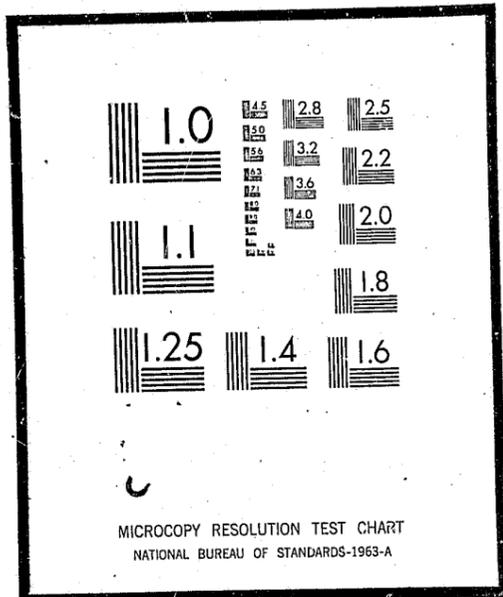


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

12/31/75

non loan

Ramsey County (MN) -

A Report on Bremer House - Community Based

Rehabilitative Program for Adult Offenders

prepared by

Project Evaluation Unit

Governor's Commission on Crime Prevention and Control

June, 1973

COMMUNITY-BASED RESIDENTIAL REHABILITATIVE PROGRAM FOR MALE ADULT OFFENDERS

PART I: THE BREMER HOUSE PROJECT

A. Background Information

The Community-Based Residential Rehabilitative Program for Male Adult Offenders has been implemented through two grants from the Governor's Commission on Crime Prevention and Control (see Table 1). The awards were granted to Ramsey County, which contracted with the Amherst H. Wilder Foundation to operate the project.

<u>Grant Number</u>	<u>LEAA Award</u>	<u>Grantee Contribution</u>	<u>Total Funds</u>
14-16-60-07-067(71)	\$95,936	\$40,235	\$136,171
14-15-60-07-125(71)	<u>82,052</u>	<u>31,681</u>	<u>113,733</u>
	\$177,988	\$71,916	\$249,904

In cooperation with the District Court judges of Ramsey County, the Wilder Foundation developed the original grant proposal for the project. Members of the Wilder Foundation were impressed with the Probationed Offenders Rehabilitation and Training (P.O.R.T.) project of Olmsted County. P.O.R.T. of Olmsted County is located in Rochester, Minnesota, a medium-sized city in the center of a rural area. The Wilder Foundation decided to test the F.O.R.T. model in a metropolitan area. The project developers formulated a plan for a five year experimental program in Ramsey County. The Wilder Foundation then applied to the Governor's Commission on Crime Prevention and Control for the use of LEAA funds for the first three years of this experiment.

The Governor's Commission on Crime Prevention and Control has granted awards of LEAA monies through June 30, 1973. The project is currently being considered for third year funds.

When the first grant was awarded, the Wilder Foundation chose Bremer House, which was owned by the Foundation, as the main facility for the project. The Board of Directors for the project later re-named the project "Bremer House." The physical facilities at Bremer House are excellent. The project has two buildings; one at 855 West Seventh and the other next door at 847 West Seventh in St. Paul. 855 West Seventh is the main house and contains offices for the staff, kitchen and dining facilities for both houses, and sleeping quarters for residents. The second house is smaller than the first and has no kitchen or dining facilities. There is some question of whether the second house has a room appropriate for group meetings. The sleeping quarters in 855 West Seventh are very good, while those next door may be crowded when Bremer House is operating at capacity. Both houses have recreation rooms and sizable living rooms for use by the residents.

Bremer House is located near downtown St. Paul in an area which is both residential and industrial. The project director, Mr. Jack Young, reports that this location in a residential area has worked out well so far and that the project maintains good relations with its neighbors.

B. Goals and Objectives

The grant proposal for this project contains four goals for the Bremer House program: (A) To demonstrate that young male adult offenders can be rehabilitated in an intensive residential program in a metropolitan community. (B) To demonstrate that this rehabilitation can be accomplished at a cost

comparable to traditional incarceration. (C) To demonstrate that such intensive and comprehensive rehabilitation is more effective in facilitating adjustment and reducing recidivism than is traditional incarceration. And (D) to recruit and train volunteers and former offenders to participate in the basic rehabilitative program.

The grant applications describe the nature of the problem as follows:

"The Joint Commission on Correctional Manpower and Training and the President's Commission on Law Enforcement and the Administration of Justice have made explicit the extent of the problem of recidivism in America today. Nationwide, recidivism rates vary between 50% and 60% depending on locale. At the St. Paul - Ramsey County Workhouse, for example, 40% of the inmates have previously served sentences at the Workhouse alone. These commissions have called attention to the need for imaginative community-based approaches to help offenders successfully re-enter and participate in community, vocational and family life. The Manpower and Training report also recommended more extensive use of volunteers and former offenders in correctional rehabilitation programs."

The Bremer House project is designed to meet both the need for more effective community corrections programs and the need for more effective use of volunteers and ex-offenders in the rehabilitative process. The structure of the Bremer House program includes essential roles for volunteers, who may be ex-offenders.

The grant application continues:

"The Probationary Offenders Rehabilitation Training (P.O.R.T.) program in Rochester, Minnesota, has developed an intensive, community-based residential rehabilitative model and has demonstrated that probationary young male offenders can be effectively worked with outside a traditional correctional institution. Offenders in the P.O.R.T. program never leave the community, are exposed to intensive group therapy, vocational and educational training, and are gradually re-introduced to community life while still in the residential program. College-age volunteers live in the residence with the offenders and participate in the rehabilitation program. The P.O.R.T. project has demonstrated that such a program can be conducted at a cost comparable to traditional incarceration."

The Bremer House project adopts the main features of the rehabilitation program of P.O.R.T.: (i) a residential setting within the community, so the

offenders never leave the community, (ii) an intensive group therapy program which is the main rehabilitative process, (iii) vocational and educational training opportunities, and (iv) the use of live-in college-age volunteers who help with the program.

The grant application proposes to provide more information on the P.O.R.T. model of rehabilitation:

"However, it now needs to be shown that such a program can be conducted effectively in a metropolitan community, by different personnel, and is effective in reducing recidivism and facilitating post-discharge adjustment when evaluated by means of formal followup procedures. More explicit methods of selecting and training volunteers and other professionals, and documentation of their effectiveness in such a program are also needed."

The P.O.R.T. model was developed in a city located in a rural area of the state. This project is designed to test the model in a metropolitan community to determine whether the success of P.O.R.T. is due to its location and/or staff or whether the model itself is an effective rehabilitation process.

Accordingly, the planners developed a grant application for a P.O.R.T.-type project specifically designed for the Ramsey County metropolitan area. The basic rehabilitative methodology of P.O.R.T. of Olmsted County was preserved in the new grant. The new project would be residential and would involve intensive group therapy as the fundamental means of rehabilitation. Given the number of programs directed toward a juvenile target group in the county, the planners decided to restrict the client population to young male adult offenders, whereas P.O.R.T. of Olmsted County serves both juveniles and adults. The target group for the project is specified as "habitual young male offenders (up to the age of thirty years) who have been found guilty of either a felony or a gross misdemeanor for which incarceration for nine months or more is appropriate."

In addition to affecting the target population, the grants are to affect the following organizations and groups:

"(2) The District and Municipal Court judiciary by providing an intensive community-based residential alternative to incarceration in the state prison, reformatory, training school, or city-county workhouse. (3) Ultimately, correctional institutions through reduced recidivism. Although it is not anticipated that this project will significantly affect the size of institutional populations in the near future, the success of the project coupled with subsequent increase in the number of such residential centers are expected to eventually reduce the number of men returning to prison. (4) The general public via the participation of volunteers who will be able to subsequently inform the public of the basic human needs of offenders and that such men can be rehabilitated. This will have a stereotype-changing effect. (5) Traditional correctional and community services agencies by demonstrating that habitual offenders can be rehabilitated through community based approaches."

C. Staff

The Bremer House staff has six paid members and five college volunteers who receive room and board for twenty hours of work per week. The six paid positions are project director, program director, professional counselor, group worker, cook and secretary.

Jack Young, the Project Director, has an MSW degree from the University of Minnesota. Mr. Young has spent the last twenty-two years in corrections fields. During this time he has been a probation officer in St. Louis County of Minnesota, including nine years as the Chief Probation Officer of that county. He has also been a counselor at the Ramsey County School for Boys. From 1963 to 1968, Mr. Young was the Superintendent of the Minnesota State Reformatory for Men at St. Cloud. In 1968 he became the Warden of the Minnesota State Prison in Stillwater and served in this position until October, 1971 when he became project director for Bremer House. His background in corrections

fields includes seventeen years in positions which involved administration prior to his joining the Bremer House project.

The Project Director is an employee of the Wilder Foundation, which describes the responsibilities of the position as follows:

"The Project Director has responsibility for administering the project in its entirety. He is administratively responsible to the Executive Director of the Amherst H. Wilder Foundation.

The Project Director's duties and responsibilities include the hiring of personnel; responsibility for house management and maintenance; responsibility for record keeping; recruiting membership and maintaining liaison with the Citizen's Advisory Committee of the project; maintaining regular contact with local law enforcement agencies such as the St. Paul Police Department, Ramsey County Sheriff's Department, Ramsey County Attorney's office; maintaining regular and direct personal contact with the Judges of the District Court; furnishing them regular progress reports on the status of the project; conferring with individual judges regarding prospective residents; and attending court hearings involving residents or prospective residents; establishing and maintaining procedures and regular contact with the Ramsey County Department of Court Services; working directly with a variety of community agencies in regard to project activities and program planning for individual residents; maintaining contact with the community and in regard to problems that arise and to interpret to the community the purpose and need for this type of program; holding weekly staff meetings; functions as a director of a department for the Wilder Foundation; directs program evaluation of the project in cooperation with the research consultant; participates with the treatment supervisor in the overall treatment and rehabilitation program of the project, etc."

Gerald O'Rourke, the treatment supervisor, has an MSW degree from Wayne State University in Detroit. Mr. O'Rourke was a parole agent for Minnesota's Department of Corrections. He has also been a cottage director at the Red Wing Training School and the Program Director for the Institution Community Continuum Program (ICC) at Lino Lakes and Minneapolis. He joined the Bremer House staff in December, 1971. Mr. O'Rourke has been in charge of the development of the group culture program at Bremer House. As a Wilder Foundation employee, his position entails that he:

"acts as an assistant to the Project Director in all matters and has administrative decision-making authority in his absence; directs the intensive guided group interaction program; has responsibility for the orientation, supervision, and evaluation of other treatment staff; assumes responsibility for staff training; attends all staff meetings; holds regular house meetings with residents; has responsibility for ongoing evaluation of the progress of residents and making progress reports to the Department of Court Services; assists with all other matters pertaining to house management and maintenance; interviews prospective residents; does individual case counseling, etc."

Thus, Mr. O'Rourke is in primary charge of the treatment and rehabilitation of the Bremer House residents.

The full-time professional counselor for Bremer House is Jerome Lee. His educational background includes attendance at the University of Minnesota as well as a number of correctional courses at Lakewood Junior College. He was employed by the Minnesota Department of Corrections from 1967 until 1972 as a correctional counselor and later as a supervisor. Mr. Lee joined Bremer House in March, 1972, where his duties include being responsible for the supervision of residents on a daily basis, the management of house routine, the handling of crisis situations, motivation and teachings of residents on a daily basis, the observation of residents for significant behavior, direct counseling with residents, handling the recreational and other related programs. When Bremer House started a second group culture in November of 1972, Mr. Lee became the group leader for the new group.

In February, 1973, Bremer House hired Jeffrey Martin as a group worker. Mr. Martin's background includes a B.A. degree in geography and English literature from Macalester College in 1966. From March, 1970, through January, 1973, he was employed by the Department of Corrections. Mr. Martin's responsibilities include conducting formal group therapy sessions, providing individual counseling

with residents, guiding the interactions of residents and observing their behavior to see that it conforms to the goals of the group therapy, and structuring and overseeing the daily routine of the residents. When either Mr. O'Rourke or Mr. Lee are on vacation from the project, Mr. Martin fills in as group leader for the group culture.

Five volunteer college students receive room and board at Bremer House for twenty hours per week of work as individual counselors with the residents. These volunteer counselors are treated as staff members of Bremer House and do participate in staff meetings (in contrast to P.O.R.T. of Olmsted County, which makes a distinction between project staff and live-in volunteer counselors). One of the counselors is assigned house duty each night of the week, so the house has twenty-four hour staff coverage. Except for the period from midnight to 6:00 AM, one of the professional staff members is on duty.

In addition to the five counselor-volunteers and the four professional members of the treatment team, Bremer House employs a secretary and a cook.

D. Start-Up Problems

Mr. Young reports that the start-up problems for Bremer House were very time consuming. The usual problems with obtaining proper licenses and special permits for the houses took some time. When the project was funded, the physical condition of the building at 855 West Seventh was very poor. Both time and money were required to bring the house up to coding standards. Once the residents were admitted to the project, they spent much of their in-house (Phase I) time improving and maintaining the conditions of both buildings. The Wilder Foundation has provided professional assistance for this part of the project.

Mr. Young reports that a great deal of his time was spent in getting community approval of and involvement in the project. The grant application was written by the Wilder Foundation in conjunction with the District Court Judges of Ramsey County. When Mr. Young was hired, he learned that the grant was written without consulting Court Services, County Attorneys, and Law Enforcement personnel - all of whom would be involved in the successful operation of the project. Because they had not been consulted, many of these key officials had negative attitudes toward the project. Consequently, Mr. Young had to spend a great deal of time with probation officers, county attorneys, public defenders, law enforcement officials, and the District Court judges explaining the project. These meetings and on-going contacts with these people have led to cooperation and support by public officials for Bremer House. Mr. Young has also formed a twenty-two member Citizens' Advisory Committee, which includes both public officials and private citizens as members. This committee meets regularly to receive reports on Bremer House and provide advice to the staff. Special efforts have been undertaken to acquaint the neighborhood with the program, although Bremer House tries to maintain a low-key image.

When asked whether he thought a single PORT-type project located in Bremer House would be able to serve all of Ramsey County, Mr. Young replied that the need for PORT-type projects in the county is unknown. He pointed out that about 70 percent of the convicted felons in Ramsey County are placed on probation. The remaining 30 percent are sentenced to state or county institutions. Because PORT-type projects will take only felons and gross misdemeanants who fail to qualify for ordinary court probation, the potential residents of Bremer House are among the 30 percent sentenced to state

and county institutions. Until the program has run for a while, the needs of Ramsey County for this type of program will not be known.

The first residents of Bremer House were admitted in March of 1972. By January 1, 1973, the project had yet to reach a capacity of twenty residents. This is partly due to the summer court recess during which no referrals and placements were made. By January, 1973, twenty placements had been made, but of the twenty, two residents were able to complete their residency and move out of the house, three were terminated for breaking conditions of probation and sent to institutions, and two were on the run. There has been at least one case in which Bremer House had accepted a resident but placement was denied by the court. Thus, there is no indication at present that another PORT-type project is needed in Ramsey County.

E. Program

Bremer House residents are young male adults convicted of felonies or gross misdemeanors. They must meet the following criteria which were jointly approved by the Judges of the District Court, the Department of Court Services, and the staff of the project:

Each resident of Bremer House must:

1. Be eighteen to thirty years of age
2. Be male
3. Not be a candidate for ordinary court probation
4. Not be an addicted drug user
5. Not have a history of extremely assaultive personality patterns
6. Not be severely emotionally disturbed (psychotic), and
7. Not be an individual whose past history or present offense would indicate that he is an immediate danger or threat to the public safety.

Bremer House accepts only those who are on probation and would have been sentenced to state or county institutions. No residents have been inmates

in either St. Cloud or Stillwater, although many have been in juvenile institutions or the county workhouse. No residents are accepted on a re-entry basis from state institutions.

Most referrals of felons and gross misdemeanants are made by probation officers based on the results of their pre-sentence investigations. Bremer House will not accept any felons who would be placed on ordinary court probation if they were not placed in Bremer House. All residents in the program have been sentenced to St. Cloud or Stillwater. Their sentences were suspended and they were placed on probation with one of the conditions of probation being residency in Bremer House. Because residency in Bremer House is a condition of probation, when a resident has been judged ready to reside in the community outside Bremer House, this move must ordinarily be approved by the staff and the Department of Court Services. By January 1, 1973, one resident had been placed in Bremer House "until further order of the Court". Before this resident can move out, court approval by a District Court Judge is necessary.

When a probation department official refers a potential resident to Bremer House, the client's file is reviewed by the staff and the client is interviewed - during which the Bremer House program is explained to the client. In order for the client to be placed in the Bremer House program, the staff must approve his acceptance and the client must agree to placement in Bremer House. Final authority for placement rests with the District Court Judge who must also approve the placement. In at least one case, a judge has denied placement of a felon in Bremer House after both the staff and the client agreed to such placement.

Unlike P.O.R.T. of Olmsted County, Bremer House does not have a "trial

period" during which a potential resident lives in the house. In the P.O.R.T. program, a potential resident may live in the P.O.R.T. facility and become familiar with the program for up to one month before he and the staff must decide whether he will enter the program. But with Bremer House, unless a potential resident is out on bail, his knowledge of the program must be gained through contacts with the staff during the pre-sentence period. Potential residents who are out on bail are invited to visit Bremer House and talk with staff members and residents.

When a resident enters Bremer House, the Department of Court Services provides the project staff with a file containing the following:

- (i) A copy of the pre-sentence report (including psychometric and psychiatric data)
- (ii) a copy of the face sheet
- (iii) a copy of the part of the Court transcript relating to sentence and suspension, and
- (iv) a cover letter of referral including a designation of assigned probation officer.

At the time of admission to Bremer House, demographic data on the client is collected and tests for self-concept scale, human relationship scale, MMPI, & vocational skills are administered. When a resident completes the program, he is again tested for social adjustment. As presently planned, followup studies will be conducted at three month intervals for the first year after release from the program.

In addition to these forms and reports, the staff writes a quarterly report on the problems and progress of each resident. The quarterly reports are made on each resident at three month intervals based on the date of entry

to Bremer House. These reports are kept in the files at Bremer House. An additional source of information is a daily log of activities and problems. The log is kept by the volunteer counselors.

Once a resident is accepted and moves into Bremer House, he is assigned to one of the two groups in the project. Intensive peer group culture is the main focus of the program. Peer group culture is also the focal point of P.O.R.T. of Olmsted County, which is the model for Bremer House. In addition, P.O.R.T. uses a point system for behavior modification. On this point system, a resident receives points for almost all kinds of activities - from getting up in the morning to doing assigned tasks at P.O.R.T. to getting to school or work on time. A resident of P.O.R.T. may also lose points for misbehavior. P.O.R.T. uses the point system to determine a resident's advancement through the first two "stages" or "phases" of the program. Bremer House staff decided not to use the point system because its residents are young adults. The staff felt that the point system is more appropriate for a younger clientele.

Peer group pressures are used to get a resident to act responsibly. Group sessions are scheduled five nights a week at 5:30 PM. Wednesday and Saturday nights are open, so no two-day interval occurs. This type of group work requires intensive, frequent group sessions to develop the type of cultural cohesion which will make the program work.

The group sessions are used to work on residents' problems. Often, a single session is devoted to one resident's progress and behavior. The success of the group depends on the members' sincerity and honesty (and relies in part on the maxim that you can't con a con). In the group's discussion of a particular resident's behavior, the group may arrive at recommendations for

discipline, advancement to the next phase, and such matters as weekend visits at home. However, the group itself has no authority for these decisions. (This, again, is contrary to the P.O.R.T. model, in which groups do have authority for these decisions. In P.O.R.T. the residents also have a vote in the acceptance of a potential resident.) The staff may overrule a group's decision in either direction. To date, the staff has overruled recommendations for phase advancement, but has yet to overrule a denial for advancement.

In the early months of the project, Bremer House had some problems in developing a strong group culture. These groups require strong leaders who can make the group work. During the early months, one of the residents was able to dominate the group and provide a strong negative influence. This resident was eventually removed from the Bremer House program for violating the conditions of his probation. Another problem the group culture gives Bremer House concerns the intake of new residents. In order to maintain established group culture dynamics, new residents must be properly spaced. This problem is somewhat alleviated since Bremer House now has two groups.

The Bremer House program has a residency plan of six to nine months. Once a resident is in the program, he has seven "phases" to complete:

- | | |
|-----------|---|
| PHASE I | Residents are restricted to the House and/or supervision of staff. |
| PHASE II | Residents gain the privilege of being able to seek and accept employment or entering into an approved educational or training program. |
| PHASE III | Residents gain the privilege of checking out on their own free time with an older resident for not more than four hours a day twice a week. |
| PHASE IV | Residents gain the privilege of spending some free time off grounds with the consent of staff. |
| PHASE V | Residents gain the privilege of overnight home visits with the approval of the group and staff. |

PHASE VI Residents gain the privilege of living out of the house if they so desire. They still attend group meetings on a regular basis. Movement to this phase requires the approval of the Court.

PHASE VII Residents discontinue attending formal group meetings but continue to have weekly contact with staff.

After completion of Phase VII residents are terminated from the program but are continued on probation to the Ramsey County Department of Court Services, Adult Division.

Bremer House has a minimum period of residency in Phase I of thirty days. During this period residents are confined to the house and to close staff supervision. It is during this period that residents become a part of the group culture. Because the group culture involves intensive contact among residents, the thirty day period is thought to be needed to allow the new resident time to become an integral part of the group. Because these men are convicted felons, it is necessary to keep them under close supervision for at least thirty days.

If a resident in Bremer House runs, he will be required to begin Phase I again. This returns him to a thirty day in-house period of residency. So far, only one resident beyond Phase I has run. This offender was sent to a state institution after he was picked up, since he had committed new offenses while on the run. Bremer House has had a number of runs by Phase I residents. When a resident goes on the run, a warrant is issued for his arrest. Often residents have returned or given themselves up within a day. If a resident is accepted back in the project, he must begin Phase I again. Since residents who run violate their probation by doing so, they face the possibility of incarceration when they are recaptured. At this point, either the staff or the Court may recommend revocation of probation.

When a resident enters Phase II, which has a minimum period of sixty days, he is allowed to make arrangements for a job or for educational programs. When these arrangements have been completed, the resident in Phase II may begin the job or educational program. During this period, the resident may check out of the house to go to work or school, but he is required to return directly to the house.

Residents are responsible for finding their own jobs, although the project does make use of the Department of Vocational Rehabilitation and of Manpower Services resources. When they are seeking employment, residents are encouraged to honestly tell prospective employers what their current status as offenders is. As a matter of procedure, Bremer House staff will contact all employers and explain the program. The staff has discovered that employers normally contact Bremer House first. This may indicate that the residents are being candid about their situations. Mr. Young reports good cooperation from most employers. The employers ordinarily report on the quality of Bremer House residents as employees. Mr. Young thinks employment opportunities for offenders are improving. He thinks the employment situation for offenders is "not as great as it should be, but is so much better than before."

Once a resident has advanced beyond Phase I, he must pay \$18.00 per week toward room and board. If he does not have a job, Bremer House bills him for the weekly amount, payable after employment is found. Only one resident has enrolled in an educational program while at Bremer House. This man also had part-time employment and was able to meet the weekly fee. So far, Bremer House has not had any problems with payment of the room and board fee.

While \$18.00 per week does not meet a resident's expenses at Bremer House, staff feels that the payment does encourage the resident to develop financial responsibility. Staff members also provide financial counseling to residents, or arrange for residents to meet with financial counselors. After a resident begins receiving his wages, he is encouraged to develop a budget which will allow him to pay outstanding bills and begin a savings program.

The advancement of a resident from Phase I through Phase VII is based on his behavior in the Bremer House program. Privileges and freedom are increased as residents demonstrate their progress. To advance from one Phase to the next, a resident must seek the approval of both his peer group and the staff. While the authority for a Phase change lies with the staff, the recommendation of the group is seriously considered. Staff will overrule the group recommendation only in cases in which they think the group has been vindictive or pressured in reaching its recommendation. As a resident becomes more involved in the group program and begins to deal realistically with his problems and demonstrates his worth by helping himself as well as his group members, he gradually earns more privileges in the community.

When a resident advances to Phase VI, he may choose to move out of the house and live on his own or to remain in residence at Bremer House. In either case, the resident is still a member of his group culture and must attend the five weekly meetings. If a Phase VI resident chooses to move out of Bremer House, his move must be approved by the Department of Court Services and/or the District Court.

When a resident reaches Phase VII, he is removed from the group. He is now living as a member of the community. Phase VII is an important stage in a

resident's progression because he no longer has the group to work with his problems. In this stage, the staff will find out whether a resident can continue to progress without group support. However, he will return to Bremer House each week to meet with a staff member for counseling. Finally, when a resident is released from Phase VII, he is completely removed from the Bremer House project.

PART II: BREMER HOUSE CLIENTS

Because the Bremer House project has not been in operation long enough to conduct an evaluation, we will confine our description of the clients in the project to information which will give an idea of the types of individuals accepted in the program. Later reports by the Project Evaluation Unit will provide a more thorough description of the clients in relation to information on program results.

Although the project will accept offenders between the ages of eighteen and thirty years, the actual age range for Bremer House clients has been eighteen to twenty-four years. The average age of Bremer House clients is 20.0 years. Table 2 contains the distribution of age in years. Table 2 also shows that fifty percent of the clients accepted by Bremer House were eighteen or nineteen years old when they entered the program.

<u>Age in Years</u>	<u>Number</u>	<u>Per Cent of Total</u>
18	4	18.2
19	7	31.8
20	5	22.7
21	1	4.5
22	2	9.1
23	2	9.1
24	1	4.5

Table 3 shows the distribution of the clients in terms of their educational

backgrounds. Only 31.8 percent of the Bremer House clients have completed a high school education. One client had enrolled in junior college, but dropped out before his first year was completed. Thus, Bremer House clients (in general) lack a high school diploma which is needed for successful employment.

<u>Grade Completed</u>	<u>Per Cent of Total</u>
09	4.5
10	18.2
11	45.5
12	31.8

Tables 4 and 5 show the distribution of employment at the time of apprehension and the skill levels of Bremer House clients. According to the data in Table 4, while 22.7 percent of the clients were either employed or in school when they were apprehended, only 9.1 percent of these clients had full-time employment. Furthermore, 77.3 percent of the clients were neither employed nor in school when they were apprehended. Table 5 shows us that most of the Bremer House clients were unskilled at the time of admission to the program. In fact, only 4.5 percent of the clients were skilled workers.

<u>Status</u>	<u>Number</u>	<u>% of Total</u>
Employed, full-time	2	9.1
Employed, part-time	1	4.5
Not employed, not in school	17	77.3
Not employed, in school	1	4.5
Employed, in school	1	4.5
TOTALS	22	100.0

Skill Level	Number	% of Total
Skilled	1	4.5
Semi-skilled	5	22.7
Unskilled	13	59.1
Skill level unknown	3	13.6
TOTALS	22	100.0

The data in the last three tables show that most Bremer House clients lack either the education background or the skills required for successful employment. As Table 4 shows, almost 78 percent of these clients were neither employed nor in school at the time of their apprehension. Coupled with their offense and correctional histories, Bremer House clients should fall among those individuals who will have a hard time gaining successful employment.

An examination of the offense and correctional backgrounds of Bremer House clients shows that 27.3 percent of these clients have served time in both juvenile correctional institutions and county jails or workhouses; 22.7 percent have been in juvenile correctional institutions, but not jails; and 18.2 percent of the clients have been in jails or workhouses, but not juvenile institutions. These figures may not be accurate because data on correctional institution backgrounds were missing on 18.2 percent of the clients. However, only 13.6 percent had never spent time in either juvenile institutions, jails, or workhouses (according to present information).

As of March 27, 1973, Bremer House had admitted a total of twenty-two clients. Table 6 contains the distribution of commitment offenses for these twenty-two clients. The total number of offenses is twenty-four because two

clients were found guilty of two separate offenses. As can be seen from the Table, two-thirds of the offenses committed were property offenses of burglary, attempted burglary, felonious theft, and unauthorized use of motor vehicles.

Offense	Number	% of Total
Aggravated assault/with weapon	2	9.1
Attempted burglary	1	4.5
Burglary	4	18.2
Felonious theft	4*	18.2
Forgery	2	9.1
Simple robbery	1	4.5
Unauthorized use of motor vehicle	6**	27.3
Violation of controlled substance law	2	9.1
TOTALS	22	100.0

*Includes one individual who was convicted of two counts of felonious theft.
 **Includes one individual who was convicted of two counts, including one for unauthorized use of motor vehicle and one for violation of controlled substance law. The latter was not included in the number for violation of controlled substance law.

By March 27, 1973, five of the twenty-two clients had been terminated from the program. Of these five, one had been committed to the Minnesota State Prison and four had been committed to the State Reformatory for Men. Each had been committed technically for violating the conditions of their probations. However, there was some evidence that new offenses had been committed by two of these men. Each initially violated their probations by running away from the project. We should also note that only one of the five individuals had progressed beyond Phase I of the program.

Of the remaining seventeen men in the Bremer House project, one was currently on runaway status and a warrant for his arrest had been issued. Three Bremer House clients had been released from residence because they had reached Phase VII of the program. Table 7 contains the current status of all Bremer House clients.

Client Num-ber	Date Entered Program	Age At Entry	Current Phase	Date Residency Ended	Phase At End of Residency	Current Program Status
1.	03/13/72	20	-	07/28/72	II	Terminated-SRM
2.	03/13/72	19	IV	---	-	Active
3.	03/21/72	19	I	02/28/73	I	On run
4.	03/21/72	22	VII	02/09/73	VII	Active
5.	03/23/72	19	VII	01/29/73	VII	Active
6.	05/11/72	22	VII	03/05/73	VII	Active
7.	06/01/72	23	IV	---	-	Active
8.	06/20/72	20	-	08/25/72	I	Terminated-SRM
9.	08/23/72	24	-	09/19/72	I	Terminated-MSP
10.	09/07/72	19	II	---	-	Active
11.	09/18/72	18	-	12/23/72	I	Terminated-SRM
12.	10/02/72	18	II	---	-	Active
13.	10/17/72	19	II	---	-	Active
14.	11/09/72	18	-	11/13/72	I	Terminated-SRM
15.	11/09/72	19	III	---	-	Active
16.	11/16/72	20	II	---	-	Active
17.	11/27/72	23	II	---	-	Active
18.	11/27/72	19	III	---	-	Active
19.	12/04/72	20	III	---	-	Active
20.	12/12/72	20	I	---	-	Active
21.	01/04/73	21	I	---	-	Active
22.	01/09/73	18	II	---	-	Active

From the information in Table 7, we see that thirteen clients were residents in Bremer House at the end of the first year of operation. Of these thirteen, two were in Phase I, six were in Phase II, three were in Phase III, and two were in Phase IV. Four other clients were still considered active members of the project. One of these was currently in Phase I, but was on the run at the time these data were collected. The other three were currently in Phase VII and had moved out of the House.

When a resident advances to Phase II of the program, he may seek a job or enroll in an educational program. Table 8 shows the types of jobs Bremer House clients have been able to find and the salary levels of these jobs. One interesting point about the employment of these clients is that the longest period a client had to search for employment is approximately two weeks. Thus, while these men have criminal records and (as we have seen) lack basic skills, they have been able to find work while they are in the program. Table 8 also contains the salary level for the client's last job prior to his offense for comparison with the salary level of his employment while in the program. We have also included the number of weeks the clients were in Bremer House prior to the time they were allowed to seek employment.

TABLE 8

Employment Information on Active Bremer House Clients

Client Number	# Weeks In Program Before Client Could Seek A Position	Salary Level Of Last Job (per hour)	Salary Level Of Present Position	Job Description
2.*	16	\$1.76 - 2.25	\$2.26 - 2.75	Delivery truck driver
4.	20	2.76 - 3.25	3.26 - 3.75	Machine operator
5.	6	1.76 - 2.25	3.26 - 3.75	Mechanic
6.	7	2.26 - 2.75	2.76 - 3.25	Janitor
7.	8	3.76 - 4.25	2.26 - 2.75	Orderly
10.	20	2.76 - 3.25	2.26 - 2.75	Truck Driver
12.	10	1.26 - 1.75	2.26 - 2.75	Fry Cook
13.	9	Unknown	2.26 - 2.75	Cook and Baker
15.	DOES NOT APPLY: Enrolled in academic program			
16.	10	Commission	1.76 - 2.25	Supervisor, foreman
17.	15	No inform.	1.76 - 2.25	Porter, kitchen help
18.	7	2.26 - 2.75	2.26 - 2.75	Truck driver
19.	7	2.26 - 2.75	1.76 - 2.25	Laborer
20.	DOES NOT APPLY: Phase I			
21.	DOES NOT APPLY: Phase I			
22.	10	No inform.	No job obtained; just entered Phase II at time of data collection.	

*Client numbers in this table correspond to those in Table 7. Thus, client number 2 in Table 8, we learn from Table 7, is the client who entered Bremer House on 03/13/72 and is in Phase IV. Those who do not appear in Table 8 have been terminated from the program or are currently on the run.

PART III: PROJECT STATUS AND EVALUATION PLANS

A. Goals and Objectives

The original grant application listed five goals of the Bremer House project. At this point, we will present a descriptive account of the project's progress toward meeting these goals.

The first goal of the project was to provide the judges of the District Court of Ramsey County with a residential community-based program that can be utilized at the time of sentencing for certain young male adult offenders as an alternative to commitment to state or county correctional institutions. The first resident of Bremer House entered the program on March 13, 1972. By March 27, 1973, a total of twenty-two clients had been placed on probation at Bremer House by order of the Ramsey County District Court. In each of these cases the judge had ruled out the possibility of ordinary court probation. Thus, Bremer House provided an alternative to correctional institutions for twenty-two men during its first year of operation.

What we do not know at this time is the impact of the Bremer House program on Ramsey County. Some statistics may give a rough idea of the type of impact the project is having. For example, the County of Ramsey Department of Court Services Annual Report 1972 notes that among those involved in pre-sentence investigations, 186 men were placed on probation, 9 paid fines, and 108 men were committed to correctional institutions. The 22 men placed at Bremer House would be compared to the 108 committed to institutions. However, we do not know how many of these men meet the criteria for admission

to Bremer House. To measure the impact of the Bremer House project we will examine the probation and commitment trends for potential Bremer House clients for the past few years. We may then project what these trends might have been during 1972 without Bremer House and determine whether the existence of this program has had any appreciable impact on these trends. We should also be able to determine whether the impact is on those sentenced to correctional institutions, on those placed on probation, or on both groups of men. This information will be provided in our next report.

Another aspect of this goal is the extent to which Bremer House provides an alternative to the sentencing judges. An examination of the sentencing patterns of the judges of the Ramsey County District Court to determine whether there have been any changes in these patterns since Bremer House opened up will show the extent to which the project has actually provided an alternative to the judges of the District Court. At this time, the information we have simply tells us which judge placed offenders in the Bremer House program. The examination of sentencing patterns will be completed for our next report. Table 9 provides the information on District Court Judges placements of offenders in Bremer House.

Judge	Number Placed	Per Cent of All Placements
Segell	8	36.4
Godfrey	4	18.2
Hachey	2	9.1
Marsden	2	9.1
Graff	1	4.5
Hachey and Segell*	1	4.5
Lynch	1	4.5
Maxwell	1	4.5
Mulally	1	4.5
Plunkett	1	4.5
TOTAL	22	100.0

*One Bremer House client was found guilty of two offenses, one tried by Hachey, the other by Segell.

The extent to which Bremer House provides an alternative to incarceration in correctional institutions depends on whether Judges of the District Court will use Bremer House as an alternative. The data in Table 9 shows that nine different District Court judges have placed clients in Bremer House. However, two of these judges have placed over half of all Bremer House clients. We will have to see whether this pattern changes in the future. A second consideration to keep in mind is that part of the success of the group culture techniques of programs such as Bremer House depends on a regular intake of clients. In the first year of operation, Bremer House has had two periods in which new clients were not coming from the District Court. An examination of the entrance dates in Table 7 shows that only two clients were admitted to the project between June 20, 1972 and September 18, 1972. A second period occurred between January 9 and March 27, 1973 during which no new clients were admitted to the program.

A second goal of the project was to demonstrate that certain young male adult offenders between the ages of 18 and 30 can be rehabilitated in an intensive residential program in a metropolitan community. The Bremer House program has not been in operation long enough to determine whether it has succeeded in this respect. Of the first twenty-two clients placed in the program, five have failed and have subsequently been placed in state correctional institutions, one (at the time of our data collection) was on runaway status, three clients had been released from residency in Phase VII, and thirteen were current residents. Thus, at this time no one has been completely released from the program. We will have to wait until the numbers of clients has increased and until we are able to follow successful releases in the community before we can determine whether this goal has been met.

The third goal was to demonstrate that this rehabilitation can be accomplished at a cost comparable to traditional incarceration. Again it is too early in the project to determine whether this goal has been met. Initial costs of residential programs are usually high because start-up costs must be considered along with a low number of residents. We will examine this goal in our next report.

The fourth goal is to demonstrate that such intensive and comprehensive rehabilitation is more effective in facilitating adjustment and reducing recidivism for certain offenders than is traditional incarceration. It is too early to judge the project in terms of this goal. We will have to wait until clients have been released from the project for periods of time sufficient for judging recidivism. To measure this goal, we will also have to determine whether this rehabilitation program is more effective than traditional incarceration. This would require a control group of similar clientele. However, a control group has been ruled out by the Judges of Ramsey County District Court. We may be able to construct a matched set of clients who have been incarcerated and compare their results after institutionalization with those of Bremer House clients. We will at least know the extent to which Bremer House clients are returned to institutions after they are released from the program.

The fifth goal is to recruit and train volunteers and other non-professionals to effectively participate in the basic rehabilitation program. Bremer House has had seven volunteers helping with the program as live-in counselors. The project seems to be reaching this goal. One of the original proposals was to use ex-offenders as well as college students as volunteers. To date, no ex-offenders have been hired as volunteers. However, clients who have reached Phase VII of

the program work as counselors with newer clients. In the future, Bremer House may use some of its "graduates" as volunteers.

Bremer House was designed using P.O.R.T. of Olmsted County as its model. While we have pointed out some of the differences between Bremer House and P.O.R.T. we should keep in mind that there are a number of significant similarities between the two types of projects. For example, both rely on guided group cultures for the primary cause of behavior modification and rehabilitation among their clients. Both are residential. A client placed in either program enters the program before (or in lieu of) being placed in a correctional institution. Thus, both programs are presenting the courts with alternatives to incarceration for offenders who are deemed too unstable or dangerous to be placed on ordinary court probation.

Data on both these projects will be collected and analyzed in the following year. We will be able to evaluate the effectiveness of each of these projects in terms of their reaching their stated goals. We will also be able to compare the two projects. P.O.R.T. of Crow Wing County and P.O.R.T. Alpha projects will be added to the comparisons once these projects have been in operation long enough to have results.

Thus, we will eventually be able to evaluate the Bremer House program in terms of its own goals and objectives. We will also be able to compare this project with similar projects which offer alternatives to incarceration. The comparisons will involve both metropolitan projects and non-metropolitan projects.