

CORRECTIONS

RETROSPECTIVE

1959 - 1999

Minnesota

Department

of

Corrections



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Introduction

By Sheryl Ramstad Hvass
Minnesota Commissioner of Corrections



I am honored to introduce the *Corrections Retrospective 1959–1999*. This publication commemorates a significant milestone for the Minnesota Department of Corrections as we mark 40 years of public safety and service. It is important to reflect upon our past as we prepare for the new millennium.

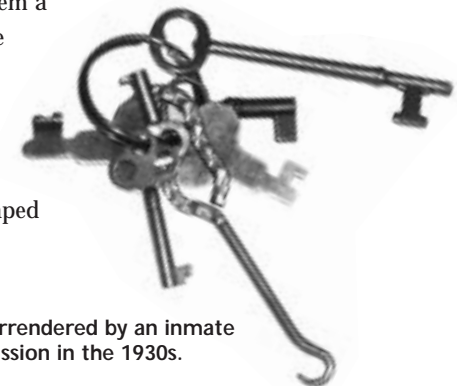
Corrections Retrospective outlines important events in corrections, dating back to establishment of the Territorial Prison. It also traces the department's history since its founding by the Minnesota Legislature in 1959. You will see that corrections in Minnesota has a rich and interesting past. We are grateful to the corrections and community leaders who authored articles for the *Retrospective* covering the evolution of correctional philosophies, changes in sentencing policy, the impact of alcohol and other drugs on corrections, the history and importance of restorative justice, and the positive influence of citizen participation. I also want to thank former Commissioners Orville Pung, Frank Wood and Jack Young for their assistance in reviewing our chronology of historic dates.

As we look back over time, there is a consistent theme that extends up to today. This theme is embodied in the personal commitment and professionalism of those who work in the corrections field. Even at the time of the Territorial Prison, as Orville Pung notes in his article, prison employees were concerned about providing humane conditions and preparing inmates for a successful release to the community. It is this commitment that has ensured that the Minnesota Department of Corrections is highly respected throughout the nation.

As this publication goes to press, there is also another momentous event that future historians will be documenting: the opening of the Minnesota Correctional Facility-Rush City. This state-of-the-art institution adds approximately 950 prison beds to our system and is our seventh adult male facility. As the only close-custody, level four prison in Minnesota, it is our first prison at this security level to have cells that are double-bunked. The beginning of the next century will coincide with its opening in January, 2000.

In conjunction with the department's anniversary and the new millennium, another important history project is underway. The Minnesota Corrections Association and the Minnesota Department of Corrections, in cooperation with Metropolitan State University, are cosponsoring a traveling exhibit of photographs and artifacts documenting the history of corrections in our state. Scheduled to open in spring, 2000, the exhibit will offer citizens an opportunity to learn about corrections and its fascinating past. This project involves many in corrections at the state and local levels through a steering committee. We owe them a debt of gratitude for the great work they are doing on the exhibit and for their assistance in producing this report.

I hope you find this publication interesting and informative. It documents the outstanding accomplishments of dedicated corrections professionals, and reminds us of sobering events and decisions that have shaped our current system.



Keys surrendered by an inmate at admission in the 1930s.

Correctional Institution Philosophy: Ever Changing Phenomena

By Orville B. Pung

Corrections Commissioner 1982–1993



It is commonly believed that at the turn of the century, prisons and jails were extremely harsh and reflected little interest in rehabilitation. However, research relating to the first Territorial Prison in Minnesota indicates that administrators and observers of the day believed that prisoners should be treated humanely and prisons should enhance the inmate's work ethic. Isolation and food deprivation seemed to be the most utilized punishment, without any solid evidence of dramatic or condoned brutality.

One of the fundamental flaws of Minnesota's early prison was that it had to do too many things for too many people. The Territorial Prison housed not only men but also females and offenders under the age of 18. There was concern by enlightened citizens that the physical plant was lacking in space and sanitary conditions. They also recognized that the prison's broad range of responsibilities resulted in inappropriate approaches for some inmates.

An early historian writing about the operation of the Territorial Prison was proud of the fact that it established a night school and prisoners were allowed to have books and papers. He noted that the basic mission of the prison was to prepare the prisoner to return to society. The establishment of the state reformatory at St. Cloud clearly recognized that the younger offender needed an environment in which real "reformation" would take place, and programs were intended to prepare the younger inmate to return to society with a positive attitude.

The historic correctional philosophy regarding women has been rather consistent and generally positive. Women were housed at the Territorial Prison, separated from the men, and later moved to the new prison at Bayport. Following pleas of women's reform groups, the legislature was persuaded to build a new women's institution at Shakopee. The institution was built without a fence and had as its basic focus cleanliness, good work habits and programs designed for women.

Juvenile female offenders in Minnesota were housed in the House of Refuge, later referred to as the State Reform School. The relocation of this facility to Red Wing reflected a belief that a more open, healthy environment and adequate space for schooling and training was needed for boys and girls. The Reform School was patterned after a military academy with a great deal of regimentation. The rhetoric of the early days talks a great deal about the institution having open air and a healthy environment. Beyond the rhetoric, one is able to document punishment of offenders and some severe conditions to maintain order and control.

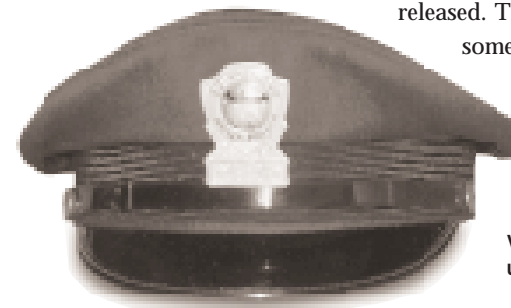
As with adults, there was a belief that boys and girls would be better served separated. Once again following the lead of reform groups, a new girls' institution was opened at Sauk Centre, which in philosophy and architectural design reflected finishing schools. Operation at Sauk Centre, much like Red Wing, tended to fluctuate between using no physical punishment to sometimes using severe discipline. Historically, juvenile institutions in Minnesota suffered from overcrowding and offered more control and discipline than programming opportunities. Overcrowding and the belief that hard work and outdoor exercise were good for young offenders resulted in the formation of camp systems at the Thistledeew and St. Croix sites.

The 1930s, 40s and 50s were periods of fluctuating prison populations and public indifference. The era of the Depression and the Second World War minimized the public's concern about prisons. Most institutions at that time were involved in some way in the war effort. The 1950s brought a period of transition as the public began looking at operational questions and philosophical concepts. A major event during this period was the formation of the Minnesota Department of Corrections in 1959. For the first time all operations of institutions and various probation and parole services were brought together under one administrative body.

The 1960s and 70s were characterized by a great deal of upheaval. The phenomena of public institutions being attacked by the various "movements" impacted not only prisons but also colleges, universities, the military and even religious orders. Prisons were seen as instruments of the establishment, and a great deal of strong community involvement began. Under the general term of prison reform, significant change took place reflecting inmate rights. Uniforms were discarded and inmates' length of hair, facial hair and organizations all signaled a general upheaval. Along with this turmoil came a breakdown in many institutions. This was reflected in major prison riots throughout the country, the most salient one at Attica in New York. The fallout from the Attica prison riot and other serious disturbances resulted in even further disorganization and chaos as finger-pointing became the hallmark of observers of the correctional scene.

Not until the 80s and into the 90s did control seem to return to prisons throughout the United States. Custody staff who previously had been labeled as guards and repressive thugs were now becoming known as correctional counselors or officers. A new spirit of professionalism seemed to enter the arena of custody and control. While prisoners' rights had been enhanced, it appeared that correctional employees were again given the authority to maintain necessary discipline and order in facilities. The major problem facing all correctional operations during this time period was overcrowding. Dismally handled for eons, the plight of the victim had been ignored for many years. The advent of victim awareness, coupled with public expectations and political response, has resulted in longer sentences and a fantastic explosion in inmate populations.

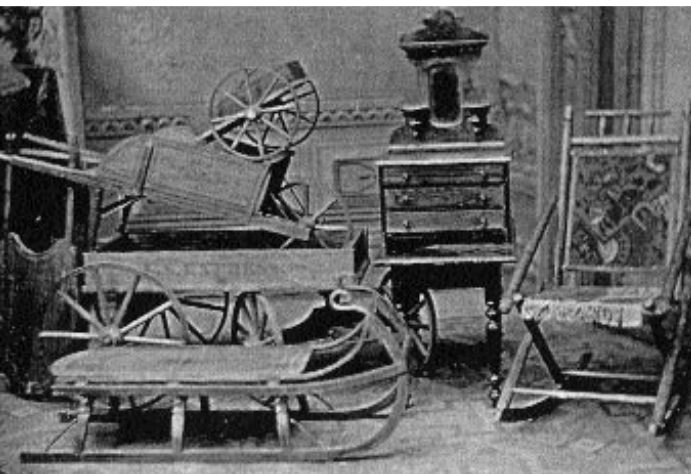
Minnesota has never really deviated from its early hope that the operation of prisons would result in a safer society by making prisoners better people. Current demands for longer sentences and little or no tolerance for inmate amenities are offset by the belief that prisons should provide opportunities that lower the risk offenders present to the community when they are released. These two concepts have always been in conflict to some degree and probably will be for the next century.



Wool hat worn by officers until the 1950s.

Historical events prior to the formation of the Minnesota Department of Corrections

- 1853 A territorial prison was established at Stillwater funded through a \$20,000 Congressional appropriation. By the mid-1850s the prison included a yard enclosed by a 14-foot high stone wall with gates of heavy iron, a cell house with 16 cells, two shop buildings, other small structures and a stable. The warden's residence, now a historical building, stands high on the bluff overlooking what was the prison complex.
- 1858 Minnesota became a state and the territorial prison became the first state prison. The new warden tightened security, ordering muskets and bayonets to be used by guards; reduced prison accessibility by outsiders; and refused to accept county prisoners.
- 1862 The first good-time law was passed as an incentive for good behavior in prison. Prisoners earned three days off their sentence for every month of good conduct.
- 1867 Minnesota's second correctional institution, the House of Refuge for juveniles, was established in St. Paul. Located on the site of a large farm west of the State Capitol where Concordia College now stands, it had two buildings for boys and one for girls. It was one of the first reform schools without bars and security walls. Soon after being established, the House of Refuge was renamed the Minnesota State Reform School.
- 1874 A law was enacted to permit prisoners to earn income from their labor.
- 1877 The notorious Younger Brothers of the Jesse James gang entered the State Prison at Stillwater.



Articles made by offenders at the State Reform School in 1875.

- 1878 Orphan asylums were established to prevent delinquency, caring for approximately 130 dependent and neglected children.
- 1879 At the State Prison, typical prison food consisted of boiled meat, potatoes, vegetable and two slices of bread on a tin dish with a cup of water. Coffee, tea and porridge were also served. Milk was a delicacy reserved for the sick. Fruit, butter, salt and pepper were unthought-of luxuries.
- 1883 The legislature established the State Board of Corrections and Charities. Its purpose was to investigate various state institutions, provide advice on improving their operations, and prevent irregularities in their management. Each institution was required to have a Board of Managers.
- 1885 The legislature appointed a commission to recommend a location for a second state prison "to be situated at or upon some of the stone quarries of our state." St. Cloud was chosen.
- 1887 Making the second prison a reformatory was decided by a joint committee of the State Prison. The Minnesota State Reformatory for Men was conceived as an institution for correcting criminal tendencies before they became chronic. It was felt that a younger prisoner could not be reformed by locking him up with the hardened criminals at the State Prison at Stillwater.
- 1889 The first inmates were transferred from the State Prison to the new Minnesota State Reformatory for Men. Its first 128-cell building was constructed of granite quarried at the reformatory site.



An inmate in solitary confinement at the State Reformatory in 1917.



The State Prison at Stillwater in 1912.

Cell 143 at the State Reformatory in 1910.



1889 The Minnesota Thresher Company received a two-year lease on inmate labor at the State Prison.

Bob Younger died from tuberculosis in the State Prison.

1858-1889 Cell capacity of the State Prison grew from 22 cells to 582. In 1861, an addition included three cells for women.

1890 The Minnesota State Reform School relocated to Red Wing. The cornerstone was laid on May 20, 1890, and the facility formally opened in 1891. The original site in St. Paul was too small and the buildings crowded, inconvenient and greatly in need of repairs. The water supply was inadequate and the surrounding area was becoming more populated.

1892 "Conditional hearing with restraint" began which allowed adult offenders considered to be good risks to be released from prison prior to their discharge date, forerunner to the parole system.

One million pounds of finished twine were produced in the State Prison twine factory.

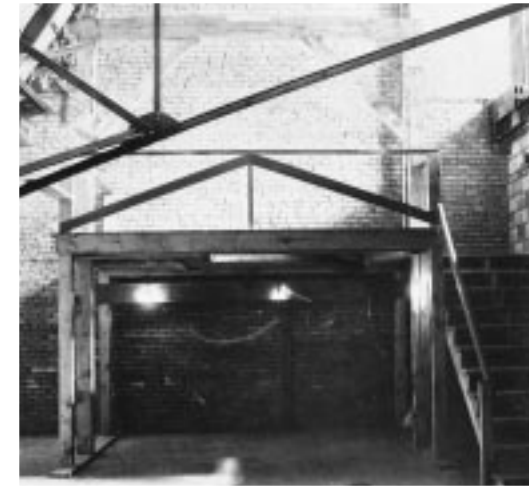
1893 A new parole law was passed by the legislature authorizing release of prisoners on parole prior to expiration of sentence.

1895 The Minnesota State Reform School at Red Wing was renamed the Minnesota State Training School for Boys and Girls.



The prison band at the State Prison in 1907.

Scaffold on which offender was hanged in Hennepin County Jail in 1895.



An agency was established by the legislature to supervise children released from the Minnesota State Training School. The department was to furnish homes and supervision for children on parole. With an annual appropriation of \$3,000, it was believed that if the department kept 20 children from returning to the training school, it would pay for itself.

1901 Legislation abolished the Board of Corrections and Charities and the Board of Managers. The Board of Control was established to supervise all state institutions and became the paroling authority for the State Prison and Reformatory. The privilege of parole consideration was extended to include inmates imprisoned for life. Jim and Cole Younger were paroled.

1905 The legislature authorized establishment of juvenile courts within the district courts in the state's three largest counties—Ramsey, Hennepin and St. Louis—to handle all juvenile cases. County probation departments were established in connection with the newly authorized juvenile courts.

1906 The botched hanging of William Williams took place when the Ramsey County Sheriff miscalculated the length of rope for the execution. The rope and Mr. Williams' neck stretched and the murderer's feet touched the floor. Deputies had to pull the rope upward causing Mr. Williams' death by strangulation, which took over fourteen minutes. This was more than spectators could stomach. After the execution was publicized in local newspapers, public sentiment started the legislature on a course that led to repeal of the death penalty in 1911.



Inmates and guards in the dining room of the State Prison in 1900.

Watch surrendered by an inmate in the 1930s.



Women's facility at Shakopee which was open from 1920 to 1986.

1907 The movement to have a separate school for delinquent girls gained support from the press, public officials and institution administrators, and the Minnesota Home School for Girls was authorized by the legislature. In 1908 Sauk Centre was named as the site for the school.

Probate courts were given juvenile court jurisdiction in the 84 counties without juvenile courts.

1911 Capital punishment was abolished by the legislature, substituting life imprisonment for "death by hanging."

Indeterminate sentences were established. Any person convicted of a felony was sentenced for an indeterminate period and could be kept under the jurisdiction of the Board of Control as long as necessary, but not to exceed the maximum provided by law.

The Minnesota Home School for Girls at Sauk Centre opened.

1912 A new state prison was approved to be built at Bayport and construction began.

1913 The Children's Code was enacted to protect the rights of children and embodied a modern approach to their proper handling.

1914 The new prison at Bayport opened to replace the State Prison at Stillwater, thus eliminating problems concerning space and living conditions. With the pressing need for a more modern facility met, more money and attention could be devoted to providing increased educational and recreational opportunities for inmates. Prison industries grew rapidly. Experts at the time considered the prison to be one of the most modern penal institutions in the world.

State Prison at Bayport in 1926.



1915 On March 4, at a legislative hearing at the State Capitol, Mrs. Isabel Davis Higbee made a plea for establishment of a reformatory for women. She argued in favor of a new institution where women offenders would neither be incarcerated with male inmates nor with teenage girls. At the conclusion of her talk, Mrs. Higbee collapsed and died. On March 10, the legislature passed a bill authorizing establishment of the women's reformatory. At the time, the majority of women law-breakers were found guilty of prostitution and were usually fined and sent home or committed to the workhouse for a short term. Others were sent to the State Prison, the State Reformatory or the girls' school. The superintendent at the reformatory took women inmates into his home or placed them in the local jail.

1916 Construction of the longest granite wall in the world built using prison labor was completed at the State Reformatory. The wall is over one mile long, 22 feet high, four and one-half feet thick and constructed from granite quarried within the prison grounds.

1917 The indeterminate sentence was modified to allow the sentencing judge to specify the maximum sentence.

1920 The Minnesota State Reformatory for Women officially opened, receiving its first inmates transferred from the State Prison at Stillwater.



State Reformatory under construction in 1895.



Warden and deputy warden demonstrating possible use of television cameras for security purposes at the State Prison in 1939.



- 1927 All clothing worn by men in state institutions was produced at the St. Cloud Reformatory.
- 1931 The State Board of Parole was made a separate department with three members appointed by the governor. One member served as a full-time director.

A statewide probation system for district courts was established.
- 1933 The Minnesota Probation and Parole Association was formed. In 1966 the Association became the Minnesota Corrections Association.
- 1935 Reformatory prison camps were authorized by the legislature.
- 1939 The Board of Control was abolished and the Department of Social Security created. All powers of the State Board of Control were transferred to the Director of Public Institutions and the newly created Department of Social Security.
- 1945 In accordance with a bill passed by the legislature, a portion of the State Reformatory was set apart by the Director of Public Institutions for the care of delinquent "feeble-minded or mentally deficient persons." These persons were committed as mentally deficient wards, rather than sentenced as criminal offenders. The law was repealed in 1963.
- 1947 The Youth Conservation Commission (YCC) was established in law to assume the authority of the Director of Public Institutions relating to juvenile offenders. Minnesota was the second state to create this type of youth authority. Its purpose was to prevent delinquency and crime and to re-train the offender. The YCC received youth 18 to 23 years-old committed from district courts.



Cellhouse A at St. Cloud State Reformatory in 1923.

- 1948 State reception and diagnostic centers were established. The receiving cottage at the Minnesota State Training School for Boys and a cottage at the Minnesota Home School for Girls were designated as reception and diagnostic centers for the YCC. A section of the Minnesota State Reformatory for Men was designated as a YCC reception center and the first ward was admitted.
- 1949 Responsibility for juveniles in state correctional schools was transferred to the YCC. With this action the legislature gave the YCC complete jurisdiction over delinquent youth committed to the state.

The first statewide system of probation and parole for juveniles went into effect.
- 1951 A Youth Forestry Camp was established at Willow River for young male felons. Formerly, the site was a WPA camp established in 1934.
- 1953 A major riot occurred at Stillwater Prison with serious damage. Inmates were protesting prison conditions and rules. There were reports that residents in nearby Bayport could hear the inmates shouting.
- 1955 A Forestry Camp opened at Thistledeew Lake for delinquent boys 16 to 18 years-old.
- 1957 The first juvenile detention facilities in Minnesota were completed by Hennepin and Ramsey Counties.



Inmates at the State Reformatory manufacturing license plates in 1954.

Sentencing History Reflects Attitude Changes

By Dan Cain

Executive Director of Eden Programs



There's a popular opinion that if you don't like the weather in Minnesota, you need only wait awhile. It will change. The same could be said for the way we respond to crime. Similar extremes exist; they just don't change as frequently.

In 1971, I shared a jail cell with a three-time felon who was later convicted of second-degree murder. Sentenced to 0-40 years, he served four. Today that same individual would serve a minimum of 12. In 1985, possession of six grams of cocaine called for the same sentence as possession of 1.6 oz. of marijuana. In 1999, it calls for the same sentence as rape, kidnapping and manslaughter.

Murder hasn't changed, and drugs, while arguably more potent and prevalent, haven't changed much either. What has changed is our attitude, the degree to which we feel individually impacted by crime, our politics, our level of tolerance and subsequently our sentencing policy. Sentencing policy drives correctional policy. And societal norms, values and the political process drive sentencing policy, with changes usually precipitated by one or more serious events.

Several key events have influenced "roller coaster" sentencing policy over the past 30 years in Minnesota. They include the 1971 prison uprising in Attica, New York; a mid-1970s call for determinate sentencing; the "crack" cocaine epidemic of the mid-1980s; and several heinous, high-profile crimes in the late 1980s, including the Minneapolis parking ramp murders, which resulted in political pressure for the sentence enhancements of 1989.

Prison Reform—Even prior to Attica, prison reform efforts were quietly moving forward in Minnesota. In 1970, there were rumors that one of two adult male institutions would close because they were under-used. However, the atrocities of Attica provided the impetus for radical change. In 1973, Minnesota passed the Community Corrections Act (CCA), changing the presumption that felons could only be treated in prison. The CCA presumed that most property offenders would not be sent to prison, and instead community sanctions would be imposed. Scarce prison resources would be reserved for violent offenders.

Sentencing Reform—Minnesota had utilized indeterminate sentencing dating back to 1963. The mid-1970s brought about several proposals to change that system. Perceptions of inequity and liberal release practices brought about mandatory minimum sentences for serious crimes, as well as a call for determinate sentencing. Adding to the debate was the contention by inmate groups that the Parole Board rewarded manipulative inmates who pretended to "program" while in prison with reduced time served, and unjustly punished those who chose to just "do their time."

As a compromise, Minnesota passed sentencing guidelines legislation in 1978. The legislation left intact the indeterminate system, but created a commission to develop guidelines which establish "...(1) The circumstances under which imprisonment of an offender is proper and; (2) A presumptive fixed sentence for offenders for whom imprisonment is proper based on each appropriate combination of reasonable offense and offender characteristics." The presumption that prison would be reserved for more serious offenders remained intact. And while guidelines were neither inherently severe nor inherently lenient, they were inherently proportional.

Initial analysis showed guidelines to be an enormous success. After implementation there was a departure rate of just over 10 percent. Guidelines were equally effective at creating pro-

portionality and changing the ratio of property and person offenders occupying costly prison space. Three years after implementation, 70 percent of state prison beds were occupied by violent offenders as opposed to just under 60 percent pre-guidelines. And Minnesota had a system whereby any proposed changes could be analyzed and planned for, with the impact known prior to changes being made.

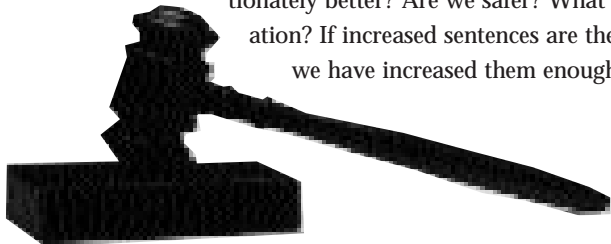
A Change in Direction—For several years following guidelines implementation, politicians adopted an informal hands-off policy, no doubt because of bipartisan support for the original legislation. Later, that insulation began to erode. Beginning in 1984, projections suggested that prison demand would exceed resources. Proposed modifications, which would have modestly lowered sentences, were lambasted in the political arena and were subsequently abandoned. Politicization of the guidelines had begun.

The mid-1980s brought the “crack” menace. The perception that smokeable cocaine was a new and evil drug provided impetus for the 1989 re-codification of controlled substance laws. The need for prosecutors to prove intent to sell was replaced by a presumption of intent based upon the amount of drug one possessed. The percentage of inmates imprisoned for drugs has risen steadily ever since.

New legislation aimed at particularly high-profile crimes resulted in increased statutory maximum sentences. There was political pressure put on the sentencing commission to ratchet up sentences accordingly. Instead of treating the most egregious crimes as an anomaly, we implicitly began to redefine them as the norm by how they were ranked. Ultimately the goal of proportionality, for some crimes, was all but abandoned.

The prison population is inching its way back to the ratio of violent and property offenders that existed pre-guidelines. And, largely due to enforcement and judicial response to drugs, particularly “crack” cocaine, a black man is now 19 times more likely than a white man to go to a Minnesota prison. In 1978, there were 1,800 adult inmates in Minnesota prisons. Today there are just under 6,000. In 1971, we were going to close a prison. Today we are building one.

There are several questions we should now ask our leaders. By consciously deciding to imprison three times as many citizens as we did two decades ago, have we made things proportionately better? Are we safer? What are our objective criteria for evaluation? If increased sentences are the answer, how will we know when we have increased them enough?



Historical events since the formation of the Minnesota Department of Corrections

1959 The Minnesota Department of Corrections was formed, combining the Youth Conservation Commission, the State Board of Parole and adult institutions formerly administered by the Department of Public Welfare. The Board of Parole was renamed the Adult Corrections Commission.

The Court Probation Act was enacted by the legislature. Counties were required to provide probation services to its juvenile court in one of three local optional methods: counties could establish their own probation services, contract with the state Department of Corrections for such services, or enter into joint powers agreements with adjoining counties.

The Juvenile Court Code was approved by the legislature defining jurisdiction of juvenile courts over delinquent, neglected, dependent and adoptive children.

The state acquired an abandoned Air Force radar site in Rochester for a new Youth Vocational Center.

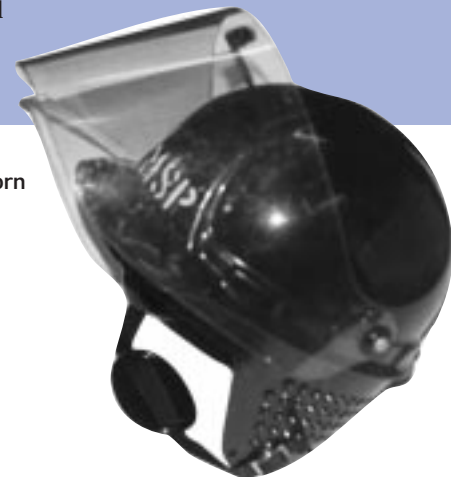
1960 At the State Prison, a group of inmates was forced back to their cells by 150 bayoneted guards. In another incident, tear gas was used to quell a disturbance.

St. Croix Camp, the state's third camp, opened. The camp was eventually sold to the Wilder Foundation.

A new Ramsey County Workhouse opened in St. Paul.

1961 The legislature enacted the Probation Subsidy Act which provided a subsidy to counties for probation services. In return, probation officers provided services to wards of the Youth Conservation Commission who were residents of those counties.

The state's fourth camp, the Youth Vocational Center, opened to receive youth 16 to 18 years-old for vocational training in automotive repair and food preparation.



Riot control helmet worn by officers until 1980.



Offender work programs were authorized by the legislature in 1967.

1963 The Minnesota Reception and Diagnostic Center opened for juveniles and youthful offenders at Circle Pines. Authorized by the legislature in 1957, the facility was also the site of the children's center for treatment of emotionally disturbed children operated by the Department of Public Welfare. The facility was managed by the state Department of Administration.

1964 The reception center at the Minnesota State Reformatory closed.

1965 Two inmates were murdered by two other inmates at a minimum-security camp operated at Moose Lake by the Minnesota State Reformatory. The perpetrators absconded, stole a car, and took a hostage, but were captured. The camp closed within two weeks of the killings.

1966 For the first time, boys were admitted to the Home School for Girls at Sauk Centre. In 1967, the legislature changed the name of the institution to the Minnesota Home School.

1967 The legislature authorized the state corrections department to operate a work release program. The statute authorized the corrections commissioner to permit screened inmates to work at paid employment or participate in community vocational programming.

AMICUS, which matches citizen volunteers in the community with inmates while they are incarcerated, was incorporated.

1969 The Community Corrections Center Act was approved by the legislature, authorizing political subdivisions to establish community corrections centers.

Minnesota's first correctional halfway house opened and was operated by Volunteers of America.



Patch worn by all uniformed staff.

Vocational training became the focus at Willow River Camp in 1972.



Baton used in riot control through the 1980s.

1969 As the result of a disturbance, the legislature appropriated funds to build a security corridor at the State Reformatory.

The Probationed Offenders Rehabilitation and Training (PORT) program was established at Rochester as a model community corrections project providing post-trial diversion.

1970 A dramatic escape attempt was foiled at the State Prison when the warden fired a shotgun at a cellblock where inmates were cutting bars. During the same incident, three officers were taken hostage and armed inmates unsuccessfully tried to walk out wearing their uniforms. Inmates gave up after listing grievances for a reporter.

A disturbance at the State Prison was quelled with shotguns and tear gas. Disturbances recurred in 1972, 1973, and 1974. An inmate was found murdered in his cell in 1975. An investigation by the legislature commenced.

The State Prison twine factory was closed by the warden, primarily because it did not provide marketable vocational training for inmates.

1971 The State Prison warden was stabbed several times by an inmate who was later committed as mentally ill and dangerous. The warden recovered from his injuries.

1972 The forestry program ended at Willow River Camp, replaced by a vocational and group program for 60 adult male minimum-security inmates.

Legal Aid to Minnesota Prisoners (LAMP), a program of the state Public Defender's Office, began assisting inmates on non-criminal legal matters.

The state restitution center was funded through a federal grant.

Community participation was the key to the Community Corrections Subsidy Act of 1973 as illustrated by this sign welcoming local advisory board members.



1973 The Adult Corrections Commission (ACC) and the Youth Conservation Commission (YCC) were abolished. The commissioner of corrections was given authority over juveniles formerly under the YCC. The Minnesota Corrections Authority was created as a full-time parole board responsible for adult offenders.

The Community Corrections Subsidy Act was passed, authorizing subsidies to local counties or groups of counties for planning and implementing community-based corrections. Administered by the state corrections department, counties voluntarily join the act and are eligible for funds according to a predetermined formula.

The Ombudsman for Corrections is authorized by the state legislature as an independent state agency. At the time, the office was unique nationally.

Anishinabe Longhouse, a halfway house for American Indian offenders, was established in Minneapolis. The program served offenders for approximately 20 years until it was replaced with contracted services for a larger number of Indian offenders on a statewide basis.

A system of due process for inmate discipline was implemented.

1974 Legislation changed the Minnesota Reception and Diagnostic Center at Lino Lakes to the Minnesota Metropolitan Training Center for juveniles from the Twin Cities metropolitan area. Transition from a juvenile to an adult institution began.

The department's secure medical unit at St. Paul Ramsey Hospital opened to provide acute medical and surgical inpatient care for inmates from department facilities.

Conditions at the State Prison were the subject of a legislative investigation concluded in 1976.

1974 The Minnesota Program for Victims of Sexual Assault was created in the department by the legislature.

1976 Legislative authorization was given to begin planning construction of a maximum-security prison at Oak Park Heights.

The legislature appropriated funds to convert the Minnesota Metropolitan Training Center at Lino Lakes into an adult medium/minimum-security prison.

1977 The warden at the Stillwater facility put in place housing assignments, unannounced cell block searches, extended inmate work days and other restrictions. Truckloads of contraband were removed from cells.

Four inmates sawed through bars and scaled the fence to escape from Stillwater Prison.

The Minnesota Program for Battered Women was created in the corrections department. The department formed a victim services unit that included programs for battered women, victims of sexual assault and victim restitution programs.

1978 The Minnesota Sentencing Guidelines Commission was established to develop sentencing guidelines for district courts based on reasonable offense and offender characteristics. Guidelines recommend when state imprisonment of a felon is appropriate and sentence length.

1979 State correctional facilities were renamed by the legislature as the Minnesota Correctional Facility (MCF) followed by its geographical location.

An inmate escaped from the Stillwater facility by placing a dummy in his cell and using makeshift materials to scale the wall.



The new correctional facility for women opened in Shakopee in 1986.

1980 The MCF-St. Cloud was the first state correctional institution in Minnesota to be accredited by the American Correctional Association. Other department facilities, central office, and release and probation offices were accredited in later years.

Sentencing guidelines were implemented as a modified form of determinate sentencing for all crimes except life sentences for first-degree murder. Minnesota's discretionary parole system ended.

1982 The MCF-Oak Park Heights opened. This maximum-security prison is considered nationally unique in terms of design and security.

Two inmates escaped from the Stillwater facility by hiding in cardboard boxes loaded onto a truck.

The Minnesota Corrections Board was abolished and the corrections commissioner was given the remaining responsibilities of the parole board after sentencing guidelines were implemented. A unit was established in the corrections department to administer the new responsibilities of the commissioner.

A unit was established in the corrections department to administer the commissioner's responsibilities related to juvenile offenders.

1983 A disturbance at the MCF-Stillwater resulted in replacement of over 900 windows.

1985 For the first time, sex offenders outnumbered all other categories of inmates in the state correctional system representing 18.5 percent or 430 adult inmates. Programs for sex offenders expanded in the department.

The Minnesota Correctional Facility-Oak Park Heights opened in 1982.



Sentencing to Service, the program that puts offenders to work on projects such as shoveling out bus stops, was established in 1986.



1985 The department sponsored the first National Workshop on Women Offenders.

Collection of a surcharge on wages earned by inmates began and was used for crime victim programs.

1986 The new, state-of-the-art MCF-Shakopee opened across the street from the old institution which was later razed.

Minnesota's Sentencing to Service (STS) program was established. STS puts locally sentenced, non-dangerous offenders to work on community improvement projects.

1988 The department's first affirmative action officer was appointed and the first affirmative action committee formed.

A minimum-security unit opened on the grounds of the Moose Lake Regional Treatment Center. Eventually, the entire treatment center was converted to a medium-security prison. From 1990 to 1994, the facility also housed adult female inmates.

1989 Legislation was approved authorizing the corrections commissioner to convert part of the Faribault Regional Treatment Center to a medium-security prison.

The legislature began its annual passage of crime bills, substantially increasing criminal penalties. Eventually, sentencing guidelines were doubled for all crimes in the higher severity levels, time was increased from 17 to 30 years before parole eligibility for life sentences for first-degree murder, and life without parole was created for certain crimes.

1990 The legislature established the Intensive Supervision Program which places selected, higher-risk offenders under strict control and surveillance in the community.



Programming at the Shakopee facility for women includes vocational training in the construction trades.

1991 An Office of Diversity was created in the state corrections department.

Minnesota was selected by *Financial World* as the magazine's national winner for having a cost-effective correctional system.

1992 Minnesota's version of the "boot camp" prison was established, replacing the camp at Willow River. The Challenge Incarceration Program is an intensive, highly structured and disciplined program for selected nondangerous drug and property offenders.

The Prairie Correctional Facility in Appleton, operated by a local private entity, was issued its first license by the state corrections department. In 1996, Corrections Corporation of America assumed management of the facility.

1993 Controlled movement was implemented by the warden at Stillwater, restricting the number of inmates moving at one time. Other restrictions were implemented, including control of inmate movement within each cell block tier.

1994 The legislature approved \$2 million for predesign of a close-security prison that later is located at Rush City.

MINNCOR, the state's prison industry program, was formed to integrate and centralize administration and sales functions of the department's various industry operations.



An expansion at the MCF-Shakopee was completed to address increasing populations.



Technology, such as this electronic monitoring bracelet, is used to enhance supervision of offenders on probation.

Minnesota's version of the boot camp prison opened at Willow River in 1992.



Conversion of the Moose Lake Regional Treatment Center to the Moose Lake correctional facility was completed in 1997.



1995 The first phase of a statewide effort to reduce burgeoning caseloads of probation officers was funded. The State Probation Standards Task Force documented the need to reduce caseloads as the total number on probation in Minnesota reached nearly 100,000.

The department was the first correctional agency in the nation to establish a restorative justice office with a full-time staff person. Restorative justice is a framework for the criminal justice system that emphasizes ways in which crime harms relationships in the context of community. It provides for participation by the victim, the offender, and the community in community reparation.

1996 Bonding in the amount of \$89 million was approved by the legislature for construction of a new close-custody prison for adult males. It is later determined that it will be a 950-bed, level-four institution.

The MCF-Lino Lakes was expanded to a capacity of 1,000.

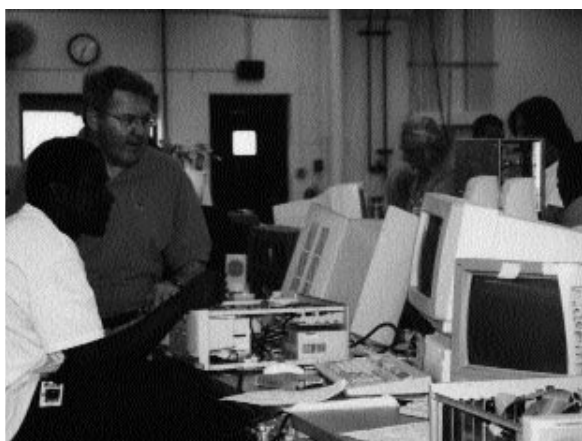
The MCF-St. Cloud became the admitting facility for the department for all adult male offenders.

1997 Minnesota's prison population, increasing at a rapid rate in recent years, reached over 5,000 inmates. Population growth is due to a combination of factors, including the effects of increased criminal penalties and court volume.

An escape attempt at Stillwater was thwarted when three inmates hiding in a garbage truck were observed by the truck's driver.

A work program for adult offenders was established at Camp Ripley by the legislature. The program closed in 1999 due to lack of use.

A new 232-bed chemical dependency unit opened at the MCF-Lino Lakes.



Inmates at the Lino Lakes and Stillwater facilities renovate outdated computers for use by schools throughout Minnesota.

Conversion of the former Moose Lake Regional Treatment Center to a medium-security prison housing over 600 inmates was completed.

The MCF-Faribault expanded its capacity to over 800 beds.

In accordance with state law, as of August 1 no inmates or staff in state correctional facilities could possess or use tobacco.

The legislature established a camp for juvenile offenders at Camp Ripley to be operated by the corrections department. It is later transferred to the Minnesota Department of Public Safety.

1998 The state corrections department contracted with a private vendor for inmate health care services. The contract includes inpatient hospital care, and the department's secure unit at Regions Hospital is closed.

A new Center for Crime Victim Services was created which combined victim services from a number of agencies including the state corrections department.

Funding was approved for a new project operated through the department's Institution Community Work Crew program to use nonviolent inmates to build affordable housing for low-income families.

1999 The MCF-Sauk Centre was closed.

After deliberations regarding the potential operation of the new state prison at Rush City by the private sector, the legislature appropriated funds for operation of the prison by the state corrections department. The prison is scheduled to open in January 2000.

The state corrections department began a comprehensive community outreach program to increase citizen participation in corrections. A number of citizen advisory groups are formed and a series of community days and forums held.

Minnesota's newest prison, the Minnesota Correctional Facility-Rush City, will open in January, 2000.



Community Participation in Corrections Has Rich History

By Louise Wolfgramm

Executive Director, AMICUS



I feel as though I am part of the department, even though I've never been an employee," says longtime corrections volunteer Girlie Boyer. In thirty-two years of volunteering at federal prisons, state facilities at Stillwater, Lino Lakes, Oak Park Heights, and today at the Red Wing facility for juveniles and the Hennepin County Home School, Girlie Boyer and husband Jack have become something of an institution in Minnesota corrections. They are two of thousands of community members who have been involved as corrections volunteers, stretching back to the very beginning of the department 40 years ago.

One major group of volunteers comes from Minnesota's religious community. Communities of faith have long been active in outreach to offenders. Many institutions offer services from more than a dozen faiths.

There are also non-denominational Christian groups offering a variety of volunteer-based programming in Minnesota's prisons. Prison Fellowship, founded in 1975 by Chuck Colson after his Watergate prison sentence ended, offers seminars for offenders on topics like life planning, marriage, and bible study. Prison Fellowship volunteers also visit offenders as mentors, write letters to inmate pen pals, and operate a very active Angel Tree program in Minnesota through which congregations shop for holiday gifts to send to offenders' children on their behalf.

Charis of Minnesota is another faith-based group, offering offender/volunteer retreats and monthly faith support groups for many years. Overall, about half the volunteers in Minnesota's institutions come from the religious community, and their efforts nourish offenders' spiritual growth.

Many other community groups are also active in outreach to offenders. The Council on Crime and Justice (formerly known as The Prisoner's Aid Society and the Citizen's Council) was founded in 1957 with the purpose of assisting offenders in making transitions. Today, the Council also offers an array of offender services that connect volunteers to offenders, including Native American cultural programming through Walks Tall, employment training, and community service projects.

Another early community organization was The Volunteer Service Center of the Minnesota Correctional Facility-Red Wing. Founded by Red Wing resident Meredith Juers in 1966, the community group provided clothing for the boys, helped with basic table manners, planted gardens, tutored in reading, taught personal finance, sent birthday cakes, and just listened. Today



Foster grandparents and volunteers at the Red Wing facility.

volunteers continue to connect with residents through tutoring, Alcoholics Anonymous, community service activities, visiting, baking, sponsoring art, music and drama opportunities, escorting to religious services, and serving as cherished "foster grandparents."

AMICUS was incorporated in 1967. The brainchild of an inmate and a judge, AMICUS was formed to match community volunteers to offenders for one-to-one visits, with the idea that feeling cared about and connected to a community member is a vital step to beginning a process of personal change. Today, AMICUS continues to match individual community members and offenders and also offers culturally-appropriate transitional services and volunteer mentoring to African-Americans and juveniles. A referral service assists with finding resources for jobs, housing, aftercare and more. AMICUS also undertakes public education initiatives such as its inmate art exhibition and promotes partnerships between corrections and employers, landlords, and community groups. These volunteer-based community agencies offer many services that help offenders build new lives and connect to their community.

Community volunteers offer their own special kinds of service. Volunteers with chemical dependency recovery groups like Alcoholics and Narcotics Anonymous give abundantly of their time at Minnesota institutions. Alternatives to Violence volunteers sponsor groups to help address anger management issues, and volunteers also run groups for Vietnam veterans and African American, Hispanic, and Native American groups.

Other volunteers read to inmates' children in prison visiting rooms or assist the Salvation Army's "Toy Lift" gift program for offenders' children. Still others volunteer as employers at mock job fairs, educators in arts and humanities programs, speakers on life skills for transitional programs, and members of correctional advisory groups. Each group and individual brings something different to the lives of offenders in Minnesota.

The connection between offender and the community is also made when offenders reach out to the community through restorative justice projects and shared community events. Several Minnesota institutions sponsor "Prison Reality" or "Straight Talk" programs, in which inmate panels talk to troubled youth about prison life and the choices they wish they had made. Other projects include food shelf drives, a community "yellow bike" repair and painting project, and making bibs and other items for children in the Crisis Nursery. Inmates also volunteer within the prison community with chemical dependency programs, Alternatives to Violence, Families First, and religious groups.

Volunteerism and community connections are vital tools in stopping the revolving door, reducing crime, and creating safer communities. Volunteers have a major impact in connecting offenders with their community in a positive way. Volunteering with offenders is not for everyone, but those who do it help the entire community understand that offenders are human. For volunteers like Girlie Boyer, "the work is a blessing." For offenders, it can provide significant help in building a new life.

FY 1959 \$5.7 million

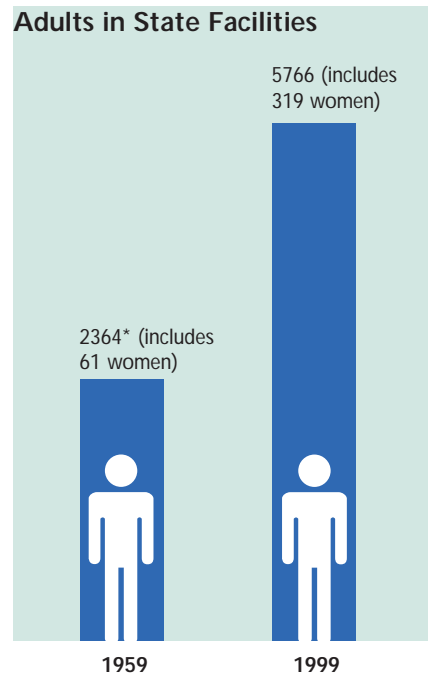
FY 1999 \$315 million

Adults (as of 7/1/99)

Population		
Total	5766	
Males	5447	94.5%
Females	319	5.5%

Commitments	1998	1999
January–June	1626	1558
July–December	1542	
Total	3168	

Offenses (top six)		
Criminal Sexual Conduct	1164	20.2%
Homicide	1027	17.8%
Drugs	864	15.0%
Assault	805	14.0%
Robbery	563	9.8%
Burglary	482	8.4%



*Includes "youthful offenders" ages 18–23 who today would be considered adults.

Types of Offenses		
Person	3618	62.7%
Property	1008	17.5%
Drug Offense	864	15.0%
Other/Not Reported	276	4.8%

Current Inmates Age 50 or Older	
	324

Number of Lifers	
	297 (341 including non-Minnesota)

Race		
White	2730	47.3%
Black	2116	36.7%
Hispanic	422	7.3%
Indian	386	6.7%
Other/Unknown	112	1.9%

Educational Level		
Grades 0–8	346	6.0%
Grades 9–11	1724	29.9%
High school graduate	1389	24.1%
GED	1265	21.9%
College and up	909	15.8%
Other/Unknown	133	2.3%

Average Age	
	32.6

Marital Status		
Single	3903	67.7%
Married	872	15.1%
Divorced/Separated	809	14.0%
Other/Unknown	182	3.2%

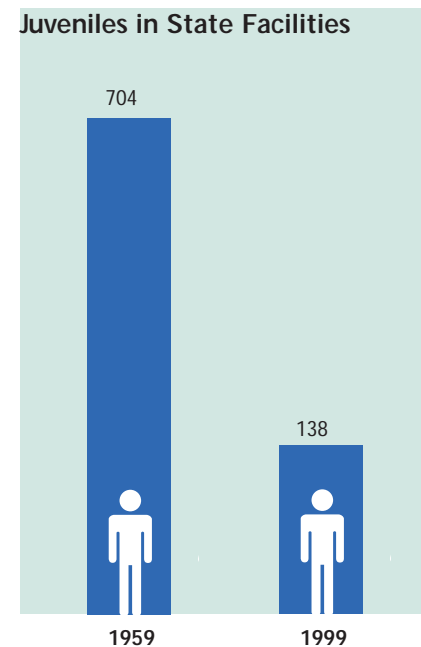
Juveniles (as of 7/1/99)

Population by Facility		
Total	138	
Red Wing	134	97.1%
DOC placements	4	2.9%

Sex		
Males	134	97.1%
Females	4	2.9%

Race		
White	63	45.7%
Black	41	29.7%
Indian	20	14.5%
Hispanic	7	5.1%
Other	7	5.1%

Average Age	
	17.2



Offenses (top five)		
Sex Offense	29	21.0%
Assault	25	18.1%
Motor Vehicle Theft	22	15.9%
Burglary	17	12.3%
Other	16	11.6%

County of Commitment (top four)		
Hennepin	57	41.3%
Ramsey	12	8.7%
Olmsted	6	4.3%
Beltrami	5	3.6%

Admissions—Fiscal Year 1999		
New Commitments	128	65.6%
Parole Return Without New Sentence	59	30.3%
Parole Return W/New Sentence	8	4.1%
Total	195	

Releases—Fiscal Year 1999		
Parole	301	87.2%
Discharge	44	12.8%
Total	345	

Average Population—Fiscal Year 1999	
	208

Commitments	1998	1999
January–June	141	43
July–December	87	
Total	228	

Double-Captured: Drugs and Corrections

By Derrick Crim

Information & Educational Services

Hazelden Foundation



The concept of corrections goes back to earlier times when people who violated the principles and ethics of society were held accountable. The privilege of freedom followed lines of decency and positive social values. The prisoner was ordained an outcast, as were those who abused chemical substances. Chemical dependency attacked families, the fiber of society, leaving generations of addicts. The locked state of addiction and criminal behavior served up a double-edged sword in the fight for a more civilized society. However, not until recent times have there been serious discussions about the cause and effect relationship between the two. Let's now deal with this silent partner in hopes of abating a growing corrections population and define the deadly and baffling cycle of substance abuse.

According to the National Center on Addiction and Substance Abuse at Columbia University, 1.2 million inmates were in state and federal prisons in 1998. Of these, 80 percent either had violated drug or alcohol laws, had been high at the time of their offense, had stolen property to buy drugs, have histories of drug and alcohol abuse and addiction, or share some mix of these characteristics. The Center also states that in 1996, of the 850,000 inmates who needed treatment for chemical dependency, only 18 percent received treatment while in prison or jail. With the numbers declining to 14 percent in 1998, the field of corrections and some of the public are asking: Why aren't more offenders getting treatment?

The lack of treatment may be the result of budgeting and staffing restrictions, or even space issues. Or it is possible that the reasons are political, with certain philosophies practiced and validated. The priority could be to punish offenders as opposed to trying to help them. While all of these could be factors, we can only hope for a solution as inmate numbers increase.

When we consider that a large percentage of federal and state inmates return to communities, chemical dependency becomes a public safety issue as well as a rehabilitation issue. The significant parallel between criminality and chemical dependency has corrections professionals charged with developing and implementing an elaborate, multifaceted assessment and treatment model. Treating offenders involves taking into account their specific characteristics, regardless of the type of therapy used. Offenders, and particularly reoffenders, come from cultures that demand individualized treatment. Subculture issues such as gender, age, AIDS, poverty, ethnicity/culture, and racism also need to be addressed.

In addition, there is the significant association between chemical dependency and mental illness. A Bureau of Justice Statistics report states that in 1998 over 283,000 mentally ill were incarcerated in prisons or jails while 548,000 were on probation. Nearly six in ten mentally ill offenders reported they were under the influence of alcohol or drugs at the time of their current offense. This brings even more challenges to treatment providers in corrections. Proper diagnosis with adequate psychological and psychiatric services within a continuum of care is crucial.

The drug court movement illustrates the recognition of the relationship between criminal activity and alcohol/drug abuse. Participation in treatment is the compelling choice offered to these individuals. In exchange for successful treatment program completion, the court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. Drug courts have transformed the roles of both criminal justice practitioners

and treatment providers. There are now close to 400 drug court jurisdictions in the United States, with over 200 in the planning stage.

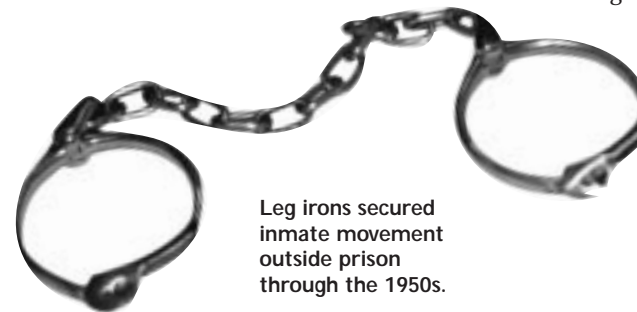
Preventing drug and alcohol abuse and providing effective treatment saves tax dollars. If an addicted offender completes treatment, stays sober upon returning to the community, and holds a job for one year, the following benefits will accrue according to the Campaign for an Effective Crime Policy: a) \$5,000 savings in reduced crime, b) \$7,300 in reduced arrest and prosecution costs, c) \$19,600 in reduced incarceration costs, d) \$4,800 in health care and substance abuse treatment cost savings, and e) \$32,100 in economic benefits. Lawmakers need to create policies that help establish opportunities and funding for Minnesota to continue providing effective treatment. This includes components to aid in measuring the effectiveness of that treatment. Research is critical for counselors and clinicians, in any setting, who must prove what they're doing is working in order to receive reimbursement and future monies.

In addition to primary treatment, aftercare services provide the key for stability. Treatment is not over when offenders are released; some would argue that it is just beginning. With the variety of issues surrounding family and employment, social and psychological support for reentry into the community is of utmost importance. Lack of coping skills for these issues could trigger relapse. A collaborative, collective effort is how helping entities, inside and outside a correctional facility, should view the offender's treatment process.

Society has responded to today's drug dilemma paradoxically. There appears to be hesitation to treat the core issue of chemical dependency. On one hand, we don't want young lives to be destroyed by the despairing consequences of alcohol and drugs. On the other hand, when drug abuse develops into criminal behaviors, there is the call to lock offenders up and throw away the key. But we now know many troubled youth lack important external and internal assets which leads them to alcohol and drugs to cope.

Early intervention is the key because teenagers mature into adults, and behaviors become more difficult to alter. Thus, Minnesota and the rest of the country can boldly meet the challenge of reuniting families and providing a

quality life to individuals who are double- or even triple-captured with a history of substance abuse, criminal behavior, and mental illness.



Leg irons secured inmate movement outside prison through the 1950s.

Restorative Justice—A New Approach With Historical Roots

By Mark Carey

Deputy Commissioner

Minnesota Department of Corrections



Restorative justice is a philosophical framework that views crime as an injury, and justice as a process for healing to take place. It seeks to balance the needs of the victim and community, rather than just those of the offender. Restorative interventions are designed for offenders to be held accountable by ensuring that they understand the harm they caused and how to make amends whenever possible. And it gives the victim and community members a central voice in determining what should happen.

Restorative justice is not a new concept. In fact, it is centuries old, as principles such as requiring restitution for property offenses can be found in the Code of Lipit-Ishtar in 1875 BC, the Code of Hammurabi in 1700 BC, and in the Old Testament and Hebrew Scriptures. Although indigenous populations in Native America, New Zealand, Australia, and Japan have long carried out restorative practices, application to the modern day American justice system is new.



Early Stages in Minnesota—For many years, elements of restorative principles have been evident in programs throughout Minnesota. One of the most symbolic and efficacious programs is victim offender mediation. The victim meets face-to-face with the offender to voice concerns and work out an appropriate financial and social restitution agreement. Despite this and other restorative programs, local justice systems did not adopt objectives nor seek systemic changes for the expressed purpose of healing victims, engaging community members as partners, and repairing harm. Most justice system interventions and public discussion focused primarily on the offender.

A number of events led to the adoption of restorative objectives and outcomes. For example, the Community Corrections Act of 1973 was a major social policy effort to bring communities into the corrections system and deal with problems of crime on a local basis. Out of a restitution program established by the Minnesota Department of Corrections (DOC) grew cash reparation and in-kind restitution or community service. And increased awareness of victim needs and lack of services led to development of many programs for victims at the local and state levels.

In 1989 then Corrections Commissioner Orville Pung established several committees to develop a DOC strategic plan for the 1990s. One of the committees focused on restitution. As a result of this committee's activities:

- A restorative justice workshop was presented by Dr. Mark Umbreit at the 1990 Minnesota Corrections Association Fall Conference.
- The DOC sponsored a restorative justice conference for corrections administrators and leaders in 1992. Subsequent conferences were held in 1994, 1996, 1997, and 1998.
- In 1994 family group conferencing, a major innovation involving law enforcement and schools, was introduced to Minnesota by Terry O'Connell of the New South Wales, Australia, Police Department.
- In 1996 circle sentencing, a process engaging significant leadership and community involvement, was brought to Minnesota in Mille Lacs County, introduced by Judge Barry Stuart.

Other activities in Minnesota, functioning either independently or as a result of the DOC restorative justice initiative, added momentum to the growing interest in restorative justice across sectors. For example:

- 1990: The St. Paul Area Council of Churches and the Minnesota Citizen's Council on Crime and Justice held a faith community conference on criminal justice, with restorative justice as the theme.
- 1990: Justice Fellowship, a non-profit organization formed by Charles Colson, organized a Minnesota Justice Fellowship Task Force to promote restorative justice.
- 1991: Don Streufert, the father of a murdered daughter, began Pathways to Peace and Safety, an exploration of the roots of violence in rural communities.
- 1993: The Minneapolis Star Tribune published an editorial supporting restorative justice.
- 1993: The American Restitution Association held their national conference in Minneapolis that provided a forum to highlight several restorative justice efforts at the local level.
- 1993: Dakota County was selected as one of three national sites by the federal Office of Juvenile Justice and Delinquency Prevention to promote balanced and restorative justice principles. Washington County was selected as another site in 1999.
- 1994: Dr. Mark Umbreit, a national leader in the development of victim offender mediation, established the Center for Restorative Justice and Mediation at the School of Social Work at the University of Minnesota.
- 1996: Individuals working on a statewide violence prevention plan for the Department of Education printed *Restorative Measures* for schools to use.

Looking to the Future—Preliminary data on the success of restorative justice is highly promising, showing increased community participation, victim input and influence, and offender competencies. Specific programs are increasing in number and creativity including family group conferencing, reparative boards, circle sentencing, victim sensitivity training for offenders and professionals, crime repair crews, victim hotlines, and community and victim forums.

Community policing efforts have relied on similar restorative tenets, and increased linkages between justice personnel and law enforcement are producing more effective interventions. This changing relationship between the courts, prosecution, defense, corrections, law enforcement, victims and community members is resulting in the transference of more responsibility to local communities. The state role is evolving to that of providing support, information, feedback and technical assistance. The community is becoming the primary responder to crime, while the justice system operates in support of the community.

Perhaps most encouraging has been the proliferation of community groups gathering together to address crime and other social problems using restorative procedures as a guide. As restorative practices are increasingly used, it will be important to measure relative effectiveness and make further improvements in this partnership between the justice system, victims, and community members.

Minnesota Department of Corrections *Commissioners*



Appointments 1959 to present



Will C. Turnbladh
1959–1965



Ray L. Lappegaard
1965–1966



James H. Alexander
1966–1967



Paul W. Keve
1967–1971



David Fogel
1971–1973



Kenneth F. Schoen
1973–1978



Jack G. Young
1979–1982



Orville B. Pung
1982–1993



Frank W. Wood
1993–1996



Gothriel J. La Fleur
1996–1999



Sheryl Ramstad Hvass
1999–present

Acknowledgements

Photographs

- Front cover* Uniform of an inmate at Stillwater State Prison in 1900.
Entrance gate at Stillwater State Prison.
- Inside front cover* Traffic gate at the State Reformatory in 1925.
- Page 12* Shakopee Women's Reformatory farm in 1926.
- Page 15* Inmate "Sin Bad the Sailor" in the greenhouse at the State Prison in 1910.
- Page 34* The Red Wing State Training School became the Minnesota Correctional Facility-Red Wing in 1979.
- Inside back cover* State Reformatory employee with bloodhounds in 1900.
- Back cover* Conversion of the Lino Lakes facility into an adult prison was funded in 1976.

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The historical events cited in this publication were researched through the Minnesota Historical Society and archives of the Minnesota Department of Corrections. Variations in dates can be attributed to the source data used; i.e., legislative authorization date versus construction date, completion date, etc. In some cases, dates are circa.

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Minnesota Department of Corrections
1450 Energy Park Drive, Suite 200
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651/642-0200
www.corr.state.mn.us



