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Minnesota Department of Corrections 1975

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1975

Minnesota. Dept. of Corrections.
Report

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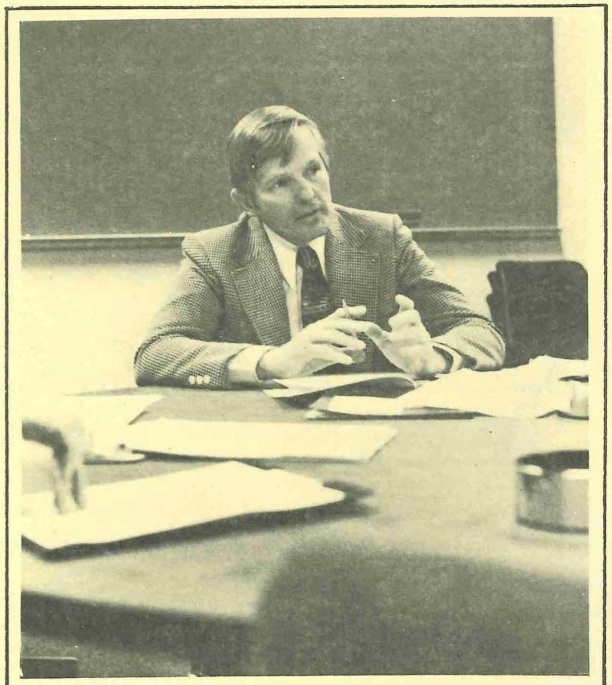
Foreword



MINNESOTA DEPARTMENT OF CORRECTIONS 1975 focuses on the goals, programs and services of the agency. Designed to give general information to the reader, the document provides a broad overview of the Department's current status.

During the last several years, the Minnesota Department of Corrections has taken many major steps forward. In the areas of programs and services notable accomplishments include:

COMMUNITY CORRECTIONS

- Passage of the Community Corrections Act of 1973; implementation into three pilot county areas and planned expansion during the current biennium to include 20 counties and 70% of the State's population

JUST TREATMENT OF OFFENDERS

- Due process procedures developed and implemented at adult institutions and for parole revocation hearings
- Department take-over of releasing authority for juveniles, with no increase in staff
- Development and implementation of a data disclosure policy
- Incorporation of recommendations of U.S. Department of Justice during St. Cloud arbitration into Department policy

PROGRAMS FOR VICTIMS

- Payment of $15,948 and 595.5 hours of symbolic restitution by over 100 graduates of the Minnesota Restitution Center
- Development of a statewide program for victims of sexual assault
- Research on the use of restitution in probation; assessing remedies available to and used by crime victims
- Hosting of an International Symposium on Restitution

RIGHTS OF MINORITIES & WOMEN

- Operation of Anishinabe Longhouse and the Leech Lake Youth Lodge
- Utilization of the Tribal Corrections Committee as a resource in developing Native American programs
- Inclusion of a Native American planning position on the Central Office staff
- 31% increase in minority staff from 1972 to 1975; formal approval of the Department's affirmative action plan

- Addition of institutional and community programs for women and their children

PROGRAMMING FOR JUVENILES

- Co-educationalization and regionalization of the juvenile institutions
- Conduct of an experimental, short-term treatment program at both juvenile institutions

INSTITUTIONAL PROGRAMS

- Asklepieion, a therapeutic community, added at the Prison
- The Reformatory's development of RESHAPE, a drug treatment program, in a separate living unit of the institution
- The introduction of the mini-prison/unit system at the Prison and Reformatory

In addition to program and service accomplishments, there have been a number of administrative and management improvements during the past several years. They include:

REORGANIZATION

- Revision of the administrative structure of the Department
- Centralization of support services
- Pilot re-distribution of adult/juvenile caseloads in the non-metro area
- Re-distribution of staff and workload in the transportation unit, resulting in cost savings

CONTRACTING FOR SERVICES

- Services contracted for food operation at the Prison, juvenile and womens' Newgate programs, and management of various halfway houses
- Department operation of a juvenile program at Lino Lakes under contract with Anoka County
- Contract with Ramsey County Hospital for operation of a 15 bed secure medical unit

FISCAL IMPROVEMENTS

- Implemenatation of program budgeting department-wide
- Development of a cost plan for pick-up of federal programs; 100% pick-up during 1975-77 biennium
- Enforcement of rigid overtime policies and reporting to reduce expenditures
- Guard coverage costs during hospitalization reduced dramatically with advent of the Ramsey Hospital program

PLANNING & PROBLEM SOLVING

- Review of juvenile detention programs and policies; recommendations incorporated into proposed legislation
- Use of recommendations of the Department's second inspection of the Prison and the legislative joint committee form the nucleus of future prison plans
- Review of institutional industry programs by a volunteer committee of Control Data executives
- Use of the Health Care Advisory Committee, a multi-professional group of community experts, in design of the Department's institutional needs

TRAINING & MANAGEMENT DEVELOPMENT

- Modification of the entry level correctional counselor training, to include additional in-service training
- Over 700 hours of training offered annually through the Community Corrections Training Center to Community Corrections Act boards, community programs, and departmental staff

- Over 500 hours of middle management training offered to Department staff

- Top management participation in a 3 day training seminar designed by the Academy for Contemporary Problems, with Minnesota used as the model

PUBLIC INFORMATION

- Development of two departmental newsletters

- Completion of two media presentations

- Updating of the Department's policy and procedures manual

RESEARCH & INFORMATION SYSTEMS

- Initiation of the development of a comprehensive management information system

- In-depth analyses made on both adult and juvenile parole decision making

- Major research studies conducted on the impact of the Community Corrections Act, the use of restitution as a condition of probation, and remedies available to - and used by - crime victims

The following chapters of this report examine the agency's activities and accomplishments in greater detail, clarifying the role of the Department and its programs. In determining its role and designing its programs, the Department critically analyzes its offender population.

Declining since 1972, the population began to increase again late 1974 (see Figure I). This increase in adult population is due primarily to reduced numbers of releases and increases in returns for technical violations, not new court commitments (see Figure II). The population which is admitted to Minnesota's adult institutions represents slightly over .02% of the State's population, less than 1% of the State's arrests, and slightly over 17% of the convicted criminal cases. Of these 839 offenders, only 234 (27.8% of those institutionalized, 4.8% of those convicted) are considered violent persons, based on their offense and previous record (see Figure III).

Juvenile populations, on the other hand, have been on the decline (see Figure I). From 1973-74 to 1974-75, there was a 27% decrease in juvenile commitments. Juvenile female commitments decreased by more than 50%.

55.9% of the juveniles committed in 1974-75 were institutionalized for property offenses, while 7.3% were there for crimes against person. And while 14.9% of all juveniles committed during this time were there as status offenders, over 56% of the female juveniles were there for status offenses.

This picture of the Department's overall progress, and the profile of its population has been reviewed to provide background for the report on the Department's activities and its goals. The focal point around which these have been developed is the Department's Mission Statement. ★

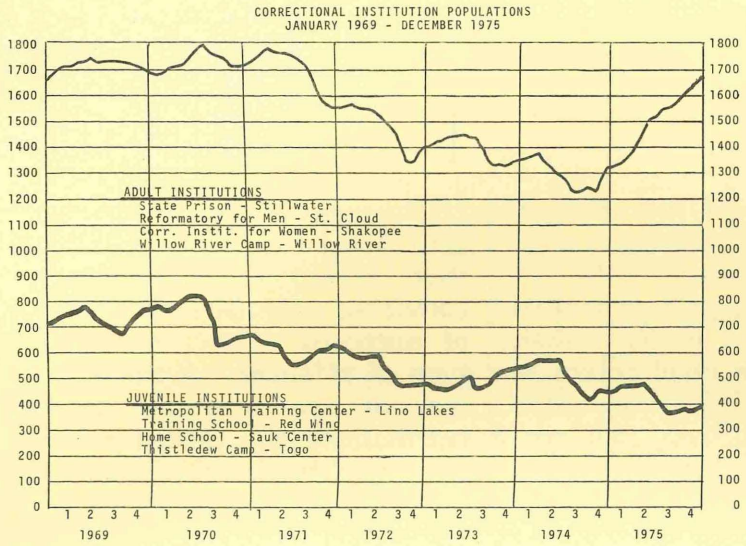
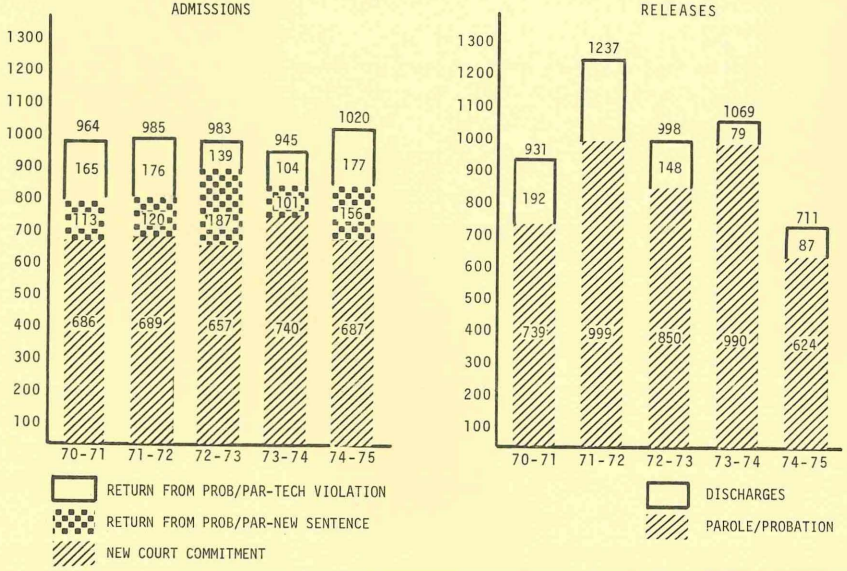


FIGURE I



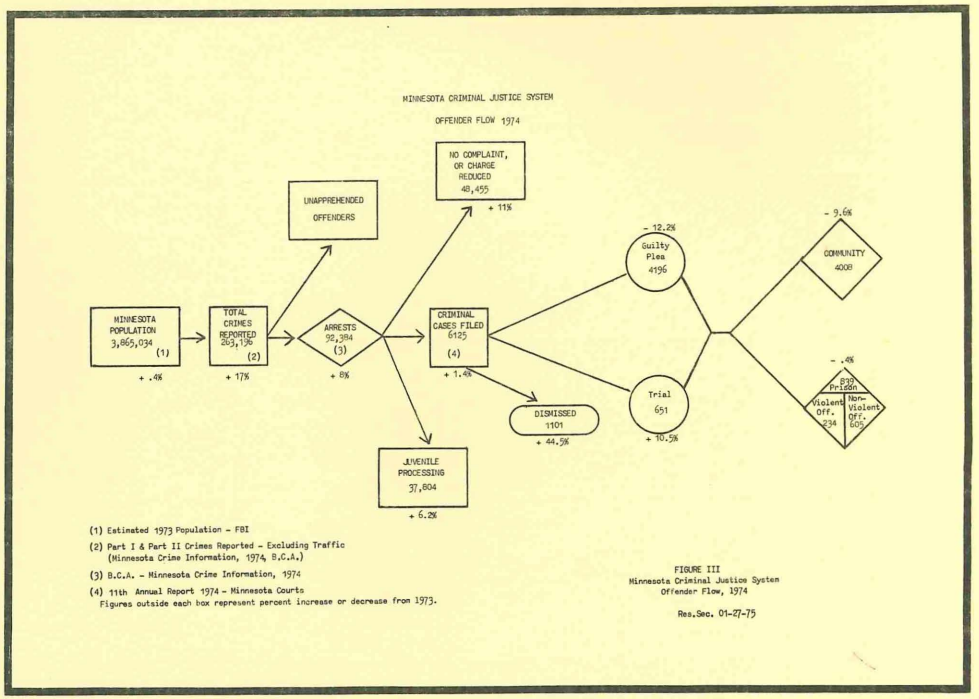


FIGURE III
Minnesota Criminal Justice System
Offender Flow, 1974

Res.Sec. 01-27-75

1. Mission Statement

"Corrections," one part of the criminal justice system, refers to America's prisons, jails, detention centers, reformatories, training schools, and probation and parole machinery. In Minnesota, Corrections at the State level refers to eight institutions, over 1800 incarcerated adults and juveniles, and over 4500 persons on parole status. On any given day, Minnesota's State Department of Corrections is responsible for approximately 6,000 adult and juvenile offenders; it handles over 1,000 institutional admissions each year, receives at least 600 persons on parole, and spends nearly $40,000,000 in delivering service to these persons.

In order to explain the Department's role, what it believes its purpose to be, and how it intends to achieve that purpose, the following mission statement has been developed.

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

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

1) Purposes of Corrections. The Minnesota Department of Corrections believes that correctional sanctions imposed on convicted offenders serve a multiplicity of purposes which may vary with the type of offender. A convicted murderer may be sentenced for deterrence and retribution; the armed robber may be sentenced for incapacitation; the chronic petty forger may be sentenced not only for deterrence, but also for reintegration, to expose the offender to experiences and opportunities that can provide a means and stimulus for pursuing a lawful style of living in the community.

2) Social Conditions. The Minnesota Department of Corrections believes that crime and delinquency are symptoms of failure and disorganization, not only of the offender but also of society. All too frequently, the person convicted of a crime has had limited contact with the positive forces that develop law abiding conduct (i.e., good schools, gainful employment, adequate housing, and rewarding leisure time activities). The Department supports the expenditure of staff time and subsidy money for the advocacy of social change, whenever such change is designed to impact on those conditions which are conducive to the commission of crime.

3) Rights of the Offender. The Minnesota Department of Corrections accepts the premise that prisoners should retain all the rights of free citizens except

those expressly or by necessary implication taken from them by law. The offender is entitled to basic human rights to the degree that this does not violate the rights of others.

PROGRAMS

It is upon these assumptions, then, that the Department develops its programs. These include both community programs and institutional programs; special consideration is given to the programs for juveniles.

Community Programs

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

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

Use of Institutions

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

1) Progression of an offender through the system and his subsequent rehabilitation are negatively correlated. Therefore, institutional programs that minimize such progression but are consistent with public safety are desirable.

2) Offenders violate the law for a variety of personal and environmental reasons. As a result, they are better served by programs that are more consistent with their own life situations. The Department rejects the belief that offenders can be coerced into conforming, since significant behavior change is effective only if the individual desires to change. Corrections programming will be directed toward providing positive reinforcement for the person who voluntarily selects a program of self-improvement.

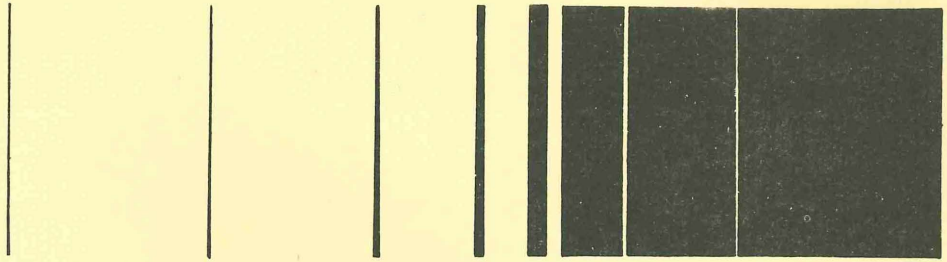
Correctional systems should facilitate the offender's access to services but should rarely impose them. The Department believes that correctional services should provide for the following:

- *Remedial education for the educationally disadvantaged
- *Vocational education for the unskilled
- *Higher educational opportunities
- *Treatment for the disturbed and anxious
- *Medical care for the sick
- *Reintegration services for the socially impaired
- *Restraint for the dangerous
- *Supportive community services

Special Consideration: Juvenile Programs

The Department recognizes a fundamentally different role regarding the treatment of juveniles. Acting "in loco parentis," it has a far greater responsibility towards rehabilitation of the juvenile than of the adult. This must be reflected in the Department's overall planning and its provision of services for the juvenile.

There are two types of offenses for which a juvenile can be adjudicated delinquent:



a) Status Offenses: those actions which would not be classified as illegal if the actor were an adult (i.e., truancy, runaway, curfew violations, etc.).

b) Non Status Offenses: "adult" crimes (i.e., burglary, larceny, rape, etc.).

It is important to distinquish between these types. The juvenile status offender is generally not a risk to the public safety of the community. The Department's position is that this type of offender should be handled in the community.

The State juvenile institutions, then, should be used for individuals who, by virtue of their offenses or the chronic pattern of continued offenses, must be removed from the community. The goals of these institutions shall be to assist the juvenile in development of necessary community living and reintegration skills; they should offer a broad range of services.

Juvenile security programs historically have intensified aggressive acting-out and have promoted a "tough guy" role identification. The Department, however, has recognized that there are juvenile offenders whose cases indicate that their needs and those of society are best met in high-security settings. In order to place the juvenile offender in a secure facility, a certification process must be used.

Recently a good deal of debate has been centered around this certification process and the need for secure juvenile facilities. The Department is committed to a thorough review of this situation as well as of other juvenile needs and programs and and will be developing a separate juvenile mission statement within the next year.

ADMINISTRATION

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

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

1) There shall be clearly established and articulated organizational and divisional goals, with a built-in ongoing evaluation.

2) There shall be an organizational research capability for adequately identifying problems and needs of the agency and a sound planning capability for designing strategies to address these problems and needs. This planning function shall be integrally related to the budget development and control. Likewise, the evaluations conducted should address both programs and cost effectiveness.

3) There must be management and evaluation systems of staff effectiveness; programs for career development shall be developed to ensure that the importance of individual contributions will be recognized and rewarded by appropriate renumeration.

4) Training programs shall be developed and implemented to maximize the effectiveness of correctional staff.

5) Because correctional clients are of many races and creeds, it is critically important that staff are selected to be similarly represented. This requires strong affirmative action steps taken towards recruitment, retention and promotion of minorities and women.

6) Additionally, the Department shall encourage the use of volunteers in all levels of correctional services. These volunteers shall receive training, and will be given specific responsibilities, and will be held accountable for achieving designated goals and objectives.

7) Some special services need to be provided under correctional auspices and whenever possible such services should

be purchased for the offender from private and community agencies. Eventually, correctional services should consist primarily of referrals to appropriate agencies and the maintenance of incarcerating facilities for the control of the dangerous offender. The impracticability of this goal at present should not obscure consideration of its desirability as a long range goal.

Interaction with Other Elements of the Criminal Justice System

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

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

2. Department Organization

The attached organization chart for the Department reflects the most recent changes made in the fall of 1975. There were a number of significant reasons why there was a shift from the former structure:

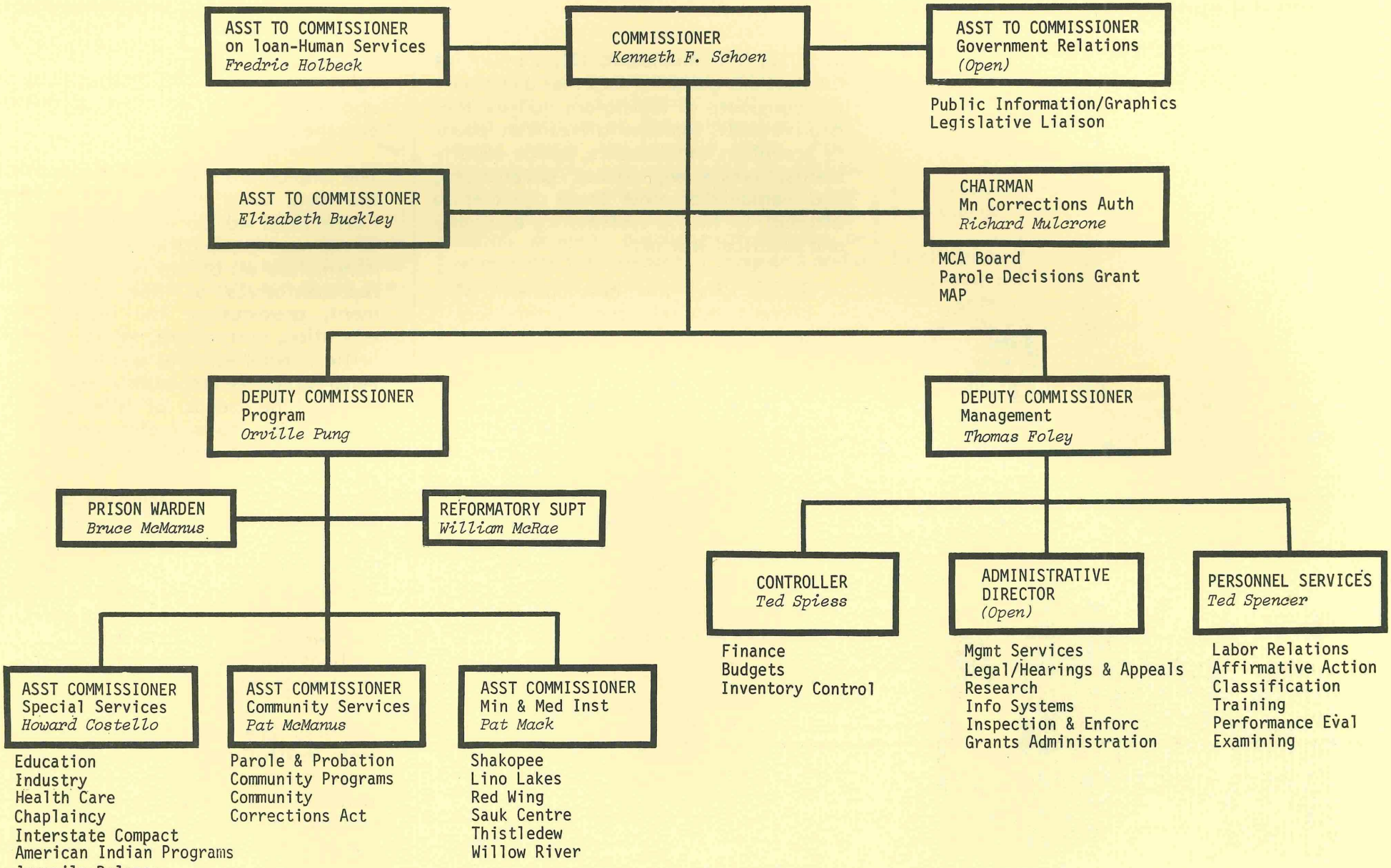
1) The major shift of emphasis, from the Department's provision of direct services in the community to local provision of the same services, through implementation of the 1973 Community Corrections Act, necessitated bringing together the metro and non-metro divisions of the Department. This was designed to allow both improved service in the community and guidance in implementing the Community Corrections Act. By integrating the field services and Community Corrections Act under a single Deputy Commissioner for program, there has been a more coordinated approach to planning, and a smoother continuum between institution and community programming.

2) By eliminating geographical boundaries, like programs became managed by a single administrator. Thus, the major adult institutions - Minnesota State Prison and Saint Cloud Reformatory for Men - came under one Deputy; the juvenile institutions came under one Assistant Commissioner. This allows much better coordination of planning and provides a more unified approach towards comprehensive goal setting.

3) The new structure was designed functionally to allow the Department to achieve its goals effectively and with increased manageability and accountability.

4) Setting out a separate management division, equally as important as the program division, demonstrates the Department's recognition of its operating responsibilities. With the amount of staff to be supervised, programs to be managed, and budgets to be controlled, a well organized management team is a necessity. ★

MINNESOTA DEPARTMENT OF CORRECTIONS



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3. Community Corrections Act & Pilot Areas



In 1972, the Minnesota Department of Corrections gathered together a committee composed of legislators, judges, legislative staff, representatives from county probation departments, police departments, education, county government, and members of other State agencies to attempt to find a systematic, equitable and practical way of:

* encouraging the development of correctional resources at the local level;

* decreasing the use of State institutions for those offenders who could more effectively and safely be dealt with at the local level; and

* encouraging the involvement of all segments of both the Criminal Justice System and the community at large in the development and implementation of a comprehensive plan for the delivery of correctional services at the local level.

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

While other corrections subsidy programs have been tried around the country, none quite parallels Minnesota's. It has six major areas of significance:

* Participation in the Act is voluntary. County boards determine if - and when - their county wishes to become involved.

* The implementation of the Act at the local level is handled by the Corrections Advisory Board, an 18-22 member group (the composition of which is set by law and includes representatives of law enforcement, prosecution, the judiciary, education, corrections, ethnic minorities, social services and lay citizens) which is responsible for assessing the needs of the community, developing a plan, and ensuring plan implementation.

* Each year, a comprehensive plan, which must address the areas of prevention, diversion, probation and parole, community corrections centers and programs for confined or detained offenders, is the basis upon which the Department of Corrections allocates funds to a participating county.

* Counties are encouraged to use State institutions for the dangerous and/or violent offender who needs incarceration. However, they are charged the actual daily cost for using State institutions for less serious adult offenses (sentences of 0-5) and for juveniles, who could more appropriately be handled in

the community (jail, workhouse, intensive supervision, residential programming, etc.).
The local county, through the subsidy funds, is expected to take over services formerly provided by the State.

* Recognizing the significance of evaluation and training, the State requires counties to expend 10% of their subsidy funds for those purposes.

Once the plan is approved by the Commissioner of Corrections, the monies begin to flow.

Each of the three pilot county areas is somewhat different. Dodge and Olmsted counties, which receive an annual subsidy of over $300,000, included in their plan a school program of contingency classrooms for disruptive and disoriented junior high students, a pre-trial diversion program, court services, a citizen volunteer program, a group home for girls and plans for one for boys, PORT Corrections Center for males convicted by courts, and a treatment program within the jail. In 1975 Fillmore county joined in participating in the Act with Dodge and Olmsted.

Ramsey county, which receives an annual subsidy of $1,800,000, has strong programs for both adults and juveniles. Juvenile programs include a suburban school coordination program, the St. Paul Youth Advocate programs, a variety of juvenile group homes, a group worker program at the detention center and trial visit program at the residential treatment center for juvenile boys. Adult programming was expanded to include purchase of service contracts for employment training, a vocational-rehabilitation project, purchase of service agreements for residential programs and a workshop program at the workhouse.

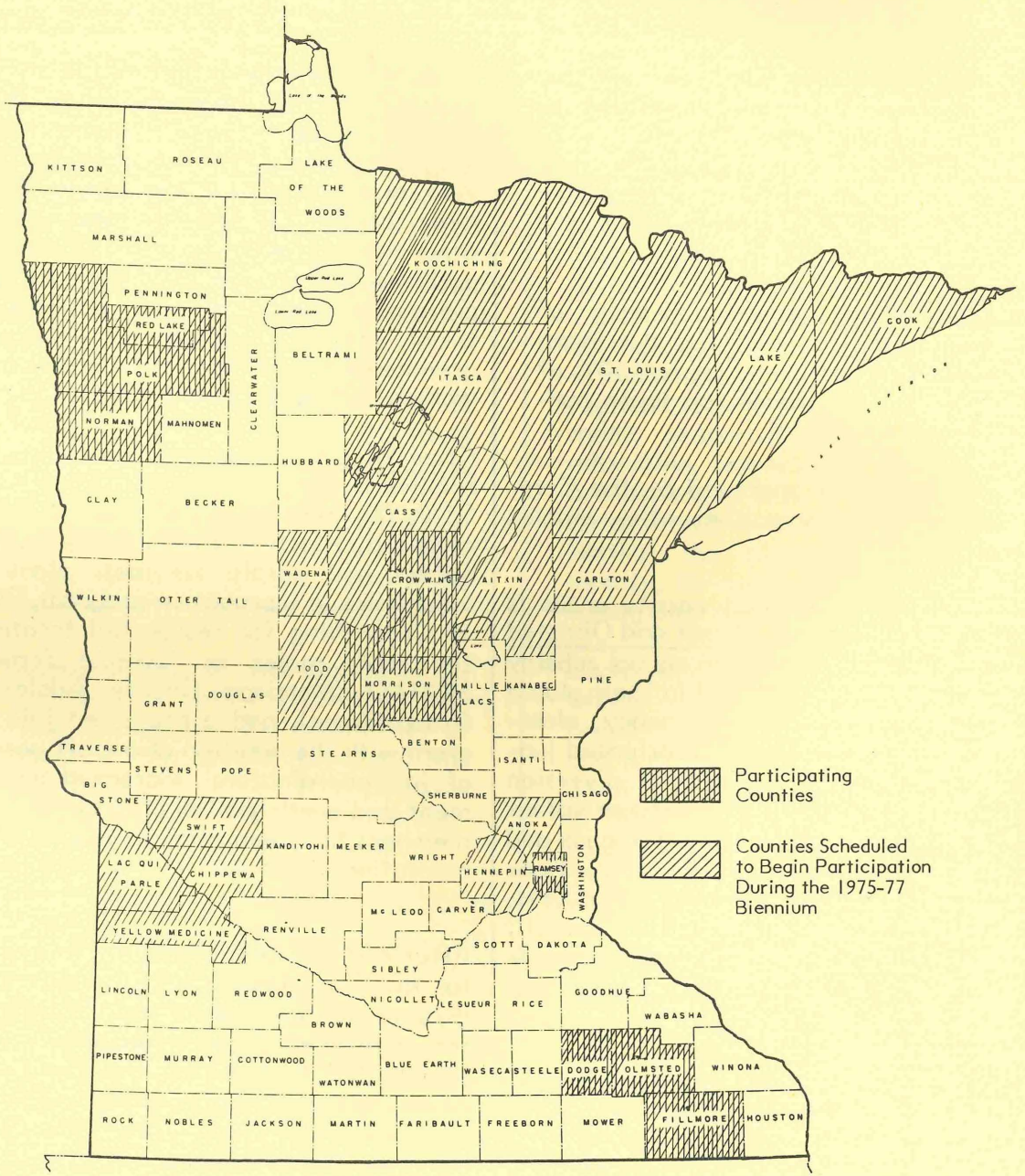
Crow Wing and Morrison counties, which receive a subsidy from the State of over $250,000, developed a plan which includes a detached worker program, probation and parole services, plans for volunteers in a probation program, PORT of Crow Wing for residential treatment for adult males or juvenile females, MORAD (Morrison County Adolescent Group Home), and a projected jail program with the addition of a staff position of jail coordinator. Increased involvement and participation of advisory board members has been critical to the implementation of the Act in this community.

After a 1973 appropriation of $1.5 million for the Community Corrections Act, the 1975 legislature appropriated $7.9 million for continued implementation. It is anticipated that during the 75-77 biennium, the following counties will also come into the Act: Red Lake, Polk, Norman, Anoka, Region 3, Region 6W, Todd-Wadena, and Hennepin (see figure 1).

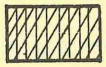
What results has the Act had on Corrections in Minnesota? It is important to keep in mind that all results must, this far, be considered preliminary. There are, however, a number of observations that can be made.

In all areas the planning process has been improved and the levels of communication and cooperation between various segments of the Criminal Justice System has been dramatically improved. A real state-local "partnership" has emerged, and reliance on State institutions seems to be lessening as local needs are identified and local resources developed and coordinated. ★

COMMUNITY CORRECTIONS ACT: SCHEDULE OF IMPLEMENTATION



IMPLEMENTATION SCHEDULE

I. Current Participants: 

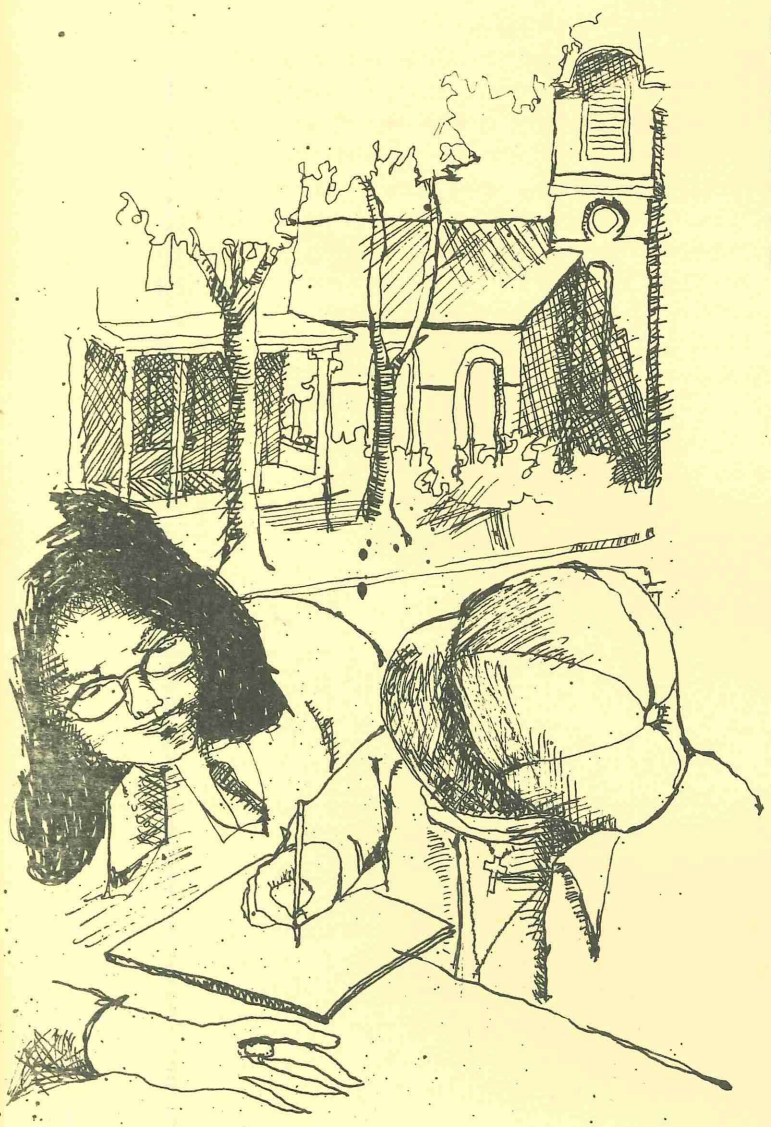
County	Date of Entry
Dodge - Olmsted	June 1974
Ramsey	July 1974
Crow Wing - Morrison	September 1974
Fillmore	October 1975
Red Lake - Polk - Norman	January 1976

II. Planned Future Participants: 

County	Planned Date of Entry
Region 3: Aitkin, Carlton, Cook, Lake, Koochiching, St. Louis	July 1976
Anoka	July 1976
Todd - Wadena	July 1976
Region 6W: Chippewa, Lac Qui Parle, Swift, Yellow Medicine	July 1976
Hennepin	January 1977
Cass	undecided
Itasca	undecided

Figure 2

4. Community & Local Programs



In the spirit of the Community Corrections Act of 1973, many local units of government have developed community based correctional programs. The Department of Corrections has actively encouraged such efforts, through the use of financial and technical assistance, and program development support.

There are basically five types of community programs which have been developed; each one is designed to suit a specific type of offender or problem, although the programs within each type are frequently different. The discussion which follows will deal with only those programs that the Department operated or subsidized in 1975. It should not, in any way, be considered as an exhaustive listing of community corrections programs in Minnesota.

NON-RESIDENTIAL PROGRAMS

Programs of this type are usually developed for the less threatening offender, the person who is able to reside at home, but needs "out-patient" treatment and assistance.

In 1972, Women Helping Offenders (WHO) began in a storefront office in Minneapolis as a street program,designed to help the offender just released from an institution. Working with the assigned agent, WHO staff provided assistance in job seeking, education, and counseling. The program, contrary to its name, is staffed by both men and women, and works with men and women. Since 1972, the program has provided assistance to over 800 persons.

Recently, the founder of WHO, received a $200,000 discretionary LEAA grant from Washington to expand the WHO concept into 6 to 10 areas of the U.S.A. This national program will be developed with technical and administrative assistance from the Minnesota Department of Corrections.

The Goodhue and Wabasha Prevention and Diversion Project was begun in 1972 as a non-residential school program. It now serves youth from the Red Wing, Pine Island, Kenyon, Zumbrota, and Wanamingo schools, who voluntarily participate in group or individual counseling. The program is designed for juveniles who have begun to experience difficulty with the law, but have not yet been to court or adjudicated delinquent.

The program is funded jointly by the Department, through Community Correction Centers Act monies, and the school districts.

ALTERNATIVES TO INCARCERATION

A number of programs have been developed thoughout the State to serve as residential placements for persons who would otherwise be institutionalized. Persons usually enter these programs as a condition of their probation, and must

meet the programs criteria before they may be released.

One such program for juveniles is the Leech Lake Youth Lodge, developed in 1974. This substitute home environment for hard-to-place Native American boys has eight beds. Located on the Leech Lake Reservation, the program is funded by the Department through the Community Corrections Centers Act. As a result of this program, no juvenile boys from Cass County were committed to State institutions in 1975.

In Duluth, the Hillcrest House program serves both juvenile girls and adult women. This facility for 20, developed in 1973, is seen as a regional program for females in trouble with the law who need treatment. Offenders who are placed here have usually committed property crimes rather than crimes of violence.

The Northwest Regional Community Treatment Center in Bemidji provides alternatives to delinquent youth from that area of the State. Begun in 1973, the program operates with two components: a short term evaluation and planning phase in the Center (housed on the campus of Bemidji State University), followed by transfer to a satellite home near the youth's family home. The Center has space for 16; there are four satellite homes, with space for four youths in each.

A number of PORT (Probation, Offender Rehabilitation and Treatment) programs have been modeled after the original, PORT of Rochester. Opened in 1969, the Rochester program used a regional approach and volunteer input from the community to begin its residential program for male juveniles and young adults.

Originally funded through Community Corrections Centers Act monies, PORT of Rochester is now supported through the Community Corrections Act subsidy to Dodge, Olmsted and Fillmore counties. This project is often listed as the prototype of community based corrections programs.

Other PORT type programs include:

PORT of Crow Wing started in 1973 in Brainerd, has a capacity for 15 male juvenile and young adult offenders.

PORTLAND House has a capacity for 16 young male adult felons. It is operated through Lutheran Social Services and is located in Southeast Minneapolis.

NEXUS, a diversionary program operates as a therapeutic community and is designed to serve the convicted male felon who has never been incarcerated in a State institution. It has a capacity for 18, and is located near downtown Minneapolis.

HALFWAY HOUSES

For those offenders who are committed to State institutions, the adjustment process required by a return to the "free" community often is a difficult one. Halfway houses are designed to make this reintegration process move more slowly, under intense supervision. A number of halfway houses are operated or financed by the Department.

Project ReEntry, opened in 1973, operates on one floor of the Minneapolis Salvation Army headquarters. Offenders on work release status are placed in the program and receive help with employment, financial management, interpersonal relationships and family problems. The program has a capacity for 28.

Since 1973, Anishinabe Longhouse has served the needs of Native American male felons who are paroled to the community and need residential placement. Located in a renovated fourplex in North Minneapolis, the program has a capacity for 15.

The Minneapolis YMCA's seventh floor houses the Minnesota Restitution Center, a residential program for adult male property offenders who live at the Center while working to make fiscal and/or symbolic restitution to the victims.

Pi House, a program for women developed by Project Interaction, Inc., opened in 1973 but was closed in late 1975 as it

appeared that other programming for this group was effectively meeting the need. Women who would have been placed at Pi House are generally placed at the Newgate Program for Women.

In 1972, Alpha House opened as a long term residential program for hard core, multiple felons. It now operates as a therapeutic community and has a capacity for 25-32. Alpha House has recently expanded its treatment to include special programs for the sex offender, and works closely with the Center for Behavior Modification in Minneapolis.

Since its opening in 1972, 180 Degrees has served over 200 offenders. Designed to work with adult male felons who have chemical dependency problems, the program was developed and continues to be operated by ex-felons. Located in Minneapolis near downtown, the residence has a capacity for 30.

The 25 beds of Retreat House in St. Paul are available for adult males paroled from State institutions and persons on work release status. Primarily, the program is used by Ramsey County; it operates, in part, on a purchase of service arrangement with Ramsey County through their Community Corrections Act subsidy. The program began with Department of Corrections Centers Act funds.

NEWGATE PROGRAMS

In 1969, a Newgate program was developed at the St. Cloud Reformatory for Men. This educational program was designed to expand the horizons and opportunities of inmates while they were institutionalized. In 1971, Newgate opened its first community residence at the University of Minnesota. Now Newgate operates four such community programs in Minnesota, designed to offer criminal justice agencies a choice of programs to meet the personal, educational and vocational needs of a varied segment of the offender population. All Newgate programs use the Positive Peer Culture method for treatment.

The Newgate program for juveniles is located in Southeast Minneapolis, and offers a 4-9 month residential treatment program with vocational education, college education and/or on-the-job training as its primary career track resources. Designed for the sophisticated 16-18 year old male offender, the program has a capacity for 22 and has been operating since mid-1975.

Near downtown St. Paul, the Newgate Program for Women offers a 6-9 month residential treatment program for those women (and their children, if any) who are interested in developing both career and mothering skills: the program, which has a specific child care component, originally had a capacity for 18 women and children, and has recently been expanded to a second facility, housing 16 women and children. It is primarily funded with an LEAA discretionary grant.

An historic mansion on the East side of St. Paul houses the Newgate Vocational Program. Begun in 1975, this program is open to both paroled and diverted male felons. All residents are enrolled in area Vocational Technical schools as a part of the program. The capacity is 20.

The original Newgate, located in an old fraternity house on the campus of the University of Minnesota, continues to operate as a residential setting for up to 20 male felons attending the University of Minnesota full time. While in the program, tuition and fees are covered by an agreement with the University; this is followed by limited tuition assistance, based on individual need.

JAILS, LOCK-UPS & DETENTION CENTERS

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

Lock-ups are utilized as holding facilities for persons awaiting court disposition or transfer to a county jail; county jails serve a dual role - as holding facilities

from time of arrest to disposition and as custodial and/or treatment facilities for persons under sentence.

The 1971 Legislature made provisions for a program of adult jailing and juvenile detention on a regional basis, bringing these functions closer to the home community of the offender. The Regional Jail Act allows counties to provide adequate jail facilities with suitable work programs and rehabilitation and treatment services for persons whose commitment to a jail is authorized by law. The Act authorized the Commissioner of Corrections to provide grants for these facilities which could cover up to 50% for construction and remodeling costs, plus $1,800 per year for each approved and occupied adult bed and $3,200 per year for each approved and occupied juvenile bed.

FOSTER CARE/GROUP HOME PROGRAMS

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

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

County operated group homes are generally used as alternatives to incarceration, reducing the institution commitment rate for juveniles. Presently there are 30 county operated group homes receiving reimbursement; they are located in seventeen counties.

Appropriations were made as follows:

* In 1971, $800,000 was authorized for construction and remodeling of 3 juvenile and 5 adult facilities.
* In 1973, $550,000 was authorized as an operational subsidy for 3 juvenile facilities and 1 regional corrections center. (Also included was an appropriation for partial construction of a county jail.)
* In 1975, $562,600 was authorized as a continued operational subsidy for:
  - Northeast Regional Adult Corrections Center - Duluth
  - Arrowhead Regional Juvenile Center - Duluth
  - Northwestern Regional Juvenile Center - Bemidji
  - West Central Juvenile Unit -Moorhead
  - Northwest Corrections Center - Crookston

No other appropriations are made to the Department for local institutional programs. However, counties under the Community Corrections Act may use their subsidy funds to improve programming in their local institutions. ★

5. Programming for Crime Victims

The victim of crime is frequently considered the neglected party within the criminal justice system; yet, all segments of the system -- police, courts, corrections -- share, to some extent, the responsibility for the plight of the victim. Programming for the victim is a new, but rapidly expanding area for Minnesota Corrections.

In 1972, the Department began dealing with victims of property crime. The Minnesota Restitution Center was opened as a halfway house in which adult, male felons, convicted of non-violent property crimes resided while working and making payments by con tractual agreement to the person they had committed a crime against. The offender had been found guilty, sentenced to a State institution and paroled conditional to his making restitution and living by the rules of the residence. Since 1972, over 100 men have participated in the program.

In 1974 this basic concept was extended to women offenders when the Property Offender Program was created at the Correctional Institution for Women and later transferred to the Metropolitan Training Center. The program involves a 16-20 week intensive institutional treatment segment, followed by a rigorous community follow-up phase. Residents are strictly selected non-violent property offenders who have the responsibility of making restitution to their crime victims. The restitution may be as direct payment of money or as a form of community service. Since 1974, 55 women have been admitted to the program; 40 have been successfully paroled to the community phase.

In 1975, as a result of legislation passed the previous year, the Minnesota Program for Victims of Sexual Assault came into existence with a grant from the Governor's Commission on Crime Prevention and Control to the Department. Its goals are to establish a statewide referral service for victims of sexual assault; to provide direct victim assistance in two pilot project areas of the State; to conduct training programs for criminal justice personnel, health care professionals, social service agencies and others in contact with victims of sexual assault; to develop increased public understanding and sensitivity to the problems of victims of sexual assault; and to provide a statewide clearinghouse on programs, materials, services, and resources in relation to victims of sexual assault.

No other state has a program as comprehensive as the Minnesota Program of Victims of Sexual Assault. It is operated by a staff of three, who receive direction from a volunteer citizen advisory board, appointed by the Commissioner.

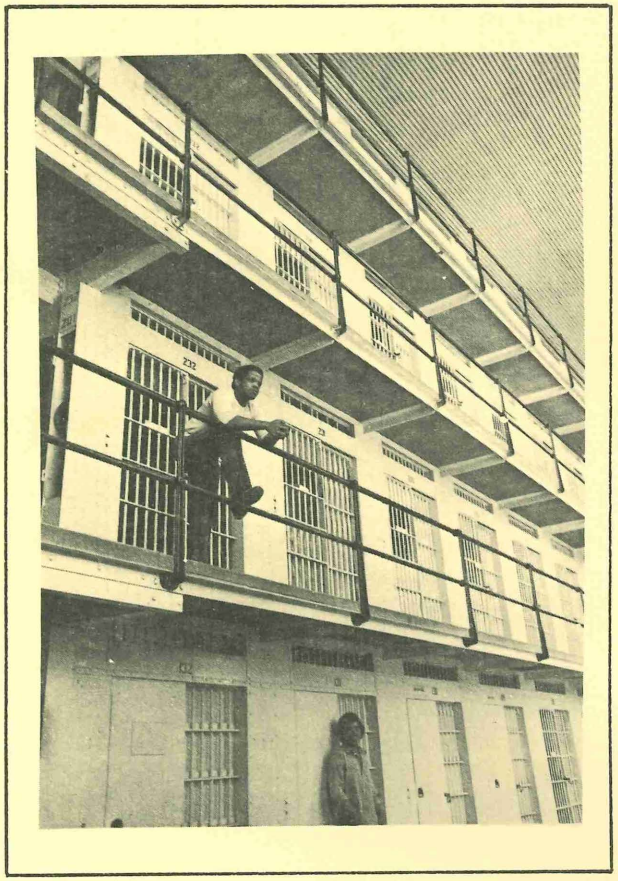
Other programs for victims are likely to result from two major research projects

of the Department which are nearing completion -- the Assessment of Restitution in Probation and the Assessment of Remedies for Victims of Crime. The assessment of Restitution in Probation is an attempt to systematically collect information on the manner in which restitution to crime victims is utilized as a condition of probation services within the State. The study is examining the characteristics of offenders and victims, attitudes and perceptions toward restitution by victims, offenders, judges and probation officers, and alternative ways in which restitution is structured by the court. This is the only project of this type in the country and should be of considerable interest to criminal justice planners and administrators when completed.

The Assessment of Remedies for Victims of Crime is attempting to determine the extent and the ways in which victims of crime make use of existing societal remedies for economic and/or psychological losses or damages. The study will attempt to assess to what degree the existing remedies meet the losses suffered by crime victims in this State. It will assist planners in determining the relative extent to which the criminal justice system is responsive to the needs of the crime victim. Both of these programs were year long research projects, funded by the Governor's Crime Commission.

In the fall of 1974, the Minnesota Department of Corrections, with support from LEAA Grant ED-99-0004, sponsored an International Symposium on Restitution as part of an ongoing effort to focus attention upon and assess the utility of restitution for crime victims. At this symposium, ten international experts presented formally prepared research papers. The principal aim of the symposium was to stimulate the conduct of more and improved research and program formulations in the area of restititution to crime victims. Over 150 criminal justice professionals from across the United States attended the symposium.★

6. Institutions & Institutional Programs



Through 1975, the State's correctional institutions continued to represent the primary correctional effort in terms of dollars and resources. The appropriation from the 1975 legislature exceeded $41,000,000 for the upcoming biennium, which represented 65% of the Department's budget.

The expected impact of the "Community Corrections Act" in terms of reduced institution population was not clearly noticeable during this period. This fact can be attributed to the substantial rise in the populations of the two male adult institutions. The downward population trend which we witnessed for many years reversed itself in mid-1974 and continued to climb throughout 1975. The primary cause of this was the reduced rate at which the Minnesota Corrections Board was granting paroles. This, coupled with an increased rate of parole revocations, resulted in higher adult institution populations. Juvenile commitments, however, were noticeably reduced.

1975 was a time during which the State Prison was under close scrutiny by the legislature, the press, the public and top administrators in the Department. Although no major disturbances have occurred during this period, the efforts of staff to maintain control and discipline have resulted in a series of lock-ups and minor incidents. The deaths of three inmates at the Prison, allegedly at the hands of other inmates, focused attention on the difficulty of controlling a large inmate body. As a result, a series of investigations were carried out, the most intensive of which was a joint House-Senate six-month long investigation of the Prison.

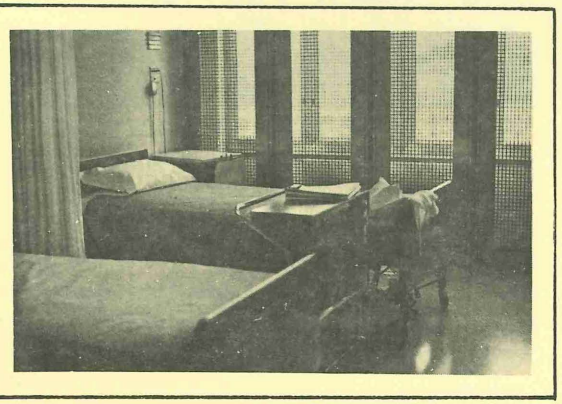
The combination of rising population pressure, coupled with the difficulties of programming for large numbers of inmates in our institutions put into motion serious planning efforts to restructure the form and manner in which our institutions are utilized. The 1975 legislature appropriated $335,000 to fund "Planning and Implementing Institution Population Changes." The task force formed to carry out this study recommended a plan to the 1976 legislature dealing with the future of the State's correctional institutions, including the care of mentally ill inmates and the future development of industries.

In viewing the administration of correctional institution programs during the past year, one would observe a continued trend toward centralizing the responsibility for certain specialized programs such as medical, education, etc. There are a number of benefits to utilizing this form of organization. It brings the functional supervision and control for such technical or professional services under an individual qualified in the field of service which is being offered. Secondly, it provides for a consistency of policy and procedures among all the

institutions, yet allows the flexibility to assign available resources to the areas of greatest need. The following institution services are administered centrally under the direction of the Assistant Commissioner for Special Services:

HEALTH CARE

A seperate health care unit is responsible for planning, implementing and coordinating comprehensive health care policies, programs and services for the State correctional institutions. With the assistance and advice of the Health Care Advisory Committee (a volunteer group of medical care specialists), plans and decisions are made to improve the delivery of health care to Department clients. This unit relies heavily on contractual services to obtain the most highly qualified professional medical personnel for each facility.

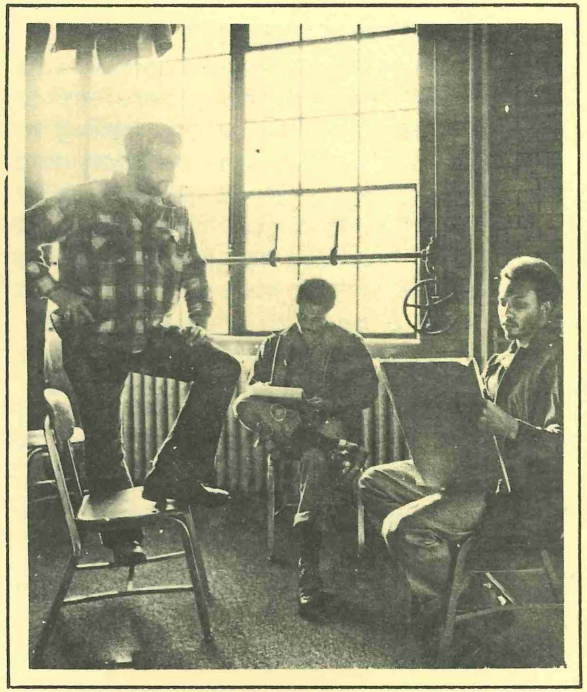


In addition to coordinating institution services, the Health Care Administrator supervises the Security Unit located at the St. Paul-Ramsey Hospital. This is a 15 bed ward located in a section of the hospital that has been constructed to prevent the escape of maximum security patients; it provides in-patient care to inmates who are seriously ill or recovering from surgery.

EDUCATIONAL SERVICES UNIT

An education department is an important part of every institution program. The Education Coordinator works closely with institution school principals to meet the academic, vocational, remedial and artistic needs of the residents. The resources available for education beyond those supplied by the State are many. Federal funds come to the Department in the form of grants for remedial teaching, Title I (ESEA) and the Adult Basic Education Act; vocational education through CETA funds, an LEAA grant for "Manpower Development" and the Special Needs part of the Vocational Training Act; and the Library Services Administration money. Using these Federal funds as a supplement to State appropriated money, it is the objective of the Education Department to provide learning opportunities that are individually suited to needs of persons striving to overcome educational deficiencies.

The "New Focus in Arts and Corrections" is a program formerly funded by the Federal Title III program. The 1975 legislature appropriated money for staff and the program now operates as part of the Education Unit. Using program funds from such organizations as the State Arts Council and the National Endowment for the Arts, as well as some private foundation grants, New Focus arranges for practicing artists to work with institution residents in the areas of painting, sculpture, creative writing and drama. The objective of this program is to provide avenues for personal expression which in turn contribute to the individual's feeling of self worth and thus assist in the rehabilitative process.

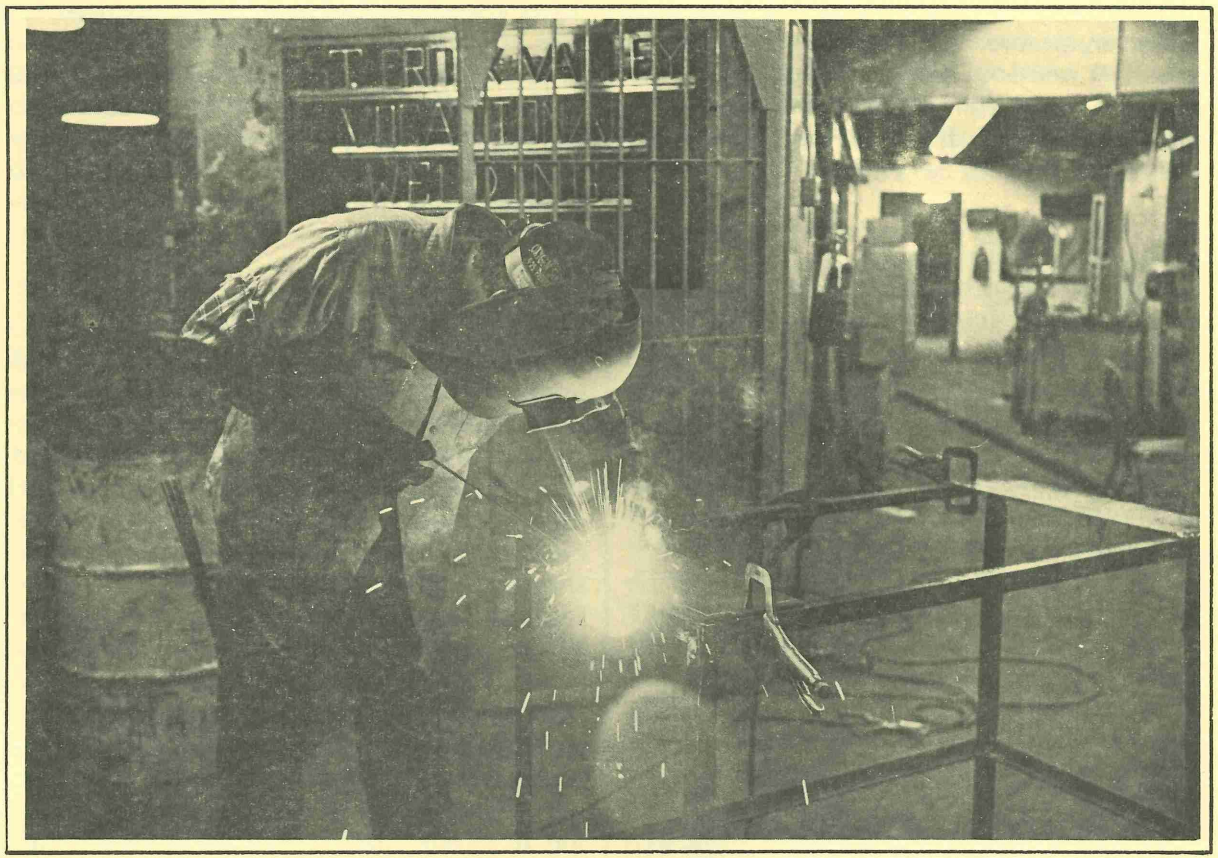


CHAPLAINCY SERVICES

The role of the institution chaplain is to conduct appropriate worship services at the institution and provide counseling to those residents who include religion as a part of their personal values and daily life. All institutions provide Protestant and Catholic services for residents. As our society interacts with other cultures there comes a need to provide for persons of faiths other than those that have been traditional within our system. Because of a need to deal with special problems on a consistent, Department wide basis, an Institution Chaplaincy Coordinator has been appointed. The responsibilities of this function are currently assigned to one of our institution full-time Chaplains.

INDUSTRIES PROGRAM

Historically, the institutions have developed their industry and diversified labor programs to serve the very immediate needs of each institution. Their primary purpose was to provide some form of productive labor for inmates of the institution. Inmates were often treated as a captive labor force, available to serve state interests with little or no compensation. Any vocational training that occurred was a by-product. Today, industry programs are being geared to provide inmates with valuable work experience and training which in turn will enhance the individual's chances for gaining employment upon release.



Some years ago, when prison industries were operated for the benefit of the State, they were able to show a profit. As a higher priority was placed on vocational training, it became increasingly difficult to make a profit. New products and new materials made some industries obsolete and competition from outside sources increased the complexity of industry management. In order to maintain a degree of profitability and to be able to maximize the level of vocational training, yet compete with outside industry, it has been necessary to centralize the management of this function. This will allow the development of a state-wide plan for new industry programs and the integration of industry programs planning and management with overall Department operations and objectives. A part of the industry program that has taken shape this year is the

effort to get private interests to come into correctional institutions and establish industry programs. We have a Private Industry Coordinator who is recruiting companies to become involved in this activity. To date, the most promising programs appear to be in the fields of computer programming and light manufacturing.

DISCIPLINARY UNIT

A Federal court order issued in September of 1973 spelled out the requirements for disciplinary processes in correctional institutions. As a result, a procedure that provides "due process" to the inmates of our adult institutions was established. Permanent staffs have been established at the State Prison and the Reformatory for Men. They, in turn, provide service as requested by the Correctional Institution for Women and the Metropolitan Training Center. These "Hearing" units deal with disciplinary hearings, in-house investigations of major institutional incidents, inmate claims, Morrisey hearings, institution transfer hearings and appeals concerning the minimum security units.

Discipline staff at MSP have processed over 1800 misconduct charges from October of 1973 to July of 1975. The Ombudsman's office reported a 70% reduction in inmate complaints on disciplinary matters after the unit became operational as compared to the previous nine months.

Recent trends show more waivers of hearings with sentence bargaining. This requires input from the institution Unit Director which, in turn, places additional burdens on the Discipline Coordinator who functions as the prosecutor. LAMP staff and students are the primary source of inmate defense.

Warden:	Bruce W. McManus
Year Opened:	1914
Capacity:	1200
Average Population:	720
Staff Size:	335

MINNESOTA STATE PRISON

This maximum security institution located at Stillwater serves adult male felons from age 21 and up. Although the maximum capacity is 1200 beds, average population through 1975 has been 720.



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

The past two years represent a period in which staff have attempted to consolidate the gains made toward the humane and reasonable treatment of offenders while maintaining the discipline and control that is required in a maximum security prison. Some thirty-four additional positions were transferred to bolster the prison staff during the biennium. Programs that could not demonstrate value were terminated, while those that appeared effective have been supported. Finally, the concept of unit programming has been introduced in the cell halls.

Treatment programs have been expanded to include the following new efforts: Alcoholics Anonymous, a phased program for integrating minimum security inmates into society called STEP, a chemical dependency program which works with some 300 inmates, a program involving inmates talking with community groups called Con-Rap, a service for parolees not adjusting well in the community called STIR, an Asklepieion unit offering a therapeutic community based on transactional analysis, and an improved group therapy program.

Vocational training is available to inmates through individual referrals to local Area Vocational-Technical Institutes and private certified vocational schools for minimum security status inmates. Within the prison, small engine repair, class C printer, electric arc welding, computer workshop, pro-shop office machine repair, machinist apprenticeship, drafting and other vocational programs are available.

Educational programs at the Prison include the Laubach Reading Program for those lacking reading skills, traditional adult basic education, a General Education Development Program for those preparing for the high school equivalency test, arts and corrections special interest classes and numerous opportunities for college course work through the University of Minnesota Department of Independent Study, Antioch's College Behind Walls program meeting two afternoons each week, and Augsburg College's "Conservation of Human Resources Program," which offers courses to inmates, staff and community students. Efforts are being made to develop increased coordination of higher education programs so that inmates can earn two-year degrees more easily.

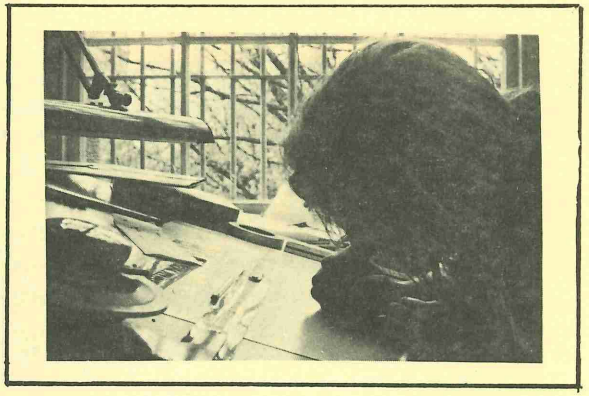
Industry programs have greatly improved at the Prison with implementation of an inmate profit sharing plan in 1974.

Though treatment and care of inmates is a priority, the physical conditions and the nature of a large institution continue to absorb the attention and efforts of the Department and the staff at the Prison.

Superintendent:	William F. McRae
Year Opened:	1889
Capacity:	620
Average Population:	460
Staff Size:	281

MINNESOTA STATE REFORMATORY
This maximum security institution located in St. Cloud serves the younger male felons committed to the Department. The average age of the approximately 460 residents is 20. The Reformatory, one of the older institutions of this type in the country, is in good shape, due largely to major remodelling efforts undertaken in recent years.

During the past year, the group living areas have been reorganized into a system of functional program units. This means that the inmates are placed in living and working units according to the assignment they have in the institution, such as education unit, reception center, etc. The object here is to provide a closer, more meaningful contact between staff and inmates by allowing the inmates to spend the majority of their time with staff who would be the most meaningful to them during their incarceration.



The Reformatory offers a wide variety of treatment programs including individual and group counseling, job treatment programs and recreation therapy. Because the Reformatory is working with the younger age group of male offenders, educational programs are given high priority. In the area of vocational training, the following subjects are offered: auto body, auto mechanics, baking, barbering, carpentry, electrical, furniture finishing, masonry, meat cutting, painting and decorating, printing, upholstery, welding and woodcraft. Academic courses are offered at the levels of basic education, remedial, GED, and drivers training; college level courses are offered through the Newgate Program and Antioch College.

A number of programs are conducted that incorporate community resources both locally and from the Twin City Area. These include local college and vocational schools, halfway houses,

H.I.R.E., A Family Affair program and ethnic culture programs.

The Reformatory also continues to manufacture the State's license plates and tabs. With some new equipment and modernizing of the production line, this operation is expected to continue indefinitely.

Superintendent:	D. Jacqueline Fleming
Year Opened:	1920
Capacity:	60
Average Population:	35
Staff Size:	43

THE MINNESOTA CORRECTIONAL INSTITUTION FOR WOMEN

This institution, located in Shakopee, houses women committed to the State as felons. Until recently this was Minnesota's only correctional institution for women. When the Property Offender Program was moved to the Metropolitan Treatment Center, it reduced the population at MCIW to an average of 35 over the past year. The object of this institution is to provide programs that will prepare each woman to lead a law abiding life in the community that is more self satisfying to her and to society.

The characteristics of the women incarcerated at MCIW are changing. In August of 1973, 35% of the population was sentenced for crimes against persons. In July of 1975, 56% of the population fell into this category. The use of segregation and isolation has increased this past year, and the escape rate is also up. In summary, although population has decreased, the residents tend to be more difficult to work with and will be staying for a longer period of time.

The following programs are being offered to residents as aids to personal adjustment: group therapy, an agreement or contract system, orientation to chemical dependency, a feminine development program with assistance from the W.H.O. organization, and an AA unit for Indian women. Two programs aimed at improving future family life are the weekend visiting sessions with children of the residents and the Mothers' Discussion Group, sponsored by Children and Family Service Agency. Educational and job oriented programs include on-campus training in keypunching and food service work, while off-grounds training takes place in various community agencies dealing with work adjustment and vocational training. Actual placement of residents into jobs in the surrounding communities has also taken place.

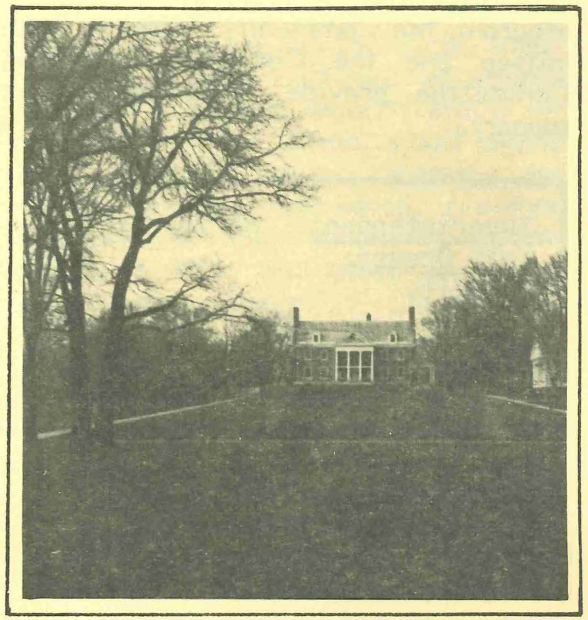
Great emphasis is being placed on community involvement. Such programs as OUT, (which uses volunteers to interact with residents), the custody volunteer program, the Community Resource Committee and the Community Advisory Committee provide much appreciated support.

Superintendent:	Harvey Akerson
Year Opened:	1911
Capacity:	200
Average Population:	105
Staff Size:	99

THE MINNESOTA HOME SCHOOL

This is the Department of Corrections' Reception, Diagnostic and Treatment Center serving the Western region of the State. Located in Sauk Centre, it can legally serve boys and girls from the ages of 9 to 21. The average age is 15½. Present staff complement is 100, while the average daily population through 1975 was 105. The mission of the Home School is to cause attitudinal and behavioral changes in students to the degree that they can function adequately in a manner that will avoid further involvement with the criminal justice system. Such changes are effected through vocational and academic training as well as treatment programs aimed at the development of social skills and behavior that will provide a greater ability to cope with the complexities of a free society.

Treatment programs are based on individual and group relationship therapy.



Additional approaches include transactional analysis, reality therapy, behavior modification, and skill development.

Educational programs attempt to provide an opportunity for each student to establish a rate of learning which is consistent with his or her own ability. The curriculum stresses basic and career exploration through pre-vocational and work habit programs. Creative expression is encouraged through the electives program.

Continual efforts are made to improve the program and the service that is offered to the Western region.

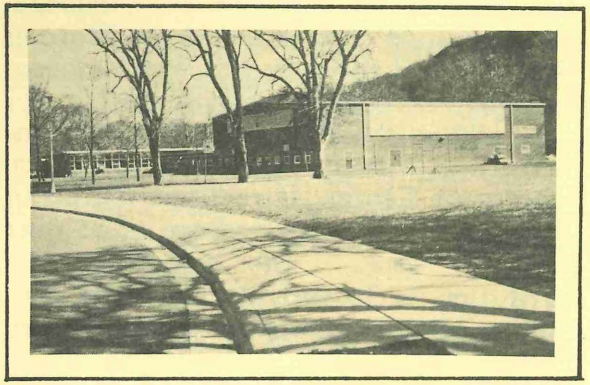
Superintendent:	Gerald O'Rourke
Year Opened:	1891
Capacity:	200
Average Population:	170
Staff Size:	150

STATE TRAINING SCHOOL

This institution, located at Red Wing, can legally serve juveniles ranging in age from 9 to 21. The average age is 16 including both boys and girls who are from the counties in the Eastern and Metro regions. The mission statement for this institution is "to change the attitudes, values and behavior of those youths committed to our care, that they may be returned to the community to live with dignity and the feeling of self worth." The group therapy technique called Positive Peer Culture is designed to reverse the negative value system of the delinquent subculture and to substitute a positive set of values and goals through group or peer pressure with staff guidance. The Training School has been using this technique for over six years and it continues to be an effective program.

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

The Training School operates a full academic program which permits each student to receive individualized instruction at the level of greatest need. Great reliance is placed on programmed learning instruction and audio-visual materials and equipment. Academic credit is given according to the material covered and the student may receive credit whenever he or she demonstrates knowledge of the basic requirements of a subject. Again this year, a number of students received their high school diploma from their home community as a result of work accomplished at the Training School.

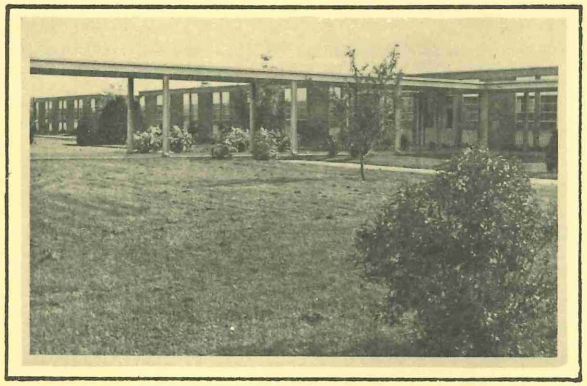


As in the past, the Training School carries on a strong recreation and leisure time program with heavy input from volunteers and community facilities.

Superintendent:	Cas Zantek
Year Opened:	1963
Capacity:	200
Average Population:	100
Staff Size:	118

METROPOLITAN TRAINING CENTER

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



The institution has a capacity of 200 with a staff complement of 118. It is presently being operated as an open, minimum security institution with the following programs: the POP program is designed for short term female property offenders; the ICC program serves male property offenders; Newgate provides a university level academic program along with a group therapy component; the Vocational Slotting program arranges for the attendance of residents at 916 and Anoka area Vo-Tech schools; the Pre-Release program is designed to help residents return to the community upon their discharge or parole.

During 1975, the institution closed intake to juveniles committed from the Metro counties. These juveniles are now sent to the Red Wing Training School. For a period of time, MMTC continued to work with juvenile parole violators, persons needing replacement services or temporary detention; however, these services have also been phased out. The institution does continue to provide detention and treatment services to pre-adjudicated juveniles under the jurisdiction of the Anoka County Court.

Superintendent:	Ralph L. Nelson
Year Opened:	1951
Capacity:	60
Average Population:	40
Staff Size:	23

WILLOW RIVER VOCATIONAL PROGRAM

This camp is a small treatment facility for the rehabilitation of the younger adults committed to the Department of Corrections. All persons placed here are involved in a vocational training program which includes academic education and group therapy sessions in social education and personal adjustment. Each student is involved in four hours of training in a skill laboratory, two hours in a theory class related to the skill training he is receiving and two hours in an academic program. Four evenings a week he attends group meeting of one and a half hours duration during which problems of each individual are discussed.

The vocational skills taught at this facility are in the transportation cluster. They include welding, truck mechanics, air conditioning-refrigeration, truck-trailer building-repair and truck driving. These courses were selected after consultation with the Minnesota Department of Employment and State Department of Education, labor unions and other representatives from industry, who felt that employment possibilities were excellent in the transportation area.

The purpose of the vocational training is to provide each student with the basic knowledge and skills necessary to hold an entry level position. The group therapy program is aimed at developing attitudinal changes in each student so that he will not have to resort to criminal behavior to solve his problems. This program assumes that students can influence each other in a positive manner in

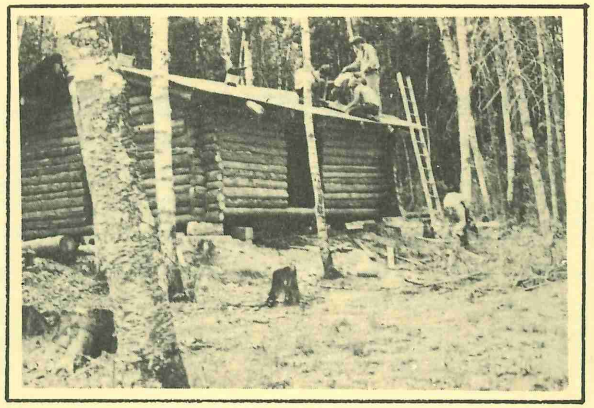
dealing with problems. When a group is satisfied that a member is ready, it recommends parole consideration to the staff. This recommendation is then forwarded to the paroling authority or returned to the group.

This program requires a relatively unstructured environment where people can make their own decisions and learn from mistakes. Many common regulations have been eliminated; thus, students go to bed when they please, get up when they want to, carry money, wear their own clothing, etc. They are, however, held accountable for all their actions.

Superintendent:	Dennis Hanson
Year Opened:	1955
Capacity:	45
Average Population:	45
Staff Size:	28

THISTLEDEW FORESTRY CAMP

The Thistledew Camp is located north of Hibbing, in the George Washington State Forest. This is a unique educational facility which offers a short term, voluntary program designed to build confidence in young boys between the ages of 14 and 18. The camp is intended to serve as a preventative resource for the less sophisticated boy who is starting to experience increased failure in his home, school or community. The main goal of the Thistledew program is to involve individual youths in as many successful experiences as possible during their residence at camp. A student's needs and interests are met through involvement in group living, school work, special interest classes and recreational activities. About one-third of the time is devoted to "Challenge," an outdoor, educational, high adventure, wilderness survival program modeled after "Outward Bound."



This is a unique two phase program consisting of wilderness adventure and survival training in an outdoor setting. The first phase involves physical conditioning and technical training. This is accompanied by classroom instruction and learning by doing techniques. The second expedition phase is tailored to current weather conditions and seasons of the year. During warm weather, canoe trips are taken into the boundary waters canoe area. Cold weather months provide an opportunity for skiing and snowshoeing trips. Hiking, rock climbing and primitive campouts are done throughout the year.

Since July 1, 1975, the Thistledew Program has been self-supporting. This means that all operating expenses have been paid for by billing the counties for services provided. Because counties are eligible for Federal reimbursement for part of the cost of placing boys in the camp through Title XX of the Social Security Act, the camp director worked out a contract with Itasca County. This one contract functions as an agreement between all counties. For purposes of the Title XX reimbursement, the Department of Public Welfare has designated the Thistledew Camp as a residential treatment center.★

7. Releasing Authorities

ADULT PAROLE

The Minnesota Corrections Board, Minnesota's first full-time parole authority, came into existence in January, 1974. It replaces the part-time Youth Conservation Commission and the Adult Corrections Commission which previously carried the responsibilities for releasing felons over 18 years old from State correctional institutions to parole status.

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

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

The Board has legal authority to grant paroles, revoke paroles, and grant discharges to an adult sentenced to the Commissioner of Corrections, subject to statutory provisions determining eligibility for parole or discharge. During 1975 the Board has devoted much effort to a plan for responsible, consistent parole decision making. This new system is expected to be implemented during 1976.

In 1974 the board granted parole to 909 persons. On a normal day, the Board has about 1000 persons under parole supervision.

JUVENILE PAROLE

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

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

During 1974, 715 juveniles committed to the Commissioner were released on parole.★

8. Probation & Parole Sevices

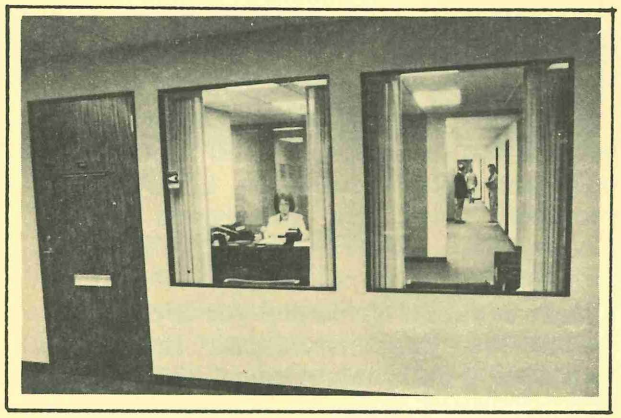
Within the Community Services Division of the Department, probation and parole supervision is provided for youth and adults committed to the State or released from State correctional institutions. A county probation subsidy of up to 50% of agent salaries is available for agents of the 84 non-metro counties; traditionally counties with greater than 200,000 population (Hennepin, Ramsey, and St. Louis) have developed their own systems for probation services.

The Department is split into three regions for provision of probation/parole services - East, West and Metropolitan. The Metropolitan Region of parole and probation has a staff of about 35 adult agents serving Hennepin, Anoka, Scott, Carver and Wright counties in six neighborhood offices. In addition to serving probation, parole and inter-state cases, there are specialized units working with drug addicts, work releases and halfway house residents. About 2200 adult offenders are served by this staff on a regular basis.

During the past biennium the Metropolitan juvenile probation and parole service was integrated into a single unit; the staff size declined significantly as the Department directed efforts to keeping juvenile status offenders out of the State correctional system. Recently this staff began operating two transition schools to assist youths in moving from the institutional school to the public school system.

Non-Metropolitan parole and probation agents and offices are much more generalized in services. Supervised by area offices in Stillwater, Rochester, Mankato, Willmar, Detroit Lakes, Bemidji, Duluth, and St. Cloud, 176 State and County agents serve over 1600 adults and 4000 juveniles on probation or parole. They also provide pre-sentence investigation services to courts, and work with group homes and halfway houses. County probation agents who work for the local court are usually coordinated by State staff who also aid in implementing the Community Corrections Act.★

9. Central Support Services



The Department of Corrections has a number of centralized services that provide the necessary support to range a Department of 1400 employees. These supportive services also provide resources to county criminal justice agencies, community programs, the media, and interested members of the public.

INTERSTATE COMPACT

Out-of-state supervision of both adult and juvenile parolees and probationers is coordinated by the Interstate Compact Unit. In addition, it arranges the return of juvenile runaways, absconders and escapees. It also processes the transfer of inmates between institutions in various states and provides speedy disposition of detainers filed against inmates of one state by officers of another.

This unit administers the following agreements: Interstate Compact for Supervision of Adult Parolees and Probationers, Interstate Compact for Juveniles, Interstate Corrections Compact, and Interstate Agreement on Detainers. Persons who are eligible for services under one or more of these compacts are provided the necessary services through these interstate agreements.

ACCOUNTING & FISCAL MANAGEMENT

The Controller, in charge of an accounting and fiscal management, is responsible for the development and implementation of an overall fiscal pian for the Department of Corrections. During 1975, the Department shifted from a line item accounting and reporting system to the more sophisticated activity accounting procedure required by the Statewide Accounting System. The redesign of the Department's account structure is intended to better integrate financial and management control with the State Management by Objective Program.

The controller also coordinates accounting services for the central office, field services, institutions and federal projects. In addition, he has responsibilities for financial control and analysis of the Department's budgeting activities: A study of our procurement and inventory procedures has been initiated to centralize control in these areas.

INSPECTION & ENFORCEMENT

This section has the responsibility for ensuring that standards for all local adult and juvenile detention facilities are maintained. It also provides consultive services to local agencies relative to the appropriate relationships between community needs and facility design. In this way, the unit contributes to the upgrading of the design and program capabilities of community based facilities.

Additionally, the unit keeps records of all adult and juvenile fugitives and coordinates the transportation of offenders, including the return of fugitives. A specialized escort service has been de-

veloped for high risk, publicly visible offenders. A recent restructure of the transportation function has resulted in more than a $60,000 savings to the Department.

Late in 1975 the unit added a safety and environmental health coordinator who will inspect all eight State correctional facilities to determine compliance with the Occupational Safety and Health Act and environmental health standards.

PUBLIC INFORMATION

This office coordinates two official Department publications designed to communicate changes in Department programs and practices. HOTLINE is a weekly information bulletin sent to all Department offices and to agencies directly related to the corrections field. This newsletter highlights workshops, conferences, training opportunities, media reports on the Department, and important staff changes. PERSPECTIVE is issued bimonthly to all members of the criminal justice system, and interested citizens. It focuses in depth on current criminal justice programs.

The unit handles the design and printing of pamphlets and brochures for various corrections programs. Another important responsibility is the planning and coordination of state-wide quarterly corrections seminars and special conferences. In addition, the office acts as an informational and referral resource for criminal justice professionals and private citizens who may have questions about the corrections field.

PERSONNEL & TRAINING

The broad range of centralized services performed by our Personnel Unit is oriented towards stable management-labor relations, disciplinary problems, employee appraisal, affirmative action, and the hiring process. As a result of the recent reorganization, the Personnel Unit has been expanded to include the Training Director and the Academy Staff. This increased responsibility allows the Department to improve coordination of personnel and staff training activities.

Some revisions have been made in the entry level Academy training for correctional counselors. New staff now receive 6 days of orientation at the institution, 24 days of training at the Academy, and then 30 days additional in-service training at the institution. There are about 150 Academy graduates each year.

In addition to entry level staff development, a new four phase middle management training program has been developed. Further, a crisis intervention and family treatment program and a team building program for functional unit system people have been designed. During 1975, over 750 course hours of training were received by over 600 persons, totaling 70,000 training hours.

GRANTS ADMINISTRATION

This office is responsible for initiating and coordinating the Department's efforts to secure outside funding. During 1975, close to 14% of the Department's budget was non-appropriated funds. The unit primarily focuses on LEAA funds received from the Governor's Crime Commission.

A new procedural manual for grant recipients has been developed to ensure improved fiscal and program compliance. This should alleviate problems found in previous audits.

The unit will continue to provide special assistance to LEAA projects and project directors, Community Corrections Centers Act project directors, County Operated Group Home parents, and other potential grant applicants.

LEGAL

All Department operations and functions can receive general legal services from this unit. Assistance is provided for statutory construction, drafting contracts, conducting litigation, as well as services relating to institutions, parole revocation, disciplinary proceedings, and program development. The overall goal of the unit is to ensure that all Department procedures comply with statutory and case law, and that proper legal "vehicles" are utilized to carry out the Department's mission and goals.

The addition of two Special Assistant Attorneys General, two Legal Secretaries and a Law Clerk have enhanced the capability of the Legal Section in 1975.

INFORMATION SYSTEMS

Computerized data files of offender characteristics and correctional history are maintained by the Information Systems Unit to assist program planners and management. Statistical tabulations and other informational reports are generated on a routine or special request basis. Data provided, however, must be consistent with laws and regulations governing individual privacy and data security.

As part of a national project to develop model state correctional information systems, the unit initiated design work on an integrated management information system for the Department of Corrections. When this is completed the unit will be able to provide timely and accurate information to agencies engaged in the delivery of correctional services and other criminal justice programs.

RESEARCH

This section is responsible for gathering data on Department activities, monitoring and evaluating Department programs, and conducting special research for program development.

During 1975, the Research Unit staffed the Minnesota Task Force on the Future of Correctional Institutions, the International Symposium on Restitution and the National Institute on Crime and Delinquency.

A number of research grants have also been obtained and implemented over the past eighteen months. These include assessment of the following:

*Restitution in Minnesota probation services
*Remedies used by crime victims
*Juvenile and adult parole decision making
*Impact of the Community Corrections Act of 1973

MANAGEMENT SERVICES

This section is designed to centralize and improve management services required to support Department programs.

Office Management provides the day to day services required by an operating department: Office space, equipment, supplies, reception, mail and telephone service, transportation, parking, repairs to equipment and building maintenance.

The Office Management Unit has been under great pressure to increase the secretarial and clerical services available to Central Office staff. Two new positions granted by the Legislature provided some help. A new word processing capability utilizing an automatic typing system is being developed to relieve the increasing need for clerical support.

The Records Unit has experienced an improvement in performance and service resulting from a realignment of clerical staff. Six positions now report exclusively to the Records Manager.

Late in 1975 the Department restaffed its Management Analysis Unit in order to offer an additional capability to analyze organizational and procedural problems and offer appropriate recommendations. Projects include a total restructuring of the Department procedures manual in order to bring it up to date and the development of procedures for maintenance of inventory records.★

10. Expenditures 1974-1975

During 1974 and 1975 the Department's budget was still set up on a line item basis. The figures here have been taken from those budgets to give a clearer picture of the kinds and areas of expenditures for the Department in the last two fiscal years.

There are two ways that this budget can be viewed: by expenses element, that is, the kind of expenditure; or by departmental program, that is, the project or purpose for which the monies were expended. There are four types of total expense element: personal services, which includes state employees salaries and fringe benefits, inmate wages, and consultant contracts; current operating expenses, which includes residential care, security, personal supplies, food service, plant operation, education and medical supplies, and other items of a general support nature; supplies and materials, which includes office supplies and equipment; and grants and subsidies, which includes Department programs to local units of government, such as the Community Corrections Act of 1973, the Community Corrections Centers Act, and the foster-group home programs.

The budget can also be analyzed by departmental program. Using this type of division, each institutional budget is separated out. Additionally, community services, which include probation subsidies and parole supervision, and administrative services, which includes support services and management staff, are added as parts of the total budget.

The Department receives its budget primarily from legislative appropriations from the general revenue fund. Federal funds are also used to provide services and develop programs.★

	Actual 1974	Actual 1975
By Total Expense Element		
Personal Services	$ 19,264,000	$ 21,687,000
Current Operating Expenses	4,495,000	5,517,000
Supplies & Materials	2,281,000	3,035,000
Grants & Subsidies	1,241,000	3,468,000
TOTAL	$ 27,281,000	$ 33,707,000
By Departmental Program		
State Prison	$ 7,313,000	$ 9,228,000
Correctional Institution for Women	728,000	741,000
Metropolitan Training Center	2,628,000	2,358,000
State Reformatory for Men	4,761,000	5,613,000
Home School	1,623,000	1,730,000
State Training School	2,330,000	2,596,000
Forestry Camps	797,000	1,076,000
Community Services	3,551,000	6,877,000
Administrative Services	3,550,000	3,488,000
TOTAL	$ 27,281,000	$ 33,707,000
Approximate Source of Funding		
General Revenue Fund	85%	86%
Federal & Other	15%	14%

Forward

As the Department looks forward to 1976 and beyond, there are several areas to focus attention on. These include:

COMMUNITY CORRECTIONS

- By 1980, it is planned that the Community Corrections Act will be operational in the entire State.

RIGHTS OF MINORITIES & WOMEN

- The Department's affirmative action plan will be expanded to cover all aspects of employment; special attention will be directed to managerial and administrative positions.
- Emphasis will continue to be placed on program development to meet the needs of all persons.

JUVENILE PROGRAMS

- A thorough review will be made of the juvenile programs and policies of the Department.
- Computerized educational programs, emphasizing basic skills development, will be piloted at both juvenile institutions.
- A thorough analysis of juvenile institutional needs will be completed by 1977.

ADULT INSTITUTIONS

- Planning for a new, smaller maximum security institution will be one of the Department's major undertakings in 1976 and 1977.
- Annual inspections of the adult institutions will be continued.
- Computerized adult educational programs will be introduced.
- A new chemical dependency program will be introduced at the Minnesota State Prison.
- Remodeling for the modification of Lino Lakes into an adult medium/minimum security institution, designed as a facility in which all inmates will have productive work and educational opportunities, will be started in 1976.
- Major emphasis will be placed on the improvement of institutional industries.

TRAINING & MANAGEMENT DEVELOPMENT

- Training programs will be integrated into the Department's affirmative action plan, and career ladders will be more fully developed.
- Emphasis will be placed on management training.

RESEARCH & INFORMATION SYSTEMS

- The management information system will be operational by 1977-78. As it nears completion, the Department's data systems and record systems will be integrated into one division. ★

Printed by the inmates at Minnesota State Prison,
Stillwater, Minnesota.