



## League of Women Voters of Minnesota Records

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## DETENTION LEGISLATION

The following outline is a guide to the changes in Minnesota's detention statutes since 1975. An explanation of the format used for the outline will help the reader decipher what has already been a confusing area of juvenile law.

Each topic of the outline starts by stating the law of Minnesota as it existed in 1975. For the years 1976 and 1977, the changes made in each year from the previous year are noted. For the year 1978, the outline states the law as it now exists in full and notes any changes made from 1977. All changes are marked by underlining. From the outline, the reader can see where we started, where we are now, and the changes which occurred from year to year.

The references are for those who would like a ready guide to finding or checking the law at a given period of time. The topic references show generally where the subject may be found in any year from 1975 to 1978. The 1978 references tell the statutory placement and where the change in the law are recorded. The 1976-77 references to the changes tell where these may be found. A reference is made at the beginning of each year to inform the reader where the statutes and changes can generally be found.

Further changes in the detention laws were made in the area of notification procedures. Due to time restrictions, these were not set forth. This does not mean that they are not important however. Those topics covered were picked by the author as the more important to a greater number of people.

If you have any questions, please call or write:

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I. Custody - Generally, Section 260.165.

A. 1975 Minnesota Law (Minnesota Statutes 1974 and Laws of Minnesota 1975).

1. A child could be taken into custody by a peace officer:
  - a. By summons on the order of the juvenile court if the welfare of the minor so required; or
  - b. With the issuance of a warrant by the juvenile court if service upon a person designated to appear or bring the child would be ineffectual or if it was necessary for the welfare of the child; or
  - c. In accordance with the laws relating to arrests; or
  - d. If the child has run away; or
  - e. If the child was found in surroundings or conditions which endangered the child's health or welfare.
2. A child could be taken into custody by a peace officer or a probation or parole officer if it was reasonably believed the child had violated the terms of his parole, probation or other field supervision.

B. 1976 Minnesota Law (Minnesota Statutes 1976 and Laws of Minnesota 1976).

1. Same.
2. Same.

C. 1977 Minnesota Law (Minnesota Statutes 1976, 1977 Supplemental, and Laws of Minnesota 1976).

1. Same.
2. Same.

D. 1978 Minnesota Law (Minnesota Statutes 1978 and Laws of Minnesota 1978).

1. A child can be taken into custody by a peace officer:
  - a. By summons on the order of the juvenile court if the welfare of the minor so requires; or
  - b. With the issuance of a warrant by the juvenile court if service upon a person designated to appear or bring the child would be ineffectual or if it is necessary for the welfare of the child; or

- c. In accordance with the laws of arrests; or
  - d. If the child has run away; or
  - e. If the child has been found in surroundings or conditions which endanger the child's health or welfare. (Minnesota Statutes 1978, Section 260.165, subd. 1).
2. A child may be taken into custody by a peace officer or a probation or parole officer if it is reasonable to believe the child has violated the terms of his parole, probation, or other field supervision. (Minnesota Statutes 1978, Section 260.165, subd. 1).

II. Original Decision For Release or Detention - Generally  
Section 171, subd. 1.

A. 1975 Minnesota Law (Minnesota Statutes 1974 and Laws of Minnesota 1975).

- 1. A child taken into custody could be detained only if:
  - a. For the immediate welfare of the child; or
  - b. For the protection of the community.
- 2. If released, the person to whom the child was released must promise to bring the child to court if necessary.
- 3. The promise of return of the child could be made in writing.

B. 1976 Minnesota Law (Minnesota Statutes 1976 and Laws of Minnesota 1976).

- 1. Change: A child taken into custody could be detained only if there was reason to believe the child:
  - a. Would physically endanger himself or others; or
  - b. Not return for a court hearing; or
  - c. Not remain in the care or control of the person to whose lawful custody he was released; or
  - d. That the child's health or welfare would be endangered  
(Laws of Minnesota 1976, Chapter 318, Sec. 9).
- 2. Same.
- 3. Same.

4. Change: Added provision to allow court to require posting of bail or bond of person to whom child was released (Laws of Minnesota 1976, Chapter 318 Sec. 9).
  5. Change: Added provision to allow release of child on his promise to return (Laws of Minnesota 1976, Chapter 318 Sec. 9).
- C. 1977 Minnesota Law (Minnesota Statutes 1976, 1977 Supplemental and Laws of Minnesota 1977).
1. Same.
    - a. Change: Would endanger himself or others (Deletion of the word physically, Laws of Minnesota 1977, Chapter 330, Sec. 3).
    - b. Same.
    - c. Same.
    - d. Same.
  2. Same.
  3. Same.
  4. Same.
  5. Same.
- D. 1978 Minnesota Law (Minnesota Statutes 1978 and Laws of Minnesota 1978).
1. A child taken into custody can be detained only if there is reason to believe the child:
    - a. Would endanger himself or others; or
    - b. Not return for a court hearing; or
    - c. Not remain in the care or custody of the person to whose lawful custody he would be released; or
    - d. That the child's health or welfare would be endangered (Minnesota Statutes 1978, Section 260.171, subd. 1).
  2. If the child is released, the person to whom he is released must promise to bring the child to court, if necessary (Minnesota Statutes 1978, Section 260.171, subd. 1).
  3. The promise to return the child may be in writing (Minnesota Statutes 1978, Section 260.171, subd. 1).
  4. The court may require the posting of bail or bond of the



person to whom the child is released (Minnesota Statutes 1978, Section 260.171, subd. 1).

5. The court may release the child on his promise to return (Minnesota Statutes 1978, Section 260.171, subd. 1).

III. Time Requirements of Detention - Generally Sections 260.171, subd. 2, 260.172 and 260.173.

A. 1975 Minnesota Law (Minnesota Statutes 1974 and Laws of Minnesota 1975).

1. No longer than 24 hours of detention, excluding Saturdays, Sundays and holidays, after taken into custody unless a detention order, stating the reason for detention, signed by the judge.
2. No longer than 48 hours of detention excluding Saturdays, Sundays and holidays unless 1 above and a petition has been filed and the judge or referee "determines the child shall remain in custody."
3. No longer than 48 hours in a jail unless the judge notified the Commissioner of Corrections of the place of detention and reasons therefor. Then the Commissioner was to offer the services of his department to assist in relocating the child.
4. No notice to the Commissioner was necessary if the child was in a jail beyond 48 hours and was referred for prosecution as an adult.
5. If continued detention was not ordered then the judge could require the posting of a bail or bond of the person to whom the child was released.
6. If continued detention was not ordered the judge could release the child on his promise to return.

B. 1976 Minnesota Law (Minnesota Statutes 1976).

1. Change: Removed Saturday as an exclusion from the 24 hour period before detention order to be signed Laws of Minnesota 1976, Chapter 318, Sec. 10).
2. Change: 48 hour period reduced to 36 hours. Saturday removed as an exclusion. Detention hearing now required in the 36 hour period with specific criteria for continued detention (criteria same as II,B,1) (Laws of Minnesota Chapter 318, Secs. 10 and 18).

3. Change: If a child was to be held up to 48 hours, instead of beyond 48 hours, then Commissioner was to assist in the child's relocation.
4. Same.
5. Repealed (Laws of Minnesota, Chapter 318, Sec. 18).
6. Repealed. (Note that 5 and 6 were reenacted in a different section to allow bail, bond or a promise at any stage of the proceedings.) (Laws of Minnesota 1976, Chapter 318, Sec. 18.)
7. Change: Addition of section for requirements of detention beyond 36 hours. If at the detention hearing the court determined that detention should continue, then the judge could order detention for no longer than 8 days, excluding Sundays and holidays, from and including the date of the order. The judge must state the reasons and facts supporting this order. For detention beyond these 8 days, this process must be repeated within an 8 day period, excluding Sundays and holidays. (Laws of Minnesota 1976, Chapter 318, Sec. 14).

C. 1977 Minnesota Law (Minnesota Statutes 1976, 1977 Supplement and Laws of Minnesota 1977).

1. Change: Saturday added back as an exclusive day for 24 hour period (Laws of Minnesota 1977, Chapter 330 Sec. 4).
2. Change: Saturday added back as an exclusive day for 36 hour period (Laws of Minnesota 1977, Chapter 330, Sec.4).
3. Same.
4. Same.
5. Same.
6. Same.
7. Change: After original 8 day order, which now excludes Saturdays also, only informal reviews were necessary, not a hearing, and these reviews were to be held every eight days, excluding Saturdays, Sundays, and holidays. However, any party could request a formal hearing if he wishes to present new evidence concerning whether the child should continue in detention. (Laws of Minnesota 1977, Chapter 330, Sec. 6).

D. 1978 Minnesota Law (Minnesota Statutes 1978 and Laws of Minnesota 1978).

1. No child may be detained longer than 24 hours, excluding Saturdays, Sundays, and holidays after the taking into

custody unless an order for detention has been signed, specifying the reason for detention. (Minnesota Statutes 1978, Section 260.171, subd. 2).

2. No child may be detained longer than 36 hours, excluding Saturdays, Sundays, and holidays, after the taking into custody, unless a petition has been filed, a detention hearing has been held, and continued detention is ordered (Minnesota Statutes 1978, Sections 260.171, subd. 2 and 260.172).
3. Change: If a child is to be held beyond (back to beyond instead of up to) 48 hours in a jail, then the judge is to notify the Commissioner. The Commissioner is then to assist the court in relocation of the child. (Minnesota Statutes 1978, Section 260.171, subd. 2 and Laws of Minnesota 1978, Chapter 637, Sec. 1).
4. No notice to the Commissioner is necessary if the child is in a jail beyond 48 hours and the matter is referred for prosecution as an adult. (Minnesota Statutes, 1978, Section 260.171, subd. 2).
5. Repealed.
6. Repealed.
7. If detention is to continue, as determined at the detention hearing, then the judge may order detention for up to 8 days, excluding Saturdays, Sundays, and holidays. If further detention is necessary, then a informal review must be made within 8 days, excluding Saturdays, Sundays, and holidays. This process may be repeated as many times as necessary. Any party may request a formal hearing if he wishes to present new evidence concerning whether a child should be detained further. (Minnesota Statutes 1978, Section 260.172, subds. 1, 2 and 4).

IV. Place of Detention - Generally Sections 260.171, subd. 2 and 260.173.

A. 1975 Minnesota Law (Minnesota Statutes 1974 and Laws of Minnesota 1975).

1. A child could be detained:
  - a. In a detention home (not defined); or
  - b. In a licensed facility for foster care; or
  - c. In a suitable place designated by the court if the place was not required to be licensed as a facility for foster care, or if no licensed facility for foster care was available; or



d. In an institution maintained by the Commissioner for detention, diagnosis, custody, and treatment of persons adjudicated delinquent, provided the Commissioner consented and the county agreed to pay the costs.

2. A child alleged to be delinquent or to have violated the terms of his probation, parole, or other field supervision and if the child's habits, conduct, or condition constitute a menace to himself to the extent that he cannot be released or cannot be detained in any other detention place described, could be detained in a jail lockup, police station or other facility for the detention of adults.
3. A minor under the age of 16 could not be kept in the same room with adult prisoners. (Minnesota Statutes 1974, Section 641.14).

B. 1976 Minnesota Law (Minnesota Statutes 1976 and Laws of Minnesota 1976).

1. Change: Repealed (Laws of Minnesota 1976 Chapter 318, Sec. 18).
2. Change: Repealed (Laws of Minnesota 1976, Chapter 318, Sec. 18).
3. Change: The age of separation was raised to 17 and under. (Laws of Minnesota, Chapter 318, Sec. 16).
4. Change: "Detention facility", "secure detention facility" and "shelter care facility" now defined (Laws of Minnesota 1976, Chapter 318, Sec. 5).
5. Change: Dependent/neglect children could only be placed in shelter care facilities. They could not be placed in these facilities with children alleged to have committed an offense which would be a crime if the child were an adult or were believed to have violated their parole, probation or other field supervision under which they were placed as a result of this type of offense (Laws of Minnesota 1976, Chapter 318, Sec. 15).
6. Change: Children who had allegedly committed status offenses, or were believed to have violated their field supervision under which they were placed for status offenses, could be placed in shelter care facilities - it is unclear whether this was mandatory or discretionary (Laws of Minnesota 1976, Chapter 318, Sec. 15).
7. Change: If a child had previously escaped or was from another state and absent from his home for more than 24 hours without permission of his parent, he could be placed in a secure detention facility (Laws of Minnesota 1976, Chapter 318, Sec. 15).

8. Change: A child who had allegedly committed an offense which would be a crime if he were an adult, or had allegedly violated his field supervision under which he was placed as a result of this type of offense, could be placed in a shelter care or secure detention facility (Laws of Minnesota 1976, Chapter 318, Sec. 15).
  9. Change: If a child in #8 could not be placed in another type of detention facility, he could be detained for up to 48 hours in a jail, lockup or other facility used for the confinement of adults who had been convicted or charged with a crime, but in quarters separate from the adults. When the Commissioner was notified of the existence of this type of detention, he could direct the child to the nearest juvenile detention if one was available (Laws of Minnesota 1976, Chapter 318, Sec. 15).
  10. Change: No child under 14 could be placed in a facility used for the confinement of adults (Laws of Minnesota 1976, Chapter 318, Sec. 15).
  11. Change: In order for a child to be detained in a state correctional institution for juveniles, the Commissioner must have consented and the county agreed to pay the costs (Laws of Minnesota 1976, Chapter 318, Sec. 15).
- C. 1977 Minnesota Law (Minnesota Statutes 1976, 1977 Supplement, and Laws of Minnesota 1978).
1. Same.
  2. Same.
  3. Same.
  4. Change: "Shelter care facility" means a physically unrestricting facility. It was a "physically unrestricting detention facility" (Laws of Minnesota 1977, Chapter 330, Sec. 2).
  5. Same.
  6. Same.
  7. Same.
  8. Same.
  9. Same.
  10. Same.
  11. Same.

D. 1978 Minnesota Law (Minnesota Statutes 1978 and Laws of Minnesota 1978).

1. Repealed.
2. Repealed.
3. Children under the age of 18 placed in a jail must be confined in rooms separate from adult prisoners (Minnesota Statutes 1978, Section 641.14).
4. Detention facility means a facility used for the temporary care of a child in a shelter care or secure detention facility, pending court disposition. Secure detention facility means a physically restricting detention facility, including a detention home. Shelter care facility means a physically unrestraining facility, such as a group home or a licensed home for foster care, excluding a detention home (Minnesota Statutes 1978, Section 260.015, subds. 15, 16, and 17).
5. Change: Dependent/neglect children can only be detained in a shelter care facility. There is no restriction on placing them in these facilities with other types of children (Minnesota Statutes 1978, Section 260.173, subd. 1, and Laws of Minnesota 1978, Chapter 637, Sec. 2).
6. Change: Children alleged to have committed a status offense, or to have violated field supervision under which they were placed as a result of a status offense may be detained for up to 24 hours in a shelter care, secure detention facility, or if no secure detention facility available for use by the county having jurisdiction over the child, then in a facility for the confinement of adults, in separate quarters, and in only those which have been approved for detention by the Commissioner. After 24 hours these children may only be placed in shelter care facilities (Minnesota Statutes 1978, Section 260.173, subd. 1 and Laws of Minnesota 1978, Chapter 637, Sec. 2).
7. Change: No separate category of detention for runaways (Laws of Minnesota 1978, Chapter 637, Sec. 2).
8. A child who is alleged to have committed an act which would constitute a crime if he were an adult, or allegedly violated his field supervision under which he was placed as a result of such an act, may be placed in a shelter care or secure detention facility.



9. Change: If a child in #8 cannot be detained in another type of facility and if there is no secure detention facility in the county, he can be detained for up to 48 hours in a jail, lockup or other facility used for the confinement of adults who have been convicted or charged with a crime, in separate quarters, and which has been approved by the Commissioner for the detention of juveniles for up to 48 hours. If the child is to be detained beyond 48 hours, he may be detained in an adult facility for up to eight days, from and including the date of the original detention order, in separate quarters, if there is no secure detention facility for juveniles available for use by the county, and if the facility has been approved by the Commissioner for eight-day detention. The Commissioner, after eight days, must direct that a child detained in these facilities be placed in an approved detention facility with the approval of the administrative authority. These rules do not apply to those referred for adult prosecution (Minnesota Statutes 1978, Sections 260.171, subd. 2 and 260.173, subd. 4, and Laws of Minnesota 1978, Chapter 637, Secs. 1 and 2).
10. No child under 14 may be detained in an adult facility (Minnesota Statutes 1978, Section 260.173, subd. 4).
11. In order for a child to be detained at a state correctional institution for juveniles, the Commissioner must have consented and the county agreed to pay the costs. (Minnesota Statutes 1978, Section 260.173, subd. 5).
12. Change: When a child is directed by the Commissioner after an eight-day detention in a jail to an approved detention facility, the costs of the detention are charged to the county for which the child is being detained (Minnesota Statutes 1978, Section 260.173, subd. 5 and Laws of Minnesota 1978, Chapter 637, Sec. 2).

## HISTORY OF THE DEINSTITUTIONALIZATION EFFORT IN MINNESOTA

In 1973 and 1974, prior to the passage of the Juvenile Justice and Delinquency Prevention Act, the Minnesota Department of Corrections sponsored a task force composed of judges and corrections people to look into the issues surrounding the detention of juveniles in Minnesota. The recommendations of this task force were very similar to the mandates of the Juvenile Justice Act...namely that status and non-offenders do not belong in jails or secure detention facilities. Since 1976, the Department of Corrections in their mission statement has discouraged the use of state correctional institutions for status offenders.

Minnesota was one of the first states to complete a juvenile justice plan and to receive funds under the Juvenile Justice Act. The decision to accept funds from this Act was made because Minnesota has had a history of supporting less restrictive placement for juveniles. Trends toward community care of mental health patients and the later development of community responsibility for corrections illustrated this interest. Governor Quie, at that time Congressman Quie, supported the passage and reauthorization in 1977 of the Juvenile Justice and Delinquency Prevention Act. (See Attachment A.)

In 1976 the Minnesota legislature passed laws which limited the use of certain facilities (namely jails and detention centers) for children accused of status offenses. This law was amended in 1977 and 1978. In addition, a law passed in 1978 prohibits the use of state and county correctional institutions for adjudicated status offenders. The passage of these laws placed Minnesota in legislative compliance with the requirements of the Juvenile Justice Act.

By the end of 1978, Minnesota should have shown a 75 percent reduction in the number of status and non-offenders held in correctional facilities from the base year 1975. If Minnesota can meet this reduction, then our state is eligible to receive federal funds for two more years to meet full compliance or 100 percent reduction. If not, the federal government can deny Minnesota any future funds appropriated for the Juvenile Justice and Delinquency Prevention Act. These funds would be used by OJJDP to distribute to other states who had achieved compliance, or for other purposes outlined in the Juvenile Justice Act. (See Attachment B )

At the direction of the Minnesota Juvenile Justice Advisory Committee, appointed by the governor, all of the funds received from the Juvenile Justice Act have been used to develop alternatives to the use of jails, detention, and correctional institutions for juveniles, particularly status offenders. (See Attachment C)

ATTACHMENT C

THE DISTRIBUTION OF FUNDS APPROPRIATED TO MINNESOTA UNDER THE  
JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT

Appropriated

1975 - 169,638  
1976 - 433,500  
1977 - 773,500  
1978 - 1,087,214  
1979 - 1,074,619  
1980 - 468,825 (estimated)

Allocated

Shelter Programs: \$934,212

Thirteen (13) programs covering 23 counties

Pre-Adjudication Programs: \$522,452

Five programs that include three counties and one statewide advocacy program.

Post-Adjudication Programs: \$938,314

Fifteen programs include twelve counties and one statewide program and one metro area program.



APPROVED JUVENILE DETENTION AS OF FEBRUARY 12, 1979

Aitkin - 6 hours conditional	Marshall - 48 hours
Anoka - 24 hours Jail Lino - indefinite	Martin - 48 hours
* Becker - No approval (old)	Meeker - 48 hours
Beltrami - 24 hours	Mille Lacs - 48 hours
Benton - No facility	Morrison - 24 hours
Big Stone - No facility	Mower - 48 hours
Blue Earth - 48 hours	Murray - No facility
Brown - 48 hours	Nicollet - 24 hours
Carlton - No facility	Nobles - 48 hours
Carver - 48 hours conditional	Norman - 24 hours
Cass - 48 hours	Olmsted - 8 days
Chippewa - No approval	Otter Tail - 24 hours
* Chisago - No approval	Pennington - 48 hours
Clay - Juv. Det. Center-indefinite	Pine - No approval
Clearwater - 24 hrs. cond'l.	Pipestone - 24 hours
Cook - 24 hours	Polk - 8 days
Cottonwood - 24 hours	Pope - 24 hours
* Crow Wing - No approval (old)	Ramsey - Juv. Det. Ctr.-indefinite
Dakota - 48 hours	Red Lake - No approval
Dodge - No facility	Redwood - No approval
Douglas - 48 hours	Renville - No approval
Faribault - 24 hours	Rice - 48 hours
Fillmore - 48 hours	Rock - 24 hours
Freeborn - 48 hours	Roseau - 48 hours
Goodhue - 48 hours	St. Louis - Juv. Det. Ctr.-indefinite
Grant - No facility	Scott - 48 hours
Hennepin - Juv. Det. Center-indefinite	* Sherburne - No approval (old)
* Houston - No approval	Sibley - 24 hours
Hubbard - No approval	Stearns - 24 hours
Isanti - No approval	Steele - 48 hours
Itasca - No approval	Stevens - No approval
Jackson - 24 hours	Swift - No facility
Kanabec - No approval	Todd - No approval
Kandiyohi - 48 hours	Traverse - 24 hours
Kittson - No approval	Wabasha - 24 hours
Koochiching - 6 hrs/24 hrs. cond'l.	Wadena - 24 hours
Lac Qui Parle - 48 hours	Waseca - 24 hours
Lake - 24 hours	Washington - 48 hours
Lake of the Woods - 24 hrs. cond'l.	Watsonwan - No facility
LeSueur - No approval	Wilkin - No facility
Lincoln - 24 hours	* Winona - 24 hours conditional
* Lyon - No approval (old)	Wright - 48 hours
McLeod - No approval	Yellow Medicine - No approval
Mahnomen - 24 hours	

State Training School, Red Wing - indefinite  
Minnesota Home School, Sauk Centre - indefinite

\*New facilities under construction or to be under construction soon

Freeborn, Martin, Mower, Roseau and Pennington are pending 8 day approval

## ISSUES SURROUNDING PRESENT JUVENILE DETENTION AND DISPOSITION STATUTES

- A. Lack of understanding or misinterpretation of the statute which became effective August, 1978.
  - 1. Juveniles suspected of status offenses can be apprehended.
  - 2. Juveniles suspected of status offenses can be detained in approved jails or detention facilities for up to 24 hours, assuming detention criteria have been met. Some jurisdictions may have policies which do not permit secure detention of juveniles suspected of status offenses for any period of time, but the law allows 24 hours.
  - 3. If the juvenile suspected of committing a status offense is found, during the 24 hours, to be under court jurisdiction for a criminal offense - i.e. auto theft or burglary, the juvenile may be detained in an approved secure facility longer, assuming that at a detention hearing the need for continued detention has been sustained. Some jurisdictions have policies which do not allow the continued detention beyond 24 hours of any juvenile accused of committing a status offense. The intent of the legislation is that detention in an approved secure facility should not be longer than 24 hours for any juvenile who is under court jurisdiction because of a status offense and is currently accused of committing a status offense. These juveniles, if continued detention is necessary, must be placed in a non-secure shelter facility.
  - 4. If a juvenile accused of committing a status offense is placed in either a secure or non-secure facility, there must be a detention hearing within 36 hours; excluding Saturdays, Sundays and holidays.
- B. The Department of Corrections has approved few jails in Minnesota for the detention of juveniles beyond 48 hours.
  - 1. Attached is the most current listing of approved jails for juvenile detention.
  - 2. Jails must be approved by the Department of Corrections before they can hold any juvenile, whether an accused status offender or an accused criminal-type offender.
  - 3. Most jail facilities have been approved to hold juveniles up to 24 hours. Fifty-six (56) facilities have been so approved.
  - 4. If a juvenile needs to be detained beyond 48 hours, it is necessary to transport the juvenile to an approved 8 day jail or to a juvenile detention center. It is not known how many juveniles require detention beyond 48 hours. Information about the numbers of juveniles requiring continued detention is necessary before assessing the effect of the 48 hour jail approvals.

- C. The change in the statute which does not allow an adjudicated/or an accused status offender to be placed in correctional facilities has been stated to limit the authority of the court to enforce its orders.
1. There is insufficient data to know how many juveniles adjudicated for status offenders do not obey court orders.
  2. There is said to be a problem that truancy cases ordered to attend school will not do so without the clout of the court's authority to securely detain a juvenile for disobeying the order. It is not known how many juveniles this affects; or how many juveniles do resume school attendance after being so ordered by the court.
  3. Some jurisdictions have developed procedures outlining what options and alternatives are to be used by the schools before a truancy petition can be filed. The effect of these policies should be examined.
  4. There is concern that juveniles who continue to run from facilities after having been placed there by the court, need to be securely detained until the appropriate service personnel can deal with the problem. There is insufficient data to know the number of juveniles who continue to run. There is also insufficient data to know whether securely detaining a runner is an effective way to change this behavior. Best estimates indicate that of 50 referrals a week to Hennepin County's SOS program, (a status offense referral program administered by Hennepin County Welfare), only 10% or 5 come back into the system. (This program is primarily for runners.) It is further estimated that only one will continue to not respond to the agency's assistance. This is 1/2 of 1% of the juveniles seen in this program. This would not include truancy cases who need to be petitioned to court by the school. It is not known whether these estimates hold true for juveniles who are referred to court for status offenses.

## FACTS ABOUT STATUS OFFENDERS IN MINNESOTA

There are about 37,000 arrests of juveniles a year.\* Of these, about 5,000 are arrests for status offenses (i.e. curfew absention).\* This does not include court referrals from schools, parents or social agencies.

In 1975 there were about 16,600 secure detentions in Minnesota jails and detention centers. Of these, about 6,000 were detained for status offenses.

In 1977 there were about 13,700 secure detentions in Minnesota jails and detention centers. About 3,600 were detained for status offenses. This is a reduction of about 38%.

In 1978 there were about 2,000 detentions for status offenses. Thus a reduction of about 64% from 1975.

About 44% of all arrests are referred to juvenile court.\*

The most common disposition for all cases is probation.

In a study being conducted by the Crime Control Planning Board, the sample of 1,129 offenders indicates that:

- a. 70% of all first referrals to juvenile court are for misdemeanors and felonies.
- b. 30% of all first referrals to juvenile court are for status offenses.
- c. Over 50% of all offenders adjudicated delinquent who appear in juvenile court do not return; by the second disposition 70% do not return.
- d. Of those offenders referred initially for status offenses, 60% do return - usually for another status offense. This is especially true of females, less true for male offenders.
- e. Of those juveniles initially referred for a status offense, about 50% were male and 50% were female.
- f. Of all juveniles referred to juvenile court, 78% are male and 22% are female.
- g. Females are initially referred to juvenile court for status offenses 63% of the time.
- h. Males are initially referred to juvenile court for status offenses 20% of the time.
- i. The status offender problem in Minnesota primarily is a problem of female offenders.



- j. In reviewing out of home placements of first time adjudicated status offenders, we find that females are two and one half times more likely to be removed from their homes than males.

FACTS WE DO NOT KNOW ABOUT STATUS OFFENDERS IN MINNESOTA

We do not know why some juveniles return to court while others do not.

We do not know which programs work best for which kind of juvenile offender.

We do not know whether non-intervention with juvenile offenders is as effective as intervention.

We do not know whether the juvenile justice system is appropriate for all classes of juvenile offenders.



## Y.A. Interview

# ● Rep. Quie on youth jobs, runaways, juvenile justice

(Rep. Albert Quie (R-Minn.) is the ranking Republican member of the House Education and Labor Committee, which, among other responsibilities, has jurisdiction over programs relating to juvenile justice and delinquency prevention, runaway youth, and youth employment. Quie has long been concerned with youth policy questions in the House,

means some sort of hiring subsidies. I'd like to see us put in a good youth differential under the Fair Labor Standards Act; meaning that we'd have no minimum wage for anyone who was below 18, and for everybody who was in school between 18 and 21 the minimum wage would be 75% of that set for adults. I believe that would be the incentive



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League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102  
October 1973

To: Corrections Item Committee  
From: Eleanor Weber, Chairman  
Re: Meeting  
October 10, 1973

NOTICE OF MEETING

Date: Monday, October 15, 1973

Time: 9:30 - 12:30

Place: Washburn Library, 5244 Lyndale, Minneapolis  
(35W to Diamond Lake exit; west to Lyndale,  
north to 52 on left)

Agenda:

1. Discussion of educational programs available to adult and juvenile clients of state correctional system.

Al Maresh, Education Coordinator, Minnesota Department  
of Corrections

Dr. Avi Olson, Assistant Education Coordinator, Minnesota  
Department of Corrections

Charles McDonald, State Department of Education

2. Chance to sign up for tours if you have not already done so.

UP TO THE MINUTE DIRECTIONS ON THE GUIDE TO CORRECTIONS -----

1. You are receiving two complete sets of questionnaires: one at the back of the Committee Guide; one enclosed separately. Additional copies as needed may be obtained from the state office, 555 Wabasha, St. Paul, 55102, for 34¢ a set.

\*\*\*\*\*

2. ALL QUESTIONNAIRES MUST BE COMPLETED BY A LEAGUER IN A PERSONAL INTERVIEW. Under no circumstances are the questions to be left with the expert for him to fill in when you are not there.

\*\*\*\*\*

3. IN MAKING THE APPOINTMENT FOR THE INTERVIEW, TELL THE EXPERT THE TIME NEEDED IS ABOUT 1 and 1/2 HOURS.
4. Note - page 33, question 4. This type of question appears in each interview. The committee believes it an important discussion point. See what you can learn.
5. COORDINATION OF EFFORT:

The committee and the State Board believe it important to coordinate interview efforts in the different areas of the state.

Hennepin County: Coordination will be planned through the Hennepin County LWV Ad Hoc Committee.

Ramsey County: Eleanor Weber will act as convenor to arrange a session for planning coordination

Remainder of the state: Margaret Maresh and Cheri Straub, both members of the State Corrections Committee, are phoning a League in each area. That League will have the responsibility of aiding and coordinating the efforts of Leagues in the area to know their correctional facilities and officials located in that particular area.



The League of Women Voters of Minnesota

CORRECTIONS ITEM

COMMITTEE GUIDE I +

September 1973  
Pm - P

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+ One copy per League and on DPM.

Additional copies available at \$1.10 per copy + postage and handling.

Additional questionnaires available at 34¢ per complete set + postage and handling.



## PREFACE

Corrections: Study of the organization of both adult and juvenile correctional systems.

May 1973 saw Convention delegates adopt the above item as the major study effort of the League of Women Voters of Minnesota for the next two years. Not only is this item broadly worded but lest there be any doubt about our intention to cover "everything", the dimensions were given as:

- a. Philosophy of rehabilitation and institutionalization (analysis of recidivism)
- b. Facilities
- c. Personnel
- d. Adult Corrections Commission, Youth Conservation Commission - personnel, powers, procedures
- e. The interface between judiciary and corrections; i.e. sentencing, probation
- f. Alternatives

Direction from the Convention included suggestions that the study include learning what exists not only by study but also through field work in which institutions are visited, correctional staff interviewed, etc.; summarizing of current thoughts and patterns in corrections; listing of alternatives and the pros and cons of various methods. It was suggested that these steps be accomplished this year with information going to local Leagues "immediately". The third step would be to evaluate how to get from where we are in corrections in Minnesota to where we want to go. Further direction at the Convention requested that we take into account the area of finance so that we will know what it costs to implement proposals.

This Committee Guide is the first in a series to help all of us carry out the expressed desire of Convention delegates. Guide I will give us a broad overview of where the corrections system is at in Minnesota, the trends, the state appropriations. What it does not give is information about county (local) jails, group homes, community based facilities in general, parole and probation officers . . . how they function, whom they serve, what the conditions are. And so we have two beginning tasks . . . become acquainted with the information given in this Guide about state institutions and corrections in general; learn to know your local correctional facilities.

Go see your county jail; interview the county probation officer; visit a local group home or community based corrections facility. Using the questionnaires included in this Guide, report your findings to the State Committee by March 1, 1974. Learn your local county's expenditures for corrections and where these funds come from. Report this information also to the State Committee by March 1.

But don't stop there . . . filling out a form. Most important of all, share all these experiences with as many local League members as possible: use the bulletin to give facts and figures; use the bulletin to review "the book of the month" on corrections; have corrections officials and former clients of the system speak to a League meeting; see a film on corrections or listen to a tape; furnish "Marshalling Citizen Power to Modernize Corrections" to every member. Let your imagination and local needs be your guide.

The State Committee will organize a series of tours, held beginning in October and November, to visit state facilities at Lino Lakes, Sauk Centre and Shakopee. At present it is impossible to visit either the State Prison at Stillwater or the State Reformatory at St. Cloud. The Committee will continue to explore



the alternatives to visiting so we may become acquainted with them. A State Committee member from each juvenile detention district will be arranging a session to plan how to study that facility.

Please keep in mind the deadlines given in the OUTLOOK FOR WORK:

1. September 1973 . . . . Committee Guide
2. March 1974 . . . . Deadline: Return information on local facilities, programs, interface, interviews to state office.
3. September 1974 . . . . Publication
4. Consensus . . . . early 1975.

## GENERAL REMARKS

No one of us can fail to be aware of the failures of the corrections system in the United States and in Minnesota. The failures make headlines such as those reporting the riots at Attica, troubles at St. Cloud State Reformatory and at Stillwater State Prison, the offender on a supervised pre-release program who allegedly committed several murders. What we are often unaware of are the successes and the efforts of all those with responsibility regarding corrections - from the legislature itself through the administrators to the custodial counsellors and probation workers. In our state they are continually at work reviewing current procedures and devising better methods for corrections.

The Minnesota Department of Corrections (DOC) states in "Action Planning for Correctional Change":

"The coming biennium represents a time of transition for the Department of Corrections. During this period, the Department plans to evolve from an agency providing direct institutional and community services, to one serving as a general resource for the State with the growth of Community Based Corrections.

### A. Why Change is Needed

The long range Action Plans described in this publication provide a basis for making the State's Corrections System more humane, rational and effective. If we fail to implement these plans, we will be condemned to repeat the last century and a half of bleak and ineffective correctional history.

### B. Basic Concerns

The basic concern of the Department, like that of the rest of the criminal justice system, is the community's protection. But this concern cannot be met merely by the control of offenders through custody. Because almost all the Department's clients will once again be released, methods must be used to prepare those now in custody or under supervision to lead responsible lives as free individuals.

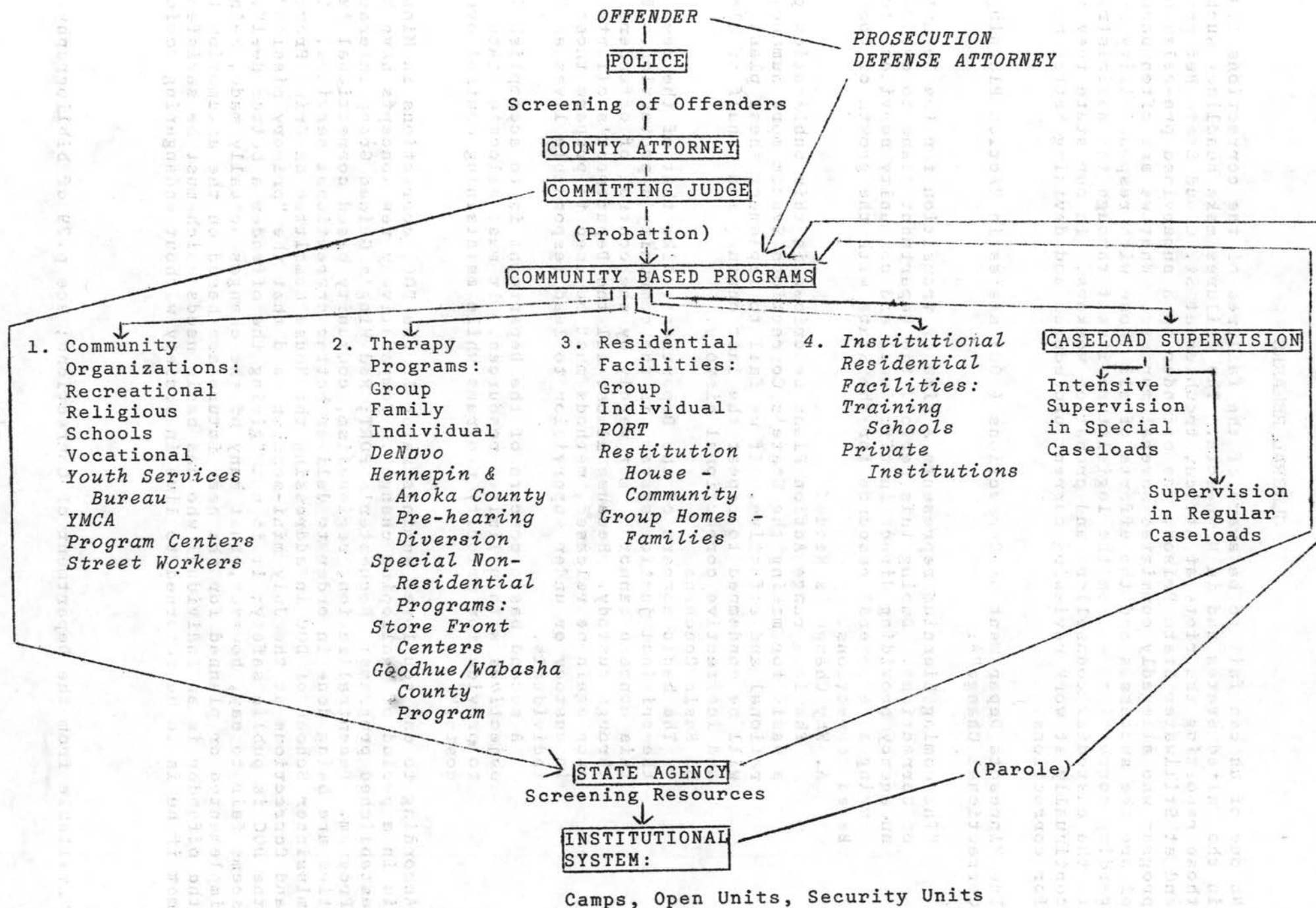
A second basic concern of the Department is to accomplish its objectives within limited resources. It must allocate State funds to provide for priority programs while maintaining control over costs."

According to one top level administrator in the DOC, corrections in Minnesota is in a period of "galloping change". Comparatively new concepts have become established programs: Rochester's PORT; Red Wing's Guided Group Interaction Program. Decentralization, regionalism, community based correctional facilities are being done in order to deliver better correctional services. Commissioner Schoen of DOC in addressing the House Committee on Crime Prevention and Corrections at the July mini-session said that the "primary mission" of the DOC is public safety; it is not "giving the offender a better deal". It seems fair to say, however, that many of the changes actually made, being implemented or planned for the near future are based on the assumption that the offender is an individual who has basic needs which must be satisfactorily met if he is to be returned to live in society without endangering society.

\*Available from the Department of Corrections; see p.29 of bibliography.

# ELEMENTS OF A GENERALIZED CORRECTIONAL SYSTEM

- 2 -



Source: U.S., President's Commission on Law Enforcement and Administration of Justice, "The Challenge of Crime in a Free Society", Washington D.C.: U.S. Government Printing Office, February 1967, p. 182.

Note: The main part of this chart came from the Source as noted. However, that part in *Italic type* occurs in Minnesota. This information is generally correct, but there are times when exceptions do exist.

Ideally, the offender could get into the community based programs three ways: 1.) by way of the courts (judge) via probation; 2.) by way of the State Agency<sup>1</sup>; 3.) by way of the institutional system via parole. A very few cases are referred by the prosecution and/or the defense attorney<sup>2</sup>. A proposed structure might get the offender into the programs by eliminating the red tape of most of the criminal justice system. Self referral, referral by a social institution or agency, referral by the police, and increased referrals by the prosecution and/or defense attorney would divert offenders into Correctional and Preventing Services (Community Based Programs), thereby keeping offenders out of the official system.

1. Referral by a State Agency does not occur in Minnesota, and whether it does occur in any state is not known. It seems to imply the judge would give up his sentencing function, and it is hard to visualize any judge willing to do this.
2. This referral is done on a selective basis in the counties of Anoka, Ramsey, Hennepin and Otter Tail. It is just beginning in Kandiyohi. The procedures used in this type of referral are not uniform.



	STATE INSTITUTIONS UNDER THE JURISDICTION OF TH			
	MINNESOTA STATE PRISON (Stillwater)	MINNESOTA STATE REFORMATORY for MEN (St. Cloud)	MINNESOTA CORRECTIONAL INSTITUTION for WOMEN (Shakopee)	MINNESOTA RECEPTION and DIAGNOSTIC CENTER (Lino Lakes)
Superintendent	Bruce W. McManus	William F. McRae	D. Jacqueline Fleming	Warren T. Johnson
Year Opened	1914	1889	1920	1963
Clientele	Adult male felons age 21 and older	Youthful offenders age 16 to 24	Female adult and youthful offender, felons	Juvenile boys and girls <sup>(1)</sup>
Capacity	1350	800	60	216
Average Population	766	494	48	187
Average Length of Reception & Diagnosis <sup>(2)</sup>				54 days <sup>(3)</sup>
Average Length of Treatment <sup>(2)</sup>	613 days	494 days	379 days	69 days <sup>(4)</sup>
Staff Size	374.75	257	42.5	215
Annual Budget 1973/74	\$4,701,854	\$4,146,254	\$537,548	\$2,245,995
Comments				Serves mainly the Twin Cities metropolitan area (Hennepin, Ramsey, Anoka)

E MINNESOTA DEPARTMENT OF CORRECTIONS

STATE TRAINING SCHOOL	MINNESOTA HOME SCHOOL	WILLOW RIVER FORESTRY CAMP	THISTLEDEW CAMP
(Red Wing)	(Sauk Centre)	(Willow River)	(Togo)
Orville B. Pung	Harvey Akerson	Ralph L. Nelson	Dennis Hanson
1891	1911	1951	1955
Juvenile boys and girls <sup>(1)</sup>	Juvenile boys and girls, 12 - 18 <sup>(1)</sup>	Adult & youthful offenders from MN State Prison and St. Cloud <sup>(1)</sup>	Boys, age 16 to 17 <sup>(1)</sup>
250	150	60	60
199	125	38	26
43 days <sup>(3)</sup>	43 days <sup>(3)</sup>		
212 days <sup>(4)</sup>	153 days <sup>(4)</sup>	180 days	90 days <sup>(5)</sup>
173	123.5	31.5	23
\$2,178,914	\$1,437,262	\$358,172	\$318,286
Serves as a recep- tion center for the eastern part of the state	Serves as a training school and a reception center for the western part of the state		

(1) A new law now permits the courts to "buy" services from the DOC without an official court commitment. The judge doesn't hand down a sentence, so therefore, the individual has no court record. The person participates in the program on a "voluntary" basis. The procedure for this referral has not been set up yet for all the institutions, but is now in progress at Thistledeew Camp, and on a limited basis at Lino Lakes. The below capacity populations acted as a catalyst in setting up this law.

(2) The compilation of these statistical data is a relatively recent innovation and this information may be incomplete.

(3) Some individuals stay only for reception and diagnosis and do not continue with the program for treatment.

(4) Also, these numbers might include a stay at Thistledeew Camp, but while at the camp the person is still considered a resident of Lino Lakes, Red Wing or Sauk Centre.

(5) People transferred here from other institutions are not included in this total.

August 1, 1973. Data Obtained from the Minnesota Department of Corrections.

July 24, 1973  
Data Obtained from  
Minnesota Department of Corrections

PROGRAMS AVAILABLE AT STATE INSTITUTIONS UNDER THE JURISDICTION OF THE MINNESOTA DEPARTMENT OF CORRECTIONS

	MINNESOTA STATE PRISON  (Stillwater)	MINNESOTA STATE REFORMATORY for MEN  (St. Cloud)	MINNESOTA CORRECTIONAL INSTITUTION for WOMEN  (Shakopee)	MINNESOTA RECEPTION & DIAGNOSTIC CENTER  (Lino Lakes)	STATE TRAINING SCHOOL  (Red Wing)	MINNESOTA HOME SCHOOL  (Sauk Centre)	WILLOW RIVER FORESTRY CAMP  (Willow River)	THISTLEDEW CAMP  (Togo)
Treatment	x	x	x	x	x	x	x	x
Pre-vocational	x	x	x	x	x	x	x	x
Vocational	x	x	x	x	x	x	x	
Industrial	x	x	x					
Educational	x	x	x	x	x	x	x	x
Off-grounds	x	x	x	x	(1)	(1)	(1)	(1)
Recreational	x	x	x	x	x	x	x	x
Inmate Groups <sup>(4)</sup> (or resident)	x	x	x	(2)	(2)	(2)	(2)	(2)
Community Volunteer Groups	x	x	x	x	x	x	(3)	x
Health Care	x	x	x	x	x	x	x	x

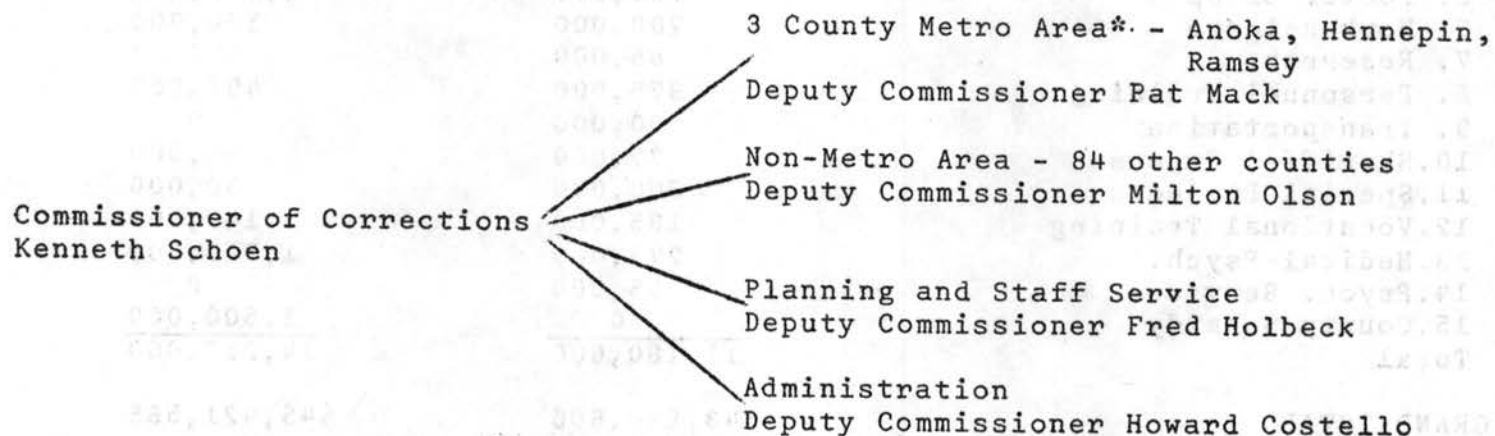
- (1) The programs at these four institutions are self-contained; off-grounds programs are virtually non-existent.
- (2) Generally, resident groups at the juvenile institutions are informal and unstructured. (Individuals at juvenile institutions are considered residents and not inmates.)
- (3) These volunteer groups usually are based in the community adjacent to the camp. There are no organized groups at Willow River due to its location.
- (4) Inmate groups can be categorized as follows: Cultural & Ethnic, Religious, Hobby and Arts, Political, Other (Alcoholics Anonymous, etc.)



## THE DEPARTMENT OF CORRECTIONS (DOC)

The Minnesota Department of Corrections (DOC) is the state department charged with operating the state adult and juvenile correctional facilities and institutions, inspecting nonstate correctional facilities, regulating state subsidized programs, setting state standards for state parole and probation officers, and a host of other responsibilities. The head of the department is appointed by the governor with Senate approval. The commissioner appoints the deputy commissioners who serve at his pleasure. In general they are products of the department.

### Organization of the department:



The two deputy commissioners in charge of areas have responsibility for direct client services.

The department has approximately 1500 employees at present. Included in this number are the staffs of all the state facilities. Currently there are 1700 inmates in state institutions but there are about three times that many under supervision outside of the institutions.

The institutions operated directly by the DOC are:

- Minnesota State Prison (Stillwater)
- Minnesota State Reformatory for Men (St. Cloud)
- Minnesota Correctional Institution for Women (Shakopee)
- Minnesota Reception and Diagnostic Center (Lino Lakes)
- State Training School (Red Wing)
- Minnesota Home School (Sauk Centre)
- Willow River Camp (Willow River)
- Thistledeew Camp (Togo)

For detailed statistics on each institution, see charts on pp. 4-5.

\* The deputy commissioner for the Metro Area also has responsibility for the Minnesota State Prison, the Minnesota State Reformatory for Men and the Minnesota Correctional Institution for Women.



Budget of the department for 1973-75\*: (figures for '71-73 given for comparison)

Category	71-73 Appropriation	73-75 Appropriation
Institutions (salaries, operating costs, etc.)	\$32,700,000	\$31,184,585
Administrative		
1. Salaries, Supplies, Exp.	6,131,746	6,759,000
2. County Probation and Reimb.	1,100,000	1,400,000
3. Community Correction Center	175,000	425,000
4. Regional Jails	800,000	550,000
5. Foster Group	796,860	1,000,000
6. Work Release	200,000	360,000
7. Research	85,000	0
8. Personnel Training	975,000	497,000
9. Transportation	80,000	0
10. Sheriffs' Expenses	72,000	56,000
11. Special Projects	300,000	50,000
12. Vocational Training	135,000	140,000
13. Medical-Psych.	275,000	1,500,000
14. Psych. Services	55,000	0
15. County Subsidy	0	1,500,000
Total	11,180,606	14,237,000
GRAND TOTAL	\$43,880,606	\$45,421,585

\*\*\*\*\*

The budget data were obtained from the DOC.

Explanations:

- Costs of central administration including state funded parole and probation operations.
- Adult parole agents in the counties are all funded in part by the state. All counties except Ramsey County, Hennepin County and St. Louis County have the option of deciding whether to hire their parole agents or to contract with the state. Regardless of the option chosen, the salary is paid by the state with 1/2 the money coming from the state and 1/2 from the county. Why are the costs split? . . . to encourage the county to have qualified parole agents who have been chosen through the state civil service exam. The county must pay at least as much as the state.
- e.g. PORT project
- Support for building and programs of regional detention centers. Not all regions have them now. Therefore Lino Lakes, Sauk Centre and Red Wing can serve as holding centers for juveniles prior to hearing if requested to by the county.
- Both county and state group homes, etc.
- Funds for research are now included under 1.
- Staff formerly known as guards and then as correctional officers are now considered correctional counsellors. These funds are being used to provide three months of training in an academy for correctional counselors as well as in service training at the institutions. Some graduate school stipends for advanced training are also included. Why . . . upgrade personnel. The 1971 Legislature gave the money to train the personnel. A whole series of courses, for example, was established at

\*Be sure to find out what your county/municipality budgets for corrections are. This amount probably overlaps a bit with some of the dollars above but most of it is not included in the DOC budget.

- Lakewood Junior College. 500-600 officers took training, on their own time, paying their own money in most cases. The result was an increase in competence which lead to an increase in classification and also salary.
11. The 1971-73 sum of 300,000 was one time seed money for pilot projects. Those not working out were dropped. Some of this was a portion of the money required to match the federal money of the Governor's Crime Commission. (This amount is no longer included here; goes directly to GCC.)
  12. This is only part of the funds for vocational training. The remainder is in the institutional budget.
  13. Stillwater State Prison is known to have inadequate medical psychiatric facilities. DOC administrators say that to build and staff good facilities within the prison would be very expensive. Contracting with St. Paul Ramsey Hospital is a more economical approach. A 14 bed secure unit will be created by remodeling part of the sixth floor of the hospital. DOC will use and pay for the services of the hospital and its personnel. If some beds are vacant, state law permits other agencies to lease them. Future DOC plans are to contract for hospital care for other institutions also.
  14. Included under 13 in 1973-75.
  15. The state wants to remove itself from the role of giving direct service to corrections clients. Therefore, it will reimburse the county to provide services usually provided at state institutions. Why . . . to encourage the county to look closely at who it sends to state institutions; community facilities such as PORTs, halfway houses are believed to be the most effective type of correctional institution. Therefore . . . 1.5 million as the first phase . . . bill names Ramsey, Crow Wing, Olmsted and Dodge Counties to be the pilot counties. But the county board of each must take action in order to get money and actually be in the program.

In addition to these funds provided by the state, some projects, administered by the DOC, are funded by the Governor's Commission on Crime Prevention and Correction, using federal money available through the Law Enforcement Assistance Administration (LEAA) and matching state funds. Some of the state contributions are in kind services rather than cash.

These projects have been reviewed by the professional staff of the Governor's Crime Commission and the board of directors. Their recommendations are further reviewed by the appropriate committees of the legislature before final legislative action is taken. On the whole these projects represent new ideas or projects which merit exploration. If they prove out at the end of two years, they may be continued on state funds. If not, they will be dropped. Some of these projects are in the first year; some, the second. On September 8, the Minneapolis Star reported that nearly 200 Minnesota crime-prevention programs were threatened with delays or with being halted, because the GCC failed to ask for their approval in June. Under a new law the state Legislative Advisory Committee must approve all state matching funds for federal LEAA funds. GCC approval was first given on July 2. Committee approval is expected at the meeting on September 17. The programs are:

- |   |             |           |
|---|-------------|-----------|
| 1. <u>Training Center for Community Corrections</u>   | Minneapolis | \$ 85,000 |
| To serve public and private programs by providing skills and knowledge necessary to operate community based correction service. |             |           |
| 2. <u>Indian Culture Program</u>  |             | 33,948    |
| Focus on special problems of Indian inmates.  |             |           |
| 3. <u>Minnesota Restitution Center</u>  | Minneapolis | 129.809   |
| Works with randomly selected property offenders from the state prison.  |             |           |

4.	<u>Alpha House</u> Minneapolis	65,358
	see page 10	
5.	<u>Anishanabe Longhouse</u> St. Paul	131,632
	Community corrections center for adult Indian males. (still in planning stage)	
6.	<u>Community Corrections Subsidy Project</u>	72,285
	Plan and implement new community corrections act.	
7.	<u>Nursery School Project/MHS</u>	10,296
	A licensed day care training program for inmates.	
8.	<u>Correctional Counselor, In-Service Training Program</u>	69,444
	A new program. To establish in-service training for 200 counselors from prison, reformatory, Shakopee, Red Wing, Lino Lakes, Sauk Center.	
9.	<u>Mille Lacs Group Home</u>	65,000
	For Indian youth. To be established on Mille Lac Reservation.	
10.	<u>D-House Therapeutic Community</u> State Prison	107,214
	Services to groups of alcoholics, drug addicts, etc.	
11.	<u>The Apartment</u> Shakopee (MCIW)	54,819
	To work with drug dependent women.	
12.	<u>Zion Northside Group Home</u> Minneapolis	67,430
	To be subcontracted to Zion Baptist Church to establish a community based group home for 10 juvenile girls in the near Northside community.	
13.	<u>Group Residence for Girls</u> Minneapolis	84,604
	Home for juvenile girls being released primarily from Lino Lakes.	
14.	<u>Turnabout</u>	148,520
	see page 11.	
15.	<u>Community Continuum Program</u>	39,744
	see page 10.	
16.	<u>Pi House</u> St. Paul	33,227
	Community corrections center for approximately 12 females.	
17.	<u>Institutional Performance Program Agreement</u>	12,144
	Research study of contract agreement re behavioral change and objectives involving inmate, staff and releasing authority.	
18.	<u>Project Re-entry</u> Minneapolis	125,231
	Salvation Army provides a control transition from in- carceration to independent living for adult and youthful offenders returning to the TC area four to six weeks prior to official release.	
19.	<u>Conservation of Human Resources</u>	52,148
	Subcontracted by Augsburg College. College education opportunity based on a co-learning model for inmates, staff and college students.	

Total In Cash \$1,377,883

The following programs are being processed to receive money provided through the Community Corrections Act of the 1973 session: Rochester PORT; PORT of Crow Wing County; 180 Degrees Incorporated, Minneapolis; Goodhue Wabasha County Diversion and Prevention Project; PORT Alpha; Retreat House, St. Paul; Portland House, Minneapolis.



# RESIDENTIAL COMMUNITY-BASED CORRECTIONAL PROGRAMS\*

Operated, Subsidized or Regulated

by the

Minnesota Department of Corrections

This information is meant to tell you the names and the location of residential community based correctional programs responsible to the Minnesota Department of Corrections. For brief program descriptions of those listed below, the publication Residential Community-Based Correctional Programs is available, free, from the Department of Corrections. There are also many facilities not operated or regulated by the DOC, but available for the treatment of correctional clients. A listing of these services, called the "Community Services Resource Directory for Correctional Clients," is also available from the DOC.

These are definitions of distinct community based facilities:

Half-way House: A residential, community based treatment program.

Clients are generally employed or attending school in the community.

The facility is physically situated in a large urban area.

Continuum Type Program: A multi-phased community based program incorporating both residential and nonresidential elements. Clients move toward greater independence as they proceed through the program's various stages.

Group Home: A private, family based facility offering care to four to ten juveniles.

Regional Juvenile Detention Center: A multi-county operated center for the short term detention of area juveniles. Some limited treatment resources and activities are available.

- I. Half-way Houses and Continuum type programs operated or contracted out by the Department of Corrections.

COUNTY	TOWN OR CITY	PROGRAM NAME
1. Anoka	Lino Lakes	part of Institution Community Continuum (ICC) <sup>1</sup> .
2. Anoka	Lino Lakes	part of Turnabout (Minneapolis Rehabilitation Center Annex) <sup>2</sup> .
3. Dodge	entire county	Probation Offenders Rehabilitation and Training (PORT) <sup>3</sup> .
4. Fillmore	entire county	PORT <sup>3</sup> .
5. Hennepin	Minneapolis	Alpha House
6. Hennepin	Minneapolis	Group Residence for Girls
7. Hennepin	Minneapolis	part of Institution Community Continuum (ICC) <sup>1</sup> .
8. Hennepin	Minneapolis	Minnesota Restitution Center
9. Hennepin	South Minneapolis	part of Turnabout (Minneapolis Rehabilitation Center Annex) <sup>2</sup> .
10. Olmstead	entire county and Rochester	PORT <sup>3</sup> .
11. Ramsey	St. Paul	Project Interaction House ("Pi House")

Note: 1. ICC has a dual-phased program and makes use of three facilities: a state-operated group home (Staufenberg Group Home) and a residence called the "Mansion", both located in Minneapolis and the Mayo cottage at the Minnesota Reception and Diagnostic Center in Lino Lakes.

\*This information was obtained as of August 21, 1973. Changes, either openings or closings of these programs, occur quite frequently. Therefore the information may need to be updated. Be sure to check before going to see any.



2. Turnabout has a three-phased program and makes use of three facilities: an outside cottage at the Minnesota Reception and Diagnostic Center in Lino Lakes, a half-way facility in South Minneapolis, and independent living.

3. PORT serves Olmstead, Dodge and Fillmore Counties.

## II. State operated group homes

	COUNTY	TOWN OR CITY	GROUP HOME
1.	Anoka	Anoka	Erickson
2.	Dakota	Hastings	Brewer
3.	Fillmore	Spring Valley	Erion
4.	Hennepin	Minneapolis	Staufenberg* (ICC)
5.	St. Louis	Cotton	Smith
6.	Murray	Slayton	March
7.	Pine	Pine City	O'Connell
8.	Ramsey	St. Paul	Sister Marcia's
9.	St. Louis	Duluth	Tracey.

\*Scheduled to close about September 30, 1973.

All of these group homes are for juveniles. If your League (or unit) wishes to visit one, see p. 16 of this Guide for the procedure.

## III. Ramsey County\* operated, state-subsidized group homes

1. Ashland House, St. Paul
2. Barnes Group Home, St. Paul
3. Benner Group Home, St. Paul
4. Benson Group Home, St. Paul
5. Berg Group Home, St. Paul
6. Bohlman Group Home, St. Paul
7. Boogren Group Home, White Bear Lake
8. Carroll Group Home, St. Paul
9. Chase Group Home, St. Paul
10. Christian Brothers' Group Home, St. Paul
11. Davey Group Home, St. Paul
12. Demas Group Home, St. Paul
13. Dunn Group Home, St. Paul
14. Dzik Group Home, St. Paul
15. Erickson Group Home, St. Paul
16. Esparza Group Home, St. Paul
17. Farr Group Home, North Branch, Chisago County
18. Gruber Group Home, St. Paul

\* These homes, each a juvenile facility, are under contract to Ramsey County as homes for juvenile delinquents. Not all of them are actually located within the geographical boundaries of Ramsey County.

Judge Gingold, the juvenile judge of Ramsey County, has been an initiator of group home programs. He believes that most juveniles can be helped through the group home. He will move youngsters several times trying to mesh child and program before referring the youngster on to state authorities.

A different approach is used in Hennepin County. (See LWV of Minneapolis "Juvenile Justice in Hennepin County, Part II") Minneapolis does have one group home, county operated state-subsidized at present.

19. Hadd Group Home, St. Paul
20. Hare Group Home, St. Paul
21. Harris Group Home, St. Paul
22. Hill Group Home, Duluth, St. Louis County
23. Hoisemann Group Home, Finlayson, Pine County
24. Kapas Group Home, St. Paul
25. Lambrecht Group Home, St. Paul
26. Oden Group Home, St. Paul
27. Remick Group Home, Duluth, St. Louis County
28. Shaw Group Home, St. Paul
29. Schmidt Group Home, Anoka, Anoka County
30. Segelstrom Group Home, St. Paul
31. Singerhouse Group Home, Hudson, Wisconsin
32. Smith Group Home, Harris, Chisago County
33. Smith Group Home, St. Paul
34. Spear Group Home, St. Paul
35. Sullivan Group Home, St. Paul
36. Svendsen Group Home, St. Paul
37. Verley Group Home, St. Paul
38. White Group Home, Cloquet, Carlton County

IV. County operated, state-subsidized group homes in counties other than Ramsey County

COUNTY	TOWN OR CITY	GROUP HOME
1. Anoka	Anoka	Hanson
2. Anoka	Columbia Heights	Muhich
3. Becker	Frazee	Lindsley
4. Becker	Frazee	Shannon
5. Beltrami	Tenstrike	Rockstead
6. Carlton	Barnum	Hassett
7. Clay	Moorhead	Gorden
8. Clay	Moorhead	Highness
9. Dakota*	St. Paul	Ketterling
10. Dakota*	St. Paul	Watchke
11. Douglas	Alexandria	Thomas
12. Faribault	Wells	Wille
13. Hennepin	Minneapolis	Jacobson
14. Hubbard	Park Rapids	Lockrem
15. Kittson	Hallock	Adamson
16. Marshall	Viking	Anderson
17. Meeker	Hutchinson	Krueger
18. Mower	Blooming Prairie	Smith
19. Pine	Hinckley	Hinckley
(serves five county area)		
20. Polk	Erskine	Hamre
21. Renville	Bird Island	Muench Boy's Home, Inc.
22. Wadena	Sebeka	Uttermark
(serves Todd County also)		
23. Wadena	Sebeka	Wilson
(serves Todd County also)		
24. Winona	Winona	Arnold
25. Winona	Winona	Main House

Each home is a facility for juveniles.

Many homes serve several counties. \*Dakota County homes which are located in St. Paul (Ramsey County)

V. Regional\* juvenile detention centers regulated by the DOC

<u>NAME</u>	<u>LOCATION</u>	<u>AREA SERVED</u>
1. Arrowhead Regional Juvenile Detention Center	Duluth, St. Louis County	Aitkin, Carlton, Cook, Lake, St. Louis, Itasca, and Koochiching Counties
2. Hennepin County Juvenile Center	Minneapolis, Hennepin County	Hennepin County
3. Moorhead Juvenile Detention Center	Moorhead, Clay County	14 counties in West Central Minnesota
4. Woodview Detention Home	Roseville Ramsey County	Ramsey County and other nearby counties

\* Each state operated juvenile facility must provide detention facilities for any county in its region requesting such service, e.g., Red Wing - Eastern region; Lino Lakes - Metro region; Sauk Centre - Western Region. The DOC can decide not to accept the request but the department's policy now is that it has an obligation to accept juveniles from all other counties having no county operated or regional detention center. This policy therefore applies to all counties other than those listed above.

Minnesota statutes forbid the detention of juveniles in the same facilities operated for adults.

Each of the state juvenile institutions now serves both boys and girls. The following chart shows how the counties of the state are divided between the three reception, diagnostic and training centers:

<u>AREA SERVED</u>	<u>JUVENILE INSTITUTION</u>	<u>COUNTIES INCLUDED</u>
Metro Area	Lino Lakes (MRDC)	Anoka, Ramsey, Hennepin
Eastern Area	Red Wing (STS)	Aitkin, Blue Earth, Brown, Carlton, Carver, Chisago, Cook, Dakota, Dodge, Faribault, Fillmore, Freeborn, Goodhue, Houston, Isanti, Itasca, Kanabec, Koochiching, Lake, LeSueur, McLeod, Martin, Mille Lacs, Mower, Nicollet, Olmsted, Pine, Rice, St. Louis, Scott, Sibley, Steele, Wabasha, Waseca, Washington, Watonwan, Winona
Western Area	Sauk Centre (MHS)	The 46 remaining counties, all located in the western half of the state



## LEGISLATION OF THE 1973 SESSION

The first part of the 1973 session of the legislature produced several major acts related to corrections. Listed here are some of the most important.

1. Change in age of majority from 21 years to 18 years. A person of 18 years and older will now be tried as an adult. The act contains an exception: It does not apply to those juveniles which are at present under the authority of the Youth Conservation Commission nor will it apply when the Youth Conservation Commission ceases and the authority for juveniles is transferred to the commissioner of the DOC. If the youth under age 18 has been committed to DOC, the commissioner may retain jurisdiction to age 21.

Youths between 18 - 21 under state jurisdiction will continue to be under state jurisdiction. However, a county can retain jurisdiction until the 18th birthday only. He is then released. If the youth is under 18, the county judge can commit the youth to the state and recommend for continuation on probation until 21. This difference makes a murky area which may be challenged in court on the basis of due process.

2. Minnesota Corrections Authority. Minnesota Corrections Authority (MCA) will replace the Adult Corrections Authority and the Youth Conservation Commission. Task forces will be used to develop procedures and rules for parole, work release, etc., perhaps by September, maybe by October.

The authority: five members, including at least one male, one female and one minority member; staggered six year terms; chairman appointed from the DOC by the Commissioner of Corrections, others appointed by the governor from the recommendations made to him by the advisory committee; no more than two can belong to the same political party. Salary: \$20,000. Removal: for good cause upon filing of written charges and after a chance to be heard.

Selection of the citizen members will be from a list submitted to the governor by the MCA Advisory Committee: Roger Toogood, St. Paul; Terry Montgomery, St. Cloud; Carolyn Grittner, St. Paul; Judge Patrick Fitzgerald, Golden Valley; Warren Spannaus, Attorney General; Kenneth Schoen, Commissioner of Corrections; Vera Liken, Welfare Commissioner; Theo. Williams, Prison Ombudsman. This committee will begin work in early September. Commissioner Schoen serves as chairman of the committee.

3. Community Corrections Subsidy Act. The counties themselves must take action in order to receive the money and implement the programs established in the act. (See pp. 8, item 15, and 9)
4. Prison Industry Act. This act permits private industries to set up an industry in "any state adult correctional institution." The inmates employed in the industry must receive a normal wage for their work. Control Data is considering the feasibility of establishing an operation at Stillwater.

The act is in response to DOC philosophy to operate correctional facilities on as near a normal community basis as possible. This means pay an inmate a normal wage for his work; charge him normal sums for services he receives. The goal is to inculcate responsible behavior applicable to living in the free society.



5. Act removing the restriction of payment to inmates from 20¢ to \$1.00 per day. Compensation for work performed will now be determined by the Commissioner of Corrections, based on character and quality of the work.
6. Act permitting inmates to deposit money in a bank or other financial institution.
7. Act establishing regional juvenile centers.
8. Act establishing an office of ombudsman for the Minnesota DOC. He serves at the pleasure of the governor and is accountable to him. He shall investigate decisions and actions of the DOC so as to "promote the highest attainable standards of competence, efficiency and justice in the administration of corrections." If we read the act correctly, the ombudsman is going to have wide powers, including bringing an action in state court to carry out provisions of the act.
9. Act providing that classified correctional employees must retire at lowered age levels:

<u>Effective date</u>	<u>Mandatory age</u>
July 1, 1974	65
January 1, 1975	62
July 1, 1975	59
January 1, 1976	57
July 1, 1976	55

#### PROPOSED LEGISLATION

The committee does not now have much information to share in this area. It will try to learn more and pass the information on.

A few important proposals are:

Equal Rights Corrections Bill - Conzemius, author; would allow DOC to integrate the prisons. According to Betty Howard, Department of Human Rights, the newly amended State Act Against Discrimination provided for equal services for prisons, since it prohibits discrimination based on sex in public services and public accommodations.

Conjugal Visitation Permitted:

S.F. 1749 - Senate Health, Welfare and Corrections Committee

H.F. 1934 - House Crime Prevention and Corrections Committee

Due Process in Parole Hearings:

S.F. 1748 - Senate H, W & C

Prisoner's Bill of Rights:

H.F. 1488 - House C P & C

S.F. 1451 - Senate H, W & C

Hearings are being held on this at the mini-sessions.

Assaults upon Correctional Officers:

S.F. 268 - Senate H, W & C

H.F. 454 - House C P & C

# MISCELLANEOUS INFORMATION

For information on:

Minnesota Department of Corrections and state institutions:

Jan Schwarz, 430 Metro Square, St. Paul 55101 - Phone: 296-2827

The DOC has a library containing periodicals. League members may read the periodicals there: no borrowing is permitted.

(Until Oct. 15, DOC is on the third floor of the State Office Bldg., Corrections in General, Films, Tapes, etc. St. Paul 55155.

Dave Whitney, Correctional Service of Minnesota, 1427 Washington Ave., So. Minneapolis 55404 - Phone: 339-7227.

Persons to contact to visit your local group home:

## COUNTY OPERATED GROUP HOMES

COUNTY	SUPERVISING AGENT OR COORDINATOR
Ramsey, 1644 Court House, St. Paul (612) 298-5409	Joan Minczeski, Coordinator
Anoka, Anoka County Court House (612) 421-4760	Dick Fritzke, Agent
Becker, Court House, Detroit Lakes (218) 847-5121	Hugh Hall, Agent
Beltrami, Box 367, Court House, Bemidji (218) 751-1551	James Sop, Agent
Carlton, Court House (218) 384-4281	Phil Ryden, Agent
Clay, Box 280, Court House, Moorhead (218) 233-2781	Charles Copenhaver, Agent
Dakota, Court House Annex, Hastings (612) 437-3191	John Rowe, Agent
Douglas, Box 74, Court House, Alexandria (612) 763-3130	Gay Urness, Agent
Faribault, 200 Court House, Blue Earth (507) 526-3917	Dick DeBough, Agent
Hennepin, Hennepin County Court Services (612) 348-3721 Minneapolis	Shirley Dahlen, Coordinator
Hubbard, Box 269, Court House, Walker (218) 547-1616	Tom Griffin, Agent
Kittson, Box 423, Court House, (218) 681-2204 Thief River Falls	Curt Geatz, Agent
Marshall, Box 423, Court House, (218) 681-2204 Thief River Falls	Curt Geatz, Agent
Meeker, Probate Office, Court House (612) 693-2459 Litchfield	Bruce Johnson, Agent
Mower, Court House, Austin (507) 437-3287	Jim Peyton, Agent
Pine, Hinkley (612) 384-6268	Bob Bircher
Polk, Court House, Crookston (218) 281-6622	Jason Huseby, Agent
Renville, Court House, Olivia (612) 523-2080	Bob O'Brien
Wadena, Court House, Wadena (218) 631-4773	Bill Hunnicutt, Agent
Winona, County Jail Building, Winona (507) 452-5984	Mickey Ellenbecker, Agent

## STATE OPERATED GROUP HOMES

Anoka, 629 Cross Street, Anoka (612) 646-0082	Seth Packard, Agent
Fillmore, Route #3, Spring Valley (507) 825-4396	Clarence Quanrud, Agent
Ramsey, 1793 St. Anthony, St. Paul (612) 646-0082	Seth Packard, Agent
Murray, 2720 Oak Street, Slayton (507) 825-4396	
Pine, R. #1, Box 93, Pine City (612) 629-2500	Jerry Olson, Agent
St. Louis, Box 84, Cotton (218) 722-3041	Mary Hurrle, Agent
St. Louis, 1602 Maple Grove Rd., Duluth (218) 722-3941	Mary Hurrle, Agent

### Other organizations working on corrections studies:

American Association of University Women

Junior League

National Council of Jewish Women

These three national organizations are engaged in studies of corrections. Local branches may be participating. If there is a branch in your community, contact them. Perhaps you can exchange information.

Church Women United (Minnesota) is also involved in learning about corrections.

If you do share materials with any one of these groups, do remember guidelines given in Local League Handbook about cooperation with other groups.

### Legislative Committees:

These are the main committees hearing legislation on corrections:

House: Crime Prevention and Corrections, McMillan, Chairman

Senate: Health, Welfare and Corrections, Conzemius, Chairman

Subcommittee on Correctional Institutions, Lewis, Chairman

The hearings in the mini sessions will be held during the weeks of:

September 17

October 8

November 12

December 10

### Government Depository Libraries:

These are libraries which receive the publications of the various departments of the United States Government. Each receives material on an elective basis according to which category each subscribes for. It is possible to borrow materials from them. But not all of them carry all materials. However, there is an interdepository loan system. Also loans can be arranged through your local library. So if you want a government publication, these libraries may be one source:

1st District: Northfield; Carleton College; St. Olaf

Winona: Winona State College

2nd District: Mankato: Mankato State College  
 St. Peter: Gustavus Adolphus College  
 3rd District: Minneapolis: Anoka County Library  
 Hennepin County Library  
 4th District: St. Paul: Minnesota State Law Library  
 St. Paul Library  
 5th District: University of Minnesota Wilson Library, Documents Division.  
 This is a regional depository; as such it has all government documents.  
 6th District: Collegeville: St. John's University  
 Morris: University of Minnesota-Morris Library  
 St. Cloud: St. Cloud State  
 Willmar: Crow River Regional Library  
 7th District: Bemidji: Bemidji State College, Clark Library  
 Moorhead: Moorhead State College  
 8th District: Duluth: Duluth Public Library

#### Revocation of parole -

In *Morrissey vs. Brewer*, the U.S. Supreme Court early in 1973 said that due process must be used in revoking the parole of an adult. The Minnesota DOC is now using due process for adults and is planning to implement due process for revocation of parole for juveniles also. The DOC believes if the requirement for due process in revocation applies to adults, it should apply to juveniles.

#### Striking of juveniles in custody -

The policy of the DOC is that a staff member may not strike a juvenile confined in an institution. Many of the institutions reinforce this policy by having criteria regarding unnecessary force.

#### Sandstone Prison -

This is a federal institution for federal offenders and under federal control. It is not part of this study.

#### To borrow books listed in bibliography:

1. Try local library.
2. IF book is not there:  
 inquire whether library can purchase it;  
 inquire whether library can arrange an interlibrary loan.



## GLOSSARY

- Adjudication:** Judicial decision or sentence; act of a court in making an order, judgment or decree.
- Adult Corrections Center:** A regional jail for adults established pursuant to M.S.A. 641.261 through 641.265, to which persons sentenced in excess of seven days and persons held awaiting court disposition in excess of fourteen days shall be committed or detained.
- Affidavit :** A written or printed declaration or statement of facts made voluntarily and confirmed by oath of the party making it and taken before an officer having authority to administer such an oath.
- Anticipatory Crimes:** Conspiracies to commit crimes and attempted crimes.
- Apprehension:** The seizure, taking, or arrest of a person on a criminal charge. The term "apprehension" is applied exclusively to criminal cases and "arrest" to both criminal and civil cases.
- Area Lockup:** A county lockup (as herein defined) which is, by contract, accepting prisoners and detainees from one or more contiguous counties or a jail operated jointly by two or more counties for the holding of persons in the manner prescribed by definition of a county lockup.
- Bench Warrant:** An order signed by a judge for an immediate arrest of a person so that he may be brought to court directly.
- Commitment:** A written order of a court directing that someone be committed to the Department of Corrections, a mental institution or a community agency for a period of time.
- Common Law:** The unwritten law of a country based on custom, usage, judicial decisions, now largely codified.
- Continuum Program:** A multi-phased community based program incorporating both residential and nonresidential elements. Clients move toward greater independence as they proceed through the program's various stages. Clients not making progress may be returned to more stringent supervision.
- Contract:** An agreement between people, groups, companies, governments or any combination of these.
- Contract System:** Resident not given definite sentence but must demonstrate accomplishment of specified goals in order to be eligible for parole. Program used at Lino Lakes and for some adults.
- Correctional Institution:** Institution with a program for rehabilitation.
- County Lockup:** A jail operated by a county, or jointly by a county and the county seat, city or village; to which adults are committed no longer than seven days under sentence, except for a work release sentence; in which adults are detained no longer than fourteen days awaiting court disposition; in which juveniles are detained no longer than 48 hours.
- Detention Center:** (Site of) temporary care of children who require secure custody for their own or the community's protection in physically restricting facilities pending court disposition.

**Diversion:** Act of turning aside, diverting, from the normal court procedures and/or from correctional institutions.

**Felony:** Serious crimes including murder, theft, kidnapping, arson, sale of narcotics, burglary, etc. which are more serious than misdemeanors and which are punishable by imprisonment for more than a year and/or heavy fines.

**Furlough:** A period of time (leave of absence) away from the correctional institution granted to an inmate for a specific length of time, e.g., visit home.

**Garnishment:** The employer of the defendant is placed under a legal obligation to deduct a small percentage of the defendant's salary from each paycheck and pay it to the court which will in turn pay it to the plaintiff. The amount that can be garnished is usually, although not always, controlled by state statute.

**Governor's Commission on Crime Prevention and Control:** A group of 29 people appointed by the governor for indeterminate terms who formulate an annual plan for the prevention and control of crime. Assisted by a professional staff of 30, they funnel federal grants to local governmental units and set program priorities.

**Grand Jury:** Group of 23 men and women empowered to determine whether or not probable cause as to guilt of the defendant exists, to conduct investigations of the prison system or public officials on its own initiative.

Grand jury must be used in cases where the charge is treason or murder in the first degree.

**Gross Misdemeanor:** A crime for which the offender may be sentenced to imprisonment of more than 30 days but less than a year.

**Group Home:** A private, family based facility offering care to four to 10 juveniles. Increased use is being made of a professional group home run by a house manager for four to 10 teenagers, usually 16 or 17 years old.

**Half-Way House:** A residential, community based treatment program for released adult inmates. Clients generally are employed or attending school in the community. The facility is physically situated in a large urban area.

**Hearsay Evidence:** Evidence which is not admissible in court if the person quoted is not present to be cross-examined.

**Indictment:** A formal, written accusation made by a grand jury to the court charging a person with having committed a crime.

**Initial Complaint Reports:** On the scene report made by the initial investigation officer, usually the patrolman.

**Jail:** Adult detention center operated by a municipality or county. Inmates may be sentenced misdemeanants or persons awaiting court hearing or trial.

**Juvenile:** Person under 18 years of age.

Juvenile State Offenses: Acts considered offenses because the person is a juvenile and which are not offenses for an adult, e.g. truancy, chronic absenting, incorrigibility.

Law: Body of rules or principles prescribed by authority or established by custom, which a society recognizes as binding on its members.

Lien: Claim or specific property of another for satisfaction of debt or charge.

Maximum Security: Area completely surrounded by a 14' fence topped with barbed wire, a locked up, secure area with stringent checks on physical movement and activity.

Minimum Security: Area partially surrounded by a 14' fence topped with barbed wire and with a minimum of lockups and checks on visitors and residents.

Misdemeanors: Less serious crimes such as speeding and breach of peace which are punishable by small fines and short jail sentences.

Mistrial: An erroneous or invalid trial; a trial which cannot stand in law because of lack of jurisdiction, wrong drawing of jurors, or disregard of some other fundamental requisite.

*Modus Operandi*: A term referring to a particular criminal's characteristic manner of operation.

Municipal Lockup: A detention unit operated by a city or village, detaining persons in the manner prescribed by definition of a county lockup, but where transfer to a county lockup or area lockup will usually be made if the person is to be held over 48 hours.

Neglect: Term used with respect to a child who is without proper parental care and protection necessary for his health, morals, and well-being, who comes within the provisions of the law relating to delinquency, but whose conduct has resulted in whole, or in part, from neglect.

Ombudsman: An official appointed to receive and investigate complaints made by individuals against abuses of public officials or agencies.

Open Plea Negotiations (plea bargaining): A process in which the defendant attempts to minimize his punishment by agreeing to plead guilty in return for the prosecution's agreeing either to reduce the charge or to request a lighter sentence.

Operation *DeNovo*: A pre-trial diversion project in Hennepin County offering intensive counseling, job placement, vocational and educational training for nondrug users age 18 and older charged with a misdemeanor or felony. Clients voluntarily commit themselves to the program.

Overnight Holding Unit: Provision for the holding of persons in security for short periods of time. A maximum holding time of 24 hours, except on weekends, but usually for only the time it takes to arrange transportation to a county lockup, municipal lockup or area lockup.

Parole: Early release from an institution for good behavior to give the person an opportunity to adjust to the community under the supervision of a parole officer for the remainder of the sentence. Conditions can be imposed on the paroled convict; if he does not live up to the conditions,



he can be returned to a correctional institution for the remainder of his term.

Parole Officer: One who supervises persons placed on parole.

Penal Institution: Prison; a secure facility where inmates are "doing time", with minimal recreational and work programs. Usually no educational or vocational programs.

Petit Jury: Group of 12 or six men and women who decide the facts in a civil or criminal case.

Petition: An application to a court.

Physical Custody: Distinguished from legal custody. Foster parents with whom an agency places a child are the physical custodians. The agency, however, has legal custody of the child and the authority to move the child if this is indicated.

Preliminary Hearing: A routine procedure held for information before but not after an indictment. The purpose of the hearing is for the judge to determine 1) whether or not an offense has been committed, and 2) whether or not there is reason enough (probable cause) to believe the defendant committed the offense. During the hearing, both sides are presented, cross-examination may be held and the defendant may attack the sufficiency of the complaint. The preliminary hearing is a routine formality held with lesser crimes unless the right according to statute is waived. The usual result in a municipal court is that the defendant is bound over to district court for arraignment and trial.

Pre-Sentence Investigation (PSI): Often follows a conviction in felony (except for first degree murder and treason) or gross misdemeanor cases and is mandatory when the defendant is under 18 at the time of arrest and has been found guilty of a felony or gross misdemeanor. The investigation is conducted by the probation officers. The written report directed to the court concerns the individual's characteristics, needs, circumstances and social history as well. All law enforcement officers must cooperate in providing necessary records. The result of the investigation is open to court officials, which include the commissioner of corrections, the two attorneys, and the judge. Either attorney may make a summary hearing on any matter not in agreement.

Point System: Behavior management program for juveniles whereby positive behavior is rewarded. Specific acts earn specific points. Residents are divided into point groups, one, two or three according to the points earned, with those with the highest points eligible for greater privileges.

PORT of Rochester: A post-trial diversion center. It is a community based residential treatment center for offenders who would otherwise be in prison but who seem to involve a minimal danger to society and a high likelihood of rehabilitation.

Prison: State or federally operated facility for confinement or safe custody of convicted felons.

Probation: The release of a convicted offender whose sentence has been suspended under supervision of a probation officer for a term set by the court.



Probation Officer: One who supervises persons placed on probation.

Project Newgate: A college-level program conducted by the University of Minnesota for men serving time in or on parole from the State Reformatory for Men in St. Cloud.

Punishment: Infliction of pain, loss, confinement, death, etc. as a penalty for an offense, transgression or fault. With little or no expectation of correction or improvement.

Recidivism Rate: Commonly used term meaning, rate of return to the institution.

Referee: A man appointed by a judge and approved by the full bench who aids and assists a judge in the preliminary review of a case. Family court referees, for example, can hear default divorces.

Reformatory: An institution serving or designed to reform or to improve or change former conduct.

Regional Juvenile Detention Center: A center established by a group of counties pursuant to M.S.A. 260.101 and other joint powers provided by statute, in which juveniles held in excess of 48 hours shall be retained.

Regional Juvenile Treatment Center: A center established by a group of counties pursuant to M.S.A. 260.094 and other joint powers provided by statute, to which juveniles may be transferred pursuant to M.S.A. 260.185 by court disposition.

Rehabilitation: The act of correcting or improving, or re-establishing a person in good repute or accepted respectability.

Restitution: Reparation made by giving an equivalent or compensation for loss, damage, or injury caused; the restoration of property or rights previously taken away or surrendered.

Restoration to Capacity: Procedure under the Minnesota Commitment Act of 1967 for restoring to a mentally ill, mentally deficient or inebriated person the right to exercise his citizenship and handle his own personal and financial affairs. This proceeding may be initiated by an interested person, is under the jurisdiction of the court of commitment or a court to which it has been adjudicated and requires a court order.

Restoration to Capacity (Guardianship): Ruling by the Probate Court that a person formerly adjudged incompetent to manage his own affairs is now capable of doing so.

Revocation: The nullification or withdrawal of an offer to contract; the cancellation of special privileges, etc.

Shelter: Temporary care of children in physically unrestricting facilities pending court disposition.

Status Offenses: Offenses committed by a juvenile which would not be offenses if the person were an adult, e.g. chronic absenting, truancy, incorrigibility, etc.

Statute of Limitations: Time period within which a lawsuit may be brought.

Summons: Authoritative notice to appear before a court.

Temporary Parole: Parole with restrictions usually to enable the person to participate in a particular program, such as work release, vocational training, etc. or in the case of juveniles for home visits or home placement visits.

Termination: Term used by the court in the order which severs the parents' rights and responsibilities of their children. Such an order should always precede a commitment or an appointment of another guardian or person.

Youthful Offenders: Persons aged 18 - 21 under the jurisdiction of the Youth Conservation Commission (YCC).

The 1973 Act on Majority provides that when the YCC goes out of existence, 18 - 21 year olds will be under the jurisdiction of the Department of Corrections. The county retains jurisdiction of juveniles until 18 years of age. Presently, if the person is under 18, the county can commit him to the state and recommend continuation of probation beyond age 18.

The Vera Institute of Justice: The Institute, founded in 1961 by a chemical engineer and an industrialist, exists to further equal protection of the law for the indigent - mainly by examining the criminal justice system, proposing improvements and publicizing them. It is in New York City.

Victimless Crimes: Those acts currently defined as criminal, the impact of which only affects the person performing the act. The term is popularly used by the press and professionals. One specific example is a homosexual act between consenting adults.

Work Release: Temporary parole with restrictions to live at a particular place and to work at a particular place.

## SUGGESTED USE OF THE BIBLIOGRAPHY

The number of books in print which discuss one aspect or another of the corrections system or attempt to present an overview is so large as to overwhelm an interested reader attempting to become informed. Obviously therefore this comparatively short list was chosen to be an introduction for those who have limited time and resources. Many of the books listed contain lengthy bibliographies so that by referring to them, one could read in depth in many of the areas of the corrections system.

An \* before a listing indicates a basic book which should be read by the committee and shared with all members. A suggestion would be: print a review of one book each month in your bulletin. Each committee member could share in the assignments (and take part in the learning) by being responsible for one or two book reviews. For example, the following review was prepared by a member of the state committee:

"The Shame of the Prisons, a series of articles in the Washington Post by staff writer Ben H. Bagdikian. It ran from Jan. 30, 1972 to Feb. 6, 1972. Eight articles were titled "A Human Wasteland in the Name of Justice", "No. 50061, Inside Maximum Security", "Bureaucratic Overload Turns Justice to Misery", "Female Homosexuality Prevalent", "Juvenile Prison: Society's Stigma", "Rehabilitation: A Frayed Hope", "The Drive for Inmates' Rights", "An Agenda for Reform of a Hell Behind Walls".

"The writer points out the variety of treatment, wide range of cost, extremes of humanity, differences of prisoners' interaction among prisons. One of the interesting points he makes is that the United States hasn't yet decided what it wishes its prisons to achieve - for instance, use prisoners as scapegoats, hurt prisoners, revenge, reform prisoner, etc.

"One of the articles describes his six days spent in prison without anyone in the prison knowing he was not a criminal. He observed how easy it is 'for a single harsh order to put everyone's teeth on edge. --- It makes you realize that a couple of guards could bring the place to a crisis in a short time.'

"In another article he pointed out that jails are the worst place of restraint because inmates haven't been convicted and yet may be kept in jail for weeks or months. He also pointed out that prisons should be in metropolitan areas.

"He described experiments in juvenile prisons in California - as yet too new to be evaluated. Various bad and better institutions were described. Most are overcrowded.

"In summation he suggests that perhaps modern training in modern jobs, decent housing, community services, and individualized education should be provided for prisoners about to be released, but perhaps if these things were provided for ordinary citizens who need them, it might be possible that in the future there might be fewer lawbreakers.

"These articles were very interesting and seemingly well researched. Also supplied by the Congressional Research Service of the Library of Congress through Congressman Ancher Nelsen."

WE RECOMMEND the pamphlet marked \*\* as a starting point. It is clearly written, brief, factual, available free. There is an accompanying video tape so that pamphlet and tape could be used by your League as a short introduction to corrections.

Additions to the bibliography will be made from time to time.



## BIBLIOGRAPHY

Advisory Commission on Intergovernmental Relations, State - Local Relations in the Criminal Justice System, Washington, D.C., August 1971. (Single copies free.)

Book includes a very comprehensive report on whole Criminal Justice System, information on various aspects of corrections, and data on the whole country.

\*Atkins, Burton M. and Henry R. Glick, Editors, Prisons, Protest, and Politics, Prentice Hall, Inc., Englewood Cliffs, N.J., 1972. (\$5.95)

Each section of this book deals with an element of the prison protest movement and is composed of essays and excerpts from such authors as Ramsey Clark, Karl Menninger, Eldridge Cleaver, Jessica Mitford, Tom Murton, Chicago Law Review. Four sections of the book emphasize living conditions within the prisons, the denial of fundamental Constitutional rights to prisoners, ways in which prisoners are becoming more "politicized" and organizing into vocal groups, and a look at specific attempts at reform. Very readable. Good background.

\*American Friends Service Committee, Struggle for Justice, Hill and Wang, New York, 1971. (\$1.95)

Book defines problems, proposes action, includes bibliography. Basic reading.

Carlson, Rick J., "Rehabilitating Criminals," The Center Magazine, (July/August 1973), Vol. VI, No. 4, The Fund for the Republic, Inc., 2056 Eucalyptus Hill Road, Santa Barbara, California.

Clark, Ramsey, Crime in America, Simon and Schuster, New York, 1970. (Available in paperback, Pocket Books, \$1.50)

Clemmer, Donald, The Prison Community, Holt, Rinehart, and Winston, New York, 1958.

A sociological study of a prison population in the early 1930s. "Most of basic or 'core' concepts and principles of sociology have remained unchanged." It treats the prison as a social microcosm in which the conditions and processes in the broader society are observable. It is also a report on a study of social organization and a study of a prison. (Can be ordered from Harold Smith Bookstore, Social Sciences Building, University of Minnesota, Minneapolis, Minnesota 55455.)

Downie, Jr., Leonard, Justice Denied, Praeger Publishers, New York, 1971.

Contains more information about the courts than about corrections. Good background for courts.

Forer, Lois, No One Will Listen, John Day, 1971.

A lawyer reports her experiences as an advocate for juveniles charged with offenses. Worth reading. Available in paperback.

Fraenkel, Jack R., Crime and Criminals: What Should We Do About Them?, Prentice Hall, Inc., Englewood Cliffs, N.J., 1970. (Available from Correctional Service of Minnesota<sup>1</sup>.)



Readable - designed for classroom use. This presents various points of view, has discussion questions and bibliography.

Issues, St. Paul Dispatch and Pioneer Press, April 1972.

A newspaper supplement devoted to the corrections system.

Konopka, Gisela, The Adolescent Girl in Conflict, Prentice Hall, Inc., Englewood Cliffs, N.J., 1966. (Obtainable through Harold Smith Bookstore, Social Sciences Building, U. of MN, Minneapolis, 55455. \$1.95)

Interesting reading. "Identifies specific problems peculiar to girls that lead to the misbehavior and who are officially tagged and handled as delinquents." The study was done in Minnesota institutions.

Kassebaum, G. and others, Prison Treatment and Parole Survival, 1971.

Study oriented toward a statistical evaluation of parole in California. Good for depth.

\*League of Women Voters of Minneapolis, Juvenile Justice in Hennepin County, 1200 Second Avenue S, Minneapolis, MN 55403.

Part I, May 1972 (\$1.30)

Parts II, III, and IV, April 1973 (\$.78)

Part V, April 1973 (\$.10)

\*League of Women Voters of Minnesota, Minnesota Judiciary: Structures and Procedures, 555 Wabasha Street, St. Paul, MN 55102, 1972.

\*Leinwald, Gerald, Ed., Prisons, Pocket Books (Problems in American Society Series), New York, 1972. (\$.95)

Part I is devoted to an overview of the problems and history of prisons: their purpose, development and alternatives. Part II contains articles covering three specific areas: inmates' views of prisons (including views by Truman Capote, George Jackson, Philip Berrigan), views of prison by critics (Ramsey Clark, Karl Menninger, James V. Bennett), views by journalists. Readable. A good starting point. Available through Correctional Service of Minnesota<sup>1</sup>.

\*\*\*"Marshalling Citizen Power to Modernize Corrections," Chamber of Commerce of the United States. Obtainable from Correctional Service of Minnesota<sup>2</sup>.

This is a base starting point. Brief, factual, easy reading. It might serve as an every member publication. Certainly every member of the committee should read it.

McCuen, Gray E., Ed., America's Prisons: Correctional Institutions or Universities of Crime, Greenhaven Press, Anoka, MN, 1971.

A series of essays of differing points of view chosen to provoke classroom discussion. Authors include Karl Menninger, Chief Justice Burger, Ramsey Clark.

Menninger, Karl, The Crime of Punishment, The Viking Press, New York, 1969. (\$1.95)

A psychiatrist's evaluation and recommendations. A basic discussion of fundamental issues. If you have time, read it as Dr. Menninger is one of the most frequently cited authorities in this field.

Minton, Robert J., Jr., Ed., Inside Prison American Style, Vintage Books, New York, 1971. (\$1.95)

Part I is a description of prison life in California as revealed by inmates in letters, essays, poems. Part II includes the history and content of "A Convict Report of the Major Grievances of the Prison Population with Suggested Solutions." Key emphasis is on dissatisfaction with the Adult Authority and the parole violation system. The book is valuable for 1) insight into prison life, 2) specific suggestions for upgrading prisons, 3) a model of a parole violations study.

\*Morris, Norval, and Gordon Hawkins, The Honest Politicians Guide to Crime Control, The University of Chicago Press, 1970. (\$2.95. Obtainable from Harold Smith Bookstore, Social Sciences Building, U. of MN, Minneapolis 55455 or from B. Dalton Bookseller)

Authors examine and provide specific suggestions for change in nine areas: the overreach of law; facts about incidence, costs and victims of crime; violence; police; rehabilitation; juvenile delinquency; crime and the psychiatrist; organized crime; current research. The purpose is to provide "a legislative and administrative regimen which would substantially reduce the impact of crime." Readable - clear, concise and clever.

Murton, Tom, and Joe Hyams, Accomplices to the Crime, Grove Press, Inc., New York, 1969. (\$1.45. Available from Harold Smith Bookstore, Social Sciences Building, U of MN, Minneapolis 55455)

Book relates Murton's experiences as Superintendent in the Arkansas Prison System (1967-68), the deplorable conditions in the institutions, political control of corrections, and the composition, sufferings and undercover activities of the inmate population.

\*National Institute of Mental Health, Crime and Delinquency Topics: A Monograph Series, 1971.

"Graduated Release", Public Health Service Publication 2128 25¢

"Diversion from the Criminal Justice System", PHS Pub. 2129 25¢

"Community Based Correctional Program", PHS Pub. 2130 45¢ or Department of Health, Education and Welfare Publication HSM 73-9071

"The Juvenile Court", PHS Pub. 2132 or DHEW Pub. HSM 72-9115 25¢

"Crime and Delinquency Research in Selected European Countries", PHS Pub. 2140 or DHEW Pub. HSM 73-9013 25¢

These monographs comprise a series of literature reviews and evaluative discussions on current topics of significance in the area of crime and delinquency. (Obtainable from Superintendent of Documents, Government Printing Office, Washington D.C., 20402, prepay.) A good committee resource.

Pearson, Craig, Ed., The Penal System: Crime, Punishment, and Reform, Xerox Educational Publications, Middletown, Connecticut, 1972.

Brief, elementary, has questions for discussion. Write directly to the Xerox people. Planned as a high school discussion text.

President's Commission on Law Enforcement and the Administration of Justice, The Challenge of Crime in a Free Society, Avon Books, New York, 1968. (\$2.45)

This is the general report, a good source of background information in all areas. Available at bookstores.

\_\_\_\_\_, Task Force Report: Corrections, Government Printing Office, Washington, D.C., 1967. (\$2.75)

\_\_\_\_\_, Task Force Report: The Courts, Government Printing Office, Washington, D.C., 1967. (\$1.00)

\_\_\_\_\_, Task Force Report: Juvenile Delinquency and Youth Crime, Government Printing Office, Washington, D.C., 1967. (\$4.50)

To order the separate Task Force Reports, send check or money order payable to the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Allow three to five weeks for delivery.

A Program for Prison Reform: The Final Report, Annual Chief Justice Earl Warren Conference on Advocacy in the U.S., June 9-10, 1972. (Sponsored by the Roscoe Pound American Trial Lawyers Foundation, 20 Garden Street, Cambridge, Massachusetts.)

Conferees were experts. Contains their recommendations for prison reform.

Research Division, Correctional Service of Minnesota, Volunteer Groups in Minnesota Criminal Justice Agencies, July 1971.

Survey of criminal justice agencies re use of volunteers and recommendations for the use of volunteers and groups. Available from Correctional Service of Minnesota<sup>1</sup>.

Schwartz, Herman, "Let's Abolish Parole", Reader's Digest, August 1973, p 185 - 190.

Social Sciences Research Council, Pamphlet 15: "Theoretical Studies in Social Organization of the Prison", 1960. (\$1.50) Available from the Harold Smith Bookstore, Social Sciences Building, U of MN, Minneapolis 55455.

A series of original papers on research projects presented by the investigators at a conference on correctional organizations. Interesting reading.

State of Minnesota, Department of Corrections, Metro Square, 7th & Robert Streets, St. Paul, MN 55101. The following publications are available free of charge upon request to the department:<sup>3</sup>

Action Planning for Correctional Change, 1972  
Community Services Resource Directory for Correctional Clients  
Cost of Inmate Incarceration in Minnesota 1972. Adult Males, Juveniles  
Enabling Counties to Finance Community Corrections (This publication is being updated and may have another title after this guide goes to press)

A Report on the First Annual Indian Corrections Conference, April 12-13, 1973

\*Residential Community-Based Correctional Programs Operated, Subsidized, or Regulated by the Minnesota Department of Corrections  
State-Wide Regional Hearings: A Summary of Testimony Delivered Spring 1972

These publications are obtained by writing directly to the institution:

Minnesota State Training School, Red Wing, Minnesota, Orville B. Pung  
PORT: of Olmsted County, A Nonprofit Corporation, PORT, Rochester



Sykes, Gresham M., The Society of Captives, A Study of a Maximum Security Prison, Princeton University Press, Princeton, N.J., 1971. (\$1.95)

Weeks, H. Ashley, Youthful Offenders at Highfields, Ann Arbor Paperbacks, University of Michigan Press, Ann Arbor, Michigan, 1963. (\$1.95)  
Available at the Harold Smith Bookstore, Social Sciences Building, U of MN, Minneapolis 55455.

A comparative evaluation of the effects of the short term treatment of two groups of delinquent boys; one in a traditional juvenile facility; the other using guided group interaction. Good for depth.

- - - - - Footnotes - - - - -

**\*Basic Reading**

**\*\*Basic, basic reading. Begin here. Can be used as an every member piece.**

1. Correctional Service of Minnesota (CSM)  
1427 Washington Avenue S  
Minneapolis, MN 55404
2. One to 20 copies can be obtained without charge from Correctional Service of Minnesota. (CSM)

A video tape to illustrate the pamphlet is available from CSM; the rental fee is \$6.00. The video tape can also be ordered free but perhaps a mailing fee from: Sterling Films, 600 Grant Avenue, Ridgefield, N.J. 07657

The pamphlet is available in quantities over 20 copies without charge from: American Bar Association Circulation Department  
1155 East 60th Street  
Chicago, IL 60637.

Include the name of your organization.

3. Additional publications are prepared from time to time and updates made of previous ones.



## About the Questionnaires

The committee is asking every League in the state to take part in a "know your local correctional" facility study. You may say, "Why! I thought we were studying the correctional system of Minnesota."

There are several most important reasons why it is necessary to look at what is going on in your town, your county or region. It has been said many times but bears repeating that all parts of the system are linked together. Unfortunately for society and for the individual offender, one piece might lead to the next. The first contact with the system might be as a juvenile at the local detention center. The next contact might be the group home. The juvenile will be assigned a probation worker in the county. If there is a further problem, the juvenile might be sent to a state institution for juveniles. Then perhaps he is put on probation again. If he commits an adult offense, depending on its nature, he might be sent to either the local jail or a state institution. From there the offender will be placed under a parole agent in the county. And so the progression may, and sometimes does, occur. As with any system having interrelating pieces, it really is only as good as its weakest points. The only way we are going to obtain information first-hand is to have your help. It does us no good to know what our state institutions are like if we have no knowledge of what environmental contribution is made to offenders by a local facility.

A second most important reason to do the interviews is that the local community is where the action is. Centering correction facilities on a community basis is, right now, the major trend in Minnesota. One reason to place juveniles in a group home rather than a large institution is to promote the feeling of living in a family in a family setting. Is this the feeling that comes through when one visits a group home or have health department or fire department standards promoted an institutional flavor by requiring so many exits, lights on at night, certain kinds of sanitary arrangements, or something else not found in the usual home? We need to know because such requirements may be defeating the purpose.

Most League members are just beginning to become informed about correctional institutions. It is difficult when one's knowledge is sketchy to know what to ask. So these questions will serve as a guide for them as well as help the state committee. Furthermore, since all Leagues are asking the same basic questions, comparative data may ultimately be compiled if each League does its bit.

The committee sees the questions also serving as a springboard for a broader discussion with the person being interviewed. Do get answers to the questions, but if possible take the time to follow up promising avenues of discussion with the expert. Above all, share your interview and questionnaire results with all members of your League . . . in the bulletin, separate reports, a meeting, a go see tour; whatever fits your League the best.

You will note the questionnaires do not mention drugs anywhere. Drugs are a touchy subject with corrections officials. It is extremely difficult to keep them out of an institution. We have therefore asked a general question about contraband (Webster's New World Dictionary: unlawful or prohibited trade; goods forbidden by law to be imported and exported). Within a correctional facility, contraband may include - drugs, cigarette lighters, belts; in other words a very wide range of objects. See where the answer to the question leads you and follow it.

Remember: Tell the expert the interview takes about 1 1/2 hours.

THE DEADLINE FOR RETURNING MATERIAL IS MARCH 1, 1974. THE COMMITTEE AWAITS YOUR RESULTS.

## Questionnaire for Juvenile Detention Facility

LWV of \_\_\_\_\_  
Facility Visited \_\_\_\_\_  
Person Interviewed \_\_\_\_\_  
Interview Done By \_\_\_\_\_

Date \_\_\_\_\_  
Location \_\_\_\_\_  
Title \_\_\_\_\_

The detention facility is usually considered a place to provide temporary shelter for children who require custody in physically restricting facilities, or for the purpose of making certain that the child is available for hearing. Children whose disposition plan has been completed by the court, but who are awaiting placement are also commonly found in detention. Minnesota law requires that juveniles awaiting hearings be detained in a facility for juveniles.

Use opposite side for additional answer space. "YOU" MEANS THE EXPERT.

1. Where are juveniles detained?

How?

Are they separated from adults?

In different buildings?

On different floors?

Does any communication occur between adult and juvenile offenders?

What are the intake procedures?

2. Physical description:

a. Capacity: Boys

Girls

Do they mix?

Where?

b. Proximity to court

How are they taken to court?

Where is the child held between the court and detention facility?

c. Sleeping area:

Number of children per unit:

How grouped?

By age?

By type of offense?

Other?

d. Leisure area:

What does it contain?

How often is it used?

e. Exercise area:

What does it contain?

How often can the child use it?

f. School:

Is there an educational program?

What is it?

Who is responsible?

2. g. Religion:  
May the child observe the religion of his choice? How?
- h. Visits:  
Are there restrictions?  
Is there a separate area for visitors?  
Privacy?  
Who can visit the juvenile?  
Are visitors searched?
- i. Clothing:  
Does the child use his own clothing?  
If not, what does he wear? Uniform?
- j. Medical:  
Is medical aid available? From whom?  
Is there psychological testing or counseling?
- k. Privacy: Are bathroom facilities arranged to provide privacy?
- l. Safety:  
Fire resistant? Secure but not jail-like?  
Windows?
- m. Punishment:  
Is isolation used? Who decides?  
How long can it last?  
How accomplished?  
Is food ever denied?  
If force is ever used under certain circumstances, must a report be filed? With whom?  
Other punishments?  
Are there any written rules for behavior?
3. Who determines who should be placed in a detention facility?  
Are the criteria standard throughout the state?
4. What is your philosophy about the purpose of this facility?
5. Are the rights of the child explained to him/her?  
To the family?  
Is it written?  
Who does this function?  
Where is it done?  
When is it done?



5. Are signatures of both the child and the parent needed if the child's rights are waived?  
What happens if the parent or the child disagree?  
Can a waiver be revoked by the signee?  
Does the court require a counsel even though the right to counsel was waived?
6. What are the staff positions in this facility?  
How are they trained?  
evaluated?  
Is there a method for staff to share comments on children?  
Do all members observe and record behavior for later discussion?  
Are volunteers used? How?  
How often? Are they effective?  
How long do they keep coming back?
7. How many juveniles were detained last year?  
Are statistics kept?  
a. girls? boys? what is the capacity of the facility?  
b. ages of girls? ages of boys? and percentage of each age group  
c. how long?  
- shortest length of time)  
- average length of time ) why for only this period of time?  
- longest length of time )  
what proportion of the children stay for each of these three?  
d. Why were they detained?  
For what offenses?
8. When was your facility last visited by state inspectors from the DOC?  
What kind of statistics did you share with them?  
Have you received a report from the Department incorporating the statistics you gave them?  
Did the inspectors have recommendations for you?  
Does your facility have inspections by other agencies? e.g. Board of Health, etc.  
What specific requirements do they have?



9. What is the cost per client to operate your facility?

Does your facility receive any donations?  
In materials? What?

In cash?

10. What is contraband?

What is done to control it?

Can the juvenile smoke in the facility?

When?

Where?

How does he light cigarettes?

11. Do you have any other comments you wish to share with the League?

To the Interviewer:

Please make your own comment on the physical appearance of this facility:

Date \_\_\_\_\_  
Location \_\_\_\_\_  
Title \_\_\_\_\_

1. Please give us some general background regarding your facility:
  - a. Location
  - b. Superintendent
  - c. When opened
  - d. Capacity
  - e. Average population
  - f. Average length of stay
  - g. Staff size
  - h. Annual budget
  - i. To whom are you responsible . . . county, state

How do you put them into your program?

Inservice education

4. d. Religious education  
Are opportunities afforded for freedom of worship?  
Are special diets available as required by a particular religion?
- e. Health service  
Medical                      Staff                      Facilities                      When used?                      Emergency use  
  
Dental  
  
Psychological  
  
Psychiatric
- f. Supportive or ancillary services such as laundry, clerical, food, maintenance  
Do these employees receive special training because they are employed here?  
  
Are they evaluated in terms of how they interact with youth?
- g. Special services  
Volunteers: Are they used?  
How selected?  
  
How trained?  
  
How evaluated?  
  
What do they do?
- Family: is the family required . . . actively encouraged . . .  
passively asked . . . to participate in the treatment program?
- Are agencies in the home community contacted upon entry of the child prior to release of child?
- Are donations made to the facility?                      What?  
By whom?
5. How is the total program coordinated and planned for the individual juvenile?
- How often is this done?  
Is the team concept used in treating the child?  
Is there consistency in handling the youth?  
Are written records kept?                      confidential records kept?
6. Please give us information about the clients of your facility:  
Average number of boys                      girls  
Average age                      Range of age  
Socio-economic background (to the questioner, information on the ethnic, cultural, financial backgrounds)

Types of offenses

What percentage are there for juvenile status offenses?

7. What are the restrictions on the rights of youth?  
Work  
  
Clothing  
  
Mail  
Packages  
Spending money  
Visitors Are visitors searched?  
  
Family illness  
  
Home visits  
If child goes home on a visit, must he go through intake procedures on return?
8. What is the disciplinary process?  
  
When is it used?  
  
Who administers it?  
How are the rules and regulations about it given to the kids?
9. What is contraband?  
  
How is it controlled?
10. Is the juvenile permitted to smoke?  
How does he light cigarettes?
11. What happens when a juvenile is released?  
  
Is there a liaison with community services in the community to which the juvenile goes?
12. Do you have other comments you wish to share with us?

To the Interviewer:

Please make your own comment on the physical appearance of this facility:



# Community Based Correction Center Questionnaire

LWV of \_\_\_\_\_  
Facility Visited \_\_\_\_\_  
Person Interviewed \_\_\_\_\_  
Interview Done By \_\_\_\_\_

Date \_\_\_\_\_  
Location \_\_\_\_\_  
Title \_\_\_\_\_

N.B. BEFORE ATTEMPTING THIS QUESTIONNAIRE, YOU ARE URGED TO OBTAIN, BY WRITING TO THE DOC, THE PUBLICATION, "RESIDENTIAL COMMUNITY-BASED CORRECTIONAL PROGRAMS". In preparation for release some time this fall is "Community Services Resource Directory for Correctional Clients".

Use opposite side for additional answer space. "YOU" MEANS THE EXPERT.

What are the community based correctional facilities in your local League area? (v. Committee Guide)

What is/are the goal/s of each one?

Then, select an example of each category/type of program (half-way house, etc.) and follow through with the questionnaire.

1. Name of the facility. When opened?
2. Goals of the facility.
3. Who is served by the facility - adult juveniles, type of problem?
4. Who staffs the facility? Their qualifications?  
Number of full time?  
Number of part-time?  
Number of salaried?  
Number of volunteers?
5. Do staff members receive training  
At the onset of employment?  
Inservice?  
By whom?  
How much?
6. How is the facility funded? (give percentage)  
Federal                      State                      County                      Municipal  
Governor's Crime Commission                      Private                      Foundation
7. What is the annual budget of the facility?  
What % of the budget is for salaries?  
What % of the budget is for maintenance and capital expenses?  
What is the cost per client?
8. How many people are served annually?  
What is the rated capacity?  
What is the average daily population?
9. What is the average length of stay?

10. What resources are available?                      Where?                      By whom?
- Services:
- Medical care
- Mental health care
- Counseling:
- Personal
- Family
- Programs:
- Educational
- Vocational
- Job placement
- Chemical dependency
- Restitutional
11. What coordination is there between this facility and other community resources?
- Between this facility and the DOC?
12. What is contraband?
- How is contraband controlled?
13. Does this facility receive voluntary gifts?
- In cash?                      In material?                      From whom?
14. What is the attitude of the community as a whole to this facility?
15. What is the attitude of the immediate neighbors of the facility?
16. What efforts are made to keep court personnel/judges aware of this facility and its current programs?
17. What efforts are made to keep the public aware of this facility and its programs?
18. Has the attitude of the community as a whole toward this facility increased or decreased the effectiveness of the program?
19. Has the attitude of the immediate neighbors toward this facility increased or decreased the effectiveness of the program?

20. The trend in Minnesota is toward community based correction centers. It is still a new approach and is being evaluated by the authorities and the citizens of the community. Some centers are closing. New ones are opening. So it is hard to determine always which are the ones actually in use. Please consider some reasons for this situation:

Community pressure

Lack of funding

Inadequate funding

Lack of planning

Too rigid planning

Lack of help in supervising

Too rigid supervision

Other reasons?

To the Interviewer:

Please make your own comment on the physical appearance of this facility.

# Questionnaire for Probation and/or Parole Officials

LWV of \_\_\_\_\_ Date \_\_\_\_\_  
Person(s) Interviewed or Furnishing Information \_\_\_\_\_  
Office Address \_\_\_\_\_ Title \_\_\_\_\_  
Interview Done By \_\_\_\_\_

N.B. The officials in your area may be responsible for both probation and parole supervision or may supervise only probations or only paroles. Please find out what the official's responsibility is and ask the questions accordingly. Likewise, the same person may be responsible for both adults and juveniles or only adult or only juvenile. Please take this into consideration also.

Use opposite side for additional answer space. "YOU" MEANS THE EXPERT.

1. How is adult probation administered in your area?  
County? Regional? Contract with state? Other?  
How is juvenile probation administered in your area?  
County? Regional? Contract with state? Other?  
How is adult parole administered in your area?  
County? Regional? Contract with state? Other?  
How is juvenile parole administered in your area?  
County? Regional? Contract with state? Other?
2. Funding: % from state % from county  
Probation  
Adult  
Juvenile  
Parole  
Adult  
Juvenile
3. What is the number of full time probation officers in your area?  
What is the number of part-time probation officers in your area?  
What is the number of full time parole officers in your area?  
What is the number of part-time parole officers in your area?
4. What is the probation caseload per worker?  
What is the parole caseload per worker?
5. What are the qualifications required for  
Probation officers: College degree Educational background  
Experience Civil Service exam  
Parole officers: College degree Educational background  
Experience Civil Service exam
6. What percent of your clients are:  
Felons?  
Misdemeanants?  
First time offenders?  
Repeaters?
7. What method of supervision is used for: Adult Juvenile  
Probation: Monthly/Weekly letter  
Telephone Call  
Check list  
Personal contact; how often



7. Parole: Monthly/Weekly letter  
Telephone Call  
Check list  
Personal contact; how often
8. Are you able, on the average, to adapt your supervision to the needs of your clients? How?
9. What resources/services are provided to clients in your area:  
Service: Adult Juvenile  
Chemical dependency treatment center  
Mental Health center (or similar resource)  
Family counselling  
Job training  
Job counselling  
Other community agencies
10. How are those services which are available funded?  
Corrections Client  
Budget Community Private Fee  
Chemical dependency treatment  
Mental Health center  
Family counselling  
Job training  
Job counselling  
Other
11. Are parolees informed in writing of conditions to which they must adhere?  
Are probationees informed in writing of conditions to which they must adhere?
12. What are the rules they must follow: (e.g. curfews, restrictions on associations with people, travel restrictions)  
Is there a written list all must follow?  
(If there is, ask for a copy.)
13. Are there any other stipulations in probation/parole contract?  
e.g. Mandatory counselling, etc.
14. Under what circumstances is parole/probation revoked?  
Who makes the decision?
15. What are the individual's rights if parole/probation has been revoked?  
Is he told why it is revoked?  
Is it in writing?  
Is there an appeal?

16. What future trends do you see in the field of probation services for adults?

juveniles?

17. What future trends do you see in the field of parole services for adults?

for juveniles?

18. Is there a volunteer program to assist with:  
Adult probation? Duties:

Juvenile probation? Duties:

Adult parole? Duties:

Juvenile parole? Duties

19. What standards for volunteers are used in their:  
Selection:

Training:

Supervision:

20. How are volunteers assigned

Adult Juvenile

Group

One person only

One to one but a total of  
more than one

21. Are volunteers used to substitute for, or to supplement the services of professional workers?

22. Is there a probationary period for determining the effectiveness of a volunteer?

23. Do you have any other comments you wish to share with us?

24. What is your concept of the relationship which should be established between the parole/probation officer and the client?

Questionnaire on Correctional Institution (Definition - By correctional institution is meant your local jail - or workhouse, either municipal or county)

LWV of \_\_\_\_\_  
Institution Visited \_\_\_\_\_  
Person Interviewed \_\_\_\_\_  
Interview Done By \_\_\_\_\_

Date \_\_\_\_\_  
Location \_\_\_\_\_  
Title \_\_\_\_\_

Use opposite side for additional answer space. "YOU" MEANS THE EXPERT.

1. What are the correctional facilities in the area?

For what purposes are they used?

2. Comment specifically about the conditions in the local correctional institution:

a. Sanitation

General cleanliness of: inmate quarters  
recreation area  
kitchen  
toilet facilities  
shower or bathing facilities  
laundry facilities

b. Size of inmate population

c. Capacity of facility

Cost per client

d. How many persons are assigned to each cell/room?

e. Physical safety provisions:

Fire resistant construction  
Sprinkler system  
Adequate lighting  
Number of exits

f. Recreation facilities:

Are there any?  
What are they?

How often may an inmate use them?

g. Physical health care:

Are there facilities?  
What are they?

What is the staff: Doctor  
Is staff available every day?  
How are emergencies handled?

Dentist Nurse Aide?  
Which ones?

h. Mental health:

Are there facilities?  
What are they?

What is the staff: Social worker  
Aide?

Psychiatrist Psychologist

Who is served by the staff?

How are emergencies handled?

2.
  - i. Visiting facilities:
    - Are there facilities?
    - What are they?
    - What are the restrictions?
      - Physical barriers, etc?
      - Supervision?
    - Are telephones available to inmates? How often?
    - Supervision?
  - j. Separation of inmates:
    - Adults from juveniles?
    - Pretrial detainees from convicts?
    - Repeaters (Hardened) from first offenders?
    - Male from female?
  - k. Food:
    - Who prepares the food?
    - Are there special diets for religious reasons? Health reasons?
    - Obtain a typical week's menu
    - Where do inmates eat their food?
    - What utensils and dishes do they use?
3. What are the intake procedures?
  - If the client goes on a home visit or work release, etc., does he go through these procedures again?
4. Who administers the facility?
  - Who are the direct supervisors of the inmates?
5. Is the institution designed for short term or long term detention?
  - What is the average length of stay? Shortest? Longest?
6. What percent of the inmates are awaiting trial?
  - How long is the average wait? Shortest? Longest?
  - What percent has been convicted but not sentenced?
7. When was this institution last inspected by the State Department of Corrections?
  - Which other governmental agencies have inspected?
  - What were their comments?
8. Programs for inmates:
  - Are there any? Rehabilitation? Educational?
  - Vocational?
  - What are they?
  - Who may participate?
9. Library:
  - Is there one?
  - Is it staffed?
  - How are books obtained?
  - Are there restrictions on what types of books are placed in it?



How often?

over 2 years?

Is the staff trained to carry it out?

Are they written?

## How are infractions handled?

Who determines that a rule has been broken?

What is the nature of it?

When is it used?

For how long a period is it used?

Is it available to the inmate?

Is there an inmate council?

Who composes it?

How is it chosen?

What is its role?

How are cigarettes lighted?

Are there restrictions on content?

What?

Are there restrictions on to whom?

What are they?

How many letters may an inmate write?

Are there restrictions on who may write the inmate?

What are they?

How many letters is an inmate permitted to receive?

Weekly?

Daily?

Other?

Is there restriction on contents?

What is contraband?

How is it controlled?

Who may send the inmate packages?

How often may an inmate receive packages?

12. Who checks the contents of packages?

How are the contents of packages checked?

Visitors:

Get a copy of the visiting rules.

How often may an inmate have visitors?

How many visitors may an inmate have?

May an inmate have more than 1 visitor?

Who may visit the inmate?

Are visitors searched?

per week? per month?

What procedure is followed when there is a family emergency? e.g. death, severe illness

13. What provisions are made for cultural practices of inmates? e.g. groups such as Indians, blacks, Chicanos, etc. . . . practices such as music, services, speakers, etc.

14. What training does the staff receive?

At the beginning of the job?

Correction officers (guards)

Inservice?

Correction counselors

Where?

By whom?

Who pays for it?

15. Is the staff employed under civil service procedures?

16. Are volunteers being used? How?

Does the institution receive donations?  
From whom?

What?

17. Do you have any other comments you wish to share with us?

To the Interviewer:

Please make your own comment on the physical appearance of this facility:

We \* have had our say. Now it is up to you. This page is included to encourage you to share your problems, your joys, your successes, your failures with the state committee.

Fill it out and return it to the state office, 555 Wabasha, St. Paul, MN 55102. We'll try to make the appropriate response.

League of Women Voters of \_\_\_\_\_.

Name of writer \_\_\_\_\_ . Date \_\_\_\_\_

We have a good idea to share:

We found this tool (interview, book, person, etc.) to be very helpful:

Help! We have a problem:

The League needs more material on:

We need someone to tell us about something:

Other:

\* We are, the subcommittee on preparation of the committee guide, corrections study committee:

Georgiann Errigo  
Peggy Gross  
Marcia Janssen  
Gini Mortenson  
Eleanor Weber

JUL 11 1973

LEAGUE OF WOMEN VOTERS OF MINNEAPOLIS

1200 Second Avenue South, Minneapolis, Minnesota 55403

Telephone: 333-6319

July 9, 1973

Dear Ms. Borg

We in Minneapolis League of Women Voters have continued our work in the field of justice this past year, focusing on community alternatives to the juvenile justice system, record, and child abuse.

Enclosed is a copy of the publications and positions reached by consensus of Minneapolis League members. We sincerely hope that this study will not only be of interest to you but will also help you in future decisions. We would welcome the opportunity to discuss our findings with you. Thank you for your concern.

Justice Chairman  
333-2033

*Ann Jaede*

Juvenile Justice  
Chairman

823-1373

*Judy Boelbert*



JUVENILE JUSTICE IN HENNEPIN COUNTY

PART V

CHILD ABUSE



LEAGUE OF WOMEN VOTERS  
OF MINNEAPOLIS

APRIL 1973

"The amount of yelling, scolding, slapping, punching, hitting and yanking acted out by parents on very small children is almost shocking. Hence we have felt that in dealing with the abused child we are not observing an isolated unique phenomenon, but only the extreme form of what we would call a pattern or style of child rearing quite prevalent in our culture." This statement by Drs. Brandt F. Steel and Carl B. Pollock, psychiatrists and professors at Colorado Medical School, points out the need to investigate our whole attitude toward children and their right to live unharmed and to be loved and nurtured.

In 1963 Minnesota was among the first states to pass a law requiring medical reporting of suspected child abuse. A subsequent law, Minnesota Statute 626.554, Reporting of Maltreatment of Minors, was passed in 1965 and has since been amended. This law's purpose is "to provide for the protection of minor children who have had physical injury inflicted upon them, by other than accidental means, where the injury appears to have been caused as a result of physical abuse or neglect."

The law requires physicians and certain other medical personnel to immediately report suspected cases of child abuse to both the police and the county welfare agency. Other provisions include defining the responsibility of the welfare department, providing immunity from liability for medical personnel when reporting, waiving both physician-patient and husband-wife privilege, and making failure to report a misdemeanor for medical personnel.

Hennepin County General Hospital reports many of the cases of suspected child abuse. When an injured child is examined, the parents are questioned in depth by the physician. Such findings as a history incompatible with the injuries, little parental understanding of the child's stage of development with regard to discipline and safety, or discovering that the parents themselves have been beaten as children are highly suspicious. When abuse is suspected, the child is admitted to the hospital and reports are made to the police and the Child Protective Services Assessment Unit at Hennepin County Welfare. An internal hospital team goes to work. The physician prepares medical evidence of abuse. Pictures and x-rays are taken to document the child's appearance and to determine whether old fractures exist. The social worker interviews the parents to assess the family situation. These findings are reported to Child Protective Services and the hospital team works with the protection worker to make plans for treatment before the child is discharged.

The police investigate the possibility of crime in each reported case. Having the authority to take a child into custody, they may also become involved if a child's health or welfare is seriously jeopardized. A child taken into custody for this reason is taken to General Hospital, St. Joseph's Children's Shelter, or a Shelter Annex Home for children under 7 years. A court order must be obtained within hours to keep a child without parental consent.

Child Protective Services is the section of Hennepin County Welfare handling cases of alleged neglect and/or abuse of children. This service is charged with the responsibility spelled out in Statute 626.554 to "investigate complaints of neglect and abuse of children and offer protective social service in an effort to protect the health and welfare of these children and to prevent further abuses."

When Child Protective Services receives a report, the caseworker determines the physical danger to the child and estimates the parents' potential for counseling. He begins to involve the family in defining problem areas and treatment goals and to determine with the parents how the child may be best protected. Child Protective Services feels that

families are more amenable to help when involved from the beginning as positive handling of anxiety lessens their defensiveness. They find most parents are cooperative in the treatment process. However, court action is initiated when necessary to protect the child, with court action viewed as a necessary consequence to parents' negative actions rather than punishment for its own sake.

In 1972, 131 cases of suspected physical and sexual abuse, including 3 deaths, were reported in Hennepin County, representing approximately one-fifth of the cases referred to Child Protective Services. 58% of these children were under 5 years of age and in 64% of the cases a parent was the perpetrator of abuse. The majority of the children, 62%, remained at home, while another 24% were placed in foster care. 9% of the cases were taken to court with Child Protective Services obtaining protective supervision (child remains at home) of four children and legal custody (child removed from home) of eight more.

The potential for abusing or severely neglecting children exists in all of us across all socio-economic levels. Stress and frustration build for everyone. Young children, especially infants, are the ready recipients of violence precipitated by parental frustration because they are home all day and are too little to defend themselves. Parents who abuse their children have great difficulty forming healthy relationships with anyone and have little idea of what to expect from their children. They need help realizing what levels of development children attain and to adjust their expectations accordingly. Another facet of the problem is that abused children, in turn, grow into adults abusive toward either society or their own children.

Medical personnel are all too frequently unaware of the symptoms of the battered and abused child. They also don't recognize that parents are often asking for help through their actions, unable to vocalize their needs. In Hennepin County a substantial number of families were in contact with some social service prior to their involvement because of child abuse, which points out the need for increased awareness among all agencies serving families of the types of family situations leading to child abuse. Abuse also goes undetected with doctor-hopping, families moving, and private physicians fearing repercussions to their practices from reporting suspected cases.

Educational efforts are evident at both Hennepin County General Hospital and Child Protective Services. Many new physicians learn about child abuse while training at General Hospital where written guidelines for the management of maltreatment of children are used in the emergency room and outpatient clinic. General Hospital is also currently doing a research project on child abuse. Child Protective Services is conducting a public awareness program reaching mostly students in high schools, colleges and nursing programs. However, the service is attempting to reach more medical professionals.

The Hennepin County Child Abuse Council, organized in 1970, is still in the embryonic stage. Its purposes include coordinating efforts of dealing with child abuse and neglect, development and refinement of programs, and serving as advocates for abused and neglected children. The council is composed of representatives from various public agencies which deal with abused children and meets quarterly.

Parents Anonymous is a self-help organization in which parents discuss their problems with their children and help each other by phoning in times of crisis. There is a chapter in Hennepin County. Professionals have upon request attended the meetings of this group to give guidance.



Proposals for additional resources are being discussed locally. Child Protective Services and Hennepin County General Hospital are attempting to work out arrangements for a protection caseworker to spend a regularly scheduled amount of time at the hospital each week to better serve families through improved coordination and communication. More day care and day treatment facilities would provide relief to overwhelmed parents and could help them gain an understanding of child development and learn to deal more constructively with their children. A child care "hot line" could offer a distraught parent immediate support and counsel. Finally, centralized reporting on the state and national levels of families receiving help because of child abuse would seem to alleviate the problem of losing families as they move from one area to another. Such proposals would require additional funding, which is difficult to obtain, and should be available to everyone, even where few cases of abuse are reported because the problem does exist in such areas and is becoming critical through lack of attention.

In conclusion, deciding that a child has been abused is often very judgmental. Although medical testimony can usually prove that severe and repeated injuries were not accidental, cases involving lesser degrees of abuse and neglect are often very gray. While there may be an intuition that the child is in danger, these cases are difficult to prove. Lacking the concrete evidence necessary, there is seldom court action. Also overlooked is sexual abuse of children. Experts say that the present child abuse law should cover sexual abuse specifically. While Judge Lindsay Arthur of Hennepin County Juvenile Court states that sexual abuse is in fact covered under the present law, others think this fact is not generally known. An even more difficult problem is emotional neglect and abuse. Judge Arthur feels that this subject needs further definition and consideration, since emotional abuse may be equally as devastating as physical abuse and affects more children.



# JUVENILE JUSTICE IN HENNEPIN COUNTY



LEAGUE OF WOMEN VOTERS  
OF MINNEAPOLIS

APRIL 1973

League of Women Voters of Minneapolis  
1200 Second Avenue South 55403

Phone 333-6319

Additional copies of Juvenile Justice in Hennepin County - 1973  
are available at the League of Women Voters' office (address above).  
Cost is 75¢. Part V, Child Abuse costs 10¢.

In Minnesota please add 4% sales tax.  
On all mail orders, please add 25¢ for postage and handling.

PUBLICATIONS CATALOG AVAILABLE UPON REQUEST

## POSITION

The League of Women Voters of Minneapolis supports:

### (Juvenile Justice)

- A program of evaluation of the juvenile justice system in Hennepin County including: an expansion of legal assistance for all children; mandatory training in development and problems of adolescents for all persons working with youth in the juvenile justice system; expanded use of personnel having lifestyles and outlook similar to families served.
- Flexibility in scheduling and decentralized court facilities for greater responsiveness to families served.
- Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization for juvenile status offenses.

### (Human Resources)

- The availability of a complete continuum of services for the troubled, delinquent, abused and neglected youth and their families. This includes quality\* community-based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We support exploring the feasibility of community-based corrections for adult offenders as well.
  - \*including proper supervision, standards, inspections and screening of residents.
- The consideration of confidentiality in efforts to coordinate services for both juveniles and adults.
- Continual evaluation of all existing programs for juveniles and their families funded and/or used by public agencies.
- Diversion of juveniles to community alternatives from the formal judicial process at all levels, but particularly by Court Services Intake, the Court and the police.

### (Rights)

- Constitutional protections for juveniles equal to those for adults, particularly due process of law, protection from invasion of privacy and protection from unwarranted removal from their families unless truly voluntary and truly beneficial.

(over)

- With regard to all records, the right of every person (adult, parent and/or juvenile):
    - a) to know his record exists,
    - b) to see his record unless detrimental to his welfare,
    - c) to correct his record if inaccurate, and
    - d) to safeguard against unwarranted disclosure.
  - No longer useful juvenile records should be sealed and/or destroyed. Juvenile Court Records\*\* should be handled according to the Rules of Procedure in Minnesota Probate-Juvenile Courts. It is the recording agency's responsibility to tell a person of these rights.
- \*\*defined by law and procedures to include all documents filed with the Juvenile Court and all documents relating to the apprehension, detention, adjudication or disposition of the subject of a Juvenile Court Cause. This specifically includes records of the Court, Court Services, Welfare and law enforcement agencies. This explicitly excludes records relating to traffic offenses, cases of persons contributing to delinquency or neglect of a child and adoption records.

#### (Child Abuse)

- Strengthening and broadening existing child abuse laws with prime concern for the protection and welfare of the child; specifically, include sex offenses under child abuse laws and extend immunity to all persons reporting suspected child abuse in good faith.
- A local and state central reporting agency for all child abuse cases.

Approved by Minneapolis LWV Board of Directors, June 1972 & 1973



*Disposition is the heartbeat of juvenile court.*

Judge Lindsay Arthur

In 1972 the Minneapolis League of Women Voters studied the function and procedures of the Juvenile Court. Attention is now focused on alternatives to the court system. The two traditional dispositions—correctional institutions and probation—have been in recent years supplemented by the development of a variety of alternative services by both Court Services and the community. The State Department of Corrections has fostered the plan of community responsibility and community-based corrections, providing fewer services of its own and subsidizing more on the county level. County government agencies in turn are looking more at the purchase of services from the private sector. In addition to alternative dispositions, diversion of selected cases from the judiciary system entirely is under examination.

This report is a study of agencies in Hennepin County which provide on-going counseling or out-of-home care to youth, their role as alternative or diversionary resources for the Juvenile Court, and the major issues attendant to the assumption of this role. This study does not concern itself with the treatment philosophy or approach of individual resources, but rather examines them as a collective body.

The reader is referred to *Juvenile Justice in Hennepin County, Part 1*, League of Women Voters of Minneapolis, 1972, for background information essential to the understanding of this report.

JUVENILE JUSTICE IN HENNEPIN COUNTY

PART II

DIVERSIONARY AND ALTERNATIVE  
COMMUNITY YOUTH RESOURCES —

NON-RESIDENTIAL



LEAGUE OF WOMEN VOTERS  
OF MINNEAPOLIS

APRIL 1973

## DIVERSION

When a juvenile goes through the complete Juvenile Criminal Justice System, he is apprehended by the police, interviewed by the Intake Unit of Juvenile Court Services and appears in Court; disposition is the ultimate responsibility and decision of the Judge. However, a juvenile may be diverted from the judicial process either because he is not in need of the facilities of the Court or because his case can be handled better by an alternative resource. Underlying the idea of diversion is the assumption that formal contact (arrest, referral to court, possible adjudication of delinquency) may in itself be harmful to many youths and that informal handling of problems at the community level can help avoid stigmatization and other negative consequences of system contact.

In many cases, the Court has available the same community resources as would the offender and his family; Court intervention provides the necessary coercion to use the resource, but at the same time introduces stigma. Proponents of diversion frequently cite stigma as the prime reason for developing alternatives to the Court; it can also be said that coercion does not always add therapeutic value. Alternative resources are also designed to relieve overcrowded Court calendars, reduce the case-load of the Probation Officer, and provide a source of help to the non-adjudicated, but troubled, child.

The Juvenile Court does encourage diversion where possible but would caution against its possible misuse by automatic diversion of certain classes of offender, by a *a priori* assumption of guilt without judicial process, or by relinquishing local authority to a federally-funded and controlled diversion agency. Narrowing the jurisdiction of Juvenile Court has the potential danger of further stigmatizing those persons appearing in Court by classifying them as criminal; it also overlooks the fact that minor offenders may be a more serious threat to society, or may require speedy court intervention to more effectively solve their individual and family problems. The solution is not in undermining or restricting the present Juvenile Court, but rather in implementing, supporting and improving it, as proper diversion projects can. A resolution adopted by the Juvenile Court Judges of Minnesota in September 1972, states in part:

*No child should appear in the Juvenile Court unless he cannot or will not otherwise obtain essential treatment which is necessary for his welfare or for the protection of the public;*

*Whenever possible the family, schools, and the various public, charitable, and private resources should be utilized for treatment rather than formal judicial process...*

## Police Diversion

When apprehending a juvenile, police can reprimand and release or refer to Intake for evaluation and consideration for referral to Court. (In 1972 Minneapolis Police referred 3877 juvenile cases to Court and

Police Diversion, cont.

closed 2312 cases; this does not include contacts by officers not leading to apprehension.) A third alternative, of confusing status, is diversion by referral to a community resource. In interviews with eleven suburban Hennepin County police departments, eight will refer juveniles to agencies, two claim that State law prohibits it, one "suggests" agencies. Court Services thinks that police referrals are an appropriate extension of the screening procedure; in view of the number of cases released by Court Services Intake, it would seem that more juveniles could be handled on the police level. The police dislike making referrals because they usually receive no feedback from the agency (very few, if any, agencies are willing to undermine their confidential client relationships by doing this), feel they have no coercion and thus referrals are pointless, and lack manpower. Police receive feedback from Intake if they attach an information slip to the complaint report. Interviews with suburban juvenile police showed their role perception as 45% law enforcer, 30% friend to youth, 15% social worker, 6% big brother, and 4% other (public relations, etc.).

The Youth Service Bureau (YSB) concept is the suggestion of the President's Crime Commission (1967) to reduce delinquency and divert the potential and marginal delinquent child from the Juvenile Criminal Justice System. The YSB is a noncoercive, independent public agency established to divert children and youth, seven to seventeen years of age, from the criminal justice system by (1) mobilizing community resources to solve youth problems, (2) strengthening existing youth resources and developing new ones and (3) promoting positive programs to remedy delinquency-breeding conditions. The 1968 Omnibus Crime Control and Safe Streets Act established the Law Enforcement Assistance Administration to provide federal funds to help states reduce crime and improve the criminal justice system. In the prevention area a great deal of money has been used to establish YSBs throughout the U.S. The Governor's Commission on Crime Prevention and Control, through which LEAA funds are distributed in Minnesota, has funded five YSBs in Hennepin County: Northside, Model Cities, Relate (Minnetonka), Give and Take (Hopkins, St. Louis Park), and Storefront (Richfield). An intensive evaluation of the YSB programs funded by the Crime Commission will be completed in the near future. The suburban YSBs provide more direct services due to the lack of local resources, while the inner city YSBs provide more referral services.

Under its Night Owl Program the Model City's Youth Service Bureau in Minneapolis seeks to have itself recognized by the Court as an "other responsible adult" to which juveniles can legally be released. This would prevent a night's stay in the detention center for minor offenders whose parents cannot be reached. Model City's YSB is open until midnight weeknights and until 2 a.m. on the weekends. Thus far, its program has received little cooperation from the police or Court. In the first two months of operation it served 18 youth in the Night Owl Program; in the first six months, the regular program served little more than 100. Surprisingly, the program has had more requests for help from the staff of other agencies than from the youth.



Police Diversion, cont.

Established as a coordinating agency within the Northside community, the Northside YSB functions primarily as a referral agency. Direct service is limited to screening only. Priority is given to diverting young people from the criminal justice system through coordination of the approximately 75 agencies or community resources within the area. About 30% of the young people served come on a self-referral basis. They are often then referred to three or four different agencies depending on the particular needs of each youth. One of three diversionary youth workers goes with the youth on his first visit to the helping agency. Basically, these youths are scared; they need support which they don't get at home and need to be taken by the hand. NYSB does follow-ups on all their referrals. Referrals made from November 1972 through February 1973 total 184; total contacts were 8180.

If YSBs are to succeed in Hennepin County more cooperation is needed between their directors, the police, and Juvenile Court.

Intake Diversion

Of cases referred to the Court Services Juvenile Intake Unit, approximately 55% are closed and 45% referred to Court. Of the 55% closed at Intake, one-third are referred back to the parents without further recommendation of help. These cases include primarily minor offenses. Cases active with the Welfare Department, but not with Court Services, are referred back to Welfare where they can be handled better and if there is no need to go to Court. The remainder (60%) are referred to programs within the community (family and child counseling, educational resources, medical or mental health programs). Most drug offenses are handled outside Court; only distributors generally go through the Court system. There has been an estimated 90% success in getting the juvenile drug offender to accept treatment without Court intervention.

Restitution is handled primarily by the Intake Unit. Juvenile Court does not like to be involved as a bill collector. The idea of restitution is initiated at the Intake interview in most cases of damage to property or verifiable personal damage unless the family of the offender is receiving welfare (20-30%); restitution may also be suggested by the victim or police report. Where the amount is small, a voluntary commitment is sought from the child or parents to repay the victim. If the amount is large, the case goes to Court. In Minnesota, parents can be held responsible for the first \$100 damage caused by their child. If a victim desires restitution but identification of the child carrying the charge is unknown, permission must be obtained from the Judge of the Juvenile Court to learn the name of the child. Next, action vs. parents is taken in Conciliation Court. Intake and Juvenile Court will assist in obtaining restitution. Restitution is used in 10% of the total cases, about 30-40 a month.

With growing concern for the rights of the victim, expansion of this program is desirable to provide a viable means of acquainting the public with

Intake Diversion, cont.

the possibility of restitution, accurately assessing the amount of damage (now frequently taken from a possibly inaccurate police report), finding jobs for the offenders (to insure that the parents do not have to pay instead of the child), and providing sufficient manpower for follow-up to assure payment to the victim and some measure of rehabilitation.

Judge's Diversion

A 90-day continuance can be given by the court; this is considered a proving period, with minimal probation contact, often used when it is felt that a child and family can resolve problems without Court intervention. Pre-court Diversion can also be handled through private agency programs such as Operation de Novo, the pre-trial diversionary program which first began in Hennepin County Municipal Court. There is a continuance of the case, during which time the juvenile and family receive intensive help from an assigned social worker and the juvenile has a chance to prove himself. There are currently eleven hard core delinquents in the program.

ALTERNATIVE AGENCIES

An alternative agency can serve the purpose of either supplementing Court Services or helping the non-adjudicated or diverted juvenile. Both Court Services Probation Officers and Hennepin County Welfare Department social workers use any available resource within the community in addition to the specialized programs operated within their agencies. They face the same problems that members of the general public face in finding an appropriate program to help a particular client, since many times the multiplicity of the problems necessitates help from several sources.

Identifying the Resources

There are an estimated 3000 agencies operating in the metropolitan area, 300 serving youth. Of these, approximately seventy-five are in Hennepin County, serve the delinquent and potential delinquent population and provide on-going programs. The number of agencies is not necessarily synonymous with the number of resources. Most agencies offer several different and constantly changing programs. Efforts to list agencies and/or resources are frequent, but difficult, and generally result in a list outdated before publication.

The most comprehensive directory of resources can be purchased from Community Information and Referral Service. It contains 400 entries with basic information as to hours, fees, restrictions, etc. Over 2000 copies have been distributed. Its master file of 3000 agencies will be computerized by April 1973. The printout with monthly updates (average of 500/month) will be available to large agencies at an approximate cost of \$1000/year. Other directories with specialized information are periodically produced by several agencies. With few exceptions, they suffer from duplication of effort, inaccuracy and rapid out-dating. Most directories are compiled for the professional social worker, not the citizen.

Identifying the Resources, cont.

Unfortunately, mere listings do not indicate the quality of the resources, nor solve the problem of finding the agency with the most desirable treatment philosophy, high success rate, professional reputation, and available space. Some units of the Welfare Department have persons assigned to this specific task. But generally it is a time-consuming effort, aided only by gut-feelings and informal feedback from associates. The constant changes in the social work community make the problem more difficult.

Profile of 25 Youth Serving Agencies

Members of the League's Juvenile Justice Committee visited several community agencies, chosen as representative of various types of youth resources available. The complete list is at the end of this report. Twenty-five agencies serving a significant portion of the delinquent population answered the five-page questionnaire in sufficient detail to be a part of this profile. The interviews were primarily with agency directors. These data are the basis of the following conclusions about community youth resources.

The original aim of the study was to determine gaps, overlaps, needs and priorities in youth services. It quickly became apparent that this was a futile goal: exact demographic data were unavailable from most agencies due to the nature of open-ended programs, varied client problems and treatment needs, and differing orientation of data reporting systems. At least two other groups are now engaged in such a study and various other agencies in similar internal studies.

The purpose of the interviews was therefore changed to determine the problems, philosophies and collective profile of the agencies as they saw themselves. In no sense is this an evaluative effort of any individual agency, nor can it pretend to be a complete statistical study of all available youth resources in Hennepin County.

Client Group. The agencies interviewed had collectively served (seen a minimum of two times) approximately 9750 juveniles during the past year, of whom an estimated 1250 were adjudicated delinquent and another 1800 considered potential delinquents, thus representing a large segment of those community resources that serve the approximately 1500 juveniles who go to Court each year.

Age and Size. Eight agencies had been in existence less than two years, five less than five years, two less than ten years, five less than fifty years and four more than fifty years. Nine agencies had budgets totalling less than \$50,000, five less than \$100,000, seven less than \$500,000, and two greater than \$500,000.

Restrictions. All agencies were mandated to serve both sexes and all races; some limited the geographical area or age of their clients because of funding requirements. Actual racial use tended to polarize to certain agencies, five serving Blacks, four serving Indians and one serving Chicanos in numbers significantly above their proportion in the general population. Nine agencies had at least one Black representative on their boards of directors; four had Indian; one had Chicano; five had youth; eight had neighborhood representatives.



Profile of 25 Youth Serving Agencies, cont.

Service. In all but five agencies, service could be obtained by walking in the door. Four agencies had a waiting list; at least one agency requires a copy of last years income tax forms to assess the fee. Fourteen have a crisis program (but it can consist of as little as a phone answering service referring the caller to Youth Emergency Service, the crisis answering service). Nineteen agencies claimed to make home visits, but many admitted they were rare or designed primarily for the aged. Eight agencies served family units; sixteen claimed family involvement in the program; only two of the agencies which served families claimed family involvement. Fee agencies generally had a sliding scale and were willing to serve youth without parents as "emancipated minors"; they noted, however, that they were not normally the first place a teenager thought of in terms of help, but were valuable as a referral source from street agencies.

Commitment. The degree of commitment is difficult to assess. Few agencies were willing (or able) to estimate the number of hours spent with the average case. The majority of agencies offered only short-term help or a program of pre-determined length, at the end of which service to a client is abruptly terminated. The major exceptions to this are within the Court Services and Welfare Departments, where workers are committed until the problem is solved.

Communication. Inter-agency communication is generally on an informal and minimal basis. One agency explained that meetings were not always a pleasant experience and were rife with jealousy and envy. At least one agency publishes a newsletter for other agencies, one sponsored a seminar, and one has a weekly visiting day to keep informed. When asked to rate their relations with other groups on a scale of one to five (one is poor; five, good) the results were generally positive, but the uniform high scores given by several agencies strained credulity:

Youth	4.6
Court Services	4.4
Other Agencies	4.3
Press	4.2
Community	4.1
Welfare Department	4.0
Police	3.7

Large family counseling agencies regret that there is frequently a misconception that they are too busy to accept new clients and are thus not used to full advantage.

Funding. Eight agencies are sure of their funding for the next year, five are desperate. Much agency staff time, and some of the staff's private time, is spent seeking funds. Nine agencies spent in excess of 1500 staff hours each last year on this task, a detriment to direct social service particularly in small agencies. Almost all agencies are funded by more than one source (most are dependent to some degree on federal funds), which complicates placing responsibility for leadership.

Evaluation. Twenty-one agencies do some evaluation of their programs. Eighteen keep research data, and sixteen have a follow-up program on their clients.



Profile of 25 Youth Serving Agencies, cont.

Observations by Agencies. Efforts to discuss agency views on needs, gaps and priorities in services, desired legislation or funding changes, or philosophy concerning human resources responsibility in the community were generally unsuccessful. Many agency executives appeared to have thought little about problems oriented outside their own agencies.

Validity of Interviews. Agency officials interviewed were most generous with their time; however, it was ever obvious to the committee that in some sense it was treading on hallowed or controversial ground, in many cases was being "put-on"; the above data is therefore questionable:

1. Agencies have been studied and interviewed repeatedly; one more study was not appreciated; questions were not always taken seriously.
2. Agency personnel are professional social workers; professional at communication, controlling interviews, presenting the right picture; some answers strained credulity.
3. Agency personnel are highly competitive for funds and highly protective of their program plans; complete answers were few.

DISCUSSION

In the League's Juvenile Justice Committee's examination of the use of community agencies as either alternatives to the judicial system or diversions from it, it is not apparent that the community can function in this role at this time without undue strain on the agencies or a loss in appropriate services to the delinquent or marginally delinquent youth. The Department of Court Services currently possesses the best ability to deal with the delinquent child, by virtue of its understanding of his problems and commitment to solving them. The use of outside resources should be limited to carefully selected programs that can be supportive to the Court. Until the Court or Court Services assumes leadership to develop and improve programs designed for the delinquent, such resources can best function in the field of delinquency prevention.

If the option of use of community resources by the Court is to continue or be expanded, there must be a way of determining and maximizing appropriate use. For this purpose, increased communication, at least minimal coordination, mutual planning based on evaluation by public and private agencies and a viable means of identifying and attacking the problems of system malfunction are essential. These issues, plus a survey of needs, are discussed here.

Area-wide agency organization ceases on the level of published directories. No one has sole administrative responsibility for either the public or private agencies dealing with youth. The following list is probably not

DISCUSSION, cont.

comprehensive, but covers the major concerned organizations: The State of Minnesota has a Governor's Youth Advisor and a Human Services Task Force, both of whom are directly responsible to the Governor. The Governor appoints a Commission on Crime Prevention and Control which is the planning and granting body for Federal LEAA funds under the Safe Streets Act. The Crime Commission utilizes the Metropolitan Council (Region G) and the Hennepin County Criminal Justice Advisory Council to coordinate local criminal justice planning in this area of the state. In the Metropolitan Region, the Twin Cities Area is Region 11 under the State Regional Development Act (1969) and has yet no officially designated planning council; however, the Metropolitan Council (whose creation preceded this act) does have a Human Services Director. The United Way operates over the Metro-region, representing some but not all private agencies. Hennepin County has a Director of Human Resources who functions as a consultant to the County Board. In Minneapolis there is a Human Resources Coordinator (under the Planning Department); the office of Youth Coordinator is responsible to him. There are also several Neighborhood groups (such as the Phillips Inter-Agency Council, the Northeast Network, etc.) which function primarily on an informational level, but are beginning to move into action.

Communication

Misinformation (conflicting facts, ignorance, or what have you) is widespread — the committee encountered it in almost every interview; efforts to determine truth succeeded not in enlightenment but only in expansion of gray areas. There was a surprising, and very serious, lack of knowledge in almost all agencies as to the varying types of juveniles adjudicated as "delinquent" and the philosophies and practices of Court Services and the Juvenile Court. This lack leads to malfunctions in service: At a recent metro-area Youth Advocacy Conference, only two of over 100 participants were aware of the existence of the State Youth Advisor. (He does not see communication as his function.) The present County Director of Human Resources is unknown to many; he does see his role as that of communicator and feels that all necessary communication is accomplished, but at the time of the interview had never met the City Human Resources Coordinator.

However, recent changes are promising: The Minneapolis Youth Coordinator's Office has started publishing the *Metro Youth Advocate*, an information bulletin for persons serving youth (circulation about 1000) and is constantly trying to enlarge its mailing list. Juvenile Probation has a full time community liaison. One large family service agency has just started talking to its next-door neighbor after decades in similar work in the same building; the National Council of Juvenile Court Judges is considering several projects, among them a survey of U.S. resources to make all Courts aware of what is happening around the country and to allow Judges to place juveniles in the proper resource, regardless of where located.

Nonetheless, communication was designated as the major problem by most persons interviewed.

### Coordination

Coordination of agencies has three aspects: 1) referring so that the most qualified agency can handle a given problem; 2) working together for the needs of the client when multiple resources are required to help a multi-faceted problem; and 3) providing feedback so agencies can assess the appropriateness of a referral and be assured that the client did indeed receive help. A very successful relationship between Court Services and community agencies is possible, but problems are more frequent.

For the juvenile diverted from the judicial system for lack of sufficient cause to send him to court, coordination is difficult. Court Services has no authority or responsibility for him unless he is adjudicated; some community-funded agencies do not see a clear responsibility for serving any juvenile once he has come in contact with the Court or police. There are then two alternatives: 1) suggest that the child and/or parents seek help on their own at a community agency, for which he must pay and from which Court Services has no feedback; 2) refer the child to an agency that welcomes such referrals, but prefers to provide no feedback because it would undermine the confidential nature of its relationship with the child. Either way, there is no way for Court Services to assess the appropriateness of the referral decision.

For the adjudicated juvenile who needs resources outside the Department of Court Services, the problems are even greater. The Probation Officer in most instances retains continuing case responsibility and locates the community resources to supplement the programs of Court Services. Many of the government-funded agencies designed to work with the delinquent child tend to work counter to or in rivalry with the programs of Court Services and to think only negatively of the Court. Some agencies serve the delinquent youth only by default, have no special abilities in that area, and some carefully screen their clients to assure the highest success rate, all of which leaves few programs for the hard core delinquent who needs the most help. Again, the lack of feedback is a problem.

Some have suggested the need for a centralized referral agency, much like an expanded Youth Service Bureau and greatly surpassing the mere listing of agencies provided by Community Information and Referral Service. Others have suggested that the only practical solution is an informal coalition of a small number of specialized agencies which could function in a manner similar to that of a group health clinic solving all problems collectively.

Another possibility (and currently one of the state pilot projects under the Governor's Human Resource Project Director) is essentially a computerized revival of the Social Service Index, operated by the United Fund for 25 years until the late 1950s. Any member agency could consult the master file to determine who else was serving a client and coordinate the program. Most United Fund agencies participated, but use by other agencies was low. Similar services existed throughout the country and all disbanded at approximately the same time. There was developing a new relationship between client and social worker; agencies began to use it only to clear names, not to



Coordination, cont.

register them. Confidentiality and rights of the client became key issues. This climate is thought to be even stronger today, particularly with the street agencies. An estimated three-quarters of the clients are honest about other agency contacts, partially precluding the need for such an organization.

Confidentiality is just one problem of coordination. There are many complexities. The current Director of Human Resources for Hennepin County explains that:

1. To coordinate by geographical area would infringe on others' domain, as services exist within any area that serve and effect a wider area.
2. To coordinate by type of service is limiting. Human resources programs must consider all related fields (education, vocational, employment, mental health, etc.) which leads to a conflict of jurisdictions.
3. It is hard to coordinate or simplify programs at any governmental level unless parallel programs exist at a higher level; it leads to contradiction, competition, and conflict on the local level.
4. Clout is necessary to coordinate successfully, and the only real clout is money. Money comes from many sources. To channel all money, public and private, through one office would impose unnecessary authority. Efficiency is not one of the virtues of democracy.

By further explanation and partially in contradistinction, the current Minneapolis Human Resources Coordinator would like to see more government responsibility for coordinating social services, favoring a private, non-profit or quasi-public mechanism to plan, monitor and evaluate all social service programs for the city. All funds would be channeled through such an office which would also help find funding, and in other ways assist the agencies. He is not convinced that community groups can coordinate as well as the city government can and feels that citizens should have more faith in the government's ability. Minneapolis has not come of age in its role of delivery of human resources. Recipients have a negative attitude toward the government and are suspicious of the government's effectively delivering services. One result of this attitude was that Minneapolis received no federal money during the stormy two-year interim period between MOER and HAPI, the now defunct community action programs set up to fight poverty. The Minneapolis City Council seems willing to relinquish its responsibility to the county, but county concern for city problems is questionable. The point of legislation in the mid-60s was to provide maximum participation of citizens, but instead citizens created parallel structures outside the government process, leading to frustration as one cannot effectively influence positions



Coordination, cont.

from a counter-position. The Nixon trend is to give responsibility to local governments. Minneapolis must prepare for this so it can deal rationally with, rather than reacting to, federal legislation. Administrative cost of programs can come from anywhere, but the city (or local government) has to have the commitment to deliver and monitor the services.

Planning

Planning involves many of the same restrictions and problems as described above under Coordination. In addition, planning requires lengthy and expensive research as to quality and quantity of resources available in comparison to actual projected need. Evaluative Research is a relatively new field in social science; the University of Minnesota started a post-doctoral program in it in 1972. One of the few things that most persons interviewed agreed on was the need for advances in evaluative methods.

The State of Minnesota is in the process of considering the creation of a Human Services Council, a combination of ten department commissioners, to be the planning and standard-setting body for state-funded services. It has not decided whether or not this will combine administrative functions. The State is also working on two pilot projects (in Bemidji and Mankato) leading to organization of unified community service delivery systems. These projects are designed to be used in any region of the State.

The Governor's Commission on Crime Prevention and Control devises comprehensive plans each year to improve the activities and interrelationships of law enforcement, courts, corrections, and prevention agencies. At the regional level, the Metropolitan Council is preparing a development guide for the criminal justice area; and, locally, the Hennepin County Criminal Justice Advisory Council set up three task forces in early 1973 to plan for criminal justice programs in the county.

The United Way has a planning arm, the Community Health and Welfare Council, which is generally considered to be the most comprehensive planning group in the area. It recently completed a study of social services to set funding priorities and philosophy and plans annual updates.

The Hennepin County Board is considering a proposed County Health and Social Services Department, which would combine the functions and planning of Hennepin County Welfare, Court Services, General Hospital, Detoxification Center and Pilot City programs. In February 1973, it funded two neighborhood health planning coalitions. Representatives from these and future planning coalitions would form an advisory committee to the proposed department, which in turn would advise the County Board on human resources planning. This program would ideally provide responsibility for planning at every level of the social service structure. Each agency can benefit from, and has the responsibility to know, what is happening in its field from all sources. When planning is left to a

Planning, cont.

centralized agency, lower levels are too often willing to relinquish all responsibility. The function of the high level planning office is to provide technical and research support, coordinate planning ideas and respond to them.

The Hennepin County Welfare Department completed a comprehensive planning inventory of its own programs in Fall, 1972, and identified its own gaps and priorities in services. It saw a need to promote a more coordinated and planned human service delivery system between other county departments, other governmental agencies and the private sector.

The Hennepin County Department of Court Services plans on a continuing basis using the management team, with no research or planning unit.

The local philanthropic community has funded a directory of Metro-wide youth serving agencies; the Minneapolis Planning Department is cataloging all human resources in Minneapolis to determine gaps, overlaps and needs. The national LEAA plans publication of standards in April 1973, to cover all types of youth services it funds. The study will cost about \$10,000,000.

The problem is that one level of government or group of private agencies has no authority or information with which to assess agencies in another level or group. For example, Court Services recently terminated its Family Education Center because of other resources available within the community, while Welfare lists Family Counseling as a desirable gap to fill, and many persons interviewed feel there could never be enough family counseling resources. The truth is difficult to find.

It is clear that the social service community will accept no outside interference or suggestions unless forced to do so. Money is the most universally recognized clout, but the threat of cutting off referrals can be equally as effective to the many agencies which are dependent upon numbers of clients to maintain funding levels. Court Services, both in the role of purchaser of service and referrer of clients, is in a leadership position to establish standards and demand proper accountability. Thus far, Court Services has not assumed this role. Currently, referrals from Intake are made on the basis of how quickly an agency can see the client for the first time; Probation Officers depend upon gut-feelings or the opinions of associates. Court Services is in the beginning stages of a six-month evaluation, based on a comparison of projected expectations by the Probation Officer made at the time of disposition and actual accomplishments. For two years, Intake has been planning a recidivism study on closed cases which could result in a dimension of evaluation of frequently used referral resources, but the Statistics and Research Department has not completed the study.

System Malfunction

Within any large system, there is always the danger of malfunction. The Juvenile Justice System of Hennepin County can be broadly interpreted to encompass: police departments from each municipality in the County. Deten-

System Malfunction, cont.

tion Center Intake Unit, Court, Probation, Welfare, Children's Shelter, Glen Lake County Home School, group homes, foster homes, and a multitude of community agencies. A problem within or between any of these units is possible. Currently, there is no well-defined means to deal with intra-system problems. There is much discussion of the term "Youth Advocacy" and the role of youth agencies as an Advocate for the individual in trouble and for systemic change. In a Summer, 1972, survey of South Minneapolis youth agencies, three-quarters claimed to be actively involved with youth during or after the Court appearance. Interviews with Probation Officers revealed that it was their unanimous experience that youth agencies, with few exceptions, were not involved in the court process and that if they were working with juveniles on probation, it was unknown to the Probation Officers. However, the desirability of having the agency personnel involved was equally unanimous; Probation Officers felt an advocate could: provide a supportive gesture to the youth thereby minimizing confusion and trauma; prevent needless detention by indicating support at a detention hearing; and suggest constructive community alternatives to institutionalization.

A Youth Advocate could provide a needed service, but there is a more encompassing possibility: an Ombudsman for the entire justice system who could handle a whole range of problems including: charges of police brutality, the unduly punitive referee, the negligent probation officer, mistreatment in a foster home, inadequate victim rights, and administrative confusion. In this manner he could serve the community in general, the child, the parents, and those within the system on both the adult and juvenile level.

The State Department of Corrections has an Ombudsman. His jurisdiction extends to the State Juvenile Institutions, but not into the ones run by the County; the present Ombudsman feels the need of a counterpart on the County level but feels that it should not come from expansion of the State Office, to avoid the negative aspects of a large bureaucratic state system. Ideally, an Ombudsman can be most effective with a small organization enabling anyone to talk to him personally at any time. The Ombudsman has the power to sue and to mediate; however, most action has been in making staff decisions to correct situations and policies, inhumane treatment, and discrimination; actions have not involved the expenditure of money to date. Essential to his ability to function is that he report to a recognized final authority to act both legally and administratively and who will support the office. On the State level, this is the Governor; who it would be on the county level is unclear. A complicated agreement would be necessary to enable the Ombudsman to function at both the municipality (police) and County (Court) level.

Needs

All persons interviewed were asked about the needs in the field of social services to delinquent and potentially delinquent youth. The following list is based on the most frequent responses and professional knowledge of the persons interviewed: 1) jobs, used for restitution, apprenticeship, and a viable training for a future career; also needed are employment agencies that will work with juveniles; 2) legal services, in the

Needs, cont.

words of Judge Arthur, *One reason that there is so little law in the juvenile field is that the Public Defender can't take appeals and private lawyers can't afford to donate the money or time to do so.*

3) more programs aimed at the area of prevention and pre-adjudicated youth; 4) school programs, ranging from the development of alternative schools through individual tutoring programs, to simple matters of opening school playgrounds after school hours; many feel that trained school personnel are among the most wasted assets in the field of delinquency prevention; with education about delinquency and time allotted in their schedules to observe their pupils more closely, much could be accomplished; 5) development of programs outside the inner-city area; the suburbs are only now beginning to recognize their delinquency problems; currently, there are an equal number of referrals to the Probation Department from suburban Hennepin County as from the city of Minneapolis.

These suggestions are in addition to the systemic changes discussed in previous sections.



JUVENILE JUSTICE IN HENNEPIN COUNTY

PART III

DIVERSIONARY AND ALTERNATIVE

COMMUNITY YOUTH RESOURCES —

RESIDENTIAL



LEAGUE OF WOMEN VOTERS  
OF MINNEAPOLIS

APRIL 1973

### III-1

There are times when the Juvenile Court, acting in its official capacity to care for, protect and rehabilitate problem children, decides to remove a child from his home. This is a serious decision and is arrived at with considerable thought given to the reason for removal, the alternatives that are available, the desired outcome and the chances of achieving that outcome. A 1972 Resolution of the Minnesota Council of Juvenile Court Judges states in part:

*A child is entitled to as much constitutional protection as an adult, particularly for protection of his privacy from unwarranted invasion for however worthy a purpose, and for protection from unwarranted removal from his family unless truly voluntary and truly beneficial. Only a Court can adequately provide these basic protections to children and families.*

An examination of the problem of juvenile delinquency has led many people to feel that institutions have been a detriment and that society must seek other solutions. The purpose of this study is to combine the various available studies and interviews in order to suggest an approach to the problem of offering children a second chance to build a more adequate life by out-of-home placement and extensive use of community-based corrections. It will also list many of the factors that must be considered when society or the local community assumes the responsibility for a child's life.

Recent years have seen a growing consensus that institutions have failed to rehabilitate and that removing children from their local community has encouraged communities to evade their responsibilities. The trend now is to encourage local communities to provide their own out-of-home care, with an emphasis on facilities for small numbers of youth. The State Department of Corrections supports this philosophy and subsidizes local correctional facilities by fifty percent. This is not indicative that the Courts have become "soft on crime"; alternatives to the traditional institutional setting are an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some.

There is a spectrum of out-of-home care for the juvenile in Hennepin County. These facilities will now be discussed separately.

#### RUNAWAY HOUSE

The Bridge for Runaways is the shelter facility for runaways locally. Efforts to establish other runaway houses have been abandoned chiefly due to health department requirements and zoning regulations. The Bridge provides an intensive counseling setting, involves the parents after 24 hours and has credibility with youth, police, and the Court. It has a capacity of ten and served 650 juveniles in 1971.

#### SHELTER CARE

St. Joseph's Children's Shelter in Minneapolis is the official County facility to provide emergency child care; in addition, it has the responsibility for medical clearance of any child placed in foster care.

SHELTER CARE, cont.

This new 50-bed facility started operation in December 1972, built by the Catholic Archdiocese and financed through the County Welfare Department purchase of service contract. A study was done by Hennepin County Welfare Department of all placement resources available to them in comparison to their need; as a result of the study, the new shelter was built in an attempt to expand shelter space, include a medical program and reduce the average length of stay.

The Shelter handles three age groups of children:

0-6 years: automatically placed in an Annex Home (six temporary, emergency foster homes used, each licensed for 5 children) after medical clearance. If brought in between 12 and 6 a.m., the child remains at St. Joseph's until morning.

7-11 years: if bed space, then stay at St. Joseph's. In practice, the space is not available (currently, running near capacity at 47-50) and child is placed in an Annex Home, a different set than above.

12-17 years: usually taken by police first to detention center (this is to insure a speedier parental and court involvement, which most times is in the best interests of the child), then referred to St. Joseph's. If beds are not available (which has not yet occurred) the child could

1. be place in a short term foster home;
2. remain (not be put) in detention;
3. referred to the Bridge,

all depending on child's history and need.

St. Joseph's Shelter is licensed as a child-caring institution and must have a legal basis for keeping the child: Court order, police hold order, or Welfare placement order. Otherwise they need parental permission. The Shelter cannot help runaways, but in a short period of time, St. Joseph's has had many teenagers calling to ask for arrangement of Foster Care.

The Shelter is an open, un-locked, cheerful, modern facility. The program is designed for short term stay and offers one hour a day of school (a child may attend his own school if preferred and transportation can be arranged), a structured program with a highly trained child care staff (child-staff ratio is 6 to 1), occupational and musical therapy, arts and crafts, a canteen and a recreation room. The average stay is three weeks but major effort is directed toward shortening it. Most children do not go to their own homes upon release.

The Shelter accepts all but suicidal or psychotic episode cases which are referred to a hospital. Children with a history of acting out in a physical manner are accepted but told of expectations and referred to detention if a

SHELTER CARE, cont.

problem developes. Many juveniles with potential explosive capabilities are doing well at the shelter. It tries not to operate on a revolving-door philosophy.

The staff sees its role as a resource to facilitate movement of the child through the Shelter, in much the same way as does the staff of the detention center.

FOSTER HOMES

A foster home contains less than five children up to the age of 16, including the natural children of the foster parents under the age of 16. The home is licensed by the County Welfare Department for the State under Department of Public Welfare (DPW) Rule 1, with license renewed annually. There is no specific treatment program, just the loving care of the normal home situation.

Both Court Services and Welfare recruit foster home placements for delinquents (most placements come through Welfare). Emergency placement can legally be made for thirty days prior to licensing. Forty percent of foster home applications are rejected by Welfare. Court Services recruits homes more specifically for the delinquent child. Welfare does not know how many delinquents it places. In either case, the home itself is not a structured treatment program.

The stated philosophy of foster home placement is the child's eventual return to the natural parents. To this end, the natural parents are involved in the program for the child as much as possible and their approval is asked (although not required) for placement. The child is also involved in this decision.

Foster parents are organized on the local and state level, trying to influence legislation, obtain insurance as a group (a large problem for the foster parent of an adolescent) and improve training, among other things. There is a nine-county foster care advisory committee to coordinate recruitment and training and to facilitate movement of a child from county to county.

An exception can be granted to allow more than 5 children in a foster home, in which case it is known as a foster family group home. The Welfare Department operates seven such homes in Hennepin County with a total of 38 children, 3 for boys, 4 for girls. Each home is assigned a case worker who operates weekly group therapy sessions and has continuing responsibility for the children of that home, in addition to a regular case load. The Department of Court Services has thirteen such homes and has placed 30 children in them in the first year of operation. Case responsibility is assigned to different probation officers. The foster family group home is a compromise between the close family relationship and small number of children in a foster home and the treatment oriented larger group home. These are generally seen as long-term facilities, but statistics are unavailable as to length of stay, number of homes, success, etc.



GROUP HOMES

Group Homes are licensed by the State Department of Public Welfare under DPW Rule 8 (covering training, staff, philosophy of treatment, physical plant, land, etc.) and is defined as a specialized facility that provides care on a 24-hour basis for a selected group of up to ten children under the age of 16. It can be owned, rented, or leased by a county welfare department, licensed child-placing agency, licensed children's institution, or independent operator, or subsidized by any of the above. The licensing agency is the party responsible for providing social services, administration and the direction and control of the program. This can be a county welfare department, licensed child-placing agency, licensed children's institution, or independent operator. The total facilities available are thus not known to any one person, from State Welfare officials to a caseworker seeking placement. In Hennepin County, there are group homes run by the State Department of Corrections, Lutheran Social Service, Hennepin County Court Services, Volunteers of America, St. Joseph's, and private operators to name a few. The State DPW knows of licenses for 10 in Minneapolis, 5 in suburban Hennepin County. The State Department of Corrections has two group homes in Minneapolis. A State license requires compliance with local zoning, health, fire and housing codes.

The type of child found in a group home generally falls into four categories:

1. the juvenile who cannot respond within traditional probation or parole caseloads but who does not require isolation or secure custody.
2. the older adolescent who has outgrown foster placement and its demands for intense emotional interaction with substitute parents.
3. the young person who possesses sufficient stability and skill to take advantage of community resources but whose own home and family have deleterious effects.
4. the juvenile returning from an institutional experience who has no home to return to, yet is not mature enough for independent living.

The majority of referrals are from the Welfare Department, with less than 25% from the Courts. Homes have not operated at capacity for over a year. There is a specialized home for Indian girls and one for the educable retarded. Others work with the acting-out adolescent. Treatment is intensive, but varies within each home, perhaps involving as many as 4 group sessions weekly. This is seen as a shorter term placement, with stays averaging 4-5 months, with the range 1-12. Fifty percent of the children do return to their own homes.

Group Home placement is not an extensively used sentencing alternative by the Hennepin County Juvenile Court. Its usefulness and desirability is perhaps diminished by the individualized and group-treatment programs offered at Glen Lake and the alternative of foster care. The two main arguments offered in favor of group homes are: 1) its association and blending into the community with the attendant advantages of less stigmatization; proximity to transportation, school, recreation, job opportunities, churches, shopping, and special therapeutic or educational needs, lower costs and

GROUP HOMES, cont.

if desired, a continued relationship with family and friends, and 2) the group-living, group-therapy, peer-group interaction experience. It is clear that (1) can be achieved in a foster home and (2) is offered at Glen Lake. Only when both are needed, is a group home indicated.

Major objections to group homes are: 1) not enough research has been done to prove their value, 2) peer-group experience is controversial, possibly harmful, 3) it is hard to adequately control an environment run by a small group of persons to protect the residents of a group home from abuse, and 4) lack of control and supervision over the residents. It is generally thought that group homes are not a panacea, but that good group homes with trained staff, standards, and appropriate placements need support.

HALFWAY HOUSE

The term halfway house is hard to distinguish from a group home, but it is generally applied to a residence for older adolescents or adults; the program is seen to be one that prepares the resident for entrance into the community at its completion; they are frequently used for released prisoners, drug and alcoholic programs or an intermediate residence between a group home and the community. The State Department of Corrections operates two adult halfway houses in Minneapolis (Restitution House and Alpha House). Designation is confusing: for example, the group home operated by Court Services through the State Department of Corrections is called a halfway house by the state and a licensed foster home by Welfare.

ZONING

Foster homes and foster family group homes are allowed in every zoning district, no permit required. Minneapolis zoning limits group homes (5-10 persons) to a one or two family residence converted to group home use and in the R4-R6 areas. A conditional use permit is issued after a hearing with notification to neighbors within 100 feet. The conditional use permit is reviewed every six months and can be called for review by a neighbor at any time. Group homes for children over age 16 are licensed as boarding houses and subject only to health regulations. Many group homes are operating with no zoning permit; many need no permit having begun operation prior to passage of the ordinance; some have a boarding house permit. Halfway houses (5-10 children) are allowed in zoning areas R3-R6, with 50% of them in the Whittier area. The ordinance went into effect at the same time as did one for group homes and other provisions are the same.

Minneapolis defines any residence for more than 10 children as a child-caring institution. Theoretically they are allowed in all areas of the city, but in practice there will never be more because requirements as to land, number of trees, etc. are prohibitive. Rehabilitation centers are allowed in the downtown and industrial areas only. Anything else probably comes under the category of boarding house, (as many of the group homes did prior to the ordinance) as do the Group Residences (10-25 persons over 16). The State Department of Corrections operates three Group Residences in South Minneapolis for 14 boys, 12 girls and 12 boys respectively.

COST

Cost for out-of-home care for the delinquent child varies considerably from approximately \$6/day in a foster home, \$8.78 in a foster family group home, \$20 in a group home, to \$24-34 in a group residence, Shelter care, or Glen Lake. The County pays for Glen Lake placement; the State Department of Corrections subsidizes the County 50% for group homes it licenses; Welfare pays for other placements. The natural parent of the child is requested to pay 10% of the "Judge's Classification" (monthly salary minus taxes, minus \$100 for each dependent) or the full cost of treatment, whichever is less. This is an effort to involve the parent in the treatment and to possibly shorten the length of stay.

DISCUSSION

The main issues are the need for appropriate city ordinances to cover all types of residential facilities; the concentration of county residential facilities in the inner-city area; possible racial inequities in the use of residential facilities; cost disparities; and needs for the out-of-home care area.

Ordinances

There is a need for ordinances and standards to apply to all possible types of residential facilities in an equitable manner; no child-caring facility should be without standards or zoning, health and safety ordinances, nor should one category be unnecessarily burdened by inspections. Needing particular attention are requirements for facilities housing children over the age of 16.

Concentration

The concentrations of group homes and halfway houses in the South side and, to a lesser extent, on the near-North side are due to zoning regulations, availability of suitably sized and priced buildings, proximity to related resources (medical, vocational, educational, training, transportation, ethnic groups), and community acceptance. This concentration is necessary to some extent, but is causing concern to the areas involved: the impact on neighborhood property values; the fear of increasing crime rates; additions to the already burdensome pressures on R4-R6 neighborhoods who are striving to maintain a family living atmosphere.

There is a growing feeling that the City is already meeting too many County responsibilities and perhaps some fiscal sharing with the suburbs is in order. The City of Minneapolis is frequently placed in the difficult position of hearing about a proposed program only after it has State funds and County sponsors; yet the City has the prime responsibility for the program if it is located within its boundaries. The City Council would like to encourage the growth of such facilities in Minneapolis, but has no legal authority or way to find out what the County, State, or other units of government are planning; the number and locations of residential facilities are unknown, and this is essential for proper City Council planning action. To this end and also for the purpose of educating the public in general, the City Council is currently doing a study of community correctional facilities.



### Racial Inequities

Indians appear significantly in excess of their representation in the general population in State Group Home placement. Locally, there is a group home for Indian girls; the Welfare Department has recently assigned a staff member to the exclusive task of seeking foster homes for Indians and has relaxed requirements to facilitate the project. Blacks appear differently in the statistics; there have been no State group home placements, Welfare and Court Services group home units rarely, if ever, receive requests for a Black placement nor does Glen Lake; Blacks are in the Detention Center in proportion to their representation in the general population; they are in Shelter Care and Home Away Group Homes (private) in slightly higher figures.

Yet, the Black population of adult correctional institutions is several times higher than would be expected from population figures. There are four explanations offered: 1) Black parents are reluctant to accept a surrogate parent for their child; thus foster or group home placements (which are preferably made with the consent of the parents) are not acceptable alternatives. 2) The social worker practices a double standard, returning Black children to a home that would be unacceptable for White children. 3) Pressure groups advocating on behalf of minorities have encouraged the Court to release a Black child to give him another chance, but at the same time denying him the opportunity for rehabilitation. 4) General socio-economic conditions prejudice against minority groups to make employment and school opportunities less available and crime an easy alternative.

### Cost Disparities

The Community Health and Welfare Council studied foster home rates in 1972 to determine whether rates adequately reimburse the foster parent for providing food and shelter for foster children and to question a fee for service for foster parents. It is strongly urged that the County Board extend this study to all out-of-home care facilities in terms of cost-benefit and to answer the questions: Does the lower cost of a foster home necessitate a longer stay resulting in a higher total cost? Can the child be maintained in his own home with extra services provided to the family to keep it a viable unit? How does a placement agency determine type of placement for a child? Are placement criteria used or does space available determine the decision? Should payment for the child be determined by the needs of the child or by the facility in which he is placed?

### Needs

Within the area of residential facilities needs are: 1) foster homes for the Black and Indian adolescent, 2) specialized group home facilities for ethnic groups, and 3) a viable solution to the mounting problem of runaways (2288 local runaways reported to the Minneapolis police in 1972, a 29% increase from 1971). Within the possible spectrum of residential facilities for juveniles, Hennepin County lacks two: Community-Based Youth Centers and In-Home Care.



Needs, cont.

Community-Based Youth Centers are envisioned by Dr. Gisela Konopka (a University of Minnesota Professor and Director of the Center for Youth Development and Research) as a living-learning intimate youth-oriented community in size between a group home and a large institution, emphasizing mutual aid among young people, enhancement of self-respect, warm adult-youngster relationships. It is not an isolated community, but one from which young people will learn to take risks in reality, and if they fail, to which they can return to safety until they can handle themselves without such help.

A great deal of consideration has been given to alternatives to institutionalization of juveniles. A frequently ignored approach is in-home care. This would involve maintaining the child in his home, but providing intensive or extensive input towards solving the family problem. In a sense, this is what probation is, were only the case load smaller (5 instead of 40-50). It can also be interpreted to include follow-up counseling after release from out-of-home care. A third application is "house detention" as an alternative to use of a detention facility; this could become increasingly important should the Hennepin County Detention Center be regionalized and consequently become crowded.

The Welfare Department, as part of its goal to minimize placement out of the home, is also considering:

- creating a homemaker service with social counseling.
- using live-in social worker.
- establishing a large group living facility for families, i.e., a fourplex where families would live along with professional and treatment staff. This would place troubled families in a new environment and offer intensive counseling to every member of the family.
- creating an in-home crisis foster parent program. This would enable children to remain in their own home, rather than be taken to shelter care.
- expanding family summer camp opportunities. This is a program that Welfare has operated for the past five years. The families vacation and are counseled together on an individual or group basis. Welfare has been pleased with the results of this program but unfortunately will probably discontinue it due to lack of funds.
- establishing more day-hospitals and schools. Presently St. Joseph's operates such a program which allows the child intensive treatment during the day but his own

Needs, cont.

home environment at night. Children involved in this program have been able to return to regular schools in about 18 months. Minneapolis Public Schools cooperate in this program and also run their own classes for 75 children with special behavioral problems, between ages 4 and 12, at Madison Elementary School.

In-home treatment programs are expensive and are the first to be cut when funding is tight. Not every case is suitable for in-home care, depending greatly upon the parents' cooperation and even the geographical location of the home to allow close supervision. Some people think that it is easier to change children's bad habits if they are removed from a damaging home environment.

JUVENILE JUSTICE IN HENNEPIN COUNTY

PART IV

RECORDS



LEAGUE OF WOMEN VOTERS  
OF MINNEAPOLIS

APRIL 1973

The fundamental philosophy of juvenile law is the non-criminal nature of Juvenile Court proceedings and the assurance that dispositions will be rehabilitative, not punitive, and in the best interests of the child. State laws establishing Juvenile Courts seek to assure this non-criminal aspect by providing for confidentiality of the Juvenile Court Record. Since juveniles do not have equivalent legal rights with adults (e.g., trial by jury), it has been suggested that the promise of non-criminality and confidentiality is in the nature of a contract by the state with the juvenile wherein certain rights are relinquished by a juvenile in return for confidentiality and protection from a stigmatic record.

Records are of great importance to the issue of diversion from the judicial process. If a case is maintained within the court, the official record constitutes the threat of a continuing stigma; alternatively, if a case is handled outside the jurisdiction of court, built-in legal protection of records is lost. This section is a study of juvenile records as they are treated by various groups.

#### THE JUVENILE COURT RECORD

Fourth District Juvenile Court records are controlled under the Minnesota Juvenile Court Act (MSA 260.00, 487.06) and the Hennepin Juvenile Rules (7.0). A record exists officially only for cases which are adjudicated delinquent. Information is filed on other cases, however.

State Law requires that the Juvenile Court Judge keep files as he deems necessary and proper. Included are Court records, records of Juvenile Probation Officers and county home schools. The file is open to the minor and his parent and the attorney of record. The file is not open to public inspection or can the contents be disclosed except by order of the Court. Records of all cases in Court Services may be withheld from indiscriminate public inspection at the discretion of the Judge of the Court. Police records of children are kept separate from records of persons 18 years or older and are not open to the public or their contents disclosed except by order of the Juvenile Court, with violation considered a misdemeanor. This rule does not apply to cases of persons contributing to delinquency or neglect of a child or to adoption records.

In Hennepin County (Fourth District), the practices of the Judge of the Juvenile Division (and not rules or law) are specified in the Hennepin Juvenile Rules. Juvenile Court Records include those of the Juvenile Court, Clerk of Court, Department of Court Services, Welfare Department and law enforcement agencies. Full disclosure of records, except when expunged, may be to (a) Court Services, Welfare, law enforcement agencies concerned professionally with the child, (b) counsel for the child, (c) medical and psychological personnel professionally investigating or testing the child at the request of the child, family, Court, Court Services or Welfare, (d) any persons whom the Court deems to have demonstrated good cause or (e) any person authorized by the Court to do confidential and professional research. Summary disclosure, even when expunged, will be made to the military. Summary disclosures will only verify or correct known information and require the consent of the child (if over 18) and of the parent and child (if under 18).



THE JUVENILE COURT RECORD, cont.

The Court prefers to explain the record in detail with emphasis on the age of the child at time of offense and the status of the child upon release. Records are kept in a descriptive form with reasons for the offense (e.g., "absenting because of drunken mother and brutal father;" not "absenting"). The name of the child may be revealed to the victim if agreed-to restitution is not paid. Other requests for information are answered. *We regret that we are not allowed, by Hennepin Juvenile Court Rule 7.2, even to examine our records to determine whether or not they contain information of interest to you.* A record may be expunged (sealed in a brightly colored, marked jacket and separated from other records) when a child has been so rehabilitated as to merit judicial recognition of that fact and upon the petition of the Probation Officer or other appropriate person; this can be retracted. Expungement is not used too often in this Court. Whenever a petitioner recommends that a record be expunged, serious consideration is given to the recommendation and in most cases the recommendation, if based on good reasons, is granted.

The files are physically kept in the Intake Unit of Juvenile Probation. The Detention Center maintains its own files as do individual Police Departments. Computerized records are now kept containing the current status of all juveniles coming to the attention of the Court or Court Services. There are three copies of the master listing containing all names and court history: one in the admissions unit of the Detention Center, one in Intake Unit in Juvenile Court Services, and one in the Research and Statistics Department of Court Services. This is printed monthly. A mini-file of current status only is updated weekly. There are five copies of this: three in Juvenile Court Services, one at the Detention Center and one in Research and Statistics. There is also a daily, month-to-date printout. At the end of each year, the file is purged of all persons 18 years old whose cases are closed. These computerized files are still being debugged and contain many inaccuracies. They are available to any and all persons who have access to the building. Intake files are controlled by a clerk; active files are controlled by the assigned probation officer. Some older files have been condensed and placed on microfilm; records date back to 1901. Intake conference records were destroyed after five years up until three years ago, when the system of filing by number, not name, was instituted.

Court records are released to the Minnesota Department of Manpower Services, the military, FBI and CIA with permission by the person if over 18 (parents and child if under 18). Volunteered information will be verified or corrected, but no unauthorized statement will be made. Many offenders are not aware of the need for their permission or that a juvenile record is not a criminal record by definition. Primary use of the records (10 to 15 requests per day) is made by the local Municipal and District Courts. They are used to obtain past history of success and failure in order to establish an appropriate sentence after proof of guilt; this is a policy and practice of the Bench.

The State Department of Manpower Services uses both juvenile and adult court records as required of Job Corps applicants. If a matter is pending before the Court, it must be completed before the person enters the Corps;

THE JUVENILE COURT RECORD, cont.

if he is on probation, there must be a recommendation of the Probation Officer. Two copies of the report are sent to the regional office where the decision to hire is made. The only offenses for mandatory exclusion are murder, forceful rape and armed robbery. Since the decision is made in Chicago, it is felt that this application is not subject to the Minnesota State Rule (see below) forbidding release of juvenile records to potential employers. Once the person has been accepted in the Job Corps, the record is either destroyed or sealed and is only open to certain parties (e.g., state and federal law enforcement agencies, prosecuting attorneys, child's attorney) with permission of the enrollee-support division.

The Rules for Procedure in Minnesota Probate-Juvenile Courts (not applicable, except by discretion of the Judge, in Hennepin and Ramsey counties where the Juvenile Court is a division of the District Court) were prepared by the Rules Committee of the Minnesota Juvenile Judges Association in 1968. There is a possibility of their being adopted as law in the current legislative session. Article 11 covers juvenile records: Juvenile Records includes all documents filed with the Juvenile Court and all documents, except traffic offense records, maintained by any representative of the state or state agency, except the Youth Conservation Commission, as they relate to the apprehension, detention, adjudication or disposition of a child who is the subject of a Juvenile Court cause. The Juvenile Court may, upon its own motion or application, order the sealing of juvenile records pertaining to a delinquency cause, provided that the child is no longer under Court control. The Court shall order the sealing of Juvenile Court records pertaining to a delinquency cause if (a) the child is 21, (b) the case is dismissed for lack of jurisdiction or proof, or (c) the Court expunges an adjudication. A hearing may be held to determine if there are proper grounds for sealing the records. The records may not be used for any purpose and all inquiries about the child are answered: *We have no record on the named individual.* The Court, in its discretion, may order the destruction of any sealed records. Except for sealed records, other records shall not be disclosed except by order of the Juvenile Court limited to those instances where the Court concludes that disclosure is required for the best interests of the child, the public safety of the functioning of the Juvenile Court systems, and then only to: (a) a Judge of the Juvenile Court and members of the court staff; (b) the parties to a Juvenile Court cause; (c) representatives of a state or private agency providing supervision or having custody of the child under order of the Court; and (d) any other person having a legitimate interest in the operation of the Juvenile Court or in the child, but this shall not include any present or prospective employer of the child or the military services. Provisions for disclosure shall be deemed rights of the child who is the subject of the juvenile records and shall be rights which cannot be waived (one of two, the other being the right to counsel at a hearing to determine reference for adult prosecution).

The State Department of Corrections (which has the records for juveniles committed to the Youth Conservation Commission and not subject to the policies in the State Rules of Procedure) provides for separate storage of juvenile files upon discharge. After three years, the files are transferred

THE JUVENILE COURT RECORD, cont.

to the Minnesota State Archives and Records Center where they are destroyed after approximately 20 years (Department of Corrections, State of Minnesota, Policies and Procedures Manual 2-500.10 and 2-500.12).

Police Records are included in the definition of Juvenile Court records for the purposes of both Hennepin County practice and State Rules of Procedure. Minneapolis police file contact cards, which are currently kept indefinitely. At present, a policy change is being considered. Probation officers or other police agencies can see the records; anyone else needs a Court order. Only rarely does the military request a record; the court specifically forbids disclosure to FBI, CIA and insurance companies. Suburban police (from a survey by the League of Women Voters of 18 communities, early 1972) vary their record keeping. All maintain separate and confidential juvenile files, but some only for contacts actually referred to Court. About half of the departments destroy the records, some at age 18, some at 21, and some after five years or at age 18. Records are kept mainly to see the direction of the child's case history and to aid in a decision of whether to release the child or refer him to Court.

WELFARE DEPARTMENT RECORDS

Inactive records are kept in a locked room; active records are with the case worker. Access is a long and complicated process controlled by an agency policy stressing professional ethics. The client may not see his own records but can share the written contract which is made with the family. Occasionally a record is shared, not given, to the FBI or a Probation Officer when in the best interest of the client. All others must obtain a subpoena, but requests are rare due to court rules on hear-say evidence. The Welfare Department feels that dealing with a family's problems is a voluntary privilege; the social worker frequently has access to irrelevant information and feels a special protectiveness about it. Recent federal regulations on accountability have increased the information Welfare workers are required to ask of and keep on a client, including a list of all significant contacts, list of agency and community resources used in servicing the case, a review of financial agreement, and what has been offered the client in terms of family planning, counseling and resources and the client's response.

CHILDREN'S SHELTER RECORDS

St. Joseph's Children's Shelter, as the official Hennepin County emergency shelter, maintains records on its clients. The file is not given to the Court, but information is shared. A one-page brief is written for the Probation Officer, welfare worker or Court, evaluating the child's stay. This brief is shared with the child and is intended to be used for planning the child's future. These records will be destroyed after one year, or retained anonymously for research (the Shelter is not yet that old).



MINNEAPOLIS SCHOOL RECORDS

The Minneapolis Public Schools, Department of School Social Work, has written guidelines for the maintenance of school social work records, which were recently revised by both a professional and lay-advisory committee. The schools are concerned with a balance between the individual's right to privacy and the school's stated need to know. Guidelines for official school records, to be also applied to school social work records, include: (a) informed consent of parents and/or student when information is to be collected, (b) verified information, (c) locked records released only with consent of parents except to other school personnel who have a legitimate need to know, the state commissioner, the Juvenile Court when related to truancy, or the child protection agency when the welfare of the child is a concern, (d) periodic destruction of information no longer useful, and (e) information collected should be used only for the purpose for which it was collected unless the parent and/or student give consent.

School Social Work records are maintained to facilitate the students' total educational experience and should only include such information that: is useful to total education experience, is collected with informed consent, is available to other school personnel for legitimate educational efforts only, will prevent duplication of service, will provide continuity to service, is kept confidential, and is destroyed when no longer useful.

Information is divided into two categories: Category "A" includes information of continuing usefulness, verified validity and informed consent (e.g., intelligence test scores, family background, teacher observations, health and social adjustment data). This information should be reviewed and unnecessary data destroyed at periodic intervals, in all cases by age 21. Category "B" includes potentially useful information not yet verified or clearly needed beyond the immediate present (e.g., legal or clinical findings). This information is reviewed annually, and then destroyed or transferred to Category "A."

School Social Work personal files may be kept, but must be confidential and are the personal property of the social worker. Release of information is always with the parents' knowledge, if not consent, and as above under (c) in addition to court representatives who have jurisdiction over a student, under legal compulsion, or in cases where safety of persons or property is involved such as emergency situations involving drugs, personal attacks, disruptive situations requiring the presence of law enforcement officers and the like. Non-school reports (other agencies, clinics, etc.) are never released. No social work records are included or transferred in the cumulative record file. Social worker records are only on the 10-20% of the student body the social worker contacts.

RETAIL STORE RECORDS

Security personnel were interviewed at nine downtown Minneapolis stores to determine their policies concerning juveniles. Five stores keep no records and leave shoplifters in the hands of the police; four do keep records with no differentiation of juvenile and adult records. One store destroys records after three years, one after seven; the others keep them indefinitely.



Retail Store Records, cont.

Two stores do not share their records with anyone; records are generally kept locked with access limited to the security staff. Shoplifting is an increasing problem and an expensive one for the retail community. Studies indicate a 67% recidivism rate, which is one reason for the need to maintain files. The records are maintained to help decide whether to refer a case to the police and for use in employment checks.

AGENCY RECORDS

Of twenty-five community youth-serving agencies interviewed, 18 maintained records of differing types and completeness, four did not, and three kept anonymous records. Access was generally limited to the staff, which could number anywhere from one to 150 persons. A child could see his own record in eight agencies, and a parent could see the child's record in a different eight agencies. (In five agencies, both parent and child could see the record. In several agencies, no one had ever asked to see a record.) Eleven agencies locked their records; two who maintain anonymous numbered records keep the number-name file in a safe-deposit box in Canada. Most agencies have kept their records since the agency began service. One destroys them after seven years, one after ten years, and one on an erratic basis. Seven agencies will give records of personal evaluations and psychological scores to other agencies; four will share this information verbally. Six require written permission from the parent to release information; one requires the child's permission.

Agencies are concerned about confidentiality; the street agencies, in particular, believe that the major basis of their relationship with the client is confidentiality. There is considerable concern that funding agencies or law enforcement agencies will demand access to files; to this purpose several agencies severely limit the content of files and have active plans for destruction should the federal government show interest. There is no provision for privileged communication in Minnesota between social worker and client, even when the social worker is a psychiatrist (M.D.).

DISCUSSION

Social scientists familiar with the Juvenile Court and its problems agree that stigma is one of the consequences of a Court appearance. Such stigma, represented in modern society by a record, results in heightened police surveillance, neighborhood isolation, lowered receptivity and tolerance by school officials and social service agencies, rejections by potential employers, and, most seriously, a reinforced negative self-image. This is most prejudicial against that socio-economic element of society that is subjected to more frequent police and court contact.

There are charges that confidentiality receives mere lip-service; statutory restrictions are few; frequent disclosure of court records (discretionary with the Judge in most jurisdictions) has caused the proceedings in the Juvenile Court to be equated with a criminal proceeding. It seems to be difficult, if not impossible, for much of the public to

DISCUSSION, cont.

accept the concept that a certain act when perpetrated by an adult is a crime but when perpetrated by a juvenile is not a crime but a delinquency, although laws recognize that up to age 18 a person is sufficiently lacking in judgment, experience, knowledge and maturity of thought not to be held accountable to the same degree as an adult.

In a position paper for the Juvenile Task Force of the Governor's Commission on Crime Prevention and Control, it is recommended that re-education and acceptance of the public of this concept of non-criminality of juvenile offenses seems necessary, starting with the Federal government which consistently construes a Juvenile Court record as a criminal record. It further states:

*Students of the Juvenile Court System appear to be of two minds: (1) those who feel that rigid adherence to complete confidentiality as a basic concept of the Juvenile Court System, is both desirable and idealistically correct but that in actual practice it cannot be accomplished and, even if it could be accomplished, to do so would precipitate a torrent of reaction, both private and official, resulting in legislation which would eliminate what confidentiality now exists and possibly bring down the entire Juvenile Court System as well; and (2) those who feel that complete rigid adherence to confidentiality is not desirable, does not make sense and is, in fact, not ideally or otherwise, a concept of the Juvenile Court System and, more importantly, that its application would release upon society unstable and dangerous persons or at least protect such persons from detection by an otherwise unsuspecting public.*

*To those who argue that confidentiality is desirable but not practical, it may be said that it is not up to the Juvenile Court to decide whether it is practical or not. It is simply a matter of the Court and the law enforcement authorities complying with the letter of the law... In the name of the best interest of the juvenile and his rehabilitation, the Juvenile Court System constitutes some abridgment of constitutional and other rights and protections usually thought to be available to every citizen of this country. This abridgment contemplates, if not requires, some consideration in the way of a commitment not otherwise available to a person in court -- it is suggested that confidentiality is such a commitment. If this commitment cannot be kept by the Juvenile Court itself, then indeed the court and the entire specialized system of juvenile justice ought to be abolished.*

*With respect to those Judges that feel confidentiality is not desirable...if the Court feels that it is dealing with a person who is so unstable or so dangerous that public safety would be jeopardized, presently or in the future, by a confidential record, then such a court may refer the matter for prosecution as an adult...the Juvenile Court's discretion to waive or retain*

DISCUSSION, cont.

*jurisdiction seems to place a responsibility on the Juvenile Court to make some determination as to the kind of person it is dealing with in any given case.*

*It is argued that the Juvenile Court System is rehabilitative in nature. It cannot be rehabilitative if the mere appearance in a Juvenile Court creates a record which will afflict a person for life and may thwart worthwhile careers and ambitions. It is a delusion to argue otherwise.*

*As a nation with ideals and a history of accomplishment, we ought to have the virtue and the ability to deal with such problems finally and completely during a given person's adolescent years without forging a permanent and indelible record that must be disclosed, explained and overcome throughout adulthood.*

The question of physical destruction of records raises further issues. Proponents for maintaining records argue that it is a protection of the child's rights to maintain records by which he can disprove false accusations of a more serious offense. There is also the problem of several names appearing together, a frequent occurrence in juvenile records. Public agencies feel the possible need for enabling legislation to destroy public records. Opponents cite the potential misuse of any existing record, no matter what the original intention; there are disquieting and persistent allegations concerning such leaks of Hennepin County Juvenile Records. With the increased use of computerized records, access becomes easier and quicker, eliminating the involved process of obtaining records which in the past discouraged casual use - and emphasizing the need for assurance of accurate records.

Central to the issue of records are the questions of: (1) professional ethics, including:

- qualifications of the person who records the information,
- qualifications of the person who uses the information,

both particularly important with the proliferation of social service and other record files; and (2) legal rights, including:

- the right of a person to know of the existence of the record and to see it,
- the right and procedure for a person to correct an inaccurate record,
- knowledge by the person as to his rights and the processes involving access, verification, and destruction of his record,

none of which are adequately covered by current state statutes, Court procedures or practice.

JUVENILE JUSTICE COMMITTEE

1972-1973

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## PERSONS INTERVIEWED

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Linda Paulat: Group Resources Worker.  
Don Peterson: Supervisor, Foster Home Unit.  
Curt Vining: Supervisor, Child Placement Unit.

### STATE OF MINNESOTA

Stan Breen: Staff Assistant to the Governor, Human Services Coordinator.  
Larry Cheatham: State Department of Manpower Services, Youth Specialist.  
Marjorie McKay: State Department of Public Welfare.  
Carol Smith: State Department of Corrections.  
Tom Wentzel: Youth Advisor to the Governor.  
T. Williams: Corrections Ombudsman.

(over)



## SUBURBAN POLICE DEPARTMENTS

Bloomington, Brooklyn Center, Brooklyn Park, Crystal, Golden Valley, Hopkins, New Hope, Robbinsdale, Richfield, St. Louis Park, Wayzata.

## RETAIL STORE SECURITY FORCES

Dayton's, Donaldson's, Jackson Graves, Jaffee's, Lancer's, Peck and Peck, Penny's, Powers, Walgreen's.

## COMMUNITY REPRESENTATIVES

Anomie Drop-In Center: Dennis Richbow, Director.  
Big Brothers, Inc.: Paul J. Rimarcik, Executive Director and Sue Mansfield, Intake Supervisor.  
Big Sisters: Sally Erickson, Executive Director.  
The Bridge for Runaway Youth, Inc.: Sister Marlene Borghini, Director.  
Catholic Welfare: Virginia Berkner, Supervisor, Intake Department.  
Cedar Riverside People's Clinic: David Bibuf, Coordinator.  
The City: David Nasby, Director.  
The Community: Paul Norman, Director and Dennis Driggers, Program Dir.  
Community Health and Welfare Council: Betty Danielson and Steven Rood.  
Community Health Services, Lutheran Deaconess Hospital, Family Health Program: Sharon Hanks, Supervisor of Family Health Program, and Jacqui Thompson and Peggy Dickens, Case Managers.  
Community Information and Referral Service: Marge Carpenter, Director.  
Contact Plus (YWCA): Jeanne Johnson, Program Director.  
Correctional Service of Minnesota: Russell Stricker.  
Enablers, Inc.: Jackie O'Donohue.  
Episcopal Neighborhood Center - Center School: Julie Lipelt, Teacher.  
Family and Children's Service: Mary Schellenberg, Caseworker and Alta Quello, Supervisor of Child Service Unit.  
Home Away Group Homes: John Raun.  
Hospitality House, Inc.: Herbert Pfiffner, Executive Director.  
Jewish Community Center: Mike Zaslofsky, Senior High Program Director.  
Jewish Family and Children's Service of Minneapolis: Jeremy Waldman, Coordinator of Case Work Services.  
Lord's Barn: Ron Mayo, Director.  
Loring-Nicollet-Bethlehem Community Center (Teen Work): Terry O'Brien, Teen Director.  
Model Cities Youth Service Bureau: Terri Barreiro, Youth Service Worker.  
Northside Youth Service Bureau: Lee Taylor, Director.  
Operation de Novo: Bill Nelson, Assistant Director and Henrietta Adams.  
Pharm House (Drop-In Center): Mike Ralke, Co-Director.  
Pillsbury-Waite Neighborhood Services, Inc.: Jim Storm, Program Dir.  
Plymouth Christian Youth Center: Pastor James Cherry, Wilderness Camp Dir.  
Police-Community Drop-In Center (Activities Project): Frank Holley, Community Service Officer.  
Ramsey County Child Abuse Team: Shirley Pierce.  
Relate: Roger Paine, Director.  
Sabathani Community Center: Kay F. Williams, Executive Director.  
St. Joseph's Children's Shelter: Marvin Haymond, Director.  
Teen Age Medical Center: Nancy Erickson, Head Nurse and Alan Beyer, Administrator.  
University of Minnesota - Center for Youth Development and Research: Michael Baizerman and Terry Kading.

(over)

COMMUNITY REPRESENTATIVES, cont.

University of Minnesota - School of Social Work: Burt Galaway, Instructor.

Volunteers of America: Wallace Watson, Group Homes Director.

Walk-In Counseling Center: Dave McCaffrey, Clinic Coordinator and Nancy Rains, Project Coordinator.

Washburn Child Guidance Center: Naomi Fausch, Public Relations.

PEACEFUL RESOLUTION OF PRISON CONFLICT

## A Policy Statement

Board of Directors, National Council on Crime and Delinquency

Life in prison is antithetical to the principles of individual responsibility and freedom of choice in a free society. Under the circumstances, conflict between prisoners and the employees and environment of a correctional institution would seem to be an inherent consequence of imprisonment. When worsening conditions of incarceration and rising expectations of prison reform are added, the result is conflict, which often escalates into a riot ending in injury and death.

Settlement through violence has usually hastened reform of the more obvious abuses, but at a terrible price. Tragedies such as Attica have shocked the nation into the realization that alternative solutions must be found and orderly procedures for the handling of inmate grievances must be developed.

Prisons that may appear on the surface to be untroubled often obscure human tragedies of even greater dimensions than those which are exposed by riots.

For these reasons and to reduce the use of institutions for other than dangerous offenders, NCCD has called for a halt to the construction of prisons in favor of implementing non-institutional alternatives.

The feasibility of settling prison conflict peacefully by arbitration, mediation, and negotiation is supported by experience in the nonviolent resolution of disputes between labor and management and between competing businesses and industrial firms, and by the trend toward increasing confirmation of prisoners' rights as expressed in court decisions and administrative policies, some of which are patterned on NCCD's Model Act for the Protection of Rights of Prisoners.

Acknowledging the need to devise new methods for coping with conflicts within penal institutions -- approaches which would also support effective long-term reform -- NCCD, aided by a foundation grant and in collaboration with the American Arbitration Association, the National Center for Dispute Settlements, and the Center for Correctional Justice, sponsored a three-day working meeting in November 1972 on the Peaceful Resolution of Prison Conflict.

Participants included experts in dispute settlement, experienced negotiators from industry and organized labor, representatives of prison administration, and ex-prisoners. They addressed three issues: (1) means of crisis intervention when a disturbance has broken out in a prison, (2) methods for resolving grievances in a non-riot situation, and (3) strategies by which crisis intervention and grievance resolution may be developed and implemented.

As a result of these discussions, we propose a seven-point program for reducing causes of conflict and for preventing and resolving crises in corrections institutions:

1. Minimum Standards--Legislation or administrative order should establish minimum standards for the protection of rights of prisoners prohibiting inhumane treatment, regulating solitary confinement and disciplinary procedures, and providing for judicial relief for violations and for visits to prisoners and institutions, as outlined in NCCD's Model Act for the Protection of Rights of Prisoners.

2. Grievance Procedures--Every institution should establish formal procedures for handling individual and collective grievances of prisoners. Prison administrators, state correctional officials, guards, and a representative committee of prisoners should participate in the formulation of the procedures.

3. Legislation--Legislation in each state should authorize prisoners to engage in negotiations as a means of providing peaceful, democratic alternatives to violence. It should establish the nature of agreements that can be authorized between prisoners and prison officials, the roles of third parties, and sanctions for violations of agreements by either side.

4. Third-Party Intervention--If an impasse is reached in negotiation, professionally

trained third-party neutrals -- skilled negotiators and correctional consultants -- should be asked to help administrators and inmates reach a negotiated settlement and, if necessary, to arbitrate the dispute.

5. Prisoner Representation--Every institution should authorize prisoner organization for the purpose of credible representation.

6. Prison Crisis--At a time of crisis a process of negotiation, as an alternative to the use of force, should be established with the help of a team of qualified third-party neutrals. NCCD stands ready to assist the process on request by bringing together on short notice a team of experienced individuals, including professionally qualified negotiators, representatives or correctional administration, and ex-prisoners.

7. Training--Training for correctional officials and inmates in techniques of conflict negotiation and use of grievance procedures should be given top priority by those responsible for the administration of correctional institutions.

July 20, 1973



[1974]

# INFORMATION SHEET

## TERMS

**Adjudication:** Judicial decision or sentence; act of court in making an order, decree or judgment.

**Detention Center:** Institution providing temporary care of children who require secure custody for their own or the community's protection in physically restricting facilities pending court disposition.

**Group Home:** A private, family-based facility offering care to up to 10 persons.

**Hardcore Offender:** Person committed to crime as a way of life, person institutionalized as a result of homicide or repeated crime against person, etc.

**Parole:** Early release from an institution giving the person an opportunity to adjust to the community under the supervision of a parole officer for the remainder of the sentence.

**Probation:** The release of a convicted offender on a suspended sentence and under supervision of a probation officer for a term set by the court.

**Status Offenses:** Acts which if committed by an adult would not be considered criminal.

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DOC	Department of Corrections
HIRE	Helping Industry Recruit Ex-offenders
LAMP	Legal Aid to Minnesota Prisoners
LEAA	Law Enforcement Assistance Administration
PSI	Presentence Investigation

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## CHARACTERISTICS OF INMATES

<u>Youthful Offender:</u> Averages of Population of State Institutions, 7/1/71 - 6/30/72		
Age at Commitment:	19.4 years	
Present Age:	20.6 years	(Minnesota ranks NO. 1 in the
School grade completed:	10.2 years	nation for youths in the school
Years to be Served, according		system - the dropout rate is
to sentence	10.1 years	4%!
Months actually served until		
release on parole:	19.8 months	

Of the 481 offenders released during the year, 56.1% had not participated in an educational program,

<u>Adult Offender:</u> Averages of Population of State Institutions 7/1/71 - 6/30/72		
Age at Commitment	28.7 years	
Present Age:	31.9 years	
School grade completed:	10.2 years	
Years to be served, according		
to sentence:	11.3 years	
Months actually served until		
release on parole:	38.3 months	

Persons numbering 835 were released from the institutions during the year. Of those, 47.7% had not participated in an educational program. In November of 1973, 10 inmates read at primer level; 75 inmates read at third grade level or below. The median reading score at the prison was 8th grade.

# STATE INSTITUTIONS

	Avg. Pop. 1973	Avg. length of treatment	Annual budget 1973/4	Total cost for Inmate/day
MN State Prison	796	613 days	\$4,701,854	\$14.14
MN State Reformatory for men	513	494 days	\$4,146,254	\$19.00
MN Correctional Institution for women	54	379 days	\$537,548	\$23.82
MN Metropolitan Training Center (Lino Lakes)	157	69 days	\$2,245,995	\$39.66

## RECIDIVISM

Recidivism is a word frequently heard in discussions of the effectiveness of correctional institutions and programs. It can be defined in many ways. The DOC calls it a violation rate which reflects the percent of parolees returned to a state correctional institution, either for a violation, an alleged new offense or a new court commitment, within a specified length of time. Violation rates may fluctuate because of policy changes, added resources or other factors. Juveniles have a higher rate of return than do adults. The changes can be attributed to "policy changes, increased use of community resources or some other factors."

	Yr. Released	end of 6 mo.	End of 1 yr.	As of 7/1/73
State Prison	1968-69	12%	22%	35%
	1971-72	9%	16%	NA
Shakopee	1968-69	--	10%	20%
	1971-72	3%	3%	NA
St. Reformatory ADULTS	1968-69	8%	17%	27%
	1971-72	6%	14%	NA
Red Wing	1968-69	34%	46%	63%
	1971-72	15%	31%	NA

Of the Minnesota State Budget, only 1% goes toward Corrections!

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102 - July 1974

**CORRECTIONS: PEOPLE, PRISONS AND PROGRAMS**

A conference sponsored by the  
League of Women Voters of Minnesota

October 14, 1974

8:45 a.m. - 3:15 p.m.

Jewish Community Center, 4330 South Cedar Lake Road  
St. Louis Park

- 8:45 - 9:15 Registration  
9:15 - 9:30 Introductory remarks; announcements  
9:30 - 10:30 Keynote Address:  
Minnesota's Correctional System:  
Necessity and Limitations  
Chief Justice Robert J. Sheran  
Minnesota Supreme Court  
10:45 - 11:30 Workshop I  
11:45 - 12:30 Workshop II  
Morning Workshops  
1) Problem areas in juvenile justice  
2) Physical and mental health programs and problems  
3) Rights of prisoners  
4) Women offenders: Programs and problems  
5) Money matters: What are the priorities?  
6) Institutional programs: Who uses them and why  
7) The legislative priorities  
12:30 - 1:15 Lunch break  
1:15 - 2:15 Community Corrections  
Mr. Bernard Vogelgesang, Director  
Department of Court Services, 5th Judicial  
District, Des Moines, Iowa  
2:30 - 3:15 Workshop on community corrections  
1) The Community Corrections Act and its implementation  
2) Project Elan: A Community Alternative for the Woman  
Offender  
3) Restitution and Work Release: Alternatives using  
Community Resources  
4) Problems of and community correctional resources  
available in nonmetropolitan areas  
5) Thistledeew: An alternative program for juvenile boys  
6) The Roles of Education and Youth Service Bureaus in  
Prevention: Community Resources

✓  
To: Helene Borg, Liz Ebbott, Mary Ann McCoy

From: Peggy Gross

Re. Meeting of Select Committee September 18

The Select Committee met to consider the Voss bill proposed in the last legislative session and alternatives to the bill.

Comparisons were made between the recommended ABA standards and the Voss bill. The co-authors, Gordon Voss Chairman of the Subcommittee on Costs of Judicial Administration, and Judge Albertson spoke on the merits of the bill. Both emphasized they wanted proposed amendments to the bill and hoped for at least a favorable vote of the committee on concept if not for a specific bill.

The Voss bill, proposed last session but not up for a vote, provides for a single tier trial court, no appellate court of appeals. The Supreme Court can appoint commissioners; use of commissioners, however, is very vague. Under the bill the rule making authority is given to the Supreme Court and the judicial branch and is less explicit in the bill than is probably desired. The rule making authority appears to be basic to some people in discussions of the legislation.

Judge Albertson sees opposition coming from county court judges, lawyers, and judges from sparsely populated areas. He feels studies indicated that a unified system is more efficient and felt that the ABA standards are not met very well with the current system.

The problems he foresees in passage of the legislation is resistance to change and the feeling that it might be more efficient but probably won't save money since backlog isn't a big problem in Minnesota. However, he feels Minnesotans would get more for tax dollar.

Jack Provo, Hennepin County Court Administrator described the experience in Hennepin County; indicated that back log is not a problem. Hennepin County has consolidated having a Clerk of District Court, Court Administrator, jury pool, etc.

Provo felt Minnesota does have a unified system under most definitions. Control can't be separated from knowledge. Identify problems in the courts, the structure will follow. Minnesota good when compared to other states. There are some disparate work loads, but the Chief Justice does have some flexibility.

Under the Voss bill a personnel plan would be implemented by the Chief Justice which offers potential conflict between state and local administration regarding qualifications, etc. The importance was stressed of maintaining the individuality of judicial branch in developing own personnel plan. (Personnel plan would not be tied to plans of other branches) Presently there is no personnel system  $\frac{1}{2}$  in Minnesota - no standard for positions, no standard pay scales, no system of accountability.

While the Voss bill provides for the Chief Justice to temporarily transfer judges from court to court, no provision is made for judicial selection (perhaps deliberately omitted?) There is some feeling that the problem of selection must be dealt with if judges are to be transferred out of areas elected from. Example, could judges be forced to work in areas not elected from; are they then representing the people who didn't elect them?



Some felt that judicial selection, tenure, discipline, etc. must be part of the bill. Also some objection to setting up superior/inferior classes of judges - classes not noticed so much by public as by judges.

#### LEGISLATIVE OUTLOOK

New bill will be introduced in legislature this winter/spring. Not sure what final Bill will look like. Voss looking for legislative lawyers to co-sign the bill (apparently feels lawyers would not co-sign and support last term - lawyers maintain never were asked to co-sign). Appears to desperately want bill for unified system to pass but is looking for amendments to make it acceptable - very willing to completely rewrite bill.

Points of contention at this point seem to revolve around the following:

Can there be unification without centralization and control?  
Unification & centralization vs. local control

There is some feeling that in a Post Watergate era, the trend is toward decentralization and toward more local control. Can there be unification without losing local control?

There is some feeling of wanting to wait and see how the changes in the county court system relatively recently implemented work before making another structural change.

Must ~~join~~ judicial selection be a part of the bill; can a unified court be established without considering it given questions concerning transfer of judges above.

The Select Committee will meet October 16 to hear from interested parties and citizen groups - example, clerks, county judges, district judges, court reporters, sheffiffs, etc.

The committee anticipates beginning to meet bi-monthly in November and hopes to make some recommendations around the first of the year. Voss plans to push hard for some action on the proposed bill (whatever it is) next spring.

Helene

## SELECT COMMITTEE ON THE JUDICIAL SYSTEM

Minutes for August 22, 1974

### In attendance

Committee: William J. Cooper, Hon. Bruce C. Stone, Hon. Harvey A. Holtan, Hon. Charles E. Cashman, James Harper, Jon Wefald, Hon. Allan R. Markert, Hon. James H. Johnston, Edward G. Novak, Gene W. Halverson, Thomas K. Berg, Hon. Charles C. Johnson, Dave Roe, Peggy Gross, Robert Johnson, and the Hon. Lawrence R. Yetka, Chairman.

Staff: Austin G. Anderson, Project Director; Steven J. Muth; Eleni P. Skevas; Susan C. Beerhalter.

Visitors: Jay E. Forsman, Laurence C. Harmon.

At the organizational meeting of the Select Committee on the Judicial System, opening remarks were made by Chairman Lawrence R. Yetka, Chief Justice Robert Sheran, and Project Director Austin G. Anderson. It was generally agreed that the goals of the judicial system are to decide cases justly, promptly, and economically; that the aim of the Committee is to determine if this is being done to the best of our abilities; and, if improvement is found necessary, that the Committee shall formulate recommendations for improvement in the areas of structure, administration, personnel, and financing.

An overview of Minnesota's existing structure and administrative, personnel, and financial systems was provided by staff member, Susan Beerhalter.

Afternoon presentations were made by Thomas Lehner and Donald Matlack. Mr. Matlack served on Kansas' Judicial Study Advisory Committee which just issued in May of this year "Recommendations for Improving the Kansas Judicial System." Mr. Matlack was able to provide the Committee with insight as to his group's strategy, problems, and accomplishments to date.

Mr. Lehner, the Planning and Development Director for the Colorado court system, provided the Committee with background on the reorganization of the Colorado courts over the past sixteen years.

Transcripts of the day's presentations are available on request to the Committee's staff, 513 American National Bank Building, St. Paul, 55101.

## SELECT COMMITTEE ON THE JUDICIAL SYSTEM

Minutes for September 18, 1974.

### In attendance

Committee: C. Paul Jones, Thomas Conlin, Robert Johnson, Hon. Allan R. Markert, Gene W. Halverson, James Harper, William J. Cooper, Jon Wefald, Hon. Bruce C. Stone, Hon. Harvey A. Holtan, Rep. Neil S. Haugerud, Hon. James H. Johnston, Hon. Charles C. Johnson, Dave Roe, Peggy Gross, Rep. Tom K. Berg, Hon. Charles E. Cashman, and the Hon. Lawrence R. Yetka, Chairman.

Speakers: Richard E. Klein, State Court Administrator  
Rep. Gordon O. Voss  
Hon. Howard Albertson  
Hon. Douglas Amdahl  
Jack Provo, Hennepin County District Court  
Administrator  
Staff.

Visitors: Bill Healey, Judy Rehak, Paul Westphal, Wayne Tschimperle, Hon. Harold Schultz, A. Milton Johnson, Scott Holdahl, Dave Kuduk, John McNicoll (Channel 9), Rochell Barnhart.

Staff: Austin G. Anderson, Project Director  
Steven J. Muth, Susan C. Beerhalter,  
Eleni P. Skevas, Nancy K. Reedy.

At the morning session, staff presentations were made on court structure, administration, and personnel, comparing the model presented in the ABA's Standards Relating to Court Organization, Minnesota's current system and the system as it would exist under the proposed Voss-Albertson bill.

State Court Administrator, Richard E. Klein, answered questions for the Committee, outlining the current duties and scope of his office and commenting on the effect certain requirements of the Voss-Albertson bill would have on his office.

During the afternoon session, Rep. Gordon O. Voss and the Hon. Howard Albertson spoke in support of their proposed legislation and Hennepin County District Court Chief Judge Douglas Amdahl and the court's administrator, Jack Provo, challenged some aspects of the

bill and the concept of court unification. A question-and-answer session was held.

The Committee authorized the staff to continue in its personnel task preparation and to invite speakers of court-related organizations to appear before the group.

SCB:nkr



CORRECTION TO AGENDA OF AUGUST 6, 1974 - ITEM 9 - VOTERS GUIDE

motion: to approve the quantity of 75,000 copies for the tabloid VOTERS GUIDE at a price of 3¢ each; 9/25¢, plus postage and handling.

Revised Cost Structure:

50,000 quantity	\$1536.00 Union Advocate price
5,300 VOTER list	-162.82 cost of VOTER copies
44,700 general distribution	<u>\$1193.18 cost of general distribution</u>
	+78.00 typing, proofing
	+46.24 billing
	+ 4.50 complimentary copies
	+66.10 promotion (5% of all of the above)
	<u>\$1388.02 TOTAL COST, divided by 44,700 =</u>
	\$ .031
	=====

75,000 quantity	\$1816.50 Union Advocate price
5,300 VOTER list	-128.37 cost of VOTER copies
69,700	<u>\$1688.13</u>
	+78.00
	+46.24
	+ 4.50
	+90.84
	<u>\$1907.71 TOTAL COST divided by 69,700 =</u>
	\$ .027
	=====

9 x .027 = .243 or 9/25¢

100,000 quantity	\$2239.75 Union Advocate price
5,300 VOTER list	-118.71 cost of VOTER copies
94,700	<u>\$2121.04</u>
	+ 78.00
	+ 46.24
	+ 4.50
	+112.49
	<u>\$2362.27 TOTAL COST divided by 94,700 =</u>
	\$ .025
	=====

MEETING WITH THE STATE CORRECTIONS COMMITTEE AND RAMSEY COUNTY  
AD HOC COMMITTEE ON JUVENILE JUSTICE --- 6/28/74

Present: Liz Ebbott, Jerry Jenkins, Eleanor Weber - state Board  
Mary Jane Lee, Bev Hogan - Crystal-New Hope LWV  
Judy Hove, Charée Carlson, Dana Brandt, Dottie Stone - New Brighton LWV

Purpose of Meeting: Talk about how state corrections items and Ramsey County  
juvenile justice item interact.

State Corrections Committee's Timetable:

- OCTOBER - Publication, committee guide, consensus questions, juvenile justice proposed consensus statement (based on Minneapolis LWV position), information sheet to background the proposed consensus concurrence (to be used as an every-member sheet, available in sufficient quantities for Leagues to pick up at the Corrections Conference or at the Legislative Workshops - can be used in local League bulletins).
- MARCH 24, '75 - Consensus due in state office along with consensus on whether or not to concur on juvenile justice position. The meeting had talked of having this due in April, but on second thought it seemed less confusing to have it due at the same time.
- APRIL - State Board adopts position, with formal statement probably made mid-April - prior to state Convention.
- LOBBYING: probably not until after May closing of 1975 session (although some lobbying might be possible after the position is announced.)
- STATEWIDE STUDY OF JUVENILE JUSTICE - The October corrections material will have something on juveniles, but not a great deal of depth. The consensus questions will be broad, based on general principles, and probably can be viewed more as dealing with adults. If Leagues want to look at the juvenile systems statewide and seek consensus beyond the broad-general philosophy of the proposed concurrence statement, an expanded study will need to be adopted at the 1975 state Convention.  
The timetable for seeking support for this:
- VOTER Lively Issues issue - late summer 1974 (Janet Rosenbloom should be contacted now if some copy should be included).
- FIRST ROUND PROGRAM SUGGESTIONS DUE IN STATE OFFICE - March 3, 1975
- STATE CONVENTION - June 3, 4, 1975.

Ramsey County Ad Hoc Committee on Juvenile Justice's Timetable:

- JULY - Consensus questions ready.
- SEPTEMBER - Publication.
- JANUARY - Hoped-for consensus due date - Ramsey juvenile justice questions.
- (MARCH - State-requested consensus on possible concurrence - in philosophic framework of juvenile justice - due in state office. Leagues can complete this anytime after it is available in October.)
- FEBRUARY - Hoped-for formal statement of position - someone from each local League Board will serve on the committee drafting the final statement.
- LOBBYING ON SPECIAL LEGISLATION FOR RAMSEY COUNTY - could be possible 1975.
- EXPANDED STUDY, REQUIRING NEW PROGRAM ADOPTION BY EACH OF THE COUNTY'S LEAGUES - probably not anticipated. (If it were, it would need to fit the individual bylaws to be proposed in proper time in advance of annual meetings.)

(over)

Understandings:

1. There will be close communication between the two committees. The state committee has as members Charee Carlson of the Ramsey County study and Cheri Straub responsible for the Minneapolis item. The Ramsey County Ad Hoc Committee will give Straub copy of their material - publication and consensus questions, for her comments and advice if there is conflict, ambiguity, duplication, material that should be included in the state publication, etc.
2. The state study must be the framework of all corrections' study, positions and subsequent action. What the Ramsey County Leagues agree to (as well as the already existing Minneapolis-Hennepin County position) must not conflict with the philosophic position that is arrived at on the state level nor the proposed juvenile statement on which concurrence is being asked. Local Leagues can't act contrary to state positions.
3. Since Minneapolis has a juvenile justice position which may provide a broad position of general principles which could be used for concurrence statewide, the state committee will examine the Minneapolis position and prepare the statement for possible concurrence. They will also prepare short background material on the issues that are covered by the statement. Minneapolis is redoing its study on juvenile justice and this could be available to other Leagues for further background.
4. A local League can handle the state study, consensus and concurrence all at one meeting, if they wish. They can do the state study-consensus at one time and the concurrence at a later date, if they wish (as long as they meet the March deadline).
5. Local Leagues in Ramsey County should use the state material in preparing their study of the Ramsey County material, to get the overall state and philosophic framework, to see how the county fits within the state system and philosophy. Ramsey County local Leagues should have the proposed concurrence statement on philosophy of juvenile justice as they prepare their study.



Preliminary Announcement\*

Mark your calendar NOW for:

**CORRECTIONS: PEOPLE, PRISONS AND PROGRAMS**

A conference sponsored by the  
League of Women Voters of Minnesota

October 14, 1974

8:45 a.m. - 3:15 p.m.

Jewish Community Center, 4330 South Cedar Lake Road  
St. Louis Park

- |               |  |
|---------------|--|
| 8:45 - 9:15   | Registration   |
| 9:15 - 9:30   | Introductory remarks; announcements  |
| 9:30 - 10:30  | Keynote Address:<br>Minnesota's Correctional System:<br>Necessity and Limitations<br>Chief Justice Robert J. Sheran<br>Minnesota Supreme Court |
| 10:45 - 11:30 | Workshop I   |
| 11:45 - 12:30 | Workshop II  |
- There will be seven workshops from which to select.
- Each person is to choose two workshops.  
(It would be ideal if each League would send several people so it would get the information from all the workshops.)
- |              |  |
|--------------|--|
| 12:30 - 1:15 | Lunch break: Bag or box lunch<br>Informal viewing of Institutional Self Tour   |
| 1:15 - 2:15  | Community Corrections<br>Mr. Bernard Vogelgesang, Director<br>Department of Court Services, 5th Judicial<br>District, Des Moines, Iowa |
| 2:30 - 3:15  | Workshops on community corrections<br>There will be four from which you may choose one.  |

1.) Baby Sitting will be available at \$2.00 per child. Limited facilities are available so the October 1 deadline must be observed. Reservations will be taken in order of receipt.

2.) Other costs which you should budget for include: registration fee (materials, coffee) and a box lunch for those who so desire. Definite prices for these two items will be listed in the flyer coming in August.

\* Detailed announcement and reservation form (due October 1) will be sent to you with the August mailing.



July 25, 1974

JUVENILE JUSTICE

PROPOSAL FOR CONSENSUS BY CONCURRENCE, USING THE POSITIONS OF  
THE LEAGUE OF WOMEN VOTERS OF MINNEAPOLIS

The parts of the position have been modified somewhat in order to make them applicable to all of the state and also to limit them to juveniles. The intent therefore has been either to keep them as they are or to restrict them.

The League of Women Voters of Minnesota supports:

1. A programs of evaluation of the juvenile justice system in Minnesota.
2. Continual evaluation of all existing programs for juveniles and their families funded and/or used by public agencies.
3. The availability of a complete <sup>spectrum</sup> continuum of services for troubled, delinquent, abused and neglected youth and their families.  
Scope: This includes quality community-based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We define quality as including proper supervision, standards, inspections and screening of residents.
4. Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization.
5. Diversion of juveniles to community alternatives from the formal judicial process at all levels.
6. The consideration of confidentiality in efforts to coordinate services for juveniles.
7. Constitutional protections for juveniles equal to those for adults, including due process of law and protection from invasion of privacy and protection from unwarranted removal from their families.
8. With regard to court records \*, the right of every juvenile and the juvenile's parent or guardian:
  - a. to know the record exists,
  - b. to see the record unless <sup>court rules</sup> it is detrimental to the welfare of the juvenile,
  - c. to correct the record if inaccurate, and
  - d. to safeguard against unwarranted disclosure.
- \* Juvenile Court Records are defined by law and procedures to include all documents filed with the Juvenile Court and all documents relating to the apprehension, detention, adjudication or disposition of the subject of a Juvenile Court Cause. Included are records of the Court, Court Services, Welfare and law enforcement agencies. It excludes records relating to traffic offenses, cases of persons contributing to delinquency or neglect of a child and adoption records.
9. Mandatory training in development and problems of adolescents for all persons working with youth in the juvenile justice system. <sup>in the</sup> <sup>ce</sup>

Juvenile Justice...

Proposal for consensus by concurrence.

Each position then will have a brief statement of background.

The question will be asked for each position:

Agree?

Disagree?

Comments?

Corrections.....

Consensus questions ....as proposed by the committee

1. What should be the goal(s) of the Minnesota Corrections system?

- |                                |     |    |
|--------------------------------|-----|----|
| a. Protection of persons?      | Yes | No |
| b. Protections of property?    | Yes | No |
| c. Protection of public mores? | Yes | No |
| d. Punishment?                 | Yes | No |
| e. Rehabilitation              | Yes | No |
| f. Treatment?                  | Yes | No |
| g. Restitution?                | Yes | No |
| h. Deterrence?                 | Yes | No |
| i. Other? What?                | Yes | No |
| All of these?                  | Yes | No |

Please rank those you have checked in order of your priority.

2. What should be the rights, civil and human, of the sentenced offender?

3. Is there a role for the medium and/or maximum security institution? Yes No What is it?

4. It is suggested that the secure institution should provide its inmates living, working, and educational opportunities comparable to those ~~xxxxxx~~outside the institution.  
Do you agree? Do you disagree?  
Explain your answer.

5. What programs do you believe should be available for the inmate:

- during the* a. ~~Pre-release~~ *How to evaluate?*  
Post-release  
b. What are your priorities for funding the programs?  
c. Should there be incentives to encourage inmate participation in programs? What incentives?

6. What live-in alternatives to medium/maximum security institutions should there be locally and /or statewide?  
For whom? Where? What part could your community play?

7. What do you believe are the greatest needs for programs in your community?

8. What should be the function of probation in the system?  
Is this function being carried out? If not, what improvements are needed?

9. What should be the function of parole in the corrections system? Is this function being carried out?  
If not, what improvements are needed?

10. Do you believe that personnel within the corrections system should receive:

- |                      |     |    |         |
|----------------------|-----|----|---------|
| Pre-service training | Yes | No | Comment |
| In-service training  | Yes | No | Comment |

Wages commensurate with responsibility and Training required Yes No Comment  
Opportunity to set and follow a grievance procedure? Yes, No, Comment



League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102  
July 1974

MEMO TO: State Board, Ramsey County Leagues and Barbara Flanigan, Minneapolis  
From: Liz Ebbott  
RE: Corrections Items - to assist in calendar planning  
July 15, 1974

Ideal Schedule for Handling Corrections Item

October - Coming from the state League - publication on Corrections in Minnesota; consensus questions; committee guide on presenting the material, handling the consensus; proposed concurrence statement on juvenile justice to be used in local bulletins; every-member piece backgrounding the concurrence statement. (Quantities of the latter, available at the Correction Workshops or State Action Workshops.)

October 14 - State Corrections Workshop - plan to get wide membership attendance.

The local League should plan two meetings on corrections as a minimum. They should follow each other - preferably two meetings within a month.

First meeting should be informational, based on state League material - general membership meeting or unit meeting, unit meeting using League resource person - discussion leader.

Second meeting is for reaching consensus.

The juvenile justice concurrence can be handled with the full study material, or as a part of another unit meeting, or in whatever way desired - use the local LWV bulletin for member information in advance.

January would probably be the best month to schedule correction study and consensus; November, February and December are also possible.

Mid-February to mid-March - local Boards review local consensus.

March 24 - consensus due in state office.

Ramsey County

If the Ramsey County Ad Hoc Committee's timetable is followed (see attached), the local League will have a more complicated scheduling problem. A separate meeting to present the study and take consensus would be desirable (making three meetings on corrections). If the county study is combined with the state study in two meetings or even one, it will be hard to do justice to the topics and have a feeling of satisfaction in the consensus process.

It would be best to present the state study and concurrence statement before the Ramsey County study in order to understand the basic framework and philosophic setting. This would mean using November-December meetings with a December local Board review of the county consensus necessary in order to meet the January deadline.

Keep in touch with Charee Carlson, chairman, Ramsey County Ad Hoc Committee on Juvenile Justice - phone: 633-4242.



LOCAL LEAGUE \_\_\_\_\_

Prepared by \_\_\_\_\_

Report due in state office March 24, 1975

JUVENILE JUSTICE: PROPOSAL FOR CONCURRENCE

---

Read through all questions before replying to any; record majority opinions and indicate dissenting opinions, too.

---

The League of Women Voters of Minnesota supports:

1. Programs of evaluation of the juvenile justice system in Minnesota.

Agree?

Disagree?

Comments?

2. Continuing evaluation of all existing programs funded and/or used by public agencies for juveniles and their families.

Agree?

Disagree?

Comments?

3. The availability of a complete spectrum of services for troubled, delinquent, abused and neglected youth and their families.

Scope: This includes quality community based corrections in all geographic areas as an alternative to the traditional institutional setting in an attempt to assure the most successful rehabilitation and prevent further offenses. It does not deny the value of secure institutional treatment for some. We define quality as including proper supervision, standards, inspections and screening of residents.

Agree?

Disagree?

Comments?

---

Send one copy of your report to the state office (keep one copy for your local League file) as soon as possible after determining consensus but NO LATER THAN MARCH 24, 1975.

---

4. Maximum effort directed toward finding adequate alternatives to detention, juvenile court processes and institutionalization.

Agree?

Disagree?

Comments?

5. Diversion of juveniles to community alternatives from the formal judicial process at all levels.

Agree?

Disagree?

Comments?

6. The consideration of confidentiality in efforts to coordinate services for juveniles.

Agree?

Disagree?

Comments?

7. Constitutional protections for juveniles equal to those for adults, including due process of law and protection from invasion of privacy and protection from unwarranted removal from their families.

Agree?

Disagree?

8. With regard to court records,\* the right of every juvenile and the juvenile's parent or guardian:

- a. to know the record exists,
- b. to see the record unless the court rules it detrimental to the welfare of the juvenile,
- c. to correct the record if inaccurate, and
- d. to safeguard against unwarranted disclosure.

\*Juvenile Court records are defined by law and procedures to include all documents filed with the Juvenile Court and all documents relating to the apprehension, detention, adjudication to disposition of the subject of a Juvenile Court Cause. Included are records of the Court, Court Services, Welfare and law enforcement agencies. It excludes records relating to traffic offenses, cases of persons contributing to delinquency or neglect of a child and adoption records.

Recent state and federal laws make provisions similar to statement 8 with regard to student records and student information procedures.

Agree?

Disagree?

Comment?

9. Mandatory training in adolescent development and in the problems of adolescents for all persons working with youth in the juvenile justice system.

Agree?

Disagree?

Comments?

JUVENILE JUSTICE: DISCUSSION GUIDE

I. Before the meeting

Explain the why and what of consensus by concurrence in newsletter or with every member handout distribution.

National Council in May 1973 summarized "New Ways of Handling Program" in an effort to exercise flexibility, utilize our resources to the maximum, prevent duplication of effort and constant "reinvention of the wheel." Among new ways discussed were acting on the basis of League principles, and concurring with positions reached by League at another level.

Decision to seek concurrence with the Minneapolis position in this part of the Corrections Study was given lengthy, serious consideration by the state Corrections Study Committee (each committee member belongs to a local League) and by members of the state Board of Directors. The decision was based on several factors: available woman hours to do the work; potential problems if local juvenile justice positions differed from a state position (the Leagues of Ramsey County are also doing a local study); the desirability of a unified approach to juvenile justice; the general nature of the proposals being submitted for concurrence; the close relation between many of the proposals and either League principles or League positions under Equality of Opportunity and Human Resources.

The committee encourages you to try this new method of consensus. Let us know your opinions.

Read

Be sure to have understanding of the juvenile justice system in Minnesota.

See CORRECTIONS: People, Prisons and Programs, LWVMN.

See Committee Guides I and II.

See Juvenile Justice Study of Ramsey County - Kids in Trouble (available LWV - New Brighton, and/or

Juvenile Justice in Hennepin County (LWV - Minneapolis).

Know definitions (see Glossary, any of above).

Prepare a chart (CORRECTIONS: People, Prisons and Programs - p. 75) of juvenile services so your members can see how a child progresses through the system.

Print in your local bulletin any information necessary to expedite a good discussion.

Print the proposed consensus in you local bulletin -- or  
Distribute it to members at meeting prior to discussion.

II. At meeting

The following areas can be touched on briefly:

(Page references: CORRECTIONS: People, Prisons and Programs)

Juvenile Court Act and Philosophy: p. 74

Gault Decision: p. 76

Detention: pp. 79-80

Hearings: pp. 80-82

Appeals: pp. 80-82

Records: pp. 88-89

Juvenile Probation: pp. 90-91

(over)



Discussion of proposal for concurrence

Statements 1 & 2

There is no doubt that thorough data gathering, comparable statistics, program evaluation, etc., do not exist. Agreement to this statement will allow the LWV to encourage officials that an adequate job of evaluation of the system must be started (pp. 84-85).

Statement 3

Because our juvenile court is treatment oriented, it is essential that the community in which the child or family lives has an input into that treatment program. To support this statement is to direct the League to encourage community based probation offices, community volunteers, a family court (for all cases dealing with children or family), branch offices of large agencies in smaller communities, youth service bureaus, community advocate, community advisory committee to the juvenile court, community based juvenile court, and court sessions which are more convenient to the people served (p. 78, pp. 84-85).

Statements 4 & 5

Be agreeing to look for alternatives to the juvenile court, we can encourage the court system to be more introspective. The justice system, both adult and juvenile, is being carefully scrutinized (p. 78, pp. 83-87).

Statement 6

See discussion for Statement 8 below and on proposal for consensus concurrence.

Statement 7

Agreement to this statement does not imply that legal assistance has not been good, only that the LWV would like to see that children get all the legal protection that the law allows. In fact, this statement could allow the League to discuss legal rights of children, ombudsman, questioning of children by officials without parental consent or legal counsel (the intelligent waiving of rights), and counsel at all stages in the justice system. The commitment to direction can help the League take an active voice in designing legislation, writing new programs and emphasizing the need for adequate legal protection for all children. More information in Hennepin and Ramsey studies.

Statement 8

Agreement with this allows the LWV to support more stringent upholding of the regulations covering records and support more efforts to educate the public in their rights with regard to records. Also allows Hennepin and Ramsey to take a stand on the District Court Judges' decision to keep records of children who, by law, have committed no crime. (p. 88-89 and Hennepin juvenile justice study)

Statement 9

Agreement to this statement will permit the League to seek action so that training programs will be started for parents, teachers, police, lawyers (private, public defenders, county attorneys), judges and referees.



The League of Women Voters of Minnesota

HB

Corrections Study:  
DISCUSSION GUIDE

November 1974

Memo to: Local Leagues  
From: Corrections Study Committee,  
Eleanor Weber, Chairman  
Re: Discussion and Consensus  
Date: November 20, 1974

This Discussion Guide is intended only as a guide for your chairman, your committee or unit discussion purposes. It gives an idea of the subject matter in each consensus question. It is meant to help you put together - in your own way - a presentation for your League.

How you use it depends on your circumstances: time available, number of meetings, member interest, committee size, previous knowledge. So -- adapt it, ignore it, or use it as you choose.

The Consensus Report Form (mailed to local Leagues with the November Board Memo) is to be completed by March 24, 1975 and returned to the state office. The Concurrence Report Form (enclosed with this mailing) is to be completed and returned to the state office by March 24, 1975.

No replies to questions raised in this Discussion Guide are to be returned to the state office; the questions are supplied for your use in conducting your meetings on Corrections.

Before the meeting

- Study the material
  - Become familiar with the consensus questions.
  - Read publication and two previous committee guides with a view toward answering the questions and also the discussion questions.
- Run through the discussion guide.
- Plan visual aids
  - Glossary
  - Programs available
  - Institutions
- Encourage members to read and to study.
- Publish consensus questions in your League's bulletin.
- Plan time schedule for meetings:
  - Example: Let's assume there will be two meetings: the first to give information; the second to discuss.
  - Meeting 1: Use the discussion questions for each consensus question. Plan time according to how much information members already have and what they still need. Remember handouts, visual aids, your newsletter, the publication, can all be used to supplement until presentation.

Meeting 2: Appoint a discussion leader and a recorder before the meeting. Be sure the resource person is present to provide facts. The unit chairman should keep an eye on the time so that all questions are covered. The resource person and the discussion leader together should allocate periods of time to each consensus question, using their knowledge of their members' interest and expertise.

- If you have a committee, parcel out the tasks and topics.
- Remember:  
Corrections system should be thought of as an entity, whose parts complement each other.
- Unanswered questions or problems:  
Write or call the office (612-224-5445), or Eleanor Weber (612-644-1550), or Margaret Maresh (612-227-5205).

Consensus Question 1: What should be the goal(s) of the Minnesota corrections system?

1. What is society trying to accomplish in corrections?
2. Do some of the goals contradict others: for example: punishment versus rehabilitation?
3. Can punishment be an effective deterrent?  
How? Should it be?
4. Can all people be "rehabilitated"?
5. Is an important aspect of corrections the provision of opportunity so the offender may make the active choice of another life style?  
How?
6. Is society justified in seeking revenge or retribution from the offender?
7. Is it possible to rank the goals (see list under Question 1 on Consensus Report Form sent with November Board Memo)?
8. Is it possible to be equally fair to society and the offender?
9. Do you believe your answer to this consensus question will influence your answer to the remaining consensus questions?
10. What should be the goal of the Minnesota corrections system?

Consensus Question 2: What should be the rights, civil and human, of the sentenced offender?

The following pages of CORRECTIONS: People, Prisons and Programs should be consulted for information relevant to this question:

The Inmate: pp. 22-23  
Ombudsman: p. 6  
Right of Inmate: pp. 24-25  
LAMP: p. 25  
Inmate Councils: pp. 25-26

Disciplinary Procedures: p. 26  
Medical-Mental Health: pp. 42-46 and chart  
Board of Pardons: p. 18

1. Are there certain "inalienable rights" for all people?
2. What are they?
3. Does a sentenced offender lose some of these rights?  
Which ones?
4. Does a sentenced offender retain some of these rights?  
Which ones?
5. The courts in recent years have ruled accused and convicted persons have specific rights including:  
access to courts, legal services, due process, etc.  
Are there other areas you think important?
6. Should the offender living in an institution or community facility have the right to:  
healthful surroundings  
medical and mental health care  
human control and protection  
adequate information on what constitutes a discipline violation  
due process in disciplinary procedures  
access to family, friends, media - conjugal visits/furloughs  
form groups, councils, unions, etc. with the institution  
freedom of choice in hair style, clothing
7. Why should the offender have "rights"?  
Why not?
8. If the offender's rights are violated, during confinement, what right to recourse is there?  
What should there be?
9. Should the offender have the right to be eligible for any occupation commensurate with training once the sentence is completed?
10. Should all rights be restored upon sentence completion?
11. What should be the rights, civil and human, of the sentenced offender?

Consensus Question 3: Is there a role for the medium and/or maximum security institution?      Yes      No  
What is it?

1. Should a state provide a variety of correctional facilities to handle the needs of correctional clients?
2. What is a medium secure institution or area within an institution?

Institution or areas where time is accounted for; there are rules and regulations for restraint but also considerable independent activity.

Programs used as part of medium security are the work release, vocational-technical school release, Newgate, restitution programs where inmate returns to prison for living accommodations.



What is a maximum security institution or area within an institution?

The segregation cell block in MSP where inmates are confined to cells except for short exercise periods. Segregation is used as punishment and also protection for the inmate.

What is a minimum security institution or area within or without an institution?

An area where there are no bars or fences used as a deterrent for running.  
An example of this is the MSP honor farm, located outside the prison walls.

3. What type of inmate/client should be placed in maximum security?

What type in medium security?

What type in minimum security?

Where should the lifer be placed?

Why?

The murderer?

Why?

Thief (auto)?

Bank robber?

Mugger?

Chemically dependent?

The person convicted of a crime of an aggressive nature?

The person convicted of a crime of a nonaggressive nature (property offense)?

4. Should the choice of controlled situation be dependent on the nature of the offense alone, the nature of the offender alone, or the interaction of the two?

5. Are both medium and maximum security prisons needed?

6. Should there be provisions for personal inmate security?

Consensus Question 4: It is suggested that the secure institution should provide its inmates living, working and educational opportunities comparable to those outside the institution?

Do you: Agree? Disagree?

Explain your answer.

Reference in the Corrections publication: CORRECTIONS: People, Prisons and Programs, pp. 22-45.

1. Consider your answers to Consensus Questions 1 and 2.

2. How do you stimulate somebody to take advantage of an opportunity? Money?  
What looks good to the parole board (in the opinion of the inmate)?  
Other rewards?

3. Should a society which places great emphasis on education consider good pay as an acceptable incentive in the institution?

4. There are difficulties with a large population living in a confined space.  
Is it reasonable to assume opportunities comparable to outside can be provided?  
How?

5. The least complicated of the suggestions is that the inmate be paid wages comparable to the outside and then be required to pay (including taxes) for board, room, clothing, recreation and also contribute to the expenses of dependents on the outside.

Verbal inmates seem to favor this as the only way to develop economic knowledge and responsibility for their return to society.

What do you think? What are the advantages? Disadvantages?

6. Private industry may now set up inside the prison. So far, industry has given the present state of the economy, offenders' workhabits unreliable for production goals, as reasons for not setting up inside the prison. What do you think? Relate your answer to #5 (page 4).
7. Are frequent furloughs to build or maintain good ties with family and friends part of providing comparable living opportunities? To what extent would the family be involved?
8. In order to be refinanced, programs must show success so admittance is highly selective. Should a program providing comparable living opportunities be allowed to take chances and have failures?
9. Should there be differing plans for short and long term inmates? Most training programs are designed to be completed about the time the inmate will be released.
10. Should comparable opportunities include the right of inmates to belong to a prisoner's union? If yes, what role do you see for a prisoner's union?

Consensus Question 5: What programs do you believe should be available for the inmate:  
During the prerelease period?  
During the postrelease period?

Refer to list (p. 20) in CORRECTIONS: People, Prisons and Programs for pre- and postrelease programs.

A. What is prerelease?

Time just prior to release - a maximum of 18 months before release.

What are prerelease programs?

(See chart p. 41.) Examples are computer training, Newgate, off-grounds programs in technical (vocational training), the Willow River-Sandstone program, Reshape and several other chemical dependency programs.

What is postrelease?

Postrelease programs are those programs available to parolees and discharged individuals. These programs are developed to help the inmate adjust socially (Elan-Hennepin County Court Services), economically (HIRE), healthfully (180 Degrees Inc.).

B. What role should evaluation and research play in setting program priorities?

Most programs must prove themselves in the first year. Can a program afford to have failures? (See #5 under Consensus Question 4.)

Should programs be "goal" oriented or related?

An example would be those programs that guarantee a job entry skill or ninth grade reading level, etc.

An example of assured success might be the participants in the Newgate program. Participants are very carefully screened; they are individuals most likely to make it on the outside whether or not they were college educated.

C. What are your priorities in funding programs?

1. Are all programs of equal importance in being available for offenders?
2. Should some receive funding - either partial or full funding - before others?

Certain basics of good prison programs from all over the U.S. are: very strong leadership coming from union and/or private industry; ample funding for more than the minimum years (1 or 2); with strong job placement and follow-up support program after completion. These programs seem to show the lowest recidivism rate.

3. What programs should get funding first?
  - a. Prerelease having to do with mental, physical health?
  - b. Rerelease having to do with academic/vocational training?
  - c. Postrelease having to do with mental and physical health?
  - d. Postrelease having to do with academic/vocational training?
  - e. What priority should be given to programs for long term inmates?

Taken together, parts a, b, c, d, and e constitute program budget.

Funding for programs comes from federal, state and local sources as well as foundation grants and volunteer organizations. The Salvation Army, Unity Church, American Friends Society are examples.

4. Should private organizations be expected to take up where publicly funded programs leave off?

HIRE is an example of a private agency offering a specific release program.

- D. Should there be incentives to encourage inmate participation in programs?  
What incentives?

How can inmates be encouraged to participate?

Dead time - what happens to mind and body when a person does nothing for a long time?

Are there incentives for participation?

What incentives could be enacted?

Money?

Shorter sentence?

More freedoms?

Better living conditions?

More positive parole board reaction?

More time off?

Conjugal visits?

Others?

Is there a way that prisoners can be forcibly encouraged to participate?

Review your answers under Consensus Questions 2 and 4.

Please note: In discussing Consensus Questions 6, 7, 8 and 9, community means not only city, village or town, but also neighborhood.

Consensus Question 6: What live-in alternatives to medium/maximum security institutions should there be locally and/or statewide?  
For whom? Where?  
What part could your community play?

See pp. 60 through 73 in Corrections publication.

1. What are the purposes, aims and benefits of live-in alternatives to medium/maximum security institutions?
2. What does live-in alternative imply?
3. In what ways does this already exist?
4. Can you think of a situation where a person incarcerated as a result of domestic problems could better resolve the problems if those involved had easy access to each other?
5. How would you feel and what might you do if your husband were imprisoned 300 miles away and you were home alone with young children?
6. Felons convicted of all kinds of crimes are together in a large institution. What effect do they have on each other?
7. Some feel all property offenders should have the live-in alternative. Could this reduce development of an "institutional" life style?
8. It has been claimed that a secure institution is needed for only 3% to 5% of the convicted offenders. Do you agree? Disagree? Why?
9. Can your community fulfill the answers to #2 of this question?

Consensus Question 7: What do you believe are the greatest needs for programs in your community?

Review information gathered during your local interviews of last year.

1. If available, which programs would benefit your community?
2. Does your community need money? available building space? trained professionals? volunteers? understanding public officials? understanding citizens?
3. How do you become aware of needs?
4. Are the needs in the area of prevention or rehabilitation?
5. How would you feel if community needs for family counseling were not being met by local clergy, welfare, peace officers, or mental health clinic?
6. What would it be like if no one within a community offered help to any other member of the community?
7. How can you help a person who writes bad checks because the family needs food and clothes, and he is too proud to go on welfare, and does not know where or how to ask for help?
8. Some feel too much program money goes into maintaining a staff and office. What do you think?
9. From what kind of programs can your community benefit?



10. What kind of programs can you community maintain through money and volunteers?
11. What do you believe are the greatest needs for programs in your community?

Consensus Question 8: What should be the function of probation in the system?  
Is this function being carried out?  
If not, what improvements are needed?

See p. 46 and following in the Corrections publication.

1. What does probation do?
2. How is probation used in Minnesota's correctional system?
3. What does the use of probation reflect:  
Society's attitude toward prisons?  
A desire to give the offender a new chance?  
The court's attitude toward prisons.  
Other?
4. Can you describe how probation works in your community?  
Review the interviews your League did last year.
5. Do you think probation should be limited to only some offenses?  
Consider the fact: There is a lower rate of recidivism for murderers than  
for any other offender category.
6. Should the right and use of probation be dependent on the offense?  
Or the offender? Think of examples.
7. How can a community meet the needs of the person on probation?
8. List the advantages of probation. List the disadvantages.
9. Do you want your community to accept the responsibility for the support and  
and rehabilitation of probationers?
10. Should probation be emphasized in community based corrections?
11. Is probation the core of the corrections system? Should it be?
12. Can you differentiate clearly between probation and parole? See the glossary.
13. What is the role of the probation officer?
14. What contribution does the presentence investigation make in deciding whether  
or not probation is justifiable, the course to be recommended?
15. What would you expect from a probation officer if you were on probation?
16. How could the effectiveness of the probation officer be increased?  
paraprofessionals? volunteers? better community services? smaller case-  
loads? other?
17. Possible duties of probation officers included: broker of services, counselor,  
supervisor or volunteers, supervisor of paraprofessionals, educator of the  
public.

18. What are the responsibilities of the person on probation?
19. How may a person be on probation without conviction or adjudication?
20. How is the probation agreement individualized? How is it standardized?  
Why and by whom?
21. Should the probationee have the right to determine the probation contract?
22. What are the rights of the probationee regarding length of probation and revocation?

Consensus Question 9: What should be the function of parole in the corrections system?  
Is this function being carried out?

1. What should be the function of parole in the system?
2. What purpose does parole serve?
3. To define parole we mean....p. 97. By functions, we mean role or service.
4. In what way should parole benefit the parolee and the community?
5. Can you describe how parole works in your community?  
As the official sees it? As the parolee sees it? As the community sees it?  
(Refer to last year's questionnaire.)
6. What is your reaction to learning that someone in your community was/is on parole?
7. What are your feelings about keeping a person in prison in contrast to allowing parole back into the community?
8. What would your reaction be to having a halfway house in your neighborhood?  
Does your neighborhood have a halfway house or group home?  
How have you responded to it? How as the neighborhood responded?
9. Do you want your community to accept responsibility for the support and rehabilitation of parolees?
10. Should parole be emphasized in community based corrections? (See p. 60)
11. If you believe functions of parole are not being met, what improvements do you see?  
For example:
  - Better and more use of volunteers
  - Smaller caseloads for parole officers
  - Better balance in use of minorities as parole officers
  - Use of restitution
  - Use of mental health facilities
  - Input of judges at time of parole
  - More community based correction facilities
  - Greater work with families
  - Other?

Consensus Question 10: Do you believe that personnel within the corrections system should receive:  
Preservice training? In-service training? Wages commensurate with responsibility and training required? Opportunity to set and follow a grievance procedure?

Reference: Corrections publication p. 13, beginning with "Personnel."

Review the interviews which you had with law enforcement and corrections people on the state and county levels, and from the private sector.

The only preservice training specifically for correctional employees is at the training academy. It is a requirement for correctional counselors at both the juvenile and adult institutions.

Under LEAA funding, two organizations assist with in-service training; they are Alternative Behaviors Association and Community Corrections Training Center (CCTC). Some training is a cooperative effort between the departments of Personnel and Corrections.

ABA trains middle management in treatment models and techniques.

CCTC works with field agents and the staff of various community programs such as a work house, halfway house and case workers.

In-service training for the institution teachers is comparable to that of any school system.

Consider what you know of training for employees (other than those in government jobs). Are the job descriptions and training similar? different?

What is the better concentration of effort and money: Help a few employees develop to their full potential? Help all employees develop to their full potential? Provide the basic training necessary for everyone? Provide continuous in-service training and promotion opportunities?

If there are just so many dollars to go around, what priority should be given to employee training as compared to programs for offenders?

Compare wages of the state employee with the employee having similar responsibilities in industry, schools, business and other government employment.  
Are there unique positions which need special consideration?

Refer to the Public Employment Labor Relations Act of 1971. Do you feel it should be extended? Limited?

AUG 1 1974

LEAGUE OF WOMEN VOTERS \*\*\*\*\* RAMSEY COUNTY AD HOC COMMITTEE ON JUVENILE JUSTICE

TO: Presidents, Ramsey County Leagues

DATE: July 30, 1974

FROM: Charee Carlson, Coordinator, Ramsey County Ad Hoc Committee on Juvenile Justice

SUBJECT: CONSENSUS QUESTIONS for Juvenile Justice item

Here they are - hot off the press!! First, a word about the questions themselves. The goals set by the committee were these: the questions should be general enough to provide for future needs and not be tied to specific issues; but also should be specific enough to reflect our study areas. We tried hard to avoid "moral leper" type of questions, where a member really would not dare to disagree, and to use language that is clear and to the point. We feel that it is important to give individual members opportunity for personal expression.

At committee meetings, we considered needs expressed by Ramsey County leagues relating to the parts of the juvenile justice system that affected each local area. We hope that our efforts have resulted in questions that will lead to a position that enables meaningful action with member support.

We used a two-part process to develop these questions. First the committee drafted questions using areas suggested by various leagues. The second phase consisted of review by leaguers not involved in the study: those who are new to league, those who have several years of league experience, including local item. Among our reviewers were both current and past local presidents, as well as a former state board member. The questions you are receiving today are the results of this somewhat lengthy, but thorough process.

We also plan for a carefully developed discussion guide and and close working arrangements with local resource chairpersons. Resources will be shared as we work toward presenting material to local leagues and reaching consensus.

We request that you present these questions to your board for comment and approval at your next board meeting. We would appreciate hearing your results by August 30. If you do not have a board meeting scheduled before that date, please let me know. (633-4243)

The next ad hoc committee meeting is on August 9, 1974 at 9:30 a.m. at the home of Dottie Stone, 1721 Canyon Lane, New Brighton, 636-2354. We hope to see someone from each league.

Note: We will not be reproducing the New Brighton Bulletin articles (newspaper) in quantity. The opinions of most local league resource people was that it would require too great an expense and effort, and that there is a wealth of material available. We will attempt to provide help for any league that requires additional material.

It is exciting to experiment with new ways of work - and we thank all of you for your interest and patience.



July 30, 1974

JUVENILE JUSTICE CONSENSUS QUESTIONS.....RAMSEY COUNTY AD HOC COMMITTEE

I. Should the Leagues of Women Voters of Ramsey County support juvenile justice facilities and systems that will provide the following: (these may require additional staff, funding, or facilities)?

A. Efficient delivery of services to troubled youth?

Yes\_\_\_

No\_\_\_

Yes, but without additional funding\_\_\_

B. A variety of facilities to serve the needs of individual children and the community?

Yes\_\_\_

No\_\_\_

Yes, but without additional funding\_\_\_

C. Programs that will aid the youth'd personal adjustment?

Yes\_\_\_

No\_\_\_

Yes, but without additional funding\_\_\_

II. The Leagues of Women Voters of Ramsey County should support programs that prepare for the return to the community of juveniles from insitutions and alternative programs in the following areas: \*\*\*

	<u>Yes</u>	<u>No</u>	<u>Rank</u>
A. Focus on the individual youth	_____	_____	_____
B. The youth's family	_____	_____	_____
C. Schools	_____	_____	_____
D. Community	_____	_____	_____
E. Employers	_____	_____	_____
F. Institutions	_____	_____	_____
G. Other	_____	_____	_____

\*\*\* Directions for answering question II.

1. Check Yes or No for all items
2. Rank all Yes items according to your priorities for league support.  
1 = highest priority

III. Do you support an evaluation system for Ramsey County's juvenile justice programs and procedures? Yes\_\_\_ No\_\_\_

A. If No, explain.

If Yes, which of the following groups should do the evaluation?

A. Self-evaluation by the system?	Yes___	No___
B. Community representatives?	Yes___	No___
C. Clients?	Yes___	No___
D. Outside Experts?	Yes___	No___
E. Combination of the above?	Yes___	No___
F. Other	Yes___	No___

B. What factors should those evaluating programs and procedures consider?

1. Accomplishment of stated goals?	Yes___	No___
2. Cost?	Yes___	No___
3. Impact on the community?	Yes___	No___
4. Effect on the individual?	Yes___	No___
5. Cooperation between agencies?	Yes___	No___
6. Other - please list		

IV. How much responsibility in the development, support, and funding of crime prevention and diversion programs should your municipal government and school district assume?

	<u>Municipal government</u>			<u>School District</u>		
Development:	much___	some___	none___	much___	some___	none___
Support:	much___	some___	none___	much___	some___	none___
Funding:	much___	some___	none___	much___	some___	none___



The League of Women Voters of Minnesota

CORRECTIONS COMMITTEE GUIDE II

April 1974

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Institutions under the Supervision of the Department of Corrections  
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Probation/Parole Maps  
Corrections: Legislative Update  
Governor's Commission on Crime Prevention and Control

Available for you to read here at Council:

All local League interviews sent to the state office.  
Alphabetical list of detention facilities by county and with a brief  
comment on each by Corrections State Jail Consultant

Eleanor Weber or Margaret Maresh available to help you with your  
Corrections Study.

\* Please check the report of your interview first, and if any changes are  
needed, please tell Eleanor Weber or Margaret Maresh before 10 am. Wednesday

May 28th - OUTLOOK FOR WORK

October 1st - Corrections publication

Corrections Consensus - probably April 1st, 1975

Additional copies of Corrections Committee Guide II available from state office  
90¢ each + postage & handling.

INSTITUTIONS UNDER THE SUPERVISION OF THE DEPARTMENT OF CORRECTIONS

Minnesota Reception and Diagnostic Center (MRDC)  
at Lino Lakes

Area served:  
boys and girls from the metro area  
(Ramsey, Hennepin, Anoka Counties)

CAMPUS

Closed facility - most buildings behind fenced-in area. Fence very tall.  
Doors of "cottages" are locked or not as felt necessary by staff.  
Room with 1 or 2 individuals or dorm with 4 to 6 individuals for boys. Try to have 1 or 2 to room for girls. May decorate and have personal belongings.  
Boys - Housed according to counties.  
Girls - Housed together.  
Have a preadjudication and detention cottage for the metro area - barred windows.  
Have a discipline cottage.

PHILOSOPHY

"MRDC's purpose shall be to provide diagnostic and treatment programs for all juveniles committed to its custody, ...diagnosis will involve efforts to identify individual problem areas, followed by prescriptive treatment which will ultimately help each child adjust satisfactorily in the community without undue danger to society or self.

Our responsibility for care and custody will include humane concern for the needs of all youth in residence and will involve a complete range of services and programs to meet these needs. ...Youth will be prepared to enter the community phase of treatment as quickly as possible through coordination with community-based resources."

TREATMENT

MRDC has divided up the three-county area into 4 divisions. They are North Hennepin, South Hennepin, Anoka-Ramsey and Metropolitan Girls. Each division has its own area director, program supervisors, agents and counselors, community residences and group homes, if available. "Cottages" are assigned to specific divisions to provide a continuum of resources to the youth and their families. It makes it easier for the youngsters, parents, community resources, agents and staff to be involved in a team approach to problem solving and treatment planning.

Each of the 4 divisions utilizes a multiphased program within its own division:

- A. Reception and beginning treatment cottage...  
diagnostic evaluation and recommendation in relation to an appropriate placement
- B. Second or advanced treatment cottage
- C. Limited parole in a residential treatment facility or group home, etc. as is available
- D. Parole

The treatment programs differ from division to division according to the training and bias of the program director and staff but in each cottage there is always a modified group program as well as individual counseling and/or contracting. Examples of techniques and programs are (1) Institutional Community Continuum (ICC) which is a meld of Guided Group Interaction, Transactional Analysis and a variation of the Asklepion "game," (2) Treatment Agreement Program - utilizing a treatment plan initiated by individual, his parole agent, caseworker and cottage worker, and cottage staff, (3) Synanon Game, a confrontation group, (4) Transactional Analysis, (5) Group program that deals intensively with the social, emotional and family problems that exist for girls.

Turnabout - a three-phase treatment program contracted through Minneapolis Rehabilitation Center. Treatment model: basically behavior modification with individual counseling when deemed appropriate.

1. Cottage at MRDC
2. Residence in Minneapolis
3. Independent living arrangement

New Focus



State Training School at Red Wing

2.

Area served:  
boys and girls from the eastern  
area of the state

CAMPUS

Open facility  
Older and newer buildings surround a large open area - groups walk together from one area to another  
Have "cottages." Room with 1 or 2 individuals. May decorate and have personal belongings  
Boys are housed according to needs, as well as relatively same size, age and interests  
Girls are grouped together  
No discipline cottage

PHILOSOPHY

To change the attitudes, values and behavior of youngsters committed to the care of Red Wing that they may be returned to the community to live with dignity and the feeling of self-worth. "The emphasis at the institution is to have each youngster develop a positive picture of himself as a worthwhile person who is concerned about other people. The staff attempts to create an institutional environment which is similar to the real world in which the boys will ultimately have to function."

TREATMENT

Positive Peer Culture (P.P.C.) is the basic treatment tool of the institution. Upon entering the institution, each individual is put into the Reception Center for evaluation for placement within the therapy group which can most effectively help him. The youngster then becomes a member of a group headed by a trained staff group leader. The members of each group live, work, play and study together 24 hours a day. The focal point of each person's daily program is the group meeting, held 5 nights a week for ninety minutes each night. The group meetings have a definite procedure of operation within each cottage. The group decides which member needs the help most and the rest of the meeting is devoted to this one person, or more than one person may have the chance. In the group meeting room, it is necessary to talk freely about his/her problems; here they may show and express their feelings. Under the direction of an adult leader, there is confrontation of one another in "no-holds-barred" discussions, challenging one to face his shortcomings and solve his problems, thus sessions can be angry and explosive as the youngsters express themselves about their parents, authority figures and themselves. "Out of these sessions - and through the peer culture which develops as the members of the group live together - comes an almost evangelical desire to help one another with their own salvation...when you give a kid or any human being an opportunity to be of service to someone else, that's when the change takes place." Whenever the members of the group feel that a member has his problems solved and is ready for parole, they make their recommendation known to the staff who make the final recommendation.

There is a security treatment program - Duke cottage - whose remedial and PE program is self-contained within this special treatment unit. This is for the immature boys who have been chronic runaways.

New Focus

State Home School at Sauk Centre

Area served:  
boys and girls from the western  
area of the state

CAMPUS

Open facility  
Buildings surround large open area - + more grounds  
Groups or individuals can walk from one area to another, depending on level of achievement. May even go to town.

Have "cottages". Rooms with 1-2 individuals or small dormitory. May decorate and have personal belongings. 3.

Boys are housed according to regions-counties. Girls housed together.

No discipline cottage as such - shifted to a different program (see Treatment).

#### PHILOSOPHY

The school sees itself as a community of persons - youngsters and staff. The staff are there to help the youngsters learn to set goals and how to achieve them, build on his strengths and modify his weaknesses, and build honesty in relationships and with one's own thoughts. Also to help the boys and girls learn to develop their own interests. "It is important to provide students with opportunities to take responsibility to live together with each other and eventually with society when they get out."

#### TREATMENT

Like Lino Lakes, the cottages are regionalized and for the same reasons.

The regions, however, operate out of one cottage; there is no diagnostic center or cottage to go to first. The person is included in the treatment program right away with a "staffing" being held after 3 weeks. This includes the cottage staff, youngster, parents, teacher, parole agent and decisions are made as "where to go from there" ..continuation of program, parole, put in another program. The youngster "contracts" with the cottage at that time with goals that can be accomplished.

The treatment programs differ from division to division according to the training and bias of the program director and staff. Basically the mode is "Group" with positive reinforcements plus individual counseling. Examples: (1) Behavior Modification, (2) T.A., (3) Consistency program using a democratic model of "town meetings" with majority vote.

Each of the group programs have a number of steps or levels which require progressively more responsibility, maturity and behavior control. The individual earns the privileges of each level through the attainment of "points" which are a measure of his academic and behavioral responses in the school and cottage programs. Points are translated into privileges and money.

Sullivan treatment program - resource for the open cottages who have used all tools and all other means of treatment have failed. The cottage has a "beefed up" staff.

#### New Focus

#### Thistledew Camp at Togo

Who gets to go:

Boys usually from 17-18, but can be 14 and up,  
or older than 18. Recommended by probation officer,  
welfare, or parents... biggest % truants or incorrigible

#### CAMPUS

In a virgin pine and birch forest, between two lakes - 50 miles NW of Hibbing  
Open facility  
Freedom of movement  
Housed in rustic-looking dorm rooms

#### PHILOSOPHY

To give the boy the kind of experience that will enable him to get a good perspective of himself and his future. Many boys have the "failure syndrome" - Thistledew directs programs toward boys so they may have as many successful experiences as possible during their stay.

#### TREATMENT

The treatment plan is intensive and short - about 3 months. During this time - involved in school, work, etc. About 1/3 of time devoted to Challenge, a wilderness survival program modeled after "Outward Bound." It is a year-round program involving three phases:  
(1) training and general conditioning, technical training  
(2) actual expeditions (geared to seasons). Planned to be rugged and difficult  
(3) days of "solo" - camping alone in an isolated area for 3 days and 2 nights.

Minnesota State Reformatory for Men  
at St. Cloud (SRM)

4.

(Built in 1889 to obviously provide custody.)

CAMPUS

A walled fortress - grounds, buildings within (3rd largest continuous wall in world).  
Cell blocks - 4 levels of tiers open onto a cat walk-like corridor. Wall of heavily barred windows.

Each cell has bed, toilet, sink, desk, shelf, locker. May "decorate" with own things (except limitations in segregation block) such as pictures, stereo, TV, books, records.

The Honor Cell Block - E House - is adjacent to a recreation area where TV, pool, ping-pong available.

Segregation area - disciplinary lock-up or protective custody - 24 confinement to cells except for rare, brief exercise periods.

Isolation unit - individual cells where wooden doors as well as barred doors can be closed - no light, contact, sound can penetrate.

PHILOSOPHY

Although custody is a primary concern, the core treatment task is said to be to change the prevailing inmate expectation of failure to an expectation of success. "This is best done by experiencing success in areas of significance to the individual...can differ widely from one individual to another and the range includes interpersonal relating, educational growth, vocational preparation, knowledge of self, etc.

TREATMENT

Team Classification - staffing process by which all decisions are made regarding inmate's program, including treatment program, institution assignments, release recommendations and disposition of disciplinary matters. At the end of 1973, Wednesday afternoons, SRM shut down to facilitate having all Classification Teams meet at the same time to facilitate availability of staff to participate.

Special Programs -

RESHAPE - a treatment program for the chemically dependent inmates. Started at SRM in winter '73. Is a residential program - have own area.

Three phases: (1) Covers sequence of efforts to achieve admission into the program. (2) The Intensive Residential Treatment Program within the unit...combination of techniques, mostly group orientated. (3) The releasing of resident into a therapeutic follow-up program in a community setting.

Project ESCAPE - (Environmental self-Control: A Prison Experiment) in "D" (segregation) House. A behavior modification program of points and privileges.

Minnesota State Prison for Men  
at Stillwater (MSP)

(Built in 1914 as an industrial, custodial institution)

CAMPUS

Fenced - heavily barred - heavily guarded and secure structure (except for minimum security farm).

Cell blocks similar to St. Cloud.

Cell contents are like those at St. Cloud. May "decorate" with own things (except limitations in segregation block).

Segregation area - similar to St. Cloud.

Isolation - in a secure cell block or in an area of cave-like, cement isolation cells. More open than at St. Cloud - doors are barred and could hear others in block as well as see some light.

PHILOSOPHY

See St. Cloud

TREATMENT

The institution is in the midst of developing a "mini-prison" program in which the cell halls will be a self-contained community. Included will be a cell hall director, psychologist, caseworkers, chaplain, and the correctional officers. This is an attempt



to get all the social service people contained within the cell hall to provide better inmate planning programs and to get greater involvement of the inmate himself. In Cell Hall A - social service workers are there until 9 o'clock at night 7 days a week. Each of the main cell halls have different populations - therefore each is trying to develop its own special group counseling program. 5.

#### Inmate Counselor Program

Inmates selected by inmates and staff (12) and given 90-day program of learning. These men are then used in crisis intervention in the cell blocks, in the segregation unit on a 1 to 1 basis or group therapy, in the ITU and TAP programs.

ITU (Intensive Treatment Unit) is found within Cell Hall A. This is a program for disturbed individuals. Referred to this unit by caseworker or psychologist. Work with group and 1 to 1 counseling.

TAP (Therapeutic Awareness Program) - a self-sufficient residential program located in back of Cell Hall C. This program uses Transactional Analysis and the Asklepieion "game."

Chemical Dependency Program - open to the whole prison - anyone who wants to participate. Is a 4-month program (deals with both drugs and alcohol) that phases the inmate into A.A.

### Minnesota Correctional Institution for Women at Shakopee (MCIW)

(Opened in 1920 - previously women felons were incarcerated at Stillwater. Since 1947, women felons 18-21 may also be committed to Shakopee)

#### CAMPUS

Not surrounded by fence or wall, and all activities are housed in 4 separate buildings called "cottages".

Four living units reflecting differences in degree of security supervision. (The Apartment is the honor housing - carefully selected, no staff members live there.)

Own room with bed, bureau, desk, chairs furnished.

May decorate with curtains, spreads, rug, or whatever pleases the individual.

The Security Cottage is a "closed system" for women considered to be in need of structured control for an extended time (escape risks, impulsivity, volatility, or generally uncontrollable behavior.)

Do have isolation cells - which are plain barred cells; and segregation rooms.

#### PHILOSOPHY

The Women's Correctional Institution has a two-fold function: 1. To provide security, thus protecting society. 2. To develop a rehabilitative program which will enhance the individual's chances of making a successful adjustment within the community.

#### TREATMENT PROGRAMS

Moving from a system of points and privileges to an individualized contract system in which the inmate and staff set goals for each woman. She gains privileges as she achieves her particular objectives.

Group meetings in the cottages once a week and individual counseling; emphasis on vocational educational resources rather than specific strong treatment programs.

Drug Dependency Program - a residential self-sufficient unit, long term from 6 months to year. Is a group oriented therapeutic program based on Synanon, as well as behaviorist techniques, competition and in-program job assignments, etc. aimed at learning responsibility and accountability.

### Willow River Forestry Camp at Willow River

(Formerly a work camp)

#### Who gets to go:

A select number of adult and youthful offenders from St. Cloud and Stillwater who have from 3 to 12 months left to serve before release is anticipated, thus this is a terminal program.

Called Willow River Forestry Camp by legislative act - must retain name even though forestry not involved.



## CAMPUS

6.

Open facility.

Men housed in rustic barrack-like rooms.

Camp - attractive, scenic in a wooded area, north of Sandstone.

Men able to move freely on camp grounds - can be taken on weekend fishing trips, etc.

Go to Sandstone for vocational skill training on bus - no counting heads, individual responsibility.

## PHILOSOPHY

To prepare the individual to assume a responsible role in the community upon release by 1) providing vocational training and 2) fostering emotional and psychological development as well as feelings of security and self-esteem.

## TREATMENT PROGRAMS

In all phases of the program, trust, individual growth and responsibility are stressed.

Men are organized in groups on basis of vocational skills. Work in a modified P.P.C. program, since the peer groups are closely unified on the basis of working together, counseling together, and going to school together. They have a vested interest in helping one another for benefit of all.

League of Women Voters of Minnesota, 555 Wabasha, St. Paul, Minnesota 55102 - April 1974

PROGRAMS AVAILABLE AT STATE INSTITUTIONS

Juvenile Facility	*Educational facilities and/or programs	+Vocational and Pre-Vocational facilities and/or programs	Recreational facilities and/or programs
Minnesota Metropolitan Training Center Lino Lakes	Intensive remedialization Title 1 teachers for Math-Reading Individualized instruction Full and typical HS and JHS curriculum Volunteer tutoring ** New Focus - Title III funded program in creative arts including dramatic and manipulative arts G.E.D. qualification - diploma given through home high school	Office and business education Graphic communications Small engine repair Arc and oxyacetylene welding Auto mechanics Horticulture, landscaping Driver education	Full time recreational director Horseback riding (new) Team sports - basketball, volleyball, baseball Winter sports - skating, cross-country skiing, snow shoeing Off-grounds roller skating Swimming - outdoors in summer Movies, crafts, arts
State Training School Red Wing	Intensive remedialization Title 1 teachers for Math-Reading Individualized instruction Full HS and JHS curriculum a) vocational and pre-vocational b) college prep on individualized basis Volunteer tutoring used extensively G.E.D. preparation and testing	Excellent welding-shop program (also used by local high school) Small engine repair Cooking and baking (commercially) * Greenhouse (nursery) and landscaping Printing Instrumental music	Inter-cottage sports Skating, skiing, snow shoeing, tobogganing Choral readings directed by Mary Gwen Owen (formerly of Macalester) Visits by (exchanges - 1 way) with community youth groups - "Surround" (parish youth groups acting as support in home community) Full time recreational director Pool, ping-pong, craft projects, and table games available in cottages Recreational-enrichment educational opportunities afforded
Minnesota Home School Sauk Center	Intensive remedialization Title 1 teachers for Math-Reading Individualized instruction Full HS and JHS curriculum a) pre-vocational b) college prep ** New Focus - Title III funded special success - poetry	Pre-school nursery - teachers aide Food service * Retail floristry, greenhouse work Construction crafts	Full time recreational director Bicycling, camping, canoe camping, fishing, golf, horseback riding Swimming Skating, skiing, sliding, hockey Team sports - inter-cottage basketball, volleyball, softball, football Gym activities - trampoline, directed P.E.
Thistledeew Togo	Academic and remedial instruction - continued program from transferred facility Individualized instruction	Small engine repair Basic cooking skills Construction	* Challenge program modeled after "Outward Bound" (juvenile sets a standard of endurance or contract which he fulfills by spending X

			number of days in the outdoors. Ice fishing Cross-country skiing, ice skating, snow shoeing Team sports - basketball, volleyball, softball Fishing, canoeing, hiking, swimming Volunteer programs out of Hibbing
	* Teachers are on a 12-month school year. All requirements follow state teacher training requirements. In addition to State Board of Education requirements, all teachers are under Civil Service and there are <u>no</u> life certificates) Possibility of home school district texts being used in near future. ** Special or Pilot programs.	+ Written materials necessary in apprenticeship programs are written at a lower level of proficiency to make up for reading handicap. Vocational programs jibe with public high school programs (as per State Board of Education guidelines). * Found to be very therapeutic also.	* Part of philosophic presentation

PROGRAMS AVAILABLE AT STATE INSTITUTIONS

Adult Facility	Industrial	Educational	++ Vocational	Recreational
St. Cloud Reformatory	Furniture production Upholstery License plate manufacture Mattress production	Newgate - College program thru St. Cloud State with release to Newgate House, University of Minn., Minneapolis Crash reading remediation - 45 hours of 1 to 1 tutoring by 15-20 graduate special education students from St. Cloud State Student-release to St. Cloud State Drivers Education St. Cloud Area Vo-Tec school student-release	Work-release in specific areas Auto-body repair and painting Mechanics (auto, small trucks) Printing Furniture and upholstery (also listed under Industrial) Food preparation - apprenticeship program with union teachers (equipment very up to date)	Teams participate in St. Cloud Municipal Athletic League Skating (some skates provided - inmates frequently have skates sent from home) Jaycees Religious Council Inmate-outmate exchange between prison and St. Cloud community Indian cultural group Black Brotherhood Gavel Club (sponsored by Toastmaster of St. Cloud) Drama Club Alcoholics Anonymous Operation of inmate radio station - STIR
Minnesota Correctional Institute for Women (Shakopee)	Short term piece work - e.g. Green Giant, Fremont Industries purpose-straight money motive	G.E.D. preparation and testing Augsburg and Antioch correspondence courses Release of Pi House for Univ. of Minn. classes	Secretarial skills - formerly a very strong program 3-part food service - home food preparation, nutrition, commercial food preparation Key punch (most adequate - good job placement) Teachers aide training (nursery-preschool, elementary education) Off-grounds vocational training; off-grounds on-the-job-training (nurses aid - Anoka Tech, Minneapolis School of Design, Opportunity Workshop, Goodwill)	No funds for recreational facilities Mother-child visiting twice a month in cottages Recreation room - ping-pong, TV Handicraft Club - volunteer led, materials donated Program release to the Twin Cities (Women are not much interested in planned physical recreational programs) Limited facilities - no gym, only a basement Swimming, bowling, roller skating off-grounds Softball team in summer Informal fenced area for sunbathing, volleyball No off-grounds for volleyball in Shakopee municipal athletic league Horseback riding very popular
Minnesota State Prison (Stillwater)	Computer workshop Cordage Farm machinery - union approved	Laubach Literary Method - tutoring for functionally illiterate Remedial reading and math	Electricians - 8000 hrs. - journeyman electrician Machinist apprenticeship - 8000	Full time recreational director and staff Sports of all kinds, both participatory and spectator



Adult Facility	Industrial	Educational	++ Vocational	Recreational
	<p>apprenticeship training-1)foundry, 2)sheet metal, 3) machine shop, 4) paint shop</p> <p>Printing-printing and silk screen (union approved apprenticeship training)</p>	<p>using Title 2.</p> <p>1)Day school - Adult Basic Education - 2 or more hrs. a day, 1-yr. program - individualized instruction</p> <p>2)Evening School - individualized instruction; independent study using library and class facilities; certified teachers in instruction areas of English, Math, Reading; Typing.</p> <p>Guides for Better Living - uses "New Process" Series (13 meeting series)</p> <p>Correspondence course thru Dept. of Independent Study, Univ. of MN.</p> <p>Learning Courses from Augsburg MN Metropolitan State College Pilot Program</p> <p>University without Walls - Univ. of MN(individualized program)</p>	<p>hr. - in co-op with Machinist Union of Twin Cities (hours transferable)</p> <p>Office machine repair - 6-10 inmates - 18 months - extremely successful.</p> <p>Class C - Printer - 12 trainees- 6000 hrs. on the job training - 144 hrs. classwork</p> <p>Electric Arc Welding - 12 trainees - 72 hrs - certification by St. Paul Vo-Tech</p> <p>Computer programming - 12 trainees - 7 months</p> <p>Medical Laboratory - 4000 hrs- 24-mo. program; certification on completion</p> <p>X-ray tech - 24 mo.;non-certification</p> <p>Welding, Drafting, Art classes</p> <p>Dental assistant - 24-mo. program</p> <p>Special work-release to White Bear Lake Vo-Tech-Dist.916</p> <p>Water-sewage treatment operation - written exam after 1-2 yr. training; certification</p>	<p>Yoga, Chess, Shuffleboard, Tennis, Badminton</p> <p>Team sports-basketball, softball, football, volleyball</p> <p>Gym exercise room - boxing training permitted (authorities frown on self-defense courses)</p> <p>Jaycees; Toastmasters</p> <p>Alcoholics Anonymous</p> <p>Cultural Awareness Groups</p> <p>Chess Club</p> <p>Music classes and instruments</p>
Willow River Camp (Sandstone/Willow River)	see Vocational	<p>Remedial education</p> <p>G.E.D. preparation</p> <p>Special Interest Educational programs</p>	<p>* Welding, refrigeration, truck mechanics</p> <p>truck body building and repair</p>	<p>Setting of camp allows for wide range of activities: swimming, fishing, hiking, picnicking with visitors</p> <p>Team sports - basketball, softball</p> <p>Card playing, ping-pong</p> <p>Recreational reading and study</p>

++ long term nonunion cooperative apprenticeship programs do not generally appeal because of time limit on inmates' sentences.

\* inmates selected for program have less than a year to serve. Program is work-training oriented with placement a certainty.

An entry-level skill is certain on inmate's release.

COMMUNITY BASED CORRECTIONS for ADULTS

Community based correctional facilities are now being looked to as a realistic way to effect rehabilitation. Ramsey Clark in Crime in America argues, "The end sought by rehabilitation is a stable individual returned to community life, capable of constructive participation and incapable of crime. From the very beginning, the direction of the correctional process must be back toward the community. It is in the community that crime will be committed or a useful life lived." Logically, incarcerating offenders by isolating them from the community prevents orderly reintegration upon release. At least one study has pointed out that an important factor in relation to recidivism is the economic difficulties faced by persons released from prison. Being removed from reality certainly does not help the prisoners learn to manage their finances. In any case, prospects are poor for a person released from an institution with a few dollars, responsible for his own transportation back to the city, and no job in sight. Criminal activity is often the only way of life which is consistent with his outlook, needs and resources.

A halfway house is a residential community based treatment program. Clients are generally employed or attending school in the community. The facility is physically situated in an urban area. Basically there were two distinct types--the halfway-in and the halfway-out.

The halfway-in house generally serves offenders on probation or those who may have failed on probation and are still considered worthy of another opportunity to remain in the community. An example of the halfway-in house would be PORT (Probation Offenders Rehabilitation and Training) of Rochester serving Dodge, Fillmore and Olmstead Counties. After conviction an offender is "diverted" to the PORT house rather than sent to an institution. PORT was opened in October 1969 and is a residence for up to 25 males who participate in group counseling, behavior modification techniques and family counseling. The staff also provides referrals and acts as advocates for the residents in the community.

Better known are halfway-out houses that assist persons who are ready to leave prison and are in need of further help in readjusting to society. Placement in a halfway-out house can be a condition of parole or a brief community based experience prior to release on parole. In some cases it can serve as a place to which persons who are doing poorly on parole can come rather than go back to the original institution.

A facility that has been in the news recently is Restitution Center located at the downtown YMCA. It was opened in August 1972 as a live-in program for up to 25 nonviolent property offenders who agree to pay back their victims in face-to-face meetings. The restitution arrangements must be made before the men can be paroled from prison. Of 43 men who have started the program, four have been charged with or convicted of new felonies (two auto thefts, theft and forgery). Four others ran away, their paroles were revoked, they were captured and returned to prison. At our December meeting Dr. Murton applauded the idea of restitution but criticized the fact that a person's restitution payment amounts are limited so that he cannot finish any sooner than what the parole board would approve. Recent headlines were on the firing of the center's director by the Department of Corrections because he refused to obey an order which would prevent James D. Freeman, Jr.'s name from going before the parole board as a possible candidate for the Restitution Center. Members for the center are chosen at random from among new inmates at Stillwater. The center's director, Burt Falloway, did not want to interrupt that random selection process. The Department of Corrections (DOC) felt Freeman was an inappropriate candidate for the program and that a public outcry against his parole would threaten the center and other community corrections programs. Some examples of other halfway-out houses are PI House (Nov. Spotlight), the only halfway house in Minnesota for women and Project Newgate (Jan. Spotlight) where residents are involved in full time study at the U. of MN.

All of the above specific examples of halfway houses are operated or contracted out by the Department of Corrections. The state wants to remove itself from the role of being the direct provider of service to offenders. A new program has been started under which the DOC will reimburse the county to provide the services usually provided by the state institutions. This will encourage the county to look closely at who it sends to state institutions and the

DOC believes that the community based facilities are the most effective. Ramsey, Crow Wing, Olmstead and Dodge Counties are the pilot counties under this program. The county board of each must take action in order to get money and actually be in the program. \$1.5 million has been appropriated for the period of 1973-1975 under the Community Corrections Act of the 1973 legislative session. In addition to these funds provided by the state, some projects, administered by the DOC, are funded by the Governor's Commission of Crime Prevention and Correction, using federal money available through the Law Enforcement Assistance Administration (LEAA) and matching state funds. Some of the state contributions are in-kind services rather than cash.

Although the facilities described in this report are operated or contracted out by the DOC, many private agencies provide halfway house residences or neighborhood houses for the ex-offender, especially for those with alcohol or drug dependency problems. One or a combination of three different group approaches for treatment seem to be used in halfway houses: group counseling, psychoanalytic group psychotherapy and guided group interaction.

#### COMMUNITY BASED CORRECTIONS for JUVENILES

Everywhere we hear that the trend is toward the community based programs as more humane, less costly, more successful. Local communities may have their programs encouraged by a 50% subsidy from the State Department of Corrections and/or helped by federal funds through the LEAA. But what programs are available? Are they successful? And what is needed?

Simply classifying the available programs for juveniles is a muddled task. In April 1973, Minneapolis League estimated there were 300 agencies in the Metro Area serving youth, most offering several different - and constantly changing! - programs. Efforts to simply list them are generally outdated before publication. The latest Community Services Resources Directory lists only 71. One wonders on the validity of the list, or how many have folded - and why?

The agencies offer programs for racial groups, for geographic areas, for medical problems, for family ones. Programs for diverted youth, and programs for those who have been through the court system. Programs funded by private funds, by public, by a mixture of both. Where does one start?

Basically with residential (group homes, foster homes) and nonresidential (health clinics, guidance facilities) and then the League's problem is shared in magnitude by the courts, police, or social worker seeking a community program (or programs) to help a troubled child. It's a time-consuming effort to find the agency with the most desirable treatment philosophy, high success rate, professional reputation and available space. Further, the person expending the effort on a youth diverted from the court system has no authority or responsibility for him, and because of client confidentiality will probably receive no feedback on the success of the program.

The Minneapolis League's Juvenile Justice Committee attempted a study of 25 community agencies representative of the various types of youth resources now available. Their initial goal - to determine gaps, overlaps, needs and priorities in youth services - was quickly discarded as futile, and they had to settle for a profile of the agencies.

Some interesting results of their study: 1) One-third of the agencies studied had been in existence less than two years; one-half less than five. 2) Most offered short-term help or a program of predetermined length. 3) Coordination between agencies was virtually non-existent; communication was extremely poor. They were highly competitive for funds and secretive about program plans. 4) Twenty-one of the agencies do some evaluation of their programs (interesting, because this reader wondered a) how valid an evaluation is after so many short-lived programs and b) is that why the programs are constantly changing?

The Minneapolis League's conclusion--"If use of community resources is to be continued or expanded by the court, there must be a way of determining and maximizing appropriate use, no one has sole administrative responsibility for either the public or private agencies...areawide organization ceases on the level of published directories."

Ways to meet these needs included the following suggestions: a centralized referral agency, informal "clinics" of a small number of specialized agencies, or a revival of the Social Services Index (operated by the United Fund through the late 1950s).



CORRECTIONS: PAROLE

(Information not included in presentation)

**DEFINITION OF PAROLE:**

Release of a felony offender from a penal institution after serving part of, but prior to completion of, the maximum term of sentence, under supervision by the state and under prescribed conditions which, if violated, permits re-imprisonment.

**ADMINISTERED BY:**

In Minnesota, adult parole is administered by the state with 100% state funding.

Exceptions: Parole from the workhouse, a county institution, is administered by the county. (misdemeanants only)

In outlying areas, where the caseload is not heavy enough to maintain both parole and probation officers, the caseloads are mixed and administered jointly by county and state.

**PAROLING AUTHORITY:**

Minnesota recently switched over from a part time to a full time parole board consisting of 5 members. Eligibility for parole and date of parole release is determined by this authority (Minnesota Corrections Authority) on the basis of such factors as prior history, readiness for release, need for supervision and assistance, and readiness of community to receive offender.

**RATIONALE:**

(1) Release of offender at most appropriate time with supervision to facilitate his adjustment to the community. (2) Protection of the community from further deviant behavior. (3) Economics (costs much less to maintain a person on parole than in prison).

There are still conflicts in public thinking on the ways of dealing with the offender: Ostracism vs. Desire to assist in social restoration. Should corrections be punishment-oriented, rehabilitation-oriented or both. Public often accuses the system of either brutalizing or coddling offenders: some object to parole on any basis.

**SUPERVISED BY:** (3 County Metro Area - Anoka, Hennepin, Ramsey)

<u>Number of Parole Officers</u>		<u>Average Caseloads</u>
Interstate	(3)	85
Probation	(7)	65-68
Drug Unit	(7)	45
Regular	(25)	50

Recommended standard of cases per officer as listed in Task Force Report: Corrections, THE PRESIDENT'S COMMISSION ON LAW ENFORCEMENT AND ADMINISTRATION OF JUSTICE, (35)

In outlying areas where caseloads are mixed, the caseloads run higher than in the metropolitan areas.

Currently, there are 2300 persons supervised by parole officers in the metropolitan area: 800 on state probation - 1500 on parole.

60 - Shakopee

440 - St. Cloud

1000 - Stillwater

800 - probationers (convicted of offense and put on probation in counties other than Ramsey or Hennepin but now living in metropolitan area. Supervised by state probation officers rather than county probation officers.)

**QUALIFICATIONS OF PAROLE OFFICERS:**

Minimum = B.A. or B.S., preferably in behavioral sciences - passing of Civil Service test - prefer some prior experience in corrections.

There is very little on-going training.



Salaries: Corrections Agent \$ 736-931 per month  
Senior Corrections 828-1134  
Career Corrections 931-1275 (requires 5 years on job)  
(Presently 3 career agents in Metro Area - Civil Service limits the number of people for this position to 5 to 10% of total staff.)

#### METHOD OF SUPERVISION:

Individualized - usually frequent personal contact at first, tapering off to telephone or even mail contact as adequate adjustment is made. Some need much more intensive help than others.

#### PAROLE RULES:

Relatively few - simple - individualized - no curfews - no or little restriction on associates - travel permits necessary for out-of-state travel.

Paroling authority can make special requirements tailored to individual case. If parolee fails to follow them he can be returned to facility for remainder of sentence.

Parolees are informed in writing of conditions to which they must adhere, and must sign parole agreement.

Parole agents are able to make arrests.

#### CIRCUMSTANCES OF REVOCATION:

Parolee is informed in writing why he is being revoked. He has the chance to appeal - has right to a hearing and his legal resources are a Legal Aid, a Public Defender, Ombudsman or LAMP (Legal Aid Minnesota Prisoners).

Parole agent has the power to order parolee confined pending Morrissey hearing unless parolee waives the hearing. This is done with a Hold Order for a "reasonable length of time" - they try to have the hearing within 10 days after "Hold" placed.

Ultimate revocation decision is made by the Minnesota Corrections Authority after discussion with and recommendation of parole officer and his supervisor. Morrissey decision -(U.S. Supreme Court, 1973) Due process must be used in revoking the parole of an adult, including a state hearing on the violation of parole with witnesses present. Violation and its probable cause are reviewed and parole board must then decide whether or not parole should be revoked.

Exception: Probationers supervised by state probation officers are handled differently, with the probation officer writing a recommendation for probation revocation which the judge reviews. There is then an individual hearing and someone must prove the violation.

Nationally 35 to 45% of persons on parole are subsequently returned to prison - the large majority for violation of parole regulations - 1/3 for new felonies. Minnesota has gotten away from revoking parole due to technical violations and 90% (approximate) of revocations are for new offenses.

#### USE OF COMMUNITY RESOURCES:

Parole officers try to use as many community services as possible - some of those most often used are: chemical dependency treatment centers = TEAM House, EDEN House; mental health centers = Ramsey Cty. Mental Health Clinic, Wilder Foundation, MN State Employment Sec. Div. (Manpower - short term); volunteer counselors = AMICUS (people enabling people).

#### USE OF VOLUNTEERS:

Although there is a volunteer program set up, it has been little used in the past. There is currently one active volunteer. They are in the process of setting up standards and plan to start using more volunteers to supplement the professional workers.

#### FUTURE TRENDS:

Smaller caseloads - more work with families - more use of volunteers - continuous services with more involvement inside the institution - work more closely with other agencies - increased use of half-way and prerelease centers, work release and other such programs.

REPORTS FROM LOCAL LEAGUES - INTERVIEWS

REGION 1

Kittson County  
Roseau County  
Marshall County  
Pennington County  
Red Lake County  
Polk County

Polk County Jail in Crookston also serves surrounding counties.

Inmate population averages about 20 in a month.

24-hour supervision by deputies.

Physical and mental health care available.

Short term detention - average is 2 to 30 days.

Staff training at beginning of employment.

Sheriff's wife prepares food.

Cost is \$3.50 a day.

Construction of new building for Area Corrections Center which will serve Polk, Norman and Red Lake Counties will begin in 1974.

3 probation/parole officers in Polk County.

Case load is 50 to 75 per officer.

Volunteers are used with both juveniles and adults on a one-to-one basis.

Northwest Regional Development Commission started in February 1973.

The counties included are Kittson, Roseau, Marshall, Red Lake, Pennington, Polk and Norman.

Mahnomen County

REGION 2

Lake of the Woods County  
Koochiching County  
Beltrami County  
Bemidji  
Clearwater County  
Hubbard County

REGION 3

Cook County  
Lake County  
Silver Bay  
St. Louis County

Virginia City Jail visited by Mid-Mesabi local League.

Capacity is 14 - usually 1 or 2 inmates - none at time of interview.

Longest hold is 1 or 2 nights - until judge hears case.

Physical and mental health needs available in community.

Staff training 8 weeks at beginning of employment.

Inservice Human Relations training offered by the state.

Probation caseload is about 50.

Among services used are Hope House, Children's Day Care Center, Range Mental Health Center and Youth for Christ (summer program).

Hibbing Jail average detention for adults is 12 hours and for juveniles is 3 hours.

Capacity of jail is 12 - 1 inmate on day of interview.

Hospital is across the street for physical health care.

The Androy Hotel prepares the food.

The police sergeant has received special training.

St. Louis County Jail in Duluth has a capacity of 158.

Average population is 50 to 55.

Cost is \$9.00 a day.

Recreation room with ping-pong table being redecorated.  
 Physical and mental health care available.  
 2 full time cooks prepare food.  
 Average length of stay is 30 days.  
 At time of interview, 45% were waiting trial.  
 Education for G.E.D. (Grade Equivalency Diploma) available.  
 14 passed G.E.D. last year.  
 Staff receives inservice training.  
 Sewing machine and ironing facilities available for women.

Services available in Duluth are Human Development Center, Duluth Skill Center, Indian Youth Program, PHARM House, AA and Phoenix House.  
 There is a volunteer program assisting adult probation.

Proposal has been made to coordinate services of 19 law enforcement agencies in St. Louis County.

#### Carlton County

Cloquet Jail will house Carlton County residents after April 1st, 1974.  
 10 is capacity.  
 Sheriff takes offenders to Civic Center and ball park for recreation.  
 Physical health needs handled locally.  
 Mental health facility is Human Development Center in Duluth.  
 Restaurant serves necessary meals (usually only breakfast).  
 Cook will come when jail serves county.  
 State ruling requires 8 weeks training for new officers.  
 Requests for funding of inservice training have not been approved by city council.  
 Services used by probation/parole officers are Human Development Center in Duluth, Neighborhood Youth Corps in Duluth, Duluth Family Services Society, Indian committees, and in process of setting up advocate through N.E. Corrections Center.  
 Schools do some "trouble shooting" in counseling.

Informal arrangement with some volunteer help.

#### Itasca County

Itasca County Jail in Grand Rapids serves both city and county under sheriff's control.  
 Detention is in "Honeymoon Suite" of jail.  
 Juvenile detention is separate cell from adult men and/or women's quarters on separate floor.  
 Home bound teachers and school counselors come for juveniles.  
 County Probation Officer has caseload of 55 to 60.  
 Services used are school district psychiatric worker, Portland House and Moose Lake.  
 One or two volunteer groups visit Itasca residents in prison throughout state.  
 Adult Officer has a caseload of 72 plus 6 to 8 investigations a month.  
 Services used are Voc. Occ. Training Rehab. at local air base, Hope House in Hibbing, Frontier Farm, Twig Work House, Moose Lake and others in Duluth.  
 Jaycees used as volunteers for adult parolees.

On January 29, 1974 Northeastern Minnesota Sheriff's Association cited 7 reasons for their opposition to creation of a Northeastern Minnesota Corrections Board.

#### REGION 4

##### Norman County

Adults are handled by the jails in Crookston and Moorhead.  
 Juveniles go to the Moorhead facility.  
 The work farm in St. Louis County is used.

Juvenile probation officer for Norman County full time.  
 Adult officer part time for Norman County.

##### Becker County

##### Clay County

Clay County Law Enforcement Center in Moorhead also houses the Regional Juvenile Detention Center.



Cost is \$15.00 per day.

Capacity is 38 adults and 12 juveniles.

TV, chess and other games in Family Room.

There are church services.

Physical and mental health needs through St. Ansgar's Hospital across the street.

Sheriff's wife prepares the food.

Average length of stay is 30 to 60 days.

Wait for trial is 1 to 3 weeks.

Volunteers provide books.

Staff receives on-the-job training.

Volunteers are retired pastors and retired teachers and counselors.

Books, magazines and games are donated by service clubs and church groups.

Juvenile probation/parole officers have a caseload of approximately 60.

From 2 to 6 college interns are used as part time parole officers.

Services used are local hospital, regional facilities at Lakeland Mental Health Center, school officials, Lutheran Social Services and Catholic Family Services.

Volunteers for juveniles are screened by college and probation office staff.

Training is in three 2-hour sessions.

Assist in counselling, tutoring, recreation, vocational skills on one-to-one basis.

Adult probation/parole officer has caseload of 67 on probation and 7 on parole.

Services used are AA, South East Mental Health Center, Half-way House detoxification center, Hope in Fergus Falls, and Vocational Rehabilitation Center.

Some volunteer help from AA.

#### Wilkin County

#### Ottertail County

Battle Lake juveniles are held in Moorhead Regional Detention Center.

Approximately 60 miles to court.

Moorhead school district provides a teacher.

Probation officer feels detention center is less traumatic than county jail.

Ottertail County Jail and Law Enforcement Facility is in Fergus Falls.

Law enforcement facility is new.

Jail has been updated.

Capacity is 28.

Local medical clinic and Mental Health Center provide care.

Cost is \$3.50 per day.

Average stay is 20 days to 3 months.

Average wait for trial is 2 months.

Mrs. Jaycees and Gideons provide library.

Employee is evaluated by Mental Health Clinic.

B.C.A. training and certification.

Volunteers from Salvation Army and Lakeland Mental Health.

Church services twice weekly.

Probation/parole officers use all usual community resources in addition to Big Brothers and Sheltered Workshop.

Volunteer program with Big Brothers is just beginning.

Lakeland Area Group opened 2 years ago.

Capacity is 6 . . . average daily is 4½.

Serves 12 to 18 year old girls with special behavior problems.

Inservice training by Welfare, Mental Health Clinic and Junior College.

Cost is \$225.00 a month for board and room.

Children attend Battle Lake public school.

#### Traverse County

#### Grant County

#### Douglas County

#### Alexandria

#### Stevens County

Stevens County Jail in Morris has a capacity of 4 males and 2 females.



Cost is \$2.50 a day.

Day of interview only prisoner was in hospital with kidney infection.

Local clinic takes care of physical health.

Emergency mental problems taken to Fergus Falls.

Bullpen used for recreation.

Food is prisoner's choice from Don's Cafe.

Usual length of stay is overnight.

Has been used for overnight under Huber Law - up to 90 days.

Jailers are trained by the sheriff.

Probation/parole officers' caseload varies from 80 to 140.

Largest caseload is in April-May and September-October.

Adults served by chemical dependency treatment center in Graceville.

Juveniles are served at Lake Lin for counselling and chemical dependency treatment.

#### Big Stone County

#### REGION 6

Pope County

Swift County

Lac Qui Parle County

Chippewa County

Chippewa County Jail in Granite Falls is a detention center for law violators.

Capacity is 10.

Population varies from 0 to 10.

Physical health care is handled locally.

Mental health needs are handled in Marshall or Willmar.

Sheriff's wife prepares the food.

Wait trial for from 3 to 30 days . . . average 15 days.

Average stay is 15 days.

AA available.

10-week basic training course at beginning of employment.

State and federal inservice training seminars.

Probation/parole officers have probation caseload of 35 to 50 and parole caseload of 100.

All listed services are available and used.

Services also from AA groups and school psychologist.

Volunteers for juvenile probation offer weekend a month and one hour a week.

Probation officers train and supervise volunteers.

Kandiyohi County

Juveniles detained separate from adults in Kandiyohi County Jail in Willmar.

Capacity is 4 boys and 2 girls.

Last year 88 juveniles detained.

Kandiyohi County Jail has a capacity of 40 with average population of 12.

Cost is \$10 to \$15 a day.

Psychiatrist who is medical doctor usually called for physical or mental health needs.

Sheriff's wife prepares breakfast . . . local restaurant other meals.

Average stay is 30 days.

8 weeks BCA training at beginning of job.

Inservice training by county attorney.

Probation caseload is 60 . . . parole caseload is 10.

All listed services available and used.

Volunteers used for both adults and juveniles.

Volunteers have introductory course plus monthly meetings and submit regular reports to coordinator.

Yellow Medicine County

Renville County

Redwood County

#### REGION 7

Stearns County

Probation caseload is 79 . . . parole caseload is 22.

Services used are Caritas Family Services in St. Cloud, Opportunity Training Center, Veterans' Administration Hospital, AA, Area Learning Center, County Social Service agencies and Narcotic Rehabilitation Act in Minneapolis.

Minnesota Home School at Sauk Centre has average population of 117 . . . average stay is 5½ m.

Cost is \$12,986 yearly per client.

90% of students require remedial education.

Inservice training for teachers at St. Benedict's College.

Periodic inservice training for all employees.

(Minnesota Home School information from Battle Lake League.)

Meeker County

Benton County

Sherburne County

Mille Lacs County

Kanabec County

Pine County

Isanti County

Chisago County

Wright County

Wright County Jail is in Buffalo

Capacity is 30 . . . average is 15.

Physical health care is handled locally.

Mental health facilities in St. Cloud Mental Health Clinic are used.

County board hires a cook.

Average length of stay is a few days.

Average wait for trial is one day.

Some books have been donated.

Staff receives training at beginning of employment and later through inservice.

Probation caseload is 38 . . . parole caseload is 7 per officer.

Among services used are Willmar State Hospital for chemical dependency, Central Minnesota Mental Health Clinic in St. Cloud, Lutheran Social Services, Caritas and Wright County Social Services Department.

Volunteers for boys on probation meet every 2 weeks with social services department.

Volunteers limited by difficulty of working with juveniles on parole.

#### REGION 8

Lincoln County

Lyon County

Juveniles are detained in the Lyon County Jail in Marshall.

54 were detained last year ('73).

Lyon County Jail is used as a holding facility and for those sentenced up to one year.

Capacity is 16 . . . average is 5 . . . none at time of interview.

Cost is \$3.50 per day.

Physical and mental health care is available.

Sheriff's wife prepares food.

Average length of stay is 10 days.

Average wait for trial is 2 days for misdemeanors and 3 weeks for felonies.

Training is the basic required of all law officers.

Beginning orientation and on-the-job training given by the sheriff.

Municipal holding jails in Marshall and Tracy only used for 24 to 48 hours before court appearances.

Probation/parole officers have caseload of 25 on probation and 8 on parole.

Some services used are Western Mental Health, Big Brother & Big Sister, Regional Probation Volunteer Aid Program.

Atlantic Hotel and City Hotel used for half-way residence.

Court Diversion program for juveniles and adults since December 1973.

Volunteers are used with both juveniles and adults.  
 Training is in 4 or 5 meetings.  
 Usually assigned one-to-one.  
 Volunteers under supervision supplement probation officer.

#### Pipestone County

Pipestone County Jail in Pipestone also serves Murray County.  
 Capacity is preferred at 8, but 14 possible.  
 Cost is \$3.50 a day.  
 Doctor is called for physical health care.  
 Southwest Mental Health Center is used.  
 Sheriff and wife are on Detoxification Center Board in Worthington.  
 Sheriff's wife prepares food.  
 Six inmates at time of interview . . . 2 waiting trial . . . 1 waiting for sentence.  
 Average stay is less than 30 days.  
 New jail will be built probably within 1½ to 2 years.  
 1/3 of inmates on work release.  
 City police force is deputized to the sheriff.  
 Attend 8 weeks training from B.C.A. within first year of employment.

#### Murray County

##### Cottonwood County

Cottonwood County Jail is in Windom.  
 Capacity is 12 . . . average is 1.  
 Go to Windom Hospital if care needed.  
 County Family Service Agency available, but not adequate . . especially at night.  
 Deputy sheriff's wife prepares food . . . same as for own family.  
 Some go out on work release during the day.  
 Staff has 20 years experience.  
 Inservice training not practical for 1 or 2 prisoners.

##### Rock County

Rock County Jail has a capacity of 9 . . . none at time of interview.  
 Cost is \$3.50 a day.  
 Can go outside for exercise in warm weather . . . especially if known locally.  
 Hospital and mental health center are across the street.  
 Sheriff's wife prepares food . . . same as family eats.  
 Average stay is 30 days.  
 Staff receives 8 weeks of instruction at beginning of employment.  
 Refresher courses at Law Enforcement Center in Mankato and Highway Patrol in Arden Hills.  
 Probation officer serves Pipestone and Murray Counties.  
 Caseload is usually 6 on parole and over 30 on probation.  
 All services listed are available and used, also school psychologist.  
 Volunteers are used with juveniles.  
 Volunteers are trained and supervised, and do everything parole officer does.  
 Money is running out for volunteer program.

##### Nobles County

Nobles County Jail is in Worthington.  
 Capacity of jail is 18 . . . average is 5.  
 Has areas rather than cells.  
 Hospital is very close.  
 Use Mental Health Center in Luverne or psychiatrist at hospital.  
 Use AA helpers or Alcoholic Counselor and probation/parole officer.  
 Sheriff's wife prepares food . . . same as for family.  
 Average wait for trial is 10 days.  
 Average stay about 20 days.  
 Minister comes every Sunday.  
 Nobles County library comes in every couple of weeks.  
 Attend basic school at beginning of employment.  
 Inservice training at Minnesota Bureau of Criminal Apprehension in Arden Hills.  
 Probation caseload approximately 54.  
 Use services of Luverne Mental Health Center, Alcoholic and Drug counselor, churches,

vocational rehabilitation, MDTA and State Employment Office.  
 Volunteers with both juveniles and adults.  
 Most work with junior high age group in a social nature.  
 Older client needs more counseling.  
 Volunteers on one-to-one basis.

#### Jackson County

Jackson County Jail is in Jackson.  
 Capacity is 17.  
 Inmate population is about 100 in a year.  
 Physical health needs are taken care of locally.  
 Mental health care is in Mental Health Center in Luverne.  
 Sheriff's wife prepares food . . . same as family.  
 Average length of stay is 2½ and 3 days.  
 Empty at time of interview.  
 Average wait is just over the weekend.  
 Presentence investigation can last 2½ months.  
 Magazines and newspapers available for reading.  
 On-the-job training for staff.  
 Staff takes correspondence course on jail operation which is furnished by the Federal Bureau of Prisons.  
 Juveniles detained in county jail.  
 About 7 or 8 detained last year.  
 Average time is 2 to 4 days.  
 Probation/parole officers use resources in Worthington, Luverne, Windom, Minneapolis and Jackson.  
 Some services are NYC, Operation Mainstream, Lutheran Social Services and Manpower.  
 Serious things seem to happen about 4 to 6 weeks after school begins.

#### Martin County

Martin County Jail is in Fairmont.  
 Temporary housing because new jail is under construction. Ready in summer.  
 Capacity is 29 . . . 12 to 14 is average.  
 Cost is \$3.50 a day.  
 Doctor comes to jail when called.  
 Sheriff hopes to work up mental health care.  
 Sheriff's wife does cooking.  
 Average length of stay is 90 days.  
 Jailers and dispatchers get apprentice training . . . procedures set up by sheriff.  
 Juvenile probation caseload is 40.  
 Resources used are Half-way House in Fairmont, Center for Alcoholic Problems, Fairmont branch of Sioux Trails, court services, employment office and high school.  
 Volunteer spends minimum of 1 hour a week with juvenile on probation.  
 Group of 5 to 10 volunteers starting.  
 Receive formal orientation program and supervision by probation officer and coordinator.  
 Caseload for adult probation officer is 60 . . . adult parole officer is 10.  
 Resources used are Half-way House in Fairmont, New Ulm Sioux Trails and Albert Lea Satellite.

#### REGION 9

##### McLeod County

Hutchinson

##### Sibley County

##### Nicollet County

St. Peter

##### Brown County

New Ulm Jail is used to hold people only for hours.  
 Population is about 10 a month.  
 Cost is \$5.00.  
 Books and magazines available.



Physical and mental health care available.

Food comes from the cafe.

Training at beginning of employment.

Inservice through seminars and refresher courses at Arden Hills and by Bureau of Criminal Apprehension.

Some people ride with police and observe.

Auxiliary police force is supervised, but not paid..used on Polka Days.

Pension dispute has police force short of men.

Brown County Jail in New Ulm has a capacity for 16.

254 over the year . . . usually 1 or 2 at a time.

Physical and mental health care as needed from doctor or mental health center.

Deputy's wife prepares food . . . as for own family.

Average wait for trial is 2 or 3 days.

Average stay is 1 day.

Staff receives physical and psychological tests.

Training at Arden Hills and Marshall within first year.

Inservice training through seminars.

AA volunteers are used.

Probation/parole caseload is 70 juveniles, 40 to 50 adults, and 24 YCC.

Resources are Half-way House in Blue Earth County, Detox Center in Mankato, mental health center, school counselors and private psychologist.

#### Le Sueur County

Le Sueur County Jail is in Le Center.

Used as juvenile detention for no more than overnight.

Capacity is 20 . . . usual population is 4 or 5.

\$3.50 is food costs allowed per day.

Physical and mental health care needs are met locally.

Sheriff's wife prepares food.

Average wait for trial is 1 week.

Average stay is 2 or 3 days.

Books and magazines are available.

Incident last summer when about 20 came from cities to get friend out of jail.

Take basic police course in first year of employment on staff.

Federal supplies deputy while employee takes training.

#### Rice County

Rice County Jail in Faribault detains juveniles no more than 2 or 3 hours.

Usual practice with juveniles is to release them to parents. Other possibilities are foster homes or Red Wing. Exceptions are runaways from outside county.

Capacity of jail is 33 . . . 6 at time of interview.

Cost is \$3.00 per day.

Recreation is in corridor outside cells in building or outside for lawn work or washing cars.

Physical health care is handled locally.

For mental health taken to Owatonna Mental Health Clinic or State Hospital at Rochester.

Food provided by local restaurant. Sheriff's wife on holidays.

Average length of stay is 1 month.

8 weeks of B.C.A. training at beginning of employment.

Inservice training in First Aid, investigation and preserving evidence.

A new combined city-county jail is now being planned.

Probation/parole officer caseload is approximately 40.

Resources used are Alcohol Detox centers in Cannon Falls and Rochester, Adlerian Family Center, Owatonna Mental Health Center, employment office, Job Corps, and Big Brother organization.

4 St. Olaf students used as volunteers with juveniles.

Supervised by professor and Coordinator of Volunteer Services for Region F.

Jaycees perform some services.

#### Watsonwan County

St. James Jail can hold people up to 48 hours.

Capacity is 4 . . . none at time of interview.

\$4.00 a day allowed for meals.  
 Staff receives 8 weeks B.C.A. training at beginning of employment.  
 Every 2 years there is inservice training for 1 or 2 weeks.  
 Blue Earth County Jail in Mankato is used for longer holds.

#### Blue Earth County

Law Enforcement Center in Mankato jhas a juvenile detention area.  
 Capacity is 12 boys and 8 girls . . . 182 detained last year.  
 Stay varies from 20 minutes to 2 weeks.  
 182 juveniles detained last year.  
 College students come 3 times a week as volunteers.  
 Cost is \$3.50 a day.  
 Sheriff's wife helps with remedial reading.  
 Jail in Law Enforcement Center has a capacity for 55 . . . 21 day of interview.  
 There is an infirmary with all medical staff on call.  
 Minnesota Valley Mental Health Center used if needed.  
 Sheriff's wife is cook.  
 Average wait for trial is 12 hours.  
 Average stay is 15 days.  
 Counseling services for alcoholics.  
 Basic police school at beginning of employment.  
 Inservice training at Law Enforcement Center and Psychology Department of Mankato College.  
 Probation/parole officers see about 800 juveniles in a year.  
 Some resources used are DPR, Eclipse, YES, Detox, college, welfare, Manpower, St. Peter  
 State Hospital and school counselors.  
 Volunteers with internship from Mankato State College handle only presentence in-  
 vestigations.  
 Volunteer Big Brothers and Sisters are used.  
 Mankato schools have a Community Counselor, a Police School Liaison Person.  
 Community and Family Services has 15 to 20 foster homes in Blue Earth County.  
 Security Hospital is where people too dangerous for correctional institution are sent.  
 Only men are treated at St. Peter.  
 Women are treated through the regular state hospitals or at Shakopee.  
 Patients from prisons are on medical parole under the custody of Department of Welfare.  
 Inmate can refuse treatment in prison, can not refuse in Security Hospital.

#### Waseca County

Waseca County Detention Center in Waseca detains juveniles and adults in separate cell  
 block.  
 Juvenile capacity is 8 boys and 4 girls . . . 71 detained last year.  
 2 days is longest detention.  
 Built in 1970.  
 School teachers are volunteers.  
 Jail capacity is 27 . . . 7 day of interview.  
 Cost is \$3.00 per day.  
 Night facilities for work release.  
 Physical health needs cared for by hospital in town.  
 Mental health staff member from Owatonna visits Waseca once a week.  
 Religious services once a week, and AA meetings twice a week.  
 Rehabilitation service to help them find jobs.  
 Books have been donated.  
 Staff receives training through federal and state correspondence courses.  
 Probation/parole officers for Waseca County based in Owatonna, Steele County.  
 Caseload is 30 juveniles and 16 adults.  
 Services used are Owatonna Mental Health Center, chemical dependency treatment center  
 in Cannon Falls, DVR in Mankato and welfare office.  
 Waseca public schools has a predelinquent counselor for grades 1 to 7 on an experimental  
 basis.  
 Big Brother is used for volunteer help.

## Faribault County

10.

Faribault County Jail with a capacity of 14 is in Blue Earth.

Temporarily taking Fairmont's (Martin County) prisoners.

Staff receives training in law enforcement and mental health at the beginning of employment.

Sheriff's wife is nurse, or call local doctor or hospital for care.

Mental health problems taken directly to St. Joseph's Hospital in Mankato, or mental health room provided by both Wells and Blue Earth hospitals.

Mankato detoxification center used when needed.

Cost per day is \$3.50.

Wille Group Home in Wells is run by a married couple in their own home.

Capacity is 5 boys.

Financing is half state and half county.

Opened in December '71.

Caseload is 35 juveniles and 55 adults on probation; 5 juveniles and 15 adults on parole. Volunteers are used.

Services used are AA, mental and chemical dependency treatment centers in St. Peter and Mankato; psychiatric social worker, DVR in Mankato, school employees, Kiwanis and Legion, Sheriff's Boys Ranch in Austin, and Wells Home for Boys.

## REGION 5

### Wadena County

Juveniles are detained in Wadena County Jail in Wadena no more than 24 hours.

Use Moorhead Detention Center 90 miles away.

119 juveniles detained in 4 years.

Wadena County Jail has a capacity of 10 . . . 1 at time of interview.

\$3.50 cost per day. \$1500.00 per month.

Medical help is on call.

Counselor in building.

Sheriff's wife prepares food . . . same as for family.

Average wait for trial is 12 hours.

Average length of stay is 10 to 15 days.

Books available from donations, library or inmate purchased.

Staff is instructed at beginning of job, and work direct with U.S. Jail Operators.

Inservice training when possible.

Nelson Group Home in Sebeka receives county funding.

Have about 6 girls in their home during the year.

Average stay is about a year.

### Cass County

Cass County Jail in Walker is used for juvenile detention.

Capacity is 4 . . . 138 detained last year.

Average stay is 3 days.

Cass County Jail capacity is 30 . . . 9 day of interview.

For physical health care Indians are taken to Cass Lake, and others to Bemidji or Park Rapids.

Use Upper Mississippi Health at Bemidji for mental health needs.

Cost is \$3.50 per day.

Sheriff's wife prepares food.

Designed for short term.

Staff receives 8 weeks of B.C.A. training within first year.

Refresher courses for traffic and investigation.

204 volunteers for the Snow Patrol.

Probation caseload is 30 . . . parole caseload is 15.

Some resources used are Half-way House and Detoxification Center, Upper Mississippi Health Center at Bemidji, school, Teen Center, state employment, NYC and DVR.

### Todd County

Todd County Jail in Long Prairie is used for juvenile detention.



Average time is a few hours.  
 20 were detained last year.  
 Returned to parents or sent to Moorhead.

Todd County Jail has a capacity of 17 . . . 5 on day of interview.  
 Cost is \$3.50  
 Physical or mental health care is met by taking to doctor or local hospital.  
 Sheriff's wife prepares food.  
 Average stay is 2 days . . . longest is 90 days.  
 Wait for trial is from a few hours to 2 weeks.  
 Staff takes 8 weeks training from B.C.A.  
 Inservice training includes teletype information among others.  
 Volunteers used only in an emergency such as a drowning.

#### Morrison County

Juveniles are detained in Morrison County Jail in Little Falls.  
 Capacity is 4 or more depending on jail population.  
 61 juveniles detained last year.  
 Average stay is 2 days.

Morrison County Jail has a capacity of 24 . . . 2 on day of interview.  
 \$3.50 cost per day.  
 Physical health care in local clinic or hospital.  
 Mental health care at the discretion of the court to Northern Pines Center.  
 An addition is being built for extra space.  
 Sheriff's wife prepares the food.  
 Average wait for trial is 30 days.  
 Average stay is 30 days.  
 Books are brought in.  
 Staff receives basic police training.  
 Correspondence course from Bureau of Prisons, U.S. Department of Justice.

Probation/parole caseload averages 40.  
 Some resources used are chemical dependency treatment centers in Brainerd and St. Cloud,  
 Northern Pine Mental Health Center in St. Cloud, Vocational rehab., Planned Parenthood,  
 pastors of Bethel Lutheran and Episcopal churches.  
 Volunteers used only as drivers.

MORAD (Morrison County Adolescent Group Home) is in Little Falls.  
 Corrections pilot project financed primarily with federal money.  
 Opened December 1973.  
 Capacity is 6, age 8 to 18.

#### Crow Wing County

Crow Wing County Jail in Brainerd is used for juvenile detention.  
 Approximately 100 juveniles were detained last year.  
 Average stay is 3 days.

Capacity of Crow Wing County Jail is 20 . . . 4 on day of interview.  
 Cost per day is \$3.00.  
 Physical health care in on call locally.  
 Average wait for trial is 6 weeks.  
 Average length of stay is 90 days.  
 Books may be brought in by family.  
 Inservice training in First Aid.

Probation caseload is 55 juveniles and 79 adults.  
 Parole caseload is 22 juveniles and 20 adults (about 3/4 in institutions).  
 Sometimes there are student trainees under officer.  
 Among resources used are Northern Pine in Little Falls, NYC, Community Action Council,  
 summer employment and high school job training and counseling.

PORT in Brainerd serves principally Crow Wing, Aitkin and Morrison Counties.  
 Opened in May 1973.  
 Capacity is 15.  
 Average stay is 6 months.



Integration of 5 major treatment processes; therapeutic environment, behavior therapy, contract programming, group counseling and community resources. 12.  
Court stays commitment or sentence when juvenile or adult is referred to PORT.

#### Aitkin County

Aitkin County Jail in Aitkin is used for juvenile detention.

Average is for a few hours . . . longer taken to Duluth.

61 juveniles detained last year.

Capacity of Aitkin County Jail is 26 . . . 5 on day of interview

Physical health needs handled locally.

\$3.00 is cost per day.

Mental health needs to Range Mental Health at Grand Rapids.

Average wait for trial is 2 weeks.

Average length of stay is 30 days.

Secretary cooks the food.

B.C.A. trained the deputies and sheriff trained dispatcher.

Inservice training when and where available.

Probation/parole caseload is about 43.

Some services used are Northeast Corrections Center at Duluth, Northern Mental Health at Grand Rapids, and social services.

#### REGION 10

##### Goodhue County

Goodhue County Public Safety Building contains jail.

New facility has capacity of 36.

\$3.00 is cost per day.

Physical health care is handled locally.

Mental health needs through Zumbro Valley Mental Health Center.

Seminary Home (nursing home) dietician prepares food.

Average wait for trial is 2 to 4 weeks.

Average stay is 30 days.

Served by library.

Program available through Manpower Services, vocational school and AA.

Before working staff enrolls in Positive Peer Culture course at State Training School and then to St. Paul for state program.

Inservice programs offered by state and staff also takes college course in Criminal Justice studies.

Goodhue County has federal grant to establish training program for officers.

Probation caseload is 15 . . . parole is 6.

Some resources used are chemical dependency treatment center at Cannon Falls, Zumbro Valley Mental Health Center at Rochester, Diversion & Prevention Project Staff for Goodhue and Wabasha Counties, Vocational School, Interstate Rehab. Center, guidance counselors in schools, Big Brother and Big Sister.

State Training School at Red Wing serves juveniles in the eastern region of the state. Capacity is 217 . . . average is 180.

Staff size is 162.

Average stay is 7½ months.

4 weeks of evaluation in the Reception Center.

Broad educational program and the same for recreation.

Social services through group leaders.

There are 2 clergymen, 3 nurses, 1 dentist, half-time physician, and psychological and psychiatric consultant one day a week.

Assigned a parole agent on release.

##### Wabasha County

Wabasha County Jail is in Wabasha.

Others in the county are used only to hold arrested until sheriff's representative arrives - about 1 hour

Capacity is 19 . . . 1 the day of the interview.

\$3.50 a day for food.

Physical health needs are cared for locally.

Psychiatric problems are taken to nearest state hospital immediately where they can be committed for up to 72 hours without permission from themselves or relatives.

Sheriff's wife prepares food . . . same as own family.

Average wait for trial is 30 days. (County court in session every week day. District courts depends on presence of judge who has larger area.)

Average stay is 30 days.

Empty jail cells on second floor hold sheriff's woodworking hobby which he shares with some inmates.

Some magazines and law books are available.

Staff receives basic 12-week course.

Inservice by older employees and seminars at Arden Hills by State Crime Bureau.

Adult probation/parole officers have respective caseloads of 90, 76 and 65.

Resources used include Mineral Springs, Rochester State Hospital, Hazelton, St. Cloud Veterans' Hospital, Willmar State Hospital, Cedar Valley Ability Building Center in Austin, and various job training information.

Volunteers are trained in 5 sessions over 10 weeks, and are supervised.

Volunteers are assigned one-to-one.

#### Steele County

Municipal-County Jail is in Owatonna.

Used for detention, Minnesota Work Law, and community-based corrections programs.

Capacity is 24 . . . 15 per day average.

Physical and mental health care needs handled locally.

Work law inmates separated from others.

Cedarview Rest Home prepares food.

Average stay is 10 days.

Defendant's lawyer can cause delay of trial for 2 or 3 years.

AA take inmates to meetings.

Mental health clinic, area schools and library offer service.

New staff take 8 weeks basic training and Bureau of Prisons test.

Continuing education on investigating, coroner, breath testing and First Aid.

New facility opened April 1972.

Job title changed from parole officer to corrections agent.

17 Steele County adults on probation caseload.

All listed resources are available and used.

#### Dodge County

#### Olmsted County

Olmsted County Jail used as detention for juveniles until May 1974.

Rochester City Jail used for 1 night detention.

County Jail has a capacity for 37 adult males, 6 females, and 12 juveniles.

Average population is 18 . . . 2 on day of interview.

Physical and mental health care handled in Rochester.

Cost is \$5.50 per day . . . \$3.50 for food, prepared by cook.

60 to 90 days is longest stay.

Average wait for trial is 3 days.

TV, radio, and musical instruments available in day room.

Some community resources available are AA, PORT, religious services, work release, and library.

Staff are certified police officers.

2-week counseling program will be instituted at the county jail.

Caseload for 3 state probation/parole officers is 90, 76 and 65.

Caseload for county probation/parole officers is 35 to 45.

Some resources used are Ability Building Center, Voc. Rehab., Detox. Center, Zumbro Valley Mental Health, Mayo Clinic, Salvation Army, Alcohol Treatment and Adolescent units of Methodist and State Hospital, Mineral Springs, Outreach International, Cedar Valley Rehabilitation, ABC, Hazelton, and private half-way house.

PORT of Rochester is an alternative to institution incarceration.

Capacity is 25 male residents.

PORT Group Home for Girls has a capacity of 9.

34 volunteers is the third aspect of PORT (2 residences)

Goals: effectively control and decrease criminal behavior of the participating offenders.  
 reduce the commitments to state correctional institutions  
 offer an alternative to incarceration at low cost  
 develop a model project which can be transferred to other communities.

Staff of 8 at male PORT. Staff of 3 at PORT home for girls.

High community involvement.

#### Winona County

Juveniles wait in office if parents are coming right away.

For longer stay detained in Winona County Jail in Winona.

Longest stay is 48 hours.

VICS (Volunteers in Court Services) beginning in Winona.

Winona County Jail has a capacity of 24, with 10 to 15 as average.

Physical health needs are handled locally.

If there is a mental health problem, not confined in jail, but taken to state hospital.

Average wait for trial is 1 month.

May stay at jail from 1 day to 1 year.

Staff provides books and magazines.

"Good Time" is 5 days per month an inmate may have removed from sentence length for good behavior.

New staff receive orientation by current personnel and on-the-job training.

Probation/parole caseload is approximately 30 to 60 for juveniles, 20 youthful offenders, and 40 adult.

Additional caseload is 30 walk-in counseling a month, 20 in court traffic (juvenile), and 10 for child custody support.

Among local services used are employment services, doctors, hospitals, clinic, private employers, YMCA and churches.

Alcoholic educational clinic at Winona State College.

Volunteers are trained in 2 evening sessions by VICS.

One-to-one volunteer supplements probation officer.

A group home called Main House in Winona has a capacity for 10, an average of 6.

It opened a year ago, helps the individual, is a service to the community, and diverts the juvenile from an institution.

Financing is county, state and federal.

The Sanctuary is a coed group home in Winona with a capacity of 8.

Further information would identify this as a private home with foster children.

County social services pays for each child in home.

#### Freeborn County

Freeborn County Jail and Albert Lea City Jail in same building.

Juveniles detained in jail until parents come for them or court decides what to do with them.

241 detained last year.

Average detention is 2 days.

New facilities to be completed by summer 1975.

Capacity of jail is 32 . . . average is 8 to 10.

Cost is \$3.50 per day.

Doctor on call and hospital emergency room for physical health care.

Psychologist available from Human Development Center, also staff from chemical dependency center, also counseling from court.

6 meals catered by the cafe, and sheriff's wife prepares others.

Wait about 25 days for District Court.

Average stay is 10 days.

Books available by asking.

Only the Pentecostal clergyman continues to come each Sunday.



Staff receives 40 hours training from sheriff, and 30 days working with experienced jailer.

2 group homes under welfare board of Freeborn County.  
One has a capacity of 10 girls, the other a capacity of 10 boys.  
Average stay is 9 months to a year.  
May earn one-a-month visit to own home.  
Staff of 6 at each home.  
Volunteers are used.

Probation/parole officers use all available resources as listed.  
One volunteer is used.

#### Mower County

Juveniles are detained in Mower County Jail or Group Home.  
Juveniles are separate from adults.  
103 were detained last year.  
Usually just overnight, but can be longer if over weekend.  
Mower County Jail has a capacity of 72 with an average of 8 to 10.  
Cost is \$13.00  
There is a sick room, and doctor and hospital available.  
Help for mental health problems is on call, or inmate is transported to treatment.  
Average wait for trial is 20 days.  
Average stay is 10 to 15 days.  
Magazines available and books may be brought in.  
Staff completes basic police science school in first year of employment.  
Inservice training by State Bureau of Criminal Apprehension.

Probation/parole caseload is about 55.  
Some services used are AA, Outreach Program at YMCA, Cedar Valley Rehab. Training Center, Lutheran social services, mental health center, and chemical dependency treatment program.  
AAUW and LWV beginning volunteer program with juveniles.  
Outreach is volunteer program.

Smith Home near Blooming Prairie in Steel County used for short detention by Mower County (juveniles)

#### Houston County

Juveniles are detained at Houston County Jail in Caledonia just a short while until their parents pick them up.  
122 detained last year.

Houston County Jail has a capacity of 20 . . . average is 1.  
Doctor on call and local hospital for health care needs.  
For mental health problems they are taken to the state hospital or a social worker from the county social services department is called.  
Staff attends B.C.A. school and learns on the job.

Probation/parole caseload is approximately 100.  
Some resources used are mental health center in Winona and Rochester State Hospital.

#### Anoka County

Anoka City Jail will hold 4 inmates . . . only 1 juvenile at time of interview.  
Inmates are the responsibility of Anoka County.  
Holds overflow from county jail.  
2 days is longest stay.  
Meals prepared by Carl's Restaurant.

Anoka County Jail in Fridley has a capacity of 48 with good security; or 62 with Huber section included.  
\$5.00 per day for food, shelter and clothing.  
Physician on call for medical health needs.  
Anoka State Hospital and Detoxification Center in Hennepin County handle emergency mental problems.  
Welfare, Public Health and county resources used for mental health care.  
Food prepared by Carl's Cafe.



Average stay for misdemeanor is 40 days, for felony 30 to 120 days.

Books brought in from county library.

Programs include AA referral, GED testing, Hubar for work or school, probation office contacted for job placements.

An Indian from OEO visits inmates (community organizer).

Staff is under county Civil Service.

Jailer takes basic police course of 320 hours, and a national jail correspondence course.

As incentive to continue education at junior college, county allows staff \$50.00 for books and \$10.00 per credit hour.

Longest stay at Columbia Heights Jail is 12 days . . . average is 4 hours.

Houses juveniles until parents can be located, and persons charged with misdemeanors.

Health officer is called for physical health needs .

If there are mental health problems, transferred to Anoka County Jail.

Food from local restaurant.

Probation/parole caseload is 40 to 90.

Some resources used are Anoka State Hospital, Human Resources Office, North Suburban Youth Center, Anoka Technical Institute, and 2 group homes in Anoka.

Volunteers have a 3-month training program and inservice training.

A monthly log is turned in by each volunteer.

30 volunteers work with 1 person each.

#### Washington County

Woodbury and St. Croix Valley local Leagues recently finished a 75-page study of the juvenile corrections system in Washington County.

Juveniles are placed for detention in one of seven Receiving Homes and never stay more than 10 days.

Jamestown is a drug treatment center - capacity 24 - 4½ to 5 months average stay.

There are 145 foster homes, 12 emergency receiving homes, and 2 group homes.

Daily population of jail is 22 . . . capacity is 48 or 62.

Approximately 1,200 juveniles go before the court in the year.

Hazeldon for chemically dependent adults.

Juvenile Public Defender has a caseload of about 30 a month.

Liaison officer between sheriff's office and some school districts.

#### Scott County

#### Carver County

Juveniles detained in juvenile section of Carver County Jail in Chaska.

50% stay less than 24 hours.

18 detained in first 6 months of 1973.

Capacity of Carver County Jail is 26 . . . 5 on day of interview.

Clinics are close for medical care.

Scott-Carver Mental Health Center is used.

Court order for transfers to Glenwood Hills, or local doctor will take to hospital.

Average stay is 3 to 5 days.

Federal jail inspection at beginning of year.

Staff trained in basic police science.

Inservice includes investigative and traffic instruction, speakers, films and demonstrations.

Cooper Group Home in Chaska has a contract with county welfare.

Capacity is 8, and average stay is 6 months.

Foster parents' program follows Masters Program on Human Development at the University of Kansas.

Probation/parole officer has a caseload of approximately 40.

All listed resources and services are available.

Volunteer program is just beginning.

#### Dakota County

Probation/parole caseload is 35 to 50.

Some services used are Dakota County Mental Health Center, Hastings Hospital, and Area Vocational Technical School.

7 college students in Social Work studies assist as volunteers.

17.

Brewer Group Home in Hastings has a capacity of 6 boys.  
Average stay is one school year.

Burnsville has a school-community liaison program.  
District 197 has start towards police-school liaison person.

South St. Paul has holding area for 7 or 8.  
West St. Paul has 3 holding cells.

Dakota County Jail is in Hastings.  
Capacity of 57 . . . 15 adults and 1 juvenile on day of interview.  
Doctors from Hastings and the state hospital on call.  
Cost is \$5.75 for federal and \$2.50 for nonfederal.  
Sheriff's wife does cooking.  
Stillwater Prison has sent people to Hastings.  
Usual wait for trial is 1 or 2 days.  
Visiting church group.  
Small library and pay TV.  
Sunday church services provided.  
New staff receives training according to state law.  
Inservice training at Arden Hills.

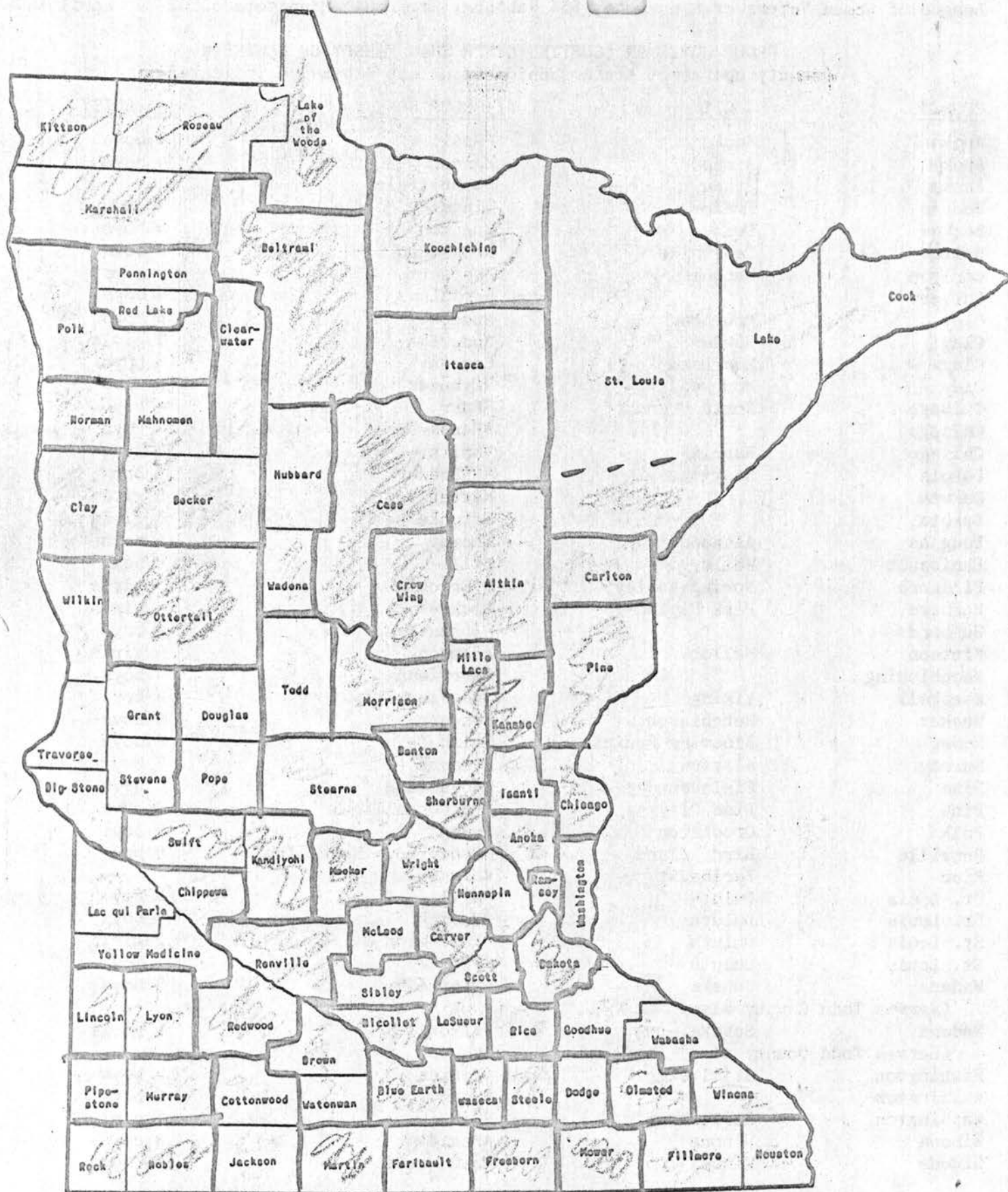
GROUP HOMES IN COUNTIES OTHER THAN RAMSEY OR HENNEPIN  
(County operated, state subsidized unless otherwise indicated)

COUNTY	CITY	GROUP HOME	CAPACITY
Anoka	Anoka	*Graf	4 boys
Anoka	Anoka	Hanson	4 boys
Anoka	Stacey	*Schreifels	
Becker	Frazee	Lindsley	7 coed.
Becker	Frazee	Shannon	4 boys
Beltrami	Tenstrike	Rockstead	6 boys
Carlton	Barnum	*Hacsett	6 boys
Carver		*Frazier	4 boys
Clay	Moorhead	Anders	5 boys
Clay	Hawley	Anderson	7 girls
Clay	Moorhead	Gordon	4 boys
Clay	Moorhead	Highness	5 boys
Chisago	North Branch	*Farr	4 boys
Chisago		*Penas	4 boys
Chisago	Harris	*Smith	4 boys
Dakota	Hastings	***Brewer	6 boys
Dakota		Ketterling	6 girls
Dakota		Watchke	5 girls
Douglas	Alexandria	Thomas	6 boys
Faribault	Wells	Wille	4 boys
Fillmore	Spring Valley	**Erion	5 girls
Hubbard	Park Rapids	Lockrem	4 girls
Hubbard		*Johanssen	4 boys
Kittson	Hallock	Adamson	5 girls
Koochiching		*Barrieau	4 boys
Marshall	Viking	Anderson	4 boys
Meeker	Hutchinson	Krueger	6 boys
Mower	Blooming Prairie	Smith	7 boys
Murray	Slayton	**March	7 boys
Pine	Finlayson	*Hoisemann	4 boys
Pine	Pine City	**O'Connell	8 boys
Polk	Crookston	Sweep	4 boys
Renville	Bird Island	Muench Boys Home, Inc.	8 boys
Rice	Faribault	Velzke	
St. Louis	Duluth	*Hill	8 boys
St. Louis	Duluth	*Remick	4 boys
St. Louis	Duluth	*Remington	2 girls
St. Louis	Duluth	**Tracey	4 boys
Wadena	Sebeka	Uttermark	5 boys
(Serves Todd County also)			
Wadena	Sebeka	Wilson	5 girls
(Serves Todd County also)			
Washington	Stillwater	*Kinzer	4 boys
Washington		*Oden	6 boys
Washington	Stillwater	*Zink	1 girl
Winona	Winona	Arnold	8 coed.
Winona	Winona	Main House	10 boys

\* Ramsey County operated, state subsidized in counties other than Ramsey

\*\* State operated

\*\*\* State pays 3, County pays 3.





# ADULT PROBATION/PAROLE



CORRECTIONS: LEGISLATIVE UPDATE

The 1973 legislative session will go down as a landmark year for Corrections legislation. It will set the tone for the coming years. We feel the impetus is there and now it will require enthused legislators and persistent electorates to encourage more response to this area.

See your Correction Study Guide (page 14) for legislation pertinent. The following will update these bills already passed.

Minnesota Corrections Authority: (Chapter 654) The number on the authority has been increased to 6 from 5 to allow two sessions to be convened at one time at separate facilities. It is a possibility that an additional person will be selected, making the authority 7 - allowing for one member to be absent. The sixth member was a Department of Corrections appointee.

Prison Industry Act: (House File 1486) (Chapter 512) Private industry to operate within the prison, hiring inmates at the same wage as on the outside. Thus far, in spite of the fact that there has been considerable "scouting" for possible companies, there have been no "takers." This may be an area of influence for enlightened groups in the field of correction reform.

Act of removing restrictive payment to inmates from 20¢ to \$1.00 per day. This has been revised through department proposal up to \$3.50 per day.

Act establishing the Ombudsman Office: There is a move afoot to expand the staffing of the office. T. Williams is universally respected for how the office has operated. Mr. Williams does not want subpoena or judicial powers. It will be interesting to note how this office evolves. (Please note "Ombudsman" under Proposed Legislation.)

Legislation dealt with in the 1974 session

Equal Rights Corrections bill: This bill was well written, defined and had no negative testimony against it. It died in committee on a 5-6 vote!(?) The bill was a rewording of the statutes that dealt with prison facilities - eliminating sex discrimination. Purpose of the bill (for us) was to equalize opportunities for women for some of the better programs available in the male facilities. (It is indicated that it will be re-introduced at the next session.)

Conjugal Visitation Permitted: Died. It was sponsored in the Senate originally by Senator Spear in an omnibus bill that was later made into several bills, some of which passed - e.g. limited press access by prisoners. Cut in parole time for individuals found guilty of first degree murder.

Due Process in Parole Hearings: Federal District Court Judge Neville's decision superseded this bill. It will probably be written into law at the next session of the Legislature. Judge Neville's decision guaranteed due process and assured the inmate a full accounting of proceedings.

Prisoner's Bill of Rights: Sponsored in the House by A. Carlson; Senate, Stassen. Died in both House and Senate. Will be rewritten and re-introduced in the next session.

Assaults upon Correctional Officers: Bill died. This was considered a bad bill in both a legal and moral sense. In reality it was about to create a new crime of assaulting an employee of the Department of Corrections. It is not considered the most logical or humane way to deal with the problem. A copy of the bill is available.

Advisory Committee on Corrections: Task was to investigate and evaluate facilities and programs of the Corrections Department. Was to have reported January '74 - have been given an extension to January '75. Watch for this report.

Indemnification of victims of violent crime: for medical expense. Bill is awaiting signature.

Bill relating to procedures and safeguards for the discipline of inmates: Sponsored in the House by Dietrich, Ferderer, Carlson. Died. Perhaps introduced too late - 2-4-74.

Prohibiting the use of isolation cells: Died. The institutions have supposedly decided to phase out use of this method of discipline on their own. This bill will be revised and a new sponsor found for it. It will undoubtedly be re-introduced in the next session.

Legislation to look for in the future:

Expansion of the Community Corrections Subsidy.

The founding of a State Board of Corrections made up of 12 members - one from each congressional district and four at-large. The purpose of the board will be to remove the Commissioner of Corrections one step away from political pressures. Board will be appointed by the governor. The board will select the Commissioner of Corrections and act in a capacity similar to the State Board of Education.

State Office of Ombudsman: an expansion of the Ombudsman Office to include all citizens and their civil rights.

Status Offenses as a crime: a bill to be introduced through Senator Conzemius' committee making the juvenile status offenses, e.g. truancy, incorrigibility, no longer a crime.

Individuals you might contact for individual bills and/or information:

Senator Conzemius (Mr. Ahern in his office)  
Rep. Dietrich  
Rep. A. Carlson - Minneapolis  
Rep. Grove - Minnetonka  
Rep. Moe  
Senator Hughes  
Senator Stassen  
Senator Spear



Governor's Commission on Crime Prevention and Control

In 1968 Congress adopted the Omnibus Crime Control and Safe Streets Act to help states and units of local government in their efforts to reduce crime and improve law enforcement and the criminal justice system (defined as the activities and interrelationships of police, courts, corrections and prevention agencies). The Act established the Law Enforcement Assistance Administration (LEAA), which was placed in the Department of Justice, to administer the Act on the national level. The Act authorized the governor of each state to designate a planning agency to coordinate the state's criminal justice planning and award the federal money given to the state to fight crime. In Minnesota the planning agency is the Governor's Commission on Crime Prevention and Control, usually referred to as the Crime Commission.

LEAA provides Minnesota planning funds with which to develop an annual comprehensive plan for improving its criminal justice system and provides it with a block sum of money for action grants to carry out the planned improvements programs, when its plan is approved by LEAA's Chicago regional office. Federal funds are awarded to states on a per capita basis.

The Crime Commission awards action grants to state and local agencies proposing to start innovative programs which carry out the intent of the comprehensive plan. If the applicant for a grant is not a state agency, the application must be accompanied by a resolution of sponsorship by an appropriate unit of local government. There are two sources of action grant money: Part C money which may be used for all criminal justice subsystem improvement and Part E money which may only be used for improvements in the corrections subsystem. Minnesota is required to make available to local units of government a given percentage of action funds, based on the ratio of local criminal justice expenditures to state criminal justice expenditures. The required pass-through to localities is approximately 72%; the balance, 28%, is made available to state agencies.

Discretionary grants are awarded by LEAA for a variety of programs it feels need special emphasis, and applications for these funds are sent directly to the national office with a letter of support from the Crime Commission.

The Minnesota Crime Commission consists of thirty members, appointed by the governor for an indeterminate period. Its chairman, also chosen by the governor, is Leonard Keyes. Commission members are representatives of criminal justice agencies, local elected officials and citizens. The Commissioner of Corrections serves on the Crime Commission. Commission members receive no salary but are reimbursed for expenses incurred while engaged in commission business. The commission meets once a month, with subcommittee meetings scheduled when needed. The offices are on the 6th floor, 444 Lafayette Road, St. Paul. The executive director, appointed by the governor, is Robert Crew, Jr. He heads a staff of forty-five professional and clerical personnel.

The Minnesota Crime Commission used seven Regional Advisory Councils to coordinate local planning in various areas of the state. Regions A through F are large in land area, but have low population density, except for Region B which includes Duluth, and a majority has some concentration of Indian population. Most of Minnesota's residents live in urban centers in Region G, which corresponds to the jurisdiction of the Metropolitan Council. In 1972 approximately 74% of the crime reported in Minnesota occurred in the Twin Cities Metropolitan Area and consequently Region G receives the greatest amount of LEAA money. Each region and the two coordinating councils, Hennepin County Criminal Justice Council and St. Paul-Ramsey Criminal Justice Council within Region G, have a director and staff and advisory board to prepare a regional plan, which is then incorporated into the state plan. The Coordinating Councils and the Regional Advisory Councils also evaluate local grant applications for action funds, give them priority ranking, and submit their recommendations to the Crime Commission for consideration during the final funding process.

The Crime Commission's current cost-sharing policy is under attack, and a change is being considered. Presently, funding support provided by the Crime Commission is for a maximum of three years of project duration for any one grant. In order to encourage progressively increasing support of the projects by grantee agencies, which will have to assume the costs of the projects eventually, the Commission provides decreasing support for grant projects



in their second and third years. A grant for the first year may be up to 90% of the total project cost for that year. No grant for the second year will be for more than two-thirds of the total cost of the project, and no grant will be for more than one-third of the total project cost for the third year. Local governments object to this cost-sharing policy, for with the new federal provision that their matching support must be in cash instead of soft match, they feel the policy demands too much money from them before the project has proven effective.

The nonfederal funding of the cost of any program or project comes from money appropriated by state and individual units of government. The state must "buy into" the local programs by providing not less than one-half of the nonfederal funding. Match moneys for state agencies receiving funding from LEAA and state "buy-in" money for local programs must be obtained from the Legislature on a biennium basis. This money is kept in the Criminal Justice Contingency Account. The Legislative Advisory Committee (LAC) uses this account to meet specific state match and "buy-in" requirements when the Crime Commission funds a program in Minnesota.

The 1974 Minnesota Comprehensive Plan shows that \$3,546,724.00 or 35.8% of LEAA action funds coming to Minnesota this year will be used for funding projects in corrections. According to the plan, the Crime Commission is interested in funding programs dealing with correctional research; training of institutional and residential community personnel, parole and probation agents; establishing group homes, residential treatment centers, and halfway houses; finding alternatives to pretrial detention; more extensive probation services; developing standards for community corrections; community and re-entry programs for Indians; and institutional treatment and rehabilitation programs.