

CITIZENS LEAGUE REPORT

No. 177

**Should the Minneapolis Workhouse be  
Transferred to Hennepin Co.**

**March 1965**

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Citizens League of Minneapolis  
and Hennepin County  
545 Mobil Oil Building  
Minneapolis, Minnesota 55402

177

TO: Board of Directors

FROM: Workhouse Review Committee, John W. Pulver, Chairman

SUBJECT: Should the Minneapolis Workhouse be Transferred to Hennepin County?

#### RECOMMENDATIONS

1. We recommend transfer of the Minneapolis Workhouse to Hennepin County. On January 1, 1965, the Hennepin County Municipal Court replaced the Minneapolis Municipal Court and all other municipal and justice courts in the County. Therefore, within the framework of its existing responsibilities Minneapolis has no need for the Workhouse. Minneapolis is operating the Workhouse as a service for a higher level of government. Conversely, Hennepin County is in the position of having to look to a lower level of government, the City of Minneapolis, for incarceration of short-term prisoners. The Workhouse properly belongs at the same level of government as the courts.

2. We recommend that the Workhouse be part of a reorganized county corrections system and that it be under the same management as the County Home School for Boys, the County Juvenile Center and, when built, the County Home School for Girls. This system would be, in effect, a department of corrections, and we believe it should be under the County Board of Commissioners.

3. We recommend that the Citizens League Board of Directors establish a research committee to review what specific changes in the overall organization of County government should be made to best accommodate the Workhouse or other functions it may assume in the future. We did not investigate the full implications Recommendation (2) above would have on other areas of County government.

4. We recommend that Minneapolis and suburban municipalities finance operating costs of the Workhouse on a use basis under County operation. Since suburbs now are paying according to use, we believe that continuing this procedure would facilitate transfer. It is possible that in the future this procedure might be changed.

5. We recommend that an equitable arrangement be determined for the County to buy or lease the Workhouse from the City of Minneapolis.

#### CONCLUSIONS

1. Policy decisions affecting the Workhouse, a countywide institution, should be made by Hennepin County government, not Minneapolis city government.

2. Because it has the Court system, Hennepin County would be more likely to be motivated to make capital improvements, if needed, and be concerned about

administration and maintenance of the institution as well as treatment and rehabilitation of prisoners.

3. Hennepin County is in a vulnerable position with the Workhouse owned and managed by Minneapolis. Minneapolis is under no legal obligation to accept prisoners from other municipalities. Furthermore, so long as only Minneapolis controls the Workhouse, it has full determination of all policies--even continuation of the institution's existence.

4. Hennepin County municipalities outside Minneapolis should have representation in control of the Workhouse, since they are required to send their prisoners there on order of the County Municipal Court. If the Workhouse were under County management suburban residents would help elect the officials who would be responsible for the Workhouse.

5. With County management all municipalities through their elected officials would have representation in determination of the per diem rate for prisoners. Now Minneapolis alone determines the rate.

6. Currently Workhouse employees have very limited opportunities for promotions or transfers. There would be greater opportunities for promotions or transfers under an integrated County correctional system. This also would enhance recruitment of personnel at the Workhouse and other institutions.

7. The physical plant of the Workhouse appears to be in good repair and adequate for the function it performs. In a transfer to the County it should be recognized that Minneapolis has a sizeable investment in Workhouse property.

8. Rights of Workhouse employees as they relate to present salary levels, pensions, seniority and job security must be protected in transfer to the County.

## SCOPE OF REPORT

The Citizens League's Board of Directors last year assigned the Workhouse Review Committee to review whether and on what basis the Workhouse--because of the new County Court--should become a County Workhouse.

Although we were tempted occasionally to investigate certain side issues, such as the organization of County government, better ways of treatment and rehabilitation of prisoners, the possibility of a state-operated Workhouse system and the adequacy of the existing Workhouse to care for prisoners, we stayed with the central question of transfer. Some of these side issues, though, were discussed briefly as they pertained to the question of transfer.

## COMMITTEE MEMBERSHIP

Committee members are John W. Pulver, chairman; District Judge Douglas K. Amdahl; Chief Municipal Judge Elmer R. Anderson; District Judge Donald T. Barbeau; Clyde O. Bezanson; Bruce W. Blackburn; Dr. Bernhard Christensen; Mrs. John Coe; Wilbur P. Ensign; Kevin P. Howe; Roger T. Johnson; Mrs. Stephen Orey; Harlan E. Smith; Dr. Vernon Day Smith; H. M. Stuart; Glendon Timm; Paul Vogt and Robert F. Welsh. The committee was assisted by Paul Gilje, Citizens League research director.

## COMMITTEE PROCEDURE

The committee held its first meeting Thursday, December 17, 1964, and has met weekly since then. The committee first obtained background on what the Workhouse is and who it serves from Rolf W. Stageberg, Workhouse superintendent. The committee met with Stageberg twice, once for a noon luncheon and once for an all-afternoon visit at the Workhouse grounds. The committee toured all the Workhouse buildings and visited with other Workhouse employees, particularly Dr. W. W. Rieke, medical officer, Gordon Duke, social worker, and Rudy Christianson, clerical supervisor. Stageberg, in addition, was extremely cooperative with the committee in providing more information in numerous letters and telephone calls. The committee is grateful for Stageberg's willingness to help. From all we have heard and observed, Stageberg is doing a good job of managing the Workhouse.

In other meetings the committee heard from Will C. Turnbladh, Commissioner of Corrections; James Hulbert, State Jail Consultant; Bernard Troje, executive director of the St. Paul-Ramsey County Detention and Corrections Authority; George Martens, president of the Minneapolis City Council; George Ruona, member of the Minneapolis Board of Public Welfare; Stanley Cowle, Hennepin County Budget and Purchasing Director; Thomas Olson, member of Mayor's Advisory Committee on the Workhouse; C. D. Andre, city manager, St. Louis Park; Del Green, assistant city manager, Bloomington; Elmer Hart, police chief, Bloomington; A. J. Lee, village administrator, Brooklyn Center, and Paul Keve, director of Hennepin County Court Services. In addition some committee members visited informally with several other city and county officials.

The three Judges on the committee, Judge Amdahl, Judge Anderson and Judge Barbeau, all provided valuable information for other committee members.

## BACKGROUND

### Workhouse history

Before 1886 the Hennepin County Jail was used for confinement of persons convicted of violations in Minneapolis. In that year Minneapolis built its own institution, known as "Camden Station", in north Minneapolis.

The Camden Station Workhouse confined misdemeanor prisoners up to a period of one year from Minneapolis and the rest of Hennepin County. Originally the Common Council of the city of Minneapolis was the governing body for the Workhouse.

The home rule charter, adopted in 1920, placed the Workhouse under the control of the Minneapolis Board of Public Welfare, which still controls the Workhouse today.

In 1930 the city built the present Workhouse on the west side of Parkers Lake in Plymouth Township (now a village) just off County Road 6 in Western Hennepin County, about 10 miles from Minneapolis. The property includes 530 acres of land, much of which is used for farming operations. Women prisoners remained at Camden Station until the Women's Detention Home at the Parkers Lake Workhouse was completed in 1953.

The men's institution has a cell capacity of 408, which could be increased to more than 500 by use of cots in the cell blocks. The Women's Detention Home has a capacity of 40.

In addition the second floor above the administration section of the Workhouse has been used to accommodate Huber law prisoners since 1957. About 60 to 70 can be accommodated at one time. Huber law prisoners are allowed to continue their regular jobs during the day and then return to the Workhouse at night.

Under state law the Workhouse may confine prisoners for up to one year. For longer sentences prisoners must be confined in state institutions. Traditionally the Workhouse has been used mainly as the institution where sentenced prisoners were sent from Minneapolis Municipal Court. The city always has allowed other courts in the county and outside the county to commit prisoners to the Workhouse. The Workhouse has been the only institution in the county equipped to handle commitments.

The Minneapolis Municipal Court and all other municipal and justice courts in Hennepin County were abolished on January 1, 1965, and were replaced by the Hennepin County Municipal Court. The Workhouse now serves as the commitment institution for Hennepin County Municipal Court. The County Municipal Court imposes sentences of a maximum of 90 days at the Workhouse for misdemeanors and ordinance violations. The Hennepin County District Court has been using the Workhouse more and more in recent years.

### Workhouse rates

Under the state law which created the Hennepin County Municipal Court, the costs of confinement of a Workhouse prisoner are to be paid by the municipality where the violation occurred. That is, if a resident of Minneapolis were arrested

in Bloomington on a traffic charge, for example, and if the Municipal Court sentenced this person to the Workhouse, the city of Bloomington would pay the cost of his confinement. The city of Minneapolis currently is charging \$5.50 per prisoner-day for full-time Workhouse confinement. Costs of confinement of prisoners sent by District Court to the Workhouse are paid to Minneapolis out of the Hennepin County Sheriff's budget at the same per-diem rate.

A different rate is charged for Huber law prisoners. The city of Minneapolis charges \$1 a day for Huber prisoners, which is paid by the municipality where the violation occurred. In addition Huber law prisoners themselves pay \$3 a day for board and room, even if they are sentenced for violations committed in Minneapolis.

Present rates were placed in effect in July 1964. Previously the per diem rate was \$4 a day. Municipalities did not have to pay for their Huber prisoners, though Huber prisoners still had to pay \$3 a day for their board and room. The new rates were established by determining total direct and indirect operating expense, except depreciation, at the Workhouse in 1963 and dividing by the total number of prisoner-days for 1963.

#### Workhouse budget

The annual budget of the Workhouse is established by the Minneapolis City Council after recommendations from the Board of Public Welfare. The 1965 budget totals \$675,964. Of this amount, \$440,136 is for salaries for the 59 full-time and 1 part-time employees. Another \$225,828 is budgeted for operating expenditures and another \$10,000 is for day labor maintenance.

It is estimated that the city of Minneapolis in 1965 will have a total Workhouse income of \$302,500, thus leaving \$373,464 to be raised by a city-wide tax levy. There is no specific Workhouse tax levy. The Workhouse tax levy is part of the Board of Public Welfare's tax levy.

More than one-half of the 1965 anticipated income, about \$162,500, is expected to come from the other jurisdictions which pay \$5.50 a day for regular prisoners and \$1 a day for Huber prisoners. The balance of the income will be from revenue from Workhouse industries, mainly concrete, wood and farm products.

#### Workhouse industry

Workhouse inmates are assigned to various industries. The concrete products section produces concrete brick, a few concrete blocks and concrete manholes for sale to the city of Minneapolis. The Workhouse has its own sawmill for sawing lumber for pallets which are made by Workhouse inmates. The pallets are sold to private business. There are cattle, hogs and chickens on the Workhouse farm. Most of the vegetables which Workhouse inmates eat are grown on the farm.

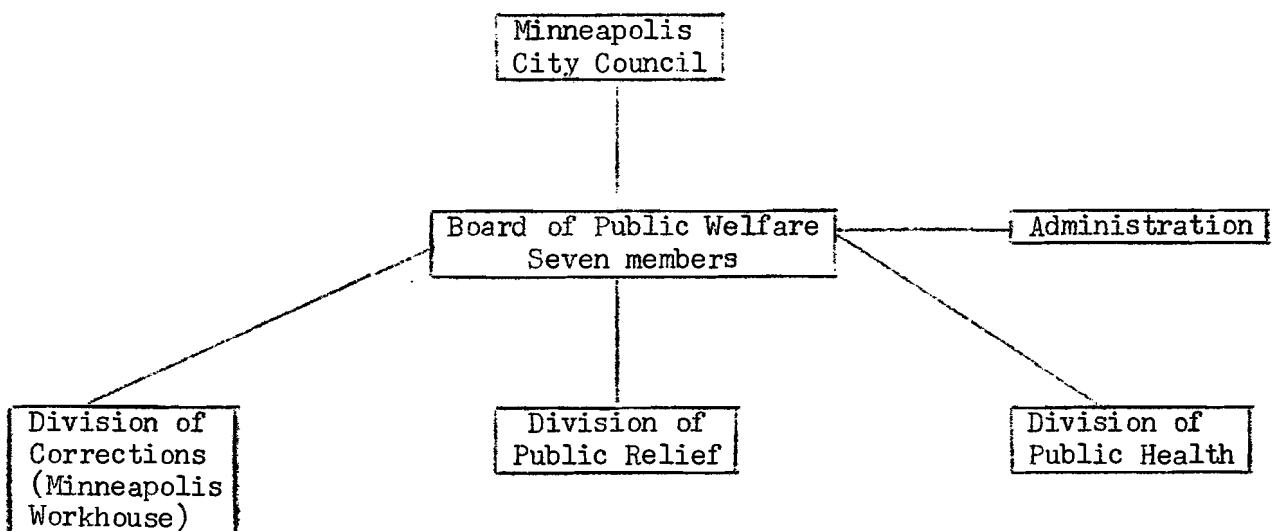
#### Workhouse management

The Workhouse is managed by Rolf W. Stageberg, superintendent, who was hired under civil service in 1956. Stageberg is responsible for the day-to-day operation of the Workhouse. Policy for the Workhouse is established by the Minneapolis Board of Public Welfare, a seven-member body, which under the city charter has authority for general supervision and administrative control of the Workhouse.

Members of the Board include the mayor of Minneapolis, two members of the City Council appointed by the Council and four citizens appointed by the mayor with confirmation by the Council. The Board of Public Welfare runs the Workhouse within budget limits established by the City Council. Stageberg reports directly to the Board of Public Welfare, which hires him and other Workhouse employees.

The Board of Public Welfare also is responsible for the City Relief Department and the City Health Department.

Here is an organizational chart for the Board of Public Welfare:



The state of Minnesota does not exercise control over the Minneapolis Workhouse. The State Jail Consultant in the State Department of Corrections is required to make an annual report on conditions at the Workhouse, but that is the extent of the state's involvement.

The Hennepin County Sheriff, who is responsible for the County Jail, does not have any jurisdiction over the Workhouse or its inmates. The County Jail, with 128 cells, is used primarily for prisoners who are being held for trial or before sentencing. Occasionally a Judge may sentence someone to the Jail instead of the Workhouse if, for example, he feels there is a security problem. The Jail is located in the Courthouse.

#### Other Short-term Institutions in the State

There are two other Workhouses in Minnesota for care of short-term prisoners, in Ramsey and St. Louis Counties. In Ramsey County, the St. Paul-Ramsey County Detention and Corrections Authority, an independent governmental unit, controls a Workhouse, a juvenile detention home, and a home school for boys. The Authority was authorized in a 1955 State Law. Its creation was an outgrowth of problems St. Paul had with its old City Workhouse which had been condemned by several agencies. The Authority recently built a \$1.8 million Workhouse on the eastern edge of

Ramsey County. The Authority is made up of two members of the St. Paul City Council, two members of the Ramsey County Board, the St. Paul Public Safety Commissioner, the Ramsey County Sheriff and the mayor of St. Paul. An executive director is responsible to the Authority. In addition there is a superintendent for each of the institutions in the Authority's jurisdiction, the Workhouse, the juvenile detention home and the home school for boys.

The Authority is financed 50-50 by the governments of St. Paul and Ramsey County. There are no per diem charges for commitments from courts within Ramsey County. St. Paul and its suburbs each have their own Municipal Court. The annual budget which is approved by the Authority is submitted to both the St. Paul City Comptroller and the Ramsey County Auditor who are obligated to set appropriate tax levies and other revenues to meet the budget. The Authority charges \$6 per day for prisoners committed to the Workhouse from outside the County.

In St. Louis County, the Workhouse, known as a Work Farm, is governed by the St. Louis County Board of Commissioners. The Board of Commissioners appoints a five-member Work Farm Board which consists of two County Commissioners and three laymen. The Work Farm Board appoints the superintendent of the Work Farm and acts as an advisory body for the Board. The Work Farm Budget is approved by the Board of Commissioners. All municipalities are charged on a per diem basis. The per diem rate is \$2.99.

In all other counties in Minnesota the County Jails serve as the institutions for commitment of short-term prisoners. These other counties send some prisoners to the three Workhouses in the state, though. The Minneapolis Workhouse, for example, annually receives a few prisoners from as far away as Brown County.

The 1963 Legislature passed enabling legislation to allow groups of counties to band together and form regional jails or workhouses. The regional approach is designed primarily for outstate counties. Our committee did not consider that Hennepin County would have very much to gain from such an approach because of its large population. Although there has been some discussion, no counties so far have established regional jails.

#### Nature of Workhouse Population

##### (a) Court of Commitment

Before this year the great majority of Workhouse inmates were committed by the Minneapolis Municipal Court. In 1963, for example, out of a total of 7,340 commitments to the Workhouse, 6,371, or 86.8 per cent of all commitments were by the Minneapolis Municipal Court.

Merely using the number of commitments by the Minneapolis Municipal Court does not give a completely accurate picture of Workhouse use because sentences vary for prisoners. But the Workhouse has not kept complete records of the number of prisoner-days from the Minneapolis Municipal Court or other jurisdictions. The Workhouse superintendent was able to compile, though, prisoner-day figures for the last six months of 1964. These figures revealed that out of 60,973 prisoner days in those six months, suburban courts accounted for 4,393 prisoner-days, or 7.2 per cent of the total; District Court accounted for 7,100 prisoner-days, or 11.6 per cent of the total; use by other courts outside the county accounted for about 1 per



cent, thereby leaving Minneapolis Municipal Court accounting for 80.2 per cent of the prisoner-days. District Court, of course, covers the entire County.

It appears the establishment of the New Hennepin County Municipal Court will have an effect on these figures. Several officials have indicated to us that suburban municipal courts did not sentence persons to the Workhouse as frequently as Minneapolis Municipal Court did. If this is true, then it might be expected that suburban use of the Workhouse will increase with the one unified County Municipal Court. It is too early to obtain meaningful figures for 1965, but a two-week sampling of suburban prisoner-days late in January and early in February indicated suburban prisoner-days were running at 10.2 per cent of total prisoner-days for that two-week period.

(b) Recidivism

About 41 per cent of the men inmates and about 30 per cent of the women inmates were admitted to the Workhouse more than once during 1964.

Following are tables setting forth the amount of recidivism for men and women:

<u>Men</u>			
<u>Admissions</u>	<u>Number of Individuals</u>	<u>Commitments</u>	<u>Per cent of Individuals</u>
Once	2,003	2,003	59.2%
Twice	701	1,402	20.7%
Three times	281	843	8.3%
Four times	134	536	3.9%
Five or more times	<u>270</u>	<u>2,167</u>	<u>8.0%</u>
Total	3,389	6,951	100.1%

<u>Women</u>			
Once	186	186	70.5%
Twice	42	84	15.9%
Three times	17	51	6.4%
Four times	9	36	3.4%
Five or more times	<u>10</u>	<u>76</u>	<u>3.7%</u>
Total	264	433	99.9%

The tables indicate that the average number of admissions for men who were admitted to the Workhouse five or more times during 1964 is almost 10 admissions per person. These men have been referred to as the "chronic police case alcoholics" who go in and out of the Workhouse regularly.

The percentage of men inmates admitted only once increased from 57.2 per cent in 1963 to 59.2 per cent in 1964. The average number of admissions per man decreased from 2.13 in 1963 to 2.05 in 1964.

(c) Age

Following is a table setting forth the age groupings of inmates during 1964:

<u>Age</u>	<u>Women</u>	<u>Men</u>
19 or under	21	225
20 - 24	80	754
25 - 29	33	466
30 - 34	37	323
35 - 39	23	343
40 - 44	20	333
45 - 49	23	313
50 - 54	13	227
55 and over	10	399
Age unknown	<u>4</u>	<u>6</u>
Total	264	3,389

The figures reveal that 74.6 per cent of the women and 64.5 per cent of the men were 40 years old or younger, and that 38.2 per cent of the women and 28.8 per cent of the men were 24 years old or younger.

(d) Type of Offense

Figures on the type of offense or violation for each commitment in 1964 indicate that 47 per cent of the male commitments were for drunkenness; 6 per cent for drunken driving; 13.5 per cent for driving after revocation, suspension or contrary to terms of license or permit; 13.0 per cent for all other driving violations, and 20.4 per cent for all other types of offenses or violations. Figures for women commitments in 1964 were not available when this report was prepared.

(e) Length of Stay

The average length of stay for males committed for drunkenness in 1964 was 9.8 days. For all other offenses and violations the average length of stay for males was 23.8 days. The average length of stay for women committed for drunkenness in 1964 was 9.9 days. For all other offenses and violations the average length of stay for women was 28.9 days.

The average daily population of the Workhouse in 1964 was 268 regular men prisoners, 59 Huber prisoners and 22.6 women prisoners.

## DISCUSSIONS

Over the years the various suburban Municipal and Justice Courts in Hennepin County relied on Minneapolis to provide a place for them to send convicted prisoners for short-term sentences. Legally, these suburban courts could have sent prisoners to the Hennepin County Jail, but that facility never was intended as more than a lockup. So suburban courts would commit prisoners to the Minneapolis

Workhouse and the individual suburbs would pay the city of Minneapolis rent. These suburbs never would have been able to provide the type of institution which was available from Minneapolis. Furthermore, an individual Suburban Court never would sentence enough prisoners over the course of a year to justify that suburb having its own Workhouse. On the other hand, the Minneapolis Municipal Court regularly committed many prisoners to the Workhouse. This was mainly due, of course, to Minneapolis' large population.

But there are two major occurrences which have altered and will continue to alter this picture significantly:

1. Suburbs have grown in population until today there are almost as many persons in suburban Hennepin County as there are in Minneapolis. The Metropolitan Planning Commission has predicted that suburban population will equal Minneapolis' population in August of this year and from then on will exceed Minneapolis' population.

2. All suburban Municipal and Justice Courts and the Minneapolis Municipal Court have been abolished as of January 1, 1965. In their place is one Hennepin County Municipal Court.

With these facts in mind it is clear to us that the only logical future for the Minneapolis Workhouse is to remove it from the jurisdiction of the city of Minneapolis and place it under Hennepin County. We believe that this change is in the best interests of suburban Hennepin County, the city of Minneapolis and Hennepin County government. Insofar as the function of the Workhouse is concerned, the Workhouse is a County institution now. But on the key matters of management and operation of the institution, Minneapolis has complete control.

A County Workhouse is in the best interests of suburban Hennepin County for this reason:

Suburbs should have a "voice" in the operation of an institution which is county-wide. It is entirely possible that as suburban population increases eventually more suburban prisoners will be Workhouse inmates than Minneapolis prisoners. If the Workhouse were under Hennepin County suburban residents at least would have opportunity to help elect the officials who would establish Workhouse policy. As the situation now exists, conditions at the Workhouse are determined by policy which is decided by officials of the city of Minneapolis--who have no obligation to be responsible to the suburbs. Also, suburbs are in the peculiar position of being required to pay whatever Workhouse per diem rate the city of Minneapolis decides to charge.

A County Workhouse is in the best interests of the city of Minneapolis for this reason:

Minneapolis city government will be divested of a responsibility which no more bears any relationship to city government. City officials should not be burdened with making policy and financial decisions for an institution which serves a higher level of government.

A County Workhouse is in the best interests of Hennepin County government for these reasons:

(a) The institution would be at the same level of government as the Municipal Court, thereby guaranteeing maximum liaison. We do not believe Judges should be administrators of the institution, but we do believe that Judges are concerned with the type of program which is offered and that possibilities of communicating with County Workhouse management are much better than possibilities of communicating with City Workhouse management. In this same light it must be recognized that the other court at the County level, the Hennepin County District Court, is making greater use of the Workhouse every year. Judges of the District Court can be expected to be interested in the Workhouse program.

(b) Hennepin County has the responsibility to provide an institution for commitment of short-term prisoners. Transfer of the Minneapolis Workhouse to the County would be the best way for the County to assume this responsibility.

(c) Because Hennepin County has the responsibility it also would be expected to be more interested in the long-range improvement of the Workhouse property. The County should assume control of the Workhouse as soon as possible so the long-range interests of the Workhouse can be protected.

#### Workhouse Control at the County Level

It became clear to us early in our deliberations that Workhouse transfer is more than transfer to "the county". The County does not have a unified governmental structure into which the Workhouse could fit easily. It also became clear to us that practically every alternative we could consider for placing the Workhouse in county government involved some change in the present structure of county government.

We decided it would be best that we first determine the principles we want followed in a transfer. We came up with two main principles:

(1) The Workhouse should be in the same department as the other County correctional institutions.

(2) The Workhouse should not be under the direct administration of either the District or County Court Judges.

Regarding the first principle, we believe that failure to bring the Workhouse under the same management as that of the other correctional institutions would further contribute to the fragmentation of County government. There are now two correctional institutions in County government: The County Home School for Boys at Glen Lake and the Juvenile Detention Home, 1000 So. 6th Street. A County Home School for Girls is being planned. By bringing the Workhouse under the same management we would be placing adult and juvenile corrections under the same Department as is the case in the State Department of Corrections. Under a unified County corrections system Workhouse employees would have far more opportunities for advancement and transfer than they now have. This would enhance recruitment possibilities. We also see opportunities for in-service training on a broader base than now is possible because employees of all the correctional institutions could take part.

Regarding the second principle, we have been told repeatedly by many persons, including some Judges, that Judges do not want to be bothered with administration of facilities. They are judges, not administrators.

Having stated these two principles, we are confronted immediately with the fact that they are working at cross purposes. The Judges of Hennepin County District Court now are charged under state law with the administration of the County Home School for Boys and the Juvenile Detention Home. The Home School and the Detention Home are part of the Department of Court Services which the Judges administer. The Department of Court Services has three other divisions, juvenile probation, adult probation and domestic relations, all services of the District Court.

The 16 judges of District Court hire a Director of Court Services, who now is Paul Keve, who handles the day-to-day operation of the Department of Court Services. However, because of the nature of state law these Judges are charged with all administration. For example, a majority of the Judges must sign a court order to hire any employee in the Department of Court Services. (As this report was being prepared a bill was under consideration by the State Legislature which would provide a uniform personnel system for Hennepin County government. If this bill passes, Judges no longer would be involved in hiring of Court Services employees. Judges still would be responsible, though, for other administrative decisions in the Department of Court Services.)

We do not favor placing the Workhouse under the Department of Court Services as that department currently is organized. This is not only because we oppose the idea of District Judges being administrators of the Workhouse. It also would produce other problems. For example, County Court Judges have no administrative authority over the Department of Court Services. Yet the Workhouse is predominantly an institution of commitment for the County Court, not the District Court. So if the Workhouse were part of the Department of Court Services and if District Court Judges still were administrators of the department, County Court Judges, too, could claim a right to be administrators of the department.

We believe that the chief administrative authority for an integrated corrections system should be the Hennepin County Board of Commissioners, which is the central executive arm of County government. We know that such a proposal involves a change in the structure of County government and would involve other areas besides corrections. However, we have not made a study of the over-all structure of County government because this was not part of our assignment from the Board of Directors. Therefore, we are recommending to the Board of Directors that another research committee (possibly we could be reassigned) be established to review what specific change in the structure of County government should be made.

Nevertheless, we have some specific ideas--not formal recommendations--on what type of structure a department of corrections would assume under the County Board. The County Board would have budgetary power. We recognize a need, though, not to divest Judges of all their responsibility over the institutions. They have an interest in adequate care. Therefore, we would suggest that a group composed of a County Municipal Judge, County District Judge, two County Board members and one other person, possibly the Sheriff, would serve under the County Board in managing the correctional institutions. Perhaps this group could hire the department director who would carry out policy at the various institutions.

We believe further research is necessary because there are some other implications of our proposal. For example, it might prove more desirable to transfer the entire Department of Court Services to the County Board. This involves the touchy matter of control of probation offices. The probation office for District Court now is administered by the District Judges as part of the Department of Court Services. Judges may not want to lose that direct responsibility because probation is so closely connected to Court activities. Also, once the probation matter comes up, the question arises as to whether the probation office under the County Municipal Court should be merged with the probation office under the District Court.

Another implication to be considered in our idea is the proposal already made by the Citizens League, that the County be allowed to draft a home rule charter. Such a charter would have a considerable effect on the organization of County government.

#### Financial Matters Involved in Transfer to the County

When Minneapolis General Hospital was transferred to Hennepin County, the agreement provided that the County lease the buildings and land for \$1 a year, and that when the County no longer would use the buildings and land for a hospital the property would revert to the control of Minneapolis.

Perhaps a similar lease might be considered in transfer of the Workhouse to the County, except that the two situations are not entirely similar. The General Hospital building is run down, but the Workhouse buildings are in good shape. The oldest building, the men's quarters and administration, was built in 1931. The newest building, the women's quarters, was built in 1953. Original cost of all Workhouse buildings was \$1,029,150. The men's quarters and administration building cost \$710,740; the women's quarters, \$200,000, and the industrial buildings, farm buildings and superintendent's residence, the balance.

There also is a substantial amount of land at the Workhouse, 530 acres. The Minneapolis Park Board probably will take some of the land for a golf course this year, but it is expected there will be about 300 acres still left as Workhouse property.

We believe that Minneapolis and the County can work out an equitable lease or purchase agreement.

It may be that Minneapolis would only lease or sell to the County the Workhouse buildings and the land immediately around the buildings. This would lower the cost considerably because value of land in Plymouth village, where the Workhouse is located, is quite high.

Insofar as financing operating costs of the Workhouse under the County, we recommend that the present method of a municipality paying for its prisoners by a per diem rate be continued for the near future. We believe this is the most practical method considering that municipalities receive revenue from fines levied on persons who committed violations in the various municipalities. In the future it may be that the practice of returning fines to municipalities would be discontinued. If that happens then we would believe that the practice of a per diem rate to pay for operating costs also would be discontinued.

It should be recognized that if the County buys or leases the Workhouse from Minneapolis, Minneapolis residents also are County residents and will be paying themselves for a large share of the cost. Suburban residents will not have to bear the County's cost by themselves.