

**Probationed Offenders and Rehabilitation Training:  
An Evaluation of Community Based Corrections**

by

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### Acknowledgment

This research project began in January of 1972, when a proposed evaluation model was presented to the executive committee of PORT. Since that time many people have contributed generously to the progress of the PORT evaluation. To name all who have spent time, directly or indirectly, would be impossible; however, some have been so lavish with their time that not to honor them would constitute an injustice.

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Judge Donald Franke and Judge Russell Olson opened doors for us, which otherwise were closed. Dr. Robert Barrett, director of the Urban Studies Institute, administered the PORT grant and Roger Davis offered important advice on whom to see when problems arose. Many people were interviewed during the course of the research -- most were cooperative and friendly, some were hostile and irascible. To the former people we offer our heart felt thanks, to the latter we offer our understanding.

Finally, my special appreciation goes to my co-workers and our typist. Dr. Robert Pockrass collected important interviews and was a constant source of welcomed criticism and infectious good humor. Luanne Hostermann, our statistician, worked long and hard hours, often in less than congenial

circumstances. Rhonda Keister typed the report and demonstrated a marked competency at translating hieroglyphics. We commend this report to all who are interested in PORT.

## Introduction

### I

PORT (Probationed Offenders Rehabilitation Training) is a community-based, community-directed, community-serving correctional program located in Rochester, Minnesota. The PORT program grew from concern and dissatisfaction of local judiciary, the bar association, law enforcement officials, correctional personnel and citizens with the limited means for the disposition of the offender. The ineffectiveness and high cost of institutionalization as a major means of controlling crime and delinquency spurred community leaders to seek more efficient and effective ways to control crime and delinquency through rehabilitation within the community context.

PORT was established as a non-profit corporation in October, 1969. During the past three years, PORT has received funds from a variety of institutional sources. In order to put its funding on a more long term, substantial footing PORT is seeking permanent financing from the state legislature. To appeal its case to the legislature, PORT realized the necessity of conducting research into its methods, philosophies and programs.

In the fiscal year 1971-72, PORT budgeted for an outside, professional research team which would look into the program from various perspectives. The purpose of the research report was to bring to the legislature an unbiased, objective analysis of the PORT program. This report attempts to fulfill this desire.

On February 29, 1972, the Board of Directors of PORT contracted with a research team from Mankato State College to evaluate the PORT program. The research team consisted of a political scientist, a sociologist and a psychologist. These social scientists applied the expertise, research techniques, and insights of their respective academic disciplines to the study of PORT. The report was completed on October 15, 1972, and submitted to the Executive Committee of the PORT Board of Directors.

## II

Before describing the scope of the report, it might be well to suggest some of its limitations. First, the report does not attempt to give a history of the program. There are various sources from which this kind of information may be gleaned. Second, no description of the hierarchical organization of the program is listed. Many pieces of literature, all printed by PORT, are available for those interested. Third, there is no effort made to describe the manifold programs in which PORT engages. This report seeks to measure goal fulfillment; and where programs are relevant, they will be discussed, but no systematic definition of programs is given.

Fourth, no statement or defense of the philosophy behind PORT is suggested. The research team was tied to no particular corrections philosophy and remained neutral on this point. Professional corrections specialists and sociologists with academic expertise in the field of corrections were purposefully kept off the research team. It was thought that these types of professionals might be biased in favor of or against the PORT methodology. Therefore, to be as unbiased and objective as possible, the research team consisted of those outside the field of corrections.

Finally, the team did not investigate the criminal justice system in the Rochester area. Even though the inter-relationships between the various components of the system are important to the study of PORT, no attempt was made to comprehensively define roles and behavior of professionals within the system or the clients they serve. Of course, as different parts of the system relate directly to PORT objectives, they will be discussed and evaluated, but no more than this is intended by the report.

### III

This report does, on the other hand, measure goal fulfillment. The founders and directors of PORT have set four objectives to be achieved by the program. They are: (1) to control criminal and delinquent behavior without resorting to institutional or probationary programs; (2) to reduce commitments to state institutions from the geographical area served by PORT; (3) to provide a new and less expensive method for rehabilitating societal offenders; (4) to see if the PORT method of control works and might be replicated in other areas of Minnesota.

This report seeks to provide scientific information which measures whether or not PORT has achieved the four goals outlined by its founders. Does PORT methodology control behavior of criminals and delinquents? If so, in what way, and will the remedy last? Has the state saved money by rehabilitating the offender within the community context and will recidivism be below the present rate? Can a PORT program be instituted in communities with less resources than those of Rochester? The report determines whether or not the goals of PORT have been achieved and offers

recommendations on how the program can be made more effective.

## Control and Rehabilitation of the Offender

### I

The primary purpose of PORT is to control and rehabilitate the offender under its jurisdiction. PORT attempts to stop criminal and delinquent behavior while the offender is being treated. The program hopes to create an environment which will help the offender to seek constructive and more acceptable alternative courses of action in society. This section of the report presents data which measure PORT's success or failure in achieving the goal.

The research design called for three measuring devices to test for goal achievement in the areas of control and rehabilitation. The first device creates comparative statistical pictures of past PORT clients. From October 1, 1969 to June 1, 1972, seventy-three offenders were processed by PORT. Of the seventy-three, fifty-four were considered good subjects for a full evaluation. The other nineteen past PORT clients (PPC's) were not used in the data collection scheme for a number of reasons. First, official records in these cases were spotty and incomplete. We sought to measure behavior through adoption of several variables and in order to fill data cells we needed complete institutional information.

Second, a number of PPC's were in the program for only a few days. We desired to measure the program's success and felt that only those who had experienced the full weight of PORT's method should be used as sources for the final report. Third, quite a few PPC's were unavailable for



personal interviews which hampered the data collecting process. These considerations left us with fifty-four PPC's. The conclusions reached in this section describe the PPC's we dealt with, but since the number is seventy-five percent of the whole we feel the findings in this section of the report are descriptive of the past PORT clientele.

Furthermore, the first measuring device looks at the behavior of the PPC with regard to a number of variables. The variables are: basic demographic data, job performance data, school progress data, bank and credit rating data, family and community success data, police contacts and arrest record data, and PORT experience data. We sought to use these variables to measure the PPC's behavior before he entered PORT, during his PORT experience, and after contact with PORT. The report seeks to create a comparative statistical profile of PPC's which measures the effectiveness of the PORT method of control and rehabilitation.

The second measuring device centers on selected offenders from institutions, probation, and PORT. The research design called for an intensive investigation of fifteen ex-offenders from institutions, fifteen from probation, and fifteen from PORT; all of whom had been placed in these corrections alternatives by judges serving the Olmsted County area. We further divided the samples by breaking each group into juveniles, youthful offenders, and adults. Using a coding, and random selection method we produced forty-five names: fifteen juveniles, fifteen youthful offenders, and fifteen adults. We believe these names are representative of the average offender from the Rochester area in the different age brackets described by state law, who have been in an institution, on

probation, or participated as a resident in the PORT program.

The purpose of this measuring device is to compare the three groups of ex-offenders with each other. We were interested in seeing if the PORT method was more or less successful in controlling and rehabilitating than the traditional practices. We used the same variables discussed in our PORT comparative statistical profile. This report, then, uses two comparative statistical devices to test whether PORT is successful in controlling and rehabilitating offenders.

One technical note needs to be stressed at this point. It could be argued that an N of forty-five is too small to be descriptive of all relevant offenders for this study. Even though we took special precautions to make the sample representative, the point is still not important. We are comparing the three groups of ex-offenders to each other, not to the whole. This procedure has been used in the past and has proven to be quite successful. We hope similar results will be forthcoming in this report.

Before getting to the third measuring device, we should mention the time frame which was used for the two comparative devices. We used the period from October, 1966 to June, 1972 as acceptable years from which to accumulate data on the fifty-four PPC's and the forty-five ex-offenders used in device number two. We felt that a respectable comparative statistical image would emerge from device one if we sought data three years prior to the incorporation of PORT. We also felt that data for a six year period would permit a good analysis for the N forty-five sample.

Finally, the third statistical device consisted of an objective

analysis of subjective data. We held intensive, indepth, personal interviews with sixteen past PORT clients. In these interviews we probed for motivation and a personal view of the PORT method of control and rehabilitation. What emerges is the PPC's viewpoint on what is right and wrong about PORT. From the interviews some interesting and provocative suggestions for changes in the PORT program are forthcoming.

## II

### Demographic Data

This section will present basic demographic data about the fifty-four past PORT clients on whom we gathered information. Our attempt is to demonstrate the typically social background of the PPC. Further, we will show some basic characteristics of the average offender. This material is offered with a qualification. The statistical picture of the average PORT client is descriptive of no one in particular, but is a mathematical description of the past PORT clientele.

At the date of entry, the average PORT resident is seventeen years of age. He comes from a family whose religious background is either Catholic or Lutheran, a phenomenon explained by the large Catholic and Lutheran population in the Rochester area. He also comes from a large family, which averages five in number, and, quite a few past clients have more than eight brothers and sisters. Forty-eight percent (N = 54) come from homes where the mother and father are living together; six percent have parents who are separated; thirty-one percent have parents who are divorced; one of the parents is deceased in eleven percent of the cases; and the home situation could not be determined in four percent

of the cases. The family environment for most of the PPC's appears to be less than desirable.

The economic background of the PPC's family presents some interesting data. Seventy-eight percent of the PPC's come from homes where the father is a blue collar worker; only twenty percent have fathers who are employed in white collar positions; and two percent are from families where the father is a professional man. The overwhelming majority of PPC's come from family environments where the father works in the less prestigious, lower paying jobs. This finding seems to challenge the contention of some that PORT residents come, relatively in similar numbers, from all classes and family backgrounds in the Rochester area.

Since more of the PORT residents are juveniles (fifty-three percent), general information about school performance gives us interesting bits of knowledge. The average I.Q. for adults in PORT is 95; the average I.Q. for youthful offenders in PORT is 101; and the average I.Q. for juveniles in PORT is 95. The average I.Q. for all PPC's is 95. The average I.Q. for PORT residents is lower than the national average and lower than those in concomitant age groups. This information must be viewed somewhat skeptically, however, because different I.Q. tests measure for different characteristics all of which might not be common to the PPC. On the other hand, the general conclusion which might be suggested is that this information gives us a general picture of the PPC resident's broad intellectual capability.

The PPC is not a success in school when he enters PORT. Forty-six percent have dropped from school at sometime in their academic careers.

While a full picture of the academic life of the PPC will be drawn in another section of this report, we can, at this point, suggest that school life is not apparently acceptable to most when they are admitted to PORT. We will find, though, that academic performance is enhanced through the PORT method of control and rehabilitation.

#### Comparative Performance Analysis of Past PORT Clients

There is always a disparity between attitudes and actual behavior. We tried to collect hard, objective data to answer the question about control and rehabilitation. In doing so, we set up a number of descriptive barometers which could tell us if actual behavior patterns changed for the PPC's before, during, and after their PORT experience. We sought to determine measurable changes in the performance of the PPC. Did PORT really, in objective terms, rehabilitate the offender?

#### Job Success

What kinds of success do PORT clients have with jobs? Is there a difference in job performance before, during and after the PORT experience? We used length of time on the job, kinds of jobs undertaken, reasons for job termination, and job performance evaluations as the criteria to measure job success. The data show some interesting trends.

We assumed that retaining a job over a period of time was an indication of stability. Recognizing that people change jobs for a variety of reasons, we still felt that this criterion was a good indication for measuring the effectiveness of the PORT program. Clients work while being rehabilitated and the program stresses personal pride in doing a



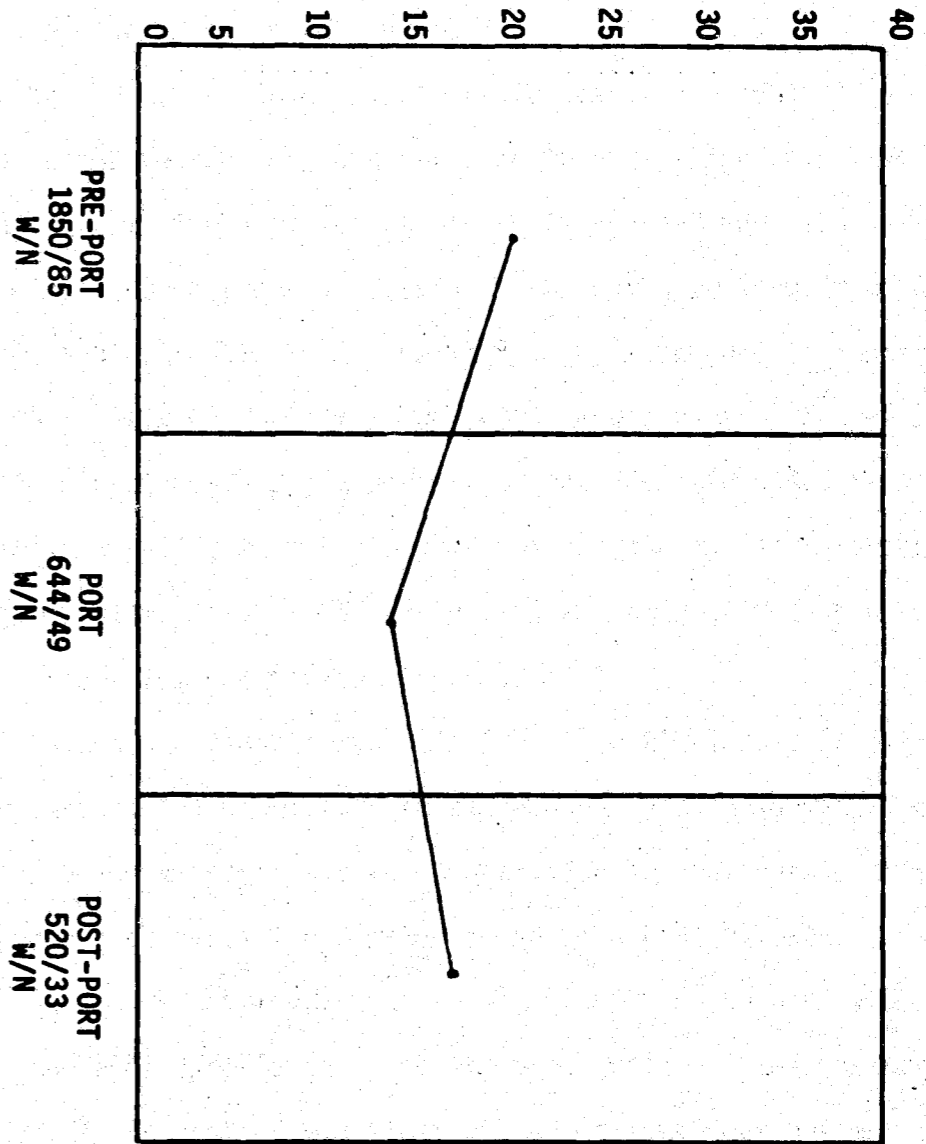
job well.

We found that the average time on the same job was twenty weeks prior to the PORT experience. While in PORT, the average time spent on the job was only thirteen weeks. However, the average time spent on the job after PORT was sixteen weeks. Obviously, there are many problems with this data. The data are not complete because little attempt is made by PORT to follow the job success of past clients. We dug up much of this information on our own. Also, the time spent in PORT averaged out to seven months and four days, which means clients, after PORT, might change jobs. Further, fifty-two percent of the PORT clientele are juveniles who do not hold jobs for long periods of time. Even so, there is a slight improvement in job tenure after the PORT experience. On the other hand, PORT could not be called successful in causing a drastic change in time spent on a similar job. (see page 11)

Almost one hundred percent of the PPC's have held jobs which can at best be called menial, hard labor. Prior to PORT, while in PORT, and after PORT, the PPC will work in the lower paying, blue collar job classifications. This fact can be explained from the demographic data. The average client at PORT comes from a large family where the father works as a laborer or in some other blue collar position. The client will possess a low I.Q. and not be motivated to improve himself. Also, most clients are juveniles who can usually get only the most low paying jobs. Even so, the data shows that there is no movement among PPC's to the higher paying, white collar jobs.

Other data, which is too sketchy to picture, also suggests that

WEEKS ON THE JOB



there is only a slight improvement in attitudes of PPC's while on the job. Quite a few are still fired, or quit, or are laid off, or just do not show up once hired. But once again, the data is not complete enough to draw a clear idea on this point.

On the other hand, we did get a clear picture of how some PPC's did on the job prior to, during, and after their PORT experience. We sought to contact all of the employers of the fifty-four PPC's on which we were obtaining information. We looked to those who employed the PPC before, during, and after his PORT experience. We were able to contact employers of thirty-six of the fifty-four PPC's who employed the PPC before his PORT experience. Eight percent of the PPC's (N = 36) received an excellent rating from their previous employers; fifty percent received a satisfactory rating; and forty-two percent received an unsatisfactory rating from previous employers.

We then contacted employers who gave jobs to PORT clients (N = 42). The employers gave excellent ratings to sixteen percent, gave satisfactory ratings to fifty-nine percent; and gave unsatisfactory ratings to only twenty-five percent of those they employed who were PORT clients.

Finally, we located employers for twenty-six PPC's who employed the PPC after the PORT experience. The employers rated sixteen percent as excellent, fifty percent as satisfactory, and thirty-four percent as unsatisfactory. The difference in job performance after the PORT experience is not dramatic. There is a nine point increase in unsatisfactory ratings and a nine point decrease in satisfactory ratings, but the excellent rating remains the same.

PRE-PORT	PORT	POST-PORT
<u>Job Rating</u>	<u>Job Rating</u>	<u>Job Rating</u>
Excellent 8	Excellent 16	Excellent 16
Satisfactory 50	Satisfactory 59	Satisfactory 50
Unsatisfactory <u>42</u>	Unsatisfactory <u>25</u>	Unsatisfactory <u>34</u>
100 N = 36	100 N = 42	100 N = 26

We conclude from this finding that there is a fifty percent increase in excellent job performance by people who have gone through PORT. There is also a dramatic decrease in unsatisfactory job ratings from before the PORT experience to the period of time when PORT controls the offender (seventeen points). There is, on the other hand, a nine point increase in unsatisfactory job performance ratings from the time of the PORT experience to the past PORT time period. PORT does appear to control the offender while he is under their control, but there is slippage once the PPC is on his own. This finding is readily understandable.

**School Performance**

Another barometer which measures PORT's ability to control and rehabilitate centers on school performance. What is the level of school progress for the PPC? Does the PORT method help the client do better in school? Is there a lasting effect on the desire and actual performance of the PPC in his school years? We gleaned information from the Rochester area junior high schools, high schools, the vocation-technical school and the Rochester Junior College. The data measured the PPC's pre-PORT, PORT and past-PORT school record in the following areas: comparative average days absent from school, comparative gradepoint average,

numbers and kinds of contacts with assistant principals, extra curricular activities, school honors, numbers of times school was dropped, and whether or not the PPC graduated from his respective school. The findings present a rather clear picture of school progress for the PPC.

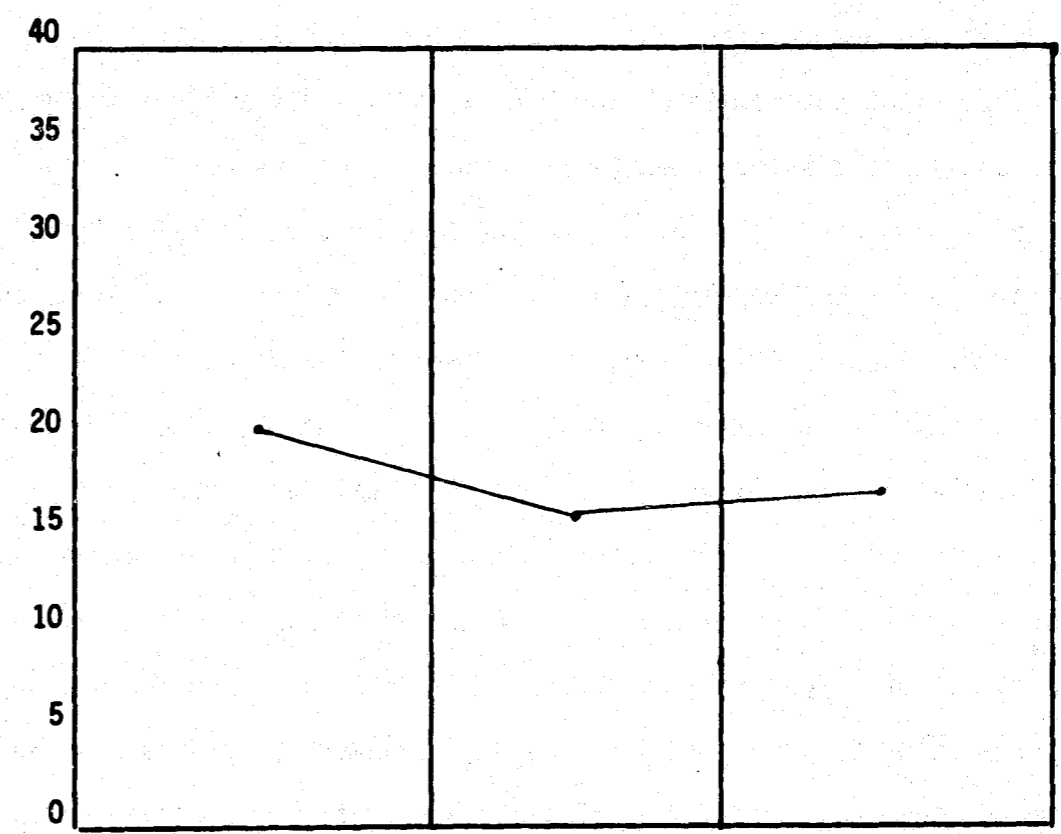
Absenteeism, we are told, is a good measure of maturity, stability, and desire to achieve. Those who are not at school tend not to do well, nor to participate fully in the ongoing activities which provide a wholesome atmosphere for community socialization. The average school absenteeism rate for PPC's before entering PORT was nineteen days per school year. Even though PORT emphasizes school attendance and attention to school work, the average number of days missed per year, per PORT client was fifteen. The number drop is not significant because of sampling problems and the difficulty of getting up-to-date data. (see page 15)

The interesting point, however, is that the average number of school days missed by PPC's does not go up after the PORT experience. The number remains at fifteen. The PORT staff should not take great pride in their efforts to keep residents in the classroom. The impression of the PORT staff is that significant improvement in client attitudes and performance in school takes place, but in fact the improvement is minimal. The fact is understandable given the social and economic background of the PPC and his low I.Q.

Another indication of school success is grade point average. Most people associated with the PORT staff are convinced that residents improve their grade point averages while in PORT and that this improvement will carry over after release. There is an improvement in grade point



AVERAGE DAYS ABSENT FROM SCHOOL



PRE-PORT  
 $483.2/26 = 18.6$   
N = 26

PORT  
 $255/17 = 15.0$   
N = 17

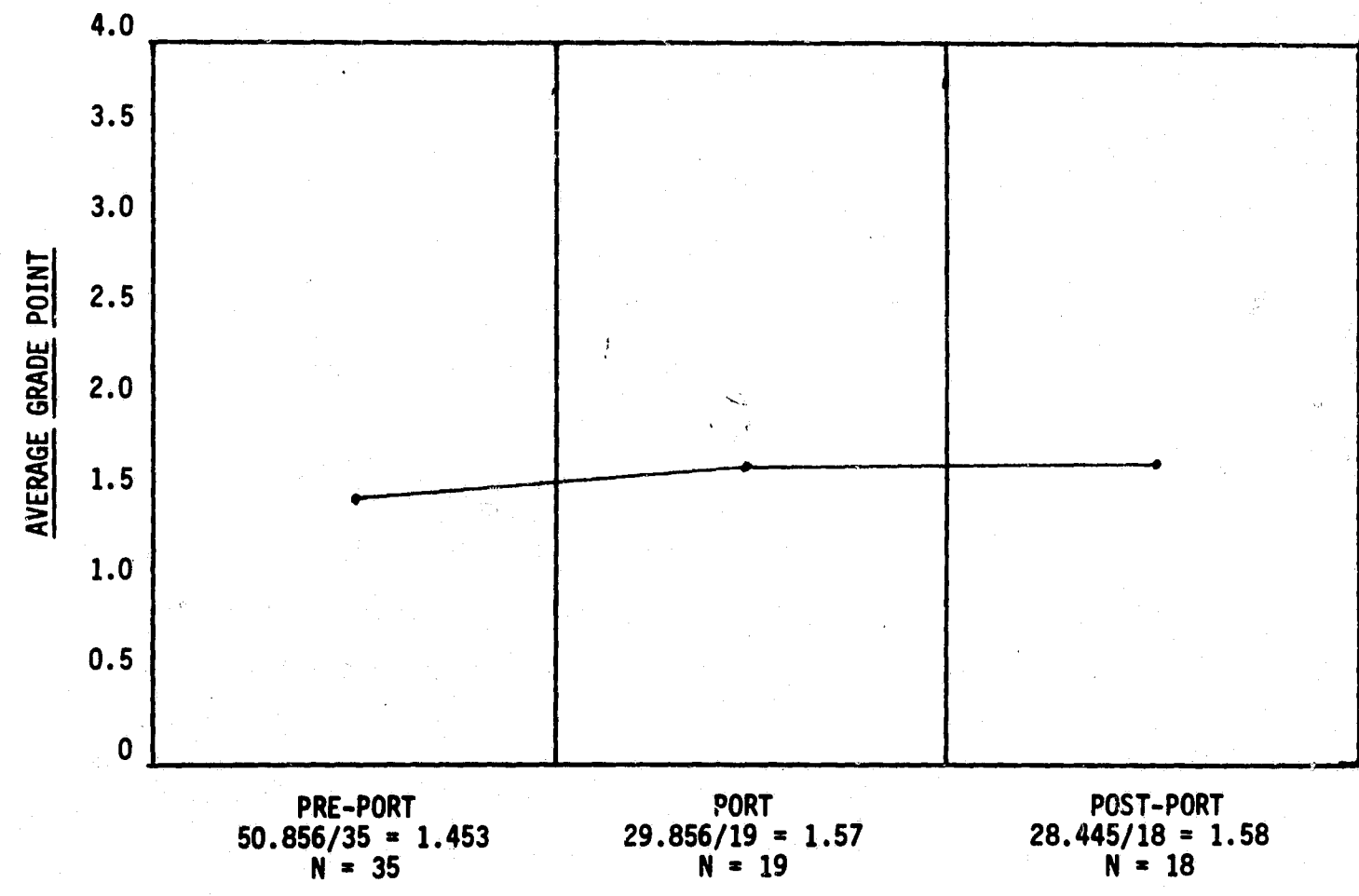
POST-PORT  
 $292.5/19 = 15.4$   
N = 19

average. Before PORT, the average grade point is 1.453. During the PORT experience, the PPC accumulates an average grade point of 1.57 and after release from PORT, he accumulates a 1.580 grade point average. (see page 17)

Even though school administrators and teachers make an effort to help the PORT resident, the level of grade attainment does not improve significantly. Evidently, social background, intelligence, and the low motivation of the PPC make it impossible for him to succeed in school, no matter what efforts are made by the PORT staff and school people.

Another barometer we used to compare pre-PORT school behavior with past-PORT school behavior was the number of contacts with junior high and high school assistant principals. Assistant principals are the policemen of the school system and student contacts with them are usually for infraction of rules and policies. In looking for the kinds of contacts PPC's have had with school assistant principals, we set up a number of categories; truancy, smoking, fighting, impertinence, expulsion and suspension. We were interested in seeing if these kinds of contacts increase or drop in frequency as the young man goes through school at the same time he is a PORT resident. Further, we measured to see if PORT control in this field lasts after the PORT experience.

Of the fifty-four PPC's we investigated, thirty-one were juveniles when they came to PORT. In looking at total contacts between the assistant vice principals and the thirty-one PPC's we found the following: prior to PORT there were fourteen truanancies, two smoking violations, two fighting incidents, three impertinences, three expulsions, seven suspensions, and five contacts other than those mentioned. Total contacts



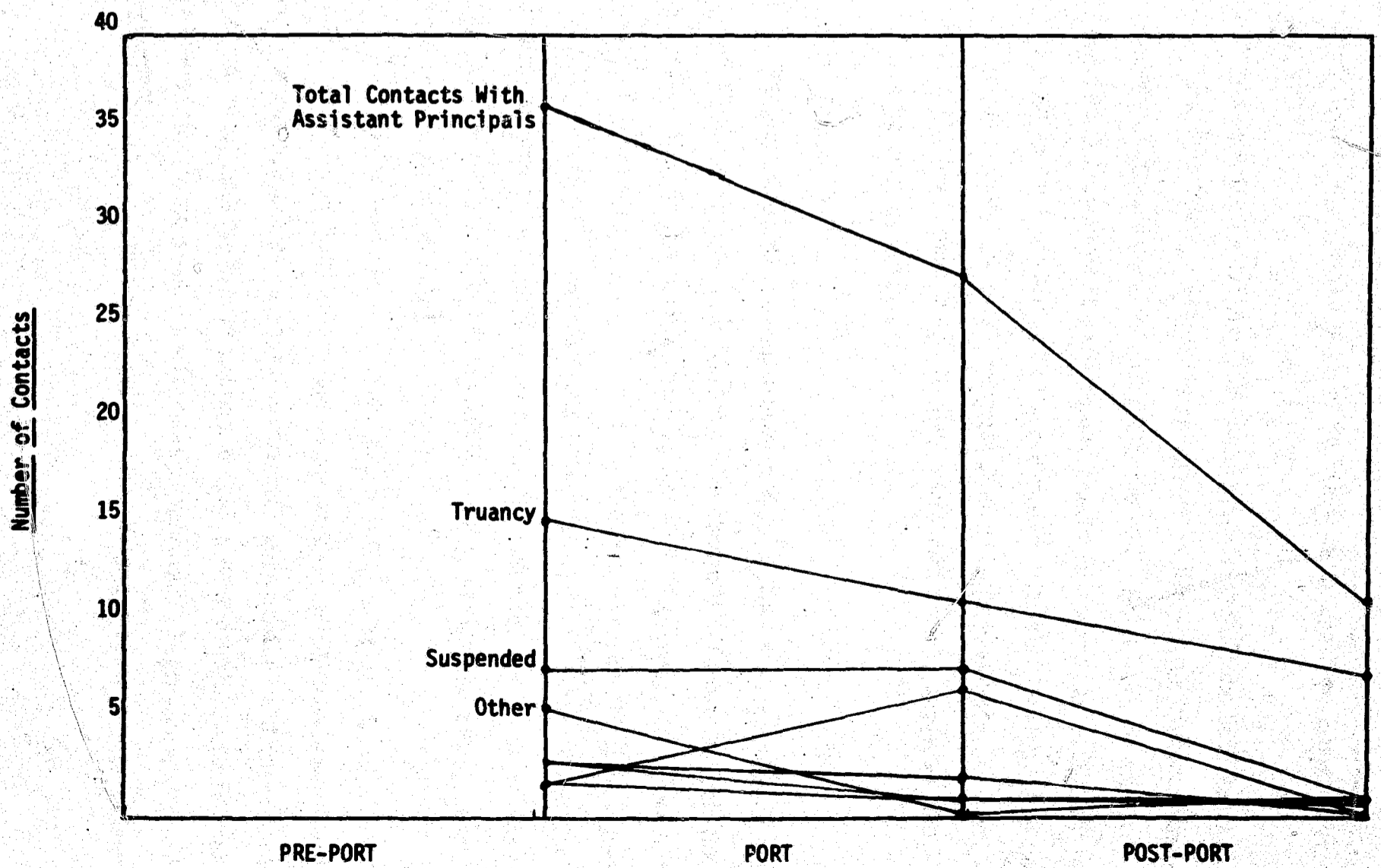
between the thirty-one PPC's and assistant principals were thirty-six.

When PORT controls the behavior of its clients in school, total contacts with assistant principals drops. Contacts now consist of nine trancies, seven smoking violations, one fighting incident; one impertinence, two expulsions, and seven suspensions. Total contacts now become twenty-seven in number.

However, the most dramatic story told from this data centers on the fact that total contacts with assistant principals drops to eight after the client is released from PORT. Only five trancies, one fighting incident, one suspension, and one non-categorized violation were recorded for the PPC. PORT control and rehabilitation in this field appears to be quite successful beyond the client stage. Perhaps the past client has grown up, or is now pursuing a vocational training program, for it appears to be most successful. (see page 19)

Our investigation of school performance suggests a number of painful truths about the PPC. First, he does not participate in extracurricular activities. Of the thirty-one clients we looked at only three participated in these activities before PORT, while in PORT the number increased to five, and after PORT the number decreased to one. None of the PPC's were ever honor students and the highest grade point average of any PORT client was a 2.6. Also, the drop-out rate is most disturbing. Thirty-nine percent were drop-outs prior to PORT; thirteen percent permanently dropped out of school while they were in PORT; and another thirty-nine percent dropped out after their PORT experience. From what we could determine, over fifty percent of the fifty-four people we

Kinds and Numbers of Contacts With Assistant Principals





investigated had permanently, or at one time or another, dropped out of school.

Our conclusion is that PORT does control the client both during and after the PORT experience with regard to his school career. However, PORT does not appear to rehabilitate the PPC. Grades do not improve appreciably, days absent from school remain constant, activities while in school are not positive, and the drop-out rate is alarming. The one bright spot occurs in total contacts PORT clients have with the assistant principals. Here there is good improvement which suggests PORT's ability to control in this field.

#### Credit Rating

Another barometer we developed to measure PORT's effectiveness centered on the client's credit rating. We obtained information from the Rochester Area Credit Bureau which showed the development of a community sense of responsibility on the part of the PPC. The credit bureau gives ratings of "prompt", "medium", and "slow" to people who have established credit at businesses and with banks in the Rochester area. We compared the PPC's pre-PORT, PORT and past-PORT credit ratings and emerged with some interesting findings.

There were seventeen PPC's who had continuous credit ratings through their pre-PORT, PORT and past-PORT experiences. Of the seventeen, forty-one percent had prompt ratings, six percent were medium, and fifty-three percent received slow credit ratings prior to PORT control. During the PORT experience, however, credit ratings improved. Fifty-three percent were prompt, six percent were medium, and forty-one percent were slow.

There is a dramatic decrease of 19 points in slow ratings from pre-PORT to the PORT residency and an increase of twelve points in prompt ratings which remain steady after PORT. The only negative finding, in this respect, is a six point increase in slow ratings from the PORT experience to the past-PORT living patterns. In all, credit rating does improve from the time the client is put under the PORT method of control and rehabilitation.

Credit Rating Table

	PRE-PORT	PORT	PAST-PORT
Prompt	41	53	53
Medium	6	12	6
Slow	53	35	41
	100	100	100

N = 17

#### Family Success

We also tried to measure family success for the fifty-four PPC's. Was there an increase or decrease in marriages, divorces, separations and remarriages before, during and after the PORT experience? Was there an effort to seek professional help if the PPC was having family problems? Most of the PORT clientele are single, but some are married and one has nine children. Prior to PORT there were four divorces and one separation, but during PORT there was only one divorce and no separations, and after PORT only marriages took place.

Although the data are insufficient and inconclusive, there does appear to be some stability brought to family lives because of the PORT method. We assume added age brings some maturity, but beyond this little can be shown. Further data need to be developed on this variable, because family success should be a good indicator.

#### Community Success

We looked at community success as one way to measure PORT's capability to control and rehabilitate criminal or delinquent behavior. We investigated church activity and associations in community organizations. We found that prior to PORT, sixteen percent were active in church, while twenty-six percent were moderately active and a surprising fifty-eight percent were not active.

The PPC tends not to participate in community organizations. Only seven were members of the YMCA, one was a boy scout, and only one helped the United Fund. However, during and after PORT community participation diminishes to nothing. Perhaps the emphasis on self-rehabilitation pulls PPC's away from community organizations. This lack of community success should be addressed by the PORT staff.

#### Criminal Behavior:

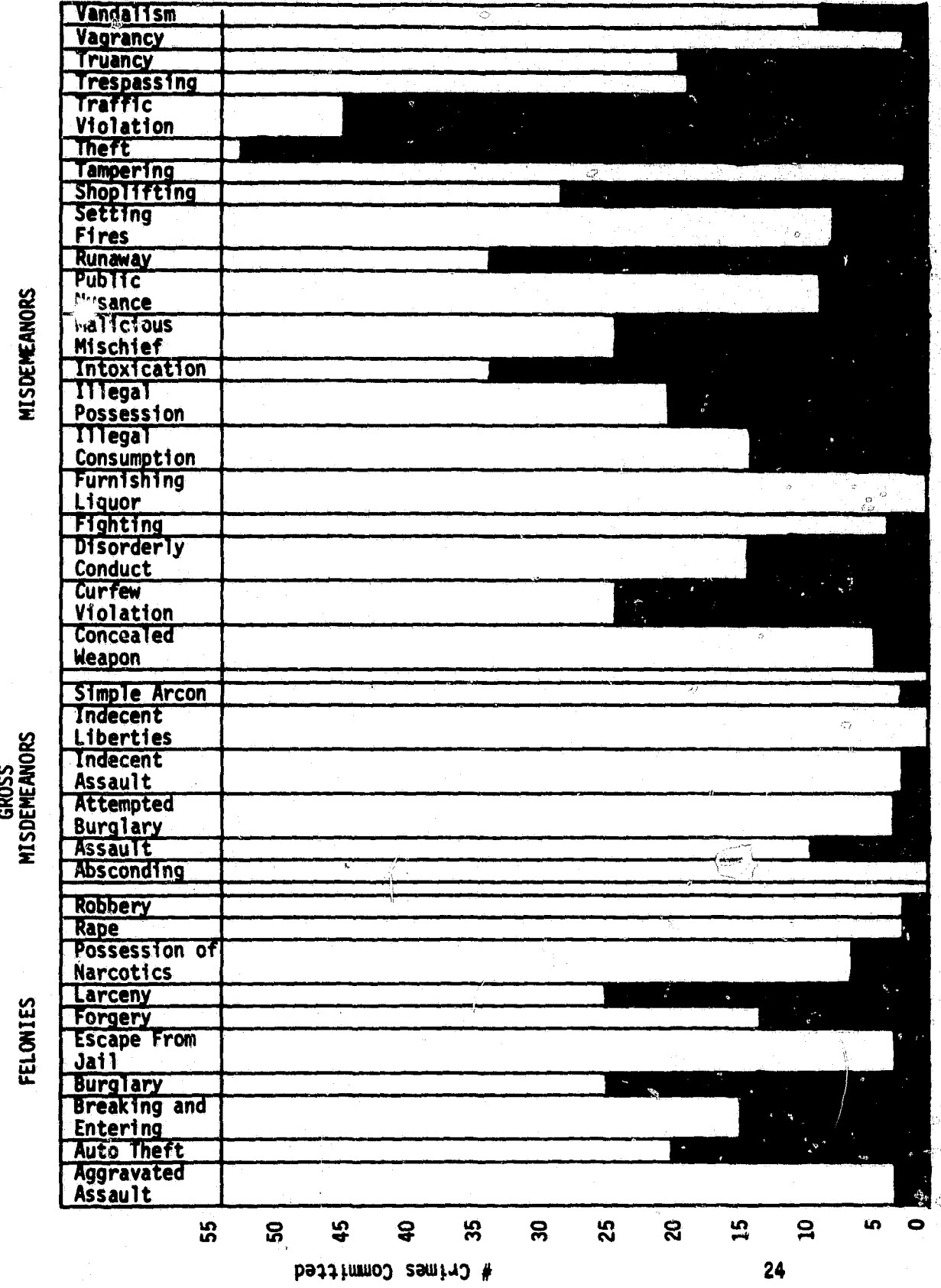
The final variable we used to measure PORT's capacity to control and rehabilitate was the most difficult to implement. This variable necessitated investigating arrest records of the PPC. We probed city police records, county sheriff records, and FBI reports. We looked at the criminal records of the fifty-four PPC's for information before he

went to PORT, during his PORT experiences and after his PORT stay. The comparative data dramatically gives evidence that PORT does control and rehabilitate the societal offender in aggregate terms.

The graphs and tables in this section are self-explanatory, but perhaps a few comments would be in order. The total number of crimes (felonies, gross misdemeanors, and misdemeanors) committed by PPC's (N = 54) prior to their PORT experience totaled 473. During the PORT stay, PPC's committed only 24 total crimes. Obviously, PORT controls effectively while the offender is under their jurisdiction. The most important finding, however, is that PPC's committed only 47 total crimes after their PORT stay.

The table breaks down crimes into three categories. This area of criminal law is extremely complex.

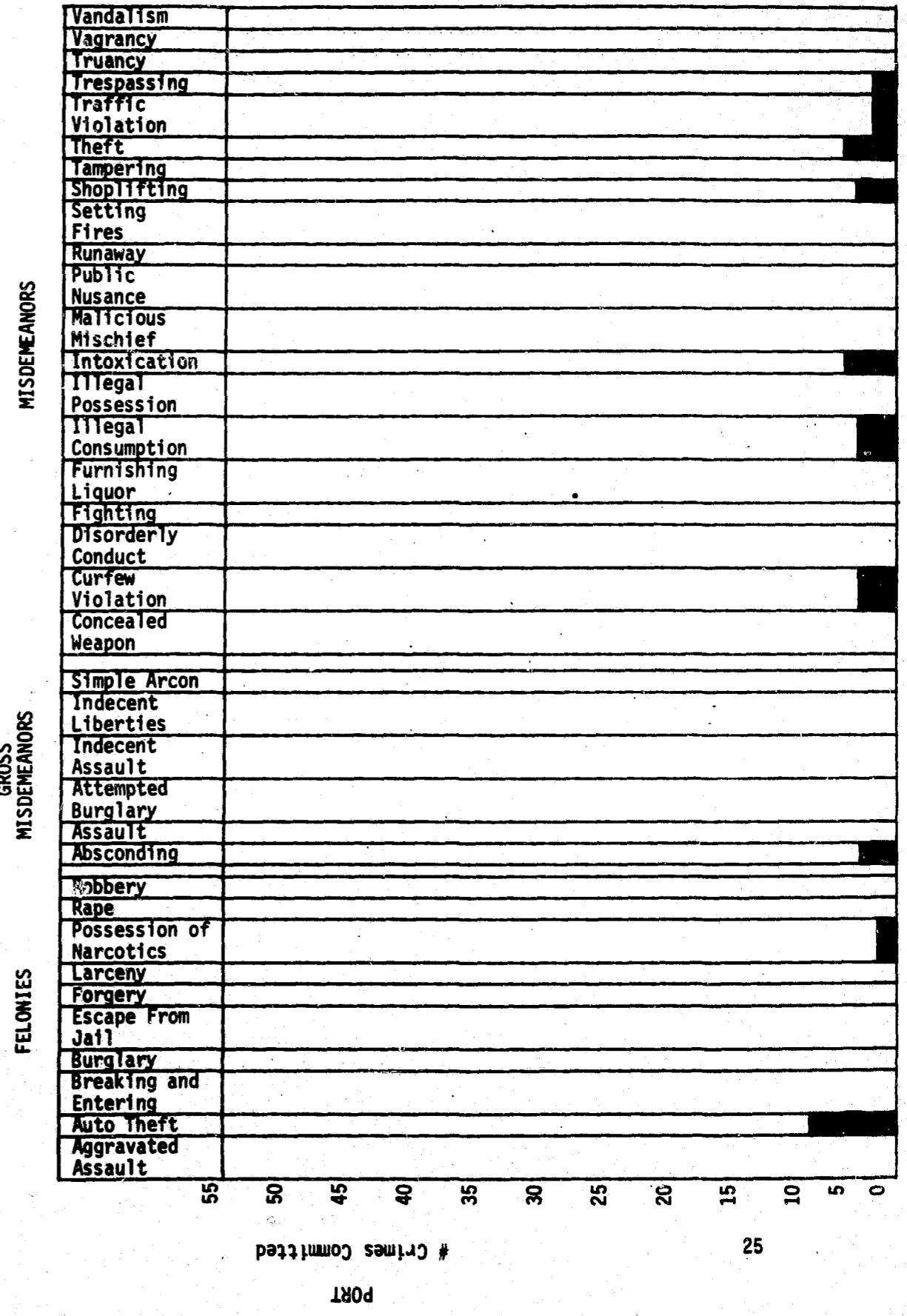
Breakdown of Crimes Committed by  
Past PORT Clients Before, During, and After PORT



PRE - PORT

24

Breakdown of Crimes Committed by  
Past PORT Clients, Before, During, and After PORT

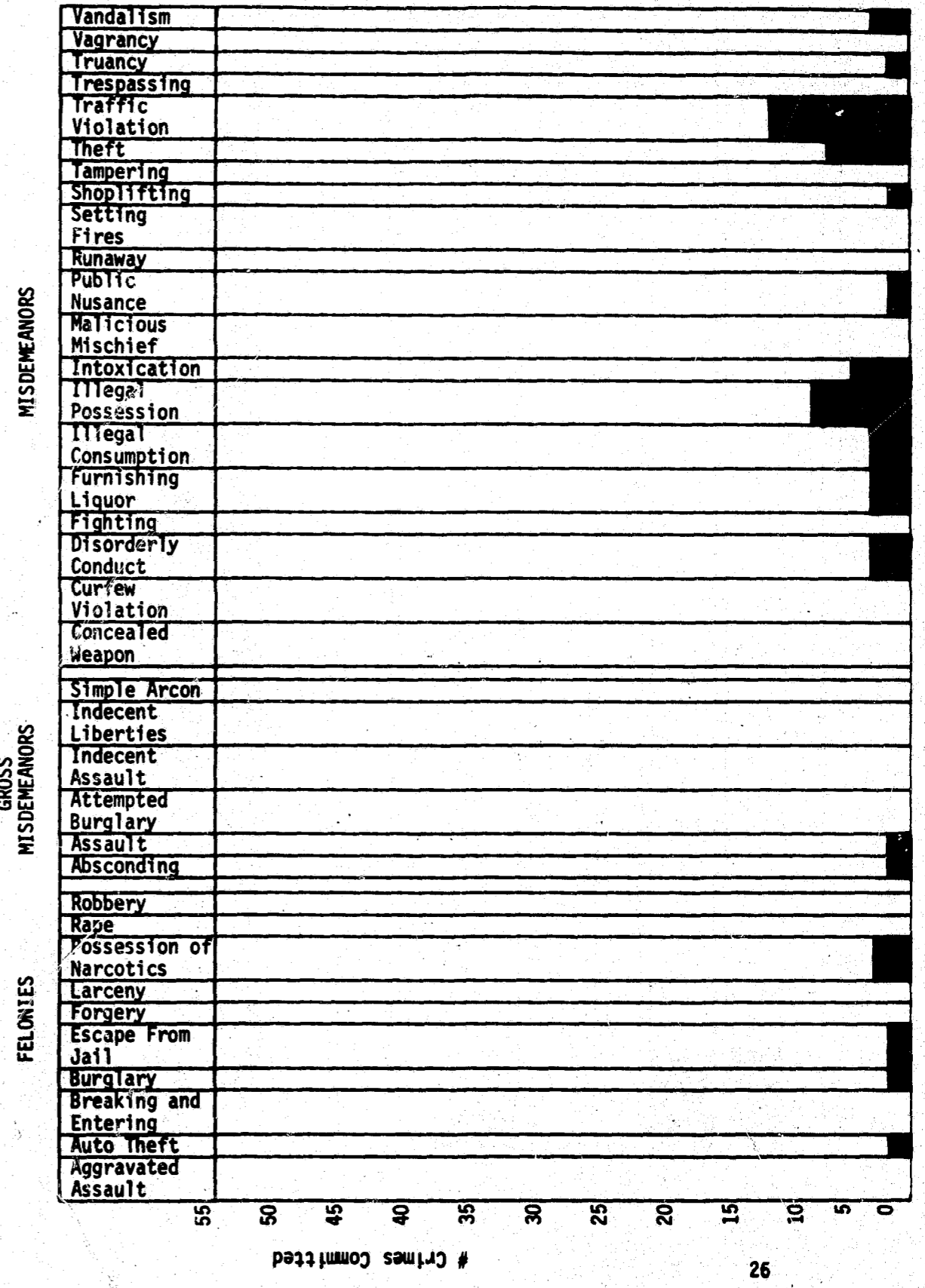


PORT  
# Crimes Committed

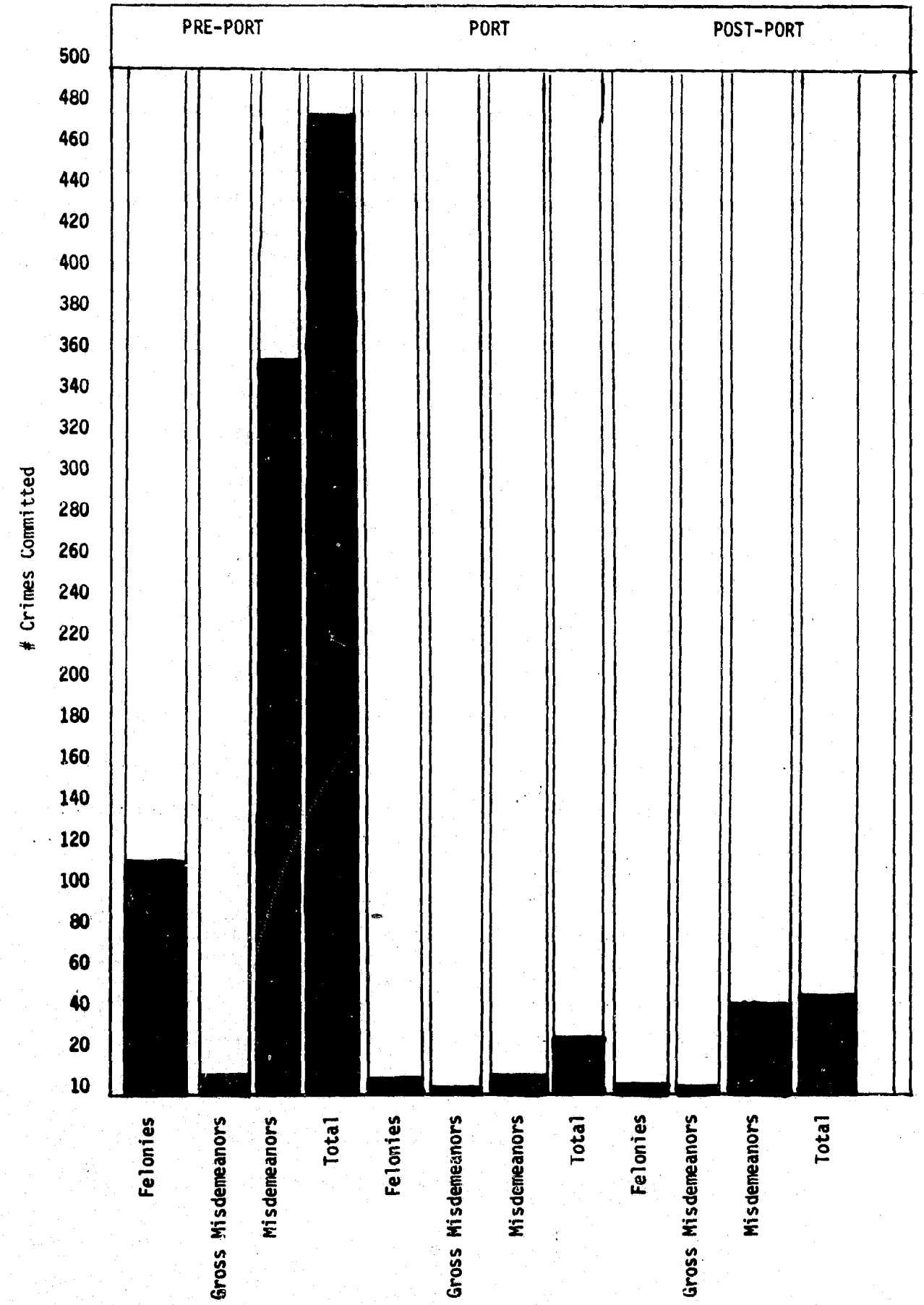




Breakdown of Crimes Committed by  
Past PORT Clients Before, During, and After PORT



Comparison of Types and Total Number of Crimes  
 Committed by Past-PORT Clients, Before, During and After P.O.R.T.



## III

The second measuring device, as previously mentioned, compares selected PPC's with selected ex-offenders from institutions and probation, all of whom were commended to the custody of these corrections alternatives by Rochester area judges. The same variables were used to compare behavior prior to, during and after the respective correction experience. The following constitutes a summary of the data.

This data summary suggests a number of points about the social and economic background of ex-offenders from the Rochester area. The average offender is young and comes from a large family where the parents have experienced various kinds of marital problems. The average offender comes from the blue collar working family, and little upward economic movement is noticed. The average I.Q. is below the national average and the percent of school drop-outs is quite large. These findings are fairly similar to those which described the past-PORT clientele. The trend seems to be marked and should be addressed by the different social, political, and religious organizations in the Rochester area. (see page 29)

Comparative Performance Analysis of PORT, Institutional and Probation Clients

Job Success

Length of time on the job is one way to measure responsibility and maturity. Of course, people change jobs for a variety of reasons, and job tenure may not be the only way to show stability, but we believe it is one indicator which may demonstrate the effectiveness of a rehabili-

DEMOGRAPHIC DATA N = 45

	<u>Probation</u>	(N = 15)	<u>Institution</u>	N = 15	<u>PORT</u>	(N = 15)
Average Age	21.5		22.6		19.5	
Religion	(67.0%)	Lutheran	(47.0%) (40.0%)	Lutheran Catholic	(54.0%)	Catholic
Family Size	4.4		3.3		4.4	
Parents	53.0%	Together	53.0%	Together	40.0%	Together
	7.0%	Separated	20.0%	Divorced	7.0%	Separated
	20.0%	Divorced	20.0%	Deceased	20.0%	Divorced
	20.0%	Deceased	7.0%	Undetermined	7.0%	Undetermined
Economic	87.0%	Blue Collar	87.0%	Blue Collar	60.0%	Blue Collar
	13.0%	White Collar	13.0%	White Collar	33.0%	White Collar
					7.0%	Professional
I.Q.						
Adults	101		81		96	
Youth	105		95.5		115	
Juvenile	106		109		97	
Total	105		96.5		102.5	
School Drops	53.0%		73.0%		27.0%	
School Completed	11th		10th		11th	



We asked each employer to rate the name we gave him. Some employers were fuzzy in remembering employees who worked for them some years previously, but generally they remembered quite well the kind of job the ex-offender did, either before or after the corrections experience.

The PPC increases his excellent rating from nine to thirty-three percent before and after his PORT adventure. This increase of twenty-four percent is dramatic. On the other hand, the PPC's unsatisfactory rating increases fourteen percent. In general, though, the PORT method controls the offender while in PORT, and after PORT the image which emerges is mixed.

An interesting statistical picture surfaces from the "job rating" data for institutional ex-offenders. Excellent ratings rise seven percent, and their unsatisfactory ratings decline a dramatic twenty-three percent, while satisfactory ratings increase sixteen percent. Institutions appear to help the offender do a better job after he gets out of prison. However, as shown before, the job tenure decreases. It is difficult to explain this disparity, but employers were generally favorably impressed with the work accomplished by ex-offenders who had been institutionalized. However, the information for the past probationer was not sufficient to draw a conclusion.

In general, we can conclude that probation and institutions do an acceptable job of rehabilitating the offender by creating the desire to improve job performance. PORT, though less successful, also does a commendable job in helping the offender to realize the importance of good job performance.

### School Performance

We collected comparative grade point average data for the forty-five ex-offenders we used on our sample. The following constitutes a summary of this data.

N = 45

G.P.A.	<u>Probation</u>	<u>Institution</u>	<u>PORT</u>
Pre	1.68	1.36	1.72
During	1.85	1.74	1.03
Post	1.26	2.31	2.18

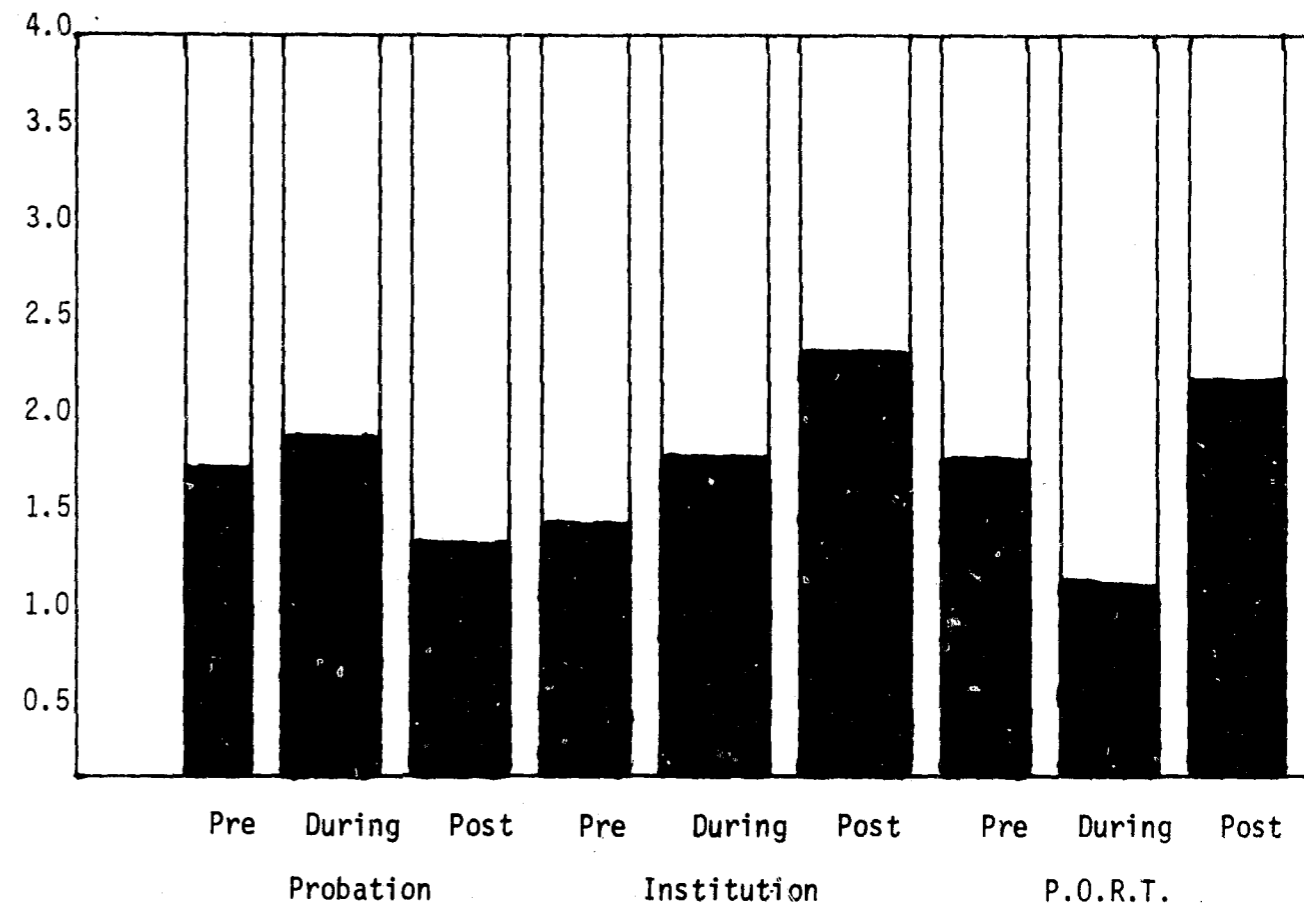
The data speaks for itself and we offer no interpretation. (see page 33)

School progress can also be measured by looking at drop-out rates for the ex-offender before, during, and after his corrections experience. The following graph makes some obvious points. (see page 34)

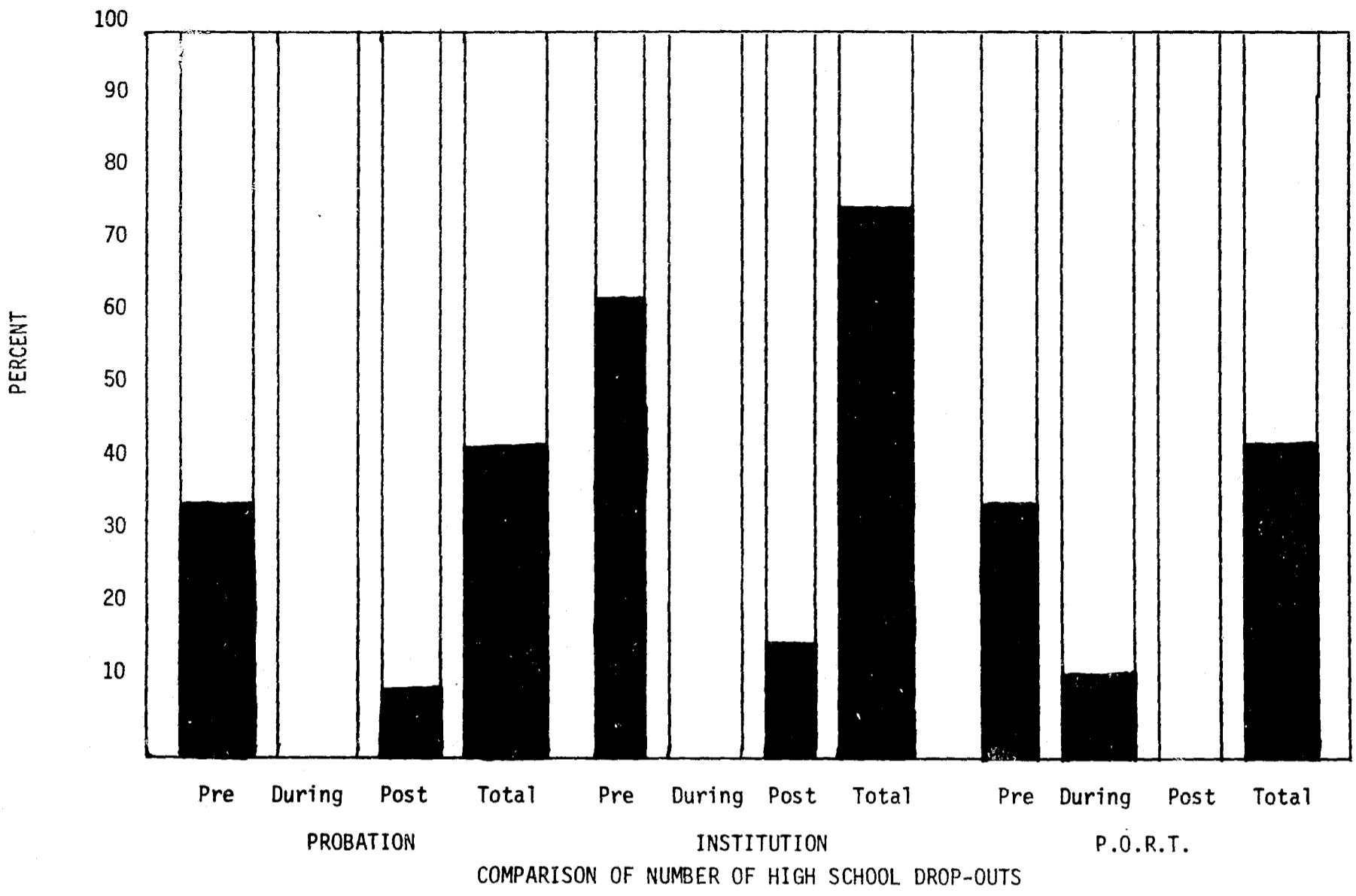
All three corrections alternatives control the offender, at least while he is under their jurisdiction. However, after the PORT experience, at least for this sample, no drop-out was recorded, while thirteen percent of the post-institutional offenders dropped out and seven percent of the ex-probationers dropped out of high school. Total drop-out rates are also interesting. Forty percent of the ex-probation people dropped out of school at one time or another, seventy-three percent of the institutional clientele dropped out of school, and forty percent of the PPC's in the sample dropped out. On the other hand, drop-out rates for offenders in all three correction alternatives were reduced drastically from pre-correction school experience. No correction program seems to



G. P. A.



COMPARISON OF GRADE POINT AVERAGES



PROBATION

INSTITUTION

P.O.R.T.

COMPARISON OF NUMBER OF HIGH SCHOOL DROP-OUTS



provide help for this perennial problem, but PORT and probation are much better in their field than institutions.

Again, we found that the sample of forty-five past offenders demonstrated the lack of extra-curricular activity engaged in by ex-offenders, either before or after corrections. There were no honor students, and very few engaged in extra-curricular activities. The only school accomplishment seems to be that of those who could graduate from high school; a number did. Sixty-six percent of those of age who had been on probation graduated, twenty-seven percent from institutions graduated, and thirty-four percent from PORT graduated. (see page 36)

#### Family Success

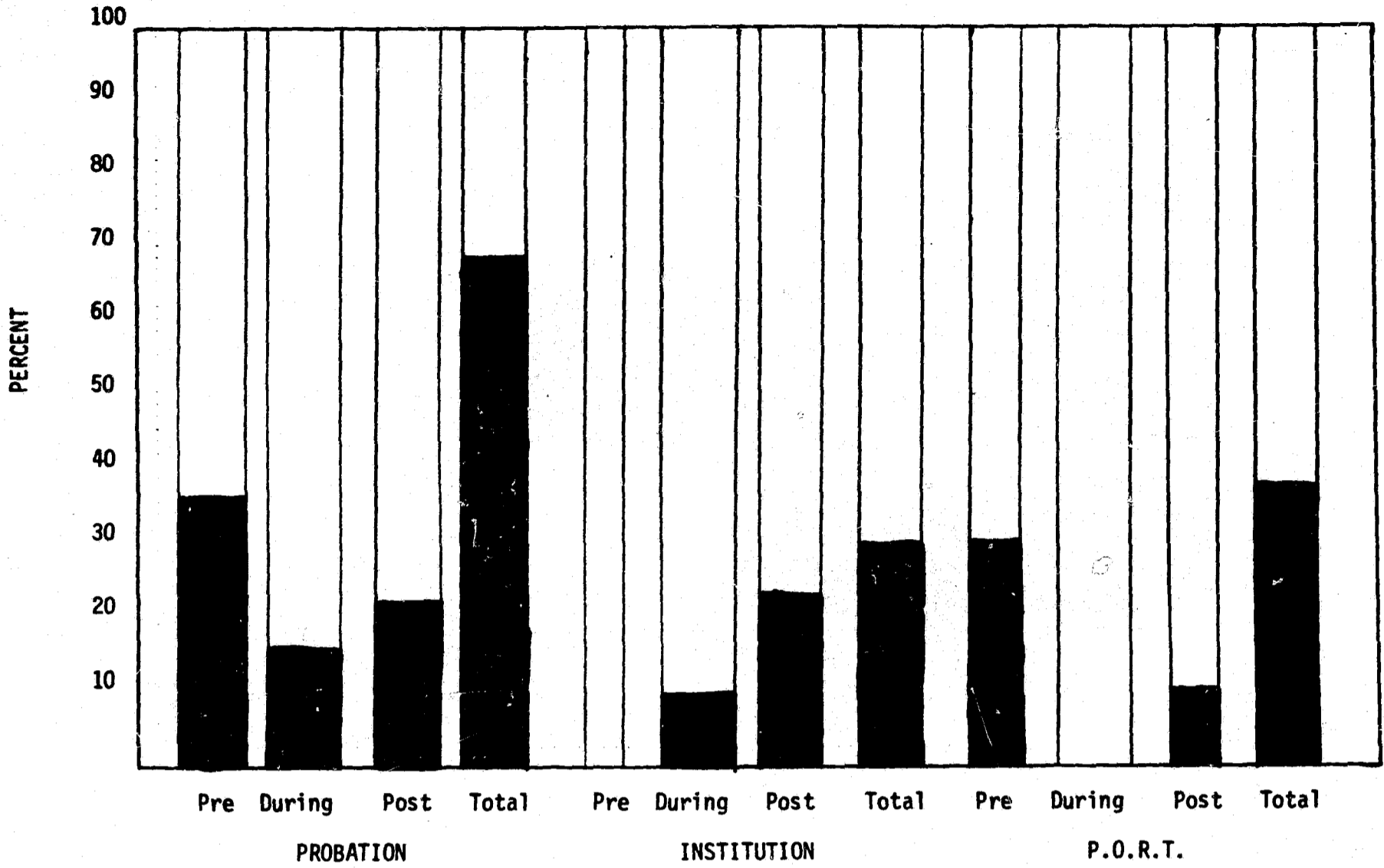
We could not develop sufficient data to compare the offenders in this area. Of the data we did accumulate, the conclusion would seem to point toward a notable lack of success in family relationships. There were great numbers of divorces and separations for each group. But no final conclusions can be offered at this point.

#### Community Success

Again, the data is insufficient on this point. We can say that church activity and community participation are almost non-existent for all these groups of ex-offenders.

#### Rehabilitation Time

The following graph suggests that PORT spends much less time on rehabilitation than the other two corrections alternatives. (see page 37)

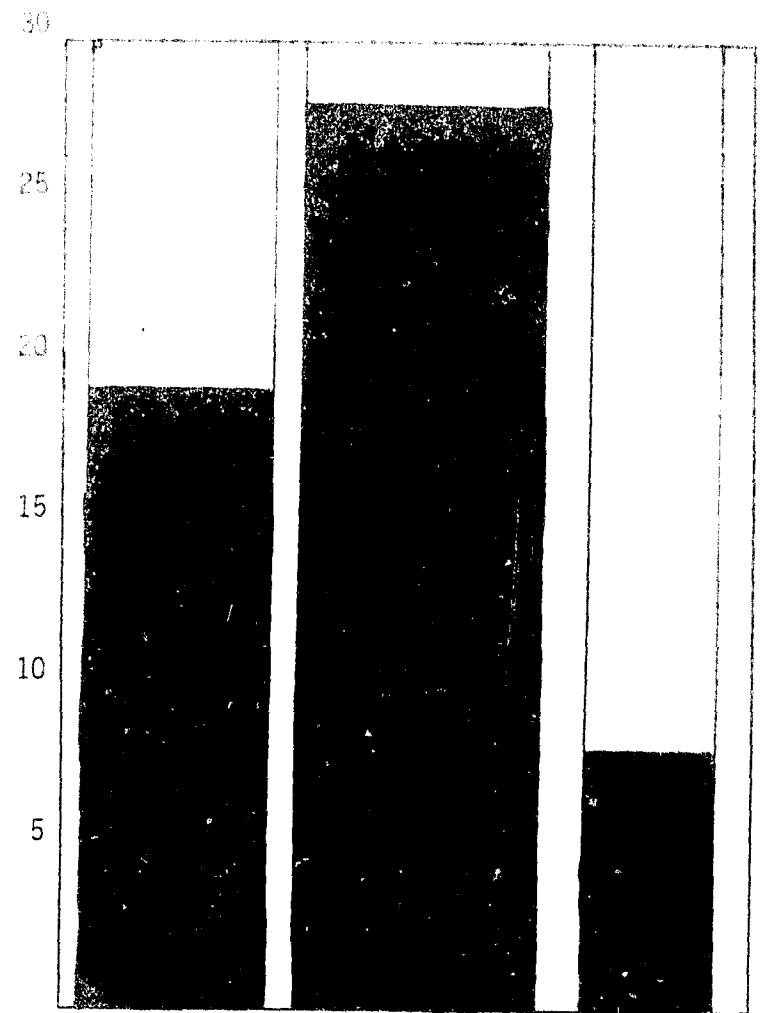


COMPARISON OF NUMBER OF HIGH SCHOOL GRADUATES





MO:THE



Probation Institutions P.O.R.T.  
AVERAGE LENGTH OF TIME SPENT IN REHABILITATION

### Criminal Behavior

In this section we compared arrest records of the three groups of offenders, looking at types and numbers of crimes committed prior to, during, and after the ex-offender's rehabilitation experience. The tables and graphs are self-explanatory, but a few comments might emphasize the obvious.

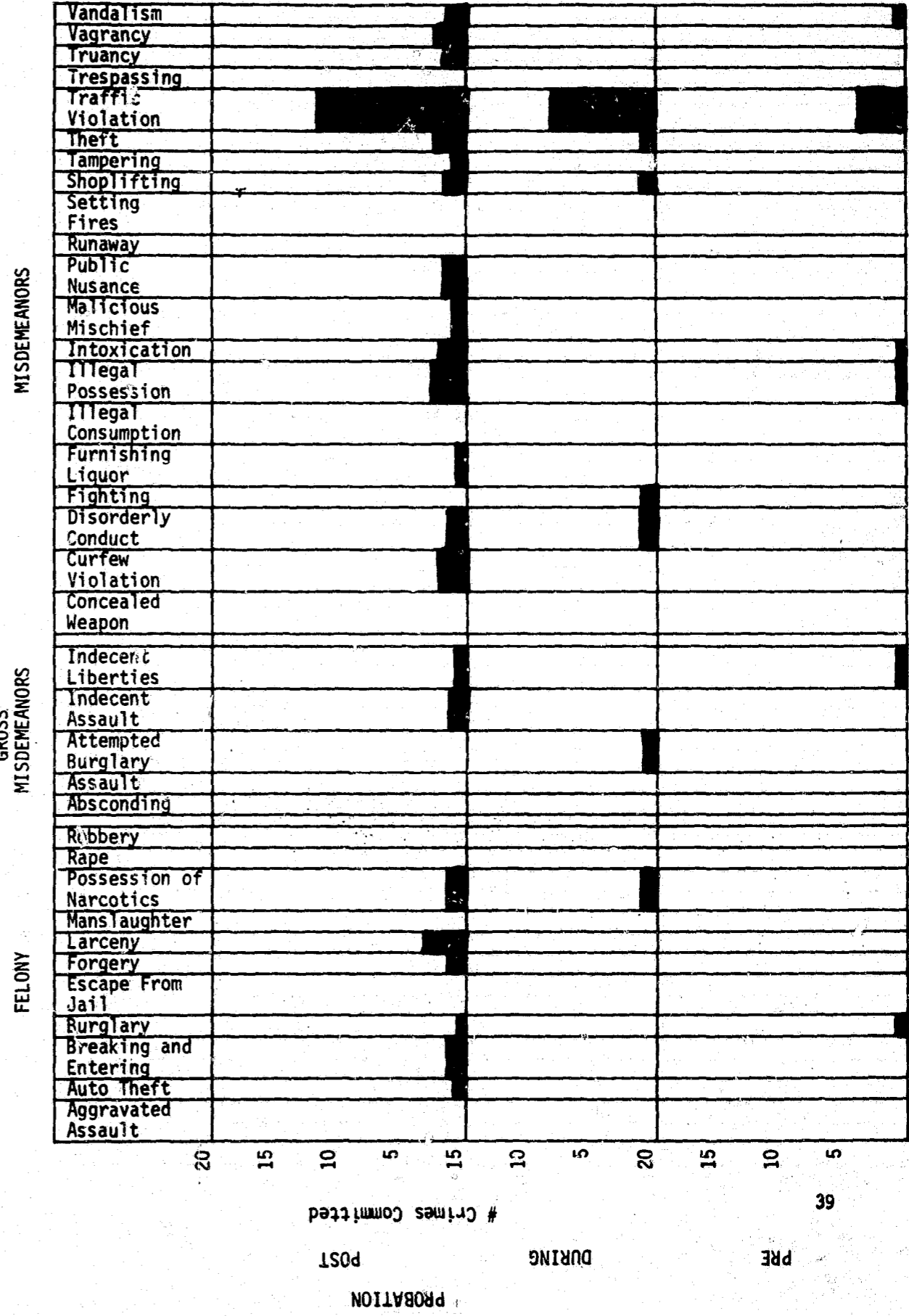
When looking at total crimes (felonies, gross misdemeanors, and misdemeanors) committed prior to rehabilitation we find PPC's committed fifteen crimes, past inmates committed ninety-nine crimes, and past probationers committed fifty-nine crimes. During the rehabilitation experience, all three correctional alternatives do a good job at control. However, after rehabilitation the data shows the following: PPC's commit seven crimes, past inmates commit fifty-five crimes, and past probationers commit nine crimes. PORT controls, in this regard, much better than the other two types of corrections programs.

#### IV

The third measuring device was subjective in nature. The purpose was to collect subjective, attitudinal data to see if PORT controls delinquent and criminal behavior. The question is: Do PPC's believe their attitudes and behavior patterns have changed because of the techniques and processes used by PORT?

The research design called for determining PPC attitudes and opinions about the workability of the criminal justice system and PORT to rehabilitate. Sixteen PPC's were interviewed in depth. The interviews averaged one hour in length and were intensive. The respondents made

Breakdown of Crimes Committed by  
 Past Probation, Institution, and P.O.R.T. Clients







Breakdown of Crimes Committed by  
 Past Probation, Institution and P.O.R.T. Clients

FELONY

GROSS  
 MISDEMEANORS

MISDEMEANORS

Crime Category	PRE	DURING	POST
Aggravated Assault	0	0	0
Auto Theft	0	0	0
Breaking and Entering	0	0	0
Burglary	0	0	0
Escape From Jail	0	0	0
Forgery	0	0	0
Larceny	0	0	0
Manslaughter	0	0	0
Possession of Narcotics	0	0	0
Rape	0	0	0
Robbery	0	0	0
Abducting	0	0	0
Assault	0	0	0
Burglary	0	0	0
Attempted Burglary	0	0	0
Indecent Assault	0	0	0
Indecent Liberties	0	0	0
Concealed Weapon	0	0	0
Violation	0	0	0
Curfew	0	0	0
Disorderly Conduct	0	0	0
Fighting	0	0	0
Liquor	0	0	0
Furnishing	0	0	0
Consumption	0	0	0
Illegal Possession	0	0	0
Illegal Possession	0	0	0
Intoxication	0	0	0
Mischief	0	0	0
Malicious	0	0	0
Nuisance	0	0	0
Public	0	0	0
Runaway	0	0	0
Fires	0	0	0
Setting	0	0	0
Shoplifting	0	0	0
Tampering	0	0	0
Theft	0	0	0
Violation	0	0	0
Traffic	0	0	0
Trespassing	0	0	0
Truancy	0	0	0
Vagrancy	0	0	0
Vandalism	0	0	0

# Crimes Committed  
 20 15 10 5 15 10 5 20 15 10 5

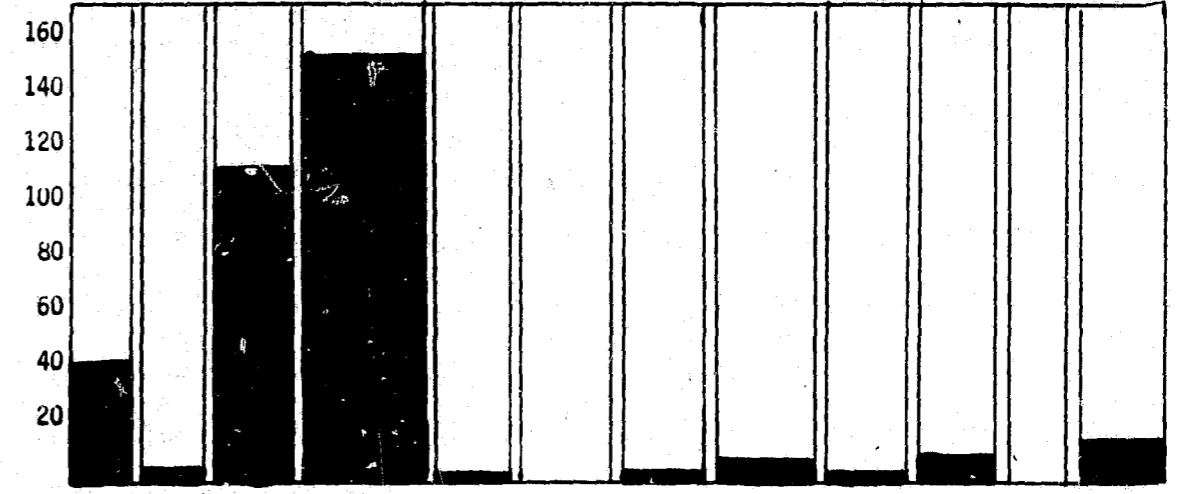
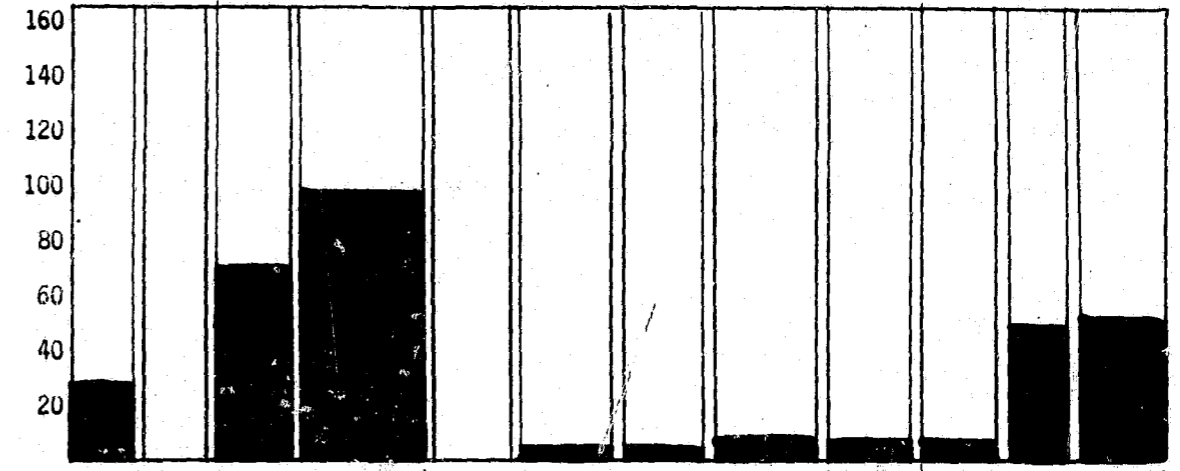
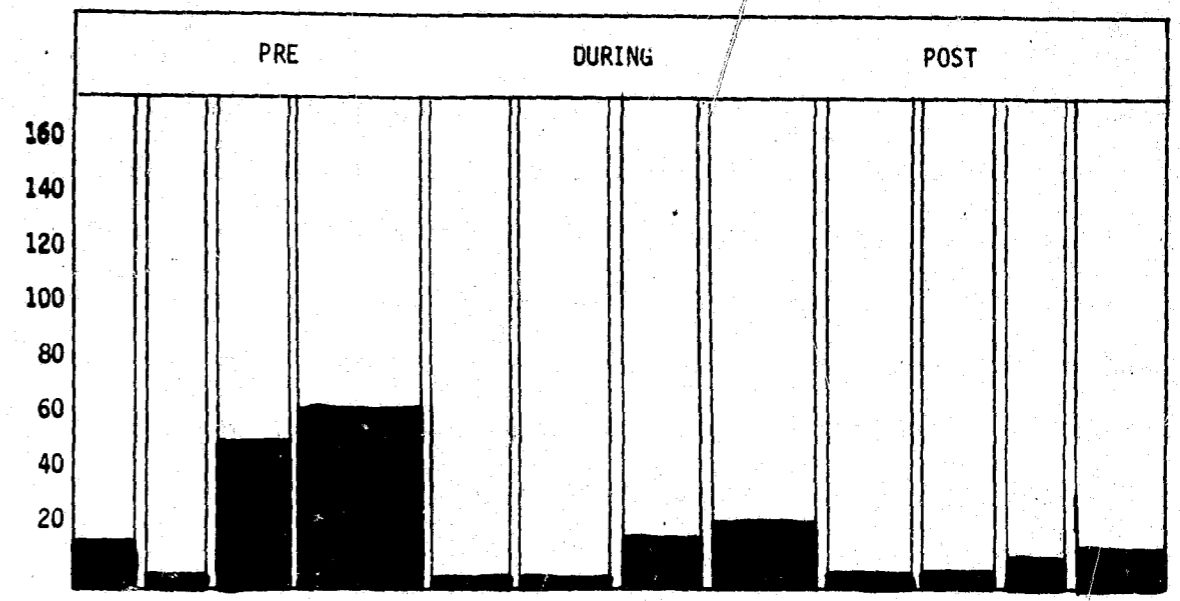
P.O.R.T.

PRE

DURING

POST

Comparison of Types and Total Number of Crimes Committed  
By Those Formerly on Probation, in Institutions, or in P.O.R.T.



Felonies  
Gross Misdemeanors  
Misdemeanors  
Total

Felonies  
Gross Misdemeanors  
Misdemeanors  
Total

Felonies  
Gross Misdemeanors  
Misdemeanors  
Total

up a cross-section of the past PORT clientele.

The questions sought to answer where and from whom the PPC learned of PORT. We were interested in finding out if perspective offenders were knowledgeable about PORT prior to the offense and if that information caused offenders to seek out certain judges, lawyers, or probation officers who would recommend PORT over an institution. In other words, were offenders less hesitant to commit crimes knowing that PORT would be their fate if apprehended? Further, was there an effort by the offender to "con" his way into PORT?

Only two percent (N = 16) knew about PORT prior to the offense. Twenty percent heard of PORT before or directly after the preliminary hearing. However, forty-four percent found out about PORT prior to sentencing.

First knowledge of PORT

	<u>Percent</u>
Prior to offense:	2
Preliminary hearing:	20
Prior to trial:	20
Prior to sentencing:	44
At sentencing:	44

100    N = 16

In probing further, it was found that judges, lawyers and probation officers informed their clients that PORT was the only alternative to institutionalization, and when hearing of the program at PORT the offender would, in all cases but one, choose PORT. Ninety-four percent of the respondents knew PORT was a less rigorous, more attractive way of paying one's debts to society.

Source of knowledge about PORT

Percent

Judge:	11	
Lawyer:	12	
Probation Officer:	54	
Police:	0	
Friends:	11	
PORT staff:	12	
	100	N = 16

One must conclude, then, that knowledge of PORT is not a catalyst which creates crime. Further, it appears that no effort is made by the offender to appear before a particular judge in the hopes of going to PORT instead of jail. The offender's knowledge of PORT comes, in the main, when he is asked to choose between PORT and institutionalization.

PPC's held a number of strong opinions about the criminal justice system itself. We sought to ask questions which would elicit their attitudes about the alternatives to PORT, their opinions about the adequacy of the pre-sentencing procedures in the criminal justice system, and about attitudes on the screening process for admittance to PORT. The term "very effective" means the PPC is enthusiastic about the alternative; "effective" means the PPC thinks the alternative functions, but nothing more; and "not effective" means the PPC believes the alternative is dysfunctional, or, that it does not work.

Attitudes about alternatives to PORT

N = 16 N1/N = %

N = 16	Very Effective	Effective	Not Effective	Total
PORT	20	57	23	100
Probation	7	23	70	100
Institution	0	7	93	100
CJS	8	30	62	100

**CONTINUED**

**1 OF 2**

Twenty percent of the respondents thought PORT was very effective; while fifty-seven percent thought it effective; and twenty-three percent believed PORT to be not effective. To most respondents, the PORT method permitted individual evaluation of personal problems. This individual rehabilitation technique was constantly stressed as the most important part of the program.

Seven percent of the interviewees thought probation to be very effective; twenty-three percent believed probation effective, but a staggering seventy percent thought it ineffective; and ninety-three percent believed institutionalization to be not effective.

PORT is much more preferable to jail because it is easier to go through, and it makes a conscious effort to help people see their problems. An overwhelming majority felt probation was easier than PORT, and hence more desirable, but felt it was not effective. Just about all felt institutionalization provides no rehabilitation whatsoever. The respondents appeared to be torn between the ineffective freedom of probation and the moderately controlled freedom of PORT. They wanted counseling and individualized rehabilitative help, but desired maximum freedom.

A large majority of the respondents felt that pre-sentencing procedures within the CJS were adequate (eighty-one percent). Most felt the system was fair and all felt that PORT was a viable device for rehabilitation. However, we found a notable lack of personal knowledge about how the CJS works, among the respondents.



<u>Attitudes about pre-sentencing procedures</u>	<u>Percent</u>	
Excellent:	12	
Adequate:	81	
Poor:	7	
	<hr/>	
	100	N = 16

Eighty-one percent of the interviewees were satisfied with the screening process to gain admittance to PORT. A few were unhappy with the PORT clients at first, but later found them helpful. Most were impressed with the desire of the PORT staff to understand their problems and to seek individualized solutions to them. A few thought the whole process was petty and resented being questioned by clients at PORT.

<u>Attitudes about PORT screening procedures</u>	<u>Percent</u>	
Excellent:	12	
Adequate:	81	
Poor:	7	
	<hr/>	
	100	N = 16

Finally, we asked questions about the PPC's self-motivation before his admittance to PORT. A majority knew they were not self-motivated prior to the PORT experience. Most proposed the philosophy that self-motivation is based on an awareness of oneself. Most were self-disapproving of their lack of knowledge of personal problems prior to PORT. The same majority stated that PORT made them aware of themselves and their problems and increased their desire to become full participants in society.

<u>Pre-PORT self-motivation</u>	<u>Percent</u>	
Highly self-motivated	12	
Self-motivated	38	
Not self-motivated	50	
	<hr/>	
	100	N = 16

We made every effort in our personal interviews with PPC's to find out their opinions about their PORT experience. These attitudes get to the heart of PORT's ability to control and rehabilitate the societal offender. We asked questions about the techniques PORT uses to control and the programs operated to rehabilitate. The following is a summary of our findings.

One of the primary tools used by PORT to control the behavior of the client is the classification and point system. The purpose of the system is not only to control behavior but to show clients the consequences of unacceptable conduct. When a client has gone through the system, he is released from the program. Obviously, the client's degree of freedom is based on his position in the system. It is equally clear that PPC's would have definite opinions about a system which so entirely effects their personal lives in such a vital way.

Twenty-four percent were very positively in support of the existing system. Thirty-eight percent were satisfied with it and another thirty-eight percent were not satisfied with the point and classification system.

<u>Attitudes about the classification and point system</u>	<u>Percent</u>
Very positive:	24
Satisfactory:	38
Unsatisfactory:	38
	100
	N = 16

We found that those who were self-motivated, favored the system; those who were not, tended to dislike it. Most thought the system helped to motivate them to do well at PORT. The thirty-eight percent who were not happy with the system were candid in their dislike. Some were

unhappy about the "petty" rules; some were chagrined that young "kids" could determine the relation and amount of freedom they experienced; some thought it was "fascist" control. Sixty-two percent, however, felt the point and classification systems were necessary and in the interest of all PORT clients. This group agreed that the system effectively controlled their behavior. Anyone who broke the rules knew he would eventually be caught and would lose points. This appears to be an extremely effective determinant.

We were also interested in seeing if old friends were retained while the client was in PORT and whether or not the friends the offender made while in PORT were continued after release. The theory behind these questions was that peer influence is important and old friends may have gotten him into trouble in the first place. Does PORT help move the offender away from objectionable peer influences toward more healthy, positive peer attachments?

Thirty-six percent responded that they had no association with old friends while in PORT. Fifty percent said they occasionally continued old acquaintances, and twenty-two percent answered that they continued old associations. Most clients tried to get away from the past, because they recognized that old friends were not helpful in their rehabilitation programs. Most said that PORT encouraged new relationships which helped clients to see their problems and to try new ways in solving them. PORT does control peer association which tends to have a positive effect on the rehabilitative program of the client.

<u>Retained old friends while in PORT</u>	<u>Percent</u>	
No:	36	
Occasionally:	50	
Yes:	22	
	<hr/>	
	100	N = 16

Most saw new friendships established while in PORT as a positive influence on control and rehabilitation. Forty percent thought new friends at PORT were rehabilitative; forty-seven percent believed that new associations moderately supported their efforts to reform; and only thirteen percent saw new friends as a hindrance to their efforts to become functional members of society.

<u>Peer association while in PORT</u>	<u>Percent</u>	
Rehabilitative:	40	
Moderate Support:	47	
Negative Support:	13	
	<hr/>	
	100	N = 16

PORT tries to integrate all age groups into their program. Most felt this integrated peer association increased chances for rehabilitation. A few felt that mixing age groups corrupted younger clients, and some examples were given. Some also felt that group sessions with their emphasis on candor destroyed trust, but most felt that mixing age groups was helpful, especially for the younger clients. There appears to be an almost complete lack of information exchanged between clients on how to do bigger and better crimes. In other words, the atmosphere at PORT seems to be strongly supportive of control and rehabilitation.

We also sought to measure if peer association patterns changed after PORT. We found that fifty percent did not retain old friends after PORT; that nineteen percent occasionally kept old friends after PORT; and that

thirty-one percent did keep previous friends after PORT. If old friends are not helpful for complete rehabilitation, then PORT has succeeded in making a positive contribution to the client's future. PORT seems to drive people away from old friends toward new relationships. An even more dramatic statistic which shows the effectiveness of the PORT rehabilitation effort on this point is the fact that while in PORT fifty percent occasionally kept old friends, but after PORT only nineteen percent kept old friends.

<u>Retained Pre-PORT friends after PORT</u>	<u>Percent</u>	
No:	50	
Occasionally	19	
Yes:	31	
	<hr/>	
	100	N = 16

Of collateral interest is that the PPC does retain his PORT peer relationships. The study showed that thirty-one percent did not retain PORT friends after release; that forty-three percent occasionally kept PORT friends; and that only twenty-six percent maintained PORT peer affiliations. The conclusion would seem to be that PORT experience moves the PORT client away from his old friends and even moves the PPC away from his friendships assumed while in PORT. Who takes the place of these old friends is not known, but a definite change has taken place.

<u>Retained PORT friends after PORT</u>	<u>Percent</u>	
No:	31	
Occasionally:	43	
Yes:	26	
	<hr/>	
	100	N = 16

Probably, the most important device used by PORT to rehabilitate is group counseling. The purpose of groups is to urge clients to discuss their problems and to seek advice from others who may have insights into a solution. Rules, the exchange of information, and decisions about admittance and release from PORT are all considered in group sessions. Group counseling is at the heart of PORT's rehabilitative effort.

We were interested in finding that a majority of the respondents enthusiastically supported the procedures and results of groups. A majority thought groups showed them how to understand themselves and their relationships with society. A majority also stated that groups permitted individualized help which eliminated personal problems. Fifty percent indicated their attitudes had changed about themselves and society and most felt groups definitely controlled behavior.

Attitudes about group therapy

N = 16 N1/ = %

Totals		Helpful	Somewhat	Not Helpful
100	Helps understand self and relation to society	50	12	38
100	Helps understand personal problems	50	12	38
100	Changes attitude about self and society	50	12	38
100	Helps control behavior	44	25	31
100	General attitudes about group therapy	47	16	37

Some felt the relationship between seeing and solving problems was good because of group counseling. However, others felt that clients would "con" each other and the PORT staff while in groups. The reason given for such behavior was based on the natural desire to get out of PORT sooner and into the community without any controls. Some felt "ratting" or

"squealing" on each other (required by PORT) did bring out problems and unacceptable behavior, which then could be looked at and solved.

Most also felt that attitudinal changes did take place while in groups, but what happened and how or why was never verbalized by the respondents. The general picture presented to us by the former clients was of a successful program administered by a responsible and concerned staff. The overwhelming majority of PPC's either liked or disliked group counseling, (eighty-four percent) very few were in the middle.

We also sought to find whether or not PPC's generally thought PORT rehabilitative. Fifty-nine percent said yes, thirty-five percent said occasionally and only nine percent said no. PPC's exhibit a strong confidence in the PORT program. Those who responded favorably to the question also volunteered the philosophy that PORT will only rehabilitate if the client wants to be rehabilitated.

<u>Does PORT rehabilitate</u>	<u>Percent</u>	
Yes:	59	
Occasionally:	32	
No:	9	
	<hr/>	
	100	N = 16

The conclusion from the subjective interviews would seem to be quite clear. One, offenders learn of PORT after committing the offense and from either judges, probation officers, or possibly attorneys. PPC's like probation best, but feel it is less effective than other alternatives; all detest institutions, and most feel PORT is effective, but still desire more freedom than PORT gives.

Most feel the criminal justice system is fair and realize their



problems need to be solved. Most feel the methods PORT uses to control and rehabilitate are useful and positively contribute to their chance to "make it" in society. PORT has a strong influence on peer association which appears to be positive. In general, PORT is a success in the eyes of those who have been through its program.

## V

We conclude that PORT does control and rehabilitate. While the program does not control and rehabilitate in all instances, in general, our findings do tend to support PORT.

## Reducing Rehabilitation Costs

## I

One of the goals or objectives of the PORT program is to provide a new and less expensive method for rehabilitating the societal offender. With the annual costs of corrections increasing, the PORT program seeks to rehabilitate and control more effectively than traditional institutions at a much lower cost. This section of the report will show that PORT's costs are far below those of the state's correctional facilities.

To measure costs we analyzed PORT's yearly budgets from 1969 to 1972, and the budget estimate for 1972-73. We then developed from the aggregate data yearly and daily costs per client. After analyzing PORT's budgets, we secured data from the research division of the State Department of Corrections, comparing the average annual and daily costs per inmate from 1969 to 1972 for the various corrections institutions in the state. Again, we used budget estimates for 1972-73. We then com-

pared annual and daily costs per inmate/client for the traditional state corrections institutions and PORT. What emerges is a cost comparison which clearly demonstrates PORT's lower costs. (see page 55)

Some percentage growth comparisons demonstrate the cost efficiency of PORT. From 1969-70 to 1972-73 PORT experienced a fifteen percent increase in budget expenditures per client, per year. On the other hand, the Minnesota State Prison's expenditures grew twenty-nine percent. The increase for the State Reformatory for men was twenty-one percent and the State Training School increased by thirty-four percent. Finally, the Minnesota Home School increased their expenditures by thirty-three percent, while the Minnesota Reception and Diagnostic Center increased their budget by nine percent. Finally, the average increase in budget expenditures for state institutions was twenty-one percent. Thus compared to the state institutions, PORT has kept expenditures at only a slightly increasing rate.

Furthermore, PORT was far less expensive than the average state institution. In 1969-70 PORT was \$4,031.07 less expensive per year, per client than the average cost per inmate, per year. In 1972-73, it is estimated that PORT will be \$4,127.34 less expensive per year, per client than for each inmate in state institutions, averaging costs for all institutions. The cost disparity between PORT and average institutional costs continues to grow and may be one important reason why PORT should be so attractive, financially, to the state legislature.

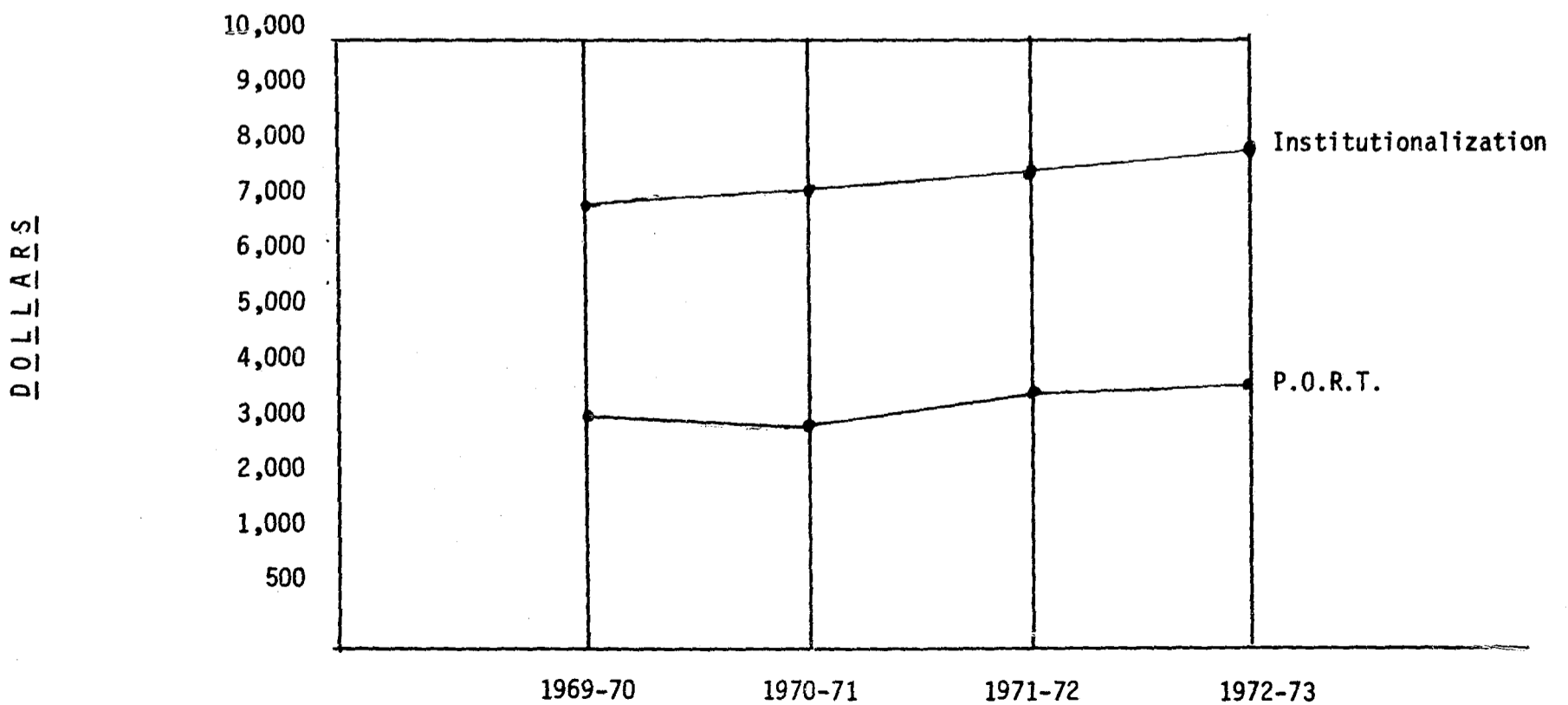
Taking the fifty-four PPC's we investigated, all of whom had averaged seven months and four days experiencing the PORT method of

AVERAGE COST PER INMATE OF MINNESOTA CORRECTIONS INSTITUTIONS

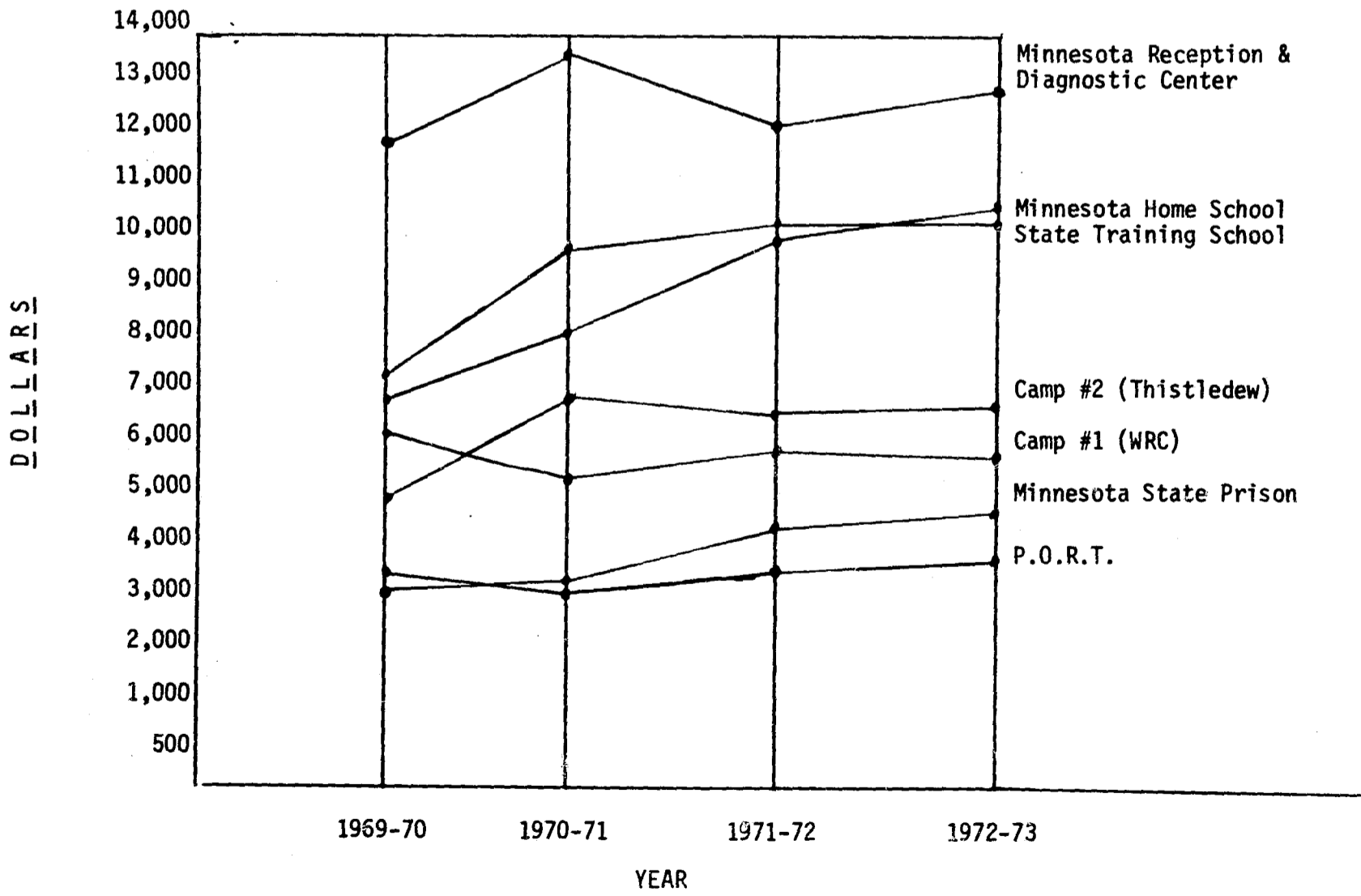
Institution	<u>1969 - 70</u>		<u>1970 - 71</u>		<u>1971 - 72</u>		<u>1972 - 73</u>	
	Annual	Daily	Annual	Daily	Annual	Daily	Annual	Daily
Minnesota Reception & Diagnostic Center	11,710.57	32.08	13,655.76	37.41	12,246.20	33.46	12,811.66	35.10
Minnesota Home School	7,104.67	19.22	99,997.12	27.38	10,186.92	27.83	10,437.47	28.60
State Training School	6,892.23	18.88	8,188.43	22.43	10,238.95	27.98	10,410.79	28.52
Camp #2 (Thistledeew)	4,954.17	13.57	6,999.03	19.17	6,610.07	18.11	6,694.42	18.34
Camp #1 (WRC)	6,269.62	17.18	5,268.97	14.83	5,792.23	15.87	5,686.80	15.58
State Reformatory For Men	4,196.30	11.50	4,415.60	12.09	5,200.04	14.21	5,303.86	14.53
Minnesota State Prison	3,254.84	8.92	3,423.02	9.38	4,420.69	12.08	4,561.11	12.50
P.O.R.T.	3,296.42	9.03	3,147.59	8.62	3,595.06	9.85	3,861.25	10.58

AVERAGE INSTITUTIONALIZATION COST PER INMATE

1969 - 70		1970 - 71		1971 - 72		1972 - 73	
Annual	Daily	Annual	Daily	Annual	Daily	Annual	Daily
7,327.49	17.34	7,421.13	20.33	7,813.59	21.41	7,986.59	21.88



AVERAGE ANNUAL COST PER INMATE OF P.O.R.T. AND INSTITUTIONALIZATION



AVERAGE ANNUAL COST PER INMATE OF MINNESOTA CORRECTIONS INSTITUTIONS

control and rehabilitation, we figured that the State of Minnesota over a three year period has saved \$225,416.52. This figure is arrived at by averaging PORT's cost per client, per year from 1969-72, and averaging the institutional averages for the state's corrections system for the last three years per inmate, per year. Subtracting the former from the latter and multiplying that number times fifty-four gives the saved amount. No state money has come to PORT, so we do not need to subtract that amount from the total. It must also be remembered that for each offender kept out of a state institution and placed in PORT, the state saves \$4,174.38 per year, per client. Of course, these figures are averages, but a general picture still emerges which speaks, financially, in favor of PORT programs.

On the other hand, these figures do not represent the important recidivism rate concept. In the next section we will discuss in detail PORT recidivism. If recidivism is high for the offender who has gone through the PORT method of rehabilitation, then obviously he is going to be subject to control by the State Department of Corrections once again. If PORT recidivism is higher than institutional recidivism then the savings by the State of Minnesota suggested above will be less, but if recidivism is below or about the same as institutional recidivism, then the figures previously quoted will stay the same or even increase. We believe the stated figure is a realistic one.

Finally, we have dealt here with fifty-four PPC's, but seventy-three have been in and out of the program. Some of these have recidivated, others were short termers, and others for a variety of reasons

checked in and immediately out of the program. PORT costs bare the burden of these changes, but we were unable to figure them for many reasons. So we offer this cost data with the qualification that averages are not preferable to exact data and other components should be pumped into any cost analysis. However, we think this information is reputable and tells an interesting story.

#### Commitments to State Institutions and PORT

##### I

One of the major objectives of PORT is to reduce commitments to state institutions from the geographical area served by the program. It should be quite obvious that if offenders are sent to PORT, they are not being placed under the jurisdiction of the probation system or the State Department of Corrections. However, the matter is not quite so simple and this section will suggest some problems with commitments from the Rochester area.

From what we could gather, from judges, probation officers, and others, every effort is made by the criminal justice system in the Rochester area to rehabilitate and control the offender under the probation system. If those involved feel it wise and prudent, given the nature of the offense and the character of the offender, the offender will be placed on probation. However, if the case is otherwise, then the judge, in consultation, will choose between an institution or PORT for control and rehabilitation.

From records, interviews, and other sources, we feel that the judges would have committed most of those who have been, or are now

presently in PORT, to state correctional institutions. Therefore, since as of June 1, 1972, ninety-three offenders have been, or are now under PORT jurisdiction, we can say with confidence that PORT has reduced commitment to state institutions by eighty-nine offenders. Of the remaining four offenders, one would have gone to county jail, one to a foster home, and two remanded to the custody of the court. We desired to picture this finding by drawing a graph showing a declining commitment of offenders to state correctional institutions from Rochester over a three year period. However, because one of the correctional agencies in Rochester would not cooperate with us, we cannot carry out our wish. A commitment drop of eighty-nine is dramatic and should be received as such by those reading this report.

The matter of commitments, however, is complicated by the recidivism concept. We hypothesized that if recidivism was high for PORT clientele and a good number of those were placed in institutions, then the reduced commitment finding would not be impressive. Our research developed the following data: Thirty-three percent of the PPC's (N = 54) were placed in state correctional institutions after their release from PORT for having committed crimes once again. Of that percentage, twenty-four percent were institutionalized once and nine percent were institutionalized twice. Six percent of the PPC's were placed on probation, and twenty-four percent were placed back in PORT for another try. Of the twenty-four percent, eighteen percent were placed back in PORT once and six percent were placed in PORT twice. Finally, seven percent of the PPC's were placed in the county jail.

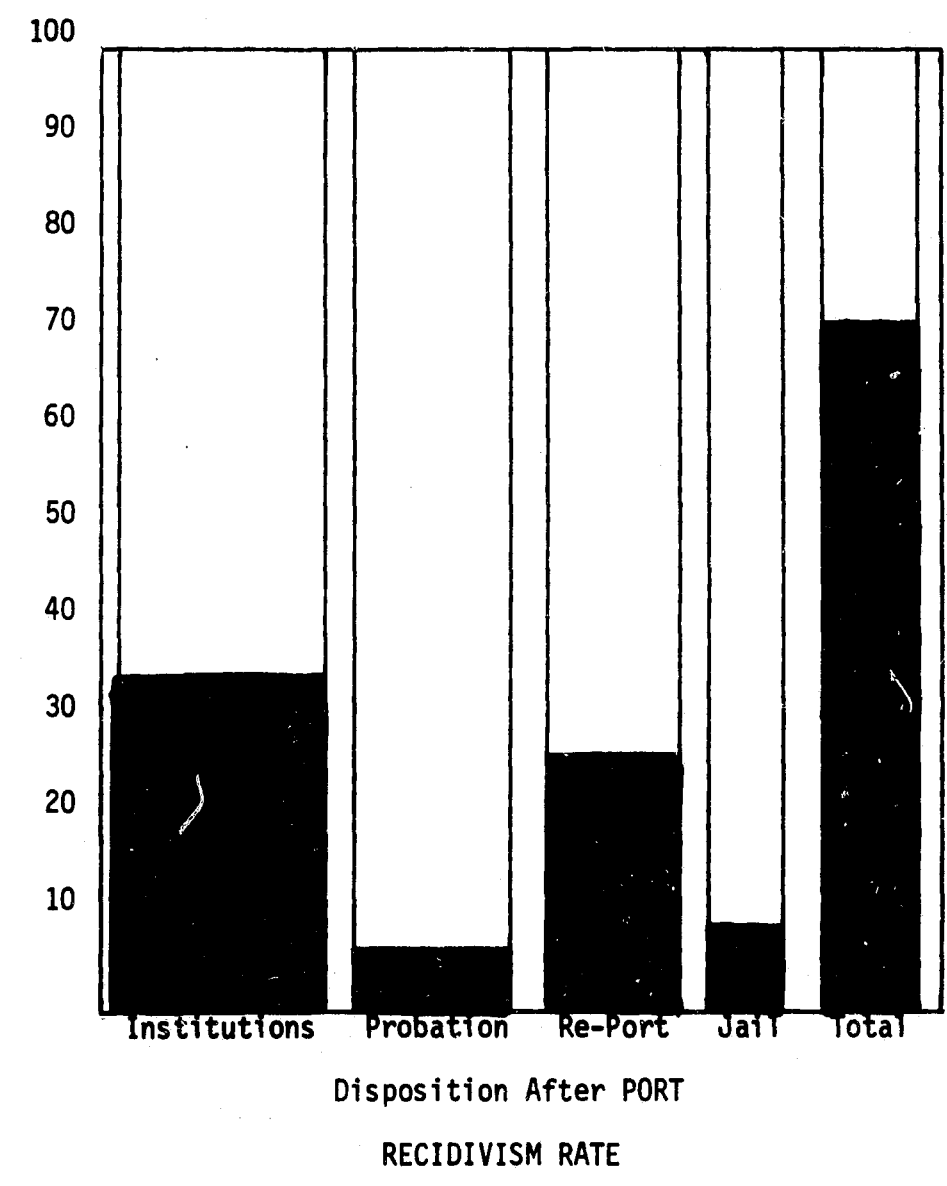


There were some other findings which may or may not have a bearing on the recidivism problem. Of the PPC's (N = 54) twenty-two percent had been arrested by the police, but we were not able to determine the disposition of these cases and, therefore, could not find out if these offenses might have added to the recidivism rate. We also found that four percent of the PPC's went AWOL permanently and no one knows where they are. We cannot report, then, on twenty-six percent of our universe.

If one takes all recidivism categories into consideration, then seventy percent of the PPC's have recidivated. However, when determining reduced commitments to state institutions, the recidivism rate declines to thirty-three percent. This is the figure with which we would prefer to deal. This means, then, that of the fifty-four PPC's, thirty-seven may be seen as permanently reducing commitments to state institutions from the Rochester area. This figure is important because of the costs per inmate, per year in state correctional institutions. (see page 62)

These data become understandable when one considers other findings about the histories of the PPC. Before coming to PORT, thirty-nine percent of the PPC's had been in state correctional institutions, seventy-four percent had been on probation, and twenty percent had been in the county jail (N = 54). While in PORT, thirty percent of the PPC's went AWOL. However, this figure can be misleading because many of these clients were gone only for one night or at most a few days. Fifty-two percent were placed in the county jail for disciplinary reasons for a few days, and then permitted to come back to PORT. Another reason explaining the high recidivism rate is the short amount of time spent in

PERCENT OF PAST PORT CLIENTS



the control and rehabilitation program of PORT. This data leads one to conclude that recidivism is a fact of life in corrections and that PORT does a good job in trying to minimize it.

Our finding is that PORT does reduce commitments to state correctional institutions from the geographical area it serves. Without the recidivism problem, the reduction in commitments would be dramatic. If PORT type programs were made available on a state-wide basis, many institutions would decline graphically in inmate populations.

#### PORT and the State of Minnesota

##### I

Can a corrections program similar to PORT be replicated in Minnesota? Given the nature of PORT, the community in which it is located, and the present leadership -- is it practical to think that Minnesota should develop other PORT programs?

This section will suggest that the PORT concept is viable, but that certain steps must be followed in order to set up a functioning program. PORT may be replicated in other areas of Minnesota, but we have been impressed with the unique nature of the Rochester area. Community approval, leadership and resources are not peculiar to Rochester, but each of these factors is abundant in the area and has contributed greatly to the success of PORT. The following pattern should be used in establishing PORT programs in Minnesota.

##### II

First, a basic community corrections problem must be identified.

In the case of Rochester, two judges determined that the two correctional alternatives were not adequately controlling and rehabilitating the offender. People with similar concerns must be brought together to discuss the problem so that it is clearly stated and readily understandable.

Second, all agencies in the community which have a part to play in the problem must be brought together for consultation. In the Rochester case, welfare, law, mental health, vocational rehabilitation, and correction field service agencies were all called upon to contribute to developing a program which would provide a remedy for the problem.

Third, the professional people working with these agencies should be divided up into a variety of committees all of which would look at the problem from many perspectives. The committees would present their findings to the whole and then a rough plan for solving the problem should be developed. This part of the pattern is more difficult than it might appear at first glance. Practical and theoretical knowledge is necessary to truly get to the problem. Study groups and formal reports should be required to fully start the program moving forward.

Fourth, after the study has been completed, the group should formulate goals clearly and precisely. The Rochester PORT study group decided their objectives would be to keep offenders out of correctional institutions whenever possible; to establish a resident facility to control behavior of committed offenders, while protecting the community; and to try to culturally integrate the offender back into the community. The stated goals will be necessary for studies of the program after adoption as well as for formulation reasons.

Fifth, once the goals of the proposed program are adopted it will then be necessary to expand the basis of support. Additional community leaders should be contacted and more resources identified.

Sixth, the committee should begin an investigation of community support for the proposed program. If the community is hostile, then the program will fail. With community support, the program will still be difficult to fully implement. Through education involving community leaders and interested citizens, and giving the community a sense that the program is in their interests, a PORT program can be started with a minimum of hostility. The committees should monitor press reports, community gossip, and constantly correct misapprehensions and false remarks.

Seventh, all organizations, beyond those already participating in the project, which could have any impact on the establishment and operation of the program should be identified and contacted. Many forces, both positive and negative, within the community may not be readily apparent and should be searched out. Some of these organizations, both public and private might be: State Department of Corrections, law enforcement personnel, social and political organizations, business and industry, and educational organizations.

Eighth, who contacts the key people in each of these groups is extremely important. He or she, should be enthusiastic, possess the respect of the community and wield influence. Contacts should be personal, friendly, and forceful.

Ninth, a general meeting of all people so far involved in PORT and

those recently contacted should be held. Here the program should be discussed and clarified and all misunderstandings, hostilities, and negative attitudes should be aired, challenged and answered forthrightly. At the meeting, commitments should be made by various people and groups to support the program.

Tenth, a definite plan of action should be developed. Committees should be established to formulate the plan. Some committees might be: capital expenditures committee, operating expenditures committee, program committee, etc. Money will be an all important problem and a committee should look for sources of funding.

Eleven, the relationship between PORT and the legal system should be investigated. Judges, probation officers, must support the program fully, or it will not be successful. However, other legal problems remain. What legal structures are important to PORT's aims? What state requirements must be made to set up and operate a PORT program?

Twelveth, permanent staff for the program must be found. The director of the program must be oriented to corrections realities, possess human relations skills, have a sense of humor, be flexible and creative, and have worked in problem solving situations previously.

We feel that these steps, which were followed by PORT, are realistic in setting up a community based corrections program. Rochester is fortunate to have all the resources necessary to make a PORT program operate successfully. However, other communities, with less resources, could start a PORT program if they follow these twelve steps. All that is needed is leadership and desire.

## PORT and Community Leaders

## I

Subjective information was gathered from a series of taped interviews held with PORT staff, members of the judiciary, school officials, local law enforcement and correctional officers and other interested citizens. The purposes of these interviews were three-fold. First, we hoped to be able to glean some of the attitudes of the Rochester community towards PORT. Second, we hoped to receive insights into the program from people who possessed expertise in the field of criminal justice. Although a great deal of objective "hard" data had been gathered, it was felt that people who had observed the program, often at close range, would be able to pinpoint problems and indicate areas needing improvement. A difficulty with using this type of information lies in the very subjectivity of the remarks being made. Informants may conceivably transmit heresay, built their own biases into the testimony, or share their visions of what should be, but which often is not.

Finally, one particular group of people was interviewed with a specific purpose in mind. This group was made up of police officers and sheriff's deputies. These peace officers held ranks ranging from patrolmen or deputies up to captains, but all of these men shared one common characteristic; all were active officers out in the field. A major concern of the study was to determine the degree of illicit activity among PORT clients. It was recognized that arrests and convictions might not serve as accurate gauges for criminal acts. It was felt

that although escaping arrest, PORT clients might well be having contacts with the police. Therefore, officers in the field were queried as to whether or not they were observing or meeting PORT residents during the course of their patrols. In short, the officers were asked whether or not they were coming across present or former PORT residents "in strange places, at odd hours or with dubious companions".

Interviews were conducted in one of two ways, either singly or in small groups. The three judges, Dr. Tyce of the Rochester State Hospital, the various school officials, the Sheriff, the Chief of Police, the Captain of the Police Department's Juvenile Division and the County Attorney were interviewed singly, usually in their own offices. These interviews averaged about one hour in length, although some ran considerably longer. Questions were of the open-ended variety, there usually being twelve to twenty questions of a rather general nature. Interviewees were encouraged to speak at length. The interviewer frequently came back to a topic and rephrased a previous question even though an apparently clear answer had been given earlier. Many of the same questions were asked of all interviewees, although it was recognized that the roles and knowledge of the interviewees might be quite different. For example, the judges, probation officers, the psychiatrist and prosecutor were asked about the thoroughness of pre-sentence investigations.

The juvenile probation officers, Rochester police officers, Olmsted County Sheriff's deputies, and PORT counselors were interviewed in small groups ranging in size from two to five in number. These sessions varied with reference to degree of the responsiveness. At least one group was

extremely reticent and even hostile to the interviewer. Other groups were lively, friendly and informative. A group of Rochester police officers from one shift indicated substantial although not disrespectful disagreement among its members concerning the effectiveness of PORT. The group interviews tended to have a narrower scope in terms of the questions asked of the members. A group of deputies would be queried primarily about the non-arrest contacts and control abilities of PORT, while the PORT counselors would be queried more about the procedures in PORT, such as the group sessions. The probation officers received a battery of open-ended questions covering a broad range of topics similar to those asked of the judges, PORT director, etc. Finally, one Rochester patrolman was interviewed separately. This particular individual had been identified as being a vocal critic of PORT, and as one who was keeping an active newspaper file on PORT clients and their alleged wrongdoings. Although the file proved to be non-existent, the officer was indeed a vocal and willing critic of PORT.

## II

The following pages will attempt to summarize the major conclusions of each group or individual. Following the summaries of the various interviews, we will attempt to point out some of the points of commonality or of disagreement brought out in the interviews. Last, we will state some opinions about the interviews and the subjects of the interviews.

The order in which the initial conclusions will be written is as follows:

### A. The Lawmen

1. Rochester Police Department (9 officers plus the individual officer mentioned above, from two shifts)
2. Olmsted County Sheriff's office (4 deputies)
3. Sheriff VonWald
4. Chief Mackin
5. Captain Briese (Captain of juveniles)
6. Captain McDermott (Captain of detectives)

### B. The Schoolmen

1. The Assistant Principals of Rochester's Public Secondary Schools: Mr. Bianchi of Central J.H.S., Mr. McKay of John Marshall H.S., Mr. Callipy of Mayo H.S., Mr. Moore (Guidance Counselor) at Mayo H.S., Mr. Hollister of Kellogg J.H.S., Mr. Bonthuis of John Adams J.H.S.
2. Mr. Jansen from Rochester Junior College
3. Mr. Hodges from Rochester Vocational-Technical School

### C. The Corrections People

1. Mr. Anderson and Mr. Griffin from Olmsted County Juvenile Probation Department
2. Mr. Hagberg, the Field Parole Supervisor, State Department of Corrections

### D. The Legal System

1. Judge Olson, Judge Franke, Third Judicial District
2. Judge Scanlan, Olmsted County Juvenile Court
3. Mr. D. P. Mattson, Olmsted County Attorney

### E. Others

1. PORT Counselors
2. Dr. Frank Tyce, Psychiatrist, Rochester State Hospital
3. Jay Lindgren, PORT director



### The Lawmen

It was not surprising to find that the men in the front lines so to speak, namely the men in patrol cars, took a somewhat hard-line towards PORT. This hard-line was found to be both in terms of attitudes towards the PORT concept itself and towards the PORT clients' alleged illegal activities. In general, the peace officers agreed that the mixing of adults, youthful offenders, and juveniles at PORT was undesirable. The officers felt that PORT might be a desirable program for first offenders, but that the frequent practice of sending people with previous convictions and repeated offenses to PORT was both ineffective and undesirable. Although no one could produce evidence to prove the point, several expressed fears that a "school for crime" could emerge due to the mixing of first offenders with prior offenders. There was some consensus that PORT was too lenient with its residents. The patrolmen and deputies tended to feel that PORT was lenient with residents who got into further trouble while in PORT, that PORT tended to "cover up" for some of these offenders, and that PORT did not carry out threatened punishments against residents who had gotten into difficulty. In short, the police and sheriff's deputies felt that PORT was not taking the necessary action against people who violated rules or who committed criminal acts while at PORT. They also felt that there was a reluctance to send violators from PORT away to regular penal institutions.

With regard to the questions about control and non-arrest contacts, the interviewees were frequently contradictory. Not surprisingly, none of the officers had or knew of hard data concerning contacts or arrests

of PORT clients or ex-clients. All of the officers agreed that PORT clients had gotten into trouble for offenses as varied as curfew violation, fighting, shoplifting, car theft, liquor violations and narcotics violations. Only the one officer named earlier, as a critic, seemed able to recall specific incidents and to name names. Despite the above belief that PORT people were getting into further difficulty, there was apparent agreement that PORT did a better job than probation. Indeed the probation system seemed to be far more lax in the eyes of some of the officers. One quote worth repeating was "...if the probation officers and parole officers would come out between midnight and two, I'd show them where their people (i.e., probationers) are." A comment favorable to PORT vis-a-vis probation was "at least they've (PORT clients) got someone to talk to".

A negative comment concerning non-arrest contacts with PORT clients was made by one officer who claimed that the police were coming into contact three to four times with clients before "action" was taken. By action he meant that either PORT would strongly discipline these clients or that the latter would be sent off to a state institution. Other officers however, denied having had personal contacts with PORT residents.

The question was raised as to whether the officers were provided with lists of PORT clients by PORT. Although there was frequent contact between PORT and police officials with regard to discussing the handling of clients who were picked up, it appeared that the officers were not being supplied with up to date rosters. One dates list was produced, but the officers all professed ignorance at an up-to-date ongoing listing.

This factor suggests that our queries about police observations of PORT residents could be answered only in those cases where the patrolman or deputy had known the client previously. On the other hand, contacts leading to arrest or detention could be verified as the residents would be detained in the Olmsted County jail until PORT staff could come to pick them up. One of the jailors stated that "a few" had come back to jail after being at PORT, and that several had been held while in jail. He could be no more specific than this, but he seemed to look favorably on the PORT program.

A final observation is that it appeared to the interviewer that those officers who had gone as observers to PORT, or who had taken courses with Ken Schoen at the Junior College, looked more favorably at PORT than did those officers who had not been similarly exposed to PORT.

Four men were interviewed who might be classified as the top people in law enforcement in Rochester - Olmsted County. They were Sheriff VonWald, Chief of Police Mackin, Captain of Detectives McDermott (RPD) and Juvenile Captain Briese (RPD). In general, all four of these men were favorable to PORT and appeared to be better disposed towards the program than were their men.

Turning to the area of control first, although these men all recognized the fact that some PORT clients got into further difficulty with the law, they nonetheless appeared to feel that relatively few clients did so. Furthermore, the Sheriff stated that of the crimes proved to have been committed by residents at PORT, most were misdemeanors. The three Rochester departmental officials all commented negatively on people

who came out of the regular penal institutions, and indicated that the latter were harmful in many ways to the community.

An insight was given by Chief Mackin who felt that the fact that not everyone succeeded in PORT was a good sign. Had the latter occurred we would be worried that PORT was "stacking the deck" and taking only those who would be likely to be rehabilitated.

The juvenile officer, Captain Briese, believed that PORT residents stayed out of trouble to a "good extent" after their release. Although he had no statistics, his impression was that ex-PORT clients were less likely to get into trouble than the former institution people were.

All of the above officials commented favorably on the relationships between PORT and their respective agency. Interestingly, enough, one of them commented on the fact that his department was kept informed of who was at PORT and why they were there. All of the above believed that there was no differential treatment of either a positive or negative nature by their men towards PORT residents.

The top police officials concurred in the feeling that PORT had been successful in changing both behavior and attitudes, and that few clients had recidivated.

In response to the question as to why PORT was more successful than either probation or institutionalization, several reasons were put forth. The fact that the residents would live a more normal life than in an institution was cited, as were the chances given for gainful employment or education, the group sessions, and the fact that the clients were treated as "human beings who are expected to improve".

In addition to his favorable attitude regarding PORT's rehabilitative success, the Sheriff cited the belief that PORT was cheaper than the traditional manner of correction, something which has been borne out by this study.

All of the above officials gave the PORT staff, particularly Mr. Lindgren and his predecessor, Mr. Schoen, high marks for leadership and cooperativeness. Two of the four stated that the PORT concept would and should be expanded both in Rochester and into other areas.

With regard to some of the criticism coming from the police rank and file towards aspects of PORT, the top brass seemed to differ. They did not all fear that PORT was a "school for crime" to the extent that some of their officers did. In terms of the type of person being sent to PORT, the sheriff pointed out that PORT had taken a wide range of criminals at the onset (e.g., an armed robber, an arsonist, car thieves, chronically drunk and disorderly, etc.), as an experiment to see how and if change could be effected on them by PORT. He assumed that with time and experience that low-risk types would be screened out.

One major criticism was heard. This had to do with the charge that people for whom PORT could do little were not always sent off to institutions. This critic felt that at the point where it was realized that PORT could do little for an individual that the client should be sent back to court. The court could then review the person's record at PORT and decide how he should be handled. This would, in the opinion of the speaker, be preferable to simply releasing the presumably recalcitrant resident.

Finally, comments were heard giving credit for PORT's success to the community which had supported the PORT concept. Although there had been some initial fears about the public's safety, these had been largely allayed. Many business and professional people had supported PORT at its inception, and employers had been more than willing to cooperate. In the interviewee's opinion, they (the employers) were if anything, biased in favor of people in PORT as opposed to others.

#### Schoolmen

A key group were the educators. Because of the many juveniles and youthful offenders, the public schools probably could not have escaped involvement had they so wished. Many of the PORT clients were sent back to school, usually to the city's junior and senior high schools. A few of the older ones were enrolled in the Junior College or area Vocational-Technical School. The assistant principals in particular were singled out for interviewing. The reasons for this were that the assistant principals typically handle discipline and attendance problems, and are the ones to whom the teachers go with student personnel problems. The experiences of the schools and their principals were somewhat uneven due to differing enrollments. For example, John Adams J.H.S. had had only two students who were at PORT, while Central J.H.S. had ten and Mayo H.S. had seventeen.

The schoolmen, particularly the assistant principals, tended to reflect a high degree of consensus in their attitudes toward PORT. All of them gave the PORT staff praise for being cooperative and meeting with the school to discuss client-students and their problems. Several of the

assistant principals indicated that their main role had been to keep PORT informed of a student's progress, academic problems, attendance and the like. The schoolmen seemed to credit the PORT staff for ensuring that students (who often had previous truancy problems) came to school. Apparently, in a few cases, attendance had been enforced by sending the client to school under the escort of another resident or a counselor.

A series of questions was asked concerning academic performances. This area can be broken down into three areas; attendance, disciplinary problems and achievement. The first of these categories was, as has been stated, definitely improved. Regarding discipline, the general opinion seemed to be that there had been an improvement. Although there were the usual violations of no smoking rules and some fights, it seemed as though serious breaches were rare, if occurring at all. One of the high-school assistant principals commented on the fact that one problem at PORT (which obviously would have affected school performance) was "running". Another man commented that his school had enrolled two boys who had not been rehabilitated, remained truant (despite the escort system apparently) and who "achieved very little success in school".

The school administrators believed that academic achievement, i.e. grades, went up while students were at PORT. One of the men attributed this to special study programs and supervised study sessions held at PORT. More than one of the school officials commented that he believed that PORT was taking the place of parental support, and if anything was providing a degree of support not found in the homes of many of these young people. This comment perhaps serves to explain a somewhat dis-

turbing phenomenon noted by virtually all of the schoolmen. Namely that upon being released from PORT, school performance dropped noticeably and in a number of instances, the student left school altogether. This was seemingly verified in a number of interviews with youthful ex-residents who admitted to having dropped out of school after being released from PORT.

Two other interesting areas of commentary concerning school performance were mentioned. The assistant principals were asked about student associations on the part of PORT clients. Several commented on the fact that the boys seemed to associate either with their old friends, or more frequently with other boys who were at PORT. The other comment was that PORT boys did not participate in any extra-curricular activities whatsoever. This particular remark was made by the administrator from Mayo, a school which had a comparatively large number of PORT youths enrolled over the last couple of years.

At the risk of moving from reporting into interpretation, let it suffice to say that this fact casts some doubt upon PORT's ability to change attitudes about school.

The schoolmen seemed to prefer PORT as the alternative to institutionalization or to probation. One administrator suggested that PORT's controlled environment could and did offer positive reinforcement for good behavior, something which probation obviously could not do (i.e., probation has only negative reinforcement such as the threat of sending a boy to Red Wing or a YCC camp).

Despite the drawbacks mentioned above, several of the school admin-

istrators reaffirmed that PORT was a success and had brought changes in people "which the school could not effect".

The assistant principals all felt that there was no discrimination against PORT boys by teachers or by the other students. Members from the latter group had made some complaints due to the extra work entailed in writing special reports on the PORT students. Even so, most teachers had, if anything, bent over backwards to help these boys. It did not appear that there was any ongoing, in-service program to acquaint the facilities with PORT or its goals.

In contrast to the public schools, the two post-secondary schools did not appear to distinguish the PORT students from the rest of the student body at all. The Junior College apparently had no idea as to how many residents were enrolled there, and at the Vo-Tech, the teachers were not informed at all about PORT students being in their classes. Save for attendance, on which Vo-Tech was very strict for everyone, there were no reports normally made about PORT people.

In summarization, the school people were generally enthusiastic about PORT and felt that it had successfully changed student behavior and was achieving some degree of rehabilitation. Several said there was no change that they would like to see in the program.

#### Corrections People

In-depth interviews were held with the people involved in probation and parole in Olmsted County. Their role was crucial, since some of them were involved with PORT clients at several functions. Pre-sentence reports were made up on the juveniles before a court appearance. These

reports were perhaps the paramount influence on the juvenile judge.

Many PORT residents had been on probation prior to sentencing to PORT. In addition, when a person was sent to PORT, a contract was drawn up between the P.O., PORT and the probationer. Finally, upon release from PORT, many residents still had to serve a period of probation. Consequently, the probation officer could send a probationer back to PORT or to an institution for violating probation rules. Legally, the P.O. is responsible for the client while he is at PORT. If the client was creating disciplinary problems at PORT, the P.O. could officially hold the client in jail.

As was the case with the top lawmen and the schoolmen, the corrections people seemed to hold PORT in high regard. Both juvenile probation officers had been involved with PORT from its inception, one of them serving on PORT's Board of Directors. The State Parole Supervisor served on the screening committee for PORT. Therefore, there was a higher degree of involvement than was the case with the other groups interviewed.

Some of the lawmen had cast doubts about various aspects of the screening process, and, it will be recalled, charged that certain hardened types with long prior criminal records were being sent to PORT. In the case of juveniles, the P.O.'s felt that the screening was thorough and accurate.

The P.O.'s are responsible, as noted, for preparing the pre-sentence investigations. The social history, chronologicals and police reports go to the judge and, if he decides to send the boy to PORT, to the PORT screening committee as well. The probation supervisor believed that

there is adequate information in the reports to evaluate the person. In addition, the person is placed in PORT temporarily for two or three weeks for screening by the PORT staff and residents. The P.O.'s could recall only one person who had been rejected at PORT despite the P.O.'s recommendations. Whether this proves the thoroughness of the pre-sentence reports or the leniency of the PORT staff and residents is open to debate.

Both P.O.'s claimed that generally, the "most difficult" juveniles were sent to PORT. Normally, probation gives the boy the necessary support to keep out of difficulty. In other words, the probation officer attempts, on a once a week basis or less, to supply the supervision and discipline which are typically missing in the home lives of the boys. If the boys still cannot make it at home, then PORT is considered. This admission about sending the difficult boys to PORT is in line with Chief Mackin's belief that PORT was not "stacking the deck", etc.

The P.O.'s also stated that since the initiation of the PORT program, it had been possible to send far fewer boys away to state institutions. Before PORT, there would be anywhere from eight to twenty Olmsted County youths in institutions at any given times; since the advent of PORT, the average was only about two.

With regard to effectiveness, the interviewees felt that although some PORT residents got into trouble upon leaving PORT, the majority had improved. In some cases, the improvement was a matter of degree, the problems being still existent though of a lesser nature. The P.O.'s differed in their opinions in the area of behavior, one feeling that



improvement could not really be determined, while the others felt that PORT controlled "as good as any other institution".

The P.O.'s tended to agree with the observations of the schoolmen with regard to the associations of PORT residents. The fact that residents might go back to their old friends did not seem to bother these men, however. One even felt that the PORT experience might have a beneficial influence on the friends of a boy in PORT.

Both P.O.'s preferred PORT to institutionalization. A reason in support of PORT was given by one P.O. who stated that readjustment problems were far less, as the client was already in the school, the community, the job, etc., when he left PORT, which was, of course, in complete contrast to a person leaving an institution.

Finally, with respect to the group sessions, it was difficult to elicit a strong opinion, save the belief of one that group therapy is not the only way to rehabilitate. Otherwise, the corrections people were generally quite positive in their attitudes towards PORT.

#### The Legal System

The interviews with the four prominent members of the legal system, the two State District Court Judges and Juvenile Court Judge and the County Attorney focused mainly on sentencing procedures. In some ways these interviews were the most interesting, in that wide differences of opinion were uncovered.

It seemed that all of the judges agreed with each other, and with the P.O.'s, in believing the pre-sentence investigations to be more than adequate. In fact, one even suggested that too much time was spent on

the PSI's.

Once the accused has plead guilty, the PSI's may be ordered unless the judge determines that simple probation will be sufficient. If such (probation) is not the case, then the judge will eventually have to decide whether to sentence the defendent to prison or jail, PORT or probation. In theory, at least, all of the judges, but most particularly the two who handle adult offenders, will take certain criteria into consideration. These criteria include answering the following questions: was it a crime of violence? Will a particular sentence be acceptable in the community? Will an institution help or harm the defendent? Can PORT rehabilitate the accused? In practice, however, the cut-and-dried criteria listed above break down due to the philosophies of the judges.

One of the judges prefers not to send people to the institutions and, in fact, has placed practically all convicted defendents either on probation or has ordered them to PORT. The latter decision places the burden upon the PORT screening committee regarding actual admittance to PORT. In contrast, the other judge stated that he did not believe that everyone should go to PORT, and that in point of fact, all of the institution sentences had been handed down by him.

The latter judge believes that the screening committee is somewhat influenced by the fact that a judge has asked him to act on a prospective client for PORT. A judicial referral may be looked upon as being tantamount to endorsement, and consequently, the committee is reluctant to reject anyone. The County Attorney also felt as did this judge, that PORT's screening procedures needed tightening up. The judge believes

that the screening committee should adopt a precise set of standards. It appears that here he has an ally in the prosecutor.

The first judge did not believe that the defendants knew that they would be sent to PORT rather than to prison. The second judge stated that most defendants were not interested in going to PORT until they discovered that the alternative was jail. In other words, PORT may be the easier way out for some. The latter also believed that although self-motivation for rehabilitation should be the prime criterion in sentencing to PORT, PORT in fact received people who were not so motivated and who were really unwilling to be in PORT. Although these people may have gotten past the screening committee, their reason for doing so was to avoid institutionalization. We would like to add that one adult ex-resident said that he had chosen PORT because he "didn't want to be locked in a cage".

Another difference of opinion was that the first judge stated that he doubted that local defense attorneys were well informed about PORT; therefore, they would probably not attempt to get their clients to plead guilty so as to be sent to PORT rather than jail. The county attorney commented on the fact that many defense lawyers would attempt to bargain with the prosecution so as to send their clients to PORT. He believed that most people knew about PORT and that many people in trouble "conned" their way into PORT.

Although one does not find an exact dichotomy of permissiveness versus the strict law and order approach in this group of interviewees, one does find a wide range of beliefs and perceptions about how the sentencing

component of the criminal justice system works.

Others

The researchers spoke with Jay Lindgren, the present PORT director and with Dr. Frank Tyce from the Rochester State Hospital. The doctor is a strong supporter of PORT and might even be called its "godfather" were it not for the recent negative connotations given that term. Dr. Tyce was questioned most heavily in the areas of screening and group therapy.

Surprisingly for a psychiatrist, the doctor did not feel the screening procedure should rely overly on psychiatric and psychological techniques. He placed great faith in the lay screening committee (which in reality contains several professionals including himself) and believed that the intuition and perceptiveness of the committee members was normally effective in screening out unmotivated people. In his belief in the efficiency of using the intuition of the sensitive laymen, he was in agreement with at least one of the judges. In common with that judge, Dr. Tyce felt that self-motivation was the key to acceptance to, and success in PORT. Dr. Tyce admitted that the committee had always voted positively on referrals to them, but did not seem concerned about the implications of the nearly non-existent rate of rejection.

The psychiatrist spoke at length about the rationale behind group therapy. Since it may be assumed that his views are well known to PORT board members, it is unnecessary to spend time in recounting his discussion. The one most interesting comment was, however, that the PORT experience was considered a failure if the client committed crimes of the

same or worse nature as he had before entry to PORT. PORT was successful if the crimes were less serious. These remarks would seem to be a repudiation to the lawmen who were concerned with a rather wide range of violations, many of a rather petty nature.

We interviewed two young men who were counselors at PORT. Both were college students and had been at PORT for a considerable length of time (over a year). Again most of what they told us about their function is known to the PORT Board. Therefore, a discussion of their remarks is unnecessary. They did, however, indicate that in the course of their work, they had received few calls from clients being in trouble. Since they would be likely to be called upon to retrieve erring residents from the custody of the Sheriff this seemed to indicate that perhaps the remarks of some police officers were in exaggeration. On the other hand, perhaps other staff members were, for one reason or other, getting those calls. Also, they were not precise as to the meaning of infrequent calls. Although the counselors generally defended the point system, they seemed to believe that the rules of PORT were not fixed enough, were too changeable and often petty or "rinky-dink". Many PORT clients agreed with the last during their interviews. The counselors felt that perhaps PORT was too lenient with the residents and that it was easy to get away with things. They believed that cliques were "getting around" the general tenets of "squealing" at the group sessions, and that a lot was going on (through these cliques) which was unknown to the staff, e.g., stealing, drinking, drugs.

A criticism raised by one of the schoolmen and by one of the depu-

ties was related to the use of the county jail for disciplinary purposes. Although for different reasons, these gentlemen felt that PORT was incorrect in sending unruly or difficult clients to jail in order to "think things over". The deputy resented the use of the jail as a "hotel" and obviously felt that if PORT couldn't handle the person that he should be sent away period! In contrast, the counselors felt that the jail should be used more than it was, and apparently believed that a few days in a lock-up was often beneficial.

#### Summary of Conclusions

It is very difficult to attempt to pull together some varying opinions about such a wide-range of topics. It should be obvious from reading the preceding pages that there were both areas of agreement and disagreement to be found among the people spoken with.

When comparing PORT with the typical ways of handling offenders, namely probation or institutionalization, there appeared to be some agreement on the part of those interviewed. Perhaps in reaction to the popularly and professionally held dismal views of prison and reformatory, most felt that PORT was a better way than sending people off to institutions. To be sure, there was disagreement over whether anyone should go to PORT, or if prison might not be a better place to send some people. Nonetheless, there seemed to be few champions if any, for the institutional system.

The probation system was credited for working for some, but not for enough, people. Most of those queried seemed to rate PORT as a superior system to probation, particularly in the area of control. Or

put another way, many felt that people in PORT were supervised better and were less likely to get into further trouble than those placed on probation.

It was not clear if a majority would have favored the expansion of PORT type programs as a replacement for probation. Some probably would have, especially for first or second offenders. Others, such as the P.O.'s themselves, obviously felt that probation was effective with more of its clients. The caseload, for the juvenile officer in particular, is heavier than it should be. With a smaller caseload, it still remains to be seen if probation would be more effective in keeping people out of difficulty with the law.

Most people, even most of the more critical lawmen, would end up by saying that PORT was a pretty good program. The general inference was that with a few changes, such as tougher screening, tighter rules or a greater willingness to get rid of recidivating clients, PORT could be a good program.

With regard to control, most felt that PORT did a better job than probation. In view of the different milieu of each system, it is not surprising that this would be the case. PORT's clients must come back to PORT every night, while the P.O. only sees his clients once a week at the most. Even so, there was disagreement as to whether PORT's control was adequate. The police and counselors seemed in agreement that it could have been a lot better, meaning stricter. The psychiatrist on the other hand was more sanguine. The schoolmen seemed to be generally happy with PORT's control. Perhaps the school activities were easier

for PORT to keep tabs on than were other more anti-social activities, which would go on outside of school.

With regard to PORT's overall effectiveness, i.e., the ability to rehabilitate and to change attitudes, there was a lesser difference of opinion. Some of those interviewed seemed to feel that, at least on a temporary basis, PORT was successful in this respect. The schoolmen were the most definite in this, perhaps because they had some hard data at their disposal. Most of the rest supposed, but could not prove, save for specific examples, that PORT was successfully rehabilitating its clients.

As was indicated in the discussion earlier, there was substantial disagreement over the screening process. It appeared, theory notwithstanding, that literally no one was being turned away by the screening committee. Even so, several of the interviewees were obviously satisfied with the adequacy of the process. Others were not. At times, even within the smaller groups being interviewed, there was great contradiction. For example, one peace officer spoke of the need to screen out some of the more hardened types before they got to PORT. A few moments later, another officer stated that PORT's claims to success were based on the fact that they were taking those who were most likely to succeed.

Although some certainly would not agree, there seemed to be at least a bare consensus in favor of tougher screening. Whether or not it would be possible to set up more fixed standards is beyond the confines of this section. But, it is apparent that some people would feel more comfortable if it were possible.



We would like to make a few final comments about the interviews. First of all, it seemed that some people had strong opinions with surprisingly little knowledge to back them up. This was most apparent among the lawmen. Many of them felt reservations, yet could not cite strong reasons for them. On the other hand, a number of people not intimately connected with PORT had strong positive feelings about the program. Again, not all of them could bring out any substantial evidence to back up why they felt so good about PORT. A couple of the educators fell into this category.

Last, we feel that many of those interviewed want to believe good things about PORT. This was particularly true amongst those who had been closely associated with the program. That this personal involvement occurred should surprise no one. Although it cannot be measured, one wonders how the favorable press, both locally and nationally, and the community-wide hard sell of PORT affected people's attitudes. One danger may be that expectations for PORT are unrealistically high. On the other hand, it is probably correct to say that PORT could not have come about as a community-based corrections program without this support.

#### Conclusions and Recommendations

##### I

Our conclusions should be quite obvious after reading the previous sections of this report. We believe that the PORT program has successfully fulfilled the four objectives outlined by its founders. PORT does control and rehabilitate the societal offender within the community context, without resorting to institutionalization and probation. This

conclusion is qualified by the recidivism problem. Even though, looking at some of the variables, rehabilitation is not clearly defined, and control, in some cases, might be questioned -- still, overall, we think PORT has achieved a marked degree of success in these two difficult facets of corrections.

We also conclude that PORT has provided the State of Minnesota with a new and less expensive method of rehabilitating societal offenders. This is an important area where the facts and figures strongly support the contention that PORT-type programs should be expanded throughout the state. We further conclude that the PORT program has reduced the number of commitments to state institutions from the geographical area it serves. Again, the conclusion is qualified by the recidivism problem. Finally, we believe that PORT programs can be replicated throughout the State of Minnesota if problems, resources, and leadership can be identified. We feel that this report supports PORT.

## II

Our recommendations may be divided into two sections. One section recommends procedures which might be followed when additional studies of PORT are undertaken. The second set of recommendations center on practices which PORT might institute when changing its program to further serve the needs of its clients and the community of Rochester.

### Studying PORT

Community based research is time consuming, expensive, and frustra-

ting. Records are incomplete, data is hard to categorize, and many key people will not fully cooperate. From our experience, we would like to make a series of suggestions which we think will help those who study PORT in the future.

We recommend that PORT institute a longitudinal study of selected residents. Of the fifty-four PPC's we investigated, many had just left PORT, some had been clients for only a short period of time, and some were beneficiaries of the full PORT method. In order to truly grasp the effect of PORT on the behavior patterns of clients, the researcher needs to look at long term results. The longitudinal study should be over a ten year period and use many of the variables which were developed for this study.

We recommend that PORT contact all agencies which will deal or have dealt with residents and request that a special effort be made to keep up to date, exacting records on the resident. One of the most disturbing things about undertaking research for PORT was the incomplete records kept by some agencies which had contact with the clients.

We recommend that instructors in the school system of Rochester who render periodic reports on the academic progress of PORT clients make a special effort to detail and clarify their impressions and conclusions. This data should have been an excellent source for determining school progress. Instead, we found the reports poorly written, inexact, and frequently hostile. PORT should make a special effort to relate the importance of record keeping to instructors in the Rochester School System.

We recommend that PORT contact a state legislator for the purpose of introducing a bill into the legislature which would open up the confidential records of juveniles to bonafide researchers. Much important information is contained in these closed records and this information has to be available for a full research effort. To protect the rights of clients we would suggest that a signed release form be developed so that if the attorneys for the client feel his rights are being violated these records would not be available. However, we are sure most would cooperate and the product would be a much superior type of research report.

We recommend that the county probation office develop aggregate statistical data for at least the last six years and keep the cumulations up to date. We sought not to be a burden to anyone, but in order to get the information we needed, we had to spend time in different offices. In order to diminish the time spent interfering with the work of professionals in the field, we think an effort should be made to aggregate data.

We recommend that when another PORT research effort is undertaken that the heads of all agencies and offices which will be contacted during the course of the research be brought together for a meeting with the researchers and the PORT leadership. At that meeting the parameters of the research should be outlined, the kinds of information required identified, and any questions or problems be discussed and resolved.

Most people were helpful during the PORT research project but a great number of roadblocks were encountered during the investigation.

We feel that these suggestions, if followed, would make the project go faster and cause less bruised feelings.

#### Recommendations for PORT

We were impressed with the leadership, organization, and programs of PORT. Our recommendations are not extensive, but those we do suggest, hopefully, will make the program even more effective.

We recommend that PORT change their budgeting procedures from a traditional line-item one into a planning-programing budget. This change would help facilitate a cost-benefit analysis of PORT, and would permit a structural-functional analysis of the PORT organization. As PORT programs develop throughout the country, these kinds of methods are going to be used to evaluate them. If PORT is already functioning under these methods, it will be more effective in research and reap the rewards of self-evaluation.

We recommend that a community opinion and attitude study be launched at sometime in the future to truly decipher community feelings about PORT. Traditional Factor-Analysis and Multi-Variate analysis of variance methods can be used to find places and levels of hostility and support for PORT.

We recommend that a committee be set up to determine the best way a released client can be placed back into the community. From PPC's and community influentials we found dissatisfaction with this part of the PORT program. From effective PORT control to probation or total release -- these were changes too drastic for some clients. We suggest that parents, friends, employers, school officials, etc., meet with the boy, and a PORT staff member, to help him adjust to society once again.

There should be a staff member in charge of this program. The boy should know where and from whom he may get help if problems arise. Coming back to PORT is not enough, something else should be done.

We recommend that serious thought be given to keeping offenders longer in PORT than the average 7.4 months. We feel that the longer the stay the greater the chances for rehabilitation. Of course, there is a limit, but some data suggest that PORT may be releasing clients too soon from the program.

We recommend that the "screening committee" of PORT set up more rigorous standards for admitting offenders to PORT. Just about anyone the judge recommends for PORT is admitted. While this point in itself is not disturbing, we found a correlation between those who are self-motivated and success with the PORT program. No one is suggesting that PORT not take a chance on a marginal offender, but the recidivism rate and other considerations make it plain that PORT is admitting too many people who are not going to benefit from the PORT method. We think a series of standards, broadly defined, should be established to measure the chances for success for the prospective client. These standards should also be kept in mind by the judges who send offenders to the committee for screening. Many people were upset by the lack of screening that went on, and this recommendation might help.

We recommend that the three judges primarily involved in sentencing offenders to PORT meet to set up a common set of standards for placing an offender in PORT. The judges seemed to be operating from different viewpoints on who should go to PORT and why. If one judge uses one set

of standards and another judge another set, and another judge yet a different set -- then some who might benefit from PORT will not go and some who would not benefit would go to PORT. We feel that the judges should spend more time together trying to accommodate both the judicial system and PORT to the needs of the offender.

We conclude by saying that PORT appears to be running smoothly and no major changes are called for.

**END**