

CITIZENS LEAGUE REPORT

GETTING ANSWERS
FOR THE
CONTROL OF CRIME

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Suggestions for Strengthening the
Governor's Crime Commission to Meet
the Challenge of Crime in Minnesota

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Criminal Justice Planning
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MAJOR IDEAS

- * The Governor's Crime Commission is best understood as primarily a funding mechanism for various police, courts and corrections agencies. Its scope, today, is not broad enough to embrace all the areas in which the solutions to the urgent problem of crime are to be found. Nor does it even reach all key decisions in the "criminal justice system" itself.
- * Minnesota's planning for the attack on crime must treat this whole area as a system. If the definition of crime is changed, for example . . . expanded or reduced . . . what are the implications for the staffing of police departments? If an intensive effort is begun by police departments to (say) increase the proportion of cases in which arrests are made, what are the implications for courts, and for jails? What does the new, 24-hour, computer communications system imply for the future of the very small police department?
- * The agency planning Minnesota's attack on crime should not be limited simply to reviewing applications for federal aid from the various agencies that administer the police, adjudication and corrections functions. It should be reviewing all state and local decisions that importantly affect the future of the system, whether they involve federal funds, state funds, or no funds at all.
- * Nor should it be simply a "reviewing" agency. The criminal justice planning agency must be making its own proposals . . . from its statewide and systemwide point of view . . . to the operating units and to the Minnesota Legislature.
- * And, because many of the answers to the control of crime may be beyond the most imaginative revisions in police, courts and corrections, the Governor's Crime Commission must be knitted-in, as well, to the major state plans and programs for education, for manpower training and for welfare.

..... IN OUR REPORT

* All these major thrusts, together, move toward an enlarged role and responsibility for the Governor . . . as head of the Crime Commission and as State Planning Officer . . . in the development of affirmative plans and proposals.

* Therefore, we recommend:

- A. The Governor should direct his Crime Commission to prepare specific legislative proposals for improving the efficacy and equality of criminal justice in Minnesota.
- B. The Governor's Crime Commission or its regional advisory councils should review and comment on regionally significant programming or future planning of all criminal justice agencies in Minnesota.
- C. The Governor should reconstitute his Crime Commission commensurate with the greater deliberative and evaluative role proposed for the Commission.
- D. The State Legislature should support comprehensive criminal justice planning by making the provisions for the Crime Commission statutory and appropriating additional planning funds.
- E. The Governor's Crime Commission should further decentralize portions of the planning and grant application decision-making, in order to free more time for the Commission to deal with basic issues and to strengthen the regional planning process.
- F. The Governor's Crime Commission should report annually to the Governor and the state what progress has been made during the year toward achieving the goals, objectives and programs set forth in the "Minnesota Plan."

INTRODUCTION

The challenge of crime in Minnesota demands an effective criminal justice planning mechanism. Ways must be found to improve the effectiveness of our criminal justice programs to protect society from criminal offenses, while assisting the offender to live a more constructive life. The Governor's Crime Commission (G.C.C.) is uniquely able to take a comprehensive systemwide approach to finding the answers.

At present, the G.C.C. cuts across all elements of the criminal justice system — law enforcement, adjudication, corrections and prevention. However, its impact is limited to the changes that can be encouraged through the distribution of the dollars coming through the federal Safe Streets Act grants program in Minnesota. We would have the G.C.C. expand its role by providing greater direction in restructuring state criminal justice programs and in modernizing state law. We believe that the financing of demonstration programs for existing agencies, while important, is not enough. A truly comprehensive, systemwide approach is required to resolve the critical deficiencies we have found.

Our committee has not attempted to prescribe what the next generation of criminal justice programs should be. To simply improve the efficiency of the police, courts and corrections institutions will not necessarily protect society from increasing criminal offenses, nor assist the offender to lead a more constructive life. What programs and policies are required to achieve these ends has not been established. However, we are convinced that, by refocusing existing planning efforts, much better solutions would be developed.

Money is not enough. During its first two years in operation, the Safe Streets Act has provided the criminal justice agencies in Minnesota with a transfusion of new money used for projects developed by the agencies to improve their operations. Substantial increases in these funds are projected for the future.

This report proposes a plan to transform the Safe Streets Act program in Minnesota from primarily a funding mechanism to a comprehensive planning device to develop and direct major changes in the method of organizing and administering criminal justice.

We are very favorably impressed with the flexibility and innovative aspects of the block grant concept. We feel that the Minnesota experience to date with the block grant program under the Omnibus Crime Control and Safe Streets Act confirms the validity of the concept. However, we are equally convinced that basic changes in the planning process are required in order to develop an effective system of criminal justice for Minnesota.

Never before has a domestic program combined so much latitude with so much money, and placed it in the hands of the 50 states where the authority and responsibility reside. We are charging the State of Minnesota to make maximum use of this lever to develop a truly effective criminal justice system.

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I. THE CONCEPT OF A CRIMINAL JUSTICE SYSTEM

For the purpose of this report, we shall consider the system of criminal justice as those governmental mechanisms maintained to deter unlawful behavior, detect unlawful behavior once it has transpired, apprehend the violator, convict the guilty, and correct the behavior of the offender once he has been convicted. All of this is done while attempting to protect the rights and freedoms of the individual who comes in contact with the system.

Traditionally, there has never been a coordinated system of criminal justice in the United States. Rather, there has been a maze of agencies and jurisdictions, each doing its own thing in its own setting, each largely independent of the others. There has been neither effective horizontal coordination among the criminal justice agencies performing the same functions for different political jurisdictions nor vertical coordination among law enforcement, adjudications and corrections.

Each element of the criminal justice system is charged with a narrow and specific role. Law enforcement agencies detect and apprehend violators. Once the arrest is made, they incarcerate prisoners for a limited period of time. However, their primary responsibility is the arrest function. On balance, weighing the interests of the individual and that of society, the law enforcement officer is likely to see his responsibility as that of protecting society. The prosecutor's responsibility is that of advocating society's interest in punishing transgressions. The public defender or defense attorney is concerned with protecting his clients from punishment. The court determines the facts and administers justice; in doing so, it tries to reach a balance between the interests of the individual and that of protecting society.

Correctional institutions are given the dual role of punishing the offender, and rehabilitating him so he will become a useful member of society when he is released. The offender passing from one element to the next finds little coordination among them. To the degree that there is a common purpose among the different elements, it is not readily apparent to the offender. The offender going all the way through this system is a loser's loser. For him, a coordinated and understanding approach may be all the more necessary if he is to be affected in a positive way.

There is very little coordination among the different jurisdictions serving criminal justice in Minnesota. Criminal justice in America has always been handled by political jurisdictions. On the one hand is a desire for an even-handed treatment of criminal offenses; on the other, there is a desire to keep criminal justice responsive to local sensitivities. The latter is reflected in the propensity to elect our prosecuting attorneys, trial judges, and county law enforcement officials. It is also reflected in the degree of independence and isolation of our law enforcement jurisdictions. Throughout Minnesota and nationally, there has recently begun to develop a concerted effort for cooperation, coordination or consolidation of local police agencies.

There is inadequate coordination between criminal justice agencies and other public services. Group after group that has studied the problem of crime has concluded that prevention provides the only workable answer. However, those programs that attack the causes of crime are generally developed independent of the criminal

justice system. Civil rights, education, housing and welfare programs are not presently keyed to crime prevention. The agencies which administer these programs have little or no working relationship with the agencies more directly involved in the administration of criminal justice.

Despite the lack of coordination, there is an interdependence of the different elements of criminal justice. It is essential to our report to understand the way in which different elements of criminal justice are related and how a change in one element will produce secondary changes in others.

On the following page is a flow chart of how offenders are processed through the criminal justice system. If changes are assumed at any place in the system, there will necessarily be corresponding changes in other parts. If a larger number of crimes are detected -- either through an absolute increase in criminal activity or better reporting and detection -- there will be an increased flow that must be absorbed at different places within the system. On the other hand, if we were to reduce the amount of behavior regulated by the criminal code, we would most likely reduce the flow through various parts of the system. If greater use were to be made of negotiated pleas, there might be more convictions but a net reduction in the amount of time awarded in prison sentences. A more effective corrections program might reduce the number of offenders recycled back into the system.

The problem of coordinating criminal justice is in some ways similar to the problem the Twin Cities have faced with regard to use of Mississippi River water. A number of independent jurisdictions were each attempting to solve their own water and effluent problems. Anoka's solution for its effluent became an intake problem for the water departments of Minneapolis and St. Paul. Effluent from the two cities was passed on to Hastings, where even recreational uses of the water were put in jeopardy.

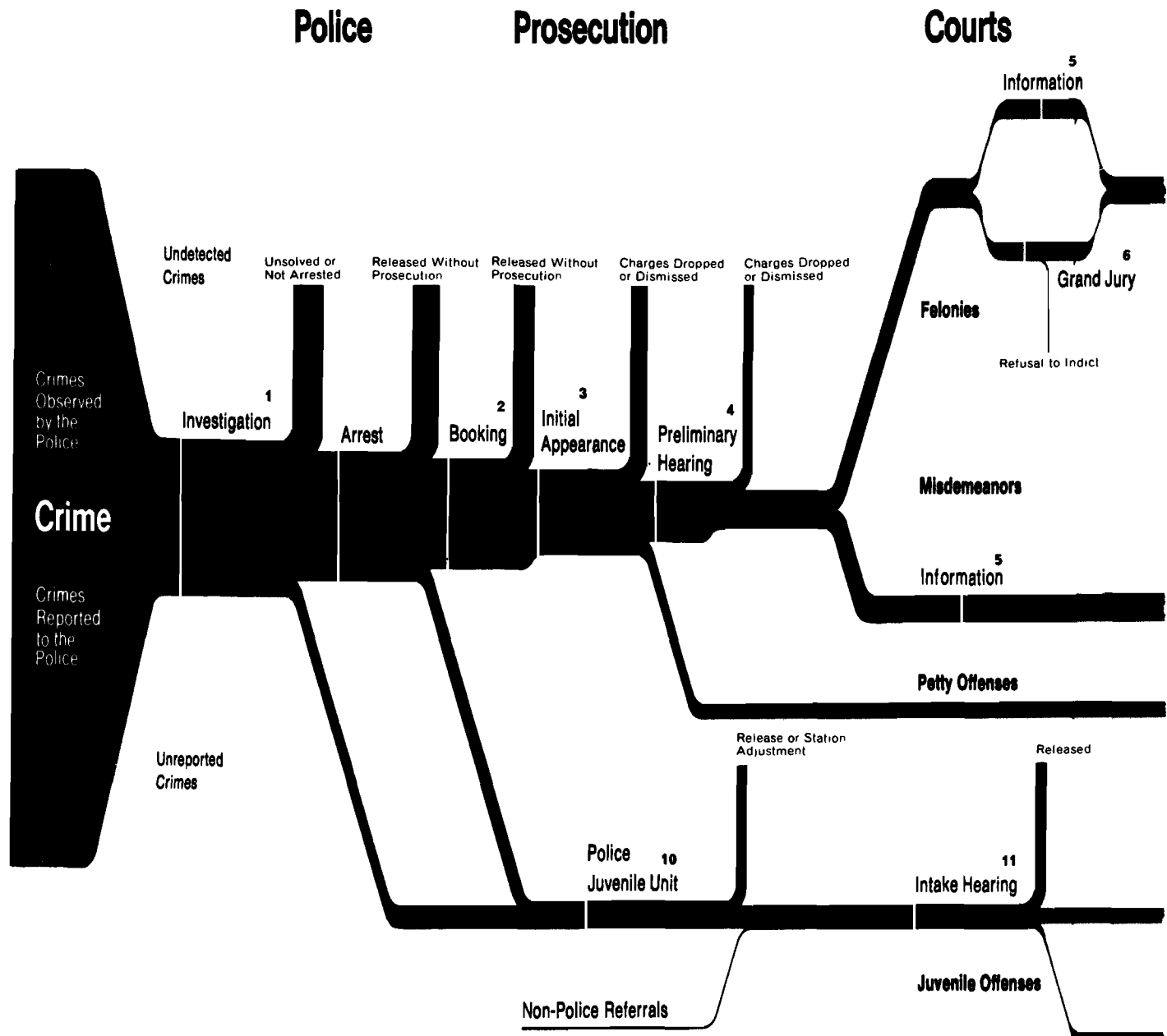
In a similar manner, criminal justice problems are passed on from one jurisdiction to another. A crackdown on burglaries in St. Paul may have the effect of encouraging professional burglars to avoid St. Paul at the expense of Bloomington, Stillwater and Roseville. A group fencing stolen goods in Minneapolis is likely to deal in out-of-town merchandise. Criminal activity increasingly transcends political boundaries.

Once the offender comes in contact with the system each element performs its special function and passes the offender on to the next element, until at some point he is again released out of the system. Like the Mississippi River passing through the metropolitan area, the offender passing through the criminal justice system requires coordinated care.

Criminal justice must be planned as a system. If a change in one element of criminal justice will result in a change of condition for other elements, we need to approach criminal justice as a systems problem. Given the interdependence of the different elements of criminal justice, it becomes apparent that criminal justice must be planned as a system. How else will we be able to anticipate secondary changes as we begin to strengthen or otherwise revise any element of the system? Who, otherwise, would anticipate the need for additional judges and courtrooms, based on an increase in the rate of criminal apprehensions? Or, on the other hand, who anticipates the effect on the court system of diverting selected defendants from the trial process into counseling and employment training programs?

A general view of The Criminal Justice System

This chart seeks to present a simple yet comprehensive view of the movement of cases through the criminal justice system. Procedures in individual jurisdictions may vary from the pattern shown here. The differing weights of line indicate the relative volumes of cases disposed of at various points in the system, but this is only suggestive since no nationwide data of this sort exists.



1 May continue until trial.

2 Administrative record of arrest. First step at which temporary release on bail may be available.

3 Before magistrate, commissioner, or justice of peace. Formal notice of charge, advice of rights. Bail set. Summary trials for petty offenses usually conducted here without further processing.

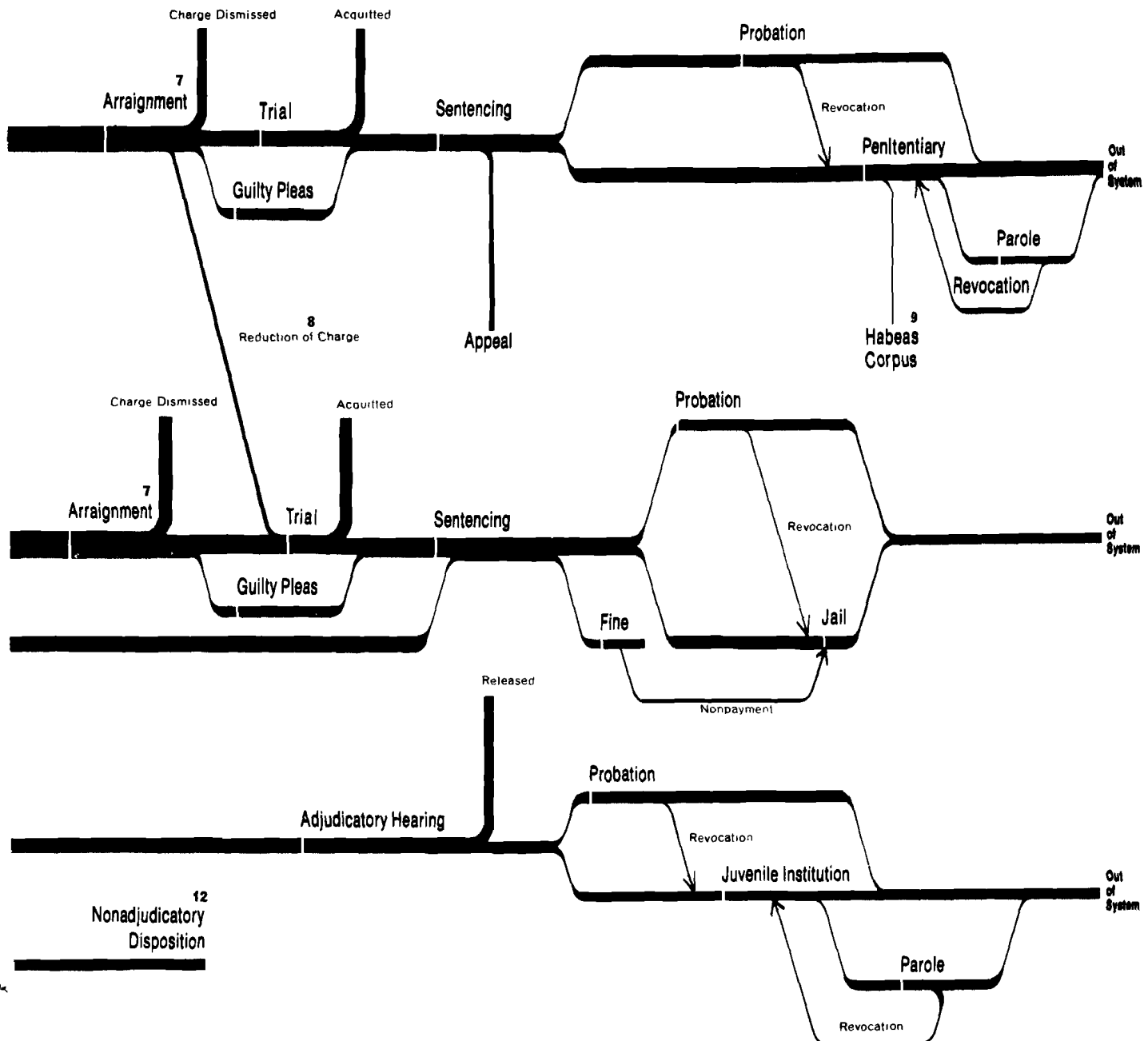
4 Preliminary testing of evidence against defendant. Charge may be reduced. No separate preliminary hearing for misdemeanors in some systems.

5 Charge filed by prosecutor on basis of information submitted by police or citizens. Alternative to grand jury indictment; often used in felonies, almost always in misdemeanors.

6 Reviews whether Government evidence sufficient to justify trial. Some States have no grand jury system; others seldom use it.

From: "THE CHALLENGE OF CRIME IN A FREE SOCIETY"
A Report by the President's Commission on
Law Enforcement and Administration of Justice
February, 1967

Corrections



7 Appearance for plea; defendant elects trial by judge or jury (if available); counsel for indigent usually appointed here in felonies. Often not at all in other cases.

8 Charge may be reduced at any time prior to trial in return for plea of guilty or for other reasons.

9 Challenge on constitutional grounds to legality of detention. May be sought at any point in process.

10 Police often hold informal hearings, dismiss or adjust many cases without further processing.

11 Probation officer decides desirability of further court action.

12 Welfare agency, social services, counselling, medical care, etc., for cases where adjudicatory handling not needed.

While these are just examples of a wide range of possible charges requiring that criminal justice be planned as a system, it might be noted that these examples are likely possibilities, since projects with those objectives have been funded.

Defining the problem is an integral part of the "systems approach."

The first step in a systems approach to a problem is to define the problem accurately. Once the dimensions of the problem have been clearly established, the work then begins to weigh the alternative means of achieving a solution.

In criminal justice we have not gone through the rigors of defining the problem accurately. Some critics maintain that our criminal code attempts to regulate more behavior than is necessary or manageable. This, they contend, leads to a selective enforcement of our code that is inconsistent from one community to another.

One of the first problems that criminal justice planners must face is to determine what it is, precisely, that our criminal justice system is assigned to do. They will need to keep in mind such considerations as the many changes that have taken place in the range of deviant behavior society attempts to regulate through criminal proceedings. They must further keep in mind the fluid nature of the problem and that additional changes are likely. For example, what if the handling of alcohol and drug problems was transferred from criminal justice to health care? What would be the effect on police, courts, and corrections? These kinds of questions should be anticipated and thought through.

II. THE INDICTMENT OF THE CRIMINAL JUSTICE SYSTEM

In 1967 the President's Commission on Law Enforcement & Administration of Justice concluded a monumental study entitled "The Challenge of Crime in a Free Society." The study found that "America's system of criminal justice is overcrowded and overworked, undermanned, underfinanced, and often misunderstood. It needs more information and more knowledge. It needs more technical resources. It needs more cooperation among its many parts. It needs more public support. It needs the help of community programs and institutions in dealing with offenders and potential offenders. It needs, above all, the willingness to re-examine old ways of doing things, to reform itself, to experiment, to run risks, to dare. It needs vision."

Developing better criminal justice is one of the greatest challenges to our society today. The citizen is periodically confronted with news releases proclaiming new statistics showing a marked increase in crime. However, the popular use of crime statistics is sometimes misleading, and very confusing to the lay reader. But criminal justice statistics do confirm allegations that our organization for dealing with criminal problems is not doing the job effectively.

Studies reveal that the criminal justice system is ineffective. The National Commission on the Causes and Prevention of Violence concluded that there were approximately nine million serious crimes committed in the U. S. in 1968. Of that nine million, only fifty per cent were reported to the police, twelve per cent were cleared by the arrest of a suspect; for six per cent of the crimes a suspect was convicted, and for only 1½ per cent was a suspect actually imprisoned for committing the crime. The national pattern is confirmed for Minnesota by the Bureau of Criminal Apprehension data. In 1969, 75,354 major crimes were reported, 11,615 major offenses were cleared by arrest, 2,650 persons were actually charged for the offenses, 2,330 were convicted and sentenced, and 809 actually served prison sentences.

The offender who actually is committed to a penal institution is more likely than not to recycle through the entire process, once he is released, and returned to prison. If you assume that this person, having served a prison term, is as competent a criminal as an offender who has not served time (imprisonment for only 1½ per cent of the crimes committed), the futility of the system as it now works becomes readily apparent. The indictment has been summarized in the words of Lloyd N. Cutler, Executive Secretary of the National Commission on Violence: "Our criminal justice system as presently operated does not deter, does not detect, and does not correct."

The cost of maintaining our criminal justice machinery is increasingly burdensome. In Minnesota approximately ten per cent of the total budgets for municipal governments goes for law enforcement expenditures. In 1968 statewide criminal justice expenditures were as follows: Law enforcement \$41.6 million, prosecution \$1.3 million, public defense \$.6 million, courts \$4.4 million, corrections \$21.6 million, total \$69.5 million. Safe Streets Act expenditures provide for an additional minimum of \$5.6 million for criminal justice in 1970, and projected incremental increases to at least \$11 million in 1974. The National Commission on the Causes and Prevention of Violence recommends that "We double our national investment in the criminal justice process." Regardless of whether or not the Violence Commission's recommendations are followed, a substantial increase in criminal justice expenditures can be anticipated for the foreseeable future.

The public is becoming more fearful about the safety of person and property. This concern is reflected in national polls, the acquisition of firearms, and the

development of "law and order" as a political issue. Today, the "law and order" issue enters into nearly all political campaigns from alderman to president. In Minnesota the voters have increasingly elected law enforcement officers to general policy-making positions.

The criminal justice system is unfair to both the offender and the public. We catch and convict a small percentage of the total number of criminal offenders.* Of those caught and convicted, serious disparities exist in the sentencing and corrections programs.

Mr. Justice Jackson, when he was Attorney General of the United States, highlighted the problem of sentencing disparities: "It is obviously repugnant to one's sense of justice that a judgment meted out to an offender should depend, in a large part, on a purely fortuitous circumstance; namely, the personality of the particular judge before whom the case happens to come for disposition."

These disparities are not only unjust, but tend to harden and embitter the convicted felon. The criminal justice process is intended to be corrective -- to provide rehabilitation and training, so the offender can move smoothly into the community with an enhanced respect for law. The corrections experience, however, is generally downgrading, and the convictions records provide a lasting stigma, reduced job opportunities, disrupt family life, and generally discourage assimilation.

Different resource persons appearing before our committee have suggested that the more often an offender is exposed to the criminal justice machinery -- police, courts, and prisons -- the more likely he may be to commit additional and more serious offenses. If this is true, one cannot help but wonder what is effective law enforcement . . . from a societal point of view. It would suggest that fundamental reform is imperative.

Many people feel that the criminal justice system works its very worst for juveniles and first offenders. The child often receives neither the legal protections accorded adults, nor the special care and guidance postulated for children.

Increasing concern is expressed over how the first offender is handled by our criminal justice system. It is generally conceded that we do little or nothing for the first offender who comes in contact with the law for a minor offense. Local facilities for misdemeanants are typically worse in terms of overcrowding and deterioration than the prisons to which convicted felons are sentenced. Accused first offenders are generally mixed indiscriminately with hardened recidivists. The opportunities for recreation, job training or treatment of a non-punitive nature are almost nil. The Governor's Task Force on Corrections points out that we spend \$3,613 annually to reclaim the average juvenile convicted of a felony, \$1,966 for the average adult inmate, but only \$1,046 per year for the jailed misdemeanant. These conditions are particularly unfortunate when one considers that most adult criminal careers begin as misdemeanants.

One of the most inequitable procedures in our criminal justice system is that of setting bail as a means of securing appearance of an accused person for trial. The Governor's Task Force on the Administration of Justice points out that

* In a survey of 17,000 individuals conducted by the State of New York 91% of the respondents admitted offenses for which they could have received jail or prison sentences. 64% of the males and 27% of the females admitted committing at least 1 felony for which they could have been apprehended.

"many people -- both poor and rich -- are being detained for minor offenses, when the risks of flight are negligible, because standard procedures have not been adopted for prompt release with or without money bail."

Periodically, the public is startled to read of a major crime having been committed by a convicted offender who has received an early release from prison. In such cases, obviously, neither the interests of the offender nor society have been served. Closer examination of these instances often reveals that adequate information on the offender has not been transmitted from one element of the system to another.

There is inadequate continuity of program among the different elements in the criminal justice system. Each element, necessarily, looks at criminal justice from its own vantage point. Confronted with the overall ineffectiveness of the combined efforts in criminal justice, each element, understandably, becomes defensive of its own program and critical of other elements. While our committee has taken note of such criticism, the problems we have found in criminal justice cannot be attributed to error or ineptness on the part of any specific group or element. Rather, we found, as most groups before us have done, that the problems are systemic and the responsibility must lie with the greater community.

Portions of our criminal code are currently being questioned. Much is being written these days about human freedoms, on the one hand, and the need to protect and preserve societal institutions, on the other. Unprecedented numbers of people are challenging the provisions of our criminal codes, both here and throughout the United States. Books have been written on the proposition that we attempt to regulate more human behavior than our criminal justice agencies can realistically control. It is maintained that we flood the channels through which we process major criminal offenses with the regulation of morality. In Minnesota, approximately half of all criminal arrests are for drunkenness. Other moral offenses which make a major drain on our criminal justice resources include such elements as gambling, use of marijuana, vagrancy, homosexuality and prostitution. The Prohibition experience of the 1920's stands as a reminder that government in a democratic society cannot effectively regulate an area where there is not a consensus that it should be regulated. The problem is that many of our past areas of consensus have now come into question by significant numbers of our population.

New systemwide goals and objectives are required. To be sure, there is an abundance of competing ideas as to what our criminal justice program ought to accomplish. However, these objectives are sometimes in conflict, and are often relegated to low-level priority by different elements and parties in the criminal justice system. Until clearcut goals and objectives are accepted and applied on a systemwide basis, these aims may remain empty rhetoric.

Criminal justice resources are not marshalled most effectively. Minnesota contains over 5% of the law enforcement agencies in the nation, as compared to roughly 2% of the national population. Until recently, most of these jurisdictions operated independently. In a consultant's study prepared for the Governor's Commission on Crime Prevention and Control, it was found that over 80% of the police organizations in Minnesota do not have adequate manpower to provide someone on duty 24 hours a day. The report postulates that, in addition to a 24-hour patrol capacity, one or two additional men are needed in a backup or investigative capacity. This would require a police department of 13 men, a standard met by only 9% of the police departments in Minnesota. The consultant concludes "We are maintaining a

system of police organization that precludes effective law enforcement." There is at present very little mobility among law enforcement professionals in Minnesota. The small size of most police departments stymies intra-departmental advancement, and problems of provincialism, lack of recognized standards, civil service and non-transferable retirement programs reduce mobility among different jurisdictions. In the larger cities, mobility is impaired by veterans preference and time-in-grade requirements. Throughout the state there are inadequate incentives for college training and specialization.

Criminal justice agencies have not adequately explored the use of para-professionals. Police officers in particular often are assigned to perform routine functions that do not adequately utilize their skills. Almost no use is made of that special insight a former convict or drug addict could bring to the corrections and rehabilitation programs. The Community Service Officer programs, currently planned with Safe Streets Act funds, will use young minority persons in a para-professional manner while they prepare to qualify for professional positions. This represents a large step forward.

Technology is not adequately being exploited. Adaptation of technology to criminal justice programs in Minnesota has come slowly. The primary barrier has been the small size of the independent criminal justice agencies. Data processing, coordinated communication, and systems analysis are areas that are just now being fully explored with respect to their application to criminal justice in Minnesota. Improved crime labs and detection facilities, as well as computerized dispatching, potentially could upgrade the law enforcement process. The courts, in particular, need to adopt more business-like techniques in performing their housekeeping functions.

Much of the time of criminal justice agencies is devoted to non-criminal problems. A large portion of a law enforcement officer's time is spent in regulating traffic, completing accident forms, and providing various social services. Similarly, much of the time of our courts is occupied in adjudicating traffic accident claims and other items of low priority in the larger justice picture.

Criminal justice policy-making is dominated by criminal justice professionals. Tremendous discretion is being exercised every day by law enforcement officials as to which laws and ordinances they shall aggressively enforce and under what circumstances. They also decide what areas they will not actively pursue. Agency professionals are extremely sensitive to citizen review. The issue is often framed in a "law and order" context. Prosecuting attorneys, likewise, have wide latitude in deciding what cases they will prosecute and what levels of charges they will pursue.

There is inadequate liaison among criminal justice professionals. Very little dialogue takes place between the professionals representing the different elements in the criminal justice system. There needs to be closer coordination between the policy agency, the prosecuting attorney, the judge, the corrections official, and the probation officer. For example, we found that police departments are not necessarily informed when a prisoner is released on probation in their community, and that prison officials do not have access to police information on their inmates.

There is inadequate liaison between criminal justice professionals and the public they serve. In the inner city there is often a breakdown of communication between the police officer and the public he serves. Complexity of the

adjudication process further undermines the respect and appreciation the inner city resident may have for the legal process. No one currently looks after the interests of the individual as he passes from one element of the criminal justice system to another.

The public does not have adequate data to evaluate the criminal justice system. Criminal justice statistics are often only partially complete and reflect some inconsistencies in reporting. More important, however, is lack of adequate data on the effectiveness of different programs. Current efforts to develop a comprehensive crime information system place the greatest emphasis on tactical data, rather than statistical data, for evaluation and planning. For example, some of the Minnesota correctional programs are considered to be national models. Yet, we do not have up-to-date recidivism data to measure their overall effectiveness. We do not have an adequate data base to determine cause and effect relationships when we modify our criminal justice programs.

III. BACKGROUND -- THE DEVELOPMENT OF PLANNING FOR A CRIMINAL JUSTICE SYSTEM

The Omnibus Crime Control and Safe Streets Act (*hereinafter referred to as the Safe Streets Act*) sets up the first comprehensive federal grant program for assisting state and local law enforcement and criminal justice administration. The Safe Streets Act is just two years old. However, it has provided the mechanism and impetus for coordinated criminal justice planning in each of the fifty states.

This program has not been without controversy. Criminal justice planning is currently experiencing growing pains -- nationally and locally. Some critics of the criminal justice planning process mistake these growing pains for a basic flaw or flaws. The program is innovative and makes a sharp departure from what has traditionally been done -- or, more accurately, left undone -- in the past. It is this innovative characteristic of the program which provides both the challenge and the opportunity.

One major new thrust of the Safe Streets Act is to bring the different elements working in criminal justice closer together. The Safe Streets Act provides for criminal justice planning rather than separate planning for police, courts and prisons.

The Safe Streets Act provides "block grant" funding. Since the depression, the federal government has increasingly come to the aid of local political jurisdictions in financing certain programs. Most generally the federal support came in the form of a "categorical grant," which is made for a narrowly circumscribed purpose determined by Congress to be a national concern. Categorical grants to local police, courts and corrections agencies have not been provided at a significant level.*

The first major federal assistance to local criminal justice programs has come through the Safe Streets Act block grants.

Block grants are either unconditional fiscal grants to a specified level of government, or grants restricted to a broad program purpose with general guidelines. Contrary to traditional forms of federal aid, local units do not apply directly to the federal government for grants. Nor does the federal government make decisions on specific projects. In Minnesota, the Governor's Crime Commission was set up specifically to develop the Safe Streets Act planning and approve specific allocations. The program is one of the first forms of federal assistance in which the state makes the funding decisions on individuals grants, with few restrictions, for a very broad program area.

* The Law Enforcement Assistance Act of 1965 appeared at the time to be the beginning of a substantial categorical aid program. It was replaced by the Safe Streets Act in 1968.

The block grant concept has been strongly advocated by numerous governors, state legislators, congressmen, and the Nixon Administration. It has also been opposed with some vigor by local governmental officials, who would rather see the categorical aid programs providing direct federal assistance to individual local jurisdictions.

Many people view the Safe Streets Act as a test of the feasibility of extending block grants into additional areas or even to general revenue sharing from the federal government to the states. Accordingly there is considerable interest in the program beyond just concern over approving a program to meet the challenge of increasing criminal activity.

Description of the Omnibus Crime Control and Safe Streets Act

The Law Enforcement Assistance Act of 1965 provided federal funds through the Department of Justice to give state and city agencies financial grants for research, for planning, and for demonstration projects. Also in 1965, President Johnson established the President's Commission on Law Enforcement and Administration of Justice by executive order.

The Commission attempted to examine every facet of crime and law enforcement in the United States. In 1967 it issued a comprehensive report -- The Challenge of Crime in a Free Society -- with extensive recommendations. The report observed that, "almost every recommendation in this report is a recommendation to state or local governments, the governments that by and large administer criminal justice in America."

It stressed that the police, the courts, and the correctional agencies of the community must plan their actions jointly if they are to make any real headway. Specifically the report recommended that, "in every state and in every city, an agency, or one or more officials, should be specifically responsible for planning improvements in crime prevention and control and encourage their implementation."

President Johnson, in his 1966 crime message to Congress, had urged the governors of the states to establish planning committees to maintain contact with the President's Commission during its life, to appraise the criminal justice needs of their states, and to put into effect those proposals of the President's Commission they found to be worthwhile. Minnesota was among a number of states which took advantage of funds available under the Law Enforcement Assistance Act of 1965 to establish such a planning committee.

The President's Commission report urged expanded federal support of state and local criminal justice efforts. It urged a support program to assist:

- "1. State and local planning,
2. Education and training of criminal justice personnel,
3. Surveys and advisory service concerning organization and operation of criminal justice agencies,
4. Development of coordinated national information systems,
5. Development of a limited number of demonstration projects in agencies of justice,
6. Specific technological research and development,
7. Institutes of research and training personnel, and
8. Grants-in-aid for operational innovation."

A number of crime control bills were introduced in Congress in 1967. The Administration introduced a bill which would have provided direct federal grants to localities, in the customary categorical manner bypassing the states. The bill provided for strong control over the grants, and the programs and policies they would foster, vested in the Department of Justice.

By the end of 1967, Congressional consideration had narrowed down to two basic bills -- a House-passed bill providing that all federal aids would be channeled through specially created state planning agencies, and a modification of the Administration's bill introduced in the Senate. After considerable debate, an amended version of the House bill was enacted into law.

The Omnibus Crime Control and Safe Streets Act of 1968 created a Law Enforcement Assistance Administration within the Department of Justice. A three-man administrative board was designated to manage the program. The bill stipulated that no more than two of the three members shall be of the same political party. Since its enactment, the "troika" arrangement has come under considerable criticism.

The Safe Streets Act provides for "planning grants" and "action grants." Part of the "action grant" monies is awarded directly by the L.E.A.A., and is referred to as "discretionary grants," since the L.E.A.A. has considerable discretion as to the nature and location of the projects funded.

Planning grants. Planning grants are designated to establish and maintain a state planning agency and sub-state planning units. The State Planning Agency is required to provide at least 40% of the federal planning funds to units of general local government or combinations of such units. The legislation required the states to set up their state planning agencies within six months of the measure's enactment. If they had not, the federal government could have bypassed the states and dealt directly with the localities. Every state complied within the time limit.

The first year, each state received at least \$100,000 in planning funds, with additional awards being based on population. For fiscal 1969, only \$19 million was appropriated for planning grants. As a consequence, larger states received less planning funds per capita than smaller states with lower crime rates. In Minnesota Governor LeVander created the Governor's Crime Commission by executive order as the Minnesota state planning agency for criminal justice. Seven regional councils were also created to assist with sub-state planning. This gave rise to complaints from the larger cities, desiring a share of the planning funds.

The Safe Streets Act required each planning agency to develop a comprehensive state plan for criminal justice. The L.E.A.A. guidelines specify the state plan be based on a five-year planning program. Each year a new edition of the state plan must be developed, submitted, and approved by the L.E.A.A.

Action grants. The heart of the Safe Streets Act is the action grant funding made available to the various criminal justice jurisdictions through the Safe Streets Act. The awarding of individual action grants is made by the State Planning Agency in accordance with their state plan, and federal guidelines and requirements. The Safe Streets Act contains the following specific restrictions with regard to action grants:

- * Eighty-five per cent of the grant funds are allocated on a block grant basis and 15% used directly by the L.E.A.A. for specific discretionary projects in the traditional categorical grant manner. (The state planning agency for criminal justice does, however, review and comment on discretionary grant applications.)
- * All action grants must be matched (in various proportions) by state and local funds. The minimum federal share is 50% (for buildings) and the maximum share is 75% (for combatting organized crime and riot control).
- * At least 75% of the action funds available must be made available to units of general local government or combinations of such units.
- * Not more than one-third of any action grant can go for the compensation of agency personnel.
- * No part of any grant for the purpose of constructing facilities can be used for land acquisition.
- * Special emphasis should be given to projects dealing with organized crime and riot control.

Training, education, and research grants. The Safe Streets Act provides separate and additional funding for certain training, educational and research programs. The following programs are provided direct fundings through the L.E.A.A.:

- * A National Institute of Law Enforcement and Criminal Justice to conduct basic research.
- * Federal Bureau of Investigation training programs for state and local law enforcement personnel.
- * Academic educational assistance to criminal justice personnel in the form of loans and grants.

The Safe Streets Act program has stirred considerable controversy. In March, 1969, the National League of Cities issued a critical report on the direction the Safe Streets Act was taking. A second report was issued in February, 1970, by the National League of Cities and the U. S. Conference of Mayors (Street Crime and the Safe Streets Act -- What Is the Impact?). This report charged that "the states in distributing funds entrusted to them under the block grant formula of the Safe Streets Act have failed to focus these vital resources on the most critical urban crime problems."

The report maintains that the "state plans" developed consisted of confusing statement of generalized goals with shopping lists of specific projects which frustrated any attempt by local jurisdictions at comprehensive criminal justice improvements. The report held that "in many states there appears to be little relation between the plans and the actual distribution of funds." The report

also criticized the states for using the 40% local share of federal planning funds for regional planning councils rather than individual localities.

The report maintained that: "Instead of avoiding a proliferation of paperwork and bureaucracy, the block grant approach has interposed two new encrusted layers of bureaucracy between the federal crime funds and their local application in most states."

The National Urban Coalition has been particularly critical of Safe Streets Act planning. In June, 1969, they issued a report "Law and Disorder: State Planning Under the Safe Streets Act." This study, based on a survey of twelve urban states, conducted over a six week period from March to early May, 1969, focused on how the planning process in the initial months was organized, and who actually did the planning. The study concluded that the planning was being dominated by criminal justice agency professionals and that the twelve states surveyed all had substantial difficulties due to the way the planning process was organized.

In July, 1970, the Urban Coalition released an updated edition of the study. It focuses on the first year grant process. The Urban Coalition study charged that most of the funds granted during 1969 were for projects with little chance of preventing or reducing crime. They were particularly critical of the high proportion of grants going for police projects, and the small size of many grants.

Congressional criticism. Additional criticism has come from Congressional opponents of the block grant concept. Senator Vance Hartke of Indiana has introduced legislation which would decrease the block grant portion of the action program from 85% to 50% of the total. This percentage could be increased by 20% by the L.E.A.A., if it determines a state's comprehensive plan adequately deals with special problems of urban high-crime areas. It could be increased another 20% if the state contributed at least 50% of the non-federal share of the cost for local programs. This would sharply reduce the state planning agency's discretion in managing the program.

Favorable reaction. The Advisory Commission on Intergovernmental Relations (ACIR) issued a report on "Making the Safe Streets Act Work -- An Intergovernmental Challenge" in June, 1970. The ACIR report addressed itself to five major criticisms others have made concerning the Act.

The commission recommended that:

1. Congress enhance the efficiency of the Act's administration by creating the position of Director of Law Enforcement and Criminal Justice as the chief administrator of the Act, and not the three member L.E.A.A.
2. The block grant approach be retained and the states make further improvements in their operations under it.
3. No state plan be approved by the L.E.A.A. unless it provides an adequate allocation to deal with law enforcement problems in areas of high crime incidence.

4. State plans should give greater attention to improving all components of the criminal justice system.

5. Regional planning districts be strengthened.

6. The L.E.A.A. be authorized to waive the ceiling on grants for personnel compensation.

7. Retention of the present provisions providing for balanced representation of interests on the supervisory boards of state law enforcement planning agencies.

The study revealed that 86% of the action dollars going to cities went to municipalities over 25,000 in population, and 83% of the money going to counties went to urban counties. However, small cities accounted for two-thirds and small counties for one-half the number of sub-grants, with an average sub-grant to these jurisdictions under \$2,000 to small cities and \$2,500 to counties. The Commission recommended that the L.E.A.A. require each state commission plan to provide an adequate allocation of funds to high-crime areas before the plan is approved.

As to the heavy accent on police, the study reported that 45% of the action funds had been used for law enforcement programs in 1969. This was partly because the police were organized and ready to make use of the funds before the courts or corrections systems. Nonetheless, the Commission urged the states to give further attention to improving all components of the criminal justice system in their comprehensive plans.

Omnibus Crime Control Act of 1970

A number of the recommendations of the ACIR report were incorporated into the act of 1970. This act provides major amendments to the Safe Streets Act of 1968.

Funding. The 1970 act authorizes very substantial increases in Safe Streets Act funding. An appropriation of \$650,000,000 is authorized for the fiscal year ending June 30, 1971; \$1,150,000,000 is authorized for fiscal 1972; and \$1.75 billion is authorized for fiscal 1973. If these authorizations are fully funded, Minnesota's share in fiscal 1973 will be roughly \$35,000,000.

Changes in the L.E.A.A. Previously, unanimous agreement by the three-man L.E.A.A. was required on all policy decisions. The 1970 act provides for one chief administrator and two associate administrators for the L.E.A.A. The single administrator will act as the executive head of the agency to exercise all legislative management authority. Policy decisions will require the concurrence of the administrator and at least one of the associate administrators.

Corrections. The 1970 act provides far greater emphasis on corrections. A minimum of 20% of Safe Streets Act funds in any given state after 1971 will be required to go for corrections. The Safe Streets Act previously provided a maximum of 20% expenditure on corrections. Previous provisions required a 50% match for construction of new facilities; the new act provides that in the area of corrections the federal government will provide a 75% match. Other areas of construction will remain at the 50% match.

The 1970 act requires that future state plans set forth a comprehensive statewide program for construction, acquisition, or renovation of facilities, and the improvement of correction program practices. It requires that state plans provide (where feasible and desirable) for the sharing of correctional institutions and facilities on a regional basis. The act also requires that the state plan provide satisfactory assurances that personnel standards and programs of correctional institutions and facilities reflect advanced practices.

Special corrections block grant formula. The 1970 act provides, in the area of corrections, that the block grant portion of the program will be reduced from 85% to 50%, and the discretionary portion which the L.E.A.A. administers will be increased from 15% to 50%. The 1970 act specifically authorizes \$100 million for corrections in fiscal 1971, and \$150 million for corrections in fiscal 1972.

Criminal Justice Coordinating Councils. The 1970 act provides an action grant category for establishing criminal justice coordinating councils for units of general local government or combinations thereof with over 250,000 population. It also provides that some planning funds must be made available to major cities and counties. At the same time, the act provides that the L.E.A.A. may waive the requirement that at least 40% of all federal planning funds given to a state be made available to units of local government.

Discretionary grants. The act provides for a federal match of up to 75% for discretionary grants.

Personnel grants. The Safe Streets Act previously provided that no more than one-third of any grant shall be for compensation of employees of the criminal justice agency involved. The 1970 act would relax this limit.

Regional Planning Councils. The 1970 act provides guidelines for making regional planning councils as representative as the state commission.

Education. The proposed legislation expands and modifies the scholarship and loan programs. It would authorize the L.E.A.A. to develop and support regional and national educational programs, workshops, and seminars to instruct state and local law enforcement personnel. It authorizes the L.E.A.A. to establish a permanent training program for attorneys from state and local governments engaged in the prosecution of organized crime.

Federal match. The 1970 act increases the amount of the federal share for a number of types of projects, from 60% to 75%, and by fiscal 1973 at least 40% of the non-federal funds for any program or project by money, as opposed to donated services or property.

State plan. No state plan will be approved unless it provides adequate assistance to deal with law enforcement problems in areas characterized by both high crime incidence and high law enforcement activity.

Action grants. The 1970 act provides that states paying over one-fourth of the costs of state and local law enforcement expenditures can receive up to that same proportion of the action grant awards.

Criminal Justice Planning Efforts in Minnesota Have Developed Rapidly

In Minnesota, as nationally, there has traditionally been very little planning for criminal justice. What planning there was took place in corrections. At the urging of the U.S. Attorney General, a four-man commission was established in 1966; however, very little was actually done at this time. The general issue appeared in the 1966 campaign, and upon taking office Governor LeVander, utilizing a grant from the Law Enforcement Assistance Act program, created a special commission to study criminal justice problems in Minnesota. The State Planning Agency arranged for help for the commission from the Citizens Council on Crime and Delinquency. The commission's study program was launched with three task forces in July 1967. A fourth was added in 1968.

Attorney General Douglas Head chaired a task force on law enforcement, Associate Supreme Court Justice James C. Otis a task force on administration of justice, Commissioner of Corrections Paul Keve a task force on corrections, and Associate Supreme Court Justice Walter Rogosheske a task force on crime prevention through citizen action. The task forces were comprised of over 100 professional and lay members. After almost two years of study, they issued over 200 specific recommendations in their final reports. Taken together, the task force reports represent a thoughtful evaluation of criminal justice needs in Minnesota.

Just prior to passage of the Safe Streets Act in 1968, Minnesota received a \$75,000 "riot control" grant. Local officials were brought together to advise the state on distributing the funds, which were then used, among other things, to purchase communications equipment.

The Governor's Commission on Crime Prevention and Control was created by executive order in 1968. With passage of the Safe Streets Act, Governor LeVander charged the State Planning Agency and the existing Governor's commission to develop a Minnesota criminal justice planning program. In December 1968, the Governor's commission was expanded and renamed the "Governor's Commission on Crime Prevention and Control."

Organization of the Governor's Crime Commission. Executive Order No. 28, establishing the Governor's Crime Commission, provides that it shall consist of not more than 35 members, appointed by the Governor for "an indeterminate" term. The order specified that the Minnesota Attorney General would serve as chairman of the commission. Currently serving on the G.C.C. are: Four chiefs and a sergeant from local police departments; four county sheriffs; three state police officials; three judges; two prosecutors -- the Attorney General and a county attorney; two penologists -- the Commissioner of Corrections and a County Director of Court Services; four representatives of general local government -- a mayor, an alderman, a county commissioner, and a city manager; eight community lay members; and the deputy director of the State Planning Agency.

Regional Advisory Councils are designed to complement the general planning process in Minnesota. Minnesota has been a national leader in developing regionalization of governmental planning. The Metropolitan Council Act passed in 1967 and amended in 1969 gives Minnesota a running start, as does the Regional Development Act of 1969. Regional criminal justice advisory councils have been established in seven general planning regions. For criminal justice planning, the regions have been assigned an alphabetical number. Region A includes the northwestern section of the state; Region B is the northeastern Arrowhead region; Region C includes the

west central counties; Region D, the east central; Region E, the southwest; Region F, the southeast; and Region G, the seven-county Twin Cities metropolitan area. (A map of the seven regions is found in the Appendix.)

The Regional Development Act of 1969 has only been implemented in the Arrowhead Region. Once regional development districts are established, the Act designates these commissions as the authorized agency to receive state and federal grants for regional purposes under the Safe Streets Act.

In the Twin Cities area, the Metropolitan Council has been designated as the regional criminal justice planning agency. A Region G Criminal Justice Advisory Council acts as an advisory group, both to the Metropolitan Council and the Governor's Crime Commission. All plans and recommendations developed by the Region G Advisory Council must be approved by the Metropolitan Council before they are forwarded to the Governor's Crime Commission. A similar arrangement is developing in Region B between the newly-created Arrowhead Regional Commission and the Region B Criminal Advisory Council.

Each regional advisory council has from 18-33 members, one-third of whom are criminal justice officials, one-third local elected officials, and one-third lay members. The regional advisory councils assist the Governor's Crime Commission in developing priorities and review and comment on grant applications stemming from the region. In 1969 time pressures prevented the advisory councils from reviewing and commenting on individual grant applications outside of the metropolitan area. In 1970, the Governor's Crime Commission had the benefit of the review and comment of the regional councils on all local grant applications.

Staffing the Governor's Crime Commission. The state planning grant application for Safe Streets Act funds for Minnesota was developed by the State Planning Agency, working with the Attorney General's office. Separate staff for the Governor's Crime Commission came in December, 1968, when Emery Barrette was hired as Executive Director. The Governor's Crime Commission currently maintains a professional staff of about ten people. A key position of Director of Planning & Research remains to be filled. The G.C.C. has found that there are precious few experts to be found in the area of criminal justice planning.

Each regional advisory council has its own staff. Regions A through E are staffed on a part-time basis, with only \$13,000 a year provided in planning funds. Region F, with a \$22,000-a-year planning grant, is also staffed on a part-time basis, while the Metropolitan Council has been able to hire a fulltime criminal justice project director with its planning grant of \$85,000.

The 1969 state plan. The G.C.C. prepared a "Minnesota Plan" for criminal justice early in 1969. The first year plan accepted the recommendations of the four earlier task forces as the basis for its planning. The 1969 plan devoted considerable discussion to the mechanics of implementing the grants program. This 259-page document was prepared after the G.C.C. was created in December 1968, approved by the Governor and his Crime Commission, and submitted to the L.E.A.A. on May 7, 1969.

The 1969 criminal justice program in Minnesota. During 1969 the seven regional advisory councils were organized and staffing secured. The Governor's Crime Commission itself processed action grant applications for \$1,610,061, of which 43 grants for \$352,773 were approved and funded. Only one project -- a grant of \$5,000 for an analysis of the Hennepin County Court system's administration of justice under emergency conditions -- was terminated. As of July 21, 1970, all but two of the regional projects approved in 1969 had been funded. In studying priorities

for 1969, it was decided that 25% of the action funding should go to statewide projects, 25% should be used in outstate regions A through F, 33 1/3% should be divided between Minneapolis and St. Paul, and the remaining 16 2/3% should go to the balance of the metropolitan area. Jurisdictionally, it was decided to spend 50% on police, 20% on corrections, and 15% each on adjudication and prevention.

The actual amounts awarded varied somewhat from the percentages established. State grants accounted for 31.4% of the grants, an increase of 6.4% over the formula percentage. Awards for Regions A through F closely approximated the formula, with 24% of the grants being awarded, as opposed to 25% in the formula. Region G received only 44% of the grants, as opposed to 50% in the formula. Among the jurisdictions, corrections fared best, receiving 29%, as opposed to a 20% formula percentage. Adjudication and prevention each received 11%, as opposed to 15% in the formula. Law enforcement came the closest, with 49%, as opposed to 50% in the formula.

A number of major proposals were developed in 1969. Many of the projects funded in 1969 were small in scale and of limited application, but a number of major developments were stimulated. The Kelly Scientific Corporation was commissioned to conduct a statewide study of police radio communications. The findings of this study will be used to develop a coordinated police communications system throughout the state. Improved training of law enforcement personnel got a major boost from a planning grant relative to a law enforcement academy, action money for the Bureau of Criminal Apprehension's police training program, and another action grant for the Peace Officers' Training Board's management training program.

In Minneapolis and Duluth important projects were funded in connection with their Model Cities programs. Regional detention and treatment programs were also assisted, as was a program to provide fulltime district prosecutors.

The 1970 "Minnesota Plan" was built upon the 1969 edition. Two major new elements to the "State Plan" are a new method developed for establishing priorities and a five-year criminal justice planning program.

The Delphi Method of establishing priorities. It was determined by a consultant hired by the G.C.C. that available information and data on the problems of criminal justice in Minnesota are "incomplete, controversial, or not easily resolved by experts or professionals who work with the information at the action program level." (Establishing Priorities, prepared for the G.C.C. by Ronald Klutch, Instructional Simulations, Inc.)

Without an adequate overview of the criminal justice system, or what its goals should be, the report concluded that, rather than setting goals or specific targets, the G.C.C. should seek to reach a level of management control by working with a functional view of the system at its current level of operation.

Priorities established for 1970 would decrease the funding for police-related projects from 50% to 40% -- placing the 10% in a discretionary category. The priorities for 1970 also provide a division of action funding into twelve functional categories which cut across geographic and jurisdictional areas. The twelve functional categories are further divided into 19 program areas. (See Appendix for a five-year projected budget by functional category.)

The functional categories are of a general nature that could be used in setting priorities for almost any system. The weightage given the categories was based on assessment of benefits, needs and program, feasibility, and systems factors.

The 1970 State Plan provides a five-year criminal justice planning program. The Governor's Crime Commission is required to provide a five-year plan for criminal justice. The plan, which is updated each year, must be developed and sent to the L.E.A.A. for approval before the state may receive its Safe Streets Act block funds. Some of the more important programs to be assisted with Safe Streets Act funds during the next five years are:

- * Communications. Over \$1 million is planned to provide unification of 200 two-way radio systems into a statewide radio communication network. This system will allow liaison between police, fire, ambulance, and civil defense units.
- * Information. In Minnesota, the Crime Information System (MINCIS) will get a major boost during the next five years. Approximately \$2 million will be allocated to develop this computerized information system. The MINCIS system will provide Minnesota with comprehensive tactical information for law enforcement.

This project is also related to a System for Electronic Analysis and Retrieval of Criminal Histories (SEARCH). SEARCH has been funded with discretionary funds, whereas MINCIS is funded with legislative appropriations and Crime Commission grants. The SEARCH program will be primarily geared to provide tactical information for police adjudications and corrections. A special project -- MINCIS-SEARCH -- provides special corrections applications of the computerized information system.

MINCIS, SEARCH, and MINCIS-SEARCH are actually all part of the same system which the Bureau of Criminal Apprehension administers. As the program develops, it may also be used to provide planning data for criminal justice planning. MINCIS services will be available to local jurisdictions through a system of regional information centers. The mini-MINCIS centers would then have direct communication with local agencies within the geographic area it serves.

The system will serve law enforcement, adjudications, and corrections within Minnesota, as well as neighboring states by cooperative agreements. A tie-in with the National Crime Information Center will provide 50-state information through the MINCIS system, once the other states have developed similar systems.

- * Training. The five-year plan places considerable emphasis on upgrading criminal justice personnel. In total, it projects a Safe Streets Act grant program of almost \$10 million. A good example of what is planned is the Minnesota Peace Officers' Training Board's plan for training new peace officers. The 1967 session of the Minnesota Legislature created the training board and gave it responsibility for planning training programs for peace officers. One of their chief functions has been to recommend regulations for minimum basic training to be required of all new peace officers.

Before 1967, a newly-hired peace officer was not required to take any formal training. In 1967 three weeks' training was required for new officers in communities over 1,000 population. In 1968 the basic training program was expanded to four weeks, and in 1969 Minnesota initiated

a reimbursement plan which allotted local communities \$320 per man to send new peace officers to five-week Bureau of Criminal Apprehension basic training schools.

The State Plan provides for a program of six weeks, with a \$480 per man reimbursement in 1970 . . . seven weeks and \$720 in 1971, eight weeks and \$900 in 1972, nine weeks and \$1,200 in 1973, and ten weeks and \$1,500 reimbursement per man in 1974.

- * Regional Detention. The State Plan incorporates a program to move Minnesota corrections toward a system of regional detention and treatment centers -- first for juveniles and eventually for adults. This program incorporates sizable legislative appropriations, discretionary funds from the L.E.A.A., Safe Streets Act block grant action monies (over \$3 million), and local funding.

By 1974 the plan would provide for: Three juvenile treatment and detention centers, two regional half-way houses, one Indian half-way house, replacement of 30 local lockups and jails, and three job training sites for parolees and potential offenders.

The Department of Corrections received a \$50,000 planning grant to study the feasibility of regional detention centers and regional jails. In this study they are exploring ways to minimize the amount of "dead time" an offender spends incarcerated without receiving either training or rehabilitation assistance. The findings from the study will be utilized by the Governor's Crime Commission when it makes its decisions on Safe Streets Act grants.

At the same time Minnesota is moving toward sub-state regional treatment and detention centers for juveniles and male adults, Minnesota and Iowa are applying for Safe Streets Act planning funds to investigate the feasibility of a joint women's correction program for the two states. Currently, neither state has the necessary women's prison population to provide the economies of scale necessary for an effective rehabilitation program. The purpose of both decentralizing the state's correction facilities for males, and combining the two states' women's corrections facilities, is the same -- a more effective rehabilitation program which would make greater utilization of community resources. Work release and community involvement are key elements programmed into each.

In 1963 the Legislature had passed enabling legislation which would have allowed the consolidation of local lockup facilities into regional jails. Local jurisdictions have yet to take advantage of this legislation. The leverage of Safe Streets Act funding may assist regional consolidation that was not possible with only enabling provisions.

- * Prosecutor programs. In 1967 Minnesota received a \$169,000 two-year federal grant to experiment with providing fulltime judicial district prosecutors to assist part-time county attorneys in rural Minnesota. District prosecutors were secured in the Fifth and Ninth Judicial Districts. Their offices are in Mankato and Bemidji. This program is projected to be expanded to the remaining rural districts as the next step in improving criminal prosecution.

The five-year State Plan envisions upgrading the salaries of all prosecuting attorneys throughout the state to an average of \$25,000 per year. Safe Streets Act Funds in the amount of \$200,000 are planned to help achieve this goal.

- * Justice of the Peace Courts. The State Plan proposes to upgrade or replace the 408 Justice of the Peace Courts in Minnesota. The proposed program would train the justices of the peace, or their replacements, to insure that they understand their duties and the laws under which they operate.

Executive reorganization and legislative action have also strengthened criminal justice in Minnesota. As part of a program of Executive Branch reorganization, a new Department of Public Safety has been created, combining the Highway Patrol, the Department of Civil Defense, the State Fire Marshal's Division, the Bureau of Criminal Apprehension, the Motor Vehicle Division, the Driver's License Division, and the Capital Complex Security Division. Wallace Hoaglund was appointed the first Commissioner of Public Safety, effective January 1, 1970. The new department became fully operational as a department on July 1, 1970. Commissioner Hoaglund also serves as vice-chairman of the Governor's Crime Commission.

The 1965 Minnesota Legislature provided for a coordinated system of public defenders. Supervised by the Minnesota Judicial Council, public defenders in each judicial district represent all indigent defendants charged with felonies or gross misdemeanors from the time of arrest through final disposition of the case in court. The State's Public Defender's staff assists the District public defenders and handles indigent appeals and habeas corpus post-conviction proceedings.

The State's Public Defender's office and staff are funded by legislative appropriation, and the District defenders by the counties' appropriations to the judicial districts.

During the 1969 legislative session, a number of bills were passed strengthening criminal justice. Among them were a law that allows joint trials for co-defendants without their permission, and a Good Samaritan law. The joint trials law makes it possible for the court, in felony cases, to order a joint trial in the interest of justice, not related to time or economy. The Good Samaritan law provides that up to \$10,000 can be recovered by a person injured or killed while coming to the assistance of a police officer or preventing the commission of a crime.

The Legislature is currently conducting interim studies of judicial reorganization, a number of the elements of the criminal code, and other related criminal justice issues. These issues will then be considered for action at the 1971 session.

IV. CURRENT ISSUES AND PROBLEMS

Criminal justice to date has developed without coordinated planning. However, as the problem has become more acute, the need to plan for criminal justice has become more apparent. In Minnesota, as elsewhere, important initial steps in planning for criminal justice are now taking place. The importance of these first steps should not be underestimated, but neither should we automatically conclude that they are sufficient to build an effective criminal justice system. Most of the steps taken thus far by the Governor's Crime Commission have served to lubricate the existing criminal justice machinery. There has been very little fundamental reform. It is not altogether clear, at this time, whether the Governor's Crime Commission will become even a forum for considering basic change. During 1969 and 1970 the Crime Commission members spent most of their energies reacting to project proposals developed by criminal justice agencies throughout the state. Few basic policy issues on how criminal justice should function in Minnesota have come before the Commission.

The 1970 Minnesota Plan is general enough in its grant categories to encourage almost any project. In its revised final draft, the plan was made more specific in its description of its five-year program projections. The Governor's Crime Commission members, however, were assured by the staff that these specifics were in no way binding on the Commission and required no action on their part.

Will the Governor's Crime Commission provide comprehensive criminal justice planning? A major question of concern in this report is whether the Governor's Crime Commission should assume a more active leadership role in planning a system of criminal justice for Minnesota, or whether it should only indirectly guide criminal justice program development through selectively funding projects which it feels have the greatest merit. In other words, whether the "Minnesota Plan" should serve as a blueprint for innovation and reform of the criminal justice system or merely as a rationalization of programs initiated by other agencies.

The question is not for whom but for what purpose are grants awarded. As noted earlier in the report, several organizations have criticized the manner in which states have used Safe Streets Act funds. They have charged that the states have failed to focus Safe Streets Act resources on the most critical urban crime problems. They base their conclusions on the amount of funding granted agencies in the central cities.

We reject this conclusion as not being valid in the State of Minnesota.

Our concern with the allocation process in Minnesota is that the Governor's Crime Commission may focus too much attention on where funds are going and not enough on what they will do. While the Crime Commission may do a good job of equitably cutting up the pie, we are concerned that this process may not provide the best utilization of the funds in building an effective system of criminal justice for the state.

1. Building Blocks -- The Response So Far Has Been Helpful

The recent public concern over criminal justice has been manifested in many constructive ways. These include: Blue ribbon studies of the problem, federal legislation, and numerous new programs at the state and local level.

The problem has been well studied. These studies include the 1967 report of the President's Commission on Law Enforcement and Administration of Justice; the 1968

report of the National Commission on Civil Disorders; the 1969 task force reports of the Governor's Commission on Law Enforcement, Administration of Justice, Corrections and Prevention Through Citizen Action; and the 1970 report of the National Commission on the Causes and Prevention of Violence.

A creative federal program has emerged. Congress has responded to the growing public concern over criminal justice by enacting the Law Enforcement Assistance Act of 1965. This legislation created the office of Law Enforcement Assistance in the Department of Justice, and provided funding for state and local criminal justice programs.

Minnesota received several L.E.A.A. grants, including funding for a special Governor's Commission on Law Enforcement, Administration of Justice, Corrections, and Crime Prevention Through Citizen Action. This Commission was divided into task forces which examined key criminal justice problems in Minnesota.

The Governor's Commission task forces developed many specific recommendations for strengthening criminal justice in Minnesota. Each of the task forces submitted a final report with recommendations. Taken together, they represent a comprehensive de-cription and appraisal of the Minnesota criminal justice system.

The Safe Streets Act provides significant federal resources to be used by Minnesota to strengthen criminal justice. In 1967 the President's Commission on Law Enforcement and Administration of Justice issued its final report. This report startled the nation with its findings as to the magnitude of the problem. The conclusions of the report pointed out the need for basic change. Congress responded by passing the Omnibus Crime Control & Safe Streets Act of 1968.

For the first time, a large federal program was launched to assist state and local governments with their criminal justice problems. The program provides block grants to the state which, in turn, allocate these funds for projects developed by individual criminal justice agencies within the state.

The Governor's Commission on Crime Prevention and Control provides the first continuing state agency responsible for planning criminal justice. Governor LeVander appointed the Governor's Commission on Crime Prevention and Control in October 1968 to meet the requirements of the Safe Streets Act. Since that time, the Crime Commission has hired a staff, helped develop regional criminal justice planning committees, prepared a state plan with 1969 and 1970 additions, and funded numerous projects which strengthened the criminal justice system in Minnesota. Prior to the appointment of the Crime Commission, no group within the state had been assigned to plan criminal justice on a continuing basis.

The "Minnesota Plan" provides for a five-year projection of functional category funding. The plan also suggests some specific programs and objectives to be accomplished.

Important criminal justice programs are being developed in Minnesota with Safe Streets Act monies. Though many of the projects funded to date have been relatively small in scale, important steps are being taken toward the development of a law enforcement academy, a statewide system of police radio communications, a state criminal information system which will be available to each criminal justice jurisdiction, and a better use of local police allocations has been studied.

The Safe Streets Act funds are new monies available for innovative projects on a

pilot basis. A number of the projects developed with Safe Streets Act funds may prove themselves as effective models to be copied throughout the criminal justice system in Minnesota. Therefore, this program has an impact that goes beyond those agencies that have their projects funded.

The Governor's Crime Commission encourages regional cooperation by organizing regional criminal justice planning councils. The Governor designated seven criminal justice planning regions. In each region, a criminal justice planning council has been established and a staff acquired. Each regional council makes contributions to the development of the state criminal justice plan, and all applications for Safe Streets funds stemming from the region are reviewed by the regional council. This program represents the first effort at regional planning for criminal justice in Minnesota.

Encouraging developments are taking place on a sub-regional basis. In Minneapolis and St. Paul the police departments are developing planning capacity. Throughout the state, local criminal justice agencies are beginning to think in broader terms. Greater use is being made of county law enforcement personnel on a contract-for-services basis. Private groups, such as the Minnesota Citizens Council on Delinquency and Crime, the Urban Coalition, and the Minnesota Bar Association, are assisting in the development of a better criminal justice system. Each local grant application is being processed through two general government jurisdictions, not just the criminal justice agency.

2. Additional Planning is Required

While the aforementioned developments are significant, greater impact is required on the basic problems confronting criminal justice. Planning remains basically compartmentalized, with each individual component taking its own cues and approaching the problem from its particular vantage point. The efforts to date have been geared toward improving the efficiency of the individual components of our existing criminal justice system, rather than developing a systematic approach to solving criminal justice problems.

Basic studies of the problem are needed. Criminal justice planning in Minnesota does not currently incorporate analyses of how existing criminal justice programs relate to one another. No one is assigned to review and evaluate existing programs as to their effect on the offender or society. Even within the different elements of criminal justice, there is very little cost-benefit analysis, and hardly any fundamental reform.

Models and plans should be developed on a systemwide basis. We have found no one currently assuming the responsibility for developing alternate models and plans for treating criminal justice problems. The Governor's Crime Commission has, by and large, assumed a role of reacting to programs developed by individual criminal justice agencies, rather than assuming a more activist role of planning a criminal justice system in its entirety; therefore, the plans being developed are often fragmented and compartmentalized. The new Department of Criminal Justice at the University, and the MINCIS data program, are notable exceptions that warrant emulation.

Innovative proposals for the management of a criminal justice system should be developed. While the Governor's Crime Commission goes a long way toward coordinating certain aspects of criminal justice planning, it is apparent that the

Commission does not see its role as directing the different criminal justice elements into a cohesive system. What is lacking is not only system planning, but a determination to plan a criminal justice system and to implement the plan. The specific five-year programs described in Section III were developed by the staff. Some of the specifics were developed -- at L.E.A.A. request -- by the staff, without any formal participation by the G.C.C. members themselves. At the meeting following the submission of these additions to the "Minnesota Plan," the members were advised that a new policy had not been formulated with the inclusion of this new material, as these specifics were in no way binding on the G.C.C. This judgment was confirmed by a regional L.E.A.A. staffer in attendance at the meeting.

Additional data is required on cost, flow rates, recidivism and operating policies. The Governor's Task Force on Law Enforcement recommended the establishment of an "Upper Midwest Criminal Justice Research and Development Institute" to conduct basic research on criminal justice problems. This recommendation has not been implemented, and at present there is not adequate data being collected to make the fundamental kinds of decisions that are required for evaluation and planning a criminal justice system. At the time the task force recommendation was made, the prospects looked good for federal funding for regional institutes. This did not develop, and the national institute has not been funded as well as expected.

Data-gathering by the Governor's Crime Commission staff for the state plan represents an important first step, but it must be greatly accentuated if it is to become an effective planning tool. A consultant has been commissioned to assess the data need and develop a collection plan.

The MINCIS program provides a tactical data base that, hopefully, can be expanded to include base-line planning data. Research elements currently needed include strategic data for planning and evaluation, an analysis of what this data means for criminal justice, and a process of relating criminal justice problems to other socio-economic factors.

Functional goals and standards for the criminal justice system need to be established. In order for a criminal justice system to operate effectively, clear-cut goals must be established for the system as a whole. The priorities established by the Governor's Crime Commission are program categories that are designed essentially to improve the efficiency of the individual elements of the criminal justice system. The Crime Commission has not produced a clear-cut hierarchy of goals for use in developing criminal justice programs, nor has the Commission established standards of performance for evaluating existing programs. Once goals have been agreed upon and standards of achievement set, criminal justice planners will be in better position to recommend changes in the conflicting elements of the system. What goals and objectives have been established in the five-year program are primarily the product of staff initiative, rather than the informed deliberation of the Commission.

A more effective working relationship needs to be developed between the Governor's Crime Commission and the regional councils. The regional councils have yet to be assigned responsibilities commensurate with their potential. At present they are operating almost entirely in an advisory capacity to the Governor's Crime Commission. During 1969, Region G was the only area to review grant applications. This year, with more adequate time, regional recommendations were developed on all project proposals.

The regional councils, with one-third lay membership, one-third agency professionals, and one-third representing general government, may provide a better mix for effective decision-making than the Governor's Crime Commission itself. In at least one case, a mayor was appointed to a regional committee and his chief of police was appointed to the Governor's Crime Commission. If the regional councils are to be utilized to their full potential, a new division of responsibility must be developed.

Better coordination between criminal justice and the general planning process may be needed. While the Governor's Crime Commission staff is administratively within the State Planning Agency, we have heard testimony that the two agencies are operationally independent. This is partially corrected at the state level now, by A. Edward Hunter, Acting Director of the State Planning Agency, having been appointed to the Governor's Crime Commission.

On a regional basis, this will be corrected once the regional development commissions are created. The Regional Development Act designates the regional development commissions to serve as the regional Safe Streets Act planning groups. The Region A and G regional advisory councils now submit their recommendations through the general regional planning agency.

Comprehensive criminal justice budget planning is restricted to Safe Streets Act funds. Safe Streets Act funds presently account for approximately 8% of the governmental expenditures on criminal justice in Minnesota. The Governor's Crime Commission makes no recommendations concerning the expenditure of the remaining 92%. (This percentage will change as Congress expands the Safe Streets Act funding.) While the Safe Streets Act funds do represent new money -- exerting more influence than operating funds that are largely committed to a given program -- the fact remains that most criminal justice budget decisions are not reviewed by the criminal justice planning agency.

Priorities established by the Governor's Crime Commission are so general that they do not provide an effective screening device. At the same time, action grant classifications may be divided too finely to allow large enough individual projects to achieve optimal results. What developed in 1969 was a large number of diverse Safe Streets projects which do not provide a concerted effect on any specific aspect of the criminal justice system.

The Governor's Crime Commission does not have adequate staff to individually award and administer all Safe Streets Act action grants and fulfill the basic planning responsibilities as well. The Governor's Crime Commission has a professional staff of approximately ten fulltime persons. During the course of our deliberations we have heard testimony commending the efforts and dedication of members of the Crime Commission staff; however, we have also learned that this staff is not adequate to perform comprehensive criminal justice planning. There is presently a need for additional expertise in both the substantive elements of the criminal justice system and the general planning process.

The Governor's Crime Commission may need to take greater initiative in stimulating project proposals. At present the Crime Commission establishes categories under which various levels of funding are available. Once these categories are established, the Crime Commission staff does not normally take the initiative in encouraging criminal justice agencies to develop project proposals for the different categories. It does, however, work with the regional councils' staffs to

assist a given agency in preparing a grant application for a given project on request. As the amount of Safe Streets Act funds increases, the staff may have to do more to stimulate applications.

An effort to collect or disseminate the results of innovative projects conducted in other states would be most helpful. No one is currently performing this clearinghouse function for criminal justice agencies in Minnesota. As the results of Safe Streets Act projects in Minnesota and elsewhere are established, such a service would become increasingly useful.

Effective evaluation of Safe Streets Act projects in Minnesota is an important ingredient in developing more effective criminal justice. For that reason, greater provision for evaluating each project should be built into the project itself. Unless evaluation is an integral part of the project, the evaluation is likely to result in little more than a post-audit of the compliance with grant stipulations.

3. Basic policy issues must be considered.

In order to effectively plan a comprehensive criminal justice system for Minnesota, a number of basic policy issues must be considered. With regard to some areas, there is presently adequate planning. With regard to other areas, the key issues are never raised at the appropriate level.

Some of the more important policy issues we have identified are: resource allocation, standards of performance, the nature and scope of the public responsibility, the determination of the most appropriate level of government to assume a given function or responsibility, and determining a proper balance between the public need for protection and personal rights and freedoms.

Resource allocation -- The Governor's Crime Commission is currently very concerned with the allocation of Safe Streets Act funds. As mentioned earlier in this section, we feel greater emphasis should be placed on what a project will accomplish with regard to the entire system, and less on where the money will go. As Safe Streets Act funding increases, the question of where the local match money will come from becomes increasingly important.

If we are to approach criminal justice as an inter-related series of problems, criminal justice planners will need to consider the effects of the entire criminal justice expenditures in the state, in reaching those resource allocation decisions within their control or influence.

Standards of performance -- The establishment of standards of performance provides a means of insuring the quality of a product, while allowing flexibility in the means of delivery. At present, the State of Minnesota has delegated, or abdicated, most criminal justice responsibilities to local jurisdictions without developing meaningful standards of performance to be met.

Questions which should be considered with regard to standards of performance include: (1) What are the areas where standards of performance should be set? (2) Should compliance with certain standards of performance be a prerequisite to receiving Safe Streets Act funding? (3) What effect would various standards of performance have on the different elements of the criminal justice system?

The nature and scope of public responsibility.-- Increasingly, questions are being raised as to what is the nature and scope of public responsibility. Key questions for criminal justice planners are: What is the range of deviant behavior which we attempt to regulate through public control? Do we attempt to regulate more human behavior than is manageable? What changes might we anticipate in the responsibilities assigned to criminal justice? What effect would these changes have on the various elements of the criminal justice system?

Determination of the most appropriate level of government to assume a given function or responsibility -- The Governor's Crime Commission has encouraged the consolidation and coordination of many criminal justice functions through its process of awarding Safe Streets Act funds. Up to this point, this has developed largely on an ad hoc basis. It is important that the question of what level of government be encouraged to perform what functions be given careful consideration. As Safe Streets Act funding becomes a larger part of the total criminal justice expenditures, it is imperative that the Governor's Crime Commission use its influence in a thoroughly considered manner.

Determining the proper balance between the public's need for protection and personal rights and freedoms is perhaps the most hotly contested criminal justice issue in the U.S. today. While the criminal justice planners are unlikely to be able to resolve this issue, it is important that they are cognizant of the effect any of their actions have on the matter.

V. MAJOR CONCLUSIONS CONCERNING CRIMINAL JUSTICE PLANNING IN MINNESOTA

A. Criminal justice must be viewed and planned as a system

Each element of the Minnesota criminal justice system is related to all other elements of the system. A change in any one of the elements will cause secondary changes in other parts of the system. At present, no one anticipates the effect that altering one element will have on another. The efforts from within the system do not consistently fall in one direction toward common goals.

what?
who? More effective criminal justice for Minnesota can best be achieved through coordinated planning directed toward a defined set of system objectives.

B. The basic concepts incorporated in the Minnesota Safe Streets Act program are sound.

The block grant concept, inherent in the Safe Streets Act legislation, offers the State of Minnesota the necessary funding and flexibility to develop an effective criminal justice program. Many innovative programs have been, and will continue to be, stimulated by the availability of Safe Streets Act funding. The block grant funding appropriately places planning responsibility in the hands of the state government, where the primary authority and responsibility for criminal justice reside.

State government can best provide the necessary leadership to plan improved criminal justice. We have a state-operated corrections system, a state-directed court system, and state-authorized agencies of law enforcement. It is readily apparent that the lowest level from which these three primary elements of the broader criminal justice system can be planned and coordinated is the state level.

The regional approach to planning criminal justice improves the opportunity for areawide coordination and local involvement. At this point, the regional approach to planning and criminal justice appears to be providing an effective marriage of the desire to retain a maximum level of local involvement while providing effective cooperation and coordination among the various agencies and jurisdictions in a region.

C. The focus of the Governor's Crime Commission should be expanded from primarily funding grant applications to a more comprehensive planning role.

We envision the Governor's Crime Commission planning and directing major changes in the method of organizing and administering criminal justice in Minnesota. The Safe Streets Act funding, when taken as part of a comprehensive program, provides a tremendous lever against the inertia of the status quo. The Governor's Crime Commission should not let this unique opportunity pass by.

D. The organization and structure of the Governor's Crime Commission should reflect its comprehensive planning role.

In order to assume a greater deliberative and evaluative role, a small, more independent crime commission will be required. A greater time commitment will be demanded of commission members, it will require additional staffing support, and a greater share of the responsibility for awarding individual grants must be shared with the regional advisory councils.

VI. OUR PROPOSAL FOR STRENGTHENING CRIMINAL JUSTICE PLANNING IN MINNESOTA.

We propose to build upon the criminal justice planning mechanism which has been established in Minnesota. The block grant concept, inherent in the Safe Streets Act legislation, offers the State of Minnesota the necessary funding and flexibility to develop an effective criminal justice program. However, without comprehensive planning, this opportunity could be absorbed in perpetuating criminal justice systems that are frequently isolated, often ineffective, and even detrimental to the offender and society alike.

In order to transform the Safe Streets Act program in Minnesota from primarily a funding mechanism to a comprehensive planning device, we urge the new Governor to reconstitute his Crime Commission along lines which will give the Commission greater decision-making capacity.

Specifically, we recommend:

1. The Governor should direct his Crime Commission to prepare specific legislative proposals for improving the efficacy and equity of criminal justice in Minnesota.

Improved criminal justice involves more than just making current criminal justice programs more efficient. An efficient program is not necessarily effective or fair. Safe Streets Act monies are clearly an excellent lubricant for the existing criminal justice machinery; however, a basic new design may be required. Certainly, the scope of the problem suggests some basic changes are needed in the organization, administration and direction of criminal justice.

While Safe Streets Act funding provides the Governor's Crime Commission with substantial leverage in directing new programs, it represents a small, though growing, portion (8% in 1969) of the total criminal justice expenditures in Minnesota. In order to redirect criminal justice programs in Minnesota into a more consistently progressive system, the G.C.C. must induce fundamental reforms into existing programs. This leads the G.C.C. to the Legislature, where basic changes can be enacted.

By developing a legislative program, the G.C.C. will assume a more positive leadership in developing and defining a cohesive, integrated and effective criminal justice system for Minnesota. This entails expanding its role to assume the initiative in shaping tomorrow's criminal justice system. As primarily a funding agency, the G.C.C. now reacts to projects after they have been developed and submitted by the grant applicant.

The G.C.C. proposals to the Legislature should include recommendations both for improving the system and for powers needed by the G.C.C. itself.

- a. We urge the G.C.C. to prepare legislative proposals in the following areas:

Standards of performance. Minimum standards of performance should be prepared for criminal justice functions performed at a sub-state level. Examples of the level of standard-setting we have in mind are: (1) A maximum time in which any felony case must be heard; (2) Minimum facilities required at any local jail ensuring the individual prisoner's health and

safety from assault, robbery and intimidation by other prisoners; (3) Minimum training established for some specific classification of criminal justice personnel, e.g., each police officer required to have some specific number of hours of training and each department have certain specialists with specified advanced training; (4) A 24-hour on-duty jurisdiction for each area of the state.

Standards of performance provide a method of ensuring a given level of quality, while retaining local control. Once the standards are established, the local jurisdiction may have considerable flexibility in finding the method of meeting the standards which is most suitable to the community. For example, police services to a community might be expanded by consolidation with another jurisdiction, contracts-for-services, division of the law enforcement function between the community and some larger jurisdiction, or simply expanding the local police force.

Changes in the criminal code. The criminal code in Minnesota, as elsewhere, may be a combination of too much and too little. The G.C.C. should determine if there are portions of the code which are obsolete, unenforceable, or counter-productive. Particular attention might be given to crimes for which there are no victims, statutes which impose an arbitrary standard of morality, or statutes which are not acceptable to a substantial portion of our population. Examples frequently cited as possibly falling into these areas are the portions of the criminal code dealing with vagrancy, alcohol, narcotics, sexual offenses and abortions.

The G.C.C. should also explore those areas where the criminal code may be insufficient. Regulation of explosives and even pollution are areas for which criminal provisions are now being suggested.

Court reform. We have found court reform to be an area of considerable study, but little action. The G.C.C. should develop specific proposals of court reform and submit them to the Legislature. Rationalization of the sentencing process is an example of an area urgently needing attention.

b. The Governor's Crime Commission should study the following issues -- recommending legislation and other action as determined by the study.

In the course of our study we found that there are a number of additional issues that cry out for study and resolution. Our committee was not able to study these questions adequately to render recommendations on their resolution. However, we are convinced that they must have the attention of criminal justice planners. These issue areas are in no way intended to be comprehensive or complete. They do include some of the issues expressed by authorities appearing before our committee.

Economies of scale. Continued study should be made of ways by which economies of scale can best be obtained in the various areas of criminal justice, while still retaining maximum local autonomy. A recent consultant's study on "Minnesota Police Organization and Community Resource Allocation" and the current Department of Corrections study on regional detention centers are excellent examples of the kinds of studies we have in mind. In fact, individual law enforcement agencies in Minnesota are expanding their use of contracts-for-services, functional mergers, and other forms of sharing. However, statewide adoption of these principles requires overt Crime Commission encouragement and perhaps legislation.

Personnel. Exploration should be made as to how criminal justice professionals can be used more effectively. Particular attention might be given to exploring alternate methods of handling some of the more time-consuming law enforcement functions. Specific areas to be explored might be traffic control, clerical functions, domestic problems, and maintaining jails. Throughout the criminal justice system means should be explored to release professionals from tasks which can more appropriately be performed by others.

Coordination. We see particular need for coordination in working with the offender as he passes from one element of the system to another. Important first steps are presently being made in the areas of communications and information. Law enforcement, adjudications and corrections should each be explored in terms of their effect on the individual, and how the needs of society and the offender can best be complemented.

c. Other issues called to the attention of our committee which warrant consideration by the Governor's Crime Commission include the following:

- * Delays in the adjudication process -- be they on the part of the courts or the litigants.
- * The effectiveness of various rehabilitation programs.
- * Utilization of former convicts in the rehabilitation process.
- * The desirability of diverting first offenders out of the criminal justice process.
- * Self-evaluation of criminal justice planning process.
- * Balancing the rights of the individual with the public's need for criminal apprehension.

d. In preparation for developing legislative proposals, the Governor's Crime Commission should undertake a continuing evaluation of the criminal justice system in Minnesota.

As critical data needs become apparent in developing this evaluation, high priority should be given to securing the needed data base. The technical assistance can be furnished by the Crime Commission staff, state agencies, and consultants; however, the Commission itself -- perhaps through task forces -- should assume the final evaluative decisions.

Individual operating agencies should be encouraged by the G.C.C. to conduct self-evaluations. These self-evaluations could be used as the basis for grant applications.

e. We urge the Governor's Crime Commission to prepare legislative proposals as needed to support the G.C.C.'s own research and data requirements.

The broadened role of the G.C.C. will necessitate additional data collection and basic studies. The G.C.C. will, for example, need additional performance data to evaluate the effectiveness of existing criminal justice programs.

The G.C.C. should request legislative authority to promulgate rules and regulations necessary for collecting criminal justice planning data. These rules and regulations should be binding on all state and local criminal justice jurisdictions in Minnesota.

The statistical information needed for criminal justice planning should be incorporated into the MINCIS system. All data should be organized and classified in such a manner that it can be used to provide specific information about an individual or collectively as aggregate planning data. For example, once we have information on how each offender was processed through the system, and whether he was recommitted at some later date -- we should have the capacity to compare the resultant behavior of persons processed in different manners.

Careful consideration should be given to deciding what categories of data are important for planning and evaluative purposes. This must be done before the MINCIS data is collected and coded.

The G.C.C. should call upon various resources in conducting its basic studies. Some studies can best be done by the Crime Commission staff. The University of Minnesota and state colleges provide another excellent resource. Some studies can most appropriately be commissioned to private consultants, while other studies can more profitably be handled by task forces or ad hoc committees of the G.C.C.

2. The Governor's Crime Commission or its regional advisory councils should review and comment on regionally significant current programming or future planning of all criminal justice agencies in Minnesota.

The power to review and comment on the programs of operating agencies is one of the most common tools given a planning agency. Without this tool, a local community might build a jail in their new municipal building, only to learn of regional plans for an areawide detention facility. As criminal justice programs become more sophisticated, the compatibility of different equipment and programs will become increasingly essential.

The infusion of Safe Streets Act monies and the growing concern for law and order has stimulated many new criminal justice programs and plans. The individual agency will find it increasingly difficult to keep track of what related agencies and jurisdictions are considering. Only if all of the major programs and plans are reviewed together by a central planning agency can effective coordination be accomplished.

Under our proposal the State Departments of Public Safety and Corrections would report their programs and plans to the G.C.C. through the State Planning Agency. The State Planning Agency Act gives the State Planning Agency responsibility "to review current programming and future planning of all state departments and agencies."

Local criminal justice agencies would report their proposals to the regional advisory councils. The Regional Development Act of 1969 requires all local jurisdictions with plans of regional importance to submit those plans to their "regional development councils" for review and comment. This authority currently applies only in the Arrowhead and Twin Cities metropolitan regions, where the general-purpose planning councils have been established.

The criminal justice advisory councils in Regions B (Arrowhead) and G (Twin Cities) should utilize the authority to review and comment provided for their parent planning agencies. The remaining regional advisory councils should solicit criminal justice agency programs and plans for review and comment on a voluntary basis -- until such time as regional development councils are created.

3. The Governor should reconstitute his Crime Commission commensurate with the greater deliberative and evaluative role proposed for the Commission.

a. The makeup of the Governor's Crime Commission should embrace a more rounded spectrum of viewpoints and experiences.

Over one-third of the members of the Governor's Crime Commission are from law enforcement, and well over half are criminal justice agency personnel. We feel that the Crime Commission should be reconstructed to provide a more effective mix of knowledgeable lay members and jurisdictional representatives, with an adequate time commitment to assume a broadened role for the Commission.

Our recommendation is in no way intended to imply criticism of the present membership. However, by recommending a broadened role for the G.C.C., we would be placing the agency professionals in a tenuous position -- if they were to remain in a majority on the Commission.

Agency professionals should not be solely responsible for making policy decisions and passing judgments in areas of their own professional interest. They cannot be expected to be primarily responsible for a review and comment on legislative proposals concerning their professional colleagues. Rightly or wrongly, they would be suspect of maintaining a system wherein each professional would have a vested interest in not tampering with the program of another.

The Governor and his Crime Commission should assume that the "indeterminate term" of the members expires when a new Governor assumes office. The Governor is required by the Safe Streets Act to make the Governor's Crime Commission representative of law enforcement agencies and units of general local government. However, he is given discretion as to the proportions involved. We feel that, if the G.C.C. is to assume a broadened role, it must have a larger lay representation.

The new Governor should appoint no more than one-third of the Crime Commission members from criminal justice agencies. Other knowledgeable persons, from general government, higher education, law, business and civic organizations, should be secured. It is very important that the lay members bring to the Commission some interest and background that will enhance their contribution.

The new Governor should secure some representation on the Crime Commission from persons who have been processed through the criminal justice system. An ex-convict or someone who has been very close to the process would bring an additional element of understanding of the criminal justice system to the G.C.C. Careful consideration should be given so that the person or persons selected have credibility with the processed offender and other minority groups.

b. The Governor should reduce the size of the Crime Commission to fifteen members.

As a smaller, more deliberative body, the G.C.C. would be in a better position to weigh and discuss the controversial elements of legislative proposals, priorities and program evaluation. Members would be forced to take a broader perspective as fewer groups and interests are represented on the commission. A smaller group can also be expected to take greater interest in the work of the commission, as each member has a larger part of the action. We have concluded that a larger size would impair the cohesiveness of the commission as an ongoing deliberative body.

c. The new Governor should direct the Crime Commission to meet the equivalent of at least two full days per month.

Each prospective appointee should be advised of this time commitment and be discouraged from accepting, unless he is willing to be an active participant. Some guidelines might even be developed, whereby a member would automatically be dismissed for exceptionally poor attendance.

To compensate the members, the Legislature should provide a \$50 per diem, plus actual travel and lodging expenses, for the Crime Commission members' participation at regular meetings. This expenditure of about \$25,000 per year represents less than one-half of one per cent of the federal Safe Streets Act funds they will manage at current levels.

The Governor's Crime Commission should make greater use of task forces. Members of the G.C.C. should chair task forces whenever practical. As the Crime Commission addresses more basic policy issues, it should assign some of the more difficult areas to task forces. Persons with technical interest and experience should be encouraged to participate to the fullest at this level. The excellence of the earlier task forces substantiates the merits of this device.

The Governor's Crime Commission should continue to appoint representatives from the regional criminal justice planning councils to serve on advisory committees to the Commission. This principle can apply to any standing committees, ad hoc committees, or task forces of the Commission. At the present time, there is a representative from each regional advisory council on both the priorities and grants committees. Exchanges between members of the regional advisory councils and the Governor's Crime Commission are desirable and should be encouraged.

The Governor's Crime Commission members ought to solicit public opinion and get out more into the system. The G.C.C. should periodically conduct public hearings on the operations of the criminal justice system. The Commission should also schedule visits to the different criminal justice facilities. Members from outside law enforcement might be encouraged to ride along in a patrol car Saturday night and visit a metropolitan jail early Sunday morning.

4. The Governor should appoint a chairman of the Crime Commission to serve at the Governor's pleasure.

The Governor is designated by law as the State Planning Officer. In the area of criminal justice, this responsibility is reinforced by the Safe Streets Act, which specifies that the state program shall be under the Governor's jurisdiction. We feel that the line of authority should run directly from the Governor to this appointed chairman to the executive director of the Governor's Crime Commission.

Executive Order #28 provides that "The Attorney General of the State of Minnesota shall serve as chairman of the (Governor's Crime) Commission." It was suggested to our committee that the Governor's intent was to appoint the individual, rather than the office. We feel that the Governor should make clear that he is appointing a specific individual, whether or not he happens to hold a public office. We do not intend to imply that the Attorney General should not be chairman, if the Governor sees fit.

5. The State Legislature should support comprehensive criminal justice planning by making the provisions for the Crime Commission statutory and appropriating additional planning funds.

Given the size and importance of the criminal justice planning program, it is important that the G.C.C. be made a continuing statutory agency. This does not mean that the new Governor should wait for legislative action before implementing any of the other recommendations. Rather, the new Governor should guide the Legislature in this matter by initiating the needed changes immediately upon taking office.

The Crime Commission will require additional planning funds in its expanded role. Additional percentages of the Safe Streets Act planning funds should not be taken from the regional advisory councils for the expanded role of the Governor's Crime Commission. Rather, the Legislature should appropriate additional funds needed to support the G.C.C. in its expanded role. In fact, regional criminal justice planning councils are currently operating at a minimal level (\$13,000 per year in five regions) and will require additional funding themselves.

The Governor's Crime Commission staff should be expanded to provide additional expertise in both the substantive elements of criminal justice and the general planning process. This additional expertise should be shared with the regional planning councils on an ad hoc basis. The amount of staff required will depend on the size of the federal Safe Streets Act funding, the number of individual grants, program decisions, and the use of consultants and other outside resources.

6. The Governor's Crime Commission should further decentralize portions of the planning and grant application decision-making, in order to free more time for the Commission to deal with basic issues and to strengthen the regional planning process.

Decentralization can have the additional benefits of simplifying the grants process within a region, and keeping the decision-making process closer to home.

The Governor's Crime Commission should delegate to the regions or local jurisdictions those planning decisions that are primarily regional or sub-

regional in character. The Commission would, of course, have to determine what portion of the criminal justice planning is statewide in character. Regional decisions should include the establishment of regional policy goals and objectives, performance standards, specific action programs, and the approval of grant applications.

The Governor's Crime Commission should charge each region to establish specific regional goals and objectives. These goals and objectives should be built upon for specific plans, standards and priorities. These regional elements would necessarily have to conform to and complement the broader state planning decisions.

The Governor's Crime Commission should follow the regional recommendations concerning grant applications, unless they: (1) exceed a level of funding designated for the region, (2) clearly violate state or federal guidelines, (3) fall outside the established priorities, or (4) are found to be arbitrary and unreasonable. Local grant applications under \$10,000 should presumptively be considered regional or sub-regional in character.

The regional advisory councils should assist local government units in developing criminal justice planning. When federal Safe Streets Act monies become available to establish criminal justice coordinating councils in units of general local government, the regional advisory councils should actively promote their development.

7. The Governor's Crime Commission should report annually to the Governor and the state what progress has been made during the year toward achieving the goals, objectives and program set forth in the "Minnesota Plan."

This would provide an excellent forum for advertising to the Governor, the Legislature and the general public the progress and needs of the criminal justice system in Minnesota. This annual progress report would also be useful to the G.C.C. in re-assessing the overall effects of various programs. It would have the further utility of prompting the G.C.C. to review periodically the adequacy of the goals, objectives and programs developed for the Minnesota Plan.

The G.C.C. annual report should include:

- * An analysis of data collected on criminal justice agency operations in the state. This would include expenditure data; personnel data -- number, training, median age, turnover, etc. -- and facilities and equipment data.
- * An analysis of data collected on the performance of the criminal justice system. This would include measures of the quantity and type of criminal offenses, of law enforcement actions, of adjudication, or corrections, and of preventive steps.
- * A review of progress made on projects receiving Safe Streets Act funding.
- * A review of any other changes made in the criminal justice system.

VII. Work of the Committee.

The Citizens League has a long and continuing interest in how to best organize governmental planning. We have also conducted ten separate studies, from 1954 to the present, on specific problems relating to some criminal justice agency. However, this study represents our first exploration of the broad problems of criminal justice and how to plan for a criminal justice system.

The Criminal Justice Planning Committee was organized in January, 1969, with the charge from the Board of Directors to review the block grant aspects of the Safe Streets Act, the needs and proposals for law enforcement in the metropolitan area, and the appropriate division of local, regional and state responsibility in planning criminal justice. The committee met weekly from January to August, 1969, exploring basic problems and needs of the criminal justice system. The committee reconvened from March until September, 1970. During the second round of meetings, the committee turned its focus directly to the criminal justice planning process in Minnesota.

The committee held 38 regular meetings, 5 steering committee meetings, 12 informal breakfast meetings, and one or more of the committee members sat in on parts of each of the monthly meetings of the Governor's Crime Commission while the committee was active. Much of the background for committee deliberations was furnished by knowledgeable persons who met with our committee. In addition, the Crime Commission staff was very cooperative in making available to the committee background data, documents, and other materials. The following persons, listed in chronological order, generously shared their thoughts and opinions with the committee--in a number of cases on more than one occasion:

Dr. Roger Benjamin, professor, Department of Political Science, University of Minnesota.

Emery Barrette, executive director, Governor's Crime Commission.

Edward Hunter, deputy director, State Planning Agency.

Ivan Levin, field representative, U. S. Department of Justice.

Arne Schoeller, Assistant Attorney General.

Ed Juers, then on the staff of the Governor's Crime Commission.

William Westphal, then Minnesota Supreme Court administrator.

Rev. Millard Ahlstrom, then on the staff of the Governor's Crime Commission.

David Hill, member of FOCUS (Former Offenders Creating Understanding in Society).

Richard Osgood, member of FOCUS.

Willie Mae Dixon, staff member, The Way.

William Mavity, project director, Criminal Justice Advisory Committee of the Metropolitan Council.

Dean Lund, executive secretary, League of Minnesota Municipalities.

Richard Ericson, director, Citizens Council on Delinquency and Crime.

Lester McAuliffe, then St. Paul Chief of Police.

Donald W. Dwyer, then Minneapolis Chief of Police.

Paul Keve, State Commissioner of Corrections.

Douglas Amdahl, District Court Judge, Hennepin County.

O. Harold Odland, Municipal Court Judge, Hennepin County.

Jewell Goddard, Director of Court Services, Fourth District-Minneapolis.

Eugene Wilson, deputy chief, Minneapolis Police Department.

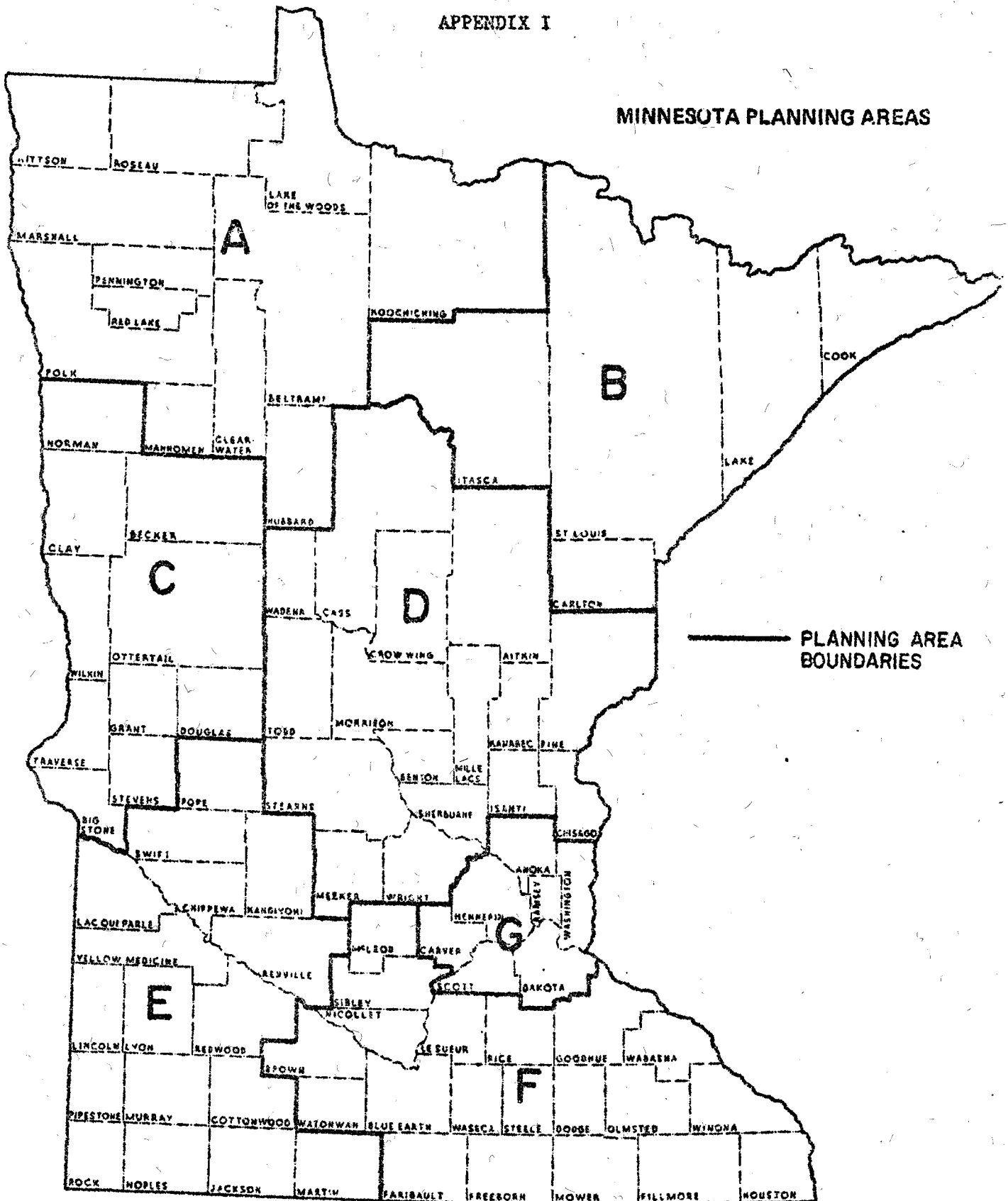
Dr. David A. Ward, chairman, Department of Criminal Justice, University of Minnesota.

Earl Hokanson, then on the staff of the Governor's Crime Commission.
C. Paul Jones, State Public Defender.
Robert Ferderer, deputy director, Governor's Crime Commission.
Harold Higgins, superintendent, Bureau of Criminal Apprehension.
Wallace Hoaglund, Commissioner of Public Safety.

The committee was chaired by Paul H. Hauge, Minneapolis attorney. Other members were: John Cummings, Wood R. Foster, Jr., Keith Hartman, William Mullin, Dr. Robert Neal, Lee Nelson, Abe Rosenthal, Peter Seed, and Cecil T. Young. The committee was assisted in its various phases by Ted Kolderie, Executive Director, Jim Carney, and Cal Clark, Research Associates.

APPENDIX I

MINNESOTA PLANNING AREAS



APPENDIX II MULTI-YEAR PROJECTIONS OF TOTAL EXPENDITURES (Federal)

PROGRAM	1970	1971	1972	1973	1974	Five Year Total
A. Communication & Information	\$ 305,000	480,000	900,000	780,000	600,000	\$ 3,065,000
B. Personnel Education and Training	394,000	480,000	570,000	720,000	780,000	2,944,000
C. Manpower Increase and Long-term Specialization	186,000	540,000	600,000	660,000	720,000	2,706,000
D. Resource Development	341,000	550,000	710,000	1,600,000	1,600,000	4,801,000
E. Resource Identification, Assessment and Upgrading	228,000	350,000	380,000	670,000	890,000	2,518,000
F. Human Factors: Agency & Personnel	150,000	138,000	138,000	138,000	138,000	702,000
G. Human Factors: Community Sector and Clients	100,000	105,000	105,000	120,000	120,000	550,000
H. Incentives, Merit, Wages, & Related Benefits	105,000	120,000	60,000	30,000	24,000	339,000
J. Career Mobility Opportunities	180,000	180,000	210,000	60,000	30,000	660,000
K. Agency Problem Identification & Response Capability	205,000	225,000	240,000	240,000	240,000	1,150,000
L. Current Pgm. Modification, Design and Development	192,000	390,000	240,000	270,000	240,000	1,332,000
M. Identifying and Developing Administrative and Service Competencies	100,000	132,000	138,000	150,000	138,000	658,000
N. Inter-Agency Relations	140,000	150,000	60,000	30,000	30,000	410,000
						Cont'd

MULTI-YEAR PROJECTIONS OF TOTAL EXPENDITURES (Federal)

[illegible]

MULTI-YEAR PROJECTIONS OF TOTAL EXPENDITURES

(State, Local, and Other)

Five Year
Total

PROGRAM

1970

1971

1972

1973

1974

Five Year
Total

A. Communication & Information	\$ 203,000	\$ 320,000	\$ 600,000	\$ 520,000	\$ 400,000	\$ 2,043,000
B. Personnel Education and Training	262,000	320,000	380,000	480,000	520,000	1,962,000
C. Manpower Increase and Long Term Specialization	117,000	360,000	400,000	440,000	480,000	1,797,000
D. Resource Development	254,000	450,000	590,000	1,400,000	1,400,000	4,094,000
E. Resource Identification Assessment and Upgrading	179,000	300,000	320,000	530,000	710,000	2,039,000
F. Human Factor: Agency and Personnel	100,000	92,000	92,000	92,000	92,000	468,000
G. Human Factors: Community Sector and Clients	66,600	70,000	70,000	80,000	80,000	366,600
H. Incentives, Merit, Wages, and Related Benefits	70,000	80,000	40,000	20,000	16,000	226,000
J. Career Mobility Opportunities	120,000	120,000	140,000	40,000	20,000	440,000
K. Agency Problem Identification & Response Capability	136,000	150,000	160,000	160,000	160,000	766,000
L. Current Program Modification Design and Development	128,000	260,000	160,000	180,000	160,000	880,000
M. Identifying and Developing Administrative & Serv. Competencies	66,600	88,000	92,000	100,000	92,000	438,600
N. Inter-Agency Relations	93,300	100,000	40,000	20,000	20,000	273,300
						(Continued)

MULTI-YEAR PROJECTIONS OF TOTAL EXPENDITURES

(State, Local, and Other)

Five Year
Total

PROGRAM

1970

1971

1972

1973

1974

Total

Inter-Agency Resource O. Coordination	\$ 66,600	\$ 40,000	\$ 30,000	\$ 20,000	\$ 14,000	\$ 170,600
System and Agency Research P. and Planning	114,000	120,000	120,000	130,000	140,000	624,000
Applied and Feasibility Q. Studies	69,200	70,000	80,000	100,000	110,000	429,200
Policy Formulation and R. Development	71,300	100,000	120,000	140,000	140,000	571,300
Public and Community Rela- S. tions	74,600	80,000	80,000	60,000	60,000	354,600
Review and Evaluation Pro- T. grams	66,000	90,000	90,000	40,000	40,000	326,000
TOTAL	\$2,257,200	\$3,210,000	\$3,604,000	\$4,552,000	\$4,654,000	\$18,277,200

APPENDIX III.

1970 GRANT EXPENDITURE DATA, AS OF DECEMBER 1, 1970

A. Funding by Program Categories

<u>Program</u>	<u>Allocated</u>	<u>Spent</u>	<u>Balance</u>
A	\$305,000	\$300,898.00	\$4,102.00 +
B	394,000	409,109.05	15,109.05 -
C	186,000	203,323.00	17,323.00 -
D	341,000	374,500.67	33,500.67 -
E	228,000	211,697.00	16,303.00 +
F	150,000	165,701.00	15,701.00 -
G	100,000	94,928.00	5,072.00 +
H	105,000	120,000.00	15,000.00 -
J	180,000	193,041.00	13,041.00 -
Q	104,000	65,695.00	38,305.00 +
K	205,000	236,642.20	31,642.20 -
L	192,000	159,400.00	32,600.00 +
M	100,000	83,075.00	16,925.00 +
N	140,000	158,000.00	18,000.00 -
O	100,000	119,255.00	19,255.00 -
P	171,000	90,227.00	80,773.00 +
Q	104,000	173,189.00	69,189.00 -
R	89,000	15,014.00	73,986.00 +
S	112,000	110,008.00	1,992.00 +
T	100,000	2,000.00	98,000.00 +

+ = Balance left in program

- = Over expenditure in program

APPENDIX III (Continued)

B. Funding By Jurisdictional Areas

<u>1970 GRANT EXPENDITURE DATA</u>		<u>Funds Allo-</u> <u>cated-1970</u>	<u>Funded</u> <u>Phase I & II</u>	<u>Unexpended</u> <u>Funds</u>
<u>Phase I & II</u>		\$3,302,000	\$3,220,007	\$81,993*
<u>December 1, 1970</u>				
	<u>Allocated</u>	<u>Spent</u>	<u>Balance</u>	<u>Overage</u>
Prevention (15%)	\$495,300	\$628,432.50	\$000,000.00	\$133,132.50 (A)
Policing (40%)	1,320,800	1,538,869.42	000,000.00	218,069.42 (A)
Adjudication (15%)	495,300	464,409.50	30,890.50	
Corrections (20%)	660,400	588,295.50	72,104.50	
Discretionary (10%)	330,200	351,201.92 ^(A)	000,000.00	21,001.92
	<u>\$3,302,000</u>	<u>\$3,220,007.00</u>	<u>\$81,993.00</u>	

* Unexpended funds apply to metro-seven county allocation

(A) Overage absorbed by discretionary 10%

RECOMMENDED 1971 FUNDING

U-2-70 Law Enforcement Communications \$235,000

Project (BCA)

S-38-70 Amicus Inc./Dept. of Corrections \$67,180

Volunteer project, Minn. Dept. of Corrections

APPENDIX III (Continued)

C. Funding by Geographic Areas

	<u>Formula</u>		<u>Grants Awarded</u>		<u>Balance</u>
	<u>%</u>	<u>\$</u>	<u>% or key</u>	<u>\$</u>	<u>\$</u>
Total	100%	\$3,302,000	47.5%	\$3,220,007	+ 81,793
State	25%	825,500	22.5	744,545	+ 80,955
Local	75%	2,476,500	75.0	2,475,413	+ 1,037
Region A-F	25%	825,500	24.1*	794,640	+ 30,860
Region G	50%	1,651,000	47.3*	1,560,823	+ 9,177
Mpls.-St. Paul	33.3%	1,100,667	24.0**	791,719**	+308,948**
Minneapolis				352,572	
St. Paul				439,147	
Other Region G	16.6%	550,333	23.3**	769,104**	-218,771**

* \$120,000 is for state refunds to local governments

** Projects for Hennepin & Ramsey Counties were tabulated as "Other Region G"

APPENDIX IV.

GOVERNOR'S COMMISSION ON CRIME PREVENTION AND CONTROL
DISCRETIONARY GRANT AWARDS
November 30, 1970

LARGE CITY SPECIAL GRANTS

1. City of Minneapolis
"Community Service Officer/Program Development,
Recruitment and Training" \$129,455 ('70)
2. City of St. Paul
"Take Home Police Vehicles" 147,050 ('71)
3. County of Hennepin
"Volunteer Recruitment and Training" 24,472 ('70)
4. City of St. Paul
"Police Ordinance Disposal Equipment" 12,680 ('71)
5. City of Minneapolis
"Special Operations Division; Development
Training and Equipment" 115,746 ('71)

POLICE IMPROVEMENT GRANTS

6. City of St. Paul
"Housing Environment Liaison Police Program" 104,298 ('71)
7. Minnesota Peace Officers Training Board
"Expansion of Service" 25,000 ('70)

CORRECTIONS IMPROVEMENT GRANTS

8. Minnesota Department of Corrections
"Arrowhead Regional Detention & Treatment Center" 125,000 ('70)
9. Hennepin County
"Corrections Program and Facilities Study" 100,000 ('70)
10. Minnesota Department of Corrections
"Community Corrections Center" 138,637 ('70)
11. Ramsey County
"Communications Lab for Juvenile Delinquents" 13,200 ('70)
12. Brown County
"Community-Based Regional Group Home
Treatment Facility" 37,535 ('71)

COURTS IMPROVEMENT GRANTS

13. State of Minnesota/National District Attorneys Ass'n
"Prosecuting Attorneys' In-Service Training Institutes" 182,590 ('70)

APPENDIX IV (Continued)

ORGANIZED CRIME GRANTS

14. Minnesota Bureau of Criminal Apprehension "Organized Crime Control"	\$117,878 ('71)
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RIOT CONTROL AND DISORDERS GRANTS

15. Minnesota Bureau of Criminal Apprehension "Bomb Disposal and Training Capability"	58,500 ('71)
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SPECIAL NARCOTICS CONTROL GRANTS

16. Minnesota Bureau of Criminal Apprehension "Narcotics Control"	76,281 ('70)
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17. City of Bloomington "Community Drug Education & Enforcement Program"	49,203 ('71)
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18. City of Duluth "Drug Abuse Prevention"	149,805 ('71)
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19. Hennepin County "Metropolitan Area Narcotics Squad"	72,500 ('71)
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INDIAN LAW ENFORCEMENT GRANT

20. Minnesota Indian Affairs Commission "Indian Omnibus Safe Streets Proposal"	50,638 ('70)
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LAW ENFORCEMENT INFORMATION & STATISTICS GRANTS

21. Minnesota Highway Patrol "Communications Improvement"	20,325 ('70)
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22. State Planning Agency "Project SEARCH"	100,000 ('69) 40,540 ('70) 4,000 ('71)
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TOTAL	\$1,895,333
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ABOUT THE CITIZENS LEAGUE . . .

The Citizens League, founded in 1952, is an independent, non-partisan educational organization in the Twin Cities area, with some 3,600 members, specializing in questions of government planning, finance and organization.

Citizens League reports, which provide assistance to public officials and others in finding solutions to complex problems of local government, are developed by volunteer research committees, supported by a fulltime professional staff.

Membership is open to the public. The League's annual budget is financed by annual dues of \$10 (\$15 for family memberships) and contributions from more than 600 businesses, foundations and other organizations.

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