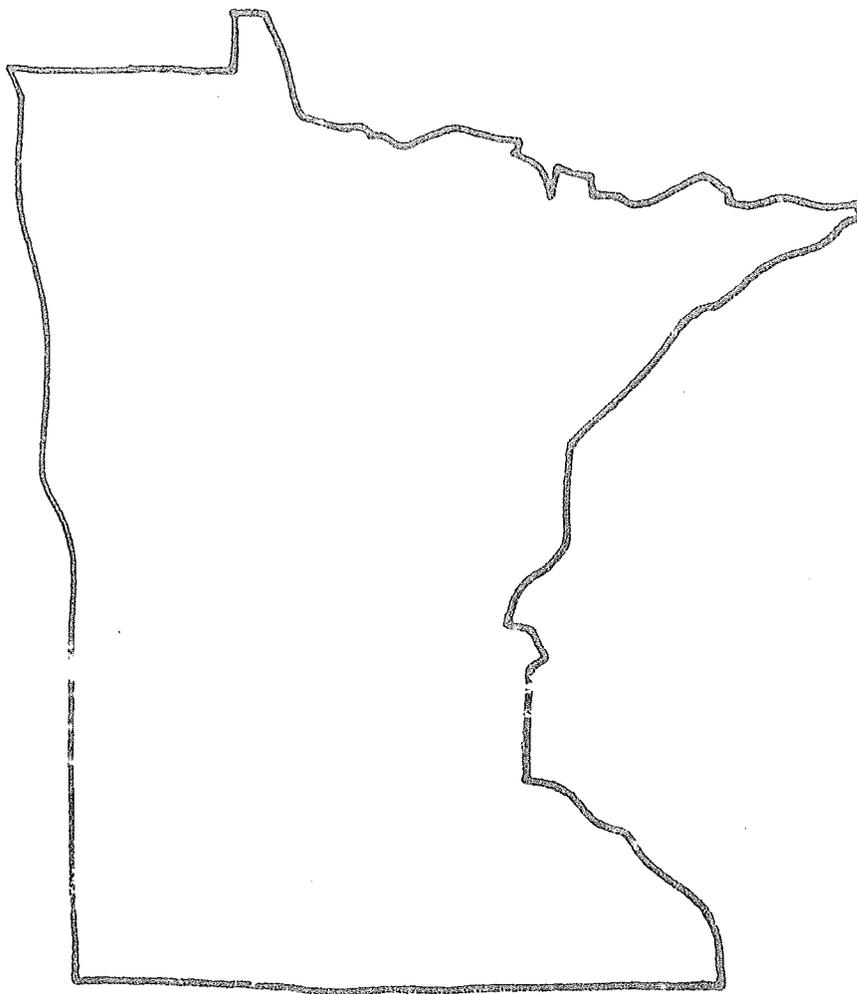


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# MINNESOTA CORRECTIONS BOARD



Fiscal Year  
1979-80  
Annual Report

Report of the Minnesota Corrections Board  
for the period  
July 1, 1979, to June 30, 1980

Presented to

The Honorable Albert H. Quie  
Governor  
State of Minnesota

Submitted by

Leslie R. Green, Chairman  
Dorothy J. Skwiera, Vice-Chairman  
James H. Bruton, Secretary  
Richard E. Alstad, Member  
Henry J. GreenCrow, Member

The Minnesota Corrections Board  
238 Metro Square Building  
St. Paul, MN 55101

July 1980

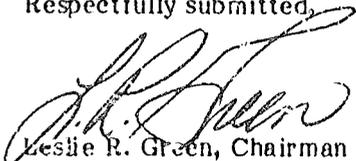
The Honorable Albert H. Quie  
Governor  
State of Minnesota  
State Capitol  
St. Paul, MN 55155

Dear Governor Quie:

I have the honor of submitting the Annual Report of the Minnesota Corrections Board for Fiscal Year 1979-1980.

Efforts were made to insure that this report is brief and concise yet as informative as possible. The Board and I are available to answer any additional questions you may have.

Respectfully submitted,



Leslie R. Green, Chairman  
Minnesota Corrections Board

LRG/tk

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## I. Function of the Agency

The Minnesota Corrections Board is an independent State Agency charged with the responsibility for granting or revoking parole and issuing final discharge to those inmates committed to the Commissioner of Corrections (M.S. 241.045)

The parole functions include determining which inmates are to be paroled from the adult institutions operated by the Department of Corrections; establishing the conditions of parole; conducting parole and annual reviews; conducting parole revocation hearings and establishing necessary parole policies and procedures.

The Minnesota Corrections Board schedules hearings at all of the adult institutions operated by the Department of Corrections and at its agency headquarters, 238 Metro Square Building, St. Paul, MN. At these hearings the Board reviews reports from Institutional and Community Services Staff relative to the behavior and progress of the inmates and parolees prior to arriving at a decision. The Board further receives input from friends, relatives, victims, citizens and attorneys by mail, telephone or through personal conferences.

### A. The Board

The Minnesota Corrections Board is comprised of five (5) full-time members. Four members are appointed by the Governor to staggered six year terms with the advice and consent of the Senate. By Law one Board member must be a woman, one must be a man, no more than two of the appointees can belong to the same political party and one must be a member of a racial minority. The members are eligible for reappointment.

The full-time chairman is appointed by the Commissioner of Corrections and serves at the pleasure of the Commissioner.

### B. Parole Panel Quorum

A full five member panel is required for granting parole to (a) persons serving life sentences for murder in the first degree, (M.S. 609.185); (b) persons serving extended terms of imprisonment as dangerous offenders, (M.S. 609.16);

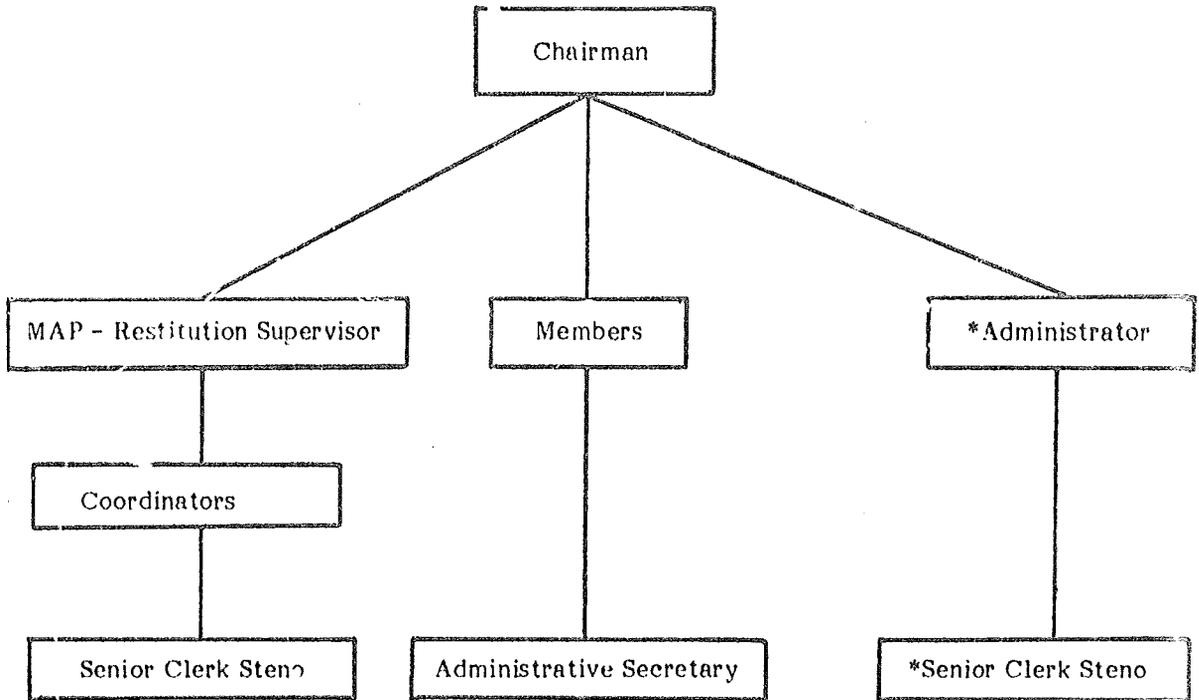
(c) the transfer of a youthful offender to adult offender status, (M.S. 242.27), and (d) for the discharge of a youthful offender, (M.S. 242.31).

In other cases calling for a parole decision, the Board may sit in units of two or three as designated by the Chairman, under rules prescribed by the Board, and such units shall constitute a quorum (M.S. 241.045, subd. 6).

C. The Staff of the Agency

The staff of the Board total 11 including five full-time members of the Board; a half-time Administrator; 2½ Secretaries, and 3 (Mutual Agreement Program (MAP) and Restitution Program Staff.

D. Organization Chart



\*Also works with Juvenile Releases

## II. Introduction - Summary Report

Fiscal Year 1979-80 was an active year of change for the Board, and the implementation of the State's new Sentencing Guidelines Legislation will precipitate more change in the coming year.

In 1979-80 there were new appointments to the Board, and the Board undertook a review of its philosophy, policies and procedures.

The Board held hearings on 7,828 cases during the year or an average of about 652 hearings per month.

In addition to the formal hearings and numerous telephone calls and correspondence, the Board conducted 136 office conferences with attorneys, friends, victims and treatment professionals. The Board members also made 14 visits to Community Based Treatment and aftercare facilities and met with the Department of Corrections Institution Administrators, Institution Custody Staff, Caseworkers, and Community Services Staff during the course of the year.

As a part of its effort to involve the public and inform the citizenry of its functions and policies, the members of the Board also had meetings and contacts with numerous Criminal Justice and related agencies such as the Minnesota Sheriff's Association; the Crime Victims Reparation Board; Women in Criminal Justice; the Minnesota Chiefs of Police Association; and the Canadian Parole Board.

During 1979-80, the Board scheduled and held meetings with parole agents, prosecutors, public defenders, law enforcement personnel and Judges on a regional basis. The meetings were held in Minneapolis, Rochester, Willmar, Duluth and Bemidji.

The members of the Board also made formal presentations to several Service Clubs, Community Service Agencies, and College and University Criminal Justice and Sociology Classes, during the course of the year.

### III. Appointments

Dorothy Skwiera was elected Vice-Chairman of the Board by its members at its annual meeting to replace Leslie R. Green who was appointed as Chairman of the Minnesota Corrections Board by the Commissioner of Corrections, Mr. Jack Young. Mr. Green replaced Mr. Richard T. Mulerone who resigned to accept a Presidential appointment to the U.S. Parole Commission.

Mr. Henry GreenCrow was appointed to the Board by Governor Albert H. Quie on July 16, 1979, to fill a vacancy created by the appointment of Board member Leslie R. Green as Chairman of the Board. Mr. GreenCrow is an American Indian and fills the racial minority position on the current Board.

On September 26, 1979, Mr. James H. Bruton was appointed by Governor Albert H. Quie to fill the vacancy on the Board created by the resignation of Mr. Ronald Byrnes. Mr. Bruton was elected Secretary of the Board by its members at their annual meeting

IV. Tabular - Statistical Data<sup>1</sup>

Table I. Total Board Hearings by Type of Hearing for Fiscal 1979-80

Type of Hearing <sup>2</sup>	Fiscal 1979-80	(%)
New Admission Hearing	1129	(14.4)
Annual or Parole Progress	2159	(27.6)
Administrative Reviews	1462	(18.7)
Revocation Hearing	861	(11.0)
Re-Entry Hearing	341	(4.4)
MAP Ratification	787	(10.0)
Full Board Hearing	136	(1.7)
MAP Recision	104	(1.3)
Continuance Reviews	647	(8.3)
25th Birthday	56	(0.7)
MAP Renegotiate	146	(1.9)
TOTAL	7828	(100)

1 Statistical data provided by the Minnesota Department of Corrections, Research and Information Systems Unit.

2 For a definition of the Hearings read Appendix A.

Table II. Total Board Hearings by Type of Disposition for Fiscal Year 1979-80

Disposition	Fiscal 1979-80	(%)
Grant Parole <sup>1</sup>	1072	(13.7)
Continue Parole	561	(7.2)
Revoke Parole	495	(6.3)
Continue at Institution	2742	(35.0)
Grant Work Release	94	(1.2)
Revoke Work Release	79	(1.0)
Grant Work Release to Pre-Release	238	(3.0)
Issue Warrant	154	(2.0)
No Action Taken <sup>2</sup>	388	(5.0)
Transfer 25th Birthday	39	(0.5)
MAP Ratification	711	(9.0)
Rescind MAP Contract	131	(1.7)
Renegotiate MAP Contract	155	(2.0)
Discharge	439	(5.6)
Continue Final Disposition <sup>2</sup>	458	(5.8)
Other <sup>3</sup>	72	(0.91)
<b>TOTAL</b>	<b>7828</b>	<b>(99.9)</b>

1 Includes granting modified or conditional parole.

2 These are cases in which the Board withheld disposition temporarily for a variety of reasons, some of which were a) insufficient or inadequate information on which to base a decision; b) a psychiatric evaluation was requested; c) inadequate or incomplete release plans, or d) the inmate was in segregation at the time of the scheduled hearing and unavailable at that time.

3 Includes Granting or Denying Temporary Parole; Granting and Continuing Medical Parole and Reinstating Parole.

Table III. Total Board Hearings by Type of Hearing and Scheduled Location of Hearing  
July 1, 1979, to June 30, 1980

Type of Hearing <sup>1</sup>	STW <sup>2</sup>	SCL	SHK	LL	SCR	RW	CO	Unscheduled Hearings
New Admission Hearing	526	467	61	-	2	2	30	41
Annual or Parole Progress	1055	717	68	145	8	15	36	115
Administrative Reviews	568	393	29	158	2	5	183	124
Revocation	434	98	14	-	3	2	244	63
Re-Entry	111	169	12	22	-	-	15	12
MAP Ratification	372	81	29	44	1	-	148	112
Full Board Hearing	70	1	1	7	-	-	51	6
MAP Recision	42	5	5	4	-	-	18	30
Parole Recision	-	-	-	-	-	-	-	3
Continuance Review	484	84	12	23	1	11	21	11
25th Birthday	10	11	-	-	-	-	32	3
MAP Renegotiate	45	4	7	16	-	-	30	44
<b>TOTAL</b>	<b>3717</b>	<b>2030</b>	<b>238</b>	<b>419</b>	<b>17</b>	<b>35</b>	<b>808</b>	<b>564</b>

1 For a definition of Type of Hearings see Appendix A

2 For an explanation of the Institution abbreviation see Appendix B

Table IV. Total Board Hearings by Type of Disposition and Scheduled Location of Hearing  
July 1, 1979 to June 30, 1980

Disposition	STW <sup>1</sup>	SCL	SHK	LL	SCR	RW	CO	Unscheduled Hearings
Grant Parole <sup>2</sup>	534	322	22	70	1	6	68	49
Continue Parole	329	162	15	-	2	2	27	24
Revoke Parole	283	71	6	-	2	2	27	24
Continue at Institution	1337	957	96	182	3	10	54	103
Grant Work Release	28	12	3	38	-	-	13	-
Revoke Work Release	49	18	-	-	-	-	12	-
Grant Work Release to Pre-Release	108	60	-	39	-	-	5	26
Issue Warrant	-	4	3	-	-	-	127	20
No Action Taken <sup>3</sup>	55	204	45	9	1	1	57	16
Transfer 25th Birthday	13	4	-	1	-	-	20	1
MAP Ratification	308	79	29	38	1	-	145	111
Rescind MAP Contract	68	4	4	6	-	-	18	31
Renegotiate MAP Contract	47	5	7	17	-	-	34	45
Discharge	187	117	6	3	7	14	19	86
Continue Final Disposition <sup>3</sup>	356	3	-	11	-	-	83	5
Other <sup>4</sup>	15	8	2	5	-	-	33	9
<b>TOTAL</b>	<b>3717</b>	<b>2030</b>	<b>238</b>	<b>419</b>	<b>17</b>	<b>35</b>	<b>808</b>	<b>564</b>

1 For an explanation of the Institution Abbreviations see Appendix B.

2 Includes granting modified and conditional parole.

3 These are cases in which the Board withheld disposition temporarily for a variety of reasons, some of which were (a) insufficient or inadequate information on which to base a decision; (b) a psychiatric evaluation was requested; (c) inadequate or incomplete release plans, or (d) the inmate was in segregation at the time of the scheduled hearing and unavailable at that time.

4 Includes Granting and Denying Temporary Paroles; Granting and Continuing Medical Parole, and Reinstating Parole.

Table V. Total Board Hearings by Scheduled Location of Hearings  
for Fiscal Year 1979-80

Institution	Fiscal 1979-80	(%)
MCF - Stillwater	3717	(47.5)
MCF - St. Cloud	2030	(26.0)
MCF - Shakopee	238	(3.0)
MCF - Lino Lakes	419	(5.4)
MCF - Sauk Centre	17	(0.2)
MCF - Red Wing	35	(0.4)
Central Office	808	(10.3)
Unscheduled Hearings	564	(7.2)
<b>TOTAL</b>	<b>7828</b>	<b>(100.0)</b>

Table VI. Disposition Taken by Board at New Admission Hearing  
July 1, 1979, to June 30, 1980

Disposition	
Grant Parole	5
Revoke Parole	1
Continue at Institution	907
Work Release to Pre-Release	2
No Action Taken	97
Discharge	2
Continue Final Disposition	115
<b>TOTAL</b>	<b>1129</b>

Table VII. Inmates Granted Parole during Fiscal Year 1979-80 by Sex, Age and Ethnic Group at time of Admission (N = 1111)

A. Females - Ethnic Group

Age Group	White	Black	Indian	Latin	Total
18 and under	-	-	-	-	-
19 to 21	11	-	-	-	11
22 to 25	16	4	2	-	22
26 to 30	5	5	1	1	12
31 to 40	4	4	1	-	9
41 to 50	3	-	-	-	3
51 to 60	3	-	-	-	3
61 and over	-	-	-	-	-
<b>TOTAL</b>	<b>42</b>	<b>13</b>	<b>4</b>	<b>1</b>	<b>60</b>

B. Males - Ethnic Group

Age Group	White	Black	Indian	Latin	Unknown & Other	Total
18 and under	60	8	9	-	-	77
19 to 21	248	24	26	1	1	300
22 to 25	226	32	21	5	6	290
26 to 30	135	31	6	6	2	180
31 to 40	96	26	15	2	3	142
41 to 50	45	7	2	1	3	58
51 to 60	2	-	-	-	-	2
61 and over	-	1	1	-	-	2
<b>TOTAL</b>	<b>812</b>	<b>129</b>	<b>80</b>	<b>15</b>	<b>15</b>	<b>1051</b>

Table VIII. Inmates Granted Parole During Fiscal Year 1979-80  
by Sex and Ethnic Group

Sex	<u>Ethnic Group</u>					Total
	White	Black	Indian	Latin	Unknown & Other	
Male	812	129	80	15	15	1051
Female	42	13	4	1	0	60
TOTAL	854	142	84	16	15	1111

Table IX. Average Time Served for all Inmates Released on Parole,  
During Calendar Year 1979, by Offense

Offense	Number Released	(%)	Average Months Incarcerated
Homicide <sup>1</sup>	53	(5.3)	76
Kidnapping	11	(1.1)	62
Sex Offenses	70	(6.9)	33
Robbery	176	(17.5)	42
Assault	46	(4.9)	29
Arson	10	(1.0)	19
Burglary	197	(19.6)	21
Larceny	133	(13.2)	15
Motor Vehicle Theft	54	(5.4)	14
Forgery/Counterfeiting	102	(10.1)	20
Fraud	16	(1.6)	15
Stolen Property	31	(3.0)	16
Damage to Property	18	(1.8)	21
Narcotics	56	(5.5)	18
Offenses Against Family	0		-
Prostitution/Vice	4	(0.4)	20
Flight/Escape	14	(1.4)	18
Weapon Offenses	3	(0.3)	20
Other	10	(1.0)	18
<b>TOTAL</b>	<b>1004</b>	<b>(100.0)</b>	<b>28</b>

<sup>1</sup> Includes Manslaughter and Murder in the 2nd or 3rd Degree

#### V. Mutual Agreement Program (MAP) and Restitution

The Mutual Agreement Program (MAP) is a programming technique designed to increase the efficacy of rehabilitative programs and the parole review process. The purpose of the MAP Program is to attempt to deal with the inmate's problems which led to his/her incarceration; to constructively occupy the inmate during their entire period of incarceration, and as a result of the above, to reward those inmates who have been willing to constructively occupy themselves with appropriate time off from their assigned target release date.

In June of 1979, the Board assumed the supervision of the Restitution Program for the Department of Corrections and merged the functions and staff of the Restitution Unit with that of the Mutual Agreement Program.

During Fiscal Year 1979-80, a total of 711 MAP Contracts were ratified or an average of 59 per month.

Table X. Restitution Contracts by Institution and Dollar Amount  
July 1, 1979, to June 30, 1980

Institution	Number of Contracts	Dollar Amount
MCF-STW	40	\$ 39,929.59
MCF-SCL	38	15,017.87
MCF-SHK	6	3,808.25
WRC	4	1,553.98
MCF-LL	-	-
MCF-RW	4	4,287.35
<b>TOTAL</b>	<b>92<sup>1</sup></b>	<b>\$ 64,597.64</b>

1 Of the 92 Restitution Contracts written, 12 do not have a total dollar amount assigned. The amount will be determined at time of release by the supervising agent, caseworker, and the inmate.

VI. Objectives - 1980-1981

The Board has set the following objectives for Fiscal Year 1980-81.

1. To implement the inmate equity review process plan for all inmates committed to the Commissioner of Corrections whose offenses were committed prior to May 1, 1980, by August 1, 1980.
2. To finalize the Minnesota Corrections Board's Policies and Procedures relative to the Minnesota Sentencing Guidelines Legislation by September 1, 1980.
  - a. Develop scheduling and Format process for hearings
  - b. Establish procedures for granting supervised release
  - c. Establish procedures for the revocation of supervised release
  - d. Establish procedures for granting Work Release
  - e. Establish Policy and Procedures for granting Extra-Ordinary Discharges
3. To review and revise where appropriate the Board's Parole Release Date Matrix taking into consideration Sentencing Guidelines Legislation by December 1, 1980.
4. To monitor and review the implementation of the Board's Policies and Procedures at the Quarterly Board Staff meetings, relative to their implementation and established timelines on a quarterly basis commencing on October 15, 1980.

## VII. Conclusions

Fiscal Year 1979-80 was an extremely active year for the Minnesota Corrections Board. The Board Chairman was appointed shortly before the beginning of the fiscal year, and two new Board members were appointed early in the fiscal year. The number of hearings during the year was up substantially from previous years. The utilization of the Board's Decision-Making Guidelines and Matrix allowed for consistent and fair hearings during this year of transition and increased activity.

During 1980-1981 fiscal year the Board continued to examine areas related to its purpose and function. Foremost among the concerns of the Board as it examined these issues were the protection of the public; the reduction of the number of offenders who return to lives of crime, and the continued improvement of a fair and just parole system.

Fiscal Year 1980-81 promises to be another year of dramatic change. The Board will continue its analysis of the issues relating to its function and purpose. Implementation of the Sentencing Guidelines which became effective May 1, 1980, requires that the Board develop many new policies and procedures. In the development of these policies and procedures, the Board intends to keep the protection of the public and fairness in the parole system as its primary goal.

## Appendix A

### Definition of Hearings

#### New Admission Hearing:

Each inmate appears before the Board within the first 90 days of their incarceration.

At this hearing the Board reviews information regarding the offenders background and the committing offense, and then utilizing its matrix, it assigns a Target Release Date. The Board may also grant parole at this time if it appears appropriate.

#### Annual or Parole Progress Hearing:

The Board reviews the progress and adjustment of all inmates and parolees annually.

At this hearing the Board may either continue the inmate at the institution or continue him/her on parole.

#### Administrative Reviews:

At these review hearings the Board reviews MAP Certifications or completions; requests for Parole revocation; for medical or temporary paroles, all other reviews such as 30 or 60 day continuances, and hearings not scheduled for annual reviews.

#### Revocation Hearings:

A hearing which occurs whenever the supervising parole agent and his supervisor feel that a violation of parole has occurred. The Board reviews the reports, the parole agreement and the Parole Agents recommendation, and makes a disposition appropriate to the violation and the offender.

#### Re-Entry Hearings:

The purpose of this type of hearing is to review the proposed re-entry plan and to determine whether it is adequate to meet the needs of the inmate and the protection of society.

#### MAP Ratification Hearings:

These are held in the office of the Board and are to determine whether the content of the Mutual Agreement Program (MAP) Proposal meet the needs of the inmate and are adequate for the future protection of society.

#### Full Board Hearings:

These are hearings which require by law that all five members review the cases and unanimously agree on a disposition of a specific case for full five member Board review.

MAP Recision:

Whenever the inmate violates the conditions of the Mutual Agreement Program (MAP) the Board reviews the violation and the circumstances surrounding it and makes a determination to either rescind or cancel the agreement or to renegotiate it.

Continuance Review:

These are reviews which are held during the period of an inmate's continuance and are held on an annual basis as required by law.

At these hearings the Board reviews the overall progress and behavior of the inmate.

25th Birthday Reviews:

For all those committed from the courts under the Youthful Offender Act, the Board must hold a hearing on the 25th Birthday in order to determine whether the protection of society and the needs of the inmate require the transfer of the inmate to Adult status.

MAP Renegotiate:

Any inmate may petition the Board once for a renegotiation of the components of their Mutual Agreement Program (MAP) Contract. The Board will review and either accept or reject the petition. Renegotiations also occur as a result of a violation of the terms of the agreement.

## Appendix B

MCF-STW - The Minnesota Correctional Facility - Stillwater is located at Bayport, MN, and is the State's largest penal institution for convicted male felons.

MCF-SCL - The Minnesota Correctional Facility - St. Cloud is located in St. Cloud, MN, and is the State's second largest penal institution for convicted male felons.

MCF-SHK - The Minnesota Correctional Facility - Shakopee is located at Shakopee, MN, and is the State's only correctional facility for convicted female felons.

MCF-LL - The Minnesota Correctional Facility - Lino Lakes is located in Lino Lakes, MN, and is a Medium-Minimum Security facility for convicted male felons.

MCF-SCW - The Minnesota Correctional Facility - Sauk Centre is located at Sauk Centre, MN, and was used as a temporary minimum security facility for convicted female felons.

MCF-RW - The Minnesota Correctional Facility - Red Wing located at Red Wing, MN, was used as a temporary minimum security facility for convicted male felons.

Unscheduled Hearings - These hearings were in addition to the regularly scheduled hearings at the various locations.