

Contents



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STATE OFFICE BUILDING
ST. PAUL MN 55156

Introduction	ST. PAUL, MN 55155
Mission Statement	3
Institutions	4
Community Services	12
Management Services	17
Statistical Profile	22



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Introduction

Addressing critical needs created by the explosive growth in offender populations continued to be a primary focus for the department during the 1994-95 biennium. Adult institution populations went up by approximately 630 inmates, reaching an all-time high of nearly 4,600 during this report period.

The number of offenders on probation and release status supervised by department agents also went up substantially from 10,472 to 11,904 during the biennium. The statewide total of the number under probation supervision increased from approximately 89,000 in 1993 to more than 97,000 in 1994.

Although the department has been confronted with these dramatic increases during a period of severe budget constraints, substantial progress has been achieved during the 1994-95 biennium. Among the areas highlighted in this report are:

Offender Population Increases

Correctional facility expansion continued during the biennium while the system's design capacity consistently was pressed beyond its limits. Bed expansion completed during the biennium was done through less costly conversions of and additions to existing state facilities.

The 1994 Legislature provided \$2 million in planning funds for a new 800-bed, close-security prison which is scheduled for completion in 1999.

Actions taken to address increasing offender populations in the community are also outlined in this report.

Critical Thinking Skills

Another promising new initiative called critical thinking skills was fully implemented in each of the department's correctional facilities during the biennium. The initiative teaches inmates to learn thinking patterns that are needed to solve problems and make decisions responsibly. Critical thinking skills training is incorporated into education programs and into other inmate programming outside the classroom.

Restorative Justice

The department launched a statewide effort to implement restorative justice principles as a new framework for the state's criminal justice system. Restorative justice focuses on the criminal justice system balancing the needs of crime victims and the community while holding the offender accountable. It requires that the offender do more than sit in jail. He/she must also make amends, not only to the victim but to the community.

Juvenile Populations

Juvenile offender populations increased during the biennium at the state and local levels. The department expanded capacity and programming at the state facilities at Sauk Centre and Red Wing. A grant program established by the 1994 Legislature and administered by the department is providing additional resources to construct local juvenile detention centers.

This effort represents great progress in addressing the crisis situation in Minnesota caused by the lack of local secure juvenile beds. The department-administered subsidy system designed to remove juveniles held for detention from adult jails was expanded during the biennium.

Diversity

Realizing the critical importance of recruiting and retaining a diverse workforce, the department emphasized a wide range of diversity training and enhancement efforts. A diversity training program includes specialized training sessions for managers and supervisors.

Literacy

The department's literacy program continued it success during the biennium in helping inmates develop basic reading and writing skills. Using inmate tutors, hundreds of offenders have made significant improvement in their grade levels and are better prepared to make a successful return to the community.

Victim Services

During the biennium, services to crime victims were expanded substantially. Thousands of victims received services from programs funded through the department's victim services unit. Program funds for battered women, victims of sexual assault, child abuse victims, and general crime victims are administered through the department.

Sentencing to Service

STS was expanded to include nearly every area of Minnesota. An extremely popular program, STS is operated by the department in partnership with the Minnesota Department of Natural Resources, the courts, and local governments. STS puts nonviolent offenders to work on a variety of community improvement projects.

Cost Reduction

Continuing efforts to ensure that institutional operational expenditures are as low as possible, new initiatives are underway to responsibly reduce inmate per diem costs without adversely affecting public safety, institution security, and staff and inmate safety. A uniform per diem figure within which medium-custody facilities must operate has been established, and a plan to set per diems for all custody levels is being developed. Also, a task force has been named to recommend options to reduce per diem costs.

It is no chance happening that Minnesota is looked to nationally and internationally as a cost-effective model for corrections. The department has had the enlightened gubernatorial and legislative support and leadership which have provided the fiscal and human resources essential to operate the system effectively.

Corrections professionals throughout the system must be recognized for their outstanding service, commitment, and creativity in consistently working to appropriately deal with rapidly increasing demands and challenges at a time when resources are becoming more scarce. It is truly impressive that, through staff dedication and hard work, correctional services in Minnesota continue to be provided at the highest levels of excellence.

Numerous activities are summarized in this report which covers the time period July 1, 1993, to June 30, 1995. The report is organized by department divisions: institutions, community services and management services.

Frank W. Wood

Commissioner of Corrections

Mission Statement

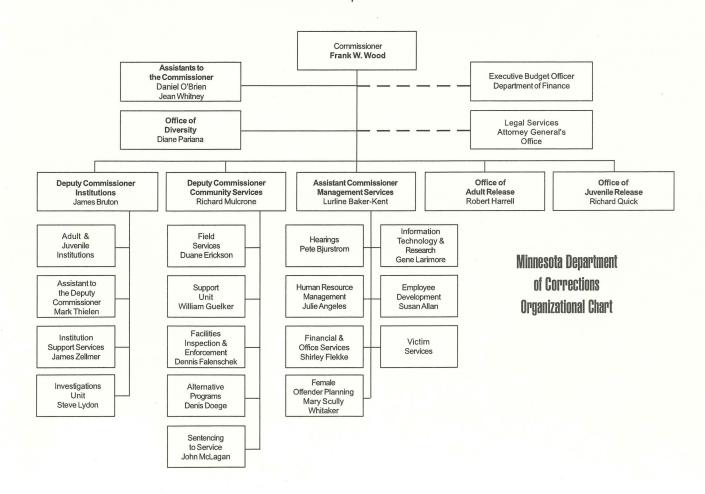
Our mission is to ensure that sanctions and services of the criminal justice system are designed and delivered to create a safer Minnesota.

Core Values

- ☐ We value managing our services with openness, integrity, and accountability to the public.
- ☐ We value the dignity of individuals and their potential for growth and development.
- \Box We value the rights of the victim.
- ☐ We value staff as our most valuable resource in accomplishing our mission, and we are committed to the personal welfare and professional development of each employee.
- ☐ We value leadership that encourages open communication and is responsive to innovation.
- ☐ We value the strength that comes with diversity.
- ☐ We value the safe, humane, and fair treatment of offenders.

Major Goals

- ☐ To restore the victim, community and offender.
- ☐ To develop and support a range of correctional services and programs.
- ☐ To provide a safe, secure, humane environment for incarcerated offenders.
- ☐ To manage the organization effectively and efficiently.
- ☐ To educate and work cooperatively with other public and private organizations on common issues.



Institutions

Prison populations continue record increases

Male inmates up by 17 percent to over 4,300

The number of adult males in Minnesota state prisons continued to go up with sizable increases during the 1994-95 biennium.

Male inmates increased by 631 or 17 percent, up from 3,793 at the beginning of the biennium to 4,424 at the end of the twoyear period (total 4,458 as of 8/28/95).

Inmate numbers have been increasing since the mid 1970s when the population dropped to around 1,200.

In order to accommodate these substantial increases, bedspace has been expanded by creating dormitories, adding to existing facilities, contracting

1886

1981

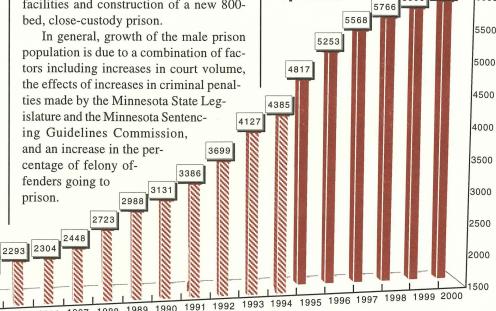
with county jails for beds, and converting portions of other state institutions

to correctional use. Department institutions have been pushed far beyond their design capacities. (See individual stories on institution expansions.)

The number of beds added to the state system totals more than 2,000 since 1985. The Minnesota Correctional Facility-Stillwater, for example, has increased by approximately 330 beds and continues to exceed its design capacity.

Population projections indicate this

growth will continue, and the department has plans for bed expansions at existing facilities and construction of a new 800bed, close-custody prison.



Inmate

Population

Woman inmate number continues upward, once 47 total has grown to more than 220

Calendar year-end total

Continuing an increase trend which began in the late 1970s, the number of women inmates incarcerated at the state level continued upward slightly during the 1994-95 biennium.

1989 1990

1991

At the beginning of the biennium in

July, 1993, there were 193 women inmates compared to 222 when the two-year period came to a close (total 206 as of 8/28/

Projection

6500

6000

5900

In June, 1995, the population reached an all-time high with 232 women inmates. Since 1977 when there were 47 women incarcerated, the population has increased three and one-half times.

A major expansion was completed at the Shakopee facility for women during the biennium (see separate story), thus permitting the closing of a unit opened in 1990 at Moose Lake to accommodate the rapidly increasing population.

Population projections indicate that the number of women inmates will continue to increase during the upcoming biennium.

Although consistently representing a small proportion of the total inmate population, women offender representation is increasing. A decade ago women represented three percent of the total. Currently, women inmates account for approximately five percent of a much larger prison population.

Offender commitments from courts reach highest on record at 244 a month during 1994-95 biennium

2111

2057

1983

2011

1982

During the 1994-95 biennium, the number of offenders committed by the courts to department institutions was the highest on record.

In March, 1994, a total of 244 offenders was committed, the largest number in history for the state.

The average number of monthly commitments for fiscal years 1994 and 1995 was 200 and 195 respectively.

When compared to 1980 when commitments averaged 70 each month, the current average represents a 178 percent increase.

New court commitments represent the largest portion of prison admissions. Offenders released from prison who are returned because they violate a condition of their release represent about 25 percent of admissions, and offenders on release who return with a new crime represent approximately four percent of total admissions.

After a gradual decline since 1970s juvenile population increase significant

After a gradual decline in juvenile offender populations since 1970, totals during the 1994-95 biennium reflect a more recent upswing. The average population for fiscal years 1994 and 1995 was 180 and 223 respectively. During the previous biennium juveniles averaged 143 in fiscal year 1992 and 152 in fiscal year 1993.

Most of the juvenile population growth during the biennium occurred from De-

cember, 1993, to September, 1994, when the combined juvenile population of the Sauk Centre and Red Wing facilities increased from 160 to 234.

The average number of juvenile female offenders in state correctional facilities remained low, but has increased from two or three percent at the beginning of the biennium to more than 10 percent at present.

In 1970 the number peaked at over 800 juveniles. The number of juveniles committed by the courts to state institutions has gone down over the years, partially because status offenders—those adjudicated for offenses which would not be considered crimes if committed by adults—are no longer sent to state facilities.

This trend is also reflected in one of the goals of the state Community Corrections Act of 1973 which is to provide services for juveniles close to their home communities.

The reasons for the more recent increase in juvenile populations are not clear. An increase in the general at-risk juvenile population may partially account for this phenomenon.

The average population at the department's Thistledew Camp for juveniles remained at 48 during the biennium.

Rather than serving juvenile offenders committed by the courts, Thistledew is used by social and court service agencies as a delinquency prevention resource. It operates on per diem fees charged for ser-

vices rather than state-appropriated dollars.

■ Thistledew Camp

MCF-Willow River/
Moose Lake

MCF-Sauk Centre

MCF-St. Cloud

MCF-Lino Lakes

MCF-Stillwater

MCF-Oak Park Heights

MCF-Shakopee

MCF-Red Wing

MCF-Faribault

Minnesota Department of Corrections Minnesota Correctional Facilities (MCF)

Most offenders do not return to prison

Most offenders (82 percent) released from state correctional facilities do not return to prison as the result of a conviction for a new crime.

In a follow-up study of 1,483 prisoners released in 1991, 18 percent returned within two years because they were convicted of a new criminal of-

fense

An additional 15 percent came back to prison because they violated a condition of release. Most frequent release violations include activities such as use of alcohol or drugs, failure to report to an assigned agent, or absconding from a halfway house.

National study ranks Minnesota corrections system very favorably

A 1993 study by the National Council on Crime and Delinquency included very positive findings regarding Minnesota's prison system.

"The Minnesota experience should be particularly instructive," the report says. "No other state with a large metropolitan area has managed to keep prison costs so low. Yet, Minnesota's rate of crime has also remained low," it concluded.

Also, an in-depth investigative series in the *Denver Post* newspaper highlighted Minnesota's corrections system as a

"money-saving model." Ac-

cording to the series,
"...Minnesota long
ago found a way to
curb the expense...the Minnesota approach is seen as a
money-saving model."

In selecting Minnesota's corrections system as its national award winner in 1991, *Financial World* magazine said Minnesota"...as far back as 1973—when most states weren't even thinking of prisons as an important budgetary issue...was advancing cost-effective ideas in penology."

Institutions, offices are accredited by national association

Minnesota Department of Corrections institutions have been nationally accredited by the American Correctional Association's Commission on Accreditation for Corrections.

The department's two juvenile institutions and all adult facilities except two are accredited. The Willow River/Moose Lake and Faribault facilities, now in a period of dramatic change and growth, are planning to complete the accreditation process in the future.

The department's central office, office of adult release, and adult field services are also accredited by the commission.

Accreditation means that the institutions and offices are in compliance with many national standards relating to all aspects of operation.

New critical thinking skills program underway at all state facilities

A new program called critical thinking skills was implemented in each of the department's ten correctional facilities during the 1994-95 biennium.

The program focuses on teaching inmates thinking patterns which are needed to solve problems and make decisions responsibly. Inmates often lack basic reasoning and social skills, demonstrating instead an inability to consider good alternatives, think of consequences, and anticipate the effects of actions on others.

The critical thinking skills curriculum is incorporated into education programs and in many areas outside the classroom setting. The intent is that inmates learn and apply critical thinking skills during and after class so that they will learn to use them after release from the institution.

Department critical thinking skills programs include a wide variety of topic areas such as teaching inmates to develop negotiation skills as an alternative to conflict, manage emotions, enhance values, and utilize reasoning to think rationally.

The department is also promoting the development of critical thinking skills training in community corrections programs.

Lino Lakes institution is expanding at rapid pace, to house nearly 1,000 medium-security inmates

Rapid expansion and change were the main themes at the Minnesota Correctional Facility-Lino Lakes during the biennium. Two new living units became fully operational, adding 168 beds, and plans were funded to further expand the institution's capacity by 485 additional beds.

The facility also became the housing site for offenders returned to prison as a result of violating conditions of their release and for short-term offenders. Eventually the institution will become a reception center for all inmates committed to the commissioner.

Funded expansions approved by the 1994 Legislature include construction of two new living units, expansion and renovation of the facility's administration building, renovation of the infirmary, and improved perimeter security. Part of the bed expansion has been accomplished by converting program space to dormitory housing.

With completion of this project in 1995, the facility's capacity will increase to approximately 970 inmates, making it the department's second largest institution.

Conversion of Moose Lake treatment center continues, population to reach 620 inmates

Major expansion was underway at the Moose Lake site of the Minnesota Correctional Facility-Willow River/Moose Lake during the 1994-95 biennium.

The Moose Lake Regional Treatment Center is being converted to a 620-bed medium-security prison.

The conversion is being accomplished in two phases as the treatment center's patients are placed in more appropriate settings as part of a statewide plan to address the needs of people with mental illnesses and developmental disabilities.

The first phase of the expansion was approved in 1993 and included construction of a new industry building, living unit conversion, and perimeter security.

The second phase of the project currently underway includes further living unit conversion, equipment purchase, program space construction, road improvements and additional perimeter security.

Completion is planned for 1996.

New 800-bed prison for adult male inmates to be constructed

Planning for a new close-security correctional facility for adult males began during the 1994-95 biennium. The 1994 Legislature approved \$2 million for design development of the 800-bed institution.

Scheduled for completion in late 1999 or early 2000 at Braham, the new facility will provide much-needed space for the rapidly increasing number of inmates.

Recent additions and expansions in department facilities have been medium-security beds. However, with more violent and predatory offenders committed from the courts, a close-security facility is necessary. The new facility will address the growing critical need for beds for inmates who do not meet medium-security criteria but do not require the high security provided at the Oak Park Heights institution.

Construction of close-security beds was also recommended by the department's Institution Planning Committee in the 1994 Report to the Legislature on Correctional Facility Planning Criteria and Guidelines.

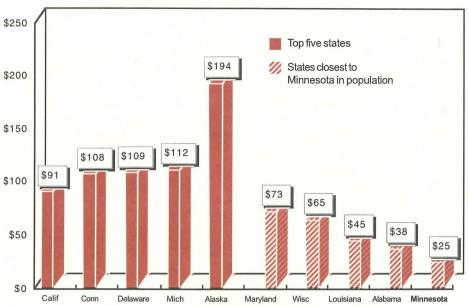
Oak Park Heights serves as the state's high-security facility

The proportion of the inmate population at the Minnesota Correctional Facility-Oak Park Heights who are dangerous and high-risk continued to be great during the biennium.

Nearly 90 percent of the inmates at the Oak Park Heights facility have been convicted of serious crimes against persons, and almost half of the population have been convicted of a homicide offense. The average population at the facility also increased during the biennium, staying at full design capacity.

By housing inmates who are high escape risks and dangerous management problems, the Oak Park Heights facility is intended to enable other department institutions to operate with increased safety and security. Even with numerous disruptive inmates, the facility involves the maximum number of inmates in constructive program assignments. The frequency of institutional incidents is also low, given the type of clientele.

Adult prison costs per state citizen



Note: Calculations are based on data from the Corrections Yearbook 1994 published by the Criminal Justice Institute, Inc.

Inmates pay into fund for crime victims

More than \$518,000 was collected from wages of working inmates during the biennium to fund services for crime victims.

The department deducts between five and ten percent from the pay inmates earn working in correctional industry jobs. All inmates whose biweekly gross wages are over \$50 are subject to the deduction.

Funds are used for a variety of pro-

grams which assist crime victims and witnesses throughout the state.

The surcharge began in 1985 in accordance with state law authorizing the withholding policy. A recent law requiring that other mandated deductions be made first, such as court-ordered victim restitution and child support payments, may impact the amount collected through this surcharge in future years.

Minnesota prison time served among longest

A national comparison completed during the biennium shows that Minnesota's prison sentences in terms of actual time served are among the toughest in the nation.

Penalties for dangerous, violent, repeat offenders have been increased dramatically since 1989.

The comparison, completed by the state Sentencing Guidelines Commission staff, shows that offenders in Minnesota serve more time in prison than they do in 34 states that responded to a national survey. The comparison includes murder, manslaughter, rape, robbery, assault, burglary, and drug crimes.

Also, prison good time for all felons was abolished in the 1992 crime bill. Inmates must serve the entire imprisonment sentence ordered by the court. Each offender is also sentenced to a period of community supervision and surveillance in addition to prison time.

Among other changes in law and state sentencing guidelines are: sentence lengths for more serious crimes were doubled in 1989, life sentences were increased from 17 years to 30 years before parole consideration, life sentences without the possibility of parole were added, life sentences for certain repeat sex offenses became law, and penalties for drug offenders were increased.

As a result, the Sentencing Guidelines Commission indicates that the average Minnesota prison sentence is the highest ever.

Prison costs per resident are third lowest in nation

Minnesota continues to rank third lowest in the nation in spending on prisons per state citizen in the 1995 annual ranking of states compiled by the department (see ranking of states table on pages 26-27).

Prison operating costs per Minnesotan are \$25, ranking 48th nationally. Some other states costs per citizen include Kansas at \$66, Tennessee at \$68, New Mexico at \$68, Texas at \$89, Delaware at \$109, and Michigan at \$112.

The ranking also shows Minnesota is relatively low in violent crime and the rate at which inmates are incarcerated in state prisons.

The data illustrates the lack of evidence of a direct connection between the rates at which states incarcerate prisoners and violent crime rates.

Minnesota, with its relatively low incarceration rate, has had relatively low levels of violent crime for many years. Ranking 37th, Minnesota has consistently had lower violent crime than more than twothirds of the country.

Office established for investigations

A new corrections investigative office has been formed in the department by expanding and combining existing fugitive recovery and investigator functions.

The office was established to address rapidly increasing demands for investigative services in the department due to the tremendous growth in offender populations in institutions and under community supervision.

Primary functions of the office are to centralize and improve coordination of intelligence information gathering and sharing between the department and law enforcement.

Duties of the office include areas such as investigation of drug trafficking and gang activity, support for apprehension of fugitives, and training of other staff in investigation procedures.

The office is designated as the department's official liaison with local, state and federal law enforcement entities in investigative and apprehension matters.

National index gives high ratings to Minnesota

Minnesota's corrections system received highly favorable ratings in the 1994 Criminal Justice Crisis Index published by the Washington, D.C., based Justice Fellowship.

The report, which the Fellowship calls their evaluation of crime and corrections in the U.S., ranks Minnesota fifth lowest in the degree of criminal justice crisis based on low crime rate, incarceration rate, costs, and prison turnover.

The report specifically cites Minnesota as a cost-saving model. In comparing Virginia and Minnesota the report said, "The states have very similar overall and violent crime rates. The breakdown between urban and rural population is almost identical, and the per capita income figures differ by less than

three percent.

"Yet Minnesota's incarceration rate is one-fourth that of Virginia's. The average Minnesotan spends one-third as much per capita on corrections as the average Virginian. If incarcerating more people and spending more on corrections buys more safety, it doesn't show up in the numbers," the report says.

According to the index, states receive crisis points tallied in relation to crime, incarceration use, costs, and prison admissions and releases. The greater the number of points, the greater the crisis. Minnesota had 25.5 crisis points, compared to Alaska which had 171.5 points and ranked the highest.

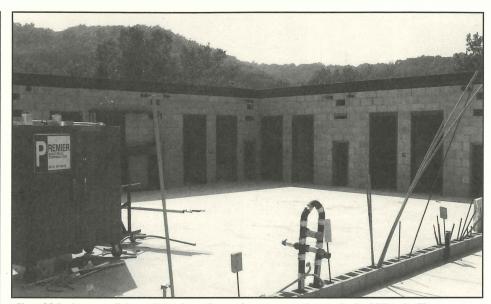
New security unit for juveniles at Red Wing approved

Funding was approved during the biennium to construct a new 30-bed secure living unit for juveniles at the Minnesota Correctional Facility-Red Wing.

The building will replace the facility's existing Dayton cottage which is used as a security unit but was not originally designed as such.

The new unit will house high-risk juvenile offenders until they are able to control their behavior and are transferred to the facility's general living units.

It will also provide improved shortterm secure juvenile detention services for courts in the surrounding area. Completion is planned in 1995.



New 30-bed secure living unit for juveniles under construction at the Red Wing facility.

The 1994 Legislature also approved funding for much-needed replacement of

an emergency generator at the Red Wing facility.

Major expansion completed at Shakopee institution for women

A major expansion at the Minnesota Correctional Facility-Shakopee for women was completed during the 1994-95 biennium. Two new living units, a mental health unit, and an industry building were added at the facility, increasing its capacity by 100 beds to a total of 243.

As a result of the expansion completion, women in a unit at the Minnesota Correctional Facility-Willow River/Moose Lake were moved back to Shakopee. The Moose Lake unit was opened in 1990 to ease crowding at Shakopee.

In 1994, planning funds were approved for an additional 60-bed unit at Shakopee. Because a recent trend shows fewer female inmates than anticipated, these funds have not been expended and the project has been delayed. The department continues to closely monitor female inmate population trends and will determine whether to proceed with expansion in future years.

Other recent developments at the facility include the beginning of a dog training program in cooperation with the national Canine Companion for Independence effort. The dog lives at the institution undergoing training by inmates prior to being transferred to the national program's Ohio center where more extensive training takes place with a person with disabilities.

Industry programs are being expanded. The larger new industries building increases the facility's capacity to employ up to 105 inmates.

Representatives from numerous states and other countries have toured the Shakopee facility because it is viewed as a national model. During the biennium there were visitors from seven states, Canada, Japan, Korea, Australia, Puerto Rico, Ghana, and Senegal.

A new recidivism reduction project called Project Hope began during the biennium. The innovative program is for women in and leaving the facility for the second or subsequent time. It includes a community programming component for one year after release.

Faribault conversion continues to add beds for male inmates

Expansion of the Minnesota Correctional Facility-Faribault continued in the 1994-95 biennium, bringing the total population up to over 750 inmates.

As part of the most recent expansion, several new programs were added including a unit specifically for senior inmates, a chemical dependency treatment program called New Dimensions, and a pre-release program.

Through another new program called Alternatives to Violence, volunteers offer workshops that are designed to help offenders overcome violence in their lives. Conversion of portions of the Faribault Regional Treatment Center to a medium-security adult male correctional facility was originally authorized by the state legislature in 1989.

Current plans call for further expansion to bring the facility's population up to 810 inmates. This expansion, approved by the 1994 Legislature, includes renovation of four buildings, construction of a segregation unit, and extension of the facility's security perimeter.

Institution	Administrator	Opened	Location	Туре	8/28/95 Population	Staff Size
Minnesota Correctional Facility-Oak Park Heights (MCF-OPH)	Erik Skon, Warden	1982	Oak Park Heights	High security/ adult males	359	321
Minnesota Correctional Facility-Stillwater (MCF-STW)	Dennis Benson, Warden	1914	Stillwater	Close security/ adult males	1,344	569
Minnesota Correctional Facility-St. Cloud (MCF-SCL)	LeRoy Siegel, Warden	1889	St. Cloud	Close security/ adult males	843	445
Minnesota Correctional Facility-Lino Lakes (MCF-LL)	Fred LaFleur, Warden	1963	Lino Lakes	Medium security/ adult males	709	439
Minnesota Correctional Facility-Faribault (MCF-FRB)	Lou Stender, Warden	1990	Faribault	Medium security/ adult males	795	328

1986

1951

1867

1911

1955

Shakonee

Willow River

Moose Lake

Red Wing

Sauk Centre

Togo

Minnesota Correctional Institutions

General Information (F.Y. 1995)

Stillwater remains over design capacity despite expansion

Minnesota Correctional

Minnesota Correctional

Minnesota Correctional

Minnesota Correctional

Facility-Sauk Centre

Thistledew Camp

Facility-Red Wing

Facility-Willow River/

Facility-Shakopee

(MCF-SHK)

Moose Lake

(MCF-RW)

(MCF-SCR)

(MCF-WR/ML)

Population pressures continued at the Stillwater facility during the 1994-95 biennium. The total number of inmates remained over the institution's design capacity of 1,250, reaching above 1,400 at times.

Since 1985, the institution's capacity has increased by approximately 335 beds.

Historically Stillwater prison had a low population of about 620 inmates in the early 1970s.

Connie Roehrich

Gerald O'Rourke.

Superintendent

Dennis Rykken,

Superintendent

Superintendent

David Hegg,

Acting

Warden

Patt Adair.

Warden

Offices and program space have been converted to bedspace. A dormitory has been added. The facility has three dormitories including a minimum-security unit

outside the perimeter.

Despite the fact that the prison has been pushed to its capacity, the facility continues to operate work, chemical dependency, education and other programs with relatively low levels of violence.

Minimum security/

Minimum security/

Minimum security/

Minimum security/

iuvenile males and

Minimum security/

iuvenile males

iuvenile and

adult males

females

adult males and

females

adult females

205

343

104 iuv/

66 ad

107

48

178

300

149

109

52

Recent activities include:

A new controlled movement system was implemented which restricts the number of inmates moving in groups within the facility. Since implementation, violent incidents have diminished.

Living unit tier restrictions which limit inmates to groups of 32 were also imposed. Inmates are prohibited from moving about on cell-block tiers other than the one in which they live.

Construction projects approved during the biennium include conversion of an auditorium building to an education complex and renovation and expansion of industry space.

Industry operations consolidated into MINNCOR

In order to improve the efficiency of the department's growing correctional industries, operations were consolidated during the biennium into one program called MINNCOR Industries. MINNCOR has a central office with combined functions including sales, accounting, purchasing, inventory control, product installation, and production management. Previously these functions were operated independently at each correctional facility.

MINNCOR keeps inmates productively occupied by providing "real world" work experiences. Without structured work activity, the likelihood is greater for a more volatile and dangerous prison environment. Skill development and work experience provided through MINNCOR are intended to help inmates find employment after their release and become contributing members of society.

MINNCOR operates at the Stillwater, Oak Park Heights, Lino Lakes, St. Cloud, Faribault, Shakopee and Willow River/Moose Lake facilities.

Inmate population exceeds capacity at St. Cloud facility

An increasing inmate population at the Minnesota Correctional Facility-St. Cloud caused the institution to continue to remain significantly over its design capacity during fiscal years 1994-95. At the end of the biennium the facility's population was 813 inmates, 114 over capacity.

Additional bedspace has been created by converting portions of the facility to group dormitories. Since 1985 when the population was 580, the number of inmates has gone up approximately 40 percent.

The institution continues to provide excellent program opportunities for inmates and has relatively low levels of violence.

Examples of recent developments at the facility include:

The vocational baking program became the first prison baking program in the U.S.

to be nationally accredited by the Retail Bakers of America.

A new accounting vocational program sponsored by the St. Cloud Technical College began. Other new vocational programs begun through grants include science and business courses and a remedial computer and audiovisual center.

A new initiative, the Sex Offender Risk Reduction Program, is a 48-week outpatient program serving approximately 30 inmates. The program consists of three distinctive phases featuring a combination of psychoeducational modules and group therapy.

The correctional officer who handles the institution's K-9 teams that perform narcotic and security duties has been certified nationally as a trainer, and the St. Cloud facility is a certified training site.

Sauk Centre selected for model program

The Minnesota Correctional Facility-Sauk Centre has been selected as a national demonstration site for model educational programming for juveniles. The selection is part of a national initiative to study program effectiveness and to improve programming based on research.

Funded by the Office of Juvenile Justice and Delinquency Prevention, the project is administered by the National Office of Social Responsibility which will provide three to five years of technical assistance to the facility's education program. Facilities in Arizona and Colorado were also selected to participate.

Other significant activities during the biennium include:

A new 20-bed residential program for male sex offenders became fully operational at the facility. The unique program is designed to fill a gap in the current network of programming options for juvenile sex offenders. It serves offenders who are denied admission to other programs due to age, aggressive behavior, previous program failure, or offense denial.

Program admission requires a court commitment to the commissioner for a sex or sex-related offense. Juveniles from the Red Wing facility who meet criteria are transferred to the Sauk Centre program.

The program includes critical thinking skills training, psychoeducation, and individual counseling.

A program for female juvenile offenders was also opened at the facility. The 20-bed program uses the positive peer culture model. Accomplishment of gender-specific treatment objectives is a major focus of the program. A separate living unit, academic setting, and recreational programming are included. The program is not intended to replace existing state and community resources, but to provide additional services towards the continuum of care for adolescent females.

Literacy program goal is developing basic reading skills

The department's literacy program continued to serve approximately 1,200 inmates annually during the 1994-95 biennium.

Focusing on skill development rather than granting school credits, the program helps inmates develop basic abilities in reading and writing necessary to function in society.

Trained inmate tutors are used extensively and community resources supplement literacy program efforts. An individual literacy plan is developed for each inmate to ensure progress.

Test scores show improvement in inmate basic skills and remarkable progress for some participants.

Besides the literacy initiative, the department offers a range of more than 50 educational programs including primary, secondary, post-secondary, general education development, vocational and correspondence courses.

Juveniles at the Red Wing, Sauk Centre and Thistledew Camp facilities are required to attend high school classes. A variety of vocational courses is also provided.

During the biennium, more than 600 offenders completed GEDs, the average growth in reading level was 1.5, the average growth in math level was 2.2, and the number completing critical thinking skills training was 353.

Construction of much-needed new school building is underway at Thistledew Camp

Construction of a new school building at Thistledew Camp was approved during the 1994-95 biennium.

The new building, planned for completion in the spring of 1996, will replace a cramped, inadequate, old structure that is dilapidated beyond repair.

On a fee-for-service basis, the camp provides an educational and confidencebuilding outdoor survival program for males between 13 and 17 years old who experience difficulties in their home communities.

Located in the George Washington State Forest 250 miles north of the Twin Cities, the camp has an average population of 48 youths. Thistledew has an intensive program. About one-third of the time at the camp is devoted to Challenge, an outdoor wilderness survival program.

Sex offender, chemical dependency programs expand

Plans developed during the 1994-95 biennium call for substantial expansion of the department's chemical dependency treatment programs to increase capacity by nearly 500 inmates.

These plans are a major component of

Plans call for hundreds of new CD beds

an expansion at the Minnesota Correctional Facility-Lino Lakes approved by the 1994 Legislature.

Plans call for three chemical dependency treatment units for inmates whose offenses are related to the abuse of chemicals.

One will be for offenders returned to prison as a result of violating the conditions of their release with the violation related to the use of alcohol and drugs. The second unit will be for short-term inmates with 12 months or less of imprisonment or offenders committed to prison as a result of a probation violation.

The third and largest unit will be a longterm intensive chemical dependency program that will be a minimum of one year in duration and likely will take 18 months to complete.

A chemical dependency program called New Dimensions was also added at the Faribault facility.

The department operates chemical dependency programs at the Oak Park Heights, St. Cloud, Stillwater, Shakopee, Faribault, Lino Lakes, Willow River/ Moose Lake, Sauk Centre and Red Wing facilities. Programs include separate residential units, outpatient services, and alcoholics/narcotics anonymous programs.

Use of acupuncture as a component of correctional chemical dependency programs continued during the 1994-95 biennium.

Acupuncture is used to control offenders' craving for cocaine and other drugs, reduce behavior problems, and increase retention in programs. Programs operate at the Lino Lakes and Shakopee facilities.

Acupuncture also is used at the department's Challenge Incarceration Program during the institution and community phases.

Offenders and staff report very positive results. Drug craving is reportedly re-

Acupuncture used as part of programs

duced, many participants are less preoccupied with getting high, and anxiety levels are down.

Recent research of acupuncture on supervised releasees in Hennepin and Ramsey Counties concluded that offenders receiving acupuncture had significantly fewer positive urinalysis tests for drugs. Researchers cautioned that the numbers of offenders in their samples were small and they advocated further study.

A study at the Stillwater facility concluded that inmates participating in the institution's chemical dependency program already had low rates of drug use due primarily to the success of the existing program. Consistent with the department's efforts to pilot programs and establish costeffective outcomes, the Stillwater program was discontinued because a cost-benefit analysis did not support continuation at this site.

Programs for sex offenders were expanded during the 1994-95 biennium adding to the department's existing program capacity. Programs were added at the St. Cloud, Willow River/Moose Lake, and Sauk Centre facilities.

The Willow River/Moose Lake program is a 60-bed unit located at the

Sex offender programs for juveniles, adults

in stitution's Moose Lake site. It is a multitrack program which is designed to meet the needs of short and long-term in-

mates as well as those with a history of low social or intellectual skills. Referrals are received from other state correctional facilities.

Sex offender assessments, sexual assault education, and therapeutic groups are components of the program.

A 20-bed residential program for juvenile male sex offenders became fully operational at the Sauk Centre facility in 1993.

The Sex Offender Risk Reduction Program at St. Cloud is a 48-week program.

Plans call for expansion of the sex offender/chemical dependency programming available at the Lino Lakes facility which includes the move of the program at Oak Park Heights to Lino Lakes.

The department also operates a sex offender program at the Stillwater facility called the Sexual Education and Evaluation Center.

Challenge Incarceration Program continues, evaluation due in 1996

Challenge Incarceration continued to provide intensive programming for nondangerous property offenders during the 1994-95 biennium. Challenge was mandated by the 1992 Legislature as a pilot program. A comprehensive evaluation of the program is required to be presented to the 1996 Legislature.

The program's institution phase is located at the Willow River site of the Minnesota Correctional Facility-Willow River/Moose Lake.

In addition to a six-month institution phase, Challenge includes a six-month intensively supervised community phase and a supervised release phase (see community services section).

The institution phase has a sterile, austere environment with a rigorous daily schedule.

Work, critical thinking skills training and other specialized training, chemical dependency programming, and physical activity are planned for virtually every minute of the day from 5:30 a.m. to lights out at 9:30 p.m.

Inmates are required to maintain a high level of program activity and discipline. Inmates may be removed from Challenge and returned to a secure facility if they commit serious and/or repeated rule violations or are found guilty of a misdemeanor or felony offense. An inmate may also be removed if the warden considers the offender to be a risk to the public.

Community Services

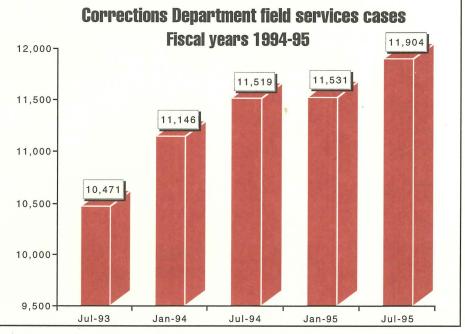
Probation, supervised release cases continue climbing

The number of probation and supervised release cases supervised by the department's field services agents continued to increase during the 1994-95 biennium.

The total number of cases went up 14 percent from July 1, 1993, when they were at 10,471 to July 1, 1995, when they numbered 11,904 (see table).

One hundred and twenty-three agents and supervisors located in 51 offices across the state supervise these cases. Cases are composed of about 90 percent probation, with the remainder being supervised release or parole cases.

In addition to providing supervision and surveillance services for a large caseload of offenders, field services agents are responsible for a wide variety of other duties shown in the table on page 14.



Restorative justice initiative is key focus for department

A statewide effort to implement restorative justice as a new framework for the criminal justice system was launched by the department during the 1994-95 biennium.

Described as a key focus for the department for the 1990s and beyond, the implementation of restorative justice began with a statewide conference in 1992 which has become an annual event. In 1994 a full-time restorative justice planner was hired in the department's community services division to provide support and technical assistance to jurisdictions

interested in implementing restorative justice.

Restorative justice is a framework for responding to crime which focuses on the injury resulting from the crime and works to repair that injury to the degree possible.

Restorative justice shifts the role of the offender from passive recipient of punishment to active participant in reparation. It is a community-based model for criminal justice intervention, consistent with the principles of community corrections and total quality management.

Restorative justice engages the of-

fender, the community, and the victim, if they are interested, in the process of repair of the harm caused by crime. Victim involvement is completely voluntary and is an essential element of restorative justice.

In the restorative justice model, accountability for the offender means taking responsibility for the harmful behavior and taking action to repair the harm. Accountability for the community means providing support for the victim and providing opportunity for the offender to repair the harm when possible, as in community service.

Programs provide intensive supervision, surveillance of offenders

During the biennium the number of offenders under the department's intensive supervision program totaled approximately 1,000. The program, established by the 1990 Legislature, has two main components: intensive supervised release (ISR) and intensive community supervision (ICS).

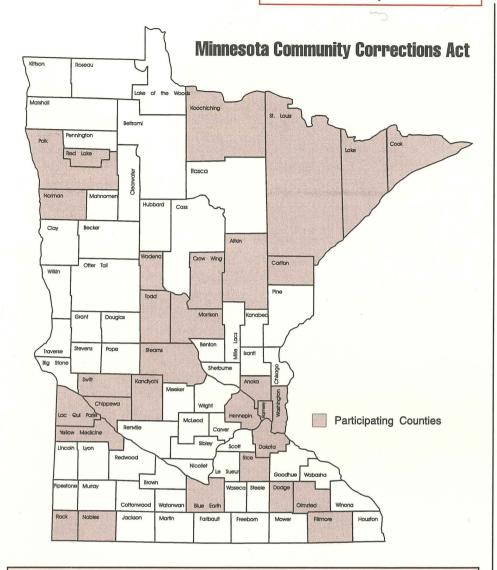
ISR provides intensive surveillance and supervision for offenders who have served their term of imprisonment as required by law, are on supervised release, and are identified by the department as higher risks to public safety.

ICS is designed for lower-risk offenders committed to the commissioner who with court approval may be selected to serve part of their sentence under a highly restrictive community supervision plan. ICS includes a period of incarceration in prison

prior to placement under intensive supervision. Offenders must meet specific criteria to be eligible, including not being convicted of serious person offenses.

ICS and ISR program elements include house arrest, random drug testing, frequent face-to-face contacts with specially trained agents, work, curfews, and restitution to victims. Residential placement and electronic monitoring are also used. Currently programs operate in 35 counties statewide. Counties receive funds to operate the programs in Community Corrections Act areas, and the department operates it in other areas of Minnesota.

Key to the ICS and ISR programs are reduced caseloads for intensive supervision agents, allowing them to provide very intensive offender surveillance and supervision.



Strict offender accountability mandated in Challenge Incarceration's Phase II

Phase II of the department's Challenge Incarceration Program (CIP) was operational during the 1994-95 biennium. Approximately 190 offenders were admitted to the program after successful completion of the institution phase.

CIP is an intensive, highly structured and disciplined program for carefully selected, nondangerous drug and property offenders. Participants must meet specific criteria set forth in law and department policy. Each phase lasts a minimum of six months.

Phase I of the program is in an institutional setting with a very rigorous daily schedule (see institutions section).

Phases II and III are operated through the department's community services division and office of adult release.

During phase II offenders must maintain a high level of positive activity, and strict accountability is mandated. Offenders must contact CIP staff daily, submit to random drug and/or alcohol tests, maintain full-time employment and abide by curfews

Upon phase II completion, with the CIP agent's recommendation and approval from the department's office of adult release, the offender is permitted to graduate to phase III. Phase III is community supervised release lasting for the remainder of the offender's sentence.

Counties total 31

Stearns County joins Community Corrections Act

Stearns County joined the Minnesota Community Corrections Act (CCA) during the 1994-95 biennium, bringing the total to 31 counties representing approximately 65 percent of the state's population.

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

Through the law, correctional systems designed to meet local needs have been developed or expanded. A wide variety of services and sanctions has been funded including probation, diversion, prevention, community service and jail programs.

A plan developed by local advisory boards identifies needs in each participating area. Department approval of the plan makes the area eligible for state funds to put the plan into effect. The total general fund appropriation for the CCA in fiscal year 1995 was \$27.9 million.

Adult field services accredited by ACA

Adult field services provided by the department are accredited by the American Correctional Association's (ACA) Commission on Accreditation for Corrections. Field services include probation, parole and supervised release activities in the department.

Accreditation means that field services are in compliance with more than 200 national standards relating to all aspects of operation. The standards were developed by national leaders from corrections, law and other groups interested in correctional management.

During the accreditation process field services staff completed detailed self-evaluations to determine standards compliance. Written documentation is gathered and ACA auditors conduct onsite visits to verify compliance. (Note: At the time of printing, the department's juvenile field services had received a high score in an ACA audit, meaning that these services will also be accredited.)

Statewide number on probation is over 97,000

More than 97,000 offenders are under probation supervision in Minnesota, according to a survey compiled by the department during the biennium.

Survey data shows 97,318 persons on probation as of the end of 1994. Conducted annually, the survey includes adults and juveniles on probation for felonies, gross misdemeanors, and misdemeanors.

According to the survey, one out of every 38 Minnesotans age 12 and older is on probation, making Minnesota the seventh highest state in the nation in use of probation as a criminal justice sanction.

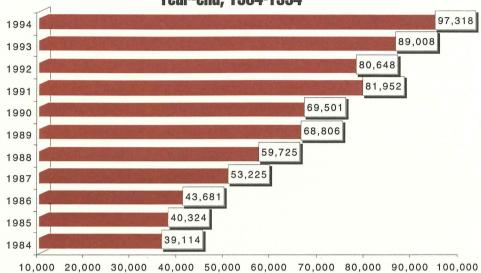
The survey documents Minnesota's long-standing reliance on the use of probation for less serious offenses and for those persons with little or no criminal history, while reserving more costly prison space for dangerous, violent and repeat felons. Minnesota continues to have a relatively low violent crime rate, ranking 37th in the nation.

The adult probationer population has

more than doubled during an eight-year period from 1986 to 1994.

Probation supervision is provided by department agents, Community Corrections Act (CCA) area agents, county agents in areas not participating in the CCA, and state agents who are under contract with counties.

Statewide adult and iuvenile probation cases Year-end, 1984-1994



Largest statewide effort to reduce caseloads is underway

The first phase of the largest statewide effort in Minnesota corrections history to reduce unmanageable caseloads for probation officers was approved during the biennium.

A total of \$14.5 million was appropriated as the initial funding of a \$41 million need documented by the state Probation Standards Task Force. All major stakeholders joined in supporting the initiative including the Association of Minnesota Counties, the Minnesota Association of Community Corrections Act Counties, the Minnesota Association of County Probation Officers, and the Minnesota Corrections Association.

With this initiative, surveillance and supervision of offenders will be improved which is intended to increase public protection and offender accountability. Currently there are over 97,000 offenders supervised by approximately 800 agents.

Corrections Department field services agents Sample of duties and responsibilities

- Client supervision
- Caseloads of approximately 100
- ☐ Bail evaluations
- Presentence investigations
- Court appearances
- Sentencing worksheets
- Conditional release supervision
- Program referrals
- Client transportation
- Program monitoring
- Community service monitoring
- Restitution services
- **Victim impact statements**
- Neighborhood impact statements

- Client progress reports
- Sentence reviews
- ☐ Facilitate DNA testing
- Supervision violation reports
- Transfer investigations
- Chemical use assessments
- Prerelease investigations
- Drug and alcohol testing
- Specialized training
- Intensive supervision
- □ Electronic monitoring
- Victim services and notifications
- Interstate client fingerprinting
- Sex offender address reports

Minnesota's social control is 12th highest in nation

Minnesota ranks 12th highest in the nation in use of correctional supervision and social control, according to a study by the National Council on Crime and Delinquency.

The study shows that although Minnesota ranks low in its prison incarceration rate, the state's criminal justice system has a high use of other sanctions such as probation and local jails.

When the number of offenders incarcerated in local jails, juvenile facilities and placed on probation or supervised release is accounted for, Minnesota ranks 21st among the states. When this use of social control is statistically controlled by crime rate, the study ranks Minnesota 12th nationally.

21,000+ on STS crews worked 1.4 million hours

Nearly 21,500 offenders worked on Sentencing to Service (STS) crews during the 1994-95 biennium. The number of hours worked totals 1.4 million, with an estimated labor dollar value of \$7.1 million based on a \$5 hourly rate had workers actually been paid.

Other 1994-95 data indicates that STS saved more than 92,300 jail days worth an estimated \$4.2 million based on a daily jail cost of \$45. The estimated market value of projects completed totals nearly \$8.5 million.

STS, a program which puts nonviolent offenders to work on community improvement projects, is operated by the state Departments of Corrections and Natural Resources, the courts and local units of government.

STS provides judges with a sentencing alternative. Carefully selected, nonviolent offenders are sentenced to work on public projects as an alternative to or in combination with jail time. Supervised crews work on projects such as park and river cleanup, trail development, and road and litter pickup.

STS projects are not included in scheduled work by government agencies; they are projects that without STS would not get done. STS reduces jail crowding, improves public lands, and provides a positive way for offenders to repay the community.



The Pine County STS crew completed extensive refurbishing of the Hinckley Fire Museum.

More than 44,500 offenders have worked on STS crews since the program started in 1986. The number of hours worked totals more than 2.7 million with an estimated labor dollar value reaching \$16 million.

It is also estimated that the program saved more than 194,000 jail days worth approximately \$8.8 million. These numbers may be low given the fact that record-keeping has improved significantly in recent years.

Structured living and supervision are keys to work release program

The average number of offenders on work release was approximately 172 during the biennium.

Work release provides a structured living environment with close supervision and surveillance for newly released offenders who meet specific screening criteria. The program permits offenders to work in jobs in the community or attend vocational school while they live in a closely monitored setting.

The department contracts with private and public facilities on a per diem basis for the provision of work release services. These services include surveillance, supervision, counseling, job-seeking skill development, and other efforts designed to assist offenders make a positive adjustment to the community.

Work release inmates are housed in county jails and jail annexes, community corrections residential facilities, or in the work release unit at the Minnesota Correctional Facility-Lino Lakes.

After a successful period of adjustment to living at one of these correctional facilities, work releasees may be eligible for home detention under the surveillance of electronic monitoring.

Walks Tall program provides culturally-based services for American Indian offenders

Walks Tall was established as a new program to provide a wide variety of culturally-based services statewide to American Indian offenders who have reached their mandatory prison release dates.

Formation of Walks Tall is the result of a restructuring of services in the department to provide more programming to a larger number of offenders throughout Minnesota. The restructuring effort included the phaseout of Anishinabe Longhouse, a department halfway house which served a small number of offenders for several years. Funds formerly used for the halfway house operation are now more effectively allocated to contracts for programs.

Walks Tall is operated through a contract with the American Indian Opportunities Industrialization Center, the Minnesota Citizens Council on Crime and Justice, and the Minneapolis American Indian Center.

Within three months of an offender's release, Walks Tall staff develop an individualized case plan which addresses needs such as employment, job skills, education, housing, and chemical dependency. The program focuses on culturally-based elements such as talking circles, pipe ceremonies, sweats, and powwows.

Walks Tall has staff locations serving southern, northwestern, and northeastern sections of Minnesota.

Many inspection and enforcement unit tasks underway

The department's facilities inspection and enforcement unit has continued its successful work toward upgrading the status of local jails in Minnesota.

With annual inspections of jails throughout Minnesota, compliance with statewide operational standards continues to improve. The unit is responsible for inspection of 210 jail and other correctional facilities. Using the technical as-

210 facilities are inspected statewide

sistance of the inspection unit, several counties have added to capacities with new construction and con-

version of existing buildings.

A customer satisfaction survey completed on the unit showed a strongly positive evaluation and indicated that service users were very pleased. Not only at annual inspections, but when information or services were requested throughout the year, respondents to the survey found unit staff to be helpful, knowledgeable, communicative, and professional.

Electronic monitoring use continues to expand in Minnesota

Use of electronic monitoring continued to increase during the 1994-95 biennium. Electronic monitoring may be used as an alternative to incarceration for selected offenders and is frequently a key component of house arrest.

Each year in Minnesota, it is estimated that there are more than 2,000 offenders placed on electronic monitoring. It is a highly controlled method of providing supervision and surveillance for low-risk offenders and also provides additional community surveillance for high-risk offenders who are returned to the community after they have served their full term of imprisonment.

Most electronic monitoring in Minnesota is done locally by counties. Most counties and the state corrections department contract for monitoring services. The department electronically monitors selected supervised releasees, supervised release violators, work releasees and offenders on intensive supervision.

A statewide effort to remove juveniles held for detention from adult jails after a specific time period became fully funded with appropriated dollars during the biennium.

The Juvenile Detention Subsidy Program is administered by the department to

Program finds alternatives to adult jails

provide incentives for finding alternatives to adult jail use.

The legislature also autho-

rized funding for construction of secure juvenile detention and extended programming facilities.

Funding is provided in five categories: construction or rehabilitation subsidies, alternative detention programs operated by secure detention centers, operational funds for temporary holdover facilities, funds for alternative detention programs not operated by secure detention or temporary holdover facilities, and start-up funds for counties planning to operate temporary holdover facilities.

The program has brought Minnesota into full compliance with federal mandates requiring removal of juveniles from adult facilities. The Minnesota Juvenile Justice Advisory Committee was active in development and funding of the program.

Funding was approved by the state legislature in 1994 for grants awarded by the department to construct local juvenile detention centers.

The grant program represents a firsttime collaboration with the counties for construction of local juvenile centers. It also represents great progress in addressing the crisis situation in Minnesota caused by the lack of local secure juvenile beds. There is a dramatic need for secure deten-

Detention center grant program ok'd

tion beds and secure extended program beds located close to juveniles' home communities, their families

and schools, and other community support systems.

Legislation earmarked some of the funds for a new facility for the Northwestern Minnesota Juvenile Training Center. Funds were also authorized to construct juvenile facilities that provide culturallysensitive programming for male and female juveniles in Hennepin and Ramsey Counties. The law specifies a number of criteria including a requirement that the commissioner of corrections determine that a facility of the size proposed is needed in the area and that the facility meets state licensing standards.

Sex offender program evaluation project underway

As mandated by the legislature, the department is administering the community-based sex offender program evaluation project in order to gather the necessary information required to develop a plan for an effective statewide system of sex offender programming.

The project includes retrospective studies of sex offenders placed on probation in the community, ongoing data collection on sex offenders throughout all aspects of their probation supervision, and evaluation re-

search of sex offender treatment.

The primary purpose of data collection efforts is to ensure that the legislature and the department have adequate information upon which to base future decisions on the management of sex offenders.

Additionally, the sex offender/chemical dependency services unit of the department monitors grants to agencies and counties in an effort to meet local needs.

Contract services provided for supervised releasees

More than 790 offenders were placed in residential halfway houses during the 1994-95 biennium through a number of contracts with private, nonprofit vendors.

Residential placement greatly increases the supervision and surveillance of higherrisk offenders on release status.

In addition, more than 2,200 offenders

on supervised release were provided other support services through contracts such as job placement assistance.

During the biennium, services for African American offenders released to Hennepin and Ramsey Counties were added and services for Hispanic offenders were increased.

Management Services

More than 760 correctional officers trained

More than 760 correctional officers graduated from preservice training academies presented by the department's training unit during the 1994-95 biennium.

The correctional officer training academy is an intensive program that covers areas relating to all aspects of officers' work.

Classes include topics such as security, affirmative action, human relations, due process, legal liabilities, chemical dependency and de-escalating crisis situations.

Academies are held at the department's central office. Following successful completion of the academy, officers must complete further training at the institution in which they will work prior to their permanent appointment.



Staff attending a recent training academy session at central office.

In-service training hours provided to staff reach over 16,500

More than 16,500 hours of in-service training were provided through the department's training unit during the biennium. A wide variety of training topics is presented.

Critical incident stress debriefing is model program

Serving as a model for other corrections agencies, the department's stress debriefing program continued its success during the 1994-95 biennium with 19 debriefings involving more than 125 staff.

Critical incident stress debriefing (CISD) teams are composed of peer members and mental health professionals trained to help staff who experience strong emotional reactions to stressful occurrences such as serious assaults or inmate suicides.

The team concept is designed to manage stress responses, mitigate the impact of incidents, and accelerate a return to normal job activity. Peer support, professional mental health services, and education are key elements of CISD. Relevant training programs are designed to develop and maintain employee competence in work performance.

Training and development sessions are offered regularly on topics ranging from specific correctional issues to areas of general interest.

For example, department field agents and county probation officers are trained in individual counseling skills and compulsive gambling addiction.

Other specialized training is provided in areas such as working with sex offenders and computer technology.

The department's community services and institutions training advisory committees assist employee development staff in the planning and delivery of career development opportunities.

Advisory task force on the female offender in corrections plays key role in department

The state advisory task force on the female offender in corrections continues to play a key role in the department's efforts to address the needs of adult and juvenile female offenders.

Created by the legislature, the task force advises the commissioner and has actively been working to implement recommendations of a statewide plan regarding the needs of and future directions for female offenders in Minnesota.

A subcommittee formed by the task force explores program alternatives for juvenile females and cosponsors statewide conferences on the issues of adolescent females. A variety of model programming grants recommended by the task force has

been funded through the department.

Funded programs include relapse prevention groups, low-cost housing and programming for women released from incarceration, African American culture groups at the Shakopee facility, expanded life choices programs for women, employment services, child care and transportation.

Grants to those working with adolescent females include a mother/daughter program, youth outreach workers, and cultural pride activities. A planning project for a continuum of services for adolescent female offenders was funded by the 1995 Legislature (see separate story). Several programs formerly funded through the department are now operating on their own.

Victim services unit administers funds for many programs

More than 20,000 battered women, children sought shelter during 1994-95

The battered women program in the department's victim services unit granted more than \$12 million to battered women programs throughout the state during the 1994-95 biennium.

These funds were granted to 66 programs which provide services such as emergency shelter, community advocacy services, criminal justice intervention services, and statewide networking and organizing.

Over 20,000 women and children sought shelter and support services from battered women shelters or the safe home network.

Over 200,000 general advocacy services and over 60,000 legal advocacy services were provided. Battered women programs also provided community education to over 215,000 citizens regarding domestic violence and its affect on women and their children.

Additionally, more than 40,000 professionals received training on what they can do to increase the safety of women and children and promote effective consequences for those who batter.

48 community-based centers serve over 24,000 sexual assault victims

More than 24,000 victims of sexual assault were provided services through programs funded by the department's victim services unit during the biennium. State and federal funds for the biennium totaled \$4.1 million.

The department awards state and federal funds to 48 community-based sexual assault centers. These centers provide services which reflect the varying needs of sexual assault victims and include immediate crisis intervention; support counseling; medical, legal and criminal justice advocacy; professional training; and community education on personal safety.

Centers also provide training for professionals who work with victims of sexual assault including medical, legal, law enforcement and human services workers; educators; and members of the clergy. During the biennium more than 30,000 professionals received training.

All centers provide community education to increase awareness of sexual assault. More than 294,000 participated in these education programs during the biennium.

The Minnesota Coalition Against Sexual Assault, a statewide coalition for sexual assault services, is funded to provide outreach to member programs, provide service-related technical assistance, and facilitate statewide efforts to increase awareness of sexual violence issues.

General crime victim programs funded by department serve 29,000

More than 29,000 general crime victims were provided services during the 1994-95 biennium through programs funded by the department. State and federal funding totaled \$2.4 million for the biennium.

Services are provided to victims of crime which includes but is not limited to assault, robbery, burglary, theft, homicide, DWI vehicular homicide or injury, arson, criminal damage to property, bias/hate crimes, and crimes against the elderly and American Indians.

Crisis intervention, emergency and support services, courtrelated services, and legal resources are provided.

Thirty-nine programs receive state and federal funding through the department. Included are crime victim centers funded in Austin, Albert Lea and Minneapolis. Centers provide a wide variety of services such as crisis intervention and counseling. The General Crime Victims Coalition is also funded.

Funded areas also include victim/witness assistance programs which aid victims with preparation for and accompaniment to court.

Other programs include services to abused and neglected nursing home residents, victims of juvenile offenders, Indian victims on reservations, and other victims in communities of color.

The department also provided funding to the state crime victim ombudsman office in the state Department of Public Safety. Complaints of unfair treatment of victims by the criminal justice system or by any other victim-related program or agency may be brought to the ombudsman.

A grant was also awarded to the Department of Public Safety to develop a training manual designed to provide training to the programs that provide services to general crime victims.

17,000 abused children, families receive services from programs across state

Programs funded through the department for abused children and families provided services to more than 17,000 victims during the 1994-95 biennium. State and federal funding totaled \$1.9 million for the biennium.

The department administers federal and state funds which are awarded to 32 child abuse programs that provide services to children and families who have experienced abuse and to those at high risk of revictimization. An Abused Children Coalition is also funded.

Services include crisis phone lines, support groups, legal advocacy, crisis intervention, information and referral, transporta-

tion, parenting classes, and therapy.

Program services are coordinated with medical and social services, child protection services, schools, and child advocates.

Special funding consideration is given to programs which are accessible and respond to diverse and underserved populations.

The department awarded a grant for the development of an abused children program manual and regional training programs.

The Abused Children Program will move to the new state Department of Children, Families and Learning in fiscal year 1997.

Plan for adolescent females funded

A new project to plan for a continuum of services for adolescent female offenders was approved by the 1995 Legislature.

To address need for special programming

The approach will be three-pronged including a resource/research component, community service programs, and residential options. The commissioner of corrections will work with commissioners of the departments of children, families and learning; human services; health; jobs and training; planning; and public safety to develop the

continuum of care to address gender-specific needs of juvenile female offenders.

The initial goal of the project is development of a written statewide plan for the continuum which is based on research.

The project is a priority of the state Advisory Task Force on the Female Offender which has been concerned about the lack of gender-appropriate programming for adolescent females and has been studying the problem for several years.

Committee assists in annual performance review process established by legislature

A special committee was formed in the department to assist in the development of a new statewide process of annual performance review. The process was established by state law, is administered by the state finance department, and is reviewed by the legislative auditor.

Called the annual performance committee, the group includes representation of labor and management working together

Inmate discipline reports in 1994-95 total over 21,000

Inmate misconduct reports handled by the department's disciplinary/due process and hearing unit staff continued to increase, totaling more than 1,550 for the 1994-95 biennium. The total number of discipline reports served on inmates during this period was more than 21,000.

Inmates who contest disciplinary reports and resultant sanctions have a right to have their cases heard by a hearing officer who determines guilt or innocence and sets penalties. To preserve objectivity, staff of the hearings and appeals unit are administratively assigned to the management services division to provide independence from the institutions division.

Inmates seeking legal counsel on disciplinary matters have access to the legal advocacy project operated by the State Public Defender's Office or they may be represented by their own attorney.

in developing ways to monitor and report on the department's performance in many areas.

The committee also developed a new department mission statement which includes core values and major goals. Future activities include areas such as identification of issues related to improving the delivery of services.

Department vision states employees are most valuable resource

A human resource management vision has been adopted by the department. The vision states:

The Minnesota Department of Corrections' most valuable resource is its individual employees. The agency is committed to recruiting, training, and retraining a diverse work force of high quality and committed employees.

This will be accomplished by maintaining a working climate where all staff at all levels are provided with training, supervision, encouragement, support and opportunities for varying assignments to facilitate their growth to their full personal professional potential. The department's vision is a human resource management system that is free of preference, quotas or goals, thereby enhancing and ensuring that every employee or potential employee has equal access to opportunities for employment, assignments and promotion.

Frontline leadership training provided for managers, supervisors

Frontline leadership training for department supervisors and managers was a key effort of the management services division's employee development and human resource management units during the biennium. Frontline leadership training is a skill-building approach designed to promote value driven supervision and a proactive leadership.

More than 300 department supervisors and managers participated in the initial training units on building core interpersonal skills. Examples of the types of training included in these units are dealing with emotional behavior, winning support from others, and getting good information. Frontline leadership training is an extensive training effort which will continue in upcoming years.

Information architecture decentralized, upgraded

The department's upgrade of its automated information systems continued during the 1994-95 biennium.

Progress to decentralize the information systems architecture was made in main locations throughout the department. Sophisticated local area networks have been installed at several department field services sites.

Department reemphasizes commitment to diversity with new initiatives

The department's strong commitment to diversity was reemphasized during the 1994-95 biennium with the development of several new initiatives including:

Formation of a recruitment and retention committee to ensure that protected group members are represented in all levels throughout the department.

Employees departmentwide were surveyed regarding their impressions of and needs for diversity training. The results will be used in training development.

Focus groups designed to identify issues and concerns in the work environment were formed. Focus groups address barriers and other issues and will present findings to the department leadership.

Fiscal austerity continues for department budget

The department continued to operate in a period of fiscal austerity during the biennium.

Numerous cost-containment measures have been adopted such as holding open or eliminating vacant positions, establishing temporary dormitories in facilities, absorbing inflationary increases, and reviewing medical procedures for cost reductions.

Appropriated funds and construction bonding dollars were increased during the

Initiatives underway to responsibly reduce inmate per diem costs

In continuing efforts to ensure that institutional operational expenditures are as low as possible, the department has taken new initiatives to responsibly reduce per inmate, per day costs without adversely affecting facility safety and security.

A new budgetary process has been established to lower institution costs by assigning a fixed per inmate, per day dollar figure to medium-custody facilities. All operational costs must be paid within that uniform amount. A long-range plan to set per diems for all custody levels is being developed.

In addition, a department task force has been appointed with sole responsibility for development of options to reduce institutional per diem costs. Task force recommendations will be made to the commissioner in the fall of 1995.

Per inmate costs reflect staff salaries (70 to 85 percent of institution budgets) and expenditures for basic services that are fixed, such as utilities. Also reflected is the fact that Minnesota institutions have a very high percentage of high/close-custody inmates which increases staffing needs.

Per diem costs include inmate work, academic education, vocational training, chemical dependency, and sex offender programs which are designed to reduce dangerous inmate idleness and the risk inmates present to the public upon release.

Contrary to conventional perceptions, prison operational funds are not spent on amenities for inmates.

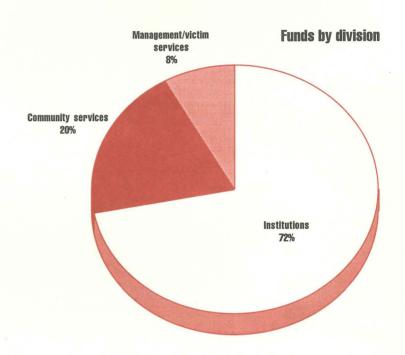
biennium to meet the demands caused by substantial offender population growth.

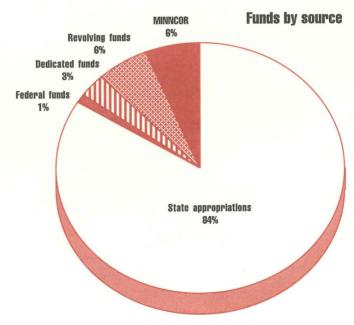
Larger increases included funds for additional prison beds at the Lino Lakes, Faribault, and Willow River/Moose Lake facilities, crime victim services, the Community Corrections Act, probation and supervised release services, and community programs such as Sentencing to Service.

The percentage of the department's budget allocated to institutions is approximately 72 percent, to community services 20 percent and to management services eight percent, which includes services for crime victims.

The department's budget represents 2.8 percent of the total state budget.

Corrections Department Budget analysis - fiscal year 1995





Minnesota Department of Corrections Fiscal Years 1994-97 General Fund Appropriation (dollars in thousands)

	<u>FY 1994</u>	<u>FY 1995</u>	FY 1996*	<u>FY 1997*</u>
Institutions				
Minnesota Correctional Facility (MCF)-Faribault	\$14,203	\$19,449	\$25,811	\$25,810
MCF-Lino Lakes	12,644	18,045	28,772	29,586
MCF-Oak Park Heights	15,579	16,747	17,249	17,297
MCF-Red Wing	7,050	7,350	8,086	8,647
MCF-St. Cloud	20,359	21,938	22,653	22,692
MCF-Sauk Centre	5,055	5,259	5,258	5,258
MCF-Shakopee	6,528	10,082	10,068	10,066
MCF-Stillwater	28,619	30,650	31,255	31,311
MCF-Willow River/Moose Lake	12,487	18,808	24,172	24,172
Thistledew Camp	17	18	17	18
Support Services	14,129	9,927	13,126	4,676
Total	\$136,670	\$158,273	\$186,467	\$179,533
Community Services				
Probation & Supervised Release	\$7,798	\$8,397	\$8,246	\$8,252
Community Corrections Act	25,851	28,959	30,959	31,959
Community Correctional Alternatives	5,275	5,726	12,341	12,342
Sentencing to Service	2,299	2,290	3,224	3,194
Facilities Planning & Inspection	1,329	1,584	2,090	1,883
Support Services	5,263	8,021	14,216	13,851
Total	\$47,815	\$54,977	\$71,076	\$71,481
Management Services				
Administrative Management	\$1,919	\$2,406	\$2,370	\$2,370
Financial Services	698	796	800	800
Office Services	831	1,110	1,296	1,216
Human Resource Management	695	725	802	802
Employee Development	485	475	553	553
Information Technology & Research	1,972	1,956	1,924	1,924
Victim Services	8,211	9,997	10,797	10,897
Total	\$14,811	\$17,465	\$18,542	\$18,562
DEPARTMENT TOTAL	\$199,296	\$230,715	\$276,085	\$269,576

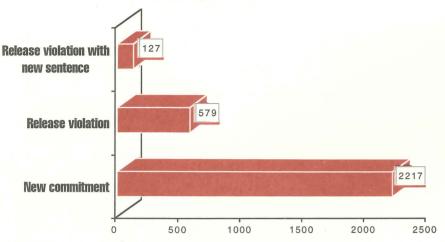
^{*}Analysis as of July 1, 1995. The Governor and legislative leaders have agreed to support a department request to the 1996 session for funds needed in FY97 that were not appropriated in 1995.

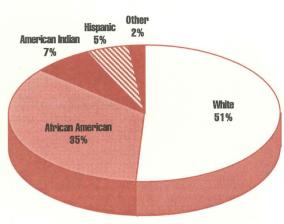
Statistical Profile

The data provided in this section is included as a general overview of the adult and juvenile offender populations served by the Minnesota Department of Corrections.

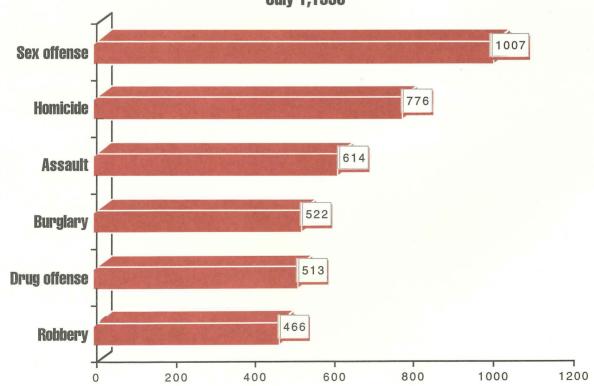


Race of adult institution population July 1,1995 (N = 4,644)



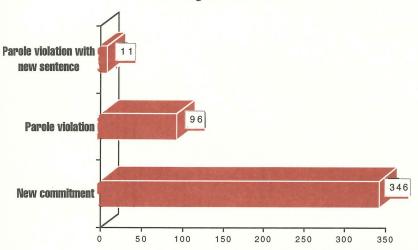


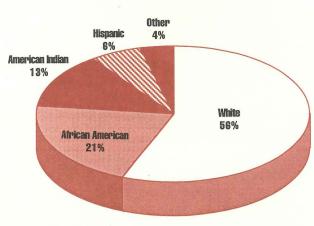
Adult institution population — top six offenses July 1,1995



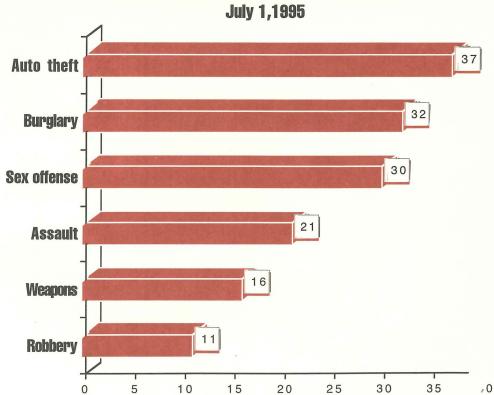


Race of juvenile institution population July 1,1995 (N = 217)





Juvenile institution population — top six offenses July 1,1995



Adult Inmate Profile

Data as of 7/1/95 (unle	ess noted)		1.17	Race:		
Population:			7	White	2381	51.3%
Total		4644		Black	1609	34.6%
Males		4424	95.3%	Indian	317	6.8%
Females		220	4.7%	Hispanic	250	5.4%
1 cmarcs		220	4.770	Other	87	1.9%
Return Rate (1992 su	pervised rele	eases, inten	sive com-			
munity supervision, pa	aroles, discha	rges): N=18	394	Educational Level:		
Follow-up Period		W/O New Sen		Grades 0-8	272	5.9%
12 months	11.7%	15.6%	27.3%	Grades 9-11	1513	32.6%
24 months	18.5%	17.3%	35.9%	High school graduate	1210	26.1%
				GED	783	16.9%
Commitments:	1994	1995	Change	College and up	638	13.7%
January-June	1256	1246	8%	Other/Unknown	228	4.9%
July-December	1098					
Total	2354			Average Age: 32.3		
Releases - Fiscal Yea	r 1995:			Marital Status:		
Supervised Release/		2156	82.2%	Single	3026	65.2%
Intensive Communi			6.9%	Married	790	17.0%
Discharge	ty Buper visite	286	10.9%	Divorced/Separated	648	14.0%
Total		2622	10.5 /6	Other/Unknown	180	3.9%
Total		2022		Other, Ohkhown	100	3.570
Admissions - Fiscal Y	Year 1995:			Religion:		
New Commitments		2217	75.8%	Catholic	717	15.4%
Release Return W/C	New Sent	579	19.8%	Lutheran	475	10.2%
Release Return W/N	lew Sent	127	4.3%	Baptist	470	10.1%
Total		2923		Muslim	125	2.7%
				American Indian religions	95	2.0%
Average Sentence Le	ngth (senten	ced in FY95	, includes	Other Christian	609	13.1%
jail credit, excludes life				(Note: 43.5% unknown or no pr	reference)	
purposes, the average			•		,	
months.		Č		Population by Institution:		
				Stillwater	1364	29.4%
Offenses (top six): N:	=4615			St. Cloud	813	17.5%
Sex Offenses	, 5 2 5	1007	21.8%	Faribault	759	16.3%
Homicide		776	16.8%	Lino Lakes	724	15.6%
Assault		614	13.3%	Oak Park Heights	401	8.6%
Burglary		522	11.3%	Willow River/Moose Lake	302	6.5%
Drugs		513	11.1%	Shakopee	216	4.7%
Robbery		466	10.1%	Red Wing	65	1.4%
Robbery		400	10.170	red wing	03	1.170
Types of Offenses: N	V=4615			Industry:		
Person		2933	63.6%	Inmates Employed 1067		
Property		998	21.6%			
Drug Offense		513	11.1%	Average Population - Fiscal Yea	ar 1995:	4492
Other/Not Reported		171	3.7%			
				Certified Juveniles:		
Current Inmates Age	e 50 or Olde	r: 254		Certified at Commitment	131	
				Current Inmates Under Age 18	22	

Number of Lifers: 215 (258 including non-Minnesota)

Juvenile Profile

Data as of 7/1/95 (unless noted)		
Population by Institution:		
Total	217	
Red Wing	111	51.2%
Sauk Centre	106	48.8%
Sex:		
Males	206	94.9%
Females	11	5.1%
Race:		
White	122	56.2%
Black	46	21.2%
Indian	29	13.4%
Hispanic	12	5.5%
Other	8	3.7%
Average Age: 16.5		
Offenses (top seven): N=193		
Auto Theft	37	19.2%
Burglary	32	16.6%
Sex Offense	30	15.5%
Assault	21	10.9%
Weapons	16	8.3%
Robbery	11	5.7%
Property Damage	11	5.7%

Commitments by Co	unty (top five): N=1	193
Hennepin		52	26.9%
Ramsey		16	8.3%
Winona		9	4.7%
Mille Lacs		6	3.1%
Olmsted		6	3.1%
Admissions - Fiscal	Year 1995:		
New Commitments		346	76.4%
Parole Return W/O	New Sentence	96	21.2%
Parole Return W/No	ew Sentence	11	2.4%
Total		453	
Releases - Fiscal Yea	r 1995:		
Parole		422	94.6%
Discharge		24	5.4%
Total		446	
Average Population	- Fiscal Year	1995:	223
Commitments:	1994	1995	Change
January-June	211	189	- 10.4%
July-December	168		
Total	379		

Ranking of States

Compiled by the Minnesota Department of Corrections January, 1995

State	Incarcera- tion Rate Rank	Inmates Per 100,000 Population ¹	Adult Insti- tution Population ¹	Violent Crime Rate Rank²	Adult Insti- tutions Operating Costs (in millions) ³	Operating Costs Per Citizen	Costs Per Citizen Rank	State Population ² (in thousands)	State Population Rank
Alabama	7	439	19,098	12	\$159.4	\$38.07	41	4,187	22
Alaska	27	256	2,738	15	\$116.2	\$193.99	1	599	48
Arizona	6	448	18,809	18	\$243.6	\$61.89	20	3,936	23
Arkansas	18	355	8,916	23	\$112.3	\$46.33	37	2,424	33
California	14	382	124,813	2	\$2,848.4	\$91.26	5	31,211	1
Colorado	26	272	9,954	24	\$209.6	\$58.78	24	3,566	26
Connecticut	19	331	14,427	31	\$354.7	\$108.24	4	3,277	27
Delaware	12	391	4,324	19	\$76.1	\$108.24	3	700	46
Florida	10	404	56,052	1	\$1,058.6	\$77.39	9	13,679	4
Georgia	9	417	30,292	17	\$464.6	\$67.17	15	6,917	11
Hawaii	40	170	3,246	43	\$61.0	\$52.05	29	1,172	40
Idaho	29	253	2,861	41	\$47.9*	\$43.59	39	1,099	42
	23				\$668.9	\$57.19	25	11,697	6
Illinois		302	35,614	7			28		14
Indiana	28	256	14,826	29	\$318.0	\$55.66	33	5,713	30
lowa	38	180	5,090	38	\$133.6	\$47.48		2,814	
Kansas	31	239	6,090	28	\$166.9	\$65.94	16	2,531	32
Kentucky	24	281	10,724	30	\$179.1	\$47.27	35	3,789	24
Louisiana	2	514	23,333	4	\$191.8	\$44.66	38	4,295	21
Maine	47	113	1,468	48	\$58.7	\$47.38	34	1,239	39
Maryland	11	392	20,887	6	\$364.3	\$73.37	10	4,965	19
Massachusetts	43	165	10,072	10	\$213.0	\$35.43	44	6,012	13
Michigan	8	423	40,220	11	\$1,062.0	\$112.05	2	9,478	8
Minnesota	49	100	4,573	37	\$113.1	\$25.04	48	4,517	20
Mississippi	13	385	10,631	32	\$85.0	\$32.16	46	2,643	31
Missouri	20	321	16,957	16	\$220.0	\$42.03	40	5,234	16
Montana	36	192	1,654	46	\$31.9	\$38.02	42	839	44
Nebraska	45	148	2,449	36	\$55.7	\$34.66	45	1,607	37
Nevada	5	456	6,745	9	\$79.0	\$56.88	26	1,389	38
New Hampshire	42	167	1,895	47	\$42.1	\$37.42	43	1,125	41
New Jersey	22	307	24,471	22	\$539.9	\$68.52	12	7,879	9
New Mexico	34	216	3,704	8	\$109.7	\$67.88	13	1,616	36
New York	17	361	65,962	3	\$1,283.8	\$70.55	11	18,197	2
North Carolina	21	314	22,650	20	\$564.1	\$81.22	8	6,945	10
North Dakota	50	75	522	50	\$8.6	\$13.54	49	635	47
Ohio	16	369	41,156	26	\$618.9	\$55.80	27	11,091	7
Oklahoma	4	501	16,306	21	\$196.9	\$60.94	22	3,231	28
Oregon	41	169	6,723	27	\$187.1	\$61.71	21	3,032	29
Pennsylvania	33	224	27,071	33	\$730.0	\$60.59	23	12,048	5
Rhode Island	37	185	3,049	34	\$88.8	\$88.80	6	1,000	43
South Carolina	3	504	19,646	5	\$174.5	\$47.90	32	3,643	25
South Dakota	32	227	1,636	45	\$22.5	\$31.47	47	715	45
Tennessee	25	278	14,397	13	\$344.8	\$67.62	14	5,099	17
Texas	1	545	100,136	14	\$1,600.0	\$88.74	7	18,031	3
Utah	44	154	2,948	39	\$87.1	\$46.83	36	1,860	34
Vermont	46	138	1,182	49	\$37.5	\$65.10	17	576	49
Virginia	15	374	24,822	35	\$324.1	\$49.93	30	6,491	12
Washington	35	198	10,650	25	\$332.3	\$63.24	19	5,255	15
West Virginia	48	106	1,941	44	\$23.0	\$12.64	50	1,820	35
Wisconsin	39	172	9,206	42	\$327.0	\$64.91	18	5,038	18
Wyoming	30	247	1,174	40	\$23.0	\$48.94	31	470	50
vvyorriing	00	<u>_</u> +/	1,177	70	Ψ20.0	φ10.04	51	17.5	

¹U.S. Department of Justice, Bureau of Justice Statistics, Prisoners under jurisdiction of state correctional authorities — June 30, 1994

²FBI Crime in the United States - 1993

³The Corrections Yearbook 1994 - Adult Corrections, published by the Criminal Justice Institute, Inc. (*Corrected number provided by the Idaho Corrections Department.)

The Minnesota Department of Corrections annually compiles the *Ranking of States* table shown on page 26. Minnesota ranks relatively low in violent crime, prison operating costs per Minnesotan, and the rate at which inmates are incarcerated in state prisons.

Rates Unrelated

This data illustrates the lack of evidence of a direct connection between the rates at which states incarcerate prisoners and violent crime rates.

Minnesota has had relatively low levels of violent crime for many years. Ranking 37th, Minnesota has consistently had lower violent crime than more than two-thirds of the country.

The table shows many states that incarcerate offenders at a high rate also have very high violent crime rates. Florida, for example, ranks first in violent crime while ranking 10th in incarceration rate. Louisiana, with the second highest incarceration rate in the nation, has one of the highest violent crime rates, ranking fourth.

States such as Minnesota, West Virginia, Vermont, Maine and Iowa have relatively low incarceration rates but also have low levels of violent crime.

Another recent ranking, the 1994 Criminal Justice Crisis Index compiled by Justice Fellowship in Washington, D.C., rated Minnesota very favorably. Minnesota was fifth lowest in degree of criminal justice crisis based on low crime rate, incarceration rate, costs, and prison admissions and releases.

Community Corrections

Minnesota's relatively low rate of incarceration is reflected in the correctional system's reliance on local sanctions. Community corrections programs in Minnesota provide a wide range of sentencing options. Examples include restitution, community service, diversion and jail/workhouse programs. Local corrections programs are subsidized by the state in 31 counties through the Minnesota Community Corrections Act.

Although the prison incarceration rate is relatively low, when local sanctions including probation, jails and workhouses are included in calculations Minnesota ranks high in the extent of control it exerts on offenders. A National Council on

Crime and Delinquency (NCCD) report ranks Minnesota 12th in the nation when these other sanctions and crime rates are included.

Minnesota's incarceration rate has been on a steady increase in recent years, with prison populations going up by approximately 300 a year.

Sentencing Guidelines

Minnesota's system of sentencing guidelines is an essential element in the state's reliance on community corrections. The system is intended to ensure that offenders convicted of serious crimes against persons or who have lengthy criminal records are sent to prison. Less serious offenders or those with less extensive or no criminal history are sentenced locally to sanctions including jail/workhouse time.

Low Costs

Minnesota ranks third lowest in the nation in spending on prisons per state citizen at \$25 per capita. Some other states include Tennessee at \$68 per capita; Kansas at \$66; New Mexico at \$68; Delaware at \$109; Michigan at \$112; and Texas at \$89.

Other States

Prison populations in the U.S. are the highest in history, reaching over one million. According to the U.S. Justice Department, the nation's prison population has increased nearly twofold since 1980, and growth was equal to a weekly average of about 1,500 inmates during the first six months of 1994.

Even with the expenditure of billions on expansions for thousands of prison cells during the past decade, the construction boom is continuing. A 1994 report indicated current prison construction exceeds \$5.1 billion for 102,000 beds, nearly \$200 million more than last year.

Construction costs are only the "tip of the iceberg" since operational costs match construction costs within two and one-half to three years. A May, 1994, survey indicated that there were more than 14,000 beds constructed in the nation but not yet open due to a lack of operational funds.

A sample of budgets for 1994-95 construction includes: California \$1.05 billion - 11,000 beds; New Jersey \$254 million - 3,392 beds; Connecticut \$232 million -

2,438 beds; Florida \$228 million - 13,454 beds; North Carolina \$206 million - 6,046 beds; Virginia \$205 million - 4,519 beds; and Wisconsin \$134 million - 1,802 beds. Some states have completed massive expansion such as Michigan with a \$900 million, 27-prison program. In California, the number of inmates has increased by 90,000 in the past decade to over 115,000. The annual prison budget is now more than \$3 billion and the state estimates it will need 25 more prisons to house another 100,000 inmates by the year 2000.

Crowding

As a result of increasing prison populations, many institutions in the U.S. are crowded over capacities.

Increased violence - Crowding correctional facilities is a direct cause of increased prison violence. The practice leads to violent fights, beatings, sexual assaults and other predatory behavior. Increased tensions have erupted into riots causing loss of life, serious injury to both staff and inmates, and destruction of facilities, resulting in the loss of millions of dollars.

Court orders - There are 39 states under federal court orders or consent decrees to limit prison populations and/or improve conditions because of crowding. The costs resulting from these court orders in terms of massive prison construction are huge.

Early releases - Court orders and state mandates have also resulted in early release of inmates due to crowding. In some states caps are placed on prison capacities and when they are exceeded inmate releases must occur. Thousands have been released as a result. In 1992, 17,000 inmates were released in Florida after serving six months or less of their sentences.

Minnesota prisons, while at or over capacity, have relatively low levels of violence, are not under court order and do not have early release orders.



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