

The meeting was called to order at 8:10 a.m. Senator Close was in the Chair.

PRESENT: Senator Close
Senator Don Ashworth
Senator Dodge
Senator Ford
Senator Raggio
Senator Sloan

ABSENT: Senator Hernstadt

AB 187 Provides penalty for solicitation of felony if no criminal act is committed.

Larry Ketzenberger, Metropolitan Police Department, Las Vegas, stated that this concept was supported by law enforcement in it's November meeting with the Attorney General's Office. They are in full support of this bill. (see Attachment A for testimony.)

Senator Sloan moved that AB 187 be passed out of Committee with a "do pass" recommendation.

Seconded by Senator Dodge.

Motion carried unanimously.

AB 346 Requires establishment of program for training and employment of most offenders in state prison.

Mike Medema, Department of Prisons, stated that this is a prison industry bill which is similar in context to what Senator Hernstadt introduced in this committee. This bill creates a fund and provides some clarification as to what types of programs we can establish. The fiscal note has been withdrawn from this as the testimony in Assembly Judiciary indicated that we could use revenues generated to build the prison industry fund. Right now we have an auto repair shop which is operating as vocational training. We could put an emphasis on production and start charging the state agencies not only for the cost of materials, but some of the prison labor involved and overhead. There is also a mattress factory which we could turn into a production of mattresses for the city jails and hospitals. We feel that over the years we can significantly build this up and reduce the sitting around of the inmates in the prison system. He stated that they also have a crew at Mechano-Electro here in Carson, which is a pilot program. We take 20 inmates down there under direct supervision of one of our guards and they work on a light assembly process. We also have an assembly line at maximum where the inmates put valves together for Richdale Manufacturing. 25% of the gross wages are charged back to the prison to defer the cost of incarceration. Approximately 50% is put into a

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savings account so that they will have a nest egg on release. In both instances they receive the same pay as a regular worker doing the same job receives.

Don Rhodes, Legislative Counsel Bureau, stated that this was a bill that came out of the sub-committee on prisons. He passed out some material from the Minnesota Department of Corrections (see Attachments B & C). He felt that this was one of the most important bills to come out of the sub-committee, as idleness is one of the major problems at the prison. He pointed out that the language of 40 hours in the bill should be modified. It is not really practical for that language to be in there as some of the inmates are hard cases and just stay locked up.

Senator Ford moved that AB 346 be passed out of Committee with an "amend and do pass", modifying Page 3, Subsection B, dealing with the 40 hour provision.

Seconded by Senator Sloan.

Motion carried unanimously.

AB 436 Provides for review and reporting of results of programs for rehabilitation of offenders.

Mike Medema, Department of Prisons, stated that this bill was also a result of the sub-committee study. They felt that the prison should establish a review program to determine what effect the new programs they are implementing have. In order to have an effective program a fiscal note has been attached to the bill. We are asking for \$34,053 the first year and \$31,898 the second year. It would provide for a program reviewer, clerical support and some office space. The intent of this bill is to go beyond the review that we do today.

Don Rhodes, Legislative Counsel Bureau, stated that there are some suggested amendments to the bill. (see Attachment D). Also, left with the Committee, was a study on the Condition of the State Prison. That indicates the analysis and follow-up that should be made on the programs at the prison. (see Attachment E.) The thrust of this bill came out of a sub-committee. They felt that rather than spend more money on prisons, an equal amount should be spent on programming type decisions. They felt that perhaps with some modification it would cut down on the recidivism.

Senator Ford moved that AB 436 be passed out of Committee with a "do pass" recommendation.

Seconded by Senator Sloan.

Motion carried unanimously.

SB 575 Provides for commitment of convicted felons to department of prisons for evaluation before sentencing.

Charles Wolff, Director, Department of Prisons stated that there are two bills dealing with this. The one before the Committee is the 120 day program. There is a companion bill that is still in BDR form, BDR 14-314, which is the 90 day program. This program would provide the courts with an alternative. Originally this bill had a fiscal note which has since been withdrawn. We thought we could work with the judge to see if it is a viable program and that they would be interested in it. This would cover situations where the judge may feel that the person convicted of a felony should not be on probation but at the same time doesn't feel that he should be locked up. The judge could send him to prison for 120 days, where he would be supervised, a profile developed, and hopefully get him ready to go back into the community and be self-supporting. There are other states, Idaho in particular, that have similar programs and have obtained good results. The 90 day program would differ in that he would stay in the diagnostic center where he would be evaluated, tested and a profile developed. In both programs the individual comes to us and then goes back to the court, so the court is basically in charge of jurisdiction during these periods. So the 90 day program would be an evaluation, whereas the 120 program would be a work program. Both of these bills are designed for one thing, and that is to get the offenders attention.

Senator Raggio stated that he endorses both of these bills. He went to Idaho when he was a District Attorney, when they first started this program and they had great results. The prisoners were kept in the diagnostic unit, but they saw enough of prison life that when they went back to court they really knew what probation meant.

Senator Ashworth asked how much of a fiscal impact there would be.

Mr. Wolff stated that they would like to try this for two years and see how it works, and then come back next session to ask for funding.

Senator Raggio asked where they would be housed.

Mr. Wolff stated that on the 90 day program they would be adjacent to the honor camp at Stewart. In the 120 day program they would be housed at medium so they would have access to the vocational training shops. In the south we can segregate down to 12 people, in other words use half of one housing unit. However, at this time we do not contemplate using Jean until we see how the program works.

Senator Close asked if they wouldn't be duplicating, on their evaluations, what Parole and Probation is already doing.

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Mr. Wolff stated that this would go beyond what Parole and Probation has already done. We don't have time to go back and duplicate the testing they have done.

Senator Ford moved that SB 575 be passed out of Committee with a "do pass" recommendation.

Seconded by Senator Hernstadt.

Motion carried unanimously.

SB 571 Provides penalty for owner of dog which runs at large and provides for liability of owner of animal which causes injury to or death of livestock or poultry.

Senator Floyd Lamb stated that this bill is a copy of the Idaho act relating to this problem. This was prompted by an incident that happened in Senator Blakemore's county. He stated he had witnessed the incident which involved a pasture full of dead sheep that had been killed by a pack of loose dogs. The owner of the sheep had shot the dogs and he was about to be put in jail. The law enforcement people asked him if he couldn't do something, and in checking into it that is when he came up with the Idaho act. The law does need some clarification as to the responsibilities of these people that own the dogs. He stated he had seen a pack of dogs run a herd of horses into a barbed wire fence. Once the dogs start killing animals they just seem to go wild. "For you people that are not familiar with this problem, they really become a nuisance. There is nothing worse than a bunch of dogs chasing livestock. This is play for them and they like to do it, especially among sheep and calfs."

No action was taken on this bill at this time.

SB 262 Specifies certain rights and liabilities of lessor and lessee upon termination or expiration of lease of motor vehilce. (See minutes of March 9, 27, 29, April 19, 23, 25, 26, and May 1 for testimony, discussion and action.)

Senator Close stated that he had the amendments retyped exactly as what the Committee had decided upon. However, Senator Ashworth has read them over and he says it still does not make sense. So we will go through the amendments and go back over the notes that we have previously made.

Senator Ashworth stated that the biggest problem is with the terms residual value and the capital cost amortization as they seem to use them interchangeably.

After a short discussion on what "nominal payment" really meant the Committee decided to leave that in.

Senator Sloan stated that "vehicle lease" had been left in the bill because in can include a commercial lease which can be either an open-end or closed-end lease.

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Senator Raggio stated that in Section 10 though, they talk about both a commercial and vehicle lease.

After a short discussion the Committee decided to leave both terms in the bill as long as it was clear what they meant.

As they had to go into session, the Committee agreed to continue on this bill on Monday.

Committee adjourned at 10:57 a.m.

Respectfully submitted,

Virginia C. Letts
Virginia C. Letts, Secretary

APPROVED:

Senator Melvin D. Close, Jr., Chairman

Normally, it is extremely difficult to learn of the existence of a solicitation of a crime. The person so solicited either refuses or accepts the offer. If he refuses, he generally says nothing to a law enforcement agency which would bring the solicitation to light; although it is not unheard of. If he accepts and makes any plans to carry out the solicitation, it may fall into the category of a conspiracy. In several instances over the past 5 years, and with increasing frequency, it seems that undercover Police Officers have been approached for the purpose of committing homicide. Officers assigned to undercover in organized crime and/or vice operations, acting under the facade of a "heavy," willing to do anything for money or knowing someone who will if they can't, have been approached as follows:

Approximately 4 years ago - Approached to kill Sheriff Lamb. No conspiracy and thus no case.

Approximately 7 months ago - Wife wanted ex-husband killed. It was pulled out of Nevada into Utah. An employee of one of the resort hotels was approached and asked if he knew anyone who would do the job. He notified police. She later paid transportation to Utah for undercover operative.

Last year - A woman approached undercover Officers working a storefront operation acting as an intermediary for another party. He wanted his ex-wife killed for the alimony he was paying and an insurance policy. Action was taken immediately which caused us to close the storefront operation since our cover was blown. The Officers were faced with a dilemma. If they ignored the offer or turned it down, someone who would do the job might be found and the job carried out with the police aware of the probability. (DR #78-52545)

1977 - A man wanted his stepfather killed for the inheritance. He delivered the stepfather to undercover Officers at a local vacant lot in downtown Las Vegas. In prison now for an attempt 420. Officers were successful in obtaining cooperation of the victim-to-be and maneuvering the suspect to deliver the victim to the location where the crime was to be completed. (DR #77-12445)

The Officer cannot be involved in a conspiracy, consequently there is often no crime even though they believe the suspect to be serious and he has the money in hand. If the Officer turns it down, the suspect will probably seek out someone else.

Las Vegas last year had 25% of the homicides committed unsolved -- who dunnit types. This year so far of five homicides, four are of this type. We are getting away more from domestic homicides and while we do not suggest that these have been homicides for hire, it is a possibility.

Where solicitation takes place to someone other than a Police Officer, we may not be aware of it; but if we are, and the case has gone no further, we believe we need a solicitation law to cover it.

Great Plains area. The facility will be known as the Cheyenne River Swift Bird Project and will be governed by a five-member board of directors appointed by the Tribal Council. The Tribe has been working with the Native American Rights Fund for over three years in development of this project. The idea for the alternative method of incarceration grew out of NARF's litigation work in Indian corrections, and has been endorsed by the federal Law Enforcement Assistance Administration, the Bureau of Indian Affairs and other officials in the corrections field. According to staff attorney Walter Echo-Hawk, who has spent most of his five years at NARF in corrections work, the concept for developing an alternative corrections facility grew out of NARF's work on behalf of Indian inmates in state and federal penal institutions around the country. The Swift Bird Project will obtain its residents through a contracting procedure and will develop transfer arrangements through six corrections agencies. Those agencies shall include the Federal Bureau of Prisons and the States of Nebraska, Montana, Minnesota, North Dakota, and South Dakota. As part of Swift Bird's general contracting procedures, all residents at the Project will be state or federal inmates who *voluntarily* transfer from various state or federal institutions. All of the Swift Bird residents will be legally in the custody of the sending institutions and must be treated for all intents and purposes as residents of their respective sending institutions regarding release, parole and other matters. It is anticipated that there will be approximately 70 residents during peak operation, with approximately 30 to come from BOP; no more than 2 from North Dakota; 5 each from Nebraska and Minnesota; 10 from Montana; and 20 from South Dakota. Richard B. Williams, an Oglala Sioux, has assumed the position of Director of the Swift Bird Project, and its Deputy Director of Administration is Ms. Susan Barnes, a Seneca Indian from New York. Additionally, the Project has a National Advisory Board made up of corrections officials and Indian people from throughout the United States, and numerous consultants on retainer.



2. Due to the passage of AB 219, Wisconsin's sweeping Ex-Offender Employment Legislation (see, December, *Corrections Compendium*), the Center for Public Representation's Reintegration Project will begin monitoring the implementation of the law. Particular emphasis will be placed on the following issues: informing employers, government agencies, persons with criminal histories and the persons working with them, and the public at large about their rights and responsibilities under the new laws; seeking compliance with the laws from state and local licensing agencies whose licensing determinations the new provisions cover; helping persons seeking to exercise their rights under the new laws to file complaints and representing those persons with difficult or unclear cases; educating and organizing the bar to provide effective representation for persons with criminal histories; and clarifying the impact of the new measure in areas it does not directly address. Further specific information may be obtained by writing to the Center at 520 University Avenue, Madison, Wisconsin 53703, or calling 608/251-4008.
3. Minnesota's prisons industries program is fast becoming the nation's most innovative prison work program, and its success is due in large measure to the willingness of private industry to accept a major new role in the rehabilitation field. Under the program, private industry is leasing space from Minnesota prisons and employing inmates to work alongside "civilian" employees. The program is made possible by a 1974 Minnesota state law and funding through LEAA. Some \$2 million in LEAA funds is being shared by Minnesota, Connecticut and Illinois, and LEAA is hoping these states can create models for other prison systems. Other states have reportedly expressed interest in the idea. As of August, 1977 over 114 inmates were employed in more than 15 industry programs, both private and state operations. Salaries ranged from a low of \$1 per day (factory type labor, piece work) to \$4.62 per hour.
4. Ralph Nader's office has announced the availability of two interesting toll-free hotlines: Educational Grants Hotline (operated by HEW's Office of Education), which provides general information about the Basic Education Grants program. Continental U.S., call, 112-800/638-6700. For application processing, call, 112-800/553-6350. Also, the Federal Community Education Clearinghouse, established and funded by HEW's Office of Education, sponsors a hotline to gather, analyze and disseminate information on a broad range of topics related to community education. Continental US, except Maryland and Washington, D.C., call 112-800/638-6698. Washington, D.C., call 770-3000.
5. LEAA has proposed a change favorable to cities in its state planning agency grant guidelines for mini-block grants, "...procedures must be set forth for receipt and review of applications by units of local government or combinations of such units which submit annual or multi-year plans containing proposed expenditures of sub-grant funds. Such procedures should allow for the provision of preliminary target funding levels (or preliminary ranges of funding with minimum and maximum levels specified by the State Planning Agency to each unit of local government or combination of such units with a population over 250,000 to enable such units to develop effectively local comprehensive plans. It is assumed that these preliminary target funding levels will be developed by the State Planning Agency in consultation with the eligible units of local government or combinations of such units. In addition, these procedures must be specifically designed to enable units of local government or combinations of such units with a population over 250,000 to develop and submit comprehensive plans for approval and funding by the State Planning Agency without the necessity for the submission of detailed individual project applications for further programmatic review. The primary criterion to be used by the State Planning Agency in review of and decision about such plans is the compatibility of these plans with the State comprehensive plan, or a revision thereof. Based on this criterion such plans may be approved in whole or in part."

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corrections

PERSPECTIVE

published by the Minnesota Department of Corrections

EDITOR'S NOTE: This issue of *PERSPECTIVE* concentrates on Minnesota's correctional industries. The entire spectrum of industries available to inmates throughout the Department of Corrections facilities is examined.

The views presented are those of the per-

sons interviewed and do not necessarily represent the views of the Department of Corrections. Comments on the articles in this issue or about the publication in general are encouraged. Contact the editor at: *PERSPECTIVE*, 430 Metro Square Building, 7th and Robert Streets, St. Paul, Minnesota 55101.

Variety of Correctional Industries Available

by Lynn Nelson, Dept. of Corrections
Public Information Staff Writer

The Minnesota Department of Corrections is changing the traditional purpose and structure of industrial opportunities available to inmates in the state's correctional institutions.

"Make work" jobs have been replaced with jobs that provide realistic training and work experience. Low wages have been replaced with pay scales designed to provide the offender with adequate savings to start a new life upon release. Industries have been revamped to incorporate sound business practices, and businesslike personnel policies.

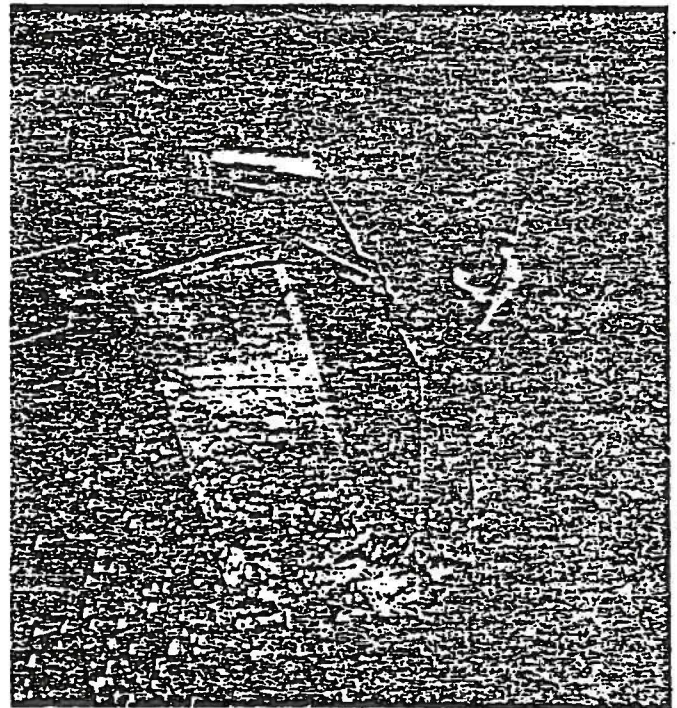
At present, correctional industries within Minnesota's institutions include both free enterprise operations and state operated businesses. Currently, 568 inmates are employed in the state's corrections industries. Many of Minnesota's correctional industries are operated under a free venture model, in which inmates work seven to eight-hour days and are subject to hiring policies that closely parallel private industry.

Industries that are operating under the free venture model fall into two categories; those wholly owned and operated by private firms, and those managed by the state but doing business for private firms and the state.

The types of correctional industries available in Minnesota include the following:

Industries Available
INDUSTRIES OWNED AND OPERATED BY
PRIVATE FIRMS

The two industries in this category, Stillwater Data Processing Systems, Inc., and Best Foods,



One of the 245 inmates employed at the Minnesota State Prison's farm machinery manufacturing plant.

employ 10 and 24 inmates respectively. They are both located at the Minnesota State Prison (MSP) in Stillwater.

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The data processing operation is one of the country's most innovative correctional industries. In this company, inmates make decisions affecting the direction and operation of the business with the advice of an advisory board. Best Foods, a private food preparation company, provides the food service for MSP.

Inmates employed by these companies are paid from \$1.00 an hour to \$5.54 an hour. They pay taxes, room and board, and, in some cases, voluntary family support.

INDUSTRIES MANAGED BY THE STATE DOING WORK FOR BOTH THE STATE AND PRIVATE INDUSTRY

The bulk of the industries in this category operate at the Minnesota Metropolitan Training Center (MMTC) at Lino Lakes. The MMTC industry program began early in 1977 when the facility was converted from a juvenile treatment institution to a minimum security adult facility.

Currently, 65 inmates are employed at MMTC, and projections show that MMTC industries will employ 100 inmates by August, 1978. MMTC will be converted to a medium security facility by April 15. (With the Governor's expected signature on recently approved legislation, MMTC's name will be changed to the Minnesota Correctional Facility - Lino Lakes.)

There are four main shops at MMTC including printing, wood fabrication, metal deburring and assembly.

The print shop, which employs 16, provides overload printing service for the state printer and is in the process of developing work contracts with local printers.

The wood shop employs 12 to 15 workers who produce wardrobe units for the state hospitals and wood routed signs for the Department of Natural Resources. This shop is currently developing sub-contracts with private industries.

The largest shop at MMTC is the metal and general assembly shop which employs 35 inmates and two general foremen. Most of the work in this shop has been sub-contracted from local businesses, including the Toro Company and a telephone recycling project for Western Electric.

A new industrial shop has been completed at MMTC to provide more jobs when the institution becomes a medium security facility. Twelve inmates will operate punch presses, milling machines and other equipment which will be leased to the industry by a local manufacturer.

An upholstery shop is currently undergoing modification and has resumed operation employing two inmates.

Inmates employed by these MMTC industries are paid a wage based on a 14 step wage plan from \$.75 an hour to \$3.10 an hour. They are required to pay taxes and room and board.

Two other industries managed by the state doing both state and private industry work are located at the Minnesota Correctional Institution for Women (MCIW) at Shakopee.

At MCIW, six women are employed via sub-contracts as keypunch operators for private industries and state agencies. An additional six to eight women are sub-contracted to work in the assembly and deburring operation. Women working in these industries at MCIW are responsible for paying for their own support according to their ability.

Expansion of industry and the hiring of a new industry supervisor at MCIW are in progress to enable the involvement of more workers, according to Ricky Littlefield, director of off-grounds training and industry programs at MCIW.

At the Minnesota State Prison in Stillwater private industry work is contracted to shops managed by the state. Approximately 15 inmates are employed on contracts with Shaper St. Croix, Strite-Anderson and North American Engineering.

A school bus reconditioning plant is slated to begin operation at MSP in April, 1978. A legislative appropriation for the next biennium has ensured 200 buses for the project.

INDUSTRIES MANAGED BY THE STATE WHICH MANUFACTURE PRODUCTS SOLD WITHIN THE STATE

A farm machinery manufacturing operation and a cordage plant, both at MSP, fall into this category.

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Commissioner's Column

by Kenneth F. Schoen

With the assistance of Minnesota's business community, and in particular our Industry Advisory Board, we are making tremendous improvements in our correctional industries.

We are turning correctional industries around to provide realistic work experiences which the inmate can use to successfully return to the community.

Industrial opportunities have become more meaningful for inmates and at the same time have become more economically viable.

Industries at the Department's correctional facilities are creating a "real world" atmosphere of work through a variety of programs. Inmates experience responsibilities which parallel the responsibilities he or she will face upon release.

For example, work days have been increased from five and one-half hours to seven hours at the Minnesota State Prison (MSP) and to eight hours at the Minnesota Metropolitan Training Center (MMTC).

Work is no longer assigned. Inmates interview for jobs and can be fired if they don't do their work satisfactorily.

Our free venture correctional industries pay a more realistic wage and require the inmate to pay federal and state taxes. Inmates participating in these industries are also charged for a portion of their room and board.

Inmates are encouraged to send monetary support to their families and to accumulate savings.

The assistance and cooperation of private industry, labor and the legislature have allowed most of these positive steps to be taken in Minnesota.

For example, two private industries operate within MSP. A number of MSP inmates work for Best Foods, a food service company which provides inmates' meals. A private computer programming company is also in operation at MSP.

Contracts with private firms for work performed within the institutions have also allowed for the creation of better jobs.

Industries operating within our correctional facilities have shown encouraging changes. Manufacturing output has increased, product lines have been expanded and marketing techniques have improved.

Product lines at MSP, for example, have been expanded from strictly agricultural products to include more consumer-oriented items, such as lawn and snowmobile carts and trailers.

This issue of PERSPECTIVE covers in greater detail the variety of correctional industrial programs available. We have made numerous improvements and are continuing our efforts to provide useful industrial opportunities. □

Industries: A Report to the Legislature

by Jim McGregor, Dept. of Corrections
Public Information Staff Writer

A subcommittee of the Minnesota House of Representatives reviewed the condition of Minnesota's correctional industries this year

and the overall reaction of the committee members was favorable.

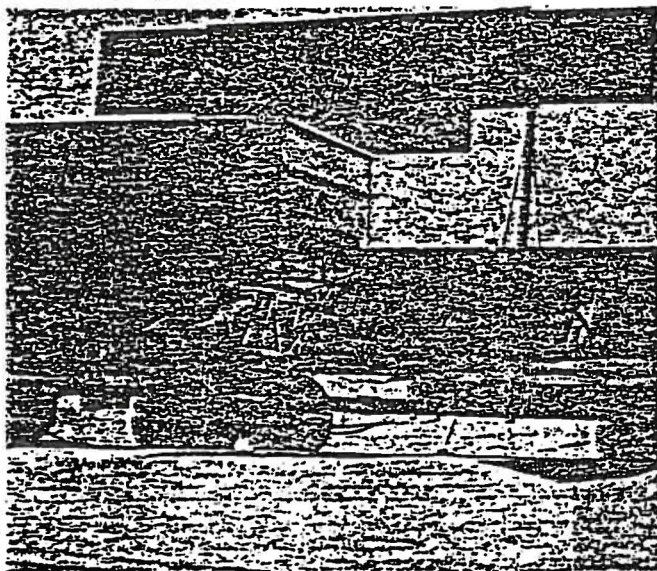
Last session, the correctional industries received \$885,000 from the legislature primarily to upgrade machinery. The subcommittee requested the department to report back this

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year on progress made in correctional industries.

The report indicated that:

- *cash collections for the farm machinery manufacturing operation (the largest industry) were \$300,000 above projections;
- *sales of goods produced at the Minnesota Metropolitan Training Center in Lino Lakes were up \$30,000 per month over last year;
- *the average wage for inmates employed in free venture industry was over \$2 per hour;
- *disciplinary reports for inmates employed in private industry were almost non-existent.



Samples of the "Minnesota Line" of farm machinery manufactured at the Minnesota State Prison.

The report also indicated some problems within correctional industries, such as the financial loss experienced by the prison's cordage operation.

The prison industry administrators admit that, although they have made progress, there are still problems to be addressed.

"Last year we needed \$600,000 just to pay our bills," said Stan Wood, director of private industry for the Department of Corrections. "But since last July, our sales, receipts, and production have all been going up."

Wood conceded, however, that the overall prison industry operations are still operating at a loss.

"Our main problem is the cordage operation," he said. "We are phasing it out and will

replace it with more profitable industries."

Conrad Solberg, director of correctional industries, said that sales of farm machinery need to be increased and downtime due to nonproductive hours has caused prison industries to incur monetary losses.

He pointed out the need to provide commissions for the salesmen who sell the farm machinery. (Legislation has been approved to provide these commissions.)

Solberg added that the department is currently exploring foreign markets for farm machinery through the Agency for International Development.

Comments from the legislators who reviewed the industries were generally favorable. Several legislators made some recommendations for changes.

Doug Carlson (IR-Sandstone), said he would like to see prison industries perform more of the work that state agencies now contract to private firms.

Carlson also spoke of the necessity for a tracking system for released inmates "to see if they are getting jobs." A stronger placement system to find them jobs is also necessary, he said. He was concerned that giving the inmates jobs while in prison may not be sufficient.

The improved business practices of the industries received favorable comment. John Corbid (DFL-Oklee), said it was "fantastic" that the industries have been made more businesslike.

"When I first saw the prison industries, I wasn't impressed at all," he said. "They were more like activities than businesses." The work habits necessary "to make it" in the outside world were not being taught by these activities, he said.

"The inmates need the responsibility of going to work and punching a clock," he said.

"It's important for the inmates to leave prison with a nest-egg," he said. "We must leave them as much money as we can, so they can see the fruits of their labors." □

Advisory Board Helps Improve Industries

by Lesa Alexander, Dept. of Corrections
Public Information Staff Writer

Every month a special group of managers from private industry visits Minnesota's correctional industries to make recommendations for improving the numerous industrial operations.



This inmate at MMTTC works on a regular eight-hour work shift as recommended by the Department's Industry Advisory Board.

The group, called the Industry Advisory Board, is composed of volunteers with experience in a variety of industrial management disciplines and Department of Corrections representatives.

The concept of an industrial advisory group was initiated three years ago when Commissioner of Corrections Kenneth F. Schoen formed a task force to evaluate correctional industry programs. In 1976, the board was formally established.

The board examines prison industries at the Minnesota State Prison (MSP), State Reformatory for Men (SRM), Minnesota Metropolitan Training Center (MMTC) and the Minnesota Correctional Institution for Women (MCIW).

The board gives industry an objective look. We take advantage of their expertise in a variety of areas including: marketing, finances, manufacturing, engineering, and labor, according to Larry Proesch, MSP industry head.

Initially, the board reviewed penal institutions in general in order to understand the obstacles confronting prison industry. There are problems with prison lock-ups, employee turnover rate, incentive programs and, as Proesch points out, "we have the laborers others have fired."

Elmer Kramer, Control Data vice-president and chairman of the advisory board, outlined the board's recommendations which ranged from managing industries to improved product lines.

"One of our main objectives was to make prison industries similar to the outside world with an eight-hour day," Kramer said. "Now the work shifts are between seven and eight hours and we've succeeded in weeding out the sleepers."

Another recommendation dealt with employee incentive. The board suggested a special cell block be established for inmates who work in industry and that education activities be scheduled after hours for them. These suggestions have been implemented at MSP.

Incentives in terms of wages have improved also. "Stillwater's Data Processing Center was first to hit minimum wage. It's well on its way in generating profit and paying substantial wages," Kramer said.

Other changes in prison industries have been in machinery and addition of products.

"They have come a long way in upgrading machinery and tools in the farm area," Kramer said. "They are comparable to the outside now."

The board offers engineering suggestions for product lines, such as designing skis for their

snowmobile trailer, and recommends markets for selling their goods.

The most evident improvement in prison industries suggested by the board is in business management. "We developed a better inventory control system and budgeting reporting," Kramer said.

Proesch agreed that the board helped MSP's accounting system improve. "What we did was reorganize so we could have current information. Originally, it was set up for auditing and our operating statements were a month late."

The board also reviews the operations results from each of the correctional institution locations.

"MSP has heavily invested in machine tools and should stay in recreational type trailers and farm machinery," Kramer said. But the cordage area is obsolete and is in the process of phasing down, he said.

MMTC is strong in the printing area and has a future in mechanical work, the board concluded.

Regarding SRM, Kramer said the board recognizes

difficulties in combining vocational education with industry. The board has recommended further definition between vocational training and industry at SRM.

The biggest weakness of prison industries according to the board is marketing to the general public. Products are not given sufficient exposure.

"Control Data is looking into the possibility of using some of our contacts with underdeveloped countries as outlets for the prison farm products. (Control Data has satellite plants in Romania and Iran). We could offer both counseling and markets," Kramer said.

Many changes have occurred in our correctional industries and the board agrees that "you can attribute these improvements in prison industries to the Commissioner's interest in developing a realistic work ethic and his support of the advisory board's recommendations," Kramer said.

Both prison industries and the advisory board have benefited from each other in advancement of industrial technology and organization. □

Council Matches Correctional Industries With "Real World"

by Jim McGregor, Dept. of Corrections
Public Information Staff Writer

Inmates working in the prison industries program at the Minnesota Metropolitan Training Center (MMTC) may have improved chances of finding jobs upon release due to the efforts of the Minnesota Council on Ex-offender Employment and Honeywell, Inc.

The council's goal is coordinating MMTC prison industries with similar private industries in Minnesota. Essentially this coordination is aimed at development of a system which enables released inmates to obtain jobs in private industries. Making private firms aware of the contract work MMTC inmates might provide is another major effort of the council.

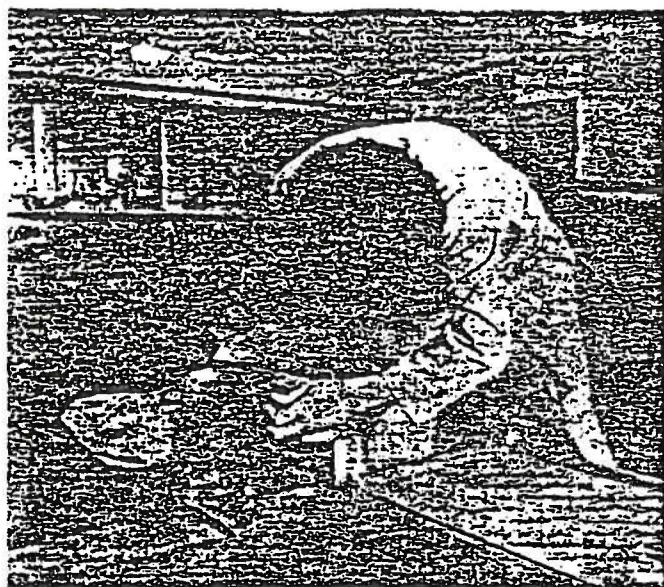
The council matches skills developed in the MMTC work programs with appropriate work

needs in private industry. They also involve private industries with the MMTC work programs and develop personal advocacy for offenders when they are released.

Recidivism is one of the primary concerns of the council's project. In this year's report to the legislature, the correctional industry administrators reported that inmates released from the industry program at MMTC are returning to the institution at the same rate as the general prison population. By making jobs available the council hopes to combat this problem.

"We need some type of intervention. This will be a way of helping inmates get jobs that have some meaning and future," Jim Williams, council member and retired Xerox executive, said at a recent council meeting.

Currently, the four shops at MMTC—printing, upholstery, wood fabrication, and metal deburring and assembly—operate under the free



An inmate at MMTC working in the institution's upholstery shop.

venture model. Under this system, inmates work eight-hour days and are paid between \$.75 an hour and \$3.10 an hour. In addition, the inmates pay room and board, state and federal taxes, and, in some cases, voluntary family support.

The rationale behind the free venture model is that by approximating the working conditions of private industry, the inmates will become accustomed to holding a "real" job, and thereby become instilled with good work habits and a solid work ethic.

The Council on Ex-offender Employment has been working for the last seven years to assist the ex-offender in seeking gainful employment. The council is comprised of representatives from the business community, social service agencies, half-way houses, and employment services. The council's function is to coordinate the training, education, and employment of the ex-offender.

Each year the council adopts one major project. Last year the council coordinated the Governor's Conference on Ex-offender Employment, and this year they are undertaking the MMTC industries project.

Funding for the project, provided by Honeywell, Inc., consists of a three-year grant:

\$7,000 for 1978, \$4,000 for 1979, and \$4,000 for 1980.

The council's project has been broken down into two major areas: research and public information.

The initial phase of the research will consist of studying the MMTC industries and their capabilities. Areas such as equipment availability and capability, level of work skills required, and work potential from metro area industries will be explored.

The next phase will consist of studying companies in the metro area from which contracts for work and jobs for releasees might be obtained. In addition, unions involved in these industries will be contacted for their support, such as apprenticeship programs or assistance in job placement.

Another research area will be aimed at studying the releasees themselves. It will include former inmates' comments on the type and quality of training they received at MMTC; and follow-up studies on job tenure and recidivism.

An evaluation will also include comments from employers on the quality and completeness of the training received by the inmates. Employers will also be asked to evaluate the MMTC program from the standpoint of how effective the training is in fulfilling their needs.

Evaluation of the quality and timeliness of contract work performed at MMTC will also be studied.

The public information portion of the project will be aimed at establishing communication between the MMTC industries and private industries. At this point, the information gathered by the research committees will be utilized in formulating programs for releasee jobs and for providing contract work. The public information committee will also publicize this project through the local media and civic organizations.

The project will coordinate its efforts with existing community organizations such as Amicus, HIREd, and other agencies.

The council hopes the program resulting from this project will become a model which may be used at other correctional institutions. □

Inmates Comment on Industrial Opportunities

by Lynn Nelson, Dept. of Corrections
Public Information Staff Writer

EDITOR'S NOTE: To examine correctional industry at the Minnesota State Prison (MSP) from the prisoner's standpoint, two inmates were interviewed.

Norm Blasus has been employed as an electrical wiring technician by MSP for most of the twenty years he has been serving his sentence. Currently, he is the head of wiring for the cordage renovation project at MSP.

Blasus and a crew of three are responsible for the wiring of the three story building. When he met the men who work for him they had no knowledge of electrical wiring.

Training for Blasus' inexperienced crew of three was short and simple. "I gave them each a code book and showed them what to do. By a process of continuous training they have learned the trade," said Blasus. After learning this trade they are able to earn \$4.20 per day.

Blasus says that they are doing a "wonderful job."

"I just treat them the same way as I'd treat them on the street," he said. "If they do a good job I tell them about it; if they don't, I tell them about it."

If an inmate doesn't work up to Blasus' standards, they probably won't work on his crew for very long. According to him, the only way that the prisoners can benefit by the industry positions or any other type of program aimed at rehabilitation, is if they make up their minds to work.

"If you force someone to work, you won't get any work out of them," said Blasus. "I've had experience with men who don't want to work, but the majority of men here want to."

Overall, Blasus regards the prison industries programs as a good way to learn a trade, but he said he feels that the programs could be better. He suggested instituting a plan to pay by the piece or so much per hour instead of the current prison wage rate.

"Right now they base payment on a flat topped wage scale. When they (the prisoners) get to

the top of that scale they lose incentive to work," said Blasus.

Jim Willman, an inmate at MSP, is operations manager of the Stillwater Data Processing Systems, Inc., (SDPSI), a private industry operated within the institution.

Willman explained some of the differences between being employed directly by MSP as Blasus is and being employed by SDPSI. Wages at SDPSI are more flexible, varying from \$2.65 to \$5.54 an hour, for example.

SDPSI receives orders for work from such private industries as Pillsbury, Honeywell, General Mills. Willman and the 11 other inmates who work for SDPSI write computer programs and systems for both the public and private sectors.

Because SDPSI has a good working record, the list of companies which use it continues to increase, Willman said. An increase in work leads to an increase in employees. In February, three additional inmates were hired by SDPSI.

Willman stressed that SDPSI responds to the economy and is run much like a private industry. The inmates work an eight hour day and emphasis is placed on creating a normal working environment, he said.

"The increased income earned through SDPSI gives the ability to purchase housing, transportation and a wardrobe so that inmates won't have to take any job that comes along when they get out," Willman said. "Thus, they can better afford transition into their community. The inmate can feel good about himself because he has this earning power. It gives him a sense of accomplishment."

Willman said he feels that the concept of private industry should be expanded into broader areas so that more prisoners could benefit from it.

"They have a commitment to the corporation (SDPSI), to see that it succeeds," said Willman. "Private industry is one of the most viable ways of maintaining an ongoing type of employment for prisoners since there is an ongoing need for persons interested in computer technology."

An additional benefit of working for SDPSI is the fact that the corporation takes responsibility for human resource services, said Willman. He also stated that one of the com-

pany's main objectives is to get its former employees back into the community and to arrange interviews for them when they get out. □

Elm Trees to Provide Heat, Jobs for Inmates

by Jim McGregor, Dept. of Corrections
Public Information Staff Writer

That diseased elm tree recently removed from your front yard may soon be providing heat for the inmates at the Minnesota State Prison in Stillwater.

The Minnesota Department of Corrections recently received a \$550,000 grant from the U.S. Forest Service to establish an elm chip pelletizing plant on the former site of the prison farm at Stillwater.

The department is currently negotiating with Guaranty Fuels of Independence, Kansas, which would own and operate the plant on the site leased from the state.

Under the terms of the grant, the department would award the \$550,000 to Guaranty Fuels for purchasing equipment to assist them in establishing a \$1.5 million to \$2 million fuel chip pelletizing plant. The company is required to repay the depreciated value of the grant-purchased equipment to the Forest Service within five years.

The plant would employ 9 to 15 inmates, paying them the minimum wage, according to Stan Wood, director of private industry for the corrections department.

The plant would use equipment similar to that used to pelletize animal feed, according to Duane Schaub, sales engineer for Guaranty Fuels. "The chips would be dried, ground and compressed into pellets," Schaub said, "which would then be burned in the prison's boilers."

Under the terms of the tentative contract, Guaranty Fuels must sell the prison sufficient amounts of pellets for its needs (estimated to be 15,000 tons annually), at a rate equal to or less than the prevailing cost of coal, Wood said. The prison currently burns 10,000 tons of coal per year at a cost in excess of \$400,000.

The plant would produce pellets in excess of the prison's needs, Schaub said. "We anticipate

producing nearly 80,000 tons of pellets per year, using double that amount of wood chips in the process. We foresee being able to use the diseased elm chips for at least seven years. After that we will switch over to pelletizing other forms of plant life and waste products."

At a recent test burn of wood pellets at the prison, the density of the smoke emitted was 10 on the Pollution Control Agency (PCA) scale, compared with 30 for the coal presently being burned, Wood said. Burning the wood pellets will bring the prison well within state air quality standards.

According to Schaub, Collins and Aikman Corporation of Abermarle, North Carolina, recently conducted a test burn of 500 tons of these same pellets in a heating system similar to the prison's. "In this test, the pellets emitted much less than the state maximum for particulate matter," Schaub said.

This would not be the first instance of using pellets for heating purposes. Western States Hospital in Tacoma, Washington, has been heated by pelletized bark for over a year.

Ken West, assistant power plant manager for the hospital, said they are very happy with the system. He said their emissions are well below the air quality standards, and their heating system has suffered no damage since converting to pellets. □

PERSPECTIVE is a bi-monthly publication of the Minnesota Department of Corrections, which focuses on current issues and programs of Minnesota's correctional system.

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Variety of Industries

continued from second page

Two hundred and forty-five inmates are employed by the farm machinery operation and 40 inmates are employed in the cordage plant.

The manufacturing of farm machinery is the largest correctional industry in Minnesota. The shop manufactures farm wagons, manure spreaders, gravity boxes, lawn carts, and trailers. This "Minnesota Line" of farm machinery is sold by 270 dealers located throughout the state. International marketing possibilities are currently being explored.

The cordage operation at MSP manufactures natural fiber rope. This operation is currently being phased down and will be replaced with new assembly and fabrication shops.

Inmates employed in the farm machinery and cordage industries do not pay room and board and taxes. However, these inmates are subject to the same hiring and firing policies followed by the free venture industries. The MSP inmates involved in the farm machinery and cordage operations are paid up to \$4.20 for a seven hour day.

TRADITIONAL INDUSTRIES

Most industries in this category are located at the State Reformatory for Men (SRM) in St. Cloud. No private companies are involved in the SRM industry programs. Presently 160 men are employed in SRM's four shops which include printing and the manufacture of vehicle licenses, mattresses and furniture.

The men at SRM are paid up to \$2.20 for a 5½ hour workday. They are not charged for room and board because the major program emphasis is on training, not production and profits.

The possibility of having private industries at SRM is also under consideration. In April, three of the SRM shops are instituting new policies pertaining to the hiring and firing of inmates.

The Department of Corrections' future plans call for the continued modernization of Minnesota's correctional industries. Providing training, good work habits and reasonable wages which will assist an offender's reintegration into society are major goals of the Department's correctional industry programs. □



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A. B. 436

ASSEMBLY BILL NO. 436—ASSEMBLYMEN MANN,
SENA, POLISH AND CHANEY

FEBRUARY 20, 1979

Referred to Committee on Judiciary

SUMMARY—Provides for review and reporting of results of programs
for rehabilitation of offenders. (BDR 16-69)

FISCAL NOTE: Effect on Local Government: No.
Effect on the State or on Industrial Insurance: Yes.

EXPLANATION—Matter in *italics* is new; matter in brackets [] is material to be omitted.

AN ACT relating to prisons; providing for the review and reporting of the results of programs for the rehabilitation of offenders; and providing other matters properly relating thereto.

*The People of the State of Nevada, represented in Senate and Assembly,
do enact as follows:*

- 1 SECTION 1. Chapter 209 of NRS is hereby amended by adding
2 thereto a new section which shall read as follows:
3 1. The board shall establish by regulation programs of general edu-
4 cation, [and] vocational training *and other rehabilitation* for offenders.
5 2. The regulations must take appropriate account of the following
6 matters:
7 (a) The educational level and needs of offenders;
8 (b) Opportunities for employment in free society;
9 (c) Interests of offenders; and
10 (d) The number of offenders desiring participation in such programs.
11 3. ~~The regulations must provide for an assessment of these programs~~
12 ~~at least every 3 years by qualified persons, professional groups or trade~~
13 ~~associations. The board shall determine and periodically review the~~
14 ~~effectiveness of these regulations and programs, and, at appropriate, plan~~
15 ~~for changes in such matters.~~
16 ~~(a) Determine and periodically review the~~
17 ~~effectiveness of these regulations and programs, and, at appropriate, plan~~
18 ~~for changes in such matters.~~
19 ~~Sec. 2. This act shall become effective at 12:01 a.m. on July 1, 1979.~~
20

SEC. 2. Section 2 of Chapter 208, Statutes of 1979, is hereby amended to read as follows:

209.391 The director shall:

1. Establish programs to provide medical, psychological, psychiatric and other appropriate forms of counseling to offenders under the jurisdiction of the department, in accordance with classification requirements.
2. ~~Administer~~ *Administer* educational and vocational programs and training, *established by the board, directed toward the eventual release of the offender to the community as a productive, law-abiding citizen* programs of general education, vocational training and other rehabilitation for offenders established by the board.
3. Establish programs of research, statistics and planning to:
 - (a) Determine and periodically review the effectiveness of the department's programs of education, vocational training and other rehabilitation for offenders;
 - (b) Provide annually, and at other times when so requested, to the board, governor and legislature information pertaining to:
 - (1) The number of offenders who are participating in and who complete those programs;
 - (2) The effectiveness of those programs in accomplishing their purposes; and
 - (3) The number of offenders who are returned to prison after their release; and
 - (c) Effect appropriate changes in the programs established by the board.

SEC. 3. This act shall become effective at 12:01 a.m. on July 1, 1979.

Don Thader

THE CONDITION OF THE STATE PRISON



Bulletin No. 79-2

LEGISLATIVE COMMISSION
OF THE
LEGISLATIVE COUNSEL BUREAU
STATE OF NEVADA

August 1978

honor camp at the Northern Nevada correctional center becomes operational and when the Southern Nevada correctional center becomes completely operational.

The subcommittee feels that a greater number of inmates might be suitable for assignments in which the inmates are not in secure custody. It suggests that both the department of prisons and the state board of parole commissioners review carefully their respective policies and procedures to ensure that deserving offenders are being given the opportunity to become enrolled in jobs or activities in which they leave secure custody for reasonable periods of time. Therefore, the subcommittee recommends that:

The department of prisons review carefully its inmate classification process to ensure that deserving offenders are being given adequate opportunities for the privilege of leaving secure custody for temporary furloughs, honor camps and the work programs under the prisons' control.

The state board of parole commissioners review carefully its policies and procedures to ensure that deserving offenders are being given opportunities to become enrolled in the work release program under the board's jurisdiction.

5. Research and Program Evaluation

National and state standards for prison systems emphasize the need for prison research components to collect and analyze information for planning, operational control, offender tracking and program review (19, 20, 22, 26, 27).

In Nevada, this need is identified specifically in standards 14.1 through 14.6 of the "Setting for Corrections" section of the proposed Nevada Criminal Justice Standards and Goals (20).

One of the difficulties the subcommittee had in its study was obtaining information from the department of prisons necessary to analyze the department's efforts towards the rehabilitation of offenders. In the introduction, the report quotes what the department of prisons has adopted as its mission. Part of this mission, as stated by the department, is to "provide meaningful programs that will instill values essential in the development of positive changes in attitudes and behavior***for the offender***" Other than some raw work load data, the department provides no quantified information on the success of its rehabilitation programs in meeting this broadly stated objective.

Without quantifiable data on the prisons' programs, it is difficult to evaluate program achievement or consider alternate courses of action. For example, the subcommittee was told, when it requested data pertaining to inmate idleness, that, "The department does not know the extent that employment occupies the inmate's time."* Without such data, it is difficult to evaluate existing work programs or plan for new ones.

The subcommittee was also advised that inmate recidivism data (indicating criminal acts of released offenders which result in conviction by a court or technical violations of parole which result in adverse changes to the offenders' legal status) are not kept. Similarly, information on the programming status, desires and interests of inmates was not available until the subcommittee requested that such data be prepared specifically for women offenders.

The subcommittee believes that the department of prisons needs to improve its research capabilities to provide the information that both the department and the legislature need to evaluate the effectiveness of the department's existing offender rehabilitation programs and to plan for changes in such programs.

The governor's committee for a department of corrections for Nevada agreed with this opinion. The committee's 1966 report stated:

Research, Statistics, and Planning. The Department shall establish programs of research, statistics, and planning including study of the performance of the various functions and activities of the department, as well as obtaining information about other programs, and studies affecting the treatment of offenders (21:27).

Based on its findings and prior recommendations relating to the department of prisons' research activities, the subcommittee recommends that:

The department of prisons develop research and program evaluation capabilities necessary to (1) determine the effectiveness of its offender education, vocational and

*See page 4 of October 14, 1977, letter from Mike Medema, Business Manager for the State Department of Prisons, to Assemblyman Mann, chairman of the subcommittee. This letter is contained in Appendix B of this report.

training and other rehabilitation programs, (2) plan for effective short term (1 year or less) and long term (1 to 5 years) changes in such programs, and (3) provide detailed information on its activities to the board of prison trustees, the governor and the legislature. (BDR 16-69)

According to the department of prisons both institutional management, program staff and central office staff are involved in research activities. The department's primary staff assigned to research are a statistical research assistant (added by the 1977 legislature), management analyst and a program coordinator. The subcommittee believes that the department can carry out the above noted recommendation with existing staff and the use of its new "mini" computer (also provided, at a cost of \$70,000, for the department by the 1977 legislature). Certain minor hardware configuration changes might be needed for the computer to be able to store and analyze the necessary data.

6. Citizen Volunteer Programs

According to the American Correctional Association, a citizen involvement and volunteer services program can generate a wide variety of services for inmates during both the inmates' confinement and after release. The association observes:

Citizen involvement with the institution can provide information on and referral to community programs that can benefit inmates***(work and study release, recreation activities, theatre groups)***Interaction with civic and labor groups can help provide jobs for inmates when they are released. The use of community volunteers and para-professionals for instruction and supervision can expand the number of activities available to inmates (27:87).

In its October 14, 1977, report to the subcommittee (see Attachment B), the department lists the involvement of certain citizen groups in volunteer activities at the prison and also shows the donated equipment the department has received. Although the department's efforts to obtain the use of volunteers are laudible, the subcommittee believes that such efforts have been done on a haphazard basis.

The subcommittee believes the department's use of citizen volunteers needs to be expanded. Such expansion is especially important in view of the opening of the Southern Nevada correctional center. Many community resources are available in southern Nevada which could be used to provide expanded programming for the center at minimum increased costs. The subcommittee therefore recommends that: