491	72
RETURNS TO INSTITUTION DURING YEAR	250	120	93	1	94	1
TOTAL UNDER SUPERVISION AT END OF YEAR	1279	500	933	26	1866	88
1. IN CAMPS AND INSTITUTIONS	545	209	513	9	-	-
2. PROBATION	156	68	29	4	675	33
3. PAROLE	546	211	356	13	578	23
4. FOR OUT OF STATE	12	4	1	-	232	16
5. FOR OTHER JURISDICTION	-	-	-	-	6	-
6. BY OUT OF STATE	20	8	34	-	186	4
A. ON PROBATION	2	1	7	-	105	2
B. ON PAROLE	18	7	27	-	81	2
7. FUGITIVE	-	-	-	-	189	12

*DOES NOT INCLUDE MOVEMENT ON OUT OF STATE CASES OR FUGITIVES

PREPARED BY THE SECTION ON RESEARCH AND STATISTICS OCTOBER 28, 1964