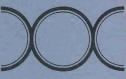


Minnesota Department of Corrections



### Introduction

During the 1983-84 biennium the Minnesota Department of Corrections was still reeling from extensive budget cuts made while the state experienced its unprecedented fiscal crisis. Although fiscal restraint continued to dominate in the department, much progress was made. In summary, some of the key areas include the following:

- Probably most noteworthy was the completion of the phased-opening process at Minnesota's newest correctional facility at Oak Park Heights. The earth-sheltered institution is one of the most unique maximum security facilities in the nation.
- After unanimous agreement for years that the state's only institution for women has

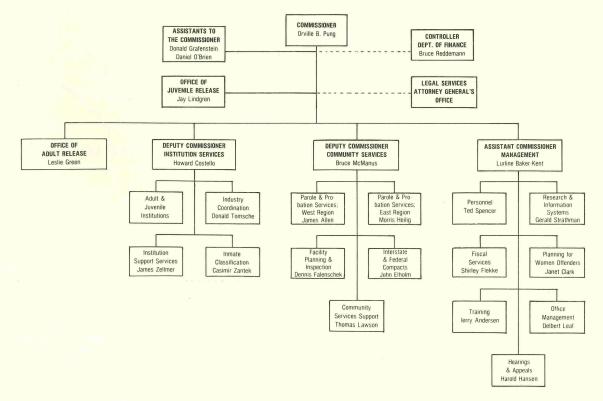
- deteriorated beyond repair, the sale of bonds was legislatively authorized for construction of a replacement facility. The new institution, which will continue the tradition of a campus-like setting for women offenders but adds maximum security, is scheduled for completion in the late summer of 1986.
- The department has used creativity in dealing with some of our fiscal difficulties. Contracts negotiated with Wisconsin and the U.S. Marshal's Service to temporarily house their prisoners in available Minnesota cells have resulted in revenue which allowed continued opening of the Oak Park Heights institution as well as providing assistance to

- other areas in the department.
- The transition of the inmate release process from the Minnesota Corrections Board to the new office of adult release was successfully accomplished. The office is a result of the legislative abolition of the board and the transfer of duties to the commissioner of corrections.

Numerous other accomplishments such as the progress we have made in the areas of local jails, services to crime victims, local correctional programs, sex offender treatment, classification systems and automated information are outlined in this report.

Orville B. Pung
Commissioner of Corrections

#### **Minnesota Department of Corrections Organizational Chart**



### Mission Statement

The Minnesota Department of Corrections' mission statement outlines the basic statutory responsibilities of the department. It is included in the 1983-1984 Biennial Report which covers

July 1, 1982 through June 30, 1984, to provide a general background for the remainder of the report. The mission statement is as follows:

The Minnesota Department of Corrections was established in 1959 by an act of the state legislature to consolidate a number of fragmented correctional services and functions under a single department. It derives its authority from statutory provisions which outline and define its responsibilities as a part of the executive branch of state government. The primary purpose of the department is clearly one of public protection.

The department is responsible for the operation of state correctional institutions necessary for the confinement, control, and treatment of juvenile and adult offenders committed to the Commissioner of Corrections. This responsibility includes defining the purpose of these correctional institutions and the mission of each facility.

The department is responsible for the development and delivery of a wide variety of correctional services for juvenile and adult offenders on parole, probation, and supervised release. It also has responsibility for the provision of a range of investigative and information reporting services for the courts of the state.

As mandated by the Minnesota Community Corrections Act and other legislation, the department administers subsidies to units of local government for the provision of correctional services. These services are monitored by the department through the provision of technical assistance and the enforcement of promulgated rules.

The department has statewide regulatory responsibility for the inspection and licensing of jails, lockups, residential and detention facilities, and group homes which house selected individuals involved in the criminal and juvenile justice systems.

The department is charged with conducting ongoing planning, research, evaluation, and staff training to ensure the efficient, effective delivery of correctional programs and services.

In addition to its more traditional correctional activities, the department is legislatively mandated to give financial and technical assistance to public and private agencies or organizations to provide services to victims of crime.



### Institutions

The department is responsible for the operation of nine correctional facilities—six for adults and three for juveniles. The institution services division also includes coordination and management

of support services such as health care, education, correctional industries, and inmate classification.

#### Few Inmates Return With New Sentences

#### Statistics Show

Statistics released during the 1983-84 biennium indicate that a majority of inmates released from state correctional facilities do not return.

Of 1,255 inmates released in 1981 only 20 percent returned as the result of a new crime after a two and one-half year follow-up.

Another 16 percent returned because they violated a condition of their release rather than as a result of receiving a sentence for the commission of a new crime. The most frequent reason for a release violation is absconding from a residential halfway house placement.

#### Incarceration Rate Lowest In Nation

#### Minnesota

Minnesota incarcerates fewer persons per 100,000 population than any other state in the nation.

As of June 30, 1984, Minnesota ranked 50th in its incarceration rate at 52 per 100,000 persons.

The national average is 185 prisoners per 100,000 inhabitants, up from 179 in 1983.

### Adult Release Office Established

#### Board Abolished

The department's office of adult release began operating at the beginning of the 1983-84 biennium. The office was established as a result of the legislative abolition of the state's paroling board and the transfer of the board's power to the commissioner of corrections.

The office of adult release was established to oversee parole plans for inmates sentenced for crimes committed prior to the effective date of the state's sentencing guidelines system; to set conditions of supervised release plans; to approve work release activities; and to issue warrants and hold hearings for those who violate the conditions of their release.

The office is headed by the executive officer of adult release.

The commissioner of corrections determines the release of first-degree murderers serving life sentences and utilizes an advisory panel composed of department staff in reviewing these cases.

#### MINNESOTA CORRECTIONAL INSTITUTIONS (1984)

General Information

Institution	Administrator	Location	Year Opened	Туре	Program Capacity F		Staff Size
Minnesota Correctional Facility—Stillwater (MCF-STW)	Robert Erickson, Warden	Stillwater	1914	Maximum Security/ adult males	1,075	1,024	456.0
Minnesota Correctional Facility—St. Cloud (MCF-SCL)	William McRae, Superintendent	St. Cloud	1889	Maximum Security/ adult males	620	578	326.8
Minnesota Correctional Facility—Oak Park Heights (MCF-OPH)	Frank Wood, Warden	Oak Park Heights	1982	Maximum Security/ adult males	390	346	288.5
Minnesota Correctional Facility—Lino Lakes (MCF-LL)	James Hulburt, Superintendent	Lino Lakes	1963	Medium Security/ adult males	190	198	148.0
Minnesota Correctional Facility—Shakopee (MCF-SHK)	Jacqueline Fleming, Superintendent	Shakopee	1920	Minimum Security/ adult females	60	69	55.4
Willow River Camp (WRC)	Ralph Nelson, Superintendent	Willow River	1951	Minimum Security/ adult males	60	52	26.5
Minnesota Correctional Facility—Red Wing (MCF-RW)	Gerald O'Rourke, Superintendent	Red Wing	1867	Minimum Security/ juvenile and adult males	125 juv. 20 ad.	136	121.0
Minnesota Correctional Facility—Sauk Centre (MCF-SCR)	Harvey Akerson, Superintendent	Sauk Centre	1910	Minimum Security/ juvenile males and females	100	81	106.0
Thistledew Camp (TC)	Derwood Lund, Superintendent	Togo	1955	Minimum Security/ juvenile males	46	43	34.4

#### Newest Institution Completes Phased Opening Process

#### Oak Park Heights

Minnesota's newest correctional institution at Oak Park Heights for difficult-to-manage, high risk, predatory inmates became fully operational during the 1983-84 biennium.

After planning which began nearly a decade ago, four years of construction and 18 months of a phased opening process the last of the institution's eight 52-man complexes began operation in August, 1983.

The earth-sheltered, energy efficient facility is one of the most modern and unique maximum security institutions in the nation. It incorporates advanced technology and architectural concepts into its design and security.

Three industry complexes house a variety of shops including microfilming and office product and garment manufacturing.

Other complexes include a service/honor unit which houses inmates who provide institutional maintenance and food services: an education unit which encompasses a range of learning opportunities through contracts with outside educational facilities: a medical/psychiatric complex which provides short term mental health care on a departmentwide basis; a sex offender/chemical dependency program and a segregation unit for inmates who violate the institution's disciplinary rules.



Inmates participating in the self-study therapeutic education group in the new treatment unit at the Oak Park Heights facility.

#### Sex Offender Programs Added

### Shakopee and Oak Park Heights

Programming for sex offenders in state correctional institutions was expanded during the biennium in response to the rapidly increasing number of inmates in this category. In 1972 there were 83 sex offenders in Minnesota state correctional facilities; in 1984 there are over 400 incarcerated.

In May, 1983, a new sex offender/chemical dependency treatment program was opened at the Minnesota Correctional Facility—Oak Park Heights. The 52-man unit makes a significant addition to the department's sex offender treatment capability.

A special study group has also developed a pilot sex offender treatment program for women sex offenders at the Shakopee institution. One of the first such programs in the nation, it has

been initiated to help provide treatment for the rapidly increasing number of women sex offenders.

The transitional sex offender program at the Minnesota Correctional Facility—Lino Lakes continues to serve inmates who are within their last 10 to 12 months of incarceration. It includes a four to six month outpatient phase with treatment continuing in a halfway house setting.

#### Adult Inmate Numbers Continue Increase Trend

#### Male and Female

Minnesota adult state correctional institutions are not overcrowded as are most correctional facilities in the nation. However, Minnesota's inmate populations have generally been on the increase. Average institutional populations have increased from the 1,300s in the mid 1970s to over the 2,000 mark in the 1980s.

During the 1983-84 biennium Minnesota adult inmate numbers increased steadily early in the two-year period. They declined in late 1983 after changes were made in state law and the sentencing guidelines system. Steady increases began showing again toward the end of the biennial period reaching 2,093 in July, 1984.

The primary cause of the upswing in the number of inmates is an increase in the number of court commitments of offenders to prisons. For example, in 1980 the average number of commitments per month was 70; in 1981 there were 79; 100 in 1982; and 105 in 1983. The monthly average is also continuing to increase during the first half of 1984.

#### Juvenile Numbers In 200 Range

#### Red Wing, Sauk Centre

Offender populations in state juvenile correctional institutions at Red Wing and Sauk Centre continued to hover around the 200 mark during the 1983-84 biennium. The average population for juveniles for fiscal year 1983 was 201; for fiscal year 1984 it was 187.

Although the department's juvenile populations seem to have stabilized around 200 it should be noted that juvenile institutional numbers have been on an overall decline since 1970 when they totaled more than 800.

The decrease in juvenile popula-

tions is due to a decrease in commitments by the courts to the commissioner of corrections.

The number of residents at the department's Thistledew Camp is about 45. The camp, which receives no state funds for salaries or equipment, provides an educational and confidence building program for boys sent by county courts and social service agencies.

#### Overcrowding Not Predicted In Minnesota

### Inmate Population

Adult male inmate population projections made in September, 1984, for the next five years indicate that, although the number of Minnesota inmates will continue to increase, state correctional institutions will not become overcrowded.

The total number of men incarcerated in state correctional facilities will remain under institutional program capacities through January, 1989, according to the projections.

The projections for women inmates committed to state institutions show that the total number will go far beyond the capacity of the existing correctional facility for women, but will remain within the capacity of the new institution to be completed in 1986.

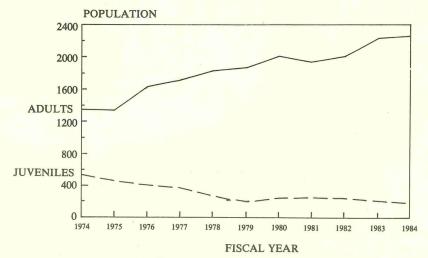
## Institutions Earn National Accreditation

#### Adult and Juvenile

All the department's five adult male and two juvenile institutions have been accredited by the National Commission on Accreditation for Corrections.

Accreditation means that the institutions are in compliance with standards relating to all aspects of institutional operation.

Minnesota Department of Corrections
Average Institutional Daily Population★



★ Includes Wisconsin inmates temporarily housed in Minnesota institutions beginning in 1981.



Artist's sketch of the main building of the Minnesota Correctional Facility-Shakopee.

#### Classification System Assigns Custody Status

#### Departmentwide

A new system which objectively classifies inmates and assigns them to appropriate levels of institutional security was implemented throughout the department during the 1983-84 biennium.

Inmate placement in maximum, close, medium or minimum security, movement from institution to institution, and participation in programs will be contingent on the custody status which is assigned through the new system.

Custody status is determined by the inmate's offense and behavior during the five years prior to incarceration. The risk an inmate presents to the public, to other inmates or staff, and to institutional security are also factors weighed in making a custody status decision.

Historic crime and behavior data on each inmate is entered into a computer which generates a recommended status. A

classification committee reviews the recommendation and gives final approval to the custody level assignment.

#### Woman Inmate Program Focuses On Parenting

#### Shakopee

A unique parenting program at the Minnesota Correctional Facility—Shakopee has been recognized as an outstanding program for women inmates and their children.

The program includes overnight weekend visits at the institution for inmate mothers and their children, weekly seminars, group meetings and individual counseling.

It offers resident mothers many opportunities for increasing their knowledge of child development and helps to preserve the mother-child relationship during the mother's incarceration. Appropriate advocacy is also provided for women facing legal parental termination and other juvenile court issues.

#### Construction On New Facility For Women Begins

#### Shakopee

The 1983 State Legislature authorized the sale of \$15 million in general obligation bonds to fund the planning, construction and equipping of a new correctional facility for women offenders.

The new facility will replace the antiquated existing institution located at Shakopee. Ground-breaking is scheduled for September with building completion expected in the late summer of 1986.

Built just south of the existing site, the new facility campus will include two 32-bed housing units, a 24-bed segregation unit and a 12-18 bed work release building, all organized around a core building. Total inmate capacity is between 100 and 106.

The core building includes administrative, medical, visiting, intake, industry, food service, recreational, religious and educational functions.

A model alternative fuel burning system will be featured. It will burn either wood chips or peat and will be separate from the core building.

Cost estimates based on August, 1984 bids include \$6.3 million for general construction; \$3 million for mechanical work; \$1.3 million for electrical; \$700,000 for architectural/engineering fees; and \$1 million for furnishings, equipment and utilities for a total of \$12.3 million.

#### Minnesota Department of Corrections Correctional Industries

Employment Level, Wages, and Products for Fiscal Years 1983-1984

	Ave	erage	Average Wage			
Correctional	Employn	nent Level	Per :	Hour		
Facility/Shops	1983	1984	1983	1984		
OAK PARK HEIGHTS:						
Notebooks/Envelopes	10	16	\$ .70	\$ .64		
Bookbinding	6	11	.56	.39		
Sewn Products	10	21	.36	.43		
Subcontract/File Folders	10	15	.38	.49		
Microfilm	10	15	.50	.84		
Subtotal:	46	78				
STILLWATER:						
Metal Products	99	79	\$ .59	\$ .59		
Bus Reconditioning	25	24	1.90	2.17		
Electronic Assembly	42	71	3.34	3.14		
Subtotal:	166	174				
LINO LAKES:						
Printing	35	29	1.33	1.39		
Subcontracting	31	36	1.33	1.39		
Wood & Upholstery Products	34	45	1.33	1.39		
Subtotal:	$\overline{110}$	$\overline{110}$				
SHAKOPEE:						
Key Punch	15	16	3.03	2.88		
Assembly	4	5	1.92	1.88		
Subtotal:	19	21				
ST. CLOUD:						
License Plant	27	33	.47	.47		
*Upholstery	22	20	.50	.50		
Mattresses	8	8	.30	.30		
*Printing	10	10	.50	.50		
Woodcraft	20	20	.42	.42		
Warehouse	3	3	.47	.47		
*Metal Shop	10	10	.36	.36		
*Furniture Finishing	10	10	.48	.48		
Subtotal:	$\overline{110}$	114				

<sup>\*</sup>vocational

## Computer Assembly Line Enlarged

#### Stillwater

The total number of inmates working on a computer component assembly line at the Minnesota Correctional Facility—Stillwater reached 120 during the 1984-85 biennium.

The department and the Control Data Corporation are cooperating in the effort to provide both training and jobs for inmates.

Control Data subcontracts with the department for the mechanical and electrical assembly of computer components for the company's Magnetic Peripherals Division.

The assembly plant, which is located within the prison's walls, is operated by the department while raw materials, equipment and training are provided by Control Data.

Inmates, who earn an average hourly wage of about \$3.10, are required to pay taxes. One-half of the inmate's pay is withheld for a savings account available

to them upon their release. They are encouraged to use the remainder of their earnings for financial support of their dependents.

## Private Industry Advises Corrections

#### Task Force

An eleven-member group representative of private sector business, labor and state government was named by Corrections Commissioner Orville Pung to assist the department in improving correctional industries operations—particularly the metal products division at the Stillwater facility.

The task force meets regularly to review industrial programs and works to develop ways in which private sector involvement can be expanded.

## Grandparents Work With Students

#### Sauk Centre

A foster grandparent program which matches older citizens with juvenile correctional institution residents was expanded during the biennium.

The program which was first implemented at the Red Wing correctional facility now involves six grandparents who work with nearly 400 students every year at the Sauk Centre institution.



Red Wing facility inmates building a new hiking trail at Frontenac State Park. The cooperative effort with the Minnesota Department of Natural Resources provides work for inmates. Inmates travel daily to the park under the supervision of a correctional counselor.

#### New Adult Unit Includes Park Project

#### Red Wing

In September, 1983, a unit for up to 25 minimum security adult male inmates who are nearing their release dates was opened at the department's institution at Red Wing which previously housed only juveniles.

The adult reentry program provides needed adult minimum security beds and also makes better use of space available at the Red Wing institution. The

program is totally separated from juveniles at the facility.

In addition to food service, printing and educational programs, inmates in the new unit may also participate in a unique state park maintenance project. The cooperative effort with the Minnesota Department of Natural Resources provides work for inmates at Frontenac State Park. It includes activities such as tree planting and development of ski and hiking trails.

Inmates travel daily to the park under the supervision of a correctional counselor.

#### Juvenile Parole System Successful

#### Uses Criteria

A system for the release of juveniles from state correctional facilities which was initiated in late 1981 has operated successfully during the biennum and has been established as a key function of the department.

The new system uses written criteria in determining how long a juvenile will remain in the institution. These criteria rely basically on the juvenile's delinquent history and severity of offense in setting the length of stay.

The release system is headed by the executive officer of juvenile release who serves as an independent hearing officer. The system also includes another halftime hearing officer in the department.

Under the system, juveniles with more serious offenses and delinquent histories are serving longer periods of time than those with less serious crimes.

In conjunction with the office, a grant was obtained from the State Criminal Justice Program to develop parole standards for juveniles which are currently being incorporated into department policy. The standards extend the basic principles used in the hearing system to parole supervision, parole revocation and discharge decisions.

## Educational Opportunities Involve Many

#### Juveniles, Adults

During fiscal year 1984 nearly 3,000 adults and juveniles participated in educational programs offered in state correctional institutions.

A wide range of opportunities are available including primary, secondary, post-secondary, general education development, vocational courses, correspondence courses, library services, art and recreation.

Juveniles at the Red Wing and Sauk Centre facilities and at Thistledew Camp are required to attend high school classes. Remedial and special education services are also available to qualifying students. A variety of pre-vocational courses are provided as part of the regular program or as electives.

All adult institutions offer academic programs ranging from adult basic education to college courses leading toward baccalaureate degrees. The St. Cloud facility also conducts a regular high school program.

A variety of adult vocational programs range from the computer assisted Fair Break program at the Stillwater facility to the Willow River Camp courses which include truck driving, auto body repair, machine shop, and chef training.

A number of contracts with local vocational/academic institutions provide educational

services. The Minnesota Correctional Facility-Oak Park Heights, for example, contracts with a consortium of educational facilities to provide all instructional programs.

# Sesame Street Characters Entertain Visiting Children

#### Lino Lakes

A unique program which provides entertainment for children on family visits to the Minnesota Correctional Facility—Lino Lakes was expanded substantially during the biennium.

Four times a week screened and specially trained inmate volunteers don costumes modeled after the Sesame Street television characters. The number of children supervised and entertained through the privately funded program has doubled during fiscal year 1984 to well over 1,000.

Businesses, corporations, private contributors, a local church and the institution's Community Advisory Committee have provided the support needed to fund the effort.

Special events such as family picnics and birthday parties for children are planned and made possible through the Sesame Street program.

The number of youngsters that take part ranges from 8 to 15. A colorfully decorated room complete with a Sesame Street puppet show and stuffed characters is set aside for the program.

The room includes a variety of games, toys, musical instruments, and video tape replays of the Sesame Street television show.



Children on family visits to the Lino Lakes facility's Sesame Street program are entertained by screened and trained inmate volunteers.

#### Student Workers Cut Firewood

#### Thistledew Camp

A project which provides work for juvenile residents at the department's Thistledew Camp was substantially upgraded during 1983 through a grant from the Blandin Foundation.

Residents working in the program cut and bundle firewood which is sold to campers and picnickers in area parks. The \$19,000 grant provided funds for equipment and a new building to house the project.

Raw materials used in the program are donated to the camp by the neighboring Schindler Sawmill.

The project provides students the opportunity to develop good work habits and to earn extra money which is often used to make restitution payments to victims. Profits from the sale of the firewood bundles are used for the camp's recreation fund to purchase equipment and provide monies for student excursions.

Since the upgrading effort was completed in November, 1983, more than 3,000 wood bundles have been delivered.

#### Chemical Health Treatment Offered

Program Added

The department's chemical health program capability was



Computer components coming off the assembly line at the Minnesota Correctional Facility-Stillwater

increased during the biennium with the addition of a new treatment program at the Minnesota Correctional Facility—Oak Park Heights. The Oak Park Heights program provides primarily long-term care and is located in the institution's treatment complex.

Alcoholics Anonymous programs are available to inmates and juveniles in all department institutions. Preventive individualized and educational services are also provided.

Specialized programs include the following: Atlantis—a primary treatment program for inmates

at the Stillwater facility; Reshape—a therapeutic community model which utilizes both group and individualized treatment plans; American Indian Program—a model utilizing abstinence, spiritual awakening and commitment to change, both available to inmates at the St. Cloud institution.

Chemical health at the juvenile facility focuses on individual chemical use assessment, evaluation goal development, counseling and referral.

## Community Services

The department's community services division is responsible for providing probation, parole and supervised release services; a wide range of community support services; inspection of local jail facilities; and administration of the interstate and federal compacts which allow for the transfer of offenders to and from other states. Implementation and administration of the Minnesota Community Corrections Act is a major responibility of this division. A number of activities in this division are highlighted in this section.

# Community Corrections Act Includes 27 Counties

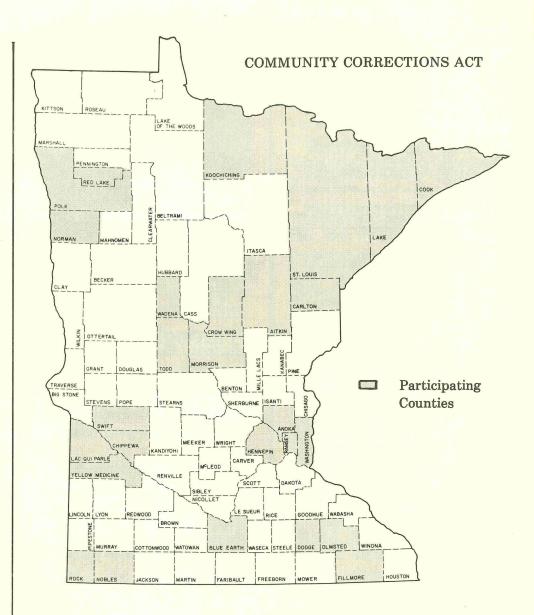
#### Local Control

The number of counties participating in the Minnesota Community Corrections Act continued to total 27—representing about 60 percent of the state's population during the 1983-84 biennium. Due to state budget cuts, the department did not actively seek additional participants in the act during this two-year period.

The act, which became law in 1973, authorizes the commissioner of corrections to award subsidy funds to a county or a group of counties for the provision of local correctional services.

Through the law, community correctional systems designed to meet local needs encompassing a wide variety of services and sanctions have been developed or expanded.

Probation and parole services, diversion programs, crime prevention programs, community corrections centers and facilities to detain, confine and



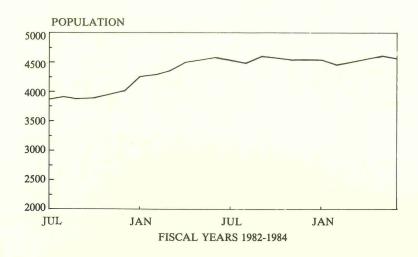
treat offenders are included in the range of correctional services provided funding by the act.

A plan developed by a local advisory board identifies programs needed in each participating community corrections act area. Approval of the plan by the

commissioner of corrections makes the county eligible for state funds to put the plan into effect.

The annual appropriation for the act was \$11.2 million in fiscal year 1983 and \$12.6 million for fiscal year 1984.

#### Minnesota Department of Corrections Adult Probation, Parole, and Supervised Release Cases



#### Plan Emphasizes Local Corrections

#### Viable Alternatives

During the 1983-84 biennium a comprehensive statewide plan was developed to enhance the delivery of local correctional services and to ensure that community corrections continues to be a viable alternative to incarceration in Minnesota.

With increasing offender populations and a department policy that state prison bedspace should not be substantially expanded, the department has renewed its concentration on community corrections efforts.

The plan, which was developed with the assistance of a grant from the National Institute of Corrections, describes problem areas in the state corrections system, defines where improved or expanded local programs could help alleviate problems and develops community program options which are recommended for implementation.

Implementation of the plan including a review of funding possibilities is currently under study by the department.

#### Offenders Placed In Residential, Other Programs

#### Through Contracts

The department-operated residential halfway house for American Indian offenders served 136 men during the biennium.

Anishinabe Longhouse, which provides specialized programming for Indian residents, is the only program of its type in the nation.

Other residential and non-residential services for offenders are provided through contracts the department has with a variety of vendors. During fiscal years 1983 and 1984, over 400 offenders were placed in residential halfway houses, provided job placements and other support services through these contracts.

#### Caseloads Increase For Community Service

#### Over 5,000

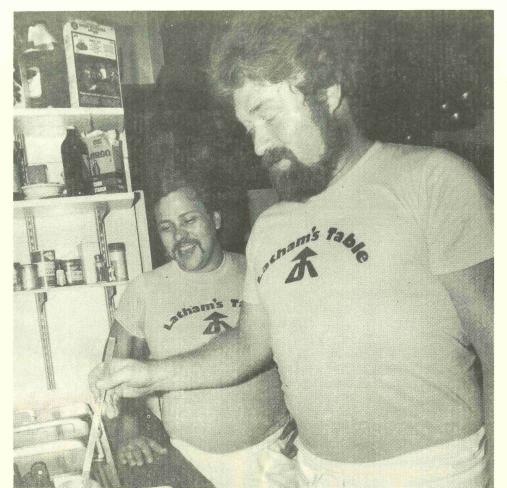
Probation, parole/supervised release caseloads for department community service agents continued to increase during the 1983-84 biennium, although the rapid growth has slowed somewhat in the ending months of fiscal year 1984.

Caseloads have increased at an annual rate of about 11 percent during the biennium. On July 1, 1982—the beginning of the biennium—the adult probation, parole/supervised release caseload totaled 4,087. Two years later that number had increased to 5,010—a 23 percent jump.

A total of 57 department agents and supervisors located in 38 offices across the state are responsible for this adult caseload which is composed of about 90 percent probation cases.

Juvenile probation and parole services are provided by county probation agents in 47 counties and by state agents under contract to 13 counties. The state reimburses the counties for up to 50 percent of the salaries of these agents.

In the 27 counties participating in the Minnesota Community Corrections Act, probation, parole/supervised release services are provided locally.



Latham's Table, a Minneapolis restaurant, is operated by clients from Freedom House, a residential program used by the department on a contract basis.

#### System Matches Offenders With Supervision Level

#### Control and Service

A key ingredient of the department's community service case classification system—the risk of failure scale—proved its usefulness in an analysis completed in 1983.

The scale is used to determine which probation, parole/supervised release cases are most likely to fail in the community. Community service staff are assigned to provide the most supervision and surveillance to offenders who have the highest risk of failure and pose the highest risk to the public.

An analysis showed that offenders rated by the scale as high, medium or minimum risk cases were appropriately categorized.

The case classification system is intended to be both an aid in matching clients with the most appropriate controls and services as well as a management tool which measures the best use of staff.

Workload is determined by calculating the time required to supervise the number of cases in each level of risk. Staffing requirements are established according to workload rather than by the traditional method of caseload size.

#### Work Release Serves More

#### Costs Reduced

Closing of the department's work release center and converting to the use of contracted services for residential work release proved to be successful during the 1983-84 biennium.

The department began contracting for services with private and public contractors at the beginning of fiscal year 1983. Most services are provided by Volunteers of America in Minneapolis and ReEntry Services in St. Paul.

With the use of contracted services the number of offenders participating in work release was nearly doubled reaching 363 during the 83-84 biennium. Costs per client served were reduced substantially.

Overall programming for participants was also improved greatly with the additional access to a variety of social services such as computerized training courses and a specialized job finding skills program.

Work release programming for women offenders was also expanded with the number of women served totaling about 60 during the biennium. A staff position was also added at the Minnesota Correctional Facility—Shakopee to handle the increased workload for future expansion of the woman offender work release program.

#### Sexual Assault Program Effort Is Expanded

#### Statewide

The Minnesota Program for Victims of Sexual Assault, which provides funding to 28 community-based sexual assault centers throughout the state, expanded into several new and unique areas during the biennium.

Included among the new programs are the following:

- With the assistance of a grant from the Northwest Area Foundation, a sexual abuse education project for disabled adolescents was implemented. The program featured the development and piloting of an instructional curriculum for hearing impaired, blind, mentally retarded and physically handicapped adolescents.
- Also with the financial assistance of the Northwest Area Foundation, the program conducted an intensive nine month project for ethnic human service providers. Over 30 American Indians, Hispanic and Black professionals participated in the training, which focused on the detection, intervention and treatment of sexual abuse and assault in ethnic communities.

The statewide sexual assault program continued and expanded other specialized training and educational efforts. Informational materials including procedural and training manuals, brochures, booklets, slide show and movies are maintained in a



Several new programs were funded by the department to help law enforcement and other elements of the criminal justice system make a coordinated response to the problem of spouse abuse.

resource library for use by agencies throughout Minnesota.

During the biennium, local programs funded by the department provided services to more than 8,000 victims, have trained over 35,000 professionals who work with victims and have provided educational programs to over 178,000 residents.

## **Battered Women Program Updated**

#### 17 Shelters

A total of 17 shelters for battered women received funds from the department during the biennium.

The shelters, which housed more than 5,500 women and 7,300 of their children in the two-year period, offer emergency safe housing, a 24-hour crisis phone service, counseling, access to social services and advocacy for

battered women.

The department's program for battered women also funds a variety of non-shelter advocacy and informational services in each of the state's 11 economic development regions including the Black, Hispanic, American Indian and Southeast Asian communities.

Six organizations were funded in reaction to perpetrators of domestic violence to provide coordination of the criminal justice system's response to spouse abuse, community intervention and treatment for violent partners.

The State Advisory Council on Battered Women Programs makes recommendations to the commissioner of corrections on issues relating to implementation of legislation relating to battering.

## Jail Conditions Are Improving

#### Local Facilities

During the biennium the department's jail inspection and enforcement unit has continued its successful work toward improving the status of local jails in Minnesota.

The progress that has been made can be documented in several ways. For example, the number of jails which were judged potentially condemnable in the state has been reduced dramatically from 38 in 1973 to six in 1984.

Compliance with the department's jail standards, which were developed by a statewide task force, has also improved greatly. If the standards relating to physical plant were applied to the jails used in Minnesota in 1973, not one could have been approved. Now there are 32 approved facilities and this number is expected to reach 37 in 1985. Jail-type facilities are inspected annually by the department.

Another gauge of progress is the increase in the percentage of available beds which meet state criteria. In 1979, 78 percent of the 2,991 existing beds were approved. By 1984 that percent had reached 84 percent of 3,381 beds. It should be noted however that the approved bedspace has not kept up with rapidly escalating jail populations in some areas.

During the 1983—84 biennium, the number of facilities approved for usage as one-year jails also increased.

The department's inspection unit also inspects and licenses juvenile foster care homes, adult halfway houses, and county juvenile residential and detention facilities. During fiscal year 1984 the department inspected and licensed a total of 84 facilities of these types.

The department develops an annual jail report which clearly identifies problem areas in the state and recommends where improvements must be made.

## **Sheriffs Help Fund Training**

#### For Jailers

A department contract with the Minnesota Sheriff's Association provided for joint funding of a statewide jailer training program.

During the 1983-84 biennium, more than 1,000 participants received over 8,000 hours of training through the project.

Training courses cover a wide

range of topics such as suicide prevention, legal issues, security procedures, jail standard compliance and crisis intervention.

The joint Sheriff's Association/Corrections Department program also provides for a variety of technical assistance efforts for local jails.

During the 1983—84 biennium more than 1,200 hours of technical assistance were provided to counties in areas such as construction, planning for and operation of new facilities, program development and policy and procedure development.



One of several new jails recently constructed in Minnesota is the Nicollet County facility. It is designed to match the 1900s architecture of the adjoining courthouse.

## Management Services

The management division is responsible for providing overall administrative, planning, policy development, training and staff support service functions necessary for the efficient operation of the department. This division includes personnel,

research and information systems, fiscal services, planning for women offenders, training, office management and hearings and appeals. Significant developments in this division are summarized in this report section.

## High Costs Spur Workers' Comp Program

#### Pilot Project

Planning and implementation of a comprehensive interagency pilot program to reduce skyrocketing workers' compensation costs in the department got underway during the last quarter of the biennium.

Plans for the project were initiated as the result of rapidly increasing workers' compensation costs—which have gone up nearly 400 percent totaling \$2.4 million from 1977 to 1983.

The program, which has a temporarily assigned department employee as director, concentrates on reducing injuries, returning employees to work when possible, and developing clear policies on workers' compensation.

Modeled after successful programs in private industry, the effort will be closely monitored and evaluated. Factors such as any reduction in cost escalations, work time lost by type of injury, and number of employees returning to work will be examined.



The biennial budget is reviewed at a meeting of the commissioner and his staff.

#### Training Effort Concentrates On Family Treatment

#### For Juveniles

A family treatment training program for juvenile probation and parole officers and for local social service workers was expanded by the department's training unit during the biennium.

With the assistance of \$50,000 in grants from the State Juvenile Justice Committee, more than 140 participants were trained.

The statewide program is based on the concept that family involvement is essential to helping juvenile offenders change their behavior. It concentrates on developing skills which assist probation officers in involving family members in dealing with a juvenile's problems in a non-threatening way.

The training effort was expanded in 1984 to include training which focuses on the juvenile offender as a victim of physical, sexual or emotional abuse.

### Affirmative Action Gains Are Made

#### Plan Implemented

During the past biennium, gains were made in the hiring of all protected classes with more women, minorities, handicapped, and Viet Nam era veterans added to the staff in accordance with the department's affirmative action plan.

Using the most recent data available for the third quarter of fiscal year 1984 and comparing it to the same period two years ago, the number of women employed in the department grew from 390 to 467—now representing 25 percent of the total employed. Increases were made primarily in the number of women working in the correctional counselor, management and professional categories. Due to a policy change implemented during the biennium, the number of correctional counselor positions opened to women increased by 273.

Looking at the same time period, the number and percent of minorities increased from 78 or 4.8 percent to 101 or 5.33 percent.

The department is strongly committed to affirmative action efforts to provide equal employment opportunities. The department's equal opportunity officer, who is the assistant commissioner, and the affirmative action officer, who is the assistant personnel director, work with affirmative action committees in each institution, the central office and the community

services division.

A departmentwide plan sets affirmative action goals for each occupational category and for each office/institution location. Goals have been met in all areas with the exception of the handicapped.

## Information System Improved And Expanded

#### New Uses

The corrections department has continued its commitment to introduce new technology into operations whenever services may be improved and/or costs reduced.

The department's computerized information system was improved during the biennium and plans are underway for further expansion. A planning process

involving a departmentwide steering committee has been appointed to identify areas appropriate for computer technology both in terms of short and long-term goals. Future plans include new computer applications for community services, prison industries, and juvenile institutions.

The existing computer systems have been improved with the installation of new operating systems, increasing mass storage capacity and by expanding access to data on mini-computers to the institutions at Willow River and Shakopee.

Improvement was also achieved in the ability to electronically transfer data from minicomputers to the mainframe computer in the state's information services bureau and between mini-computers.



Correctional officers receive both pre-service and in-service specialized training through the department's training unit. Topics include areas such as security, contraband control, hostage negotiation and legal liability.

### Goal Of Hearings Is Fairness

#### Other Services

The department's system of inmate disciplinary hearings and appeals continued to process about 500 cases annually throughout all adult institutions.

Through the system inmates have the right to a hearing before an impartial hearing officer or board which considers whether or not disciplinary action is warranted and, if so, the specific discipline which should be imposed.

Inmates seeking legal counsel on disciplinary matters have access to the Legal Advocacy Project, a paralegal training program under the state's public defender's office.

Inmates also have access to other mechanisms to help ensure they are treated fairly. The corrections ombudsman, which is an office independent from the department, is responsible for investigating complaints from inmates and staff.

Legal Assistance to Minnesota Prisoners is available through the state public defender to help resolve legal issues raised by inmates.

## Many Workers Participate In Training Programs

Sessions Varied

More than 350 correctional counselors graduated from 18

pre-service training programs presented by the department's training unit during fiscal years 1983 and 1984.

Due to state budget cuts the correctional officer training academy was cut back to a two week session followed up with four to six weeks of training provided by staff within the department's correctional institutions.

Training topics include areas such as institutional security, contraband control, hostage negotiation and legal liability.

A proposal to reinstate the training academy has been developed. The plan includes the possibility of utilizing surplus space at the department's Sauk Centre institution as a regional training facility.

The training unit provides a variety of in-service sessions for department and other agency employees. About 60 programs were presented to almost 1,500 participants. Also, all department employees were required to attend sexual harassment awareness training provided by the unit.

## Planning For Woman Offender In Focus

#### State Task Force

Planning for a new correctional institution for women was the primary focus of the department's woman offender planning program during the biennium (see page 6).

The planning unit works closely

with a legislatively created task force on women offenders. The task force, which has statewide representation, makes recommendations to the commissioner of corrections regarding woman offender issues.

The task force has been active both in assisting the department to obtain a new institution for women and in planning for the facility's design and operation.

The task force and the woman offender planning program identify and study a range of issues relating to women in corrections. Seeking funds and a process for creating model programs for women offenders within local communities is an example of the type of issue under study.

The scope of the woman offender planning program also includes the gathering and exchange of information about women in corrections, and the development of research and position papers.

#### Research Unit Projects Provide Support For Operations

#### Departmentwide

A number of new and ongoing projects were completed during the biennium as the department's research unit continued to focus on direct operations support. Some of these efforts include the following:

• Changes made in the state sentencing guidelines were ap-

#### MINNESOTA DEPARTMENT OF CORRECTIONS BUDGET FISCAL YEARS 1983 – 1985

	FY 1983	FY 1984	FY 1985	
Correctional Institutions	Actual	Estimate	Estimate	
Minnesota Correctional Facility-Red Wing	8 4,250,710	\$ 4,875,773	\$ 4,903,699	
Minnesota Correctional Facility-Lino Lakes	6,728,024	7,754,798	7,737,532	
Minnesota Correctional Facility-Shakopee	1,943,815	2,216,340	2,366,566	
Minnesota Correctional Facility-St. Cloud	12,327,491	14,196,258	14,733,140	
Minnesota Correctional Facility-Sauk Centre	3,439,339	3,900,378	4,075,520	
Minnesota Correctional Facility-Stillwater	20,452,279	24,843,388	25,038,801	
Minnesota Correctional Facility-Oak Park Heights	6,740,088	12,269,044	12,981,938	
Willow River Camp	1,380,663	1,562,435	1,659,351	
Thistledew Camp	1,240,465	1,444,499	1,444,414	
Education	340,712	405,749	415,710	
Health Care	2,325,187	2,612,844	2,758,856	
Institution Support Service	240,234	338,106	341,743	
Industries Coordination	107,500	121,100	123,200	
TOTAL	8 61,516,507	8 76,540,712	8 78,580,470	
COMMUNITY SERVICES				
Non-Metro East Probation & Parole	8 1,086,623	\$ 1,152,814	\$ 1,238,784	
Non-Metro West Probation & Parole	1,593,890	1,946,500	2,049,077	
Community Services Support	1,261,238	1,725,444	1,796,020	
Community Corrections Act	11,176,529	12,587,667	15,050,184	
Facilities Licensing & Inspection	182,876	202,200	215,800	
Victim Services	2,428,142	2,887,597	2,975,325	
Non CCA Subsidies	1,930,776	1,829,600	1,835,400	
Federal & Interstate Compacts	161,801	126,400	253,100	
TOTAL	8 19,821,875	8 22,458,222	8 25,413,690	
MANAGEMENT SERVICES				
Administrative Management	\$ 500,176	\$ 531,826	\$ 626,900	
Fiscal Services	358,285	384,862	406,607	
Office Services	454,904	582,600	601,600	
Personnel	245,275	284,000	289,500	
Training	62,406	68,914	61,305	
Special Support	301,123	311,545	335,299	
Research & Information Systems	762,592	1,257,917	1,005,500	
TOTAL	8 2,684,761	8 3,421,664	8 3,326,711	
GRAND TOTAL	\$ 84,023,143	8102,420,598	\$107,320,871	

plied retroactively to inmates already serving their sentences. Literally thousands of sentences have had to be reviewed by research staff to determine if they were subject to change and to prepare the necessary documents for the courts.

- The research staff has been involved in developing and maintaining a case management system for probation and parole agents.
- The department's office of adult release has been assisted by research staff in establishing data collection and analysis systems to monitor releasing practices.

#### Most Budget Dollars Spent On Institutions

#### Fiscal Restraint

Although the greatest percentage of the department's budget has always been expended on institutional operations, that percentage increased during the biennium. In fiscal year 1982, costs for institutional operations represented slightly less than 70 percent of the total budget. Two years later that percentage grew to 75 percent.

The community services division and management division represented 22 and three percent

of the total budget respectively.

Due primarily to extensive budget cuts made in fiscal years 1982 and 1983, the biennium was dominated by fiscal restraint which is reflected in the budget figures.

Increased expenditures are due primarily to increasing adult inmate populations, the opening of the new institution at Oak Park Heights and inflationary increases in most costs.

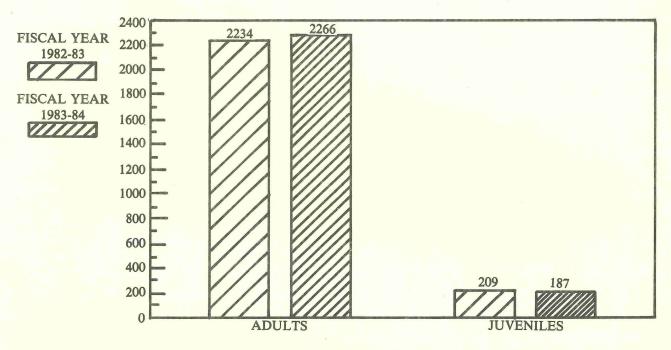
The department's budget is structured on a programmatic basis. Each item included is one budget activity within the agency and dollar amounts include all costs to operate each program.

## Statistical Profile

The following graphs and charts are included in the 1983-84 Biennial Report in order to provide a general overview of the adult and juvenile offenders who were served by the Minnesota Department of Corrections during the report period.

#### Minnesota Department of Corrections

Average Daily Institutional Population



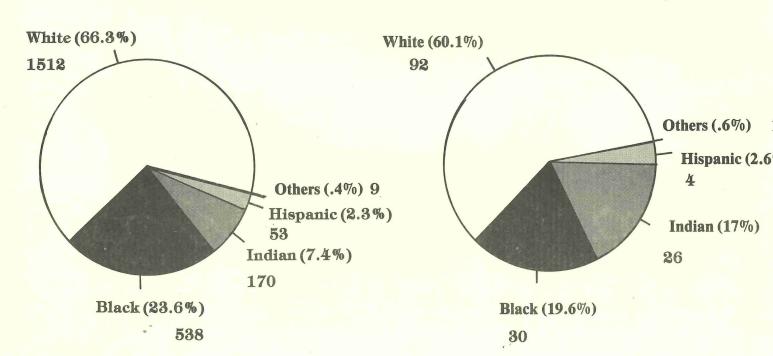
#### Minnesota Department of Corrections

#### Race of Adult Inmates

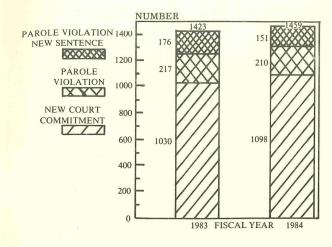
July 1, 1984 Total-2,282

#### Race of Juvenile Population

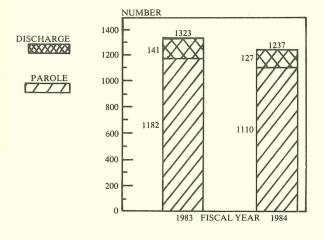
July 1, 1984 Total-153



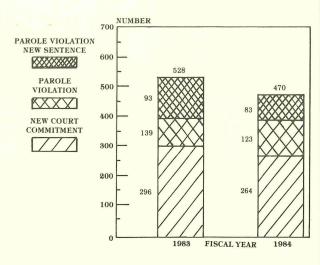
#### Minnesota Department of Corrections Adult Institutional Admissions



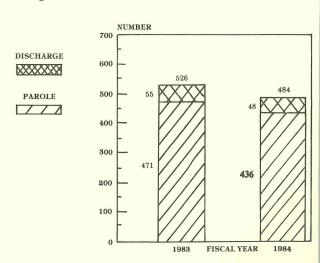
#### Minnesota Department of Corrections Adult Institutional Releases



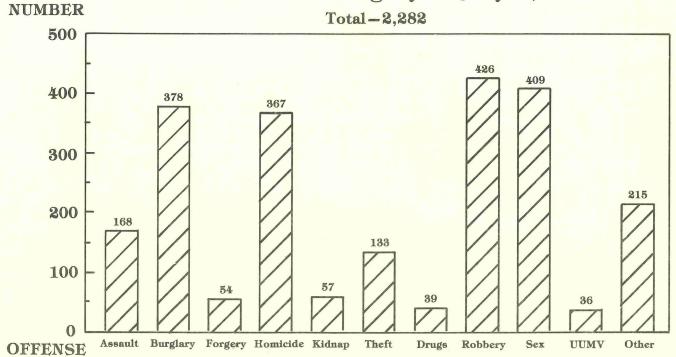
### Minnesota Department of Corrections Juvenile Institutional Admissions



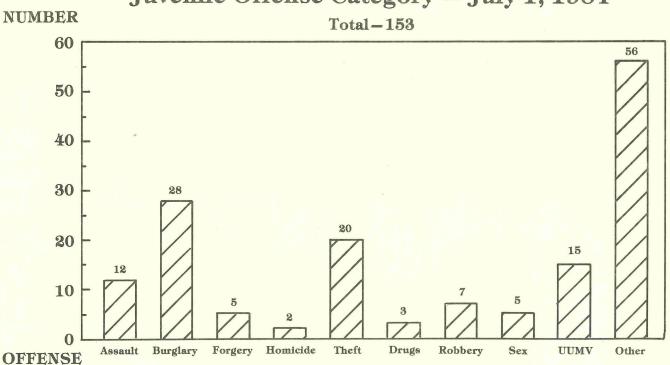
#### Minnesota Department of Corrections Juvenile Institutional Releases



#### Minnesota Department of Corrections Adult Offense Category — July 1, 1984

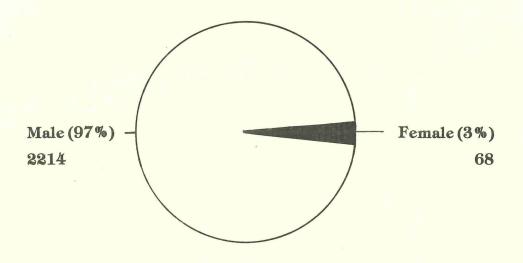


#### Minnesota Department of Corrections Juvenile Offense Category — July 1, 1984



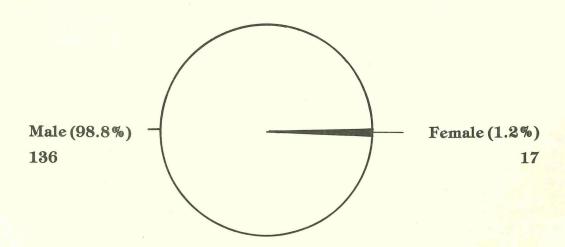
#### Minnesota Department of Corrections Sex of Adult Inmates

July 1, 1984 Total - 2,282



#### Minnesota Department of Corrections Sex of Juvenile Institution Population

July 1, 1984 Total-153



#### **Ranking Of States**

Compiled by the Minnesota Department of Corrections
September, 1984

State	Incar- ceration Rank <sup>1</sup>	Rate of Inst.¹ Population Per 100,000 State Population	Institution Population <sup>1</sup>	Violent Crime Rank <sup>2</sup>	Index Crime Rank <sup>2</sup>	Adult Insti- tutions 1983 Operating Costs (in millions) <sup>3</sup>	Operating Costs Per Capita	Operating Costs Per Capita, Rank High to Low	State Population <sup>4</sup>	State Populatio Rank <sup>4</sup>
Alabama	7	255	10,353	22	34	75.7	19.46	30	3,890,061	22
Alaska	11	231	1,798	10	10	56.6	141.33	1	400,481	50
Arizona	9	244	7,691	15	6	77.3	28.44	13	2,717,866	29
Arkansas	16	184	4,338	32	43	30.2	13.21	41	2,285,513	33
California	23	158	41,866	4	3	693.3	29.29	11	23,668,562	1
Colorado	39	101	3,254	18	4	50.0	17.31	34	2,888,834	28
Connecticut	34	119	5,813	27	22	74.6	24.01	22	3,107,576	25
Delaware	5	271	2,211	20	14	40.0	67.20	2	595,225	47
Florida	10	242	26,686	2	1	316.2	32.46	7	9,739,992	7
Georgia	6	257	15,535	19	28	169.7	31.06	9	5,464,265	13
Hawaii	36	108	1,695	37	13	25.5	26.42	19	965,000	39
Idaho	32	123	1,033	38	40	12.5	13.24	40	943,935	41
Illinois	27	146	16,828	12	16	306.7	26.86	18	11,418,461	5
Indiana	21	165			33			29		12
	41		9,334	34		108.0	19.67		5,490,179	27
lowa Kansas	20	96	2,780	44	39	63.3	21.73	26	2,913,387	
		166	4,049	30	26	48.4	20.48	27	2,363,208	32
Kentucky	31	128	4,764	31	44	68.1	18.60	31	3,661,433	23
Louisiana	2	294	13,243	8	19	159.6	37.96	3	4,203,972	19
Maine	47	72	1,025	46	42	_	_	_	1,124,660	38
Maryland	3	287	13,074	3	15	110.0	26.09	20	4,216,446	18
Massachusetts	43	84	4,823	11	20	105.8	18.44	32	5,737,037	11
Michigan	23	160	14,426	5	5	226.0	24.41	21	9,258,344	8
Minnesota	50	52	2,145	42	35	39.5	9.69	44	4,077,148	21
Mississippi	14	217	5,771	35	46	41.5	16.46	35	2,520,638	31
Missouri	19	170	8,448	17	27	67.3	13.69	39	4,917,444	15
Montana	35	116	959	41	25	22.9	29.11	12	786,690	44
Nebraska	40	101	1,717	40	41	23.5	14.97	36	1,570,006	35
Nevada	1	373	3,422	7	2	30.3	37.91	4	799,184	43
New Hampshire	49	54	527	48	45	9.0	9.78	43	920,610	42
New Jersey	29	135	10,124	13	17	149.6	20.31	28	7,364,158	9
New Mexico	28	137	1,954	6	7	_	_	_	1,299,968	37
New York	17	182	32,276	1	12	524.0	29.85	10	17,557,288	2
North Carolina	8	249	16,485	23	31	191.5	32.60	6	5,874,429	10
North Dakota	48	54	436	50	48	9.6	14.71	37	652,695	46
Ohio	18	175	18,801	26	29	157.4	14.58	38	10,797,419	6
Oklahoma	12	229	7,736	21	23	83.7	27.67	15	3,025,266	26
Oregon	26	152	4,057	16	8	71.2	27.04	17	2,632,663	30
Pennsylvania	37	104	12,448	30	47	140.0	11.80	42	11,866,728	4
Rhode Island	42	92	1,227	29	21	25.9	27.35	16	947,154	40
South Carolina	4	280	9,787	9	24	70.0	22.44	25	3,119,208	24
South Dakota	33	120	866	49	49	6.4	9.27	45	690,178	45
Tennessee	22	163	7,656	24	37	104.5	22.76	24	4,590,750	17
Texas	13	218	35,324	14	11	253.1	17.79	33	14,228,383	3
Utah	45	79	1,345	36	18	33.6	23.00	23	1,461,037	36
Vermont	46	74	536	47	32	14.5	28.35	14	511,456	48
Virginia	15	186	10,613	33	38	H4.5	_	-	5,346,279	14
-	24	160	6,966	28	9	139.3	33.73	5		20
Washington	44	80	1,584	45	50		33.73		4,130,163	34
West Virginia Wisconsin	38	102	4,877	43	30	_	_	_	1,949,644 4,705,335	16
		102	4.0//	40	JU	_	_	_	4 (110 3.30	ID

<sup>&</sup>lt;sup>1</sup>Bureau of Justice Statistics Bulletin — Mid-Year 1984 Prisoner Report

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<sup>3</sup>The Corrections Yearbook 1984, published by Criminal Justice Institute, Inc. (Note: The Yearbook figure for Minnesota incorrectly included all department funds rather than only adult institution operating costs. The correct figure appears in this table.)

41980 Census

<sup>&</sup>lt;sup>2</sup>FBI Crime Report 1983