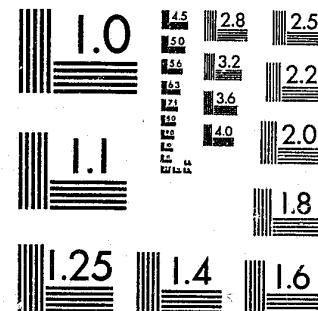


National Criminal Justice Reference Service

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.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

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.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

12/3/82

81522

CR sent
5-7-82

Governor's Commission On Crime Prevention & Control JAIL STUDY REPORT

U.S. Department of Justice 81522
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Minnesota Crime Control
Planning Board

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

A STUDY OF THE LOCAL SECURE
FACILITIES IN MINNESOTA

OPERATIONS MANAGEMENT
and
RESEARCH UNIT

GOVERNOR'S COMMISSION ON CRIME
PREVENTION AND CONTROL
444 LAFAYETTE ROAD
ST. PAUL, MINNESOTA 55101

JANUARY, 1977

NCJRS

SEP 29 1981

ACQUISITIONS

PREFACE

This report is the result of several concerns of short and long range criminal justice planning. First, beyond the Department of Corrections Annual Report on Persons Released from Local Corrections Facilities (which is a summary report of data and comments for each local facility), there is no systematic statewide effort to analyze the aggregate condition of Minnesota's local secure facilities and to report the amount of planning and expense involved in improving them.

Second, the physical condition of local jails in Minnesota has become increasingly a problem. Many local jails are more than 50 years old and some have been condemned as unusable. As a result, over 40 counties are in the planning or building stage of new construction or major renovation (See Chapter 9). Most local governments are currently carrying heavy financial burdens and may find it difficult to generate the large capital outlays required for jail construction or renovation. In some cases, it may be politically unpopular to appropriate expenditures for updating a local jail. This further compounds the problem. Consequently, counties are increasingly turning to state and federal government for financial assistance in making jail system improvements. It is hoped that this will be a valuable resource for local units of government in documenting their needs and anticipated expenditures.

Third, the Governor's Commission on Crime Prevention and Control is charged with developing a statewide comprehensive Plan for the use of federal LEAA funds in Minnesota. Part of that Plan concerns conditions, treatment, and services in local secure facilities, and this report is intended to supplement Commission planning in that area.

Fourth, the Commission is charged with assuring compliance with Part E

requirements of the Crime Control Act (which encourages advanced practices in state and local institutional design and programming, adequate screening of chemical dependency statewide, etc.) and this entails data collection and analysis of local jail programs and populations.

All of these factors stimulated the Commission to undertake a thorough study of local secure facilities in Minnesota. The immediate goal of this research is to identify ways in which the Commission can be of assistance to local governments in improving their jail systems. More specifically, the objectives of the Crime Commission research are:

- to thoroughly describe facilities, staff, inmates and programming in Minnesota jail systems;
- to describe the impact other components of the criminal justice system have on jails;
- to analyze the costs of constructing and operating jail facilities;
- to identify unmet physical and programmatic needs of Minnesota jail systems;
- to recommend various alternatives for meeting those needs;
- to recommend priorities in the use of resources to improve jail systems.

While the study is designed primarily for use by the Crime Commission and Regional Planning Councils, it is hoped that the report will be useful to the Department of Corrections and the state legislature in reviewing their priorities with regard to local secure facilities.

The study was conducted in close cooperation with the Department of Corrections' Inspection and Enforcement Unit and the Minnesota Sheriffs' Association. Our special thanks to the many sheriffs across the state of Minnesota who lent their counsel and assistance.

TABLE OF CONTENTS

<u>CHAPTER</u>	<u>TITLE</u>	<u>PAGE NO.</u>
1.	Introduction	1
2.	Crime and Demographics	25
3.	The Facilities	47
4.	The Inmates	71
5.	The Staff	109
6.	The Program	129
7.	The Pre-trial Alternatives	161
8.	The Sentencing Alternatives	189
9.	The Costs	207
10.	Impact Studies	239
11.	Summary and Recommendations	255

LISTING OF TABLES

	Page No.
1-1 Error rates and standard deviations for selected items recorded on DOC form 294.	16
1-2 Comparison of sample inmate population with statewide data on selected variables.	20
2-1 Highs and lows of jail system service areas in reported and verified crimes.	29
2-2 Highs and lows of jail system service areas in reported and verified violent crimes.	30
2-3 Highs and lows of jail system service areas in reported and verified property crimes.	31
2-4 Highs and lows of jail system service areas in ratio of property crimes to violent crimes.	32
2-5 Highs and lows of jail system services areas in overall crime rate.	33
2-6 Highs and lows of jail system service areas in property crime rate.	35
2-7 Highs and lows of jail system service areas in violent crime rate.	36
2-8 Highs and lows of the 62 jail systems in the total number of arrests.	37
2-9 Highs and lows of jail system service areas in total population.	39
2-10 Counties operating main facilities with the highest and lowest tax base.	41
2-11 Counties operating main facilities with the highest and lowest operating expenditures.	43
2-12 Counties operating main facilities with the highest and lowest corrections expenditures.	44

Page No.

3-1 Statewide bed capacity by security level.	54
3-2 Maximum security beds and cells.	55
3-3 Maximum security: extremes in bed capacity.	56
3-4 Medium security beds and cells.	57
3-5 Medium security: extremes in bed capacity.	58
3-6 Minimum security beds and cells.	59
3-7 Minimum security: extremes in bed capacity.	60
3-8 Overall capacity: beds and cells.	61
3-9 Overall capacity: extremes in total bed capacity.	61
3-10 Overall compliance rating scores for the main facilities.	66
3-11 Plant and construction compliance rating scores of main facilities.	68
4-1 Total persons held (highest and lowest).	75
4-2 Average daily population (highest and lowest).	76
4-3 Women held (highest and lowest)	77
4-4 Juveniles held (highest and lowest).	79
4-5 Mean pretrial stay (highest and lowest) by jail system.	90
4-6 Mean sentenced stay (highest and lowest) by jail system.	92
4-7 Mean juvenile stay (days-highest and lowest) by jail system.	94
4-8 Utilization rates - ADP/capacity.	96
4-9 Total held per thousand population (Hi's and Lo's).	101

	Page No.
4-10 Total held per 100 crimes (Hi's and Lo's).	103
5-1 Full time equivalent jail staff by function.	114
5-2 Main facilities with full time exclusive custody staff.	116
5-3 Main facilities using dispatchers as sole custodians.	119
5-4 Staff figures for 15 jail systems with greater than 1:6 ratios.	125
6-1 Facilities with 1975 ADP's greater than 20.	134
6-2 ADP of persons held longer than 30 days.	136
6-3 Responses to question - "Would you participate in alcoholism treatment?"	139
6-4 Responses to question - "Would you participate in drug abuse treatment?"	139
7-1 Percent released at intake (Hi's and Lo's).	167
7-2 Percent released within 24 hours (Hi's and Lo's)	169
7-3 Percent releasable of pretrial detainees held past intake.	172
7-4 Mean release scores of detainees held past intake and released at intake.	174
7-5 "Releaseable" pretrial detainees held over 24 hours (Hi's and Lo's).	175
7-6 Mean release scores of detainees held past and released by first appearance.	176
7-7 "Reason for Release" from jail for pretrial detainees.	178
7-8 Percent of pretrial detainees released on bail.	180
7-9 Percent of pretrial detainees released ROR	181

	Page No.
7-10 Released scores of those ROR'd and bailed.	183
8-1 Fine index for 15 sample jail systems.	193
8-2 Probation index for 15 sample jail systems.	195
8-3 Restitution index for 15 sample jail systems.	197
8-4 Community based program index for 15 sample jail systems.	198
8-5 Comparison of the use of alternative sentences with the use of incarcerative sentences.	201
8-6 Percentage of PSI's conducted of the total sentenced in the county and district courts in the 15 sample jail systems.	203
9-1 Jail system functions by facility (4 systems).	214
9-2 Items included in fixed and variable cost.	216
9-3 Overall operating costs (4 systems).	218
9-4 Development stage for construction or renovation.	231
9-5 Completed construction costs.	233
9-6 Planned construction cost estimates by facility type.	234
9-7 Financing jail construction.	235
10-1 Ratio of persons released ROR to the total number of persons released on bail in the sample jail systems before and after the inception of the MRCP.	245
10-2 Counties with significant change in average length of stay pretrial.	249

TABLE OF FIGURES

	PAGE NO.
1-1 Elements and inputs of a jail system	6
1-2 A single county jail system	9
1-3 A multi-county jail system	10
2-1 Percentage of property, violent and other crimes	31
3-1 Percentages of facility classification	52
4-1 Percentages of legal status' for total adults held	85
4-2 Percentages of legal status' average daily population	85
5-1 Percent staff time allocated to various functions	114
5-2 Mean average daily population by use of dispatcher jailer	120
6-1 Adults held longer than 30 days compared with total adults held and ADP of those held longer than 30 days compared with total adult ADP	134
6-2 Involvement of chemical abuse with incarceration	136
6-3 Percent of alcohol or drug related charges	137
7-1 Pretrial detainees released at intake	167
7-2 Releases of pretrial detainees	178
9-1 Relative costs of jail functions - Olmsted - Polk/ Martin - Carlton	220
9-2 Average security costs (4 systems)	222
9-3 Average intake costs (4 systems)	223
9-4 Average visitation costs (4 systems)	224
9-5 Average recreation costs (4 systems)	225
9-6 Average work release costs (4 systems)	225
9-7 Average food service costs (4 systems)	226
9-8 Average program costs (4 systems)	227

TABLE OF MAPS

	Page No.
1-1 Map of all facilities, main facilities and jail systems	8
1-2 15 sample jail systems	18
2-1 Crime rate	34
3-1 Age of jail system main facilities as of 1975	64
3-2 Minnesota Department of Corrections overall compliance rating	67
3-3 Minnesota Department of Corrections physical plant and construction compliance rating	69
4-1 The ratio of average daily population to capacity	98
5-1 System main facilities with inmate to staff ratios greater than 1:6	123
6-1 Reported availability of counseling services	145
6-2 Reported availability of mental health services	147
6-3 Reported availability of chemical dependency services	149
6-4 Reported availability of education services	151
6-5 Reported availability of job placement/vocational education	153
6-6 Reported availability of work release	155
9-1 Counties selected for intensive cost analysis	212
9-2 Planned and completed construction/renovation	232
11-1 Proposed full service jails	279

LIST OF APPENDIXES

<u>APPENDIX</u>	<u>TITLE</u>	<u>PAGE NO.</u>
A	List of the 62 jail systems, their facilities and service areas	289
B	Department of Corrections monthly report of persons released from jails and lockups	293
C	Department of Corrections data accuracy test	295
D	Survey of jailing practices (survey instrument)	301
E	Sample jail systems	306
F	Client characteristics survey (survey instrument)	307
G	Jail staffing survey (survey instrument)	309
H	Crime statistics and selected demographics	313
I	Ratio of property to violent crimes in the 62 jail systems	315
J	Statutory limitations on the detention of juveniles	316
K	Summary of facility data	317
L	Total held, ADP, ADP/capacity by jail system	321
M	Summary of juveniles and women held	323
N	Responses to inmate demographic questions from client characteristics survey	325
O	Legal status of adults held	327
P	ADP by legal status	329
Q	Offenses/Alleged offenses of Minnesota jail inmates in 1975	331
R	Serious offenses among inmate population	333
S	Mean length of stay by inmate group and jail system	335

<u>APPENDIX</u>	<u>TITLE</u>	<u>PAGE NO.</u>
T	Mean length of stay - pretrial and sentenced displayed with felonies and gross misdemeanors	338
U	Three measures of jail use	340
V	Selected staff descriptors by main facility	342
W	Characteristics of jail staff by main facility	344
X	Custodial staff relative to average daily population by main facility	346
Y	Adults held longer than 30 days	348
Z	Measures of need for chemical dependency treatment	350
AA	Reported availability of program services	352
BB	Use of work release and program compliance ratings	354
CC	Visitation hours per week	356
DD	Use of pretrial release alternatives	357
EE	Verifiable release criteria formula	359
FF	Methodology of application of release criteria to client survey	360
GG	Daily fee per person for out of county prisoners	362
HH	Summary of costs by jail function	364
II	Jail construction and renovation	369
JJ	Facility construction or renovation completed January 1971 through October 1976	371
KK	Facility construction or renovation bids let, project not completed	372
LL	Facility construction or renovation planned, bids not let	373

INTRODUCTION

This chapter is divided into three major sections. In the first, the conceptual approach used in this study is discussed. The second section reviews research methods used in analyzing Minnesota jails. The third provides an overview of the report.

CONCEPTUAL APPROACH

JAIL FUNCTIONS

Jails perform many functions, each at a different point in the "processing" of an alleged criminal. First, jails provide secure areas to temporarily hold alleged offenders while a determination is made as to how they should be processed through the criminal justice system. This function is referred to in this report as intake. Part of the intake process involves screening clients to determine: 1) the need for various services, particularly mental health and/or chemical dependency treatment; and 2) whether the client should be detained until trial or whether he/she can be released and expected to appear at trial. This is referred to as intake screening.

Second, jails serve to detain persons awaiting trial or to detain persons for other reasons. For instance, jails are used to detain persons for state or federal authorities, to detain prisoners in transit or to detain parole and probation violators.

Third, jails are used to incarcerate sentenced offenders for periods of not more than one year. In this capacity, jails are just one of several sentencing alternatives available to a judge; others include probation, fines, restitution, sentence to a community correctional center or sentence to a state penal institution.

THE SYSTEMS APPROACH

Jails as Part of the Criminal Justice System

This report uses a systems approach in analyzing Minnesota jails. This means that jails are viewed as one component of the larger criminal justice system. The ways in which the many components of the criminal justice system (police, courts, jails, prisons, prosecutors, defense attorneys, etc.) interact with one another determines the extent to which the system accomplishes its purpose.

Throughout this report, the reader will find analysis of not only jails but also of ways in which other components of the criminal justice system interact with jails. To take a more narrow view would be shortsighted since jails do not operate in a vacuum. For instance, the potential population of sentenced offenders in jails is determined by the decision of the judge to sentence the offender to jail. The offenders appearing before the judge for sentencing are determined in part by the skills of prosecutors and defense attorneys. The success of prosecutors depends on the ability of law enforcement agencies to apprehend alleged offenders, etc. Jails are one part of a dynamic system of interdependent components.

Jails as Systems

Just as jails are part of the larger criminal justice system, so, too, can jails be analyzed as systems unto themselves. The various components which, taken together, comprise a jail system are pictured in Figure 1-1. Each part of the jail system will be referred to as an element and is indicated by a box. Items which are circled are also elements of the

system but are distinguished because they are not the subject of detailed analysis in this report. Broken lined arrows indicate exits from the system. Items in diamond shaped boxes are inputs to the system.

The dotted lines in Figure 1-1 divide the system into three stages, each corresponding to one of the three functions of jails outlined earlier. In stage I, intake, clients are booked and screened. Police citations are an alternative at intake. Inputs to the system at this stage include facilities, staff and crime.

Stage II deals with the pretrial and trial period and includes three major elements: pretrial release, detention and inmate services. The latter two are enclosed by a dashed line indicating they are security elements. Inputs of this stage include staff and facilities.

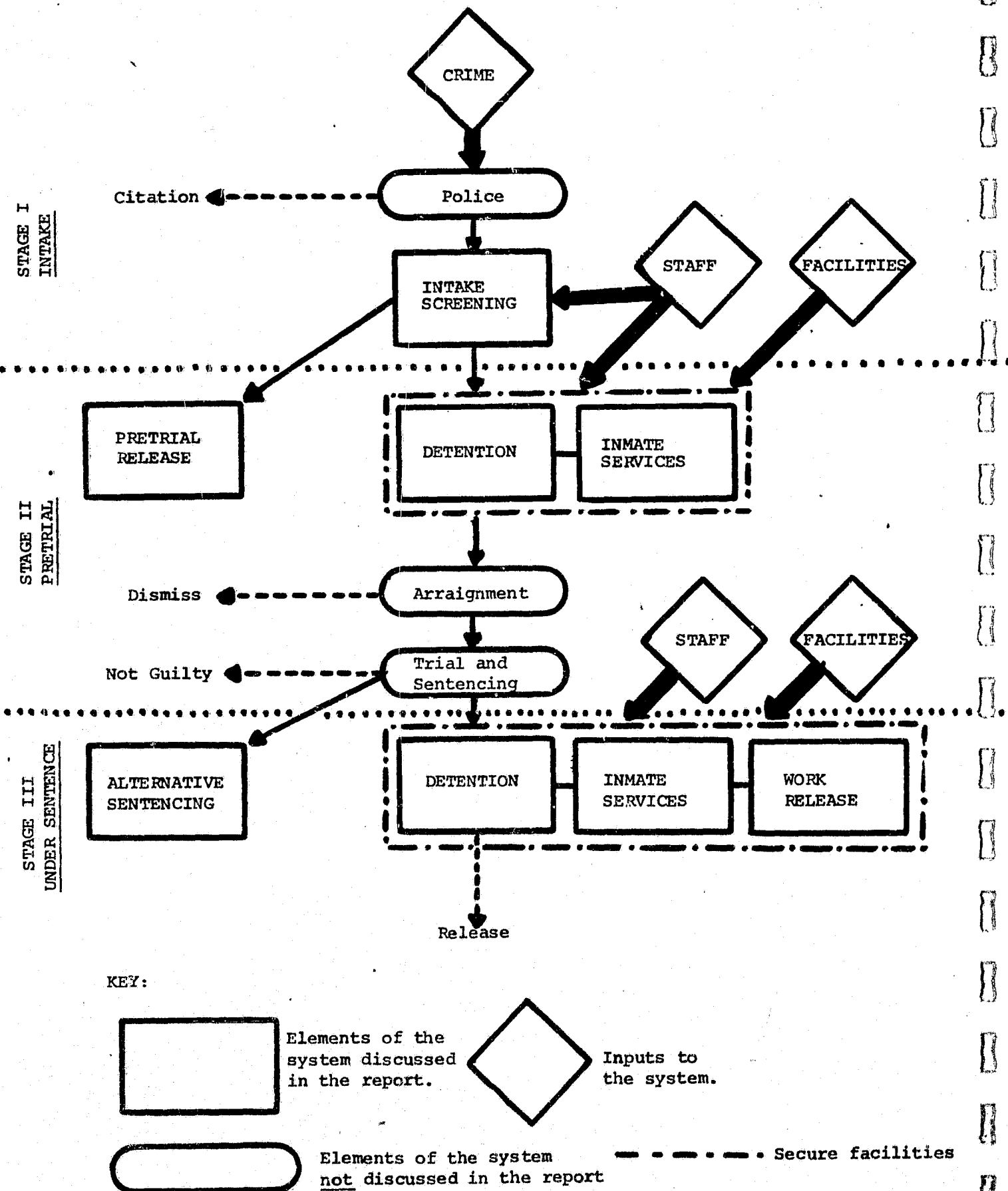
Stage III is that part of the jail system which deals with offenders after sentencing. Security elements include detention, inmate services and work release. Alternative sentencing is another element. Inputs include staff and facilities.

Chapters two through eight of this report deal with either an element of the system or an input to the system. A simplified version of Figure 1-1, highlighting components of the system under discussion, precedes each chapter.

RELATIONSHIP OF FACILITIES AND COUNTIES TO JAIL SYSTEMS

One might expect that each of Minnesota's 87 counties has its own complete jail system. This is not the case. In fact, some counties

FIGURE 1-1
ELEMENTS AND INPUTS OF A JAIL SYSTEM



do not even operate a facility. Others have secure facilities which are limited in use, for instance, some hold only pretrial or short term offenders. Long term and sentenced offenders may be detained in the facility of a neighboring county. On the other hand, some counties have several facilities. In these cases, usually one facility provides a full range of functions, and the others hold only short term detainees.

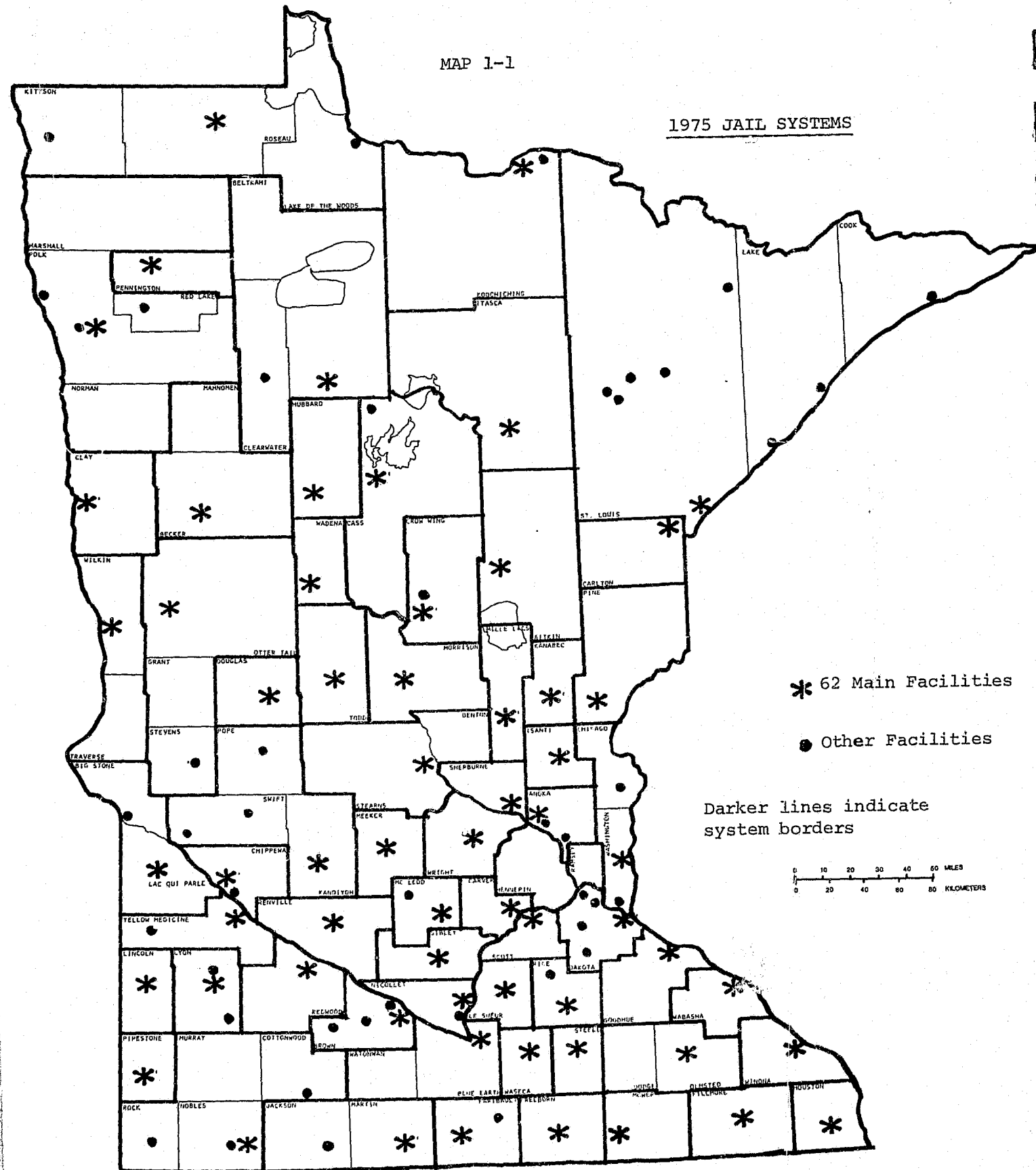
Thus, a jail system is composed of one or more facilities which, when taken together, provide for both short and long term detention. Facilities have been grouped into 62 jail systems* for purposes of this study. Each system serves one or more counties, designated as the service area. Each system is "self reliant" in terms of providing for jail functions; i.e., each system is independent of the others. The 62 jail systems and their service areas are depicted in Map 1-1.

Each jail system has one main facility; the one which provides the fullest range of services. The main facility is usually a county jail.

*Facilities in Hennepin and Ramsey Counties are not included. See page 14.

MAP 1-1

1975 JAIL SYSTEMS



PREPARED BY THE MINNESOTA STATE PLANNING AGENCY, 1975

SPA BASE MAP #1

Figure 1-2 shows a single county jail system. The main facility is the Dakota County jail in Hastings. Municipal holding facilities provide for short term detention. The system service area is Dakota County.

FIGURE 1-2

A SINGLE COUNTY JAIL SYSTEM

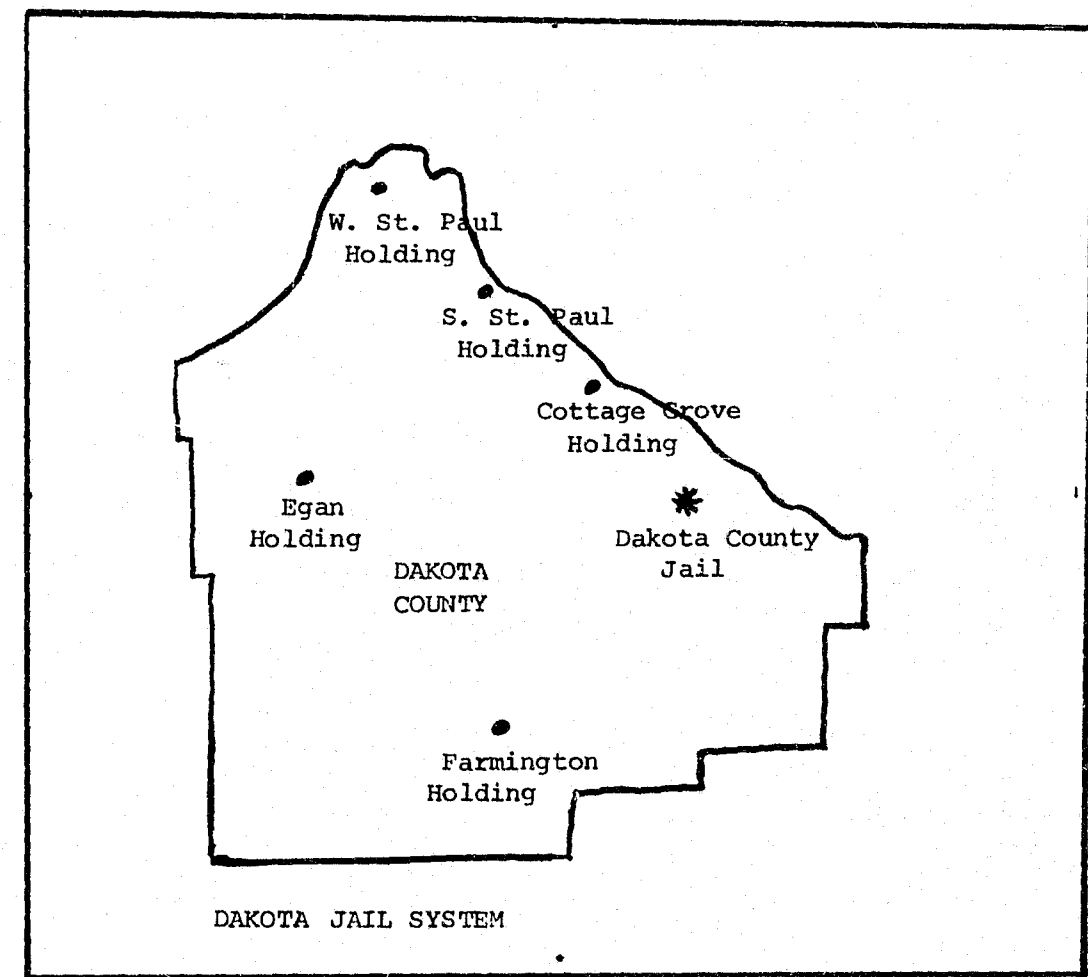
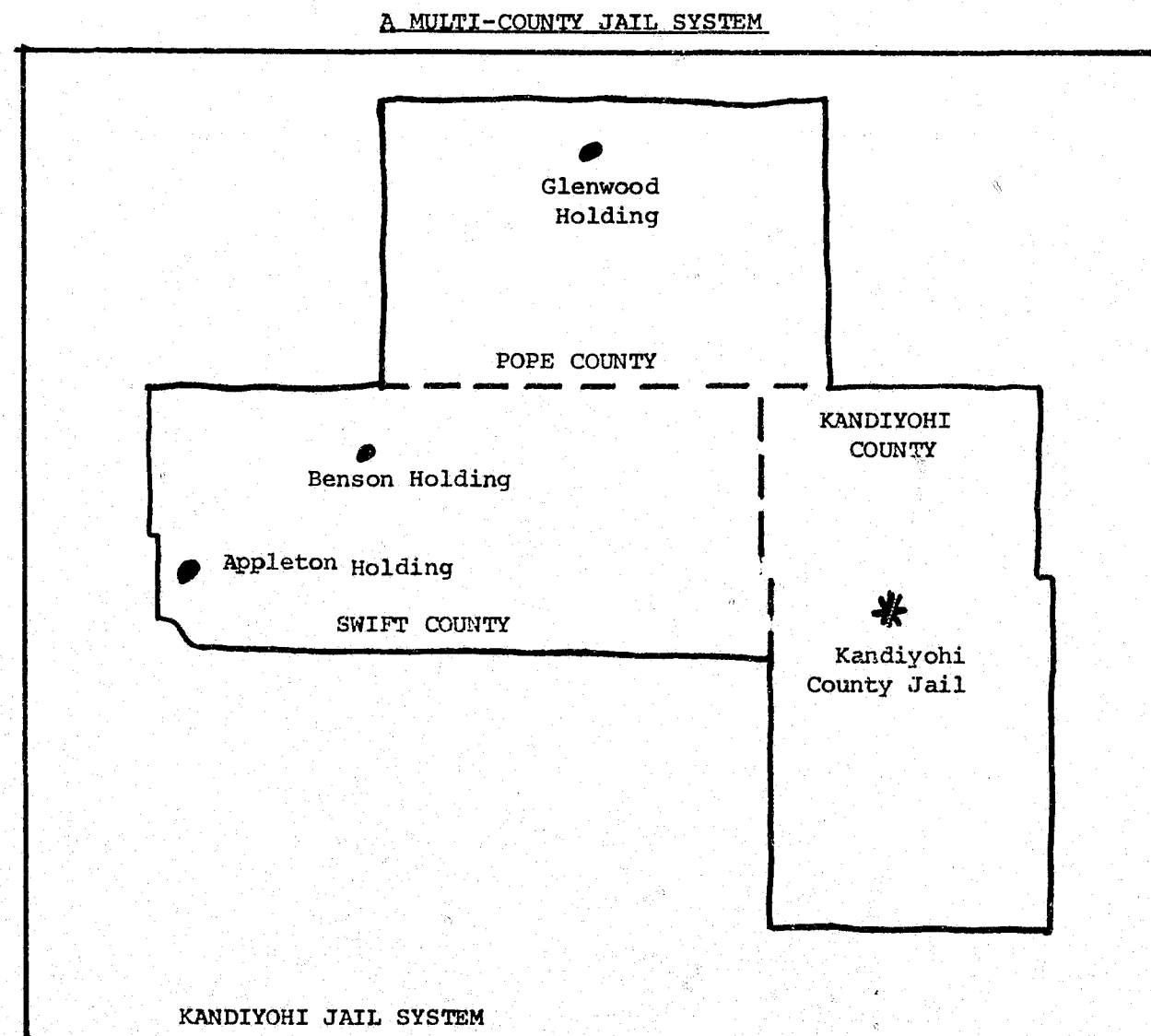


Figure 1-3 shows a multi-county jail system. The main facility, the Kandiyohi County jail, is located in Willmar. Since Pope County and Swift County send most of their long term and sentenced offenders to the Kandiyohi County jail, those counties have been included in the Kandiyohi jail system. Holding facilities in Glenwood, Benson and Appleton provide for short term detention.

FIGURE 1-3



A total of 108 facilities in 85 counties* have been grouped into 62 jail systems. Fifteen systems have multiple county service areas (see Map 1-1) involving a total of 38 counties. The remaining 47 systems serve a single county. Twenty-four systems have more than one facility. Appendix A provides a list of the 62 systems defined for purposes of this study.

Thus, data in this study may be presented on five different levels: statewide, by system (n=62), by county (n=85), by main facility (n=62) or by facility (n=108).

CLASSIFICATION OF FACILITIES

State law empowers the Inspection and Enforcement Unit of the Department of Corrections (DOC) to classify all local secure facilities. Facilities are classified on the basis of operational practices, facility limitations, statutory limitations, actual usage and on the basis of an annual inspection conducted by the DOC. There are seven categories: **

Holding Facilities - Local facilities used solely for the detention of persons (adult and juvenile) for not more than 24 hours excluding holidays and weekends.

Lockups - Local facilities used for the confinement of adults for not more than 21 days (sentenced and unsentenced) and for juveniles as prescribed in Minnesota Statute 260.171 (Subd. 2). Offenders serving Huber Law sentences (including educational release sentences) are exempt from the 21 day limitation.

*Hennepin and Ramsey Counties are not included. See page 13.

**Department of Corrections, Persons Released from Local Corrections Facilities - 1975.

Jails - Local facilities used for indefinite periods for pretrial detention of adults, for adults serving sentences for up to a maximum of one year and for the detention of juveniles as prescribed in Minnesota Statute 260.171 (Subd. 2). Adults awaiting court disposition in such facilities are to be processed according to the Supreme Court's New Rules of Criminal Procedure.

Adult Corrections Facilities - Local facilities used only for the confinement and treatment of adults who are under sentence for up to one year. Adults not under sentence and juveniles are not to be confined in such facilities.

Juvenile Detention Facilities - Local facilities used only for the temporary detention of juveniles for periods of time specified in Minnesota Statute 260.185. Adults, both sentenced and unsentenced, and juveniles committed for treatment are not to be confined in such facilities.

Juvenile Treatment Facilities - Local facilities used only for the extended care and confinement of juveniles committed by the juvenile court. Adults, both sentenced and unsentenced, and juveniles on detention status are not to be confined in such facilities.

Unclassified Facilities - County operated facilities presently functioning as holding facilities, lockups or jails, and based on findings of the Inspection and Enforcement Unit, have deficiencies and/or limitations of such a magnitude that they are improperly classified in any of the above categories.

Taken together, these seven classifications are referred to as local secure facilities.

The DOC does not have the power to restrict facility usage to the limitations implied in the classification*. Therefore, a facility may be classified by the DOC as a lockup, but actually function as a jail. This matter is discussed more fully in Chapter 3.

*A bill recently passed (Minnesota Statutes 241.021) empowers the DOC to restrict facility usage to the limitations of the classification.

SCOPE OF THE STUDY

Data are presented in this report for all lockups, holding facilities, jails and "unclassified" facilities in Minnesota with the following exception.

The Hennepin and Ramsey County jails and municipal lockups and holding facilities within Hennepin and Ramsey counties are excluded for three reasons:

1. Planning and construction of new facilities in both counties is well underway.
2. Jailing problems and practices in the urban centers are substantially different from those in the rest of the state.
3. Since they house almost two-fifths of the state's jail population, Hennepin and Ramsey counties would dominate the statistical data presented. This could obscure many of the problems faced by the majority of Minnesota's local secure facilities.

For similar reasons, this report does not deal with Adult Correction Centers -- the Northeast Regional Corrections Center, the Hennepin County Workhouse, the Ramsey County Workhouse. Since it is primarily a study of the detention of adults, the report deals with neither juvenile detention centers nor juvenile corrections centers. However, data on juveniles held in other types of local secure facilities are presented.

References to "statewide" statistics apply only to those facilities included in the study.

RESEARCH METHODS

GENERAL APPROACH

The research strategy employed to prepare this report involved three analytical approaches. First, a great deal of information on Minnesota jail systems was gathered in order to describe facilities, their usage patterns, their staffs and the inmates. Second, the interrelationships of various elements of the jail system are analyzed. For instance, Chapter 7 deals with the impact of intake screening on jail populations. Third, the costs involved in building and maintaining Minnesota jails are reviewed.

Data used in the jail study are of two basic types: 1) Non- statistical data collected through interviews with practioners and 2) statistical data on Minnesota jail systems.

NON-STATISTICAL DATA

Information was collected through discussions with over 150 persons involved in jail systems: sheriffs, jailers, records clerks, inmates, prosecuting attorneys, clerks of court, judges, probation officers, state corrections officials, regional and local criminal justice planners, county board members and county auditors. This information was used to help guide the general direction of the research; help formulate hypotheses to be tested by the statistical data collected; help clarify and understand the limitations of the statistical data and in formulating the conclusions and recommendations of this report.

STATISTICAL DATA

A brief summary of each of the six major statistical data bases used in the study is outlined below. Appendices B, D, F and G document the survey instruments used. 1975 is the base year for all data unless noted otherwise.

Department of Corrections Monthly Report of Persons Released from Jails and Lockups

Each local secure facility is required by state law to report to the Department of Corrections (DOC) information on each person released from that facility. These reports include the name, sex and age of the detainee; the charge against him/her; and information on when the detainee was admitted, when released, reason held, reason for release, days confined and other information. The reports are submitted on forms provided by the DOC (Appendix B). The DOC keypunches the data and processes it electronically.

In 1975, case records for 86,551 detainees were reported to the DOC. Of these, 47,003 were held in juvenile detention centers, juvenile corrections centers, regional adult corrections centers or facilities in Hennepin and Ramsey Counties. As explained earlier, these 44 facilities have been excluded from the study, leaving data on 39,548 persons held in 108 facilities.

Since this data on persons held is central to the jail study, a thorough reliability test of the data collection and aggregation process was conducted. Appendix C provides a complete discussion of the research methods used. Two points in the process were of particular concern: 1) the transfer of information from the jail registers

to DOC data collection forms and 2) the keypunching and aggregation process at the DOC.

Table 1-1 summarizes the error rates in transferring information to DOC collection forms for each of the variables tested. Error rates for all variables, except "reason held", fell on or below the rate set as "acceptable", 5%. "Reason held" is used infrequently in the study. As a precaution, additional reliability tests were conducted in each of the counties analyzed in subsequent portions of the jail study.

TABLE 1-1
ERROR RATES FOR
SELECTED ITEMS RECORDED ON
DOC FORM 294

DATA ITEM	ERROR RATE
Sex	0
Age	.01
Reason Held	.07
Charge or Offense	.05
Days Confined	.05
Sentence	.05
Reason for Release	.05
If on Work Release	.01
Case Record Error ^a	.20
Record Missing	.01
N = 1,094	

^aThere was an error on at least one variable in that case. This statistic provides a summary of the cases which had one or more errors.

The error rate in the keypunch and aggregation process is not statistically significant.

An additional limitation of the detention reports should be noted. The data are based on persons released from local secure institutions. This means that though a person's legal status may change while he/she is incarcerated, the report only provides information on one status: that which pertains to the person at time of release.

Survey of Jailing Practices

Sheriffs or Chief Jailers at each of the 109 facilities, included in the jail study were surveyed by mail. The survey includes data on the jail facilities, programming and administrative procedures (See Appendix D). Questionnaires were returned by 98 (90%) of the facilities; after follow-up phone calls, 108 (100%) responded. Responses were amplified through follow-up phone conversations with over three-quarters of the respondents.

County and District Court Data from 15 Sample Counties

Some important information on inmates, particularly data on court dispositions, is not included in the DOC "Report of Persons Released." Therefore, these data were collected through a case-by-case examination of court records.

Since gathering court data is a complex and time consuming task, it was impossible to examine each case in each county. Instead, a random sample of 15 jail systems (19 counties) was selected for analysis (See Map 1-2).

A research team visited each of these counties and thoroughly examined all district court records and a random sampling of county court records.



There are several limitations on these data. First, since the county court data are based on a sample, only statewide inferences can be made from the information collected. Second, some of the analysis was based on projections of total numbers of cases of a certain type in a given county court. These samples are subject to greater than normal random error because the projections are necessarily based on estimates rather than hard counts. Third, not all cases opened in 1975 were adjudicated in that year. Since court proceedings are recorded in a variety of different ways, it was impossible to establish a perfect base year in every county. In general, the data from district court are much more precise than those from county court since no sampling was involved.

Client Characteristics Survey

In order to gather additional information on persons being held in Minnesota jails, a sample of inmates was surveyed. Detainees in 14 randomly selected facilities* were surveyed upon release during a four week period. The questionnaire used in the survey is found in Appendix F. Since sample sizes in some of the counties were quite small, data from the client survey will be used only for statewide inferential statistics.

Since only 56% (415) of those released during the survey period were willing to respond to the survey, the results must be used with caution.

*The main facilities of each of the randomly selected systems described in the previous section were used for this survey. The survey was not conducted in Brown and Pipestone because of the very small jail populations there. Kandiyohi was added.

It is possible that those who did not respond have entirely different characteristics from those who did. The evidence available, however, suggests this is not the case. Table 1-2(below) compares characteristics of the 415 inmates surveyed with those of the statewide inmate population (from the DOC detention reports). Generally, the sample of clients reflects the jail population as a whole.

TABLE 1-2
COMPARISON OF SAMPLE INMATE POPULATION
WITH STATEWIDE DATA ON
SELECTED VARIABLES

	SAMPLE N=415	STATEWIDE N = 39,548
Mean Days Held	7.4	6.2
Mean Age	26.5	28.2
Sex (% male)	94.7	93.3
% Felons	16.4	16.9
% Sentenced	14.7	15.6
Mean charge ^a	26.6	26.2
% Traffic Offenses	39.1	35.4

^aCharges are ranked roughly according to seriousness and assigned a number sequentially from 1 to 55.

Cost Analysis Data

In order to generalize about costs of various jail functions, four facilities were selected for intensive study. Though the four facilities do not represent a random sample, the facilities selected reflect differences in size, jail use, economic conditions and costs. The limitations of data gathered for cost analysis are outlined in detail in Chapter 9.

Inventory of Jail Staffs

Information on the people involved in jail administration was gathered through a mail/phone survey (Appendix G). Of 61 main facilities* which received the survey, 59 responded and two refused. Each of the surveys was followed up with a phone call to verify or clarify the written responses. Some of the data collected were compared with similar information available from DOC annual jail evaluations. Most of the responses of the sheriffs were corroborated by the DOC files. In the few instances where discrepancies existed, the matter was clarified by phone contacts with the sheriff involved and/or the DOC.

Other Sources

Data used in some sections of the report were drawn from sources other than the main data bases described above. Reports of the Minnesota Supreme Court, Department of Corrections, Bureau of Criminal Apprehension, National Clearinghouse on Criminal Justice Planning and Architecture, U. S. Bureau of Prisons and Minnesota State Planning Agency are cited in the text of the report where applicable.

* The main facility in Pennington was not surveyed.

OVERVIEW OF THE REPORT

The report is divided into four major sections: 1) Description of Minnesota Jail Systems; 2) Costs of Minnesota Jails; 3) Impact Studies and 4) Recommendations .

DESCRIPTION OF MINNESOTA JAIL SYSTEMS

The first section provides the reader with basic information about Minnesota jail facilities and how they are used. The emphasis is on information which will be useful to planners in finding ways to improve local secure institutions. The section is divided into seven chapters:

- Crime and Demographics
- The Facilities
- The Inmates
- The Staff
- The Program
- The Pre-trial Alternatives
- The Sentencing Alternatives

Each chapter includes a set of basic statistics referred to as "descriptors." Descriptors are important statistics describing facilities and how they are used. For instance, "total bed capacity" is a facility descriptor. Each successive chapter includes a set of descriptors and statistics which relate those descriptors to each of the preceding chapters. This "building block" approach is designed to present the reader with a clear picture of the components of a jail system

together with the interrelationships of those components. For instance, average daily population is an "inmate descriptor." Total capacity is a "facility descriptor". The ratio of average daily population to capacity -- a measure of crowding -- is a useful statistic which relates the two.

COSTS

The second section provides an analysis of the costs involved in constructing and operating Minnesota's local secure facilities. A review of anticipated new building plans is also presented.

IMPACT STUDIES

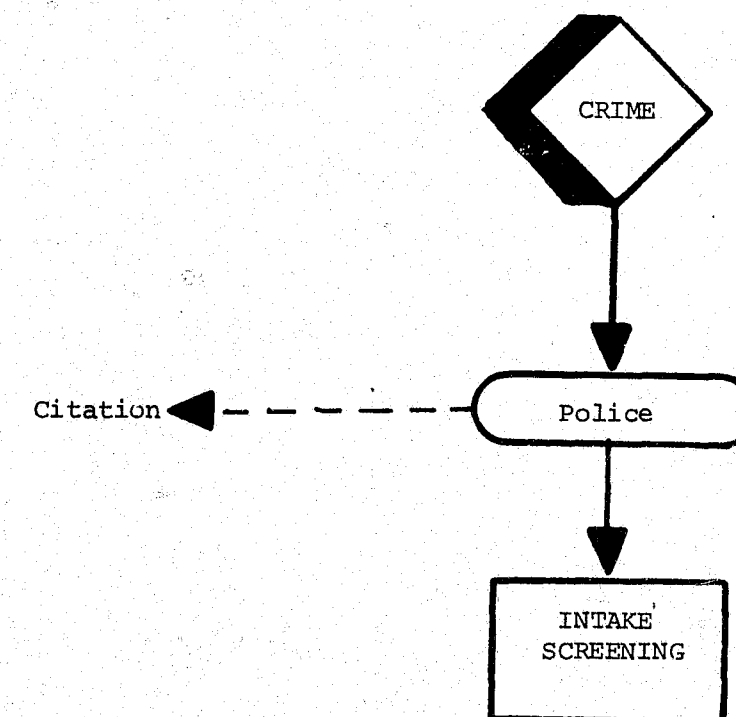
The third section includes brief reports on two studies which measure the possible impact of certain changes in the criminal justice system on jail usage. The first, a study of the impact of the New Rules of Criminal Procedure, examines possible changes in the pre-trial population of local secure facilities. The second study deals with the impact of the Community Corrections' Subsidy Act on sentenced populations of jail systems participating in the Act.

RECOMMENDATIONS

The final section lists recommendations for ways in which local secure facilities can be improved and, particularly, roles the Governor's Crime Commission might play in stimulating that improvement.

CHAPTER 2

CRIME AND DEMOGRAPHICS



Preceding page blank

INTRODUCTION

This chapter will discuss a variety of crime and demographic statistics describing the 62 jail systems. It will serve as a descriptive foundation for later chapters pertaining to inmates and the local secure facilities in which they are held.

The first section of this chapter discusses several crime statistics: overall incidence of crime, crime rate (number of crimes per 100,000 population), and total number of adult arrests. Due to the wide variety of offenses, crime statistics will be further broken down into property and violent crimes and crime rates. These statistics will be used in subsequent chapters to help describe variations in the number and type of persons held in local secure facilities.

The second part of this chapter discusses demographic statistics such as population, and wealth indicators such as assessed valuation and operating budget for corrections' expenditures. The final section is a summary.

CRIME STATISTICS

The following section discusses a variety of crime statistics in the areas served by the 62 jail systems. Crime statistics are particularly important when examining the facilities that serve the jail systems. High levels of crime will place added pressures on those systems with facilities that are already overcrowded or substandard. This section particularly should be used as a reference for subsequent chapters describing the local secure facilities and the types of inmates they hold.

Total Offenses

There were a total of approximately 145,000 reported and verified crimes* in the area studied in Minnesota in 1975. There is a great variation from system to system in the incidence of crime. The average (mean) number of reported and verified crimes among the areas served by the 62 jail systems was 1,731 in 1975. Table 2-1 lists those jail systems having the highest and lowest number of reported and verified crimes in their service areas.

The areas served by the five jail systems having the greatest number of offenses accounted for 46% of the total offenses reported and verified in the area under study. Thus, almost half the crimes occurred in just 5 systems.

*Number from "actual offenses category," reported and verified Part I and Part II crimes from Minnesota Crime Information Bureau of Criminal Apprehension, St. Paul. This number excludes ordinance violations and crimes reported and verified in Hennepin and Ramsey counties.

TABLE 2-1

JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST AND LOWEST NUMBER OF REPORTED & VERIFIED CRIMES

Jail System Service Areas with Highest Number of Reported & Verified Crimes		# of Crimes
1.	Anoka	18,021
2.	Dakota	16,625
3.	Washington	11,735
4.	St. Louis	11,321
5.	Olmsted	8,582
Jail System Service Areas with Lowest Number of Reported & Verified Crimes		
58.	Yellow Medicine	250
59.	Lincoln	240
60.	Lac Qui Parle	229
61.	Chippewa	136
62.	Renville	125

See Appendix H for a complete listing of total offenses in each jail system.

Violent Crime

Of the 145,000 crimes, 8,029 were violent.* There was a great deal of variation among the areas served by the 62 jail systems as to the level of violent crime. One jail system service area, Chippewa County, had no reported violent crimes in 1975. On the other hand, Anoka County had 1,198 violent crimes reported and verified in 1975.

From Table 2-2 it can be seen that a few jail system service areas have many more offenses in this category than the majority. The five system service areas having the greatest number of violent crimes account for over 50% of the total number of crimes of this type reported and verified in the study area.

*From Minnesota Crime Information - reported and verified offenses in the following categories: murder, rape, robbery, simple assault, aggravated assault, arson and other sexual offenses for all counties except Hennepin and Ramsey counties.

TABLE 2-2

JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST AND
LOWEST NUMBER OF REPORTED & VERIFIED VIOLENT CRIMES

<u>Jail System Service Areas with Greatest Number of Violent Offenses</u>	<u># of Crimes</u>
1. Anoka	1,198
2. Dakota	793
3. St. Louis	760
4. Olmsted	750
5. Washington	543
<u>Jail System Service Areas with Least Number of Violent Offenses</u>	
58. Meeker	5
59. Hubbard	5
60. Waseca	5
61. Todd	4
62. Chippewa	0

Property Crime

Property* crimes made up the vast majority of offenses reported and verified across the state (a ratio of 13 to 1 to violent crimes). There were approximately 99,000 property crimes committed in 1975 in the study area, 13% of which occurred in the area served by the Anoka Jail System. The areas served by the five jail systems listed in Table 2-3 with the highest number of property crimes account for 45% of the total number of reported and verified crimes in the area studied. The average number (mean) of property offenses in areas served by the 62 jail svstems was 1,178 in 1975.

*Includes BCA categories of burglary, auto theft, larceny, forgery, fraud, embezzlement, stolen property, and vandalism.

TABLE 2-3

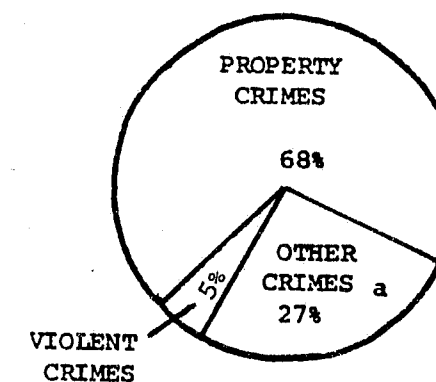
JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST AND
LOWEST NUMBER OF REPORTED AND VERIFIED PROPERTY CRIMES

<u>Jail System Service Areas with Highest Number of Property Crimes</u>	<u># of Crimes</u>
1. Anoka	12,933
2. Dakota	10,571
3. St. Louis	9,358
4. Washington	6,925
5. Stearns	4,373
<u>Jail System Service Areas with Lowest Number of Property Crimes</u>	
58. Yellow Medicine	163
59. Lac Qui Parle	128
60. Todd	119
61. Renville	114
62. Chippewa	110

Figure 2-1 illustrates the relationship between property crime and violent crime. The vast majority of offenses reported and verified in the areas served by the 62 jail systems were crimes against property rather than against persons.

Figure 2-1

RATIO OF PROPERTY TO VIOLENT CRIME



Differences among the areas served by the 62 jail systems further illustrate the relatively low incidence of violent crimes compared with the incidence of property crimes. Ninety percent of the areas served by the jail systems had at least ten times as many property crimes as violent crimes (see Appendix I for ratios for all 62 systems). Table 2-4 illustrates the extremes in this ratio among the 62 jail systems.

TABLE 2-4

JAIL SYSTEM SERVICE AREAS WITH THE LOWEST AND HIGHEST RATIOS OF PROPERTY CRIME TO VIOLENT CRIME

<u>Jail System Service Areas with the Lowest Ratio^a</u>	<u>Ratio</u>
1. Olmsted	3 to 1
2. Carlton	7 to 1
3. Fillmore	7 to 1
4. Steele	7 to 1
5. Wright	8 to 1
<u>Jail System Service Areas with the Highest Ratio</u>	
58. Wadena	50 to 1
59. Waseca	56 to 1
60. Meeker	68 to 1
61. Hubbard	74 to 1
62. Chippewa	110 to 0 ^b

a) These are the systems with the highest number of violent crimes in proportion to property crimes.

b) No reported violent crimes in 1975.

Crime Rate

Though the variation among jail system service areas in total number of offenses provides some indication of the extent of the crime problem from one service area to another, the crime rate (total number of offenses for each 100,000 population) is a better indicator (See Map 2-1). The average crime rate among the areas served by the jail systems was 5,846 crimes per 100,000 population in 1975. Table 2-5 illustrates the variation among the 62 jail system service areas with high and low crime rates.

TABLE 2-5

JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST AND LOWEST OVERALL CRIME RATE

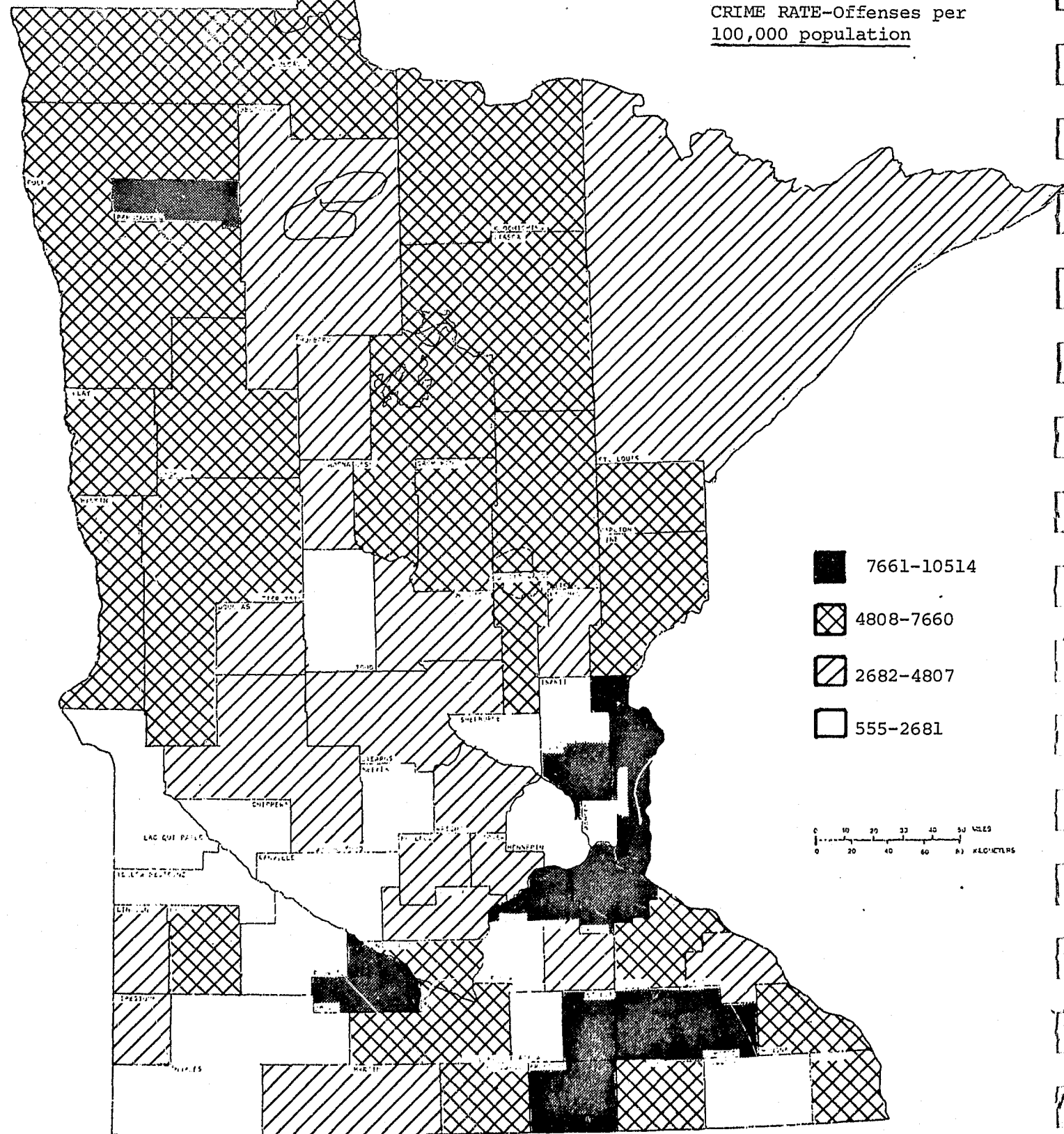
<u>Jail System Service Areas with Highest Crime Rate</u>	<u>Crime Rate</u>
1. Dakota	10,514
2. Washington	10,388
3. Anoka	10,283
4. Scott	9,409
5. Pennington	9,285
<u>Jail System Service Areas with Lowest Crime Rate</u>	
58. Sherburne	1,314
59. Lac Qui Parle	1,208
60. Chippewa	904
61. Renville	590
62. Todd	555

For a complete listing by jail system see Appendix H.

The marked variations among jail system service areas in the incidence of property crimes is illustrated in Table 2-6. While the highest property crime rate of the 62 jail system service areas is 7,380 in Anoka, the lowest property crime rate in Todd is only 520 property crimes per 100,000

MAP 2-1

CRIME RATE-Offenses per
100,000 population



- 7661-10514
- 4808-7660
- 2682-4807
- 555-2681

0 10 20 30 40 50 MILES
0 20 40 60 80 KILOMETERS

REPRODUCED BY THE MINNESOTA STATE PLANNING AGENCY, 1976

CPA BASED MAP 11

population. These extreme differences should be considered when reading the subsequent chapters. Four of the five service areas with the highest rates of property crime are in metropolitan areas where there are problems of increasing population and crime.

TABLE 2-6

JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST AND
LOWEST PROPERTY CRIME RATES

Jail System Service Areas with Highest Property Crime Rate		Crime Rate
1.	Anoka	7,380
2.	Dakota	6,685
3.	Washington	6,130
4.	Scott	6,107
5.	Pennington	5,870
Jail System Service Areas with Lowest Property Crime Rate		
58.	Sherburne	1,019
59.	Chippewa	731
60.	Lac Qui Parle	675
61.	Renville	538
62.	Todd	520

For a complete listing by jail system see Appendix H.

In Table 2-7, the five jail systems with the highest and lowest violent crime rates are listed. Once again the variation is great.

TABLE 2-7

JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST
AND LOWEST VIOLENT CRIME RATES

Jail System Service Areas with Highest Violent Crime Rate		Crime Rate
1. Olmsted		729
2. Anoka		683
3. Steele		533
4. Pennington		513
5. Dakota		501
Jail System Service Areas with Lowest Violent Crime Rate		
58. Lac Qui Parle		42
59. Renville		33
60. Meeker		26
61. Todd		18
62. Chippewa		0

For a complete listing by jail system see Appendix H.

Total Arrests

A more precise measure of the potential jail population for each jail system is the total number of adult arrests made during 1975. These statistics include all persons arrested for Part I and Part II crime*.

*Includes all arrests, both adult and juvenile, for criminal violations. Excludes all arrests for violations of city or town ordinances. Statistics on arrests in 1975 were obtained from the Minnesota Bureau of Criminal Apprehension

The variation among the 62 jail systems with regard to total arrests is similar to that of total offenses except that the areas served by the Anoka and Dakota Jail Systems appear to be much higher than any of the other top five system service areas. Table 2-8 illustrates the great differences between those systems with the highest number of arrests and those with the lowest number.

TABLE 2-8

JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST
AND LOWEST NUMBER OF ARRESTS

Jail System Service Areas with the Highest Number of Arrests		No. of Arrests
1. Anoka		4,036
2. Dakota		3,815
3. Olmsted		1,737
4. Stearns		1,521
5. St. Louis		1,382
Jail System Service Areas with the Lowest Number of Arrests		
58. Renville		54
59. Sherburne		48
60. Kanabec		23
61. Todd		18
62. Lincoln		17

Anoka and Dakota Jail System service areas had nearly 20 times as many adult arrests as did Lincoln, Kanabec and Todd Jail System service areas in 1975. This is roughly equivalent to the total population differences between the areas served by these jail systems.

DEMOGRAPHICS

This section of the chapter discusses six demographic statistics:

population, the percent of the population between the ages of 15 and 25, unemployment rates, assessed valuation, total county operating expenses and corrections operating expenditures. These statistics are considered potentially important factors when examining local secure facilities and the inmates confined in them.

Population

Population in the areas served by jail systems is directly related to the level of crime* and thus is an important factor in discussing local secure facilities and their use.

The population in the service areas of the 62 jail systems was approximately 2,480,000 in 1975.** Six of the jail systems had over 100,000 population in their service areas and accounted for over one-third of the total population of the area studied.

As can be seen by Table 2-9, those systems with the greatest population are about ten times as large as those with the lowest populations.

Percentage of Youth

Because persons between the ages of 15 and 25 accounted for over half*** of the total arrests in the State of Minnesota during 1975, the 62 jail system service areas were examined with regard to the percentage of their total

*Population is highly correlated with the total number of reported and verified crimes with an $r^2 = .81$.

**The population statistics are based on projections obtained from Minnesota Population Projections: 1970-2000, Office of the State Demographer, State Planning Agency, Division of Developmental Planning, November, 1975.

***The number of arrests made in this age group for all 87 counties in 1975 was 53,246. There was a total of 93,340 arrests made in the 87 counties during 1975, not including 1,270 arrests of persons under 10 years of age. Source: Minnesota Crime Information, 1975 Department of Public Safety.

TABLE 2-9

JAIL SYSTEM SERVICE AREAS WITH THE HIGHEST AND
LOWEST POPULATIONS

Jail System Service Areas with the Highest Population	Population*
1. St. Louis	235,000
2. Anoka	175,000
3. Dakota	158,000
4. Stearns	122,000
5. Washington	112,000
Jail System Service Areas with the Lowest Population	
58. Pipestone	12,532
59. Aitkin	12,367
60. Hubbard	11,812
61. Kanabec	11,002
62. Lincoln	8,053

For a complete listing by jail system see Appendix H

population falling within this age group. Approximately 20% of the 2,480,000 persons in the area studied are between the ages of 15 and 25 years. The 62 system service areas are fairly evenly distributed with between 18% and 23% of their population in this age bracket. Those system service areas that are in metropolitan areas do not generally have a higher percentage of persons between 15 and 25 years old than those service areas which are predominantly rural.

Unemployment Rate

The possibility that the levels of unemployment may have an impact on the number of crimes committed prompted examination of these rates among the 62 jail systems. Unemployment rates in 1975* varied in the 62 systems from a low of approximately 3% in Waseca to 10% in Kanabec. The average unemployment rate in the 62 systems in 1975 was 5%. Investigation into the relationship between unemployment and the incidence of property or violent crimes indicated that there is only a weak relationship.**

Economic Characteristics

A few key statistics describing the wealth and economic conditions of areas served by the 62 jail systems were selected to ascertain their possible impact on local secure facilities. All statistics included in this section are for the county operating and maintaining the main facility in each jail system.

The assessed valuation, or tax base, is examined in order to measure a county's potential to raise money for maintaining and operating its main detention facility.

The total county operating expenditures and the operating expenditures for corrections are examined in order to compare the amount of resources actually made available for operating and maintaining the main facility.

*In multi-county jail systems, this rate was determined by dividing the entire unemployed work force by the entire working population for all counties within the system. Information on unemployment was obtained from the State Department of Employment Services.

**Unemployment rate had a correlation of .31 with property crimes, .21 with violent crimes.

1. Tax Base

Table 2-10 illustrates the variation in the tax base of the 62 counties operating main facilities. It should be noted that high assessed valuations are likely to be in those areas with the largest population.

TABLE 2-10

COUNTIES OPERATING THE 62 MAIN FACILITIES WITH THE HIGHEST AND LOWEST TAX BASE

<u>Counties with the Largest Tax Base</u>		<u>Assessed Valuation^a</u>
1.	Dakota	495,367
2.	Anoka	430,379
3.	St. Louis	409,413
4.	Washington	260,368
5.	Olmsted	250,083
<u>Counties with the Smallest Tax Base</u>		
58.	Hubbard	24,099
59.	Lincoln	22,266
60.	Wadena	16,445
61.	Kanabec	15,339
62.	Roseau	15,148

For a complete listing see Appendix H

- a. These statistics were obtained from the Minnesota State Auditor's office and are for fiscal 1974. 1975 statistics were not yet available.

The difference between the mean tax base of the 62 jail system service areas, \$74,742, and the median* tax base, \$44,922, further illustrates the existence of counties with tax bases much higher than others.

2. Operating Expenditures: Total Expenditures and Operating Expenditures for Corrections

Operating expenditures include all expenses for operating and maintaining county services and exclude all capital outlays such as for new construction, major renovation or major equipment purchases.**

Total operating expenditures for counties operating and maintaining the main facilities in each of the 62 jail systems averaged (mean) \$4,548,000. in 1974. The median operating expenditures were only \$3,038,000 indicating the existence of some counties that had a great deal more resources than most. Table 2-11 lists those counties operating the main facilities with the highest and lowest total operating expenditures.

Operating expenditures for corrections provide a means of comparison among the 62 jail systems more directly related to jail functions. Operating expenditures for corrections include wages and salaries for correctional staff, supply and maintenance costs, and all fees incurred by the correctional facilities.***

*Half of the service areas are above this number, half are below it.

**Statistics on total operating expenditures were obtained from the Minnesota State Auditor's office and are for fiscal 1974. Information on 1975 expenditures was not yet available at the time this report was written.

***Statistics on operating expenditures were obtained from the U. S. Department of Commerce Bureau of the Census, State and Local Government Special Studies, No. 77 and the U. S. Department of Justice, L.E.A.A. National Criminal Justice Information and Statistics Service.

TABLE 2-11

COUNTIES OPERATING THE MAIN FACILITIES WITH THE
HIGHEST AND LOWEST OPERATING EXPENDITURES

<u>Counties with the Largest Operating Expenditures</u>	<u>Amount</u>
1. St. Louis	\$54,902,000 ^a
2. Anoka	19,144,000
3. Dakota	15,783,000
4. Washington	13,632,000
5. Olmsted	9,972,000
<u>Counties with the Lowest Operating Expenditures</u>	
58. Pennington	2,009,000
59. Houston	1,843,000
60. Lac Qui Parle	1,743,000
61. Lincoln	1,696,000
62. Pipestone	1,565,000

^aThis figure includes the maintenance and operation of the Northeast Regional Adult Corrections Center and the Arrowhead Juvenile Detention Center.

This statistic reflects operating expenditures only for the county operating the main facility each system. Table 2-12 lists those counties with the largest and smallest operating expenditures for corrections. The information in Table 2-12 and in Appendix H, which lists corrections operating expenditures for the county operating the main facility in all 62 systems, should be considered in relation to the facilities maintained and operated by such expenditures. Table 2-12 illustrates the fact that some jail systems have a much higher level of resources available for operating and maintaining their main secure facility than do others. It must be noted that this statistic does not include any county expenditures for either new construction or major renovation of local secure facilities.

TABLE 2-12
COUNTIES OPERATING THE MAIN FACILITIES WITH THE
HIGHEST AND LOWEST CORRECTIONS EXPENDITURES DURING 1974

<u>Counties with the Largest Corrections' Expenditures</u>	<u>Amount</u>
1. St. Louis	\$1,360,000 ^a
2. Anoka	324,000
3. Washington	276,000
4. Olmsted	214,000
5. Dakota	188,000
 <u>Counties with the Lowest Corrections' Expenditures</u>	
58. Pennington, Redwood	7,000
59. Kanabec	6,000
60. Wilkin	5,000
61. Lincoln	4,000
62. Pipestone	2,000

See Appendix H for a complete listing

^aThis figure includes expenditures for the Northeast
Regional Adult Corrections Center and the
Arrowhead Juvenile Detention Center.

SUMMARY

The objective of this chapter was to provide a broad descriptive basis
for examining local secure facilities and the inmates held in them in the
62 jail systems. Later chapters should be read with consideration of the crime
and demographic statistics described in this chapter.

A few jail systems appear to account for much of the reported and verified
crime occurring in all of the areas served by the 62 jail systems during 1975.

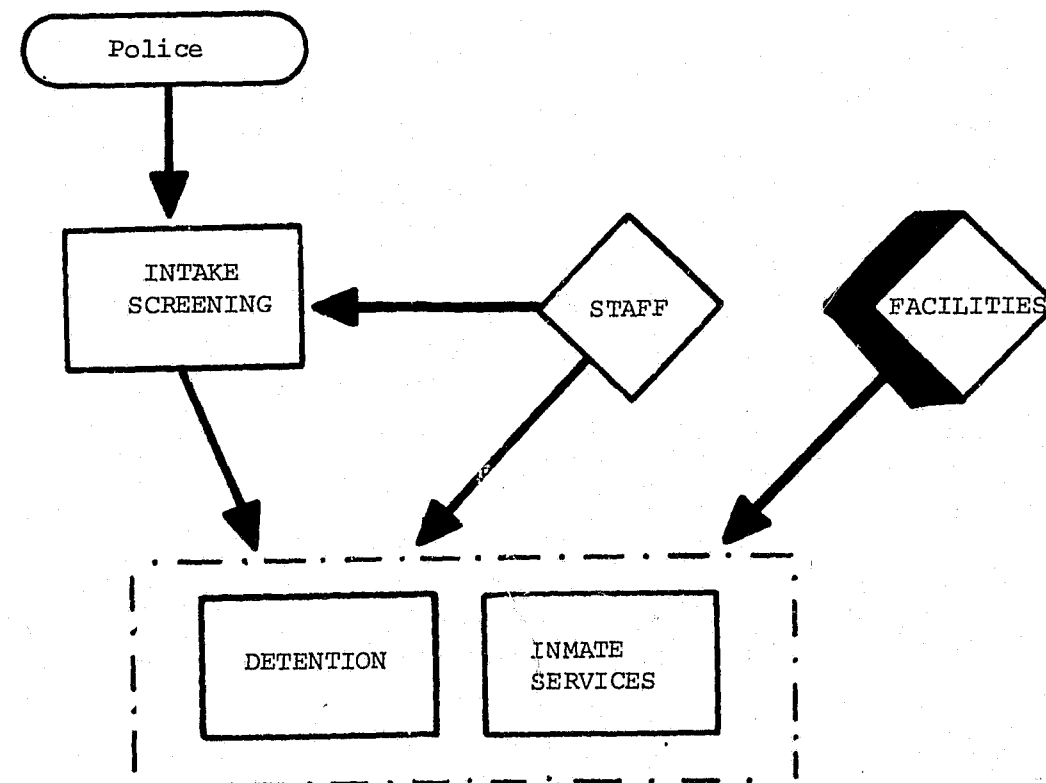
Property crimes such as burglary, auto theft, shoplifting, etc.
occurred much more frequently than crimes against persons. The highest
incidence of crime, both property and violent, occurred in metropolitan
areas.

Those areas served by the jail systems having the highest number of
crimes also had the highest number of arrests during 1975.

Most of the jail system service areas having the highest incidence
of crime also had the highest population. Apparently the percentage of
the population between 15 and 25 years and rates of unemployment are not directly
related to the incidence of crime, probably due to the small amount of
variation in these statistics among the 62 jail system service areas.

The counties having the highest assessed valuation (tax base) also
generally had the highest operating expenditures. There are marked
differences among counties in levels of corrections expenditures.

THE FACILITIES



Preceding page blank

INTRODUCTION

This chapter concerns the facilities included in the 62 jail systems. It consists of a discussion and analysis of a variety of statistics describing facilities on a statewide and system level. The data for this section were gathered from evaluation reports of the Inspection and Enforcement Unit of the Department of Corrections, from the Department of Corrections' Proposed Guidelines for Jail Facilities, 1976, from results of the Survey of Jailing Practices, (See Appendix D) and through individual contact with many of the personnel administering the facilities.

The following descriptive statistics will be discussed in this section:

- classification of main facility
- total number of cells - overall and by security level (maximum, medium, minimum)
- total number of beds - overall and by security level
- ability to separate inmate groups
- age of facilities
- compliance ratings - both overall and for physical condition

Preceding page blank

The preceding statistics will be used to illustrate variation among the 62 systems. The results of such analysis will provide the basis for identifying the factors having the greatest impact on the local secure facilities included in the study area.

The following definitions should be taken into consideration when reading this chapter. Please refer to the introductory chapter for a more complete discussion.

Jail System - consists of one or more facilities in one or more counties which, taken together, provide for the detention of pre-trial clients, short term sentenced offenders and long term sentenced offenders.

Main Facility - is the single facility in each system which provides the broadest range of security services.

FACILITY CLASSIFICATION

There is a wide variation in conditions and use among the facilities comprising the 62 jail systems. Some of these facilities have either been legally condemned by the Minnesota Department of Corrections (DOC) or are facing condemnation within the next year. Other facilities are in substantial compliance with standards set by the DOC, providing adequate services and custodial care for a wide range of types of inmates. Some counties operate only small holding facilities or lockups and send the majority of their long term, pre-trial detainees and sentenced offenders to another county for detention.

Minnesota Statutes* define jails in broad terms, specifying general standards regarding inmate welfare, supervision of prisoners, record keeping, etc. These facilities are to be constructed and maintained at the expense of the county. Lockups are also described in Minnesota Statutes.**

*Chapter 641, Minnesota Statutes 1975
**Chapter 642, Minnesota Statutes 1975

They are constructed and maintained by municipal governments for the confinement of persons charged with offenses against city ordinances and bylaws. They may also be used for the temporary detention of any prisoner under arrest.

Due to the wide variety of types of local secure facilities in Minnesota, the DOC has defined seven categories of local secure facilities which differ, somewhat, from the definitions of county jails and lockups in Minnesota Statutes. These categories and their definitions provide the basis for a more accurate assessment of each facility. Four of the seven categories apply to the types of facilities analyzed in this report: holding facilities, lockups, jails and unclassified facilities.*

Each year, all local secure facilities are inspected by the DOC, the city health officers or the sheriffs.** These inspection reports, in addition to information concerning operational practices, facility limitations, statutory limitations and the actual usage of each facility, provide the basis for classifying facilities into one of the four groups. In 1975, 108*** facilities were classified as follows:

Holding facilities are solely for the detention of persons (adult and juvenile) for not more than 24 hours, excluding holidays and weekends. Forty-three, or 40%, of the facilities in the area studied were classified as holding facilities.

Lockups are local facilities used for the confinement of adults for not more than 21 days (sentenced and unsentenced) and for juveniles as

*The other three categories are Adult Corrections Facilities, Juvenile Detention Facilities and Juvenile Treatment Facilities.

**There were 30 of these facilities in 1975 in the study area.

***In 1975, there were a total of 115 facilities in the study area.

Seven of these either were not open in 1975 or held very few persons.

prescribed in Minnesota Statute 260.171 (Subd. 2).^{*} Offenders serving Huber Law sentences are exempt from the 21 day limitation. In 1975, 23 local secure facilities were classified as lockups (21% of the total number of facilities).

Jails are local facilities used for indefinite periods for the pre-trial detention of adults, for adults serving sentences for up to a maximum of one year and for the detention of juveniles as prescribed previously for lockups. Adults awaiting court disposition in such facilities are to be processed in accordance to the Supreme Court's New Rules of Criminal Procedure.^{**} Twenty-nine local secure facilities, or 27% of the total, were classified as jails by the DOC in 1975.

Unclassified facilities are county operated facilities, presently functioning as holding facilities, lockups or jails, and based on findings of the Inspection and Enforcement Unit have deficiencies and/or limitations of such a magnitude that they are improperly classified in any of the above categories. In 1975, 13 facilities were unclassified, two of which were legally condemned.^{***}

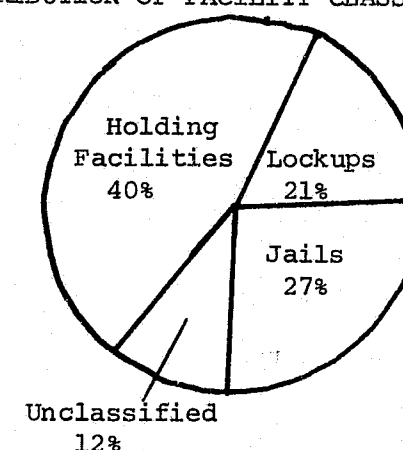
^{*}Minnesota Statute 260.171 (Sub. 2) - The court must be notified as soon as possible when a child is being detained (if release to parents, guardian or custodian is not made). Detention shall not be over 24 hours, excluding weekends and holidays, unless an order for detention is signed by a judge or referee. No child should be held longer than 48 hours without having a petition filed. Relocation on the advice of the Commissioner of Corrections may take place if detention is for longer than 48 hours unless the child is to be certified. See Appendix J for actual statutory terms.

^{**}For details of these provisions, see Minnesota Rules of Court, 1976.

^{***}Minnesota Statutes chapters 641, 642 provide for the condemnation of a local secure facility. A district court judge may, on the recommendation of a grand jury, on his own motion, or on the recommendation of the Commissioner of Corrections, legally condemn a facility, restricting its use to 24 hour holding only. The Hubbard County Jail was condemned in April, 1976. The Chisago County Jail was condemned in 1974 and closed part of 1975.

FIGURE 3-1

DISTRIBUTION OF FACILITY CLASSIFICATIONS



For a complete listing of all facilities classified in the preceding categories, see Appendix K.

The DOC classification categories assist in describing the operation and use of most of the local secure facilities studied in this project. But, because these classifications were not legally binding in 1975, some of the facilities did not actually function within the restrictions of their classification.

For example a facility that was classified in 1975 as a holding facility in reality operated as a jail. Contrary to the 24 hour detention limit prescribed in the definition of a holding facility, this particular facility regularly held many persons for a much longer period of time, both sentenced and unsentenced.

Within the 62 jail systems, 33 of the main facilities were not classified as jails in 1975. Of these, eleven of the main facilities were unclassified, two were classified as holding facilities (by definition restricted to 24 hour detention), and 20 were classified as lockups (limited, except for Huber Law persons, to 21 days detention). Only 47%, or 29, of the main facilities in the 62 jail systems were actually classified as jails by the DOC in 1975. It is important to note that the classification process is a dynamic one; since 1975, the classification of many facilities has changed.

SECURITY LEVELS

Detention cells in jailing facilities fall into one of three categories: maximum security, medium security and minimum security. These security levels are primarily defined by 1) the number of barriers between the inmate and the exterior environment and 2) the type of inmate being detained. It is to be expected that persons held in maximum security are considered more dangerous (either to themselves or others) than those persons held in minimum security areas. The information in this section was obtained from the Survey of Jailing Practices.*

In Table 3-1, it can be seen that over half of the total bed capacity** of the 62 jail systems is maximum security. On the other hand, only 16% of the total bed capacity is minimum security.

TABLE 3-1

STATEWIDE BED CAPACITY BY SECURITY LEVEL

SECURITY TYPE	# OF BEDS	% OF TOTAL CAPACITY
Maximum	958	52%
Medium	589	32
Minimum	306	16
TOTAL:	1,853	100%

*See Appendix D for the survey instrument.

**Total beds is the best available measure of capacity. The reader should note however, that sometimes beds are crowded into cells creating "substandard" conditions. Thus the "desirable" capacity may be somewhat less than the total bed capacity.

Maximum Security

Maximum security areas in most facilities provide the greatest degree of security for the control and separation of prisoners (standards specify two barriers between inmates and exterior areas). Inmates held in these areas should be those considered dangerous or uncontrollable or so "unfamiliar as to enable no reasonable assessment" of above.* Table 3-2 displays the total number of maximum security beds and cells in the study area and, the average number of beds and cells. The large difference between the mean and median indicates that a few of the jail systems have a much larger bed capacity at this security level, but most have capabilities of 8 beds or less.**

TABLE 3-2

MAXIMUM SECURITY BEDS AND CELLS

	TOTAL	MEAN	MEDIAN
Beds	958	12.6	7.7
Cells	503	6.6	3.1

*This definition and those to follow for medium and minimum security were obtained from information in the National Sheriffs' Association pamphlet and from Guidelines for the Planning and Design of Regional and Local Correctional Centers for Adults by the National Clearinghouse Criminal Justice Planning and Architecture. Specific descriptions for each level of security are provided in the DOC's Proposed Guidelines, pages 77-92.

**Twenty-four jail systems have no maximum security beds. If the mean is calculated for only those jail systems with bed capacity at this security level, the average number (mean) of beds is 18.

Table 3-3 illustrates the variation among the 62 jail systems in maximum security bed capacity. Maximum security beds are expressed as total beds at this security level and as a percentage of the total bed capacity in each system.

TABLE 3-3

MAXIMUM SECURITY: EXTREMES IN
TOTAL BED CAPACITY

JAIL SYSTEMS WITH HIGHEST MAXIMUM SECURITY BED CAPACITY	TOTAL BEDS	% OF TOTAL CAPACITY
1. St. Louis	177	75%
2. Dakota	65	92
3. Winona	48	100
4. Anoka	46	70
5. Stearns	44	96
JAIL SYSTEMS WITH LOW MAXIMUM SECURITY BED CAPACITY ^a		
58. Kandiyohi	4	8
59. LeSueur	4	20
60. Houston	4	24
61. Yellow Medicine	2	13
62. Wright	2	6

^aThis reflects the 5 lowest maximum security bed capacities of those having a maximum security level. Sixteen jail systems had no maximum security capacity in 1975: Douglas, Faribault, Hubbard, Isanti, Kanabec, Lyon, Meeker, MilleLacs, Pennington, Pine, Pipestone, Redwood, Renville, Scott, Sherburne, and Sibley. Meeker, MilleLacs and Pennington will have new facilities in 1976.

Of those systems which have maximum security, the total number of maximum security beds ranges from 177 beds in the St. Louis jail system to only 2 beds in the Wright and Yellow Medicine jail systems. The percentage

of maximum security beds to total bed capacity is highest in the Winona jail system at 100%, lowest in the Wright jail system at 6%.

Medium Security

Medium security cells still provide a considerable degree of physical control, but leave only one barrier between prisoners and exterior areas. Table 3-4 illustrates the total number of cells and beds in the 62 jail systems. Both mean and median statistics are included due to the fact that a few facilities have many more minimum security beds than most of the other facilities.

TABLE 3-4

MEDIUM SECURITY BEDS
AND CELLS

	TOTAL	MEAN	MEDIAN
Beds	589	7.4	2.8
Cells	306	3.9	2.8

The typical jail system has the capacity to hold about 3 inmates in medium security beds. Note that this average is considerably lower than that at the maximum security level.

While none of the jail systems has over 70% of their total bed capacity at this level (3 systems had over 90% of their total bed capacity in maximum security), there is still a great deal of difference among the various jail systems between the total number of beds and the percentage of total capacity at this security level. Table 3-5 demonstrates these differences.

TABLE 3-5

MEDIUM SECURITY: EXTREMES IN
TOTAL BED CAPACITY

JAIL SYSTEMS WITH HIGHEST MEDIUM SECURITY BED CAPACITY	TOTAL BEDS	% OF TOTAL CAPACITY
1. St. Louis	58	24%
2. Washington	31	55
3. Becker	30	63
4. Blue Earth	30	55
5. Nobles	23	68
JAIL SYSTEMS WITH LOWEST MEDIUM SECURITY BED CAPACITY ^a		
58. Otter Tail	4	13
59. Lac Qui Parle	4	24
60. Crow Wing	4	17
61. Isanti	3	33
62. Houston	3	18
PERCENTAGE OF JAIL SYSTEMS LACKING BED CAPACITY AT THIS LEVEL OF SECURITY		
		29%

^a These are the 5 lowest jail systems, of those having a medium security level. Eighteen systems do not have any capacity at this security level: Anoka, Brown, Carlton, Faribault, Koochiching, Lincoln, McLeod, Morrison, Mower, Nicollet, Polk, Rice, Stearns, Todd, Wabasha, Wadena, Wilkin, Winona.

Minimum Security

There is only nominal physical security for inmates held in minimum security areas. One barrier separates inmates from exterior areas.

Frequently minimum security has no separate, locked cells for sleeping, as is usually the case in medium and maximum security. Minimum security areas may be dormitories - sleeping 4 or 5 persons, rather than one or two bed cells. Minimum security areas are frequently used to hold inmates on work release (Huber law).

Table 3-6 illustrates the lack of minimum security bed capacity in most jail systems. In the typical jail system where 8 beds are available in maximum security, there is only 1 bed (or less) available in minimum security.

TABLE 3-6

MINIMUM SECURITY BEDS
AND CELLS

	TOTAL	MEAN	MEDIAN
Beds	306	3.9	.45
Cells	102	1.3	.45

Table 3-7 further illustrates the overall lack of minimum security capacity among the 62 systems. Eighteen systems have less than 10 beds at this security level. Twenty-eight systems (45%) have no minimum security bed capacity at all.

TABLE 3-7

MINIMUM SECURITY: EXTREMES IN
TOTAL BED CAPACITY

JAIL SYSTEMS WITH HIGHEST MINIMUM SECURITY BED CAPACITY	TOTAL BEDS	% OF TOTAL CAPACITY
1. Mower	32	46%
2. Kandiyohi	24	48
3. Anoka	20	30
4. Martin	20	38
5. Roseau	18	53
JAIL SYSTEMS WITH LOWEST MINIMUM SECURITY BED CAPACITY		
58. St. Louis	2	1
59. Nobles	2	6
60. Nicollet	2	11
61. Lyon	2	8
62. Becker	2	4
PERCENTAGE OF JAIL SYSTEMS LACKING BED CAPACITY AT THIS SECURITY LEVEL		45%

^aIncludes only those systems having a capacity to hold inmates at this security level. Twenty-eight systems have no minimum security capacity: Aitkin, Brown, Carlton, Cass, Chippewa, Dakota, Douglas, Hubbard, Kanabec, Lincoln, McLeod, MilleLacs, Morrison, Otter-Tail, Pennington, Pine, Pipestone, Polk, Redwood, Renville, Rice, Scott, Sherburne, Sibley, Todd, Wadena, Wilkin, and Winona.

OVERALL CAPACITY

The overall capacity of a jail system is the sum of all beds in all facilities within that system.* Some of these beds may be in 24 hour holding facilities. In such cases, only part of the total bed capacity is available for long-term detention of inmates.

Table 3-8 illustrates the mean and median number of cells and beds in the 62 jail systems. As in the tables for the various security levels, both of these statistics are shown due to the very large number of beds in a few of the jail systems.

*It should be noted that some facilities have beds that are never utilized due to lack of support or service space.

TABLE 3-8

OVERALL CAPACITY: BEDS
AND CELLS

	TOTAL	MEAN	MEDIAN
Beds	1,847	29.7	21.5
Cells	911	14.8	10.2

Table 3-9 demonstrates the great difference among the 62 jail systems with regard to total bed capacity. It should be noted that all five of the jail systems with the lowest total capacity have main facilities that do not operate as jails. (See Appendix K for a list of their classification in 1975).

TABLE 3-9

OVERALL CAPACITY: EXTREMES IN
TOTAL BED CAPACITY

JAIL SYSTEMS WITH HIGHEST TOTAL BED CAPACITY	TOTAL BEDS
1. St. Louis	222
2. Dakota	71
3. Anoka	66
4. Washington	56
5. Blue Earth	55
JAIL SYSTEMS WITH LOWEST TOTAL BED CAPACITY	
58. Lincoln	8
59. Kanabec	8
60. Redwood	7
61. Sibley	6
62. Pennington ^a	5

^aIn 1975, the Thief River Falls holding facility acted as the jailing facility for Pennington County. There will be a new facility opening in 1976 for Pennington.

SEPARATION OF INMATES

Separation of inmates is not only necessary between security levels but also within security levels. Separate living spaces, sanitation facilities, activity spaces, cell units and detention rooms should be provided to properly separate various groups of inmates from one another.* According to the DOC proposed jail standards**, facilities must detain the following groups in separate living areas:

- male from female
- witnesses, traffic violators, first "offenders", non-support and contempt cases from those held or charged with criminal offenses
- minors from adults
- persons held awaiting trial from other prisoners

These standards, though applicable to all local secure facilities, are most important for those facilities regularly holding inmates in most of the above groups.

Administrators of local secure facilities were asked to list the number of inmate groups that could be separated out of sight and out of hearing from one another. Their responses indicated an overall inability on the part of a majority of the facilities to separate more than two different groups of inmates at any one time by sight and sound. This means that in most facilities, persons awaiting trial can be separated from those held under sentence only when there are no women or juveniles

*Minnesota Statutes 641.14, 641.15, and 636.07 detail the groups of inmates that should be held in separate areas of a local secure facility.

**These standards take into consideration the specifications in Minnesota Statutes regarding separation of inmate groups. See Proposed Jail Standards 1976, Minnesota Department of Corrections, p.27.

being held. Or, if both juveniles and adults are being held, those adults awaiting trial cannot be separated (by sight and sound) from persons under sentence.

Of the main facilities in the 62 jail systems, 5* can hold up to 5 different groups of inmates in separate living areas at any one time. On the other hand, 15 main facilities cannot provide separate living areas for even 2 groups of inmates at the same time.** (See Appendix K for a complete listing of ability to separate inmate groups in main facilities.

AGE OF FACILITIES

The age of each of the 62 main facilities is a good indicator of physical condition. With some exceptions, older facilities have more physical plant and equipment deterioration which often creates problems in security and separation capabilities.

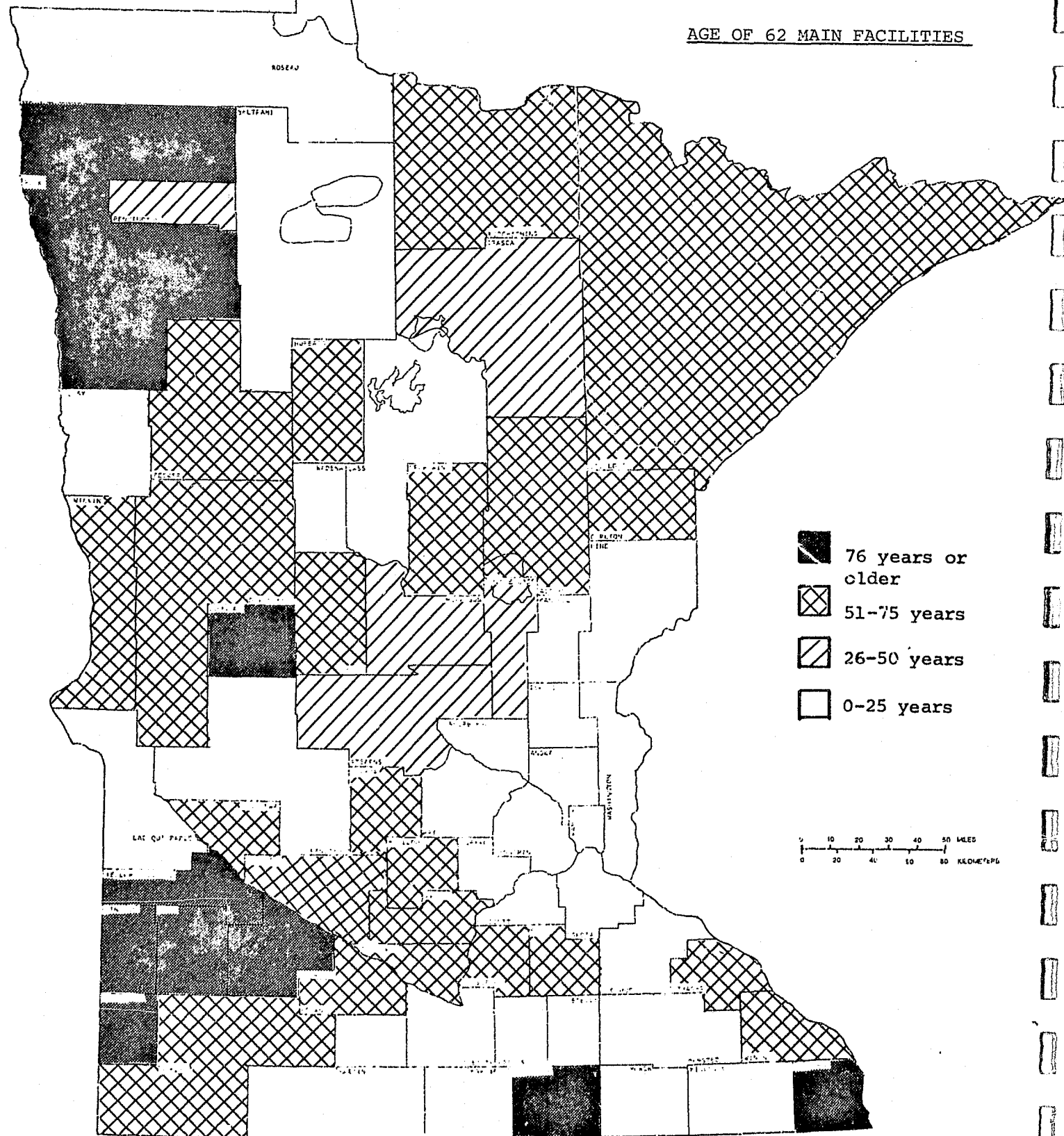
Of the 62 main facilities, half (31) are more than 50 years old. Of this group over 50 years old, 11 main facilities are over 75 years old. The need for new main facilities in many of these jail systems is illustrated by the fact that 20 of the 31 counties which administer these facilities are at some stage of planning remodeling or new construction, including the 2 oldest main facilities in Lyon and Houston counties (See Map 3-1)

*Blue Earth, Goodhue, Mower, St. Louis, and Washington County Jails.

**Aitkin, Brown, Crow Wing, Faribault, Houston, Isanti, Itasca, Kanabec, Koochiching, Ottertail, Pine, Renville, Wadena & Wilkin County Jails and the Thief River Falls holding facility for Pennington County.

MAP 3-1

AGE OF 62 MAIN FACILITIES



PREPARED BY THE MINNESOTA STATE DEPARTMENT OF CORRECTIONS, 1976

SPA BASE MAP #1

FACILITY RATINGS

The Department of Corrections has the responsibility, by statute, to oversee all secure facilities administered by local units of government. Seventy-eight of the 108 facilities are actually inspected by the Inspection and Enforcement Unit of the DOC.* The ratings for only the main facilities in each jail system will be discussed in this chapter.

Each facility inspected by the Department of Corrections is given an overall rating based on its compliance with standards set by the DOC. These standards include administration, record keeping, and maintenance; minimum requirements for inmate welfare such as food service, sanitation and inmate programming; requirements pertaining to the design of the detention area of the facility such as cell square footage allowances per inmate and security precautions.** These general areas each have their own set of specific standards. Facilities are given ratings for each category based on their compliance with the standards. They are also given overall compliance ratings. There are different standards set for each type of facility, i.e. jails, lockups, and holding facilities. Generally, facilities are given ratings based on their compliance with standards for their particular classification. For example, a facility classified as a lockup is rated on the basis of its compliance with standards for lockups. In some cases, though, facilities are classified as lockups

*Thirty facilities administered by municipal governments which do not hold inmates for the county are inspected by local health officers. This report is then sent to the DOC.

**There are 8 categories with separate standards for each category: administration, records, inmate welfare, security, program, plant and construction, plant maintenance, and food service.

or holding facilities but are given ratings on the basis of their compliance with standards set for jails. An example of this would be a facility which, due to its physical condition or operation is classified as a lockup, but continues to hold both unsentenced and sentenced persons for longer than 21 days. Thus, they are rated as jails because they operate as jails.

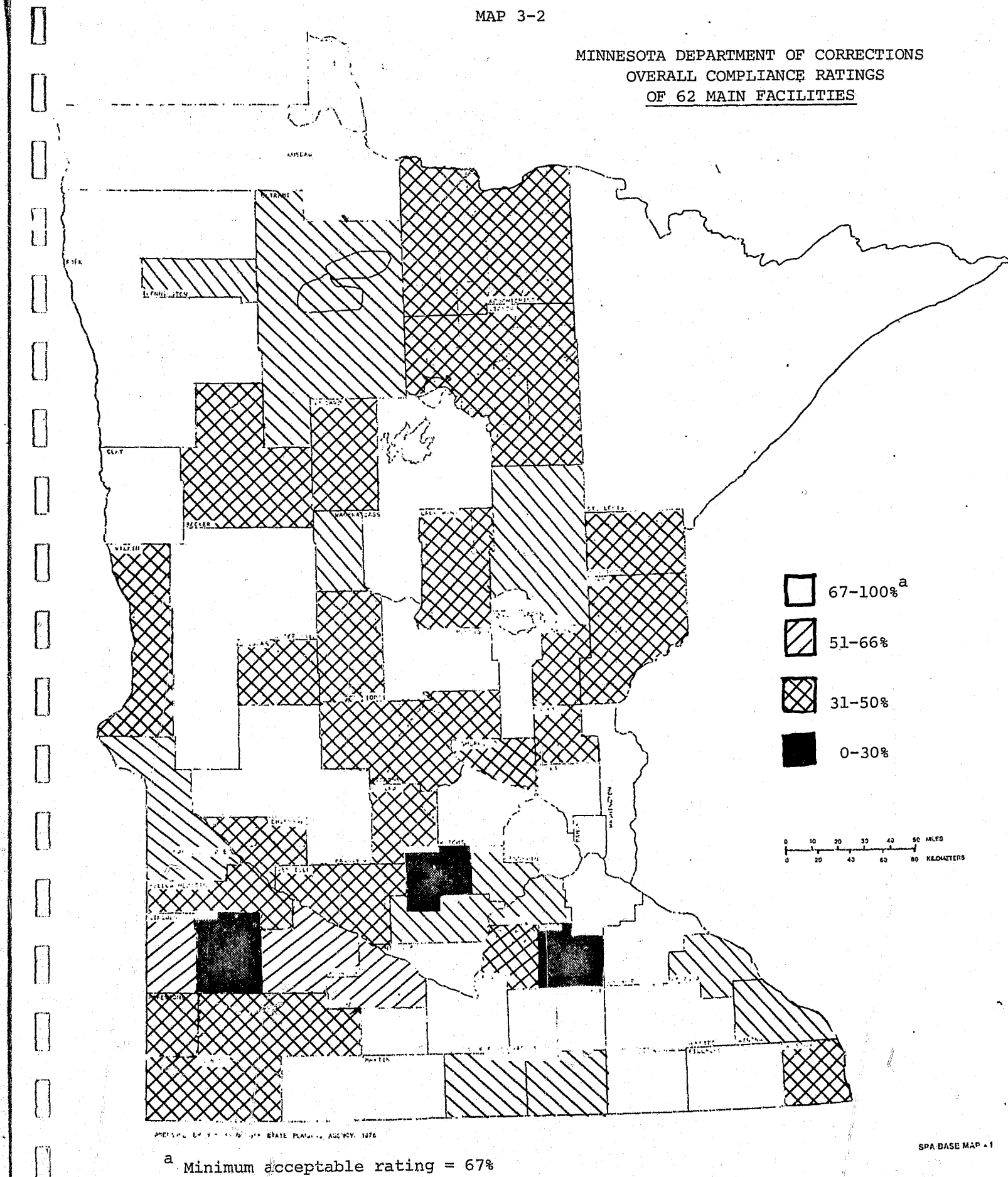
The minimum acceptable compliance rating is 67%. Table 3-10 illustrates the extremes among the 62 main facilities with regard to their compliance with DOC standards (See Map 3-2). The average overall compliance rating score of all 62 main facilities is 52%, well below the 67% minimum compliance. This low average is a result of the fact that 73% of the main facilities have overall compliance rating scores under 67%.

TABLE 3-10
OVERALL COMPLIANCE RATING SCORES
FOR MAIN FACILITIES

COUNTY	RATING SCORES
HIGH COMPLIANCE RATINGS	
1. Clay	88
2. Dakota	84
3. Olmsted	82
4. Roseau	82
5. Washington	81
6. Goodhue	81
LOW COMPLIANCE RATINGS ^a	
58. Hubbard	37
59. McLeod	28
60. Lyon	28
61. Rice ^b	26
62. MilleLacs ^b	21

^aAll of the five main facilities with the lowest compliance rating score were rated as jails in 1975. Of these 5, only Rice and Mille Lacs county jails were actually classified as jails in 1975.

^bThese two facilities will be replaced in 1976.



Further investigation into results of the DOC's evaluation of local secure facilities re-emphasizes the extent of the deterioration in many of the 62 main facilities. If just one of the rating categories is examined, "plant and construction", it becomes even more apparent that either extensive remodeling or replacement is needed in many cases. The standards included in this category pertain to the size of cells and living areas, materials used in construction (walls, ceilings, bars, etc.) heating, ventilation, etc. Table 3-11 illustrates the ranges of compliance rating scores in the plant and construction category (see Map 3-3).

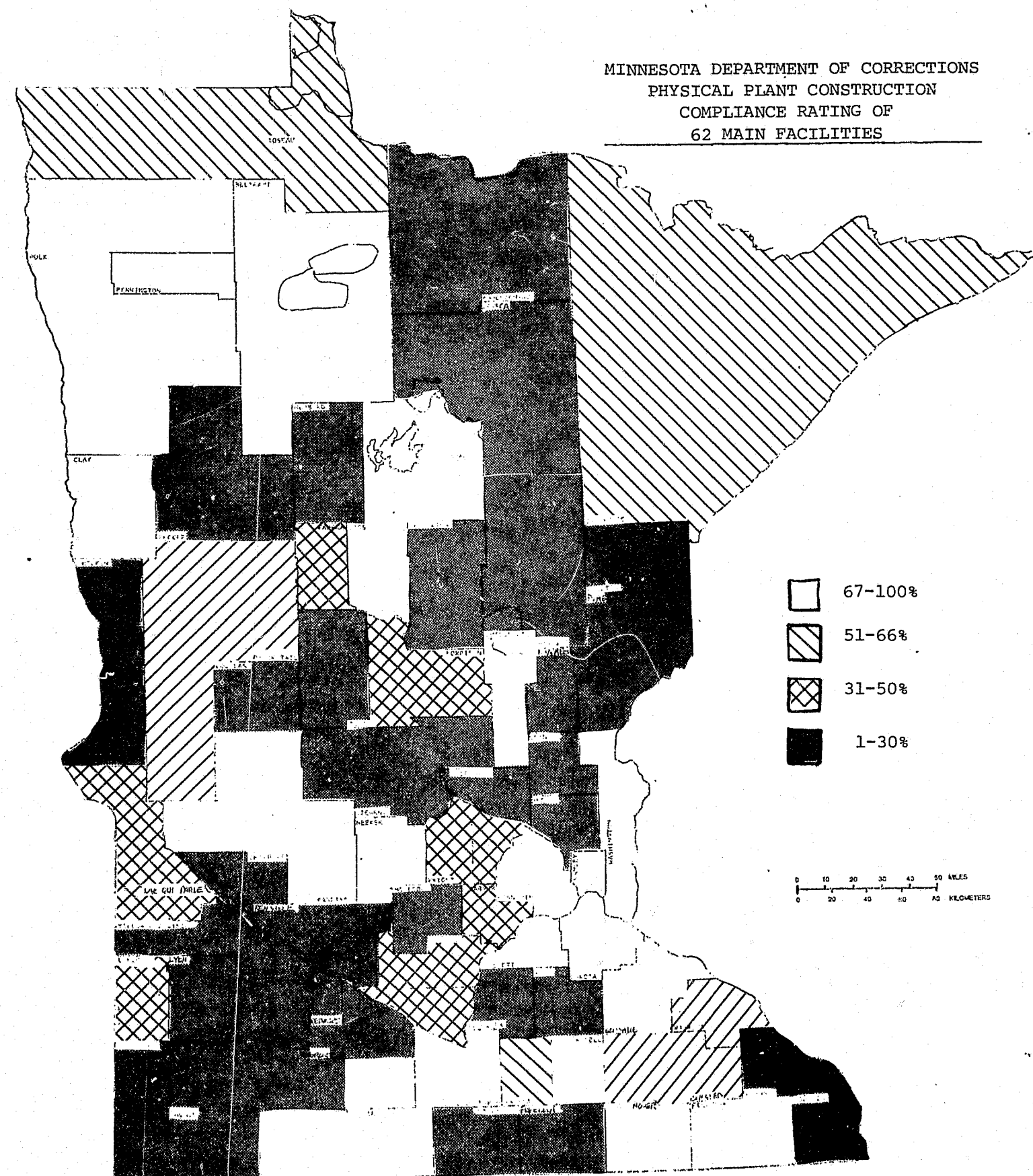
TABLE 3-11
PLANT AND CONSTRUCTION COMPLIANCE RATING
SCORES OF MAIN FACILITIES

RANGES IN COMPLIANCE RATING SCORES	NUMBER OF FACILITIES	PERCENT OF TOTAL NUMBER
67% to 100%	14	23%
50% to 67%	7	11
25% to 50%	6	10
0 to 25%	34	55
TOTAL:	61 ^a	99%

^aThe Thief River Falls Holding Facility is not included in this list. Refer to Figure 1 for a statewide map of these ratings in Appendix .

MAP 3-3

MINNESOTA DEPARTMENT OF CORRECTIONS
PHYSICAL PLANT CONSTRUCTION
COMPLIANCE RATING OF
62 MAIN FACILITIES



SUMMARY

There is a preponderance of maximum security beds in Minnesota jails. Fifty-two percent of the total bed capacity of the 62 systems is maximum security. Forty-five percent of the systems have no minimum security bed capacity. Many of the main facilities haven't the capacity to separate groups of inmates from each other. Twenty-four percent of the main facilities cannot hold two groups of inmates in separate living areas at the same time.

Many of the main facilities are in poor condition. Seventy-three percent of the main facilities had compliance rating scores of less than 67%, the minimum acceptable score. Only half the main facilities are classified as jails.

CHAPTER 4

THE INMATES

INTRODUCTION

This chapter will discuss three kinds of information relating to inmates.

First, basic demographic characteristics of the 1975 Minnesota jail population will be presented. Included will be numbers of persons held and average daily populations for all inmates and for women and juveniles. Also included will be basic descriptive data concerning inmates' community ties, education, employment, and prior criminal records.

A second kind of information discussed concerns the nature and circumstances of the incarceration of those held. Included will be breakdowns by legal status (pretrial, under sentence, other), offenses charged, and length of detention.

The third kind of information discussed will be descriptors of jail use which relate inmates to the other elements of the jail system discussed in the previous chapters - crime and demographic characteristics of service

areas and the facilities. Included in this section will be three descriptors of jail use: the ratio of average daily population (ADP) to facility capacity, the ratio of persons held to service area population, and the ratio of persons held to reported crime. Finally, based on relationships discovered between inmate populations and service area population, projections will be made of future jail populations.

INMATE DEMOGRAPHICS

Total Persons Held

The Minnesota jail systems studied held nearly 38,000 persons during 1975. Eight systems which held more than 1,000 persons each (see Table 4-1) accounted for 40% of all those held.* Ten jail systems held fewer than 200 persons during 1975. Seven of the ten, including the six lowest, are in southwestern Minnesota. The "typical" system studied (median of the 62) held 476 persons.

*Appendix L displays total number held for 62 jail systems.

TABLE 4-1

TOTAL PERSONS HELD
(Highest and Lowest Jail Systems)
Statewide Total = 38,985

<u>JAIL SYSTEM</u>	<u># HELD</u>
1. St. Louis	3027
2. Anoka	2677
3. Dakota	2036
4. Olmsted	2015
5. Washington	1546
6. Blue Earth	1497
7. Stearns	1180
8. Clay	1007
Mean of 62 Systems	629 ^a
Median of 62 Systems	476 ^a
53. Kanabec	190
54. Todd	172
55. Lac Qui Parle	171
56. Wabasha	164
57. Chippewa	159
58. Redwood	106
59. Pipestone	106
60. Sibley	99
61. Renville	85
62. Lincoln	40

^a Difference between mean and median indicates that a few systems held many more but that the majority held fewer than the 629 mean value.

Average Daily Population

The total annual average daily population* (ADP) of inmates held in the systems studied was 613 persons in 1975. Seven jail systems which had ADP's larger than 20 inmates each (see Table 4-2) held more than one-third of the total statewide ADP.** Seven small systems, all in southwestern Minnesota, each held fewer than two inmates on an average day in 1975. The typical system (median of the 62) held 6.5 inmates on an average day.

TABLE 4-2

AVERAGE DAILY POPULATIONS
(Highest & Lowest Jail Systems)
Statewide ADP = 612.9

<u>JAIL SYSTEM</u>	<u>ADP</u>
1. St. Louis	59.1
2. Anoka	38.2
3. Olmsted	25.6
4. Washington	25.6
5. Itasca	23.9
6. Dakota	21.9
7. Blue Earth.	21.1
Mean of 62 Systems	9.9
Median of 62 Systems	6.5
56. Lac Qui Parle	1.9
57. Pipestone	1.3
58. Redwood	1.3
59. Sibley	1.3
60. Yellow Medicine	1.3
61. Renville	0.8
62. Lincoln	0.6

*Annual average daily population = total prisoner days for year ÷ 365.
**Appendix L displays ADP for 62 jail systems.

Women Held

One of ten Minnesota jail inmates in 1975 was a woman. The nearly 4,000 women held were dispersed among all of the 62 jail systems studied. The five systems which held more than 200 women each (see Table 4-3) accounted for one-third of the women held.* Seven systems held fewer than ten women each.

TABLE 4-3

WOMEN HELD
(High & Low Jail Systems)
Statewide Total = 3855

<u>JAIL SYSTEM</u>	<u>WOMEN HELD</u>
1. Olmsted	314
2. Dakota	271
3. St. Louis	254
4. Anoka	228
5. Blue Earth	210
Mean of 62 Systems	62.2
56. Renville	9
57. Todd	9
58. Wabasha	9
59. Pipestone	7
60. Redwood	4
61. Sibley	3
62. Lincoln	2

*Appendix M summarizes data describing women held in all systems.

Jail systems which were not among the highest in numbers of women held but did hold relatively high percentages of women prisoners were Beltrami (22% women), Houston (16%), and Becker (15%).

While women represented 10% of the total persons held, because of their generally shorter stays they comprised only 4% of the statewide average daily population. On an average day in 1975 only 24 women were held in all the systems studied. Only six systems held at least one woman on an average day; only St. Louis held two women on an average day. Women prisoners contributed an almost negligible portion of the total ADP in nearly half of the 62 systems.*

Juveniles Held

Juveniles are to be held in adult detention facilities only in carefully specified circumstances.** Nevertheless, nearly 6,800 (17%) of all persons held in the adult facilities studied were under the age of eighteen.

Seven systems held more than 200 juveniles each and together accounted for 35% of the juveniles held (see Table 4-4).*** Ten systems held 25 or fewer juveniles during 1975. The typical system studied (median value) held 79 juveniles in the course of the year.

Several systems held an unusually large percentage of juveniles compared to their total prisoner populations. Systems holding more than 30%

*Appendix M displays the percentage and ADP as well as the number of women prisoners for all 62 systems.

** See Appendix J for relevant state and federal statutes.

***Data on detention of juveniles is displayed for all systems in Appendix M.

TABLE 4-4

JUVENILES HELD
(Highest & Lowest Systems)
Statewide Total = 6794

<u>JAIL SYSTEM</u>	<u>NO. OF JUVENILES HELD</u>
1. Olmsted	642
2. Dakota	373
3. Washington	331
4. Freeborn	290
5. Beltrami	281
6. Blue Earth	249
7. Anoka	245
Mean of 62 Systems	109.6
Median of 62 Systems	78.5
53. Renville	25
54. Todd	20
55. Chippewa	19
56. Clay a	18
57. Pipestone	18
58. Sibley	16
59. Wabasha	5
60. Lincoln	4
61. Wright	3
62. Redwood	0

a Clay County is also served by the Northwest Regional Juvenile Detention Center which is not included in the report.

juveniles were Beltrami, Crow Wing, Freeborn, Goodhue, Meeker, Olmsted, Waseca, and Winona. It is not apparent why these particular jail systems held such large percentages of juveniles.

Juveniles comprised 7% of the average daily population held statewide in the facilities studied. Forty-four juveniles were held on an average day in the adult detention facilities outside of Hennepin and Ramsey Counties. Only four systems held more than two juveniles on an average day in 1975; 17 of the 62 held more than one juvenile; 18 of the systems held less than 0.1 ADP of juveniles.* The typical jail system studied had a juvenile ADP of less than one.

Race of Persons Held

In the sample of 415 inmates surveyed in 14 randomly selected jail systems,** 91% of those surveyed were identified as white, 8% were American Indians, and 1% were black. Since the sample was drawn at random, these proportions are likely valid for the inmate population of all the facilities studied.*** Among the general population in the area studied, approximately .1% are black and .6% are Indian.****

CLIENT CHARACTERISTICS

Basic inmate descriptive information not available in existing data sources was gathered as part of the Client Characteristics Survey.

*See Appendix M.

**Page 19 and Appendix F. This information is not now collected in DOC reports.

***Recall that Hennepin and Ramsey Counties were not included.

****1970 Census.

The survey of 415 inmates held in 14 randomly selected facilities was conducted in July and August of 1976. While several of the questions were designed to evaluate the pretrial release qualifications of the inmates, these questions also served the purpose of describing important characteristics of the inmate population. These questions and the inmates' responses to them are reported in full in Appendix N. The following discussion will highlight some of the findings.

Residence

Eighty percent of the inmates surveyed lived in the county where they were being detained or in a neighboring county. Three of five had lived at their present address for more than one year. One of five, however, had been at his/her current address less than three months; one percent of those surveyed reported no permanent address. Four of five had lived in the same area for more than five years.

Two-thirds of those surveyed reported that they lived with members of their immediate family. Those living with non-family and living alone each represented 15% of the inmates surveyed.

Education and Employment

Thirty-six percent of the inmates surveyed had not completed high school. Eight percent had attended college; 2% were college graduates; 5% had completed some kind of vocational training. Of those surveyed, 13% were enrolled in a school or vocational program at the time of their incarceration. Of those between the ages of 18 and 21, 40% had not completed high school.

Four of ten inmates surveyed were unemployed. Three of ten, however, had been at their current jobs for more than a year. One percent of those surveyed reported themselves housewives. Among the general population in the area studied, the 1975 unemployment rate was approximately 5%.*

Over half of the inmates surveyed were reported to have a prior record of misdemeanor or felony convictions. Fifteen percent had previous felony convictions.

INCARCERATION DESCRIPTORS

Legal Status

The inmate data collected and disseminated by the Department of Corrections** distinguishes two categories of legal status among adults held — sentenced and non-sentenced. A further step taken by this study was to distinguish, among the non-sentenced, those held awaiting trial from those held for other reasons.*** This "other" or miscellaneous category of inmate legal status includes inmates held for the following reasons:

- on a warrant from outside the jurisdiction
- for parole or probation violation
- pending probate court hearing
- as lodgers (sleepers) only
- in transit (with another authority)

There is great utility in distinguishing this third miscellaneous category of inmates. Important information about those held awaiting trial may be lost or diluted when these persons are grouped together

*State Department of Employment Services.

**The annual Report of Persons Released from Local Corrections Facilities.

***A careful selection of combinations of "Reason Held" and "Reason Released" reported on DOC Form 294 (Appendix B) distinguished the two groups of non-sentenced detainees.

with non-sentenced inmates held for other reasons. Differences between the two groups of non-sentenced inmates in such descriptive statistics as average length of stay and proportions of accused felons and violent offenders confirm the fact that two distinct types of inmate are involved. The result is thus three categories of adult inmates held in Minnesota detention facilities -- pretrial detainees, sentenced offenders and adults of other legal status.

1. Held Awaiting Trial

By far the majority of persons held in Minnesota jailing facilities are detained awaiting trial. This category accounts for 73% (more than 23,000) of the adults held in 1975 in the systems studied. The average (mean) jail system studied held 373 pretrial detainees.

The statewide average daily population (ADP) of pretrial detainees was 178 persons. Persons held awaiting trial comprised one-third of total adult ADP. The typical jail system had an average daily population of two pretrial detainees in 1975.*

2. Held Under Sentence

Sixteen percent of 1975 adult jail inmates were held under sentence. This category represents approximately 5,000 of 32,000 adults held. The typical jail system held 80 sentenced adults in 1975.

Individual jail systems varied from 3% to 36% in the proportion of all adults represented by those held under sentence.

The statewide average daily population of sentenced offenders was 293. Thus, while sentenced offenders represent only 16% of the total persons held, as a result of their longer stays they comprise over half of the total adult average daily population.

*A system-by-system summary of the numbers and proportions of adults held in each legal status is displayed in Appendix O. Average daily population by legal status is pictured in Appendix P.

CONTINUED

1 OF 4

The six jail systems which had 1975 ADP's of more than ten sentenced offenders* accounted for over 30% of the statewide sentenced ADP. One system, St. Louis, held over 8% (25) of the statewide sentenced ADP. All the jail systems held sentenced offenders; but several held very few, which were in many cases offenders on work release. The typical jail system studied held three sentenced offenders on an average day in 1975.

3. Other Legal Status

Statewide, 12% of adults held (nearly 3,700) did not fall into either the pretrial or sentenced categories of legal status. These inmates comprised a statewide ADP of 85. Ten jail systems** held nearly half of the statewide total of inmates and ADP in this category. The average system (mean value) held about 60 inmates and an ADP of 1.4 in this status in 1975.

*St. Louis (24.5), Anoka (17.8), Olmsted (13.8), Itasca (13.5), Blue Earth (13.0) and Washington (11.8).
 **Anoka (330), St. Louis (284), Stearns (175), Dakota (161), Blue Earth (153), Itasca (140), Olmsted (123), Clay (123), Washington (123), Kandiyohi (103). Several of these systems are centered around facilities which are used by federal authorities to house federal prisoners in transit. The Washington County Jail is frequently used by state authorities to house prisoners from the state prison at Stillwater on a short-term basis.

Figures 4-1 and 4-2 (below) summarize the legal status of adults held in Minnesota's local secure facilities during 1975. Note that while pretrial detainees make up nearly three-fourths of total adults held, they account for less than one-third of the total adult ADP. While sentenced offenders are only 16% of total adults held, they account for more than half of the total average daily population.

FIGURE 4-1
 TOTAL ADULTS HELD BY
LEGAL STATUS

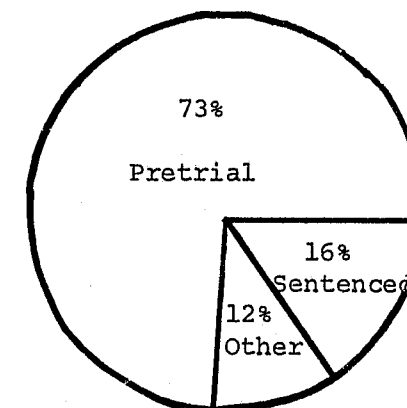
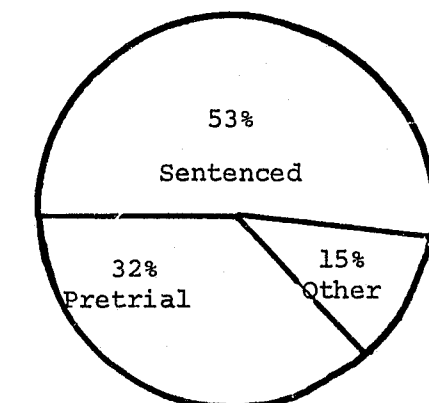


FIGURE 4-2
 ADULT AVERAGE DAILY POPULATION
BY LEGAL STATUS



Offenses of Inmate Population

An important descriptor of jail use is the nature of the offenses charged against the inmate population. The seriousness of the charges against the inmate population is presumably related to other descriptors of jail use, such as average length of stay and the use of pretrial release and sentencing alternatives.

1. Distribution of All Charges

The frequency of categories of offenses covering the entire inmate population will be discussed first. The complete distribution of charges for the statewide jail population is presented in Appendix Q.

A summary of the results by major category is presented below.

- felonies *	16%
- gross misdemeanors	1%
- misdemeanors against persons	5%
- misdemeanors against property	13%
- miscellaneous misdemeanors	30%
- traffic violations	36%

Note that the categories of traffic violations and miscellaneous misdemeanors, which comprise the least serious offenses, together account for more than two-thirds of all persons held during 1975 in the Minnesota facilities studied.

*Felonies include homicide, crimes against person, property crimes, sex crimes, drug offenses. Gross misdemeanors include crimes against person, property crimes, sex crimes, negligence, drug offenses. Misdemeanors against persons include assault, indecent conduct, non-support. Misdemeanors against property include arson, checks, other fraud, shoplifting, stolen property, theft, auto theft, vandalism. Miscellaneous misdemeanors include disorderly conduct, contempt of court, drug law, escape, firearms, game, liquor laws, trespassing. Traffic violations include DWI, driving after suspension, moving violations, non-moving violations, leaving scene of accident, open bottle. (Data source is DOC Reports of Persons Released - Appendix B.)

Within these major categories, the frequency of occurrence of several single offense categories are important to note. First, inmates charged with Driving While Intoxicated (DWI) accounted for more than one-fourth of all persons held in 1975. DWI was the charge recorded for more than 9,500 persons held in 1975. In 27 of the 62 jail systems studied, DWI accounted for more than 30% of all those held; included are seven systems which held more than 40% DWI.

The other most frequently occurring charges and their proportions of the total are listed below.

- disorderly conduct	8%
- felony property crimes	7%
- moving traffic violations	4%
- misdemeanor theft	4%
- simple assault	3%
- driving after suspension	3%
- bad checks	3%

2. Felonies

Further discussion of the offenses charged against jail inmates concentrates on the numbers of inmates charged with felonies and violent crimes. These statistics will be examined for the total jail population and among sentenced offenders.

It has been noted that 16% of all those held (5,885 persons) were accused or convicted of felonies. The seven jail systems which held more than 200 felons or accused felons* together accounted for almost half of the statewide total. The average Minnesota jail system studied (mean value) held 95 felons or accused felons in 1975.

*Anoka (734), Dakota (529), St. Louis (502), Washington (317), Olmsted (282), Itasca (245), Stearns (213). The number and relative proportion of felons/accused felons are displayed by jail system in Appendix R.

The proportion of felons and accused felons held in the individual jail systems is also of interest. Felons or accused felons accounted for more than 20% of the total number held in 13 of the systems studied. In the Koochiching Jail System, more than 35% of those held were charged with felonies.*

Eleven percent of sentenced offenders (545 of 4,941) were felons. While many felons were sent to state institutions (partially explaining the lower proportion of felons among sentenced offenders), 53 of the 62 jail systems held felons under sentence. Well over half of these were held in eight of the larger systems. This left the remainder (241) spread across 45 different systems, with an average of only five held in each system over the course of a year.

Among non-sentenced persons held, 16% of pretrial detainees and 26% of inmates of "other" legal status were accused felons. Accused and convicted felons are thus relatively most numerous among the third category of inmate legal status.

3. Violent Offenses

Another important group of inmates are those charged with violent crimes.** Their proportion of the statewide jail population was only 3% in 1975. Only 1,190 of the nearly 39,000 persons held fell into this category. Only two jail systems (Anoka and Dakota) held 100 or more; only six systems held as many as 50 persons charged with violent crimes.***

*The large number of felonies in the Koochiching system is the result of felony drug offenses connected with Canadian border traffic.

**Felonies and gross misdemeanors against persons.

***Anoka (186), Dakota (100), St. Louis (72), Washington (54), Olmsted (52), Itasca (50).

Less than 2% of sentenced offenders held statewide (only 88 persons) were convicted of violent crimes. Only 22 jail systems held such offenders in 1975; among these the average was only four such offenders per system during the year.

Length of Stay

Among the most important statistics describing jail use is the average length of stay for those held. In addition to describing the detention of individual inmates and the patterns of detention of distinct groups of inmates, the length of stay of those held is the major determinant of average daily population. Among adult inmate groups, the average length of stay* will be examined for pretrial detainees, sentenced offenders and those of "other" legal status. Average length of stay for juveniles as a group will also be examined.

1. Pretrial Detainees

Because persons held awaiting trial represent such a large proportion of all those held in local secure facilities (75% in 1975), the length of their detention has a great impact on jail use. Among the more than 23,000 pretrial detainees held during 1975 in the facilities studied, the mean** length of stay was 2.3 days. In contrast, the median*** stay for the same group statewide was only 0.4 days — about ten hours. Thus, while a minority of pretrial detainees was held much longer, the "typical" detainee was held about ten hours. (Minnesota Rules of Criminal Procedure specify that accused persons who are in detention

*In the calculation of length of stay, parts of days are so counted. DOC data identifies stays less than 24 hours in four hour intervals.

**Mean stay = total days ÷ total persons held.

***Median stay = midpoint. Half of stays were longer than median; half were shorter.

must be brought before a judge within 36 hours, exclusive of Sundays and holidays.)

Among the individual jail systems studied, the mean length of pretrial stay varied greatly in 1975 (see Table 4-5).^{*} One Minnesota jail system held its pretrial detainees for an average (mean) of almost seven days, another system for an average of only ten hours. The typical jail system studied held its pretrial detainees for an average of 2.4 days.

TABLE 4-5
MEAN PRETRIAL STAY
(By Jail System-Highs and Lows)

SYSTEM	MEAN STAY
1. Cass (N = 223)	6.7
2. Winona (131)	5.6
3. Crow Wing (249)	4.6
4. Nobles (164)	4.4
5. Kanabec (127)	4.1
Mean ^a of 62 Systems	2.4 days
57. Brown (114)	0.8
58. LacQuiParle (102)	0.8
59. McLeod (373)	0.8
60. Sibley (44)	0.5
61. Yellow Medicine (107)	0.5
62. Pennington (348)	0.4

^a Mean of Jail System Mean Stays

^{*}Appendix S provides a complete system-by-system breakdown of mean length of stay for defined inmate groups.

Five jail systems held their pretrial detainees an average of longer than four days (see Table 4-5). In Crow Wing and Nobles, systems with more than one facility, the main facility (county jail in each case) held its pretrial detainees even longer than the system average. Main facilities of three other jail systems held pretrial detainees for an average of more than four days.^{*}

One possible explanation for differences among jail systems in the mean length of pretrial stay is that different systems hold different types of accused offenders. A greater proportion of persons accused of serious crimes would be expected to raise the average length of pretrial stay in a jail system. Four of the five systems which held pretrial detainees an average of more than four days (see Table 4-5) did hold a higher than average proportion of accused felons and gross misdemeanants among their detainees.^{**}

2. Sentenced Offenders

The mean length of stay for the 4,941 sentenced offenders held in 1975 in the systems studied was 21.7 days. The median stay for sentenced offenders statewide was 10 days. Thus, while a minority of offenders were held substantially longer, the "typical" sentenced offender was held for ten days.

Variation among the individual jail systems in the mean length of stay of sentenced offenders was great. As is seen in Table 4-6, the mean length of sentenced stay varied from more than 60 days in the Waseca System to less than eight days in Yellow Medicine.^{***} The

^{*}Roseau County Jail (5.7 days), St. Louis County Jail (5.5), Polk County Jail (4.9).

^{**}Readers interested in comparing proportions of serious accused and mean pretrial stay for other jail systems are directed to Appendix T.

^{***}Appendix S displays the complete system-by-system variation.

nature of the offenses for which inmates were convicted would also be expected to be associated with the length of sentenced stay. While judges' decisions are the determining factor at this stage, this comparison is also provided in Appendix T.

TABLE 4-6
MEAN SENTENCED STAY
(By Jail System-Highs and Lows)

SYSTEM	MEAN STAY
1. Waseca (N=36)	60.8 days
2. Fillmore (48)	41.3
3. Goodhue (39)	39.8
4. Rice (79)	38.3
5. Meeker (27)	38.1
Mean of 62 Systems	22.1 days
58. Carlton (107)	12.1
59. Brown (44)	11.9
60. Nicollet (44)	11.9
61. Wilkin (128)	11.2
62. Yellow Medicine (19)	7.6

3. "Other" Adults

Adults held who are neither awaiting trial nor under sentence comprise the third inmate group whose length of stay was examined. The statewide mean stay for inmates in this group was 8.1 days in 1975. The median stay for this group was 2.0 days. Thus, the average stay for inmates in this third group falls between those of the pretrial detainees and sentenced offenders.*

*Because this group represents inmates held for such a wide variety of reasons, comparison of mean stay among jail systems would not be meaningful for this group.

4. Juveniles

While this report focuses primarily on the detention of adults, juveniles were held in all but one of the Minnesota local secure facilities studied and represented 17% of persons held in these facilities in 1975. The length of their detention is particularly important in light of statutory and other restrictions on the detention of juveniles in such facilities (see Appendix J). The detention of juveniles not certified to stand trial as adults, of those detained for offenses which would not be crimes if committed by adults ("status offenses"), or of those for whom legally required detention orders and/or petitions were not issued, are matters of great concern. Unfortunately, existing data sources do not clearly distinguish either juveniles certified as adults or those held for "status offenses".* Moreover, there is no way to determine from the available data whether or when the required detention orders and petitions were issued for those held. Thus, conclusions about the length of juvenile detention in the local secure facilities studied are difficult to draw.

The mean length of stay for the approximately 6,800 juveniles held in the facilities studied during 1975 was 1.9 days. The median (half higher, half lower) stay for juveniles was 0.6 days or about 14 hours. Approximately 2400 juveniles were held longer than 24 hours in 1975. Approximately 1400 were held longer than two days. About 400 were held longer than five days.

*The Governor's Commission on Crime Prevention and Control, in Base-line Data on Juvenile Status Offenders in Secure Facilities in Minnesota, 1975, has estimated the total number of juvenile status offenders held in all secure facilities in the state.

Among the jail systems studied, the mean length of stay for juveniles varied from 6.9 days (99 juveniles) in Mille Lacs County* to only eight hours in Aitkin, Carlton and Wabasha (See Table 4-7).** Because more is not known about the juveniles held, conclusions with respect to particular systems are difficult. It does seem clear, however, that in certain systems juveniles are being held in jails and lockups in greater numbers, and for longer periods of time, than the law allows.

TABLE 4-7
MEAN JUVENILE STAY
(In Days-Highest & Lowest Jail Systems)

SYSTEM	MEAN STAY
1. Mille Lacs	6.9 days
2. Clay	4.2 ^a
3. Winona	4.0
4. Kanabec	3.5
5. Crow Wing	3.4
6. Wright	3.4
Statewide Mean	1.9
56. Brown	0.5
57. Lac Qui Parle	0.5
58. Lyon	0.5
59. Aitkin	0.3
60. Carlton	0.3
61. ^b Wabasha	0.3

^a Represent only 18 juveniles not held by Regional Detention Center.

^b Redwood County held no juveniles during 1975.

* Several of these persons were accused of felonies.

** Appendix S displays mean length of stay for juveniles by jail system.

INMATES AND FACILITIES

Extent of Use - ADP/Capacity Ratio

The most elementary relationship between inmates and facilities is the number of inmates held at a given time in relation to the capacity of the facility or system being examined. The best available measure of the extent of jail use is a ratio of the annual average daily population to the bed capacity of the facility of jail system.*

Department of Corrections Detention Specialists advise that the optimum utilization rate (ADP/capacity expressed as a percent) for local secure facilities is between 40 and 60 percent of capacity. Because of day-to-day fluctuations in inmate population, facility maintenance requirements and the necessity to separate different classifications of prisoners, facilities operating at more than 60% of capacity (based on an annual average daily population) are probably overcrowded.

Viewed collectively as a statewide jail system, the local secure facilities studied operated during 1975 at 33% of capacity, i.e., the statewide ADP of 613 compares with a total of 1852 available beds.

*It should be noted that the number of beds is in some cases not an adequate measure of a facility's real capacity. In some facilities there are beds which do not meet standards; in others a lack of support space or services makes bed space an inaccurate reflection of actual capacity.

Among the individual jail systems studied the variation in the ADP/capacity measure of use was very wide, ranging from 4% to 80% (see Table 4-8). *The mean ADP/capacity ratio of the 62 jail systems studied was 34%. Based on 1975 use rates, only two jail systems, both consisting of a single facility operated at greater than 60% of capacity (see Table 4-8). Of these, Pennington County has since opened a new county jail and has thus resolved its problem. Itasca remains in difficulty.**

TABLE 4-8
UTILIZATION RATES (ADP/CAPACITY)
(Jail Systems Above 50%, Below 20%)

SYSTEM	ADP/Capacity
1. Itasca	80%
2. Pennington	77%
3. Mille Lacs	59%
4. Steele	59%
5. Anoka	58%
6. Beltrami	57%
7. Crow Wing	56%
8. Meeker	51%
Mean of 62 Systems	34%
53. Redwood	19%
54. Todd	18%
55. Aitkin	16%
56. Chippewa	13%
57. Nobles	13%
58. Lac Qui Parle	11%
59. Pipestone	11%
60. Lincoln	8%
61. Yellow Medicine	8%
62. Renville	4%

*See Appendix L for complete breakdown by jail system (including important single facilities).

**A bond issue in Itasca County failed in November, 1976 but local officials continue planning and seeking support for improvement.

Six jail systems had 1975 use rates between 50% and 60%. With the exception of Steele, these systems experienced overcrowding in 1975. Of these, Mille Lacs and Meeker have since completed new facilities. Anoka, Beltrami and Crow Wing are currently planning improvements.

Two individual facilities which are part of larger systems were overcrowded by their 1975 use rates. The Anoka County Jail operated during 1975 at 67% of capacity and the Crow Wing County Jail at 65% of capacity. Both facilities are clearly overcrowded and are planning improvements.*

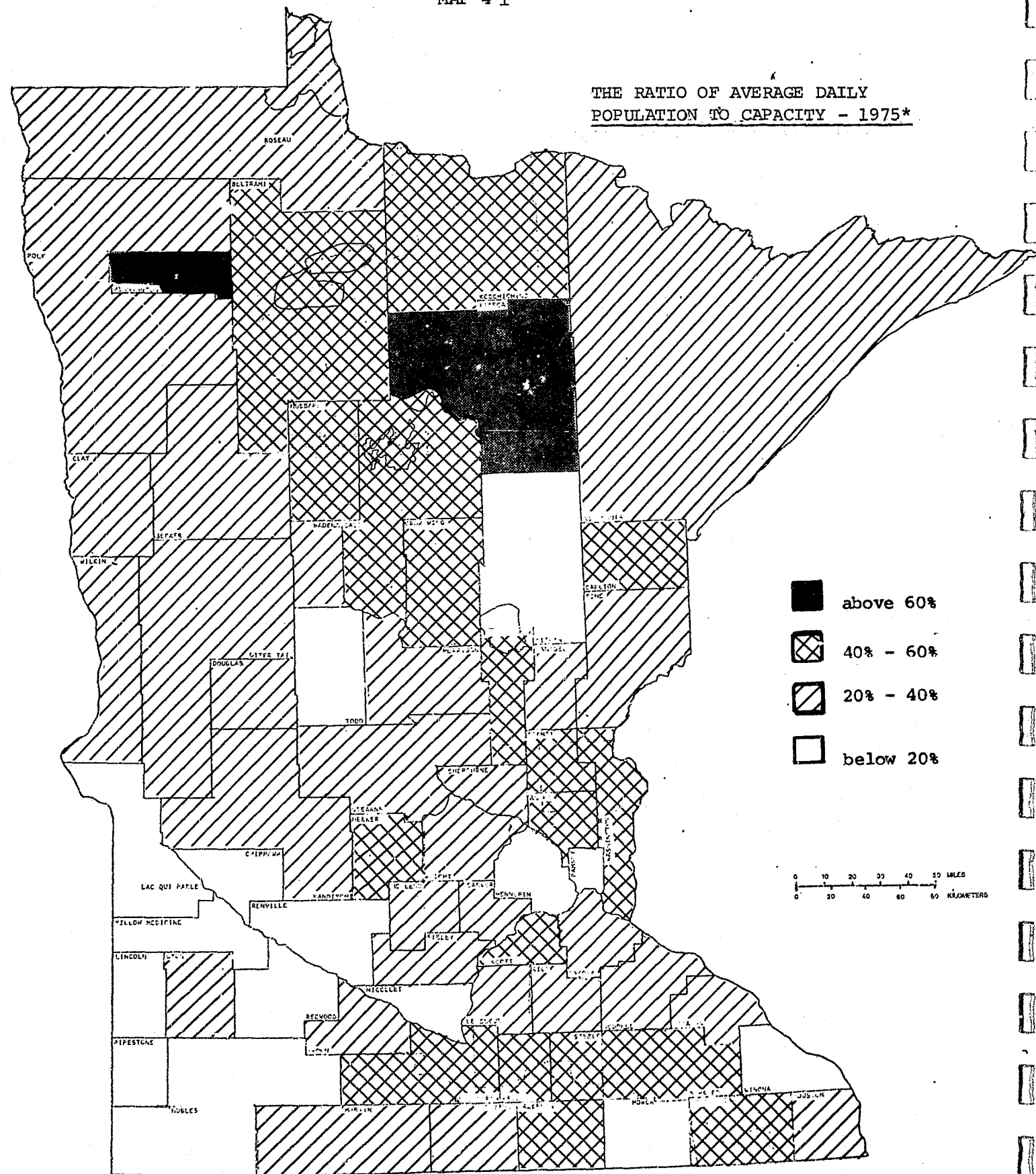
Of the ten jail systems with use rates lower than 20% (see Table 4-8 and Map 4-1), all except Todd and Aitkin are in the southwestern quarter of Minnesota. Nobles County recently completed a county jail smaller than its previous facility; Pipestone County is building a smaller lockup. Lower use rates in this part of the state seem to be associated with below average crime rates.

Comparison of the 33% statewide utilization rate with the 40%-60% optimum use range suggests that problems of overcrowding in individual facilities might be alleviated by better utilization of the existing beds in the state. However, in most cases (see Map 4-1) areas of underutilization and overcrowding are too far separated geographically to make a simple transfer of inmates to available beds possible. Moreover, a great proportion of underutilized beds are in facilities whose physical condition or other restrictions would make increased use difficult or impossible. Many of the beds are in local holding facilities whose staffing and physical limitations severely restrict

*Crow Wing County's problem was exacerbated by the ordered closing of the Brainerd City Holding Facility.

MAP 4-1

THE RATIO OF AVERAGE DAILY
POPULATION TO CAPACITY - 1975*



PREPARED BY THE MINNESOTA STATE PLANNING AGENCY, 1976

* Annual average daily population/bed capacity of system. Two other facilities - the Anoka County Jail (67%) and the Crow Wing County Jail (65%) show use rates above 60%.

1/ A BASE MAP #1

their use. Thus, greater use of currently underutilized beds is, in most cases, not a viable solution to existing problems of overcrowding.

Inmates Held Where Standards Not Met

The discussion of facilities in Chapter 3 identified specific instances where the design, conditions or operation of facilities result in failure to meet important minimum standards. The incarceration of inmates in such facilities is, therefore, a matter of some concern. The following section will discuss the inmate population in jail systems whose main facilities fall below standards or lack important detention capabilities.

1. Overall Compliance Ratings

Annual DOC inspections of local secure facilities result in evaluation ratings describing overall compliance with standards established by the Department. An overall compliance rating of 67% is considered the minimum acceptable. Inmates held in jail systems whose main facility fell below this standard according to 1975 inspections represented well over 50% of the total held in the systems studied. These systems also held over 50% of the total statewide average daily population in 1975.

2. Separation of Inmate Groups

Standards established by the DOC and other authorities specify that several categories of inmates be kept separated in local secure facilities (see Chapter 3). Jail systems unable to separate at least four categories of inmates held almost 70% of the statewide inmate population in 1975.

Inmates Held in Facilities Over 50 Years Old

The life of a detention facility is the subject of some debate by knowledgeable authorities. Some experts have cited 30 years as the expected life of facilities currently being built. Most would agree that facilities over 50 years of age are, in most cases, in need of major renovation or replacement. In addition to having nearly half the statewide total of beds, main facilities built more than 50 years ago held nearly 40% of the statewide inmate population in 1975. Several facilities have since been replaced, but a large proportion of the state's inmate population remains in outdated facilities.

Security Levels and Offenses of Inmate Population

Information presented in Chapter 3, Facilities, indicates that over 50% of the beds in the facilities studied are maximum security; only 16% of the beds are minimum security. Eighteen of the jail systems studied, which accounted for one-third of the statewide total of persons held in 1975, had no minimum security capability. Yet information presented about the offenses charged against those persons held in the facilities studied indicates that two-thirds of those held were accused or convicted of traffic violations or miscellaneous misdemeanors. It is recognized that offenses alone do not provide an adequate indication of the need for security. Inmates must be observed in order to assess security requirements. In addition, many persons charged with offenses which are not serious nevertheless present security problems. Most observers would agree however, that according to current needs local secure facilities in existence are, in general, overbuilt in the direction of maximum security.

INMATES AND CRIME/DEMOGRAPHICS

Jail Population and Service Area Population

Another measure of the extent of jail use is the number of persons held in jail in relation to the general population of the area served by the jail. A ratio of the total number of persons held to the service area population (per 1,000) was calculated for the state and for each of the jail systems studied (see Table 4-9).*

TABLE 4-9

TOTAL HELD PER THOUSAND POPULATION
Jail System and System Service Area
(High & Low Values)

<u>SYSTEM</u>	<u># HELD PER 1,000 POP.</u>
1. Pennington	40.4
2. Roseau	31.3
3. Carlton	30.4
4. Lyon	28.8
5. Koochiching	28.0
Mean of 62 Systems	17.0
Median of 62 Systems	15.5
58. Sibley	6.1
59. Redwood	5.4
60. Lincoln	5.0
61. Nobles	4.9
62. Renville	4.0

Statewide, 15.7 persons per thousand population were held in local secure facilities. This measure relating jail use to population varies among jail systems from four to 40 persons held per thousand population. Systems whose jail use ranks high by this measure are many of the same with high ADP/capacity ratios. Four of the five highest are in northern

*Appendix U displays together, by jail system, three different measures of jail use: ADP/capacity, persons held per thousand population and persons held per 100 reported crimes.

Minnesota where other indicators of jail use are high. Of the highest, Pennington has completed a new facility; Carlton, Lyon and Koochiching are in various stages of planning for improvements. The lowest systems in jail use per population are all in southwestern Minnesota where other indicators of jail use are also low.

This measure of jail use comparing jail admissions to service area population is of course affected by a jail system's capacity to hold persons. Some systems which rank high by ADP to capacity ratio do not rank high by admissions-to-population simply because they don't have the capacity to hold any higher a proportion of their population. They must therefore restrict the use of their facility to the detention of more serious offenders/accused offenders.

Jail population and service area population are, as might be expected, related to each other. Among jail systems, 86% of the variation in the number of persons held is explained by variation in the population of the system service areas.* Almost as strong a relationship is found between average daily population and service area population. Among jail systems, 78% of the variation in ADP is explained by variation in service area population.** These relationships will be used to make projections of future jail populations based on existing projections of service area populations.

Jail Population and Reported Crime

Another means of describing jail use is to relate jail populations to the extent of reported crime. A ratio of the total number of persons held to every 100 reported Part I and II crimes*** was calculated for the state and for each jail system/service area (see Table 4-10).

*In bivariate regression, $r^2 = .855$ (significance = .00001)
 **In bivariate regression, $r^2 = .775$ (significance = .00001)
 ***See Chapter 2.

TABLE 4-10

TOTAL HELD PER 100 CRIMES^a
 (Jail System) (System Service Area)
 (High and Low Values)

SYSTEM	# HELD PER 100 CRIMES
1. Sherburne	152
2. Todd	135
3. Fillmore	118
4. Chippewa	117
5. Yellow Medicine	91
Mean of 62 Systems	44.6
Median of 62 Systems	35.6
58. Winona	15
59. Anoka	15
60. Washington	13
61. Dakota	12
62. Brown	11

^a Part I and Part II reported offenses

Statewide in 1975, 26.6 persons were held in local secure facilities for every 100 reported Part I and II crimes. Variation among individual jail systems, in this as in other measures, was great. Several systems held fewer than 20 persons in jail for every 100 reported crimes; four systems actually held more persons in jail than the number of reported crimes. There are several possible explanations for instances where jail admissions exceed reported Part I and II crimes. First, jail admissions reflect persons held for several reasons other than awaiting trial. Counties might hold prisoners for jurisdictions whose reported crime is not

included in the calculations. Persons could be held for crimes not included in Part I and II offenses. A final possibility is that the high use ratios reflect irregularities in the reporting of crime. By the other measures of jail use examined, ADP/capacity and total held/population, these jail systems do not rank high.

Of the five systems ranking lowest by this measure of use, three are metropolitan area systems whose large and growing populations explain their low rank by this measure. The other two, Brown and Winona, are systems whose main facilities are in such poor condition as to severely restrict their use.

This measure which compares jail admissions to reported crime provides a different perspective on jail use. The great variation among the systems studied in this measure of use gives further evidence of the great variety of usage practices encountered in this study of Minnesota local detention facilities.

The relationship between jail use and reported crime is not as strong as might be expected. The extent of reported crime in an area does not explain a great deal of the variation among jail systems in the number of persons held.* This is consistent with the observed fact that those systems which rank highest by their ratio of jail admissions to reported crime do not rank highest by other measures of jail use. A partial explanation for the lack of a stronger relationship between jail use and reported crime is that clearance rates apparently vary greatly among jail systems.

* In bivariate regression, $r^2 = .18$, significance = .0007

PROJECTIONS

Given the relationships established between jail system average daily populations (ADP) and the general population of system service areas in 1975,* population projections can be used to project future jail populations. Population projections from the State Demographer for 1980 and 1985** were used to project total statewide jail population in those years. Assuming that the same relationship between jail populations and service area population continues, total statewide average daily population should rise from the 1975 level of 613 inmates to 621 in 1980 and 658 in 1985. The accuracy of these statewide projections cannot be estimated.

It is important to note, however, that the projections depend both on the accuracy of the population projections used and on the relationship between jail populations and service area population remaining constant. The projections of future jail population are thus very tentative.

*See page 102.

**Minnesota Population Projections 1970-2000, Office of the State Demographer, State Planning Agency, 1975.

SUMMARY AND CONCLUSIONS

The nearly 39,000 persons held during 1975 in the jail systems examined in this report comprised a statewide average daily population of 613 inmates. The distribution of the inmate population across the systems studied was not uniform. The ten largest systems held approximately half of the total inmate population leaving the other half scattered across the remainder of the 62 systems studied. One in ten Minnesota jail inmates in 1975 was a woman; one in six was a juvenile.

Survey results demonstrate that a majority of inmates have substantial ties to the communities where they are incarcerated. Four of ten, however, were unemployed at the time of their incarceration. Nearly four of ten had not completed high school. More than half of those surveyed had prior records of criminal convictions.

Nearly 73% of the adults held were detained before trial or court appearance, 16% were held under sentence, and 12% were held for other reasons. However, because the average stays of these groups differed greatly, sentenced offenders accounted for over half of the statewide average daily population and pretrial detainees for only one-third.

Less than one in six of all persons held was accused or convicted of a felony. Convicted felons accounted for only one of ten sentenced offenders held. Only one of thirty sentenced offenders was accused or convicted of a violent crime.

Traffic violations and miscellaneous (non-serious) misdemeanors account for two-thirds of all persons held in the facilities studied. Driving While Intoxicated was the offense charged against one-fourth of all persons held in 1975.

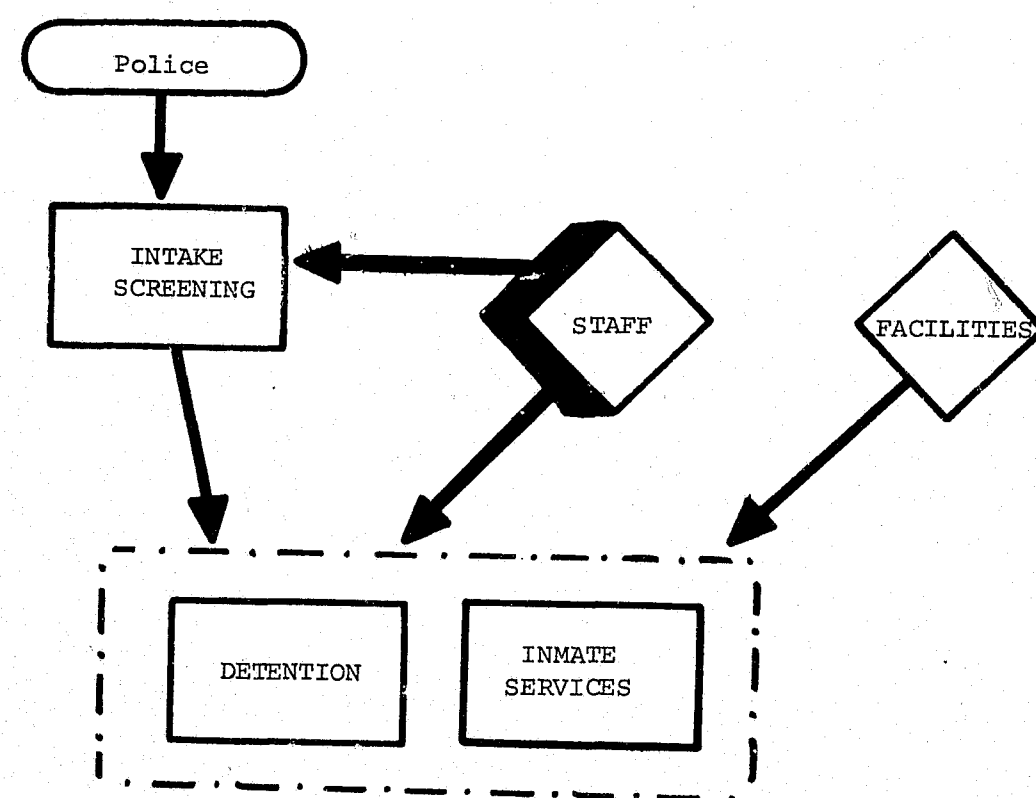
While the average length of stay varied widely among the jail systems studied, the typical pretrial detainee spent 10 hours in jail in 1975. The typical sentenced offender was held for ten days. Juveniles were held for an average of 14 hours in the facilities studied.

One-third of the beds in the facilities studied were occupied on an average day in 1975. Several facilities were clearly overcrowded, however, and the geographic proximity of inmate populations and underutilized beds does not lend itself to more even utilization of existing beds. Jail population pressures are greatest in northern Minnesota while underutilized capacity is most frequent in southwestern Minnesota. Restrictions on the use of existing capacity resulting from poor compliance with standards and poor physical conditions further complicate the picture of utilization of existing facility capacity.

Different perspectives on jail use are afforded by comparing jail admissions to service area population and reported crime. Systems which rank high by one measure of jail use often do not rank high by others. The number of jail admissions is strongly associated with service area population but is less strongly associated with the extent of reported crime.

Tentative estimates of future jail populations indicate that given current service area population projections and a constant relationship between jail populations and service area population, jail population (ADP) should rise only slightly by 1980 and by only fifty inmates (out of 600) by 1985. The nature of these assumptions, however, dictates that these tentative estimates may be of limited worth given the prospect of such changes in the system as the imminent construction of several new facilities, a new state maximum security institution, and the uncertain future effects of the revised Rules of Criminal Procedure and the Community Corrections Subsidy Act.

THE STAFF



Preceding page blank

INTRODUCTION

This chapter discusses jail personnel, their training, and the type of work they perform. Most jails are administered by the county sheriff and staff are therefore usually part of the sheriff's department.

Jail staff perform four basic functions:

1. Custody - supervising inmates, surveillance, intake, release, and searches;
2. Programming - working on various types of treatment programming, counseling, recreation, and education programs;
3. Support Services - performing functions connected with food preparation, laundry, janitorial services, record keeping, and other clerical services;
4. Administration - providing overall supervision of other jail functions, budget work, representing jail to the public, and reporting to higher authorities.

Not all sheriff's personnel work exclusively as jailers; many perform other sheriff's functions. Those assigned to jailing may perform several of the functions described above. Therefore, in order to meaningfully assess the size of jail staffs, a standard unit of measurement -- full time equivalent -- is used. Full time equivalent is the equivalent number of persons assigned to a given task for a standard

Preceding page blank

work day (8 hours). It is calculated first by adding the total number of hours in a given day devoted by all workers to a given task. Then, this total is divided by 8 hours. The result is the equivalent number of full time workers.*

The major staff descriptors discussed in this chapter are:

- . the full time equivalent (FTE) of persons involved in custodial functions;
- . the ratio of FTE custodians to average daily population;
- . the full time equivalent of persons involved in non-custodial jailing functions -- programming, administration, and support services;
- . the number of hours/year in-service training provided to jail personnel;
- . the percent of jail staff which are male.

The chapter is divided into four sections: 1) research methods; 2) size of jail staffs; 3) characteristics of jail staffs; and 4) relationships between staff descriptors and other data.

RESEARCH METHODS

Most of the information presented in this chapter was gathered through a survey of the main facility in each of the jail systems (See Appendix G). Sheriffs were asked to respond to a series of questions about their jail staff. Details of the survey are available on page 22

* For instance, in county X three deputies staff the jail. Deputy A works six hours a day in the jail, Deputy B two hours, and Deputy C eight hours. Together 16 hours are spent on jailing each day. $16 \div 8 = 2.0$. The equivalent of two full time deputies are working in the jail.

In most cases the responses are based on 1975 staffing patterns. Where there was a significant change in staffing between 1975 and 1976, the more recent data were used. Two of the 62 jail systems did not respond (Goodhue and Nicollet) and one (Pennington) was not included in the survey. Therefore, most of the data presented are based on 59 systems.

In some cases, it was difficult to identify which activities of sheriff's staff were exclusively jail related. In such cases, the responses are based on the sheriff's best estimate. Similarly, in some instances the sheriffs had to estimate the distribution of time between various jail activities. These results, therefore, should be viewed as estimates and not precise figures. However, the results do provide a good indication of the relative amounts of staff time devoted to various activities.

SIZE OF JAIL STAFFS

A full time equivalent of 249 staff are working in a jailing function in the main facilities* of 59 jail systems.

Total full time equivalent (FTE) jail staff ranges from less than one person in the Lincoln, Redwood, and Wilkin systems to 20 in the St. Louis system. The median FTE jail staff is 2.9 persons per main facility. Ninety-five percent of the facilities surveyed reported less than 10 FTE jail staff. In many cases, therefore, there is not even one person devoting his/her full efforts to the jail at all times during the day. Frequently, staff perform other functions -- dispatching law enforcement officers, or other sheriff's department duties -- while

* Main facilities are the single facility in each system which provides the broadest range of security services. Map 1-1 illustrates locations of the main facilities.

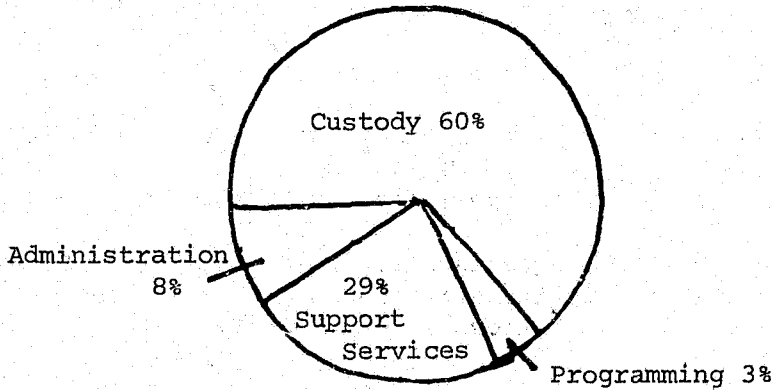
occasionally performing jail work as the need arises.

Table 5-1 shows the breakdown of jail staff among the various functional categories. (A complete table of these statistics for each of the main facilities is presented in Appendix V). Figure 5-1 shows that more than half of all staff time devoted to jails involves the performance of custodial work. Only three percent is devoted to program related functions.

TABLE 5-1
FULL TIME EQUIVALENT JAIL STAFF
BY FUNCTION

	STATEWIDE TOTAL FTE	PERCENT
Custody	148	60%
Programming	8	3
Support Services	73	29
Administration	20	8
TOTAL	249	100%

FIGURE 5-1
PERCENT STAFF TIME ALLOCATED
TO VARIOUS FUNCTIONS



CUSTODIAL STAFF

In the 59 main facilities surveyed, a total of 392 persons are working full or part time performing custody functions. These persons account for a full time equivalent of 148 (See Table 5-1). Custodial persons range from only one in Redwood and Faribault to 15 in the Steele, Washington, and Pine jail systems. The mean custodial staff is 6.6 persons per main facility.

Many jails use a rotation system which involves most of the sheriff's staff in part time custodial functions. In Pine County, for instance, 15 of 16 staffers spend part of their time supervising inmates. Several systems, however, employ persons whose exclusive responsibilities are custodial. In these 13 systems custodial staff are more likely to receive jailer training due to the specialized nature of their jobs.

Jails which are now using full time custodial staff are listed in Table 5-2.

Sixty-one of the 392 custodians are working exclusively at that job. The remaining 331 custodians work only part time in that capacity and spend the balance of their time in other sheirff's duties or non-custodial jail duties.

TABLE 5-2

MAIN FACILITIES WITH FULL TIME
EXCLUSIVE CUSTODY STAFF^a

COUNTY	NUMBER FULL TIME JAILERS
Anoka	8
Clay	5
Crow Wing	1
Dakota	4
Kandiyohi	4
Martin	5
Mower	5
Otter Tail	2
Polk	4
St. Louis	14
Scott	4
Stearns	1
Washington	4
TOTAL	61

^aCarlton and Blue Earth have full time exclusive jailers who perform jail functions in addition to custody food and laundry service, record keeping, etc.

Of the 392 persons performing custodial functions, the full-time equivalent is 148. An average full-time equivalent of 2.5 staff per main facility works in custodial functions. The main facility in the Cass, Faribault, McLeod, Redwood, Renville, Sibley and Wilkin systems reports less than half of one full-time equivalent person performing custodial functions. At the other extreme, the main facility in the St. Louis System includes 14 full-time equivalent custodians.

Note that custody functions must be performed 24 hours per day. One full-time equivalent custodian works only eight hours per day. There are obviously large blocks of time in many systems when no one is performing custodial functions. This does not mean, however, that someone is not available to do custody work. Usually, a dispatcher or other sheriff's personnel are on hand in the jail performing their regular duties and doing custodial work as required.

Programming Staff

Only eleven systems reported staff working in the programming area. They represent a full-time equivalent of only 8.1 persons across the state. Most of the 11 counties with programming personnel reported an FTE of less than half of one person. Olmsted (1.9), St. Louis (1.0) and Polk (3.6) reported the equivalent of more than one person working in the programming area.

Support Service Staff

In the state as a whole, seventy-three FTE persons are working in the area of providing support services such as food preparation, janitorial service and clerical assistance. Ottertail has the highest full-time equivalent of workers in this area (5.9); numerous systems report less than one-half of one person performing these services. The mean for all systems is 1.2 persons per main facility providing support services.

Administrative Staff

Across the state, the full-time equivalent of 19.8 people are involved in administrative functions. These functions are usually part of the sheriff's or chief deputy's duties and typically involve about one-third of his time (mean = .34). Polk has the highest (2.4) FTE for

administration.

Volunteers

Volunteers also provide staff support to jails, notably in the area of programming. Twenty-three systems reported using volunteers in programming work. The number of volunteer hours per week ranged from one or less in several systems to 24 hours per week in Olmsted, which operates a well established volunteer program. The median of those systems which use volunteers is two hours per week.

CHARACTERISTICS OF JAIL PERSONNEL*

Dispatcher/Jailers

Forty main facilities reported using a law enforcement dispatcher as the sole custodian of the jail for some part of the day (Table 5-3). In many instances, this is an efficient use of sheriff's personnel; particularly at night when demand for custodial work is reduced.

However, the use of one person for both dispatch and custodial work may lead to inadequate surveillance of inmates. The Rough Draft Jail Standards** state that combination dispatcher-jailers can be used "provided that the standards stated herein related to responsibilities of jails can be complied with under such a staffing plan." In other words, dispatcher-jailers should be used only if custodial duties can be performed adequately. Of particular relevance is the proposed requirement that the custodian make hourly surveillance tours throughout the facility. Hence, the use of dispatcher/jailers is only appropriate during periods when normal radio traffic would allow hourly surveillance.

*Appendix W displays facility by facility values for each of the statistics discussed in this section.

**Page 17-DOC-Rough Draft of Jail Standards

TABLE 5-3

MAIN FACILITIES USING DISPATCHERS AS SOLE CUSTODIANS

DISPATCHER HAS SOLE RESPONSIBILITY:	N	PERCENT
Never	22	35.5%
Occasionally	6	9.7
0-8 hours/day	8	12.9
9-16 hours/day	20	32.3
17-23 hours/day	0	0.0
24 hours/day	6	9.7
TOTAL	62	100.0%

Of course, the larger the facility population the greater the custodian's work load. One would, therefore, expect that dispatcher/jailers would most efficiently be utilized in facilities with smaller populations. Figure 5-2 illustrates the use of dispatcher/jailers relative to average daily populations. As the use of dispatcher/jailers increases, the mean average daily populations of the facilities steadily decrease.

FIGURE 5-2

MEAN AVERAGE DAILY POPULATION BY
USE OF DISPATCHER/JAILER

DISPATCHER HAS SOLE RESPONSIBILITY FOR CUSTODY:	MEAN AVERAGE DAILY POPULATION
Never (N=22)	14.9
0-8 hours/day (N=8)	10.2
9-16 hours/day (N=20)	7.8
16-23 hours/day	NONE
Occasionally	4.5

Staff Training

There is very little formal training available for Minnesota jail personnel. Sheriffs' deputies who attend basic law enforcement training receive a few hours of training on custodial procedures and record

keeping. Some jailers have participated in a more comprehensive training program conducted by the Hennepin County Sheriff's Office. Some have taken jailer correspondence courses from the U. S. Bureau of Prisons; but the vast majority of jailing personnel have received no comprehensive preservice training because little is available.

Consequently, jailers are trained "on the job." Proposed standards require jail and holding facility personnel to complete a minimum of 24 hours per person inservice training per year.* Inservice training is available in only 28 of the jail systems (See Appendix W). Of the 28 systems providing inservice training, the average is about 30 hours per jailer per year. Thirteen met the proposed standard of at least 24 hours/year. Dakota (120 hours per jailer per year), Polk (87 hours per jailer per year) and Hubbard (80 hours per jailer per year) reported the highest levels of inservice training.

Other Characteristics

On the average across the state, 18% of the custodial personnel are women. An average of 10% of those held in the main facilities are women. Twenty-five main facilities have no women on the jailing staff. These facilities with no permanent female staff held an average daily population of 8.3 women in 1975. In most of these cases, matrons are hired to temporarily supervise female inmates.

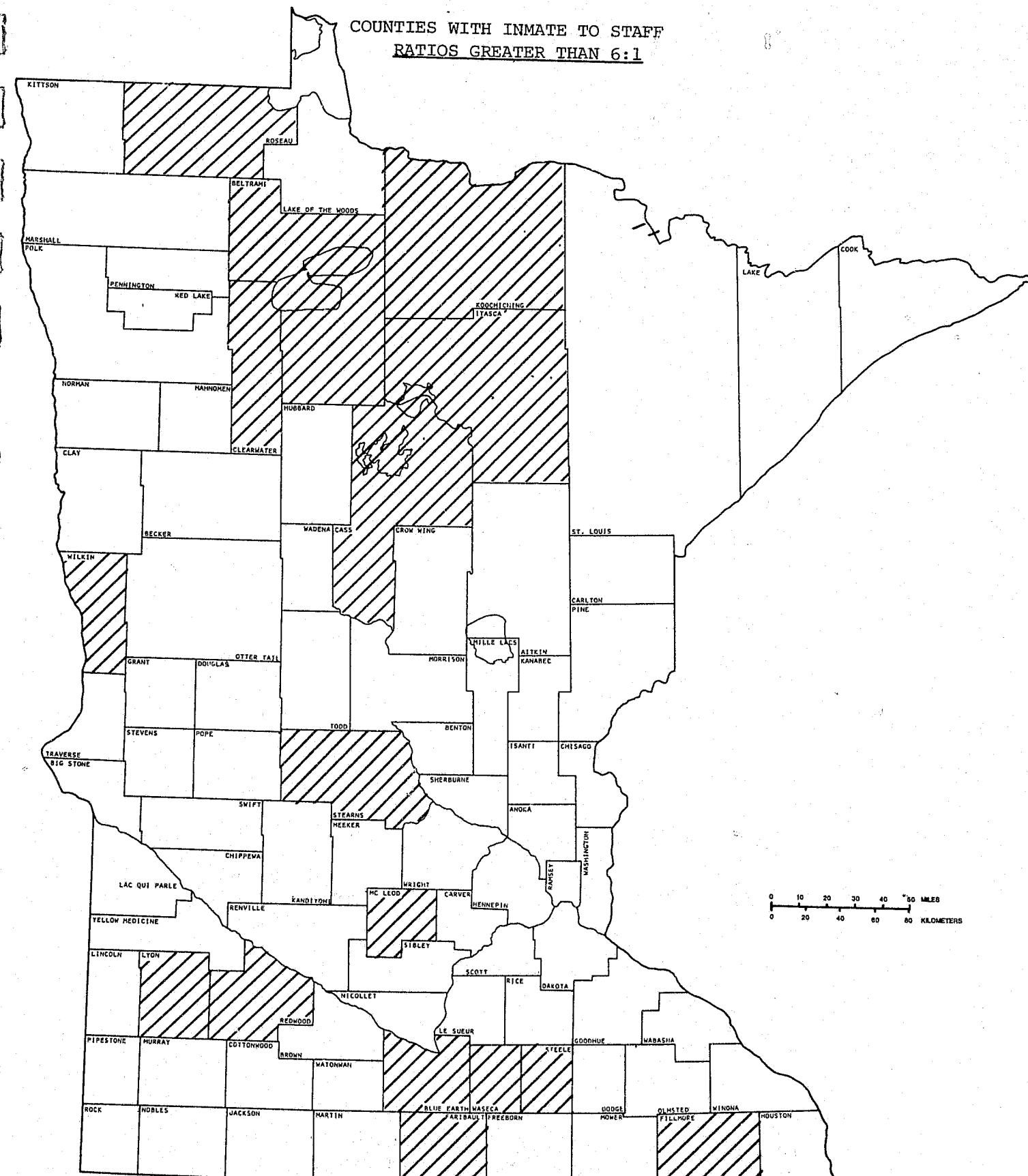
On the other hand, five main facilities** report 50% or fewer men on the staff. All hold approximately 10% women -- the statewide average.

*Rough Draft Jail Standards, page 21

**Koochiching, Lac Qui Parle, Lincoln, Polk, Washington

MAP 5-1

COUNTIES WITH INMATE TO STAFF
RATIOS GREATER THAN 6:1



PREPARED BY THE MINNESOTA STATE PLANNING AGENCY, 1978

SPA BASE MAP #1

The possible imbalance of sex of the custodial staff with sex of the jail population has given rise to a controversy currently being discussed among state and local correctional officials. Should the state require that inmates be supervised by a member of their own sex? The data in this report do not explicitly identify cases of male custodians supervising women or vice-versa. However, from the data presented above and from information gathered during visits to numerous facilities, it is reasonable to assume that such situations are likely to occur.*

Most jail staff are sworn personnel, either as sheriff's deputies or as jailers. Thirty systems use sworn officers exclusively. Eight systems reported no sworn personnel performing jail functions, and several others indicated a low percentage of sworn personnel (See Appendix W). The use of dispatcher/jailers frequently accounts for low percentages of sworn jailers. In other cases, "civilian" personnel are employed to perform jail functions, particularly in the areas of administration, programming and support services.

RELATIONSHIPS BETWEEN STAFF DESCRIPTORS AND OTHER DATA

Perhaps the single most useful staff descriptive statistic is one which relates the FTE persons in custody work with the average daily population (ADP) of the facility. In effect, this statistic describes the number of inmates per staff persons on an average day.

*As further documentation of this assumption, the Pearson Correlation coefficient between percent male staff and percent male inmates is quite small - $r = .24$, significance .033.

The National Commission on Criminal Justice Standards and Goals* recommends a ratio of one custodial staff person for every six inmates (1:6). The mean of main facilities in Minnesota is 1:3 - one staff person for every three inmates. Three systems showing the lowest ratios, Lac Qui Parle, Lincoln and Yellow Medicine (1:1), are three of the smallest systems.**

Fifteen systems have ADP to FTE custodial staff ratios smaller than the 1:6 "standard"; that is, there are more than 6 inmates for each custodian (see Map 5-1). The range in average daily populations in the 15 systems is about the same as the state as a whole. Data on a number of crimes, population, facility and inmate descriptors were examined to determine which factors have an impact on the inmate to custodial staff ratio. However, no statistically significant relationships could be established.

What, then, explains the apparently high inmate to custodial staff ratios in these fifteen systems? Table 5-4 suggests some potential answers.

*There is no standard relating ADP to custody staff in the DOC Proposed Jail Standards; therefore, the standard recommended by the NCCJS was used.

**For complete listing of all 62 systems, see Appendix X.

TABLE 5-4
FIFTEEN SYSTEMS WITH MORE THAN SIX INMATES PER CUSTODIAN

SYSTEM	RATIO OF ADP TO FTE CUSTODIANS	ADP	TOTAL SHERIFFS STAFF	TOTAL FTE JAIL STAFF	PERCENT OF SHERIFF'S STAFF ASSIGNED TO JAIL	PERCENT OF TOTAL FTE STAFF ASSIGNED NON-CUSTODY
Redwood	25:1	1.3	10	.2	2%	67%
Cass	20:1	14.4	17	1.8	11	61
Itasca	20:1	23.9	21	3.2	15	63
Beltrami	14:1	16.5	7	1.9	^a	41
Wilkin	14:1	6.1	3	.4	13	^b
McCleod	11:1	4.0	13	.7	5	49
Koochiching	10:1	9.9	13	2.0	15	50
Steele	10:1	14.2	13	2.6	20	45
Waseca	10:1	8.6	13	2.4	18	62
Faribault	9:1	3.8	11	1.4	13	71
Fillmore	9:1	10.0	17	2.6	15	57
Stearns	9:1	16.2	20	4.0	20	56
Rosseau	8:1	10.8	3	2.9	18	53
Blue Earth	8:1	21.1	19	6.0	32	55
Lyon	7:1	6.7	11	1.9	17	46
Mean of 15 Systems	10:1	11.2	13	2.2	15	55
Statewide Mean N=59	3:1	10.0	20	4.4	21	46

^aJail Staff are not part of Sheriff's Department.

^bNon-custody functions are negligible

First, the sheriff's total complement of staff (mean=13) in these systems is somewhat smaller than the statewide average (mean=20).

Second, jail staffs are significantly smaller in the 15 systems than in the state as a whole. The systems under examination have an average FTE jail staff of 2.2 persons per facility; the statewide average is 4.4 persons per facility. Furthermore, the relative use of sheriff's staff for jailing purposes is less in the systems under examination than in the state as a whole. The fourteen* systems average 15% (FTE) of sheriff's staff assigned to jailing while across the state an average of 21% of sheriff's staff are assigned to jailing functions.

Finally, of those assigned to jailing functions, the full-time equivalent for non-custodial functions (such as record keeping, food preparation, administration) is significantly higher in the 15 counties. An average of 55% are performing non-custodial work.

Thus, high inmate to staff ratios are not explained by differences in average daily population. Rather, relatively small sheriff's staff, relatively small proportions of sheriff's staff assigned to jailing and relatively small proportions of those assigned to jailing actually performing custodial tasks account for higher inmate to staff ratios.

SUMMARY

Most jail personnel also perform other law enforcement duties. About 60% of jail work is custodial, the balance is administrative, programming, or work in providing support services.

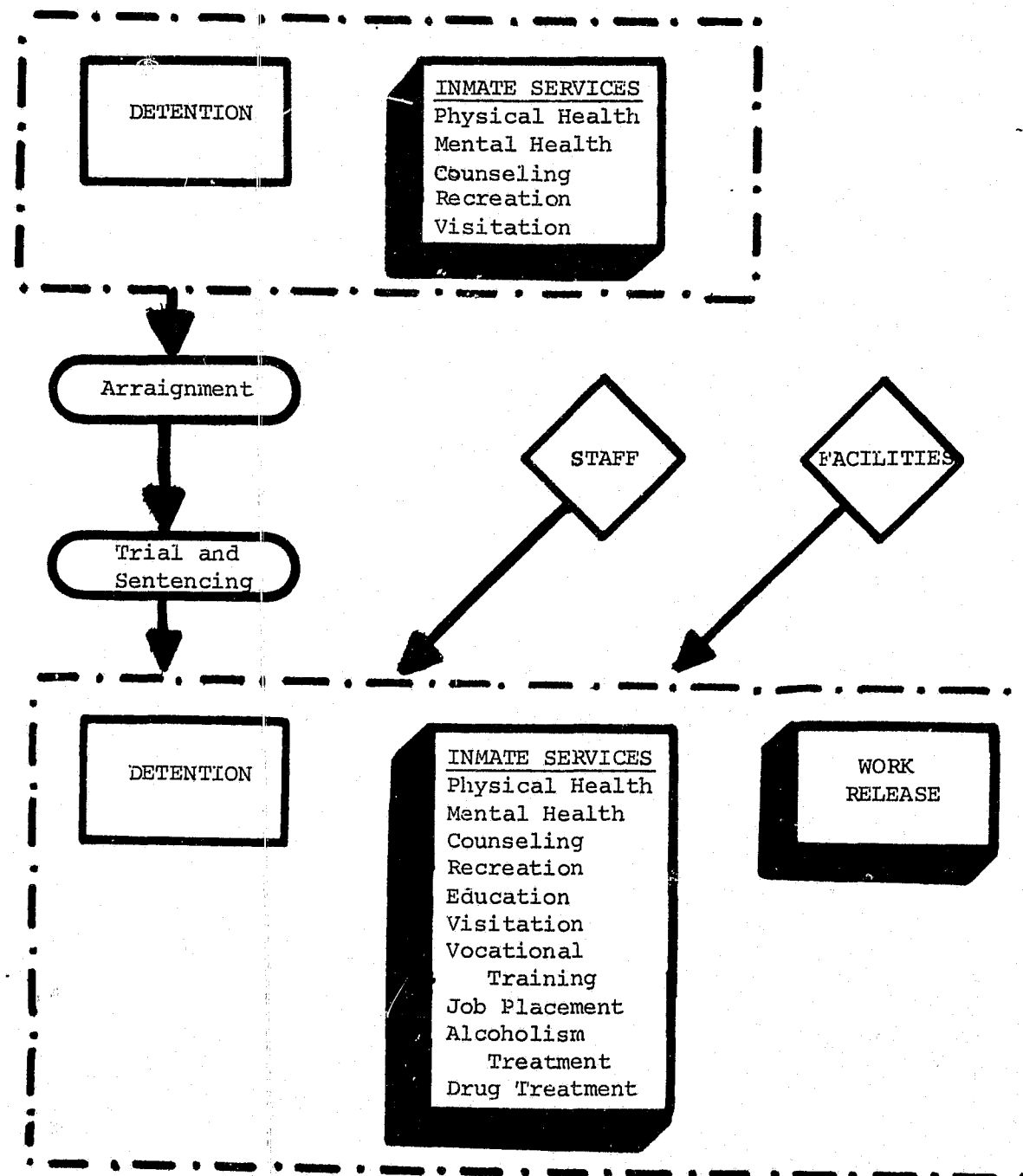
*No figure for Beltrami.

Dispatcher/jailers are used widely across the state especially in systems with smaller average daily populations. There is very little preservice training of jail personnel; informal inservice training programs exist in less than half of the state's jail systems. The sex of jail staff is not consistent with jail populations.

Generally, the state's jail systems easily satisfy the "standard of one custodian for every six inmates. Those systems which do not meet this standard have smaller custodial jail staffs due to relatively smaller proportions of sheriff's personnel being assigned to jail work and subsequently smaller proportions assigned to custodial functions.

CHAPTER 6

THE PROGRAM



INTRODUCTION

The National Sheriffs' Association, in its 1974 Handbook on Inmates' Rights, recognizes that jail inmates should have the opportunity to participate in education, vocational training and employment as available;* that inmates' rights to a healthful environment include opportunities for physical exercise and recreational activities;** and that inmates be allowed to visit in private with family members, friends, religious advisors, prospective employers and the news media.***

The Minnesota Department of Corrections, in its proposed Prisoner Programming Guidelines,**** states that jails should offer a broad range of programs which may include work, education, self-help, vocational training, counselling, hobby craft, recreation and other programs. It further states that on-site programs should be made available to all

* page 44 of NSA "Handbook of Inmates Rights" 1974
 ** Ibid, page 13
 *** Ibid, page 42
 **** Appendix II to Rough Draft Jail Standards (1976)

prisoners to the extent that the prisoners desire them and meet eligibility requirements and that resource availability permits.

This study discusses jail programming largely in terms of specific program functions similar to those used in the standards cited above. While it is recognized that the divisions are imperfect, they are useful for description and analysis. The categories used include recreation, visitation, counselling, mental health services, chemical dependency treatment, education and vocational programs, including work release.

Within the context of relevant standards and guidelines, programming will be discussed from two perspectives. The first section of the chapter distinguishes needs for different kinds of programming in the inmate population. It also identifies program opportunities and target populations which result from larger concentrations of inmates and extended stays of individual inmates. The second section examines from several points of view the extent to which programming is currently being provided in the Minnesota detention facilities studied.

PROGRAM NEEDS AND OPPORTUNITIES

Information about needs and opportunities for jail programming comes from two primary sources. First, compilation of the Department of Corrections monthly Reports of Persons Released from Jails and Lockups* enables the identification of 1) facilities with average daily populations so large that full-time programming staff is mandated by proposed DOC jail standards, 2) inmates held for long enough periods of time that on-site treatment programs are deemed necessary by proposed standards, 3) inmates

*Appendix B

held on alcohol and drug related charges, and 4) inmates held for allegedly criminal acts, the commission of which involved chemical abuse. Second, information gained in the Client Characteristics Survey serves to identify inmates with 1) self-assessed needs for chemical dependency treatment and 2) possible needs for education and employment related services.

HIGH PRISONER POPULATIONS

Department of Corrections proposed jail standards designate a facility average daily population (ADP) of 25 inmates as the point at which full-time program personnel become necessary.* (Facilities with smaller ADP's would be required to designate one of the staff as the program and resource coordinator.) Based on 1975 jail populations, only three of the facilities studied, together representing 18% of the statewide ADP, would have been affected by this proposed requirement (see Table 6-1). Four other facilities, which held an additional 15% of the statewide ADP, had 1975 ADP's between 20 and 25. Thus, one-third of the state's inmate population fell within or near this proposed program staff requirement in 1975. Of the three facilities which had 1975 ADP's greater than 25, information from the Jail Staff Survey** indicates that the Olmsted and St. Louis County Jails would apparently have satisfied the program staffing standard; the Anoka County Jail would not. None of the four facilities with 1975 ADP's between 20 and 25 reported having full-time program staff.

*DOC Proposed Jail Standards p.18

**Appendix G

TABLE 6-1
FACILITIES WITH 1975 ADP
GREATER THAN 20

FACILITY	ADP
St. Louis County Jail	50.0
Anoka County Jail	37.9
Olmsted County Jail	25.6
Washington County Jail	24.5
Itasca County Jail	23.9
Blue Earth County Jail	23.2
Dakota County Jail	20.3
(Statewide ADP = 613)	

Extended Incarceration

DOC proposed Prisoner Programming Guidelines* specify that on-site treatment programs be developed and implemented for every prisoner sentenced in excess of 30 days (except work release) and for every non-sentenced person detained in excess of 30 days.

In 1975 these guidelines would have applied to 1,267 of the nearly 39,000 jail inmates held in the systems studied. These inmates comprised a statewide ADP of 228 persons in 1975. Thus, while inmates held longer than 30 days were only 3% of the total persons held, by virtue of their extended stays they accounted for 37% of the statewide ADP (see Figure 6-1). These 1,267 persons,

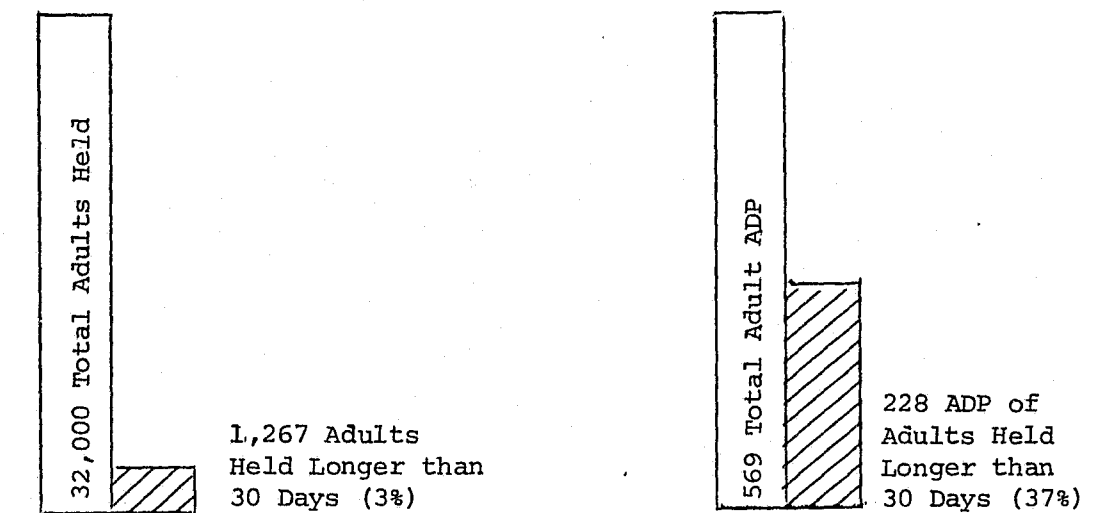
*Appendix II to Rough Draft Jail Standards Section E.1

228 of them held on an average day in 1975, would represent the primary target population for on-site treatment programs (which might be established) in Minnesota jails.

FIGURE 6-1

ADULTS HELD LONGER THAN 30
DAYS COMPARED WITH TOTAL
ADULTS HELD

ADP OF THOSE HELD LONGER
THAN 30 DAYS COMPARED
WITH TOTAL ADULT ADP



These 1,267 persons were dispersed among 60 of the 62 jail systems studied.* One-fourth of the total, however, were concentrated in the four metropolitan systems of St. Louis, Anoka, Washington, and Dakota. Well over half of those held longer than 30 days were held in the fourteen jail systems which held 30 or more persons for such extended periods during 1975. This left nearly 600 of those held longer than 30 days scattered in 46 different jail systems across the state. The typical jail system studied (median) held fourteen such persons during 1975.

Only 15 jail systems had average daily populations of five or more inmates held longer than 30 days. These fifteen systems (shown in Table 6-2) held 139,

*For system-by-system breakdown, see Appendix Y.

TABLE 6-2

ADP OF PERSONS HELD LONGER
THAN 30 DAYS
(Sentenced and non-sentenced)
Systems With ADP > 5

SYSTEM	ADP
St. Louis	28.5
Washington	11.4
Anoka	10.0
Itasca	9.4
Blue Earth	8.0
Dakota	8.0
Cass	7.9
Crow Wing	7.9
Martin	7.9
Stearns	7.7
Beltrami	7.6
Kandiyohi	7.4
Fillmore	6.3
Wright	5.9
Olmsted	5.1
(Statewide ADP = 228)	

or 60%, of the statewide total ADP of 228. Thus, 40% of the ADP of inmates held for extended stays, or 89 inmates on an average day, were dispersed among the 45 jail systems (only 2 inmates per system). Note that only the St. Louis County system (ADP = 28.5) held more than 12 such inmates on an average day in 1975. The typical jail system studied (median) held only 1.5 such inmates on an average day in 1975.

Of the 1,267 adults held longer than 30 days, 678 (53%) were sentenced offenders and 589 were non-sentenced persons. Of the 228 total ADP, 125 (55%) were sentenced offenders. Thus, the two distinct Prisoner Programming Guidelines, for sentenced and non-sentenced persons held longer than 30 days, each affect about half of all the adults held for such extended periods.*

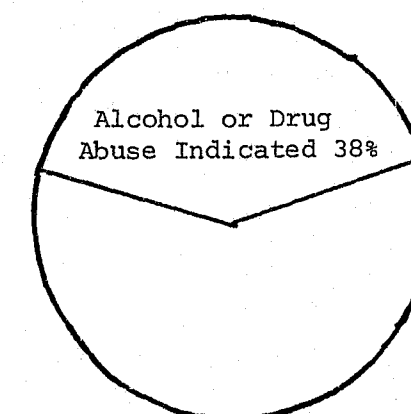
*Appendix Y provides a summary of information about population of inmates held longer than 30 days, including total persons held and ADP for all, sentenced and non-sentenced.

Alcohol and Drug Related Incarceration

Among persons held for any length of time, some indication of the need for programming comes from the extent that alcohol and drug use are involved with their incarceration. Examined are 1) the frequency of chemical abuse involvement with allegedly criminal acts and 2) the frequency of incarceration for alcohol and drug related offenses.

The DOC Report of Persons Released from Jails and Lockups includes notation of cases where chemical abuse is involved either with the alleged offense or with the circumstances of arrest. As is shown in Figure 6-2 chemical abuse was involved in some way with the incarceration of 38% of those held in the facilities studied. These nearly 15,000 inmates accounted for one-fourth of the total statewide average daily population in 1975.

FIGURE 6-2
INVOLVEMENT OF CHEMICAL ABUSE
WITH INCARCERATION

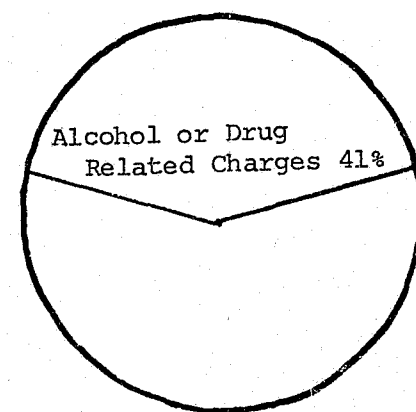


(39,000 Total Persons Held)

Analysis of the charges recorded in connection with those held in 1975 indicates (see Figure 6-3) that 41% of the cases studied represented charges related to alcohol or drugs.* More than 16,000 inmates were held in connection with alcohol or drug related offenses. As in the case of chemical abuse resulting in incarceration, a quarter of the state's ADP are held in jail under charges involving alcohol or drugs.**

FIGURE 6-3

ALCOHOL OR DRUG
RELATED CHARGES



(39,000 Total Persons Held)

Of course, these two approximate measures of need for chemical dependency treatment overlap. Some individuals were charged with chemical related offenses and had chemical abuse noted. One or both of the indications of

*Included are Driving While Intoxicated, Open Bottle, Disorderly Conduct, Misdemeanor Drug Offenses, Liquor Laws, Felony Drug Offenses, and Gross Misdemeanor Drug Offenses.

**Appendix Z provides system-by-system breakdown of both of these measures of the need for chemical dependency treatment.

need for chemical dependency treatment occurred in 45% of all the cases studied. Nearly 18,000 of those held in 1975 were involved. These figures demonstrate clearly a substantial need for this treatment.

Inmate-Expressed Need for Chemical Dependency Treatment

The Client Characteristics Survey* asked 415 Minnesota jail inmates whether they would participate in chemical dependency treatment if it were available to them while they were in jail. Separate questions concerning alcoholism and drug abuse treatment were asked. Tables 6-3 and 6-4 report the inmates' responses.

TABLE 6-3

"WOULD YOU PARTICIPATE IN
ALCOHOLISM TREATMENT?"

Yes	44%	(182)
No	54	(225)
Don't Know	2	(8)
TOTAL	100%	(415)

TABLE 6-4

"WOULD YOU PARTICIPATE IN
DRUG ABUSE TREATMENT?"

Yes	32%	(131)
No	67	(277)
Don't Know	2	(7)
TOTAL	101%	(415)

Of the 415 inmates surveyed, 190 (46%) responded positively to one or both of the questions.

Assuming the same proportion of need in the overall 1975 jail population, a projection of this proportion indicates that nearly 15,000 adult inmates held in 1975 found themselves in need of some kind of chemical dependency treatment. Among sentenced offenders surveyed, 54% responded positively. This proportion of sentenced offenders projects to about 2,700 persons state-

*For copy of Client Characteristic Survey, see Appendix F.

wide in 1975. Among those surveyed who were held longer than 30 days, 44% said they would participate; this projects to about 550 persons of those held longer than 30 days in 1975. Thus, on the basis of 1) the involvement of chemical abuse in incarceration, 2) the number of alcohol and drug-related charges, and 3) the inmates' own assessment, there is a clearly demonstrated need for chemical dependency treatment in Minnesota jails.

Need for Education Services

A good indication of the need for educational programming comes from the proportion of the inmates surveyed who had not completed high school. Of 408 inmates responding to the question concerning level of education completed*, 8% had completed 8th grade only, and another 29% had finished only some high school. Thus, 37% had not completed high school. Moreover, among the inmates surveyed who were age 18 through 21, 42% had not finished high school. Just among adult inmates**, then, nearly 40% appear in need of educational services.

Need for Employment - Related Services

Similarly, indication of the need for employment-related services comes from the inmates' answers to questions regarding their employment status. Of those responding to the employment question, 3% reported that they lost their jobs as a result of their incarceration, another 3% were collecting unemployment compensation, and a further 35% reported themselves unemployed. There is no reason to believe that the proportion of unemployed is not as high

*See Appendix F for wording of question and Appendix N for complete report of responses.

**Juveniles were not surveyed.

among only those inmates who are incarcerated for longer periods and are thus better candidates for such programming.

PROGRAM AVAILABILITY AND DELIVERY

Once some idea of the extent of need for different kinds of jail programming has been established, it remains to inquire into the provision of such programming in the Minnesota jail systems studied. The question of provision of programming services is approached from two points of view.

The first is to ascertain how widely the different kinds of programming are available in the Minnesota jail systems studied. To this end, facility administrators were asked in the Survey of Jailing Practices* what programming services, among several specified, were available to inmates held in their facilities. With regard to visitation, the extent of visitation permitted was determined by the jail study research staff as part of data collection visits in selected sample counties.

The second perspective on program provision is to examine the extent to which program services are actually delivered to individual inmates. To this end, the Client Characteristics Survey asked the inmates surveyed whether any of several specified program services were provided to them during their stay in jail. In the case of visitation, logs were consulted and estimates were made by jail staff where necessary to gauge the extent of visitation that occurred in the facilities sampled during 1975.

Further information relating not to the availability or delivery of specific services but to the general level of programming being provided in

*Appendix D is survey instrument. Appendix AA summarizes program availability.

Minnesota jails comes from two additional sources. First, information concerning the allocation of jail staff and volunteer time to programming comes from the Jail Staff Survey*. Second, evaluation of the general level of programming being provided in Minnesota jails comes from the annual detention facility standards compliance ratings of the Department of Corrections Inspection and Enforcement Unit.

One final perspective on jail programming was afforded by the intensive study of four Minnesota facilities (see Chapter 9). Visits to these facilities afforded close hand observation of a few specific examples of jail programming. Descriptions of these specific examples will be provided in footnotes as the individual program functions are discussed.

Recreation

The Survey of Jailing Practices asked facility administrators whether certain recreation opportunities were available to inmates held in their facilities. Grouped together as recreation were access to library materials, table games, and exercise.

The National Sheriffs' Association Guidelines affirm that inmates' legal rights include reasonable access to a wide range of reading material.** Of the 62 jail system main facilities surveyed, 30 reported that library materials were available to inmates. Included are a few facilities which report regular visits of bookmobiles. Most facilities reporting the availability of such materials maintain collections of paperback books and magazines for inmate use. Twenty-three of the 62 main facilities reported that table games were available to inmates.

*Appendix G

**NSA Handbook on Inmates' Rights p. 44.

The Sheriffs' Association Guidelines also provide that inmates' rights to a healthful environment include reasonable opportunities for physical exercise and recreation activities.* Sixteen of the main facilities surveyed reported that exercise opportunities were available to inmates. Among the facilities visited by jail study research staff, exercise opportunities varied greatly. Opportunities encountered varied from weight-lifting in common areas to volunteer supervision of inmate visits to local recreation facilities. Thus, the recreation opportunities available to Minnesota jail inmates are very limited.

Visitation

Among the inmates' rights cited by the National Sheriffs' Association is the right of jail inmates to "visit in private . . . with family members, friends, religious advisors, prospective employers, and the news media in keeping with a reasonable jail schedule."** Further comments provided by the Sheriff's Association for guidance as to the right to visitation suggest that visitation hours be flexible enough to permit visitors to come on days when they are not employed, and to allow exceptions to rules when visitors travel substantial distances. The comments also specify that there should be no limitation on the number of visits by a particular individual, and that each visitor be allowed to stay at least one hour.

Data collection site visits to fifteen randomly selected counties included inquiry regarding hours of visitation. Visiting hours were found to vary greatly among facilities. In the relatively large facility in Mower County, for example, visiting is allowed during only one hour per week.

*Ibid, p. 13.

**Ibid, p. 42.

In the much smaller Pipestone County Jail, visiting is allowed at almost any time. Most of the facilities allowed between four and eight hours per week of visitation.

In order to measure and compare the extent of visitation which actually occurred in 1975, an index of visitation* was calculated for each of the 13 sample facilities which kept visitation logs. The index combines the number of visits logged (or estimated) with the number of prisoner-weeks served in the facility examined. Among the thirteen facilities for which the necessary information was available, this measure of visitation occurrence varied from a high of 2.6 visits per prisoner-week in the Douglas County Jail to a low of 0.5 in the Fillmore County Jail. The mean value for the thirteen facilities was 1.3 visits per prisoner week.

The randomly drawn sample of fifteen counties likely provides an accurate reflection of visitations statewide. More allowance for visitation appears necessary in some facilities if the National Sheriffs' Association Guidelines are to be followed. While physical limitations of facilities do create problems in some places, the provision of greater opportunity for visitation would seem in most cases to be neither difficult nor costly.

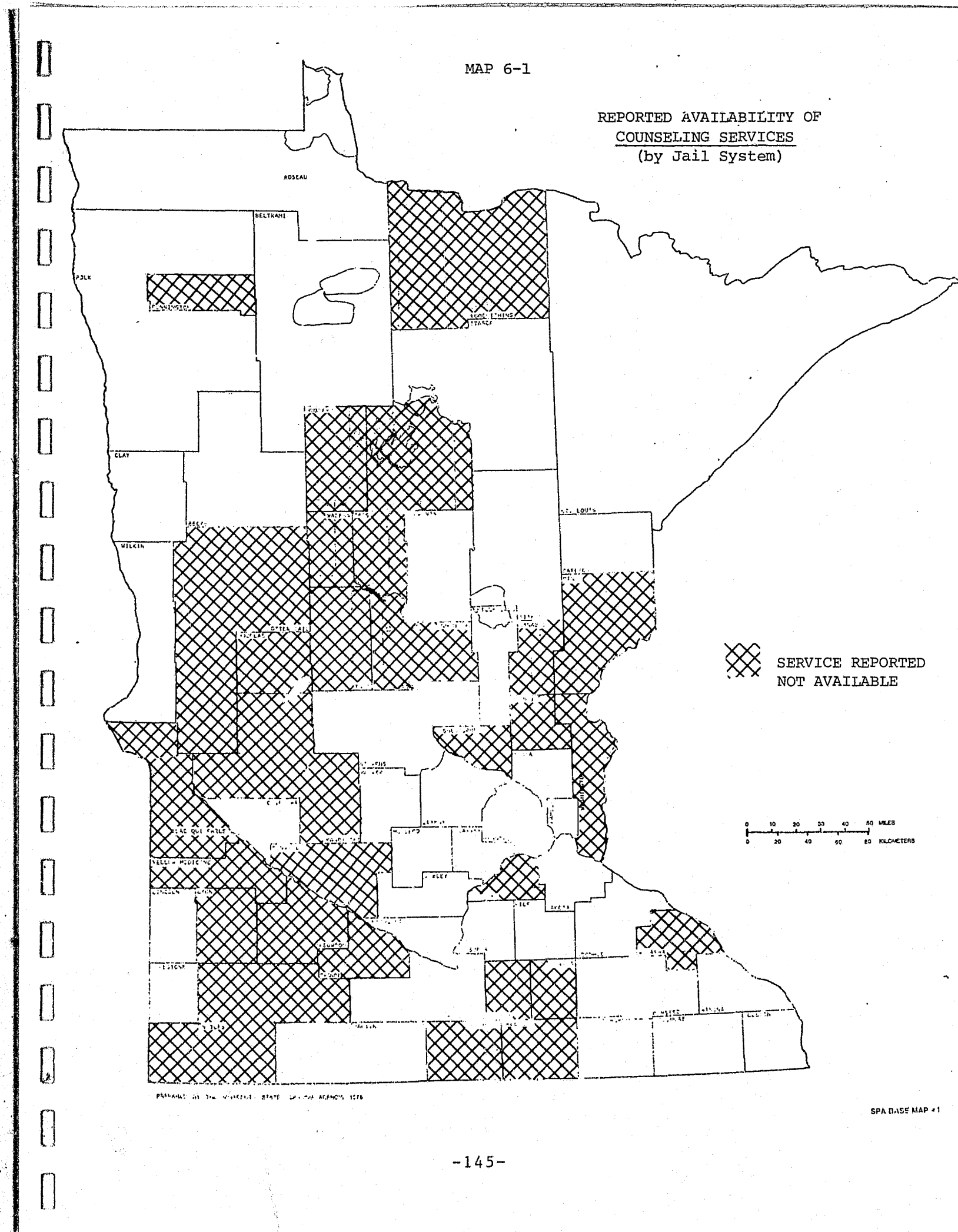
Counselling

Counselling refers, in this study, to help provided inmates in such areas as domestic relations, money management, and other social and personal matters not connected with more sophisticated treatment programs.

Responses to the Survey of Jailing Practices indicate that 34 of the 62 jail systems report the availability of counselling services (see Map 6-1). Approximately two-thirds of the 1975 statewide average daily population of

*Index = number of visits logged ÷ number of prisoner weeks held.
 EXAMPLE: $\frac{624 \text{ visits logged}}{679 \text{ prisoner weeks}} = 0.9 \text{ visitation index}$

Values for the thirteen counties are reported in Appendix CC.



inmates was held in the jail systems where counselling services were reported to be available.

Unfortunately, no data on which to accurately assess the need for counselling services among the Minnesota jail population are available. According to the results of the Client Characteristics Survey, 12 of 415 inmates surveyed (3%) reported receiving counselling services during their incarceration. Of these 12 inmates, 7 were held in just 1 of the 15 facilities in which the survey was conducted.*

Thus, it appears that although counselling services are reported to be available to two-thirds of those held in the jail systems studied, the services are not actually being delivered so widely. It is probable that the need for such services does exist, but that available resources are not now finding their way to the inmates in need.

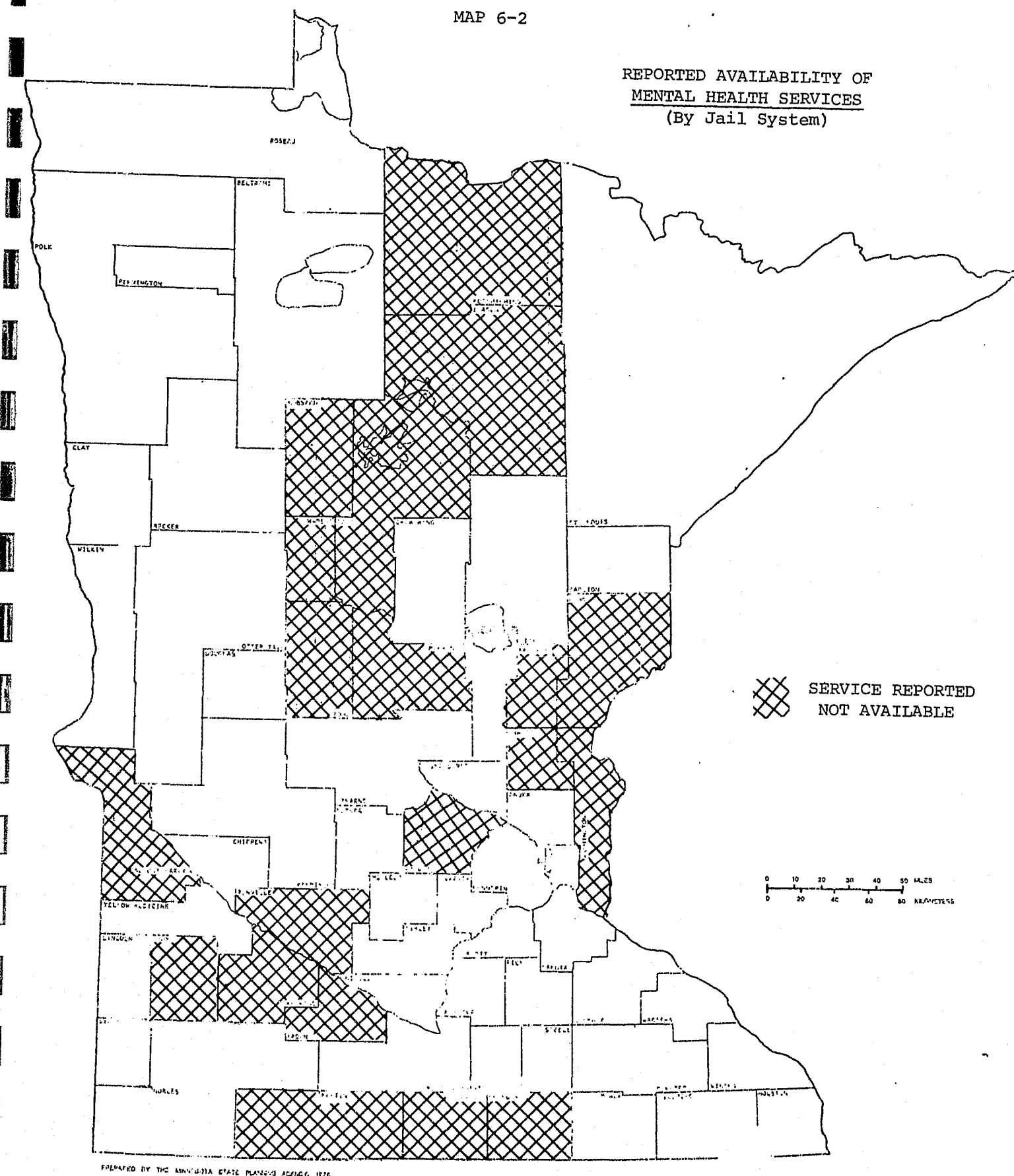
Mental Health Services

Facility administrators in 39 of the 62 jail systems reported that mental health services (psychiatric treatment, diagnostic services) were available to inmates in their charge (see Map 6-2). Over 70% of the 1975 statewide average daily population was held in these facilities.

Again, data on which to assess the extent of need for such services

*The Blue Earth County Jail in Mankato and Mankato State University have a cooperative arrangement which results in faculty and staff of the University providing a wide range of counselling services to inmates at the jail. A sample of inmates surveyed indicates that 18% of inmates held in the facility are served by the counselling program.

The Olmsted County Jail in Rochester, not one of the 15 facilities surveyed, operates another impressive counselling program. Involved are full-time program staff, specially trained custody staff, volunteers, and other existing social service resources in the community. The program provides a wide range of counselling services with emphasis on chemical dependency problems. One unique aspect of the program is its follow-up of persons who provisionally are released but return to the facility for counselling by jail staff.



1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26
27
28
29
30
31
32
33
34
35
36
37
38
39
40
41
42
43
44
45
46
47
48
49
50
51
52
53
54
55
56
57
58
59
60
61
62
63
64
65
66
67
68
69
70
71
72
73
74
75
76
77
78
79
80
81
82
83
84
85
86
87
88
89
90
91
92
93
94
95
96
97
98
99
100
101
102
103
104
105
106
107
108
109
110
111
112
113
114
115
116
117
118
119
120
121
122
123
124
125
126
127
128
129
130
131
132
133
134
135
136
137
138
139
140
141
142
143
144
145
146
147
148
149
150
151
152
153
154
155
156
157
158
159
160
161
162
163
164
165
166
167
168
169
170
171
172
173
174
175
176
177
178
179
180
181
182
183
184
185
186
187
188
189
190
191
192
193
194
195
196
197
198
199
200
201
202
203
204
205
206
207
208
209
210
211
212
213
214
215
216
217
218
219
220
221
222
223
224
225
226
227
228
229
230
231
232
233
234
235
236
237
238
239
240
241
242
243
244
245
246
247
248
249
250
251
252
253
254
255
256
257
258
259
260
261
262
263
264
265
266
267
268
269
270
271
272
273
274
275
276
277
278
279
280
281
282
283
284
285
286
287
288
289
290
291
292
293
294
295
296
297
298
299
300
301
302
303
304
305
306
307
308
309
310
311
312
313
314
315
316
317
318
319
320
321
322
323
324
325
326
327
328
329
330
331
332
333
334
335
336
337
338
339
340
341
342
343
344
345
346
347
348
349
350
351
352
353
354
355
356
357
358
359
360
361
362
363
364
365
366
367
368
369
370
371
372
373
374
375
376
377
378
379
380
381
382
383
384
385
386
387
388
389
390
391
392
393
394
395
396
397
398
399
400
401
402
403
404
405
406
407
408
409
410
411
412
413
414
415
416
417
418
419
420
421
422
423
424
425
426
427
428
429
430
431
432
433
434
435
436
437
438
439
440
441
442
443
444
445
446
447
448
449
450
451
452
453
454
455
456
457
458
459
460
461
462
463
464
465
466
467
468
469
470
471
472
473
474
475
476
477
478
479
480
481
482
483
484
485
486
487
488
489
490
491
492
493
494
495
496
497
498
499
500
501
502
503
504
505
506
507
508
509
510
511
512
513
514
515
516
517
518
519
520
521
522
523
524
525
526
527
528
529
530
531
532
533
534
535
536
537
538
539
540
541
542
543
544
545
546
547
548
549
550
551
552
553
554
555
556
557
558
559
560
561
562
563
564
565
566
567
568
569
570
571
572
573
574
575
576
577
578
579
580
581
582
583
584
585
586
587
588
589
590
591
592
593
594
595
596
597
598
599
600
601
602
603
604
605
606
607
608
609
610
611
612
613
614
615
616
617
618
619
620
621
622
623
624
625
626
627
628
629
630
631
632
633
634
635
636
637
638
639
640
641
642
643
644
645
646
647
648
649
650
651
652
653
654
655
656
657
658
659
660
661
662
663
664
665
666
667
668
669
670
671
672
673
674
675
676
677
678
679
680
681
682
683
684
685
686
687
688
689
690
691
692
693
694
695
696
697
698
699
700
701
702
703
704
705
706
707
708
709
710
711
712
713
714
715
716
717
718
719
720
721
722
723
724
725
726
727
728
729
730
731
732
733
734
735
736
737
738
739
740
741
742
743
744
745
746
747
748
749
750
751
752
753
754
755
756
757
758
759
760
761
762
763
764
765
766
767
768
769
770
771
772
773
774
775
776
777
778
779
780
781
782
783
784
785
786
787
788
789
790
791
792
793
794
795
796
797
798
799
800
801
802
803
804
805
806
807
808
809
810
811
812
813
814
815
816
817
818
819
820
821
822
823
824
825
826
827
828
829
830
831
832
833
834
835
836
837
838
839
840
84

1
2
3
4
5
6
7
8
9
10
11
12

1
2
3
4
5
6
7
8
9
10
11
12

1
2
3
4
5
6
7
8
9

1
2
3
4



crime control funds for corrections construction means that this area requires particular attention by jurisdictions seeking such funding. The proliferation of chemical dependency problems across all sectors of society, however, means that no jurisdiction can afford to ignore the need for such services.

Education

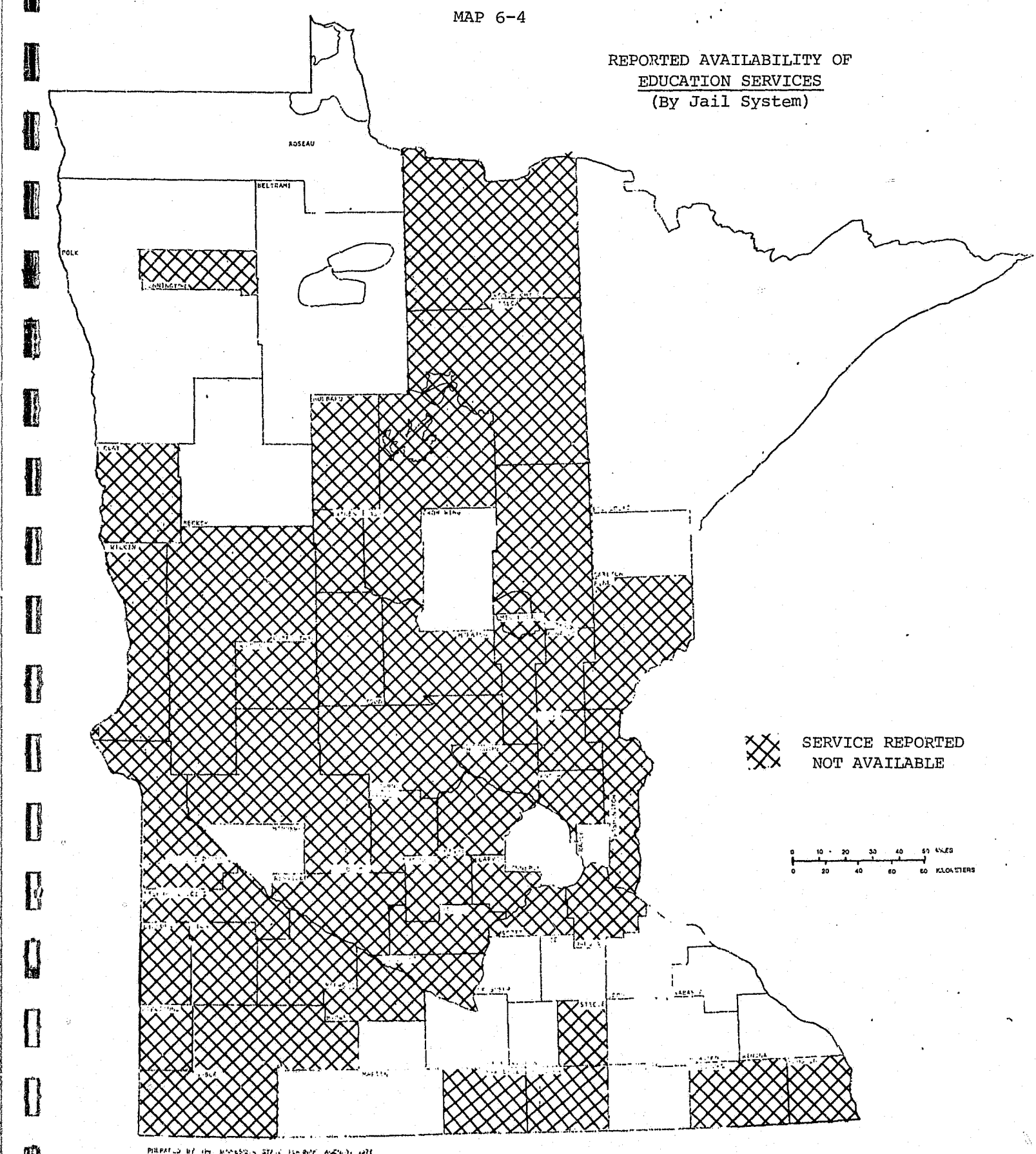
The National Sheriffs' Association Handbook on Inmates' Rights states that inmates should have the opportunity to participate in education programs.* The Sheriffs' Handbook on Jail Programs cites national studies showing that a large proportion of jail inmates are functionally illiterate.** Recall that 37% of all those surveyed, and 42% of those age 18-21 surveyed, had not completed high school. The need for such services is, therefore, great.

Fifteen of the 62 jail systems surveyed reported that education services were available to their inmates (see Map 6-4). These systems accounted for about 40% of the statewide average daily population in 1975. Thus, 47 of the jail systems and 60% of the total 1975 jail population were without access to educational programming.

Moreover, none of the 415 inmates surveyed in mid-1975 reported receiving education services during his/her incarceration. It is likely that conducting the survey during the summer months when many high schools and vocational schools are closed caused the extent of educational programming to be underestimated. However, the limited extent of education programming reported

*Page 44, Handbook on Inmates' Rights

**Page 25, Handbook on Jail Programs



PREPARED BY THE MINNESOTA STATE LAW ENFORCEMENT AGENCY, 1977

SP-150E MAP #1

by facility administrators by itself indicates that educational resources need increasingly to be brought into Minnesota jails. The existence of a few impressive education programs provide the exceptions to the statewide picture of education programming.*

Vocational Programs

According to the National Sheriffs' Association, jail inmates should have the opportunity to participate in vocational training and employment as available.** Twenty-three of the 62 jail systems report the availability of job placement and/or vocational education services (see Map 6-5). Just over half of the 1975 statewide average daily population was held in these systems.

Recall from the previous discussion of inmate needs that 40% of the inmates surveyed in mid-1976 reported themselves unemployed. Fewer than 1% reported having received job placement or vocational education services. Thus, these services need to be brought into more Minnesota jails.

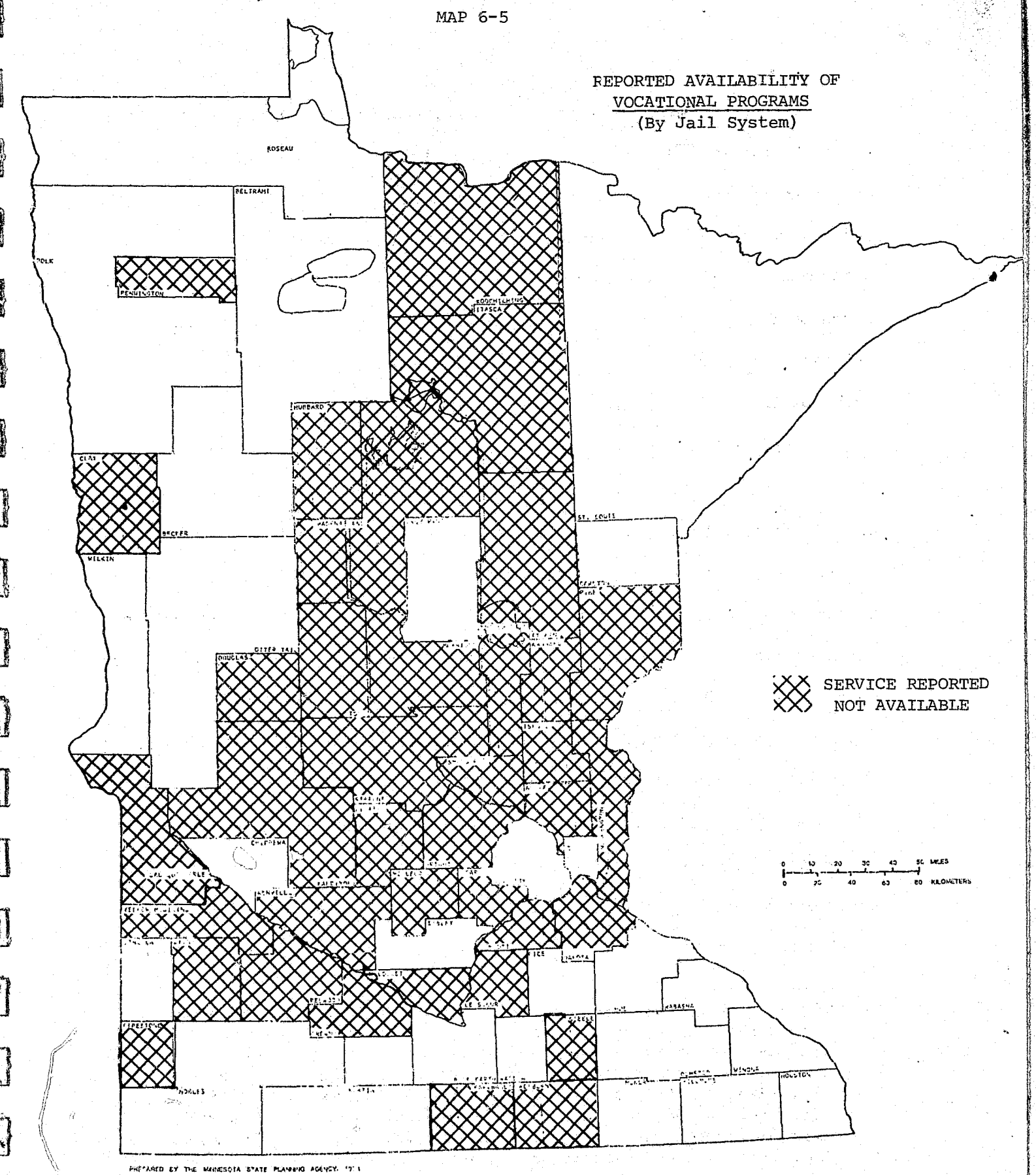
Work Release

The National Sheriffs' Association Handbook on Jail Programs*** states that, from both rehabilitative and economic viewpoints, work release makes good sense. Few would doubt the wisdom of this general statement about work release and local detention facilities. The working inmate maintains his ties with job and community, can help support his family, and is able in

*The Northwest Regional Corrections Center in Crookston operates a comprehensive education program. Established largely with LEAA funding, the ambitious program includes a full-time education director and two part-time professional educators from state and local education institutions. The programming includes diagnostic educational services, tutoring, and college and vocational planning. An average of 30 residents per month were involved in 3rd quarter 1976.

**Page 44, Handbook on Inmates' Legal Rights

***Ibid. p. 33



1
 2
 3
 4
 5
 6
 7
 8
 9
 10
 11
 12
 13
 14
 15
 16
 17
 18
 19
 20
 21
 22
 23
 24
 25
 26
 27
 28
 29
 30
 31
 32
 33
 34
 35
 36
 37
 38
 39
 40
 41
 42
 43
 44
 45
 46
 47
 48
 49
 50
 51
 52
 53
 54
 55
 56
 57
 58
 59
 60
 61
 62
 63
 64
 65
 66
 67
 68
 69
 70
 71
 72
 73
 74
 75
 76
 77
 78
 79
 80
 81
 82
 83
 84
 85
 86
 87
 88
 89
 90
 91
 92
 93
 94
 95
 96
 97
 98
 99
 100
 101
 102
 103
 104
 105
 106
 107
 108
 109
 110
 111
 112
 113
 114
 115
 116
 117
 118
 119
 120
 121
 122
 123
 124
 125
 126
 127
 128
 129
 130
 131
 132
 133
 134
 135
 136
 137
 138
 139
 140
 141
 142
 143
 144
 145
 146
 147
 148
 149
 150
 151
 152
 153
 154
 155
 156
 157
 158
 159
 160
 161
 162
 163
 164
 165
 166
 167
 168
 169
 170
 171
 172
 173
 174
 175
 176
 177
 178
 179
 180
 181
 182
 183
 184
 185
 186
 187
 188
 189
 190
 191
 192
 193
 194
 195
 196
 197
 198
 199
 200
 201
 202
 203
 204
 205
 206
 207
 208
 209
 210
 211
 212
 213
 214
 215
 216
 217
 218
 219
 220
 221
 222
 223
 224
 225
 226
 227
 228
 229
 230
 231
 232
 233
 234
 235
 236
 237
 238
 239
 240
 241
 242
 243
 244
 245
 246
 247
 248
 249
 250
 251
 252
 253
 254
 255
 256
 257
 258
 259
 260
 261
 262
 263
 264
 265
 266
 267
 268
 269
 270
 271
 272
 273
 274
 275
 276
 277
 278
 279
 280
 281
 282
 283
 284
 285
 286
 287
 288
 289
 290
 291
 292
 293
 294
 295
 296
 297
 298
 299
 300
 301
 302
 303
 304
 305
 306
 307
 308
 309
 310
 311
 312
 313
 314
 315
 316
 317
 318
 319
 320
 321
 322
 323
 324
 325
 326
 327
 328
 329
 330
 331
 332
 333
 334
 335
 336
 337
 338
 339
 340
 341
 342
 343
 344
 345
 346
 347
 348
 349
 350
 351
 352
 353
 354
 355
 356
 357
 358
 359
 360
 361
 362
 363
 364
 365
 366
 367
 368
 369
 370
 371
 372
 373
 374
 375
 376
 377
 378
 379
 380
 381
 382
 383
 384
 385
 386
 387
 388
 389
 390
 391
 392
 393
 394
 395
 396
 397
 398
 399
 400
 401
 402
 403
 404
 405
 406
 407
 408
 409
 410
 411
 412
 413
 414
 415
 416
 417
 418
 419
 420
 421
 422
 423
 424
 425
 426
 427
 428
 429
 430
 431
 432
 433
 434
 435
 436
 437
 438
 439
 440
 441
 442
 443
 444
 445
 446
 447
 448
 449
 450
 451
 452
 453
 454
 455
 456
 457
 458
 459
 460
 461
 462
 463
 464
 465
 466
 467
 468
 469
 470
 471
 472
 473
 474
 475
 476
 477
 478
 479
 480
 481
 482
 483
 484
 485
 486
 487
 488
 489
 490
 491
 492
 493
 494
 495
 496
 497
 498
 499
 500
 501
 502
 503
 504
 505
 506
 507
 508
 509
 510
 511
 512
 513
 514
 515
 516
 517
 518
 519
 520
 521
 522
 523
 524
 525

1
 2
 3
 4
 5
 6
 7
 8
 9
 10
 11
 12
 13
 14
 15
 16
 17
 18
 19
 20
 21
 22
 23
 24
 25
 26
 27
 28
 29
 30
 31
 32
 33
 34
 35
 36
 37
 38
 39
 40
 41
 42
 43
 44
 45
 46
 47
 48
 49
 50
 51
 52
 53
 54
 55
 56
 57
 58
 59
 60
 61
 62
 63
 64
 65
 66
 67
 68
 69
 70
 71
 72
 73
 74
 75
 76
 77
 78
 79
 80
 81
 82
 83
 84
 85
 86
 87
 88
 89
 90
 91
 92
 93
 94
 95
 96
 97
 98
 99
 100
 101
 102
 103
 104
 105
 106
 107
 108
 109
 110
 111
 112
 113
 114
 115
 116
 117
 118
 119
 120
 121
 122
 123
 124
 125
 126
 127
 128
 129
 130
 131
 132
 133
 134
 135
 136
 137
 138
 139
 140
 141
 142
 143
 144
 145
 146
 147
 148
 149
 150
 151
 152
 153
 154
 155
 156
 157
 158
 159
 160
 161
 162
 163
 164
 165
 166
 167
 168
 169
 170
 171
 172
 173
 174
 175
 176
 177
 178
 179
 180
 181
 182
 183
 184
 185
 186
 187
 188
 189
 190
 191
 192
 193
 194
 195
 196
 197
 198
 199
 200
 201
 202
 203
 204
 205
 206
 207
 208
 209
 210
 211
 212
 213
 214
 215
 216
 217
 218
 219
 220
 221
 222
 223
 224
 225
 226
 227
 228
 229
 230
 231
 232
 233
 234
 235
 236
 237
 238
 239
 240
 241
 242
 243
 244
 245
 246
 247
 248
 249
 250
 251
 252
 253
 254
 255
 256
 257
 258
 259
 260
 261
 262
 263
 264
 265
 266
 267
 268
 269
 270
 271
 272
 273
 274
 275
 276
 277
 278
 279
 280
 281
 282
 283
 284
 285
 286
 287
 288
 289
 290
 291
 292
 293
 294
 295
 296
 297
 298
 299
 300
 301
 302
 303
 304
 305
 306
 307
 308
 309
 310
 311
 312
 313
 314
 315
 316
 317
 318
 319
 320
 321
 322
 323
 324
 325
 326
 327
 328
 329
 330
 331
 332
 333
 334
 335
 336
 337
 338
 339
 340
 341
 342
 343
 344
 345
 346
 347
 348
 349
 350
 351
 352
 353
 354
 355
 356
 357
 358
 359
 360
 361
 362
 363
 364
 365
 366
 367
 368
 369
 370
 371
 372
 373
 374
 375
 376
 377
 378
 379
 380
 381
 382
 383
 384
 385
 386
 387
 388
 389
 390
 391
 392
 393
 394
 395
 396
 397
 398
 399
 400
 401
 402
 403
 404
 405
 406
 407
 408
 409
 410
 411
 412
 413
 414
 415
 416
 417
 418
 419
 420
 421
 422
 423
 424
 425
 426
 427
 428
 429
 430
 431
 432
 433
 434
 435
 436
 437
 438
 439
 440
 441
 442
 443
 444
 445
 446
 447
 448
 449
 450
 451
 452
 453
 454
 455
 456
 457
 458
 459
 460
 461
 462
 463
 464
 465
 466
 467
 468
 469
 470
 471
 472
 473
 474
 475
 476
 477
 478
 479
 480
 481
 482
 483
 484
 485
 486
 487
 488
 489
 490
 491
 492
 493
 494
 495
 496
 497
 498
 499
 500
 501
 502
 503
 504
 505
 506
 507
 508
 509
 510
 511
 512
 513
 514
 515
 516
 517
 518
 519
 520
 521
 522
 523
 524
 525

11

1
2
3
4
5
6
7

1. 1. 1. 1. 1.

1



relating to programming results in a numerical program rating between 0 and 100. A rating of 67 is considered to be the "minimum acceptable."

The program rating considers:

1. Provision of program space, equipment, and materials.
2. Degree of supervision and control of program activities within cell areas.
3. Degree of supervision and control of program activities outside of cell areas.
4. Extent of compatibility of programming to prisoner needs.
5. Level to which programming is consistent with available resources.
6. Degree of interest and staff attitude toward prisoner programming.
7. Level of consistency of programming with usable community opportunities.
8. Variations in amenities related to the classification of prisoners.
9. Staff resources assigned primarily for program purposes.

Based on their 1975 compliance with standards relating to programming, the main facilities of only 5 of the 62 jail systems studied meet or exceed the minimum acceptable level of jail programming. These are the jail systems of Blue Earth, Martin, Olmsted, Polk, and St. Louis Counties. The ratings of 38 of the main facilities fell below 35.* Fifty-seven of the 62 jail system main facilities do not meet standards for jail programming.

Jail Staff in Programming

The allocation of jail staff to programming functions has been discussed both in the previous chapter and earlier in this chapter in connection with facility average daily population requiring full-time programming staff under proposed DOC standards.** A few points will be briefly reviewed. Of the facilities with 1975 ADP's greater than 25, the St. Louis County Jail and

*Program ratings for all system main facilities are included in Appendix BR.

**Chapter 5

Olmsted County Jail have full-time program staff persons; the Anoka County Jail does not. Among the other facilities studied, only the Northwest Regional Corrections Center employs full-time staff for programming.

Only 11 of the 62 jail systems studied reported any staff time allocated to programming. Among these, the full-time equivalent* of staff devoted to programming ranged from .05 (Beltrami) to 3.6 (Northwest Regional).** A statewide total of 8.1 full-time equivalent program staff were reported. Very little staff time in Minnesota jail facilities is devoted to programming.

Volunteers in Programming

The National Sheriffs' Association recognizes that, in the light of existing jail program budgets in most localities, volunteers can be a great benefit to jail programming and that their services may often be superior to anything comparable which might be purchased.*** In many instances, volunteers are the only way some services can be delivered to jail inmates.

According to results from the Jail Staff Survey,**** volunteers are currently involved in programming in 23 of the 62 jail systems. Their contributions, expressed as volunteer hours per week, vary among the 23 systems from one hour in several systems to 24 hours per week in Olmsted County.*****

*40 hours per week = one full-time equivalent (FTE) of staff. See also Chapter 5.

**Appendix V reports FTE program staff by jail system.

***Handbook on Jail Programs, p. 43.

****Appendix G.

*****Olmsted County provides an ambitious program of volunteers in service to the criminal justice system. Services provided to jail inmates include one-to-one counselling, group sessions on employment-seeking skills and money management, recreation supervision, and tutoring. Volunteers also provide assistance to community corrections staff in pre-sentence investigation, court intake interviews, and alternative sentencing programs. Appendix V reports hours of volunteer program service by jail system.

SUMMARY AND CONCLUSIONS

The primary target populations of inmates for jail programming are those inmates grouped together in sufficient numbers and those held for a sufficient length of time to make programming practical. It has been shown that 1) these groups of inmates are relatively small in comparison with the total Minnesota jail population and 2) with some exceptions, they are widely dispersed across the state. Those held longer than 30 days represent over one-third of the total statewide average daily population, but their dispersal remains a problem. Almost half of those held longer than 30 days are scattered across 46 of the 62 jail systems. This wide dispersal of inmates makes the provision of programming services very costly.

The need for jail programming is demonstrated in several areas. Nearly half of all persons held in Minnesota during 1975 were shown by three independent criteria to be likely in need of chemical dependency treatment. Over one-third of those held had not completed high school. Four out of ten were unemployed. Recall that these proportions represent upwards of 10,000 persons based on 1975 inmate populations.

While facility administrators report the availability of many program services in many of the Minnesota jail systems studied, the Client Characteristics Survey suggests that not many inmates are provided such services during their incarceration. Thirteen jail systems report that no programming

is available to their inmates. While counselling, mental health and chemical dependency are reportedly available to a majority of Minnesota inmates, large numbers of inmates apparently need but do not receive these services. Moreover, education and vocational programs, as well as physical exercise, are not so widely available. Work release is apparently not being utilized to nearly the extent possible. A quick glance at the maps which chart the reported availability of programming services highlights some of the problem areas. North central and southwestern Minnesota seem to be particularly short on available jail programming.

The small amount of jail staff allocated to programming and the low level at which programming is evaluated with respect to DOC standards further confirm the lack of resources devoted to programming in Minnesota local detention facilities.

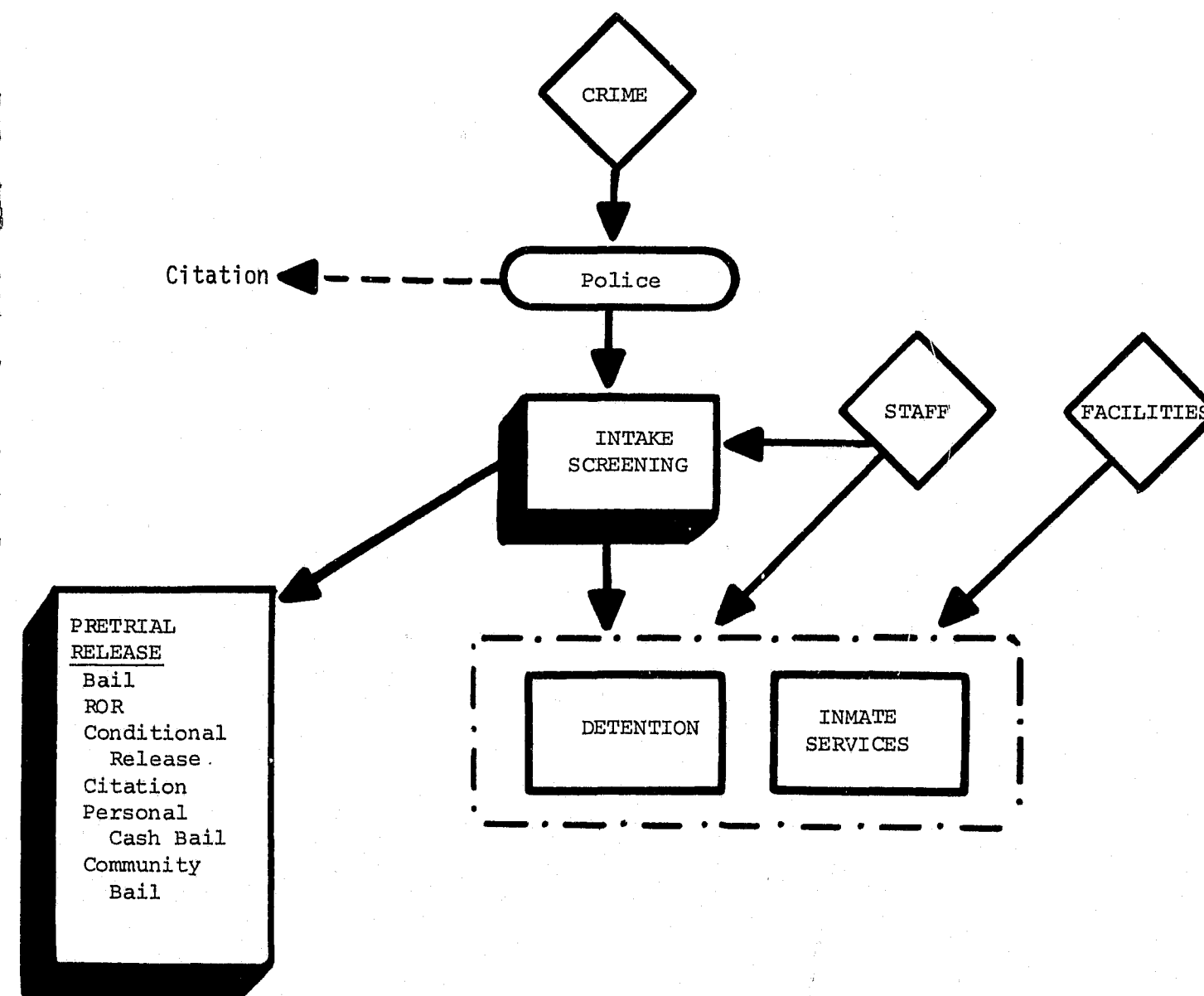
Three primary conclusions are suggested. First, there is an insufficient concentration of inmates in groups large enough to facilitate more and better programming. Programming is best now where larger groups of inmates are concentrated. Too many inmates are scattered in small facilities where great improvement in programming is too expensive.

Second, there is a lack of delivery of programming services in relation to demonstrated need. While data is somewhat short in this respect, it would be difficult to argue that more data would not serve to make this case stronger. Common sense supports the notion that there is a substantial need among jail inmates for the services discussed. In the cases of chemical dependency, education, and employment the need is demonstrated. With respect to physical exercise and other services discussed, the need is also clear.

Third, there seems to be a lack of the necessary coordination to bring community resources to the inmates in need. In many cases, the resources do exist. Area mental health centers, local educational institutions, employment service agencies and a vast and largely untapped potential of citizen volunteers are but a few of the resources available widely. Much improvement in the delivery of program services would seem to be possible with improved coordination of existing resources.

CHAPTER 7

THE PRETRIAL ALTERNATIVES



INTAKE SCREENING

When a person suspected of committing a crime is arrested, and brought to a local detention facility, he is first put through the facility's established booking procedures. Following booking, according to the recently revised Minnesota Rules of Criminal Procedure the continued detention of the accused person must be reviewed. "If the person has been arrested for a misdemeanor offense, he must be issued a citation and released from jail unless there is a substantial likelihood that he will fail to respond to a citation."* Accused felons may be released according to the same criteria.

Within the context of the Rules, several options are open to the officer in charge of the detention facility. An accused person may be:

- diverted from the criminal justice system to some other more appropriate community resource or program
- issued a citation directing his appearance in court and then released ("jailhouse" citation)
- released on his own recognizance (ROR) pending his appearance in court

* C. Paul Jones, "Overview of Criminal Procedures," 1975, P. 4.

- released under conditions specified in court guidelines pending appearance (conditional release)
- released after raising bail to guarantee his appearance in court
- detained until some change in his immediate condition (such as intoxication) enables his release, or
- detained in the facility until his first appearance

For each person arrested and booked into the facility, the authorities there must decide which of these options to exercise. This process is referred to as "intake screening."

One possible mechanism for providing this screening function is outlined by C. Paul Jones in his "Overview of Criminal Procedures."*

"After 'booking,' the person who has been arrested may be interviewed by a member of a pre-court screening unit, such as a bail evaluator or probation officer to ascertain background and financial status. This information will be used later to determine whether the person should be released without bail, the amount of bail if any, eligibility for defender services, to obtain medical or psychological assistance, for possible diversion from the criminal justice system, for use in arriving at a plea agreement and may constitute the basis for any pre-sentence investigation."

Ramsey County currently utilizes such a pre-court screening unit, a part of Project Remand. Hennepin County has also experimented with such a unit. In the Minnesota jail systems studied, however, almost all screening which now occurs at jail intake is done by jail staff. Given current

*C. Paul Jones, "Overview of Criminal Procedures," 1975, p. 4.

prisoner volumes and budgetary restraints, it is likely that in the Minnesota jail systems outside the Twin Cities screening will continue to be performed largely by sheriffs' personnel working in the facilities.

It is apparent from the range of options available that intake screening has great potential impact on the facility, the local criminal justice system and the community. How these options are exercised depends on the range of community resources available and on the screeners' ability to distinguish client needs, their knowledge of existing resources and their willingness to make full use of the options available.

In this chapter, the use of pretrial alternatives in the context of the jail system is examined from two perspectives. The first focuses on the release/detain decision at the jail. It examines the number of persons released at intake and within 24 hours in comparison to the total number of pretrial detainees. It also examines characteristics of persons detained and released in an attempt to determine how the system distinguishes between those detained and those released. The second section examines the use of the different alternatives to pretrial detention.

THE DECISION TO RELEASE OR DETAIN

Release at Intake

One measure of the use of alternatives to pretrial detention is

the number of detainees released at jail intake as a proportion of the total number held awaiting trial. "Intake " has been defined as the initial four hours of detention.* The measure is applied only to those persons identified as being held awaiting trial. Four hours is considered sufficient time for booking and screening for release to be completed for the great majority of detainees.**

It is important to note that this is not by itself an adequate measure of the process of intake screening, which is more a matter of who than of how many are released. The number of persons "releaseable" at jail intake depends on how discretion has been exercised by law enforcement officials in their decisions to stop, arrest and bring persons to the facility. This measure is used because it represents the best possible approximation of a measure of intake screening given the data available.

Of the statewide total persons held awaiting trial (pretrial detainees), 40% were released during the defined intake period (See Figure 7-1). Four out of ten persons held awaiting trial in 1975 spent less than four hours in jail.

*Available data source identifies detention in four hour intervals for persons held less than 24 hours.

**In the case of persons arrested for Driving While Intoxicated, who must normally be held longer than four hours, "Intake" was defined to extend eight hours into detention.

TABLE 7-1

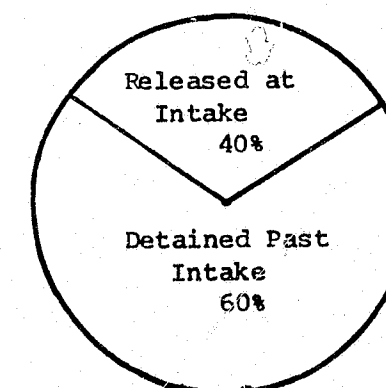
% RELEASED AT INTAKE
(High and Low Jail Systems)

<u>SYSTEM</u>	<u>% RELEASED AT INTAKE</u>
1. Lyon	71%
2. Goodhue	64
3. Pennington	64
4. Blue Earth	61
5. Lincoln	58
Mean of 62 Systems	37%
58. Koochiching	14%
59. Hubbard	13
60. Fillmore	9
61. Cass	8
62. LeSueur	1

Among the 62 jail systems studied, there was surprising variation in the percentage of detainees released at intake ranging from only 1% to 70% (see Table 7-1).* The average jail system studied (mean value) released 37% of its pretrial detainees during the intake period.

FIGURE 7-1

PRETRIAL DETAINEEES RELEASED AT INTAKE
(23,180 total cases)



*Results for all 62 systems in percent released at intake are reported in Appendix DD.

The reader who is familiar with jail facilities in Minnesota will note the great variety among those systems which released a large proportion of detainees during the intake (Table 7-1). The high rates of release at intake in the Lyon, Pennington and Lincoln systems are likely attributable to a combination of 1) overcrowded or otherwise inadequate conditions and 2) less serious offense patterns which require less frequent detention pending court appearance. The newer and larger facilities in Goodhue and Blue Earth, on the other hand, apparently evidence by their higher rates of release at intake greater screening for release.

Among the systems which released relatively few pretrial detainees at intake, Koochiching, Hubbard, and Cass held relatively large numbers of accused felons and gross misdemeanants among their pretrial detainees. Thus, they would be expected to release proportionately fewer detainees at intake. There is no apparent explanation however, for the presence of the Fillmore and LeSueur systems in this group.

Release Within 24 Hours

Further insight into the issues involved in intake screening and the use of pretrial alternatives is gained by determining, for comparison with release at intake, the proportion of detainees released within 24 hours. Statewide in 1975, 40% of the pretrial detainees were released at intake. The proportion of detainees released within 24 hours was over 70%. Among the jail systems studied, the proportion of detainees released within 24 hours varied from 30% to 95% (see Table 7-2).^{*} Of the systems which released more than 85% of their detainees within 24 hours, most had main facilities which were restricted to use as lockups or holding facilities.

^{*}Appendix DD displays by jail system the proportion of detainees released within 24 hours.

TABLE 7-2
PRETRIAL DETAINEES RELEASED
WITHIN 24 HOURS
(High and Low Jail Systems)

SYSTEM	% RELEASED WITHIN 24 HRS.
1. Pennington	95%
2. Pipestone	95
3. Sibley	95
4. Yellow Medicine	95
5. Brown	91
6. Lyon	91
7. Blue Earth	89
8. Clay	88
9. Lincoln	88
10. LacQuiParle	87
11. Carlton	86
Statewide	71%
57. Hubbard	49%
58. Itasca	42
59. Winona	40
60. Cass	39
61. Koochiching	39
62. LeSueur	30

Systems whose main facilities were rated as jails yet released more than 85% of detainees within 24 hours were Blue Earth, Clay, Carlton, and Mower.

Systems which released less than 50% of pretrial detainees within 24 hours are several of the same which released the smallest percentage at intake. The additions, Itasca and Winona, are both systems whose overcrowding and/or poor conditions restrict their use to more serious offenders/accused offenders. LeSueur is again among those releasing the fewest without apparent explanation.

Examining The Release Decision At Intake

Perhaps the most central question in a discussion of pretrial alternatives and the screening process at jail intake concerns who shall be detained and who released. The Minnesota Rules of Criminal Procedure specify that, when a person accused of a misdemeanor is brought to a place of detention, the officer in charge of the facility:

"...shall issue a citation in lieu of continued detention unless it reasonably appears to the officer that detention is necessary to prevent bodily harm to the accused or another or that there is a substantial likelihood that the accused will fail to respond to a citation. If the defendant is detained, the officer in charge shall report to the court the reasons for the detention."*

The Rules allow the issuance of such "jailhouse citations" to accused felons and gross misdemeanants.

Bail reform projects dating to the early 1960's, most notably the Manhattan Bail Project of the Vera Institute, have attempted to narrow the release/detain decision to a question of the likelihood of

*Minnesota Rules of Criminal Procedure, Rule 6.01, Subd. 1, (1)

the accused person's appearance in court. By analyzing rates of accused persons' failure to appear in court, these projects have demonstrated that much greater use can be made of pretrial release alternatives without great risk of accused persons not appearing. Accused persons are asked questions designed to predict the likelihood of their appearance. A numerical score calculated on the basis of their verified responses is then used to determine who should be detained pending appearance and who released.

In order to evaluate such release/detain decisions in the Minnesota facilities studied, the research staff asked such questions of the pretrial detainees interviewed in the Client Characteristics Survey.* The result was a score for each detainee based on the application of the established "release criteria" to his or her answers.** The score thus describes the "releaseability" of pretrial detainees by predicting the likelihood of their appearance in court. The seriousness of the alleged offense is included in the evaluation.

One problem encountered in the application of these criteria to the detainees interviewed was the impossibility of verifying the detainees' answers to the release criteria questions. This step in the process is, of course, essential in deciding whether or not to release potentially dangerous persons. As this verification was not possible in the context of the Client Survey, it was decided on the basis of consultation with local authorities on pretrial release to adjust downward the score of every detainee surveyed.***

*See Appendix F for survey instrument.

**See Appendix EE for explanation of formula for calculation of the release criteria score.

***This and other methodological issues are discussed in Appendix FF.

Because the intent of examining the release criteria scores was to evaluate release at intake, the target population of the analysis was those pretrial detainees who were held past intake. The objective is to determine how many of these persons might have been "releaseable." The criteria specify that accused felons who score +5 or higher and accused misdemeanants who score +3 or higher be recommended for release.

Of all the pretrial detainees surveyed who were held past intake (see Table 7-3), 64% scored high enough to qualify for release. Of the accused felons held past intake, 44% (21 of 48) would have qualified for release. Of the accused misdemeanants held more than four hours, 69% were "releaseable" by the established criteria. Thus, nearly two-thirds of a sample of pretrial detainees held past intake were apparently releaseable on the basis of accepted criteria for release.

TABLE 7-3
PERCENT "RELEASEABLE" OF PRETRIAL
DETAINEES HELD PAST INTAKE

	# HELD PAST INTAKE	# RELEASEABLE BY VERA SCORE	% RELEASEABLE
Accused Misdemeanants	176	122	69%
Accused Felons	48	21	44%
All Accused	224	143	64%

Assuming the same proportion of the 1975 jail population studied was releaseable, a logical next step is to project the number of releaseable detainees held past intake during 1975. About 16,500 non-sentenced persons were held past intake in the jail systems studied during 1975. If 64% of them were releaseable, about 10,600 persons were held who would have qualified for release had the established criteria been applied to them.

The average length of stay for pretrial detainees was 2.3 days;* thus, "releaseable" detainees were held for approximately 25,000 prisoner-days. At an average cost of \$20.00 per prisoner-day,** the detention of releaseable persons cost Minnesota taxpayers around \$500,000 during 1975.

Comparison of Scores for Those Held and Released at Intake

The previous section examined the release criteria scores of those pretrial detainees who were held past the defined intake period. Another application of the same criteria is to compare the scores of those held past intake with the scores of those released at intake. Thus, the two groups of detainees can be compared in terms of their "releaseability" in order to further evaluate the release decisions being made in the random sample of Minnesota jails. Recall that the higher the score, the more releaseable is the person by the established criteria. If the screening for release is working at all, the scores should be higher for those released than for those held past intake.

*See Chapter 4, page 90.

**See Chapter 9.

TABLE 7-4
MEAN RELEASE SCORES OF DETAINEES HELD
PAST INTAKE AND RELEASED AT INTAKE

DETAINEE GROUPS	HELD PAST INTAKE		RELEASED AT INTAKE	
	Mean Score	N	Mean Score	N
Accused Misdemeanants	4.3	176	5.5	120
Accused Felons	3.3	48	3.0	10
All Accused	4.1	224	5.3	130

Among all pretrial detainees surveyed (see Table 7-4), the scores of those released at intake (mean score = 5.3) were markedly higher than of those detained past intake (mean score = 4.1). Among accused misdemeanants, the scores were also markedly higher for those released than for those detained. Interestingly, among the accused felons surveyed, the scores were slightly lower for those released than for those detained. This unexpected result is probably explained by the small number (58) of felons surveyed. Thus, by their difference in scores as groups, existing screening is generally working to detain those less likely to appear in court and release those more likely to appear, at least among accused misdemeanants.

Releaseable Held Over 24 Hours

Less than 30% of pretrial detainees are held longer than 24 hours. In order to evaluate screening which occurs after the defined intake period but before the end of 24 hours of confinement, the release scores of the surveyed detainees held longer than 24 hours were examined. Using this method it was earlier found that 64% of detainees held past intake were "releaseable" according to the criteria used.

Of all the pretrial detainees surveyed who were held longer than 24 hours (see Table 7-5), 59% were found to be releaseable by the established release criteria. This included 37% of accused felons and 66% of accused misdemeanants surveyed. Thus, of those detainees who remained in detention after 24 hours, nearly as great a proportion were found to be releaseable as of those held past intake (see Table 7-3). It appears then that the quality of the screening which occurs after intake but during the first 24 hours does not improve over that which occurred during intake.

TABLE 7-5
"RELEASEABLE" PRETRIAL DETAINEES
HELD OVER 24 HOURS

	# HELD PAST INTAKE	# RELEASEABLE BY VERA SCORE	% RELEASEABLE
Accused Misdemeanants	97	64	66%
Accused Felons	32	12	37%
All Accused	129	76	59%

Release Scores and First Appearance

A comparison of release scores can also be made between those detainees 1) released from the jail before their first appearance in court, and 2) those detained in jail until appearance.* The difference in the mean release (Vera) scores for these two groups of detainees (see Table 7-6) indicates that, by the point of first appearance, the screening has

*Records of first appearance and length of detention of detainees surveyed made identification of these groups possible.

progressed further. That is, when the scores of those released and detained are compared at this point (Table 7-6), the differences between the two groups are more pronounced than at intake (Table 7-4).

TABLE 7-6
MEAN RELEASE SCORES OF DETAINEES
HELD PAST AND RELEASED
BY FIRST APPEARANCE

<u>HELD TO</u> <u>FIRST APPEARANCE</u> (N = 77)	<u>RELEASED BY</u> <u>FIRST APPEARANCE</u> (N = 277)
2.3	5.2

The mean score for those released by first appearance remains approximately the same as for those released at intake (although more than twice as many detainees - 277 to 130 - have been released by this point). However, the mean score of those remaining in detention at first appearance (77 of the 224 detained past intake) has dropped almost two points. As one would expect, the screening for release continues by courts as well as jail staff as pretrial detention continues. It would seem appropriate to ask why a greater percentage of detainees cannot be released at the intake stage.

THE PRETRIAL RELEASE ALTERNATIVES

The discussion to this point has considered the questions of who will be released and when. At this point, the discussion considers the choice among the alternative forms of pretrial release. Recall from the initial discussion of intake screening at the outset of this chapter that a wide range of alternatives are available to screeners at the jail. One of them, continued detention in the facility, has been discussed. Three of the other alternatives, diversion from the criminal justice system, issuance of citations at the jail, and conditional release, cannot be distinguished in existing sources of data. Information concerning the use of these alternatives is lost in existing data sources within the categories of release on bail and release on recognizance (ROR).

Thus Bail and ROR are the only pretrial release alternatives originally discussed for which frequency-of-use data are available. The primary source for these data, the DOC Report of Persons Released* distinguishes the "Reason for Release" for all persons released from Minnesota detention facilities. Bail and ROR account for the great majority of releases of inmates identified as pretrial detainees (see Table 7-7 and Figure 7-2). Note also that among the other "Reasons for Release" are alternatives which are not really releases in the sense that they have been discussed to this point. Rather, they represent transfers to some other detention authority or facility. Bail and ROR, then, together account for four-fifths of the "releases" of pretrial detainees.

*See DOC Form 294B at Appendix B.

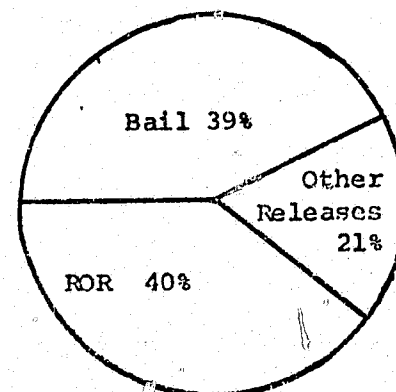
TABLE 7-7
"REASON FOR RELEASE" FROM JAIL
FOR PRETRIAL DETAINEES^a

REASON FOR RELEASE	FREQUENCY (%)
Bail Supplied	39%
ROR	40
To Another Authority Within State	6
Case Dismissed or Not Guilty	3
Paid Fine	3
To Court - Disposition Unknown	6
Other ^b	3
	100%
N = 22,828 Cases	

^aIncludes all pretrial detainees, regardless of length of detention.

^bTo Out of State Authority, to Federal Authority, Transfers Within County, Temporary Release

FIGURE 7-2
RELEASES OF PRETRIAL DETAINEES



Release on Bail

The available statistics on the use of bail unfortunately do not distinguish traditional bail from alternative forms of bail. Alternatives to the traditional bail bondsman system which are in use in some jurisdictions include (1) ten percent or cash bail, where the accused may be released upon paying directly to the court 10% of the amount of the bond originally set, and (2) "community bail", where interested citizens pool resources in order to provide bail for persons eligible for but unable to raise bail by traditional means.

Of the persons detained for any length of time awaiting trial in Minnesota during 1975, 39% were released on bail (see Table 7-7 and Figure 7-2). Among the 62 jail systems studied, the variation in the use of bail compared to the other release alternatives is striking, ranging from 87% to 7% (see Table 7-8).^{*} The typical jail system studied released 38% of its pretrial detainees on bail.

For the systems which exhibit the most frequent use of bail, there is no apparent explanation in other descriptors of jail use. Wadena County especially seems unexplainably high in bail use. There appears to be very irregular impact on bail use across Minnesota from the directive of the revised Rules of Criminal Procedure to reduce the

^{*}Appendix DD displays % released on bail for all 62 systems.

TABLE 7-8
PERCENT OF PRETRIAL DETAINEES
RELEASED ON BAIL

SYSTEM	% BAIL
1. Wadena	87%
2. Fillmore	65
3. Kandiyohi	62
4. Todd	61
5. Scott	59
Mean for 62 Systems	38
58. Carlton	16
59. Goodhue	13
60. Steele	12
61. Chippewa	11
62. Renville	7

number of cases in which the posting of bail is required.* The most likely source of the irregular impact observed is in the discretion exercised by judges in their release decisions, and in the direction they provide to sheriff's personnel in the facilities.

Release on Recognizance (ROR)

Of those persons held for any length of time awaiting trial in Minnesota during 1975, 40% were released on their own recognizance, i.e., without bail. Comparing the 62 jail systems, the variation is again striking, from 81% to 2% ROR (see Table 7-9). The average (mean) system released 41% of its pretrial detainees on their own recognizance.

*See Chapter 10.

TABLE 7-9
PERCENT OF PRETRIAL DETAINEES
RELEASED "ROR"

SYSTEM	% ROR
1. Lincoln	81%
2. Steele	77
3. Carlton	76
4. Mower	74
5. Sibley	70
Mean of 62 Systems	41
58. Kandiyohi	18
59. Otter Tail	17
60. Wilkin	14
61. Fillmore	10
62. Wadena	2

Since persons are normally released either on recognizance or on bail, systems which make frequent use of ROR generally make infrequent use of bail and vice versa. Thus, three of the systems which rank among the five highest in use of bail (Wadena, Fillmore and Kandiyohi) rank among the lowest in use of ROR. Similarly, two systems ranking lowest in use of bail (Carlton and Steele) rank highest in use of ROR. By way of explanation for the extreme variation observed, it can only be reiterated that criminal justice system authorities around Minnesota seem to be adopting the directives of the "New Rules" very unevenly. Thus, it is likely that persons charged with the same offense and exhibiting otherwise similar characteristics qualifying them for release

CONTINUED

2 OF 4

will be treated very differently depending on the Minnesota county in which they happen to be arrested.

Release Scores and the Bail/ROR Decision

The Vera-type release criteria have previously been used to evaluate present screening for the decision to release or detain accused persons pending appearance in court. Because the Client Characteristics Survey distinguishes those detainees released ROR from those released on bail, the same analysis can be used to evaluate the screening for the decision to require bail for release. If the purpose of bail is to guarantee appearance in court, those persons for whom bail is required are presumably poorer risks for appearance than those released without bail. This hypothesis can be tested using the same release criteria scores employed earlier. Those for whom bail was required should exhibit lower scores as a group.

Among all pretrial detainees released from jail prior to their first appearance in court (see Table 7-10), the release scores reflect no difference between those released on bail and those released ROR. Among the accused misdemeanants surveyed, the mean scores for the two groups released and detained were nearly the same. Among accused felons, the scores were, in fact, markedly higher (indicating better likelihood of court appearance) for those released on bail than for those released

ROR.* Thus, existing screening is apparently not working to require bail of those least likely to appear for trial and to release without bail those most likely to appear.

TABLE 7-10
RELEASE SCORES OF THOSE RELEASED
ROR AND ON BAIL^a

DETAINEE GROUPS	RELEASED ROR		RELEASED ON BAIL	
	Mean Score	N	Mean Score	N
Accused Misdemeanants	5.4	171	5.3	64
Accused Felons	3.9	29	4.8	13
All Accused	5.2	200	5.2	77

^aDetainees released from jail before first appearance.

*Small number of accused felons (see Table 7-10) suggests caution be exercised with this result.

RELATIONSHIPS

A general objective of this study has been to explore the inter-relationships of the various descriptors of jail use examined to see how the different elements of the jail systems impact on one another. In this chapter, the general objective becomes the more specific one of exploring the relationships between the primary measures of the use of pretrial alternatives and other measures of jail use. The primary descriptors of the use of pretrial alternatives are 1) the percent of pretrial detainees who are released at intake, and 2) the ratio of the frequency of release on bail to that of release ROR. This section will attempt to explain as much as possible of the variation in the use of pretrial alternatives by variation in other measures of jail use hypothesized to have an impact on the former.

Release at Intake

Several variables describing jail use were hypothesized to be associated with the percent of pretrial detainees released at intake. That is, variation in these variables was thought to be related to the variation among jail systems in the percent of detainees released at intake. The variables chosen to be tested for their impact and explanations of their supposed impact on the percent released at intake are:

1. Total persons held

This measure of the volume of turnover of inmates reflects the amount of screening necessary. Larger systems which do more screening should do "better" screening.

2. Staff training index*

Better trained staff would screen out a greater proportion of detainees for release at intake.

3. Ratio of FTE custody staff to ADP**

Systems with low staff/client ratios ("overcrowded" in this sense) might hold fewer detainees past intake.

4. Proportion of accused felons among pretrial detainees

Systems holding higher proportions of accused serious offenders would presumably hold higher proportions of detainees past intake.

These variables were tested individually (by bivariate regression) for their association with release at intake. They were also tested as a group (by stepwise multiple regression) for their collective impact in explaining the variation in the release at intake measure.

Some association was discovered between higher prisoner volumes and greater release at intake.*** There was also some association between greater staff training and greater release at intake.**** Association was also found between the proportion of accused serious offenders and the measure of release at intake (negative correlation).***** No statistically significant association was found between the staff/client ratio and the proportion of detainees released at intake.***** Thus, three of the variables hypothesized to be associated with release at intake were found to be so associated.

Tested as a group for association with release at intake, the variables

*The staff training index is a composite evaluation which considers the reported amounts of pre-service training, in-service training, and training for pretrial release decisions as well as the portion of the DOC inspection evaluation dealing with staff training.

**See Chapter 5.

*** r^2 = .05 (significance = .04)

**** r^2 = .11 (significance = .004)

***** r^2 = .08 (significance = .01)

***** r^2 = .02 (significance = .127)

chosen were found to explain a total of 17% of the variation in the proportion of detainees released at intake.* Most of the explanation of the variance** was provided by "total persons held" and "percent serious of accused."*** Thus, the variables hypothesized to account for variation in the proportion of detainees released at intake were found to explain only a limited amount of that variation. The remaining variation among jail systems in the proportion of detainees released at intake must therefore be explained by factors other than those examined in this study, i.e. in the discretion exercised by those who affect these decisions.

Bail/ROR Ratio

Similar analysis was conducted using another of the key measures of pretrial release, the ratio of bail frequency to ROR frequency, as the dependent variable. No significant relationships were found between this measure of the use of pretrial alternatives and the variables hypothesized to be associated with it. This further confirms the lack of any systematic explanation for the observed variation across Minnesota in the use of bail and ROR in terms of other measures of jail use examined in this study. This variation in the use of bail and ROR must, therefore, be the result of factors beyond the scope of this study.

*Multiple $r^2 = .17$ (significance = .01)

**Multiple $r^2 = .14$ (significance = .04)

***The relationship of the seriousness of the detainee population with the proportion of detainees released at intake and the measures of bail and ROR use can be further evaluated by examining Appendix DD which displays together, for each of the 62 jail systems, these three variables. There it can be judged in which systems is the variation in the use of pretrial release alternatives "explained" by the seriousness of the accused offenders.

SUMMARY AND CONCLUSIONS

This examination of the use of pretrial release alternatives has concentrated on the key decisions involved, the decision to release or detain accused persons pending court appearance and the decision between bail and release on recognizance as the means of release.

Four of ten pretrial detainees in Minnesota jails were released during the first four hours of detention. Seven of ten were released within 24 hours. Equal numbers of pretrial detainees were released on bail and on recognizance (ROR).

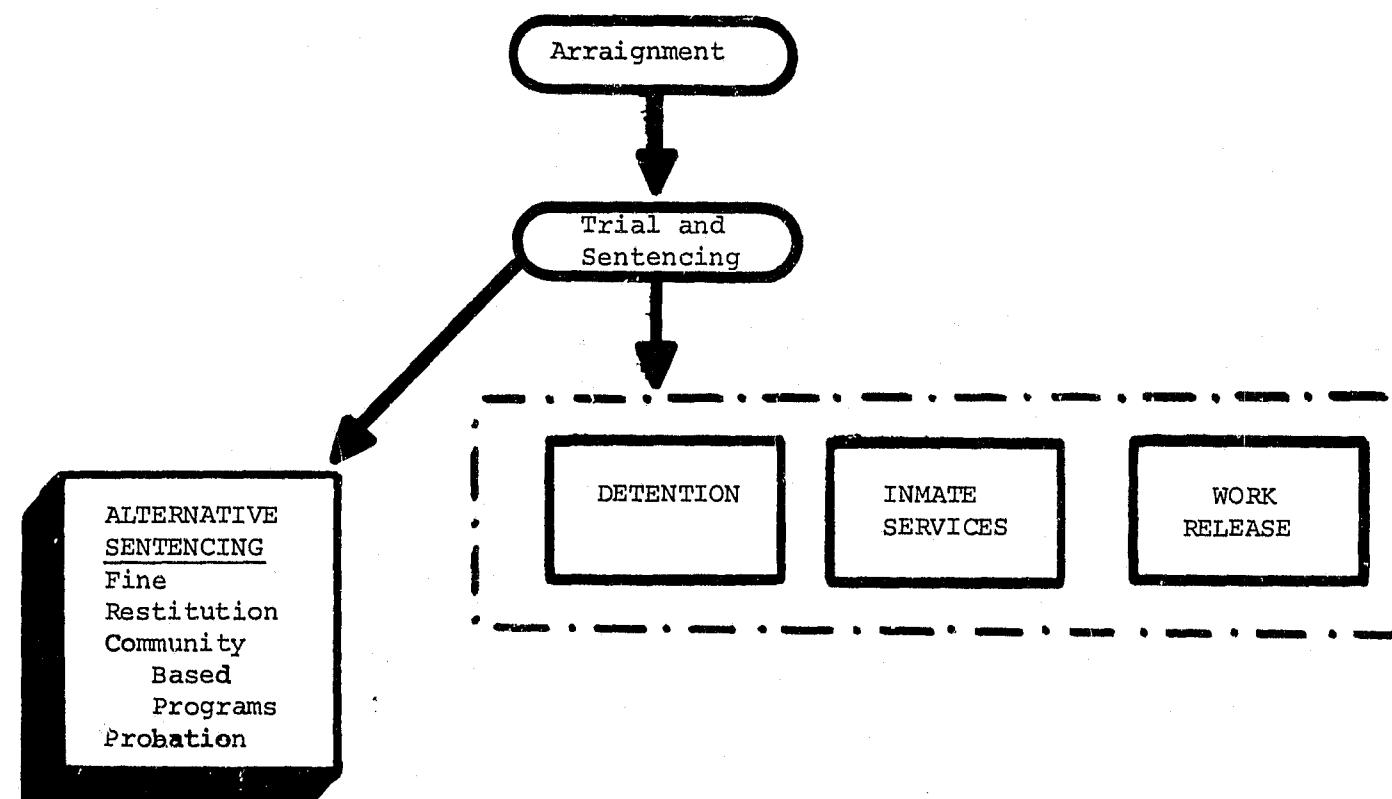
The Minnesota jail systems studied varied enormously in their use of pretrial release alternatives. The percent of pretrial detainees released at intake varied in 1975 from 1% to 70%. The percent of detainees released within 24 hours varied among jail systems from 30% to 95%. The percent of pretrial releases represented by release on recognizance (ROR) varied from 2% to over 80%.

Efforts to explain this variation among jail systems in the use of the pretrial alternatives yielded mixed results. High prisoner volumes, staff training, and the proportion of accused serious offenders among systems' pretrial detainees were found to be associated with the proportion of detainees released at intake. However, these factors together did not serve to explain much of the variation in release at intake. Moreover, none of several variables tested was found to be significantly associated with variation among jail systems in the choice between bail and ROR as the means of pretrial release. Variations in the use of bail and ROR are not explainable by other measures of jail use.

THE SENTENCING ALTERNATIVES

Further analysis of pretrial release decisions indicated that, while persons released pending trial were generally better risks for court appearance than those detained, nearly two-thirds of those detained past intake (over 10,000 persons) may have been detained unnecessarily in Minnesota jails in 1975. Analysis of the bail/ROR decision using the same criteria for pretrial release indicated that those released on bail represented, as a group, no greater risk of failing to appear in court than those released without bail.

The primary conclusion of this analysis then is that existing screening for pretrial release in Minnesota is irregular and, in many localities, clearly inadequate. Better screening at intake and after would result in more rational decisions, more equitable and just operation of this part of the criminal justice system, and reduced costs of detention to Minnesota taxpayers.



INTRODUCTION

This chapter discusses and analyzes sentencing patterns in county and district courts in the 15 sample counties. The objective is to measure the use of sentencing alternatives to incarceration in either a local county jail or a state institution. The four sentencing alternatives that will be discussed are: fines, probation, restitution and community-based corrections. In the final section of this chapter, the use of sentencing alternatives will be investigated for its possible association with the incidence of crime and with characteristics of the facilities.

Data Source

Data were gathered in the district and county courts in 15 randomly selected jail systems.* Due to the large number of county court cases in

*Some difficulties arose in collecting sentencing data which should be noted. Since heavy reliance was placed on case records from the court dockets, there may well have been conditions such as restitution and participation in community-based corrections' programs that were never formally recorded. Thus, some of the indices may be conservative estimates of the actual use of alternative sentences. Also, sentencing information was taken for all sample cases arraigned in 1975. Thus, in some instances, the sentences were actually handed down in 1976.

some sample jail systems, sentencing data were collected from a sample of county court cases in each of the 15 counties. In all but one instance (due to a large number of cases), sentencing information was collected from all of the district court cases.

In many cases, individuals in both county and district court received two or more sentences, i.e., two years of probation and 10 days in jail. Since this chapter is discussing the use of sentencing alternatives to incarceration, any individual receiving a jail or prison term in addition to probation or a fine, etc. will not be included in the following discussions. In instances where two or more alternative sentences are imposed on a convicted offender, each alternative is counted separately. The calculations for sentencing alternatives will reflect the use of each alternative sentence.

TRADITIONAL SENTENCING ALTERNATIVES

Historically, courts have frequently used alternatives to incarceration when the crime committed is not very serious or the offender has not been previously convicted for other crimes. Two traditional sentencing alternatives are fines and probation.

Fines

At the discretion of the judge, fines are imposed on convicted offenders instead of or in addition to other penalties (e.g., probation). Fines are often imposed under a "fine or jail" situation (incarceration for a period of time or payment of a fine). For the purposes of this study, only those persons receiving fines without incarceration or

those paying the fine and thus avoiding incarceration will be included in this discussion.

Table 8-1 lists the fine index* for each of the 15 sample counties. The index has been calculated for county court, district court and for both courts (overall).

TABLE 8-1

FINE INDEX FOR 15 SAMPLE JAIL SYSTEMS

<u>JAIL SYSTEM</u>	<u>COUNTY COURT</u>	<u>DISTRICT COURT</u>	<u>OVERALL</u>
Anoka	.86	.14	.77
Beltrami	.81	.56	.78
Blue Earth	.80	.34	.76
Brown	.92	.31	.89
Carlton	.76	.04	.73
Douglas	.89	.17	.85
Fillmore	.93	.23	.91
Houston	.99	.35	.92
Itasca	.87	.74	.83
McLeod	.87	.21	.85
Morrison	.82	.11	.80
Mower	.58	.19	.57
Pipestone	.88	.20	.84
Stearns	.76	.13	.70
Washington	.75	.15	.71
MEAN	.81	.26	.79

As can be seen in Table 8-1, approximately 79% of the persons receiving a sentence either in district or county court were assessed a fine as part or all of their sentence. In all of the county courts, fines were frequently used. In all but the Mower Jail System, at least 75% of the sentences handed down in county court included a fine.

*Index is the number of fines imposed divided by the total number of persons sentenced.

In comparison to county court, fines were not frequently imposed in district court. In only two jail systems were fines a part of sentencing over 50% of the time. On the average, only slightly over a quarter of the district court sentences included a fine.

Probation

Probation often involves the suspension of either a jail sentence, fine, restitution or state commitment, and may be supervised (regular contact with a probation officer) or unsupervised (infrequent contact with a probation officer). Frequently, there are conditions attached to the probation agreement such as seeking employment, returning to school or restrictions on travel.

Violation of any part of the probation agreement may result in imposition of the original sentence or temporary incarceration in the local secure facility.

Table 8-2 shows indices* for each of the 15 sample counties of their relative use of probation in county and district courts during 1975. The fact that the preponderance of probation sentences were in district court is in direct contrast to the statistics on the use of fines.

Nine of the sample counties used probation very infrequently or not at all in county court. On the average, probation was used in only 5% of the county court cases. The Carlton Jail System used probation more frequently in county court than the other 14 jail systems.

*Index is the number of probation sentences divided by the number of persons sentenced.

TABLE 8-2

PROBATION INDEX FOR 15 SAMPLE JAIL SYSTEMS

<u>JAIL SYSTEM</u>	<u>COUNTY COURT</u>	<u>DISTRICT COURT</u>	<u>OVERALL</u>
Anoka	0	.57	.07
Beltrami	0	.74	.09
Blue Earth	.01	.77	.09
Brown	.08	.62	.11
Carlton	.24	.80	.26
Douglas	.01	.64	.05
Fillmore	.08	.59	.10
Houston	.05	.81	.12
Itasca	.01	.47	.14
McLeod	0	.48	.02
Morrison	0	.70	.02
Mower	.19	.48	.19
Pipestone	0	.80	.05
Stearns	.07	.61	.12
Washington	.01	.60	.05
MEAN	.05	.65	.10

Probation is obviously considered a more appropriate sentence for district court cases. It has a long-range impact on the convicted offender, often for the entire period of a suspended incarcerative sentence. In a majority of the 15 sample counties, probation was part or all of at least 60% of the district court sentences.

Summary

Fines and probation occurred as a part of a sentence 89% of the time in district and county courts in the 15 jail systems. It is apparent that these two sentences remain the most frequently used alternatives to incarceration.

OTHER INNOVATIVE SENTENCING ALTERNATIVES

In contrast to the preceding alternatives, there are sentences imposed that are, perhaps, more oriented toward the particular offense committed or the particular offender being sentenced. The use of restitution or community-based programs as alternatives to incarceration varies a great deal between jail systems, as is evidenced in the following discussion.

Restitution

Restitution is frequently imposed in shoplifting or fraudulent check cases or where there is a victim involved in the commission of a crime (i.e., property or personal damage to an individual). Restitution may be ordered by the judge as a single sentence or may be a condition of probation. Failure to make restitution may result in the imposition of a jail or prison sentence.

In table 8-3, the restitution indices* are displayed for each of the 15 sample jail systems for county court, district court and overall.

The use of restitution in county court sentencing was not nearly as frequent as the use of fines (see Table 8-1) for comparison). One jail system did not use restitution at all in county court. In fact, restitution was a part or all of a sentence in only 7% of the county court cases.

*Index is the number of restitution sentences divided by the total number of persons sentenced.

TABLE 8-3

RESTITUTION INDEX FOR 15 SAMPLE JAIL SYSTEMS

JAIL SYSTEM	COUNTY COURT	DISTRICT COURT	OVERALL
Anoka	.07	.02	.07
Beltrami	0	.14	.02
Blue Earth	.03	.22	.05
Brown	.15	.31	.16
Carlton	.02	.02	.02
Douglas	.16	.17	.16
Fillmore	.11	.36	.11
Houston	.06	.13	.07
Itasca	.11	.14	.12
McLeod	.02	.10	.02
Morrison	.15	.15	.15
Mower	.10	.15	.10
Pipestone	.03	.10	.04
Stearns	.08	.06	.08
Washington	.02	.03	.02
MEAN	.07	.14	.08

The chances of receiving restitution as a sentence in district court were twice as great as in county court. In one jail system, over a third of those receiving sentences in district court had to make restitution. On the other hand, six of the jail systems have district courts that obviously used restitution very infrequently. This wide variation in the use of restitution occurred in both county and district courts among the 15 jail systems.

Community Based Programs

For purposes of this study, this group of alternative sentences includes a wide variety of programs such as residential treatment programs, DWI clinics, AA and other non-incarcerative "treatment" programs. In

most cases, though, the programs receiving sentenced offenders are alcohol or drug related.

Table 8-4 demonstrates the wide variation among the 15 jail systems with regard to the use of community-based programs. This is probably

TABLE 8-4
COMMUNITY-BASED PROGRAM INDEX FOR
15 SAMPLE JAIL SYSTEMS

JAIL SYSTEM	COUNTY COURT	DISTRICT COURT	OVERALL
Anoka	.04	.03	.04
Beltrami	.01	.04	.01
Blue Earth	.03	.07	.03
Brown	.03	0	.03
Carlton	.24	.02	.23
Douglas	.01	.07	.01
Fillmore	0	0	0
Houston	0	.06	.01
Itasca	0	0	0
McLeod	0	0	0
Morrison	.03	.11	.03
Mower	.22	.07	.22
Pipestone	0	0	0
Stearns	.07	.01	.06
Washington	.17	.01	.16
MEAN	.07	.03	.06

a result of the uneven development of community-based programs and services available to sentenced offenders throughout the state.

Overall, in both county and district courts, participation in a community-based program was part or all of a sentence only 6% of the time. Two jail systems appear to have used community programs more frequently in

county court sentencing than the others. In both instances, the majority of these community program sentences were imposing attendance at either a DWI clinic or AA.

In district court, sentencing rarely included participation in a community-based program. Several of the district courts in the 15 jail systems never used this option to any extent. Undoubtedly, the absence of community-based programs that are specifically developed to handle more serious offenders contributes to the overall lack of alternative sentencing of this type.

Summary

Restitution and community-based programs occurred in only 14% of the sentences handed down in district and county courts in the 15 jail systems.

OVERALL USE OF ALTERNATIVE SENTENCES

The previous discussion concerned the use of alternative sentences, e.g., the number of fines imposed in a county court. This next section deals with the number of persons receiving at least one of the four

alternatives in each of the 15 jail systems. Table 8-5 illustrates the use of alternative sentences compared with the use of jail or prison sentences for convicted offenders in the 15 jail systems. All of the statistics are presented as percentages of the total number of offenders sentenced for each court. It should be remembered that persons receiving suspended or stayed sentences without one of the four alternative sentences are not included in either of the two categories of sentenced offenders.

As can be seen in the following table, a greater percentage of convicted offenders received alternative sentences in county courts than in district courts. Eighty-four percent of those offenders sentenced in county court received at least one type alternative sentence and did not serve a jail sentence.* Among the 15 jail systems, the use of alternative sentences in county court ranged from over 95% of those sentenced in Douglas Jail System to 70% of those persons sentenced in the Anoka Jail System.

The district courts in the 15 jail systems demonstrated a much higher tendency to include at least some incarceration, either in a local secure facility or in a prison, in sentencing decisions. This is to be expected given the more serious nature of the offenses committed by persons processed through district court. In comparison to county court,

*Some of these people may have had a jail sentence stayed or suspended.

[illegible]

1

-201-

^aThese 3 jail systems had a large number of persons arraigned in county court. They also had multiple county court records - e.g., separate files for traffic, non-traffic citations, criminal. Thus sampling was extremely difficult to perform. As a result, the percentage for those persons receiving alternative sentences or incarcerated, based on projections of the number samples in each group, are probably not as accurate as those for smaller counties. Those persons receiving only a suspended sentence are not included in this table.

where less than 10% of the convicted offenders were incarcerated, almost 40% of the sentenced offenders in district court received some type of incarcerative sentence. In four of the jail systems, a greater percentage of sentenced offenders in district court received incarcerative sentences than alternative sentences. In three of these four systems, sentenced offenders received jail or prison terms twice as often as they received alternative sentences.

Overall, including persons sentenced in both county and district courts, alternative sentences are much more frequently handed down than incarcerative sentences. Only 12% of the offenders sentenced in both district and county courts in the 15 jail systems received a jail or prison term.

ANALYSIS OF THE USE OF ALTERNATIVE SENTENCES

In order to attempt to explain the variation in the use of alternative sentences from one jail system to another, several statistics were studied in relation to the overall use of alternatives. This section describes the results of this analysis.

One of the statistics studied in relation to the overall use of sentencing alternatives was derived from the number of pre-sentence investigations (PSI) conducted in each of the 15 sample jail systems. It was hypothesized that the use of pre-sentence investigations could have an impact on sentencing patterns. The investigations are conducted by probation officers, at the order of the court, and generally include background information on the offender such as family relationships, employment and

prior record. This report is then presented to the court at sentencing and is used by the judge in making sentencing decisions. Frequently, psi's are requested when the offender is charged with alcohol or drug related crimes or when the initial charge has been reduced (felony to a lesser felony or gross misdemeanor) due to plea bargaining.

Data were collected from probation officers or their supervisors regarding the total number of psi's conducted during 1975 for both county and district courts. A ratio was calculated of the number of psi's conducted to the total number of sentenced persons. This ratio is expressed as a percentage for each of the 15 jail systems in the following table.

TABLE 8-6

PERCENTAGE OF PSI'S CONDUCTED OF THE TOTAL NUMBER
SENTENCED IN COUNTY AND DISTRICT COURTS IN THE
15 SAMPLE JAIL SYSTEMS

SYSTEM	PERCENTAGE
1. Anoka	8%
2. Beltrami	6
3. Blue Earth	3
4. Brown	6
5. Carlton	6
6. Douglas	2
7. Fillmore	1
8. Houston	9
9. Itasca	16
10. McLeod	6
11. Morrison	1
12. Mower	8
13. Pipestone	3
14. Stearns	8
15. Washington	6
Mean	7.3%

In addition to the use of psi's, it was felt that the incidence of violent crime within a jail system's jurisdiction and the physical condition of the main facility in each system may have had an impact on the use of alternative sentences. Thus the following descriptive statistics were tested for their association with the use of alternative sentences:

- percentage of pre-sentence investigations of the total sentenced
- number of violent crimes per 100,000 population (violent crime rate)
- overall DOC rating of the main facility in each system

The results of this analysis did not indicate any significant relationship between the use of alternative sentences and any of the three statistics listed above.*

SUMMARY

The use of traditional alternative sentences to incarceration (fines and probation) is generally more frequent than the use of restitution or community-based corrections in the 15 sample jail systems. Fines or probation are imposed in 89% of the sentences in both courts, for all 15 sample jail systems, whereas restitution and community-based corrections occur in only 14% of the sentences. Fines are imposed over 80% of the time in sentencing convicted offenders in county court. Their use in district court is much less frequent but still more than either restitution or community-based corrections.

*Simple correlations between the use of alternative sentences and the three variables were: use of alternative sentences with pre-sentence investigations - .33 at .16 significance; use of alternative sentences with violent crime rate - .40 at .07 significance; use of alternative sentences with compliance rating - .21 at .22 significance.

Probation, another traditional sentencing alternative, is most heavily used in district courts. On the average, 65% of the offenders sentenced in district court in the 15 sample counties are given probation as a part or all of their sentence. The use of probation in county court is infrequent, probably due to the limited length of potential incarceration for misdemeanants.

Restitution, an innovative sentencing alternative, is more frequently imposed in district court than in county court. Fourteen percent of the convicted offenders in the district courts in the 15 sample counties received restitution as a part or all of their sentence.

Community-based programs are infrequently (6%) used in sentencing in both county and district courts. Most of these sentences occur in county court and usually require participation in drug or alcohol related community programs such as DWI clinics and A.A.

The use of sentencing alternatives varies among the 15 jail systems but does not appear to be related to differences in the level of violent crime, the physical condition of a facility or the number of pre-sentence investigations conducted for the courts.

In conclusion, neither restitution nor community-based corrections are frequently used sentencing alternatives to incarceration in the county and district courts in Minnesota. It appears that the use of both of these alternative sentences could be increased, particularly with regard to the sentencing of persons convicted of property crimes (restitution) and those demonstrating a need for specific community resources such as AA or other drug-related programs.

THE COSTS

Preceding page blank

This chapter examines jail costs and consists of three sections. First, the preceding chapters have illustrated the wide range of functions a jail system can perform. An examination of operational costs of each of these functions provides the reader with 1) an estimate of what it would cost to operate that function in a system, and 2) an insight into the overall operating cost of a variety of types of local secure facilities.

Second, capital costs are briefly examined. Construction cost figures for a variety of types of facilities are presented. These allow the reader to approximate the cost of constructing a new facility.

Third, plans for construction or renovation of facilities in Minnesota are examined. At least 25 systems are planning major construction or renovation in the next three years. The information presented in this section illustrates the anticipated short term resources required to meet the demand for improved facilities.

Preceding page blank

Each section begins with a brief discussion of the research methods used in the analysis. Some general limitations of the analysis, however, should be noted at the outset. First, much of the data is based on estimates or projections. Second, much of the data is from four facilities. This can be used to compare costs in facilities of varying uses and conditions. However, since these four facilities were not selected at random, caution should be exercised in making generalizations from the data. Third, 1975 serves as a base year for most of the cost figures. However, some data, particularly in the "Plans for Construction or Renovation" section, may be expressed in amounts other than the value of dollars in 1975. No adjustment was made to account for year to year fluctuations in the value of the dollar.

OPERATING COSTS

This section reviews operating costs in four different facilities. Major capital costs, such as those associated with the construction of building space, are excluded from the analysis here. Capital costs are discussed in the following sections.

RESEARCH METHODS

Facilities Selected

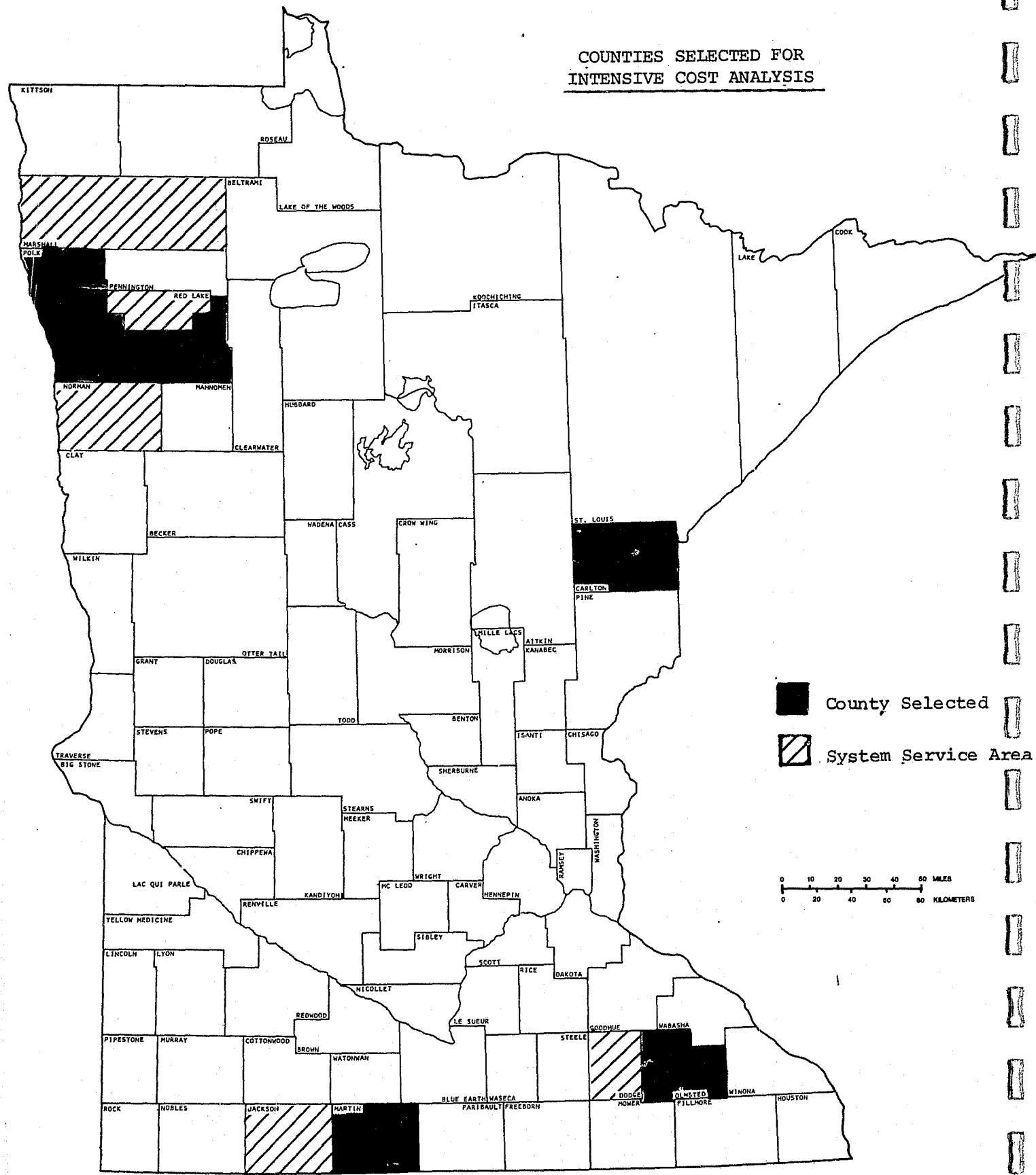
Since data collection for operational costs is a time consuming and complex task, it was impossible to gather information on each of the 62 jail systems. Therefore, four facilities were selected for intensive study. The facilities listed below do not represent random sampling of Minnesota facilities. Rather, they were selected to offer a variety in size, usage, age, and services available. Facilities were also selected on the basis of the adequacy of financial records. The resulting four facilities are generally larger in capacity and average daily population than the "typical" Minnesota facility. They also include a wider range of programming alternatives than is found in most Minnesota jails. Map 9-1 shows the location of these counties.

Olmsted County Jail is a middle aged traditionally designed facility. It serves a prosperous semi-urban area, Rochester, as well as neighboring Dodge County. The jail is administered by a corrections professional and includes sophisticated comprehensive programming.

Carlton County Jail is an older, traditionally designed facility. It is overcrowded and deteriorating rapidly. It serves an area which is relatively depressed economically; has a higher degree of crime than average; and includes a substantial minority population. The jail is well managed but unable to provide programming because of severe limitations of the facility.

MAP 9-1

COUNTIES SELECTED FOR
INTENSIVE COST ANALYSIS



PREPARED BY THE MINNESOTA STATE PLANNING AGENCY, 1976

SPA BASE MAP #1

Martin County Jail is a very new facility which serves a prosperous, fast growing, agricultural area with two small cities, Fairmont and Jackson. Programming is limited.

Northwest Regional Corrections Center is a new multiple purpose jail and corrections center serving several counties of mixed economic composition. The service area is primarily rural with one mid-sized city, Crookston. The facility is administered by a large sophisticated staff; comprehensive programming is available to sentenced offenders. Community-based resources, such as drug treatment and mental health counseling, are used extensively.

Data Collection

A research team visited each of the four facilities. Information was collected through five activities: 1) expenditure records were examined; 2) budgets were analyzed*; 3) facility blueprints were examined in order to determine space allocated to various jail functions; 4) sheriffs, jail administrators, and county finance officials were interviewed; and 5) county contracts for service from outside agencies were reviewed.

Cost Categories

Previous chapters of this report illustrate the variety of functions which local jails can perform. Though not all jails perform all functions, at least one of the four facilities under study performed each of the nine functions listed below. Table 9-1 shows the functions performed by each of the four facilities under examination.

Administration includes costs related to supervision and general administration of the jail facility. Cost of office supplies, transportation of prisoners, and building maintenance expenses for administrative spaces are included in this cost category. "Administration" also includes overhead expenses which were difficult to assign to other categories.

*In Martin and Carlton, budget and expenditure figures for calendar year 1975 were examined. In Polk and Olmsted, 1976 was used as the base year since substantial new programming was introduced in January of that year.

Security includes the cost of providing, maintaining and staffing secure spaces within the jail. Costs of building maintenance, laundry service*, jailer salaries, matron fees, and prisoner clothing are included in this category.

Intake applies to those expenses associated with initial processing of prisoners - taking mug shots, fingerprinting, completing inmate records, and costs associated with the maintenance of space required for intake.

Visitation includes the cost of providing for friends, relatives or lawyers to visit inmates. The major expense item is time spent by jailers in supervising visitation.

Work Release is the cost of staff to supervise a work release program and maintenance costs associated with work release cells are also included.

Recreation costs include costs associated with providing recreational space, equipment and staff supervision. Small libraries and gym equipment are the most common types of recreational facilities.

Food Service costs include kitchen equipment and supplies, food for prisoners, and building maintenance on the kitchen area. In some cases food service is supplied through a contract with a caterer or restaurant.

Programming costs include supplies, program space, and staff time for programming. Program areas include general counseling, specialized counseling (mental health, chemical dependency, employment, etc.), educational services and job placement.

TABLE 9-1

JAIL SYSTEM FUNCTIONS BY FACILITY

FUNCTION	CARLTON	MARTIN	OLMSTED	POLK
Administration	X	X	X	X
Security	X	X	X	X
Intake	X	X	X	X
Visitation	X	X	X	X
Recreation			X	X
Work Release		X	X	X
Food Service	X	X	X	X
Programming		X	X	X
Medical	X	X	X	X

*Though it is difficult to place in any of the nine categories, laundry service was included as part of "security" because it is usually provided for all inmates.

Output Measures

Each of the functions described above results in a product. The amount of product generated by a particular jail function is referred to as an output measure. For instance, the output measure of a high school might be expressed as the number of graduates produced each year. Similarly, the output of most of the functions of jails can be measured in terms of the number of prisoner days that function was provided.* By examining cost per unit of output, costs of one function can be compared with those of another. Similarly, costs of the same function between one or more facilities can be compared.

Total, Fixed, Variable, and Average Costs

Four different ways of presenting cost figures are used in the following pages: total cost, fixed cost, variable cost, and average cost. An explanation of these terms follows.

Total Cost of a particular function is the total dollars spent on that function annually. Total cost consists of two parts, fixed costs and variable costs.

$$\text{TOTAL COST} = \text{FIXED COST} + \text{VARIABLE COST}.$$

Fixed Costs are those costs which are required to perform a certain function regardless of the number of units produced (number of prisoner days) by that function. In jails, fixed costs are generally overhead items: building space and maintenance, equipment, utilities, etc.

*"Number of prisoner days" is used as the output measure for all functions except Intake and Medical which use "number of prisoners". A more appropriate measure of the functions would be the direct result of that function. For instance, the "number of clients who gain employment after release" would be a better measure of the employment function. Since this information is not available, "prisoner days" is used instead.

Variable Costs include those costs which vary depending on the number of units produced (number of prisoner days). For example, the more the prisoner days the greater the cost of food will be. In addition to food, variable costs include employee salaries, laundry, matron fees, office supplies, etc.

Analysis of fixed and variable costs helps to illustrate how much money it takes to provide a given function and how much of the costs are dependent on the amount of service delivered. This is useful in determining the most efficient level of service. Table 9-2 displays the kinds of cost items cataloged as fixed and variable costs.

TABLE 9-2

ITEMS INCLUDED IN FIXED AND VARIABLE COSTS

<u>FIXED COSTS</u>	<u>VARIABLE COSTS</u>
Building	Wages and Benefits
Building, Maintenance, Utilities	Inmate Expenses
Equipment and Maintenance	Food
Laundry	Medical Care
Kitchen	Laundry
Photo	Clothing
Renovation Costs	Blankets and Bedding
	Jailer Uniform
	Matron Fees
	Photo Supplies
	Office Supplies

Total, fixed, and variable costs are expressed in absolute dollars. It is difficult to try to compare total, fixed, or variable costs from one facility to the next because they may be very different in size. If

costs are expressed relative to a standard unit of output, however, they can be readily compared. Hence, average costs are useful.

Average Cost, the cost of producing one unit of output, is calculated by dividing the total cost by the number of units produced:

$$\text{AVERAGE COST} = \text{TOTAL COST} / \text{UNITS PRODUCED}$$

In most jail functions average costs are expressed in terms of the number of dollars it takes to provide one prisoner a particular service for one day. For instance, if a facility provides security for a total of 1,000 prisoner days at a total cost of \$20,000 per year, the average cost of the security function is \$ 20.00 per prisoner per day. This approach to cost analysis is very useful in comparing the relative cost of different functions or in comparing the cost of the same function from facility to facility.

ANALYZING OPERATIONAL COSTS

Analysis of Overall Operating Costs

Overall cost figures for each of the facilities examined are displayed in Table 9-3. The two larger facilities, Olmsted and Polk, have substantially greater total cost than the two smaller facilities, This is a result of a difference in size. Also, Olmsted and Polk offer a wider range of services than either Martin or Carlton.

By taking the number of prisoner days into account, average cost figures show differences in relative costs of operating these four facilities. Olmsted offers its rather extensive range of program services at the least average cost, \$ 17.32 per prisoner day. Polk has the highest

average cost, \$23.48 per prisoner day, primarily due to its large programming staff. Martin and Carlton fall in between.

TABLE 9-3

OVERALL OPERATING COSTS

	CARLTON	MARTIN	OLMSTED	POLK
Total Cost	\$ 65,970	\$ 92,090	\$ 165,410	\$ 253,720
Fixed Cost	\$ 9,780	\$ 10,850	\$ 28,400	\$ 33,240
Variable Cost	\$ 56,190	\$ 81,240	\$ 137,010	\$ 220,480
Average Cost ^a	\$ 21.52	\$ 18.30	\$ 17.32	\$ 23.48
Prisoner Days	3,066	5,031	9,547	10,805

^aPer prisoner day

A close examination of Table 9-3 illustrates three important points. First, the range of costs from facility to facility varies greatly due to differences in size and services offered. Second, variable costs account for well over 3/4 of all operating costs. Hence the number of prisoner days has a great deal to do with the total costs of operating a facility. Third, while average costs vary somewhat, it costs approximately \$ 20.00 per prisoner day to maintain a jail facility.

Many facilities hold prisoners - both under sentence and pretrial - for other counties. In 1975, over 3,000 persons were detained more than a total of 30,000 days in jails outside of the county of jurisdiction. It is interesting to compare the fee one county assesses another for detention of its offenders with the average operating costs displayed in Table 9-3.

Appendix GG lists the 34 facilities which hold out-of-county prisoners

and the fee assessed by each for this service. Fees range from \$3.50 to \$ 15.00 per prisoner day; substantially less than what the actual operating costs are likely to be.*

Many facility administrators indicated their intention to raise the fees. If average costs in the Martin, Carlton, Olmsted and Polk facilities are at all typical of other facilities in the state, an increase in fees would seem to be warranted.

Relative Costs of Jail Functions

As outlined earlier, operating costs of facilities can be apportioned into costs of nine jail functions. By examining the operating cost of a given function relative to the total operating cost, the reader can compare the expense of one function to another.

For purposes of this analysis, Olmsted and Polk - which offer a wide variety of programming - will be analyzed as one set. Martin and Carlton will comprise a second set. For each set the total operating costs (of the two facilities involved) were summed. Percentages shown in Figure 9-1 represent the sum total operating cost of a given function in both facilities divided by the sum total overall operating cost for those facilities.

*Including capital costs makes the discrepancy all the greater.

FIGURE 9-1

RELATIVE COSTS OF JAIL FUNCTIONS

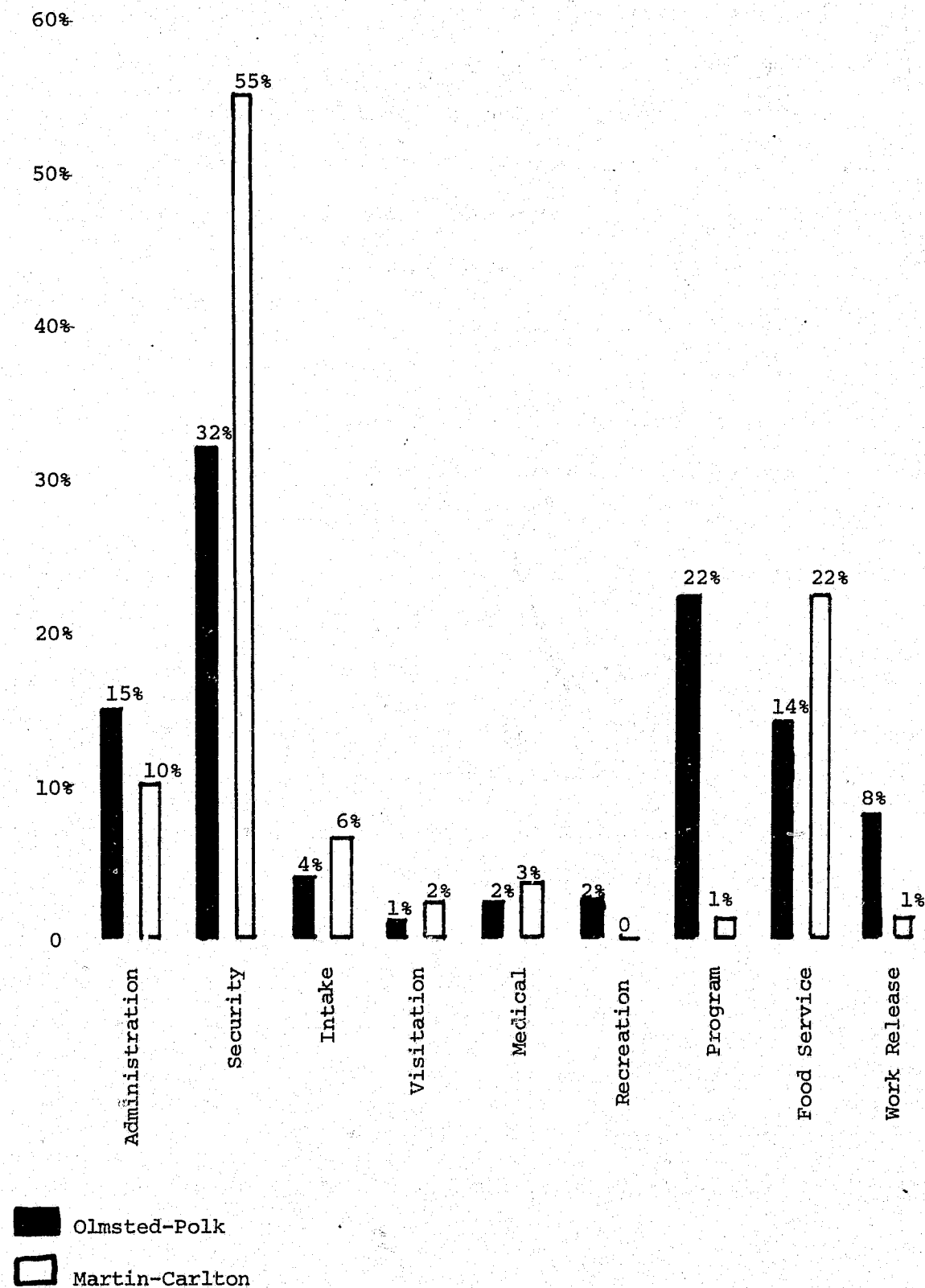


Figure 9-1 illustrates that security accounts for a high percentage of the operating costs. Security accounts for a much higher percentage of operating costs in the Martin-Carlton set because they are providing program and work release services on a much smaller level than Olmsted and Polk. Food service and administration account for substantial percentages of total operating costs in both sets of facilities. Administration is relatively more expensive in the Olmsted-Polk set due to the broader range of services available.

The Martin-Carlton set is typical of many Minnesota facilities - most funds are spent in providing very basic functions. The Olmsted-Polk set illustrates the relative costs involved in a "full service" jail.

Costs of Each Jail Function

The total, fixed, variable, and average costs for each of the nine jail functions are displayed in Appendix HH. It is not the purpose of this study to evaluate quality or efficiency of the Carlton, Martin, Polk or Olmsted jail systems. Rather, our purpose is to learn from the experiences of these very different facilities and apply this knowledge to other jail systems. One can learn from this process in two ways.

First, by reviewing cost figures for a given function, jail administrators can assess the potential cost either of operating a new function or making major improvements.* For instance, most jail systems offer little or no programming. By reviewing the experiences





*The reader should recall that capital costs, particularly the cost of building space, are not included in the operating costs presented here. Further, first year "start-up" costs are likely to be greater than subsequent annual operating costs.

of Polk and Olmsted, jail administrators can see the expenditures required to operate a program component.

Second, Appendix HH shows some startling differences in average cost for the same function among the four facilities. These differences can often be explained by operating procedures or the physical design of the facility itself. By analyzing these differences, jail administrators and planners can learn what features contribute to efficiency in jail management. Seven of the most noteworthy differences are outlined below.

FIGURE 9-2

AVERAGE SECURITY COSTS

			PRISONER DAYS
Carlton		\$8.96	3,066
Martin		\$11.66	5,031
Olmsted		\$6.61	9,547
Polk		\$6.09	10,805





Security

The four facilities fall into two groups: Martin and Carlton provide security at relatively high average cost. Polk and Olmsted

show significantly lower average costs. These differences can be explained, in part, by the volume of prisoners. The two larger facilities are able to provide security at a lower average cost due to the economies of scale. Analyzing the difference between average costs for Carlton (\$ 8.96 per prisoner day) and Martin (\$ 11.66 per prisoner day) provides an additional perspective. Jailers in the Martin facility perform the custody function exclusively, and, therefore, at greater expense. In Carlton, jailers provide food service, maintenance, and other support functions in addition to custody.

FIGURE 9-3

AVERAGE INTAKE COSTS

			PRISONERS
Carlton		\$9.01	877
Martin		\$5.91	434
Olmsted		\$5.25	2,018
Polk		\$8.17	530

Intake

Polk has a high average cost for intake because it provides for more elaborate screening (for program purposes) than the others. Carlton is high for two reasons. First, the Carlton facility is crowded. This places an increased emphasis on careful screening since the facility doesn't have the capacity to house its potential clients. Second, the intake process at Carlton is further complicated by the fact that some

clients are sent to other facilities in the region (partly because of the poor condition of the facility). More staff time must, therefore, be spent in determining where clients should be detained.

FIGURE 9-4
AVERAGE VISITATION COSTS

		<u>VISITORS</u>
Carlton	\$.66	3,066
Martin	\$.43	5,031
Olmsted	\$.08	8,547
Polk	\$.43	10,805

Visitation

Once again Carlton's average operating costs are highest because of the poor condition and design of the facility. Prisoners must be moved from the main cell areas to the visiting area. The whole process requires constant surveillance from custodians. Olmsted, on the other hand, exemplifies the operating cost savings associated with a well designed visitors room. Visitors enter their side of the room from a non-secure area, prisoners directly from the cell area. A minimum of supervision is required.

FIGURE 9-5
AVERAGE RECREATION COSTS

		<u>SENTENCED PRISONER DAYS</u>
Carlton		
Martin		
Olmsted	\$.21	5303
Polk	\$.86	8577

Recreation

Polk has substantially higher average operating costs for providing recreational services to clients. This is because of the large recreational space, the substantial amount of recreational equipment, and the staff time put into supervising recreation activities. Olmsted, provides recreation, albeit less comprehensive, at lower average costs by using volunteers to supervise recreational activities. Carlton and Martin have no costs attributable to recreational activities.

FIGURE 9-6
AVERAGE WORK RELEASE COSTS

		<u>WORK RELEASE DAYS</u>
Carlton		
Martin	\$3.77	515
Olmsted	\$2.15	3,013
Polk	\$6.61	4,318

Work Release

Polk has a very high average cost due to the comprehensive nature

of the work release program. Job counseling and employment seminars are provided to all participants. Though work release programs in Olmsted and Martin are similar to one another, average costs in Olmsted are somewhat less because of the substantially greater volume. Minimum security cells for work release in the two facilities are similar in size. Maintenance and supervision of these areas represents a substantial portion of the operating cost. Carlton has no work release program.

Most work release programs generate some income through "rent" charged to participating inmates. For instance, Polk generated more than \$ 18,500 by assessing each participant \$ 6.00 per weekday. Thus Polk has been able to recoup two-thirds of the \$ 28,550 required to operate the work release program. The net cost is relatively small.

FIGURE 9-7

AVERAGE FOOD SERVICE COSTS

		PRISONER DAYS
Carlton	██████████ \$4.71	3,066
Martin	██████████ \$4.55	5,031
Olmsted	██████████ \$4.25	9,547
Polk	██████████ \$2.90	10,805

Food Service

Food service costs are similar for Carlton, Martin, and Olmsted. Polk is able to provide food at a substantially lower average cost by relying heavily on pre-prepared food and micro-wave cooking. The lower

personnel costs of food preparation are reflected in the lower average cost.

FIGURE 9-8

AVERAGE PROGRAM COSTS

		SENTENCED DAYS
Carlton		
Martin		
Olmsted	██████████ \$4.25	5,303
Polk	██████████ \$8.06	8,577
<u>Programming</u>		

The average cost for programming in Polk is about twice as much as in Olmsted. It is difficult to compare program costs because of the totally different approach to treatment provided in the two facilities. However, one significant difference may help explain the variation in average cost. Polk provides its programming through a large professional treatment staff. Olmsted has a much smaller professional staff and relies more heavily on community resources and volunteers. Carlton and Martin provide no programming.

CAPITAL COSTS - BUILDING JAIL FACILITIES

It is the purpose of this section to briefly examine the costs of building a new jail facility. The information presented below is intended to provide the reader with a general picture of construction costs and the variables which may affect those costs. For a more specific analysis of actual costs of new facilities being built in Minnesota, please refer to the subsequent section, "Construction and Renovation in Minnesota". Data presented here was gathered through discussions with architects, the National Clearinghouse and Federal Bureau of Prisons.

Construction costs vary greatly. Some of the variation in construction costs can be explained by differences in size. Though two facilities may have the same bed capacity, cell size, the amount of administrative and programming space, and corridor design can all greatly affect the final construction cost. The relative amount of administrative space and detention space is also an important cost factor. Administrative space ranges from \$30.00 to \$40.00 per square foot. Detention space is considerably more expensive, ranging from \$50.00 to \$80.00 per square foot.

Much of the variation in costs per square foot for detention space can be explained by two factors. First, the higher the level of security the greater the expense. Minimum security areas cost approximately \$50.00 per square foot, while maximum security areas are likely to cost approximately \$70.00 per square foot. This

difference is especially important in light of the overpreponderance of maximum security cells in Minnesota jails (See Chapter 4). Through careful planning before construction, the number of new maximum security cells can be limited. This could result in substantial savings to the taxpayers.

Second, there is a great range of construction materials and hardware currently being used in new jails. Steel bars generally cost more than secure walls; doors can range in price from \$650 to over \$1,100; a sophisticated electro-mechanical lock is much more expensive than a manual dead-bolt lock. There are numerous other examples of alternative uses of hardware and materials which can greatly affect the final construction costs.

Comprehensive planning before construction can greatly decrease the likelihood of making unnecessary construction expenditures. Of particular importance is a careful study of the number and type of inmates which are likely to be held in the new facility.

CONSTRUCTION AND RENOVATION IN MINNESOTA

The deterioration of many jail facilities in Minnesota has been documented in previous chapters of this report. Over twenty-five local governments are planning new construction or renovation in the next five years. The burden of financing new construction or renovation is a major problem facing these counties.

This section discusses plans for jail improvements as well as describing nineteen facilities constructed in the last five years. First, the methods of data collection are briefly described. Then, information on three key aspects of new construction/renovation planning is presented. These are: a) the stage of development each of the counties has reached in the construction process; b) estimates of the construction/renovation costs; and c) how the improvements will be financed.

Collecting Data on Jail Construction/Renovation

Three methods were used to identify which counties are planning new construction/renovation. First, the records of the DOC Inspection and Enforcement Unit provided the most recent information. Second, this list was supplemented with information on counties planning construction/renovation gathered through field visits and surveys of the jail study research team. Third, responses to a survey conducted by the DOC Planning Unit rounded out the list of counties planning construction or renovation.

Fifty-seven counties were tentatively identified as having construction/renovation plans * (Appendix II). Through telephone interviews, each was

*Excluding Hennepin and Ramsey Counties

surveyed on basic aspects of their jail improvement plans. Interviewees included sheriffs, county auditors, and architects. Seven of the counties contacted indicated that they, in fact, had no plans for construction or renovation. Six counties indicated they had plans for construction but were unable to estimate costs.

Stage of Development

Appendices JJ, KK, and LL, show the forty-four facilities for which cost data were available grouped into three categories: 1) nineteen facilities having completed construction or renovation in the last five years; 2) five facilities having let bids but not yet completed improvements; and 3) twenty facilities planning improvements but not yet having let bids. Table 9-4 shows that at least 25 counties will be undertaking major construction or renovation in the near future. An additional six counties plan improvements but have not yet been able to estimate costs. Map 9-2 shows the geographic distribution of the 44 facilities.

TABLE 9-4

DEVELOPMENT STAGE FOR CONSTRUCTION OR RENOVATION^a

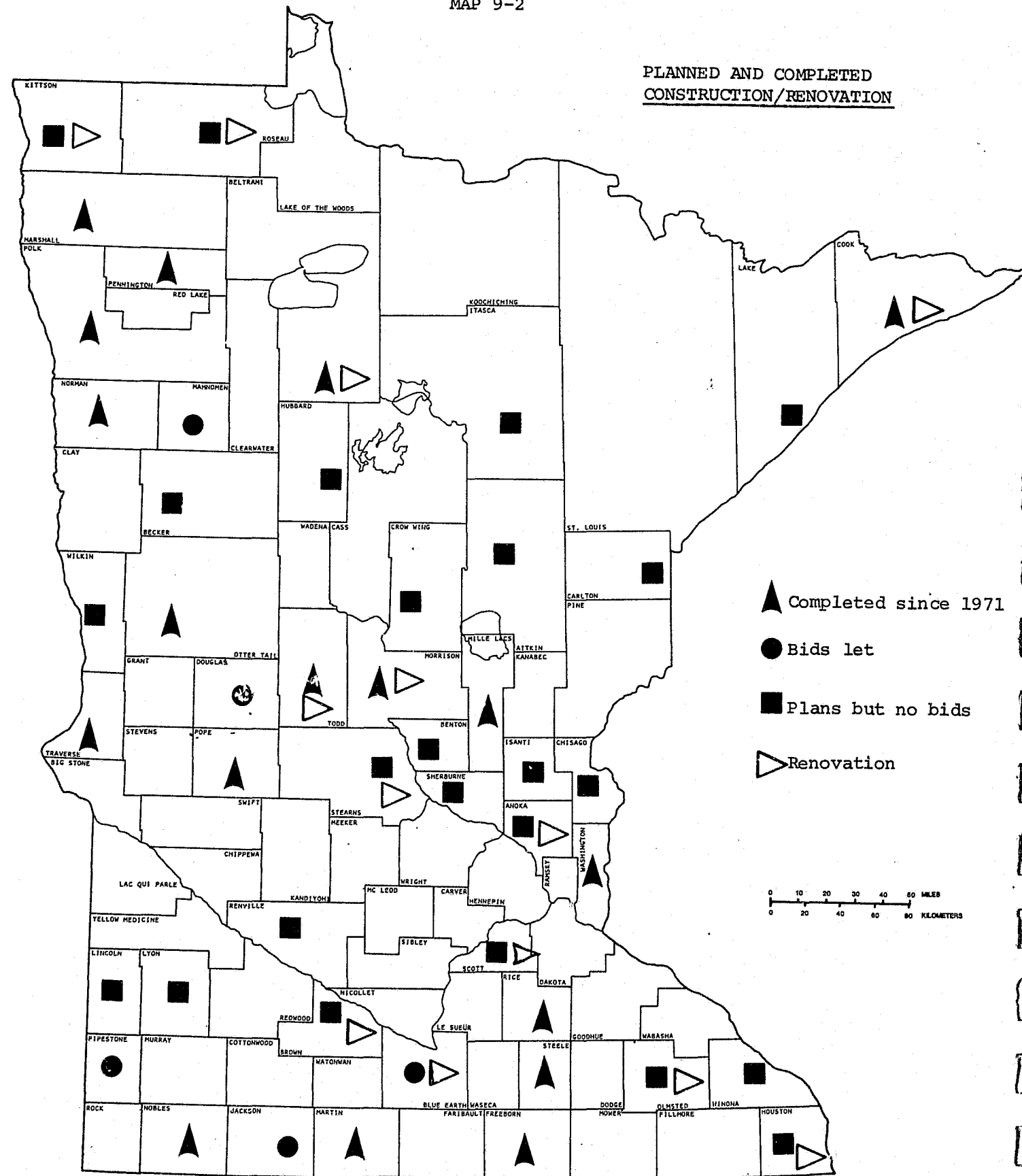
	<u>CONSTRUCTION</u>	<u>RENOVATION</u>	<u>TOTAL</u>
Project Completed ^b	15	4	19
Bids Let But Not Completed	4	1	5
Planned But No Bids	14	6	20

^aSix counties indicated plans but have no estimates.

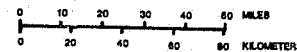
^bSince 1971

MAP 9-2

PLANNED AND COMPLETED
CONSTRUCTION/RENOVATION



- ▲ Completed since 1971
- Bids let
- Plans but no bids
- ▷ Renovation



PREPARED BY THE MINNESOTA STATE PLANNING AGENCY, 1976

SPA BASE MAP #1

Estimated Costs

Many of the construction and renovation projects include detention facilities as part of a larger law enforcement center or courts building. Thus, only the cost for the jail facilities and associated administrative space are included, while costs for court and law enforcement space are not included. The reader should be cautioned that figures for projects not yet completed are only estimates and may vary considerably from final costs.

Table 9-5 shows the construction costs of thirteen recently completed facilities. About 7.5 million dollars was spent in the last five years on new jail construction. The new facilities cost an average of well over half a million dollars each. The average cost per bed was \$26,630. The cost per bed in jail facilities, however, was substantially smaller than in lockups and holding facilities. This is due to the economies of scale associated with the larger facilities.

TABLE 9-5

COMPLETED CONSTRUCTION COSTS
(JANUARY 1971 - OCTOBER 1976)
BY FACILITY TYPE^a

TYPE	NUMBER	TOTAL EXT'D COST	AVERAGE FACILITY COST	COST PER BED
Jail	9	\$ 6,665,335	\$ 740,600	\$ 25,340 ^b
Lock-up	1	498,016	498,016	41,500
Holding	3	427,300	142,430	42,730
TOTAL:	13	\$ 7,590,641	\$ 583,895	\$ 26,633

^aRenovations are not included in this table

^bFigure is based on information for 8 jails.

Capacity figure for one jail was not available.

Estimated construction costs for seventeen facilities being planned but not yet completed are displayed in Table 9-6. About 12 million dollars will be spent on 17 new facilities over the next few years. Facilities will cost an average of close to three quarters of a million dollars each; \$32,000 per bed. This is a substantial increase over costs in the past five years. A complete breakdown of the costs for each of the facilities is available in Appendices JJ, KK, and LL.

TABLE 9-6
PLANNED CONSTRUCTION COST ESTIMATES
BY FACILITY TYPE^a

TYPE	NUMBER	TOTAL ESTIMATED COST	AVERAGE FACILITY COST	COST PER BED
PLANNED BUT BIDS NOT LET:				
Jail	8	\$ 7,886,080	\$ 985,760	\$ 30,880 ^b
Lock-up	3	1,320,000	440,000	27,880 ^c
Undetermined	2	1,035,000	517,500	39,840
TOTAL:	13	\$ 10,231,080	\$ 787,006	\$ 31,350
BIDS LET:				
Jail	2	\$ 1,011,464	\$ 505,730	\$ 29,750
Lock-up	1	440,000	440,000	44,006
Holding	1	68,515	68,515	22,840
TOTAL:	4	\$ 1,519,979	\$ 379,994	\$ 32,340
GRAND TOTAL:	17	\$ 11,751,059	\$ 691,238	\$ 32,400

^aPlanned renovations are not included in this table. Of the 25 counties with planned construction or renovation eight have renovation plans and are not included.

^bFigure based on capacity figures for 7 jails; number of beds for one of the eight jails was not available

^cFigure based on capacity figures for 2 lock-ups; number of beds for one of the three lock-ups was not available.

Financing Construction and Renovation

Two questions are addressed in this section. First, how do counties finance jail construction? Second, will financing methods change from construction since 1971 to that planned as of October, 1976?

Table 9-7 displays various methods for financing new construction or renovation. Information on financing was available for only 32 of the 44 counties under examination. Some counties are using more than one type of financing. Table 9-7 includes each occurrence of a financing method. Consequently 51 methods are included in the table although it represents only 32 counties.

Revenue sharing funds are the most common source of funds (37%). Special building funds are also a popular method of financing new construction/renovation. Although a large percentage of counties planning construction anticipate using Public Works Funds, it is unlikely that many will receive Public Works Grants. This will substantially increase pressure on other sources.

TABLE 9-7
FINANCING JAIL CONSTRUCTION

TYPE	COMPLETED	BIDS LET	PLANNED	TOTAL
LOCAL FUNDS:				
Surplus General Revenue	4%	14%	-	4%
Building Fund	15	14	28%	20
General Revenue Bonds	15	-	6	10
General Obligation Bonds	8	-	-	4
STATE/FEDERAL FUNDS:				
Revenue Sharing	38%	57%	28%	37%
Civil Defense Funds	4	-	-	2
Public Works Funds	-	14	39	16
State Grants	12	-	-	6
LEAA Grants	4	-	-	2
	100%	99%	101%	101%
	N = 26	N = 7	N = 18	N = 51

SUMMARY

Operating costs of jails vary greatly. Much of the variation can be explained by differences in four features of jail facilities:

- 1) staffing patterns;
- 2) design and physical condition of the facility
- 3) number of prisoners or prisoner/days;
- 4) services provided.

In seeking to make improvements in the state's jail systems, correctional planners should evaluate these factors carefully.

It costs approximately \$20 per prisoner per day to operate local secure facilities. Provision of security is the single most expensive component of this cost. Food service and administration are also major expenses. Many other jail functions such as intake, visitation, medical or recreation account for only a small proportion of total operating costs. Making major improvements in these functions would be relatively inexpensive in terms of operating costs.

Operating costs for programming are substantial due to the staff time involved. Some cost savings can be realized through use of volunteers and other community resources. Work release programs can generate substantial revenues; hence the net cost is relatively low.

Capital costs -- construction and hardware - also vary greatly. Some of this variation is explained by differences in cell size, level of security, and the amount of cell space relative to the amount of administrative space. Materials and hardware used also explain some of the variation in construction costs. Administrative spaces cost between \$30 and \$38 per square foot; detention spaces between \$55 and \$80 per square foot.

Over \$7 million has been spent in the past five years to construct and renovate 19 local secure facilities in Minnesota. An additional 17 counties are planning to spend about \$12 million in the next five years on construction or renovation. Another eight counties are planning major projects but have not yet estimated costs. There are substantial economies of scale in construction of the larger facilities. Counties anticipate funding new construction with a generally even mix of local, state, and federal funds.

IMPACT STUDIES

Preceding page blank

IMPACT OF THE MINNESOTA RULES OF CRIMINAL PROCEDURE

INTRODUCTION

On July 1, 1975, the Minnesota Rules of Criminal Procedure (MRCP) went into effect. The MRCP were promulgated by a special Minnesota Supreme Court Advisory Committee on Rules of Criminal Procedure appointed in July, 1971 by the Minnesota Supreme Court. Those provisions which appear to have the greatest potential impact on jail populations concern the decision to release or detain persons prior to their court trial. These provisions will be the subject of discussion and analysis in this chapter.

Organization

This chapter will be presented in four sections. The first of these sections will discuss the extent to which the MRCP have affected the type of release for those persons initially held awaiting trial. The next two sections examine the possible impact of the MRCP on the number of persons held awaiting trial and the length of pretrial detention in local secure facilities. The final section is a summary.

Preceding page blank

Provisions of the MRCP Affecting Pretrial Jail Population

The MRCP contain rules and procedures for making the release/detain decision at three main points in the criminal justice process: at time of apprehension, at intake at the jail and at arraignment (or first appearance for alleged felons and gross misdemeanants). Specifically, at the point of apprehension, a police officer has the option, in many cases, to issue a citation rather than arrest and take the alleged offender into custody. In cases involving misdemeanor charges where no warrant has been issued, police officers are required to issue a citation "unless it reasonably appears to the officer that arrest or detention is necessary to prevent bodily harm to the accused or another, or that there is a substantial likelihood that the accused will fail to respond to a citation."* Though not required, citations may also be issued at the discretion of the arresting officer to persons allegedly committing a gross misdemeanor or felony.

The decision to cite or arrest and take an individual into custody is partially based on whether or not a warrant has been issued. In misdemeanor cases (where a jail sentence is possible), the MRCP state that a summons shall be issued rather than a warrant unless it reasonably appears that the defendant will fail to appear in court, or that the defendant's whereabouts is unknown, or arrest is necessary to prevent imminent bodily harm to himself or another.** The summons allows an accused person to remain free while awaiting trial whereas a warrant necessitates taking the accused into custody and booking him/her at the local secure detention facility.

At the second point, jail intake, alleged offenders (if not brought

in on a warrant) may be issued citations in lieu of further detention. The MRCP also advocate non-monetary release (release on own recognizance) at this point unless it appears "inimical of public safety or will not reasonably assure the appearance (in court) of the person as required."*

A third point where the MRCP could impact on persons held in local secure facilities is at first appearance (alleged gross misdemeanants and felons) or arraignment (alleged misdemeanants). Rather than requiring bail, which must be set in all cases, judges may release a person on their own recognizance with or without restrictions. These restrictions may include supervision of the defendant by a designated person and limits on travel, association or place of abode. Judges may ask for a pre-release investigation in order to acquire the information required for determining the conditions of release.**

Data Source

The Department of Corrections' monthly reports on Persons Released from Jails and Lockups are the main data source for this analysis.*** In order to have data from before and after the inception of the MRCP, information from these reports was collected for as many months as possible before and after July 1, 1975, for each of the 15 randomly sampled jail systems.**** These reports were only available from January, 1974 through July, 1976. Data was collected for each month during this time period on the number of persons held pretrial, the length of their detention and the type of release (bail or ROR) if one was made prior to trial. Data on the number of citations or summonses issued during this same time period were unavailable.

*Rule 6.02 Subd. 1, MRCP, 1976

**Rule 6.02 Subd. 3, MRCP, 1976

***See Appendix B for a copy of this form.

****See Appendix E for a list of the 15 sample jail systems.

*Rule 6.01, pp. 335 Minnesota Rules of Court, 1976

**Rule 3.01

ANALYSIS OF IMPACT OF MRCP ON THE PRETRIAL JAIL POPULATION

Impact on Type of Release

The MRCP state that a form of non-monetary release (ROR, conditional release, etc.) should be utilized in most cases for persons awaiting trial.

This section will discuss whether or not the use of non-monetary release has increased since the MRCP went into effect. Specifically, the use of ROR (a non-monetary release) is compared with the use of bail (a monetary release) before and after the MRCP went into effect.

Statewide, comparing the first six months of 1975 with the last six months of 1975, the ratio of the number of persons ROR'd to the number of persons released on bail from local secure facilities changed radically. For the six months prior to July 1, 1975, when the MRCP went into effect, the ratio of persons released ROR to the persons released on bail was .68. In other words, for every two persons released on ROR, three were released on bail. During the latter six months, the ratio increased to 1.42. This means that after the MRCP went into effect, for every four persons released ROR only approximately three persons were released on bail.

Additional release information was collected from the DOC's Report of Persons Released* from January, 1974 through July, 1976 for the 15 sample jail systems. A ratio was set up between the number of persons released ROR to the number of persons released on bail for the time periods before and after the inception of the MRCP. Table 10-1 illustrates the increase in the use of ROR in each of the 15 sample jail systems.

*The monthly Report on Persons Released from Jails and Lockups from the Department of Corrections.

TABLE 10-1

RATIO OF PERSONS RELEASED ROR TO
THE TOTAL NUMBER OF PERSONS RELEASED ON BAIL
IN THE SAMPLE JAIL SYSTEMS BEFORE AND AFTER
THE INCEPTION OF THE MRCP

Jail System	Before	After
Anoka	.47	2.34
Beltrami	1.11	1.84
Blue Earth	.05	3.41
Brown	.32	1.14
Carlton	3.72	7.23
Douglas	1.05	1.78
Fillmore	.13	.16
Houston	.68	1.06
Itasca	1.00	1.52
McLeod	.30	2.67
Morrison	1.00	4.00
Mower	3.32	5.87
Pipestone	.45	1.42
Stearns	.49	2.13
Washington	.65	.72

As can be seen in Table 10-1, prior to the inception of the MRCP, nine of the 15 sample jail systems released more persons on bail than on ROR. After the MRCP went into effect, all but two of the sample jail systems released more persons on ROR than on bail. The greatest change occurred in the Blue Earth jail system where very few persons were released on ROR in comparison to those released on bail prior to the inception of the MRCP. After July 1, 1975, more than three times as many persons were released ROR than were released on bail. Though a few of the sample jail systems increased their use of ROR only slightly, all 15 did show some increase.* Seven of the 15 sample counties more

*Out of the total number of persons released from local secure facilities in the 62 jail systems in 1975, 40% were released ROR and 39% were released on bail. Results from the Client Characteristics Survey conducted in 14 sample jail systems during July and August, 1976 indicated that 72% of the persons released awaiting trial were ROR'd and only 28% were released on bail.

than doubled their use of ROR with respect to the use of bail after July 1, 1975.

Impact on the Number of Persons Held Pretrial

Since the MRCP recommended* the use of citations in most misdemeanor cases (and in some gross misdemeanor and felony cases), it was felt that fewer persons would be arrested and taken into custody after July 1, 1976. This would result in a reduction in the number of persons held awaiting trial in local secure facilities.

Data were collected from the Department of Corrections' monthly Report of Persons Released from Jails and Lockups on the number of persons held awaiting trial during 1974, 1975 and the first six months of 1976. The data was then tested to ascertain whether or not there had been a significant change in the number of persons held awaiting trial after July 1, 1975. There was a statistically significant change in the pre-trial population in ten of the 15 sample jail systems after July 1, 1975. In seven of the cases, this change was an actual and permanent reduction in the number of persons held each month awaiting trial which continued through July, 1976. An example of this was in the Washington jail system. Prior to July 1, 1975, the Washington jail system held an average of 88 persons each month awaiting trial. After July 1, 1975, this average decreased to 36 persons, less than half of the pre MRCP

*Citations for persons charged with misdemeanors were mandatory since July 1, 1975 except under certain circumstances. Strict enforcement of the MRCP for this provision was not to come into effect until after a full review of the MRCP in the summer of 1976.

**Regression analysis was used to examine monthly trends in the number of persons held awaiting trial for time periods before and after July 1, 1975. An F-test of statistical significance was used to determine whether there was a significant difference between the regression lines of before and after the MRCP went into effect.

monthly average. The six other jail systems experiencing a continued reduction in the number of persons held awaiting trial were Beltrami, Blue Earth, Brown, Fillmore, McLeod and Stearns.

In the other three jail systems experiencing a statistically significant change in the number of persons held awaiting trial, it appeared that there had been only a temporary interruption in the monthly increases in holding persons awaiting trial after July, 1975. An example of this phenomenon was in the Anoka jail system where the number of persons held awaiting trial increased at a fairly steady rate prior to July 1, 1975. During July and August, 1975, there was a 30% decrease in the number of persons held awaiting trial, reducing the numbers held in this status back to the levels reached early in 1974. By July, 1976 the Anoka jail system was holding as many persons pretrial as it had in June, 1975. Thus, while the steady increase in the number of persons held awaiting trial was interrupted after July, 1975, the trend was not permanently altered. The three jail systems included in this group were Anoka, Douglas and Morrison.

Though ten of the 15 sample jail systems experienced immediate reductions in the number of persons held awaiting trial after July 1, 1975, this phenomenon cannot necessarily be attributed to the passage of the MRCP. Changes in the number of adult arrests, representing the potential pretrial jail population, would have a direct impact on the number of persons held awaiting trial. Any decrease or temporary reduction in the pretrial jail population experienced by these ten jail systems should be considered in light of monthly arrest statistics before arriving at any conclusions regarding the possible impact of the MRCP. Because

arrest statistics by month were not available for this study, the results of this section should be viewed with caution.

Impact on the Average Length of Stay for Persons Held Pretrial

It appeared that the MRCP could have an impact on the average length of stay for persons held awaiting trial. This impact could manifest itself in a variety of ways. The average length of stay pretrial may have actually increased if a significant number of persons charged with misdemeanors were issued citations (and never booked in at a detention facility). This would result in an increase in the proportion of persons held on gross misdemeanor or felony charges in the pretrial jail population. These persons are often considered ineligible for ROR and frequently have fairly high bail bonds which increase their potential for detention during the entire pretrial period.

Alternatively, there may have been a reduction in the average length of stay for those persons awaiting trial in the 15 sample jail systems. An increase in the use of ROR, a process potentially much shorter than posting bail, could increase the number of persons released after a relatively short period of detention.

A final possibility was that both of these phenomena occurred simultaneously thereby counteracting each other and resulting in no discernable statistical change in the average length of pretrial stay.

Data was collected from the Department of Corrections' monthly Report of Persons Released from Jails and Lockups in each of the 15 sample jail systems on the average length of stay for persons held awaiting trial from January, 1974 through July, 1976. The data were then tested to

ascertain whether or not there had been a statistically significant change in the average length of pretrial stay after the passage of the MRCP.* In only four of the 15 sample jail systems was there a statistically significant change in the average length of pretrial stay: Blue Earth, Morrison, Mower and Pipestone. The other 11 sample jail systems experienced no statistically significant change in the average length of pretrial stay.

In Table 10-2, the four sample jail systems are listed with the average monthly pretrial stay before and after the passage of the MRCP. Also included in this table is the percentage of decrease in the average pretrial stay in these four jail systems.

TABLE 10-2

COUNTIES WITH SIGNIFICANT CHANGE IN AVERAGE LENGTH OF STAY PRETRIAL

COUNTY	AVERAGE PRETRIAL STAY JANUARY 1974 THROUGH JUNE 1975	AVERAGE PRETRIAL STAY JULY 1975 THROUGH JULY 1976	PERCENTAGE DECREASE IN AVERAGE LENGTH OF STAY
Blue Earth	2.42	1.42	41%
Morrison	2.87	2.46	14
Mower	1.60	1.07	33
Pipestone	1.25	.93	26

*The same type of procedure used for testing for a statistically significant change in the number of persons held awaiting trial was used to test for a statistically significant change in the average length of stay.

Though it is not possible to directly attribute such a reduction in the average length of pretrial stay to the passage of the MRCP, it appears that results in the previous sections of this chapter may provide some substantiation for such a conclusion. All four of the sample jail systems experiencing a reduction in the average length of pretrial stay also reported a large increase in the use of ROR after the MRCP came into effect (see Table 10-1). Two of the four also experienced an immediate reduction (in the case of Morrison, this reduction was temporary) in the number of persons held awaiting trial after July, 1975. Therefore, it appears that these four jail systems have experienced some changes in their pretrial jail population as a result of the passage of the MRCP.

SUMMARY

Based on analysis of the 15 sample jail systems, this investigation into the impact of the MRCP on persons held awaiting trial has not been able to detect a statewide change. It appears, though, that some of the 15 sample jail systems have been affected.

There has been an increase in the use of ROR in all of the 15 sample jail systems since the passage of the MRCP. Prior to July, 1975, in all but six of the 15 sample jail systems bail was the predominant means of release awaiting trial. Since July, 1975, all but two of the 15 sample jail systems use ROR as a means of release for most of the persons initially held awaiting trial.

The number of persons held awaiting trial in ten of the 15 sample jail systems was also significantly altered immediately after the passage of the MRCP. In seven of the 15 sample jail systems, the number of persons

held awaiting trial was permanently reduced (at least through July, 1976) after the adoption of the MRCP. Another three sample jail systems experienced at least a temporary reduction in the actual number of persons held awaiting trial after July, 1975. Since the issuance of citations was not mandatory during the first year of the MRCP*, dramatic reductions in the number of persons held pretrial were not expected. It is possible that over a longer period of time, more permanent changes will occur.

Statistically significant changes in the average length of stay for persons initially detained pretrial occurred in only four of the 15 sample jail systems. All of these four experienced a reduction in the average length of pretrial stay. It appears that this reduction may have been a result of the MRCP as all four jail systems also greatly increased their use of ROR. In addition, two of the four jail systems also had at least a temporary reduction in the number of persons held awaiting trial after July, 1975.

The potential future impact of the MRCP on pretrial populations is difficult to assess at this point. They have only been in effect for a little over one year and are not fully enforced. A more comprehensive assessment of the impact of the MRCP can take place only after the rules have been fully in effect for a longer period of time.

*In order to accommodate the changes necessary for adhering to the provisions of the MRCP in the criminal justice system, some provisions were not fully instituted until July 1, 1976.

IMPACT OF THE COMMUNITY CORRECTIONS SUBSIDY ACT

In 1973, the Minnesota legislature passed the Community Corrections Act. The Act provides for state subsidies to counties electing to administer a wide range of correctional services at the local level (including diversion programs, probation and parole, residential community-based programs, etc.). The Act is intended to encourage local units of government to handle appropriate convicted offenders in their communities as opposed to committing them to state programs and facilities.

Local jails are part of the continuum of community corrections. Local secure facilities represent the most extreme correctional alternative at the local level. The jail study was interested in the possible impact of the Community Corrections Act on jail usage. If counties participating in the Act used their jails for greater numbers of convicted offenders, for longer average stays, this would have clear implications for the kinds of programming and kinds of resources needed in the local facility. For the Crime Commission the relationship of the Community Corrections Act to local usage could be important in determining the best possible use of federal funds (in conjunction with state and local funds) to improve local correctional programming.

Several key descriptive statistics were examined by the jail study in an effort to compare jail usage in counties participating in the Community Corrections Act with those not participating in the Act.*

* A research design and list of data sources and data elements reviewed is available from the Crime Commission.

Unfortunately data about jail use before and after entry into the Act was not available for all participating counties. Therefore it was only possible to compare jail usage in participating counties with usage in non-participating counties at a given point in time.

Some differences in jail use between participating and non-participating counties were distinguished in the dates examined. However, without before and after data from the participating counties, it was not possible to determine the nature of the relationship between these differences and the Act. It is possible that counties with certain patterns of jail use were more likely to choose to participate.

The Department of Corrections is currently completing a study of the overall impact of the Community Corrections Act on participating jurisdictions. It is hoped that this will provide some information on the impact of the Act on local jail usage. At the present time, however, it is not possible to predict the effect on a local community's jail that will result from entry into the Act.

SUMMARY AND RECOMMENDATIONS

Preceding page blank

This chapter summarizes major findings of this study and delineates recommendations made by the jail study research team.

The first 31 recommendations (Sections I through X) deal with problems identified and documented in the main body of the report. Each set of recommendations is preceded by a brief statement of the problem and some facts which highlight that problem. "Comments" clarifying a recommendation or explaining the rationale behind a recommendation are also included.

The final 7 recommendations (Sections XI through XIV) deal with issues not directly developed in the main body of the report but of importance to the improvement of local secure facilities. These recommendations are more general.

A summary of recommendations which could involve Crime Commission funding is presented on page 283.

Preceding page blank

I. POOR PHYSICAL CONDITIONS

PROBLEM: Many facilities are in poor physical condition.

- . 55% of the main facilities received a DOC compliance rating of less than 25% for their physical plant and construction.
- . On an average day, over half the state's jail population are detained in substandard (below 67% rating) facilities.
- . 17 counties are planning to spend over twelve million dollars in the next five years on new construction or renovation.

See Chapters 3, 4 and 9.

RECOMMENDATIONS:

1. The Governor's Crime Commission and Department of Corrections should encourage the concentration of long-term and sentenced offenders in a smaller number of facilities (see Recommendation 30). Some facilities inadequate as jails should be limited to lockups or holding facilities.
2. State and/or federal 50% matching grants should be provided to counties or municipalities wishing to renovate current facilities, or construct new facilities, provided that:
 - a. Applicants meet conditions provided for in other recommendations of this report;
 - b. Applicants demonstrate they have conducted comprehensive planning and the facility design is appropriate for the number and type of inmates who will be detained;
 - c. The use of the facility to be constructed or renovated be compatible with the Multi-County Sharing Plan outlined in Recommendation 30 or a similar such plan presented by the Department of Corrections Inspection and Enforcement Unit.

Comments

This recommendation involves, in part, reversal of the Commission's current policy of not funding construction projects. It is our belief that improvement of physical facilities is basic to all other recommendations in this report; that many local governments have demonstrated their inability to provide funding for construction or renovation; and that the Governor's Crime Commission and the State Legislature can jointly have a profound impact on the state's jail system by: 1) providing financial assistance, and 2) by tying that assistance to major improvements in jail operations as outlined by subsequent recommendations of this report.

The most ideal arrangement would be one which coupled state and Crime Commission funds - - perhaps 25% from each source. If all the anticipated construction (twelve million dollars) were funded with the assistance of the state/Crime Commission 50% matching grants, the costs over the next five years would be three million dollars to the state, three million dollars to the Crime Commission and six million dollars to local government. It is anticipated that costs will rise and the demand may well exceed twelve million dollars over the next five years. Nonetheless, with an annual allocation of \$600,000 each, the state and the Crime Commission could have a major impact on the state's jail systems.

3. The Technical Assistance Unit (see Recommendation 29) should provide local governments with assistance in planning, construction and renovation, particularly with regard to funding alternatives.

Comments

Many local governments need assistance in selecting the most appropriate funding formula from several local sources available for jail construction, particularly in the promotion of local bond issues. Most importantly, assistance is needed in the use of Federal Revenue Sharing Funds and in making application for Public Works and Civil Defense monies.

4. The Governor's Crime Commission, Minnesota Sheriffs' Association, Minnesota Bar Association, and other interested organizations should strongly advocate the adoption and enforcement of the Jail Standards proposed by the Department of Corrections.

Comments

These standards will help promote better planning of new facilities, as well as provide the DOC with more authority to bring about many of the changes recommended in this report.

5. The Governor's Crime Commission, particularly the Regional Advisory Councils, should encourage local governments to involve the National Clearinghouse on Criminal Justice Planning and Architecture at an early stage in the planning of a new facility.

Comments

The Clearinghouse provides free planning assistance to the communities planning correctional facilities.

II. POOR SEPARATION OF INMATE GROUPS

PROBLEM: Many of the facilities in the state have little or no ability to provide separate detention areas for different groups of inmates; e.g. males from females, pretrial inmates from sentenced inmates, juveniles from adults.

- . 24% of the main facilities cannot hold more than one inmate group in separate detention areas at the same time.
- . 76% of the main facilities can only hold three or fewer groups of inmates in separate detention areas.
- . On an average day the number of persons held in the typical facility (median) is:
 - sentenced offenders 2.8
 - non-sentenced detainees 2.7
 - juveniles .5
 - women .2
 - traffic, contempt and non-support 1.9
- . Jail systems unable to separate at least four groups hold over 70% of the state's average daily population.

See Chapters 3 and 4.

RECOMMENDATIONS:

6. The Governor's Crime Commission and DOC should encourage the concentration of sentenced and long-term offenders in fewer facilities (see Recommendation 30).

Comments

Larger facilities can more readily separate inmate groups.

7. The Governor's Crime Commission should encourage provisions for enhancing a facility's capacity to separate inmates by requiring a proposed new jail or lockup to be capable of separating at least four inmate groups simultaneously as a condition of funding construction and renovation.

8. State and/or federal 50% matching grants should be provided to local governments for the purpose of making relatively minor renovations to increase a facility's capacity to separate inmates, provided that:
- Applicants meet conditions provided for in other recommendations of this report;
 - Applicants demonstrate they have conducted comprehensive planning, and the newly remodeled facility will be appropriate for the number and types of inmates who will be detained;
 - The facility to be remodeled be designated as a "full-service jail" by the Multi-County Sharing Plan outlined in Recommendation 30, or by similar such plan presented by the DOC Inspection and Enforcement Unit.

Comments

We are suggesting that only small renovation projects, in the \$5000-\$15000 range, be considered for funding under this recommendation.

9. The Technical Assistance Unit (see Recommendation 29), the Crime Commission, the DOC, and/or the National Clearinghouse should explore structural technologies which would enhance separation capabilities and provide information on such technologies to local facility planners.

III. IMBALANCE IN SECURITY LEVELS

PROBLEM: There is a great imbalance in the number of cells at various security levels: a preponderance of maximum security cells and a dearth of minimum security cells. While this report includes no "hard" statistics on the dangerousness of inmates, the data cited below indicates that it is unlikely that so many maximum security cells are necessary.

- . 52% of the total capacity in the study area is maximum security; only 16% is minimum security.
- . 29 main facilities have no minimum security.
- . 68% of persons held in Minnesota jails are charged with miscellaneous misdemeanors and traffic offenses - less serious offenses; only 16% are charged with felonies.
- . Only 3% are "violent" - persons charged with felonies or gross misdemeanors against persons.
- . Construction of a maximum security cell costs about \$20 per square foot more than a minimum security cell.

See Chapters 3, 4 and 9

RECOMMENDATIONS:

10. The Governor's Crime Commission and DOC should encourage greater concentration of long-term and sentenced offenders in fewer facilities (see Recommendation 30).

Comments

Larger facilities can more readily provide space at all these security levels.

11. Provision of cells at various security levels appropriate to the anticipated inmate population should be a condition of any state or federal funding of construction or renovation projects.

12. State and/or federal 50% matching grants should be provided to local governments for the purpose of making minor renovations which would increase minimum and medium security capacity. Particular consideration should be given to plans which involve converting maximum security cells to lower levels, especially minimum security. These funds should be awarded provided that:

- a. Applicants meet conditions provided for in other recommendations of this report;
- b. Applicants demonstrate they have conducted comprehensive planning, and the newly remodeled facility will be appropriate for the number and types of inmates who will be detained;
- c. The facility to be remodeled be designated as a "full-service jail" by the Multi-County Sharing Plan outlined in Recommendation 30, or by a similar such plan presented by the DOC Inspection and Enforcement Unit.

Comments

We are suggesting that only small renovation projects, in the \$5000 to \$15000 range, be considered for funding under this recommendation.

IV. LACK OF PROGRAMMING

PROBLEM: Dispersal of program target population and lack of coordination of existing resources result in substantial unmet programming needs in Minnesota jail systems.

- . Only three facilities have ADP's greater than 25 inmates.
- . Nearly 600 of the 1,270 persons held longer than 30 days were scattered among 46 jail systems.
- . While 40% of inmates are unemployed and 23 systems, holding over 50% of statewide ADP, report having educational services, only one of over 400 inmates surveyed received services; and 46 systems use work release but only 21% of sentenced offenders are on work release.
- . While almost 40% of inmates are high school dropouts and 15 systems, holding 50% of statewide ADP, report educational services, none of the inmates surveyed received such services.
- . Only 16 systems report opportunity for physical exercise.
- . More than half the systems allow four hours or less per week for visitation.

See Chapters 4 and 6

RECOMMENDATIONS:

13. The Governor's Crime Commission and the DOC should encourage concentration of long-term and sentenced offenders in fewer facilities (see Recommendation 30) so that provision of programming services is more practical.
14. State and/or federal grants should be provided to jail systems for purposes of providing programming directly in the facility and/or providing for better coordination of community resources which offer various services to inmates on condition that:

- a. Applicants are designated as a "full-service jail" by the Multi-County Sharing Plan (see Recommendation 30) or similar such plan presented by the DOC;
- b. Applicants demonstrate effective plans to maximize use of work release programming;
- c. Applicants present a plan for comprehensive evaluation of their programming efforts.

Comments

We propose that any or all of four strategies be used in implementing Recommendation 14. First, the Commission could fund a full-time jail program coordinator. Second, the Commission could fund new court services or probation personnel to perform the program coordination function on a part-time basis. Third, the Commission could fund a new jailer to perform coordination functions on a part-time basis. Fourth, the Commission could fund several regional coordinators to provide program coordination to groups of counties.

15. The Crime Commission should encourage the use of volunteers in jail programming by:

- a. Funding volunteer programs contingent on compliance with the Commission's existing policy on use of volunteers and with conditions set forth in Recommendation 14.
- b. Providing information on developing volunteer programs through the Technical Assistance Unit (see Recommendation 29).

16. The Technical Assistance Unit (see Recommendation 29) should provide the following program-related services:

- a. Information and technical assistance in developing local, state or federal funding sources for social service programming;
- b. Information and technical assistance in developing volunteer programs;
- c. Annual seminars for jail program personnel;
- d. Statewide public information program directed at potential employers of work release inmates.

17. State and/or federal 50% matching grants should be provided for purposes of renovating jail facilities to add or improve programming areas particularly to convert part of maximum security areas to program areas. Funding should be contingent upon:

- a. An applicant being designated as a "full-service" jail by the Multi-County Sharing Plan outlined in Recommendation 30 or by a similar such plan presented by the DOC;
- b. An applicant demonstrating effective plans to maximize use of work release programming;
- c. An applicant presenting a plan for comprehensive evaluation of their programming efforts.

V. LACK OF CHEMICAL DEPENDENCY TREATMENT

PROBLEM: There is a serious unmet need for provision of chemical dependency treatment to inmates.

- . Nearly half the inmates surveyed indicated a need for chemical dependency treatment.
- . 41% of persons held in Minnesota jails in 1975 were charged with alcohol or drug related offenses.
- . Drug or alcohol abuse was involved in the incarceration of 38% of the persons held in 1975.
- . Although 39 systems report chemical dependency services available to inmates, only 2% of those surveyed indicated they had received such services.

See Chapters 4 and 6.

RECOMMENDATIONS:

18. The Department of Corrections should require all facilities classified as jails to complete an annual "chemical dependency treatment plan". The plan should include the following:

- a. Provision for screening for chemical dependency at intake, including conditions set forth in Part E requirements;
- b. In-service training for all custodial personnel on problems of chemical dependency;
- c. Provision for detoxification facilities;
- d. Provision for secure in-patient or out-patient treatment for inmates who require such;
- e. Provision for chemical dependency counseling, preferably within the facility;
- f. Evidence that the facility administrators are familiar with an inventory of local community chemical dependency resources.

Comments

Most communities will not be able to afford complete in-house chemical dependency treatment. Many will rely on utilizing community resources. Therefore, responsibility for development and implementation of the chemical dependency treatment plan would logically rest with the Jail Program Coordinator described in Recommendation 14.

19. State and/or federal funds should be provided to support the implementation of one or more components of the "chemical dependency treatment plan" provided that:

- a. All components of that plan have been approved by the DOC; and,
- b. Applicants are designated as "full-service" jails (see Recommendation 30) by the Multi-County Sharing Plan, or by a similar such plan presented by the DOC.

Comments

Many of the recommendations are similar to those presented in the section on general programming. However, we consider provision of better chemical dependency treatment to be of the highest priority and have, therefore, treated recommendations in this area separately.

VI. POOR SCREENING AT INTAKE

PROBLEM: Screening at jail intake is apparently not working to detain those least likely to appear for trial and release those most likely to appear, or to require bail only on the basis of accused persons' likelihood of appearance.

- . 64% of pretrial detainees held past intake were judged "releasable" by VERA release criteria.
- . 10,000 persons held past intake in 1975 may have been releasable, with an estimated cost to taxpayers of \$500,000.
- . In a sample of pretrial detainees, those released on bail were not significantly different from those released without bail in terms of established criteria for release.

See Chapters 4, 7 and 9.

RECOMMENDATIONS:

20. A local panel of officials including judges, prosecutors, law enforcement officers, and jail officials should prepare a set of specific release criteria to be used by screeners in making the release decision at intake. Each community's plan should be evaluated by the DOC Inspection and Enforcement Unit as part of its annual inspection.
21. Complete information on the meaning and use of the locally developed criteria should be disseminated to all jails, lockups and holding facilities within that community.
 - a. Training for intake screening should be a component of both pre-service and in-service training programs (see Recommendations 23, 24 and 25).
 - b. The Technical Assistance Unit (see Recommendation 29) should provide consultation to jailers/screeners in the use of proper screening techniques.

- c. The Technical Assistance Unit (see Recommendation 29) should coordinate a public education program on the benefits of good screening directed particularly at sheriffs, judges and prosecutors.

22. The Supreme Court should insist on the strict enforcement of the New Rules of Criminal Procedure pending assessments of the New Rules currently underway.

VII. LACK OF TRAINING FOR CUSTODIAL PERSONNEL

PROBLEM: There is a serious lack of pre-service and in-service training for jail personnel.

- . Very little training is currently available.
- . In-service training is reported available in only 28 facilities.
- . Only thirteen facilities met the proposed standard of 24 hours per year for each staff person.

See Chapter 5

RECOMMENDATIONS:

23. The DOC should establish a minimum standard for basic training of jailers for each type of facility.
24. The DOC and Minnesota Sheriffs' Association should resubmit their application to fund basic jailer training and, when past problems have been resolved, the Governor's Crime Commission should fund such a program.
25. The Technical Assistance Unit (see Recommendation 29) should develop various in-service training curricula and conduct training courses at various locations around the state.

VIII. INSUFFICIENT CUSTODIAL STAFF

PROBLEM: Fifteen main facilities have more than the six-inmates-per-custodian standard recommended by the National Commission on Criminal Justice Standards and Goals.

- . "Substandard" facilities range in inmate-to-staff ratios from 7:1 to 20:1.
- . Smaller custodial staffs are due to three phenomena:
 - a. The sheriffs' total complement is smaller in these counties (13) than in the state as a whole (20);
 - b. Jail staffs are smaller in these facilities (2.2) than in the state as a whole (4.4), and the proportion of sheriffs' staff assigned to jailing is smaller;
 - c. Of those assigned to jailing, the full-time equivalent of those assigned to custody is significantly smaller than in the state as a whole.

15 counties - 43% of FTE jail staff are custodial
statewide - 54% of FTE jail staff are custodial

See Chapters 4 and 5

RECOMMENDATIONS:

26. The Governor's Crime Commission and the DOC should encourage concentration of long-term and sentenced offenders in fewer facilities (see Recommendation 30).

Comments

This will allow for the most efficient use of custodial personnel since a minimum of at least one custodian must be available at all times regardless of the size of the facility.

27. The Technical Assistance Unit (see Recommendation 29) should provide consultation to facility administrators, particularly those identified as having staff shortages, on the most efficient use of jail personnel.

28. The DOC should establish standards on the minimum number of custodial staff required in various types of facilities. Such standards should take into account the physical design of the facility as well as its inmate population.

IX. NEED FOR TECHNICAL ASSISTANCE IN JAIL PLANNING AND OPERATIONS

PROBLEM: Agencies currently involved in providing technical assistance to local secure facilities -- the DOC Inspection and Enforcement Unit, the Crime Commission and the National Clearinghouse -- have been unable to meet the demand for assistance due to the press of other duties.

- The jail study research staff repeatedly encountered requests for various types of assistance during its field visits.
- The National Clearinghouse can only provide limited assistance in new facility planning.
- The Inspection and Enforcement Unit at its current staff level is pressed to provide much assistance beyond its statutory duties.
- There is no agency responsible for the full range of jail-related technical assistance services required by local governments.

RECOMMENDATIONS:

29. State and/or federal funds should be provided to either the DOC Inspection and Enforcement Unit or the Crime Commission to establish a Jail Technical Assistance Unit which would provide the following services to local governments:

- a. Comprehensive assistance in new facility and renovation planning;
- b. Assistance in selecting and obtaining the most appropriate funding alternatives for construction or renovation;
- c. Information on structural technologies which would enhance the capacity of a facility to separate inmate groups;
- d. Information on how to utilize and establish links with community resources (including volunteers);
- e. Seminars on jail issues, particularly programming;

- f. Public information, especially to potential employers, on work release programming;
- g. Consultation and training to jailers on use of screening criteria;
- h. Assistance to jail administrators in preparation of the "Chemical Dependency Treatment Plans;"
- i. Consultation to jail administrators on efficient use of jail personnel;
- j. Assistance to jail administrators in preparing evaluations of programming efforts;
- k. Education for the general public -- particularly directed to local government decision-makers -- on jailing issues, especially those identified in this report as being in need of improvement;
- l. Model "mutual-aid agreements" and assistance to counties in developing sharing plans.

Comments

The DOC Inspection and Enforcement Unit currently provides some of these services but is severely limited in the time which can be spent on activities beyond its statutory duties. It is recommended that federal discretionary funds be sought to support this effort.

If discretionary money is not available, it is recommended the Crime Commission fund this program. Relatively small expenditures on technical assistance in the areas of facility planning, jail operations and staff training can have a great impact on the efficiency and effectiveness of Minnesota's jail systems.

X. POOR DISTRIBUTION OF INMATES

PROBLEM: The uneven utilization of existing detention resources, and the lack of concentration of long-term detainees and sentenced offenders result in the inefficient use of local corrections resources in Minnesota.

- . Several facilities are currently overcrowded according to DOC standards.
- . Ten jail systems operated at below 20% of capacity in 1975 and several more below the 40% minimum efficient level.
- . Overcrowding is most common in northern counties, under-utilization in southwestern counties.
- . Only 24 systems had total ADP's of more than ten persons in 1975.
- . Only 15 jail systems had 1975 ADP's of more than five persons who were held longer than 30 days.
- . Only 22 systems had ADP's of more than five sentenced offenders in 1975.

See Chapters 4, 6.

RECOMMENDATIONS:

- 30. According to the plan outlined below or a similar such plan to be developed by the Department of Corrections, long-term detainees and sentenced offenders should be concentrated in a smaller number of local secure facilities.

- a. The 40 local secure facilities listed below and located on Map 11-1 should be designated as "full-service" jails and be afforded funding priority as indicated elsewhere in these recommendations.
- b. The remaining facilities should be restricted to use as lockups or holding facilities. These facilities should be considered for state and/or federal funding only for the purposes of construction or renovation as outlined in Recommendation 2.c.

Comments

The choice of facilities to be designated as "full-service" jails is based on 1) patterns of current jail use, 2) existing programming needs, 3) existing and planned jail facilities, 4) geographic distribution and 5) DOC standards compliance.

Included are facilities currently operating and classified by their standards compliance as "full-service" jails. Also included are facilities which, according to their prisoner volume and other patterns of use, operate (and probably must continue to operate) as jails but are downrated or unclassified due to poor standards compliance. Other facilities currently operating as jails but downrated due to their compliance with DOC standards are not included by reason of low prisoner volume and/or proximity to designated "full-service" jails. A few facilities are marginal as full-service jails by the criteria employed and should be considered for such designation as funding priorities permit.

The remaining should operate (as standards compliance permits) as lockups and holding facilities for the detention of short-term accused persons and appropriate sentenced offenders on work release.

40 RECOMMENDED "FULL-SERVICE" JAILS AND THEIR CURRENT STATUS*

L Anoka	J Itasca	J Polk
U Becker	J Kandiyohi	J Rice
J Beltrami	L Koochiching	J Roseau
J Blue Earth	U Lyon	J St. Louis
J Carlton	J Marshall	J Scott
J Carver	J Martin	L Stearns
J Cass	J Meeker	J Steele
J Clay	J Mille Lacs	J Waseca
U Crow Wing	J Morrison	J Washington
J Dakota	J Mower	L Winona
L Douglas	J Nobles	J Wright
J Fillmore	J Olmsted	C Chicago-Isanti-Pine
J Freeborn	J Otter Tail	
J Goodhue	J Pennington	

Marginal

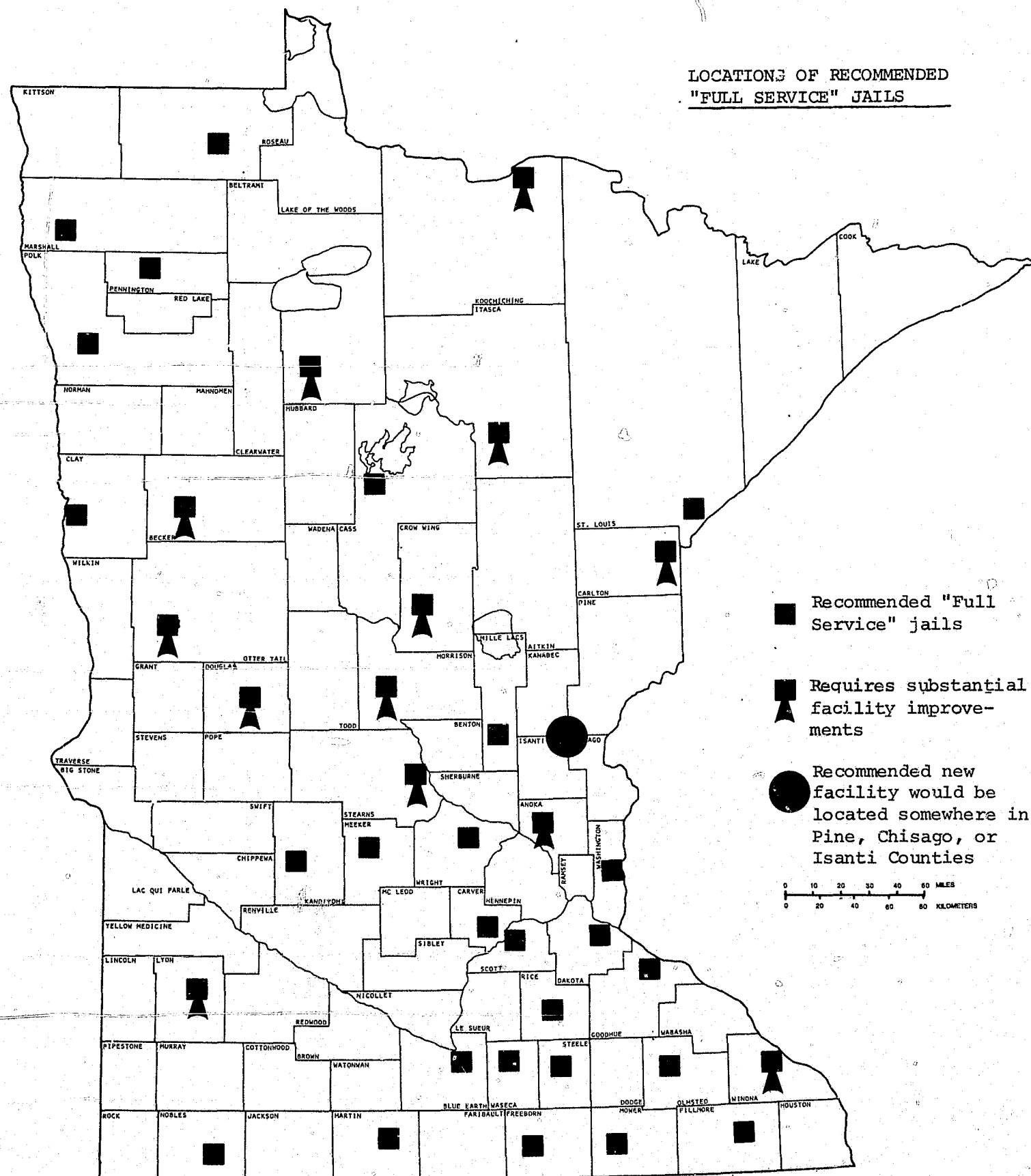
L Aitkin
U Houston
C Hubbard
J Nicollet
H Wilkin

*DOC Classification

KEY: J = Jail
L = Lockup
H = Holding Facility
C = Condemned
U = Unclassified

MAP 11-1

LOCATIONS OF RECOMMENDED "FULL SERVICE" JAILS



PREPARED BY THE MINNESOTA STATE PLANNING AGENCY, 1978

SPA BASE MAP #1

The above plan is considered desirable because it makes the most efficient use of existing detention resources. It represents a compromise between the extreme (and impractical) solutions of upgrading all existing facilities in need and the construction of a few large regional jails. It emphasizes the use of existing facilities and the limitations of geography. It recognizes political realities and the benefits of local control. It also recognizes that the problem is one of utilization and that the most reasonable solution lies more in the redistribution of the existing level of detention capacity than in the addition of more capacity. Finally, it recognizes that resources are limited and that a high level of spending for the improvement of local detention resources is not politically popular. In short, this solution seems to represent the best possible accommodation of detention needs given existing resources and realities.

31. The Technical Assistance Unit should develop a package of model mutual aid pacts or other agreements for the multi-county sharing of resources for the detention of long-term accused and sentenced offenders, and provide additional information and assistance to counties interested in pursuing such sharing.

Comments

The assistance provided should build on the experience of existing sharing arrangements. It should emphasize the importance of long-term financial commitments on the part of participating counties which experience has demonstrated are critical to the success of such sharing arrangements.

XI. ALTERNATIVE SENTENCING

RECOMMENDATIONS:

32. The Crime Commission and Department of Corrections should encourage communities to develop a full scope of sentencing alternatives, particularly restitution and community service programs.
33. Judges should be encouraged to use the full scope of sentencing alternatives available.

Comments

There may be more appropriate and less costly punishments than jail for some offenders. Such alternatives should be available to judges.

CONTINUED

3 OF 4

XII. DETENTION OF JUVENILES

RECOMMENDATIONS:

34. The Crime Commission and the DOC should continue to encourage the development of shelter care facilities and other alternatives for detaining juveniles.
35. The Crime Commission and DOC should encourage strict enforcement of state laws pertaining to the detention of juveniles in local secure facilities.

Comments

Nearly all persons involved with and concerned about the criminal justice system agree that only a small minority of juvenile offenders/accused offenders should be detained in jails or lockups. Most of those currently being held are there because alternatives do not now exist. Those juveniles for whom shelter care facilities are not available or not appropriate should be transported to the nearest juvenile detention or corrections facilities with the least possible delay. The detention of a juvenile for longer than 24 hours in a local jail or lockup should be a very infrequent occurrence.

XIII. INFORMATION ON PERSONS HELD

RECOMMENDATIONS:

36. The DOC should continue to gather data on persons held in local secure facilities and make that information available in the form of:
- a. An annual report of persons held summarizing data collected;
 - b. Reports to individual jail systems (upon request) providing data useful in making operational or structural improvements;

Comments

The DOC is currently providing this service and should continue to do so. Recommendations on how the data collection can be improved are listed in Appendix C. Particular needs are to develop a separate data collection form for juveniles and to collect daily headcount information in order to document fluctuations in jail populations.

37. Information on persons held in local secure facilities should be incorporated into the OBCIS system.

Comments

The DOC is already working on plans to integrate jailing information into the OBCIS program.

XIV. AREAS FOR FURTHER STUDY

RECOMMENDATIONS:

38. The following areas of further study should be pursued:

- a. an evaluation of the effectiveness of jail versus alternative sentences;
- b. a more comprehensive survey of operating and capital costs;
- c. an analysis of juveniles held in jails and lockups;
- d. an analysis of court appearance rates of persons receiving citations compared to those released under other conditions.

SUMMARY OF RECOMMENDATIONS
POTENTIALLY INVOLVING CRIME
COMMISSION FUNDS

It is our conviction that a variety of local, state and federal funds will be required to complete the improvements recommended by this report. We strongly recommend that the State Legislature increase appropriations under Minnesota Statute 241.022 which provides 50% matching grants to counties for construction or renovation of local secure facilities.

The Crime Commission should participate in funding the following should other sources be unavailable:

1. Construction and renovation grants;
2. Grants to provide programming;
3. Grants to implement chemical dependency treatment plans;
4. Grants to provide jailer training;
5. A grant to fund a Technical Assistance Unit.

There is no priority implied in the order of this list.

APPENDIXES

Preceding page blank

Preceding page blank

APPENDIX A

LIST OF THE 62 JAIL SYSTEMS, THEIR FACILITIES AND SERVICE AREAS

<u>JAIL SYSTEM</u>	<u>FACILITIES</u>	<u>SERVICE AREA</u>
1. Aitkin	Aitkin County Jail	Aitkin County
2. Anoka	Anoka County Jail Anoka City Holding Columbia Heights Holding	Anoka County
3. Becker	Becker County Jail Mahnomen County Lockup	Becker County Mahnomen County
4. Beltrami	Beltrami County Jail Clearwater County Holding	Beltrami County Clearwater County
5. Blue Earth	Blue Earth County Jail	Blue Earth County Watonwan County
6. Brown	Brown County Jail New Ulm City Holding Sleepy Eye Holding Springfield Holding	Brown County
7. Carlton	Carlton County Jail	Carlton County
8. Carver	Carver County Jail	Carver County
9. Cass	Cass County Jail Cass Lake Holding	Cass County
10. Chippewa	Chippewa County Jail Montevideo Holding	Chippewa County
11. Clay	Clay County LEC	Clay County
12. Crow Wing	Crow Wing County Jail Brainerd City Holding	Crow Wing County
13. Dakota	Dakota County Jail South St. Paul Holding Farmington Holding West St. Paul Holding Eagan Township Holding	Dakota County
14. Douglas	Douglas County Jail	Douglas County
15. Faribault	Faribault County Jail Wells City Holding	Faribault County
16. Fillmore	Fillmore County Jail	Fillmore County
17. Freeborn	Freeborn County Jail	Freeborn County

APPENDIX A (cont'd)

JAIL SYSTEM	FACILITIES	SERVICE AREA
18. Goodhue	Goodhue County Jail	Goodhue County
19. Houston	Houston County Jail	Houston County
20. Hubbard	Hubbard County Jail	Hubbard County
21. Isanti	Isanti County Jail	Isanti County
22. Itasca	Itasca County Jail	Itasca County
23. Kanabec	Kanabec County Lockup	Kanabec County
24. Kandiyohi County	Kandiyohi County Jail Glenwood City Holding Benson City Holding Appleton City Holding	Kandiyohi County Pope County Swift County
25. Koochiching County	Koochiching County Jail International Falls Holding	Koochiching County
26. Lac Qui Parle	Lac Qui Parle Co. Lockup Ortonville Holding	Lac Qui Parle County Big Stone County
27. LeSueur	LeSueur County Jail	LeSueur County
28. Lincoln	Lincoln County Jail	Lincoln County
29. Lyon	Lyon County Jail Marshall City Holding Tracy City Holding	Lyon County
30. McLeod	McLeod County Jail Hutchinson City Holding	McLeod County
31. Martin	Martin County Jail Jackson County Jail	Martin County Jackson County
32. Meeker	Meeker County Jail	Meeker County
33. Mille Lacs	Mille Lacs County Jail	Mille Lacs County
34. Morrison	Morrison County Jail	Morrison County
35. Mower	Mower County Jail	Mower County
36. Nicollet	Nicollet County Jail St. Peter City Holding	Nicollet

(cont'd)

APPENDIX A (cont'd)

JAIL SYSTEM	FACILITIES	SERVICE AREA
37. Nobles	Nobles County LEC Worthington City Holding Rock County Jail Cottonwood County Lockup	Nobles County Murray County Rock County Cottonwood County
38. Olmsted	Olmsted County Jail	Olmsted County Dodge County
39. Otter Tail	Otter Tail County Jail Stevens County Holding	Otter Tail County Stevens County Grant County
40. Pennington	Thief River Falls Holding	Pennington County
41. Pine	Pine County Lockup	Pine County
42. Pipestone County	Pipestone County Jail	Pipestone County
43. Polk	Polk County Jail (Northwest Regional C.C.) Crookston City Holding East Grand Forks Holding Red Lake County Holding	Polk County Marshall County Norman County Red Lake County
44. Redwood	Redwood County Jail	Redwood County
45. Renville	Renville County Jail	Renville County
46. Rice	Rice County Jail Northfield Lockup	Rice County
47. Roseau	Roseau County Jail Kittson County Holding Lake of the Woods Co. Holding	Roseau County Kittson County Lake of the Woods County
48. St. Louis	St. Louis County Jail Virginia Holding Hibbing City Holding Hibbing District Holding Ely City Holding Chisholm City Holding Grand Marais Holding Lake County Lockup Silver Bay Holding	St. Louis County Cook County Lake County
49. Scott	Scott County Jail	Scott County
50. Sherburne	Sherburne County Lockup	Sherburne County

(cont'd)

APPENDIX A (cont'd)

<u>JAIL SYSTEM</u>	<u>FACILITIES</u>	<u>SERVICE AREA</u>
51. Sibley	Sibley County Jail	Sibley County
52. Stearns	Stearns County Jail St. Cloud Holding Sauk Centre Holding	Stearns County Benton County
53. Steele	Steele County Jail	Steele County
54. Todd	Todd County Jail	Todd County
55. Wabasha	Wabasha County Jail	Wabasha County
56. Wadena	Wadena County Jail	Wadena County
57. Waseca	Waseca County Jail	Waseca County
58. Washington	Washington County Jail Cottage Grove Holding Chisago County Lockup	Washington County Chisago County
59. Wilkin	Wilkin County Jail Traverse County Lockup	Wilkin County Traverse County
60. Winona	Winona County Jail	Winona County
61. Wright	Wright County Jail	Wright County
62. Yellow Medicine	Yellow Medicine Co. Jail Canby City Holding	Yellow Medicine County
<u>TOTALS</u>		
62 Jail Systems	109 Facilities	85 Counties

CORR. 294
RFV. 1-71.

(1-3)

9

--	--

 (7-8)

USE ONLY THE ONE MOST APPLICABLE CODE NUMBER IN EACH OF THE COLUMNS (JURISDICTION, REASON HELD - CHARGE OR OFFENSE - REASON FOR RELEASE - UNUSUAL BEHAVIOR) FROM THE APPROPRIATE LIST SHOWN ON CORR. 294B

-293-

STATE OF MINNESOTA
DEPARTMENT OF CORRECTIONS
CODE LISTING AND REPORT OF PRISONER MOVEMENT

CORR. 19-B
REV. 1-71

Jail or Lockup _____ (1-3)
Type of Facility (Circle) 1 City 2 County (4) Month or Period _____ (5-6) Year 19 _____ (7-8)

USE ONLY THE ONE MOST APPLICABLE CODE NUMBER FROM EACH GROUP BELOW FOR EACH PERSON REPORTED

(9) "JURISDICTION"

- 0 Own County
- 1 City or Village Within County
- 2 City or Village Outside County
- 3 Other County
- 4 Minnesota State Corrections
- 5 From Out of State Authority
- 6 Federal Authority
- 7 State Highway Patrol, Game Warden, Crime Bureau - Etc.

(41-42) "REASON HELD"

- 01 Under Sentence
- 02 Awaiting Trial
- 03 Awaiting Bail
- 04 Warrant From Outside County
- 05 Parole or Probation Violation
- 06 Pending Juvenile Hearing
- 07 Pending Probate Court Hearing (Inebriety or Mental)
- 08 Pending Payment of Fine
- 09 Pending Formal Charge
- 10 Runaway Juvenile
- 11 Lodger (Sierper)
- 12 Other
- 13 In Transit
- 14 Work Release (Uninterrupted)
- 15 Work Release (Interrupted)

(43-44) "CHARGE OR OFFENSE"

MISDEMEANORS

CRIMES AGAINST PERSONS

- 01 Assault
- 02 Indecent Conduct
- 03 Non-Support
- 04 Other Crimes Against Persons

MISDEMEANORS

CRIMES AGAINST PROPERTY

- 11 Arson
- 12 Checks
- 13 Fraud (Except Checks)
- 14 Shoplifting
- 15 Possessing or Receiving Stolen Property
- 16 Theft (Except Shoplifting and Auto Theft)
- 17 Tampering With Auto
- 18 Using Auto Without Owners Permission
- 19 Vandalism

TRAFFIC VIOLATIONS

- 20 Driving Under Influence
- 21 Driving After Suspension or Revocation
- 22 Moving Traffic Violations (Except DWI&DAS)
- 23 Non-Moving Traffic Violations
- 24 Leaving Scene of Accident
- 25 Open Bottle

(43-44) (Continued)

MISCELLANEOUS MISDEMEANORS

- 30 Contempt of Court
- 31 Disorderly Conduct
- 32 Drug Law
- 33 Drunkenness
- 34 Escape
- 35 Firearms
- 36 Game
- 37 Liquor Laws
- 38 Trespassing
- 39 Other

FELONIES

- 40 Homicide
- 41 Crime Against Person (Except Sex)
- 42 Crime Against Property
- 43 Sex Crime
- 44 Other Felonies
- 45 Felony Drug Offense

GROSS MISDEMEANORS

- 50 Crime Against Person (Except Sex)
- 51 Crime Against Property
- 52 Sex Crime
- 53 Crime By Negligence
- 54 Other Gross Misdemeanors
- 55 G. Mis. Drug Offense

(59-60) "REASON FOR RELEASE"

- 01 Sentence Completed
- 02 Sentence Suspended
- 03 Bail Supplied
- 04 Release on Personal Recognizance
- 05 To Another Authority Within State
- 06 To Out of State Authority
- 07 To Parents
- 08 Parole or Probation
- 09 Commitment to State Institution
- 10 Commitment to WKHS/WKFM
- 11 Case Dismissed
- 12 Found "NOT GUILTY"
- 13 Paid Fine
- 14 Deceased
- 15 Transfer to County Jail
- 16 To Court - Disposition Unknown
- 17 To Federal Authority
- 18 Transfer to City or Village Jail
- 19 Temporary Release

(61-62) "UNUSUAL PRISONER BEHAVIOR"

- 01 Attempted Suicide in Jail
- 02 Committed Suicide in Jail
- 03 Death By Other Cause in Jail
- 04 Sent to Hospital From Jail
- 05 Sent to Hospital From Jail and Died There
- 06 Attempted Escape From Jail
- 07 Escaped From Jail
- 08 Involved in Jail Disturbance
- 09 Violated Jail Rules
- 10 Other (Explain On Back of Sheet)
- 11 Absconded From Work Release

APPENDIX B (cont'd)

USING ABOVE CODES - SUBMIT REPORT OF PRISONERS RELEASED FROM JAILS AND LOCKUPS ON CORR. 294

PRISONER COUNT
AND MOVEMENT

(DURING MONTH OR
PERIOD OF REPORT)

Held Over

(9-12)

Booked

(13-16)

In Jail

(17-20)

Released

(21-24)

Carried Over

(25-28)

PRISONER MOVEMENT
RECORDED

(80)

Submit This Form With Your
Report of Prisoners
Released From Jails and
Lockups.

TO: DETENTION SPECIALIST
DEPARTMENT OF CORRECTIONS
430 METRO SQUARE BUILDING
ST. PAUL, MINNESOTA 55101

APPENDIX C

DEPARTMENT OF CORRECTIONS DATA ACCURACY TEST

Data collected and aggregated by the Department of Corrections provides baseline information for the jail study. Since the accuracy of DOC data has been questioned, the jail study conducted a reliability test.

There are two possible points in the reporting and aggregating process where inaccuracies may occur. The first is in the transfer of information from the county jail register to DOC Form 294 from which the DOC compiles its annual aggregated statistics. The second is in the aggregating process at the DOC. The analysis discussed in the following paragraphs deals only with the former.

A reliability test of DOC keypunching and programming is forthcoming.

METHODS

A random sample of 22 counties was selected. In each county, 50 cases were randomly selected and information on the DOC Form 294 was compared with information listed in the jail register. Eight of the variables on form 294 were examined: 1) sex; 2) age; 3) reason held; 4) charge or offense; 5) days confined; 6) sentence of court; 7) reason for release; 8) if on work release. In addition, 9) the proportion of cases containing an error in any of the above variables; and 10) the proportion of cases completely omitted from Form 294 were recorded. Each variable in each case was scored as either "accurate" or "inaccurate". The magnitude of error for ordinal variables (2, 5, 6) was also recorded.

RESULTS

Raw data on error frequencies by county is reported in Table I. It should be noted that there is great variance among counties in accuracy of data reported to DOC. While most counties made only occasional errors, some counties consistently erred in some variables.

Table II summarizes error rates and standard deviations* of error rates by region. Table II also provides a statewide summary of error rates. The large standard deviations in many regions make it difficult to accurately estimate the error rate for those regions.

The net effect of magnitude and direction of error on variable 2, 5 and 6 was virtually 0. It is impossible, therefore, to attribute any pattern to the magnitude of error.

*The standard deviation allows the reader to estimate the range of values into which the error rate is likely to fall. Ninety-five percent of the time the actual error rate will fall between plus or minus two standard deviations of the estimated error rate. For example in Table II for Region "A" variable #2 (age) the error rate has been estimated at .03 and the standard deviation .01. Thus, we can be confident that 95% of the time the actual error rate in Region "A" will fall somewhere between .01 and .05.

However, some conclusions can be drawn from the data:

1. In some regions the error rate for some variables appears likely to be above the tolerable limits (5%) for use in the jail study.
2. The actual statewide error rates are likely to be very close to those estimated in Table II since the standard deviations are less than $\frac{1}{2}$ of 1%. Although 20% of the cases examined had at least one error, those errors appear to have been distributed among a number of variables so that no single variable accounts for a large percentage of the error.
3. Statewide error rates for all variables except #3, reason held, are tolerable.

RECOMMENDATIONS

1. DOC data can be used in the jail study for statewide inferences. Data analysis using variable #3, reason held, must be used with caution and results of that analysis viewed with somewhat more suspicion than that of the other variables.
2. Since the sample of counties showed a few counties with large error rates along a number of variables, the jail study should not use county-by-county DOC data without first testing the individual county's recording system (in the same manner in which this accuracy test was conducted). Fifty cases in each of the 15 counties selected for intensive examination in the jail study will be tested for accuracy.
3. Interviews conducted during the accuracy test field visits and conclusions drawn by the jail study staff indicate six major reasons for the inaccuracies which do occur in the process of transferring information from jail registers to Form 294.
 - a) DOC Form 294 is designed to be used with the most recent jail register. However, a substantial number of counties are using jail registers with a variety of formats which pre-date the newest jail registers. Consequently, it is difficult to transfer information from the jail registers to the Form 294. In fact, some information required on Form 294 is not even recorded on many jail registers and jailers are summarizing that information from memory or from other informal records. The Department of Corrections and/or the Governor's Crime Commission should print up 2000 pages of the newest form of jail register and distribute them to all counties which are using antiquated registers.
 - b) There is a great deal of confusion among many jailers about the meaning and interpretation of the codes. This accounts for the particularly high error rate on variable #3, reason held. The training manual provided by the Department of Corrections deals with this issue but apparently the explanation is not sufficient since confusion still exists. Record keeping training provided for jailers should include a section on properly coding reason held, charge or offense, and reason for release.
 - c) A related problem is that some of the antiquated jail registers include a set of codes which is altogether unrelated to those currently in use. Some jailers are using those codes instead of the ones provided in the training manual. Recommendations in a) and b) apply here.
 - d) Juvenile records are transferred to DOC Form 294 although juvenile jail registers are in a substantially different format. For instance, reason held and charge or offense are often confused since many juveniles are not formally charged. A supplement to Form 294 designed for gathering juvenile records should be developed.
 - e) In many locations a number of persons fill out the jail register and the Form 294. Each has his/her own interpretation of the codes and system for recording the information. A substantial number of errors found were due to inconsistencies in recording techniques from one person to the next. Jailers should be encouraged to designate one or two persons to keep the jail registers and one person to summarize jail register data on Form 294.
 - f) Most of the sheriffs and jailers consider completing Form 294 to be a superfluous bureaucratic task. Each of the 22 jailers claimed he had never seen any of the aggregated statistics on his jail or any other data, either in the form of the annual DOC jail data publication or DOC computer print-outs. The relevancy and potential use of DOC aggregated data should be communicated to the jailers. If jailers understand and begin to use the data they are helping to collect, they are more likely to do the job meticulously.

(cont'd)

TABLE I

RAW NUMBER OF ERRORS AND CASES EXAMINED BY COUNTY BY VARIABLE

REGION "A"	1	2	3	4	5	6	7	8	9	10
Pennington	-	2/50	27/50	4/50	4/50	-	10/50	-	35/50	-
Polk	-	1/50	5/50	1/50	-	5/50	1/50	3/50	14/50	-
REGION "B"										
St. Louis	-	1/52	1/52	5/52	5/52	1/52	-	1/52	12/52	-
Cook	-	-	11/48	2/48	1/48	-	1/48	-	12/48	1/48
REGION "C"										
Wilkin	-	-	5/50	3/50	-	5/50	3/50	1/50	11/50	-
Ottertail	-	1/50	-	2/50	1/50	3/50	2/50	-	9/50	2/50
REGION "D"										
Isanti	-	1/50	3/50	3/50	1/50	-	5/50	-	12/50	1/50
Wright	1/50	-	2/50	2/50	2/50	-	1/50	-	10/50	2/50
Pine	-	-	-	-	-	-	-	-	2/48	2/48
REGION "E"										
Renville	-	-	-	-	6/45	-	-	-	7/45	1/45
Chippewa	-	-	2/40	-	4/40	1/40	6/40	-	11/40	1/40
Redwood	-	-	-	2/50	7/50	-	-	-	9/50	-
Nobles	-	1/50	2/50	5/50	2/50	2/50	4/50	-	13/50	-
Lyon	-	-	-	4/50	-	-	1/50	-	5/50	-

(cont'd)

TABLE I (Cont'd)

	1	2	3	4	5	6	7	8	9	10
REGION "F"										
Olmstead	-	-	1/50	1/50	1/50	1/50	1/50	1/50	2/50	-
Faribault	-	-	32/50	16/50	1/50	1/50	10/50	1/50	38/50	-
Rice	-	-	22/50	-	-	1/50	1/50	-	22/50	-
Steele	2/50	1/50	2/50	3/50	1/50	1/50	8/50	-	16/50	1/50
Mower	-	-	-	1/50	-	1/50	1/50	-	3/50	-
Winona	-	-	1/50	-	5/50	2/50	-	-	8/50	2/50
Goodhue	1/49	-	-	-	2/49	-	1/49	-	4/49	-
REGION "G"										
Dakota	-	-	-	1/50	-	-	3/50	-	5/50	1/50

- equals no error

-300-

TABLE II
ERROR RATES* AND STANDARD DEVIATIONS FOR EACH VARIABLE
BY REGION

VARIABLE	A (2)		B (2)		C (2)		D (3)		E (5)		F (7)		G (1)		Statewide (22)	
	Error	SD	Error	SD	Error	SD	Error	SD	Error	SD	Error	SD	Error	SD	Error	SD
1 Sex	-	-	-	-	-	-	.01	.02	-	-	.01	.01	-	-	-	-
2 Age	.03	.01	.02	.01	.01	.02	.01	.01	.01	-	-	-	-	-	.01	-
3 Reason held	.31	.19	.03	.02	.03	.02	.03	.03	.02	.01	.08	.04	-	-	.07	.01
4 Charge or offense	.05	.03	.09	.06	.05	.03	.03	.03	.06	.01	.03	.01	.02	-	.05	-
5 Days confined	.04	.04	.09	.06	.01	.02	.02	.02	.13	.05	.02	.01	-	-	.05	-
6 Sentence	.05	.04	.01	.01	.07	.03	-	-	.12	.04	.02	.01	-	-	.05	-
7 Reason for release	.11	.08	-	-	.05	.02	.04	.05	.05	.01	.05	.02	.06	-	.05	-
8 If on work release	.03	.03	.02	.01	.01	.01	-	-	-	-	.01	.01	-	-	.01	-
9 Case record error	.48	.18	.23	.09	.19	.05	.17	.11	.18	.06	.17	.05	.01	-	.20	.01
10 Record missing	-	-	-	-	.03	.02	.04	.01	.01	-	.01	.01	.03	-	.01	-
	N=100		N=100		N=100		N=150		N=245		N=349		N=50		N=1094	

* Error rates are weighted by total persons held in each county
- equal no error
() number of counties in region

APPENDIX D
SURVEY OF JAILING PRACTICES

The Governor's Crime Commission is reviewing ways in which it can help counties and municipalities improve their jails. This brief questionnaire is intended to assist us in determining what are the specific needs of your facility. It is not designed to rate jails or determine whether they are good or bad. The questionnaire deals with a wide range of possible services, many of which are unnecessary or inapplicable to most of Minnesota's smaller facilities. There is no implication that facilities are expected to provide such services or that such needs exist in every county, but merely that such services may be provided to meet such needs in some counties. For those questions which do not apply to your jail, just check the appropriate box.

1. What do you feel is the most pressing problem at your facility?

Overcrowding_____

Physical deterioration_____

Understaffing_____

Problems due to_____
inability to separate juveniles or
women when facility is near capacity

Other problems_____

2. Do you feel that joining the Community Corrections Subsidy Act would be beneficial to your county?

Yes_____ No_____

3. Are there any plans to renovate your facility at this time?

Yes_____ No_____

4. Are there any plans for new construction?

Yes_____ No_____

5. Does your facility regularly (other than for warrants) hold persons for other counties?

Yes_____ No_____

If yes, for which counties,
what type of offenders?

Sentenced Offenders Pretrial Detainees

_____	_____	_____
_____	_____	_____
_____	_____	_____

What percentage of your total jail population is made up of inmates held for other counties (estimate)

_____ %

The next few questions apply to the daily operation of your jail and its staff.

6. When persons are arrested and brought to the jail, a decision must be made whether to release or detain them. How many hours of the day is there someone on duty at your facility who has the authority to make this decision?

0 - 8 hours _____
 9 - 16 hours _____
 17 - 24 hours _____

7. Have the persons responsible for the release or detain decision at your facility ever had specialized training to make this decision?

Yes _____ No _____

If yes, who provided this training?

8. For how many hours of the day is a dispatcher responsible by himself, for custody and surveillance of inmates?

Dispatcher never has sole responsibility _____

Dispatcher has sole responsibility _____

0 - 8 hours _____

9 - 16 hours _____

17 - 23 hours _____

24 hours _____

Dispatcher has sole responsibility only occasionally _____

The following questions refer to the physical description of your facility.

9. Please complete the following chart with the appropriate numbers.

	Number of cells	Total Number Beds
Maximum Security	_____	_____
Medium Security	_____	_____
Minimum Security	_____	_____

10. In some facilities, various groups of inmates such as juveniles, women and those on work release can be separated from other inmates (out of sight and sound). How many different groups of inmates can be separated from each other by sight and sound in your facility?

No capacity to separate _____

2 groups _____

3 groups _____

4 groups _____

5 groups or more _____

The next set of questions refers to services that may be provided in some facilities. Please be as specific as possible.

11. Do your officers ever take persons to a detoxification center?

Yes _____ No _____

If yes, please cite name of agency/agencies and their location _____

12. If an inmate needs medical attention, either at time of admission or during his/her stay, how is this provided?

Private doctor _____

Hospital _____

In-jail infirmary _____

Clinic _____

Other _____

13. Is a medical examination regularly given to all newly admitted persons?

Yes _____ No _____

If no, under what conditions is it offered?

14. Is drug abuse treatment provided to inmates in your jail?

Yes _____ No _____

If yes, please indicate name of agency/agencies and locations. _____

15. Is treatment for alcoholism provided to inmates in your jail?

Yes _____ No _____

If yes, please indicate name of agency/agencies and locations _____

16. Counseling services may be provided on a voluntary basis to inmates in such areas as domestic relations and financial management. If such a service is available, please indicate name of agency and location.

Not available _____

Agency _____

Location _____

17. Mental health services may include psychiatric treatment and diagnostic services for inmates awaiting sentencing. If this type of service is available to inmates in your jail, please indicate the name of the agency providing the service and its location.

Not available _____

Agency _____

Location _____

APPENDIX D (cont'd)

18. Are there any provisions for recreational activities at your facility?

No _____

Table games _____

Library _____

Exercise _____

19. If any of the following services are provided to your inmates, please indicate the name of the agency providing the service and its location.

a. Educational services Yes _____ No _____

Agency _____

Location _____

b. Job placement services Yes _____ No _____

Agency _____

Location _____

c. Vocational programs Yes _____ No _____

Agency _____

Location _____

Your name _____

Position _____

Name of facility _____

Address _____

APPENDIX E
SAMPLE JAIL SYSTEMS

JAIL SYSTEM	FACILITIES	1975 TOTAL HELD	SERVICE AREA
1. Anoka	Anoka County Jail Anoka City Holding Columbia Hgts. Holding	2,588 37 84	Anoka County
2. Beltrami	Beltrami County Jail Clearwater County Lockup	845 68	Beltrami County Clearwater County
3. Blue Earth	Blue Earth County Jail	1,499	Blue Earth County Watonwan County
4. Brown	Brown County Jail New Ulm Holding Sleepy Eye Holding Springfield Holding	201 80 10 12	Brown County
5. Carlton	Carlton County Jail	881	Carlton County
6. Douglas	Douglas County Jail	534	Douglas County
7. Fillmore	Fillmore County Jail	500	Fillmore County
8. Houston	Houston County Jail	315	Houston County
9. Itasca	Itasca County Jail	954	Itasca County
10. McLeod	McLeod County Jail Hutchinson Holding	260 371	McLeod County
11. Morrison	Morrison County Jail	379	Morrison County
12. Mower	Mower County Jail	895	Mower County
13. Pipestone	Pipestone County Jail	106	Pipestone County
14. Stearns	Stearns County Jail St. Cloud Holding Sauk Centre Holding	902 222 55	Stearns County Benton County (Sherburne) ? u/s
15. Washington	Washington County Jail Cottage Grove Holding Chisago County Lockup (closed now)	1,171 155 130	Washington County Chisago County

APPENDIX F

CLIENT CHARACTERISTICS SURVEY

Facility _____

Survey No. _____

We would like to ask you several questions about yourself. Your responses will be used in a research study to improve the jails in Minnesota. All your answers will be kept confidential and will be combined with those of 500 other persons so your name will not be associated with your answers. We would appreciate your cooperation but you are not legally required to answer these questions.

(QUESTIONS 1-9 TO BE FILLED OUT BY JAILER)

1. Name _____ 2. Age _____ 3. Sex _____
4. Race _____
5. Date of intake: hr. _____ mo. _____ day _____
6. Date of release: hr. _____ mo. _____ day _____
7. Reason held:

_____ under sentence	_____ parole or probation
_____ awaiting trial or formal charge	_____ violation
_____ awaiting bail	_____ in transit
_____ warrant from outside county	_____ other _____
8. Offense (specific charge):

9. Reason released:

_____ sentence completed	_____ parole or probation
_____ bail supplied	_____ case dismissed
_____ released on own recognizance/ third party	_____ paid fine
_____ released to another correction authority	_____ other _____
_____ found "not guilty"	

(QUESTIONS 10-21 TO BE ASKED OF CLIENT)

10. In what county do you live? _____
(List state if not Minnesota resident)
11. How long have you lived at your present address?

_____ 1-3 months	_____ over 1 year
_____ 3-6 months	_____ no permanent address
_____ 6mo. to 1 year	
12. How long have you lived in the area? _____

13. Who do you live with?

☐ lives with family
☐ lives with relatives

☐ lives with non-family
☐ lives alone

14. Are you enrolled in a school or vocational program? If yes, for how long?

☐ enrolled in school six months or more
☐ enrolled in school six months or less
☐ no

If in school, list name _____

15. What was the highest level of education you attained?

☐ through 8th grade
☐ some high school
☐ grade 12 (including GED)

☐ vocational training
☐ some college
☐ college graduate

16. Do you have a job?

☐ present job 1 year or more
☐ present job 6 months to 1 year
☐ present job less than six months
☐ housewife

☐ loss of job due to
incarceration
☐ collecting unemployment
compensation
☐ unemployed

17. Do you have a prior record of convictions?

☐ no previous record
☐ number of convictions - misdemeanors: _____
☐ number of felony convictions: _____

18. How would you rate your health; good, fair or poor?

☐ good ☐ fair ☐ poor

19. If there were alcoholism treatment available while you were in jail, would you participate?

☐ yes ☐ no

20. If there were drug treatment available while you were in jail, would you participate?

☐ yes ☐ no

21. Did you receive any of the following services while in jail? If so, which ones?

☐ alcohol treatment
☐ drug treatment
☐ counseling
☐ vocational training
☐ job placement service

☐ physical health treatment
☐ mental health treatment
☐ education
☐ none of the above
☐ other _____

Sources of Service:

1. _____
2. _____
3. _____
4. _____

County Name _____

APPENDIX G

Jail Staffing as of December, 1975

This survey deals with 1) jail staffing and 2) critical incidents at the jail. Please fill it out completely and accurately. Respond to the staffing questions with the number of staff as of December 30, 1975. If you have any questions concerning this survey, please contact Jeff Zlonis at the Department of Corrections (612) 296-3551. Remember to fill in your county name at the top of each page. Thank you.

A. These questions concern all of the personnel who work at the jail.

1. Please mark down the number of full-time paid jail staff who work exclusively in each one of the following functional areas. (Do not include employees who are part-time or work in more than one functional area.)

<u>Function</u>	<u>Number of Staff</u>
Custody (jailor, supervise prisoners)	_____
Program (work release supervisor, alcohol counselor, etc.)	_____
Administrative (jail supervisors)	_____
Support (clerical, maintenance, cooks, etc.)	_____
Dispatcher	_____

2. This question concerns part-time paid jail staff who work exclusively in one of the functional areas. Please mark down the number of these under the approximate percentage of full-time that they work for each functional area. (Remember this is only for part-time people that work in only one functional area.)

<u>Function</u>	<u># approx. 1/4 Time</u>	<u># approx. 1/2 Time</u>	<u># approx. 3/4 Time</u>
Custody	_____	_____	_____
Program	_____	_____	_____
Administrative	_____	_____	_____
Support	_____	_____	_____
Dispatcher	_____	_____	_____

County Name _____

B. The following questions concern custody personnel, both part and full-time:How many of your custody staff are:

1. Under 18 _____ Age 18-35 _____ Age 35-55 _____ Age 55-65 _____ Age 65+ _____

2. Male _____ Female _____

3. Not deputized _____ Deputized _____

4. How many of the custody personnel have had prior law enforcement experience/training?

No. that Have: _____ No. that Have Not: _____

5. How many of the custody personnel have had in-service training?

No. that Have: _____ No. that Have Not: _____

6. How many hours per jailor a year of in-service training do you have?

Hours Per Year _____

C. The following questions concern Program staff:

1. What is the total number of paid professional program personnel (work release supervisor, alcohol counselor, etc.) on your jail staff? _____

2. Do you have volunteers who work in the area of programming? Yes _____ No _____

a) If so, how many? _____

b) What would you estimate is the total number of hours per week put in by volunteers? Hours Per Week _____ (Use an average Figure.)

D. These questions concern the total staff of the sheriff's department:

1. How many certified law enforcement personnel who do not work in the jail are on the sheriff's staff? _____

2. What is the total number of personnel on the sheriff's staff? _____

E. Since January, 1971, has there been any construction or renovation started or planned at your jail facility? Yes _____ No _____

County Name _____

3. For each paid staff member who works in more than one functional area, mark down the percentage of their time allocated to each function. First, list full-time (a), then second list part-time (b). (Do not put down the individual's name.)

For instance, example A indicates that a full-time employee works 50% in Custody (as a jailor) and 25% in Support (as a record-keeper, for instance) and 25% in Administrative (as a jail supervisor, for instance). Example B indicates a part-time employee who works half-time. He spends 1/2 of his working time (25% of full-time) in Support and 1/2 of his working time as a Dispatcher.

a) Full-Time Personnel* Custody Program Support Administrative Dispatcher

EXAMPLE A: 50% 25% 25%

1.

2.

3.

4.

5.

* Make sure that a full-time employee's percentages add up to 100%.

b) Part-Time Personnel* Custody Program Support Administrative Dispatcher

EXAMPLE B: 25% 25%

1.

2.

3.

4.

5.

* Make sure that a part-time employee's percentages add up to the percent of full-time that they work.

County Name _____

Critical IncidentsUnusual Prison Behavior

For the appropriate three-month period, mark the number of individuals involved in the type of unusual behavior indicated. "Individuals" refers to anyone who is a prisoner in the jail.

Example: In June, 1976, three inmates set fire to a cell, as a decoy, and then tried to escape. These incidents should be marked by placing three (3) by fire and three (3) by attempted escape within the column April-June, 1976.

	Jan-Mar 1975	Apr-June 1975	July-Sept 1975	Oct-Dec 1975	Jan-Mar 1976	Apr-June 1976
Attempted Suicide	_____	_____	_____	_____	_____	_____
Committed Suicide	_____	_____	_____	_____	_____	_____
Homicide on Staff	_____	_____	_____	_____	_____	_____
Homicide on Inmate	_____	_____	_____	_____	_____	_____
Death by Other Causes	_____	_____	_____	_____	_____	_____
Assault on Staff	_____	_____	_____	_____	_____	_____
Assault on Inmate	_____	_____	_____	_____	_____	_____
Attempted Escape	_____	_____	_____	_____	_____	_____
Escape	_____	_____	_____	_____	_____	_____
Fire	_____	_____	_____	_____	_____	_____
Involved in Other Major Disturbance (i.e., Riot, etc.)	_____	_____	_____	_____	_____	_____

Rules:

- 1) If a particular incident did not occur during a particular three-month period, leave the appropriate box empty.
- 2) Indicate the number of individuals who committed the behavior (i.e., 1,2,3, etc.)

Signature of Person Filling Out Form:

APPENDIX H

CRIME STATISTICS AND SELECTED DEMOGRAPHICS

	POPULATION	TOTAL # ^a OFFENSES	CRIME ^b RATE	PROPERTY ^b CRIME RATE	VIOLENT ^b CRIME RATE	TAXBASE ^c	CORRECTIONS ^c OPERATING BUDGET
1. Aitkin	12,367	607	4,908	4,148	154	25,816	23
2. Anoka	175,000	18,027	10,283	7,380	683	430,379	324
3. Becker/Mahnomen	30,920	1,696	5,873	4,353	268	45,715	67
4. Beltrami/Clearwater	36,811	1,425	4,031	2,871	182	32,939	50
5. Blue Earth/Watonwan	68,347	4,167	6,097	4,046	306	151,283	93
6. Brown	29,283	2,255	7,701	4,480	382	85,509	34
7. Carlton	28,898	1,437	4,973	3,281	478	62,990	64
8. Carver	31,603	1,090	3,449	2,860	89	79,931	113
9. Cass	18,799	1,347	7,165	5,176	489	42,809	44
10. Chippewa	15,040	136	904	731	0	41,517	40
11. Clay	49,044	3,139	6,275	4,573	449	100,010	144
12. Crow Wing	37,962	2,369	6,240	5,619	240	96,106	141
13. Dakota	158,000	16,625	10,514	6,686	502	495,367	188
14. Douglas	24,495	932	3,804	2,347	61	50,924	45
15. Faribault	20,441	1,059	5,181	4,246	215	73,225	35
16. Fillmore	21,553	424	1,967	1,086	153	49,811	57
17. Freeborn	38,579	2,980	7,724	5,796	464	113,672	70
18. Goodhue	36,791	1,872	5,088	3,982	304	171,262	34
19. Houston	17,927	866	4,831	2,890	190	30,878	16
20. Hubbard	11,812	418	3,539	3,149	42	24,099	17
21. Isanti	19,178	485	2,529	2,065	63	33,965	58
22. Itasca	36,524	2,681	7,340	4,936	370	120,609	31
23. Kanabec	11,002	429	3,899	3,036	118	15,399	6
24. Kanabec/Pope/Swift	55,447	2,313	4,172	3,270	144	75,065	100
25. Koochiching	17,597	1,259	7,155	5,524	455	28,985	62
26. Lac Qui Parle/Big Stone	18,949	229	1,209	676	42	35,700	15
27. LeSueur	22,377	491	2,194	1,850	121	51,053	15
28. Lincoln	8,053	240	2,980	2,310	248	22,266	4
29. Lyon	25,008	1,513	6,050	3,947	408	65,880	15

^aReported and verified Part I and Part II crimes.

(cont'd)

^bNumber of offenses per 100,000 population.

^cBoth of these statistics are in thousands.

Appendix H (cont'd)

	POPULATION	TOTAL # ^a OFFENSES	CRIME ^b RATE	PROPERTY ^b CRIME RATE	VIOLENT ^b CRIME RATE	TAXBASE	CORRECTIONS OPERATING BUDGET
30. McLeod	29,117	1,086	3,730	2,737	93	70,382	57
31. Martin/Jackson	39,037	1,123	2,877	2,003	149	91,024	50
32. Meeker	19,593	427	2,179	1,740	26	45,960	31
33. Mille Lacs	16,896	1,123	6,647	4,829	213	29,973	38
34. Morrison	27,198	1,278	4,698	3,530	309	46,476	14
35. Mower	44,012	3,055	6,941	4,969	314	105,363	116
36. Nicollet	25,079	1,545	6,161	4,498	363	59,171	52
37. Nobles/Murry/Rock/ Cottonwood	61,399	1,150	1,872	1,572	64	66,603	46
38. Olmsted/Dodge	102,000	8,582	8,342	1,826	729	250,803	214
39. Otter Tail/Stevens/ Grant	66,206	3,896	5,854	4,234	219	99,094	159
40. Pennington	14,410	1,338	9,285	5,871	514	27,497	7
41. Pine	17,873	1,207	6,753	5,869	291	26,720	37
42. Pipestone	12,532	401	3,200	2,976	120	32,796	2
43. Polk/Marshall/Norman/ Red Lake	63,104	3,131	4,962	3,005	241	88,570	112
44. Redwood	19,714	455	2,308	1,876	76	70,621	7
45. Renville	21,152	125	590	538	33	75,961	14
46. Rice	43,300	1,370	3,163	2,408	169	79,322	13
47. Roseau/Kittson	16,447	1,030	6,263	4,372	328	15,148	26
48. St. Louis/Cook/Lake	235,000	11,321	4,802	3,969	322	409,413	1,360
49. Scott	35,516	3,342	9,410	6,107	403	92,737	113
50. Sherburne	26,662	298	1,315	1,019	97	42,167	21
51. Sibley	16,118	501	3,108	2,680	74	46,769	11
52. Stearns/Benton	122,000	5,514	4,511	3,578	259	193,863	114
53. Steele	28,107	2,207	7,852	3,960	534	76,608	30
54. Todd	22,843	127	555	521	18	30,092	15
55. Wabasha	18,172	568	3,126	2,295	204	35,535	41
56. Wadena	12,641	410	3,243	2,389	47	16,445	31
57. Waseca	16,869	307	1,820	1,660	30	51,860	14
58. Washington/Chisago	112,000	11,735	10,388	6,130	481	260,368	276
59. Wilkin/Traverse	15,501	849	5,477	3,180	277	31,935	5
60. Winona	45,563	2,569	5,638	4,717	369	95,918	107
61. Wright	44,394	1,536	3,460	2,996	363	126,638	114
62. Yellow Medicine	14,242	250	1,755	1,145	119	44,922	18

APPENDIX I

RATIO-PROPERTY TO VIOLENT CRIMES IN 62 JAIL SYSTEMS

1. Aitkin	27 to 1	33. Mille Lacs	23 to 1
2. Anoka	11 to 1	34. Morrison	11 to 1
3. Becker	15 to 1	35. Mower	16 to 1
4. Beltrami	16 to 1	36. Nicollet	12 to 1
5. Blue Earth	13 to 1	37. Nobles	25 to 1
6. Brown	12 to 1	38. Olmsted	3 to 1
7. Carlton	7 to 1	39. Otter Tail	19 to 1
8. Carver	32 to 1	40. Pennington	11 to 1
9. Cass	11 to 1	41. Pine	20 to 1
10. Chippewa	110 to 0	42. Pipestone	25 to 1
11. Clay	10 to 1	43. Polk	12 to 1
12. Crow Wing	23 to 1	44. Redwood	25 to 1
13. Dakota	13 to 1	45. Renville	16 to 1
14. Douglas	38 to 1	46. Rice	14 to 1
15. Faribault	20 to 1	47. Roseau	13 to 1
16. Fillmore	7 to 1	48. St. Louis	12 to 1
17. Freeborn	12 to 1	49. Scott	14 to 1
18. Goodhue	13 to 1	50. Sherburne	11 to 1
19. Houston	15 to 1	51. Sibley	36 to 1
20. Hubbard	74 to 1	52. Stearns	14 to 1
21. Isanti	33 to 1	53. Steele	7 to 1
22. Itasca	13 to 1	54. Todd	30 to 1
23. Kanabec	26 to 1	55. Wabasha	11 to 1
24. Kandiyohi	13 to 1	56. Wadena	50 to 1
25. Koochiching	12 to 1	57. Waseca	56 to 1
26. LacQuiParle	16 to 1	58. Washington	13 to 1
27. LeSueur	15 to 1	59. Wilkin	11 to 1
28. Lincoln	9 to 1	60. Winona	13 to 1
29. Lyon	10 to 1	61. Wright	8 to 1
30. McLeod	30 to 1	62. Yellow Medicine	10 to 1
31. Martin	13 to 1		
32. Meeker	68 to 1		

APPENDIX J

STATUTORY LIMITATIONS ON THE DETENTION OF JUVENILES

Minnesota Statutes 260.171 Release or Detention. Subdivision 2.

If the child is not released as provided in subdivision 1, the person taking the child into custody shall notify the court as soon as possible of the detention of the child and the reasons for detention. No child may be detained in a detention facility longer than 24 hours, excluding Sundays and holidays, after the taking into custody unless an order for detention, specifying the reason for detention, is signed by the judge or referee. No child may be held longer than 36 hours, excluding Sundays or holidays, after the taking into custody unless a petition has been filed and the judge or referee determines pursuant to section 14 that the child shall remain in detention.

If a child described in section 15, subdivision 4, is to be detained in a jail up to 48 hours, the judge or referee, in accordance with rules and procedures established by the commissioner of corrections, shall notify the commissioner of the place of the detention and the reasons therefor. The commissioner shall thereupon assist the court in the relocation of the child in an appropriate detention facility within the county or elsewhere in the state, or in determining suitable alternatives. If approved regional juvenile detention facilities exist, the commissioner may direct that the child be detained in the nearest approved regional juvenile detention facility. If the court refers the matter to the prosecuting authority pursuant to section 260.125, notice to the commissioner shall not be required.

U. S. Public Law 93-415 (Allocation of Federal Juvenile Justice Funds) Sec. 223 (a) In order to receive formula grants under this part, a State shall submit a plan . . . (which) must -

(12) provide within two years after submission of the plan that juveniles who are charged with or who have committed offenses that would not be criminal if committed by an adult, shall not be placed in juvenile detention or correctional facilities, but must be placed in shelter facilities;

(13) provide that juveniles alleged to be or found to be delinquent shall not be detained or confined in any institution in which they have regular contact with adult persons incarcerated because they have been convicted of a crime or are awaiting trial on criminal charges;

(14) provide for an adequate system of monitoring jails, detention facilities, and correctional facilities to insure that the requirements of section 223 (12) and (13) are met, and for annual reporting of the results of such monitoring to the Administrator.

APPENDIX K

SUMMARY OF FACILITY DATA

FACILITIES (Main Facility of Jail System & Satellites)		CLASSIFICATION ^a	CAPACITIES						SEGREGATION	AGE (Years)	OVERALL RATING (%)	PLANT & CONSTRUCTION RATING (%)	CAPACITIES	
			MAXIMUM SECURITY		MEDIUM SECURITY		MINIMUM SECURITY						TOTAL	
			#	#	#	#	#	#					#	#
			CELLS	BEDS	CELLS	BEDS	CELLS	BEDS					CELLS	BEDS
1.	Aitkin	L	3	12	4	13	0	0	1	51	51	22	7	25
2.	Anoka	L	18	42	0	0	1	20	3	16	55	11	19	62
	Anoka City	H	2	4	0	0	0	0					2	4
	Columbia Heights City													
3.	Becker	U	4	16	8	26	1	2	3	64	40	11	13	44
4.	Beltrami	J	2	11	4	14	1	4	5	10	66	78	7	29
	Clearwater	H	0	0	0	0	0	2	4				2	4
5.	Blue Earth	J	6	21	3	30	1	4	5	4	82	67	10	55
6.	Brown	L	11	11	0	0	0	0	1	73	62	22	11	11
	New Ulm City	H	3	3	0	0	0	0					3	3
	Sleepy Eye City													
	Springfield City													
7.	Carlton	U	11	17	0	0	0	0	2	62	45	11	11	17
8.	Carver	J	6	12	3	6	4	4	3	11	61	50	13	22
9.	Cass	J	3	9	5	21	0	0	2	12	80	78	8	30
	Cass Lake City	H												
10.	Chippewa	L	3	12	1	4	0	0	4	64	37	17	4	16
	Montevideo City	H	2	2	0	0	0	0					2	2
11.	Clay	J	16	16	8	8	1	10	5	11	88	78	25	34
12.	Crow Wing	U	8	8	2	4	1	12	1	59	50	17	11	24
	Brainerd City	H	0	0	9	11	0	0					9	11
13.	Dakota	J	5	54	0	0	0	0	2	15	84	67	5	54
	South St. Paul City	H	8	8	0	0	0	0					8	8
	Farmington City	H	0	0	2	2	0	0					2	2
	West St. Paul City	H	3	3	0	0	0	0					3	3
	Egan Township	H	0	0	2	4	0	0					2	4
14.	Douglas	L	0	0	9	13	0	0	2	76	41	11	9	13
15.	Faribault	L	0	0	0	0	8	14	1	20	61	22	8	14
	Wells City	H												
16.	Fillmore	J	3	7	3	10	1	4	3	5	77	72	7	21
17.	Freeborn	J	6	6	7	16	10	10	2	92	52	11	23	32
18.	Goodhue	J	3	11	3	12	3	11	5	7	81	89	9	34

(cont'd)

APPENDIX K (cont'd)

FACILITIES (Main Facility of Jail System & Satellites)	CLASSIFICATION a	CAPACITIES						SEGREGATION	AGE (Years)	OVERALL RATING (%)	PLANT & CONSTRUCTION RATING (%)	CAPACITIES	
		MAXIMUM SECURITY		MEDIUM SECURITY		MINIMUM SECURITY						TOTAL	
		#	#	#	#	#	#					#	#
		CELLS	BEDS	CELLS	BEDS	CELLS	BEDS					CELLS	BEDS
19. Houston	U	4	4	3	3	10	10	1	101	40	11	17	17
20. Hubbard	U	0	0	4	12	0	0	2	70	37	11	4	12
21. Isanti	L	0	0	2	3	2	6	1	10	46	0	4	9
22. Itasca	J	4	8	1	10	1	12	1	22	57	39	6	30
23. Kanabec	L	0	0	3	8	0	0	1	10	44	22	3	8
24. Kandiyohi	J	4	4	5	11	5	20	5	10	69	78	14	35
Glenwood City	H	0	0	0	0	3	4					3	4
Benson City	H	0	0	5	5	0	0					5	5
Appleton City	H	0	0	3	6	0	0					3	6
25. Koochiching	L	2	12	0	0	3	10	1	67	47	11	5	22
Int'l Falls City	H												
26. Lac Qui Parle	L	2	10	0	0	1	3	3	11	55	33	3	13
Ortonville City	H	0	0	4	4	0	0					4	4
27. LeSueur	U	2	4	6	12	4	4	2	64	33	11	12	20
28. Lincoln	L	4	8	0	0	0	0	2	76	53	33	4	8
29. Lyon	U	0	0	8	16	2	2	2	106	28	11	10	18
Marshall City	H	0	0	4	7	0	0					4	7
Tracy City	H	0	0	0	0	3	6					3	6
30. McLeod	U	10	10	0	0	0	0	3	66	28	11	10	10
Hutchinson City	H	3	3	0	0	0	0					3	3
31. Martin	J	2	4	4	8	2	16	3	2	84	78	8	28
Jackson	U	8	16	0	0	1	1					9	17
32. Meeker	J	0	0	2	4	2	8	2	65	40	22	4	12
33. Mille Lacs	J	0	0	7	11	0	0	2	43	21	0	7	11
34. Morrison	J	6	16	0	0	0	0	3	44	66	28	6	16
35. Mower	J	10	38	0	0	4	32	5	9	78	78	14	70
36. Nicollet	J	8	16	0	0	0	0	2	56	73	45	8	16
St. Peter City	H	0	0	0	0	2	2					2	2
37. Nobles	J	8	16	0	0	1	2	3	70	47	17	9	17
Worthington City	H												
Rock	L	9	9	0	0	0	0					9	9
Cottonwood	L	0	0	7	7	0	0					7	7
38. Olmsted	J	31	31	12	12	9	9	4	8	82	55	52	52
39. Otter Tail	J	16	28	0	0	0	0	1	56	66	56	16	28
Stevens	H	0	0	3	4	0	0					3	4

(cont'd)

APPENDIX K (cont'd)

FACILITIES	CLASSIFICATION ^a	CAPACITIES						SEGREGATION	AGE (Years)	OVERALL RATING (%)	PLANT & CONSTRUCTION RATING (%)	CAPACITIES	
		MAXIMUM SECURITY		MEDIUM SECURITY		MINIMUM SECURITY						TOTAL	
		#	#	#	#	#	#					#	#
		CELLS	BEDS	CELLS	BEDS	CELLS	BEDS					CELLS	BEDS
(Main Facility of Jail System & Satellites)													
40. Pennington (Thief River Fls.)	H	0	0	4	5	0	0	1		64		4	5
41. Pine	L	0	0	3	10	0	0	1	23	44	11	3	10
42. Pipestone	U	0	0	4	12	0	0	2	82	38	11	4	12
43. Polk (NWRCC)	J	20	40	0	0	0	0	3	87	42	0	20	40
Crookston City	H												
E. Gr. Forks City	H	6	6	0	0	0	0					6	6
Red Lake	H	0	0	0	0	2	3					2	3
44. Redwood	U	0	0	7	7	0	0	2	76	53	11	7	7
45. Renville	U	0	0	4	18	0	0	1	71	38	11	4	18
46. Rice	J	17	33	0	0	0	0	3	66	26	0	17	33
Northfield City	H	0	0	3	3	0	0					3	3
47. Roseau	J	1	4	0	0	1	14	2	13	82	56	2	18
Kittson	H	2	4	2	4	1	4					5	12
Lake o/the Woods	H	0	0	2	4	0	0					2	4
48. St. Louis	J	64	128	29	29	0	0	5	53	79	55	93	157
Virginia City	H	4	4	10	10	0	0					18	18
Hibbing City	H												
Hibbing District	H	5	10	3	6	0	0					8	16
Ely City	H	4	4	2	2	0	0					6	6
Chisholm City	H	8	16	2	2	2	2					12	20
Grand Marais City	H												
Lake	L	4	15	1	1	0	0					5	16
Silver Bay City	H												
49. Scott	J	0	0	12	15	0	0	2	17	54	17	12	15
50. Sherburne	L	0	0	5	9	0	0	2	26	42	55	5	9
51. Sibley	L	0	0	6	6	0	0	3	59	41	22	6	6
52. Stearns	L	16	32	0	0	2	2	2	48	53	17	18	34
53. Steele	J	1	6	5	14	2	4	2	5	78	78	8	24
54. Todd	L	9	17	0	0	0	0	3	70	44	22	9	17
55. Wabasha	L	10	10	0	0	2	4	3	60	55	55	12	14
56. Wadena	L	10	10	0	0	0	0	1	6	51	33	10	10
57. Waseca	J	6	12	4	8	1	6	4	6	73	67	11	26
58. Washington	J	4	4	21	31	4	13	5	2	81	89	29	48
Cottage Grove City	H	2	4	0	0	0	0					2	4
Chisago	C	1	4	0	0	0	0					1	4

(cont'd)

APPENDIX K. (cont'd)

FACILITIES (Main Facility of Jail System & Satellites)	CLASSIFICATION ^a	CAPACITIES						SEGREGATION	AGE (Years)	OVERALL RATING (%)	PLANT & CONSTRUCTION RATING (%)	CAPACITIES	
		MAXIMUM SECURITY		MEDIUM SECURITY		MINIMUM SECURITY						TOTAL	
		#	#	#	#	#	#					#	#
		CELLS	BEDS	CELLS	BEDS	CELLS	BEDS					CELLS	BEDS
59. Wilkin	H	14	16	0	0	0	0	1	60	36	11	14	16
Traverse	H	2	2	0	0	0	0					2	2
60. Winona	L	24	48	0	0	0	0	3	63	55	11	24	48
61. Wright	J	2	2	12	18	6	12	3	18	77	78	20	32
62. Yellow Medicine	L	1	2	4	8	0	0	2	91	48	17	5	10
Canby City	H	0	0	0	0	3	6					3	6

^a
L - Lockup
H - Holding
J - Jail
U - Unclassified
C - Condemned

APPENDIX L
TOTAL HELD, ADP, ADP/CAPACITY
BY JAIL SYSTEM

	Total Persons Held	ADP	ADP/ Capacity ^a
Statewide	38985	612.9	33.1%
Mean of 62 Systems	628.9	9.9	34.0%
Median of 62 Systems	476.0	6.5	34.5%
1. Aitkin	249	4.0	16 %
2. Anoka	2677	38.2	58 ^b
3. Becker	604	10.0	21
4. Beltrami	850	16.5	57
5. Blue Earth	1497	21.1	38
6. Brown	249	2.7	25
7. Carlton	877	8.4	49
8. Carver	476	7.7	35
9. Cass	476	14.4	48
10. Chippewa	159	2.0	13
11. Clay	1007	13.4	39
12. Crow Wing	560	13.4	56 ^c
13. Dakota	2036	21.9	31
14. Douglas	533	5.0	38
15. Faribault	213	3.8	27
16. Fillmore	500	10.0	48
17. Freeborn	976	12.1	38
18. Goodhue	427	7.3	21
19. Houston	315	3.9	23
20. Hubbard	306	5.4	45
21. Isanti	364	3.9	43
22. Itasca	951	23.9	80
23. Kanabec	190	3.0	38
24. Kandiyohi	770	16.5	33
25. Koochiching	492	9.9	45
26. LacQuiParle	171	1.9	11
27. LeSueur	368	4.4	22
28. Lincoln	40	0.6	8
29. Lyon	719	6.7	27
30. McLeod	628	4.0	31
31. Martin	498	14.2	29
32. Meeker	238	6.1	51
33. Mille Lacs	426	6.5	59
34. Morrison	379	6.1	38
35. Mower	894	14.3	20
36. Nicollet	351	3.6	20

(cont'd)

APPENDIX L (cont'd)

	Total Persons Held	ADP	ADP/ Capacity ^a
37. Nobles	300	4.3	13 %
38. Olmsted	2015	25.6	49
39. Otter Tail	802	10.7	33
40. Pennington	582	3.9	77
41. Pine	430	4.0	40
42. Pipestone	106	1.3	11
43. Polk	978	18.3	35
44. Redwood	106	1.3	19
45. Renville	85	0.8	4
46. Rice	566	11.7	35
47. Roseau	515	10.8	32
48. St. Louis	3027	59.1	25
49. Scott	584	6.5	43
50. Sherburne	453	3.1	34
51. Sibley	99	1.3	22
52. Stearns	1180	16.2	35
53. Steele	706	14.2	59
54. Todd	172	3.0	18
55. Wabasha	164	2.9	21
56. Wadena	231	3.9	39
57. Waseca	244	8.6	33
58. Washington	1546	25.6	49
59. Wilkin	427	6.1	38
60. Winona	373	9.7	20
61. Wright	601	11.9	37
62. Yellow Medicine	227	1.3	8

^aADP/Capacity = Annual average daily population total bed capacity of jail system.

^bThe Anoka system including all facilities in the system has an ADP/Capacity ratio of 58%. However the Anoka County Jail has an ADP/Capacity ratio of 67%.

^cThe Crow Wing Jail System has an ADP/Capacity ratio of 56% while the Crow Wing County Jail alone has an ADP/Capacity ratio of 65%.

APPENDIX M

JUVENILES AND WOMEN HELD
(#, % of Total, ADP)

	JUVENILES HELD	%	JUVENILE ADP	WOMEN HELD	%	WOMEN ADP
STATEWIDE	6794	17%	44.6	3855	10%	23.9
Mean of 62 Systems	110	18	0.7	62.2	-	0.4
Median of 62 Systems	79	18	-	-	-	-
1. Aitkin	28	11	0.1	32	13	0.2
2. Anoka	245	9	2.2	228	9	1.4
3. Becker	150	25	1.0	89	15	0.5
4. Beltrami	281	33	1.6	184	22	1.0
5. Blue Earth	249	17	1.7	210	14	1.6
6. Brown	47	19	0.2	12	5	0.1
7. Carlton	180	21	0.5	122	14	0.4
8. Carver	82	17	0.4	28	6	0.1
9. Cass	106	22	0.8	62	13	0.4
10. Chippewa	19	12	0.1	18	11	0.1
11. Clay	18	2	0.2	68	7	0.3
12. Crow Wing	169	30	1.7	63	11	0.7
13. Dakota	373	18	1.8	271	13	1.2
14. Dougals	52	10	0.2	22	4	0.2
15. Faribault	31	15	0.2	20	9	0.1
16. Fillmore	81	16	0.5	41	8	0.2
17. Freeborn	290	30	1.6	90	9	0.5
18. Goodhue	137	32	0.8	59	14	0.4
19. Houston	75	24	0.3	49	16	0.2
20. Hubbard	57	19	0.4	19	6	0.2
21. Isanti	78	21	0.4	24	7	0.1
22. Itasca	178	18	1.5	91	10	0.9
23. Kanabec	39	21	0.8	15	8	0.1
24. Kandiyohi	32	4	0.2	63	8	0.5
25. Koochiching	91	18	0.6	55	11	0.4
26. Lac Qui Parle	28	16	0.1	17	10	0.1
27. LeSueur	86	23	0.5	20	5	0.1
28. Lincoln	4	10	-	2	5	-
29. Lyon	170	24	0.5	85	12	0.2
30. McLeod	169	27	1.1	68	11	0.2
31. Martin	85	17	0.7	44	9	0.4
32. Meeker	74	31	0.3	29	12	0.1
33. Mille Lacs	99	23	2.0	42	10	0.1
34. Morrison	73	19	0.5	47	12	0.4

(cont'd)

APPENDIX M (cont'd)

	JUVENILES HELD	%	JUVENILE ADP	WOMEN HELD	%	WOMEN ADP
35. Mower	185	21	1.5	88	10	0.5
36. Nicollet	57	16	0.4	31	9	0.2
37. Nobles	61	20	0.6	17	6	0.1
38. Olmsted	642	32	2.5	314	16	1.8
39. Otter Tail	66	8	0.3	63	8	0.6
40. Pennington	110	19	0.4	53	9	0.2
41. Pine	121	28	0.6	36	8	0.1
42. Pipestone	18	17	0.2	7	7	-
43. Polk	107	11	0.9	54	6	0.6
44. Redwood	-	-	-	4	4	-
45. Renville	25	29	0.1	9	11	0
46. Rice	121	21	0.7	53	9	0.4
47. Roseau	58	11	0.6	36	7	0.3
48. St. Louis	157	5	1.0	254	8	2.0
49. Scott	81	14	0.4	46	8	0.2
50. Sherburne	75	17	0.4	30	7	0.1
51. Sibley	16	16	0.1	3	3	-
52. Stearns	167	14	1.3	101	9	1.0
53. Steele	167	24	1.6	42	6	0.3
54. Todd	20	12	0.1	9	5	-
55. Wabasha	5	3	-	9	6	-
56. Wadena	38	16	0.1	19	8	0.1
57. Waseca	72	30	0.6	31	13	0.4
58. Washington	331	21	2.6	128	8	0.7
59. Wilkin	31	7	0.1	36	8	0.3
60. Winona	131	35	1.5	32	9	0.3
61. Wright	3	-	0.3	35	6	0.2
62. Yellow Medicine	53	23	0.2	26	12	0.1

APPENDIX N

RESPONSES TO INMATE DEMOGRAPHIC QUESTIONS FROM CLIENT CHARACTERISTICS SURVEY^a

1. In what county do you live?		
Same as detained or neighboring	82%	(340)
Other	18%	(75)
	100%	(415)
2. How long have you lived at your present address?		
1-3 months	21%	(86)
3-6 months	8%	(35)
6-12 months	9%	(37)
Over one year	61%	(252)
No permanent address	1%	(5)
Total	100%	(415)
3. How long have you lived in the area?		
Less than five years	80%	(331)
Greater than five years	20%	(83)
No response		(1)
	100%	(415)
4. Who do you live with?		
With family	65%	(270)
With relatives	5%	(22)
With non-family	15%	(62)
Alone	15%	(60)
No response		(1)
	100%	(415)
5. Are you enrolled in a school or vocational program? If yes, how long?		
Enrolled six months or more	8%	(33)
Enrolled six months or less	5%	(20)
Not enrolled	87%	(361)
No response		(1)
	100%	(415)
6. What was the highest level of education you attained?		
Through eighth grade	8%	(32)
Some high school	28%	(118)
Grade 12 (including GED)	48%	(197)
Vocational Training	5%	(22)
Some college	8%	(32)
College graduate	2%	(7)
No response	2%	(7)
	100%	(415)

(cont'd)

APPENDIX N (cont'd)

7. Do you have a job?		
Present job one year or more	29%	(121)
Present job six months to one year	12%	(50)
Present job less than six months	17%	(69)
Housewife	1%	(5)
Loss of job due to incarceration	3%	(11)
Collecting unemployment compensation	3%	(12)
Unemployed	34%	(142)
No response	1%	(5)
	100%	(415)

Note that 40% of those surveyed were unemployed.

8. Do you have a prior record of conviction(s)?		
No previous record	46%	(189)
Any felony conviction	15%	(63)
Any misdemeanor conviction	48%	(200)
No response	—	(0)

9. How would you rate your health: good, fair or poor?		
Good	80%	(334)
Fair	16%	(65)
Poor	4%	(16)
	100%	(415)

a See Appendix F

APPENDIX O LEGAL STATUS OF ADULTS HELD

	TOTAL ADULTS HELD	PRETRIAL		SENTENCED		OTHER	
		#	%	#	%	#	%
STATEWIDE	31726	23117	73%	4941	16%	3668	12%
Mean of 62 Systems	511.7	372.9		79.7	16.4	59.2	
1. Aitkin	222	135	61	57	26	30	14
2. Anoka	2393	1821	76	242	10	330	14
3. Becker	449	302	67	72	16	75	17
4. Beltrami	562	388	69	119	21	55	10
5. Blue Earth	1245	864	69	228	18	153	12
6. Brown	188	114	61	44	22	30	16
7. Carlton	699	509	73	107	15	83	12
8. Carver	392	273	70	63	16	56	14
9. Cass	362	223	62	104	28	35	10
10. Chippewa	124	79	64	32	23	13	10
11. Clay	978	765	78	90	9	123	13
12. Crow Wing	384	249	65	54	14	81	21
13. Dakota	1662	1310	79	191	11	161	10
14. Douglas	474	402	85	55	11	17	4
15. Faribault	182	123	68	36	20	23	13
16. Fillmore	419	346	83	48	11	25	6
17. Freeborn	686	428	62	207	30	51	7
18. Goodhue	289	202	70	39	13	48	17
19. Houston	239	177	74	36	15	26	11
20. Hubbard	249	151	61	77	31	21	8
21. Isanti	286	257	90	14	5	15	5
22. Itasca	773	473	61	160	21	140	18
23. Kanabec	148	127	86	9	6	12	8
24. Kandiyohi	736	505	69	128	17	103	14
25. Koochiching	386	269	70	67	17	50	13
26. Lac Qui Parle	139	102	73	22	15	15	11
27. LeSueur	262	202	77	32	11	28	11
28. Lincoln	36	26	72	6	17	4	11
29. Lyon	548	421	77	29	5	98	18
30. McLeod	459	373	81	29	6	57	12
31. Martin	401	228	57	138	33	35	9
32. Meeker	232	163	70	27	11	42	18
33. Mille Lacs	324	217	67	39	12	68	21
34. Morrison	300	224	75	40	13	36	12
35. Mower	708	539	76	136	19	33	5

(cont'd)

APPENDIX O (cont'd)

		TOTAL ADULTS HELD	PRETRIAL		SENTENCED		OTHER	
			#	%	#	%	#	%
36.	Nicollet	295	229	78	44	14	22	7
37.	Nobles	241	164	68	36	15	41	17
38.	Olmsted	1366	994	73	249	18	123	9
39.	Otter Tail	737	614	83	80	11	43	6
40.	Pennington	467	348	75	40	8	79	17
41.	Pine	307	243	79	8	3	56	18
42.	Pipestone	87	73	84	6	7	8	9
43.	Polk	868	605	70	181	21	82	9
44.	Redwood	106	68	64	18	17	20	19
45.	Renville	60	45	75	12	20	3	5
46.	Rice	443	316	71	79	18	48	11
47.	Roseau	455	286	63	119	26	50	11
48.	St. Louis	2698	2117	78	297	10	284	11
49.	Scott	503	386	77	49	10	68	14
50.	Sherburne	375	323	86	18	5	34	9
51.	Sibley	81	44	54	18	22	19	23
52.	Stearns	914	636	70	103	10	175	19
53.	Steele	536	376	70	115	21	45	8
54.	Todd	146	127	87	10	7	9	6
55.	Wabasha	159	91	57	54	34	14	9
56.	Wadena	193	151	78	31	16	11	6
57.	Waseca	144	89	62	36	21	19	13
58.	Washington	1208	837	69	248	20	123	10
59.	Wilkin	387	238	61	128	32	21	5
60.	Winona	245	131	53	87	36	27	11
61.	Wright	607	492	81	79	13	36	6
62.	Yellow Medicine	162	107	66	19	11	36	22

APPENDIX P

ADP BY LEGAL STATUS

	ADULT ADP	PRETRIAL	SENTENCED	"OTHER"
State	556.1	177.9	293.4	84.8
Aitkin	3.9	1.1	2.6	.2
Anoka	35.0	11.0	17.8	6.2
Becker	8.8	3.3	4.1	1.4
Beltrami	14.4	3.9	9.6	.9
Blue Earth	19.3	4.2	13.0	2.1
Brown	2.4	.2	1.7	.5
Carlton	7.8	3.0	3.6	1.2
Carver	6.7	2.2	2.3	2.2
Cass	13.1	4.2	7.2	1.7
Chippewa	1.7	.3	1.3	.1
Clay	12.2	4.7	3.9	3.6
Crow Wing	11.6	3.4	4.9	3.3
Dakota	19.9	9.5	5.7	4.7
Douglas	4.8	1.9	2.4	.5
Faribault	3.4	1.2	1.4	.8
Fillmore	9.4	3.0	5.4	1.0
Freeborn	10.2	2.0	7.6	.6
Goodhue	6.4	1.4	4.2	.8
Houston	3.5	1.3	1.6	.6
Hubbard	5.0	1.4	2.6	1.0
Isanti	3.5	2.2	.9	.4
Itasca	22.3	3.7	13.5	5.1
Kanabec	2.1	1.5	.5	.1
Kandiyohi	15.4	3.8	8.4	3.2
Koochiching	8.5	2.2	4.8	1.5
Lac Qui Parle	1.7	.4	1.2	.1
LeSueur	3.7	1.8	1.5	.4
Lincoln	.5	.2	.3	-0-
Lyon	6.2	2.8	2.8	.6
McLeod	2.9	1.4	1.2	.3
Martin	13.1	2.3	8.4	2.4
Meeker	6.0	1.5	2.8	1.7
Mille Lacs	4.6	1.3	2.7	.6
Morrison	5.4	2.5	2.4	.5
Mower	12.8	2.5	9.1	1.2
Nicollet	3.2	1.7	1.4	.1

(cont'd)

APPENDIX P (cont'd)

	ADULT ADP	PRETRIAL	SENTENCED	"OTHER"
Nobles	3.7	2.1	1.3	.3
Olmsted	22.6	6.3	13.8	2.5
Otter Tail	10.4	5.5	4.1	.8
Pennington	5.1	1.1	2.0	2.0
Pine	3.2	1.8	.6	.8
Pipestone	1.1	.2	.4	.5
Polk	15.7	5.3	8.4	2.0
Redwood	1.3	.4	.8	.1
Renville	.6	.2	.4	-0-
Rice	11.0	2.1	8.3	.6
Roseau	10.1	3.0	6.1	1.0
St. Louis	56.9	23.4	24.5	9.0
Scott	6.1	1.8	3.2	1.1
Sherburne	2.7	1.7	.8	.2
Sibley	1.1	.1	.9	.1
Stearns	14.6	5.6	5.5	3.5
Steele	12.6	2.3	9.4	.9
Todd	2.8	1.3	1.0	.5
Wabasha	2.9	.8	2.0	.1
Wadena	3.7	1.5	2.1	.1
Waseca	7.6	1.1	6.0	.5
Washington	22.4	6.4	11.8	4.2
Wilkin	5.8	1.3	3.9	.6
Winona	8.1	2.1	5.3	.7
Wright	11.6	5.2	5.6	.8
Yellow Medicine	1.0	.3	.4	.3

Appendix Q

OFFENSES/ALLEGED OFFENSES
OF MINNESOTA JAIL INMATES - 1975

(of 36,958 Inmates)

Offenses/Alleged Offenses	Number	Percent
Misdemeanor Crimes Against Persons-total	1,687	5%
Assault	1,264	3%
Indecent Conduct	145	-
Non-Support	189	1%
Other Crimes Against Persons	89	-
Misdemeanor Crimes Against Property	4,788	13%
Arson	64	-
Checks	1,030	3%
Fraud (except checks)	136	-
Shoplifting	930	3%
Possessing or Receiving Stolen Property	325	1%
Theft (except shoplifting and auto)	1,382	4%
Tampering with Auto	170	1%
Using Auto without Owner's Permission	462	1%
Vandalism	289	1%
Traffic Violations	13,134	36%
Driving Under Influence	9,508	26%
Driving After Suspension	1,192	3%
Moving Violations (Not DWI)	1,488	4%
Non-moving Violation	349	1%
Leaving Scene of Accident	80	-
Open Bottle	517	1%
Miscellaneous Misdemeanors	10,960	30%
Contempt of Court	822	2%
Disorderly Conduct	3,105	8%
Drug Law	1,281	4%
Drunkenness	106	-
Escape	65	-
Firearms	80	-
Game	112	-
Liquor Laws	905	2%
Trespassing	187	1%
Other Misdemeanors	4,297	12%

(cont'd)

Appendix Q
OFFENSES/ALLEGED OFFENSES
Continued

Offenses/Alleged Offenses	Number	Percent
Felonies	5,885	16%
Homicide	84	-
Crime AGainst Person (except sex)	768	2%
Crime Against Property	2,731	7%
Sex Crime	244	1%
Other Felonies	1,389	4%
Felony Drug Offense	669	2%
Gross Misdemeanors	504	1%
Crime Against Persons (except sex)	57	-
Crime Against Property	177	1%
Sex Crime	37	-
Crime By Negligence	9	-
Other Gross Misdemeanors	155	-
Gross Misd. Drug Offense	69	-

APPENDIX R
SERIOUS OFFENSES AMONG INMATE POPULATION

	AMONG ALL INMATES				AMONG SENTENCED OFFENDERS			
	Felonies		Violent Crimes ^a		Felons		Violent Offenders	
	#	%	#	%	#	%	#	%
Statewide	5885	15%	1190	3%	545	11%	88	2%
Mean of Systems	95		19		9		1.4	
1. Aitkin	15	6%	3	1%	-	-	-	-
2. Anoka	734	27	186	7	33	14%	8	3%
3. Becker	78	13	14	2	7	10	-	-
4. Beltrami	118	14	40	5	3	11	-	-
5. Blue Earth	38	3	16	1	7	3	1	-
6. Brown	62	20	6	2	2	3	-	-
7. Carlton	78	9	19	2	1	1	-	-
8. Carver	73	15	11	2	11	18	1	2
9. Cass	93	20	12	3	19	18	2	2
10. Chippewa	10	6	1	1	-	-	-	-
11. Clay	163	16	18	2	4	4	1	1
12. Crow Wing	140	25	33	6	15	28	2	4
13. Dakota	529	26	100	5	49	26	2	1
14. Douglas	46	9	12	2	3	6	-	-
15. Faribault	55	25	11	5	6	17	1	3
16. Fillmore	60	12	6	1	11	23	1	2
17. Freeborn	113	12	28	3	9	4	2	10
18. Goodhue	27	6	6	1	4	10	-	-
19. Houston	62	20	15	5	5	14	-	-
20. Hubbard	63	21	2	1	9	12	1	1
21. Isanti	24	7	8	2	1	7	-	-
22. Itasca	245	26	50	5	46	29	9	6
23. Kanabec	13	7	2	1	1	11	-	-
24. Kandiyohi	89	11	27	3	6	5	1	1
25. Koochiching	173	35	26	5	23	34	12	18
26. Lac Qui Parle	9	5	-	-	-	-	-	-
27. LeSueur	10	3	8	2	2	6	-	-
28. Lincoln	6	15	-	-	1	17	-	-
29. Lyon	81	11	5	1	1	3	-	-
30. McLeod	17	3	5	1	1	3	-	-
31. Martin	57	11	14	3	9	7	1	1
32. Meeker	20	8	2	1	1	4	-	-
33. Mille Lacs	53	12	6	1	4	10	1	3
34. Morrison	24	6	4	1	4	10	1	3
35. Mower	65	7	13	1	11	8	-	-
36. Nicollet	36	10	5	1	2	5	-	-
37. Nobles	55	18	10	3	1	3	1	3

^a Includes felonies and gross misdemeanors against persons.

(con't)

APPENDIX R (cont'd)

	AMONG ALL INMATES				AMONG SENTENCED OFFENDERS			
	Felonies		Violent Crimes		Felons		Violent Offenders	
	#	%	#	%	#	%	#	%
Statewide	5885	15%	1190	3%	545	11%	88	2%
Mean of Systems	95		19		9		1.4	
38. Olmsted	282	14%	52	3%	49	20%	8	3%
39. Otter Tail	82	10	20	2	4	5	1	1
40. Pennington	80	14	27	5	2	5	2	5
41. Pine	87	20	13	3	1	13	-	-
42. Pipestone	1	1	-	-	-	-	-	-
43. Polk	193	20	45	5	37	20	5	3
44. Redwood	12	11	5	5	-	-	-	-
45. Renville	13	15	11	13	-	-	1	8
46. Rice	69	12	7	1	8	10	-	-
47. Roseau	72	14	15	3	3	3	2	2
48. St. Louis	502	17	72	2	42	14	6	2
49. Scott	43	7	18	3	2	4	-	-
50. Sherburne	71	16	37	8	1	6	2	11
51. Sibley	9	9	2	2	2	11	-	-
52. Stearns	213	18	8	1	18	18	-	-
53. Steele	67	9	13	2	11	10	3	3
54. Todd	12	7	3	2	-	-	-	-
55. Wabasha	30	18	15	9	2	4	1	2
56. Wadena	8	3	-	-	-	-	-	-
57. Waseca	40	16	6	2	6	17	-	-
58. Washington	317	20	54	3	25	10	3	1
59. Wilkin	32	7	10	2	4	3	-	-
60. Winona	31	8	14	4	5	6	2	2
61. Wright	67	11	19	3	11	14	4	5
62. Yellow Medicine	18	8	-	-	-	-	-	-

APPENDIX S

MEAN LENGTH OF STAY
(In Days By Inmate Group and Jail System^a)

	PRETRIAL ADULTS	SENTENCED ADULTS	OTHER ADULTS	JUVENILES	WOMEN
Mean Stay Statewide	2.3	21.7	8.1	1.9	1.9
Median Stay Statewide	0.4	10.0	2.0	0.6	-
1. Aitkin	2.6	16.5	2.4	0.3	1.5
2. Anoka	1.6	26.9	6.4	2.6	1.8
3. Becker	3.5	20.1	6.5	1.8	1.3
4. Beltrami	3.4	30.	5.9	1.7	1.7
5. Blue Earth	1.1	20.8	4.6	2.0	2.3
6. Brown	0.8	11.9	5.6	0.5	1.4
7. Carlton	1.5	12.1	4.9	0.3	0.6
8. Carver	2.6	13.6	14.3	1.5	1.0
9. Cass	6.7	25.3	17.2	2.6	2.1
10. Chippewa	1.1	15.2	2.5	2.0	1.9
11. Clay	1.6	15.7	10.4	4.2	0.7
12. Crow Wing ¹	4.6	32.9	14.9	3.4	3.7
13. Dakota ²	2.1	10.9	10.2	1.3	1.2
14. Douglas	1.2	15.6	9.5	0.7	3.1
15. Faribault	3.3	14.5	12.6	1.5	1.4
16. Fillmore	2.9	41.3	15.1	1.9	1.3
17. Freeborn	1.2	13.4	4.3	1.4	1.4
18. Goodhue	1.8	39.8	5.9	1.6	1.7
19. Houston	2.1	15.8	8.4	1.1	1.0
20. Hubbard	3.1	12.2	16.9	2.4	3.2
21. Isanti	2.5	24.3	10.5	1.3	0.7

(cont'd)
^a Significant differences between main facility and jail system values of mean pretrial stay are noted in numbered footnotes:

1 Crow Wing County Jail	5.9 days
2 Dakota County Jail	3.1 days
3 Kandiyohi County Jail	3.5 days
4 Lyon County Jail	3.7 days
5 Nobles County Jail	6.0 days
6 Polk County Jail	4.9 days
7 Roseau County Jail	5.7 days
8 St. Louis County Jail	5.5 days
9 Stearns County Jail	3.4 days
10 Washington County Jail	3.1 days

APPENDIX S (cont'd)

	PRETRIAL ADULTS	SENTENCED ADULTS	OTHER ADULTS	JUVENILES	WOMEN
Mean Stay Statewide	2.3	21.7	8.1	1.9	1.9
Median Stay Statewide	0.4	10.0	2.0	0.6	-
22. Itasca	2.6	30.1	13.2	2.9	3.4
23. Kanabec	4.1	21.6	3.1	3.5	0.8
24. Kandiyohi ³	2.3	24.1	11.1	1.4	2.5
25. Koochiching	2.7	26.2	10.6	2.0	2.2
26. Lac Qui Parle	0.8	20.6	1.3	0.5	0.8
27. LeSueur	3.1	17.6	4.8	1.9	1.2
28. Lincoln	1.8	20.	2.2	1.7	1.7
29. Lyon ⁴	1.7	34.8	1.6	0.5	0.3
30. McLeod	0.8	15.5	1.3	1.7	0.4
31. Martin	3.2	22.3	25.	2.6	2.8
32. Meeker	2.9	38.1	15.	3.1	UK
33. Mille Lacs	1.6	24.9	2.5	6.9	0.4
34. Morrison	3.7	22.1	4.3	2.0	3.1
35. Mower	1.0	24.4	12.8	2.5	1.6
36. Nicollet	2.1	11.9	1.7	2.1	2.4
37. Nobles ⁵	4.4	12.9	2.0	3.2	1.5
38. Olmsted	1.7	20.3	6.9	0.8	1.5
39. Otter Tail	2.8	18.9	6.3	0.9	2.8
40. Pennington	0.4	17.9	9.1	0.7	0.7
41. Pine	2.3	26.5	4.6	1.2	0.8
42. Pipestone	0.5	26.	22.5	2.9	1.6
43. Polk ⁶	2.8	17.1	8.6	3.0	3.9
44. Redwood	1.6	16.1	2.0	-	3.7
45. Renville	1.2	13.2	3.1	0.7	0.3
46. Rice	2.2	38.3	4.0	1.8	2.5
47. Roseau ⁷	3.4	18.7	7.1	3.2	2.3
48. St. Louis ⁸	3.6	30.1	11.3	1.6	2.3
49. Scott	1.2	23.8	5.3	1.5	1.2
50. Sherburne	1.4	16.6	1.5	1.3	0.9
51. Sibley	0.5	19.	1.0	1.3	0.3
52. Stearns ⁹	2.6	19.3	6.9	2.4	3.2
53. Steele	1.7	29.7	6.7	3.1	2.1
54. Todd	3.3	37.8	18.8	1.2	0.5
55. Wabasha	2.6	13.6	2.3	0.3	1.3
56. Wadena	3.2	25.	1.3	0.9	1.1
57. Waseca	3.9	60.8	8.8	2.6	4.2

(cont'd)

APPENDIX S (cont'd)

	PRETRIAL ADULTS	SENTENCED ADULTS	OTHER ADULTS	JUVENILES	WOMEN
Mean Stay Statewide	2.3	21.7	8.1	1.9	1.9
Median Stay Statewide	0.4	10.0	2.0	0.6	-
58. Washington ¹⁰	2.3	17.4	12.4	2.5	1.7
59. Wilkin	1.5	11.2	11.	0.6	2.3
60. Winona	5.6	22.5	8.7	4.0	2.8
61. Wright	3.4	26.1	8.1	3.4	1.8
62. Yellow Medicine	0.5	7.6	2.6	0.7	0.7

APPENDIX T

MEAN LENGTH OF STAY-PRETRIAL & SENTENCED
DISPLAYED WITH % FELONIES & GROSS MISDEMEANORS
(62 Systems)

	MEAN PRETRIAL STAY	% ACCUSED OF FELONIES & GROSS MISD.	MEAN SENTENCE STAY	% FELONS AND GROSS MISD.
STATEWIDE	2.3 days	17%	21.7 days	11%
1. Aitkin	2.6	10	16.5	0
2. Anoka	1.6	24	26.9	14
3. Becker	3.5	16	20.1	10
4. Beltrami	3.4	18	30.0	11
5. Blue Earth	1.1	3	20.8	
6. Brown	0.8	32	11.9	3
7. Carlton	1.5	12	12.1	1
8. Carver	2.6	16	13.6	18
9. Cass	6.7	24	25.3	18
10. Chippewa	1.1	9	15.2	0
11. Clay	1.6	15	15.7	4
12. Crow Wing	4.6	37	32.9	28
13. Dakota	2.1	33	10.9	26
14. Douglas	1.2	13	15.6	6
15. Faribault	3.3	24	14.5	17
16. Fillmore	2.9	14	41.3	23
17. Freeborn	1.2	14	13.4	4
18. Goodhue	1.8	9	39.8	10
19. Houston	2.1	26	15.8	14
20. Hubbard	3.1	25	12.2	12
21. Isanti	2.5	9	24.3	7
22. Itasca	2.6	30	30.1	29
23. Kanabec	4.1	9	21.6	11
24. Kandiyohi	2.3	14	24.1	5
25. Koochiching	2.7	38	26.2	34
26. Lac Qui Parle	0.8	6	20.6	0
27. LeSueur	3.1	7	17.6	6
28. Lincoln	1.8	12	20.0	17
29. Lyon	1.7	12	34.8	3
30. McLeod	0.8	4	15.5	3
31. Martin	3.2	13	22.3	7
32. Meeker	2.9	7	38.1	4
33. Mille Lacs	1.6	12	24.9	10
34. Morrison	3.7	6	22.1	10
35. Mower	1.0	6	24.4	8
36. Nicollet	2.1	12	11.9	5

(cont'd)

APPENDIX T (cont'd)

	MEAN PRETRIAL STAY	% ACCUSED OF FELONIES & GROSS MISD.	MEAN SENTENCE STAY	% FELONS & GROSS MISD.
STATEWIDE	2.3 days	17%	21.7 days	11%
37. Nobles	4.4	24	12.9	3
38. Olmsted	1.7	16	20.3	20
39. Otter Tail	2.8	11	18.9	5
40. Pennington	0.4	6	17.9	5
41. Pine	2.3	31	26.5	13
42. Pipestone	0.5	1	26.0	0
43. Polk	2.8	19	17.1	20
44. Redwood	1.6	6	16.1	0
45. Renville	1.2	29	13.2	0
46. Rice	2.2	13	38.3	10
47. Roseau	3.4	17	18.7	3
48. St. Louis	3.6	16	30.1	14
49. Scott	1.2	7	23.8	4
50. Sherburne	1.4	21	16.6	6
51. Sibley	0.5	18	19.0	11
52. Stearns	2.6	24	19.3	18
53. Steele	1.7	12	29.7	10
54. Todd	3.3	16	37.8	0
55. Wabasha	2.6	28	13.6	4
56. Wadena	3.2	5	25.0	0
57. Waseca	3.9	28	60.8	17
58. Washington	2.3	23	17.4	10
59. Wilkin	1.5	8	11.2	3
60. Winona	5.6	23	22.5	6
61. Wright	3.4	10	26.1	14
62. Yellow Medicine	0.5	4	7.6	0

APPENDIX U

THREE MEASURES OF JAIL USE

	TOTAL PERSONS HELD PER 1000 POPULATION	TOTAL HELD PER 100 OFFENSES ^a REPORTED	ADP/CAPACITY
Mean of 62 Systems	17.0	.45	34.0%
1. Aitkin	20.1	.41	16
2. Anoka	15.3	.15	58
3. Becker	19.6	.33	21
4. Beltrami	23.1	.57	57
5. Blue Earth	21.9	.36	38
6. Brown	8.5	.11	25
7. Carlton	30.4	.61	49
8. Carver	15.1	.44	35
9. Cass	25.3	.35	48
10. Chippewa	10.6	1.17	13
11. Clay	20.5	.32	39
12. Crow Wing	14.8	.24	56
13. Dakota	12.9	.12	31
14. Douglas	21.8	.57	38
15. Faribault	10.4	.20	27
16. Fillmore	23.2	1.18	48
17. Freeborn	25.3	.33	38
18. Goodhue	11.6	.23	21
19. Houston	17.6	.36	23
20. Hubbard	25.9	.73	45
21. Isanti	19.0	.75	43
22. Itasca	26.1	.35	80
23. Kanabec	17.3	.44	38
24. Kandiyohi	13.9	.33	33
25. Koochiching	28.0	.39	45
26. Lac Qui Parle	9.0	.75	11
27. LeSueur	16.5	.75	22
28. Lincoln	5.0	.17	8
29. Lyon	28.8	.48	27
30. McLeod	21.6	.58	31
31. Martin	12.8	.44	29
32. Meeker	12.2	.56	51
33. Mille Lacs	25.2	.38	59
34. Morrison	13.9	.30	38
35. Mower	20.3	.29	20
36. Nicollet	14.0	.23	20
37. Nobles	4.9	.26	13

(cont'd)

^aTotal reported Part I and II Offenses

APPENDIX U (cont'd)

	TOTAL PERSONS HELD PER 1000 POPULATION	TOTAL HELD PER 100 OFFENSES REPORTED	ADP/CAPACITY
Mean of 62 Systems	17.0	.446	34.0%
38. Olmsted	19.6	.23	49
39. Otter Tail	12.1	.21	33
40. Pennington	40.4	.43	77
41. Pine	24.1	.36	40
42. Pipestone	8.5	.26	11
43. Polk	15.5	.31	35
44. Redwood	5.4	.23	19
45. Renville	4.0	.68	4
46. Rice	13.1	.41	35
47. Roseau	31.3	.50	32
48. St. Louis	12.9	.27	25
49. Scott	16.4	.17	43
50. Sherburne	20.0	1.52	34
51. Sibley	6.1	.20	22
52. Stearns	9.7	.21	35
53. Steele	25.1	.32	59
54. Todd	7.5	1.35	18
55. Wabasha	9.0	.29	21
56. Wadena	18.3	.56	39
57. Waseca	14.5	.79	33
58. Washington	13.7	.13	49
59. Wilkin	7.6	.50	38
60. Winona	8.2	.15	20
61. Wright	13.5	.39	37
62. Yellow Medicine	15.9	.91	8

APPENDIX V

SELECTED STAFF DESCRIPTORS BY MAIN FACILITY

	FTE Total Jail Staff	# Persons Custody	FTE Custody	FTE Program	FTE Support Services	FTE Admin.
1. Aitkin	2.70	5	2.10	0	.40	.20
2. Anoka	9.70	10	8.85	0	.35	.50
3. Becker	2.99	7	1.74	0	1.00	.25
4. Beltrami	1.93	5	1.13	.05	.50	.25
5. Blue Earth	6.00	9	2.70	.45	2.75	.10
6. Brown	3.40	10	2.00	0	1.10	.30
7. Carlton	4.25	5	2.25	0	1.75	.25
8. Carver	4.05	6	2.25	0	1.55	.25
9. Cass	1.80	4	.70	0	.50	.60
10. Chippewa	1.90	6	1.20	0	.45	.25
11. Clay	8.43	8	5.70	0	1.90	.83
12. Crow Wing	5.10	9	2.75	.50	1.35	.50
13. Dakota	11.95	12	7.95	0	3.00	1.00
14. Douglas	2.05	5	1.60	0	.10	.35
15. Faribault	1.40	1	.40	.10	0	.90
16. Fillmore	2.55	5	1.10	0	1.20	.25
17. Freeborn	3.25	5	2.50	0	.50	.25
18. Goodhue	-	-	-	-	-	-
19. Houston	2.05	4	.80	0	1.25	0
20. Hubbard	2.65	4	1.10	.15	.75	.65
21. Isanti	2.75	5	2.05	0	.20	.50
22. Itasca	3.15	7	1.15	0	1.75	.25
23. Kanabec	2.09	6	.89	0	1.05	.15
24. Kandiyohi	4.85	6	4.50	0	.10	.25
25. Koochiching	2.00	3	1.00	0	1.00	0
26. Lac Qui Parle	3.11	8	1.81	0	.90	.40
27. LeSueur	2.75	5	1.75	0	.75	.25
28. Lincoln	.90	10	.70	0	.10	.10
29. Lyon	1.85	8	1.00	0	.65	.20
30. McLeod	.68	2	.35	0	.33	0
31. Martin	6.50	6	5.00	0	1.50	0
32. Meeker	2.60	3	1.10	0	1.25	.25
33. Mille Lacs	3.90	4	2.00	0	1.50	.40
34. Morrison	4.05	5	2.50	0	1.30	.25
35. Mower	7.75	6	5.75	0	2.00	0
36. Nicollet	-	-	-	-	-	-
37. Nobles	2.00	2	1.00	.20	.50	.30
38. Olmsted	9.00	5	4.40	1.90	2.00	.70
39. Otter Tail	10.35	5	4.20	0	5.90	.25
40. Pennington	-	-	-	-	-	-

(cont'd)

APPENDIX V (cont'd)

	FTE Total Jail Staff	# Persons Custody	FTE Custody	FTE Program	FTE Support Services	FTE Admin.
41. Pine	3.45	15.00	2.05	0	1.30	.10
42. Pipestone	2.15	4.00	.40	0	1.50	.25
43. Polk	16.25	14.00	6.25	3.55	4.10	2.35
44. Redwood	.15	1.00	.05	0	.05	.05
45. Ranville	1.35	5.00	.30	0	.90	.15
46. Rice	7.20	10.00	5.60	0	1.55	.05
47. Roseau	2.90	11.00	1.35	.10	1.45	0
48. St. Louis	20.00	14.00	14.00	1.00	4.00	1.00
49. Scott	6.70	4.00	4.00	0	1.70	1.00
50. Sherburne	2.35	6.00	1.55	0	.80	0
51. Sibley	1.60	5.00	.50	.10	.40	.60
52. Stearns	4.00	4.00	1.75	0	2.00	.25
53. Steele	2.55	15.00	1.40	0	1.05	.10
54. Todd	3.05	4.00	1.75	0	1.25	.05
55. Wabasha	2.50	13.00	1.40	0	1.00	.10
56. Wadena	3.75	4.00	2.10	0	1.40	.25
57. Waseca	2.40	8.00	.90	0	1.30	.20
58. Washington	10.00	15.00	7.50	0	1.60	.90
59. Wilkin	.40	6.00	.40	0	0	0
60. Winona	2.60	6.00	1.75	0	.65	.20
61. Wright	3.65	7.00	2.30	0	1.00	.35
62. Yellow Medicine	1.83	5.00	1.10	0	.73	0

APPENDIX W

CHARACTERISTICS OF JAIL STAFF BY MAIN FACILITY

	DISPATCH ^a	# HOURS INSERVICE TRAINING	% MALE STAFF	% SWORN STAFF	VOLUNTEER HRS. PER WK.
1. Aitkin	5	24	80 %	100 %	0
2. Anoka	1	0	100	100	0
3. Becker	2	16	86	57	0
4. Beltrami	2	25	60	0	2
5. Blue Earth	1	20	100	100	0
6. Brown	3	5	100	100	1
7. Carlton	1	80	80	100	0
8. Carver	6	25	83	100	0
9. Cass	3	10	100	0	1
10. Chippewa	1	12	83	67	2
11. Clay	1	0	63	100	2
12. Crow Wing	2	0	78	56	0
13. Dakota	1	120	75	100	0
14. Douglas	3	20	60	80	0
15. Faribault	3	0	100	0	0
16. Fillmore	6	0	80	20	2
17. Freeborn	3	20	80	100	0
18. Goodhue	1	0	0	0	0
19. Houston	3	40	75	0	2
20. Hubbard	1	80	75	100	5
21. Isanti	5	20	80	100	0
22. Itasca	3	0	57	86	0
23. Kanabec	5	1	75	75	2
24. Kandiyohi	1	0	100	75	0
25. Koochiching	3	4	33	100	0
26. Lac Qui Parle	1	0	50	38	1
27. LeSueur	6	0	60	100	0
28. Lincoln	6	40	40	50	0
29. Lyon	2	0	63	63	0
30. McLeod	1	0	100	100	0
31. Martin	1	8	83	17	5
32. Meeker	2	30	33	67	2
33. Mille Lacs	3	10	100	0	3
34. Morrison	3	0	100	80	0
35. Mower	2	0	100	100	0
36. Nicollet	2	0	0	0	0
37. Nobles	5	0	100	0	0
38. Olmsted	1	30	100	100	24
39. Otter Tail	1	20	100	100	5
40. Pennington	3	0	0	0	0

(cont'd)

APPENDIX W (cont'd).

	DISPATCH ^a	# HOURS INSERVICE TRAINING	% MALE STAFF	% SWORN STAFF	VOLUNTEER HRS. PER WK.
41. Pine	3	0	80 %	100 %	0
42. Pipestone	6	0	100	100	1
43. Polk	1	87	64	20	0
44. Redwood	1	0	100	100	0
45. Renville	1	0	100	100	0
46. Rice	2	48	70	100	0
47. Roseau	3	5	82	9	6
48. St. Louis	1	0	71	100	0
49. Scott	3	50	100	0	7
50. Sherburne	3	0	83	100	0
51. Sibley	3	10	100	100	0
52. Stearns	3	0	100	100	0
53. Steele	1	0	67	67	0
54. Todd	5	0	100	0	0
55. Wabasha	6	0	100	100	0
56. Wadena	3	0	100	100	0
57. Waseca	5	0	100	100	4
58. Washington	1	0	40	100	0
59. Wilkin	3	0	83	33	1
60. Winona	3	0	83	83	2
61. Wright	1	0	100	100	1
62. Yellow Medicine	1	0	100	20	1

- ^a 1 = dispatcher never has sole responsibility
 2 = 0-8 hours
 3 = 9-16 hours
 4 = 17-23 hours
 5 = 24 hours
 6 = only occasionally

APPENDIX X

CUSTODIAL STAFF RELATIVE TO AVERAGE DAILY POPULATION BY MAIN FACILITY

	<u>ADP</u>	<u>FTE CUSTODY/ADP</u>	<u>% FTE IN NON-CUSTODY WORK</u>
1. Aitkin	4.00	.52	.22
2. Anoka	38.20	.23	.09
3. Becker	10.00	.17	.42
4. Beltrami	16.50	.07	.41
5. Blue Earth	21.06	.13	.55
6. Brown	2.70	.74	.41
7. Carlton	8.40	.27	.47
8. Carver	7.70	.29	.44
9. Cass	14.40	.05	.61
10. Chippewa	2.00	.60	.37
11. Clay	13.40	.43	.32
12. Crow Wing	13.40	.21	.46
13. Dakota	21.90	.36	.33
14. Douglas	5.00	.32	.22
15. Faribault	3.80	.11	.71
16. Fillmore	10.00	.11	.57
17. Freeborn	12.10	.21	.23
18. Goodhue	7.30	-	-
19. Houston	3.90	.21	.61
20. Hubbard	5.40	.20	.58
21. Isanti	3.88	.53	.25
22. Itasca	23.90	.05	.63
23. Kanabec	3.00	.30	.57
24. Kandiyohi	16.49	.27	.07
25. Koochiching	9.90	.10	.50
26. Lac Qui Parle	1.90	.95	.42
27. LeSueur	4.40	.40	.36
28. Lincoln	.60	1.17	.22
29. Lyon	6.70	.15	.46
30. McLeod	4.00	.09	.49
31. Martin	14.20	.35	.23
32. Meeker	6.10	.18	.58

(cont'd)

APPENDIX X (cont'd)

	<u>ADP</u>	<u>FTE CUSTODY/ADP</u>	<u>% FTE IN NON-CUSTODY WORK</u>
33. Mille Lacs	6.50	.31	.49
34. Morrison	6.10	.41	.38
35. Mower	14.30	.40	.26
36. Nicollet	3.60	-	-
37. Nobles	4.30	.23	.50
38. Olmsted	25.60	.17	.51
39. Otter Tail	10.70	.39	.59
40. Pennington	3.86	.77	0
41. Pine	4.00	.51	.41
42. Pipestone	1.30	.31	.81
43. Polk	18.34	.34	.62
44. Redwood	1.30	.04	.67
45. Renville	.80	.38	.78
46. Rice	11.70	.48	.22
47. Roseau	10.80	.13	.53
48. St. Louis	59.06	.24	.30
49. Scott	6.50	.62	.40
50. Sherburne	3.10	.50	.34
51. Sibley	1.30	.38	.69
52. Stearns	16.20	.11	.56
53. Steele	14.20	.10	.45
54. Todd	3.00	.58	.43
55. Wabasha	2.90	.48	.44
56. Wadena	3.90	.54	.44
57. Waseca	8.60	.10	.62
58. Washington	25.60	.29	.25
59. Wilkin	6.10	.07	-
60. Winona	11.10	.16	.33
61. Wright	11.90	.19	.37
62. Yellow Medicine	1.30	.85	.40

APPENDIX Y

ADULTS HELD LONGER THAN 30 DAYS

JAIL SYSTEM	Total Held Longer Than 30 Days		Sentenced Held Longer Than 30 Days		Non-Sentenced Held Longer Than 30 Days	
	30 Days	ADP	30 Days	ADP	30 Days	ADP
Statewide	1,267	226	678	125	589	101
1. Aitkin	9	1.3	9	1.3	0	0
2. Anoka	60	10.0	21	4.1	39	5.9
3. Becker	22	3.7	11	1.7	11	2.0
4. Beltrami	44	7.6	37	6.8	7	0.8
5. Blue Earth	34	8.0	23	6.4	11	1.6
6. Brown	3	0.3	0	0	3	0.3
7. Carlton	15	2.1	8	1.0	7	1.1
8. Carver	16	2.7	3	0.5	13	2.2
9. Cass	39	7.9	23	4.8	16	3.1
10. Chippewa	3	0.7	3	0.7	0	0
11. Clay	28	4.8	8	1.4	20	3.4
12. Crow Wing	46	7.9	20	3.8	26	4.1
13. Dakota	43	8.0	12	1.7	31	6.3
14. Douglas	4	0.6	3	0.3	1	0.3
15. Faribault	9	1.8	2	0.4	7	1.4
16. Fillmore	24	6.3	14	4.2	10	2.1
17. Freeborn	26	3.4	23	3.0	3	0.4
18. Goodhue	12	2.1	8	1.4	4	0.7
19. Houston	6	1.1	2	0.4	4	0.7
20. Hubbard	14	2.0	8	1.1	6	0.9
21. Isanti	9	1.5	3	0.5	6	1.0
22. Itasca	54	9.4	26	5.0	28	4.4
23. Kanabec	3	0.4	0	0	3	0.4
24. Kandiyohi	44	7.4	27	4.1	17	2.5
25. Koochiching	17	2.8	8	1.5	9	1.3
26. Lac Qui Parle	4	0.6	4	0.6	0	0
27. Le Sueur	8	1.3	5	0.7	3	0.6
28. Lincoln	1	0.2	1	0.2	0	0
29. Lyon	17	3.3	8	1.9	9	1.4
30. McLeod	2	0.3	1	0.2	1	0.1
31. Martin	44	7.9	31	5.0	13	2.9
32. Meeker	22	4.1	12	2.1	10	2.0
33. Mille Lacs	9	1.2	8	1.1	1	0.1
34. Morrison	12	1.8	5	0.8	7	1.0
35. Mower	23	3.6	16	2.3	7	1.3
36. Nicollet	2	0.4	1	0.3	1	0.1
37. Nobles	10	1.6	3	0.5	7	1.1
38. Olmsted	27	5.1	17	3.8	10	1.3
39. Otter Tail	21	4.3	8	1.9	13	2.4

(cont'd)

APPENDIX Y (cont'd)

JAIL SYSTEM	Total held longer than 30 Days		Sentenced held longer than 30 Days		Non-Sentenced held longer than 30 Days	
	30 Days	ADP	30 Days	ADP	30 Days	ADP
40. Pennington	1	1.6	0	0	1	---
41. Pine	4	0.5	1	0.1	3	0.4
42. Pipestone	4	0.8	2	0.3	2	0.5
43. Polk	28	3.4	13	1.1	15	2.3
44. Redwood	0	0	0	0	0	0
45. Renville	0	0	0	0	0	0
46. Rice	21	4.6	19	4.2	2	0.4
47. Roseau	26	3.9	14	2.1	12	1.8
48. St. Louis	152	28.5	66	12.0	86	16.5
49. Scott	10	2.3	7	1.7	3	0.6
50. Sherburne	5	0.8	3	0.5	2	0.3
51. Sibley	1	0.4	1	0.4	0	0
52. Stearns	46	7.7	24	3.7	22	4.0
53. Steele	23	4.3	16	3.3	7	1.0
54. Todd	11	1.5	5	0.8	6	0.7
55. Wabasha	2	0.3	2	0.3	0	0
56. Wadena	7	1.2	5	0.8	2	0.4
57. Waseca	13	3.2	9	2.5	4	0.7
58. Washington	57	11.4	29	6.0	28	5.4
59. Wilkin	14	2.0	9	1.2	5	0.8
60. Winona	16	3.9	8	2.5	8	1.4
61. Wright	38	5.9	22	3.8	16	2.1
62. Yellow Medicine	2	0.4	1	0.2	1	0.2

APPENDIX Z

MEASURES OF NEED FOR CHEMICAL DEPENDENCY TREATMENT

JAIL SYSTEM	Number Held "D" or "N" ^a	Percent of Total Held	ADP "D" or "N"	Number Held Alc. or Drug Charges ^b	Percent of Total Held	ADP Alc. or Drug Charges
1. Aitkin	136	54.4%	2.26	116	46.4%	1.31
2. Anoka	777	29.	7.75	994	37.1	9.00
3. Becker	187	31.	2.44	202	33.4	1.90
4. Beltrami	51	6.	.89	312	36.5	4.01
5. Blue Earth	666	44.5	5.10	788	52.6	5.93
6. Brown	125	41.3	.95	122	40.3	.98
7. Carlton	437	49.6	3.17	448	50.9	2.97
8. Carver	192	40.3	1.72	216	45.4	1.77
9. Cass	94	19.7	1.94	111	23.3	1.68
10. Chippewa	68	41.5	.68	69	42.	.64
11. Clay	405	40.1	5.30	504	50.	4.16
12. Crow Wing	109	19.4	.89	130	23.2	1.41
13. Dakota	693	33.9	4.43	715	35.	4.60
14. Douglas	317	59.4	2.60	358	67.	2.47
15. Faribault	121	56.	1.27	90	41.7	.78
16. Fillmore	205	41.	1.61	272	54.4	2.10
17. Freeborn	425	43.3	6.05	456	46.5	6.19
18. Goodhue	127	29.7	1.29	149	34.9	1.51
19. Houston	179	56.8	1.38	184	58.4	1.35
20. Hubbard	146	47.7	2.04	111	36.3	1.45
21. Isanti	184	50.4	1.22	176	48.2	2.91
22. Itasca	396	41.6	6.98	454	47.6	6.44
23. Kanabec	81	42.6	.77	77	40.5	.62
24. Kandiyohi	376	48.5	6.35	417	53.7	5.65
25. Koochiching	145	29.5	2.08	191	38.8	2.43
26. Lac Qui Parle	92	53.5	.85	92	53.5	.81
27. Le Sueur	65	17.6	.59	127	34.3	1.00
28. Lincoln	12	30.	.15	12	30.	.15
29. Lyon	197	27.4	1.07	183	25.4	1.15
30. McLeod	288	45.8	1.42	306	48.6	1.45
31. Martin	192	38.4	4.12	201	40.2	3.66
32. Meeker	117	49.	1.40	116	48.5	1.19
33. Mille Lacs	154	36.2	1.01	144	33.8	.94
34. Morrison	85	22.4	.78	98	25.8	.87
35. Mower	525	58.7	6.31	457	51.1	3.50
36. Nicollet	155	43.7	1.15	145	40.8	1.23
37. Nobles	89	29.3	.58	94	30.9	.98
38. Olmsted	775	38.4	6.87	731	36.2	5.04
39. Otter Tail	477	58.7	3.80	449	55.3	3.29
40. Pennington	371	63.7	1.76	359	61.7	1.65
41. Pine	104	24.2	.70	123	28.6	.68
42. Pipestone	63	59.4	.45	54	50.9	.40
43. Polk	468	47.9	8.66	515	52.7	7.84

(cont'd)

APPENDIX Z (cont'd)

JAIL SYSTEM	Number Held "D" or "N" ^a	Percent of Total Held	ADP "D" or "N"	Number Held Alc. or Drug Charges ^b	Percent of Total Held	ADP Alc. of Drug Charges
44. Redwood	46	43.4%	.51	39	36.8%	.38
45. Renville	38	44.7	.45	28	32.9	.33
46. Rice	168	29.7	2.53	235	41.5	3.33
47. Roseau	263	51.1	4.02	254	49.3	3.43
48. St. Louis	964	31.8	9.60	1,009	33.3	9.48
49. Scott	225	38.5	1.91	263	45.	1.71
50. Sherburne	246	54.3	1.24	214	47.2	.96
51. Sibley	47	47.5	.30	46	46.5	.33
52. Stearns	296	25.	3.25	356	30.1	3.94
53. Steele	302	42.5	5.47	345	48.6	5.51
54. Todd	67	38.7	1.10	62	35.8	1.08
55. Wabasha	79	48.2	1.46	59	36.	.51
56. Wadena	96	41.2	1.43	112	48.1	1.98
57. Waseca	48	19.6	.73	62	25.3	.78
58. Washington	501	32.	5.41	502	32.1	4.35
59. Wilkin	232	54.1	2.70	234	54.5	2.44
60. Winona	37	9.8	.28	60	15.9	.51
61. Wright	270	44.	3.18	289	47.1	3.28
62. Yellow Medicine	116	51.1	.61	123	54.2	.61
Statewide	14,192	38.2	159.02	16,160	41.4	155.04

^a Involvement of drinking or narcotics with offense or behavior of arrestee.

^b Charges involving alcohol or drugs (including DWI, Open Bottle, Disorderly Conduct, Liquor Laws, and Drug Laws).

APPENDIX AA

REPORTED AVAILABILITY OF PROGRAM SERVICES^a

JAIL SYSTEM	Counselling	Mental Health	Alcohol/Drug Treatment		Educational Services	Job Placement/Vocational Programs	
			A	D		JP	VP
1. Aitkin	+	0	0	0	0	0	0
2. Anoka	+	+	+	+	0	+	0
3. Becker	+	+	+	+	+	+	+
4. Beltrami	+	+	+	0	+	0	+
5. Blue Earth	+	+	+	+	+	+	(-)
6. Brown	0	0	0	0	0	0	0
7. Carlton	+	+	+	+	+	+	0
8. Carver	+	+	+	+	0	0	0
9. Cass	0	0	0	0	0	0	0
10. Chippewa	+	+	+	+	+	+	0
11. Clay	+	+	+	+	+	+	+
12. Crow Wing	+	+	+	+	+	+	+
13. Dakota	+	+	+	+	0	0	0
14. Douglas	0	+	+	+	+	+	+
15. Faribault	0	0	+	0	0	0	0
16. Fillmore	+	+	+	+	(-)	+	(-)
17. Freeborn	0	0	0	0	0	0	0
18. Goodhue	+	+	+	+	+	+	+
19. Houston	+	+	0	0	0	0	0
20. Hubbard	0	0	0	0	0	0	0
21. Isanti	0	0	0	0	0	0	0
22. Itasca	+	0	+	0	0	0	0
23. Kanabec	(-)	(-)	+	0	(-)	0	0
24. Kandiyohi	0	+	0	0	0	0	0
25. Koochiching	0	0	0	0	0	0	0
26. Lac Qui Parle	0	0	0	0	0	0	0
27. Le Sueur	+	+	+	+	0	0	0
28. Lincoln	+	0	+	0	0	0	0
29. Lyon	0	+	0	0	0	0	0
30. McLeod	+	+	+	0	(-)	0	0
31. Martin	+	0	0	0	+	+	0
32. Meeker	+	+	+	+	0	0	0
33. Mille Lacs	+	+	0	0	(-)	(-)	(-)
34. Morrison	(-)	(-)	+	+	0	+	0
35. Mower	+	+	+	+	+	+	+
36. Nicollet	+	+	+	0	0	0	0
37. Nobles	0	+	+	0	0	+	0
38. Olmsted	+	+	+	+	+	+	+
39. Otter Tail	0	+	+	+	0	+	0
40. Pennington	0	+	+	+	(-)	(-)	(-)
41. Pine	(-)	(-)	(-)	+	(-)	+	0
42. Pipestone	+	+	+	+	(-)	(-)	(-)

(cont'd)

APPENDIX AA (cont'd)

JAIL SYSTEM	Counselling	Mental Health	Alcohol/Drug Treatment		Educational Services	Job Placement/Vocational Programs	
			A	D		JP	VP
43. Polk	+	+	0	+	+	+	+
44. Redwood	0	0	0	0	0	0	0
45. Renville	0	+	+	0	0	0	0
46. Rice	(-)	(-)	(-)	(-)	(-)	(-)	(-)
47. Roseau	+	+	+	+	+	+	+
48. St. Louis	+	+	+	0	+	+	+
49. Scott	0	+	0	0	0	0	0
50. Sherburne	0	+	0	0	0	0	0
51. Sibley	+	+	+	+	0	0	0
52. Stearns	+	+	+	0	0	0	0
53. Steele	0	+	+	+	0	0	0
54. Todd	0	0	0	0	0	0	0
55. Wabasha	0	0	0	0	0	0	0
56. Wadena	0	0	0	0	0	0	0
57. Waseca	0	+	+	+	0	0	0
58. Washington	0	0	+	+	0	0	0
59. Wilkin	+	+	+	0	0	+	0
60. Winona	+	+	0	0	0	0	+
61. Wright	+	0	0	0	0	0	0
62. Yellow Medicine	+	0	0	0	0	0	0

^aResponses of sheriffs and facility administration to Survey of Jailing Practices (see Appendix D),
 (-) indicates No Response to Question.
 (+) indicates service availability
 (0) indicates service not available

APPENDIX BB

USE OF WORK RELEASE
AND
PROGRAM COMPLIANCE RATINGS

State	Work Release Index ^a	Program Rating ^b
	26.6	35 (Mean)
1. Aitkin	0	22
2. Anoka	57	33
3. Becker	15	11
4. Beltrami	1	28
5. Blue Earth	18	78
6. Brown	71	55
7. Carlton	18	44
8. Carver	28	22
9. Cass	0	39
10. Chippewa	4	0
11. Clay	16	55
12. Crow Wing	0	28
13. Dakota	6	57
14. Douglas	28	22
15. Faribault	9	22
16. Fillmore	0	44
17. Freeborn	39	55
18. Goodhue	54	55
19. Houston	35	11
20. Hubbard	12	33
21. Isanti	19	33
22. Itasca	43	39
23. Kanabec	28	22
24. Kandiyohi	0	45
25. Koochiching	46	22
26. Lac Qui Parle	3	25
27. LeSueur	0	22
28. Lincoln	0	33
29. Lyon	0	29
30. McLeod	46	11
31. Martin	16	67
32. Meeker	12	28
33. Mille Lacs	17	22
34. Morrison	29	44

(cont'd)

^a Index - sentenced days spent on work release ÷
total sentenced days (% of sentenced
days spent on work release)

^b "Minimum acceptable" - 67 based on compliance
with standards relating to programming

APPENDIX BB (cont'd)

State	Work Release Index	Program Rating
35. Mower	57	55
36. Nicollet	0	45
37. Nobles	7	22
38. Olmsted	50	89
39. Otter Tail	1	33
40. Pennington	99	^a
41. Pine	75	25
42. Pipestone	19	11
43. Polk	38	67
44. Redwood	0	45
45. Renville	58	22
46. Rice	39	0
47. Roseau	33	56
48. St. Louis	30	67
49. Scott	28	33
50. Sherburne	0	14
51. Sibley	10	22
52. Stearns	3	33
53. Steele	41	33
54. Todd	0	33
55. Wabasha	38	33
56. Wadena	23	22
57. Waseca	52	33
58. Washington	7	33
59. Wilkin	9	33
60. Winona	28	45
61. Wright	1	22
62. Yellow Medicine	0	44

^aMain facility not inspected by DOC in 1975

APPENDIX CC

VISITING HOURS PER WEEK
AND
VISITATION INDEX^a
(15 Sample Facilities)

FACILITY	VISITATION INDEX	VISIT HOURS/WEEK
Jan	1.3	6.5
Median	-	4
Anoka	No log	4
Beltrami	1.1	2
Blue Earth	1.3	4
Brown	0.9	4
Carlton	1.9	6
Douglas	2.6	3
Fillmore	0.5	4
Houston	0.9	8
Itasca	2.0	8
McLeod	No log	2
Morrison	0.9	4
Mower	0.9	1
Pipestone	1.6	30
Stearns	1.3	6
Washington	1.1	11

a) Index = # visits logged or estimated 1975
÷ # prisoner-weeks (prisoner-days ÷ 7)
served in facility

APPENDIX DD

USE OF PRETRIAL RELEASE ALTERNATIVES

	% RELEASED AT INTAKE	% RELEASED WITHIN 24 HOURS	% RELEASED ON BAIL	% RELEASED ROR	% ACCUSED OF SERIOUS OFFENSES ^a
Statewide	40%	70%	39%	40%	17%
1. Aitkin	35%	58%	48%	33%	11%
2. Anoka	49	78	46	44	24
3. Becker	25	70	38	44	16
4. Beltrami	-	-	29	44	18
5. Blue Earth	61	89	51	30	3
6. Brown	54	91	37	33	32
7. Carlton	56	86	16	76	12
8. Carver	33	59	44	45	16
9. Cass	8	39	34	39	24
10. Chippewa	32	72	11	49	9
11. Clay	57	88	56	29	15
12. Crow Wing	20	51	40	46	37
13. Dakota	39	73	25	47	33
14. Douglas	41	76	34	47	13
15. Faribault	38	59	19	54	24
16. Fillmore	9	58	65	10	14
17. Freeborn	53	84	52	43	14
18. Goodhue	64	81	13	68	9
19. Houston	47	72	50	35	26
20. Hubbard	13	49	47	39	25
21. Isanti	56	72	42	41	9
22. Itasca	18	42	46	47	30
23. Kanabec	27	61	40	28	9
24. Kandiyohi	33	64	62	18	14
25. Koochiching	14	39	35	42	38
26. Lac Qui Parle	32	87	53	22	6
27. LeSueur	1	30	44	36	7
28. Lincoln	58	88	19	81	12
29. Lyon	71	91	42	35	12
30. McLeod	53	85	40	39	4
31. Martin	36	68	35	50	13
32. Meeker	32	69	23	63	7
33. Mille Lacs	36	75	46	22	12
34. Morrison	29	58	33	50	6
35. Mower	50	86	18	74	6
36. Nicollet	46	65	29	46	12
37. Nobles	23	54	34	38	24
38. Olmsted	55	79	42	51	16
39. Otter Tail	29	70	45	17	11

^a Percent accused felons and gross misdemeanants included to facilitate comparison of systems in terms of measures of use of pretrial alternatives pictured.

APPENDIX LD (con't)

	% RELEASED AT INTAKE	% RELEASED WITHIN 24 HOURS	% RELEASED ON BAIL	% RELEASED ROR	% ACCUSED OF SERIOUS OFFENSES
Statewide	40%	70%	39%	40%	17%
40. Pennington	64%	95%	25%	68%	6%
41. Pine	30	60	44	23	31
42. Pipestone	32	95	48	32	1
43. Polk	25	62	45	22	19
44. Redwood	29	76	29	41	6
45. Renville	16	82	7	49	29
46. Rice	16	50	36	40	13
47. Roseau	26	77	30	41	17
48. St. Louis	35	58	23	37	16
49. Scott	41	75	59	36	7
50. Sherburne	46	79	4	42	21
51. Sibley	41	95	20	70	18
52. Stearns	38	80	48	51	24
53. Steele	52	63	12	77	12
54. Todd	28	65	61	25	16
55. Wabasha	29	70	42	41	28
56. Wadena	34	66	87	2	5
57. Waseca	49	74	39	40	28
58. Washington	37	76	42	33	23
59. Wilkin	38	78	45	14	8
60. Winona	28	40	26	33	23
61. Wright	35	66	33	29	10
62. Yellow Medicine	42	95	19	63	4

APPENDIX EE

VERIFIABLE^a RELEASE CRITERIA FORMULA
HENNEPIN COUNTY PRETRIAL SERVICES
PROCEDURE MANUAL

Int.	Ver.	PRIOR RECORD
2	2	No Convictions
1	1	One Misdemeanor Conviction
0	0	Two Misdemeanor Convictions or One Felony Conviction
-1	-1	Three Misdemeanor Convictions or Two Felony Convictions
Int.	Ver.	HEAVILY WEIGHTED OFFENSES
-3	-3	Crimes Against the Person
-3	-3	Narcotic Offense
Int.	Ver.	FAMILY TIES
3	3	Lives with Family
2	2	Lives with Relatives
1	1	Lives with Nonfamily Individual
0	0	Lives Alone
Int.	Ver.	EMPLOYMENT
3	3	Present Local Job - 1 Year +
2	2	Present Local Job - 6 Months +
2	2	Welfare - AFDC - 6 Months +
2	2	Full-Time Student Status - 6 Months +
1	1	New Job, Relief, Unemployment Compensation, Family Support
1	1	New Student Status
0	0	Unemployed - No Visible Means of Support
Int.	Ver.	RESIDENCE IN AREA
3	3	Present Residence - 1 Year + or Owns Dwelling
2	2	Present Residence - 6 Months + or Present and Prior 1 Year
1	1	Present Residence - 3 Months + or Present and Prior 6 Months
0	0	Present Residence - 3 Months or Less at Any Dwelling
Int.	Ver.	TIME IN AREA
1	1	5 Years or More (continuous)
Int.	Ver.	
1	1	Pregnancy, Old Age, Poor Health
-2	-2	Threat to Himself or Others
-2	-2	Bench Warrant, Escape, Chemical Dependency
-3	-3	Weapon Used in Present Offense

A total of 5 verified points for felony

A total of 3 verified points for a misdemeanor

^aInability to verify inmates' answers necessitated adjustment of scores. After consultation with Robert Hanson, former director of Project Remand (Ramsey County pretrial services provider), it was decided to subtract 2 points (30% of mean value) from each inmates' score.

APPENDIX FF

METHODOLOGY OF APPLICATION OF RELEASE CRITERIA TO CLIENT SURVEY

Client Survey and Release Score

Survey questions directed to the release question (Appendix F) were designed to elicit the responses which comprise the release criteria formula (Appendix FF) used by Hennepin County pretrial services' screeners. Consultation with Robert Hanson, former director of Ramsey County's "Project Remand," and others led to the decision to subtract two points from every score as allowance for inability to verify inmates' responses. Such a drop was the estimated result, on the average, of verification if this had been possible.

Projecting from Sample to 1975 Jail Population

Limited size of sample (354 pretrial detainees of whom 224 were held past intake) and limited response rate (56% of releases during survey period completed survey) leave results open to questions. However, comparisons of duplicated variables support validity of sample. (See Table 1 below and Table 1-2 in the Introduction).

TABLE 1
VALIDITY OF CLIENT SURVEY

	<u>% OF INMATES NON-SENTENCED</u>	<u>% OF FELONS NON-SENTENCED</u>
Client Survey	85.3%	16.4%
DOC - 1975	84.3	15.6

(cont'd)

Appendix FF (cont'd)

The 64% releaseable proportion of the inmates sampled is projected directly to the 16,500 1975 statewide total of non-sentenced persons held past intake because relative proportions of accused felons and misdemeanants are nearly the same in the two samples (see Table 1 on preceding page). Thus, approximately 10,600 non-sentenced inmates held past intake in 1975 are projected to have been releaseable by the release criteria used in the Client Survey sample.

APPENDIX GG

DAILY FEE PER PERSON (OUT OF COUNTY PRISONERS)

<u>COUNTY</u>	<u>CHARGE</u>	<u>COUNTIES USING FACILITY</u>
Becker	\$ 7.00	Mahnomen
Beltrami	7.50 5.00 (FBI-Fed. Marshall)	Mostly Clearwater - sometimes Hubbard and Cass
Blue Earth	7.00	Have contract with Watonwan, others on call basis
Carver	7.00	Mainly Hennepin at present time (during construction) - some overflow from Scott. Proposing increase to \$10.00
Cass	7.00	Hubbard - proposing increase to \$10-12.00
Clay	7.00	On call basis
Crow Wing	4.50	Work release
Dakota	10.00 6.00 work release	On call basis - some military, and state during Hennepin County renovation
Douglas	5.50	On call basis - proposing increase
Faribault	5.50	On call basis
Fillmore	5.50	On call basis
Freeborn	8.00	Seldom have any - on call basis
Goodhue	8.00	On call basis
Kandiyohi	7.00	On call basis
LacQuiParle	7.00	Have contract with Big Stone - others on call basis
Lyon	5.50	Murray
Martin	5.50	On call basis - proposing increase
Meeker	7.00	New jail - no one as yet - possibly McLeod in future (on call basis)

(cont'd)

APPENDIX GG (cont'd)

<u>COUNTY</u>	<u>CHARGE</u>	<u>COUNTIES USING FACILITY</u>
Mille Lacs	\$ 9.00	Benton, Kanabec, Shervurne on call basis
Morrison	6.00	Mille Lacs, Stearns, Benton, Crow- Wing on call basis
Mower	No Charge	Dodge (juvenile only-on overnight only)
Nobles	15.00 40.00 (Female)	Murray, Rock, Jackson, Cottonwood Pipestone on call basis
Olmsted	8.00	Dodge - state institution
Otter Tail	7.00	Wilkin, Stevens, Grant on call basis, \$3.44 per hour extra for matron for women
Pipestone	7.50 12.50 (Female)	On call basis
Polk	15.00 (Straight lockup) 25.00 (Under sentence)	On call basis
Rice	6.50	On call basis, no one using at present time
Roseau	5.50	Lake of the Woods, Kittson
St. Louis	10.00	Cook, Lake, Carlton on call basis
Scott	3.50	Carver on call basis
Steele	8.00	On call basis - work release
Washington	10.00	Chisago - some state institution and federal
Wilkin	6.00	Used to house prisoners for Traverse, no longer able to because of order by DOC
Wright	7.00	Sherburne - on call basis

APPENDIX HH

SUMMARY OF COSTS BY JAIL FUNCTION
ADMINISTRATION COSTS

	Carlton	Martin	Olmsted	Polk	Composite
Total Cost	\$ 9,120	\$ 6,270	\$ 20,100	\$ 39,900	\$ 18,850
Fixed Cost	1,840	70	5,540	1,740	2,300
Variable Cost	7,280	6,200	14,560	38,160	16,550
Average Cost (per prisoner day)	\$ 2.97	\$ 1.25	\$ 2.11	\$ 3.69	\$ 2.65
Marginal Cost (per prisoner day)	\$ 2.37	\$ 1.23	\$ 1.52	\$ 3.53	\$ 2.33
Prisoner Days	3,066	5,031	9,547	10,805	

Security Costs

	Carlton	Martin	Olmsted	Polk	Composite
Total Cost	\$ 27,460	\$ 58,670	\$ 63,070	\$ 65,780	\$ 53,750
Fixed Cost	6,530	7,900	16,180	13,700	11,080
Variable Cost	20,930	50,770	46,890	52,080	42,670
Average Cost (per prisoner day)	\$ 8.96	\$ 11.66	\$ 6.61	\$ 6.09	\$ 7.56
Marginal Cost (per prisoner day)	\$ 6.83	\$ 10.09	\$ 4.91	\$ 4.82	\$ 6.00
Prisoner Days	3,066	5,031	9,547	10,805	

(cont'd)

APPENDIX HH (cont'd)

Intake Costs

	Carlton	Martin	Olmsted	Polk	Composite
Total Cost	\$ 7,900	\$ 2,450	\$ 10,590	\$ 4,330	\$ 6,340
Fixed Cost	390	630	1,290	460	690
Variable Cost	7,510	1,930	9,300	3,870	5,650
Average Cost (per prisoner intake)	\$ 9.01	\$ 5.91	\$ 5.25	\$ 8.17	\$ 6.58
Marginal Cost (per prisoner intake)	\$ 8.57	\$ 4.45	\$ 4.61	\$ 7.30	\$ 5.86
Prisoner Intake	877	434	2,018	530	

Visitation Costs

	Carlton	Martin	Olmsted	Polk	Composite
Total Cost	\$ 2,020	\$ 1,540	\$ 790	\$ 4,600	\$ 2,240
Fixed Cost	370	570	790	1,400	780
Variable Cost	1,650	970	---a	3,200	1,460
Average Cost (per prisoner day)	\$ 0.66	\$ 0.31	\$ 0.08	\$ 0.43	\$ 0.31
Marginal Cost (per prisoner day)	\$ 0.54	\$ 0.19	---a	\$ 0.30	\$ 0.20
Prisoner Days	3,066	5,031	9,547	10,805	

^a A small, insignificant amount of time is spent by Olmsted jailers handling visitation.

(cont'd)

APPENDIX HH (cont'd)

Medical Costs

	Carlton	Martin	Olmsted	Polk	Composite
Total Cost	\$ 4,320	\$ 880	\$ 4,520	\$ 2,670	\$ 3,100
Fixed Cost	---	---	130	---	30
Variable Cost	4,320	880	4,390	2,670	3,070
Average Cost (per prisoner)	\$ 4.93	\$ 2.03	\$ 2.18	\$ 5.03	\$ 3.21
Marginal Cost (per prisoner)	\$ 4.93	\$ 2.03	\$ 2.11	\$ 5.03	\$ 3.18
Prisoners	877	434	2,018	530	

Recreation Costs

	Carlton	Martin	Olmsted	Polk	Composite
Total Cost	---	---	\$ 1,140	\$ 7,360	\$ 4,250
Fixed Cost	---	---	1,140	3,260	2,200
Variable Cost	---	---	---	4,100	2,050
Average Cost (per sentenced day)	---	---	\$ 0.21	\$ 0.86	\$ 0.61
Marginal Cost (per sentenced day)	---	---	---	\$ 0.48	\$ 0.30
Sentenced Days			5,303	8,577	

^a A small, insignificant amount of time is spent by Olmsted jailers handling recreation.

(cont'd)

APPENDIX HH (cont'd)

Programming Costs

	Carlton	Martin	Olmsted ^a	Polk ^b	Composite
Total Cost	---	---	\$ 22,550	\$ 69,150	\$ 45,850
Fixed Cost	---	---	630	5,840	3,240
Variable Cost	---	---	21,920	63,310	42,610
Average Cost (per sentenced day)	---	---	\$ 4.25	\$ 8.06	\$ 6.61
Marginal Cost (per sentenced day)	---	---	\$ 4.13	\$ 7.38	\$ 6.14
Sentenced Days			5,303	8,577	

^a Includes Education, General Programming, and Employment.

^b Includes Education, Mental Health.

Food Service Costs

	Carlton	Marton	Olmsted	Polk	Composite
Total Cost	\$ 14,450	\$ 20,220	\$ 40,540	\$ 31,370	\$ 26,640
Fixed Cost	660	780	1,530	1,520	1,120
Variable Cost	13,790	19,440	39,010	29,850	25,520
Average Cost (per prisoner day)	\$ 4.71	\$ 4.55	\$ 4.25	\$ 2.90	\$ 3.75
Marginal Cost (per prisoner day)	\$ 4.50	\$ 4.40	\$ 4.09	\$ 2.76	\$ 3.59
Prisoner Days	3,066	5,031	9,547	10,805	

(cont'd)

FICHE COUNT
IS INCORRECT.
THERE ARE 5
FICHE INSTEAD
OF 4.

CONTINUED

4 OF 5

APPENDIX HH (cont'd)

Work Release Costs

	Carlton	Martin	Olmsted	Polk	Composite
Total Cost	\$ ---	\$ 1,940	\$ 6,570	\$ 28,550	\$ 12,350
Fixed Cost	---	890	1,160	5,300	2,450
Variable Cost	---	1,050	5,410	23,250	9,900
Average Cost (per work release day)	---	\$ 3.77	\$ 2.18	\$ 6.61	\$ 4.72
Marginal Cost (per work release day)	---	\$ 2.04	\$ 1.79	\$ 5.38	\$ 3.79
Work Release Days	---	515	3,013	4,318	

APPENDIX II
JAIL CONSTRUCTION AND RENOVATION

COUNTY	MODE ^a	PHASE ^b	COST	TYPE	CAPACITY
Aitkin	No estimate available				
Anoka	R	1	75,000	Jail	57
Becker	C	1	1,000,000	Jail	40
Beltrami	R	3	80,000	Jail	
Benton	No estimates available				
Blue Earth	R	2	2,530	Jail	Not affected
Brown	R	1	229,660	Lockup	16
Carlton	C	1	1,000,000	Jail	24
Chisago	C	1	836,080	Jail	26
Cook	R	3	75,000	Lockup	8
Crow Wing	C	1	1,000,000	Jail	
Douglas	C	1	460,000	Lockup	21
Freeborn	C	3	1,050,000	Jail	39
Houston	R	1	160,500	Jail	11
Hubbard	C	1	600,000	Jail	21
Isanti	C	1	400,000	Lockup	
Itasca	C	1	1,750,000	Jail	52
Jackson	C	2	601,464	Jail	
Kittson	R	1	155,000	Holding	6
Lake	No estimates available				
Lincoln	No estimates available				
Lyon	C	1	700,000	Jail	25
Mahnomen	C	2	68,515	Holding	3
Marshall	C	3	498,016	Lockup	12
Martin	C	3	706,000	Jail	28
Meeker	C	3	696,617	Jail	20
Mille Lacs	C	2	410,000	Jail	24
Morrison	R	3	57,418	Jail	Not affected
Nobles	C	3	792,500	Jail	24
Norman	C	3	116,300	Holding	3
Olmsted	R	1	160,000	Jail	Not affected
Otter Tail	R&C	3	563,887	Jail	28
Pennington	C	3	690,000	Jail	13
Pipestone	C	2	440,000	Lockup	10
Polk	C	3	706,200	Jail	30
Pope	C	3	220,000	Holding	5
Renville	C	1	650,000	Undetermined	20
Rice	C	3	660,000	Jail	
Roseau	No estimates available				

^aMODE: C = Construction
R = Renovation

(cont'd)

^bPHASE: 1 = Estimate
2 = Bids let or under construction
3 = Completed

APPENDIX II (con't)

COUNTY	MODE ^a	PHASE ^b	COST	TYPE	CAPACITY
Scott	R	1	\$75,000	Jail	15
Sherburne	C	1	670,000	Jail	17
Stearns	No estimates available				
Steele	C	3	599,018	Jail	36
Todd	R	3	3,400	Jail	Not affected
Traverse	C	3	91,000	Holding	2
Washington	C	3	765,000	Jail	49
Winona	C	1	1,000,000	Jail	35
Wilkin	C	1	385,000	Undetermined	6
Wright	R&C	3	95,700	Jail	38
Yellow Medicine	C	1	460,000	Lockup	12

^aMODE: C = Construction
R = Renovation

^bPHASE: 1 = Estimate
2 = Bids let or under construction
3 = Completed

APPENDIX JJ

FACILITY CONSTRUCTION OR RENOVATION COMPLETED

January 1971 - October 1976

JAILS			
County	Construction (C) or Renovation (R)	Beds	Estimated Cost
Freeborn	C	39	\$ 1,050,000
Martin	C	28	706,000
Meeker	C	20	696,617
Nobles	C	24	792,500
Pennington	C	13+	690,000
Poli	C	30	706,200
Rice	C	24	660,000
Steele	C	36	599,018
Washington	C	49	765,000
Total			\$ 6,665,335
Beltrami	R		\$ 80,000
Morrison	R		57,418
Ottertail	R & C	28	563,887
Todd	R		3,400
Wright	R & C	38	95,700
Total			\$ 800,405
LOCKUPS AND HOLDING			
Marshall	C	12	\$ 498,016
Norman	C	3	116,300
Pope	C	5	220,000
Traverse	C	2	91,000
Total			\$ 925,316
Cook	R	8	\$ 75,000
Total			\$ 75,000
Total Construction Completed			\$7,590,651.00
Total Renovation Completed			\$ 875,405.00

APPENDIX KK

FACILITY CONSTRUCTION OR RENOVATION BIDS LET PROJECT
NOT COMPLETED

JAILS				
County	Construction (C) or Renovation (R)	Beds	Estimated Cost	
Jackson	C	10	\$	601,464.00
Mille Lacs	C	24		<u>410,000.00</u>
Total			\$	1,011,464.00
Blue Earth	R		\$	<u>2,530.00</u>
Total			\$	2,530.00
LOCKUPS AND HOLDING				
Mahnomen	C	3	\$	68,515.00
Pipestone	C	10		<u>440,000.00</u>
Total			\$	508,515.00
Total New Construction Costs ^a			\$	1,013,994.00
Total Renovation Costs ^b			\$	508,515.00

^aExcludes Ramsey County Jail \$5,950,000.00

^bExcludes Hennepin County Jail \$7,687,000.00

APPENDIX LL

FACILITY CONSTRUCTION OR RENOVATION PLANNED
BIDS NOT LET

JAILS				
County	Construction (C) or Renovation (R)	Beds	Estimated Cost	
Becker	C	40	\$ 1,000,000	
Carlton	C	24	1,000,000	
Chisago	C	26	836,080	
Crow Wing	C		1,000,000	
Hubbard	C	21	600,000	
Itasca	C	52	1,750,000	
Lyon	C	25	700,000	
Winona	C	35	<u>1,000,000</u>	
Total			\$ 7,885,080	
Anoka	R	57	\$ - 75,000	
Houston	R	11	160,500	
Olmsted	R		160,000	
Scott	R	15	75,000	
Sherburne	R & C	17	<u>670,000</u>	
Total			\$ 1,140,500	
LOCKUPS AND HOLDING				
Douglas	C	21	\$ 460,000	
Isanti	C		400,000	
Yellow Medicine	C	12	460,000	
Renville	C	20	650,000	
Wilkin	C	6	<u>385,000</u>	
Total			\$ 2,355,000	
Brown	R	16	\$ 229,660	
Kittson	R	6	<u>155,000</u>	
Total			\$ 384,660	
Total Planned Construction Costs		\$10,241,080.00		
Total Planned Renovation Costs		\$ 1,525,160.00		

END