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GOVERNOR'S COMMISSION ON CRIME PREVENTION AND CONTROL

1st Annual Report

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1969

STATE PLANNING AGENCY · · · STATE OF MINNESOTA

FIRST ANNUAL REPORT

This publication is financially aided through a federal grant from the Department of Justice, under the Omnibus Crime Control and Safe Streets Act of 1968. Published by the Governor's Commission on Crime Prevention and Control, Capitol Square Building, St. Paul 55101.

State Planning Agency
Governor's Commission on
Crime Prevention and Control
Capitol Square Building
St. Paul, Minnesota 55101

FOREWORD

"There is no issue on the domestic scene that so concerns the citizens of our nation as the problem of crime and lawlessness, nor any problem that so threatens our well-being. Directly or indirectly, crime affects all of us. We cannot . . . we must not . . . rest until the rising incidence of crime is met and checked . . . A call on all agencies of the Executive, Legislative, and Judicial branches and all levels of government for higher levels of performance. But when the best possible levels have been attained, the outcome will still depend on the vast majority of our people . . . We must enlist all Minnesotans in the war against crime."

GOVERNOR
State of Minnesota
February 27, 1969

CONTENTS

PAGE

FOREWORD

I. BACKGROUND INFORMATION 1

The Omnibus Crime Control and Safe Streets Act of 1968 1

The Law Enforcement Assistance Administration 2

The Governor's Commission on Crime Prevention and Control. 3

II. GRANTS FUNDED THROUGH PROVISION OF THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968 5

Planning Grants 5

Action Grants 6

Discretionary Grants 6

Academic Assistance Grants 7

National Institute Grants 7

Juvenile Delinquency Prevention and Control Grant 8

III. REPORTS AND STUDIES COMPLETED BY THE GOVERNOR'S COMMISSION ON CRIME PREVENTION AND CONTROL 9

CHAPTER I

BACKGROUND INFORMATION

The efforts to improve the Criminal Justice System in Minnesota and develop a long-range planning program are governed and influenced by federal and state legislation, guidelines, and Executive Orders. The information provided in this section of the Report briefly outlines the role the federal and state governments assume in improvement and development of the Criminal Justice System in the State.

Omnibus Crime Control and Safe Streets Act of 1968

Title I of the Omnibus Crime Control and Safe Streets Act became law on June 19, 1968. The Act was developed from research studies conducted by the President's Commission on Law Enforcement and the Administration of Justice. The conclusions of the Commission emphasized the need for new approaches and creative thinking in the field of criminal justice, if our nation is to make substantial progress toward preventing and controlling crime. The Safe Streets Act broadly defines *"law enforcement"* to include the elements of prevention, policing, courts, and corrections in the Criminal Justice System. The activities of these subsystems interrelate in their efforts to prevent and control crime and includes:

- Detection and investigation of crime
- Apprehension of offenders
- Prosecution and defense of criminal cases
- Conviction and sentencing of offenders
- Rehabilitation, probation, and parole of offenders
- Specific consideration of the conditions that breed crime

The Act also focuses on a contention of the President's Commission that *"Crime is essentially a local problem that must be dealt with by state and local officials if it is to be controlled effectively".*

Previous efforts at crime control have been largely uncoordinated and limited in scope. Funds were granted as *"Categorical Aid",* to specific organizations and units of government for specific projects. This approach assured direct participation of localities and concerned groups, however, it did not provide for the comprehensive and systematic program necessary to cope with the vast and increasing scope of crime at the regional or state level.

The Safe Streets Act provides for comprehensive supervision, coordination, and long-range planning in the field of criminal justice without sacrifice of direct participation. Local units of government will also have even greater planning responsibility. Through the use of Regional Advisory Councils, the decisions and actions of these Councils will strongly influence the overall decision-making process.

This change in approach has been accomplished by utilizing the *"Bloc-grant"* method rather than *"Categorical Grants"*. Under the *"Bloc-grant"* concept, federal funds are awarded directly to the state. The state is responsible for allocating funds to local, regional, and state-wide projects. The state and the local units of government coordinate action and planning to develop a comprehensive crime program designed to meet their specific needs and resources.

Law Enforcement Assistance Administration

The bipartisan Law Enforcement Assistance Administration (LEAA) was established as part of the United States Department of Justice under Title I of the Omnibus Crime Control and Safe Streets Act. LEAA is directed by administrators appointed by the President and consists of the Office of Law Enforcement Programs, the National Institute of Law Enforcement and Criminal Justice, and the National Criminal Justice Information and Statistics Service. The Office of Law Enforcement Programs allocates Planning, Action, and Discretionary Grants and administers the Academic Assistance Program. The Agency assists state agencies in Criminal Justice Planning and establishes guidelines for developing and implementing Comprehensive State Plans.

The National Institute of Law Enforcement and Criminal Justice sponsors and conducts research relating to all subsystems of the Criminal Justice System. In addition, the Institute develops new techniques, systems, and equipment to strengthen law enforcement and the Criminal Justice System. The National Criminal Justice Information and Statistics Service collects and disseminates criminal justice statistics.

Although law enforcement is a local responsibility, neither crime nor criminals stop at state lines. In order to combat crime effectively, local, state, and federal governments must work together. The Safe Streets Act provides support for a massive nationwide attack on crime. The objective is to aid the various units of government to cooperate and coordinate planning and programming to revitalize our Criminal Justice System. The ultimate goal is to achieve reduced crime through the coordinated efforts of the Law Enforcement Assistance Administration and the local and state units of government.

Governor's Commission on Crime Prevention and Control

The increased problems faced by the national Criminal Justice System also were in evidence in Minnesota. The State initiated action to meet this problem and improve its capability to prevent and control crime at the state and local level. Funds made available to states by the U. S. Law Enforcement Assistance Act of 1965 were applied for and received by the State to support this effort.

The Governor established the Commission on Law Enforcement, Administration of Justice, Corrections, and Crime Prevention through Citizen Action in July, 1967 utilizing special federal grant funds. Commission membership consisted of the Attorney General, Commissioner of Corrections, and two State Supreme Court Justices.

The Commission was ultimately organized into four Task Forces as follows:

- Law Enforcement
- Administration of Justice

- Corrections
- Crime Prevention

The Task Forces were directed to comprehensively examine the crime problems as they relate to their special assignment and prepare a report of its findings and recommendations. These reports were subsequently presented to the Governor, state and local crime agencies and made available to the general public. The reports consisted of a Summary, assessment materials, and recommendations for improvement of the Criminal Justice System.

Public Law 90-351, the Omnibus Crime Control and Safe Streets Act of 1968 required the state to designate a state agency as the central agent of the state to receive and dispense crime control funds. On June 28, 1968, the Governor delegated this authority and responsibility to the State Planning Agency and the Commission on Law Enforcement, Administration of Justice, Corrections, and Crime Prevention through Citizen Action. They were also to be responsible for developing a comprehensive Criminal Justice Plan for the state.

The organization for criminal justice planning in Minnesota was further reorganized and defined in October of 1968. The Commission name was changed to the Governor's Commission on Crime Prevention and Control and the number of commission members was increased to 35 members. This change was initiated to provide for greater statewide representation and broader representation from public and private agencies concerned with crime prevention and rehabilitation.

Thus the reorganized Governor's Commission on Crime Prevention and Control authorized by the Governor to function on behalf of Minnesota under the Safe Streets Act has a much wider scope of responsibility and authority. This Commission has the responsibility for the development and implementation of a Comprehensive Plan for the Minnesota Criminal Justice System. The goals for the 1969-71 Biennium include:

- Development of a staff with broad experience and training in prevention, apprehension, adjudication, and corrections.
- Establishment of an official relationship with the State Legislature.
- Establishment of regional planning councils in the State's eleven planning areas.
- Development and maintenance of a continuous comprehensive planning process for the Criminal Justice System.
- Establishment of priorities for funding projects.
- Implementation of recommended improvements or changes in the System.
- Distribution of Action Funds to state agencies and local units of government, or combinations thereof.
- Relation of law enforcement planning to other planning processes.
- Evaluation of all planning and action programs.

The Governor's Commission on Crime Prevention and Control is responsible for developing a Comprehensive Minnesota Criminal Justice Plan. Basically, the State Plan attempts to give an overview of needs and problems as they exist throughout the State in all aspects of law enforcement and criminal justice. On the basis of this information the Commission establishes program priorities that serve as guidelines for the allocation of federal funds. In 1969, the Commission established twelve program areas under which a wide variety of projects were funded. Eighty-two percent of the funds available to local units of government were awarded in areas where 79 percent of the 1968-reported crime occurred.

The Commission also establishes procedures and executes the funding of state, regional, and local projects that fall within the existing priorities. The Commission is further responsible for assisting and coordinating the development of various projects to assure the success of both the individual project and the Commission's objectives. The Commission has responsibility for continually assessing existing programs to determine how well they agree with long range goals. This function is carried on throughout the year, with suggestions being received from Regional Advisory Councils and from the Commission staff.

In 1969, the concept of Regional Advisory Councils became a reality. The Commission organized seven Regional Advisory Councils for the purpose of assisting in the development of the comprehensive State Plan. Staff assistance was recruited, and the regions participated in the task of Regional Criminal Justice Planning. Initial activities of the regions included the collection of criminal justice statistics and participation in a state-wide radio communications study. A primary function of the Regional Advisory Councils was the development of a *"Criminal Justice Profile"* that related to the Region's needs, problems, and priorities and included recommendations for multi-year and annual course of action.

The implications of the planning process suggest that the work of the Governor's Commission on Crime Prevention and Control is neither isolated nor static. The involvement of Regional Advisory Councils in the work of the Commission brings varied insight from a cross-section of Minnesotans, and affords the people of the state the opportunity to contribute to the improvement of the State's Criminal Justice System. The priorities established by the Commission are subject to a continual review and reassessment. New or updated information can influence change in priorities and in the Minnesota Plan for Criminal Justice.

CHAPTER II

GRANTS FUNDED THROUGH PROVISION OF THE OMNIBUS CRIME CONTROL AND SAFE STREETS ACT OF 1968

During the Fiscal Year 1969, grants were awarded for Criminal Justice planning under several categories as follows:

- Planning grants
- Action grants
- Discretionary grants
- Academic Assistance grants
- National Institute grants

The total amount of these grants awarded for FY 1969 was in excess of $900,000.

The Omnibus Crime Control and Safe Streets Act of 1968 requires each grantee to contribute money, facilities, or services to implement projects. Matching ratios range from 10 to 50 percent for the local unit, depending on the type of grant. Projects are coordinated by the Governor's Commission on Crime Prevention and Control and are limited to the extent that funds are available for distribution.

Planning Grants

One of the primary purposes of the Omnibus Crime Control and Safe Streets Act of 1968 is to encourage states and general local units of government to prepare and adopt comprehensive Criminal Justice plans based on their evaluation of state and local problems of criminal justice.

The Act authorizes award of Planning Grants to the states for the establishment and operation of state criminal justice planning agencies. In Minnesota this planning agency is the Governor's Commission on Crime Prevention and Control. The Commission was created by the Governor and is subject to his jurisdiction. It is responsible for:

- Developing a comprehensive statewide plan for the improvement of criminal justice throughout the state.
- Defining and administering these programs for state and local units of government.
- Establishing priorities for the improvement of the State's Criminal Justice System.

A minimum of 40 percent of federal planning funds must be made available through the State Planning Agency for units of local government or combinations thereof. The local unit(s) must provide at least ten percent of the total cost for each planning grant awarded.

The State of Minnesota in 1969 received Planning Grant funds amounting to $340,300 to implement this grant program. The Governor's Commission on Crime Prevention and Control established seven Regional Advisory Councils and provided planning grants to each of these regions.

The Commission funded two other significant planning grants in 1969 in addition to the planning grants awarded to the Regional Advisory Councils. The Peace Officers Training Board was awarded $38,500 to conduct an in-depth study of the need for a statewide Criminal Justice Academy. A private consultant firm, was awarded $40,000 to study police communications systems in the State, and to determine the feasibility of developing a statewide police radio communications network.

Action Grants

Specific problem areas or special projects may be funded by the Safe Streets Act through Action Grants. These grants are also administered by the Governor's Commission on Crime Prevention and Control. Specific areas that may be funded include:

- Public protection
- Law enforcement personnel recruitment and training
- Public education in the area of crime prevention
- Construction of facilities connected with the Criminal Justice System
- Control of organized crime
- Riot prevention and control
- Programs in police-community relations

All Action project funds are made with the approval of the local governmental unit.

Local units of government must absorb twenty-five to fifty percent of the project's cost, depending on the area in which the Action Grant is awarded. For example, riot control projects require 25 percent contribution from the local unit; while construction of a physical plant would require the locality to provide half of the funds. During 1969, Minnesota received $438,770 in Action Grant funding. By law, at least 75 percent of this was made available to local units of government or combinations of local government units.

Discretionary Grants

The Law Enforcement Assistance Administration (LEAA) makes these additional funds available to local and state agencies. In applying for such funds the agency submits its application through the state's criminal justice planning agency. LEAA awards Discretionary Grants to the state agency and they in turn subgrant funds to the applying agency.

The Commission received a Discretionary Grant of $100,000 in 1969 to enable the Bureau of Criminal Apprehension and the Department of Administration's

Computer Services Division to participate in a pilot interstate project to computerize criminal justice records. The Program was intended to establish and demonstrate the feasibility of an on-line system that will permit the interstate exchange of offender history files, integrating basic information needs of police, prosecution, judicial, and correctional agencies. Participating states were also responsible for designing and demonstrating a computerized statistics system based on an accounting of individual offenders proceeding through the Criminal Justice System.

Academic Assistance Grants

The Law Enforcement Assistance Administration is also responsible for providing funds for college degree study by law enforcement and corrections personnel and promising students preparing for careers in those fields. Degree and certificate programs are approved for the fields of:

- Police Science
- Criminology
- Criminalistics
- Police Administration
- Law Enforcement Technology
- Criminal Justice
- Public Safety Administration
- Corrections
- Penology
- Correctional Administration

Loans of up to $1,800 per academic year are available for those engaged in full time study. Grants to $200 per quarter or $300 per semester may also be used for those pursuing part time study in these fields. Academic Assistance Grants (Law Enforcement Education Program awards) in the amount of $38,600 were awarded to Minnesota Academic institutions in 1969.

National Institute Grants

The National Institute of Law Enforcement and Criminal Justice is the research arm of LEAA. Its studies are concerned with:

- Crime Prevention and Rehabilitation
- Criminal Justice Operations and Management
- Law and Justice
- Demonstrations
- Professional Services

The Institute conducts research and awards grants to scientists, universities, research groups, and other governmental agencies.

Five Institute grants were awarded in Minnesota in 1969. The Minnesota Department of Corrections received $4,555 for a *"Parole Supervision Study"*. The purpose of the study was to determine whether boys who are considered good parole risks can adjust as well on parole without supervision, as would an equated group under standard parole supervision. The University of Minnesota was awarded $4,945 to explore *"Socialization of Police Recruits"*. Purpose of the research is to explore the nature and effects of socialization processes on recruits. Contributing factors include initial on-the-street experiences, prevailing attitudes of veteran officers, and type of clientele.

"The Efficiency of Law Enforcement Resources" will be explored by the college of St. Thomas, utilizing a $5,000 grant. The study will attempt to determine whether sufficient funds are allocated to crime prevention, whether police force consolidation is desirable, and what factors determine the amount of crime to be expected in a given area.

The Director of Research of the Minnesota Department of Corrections, was awarded $250 to evaluate *"Post Release School Behavior Adjustment and Academic Achievement of Parolees"*. A $250 grant was awarded to the Burnsville Chief of Public Safety to study *"Patterns and Subculture Aspects of Violent Crime"*.

CHAPTER III

REPORTS AND STUDIES COMPLETED BY THE GOVERNOR'S COMMISSION ON CRIME PREVENTION AND CONTROL, 1969

Several reports and studies were completed and issued by the Governor's Commission on Crime Prevention and Control during 1969. The following paragraphs summarize these efforts.

Task Force Reports and Recommendations

This report relates the findings of four Task Forces appointed by the Governor to assess law enforcement and the Criminal Justice System in Minnesota. The Task Forces are:

- Law Enforcement
- Administration of Justice
- Corrections
- Crime Prevention through Citizens' Action

Together these reports encompass many aspects of criminal justice and identifies major crime-related problems and recommends changes in the state's Criminal Justice System.

Summary of Task Force Recommendations

Summarizes the information contained in the, *"Task Force Reports and Recommendations"*. Reports major findings and recommendations of the various Task Forces.

Minnesota Police Organization and Community Resource Allocation

This study reports in depth on police services throughout the State of Minnesota. The research is regarded as an extension of the recommendations of the Task Force on Law Enforcement. The report provides information on the organization of Minnesota police, basic elements of police services, personnel requirements, and resource requirements for *"minimal service capacities"*. Recommendations for reorganization are also included in the study.

Criminal Justice System -- the 1969 Minnesota Plan

This study served as a base for application of the State Planning Agency/Governor's Commission on Crime Prevention and Control for federal funds to implement provisions of the Omnibus Crime Control and Safe Streets Act. The Plan also provides valuable information about needs, existing law enforcement systems, planning processes, priorities, agency operation, and related organizational and planning activities and procedures.

Governor's Commission on Crime Prevention and Control

This brief report summarizes federal funding to the state via Omnibus Crime Control and Safe Streets Act of 1968. Certain background materials are presented, as is Minnesota's response to the challenge of the Safe Streets Act. Local and regional participation is outlined, and a long-range view of criminal justice planning in this state is espoused.