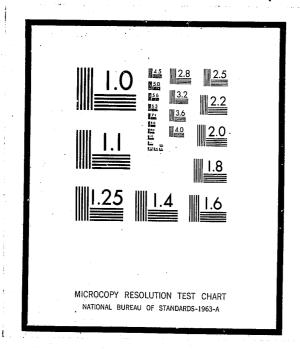
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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

P O R T
Fourth Annual Meeting
Kahler Hotel - Heritage Hall
Thursday, October 25, 1973

및 이탈리 시간 및 이 필요 기업이 되는데 모든 이탈리 된다.		<u>. 이 항문으로</u> 하면 그런 나를 들시 하는 소식 회사를 하고,
6:00 P.M.	Social Hour	
7:00 P.M.	Welcome	John Brunnette, President PORT Board of Directors
	Invocation	Capt. Raymond Sweazy Salvation Army
	Dinner	
8:00 P.M.	Introduction of	Guests John Brunnette
	Business Meeti	ing
	Report of Fina Odear	ance Committee n "Gunn" Erickson, Chairman
	Report of Nomi	nating Committee David Griffin, Chairman
	Election of Di	rectors
	Kenne	nunity Corrections Act eth F. Schoen, Commissioner a Department of Corrections
5	Program Report Jay G. Li	indgren, Executive Director and P O R T Residents
5 9 7	Speaker	Dr. Elery L. Phillips Professor of Psychology University of Kansas Former House Parent Achievement Place
그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그 그		강이다. 호텔 회사는 많은 그렇게 이 없는 경기에 되었다면 것

# P O R T BOARD OF DIRECTORS 1972 - 73

Representatives from Criminal Justice System and Related Agencies		Representatives from Public Sector		
Sheriff*	VonWald, Charles			
Chief of Police	Macken, James	Chairman Chairman	Rome, Dr. Howard P.	
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Judge of District Court	Olson, O. Russell	Committee on Education Chairman Vice-Chairman	Gillespie, Edward Davis, Neal	
Judge of County Court Juvenile Division*	Neseth, Robert	Committee on Employment		
State Probation Officer	Hagberg, Arvid	Chairman Vice-Chairman	Reichert, Jerry Baarda, Dean	
State Probation Officer	Sullivan, Thomas	Committee on Finance		
County Probation Officer	Griffin, David	Chairman	Erickson, Odean "Gunn"	
Attorneys: Defense and/or Prosecution	Michaels, Franklin Brown, Frederic	Committee on Prevention Chairman Vice-Chairman	Batchelder, Christopher Allert, Donald*	
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Psychiatrist (or other rela professional)	ted Tyce, Dr. Francis	Committee on Social Invo	lvement Winholtz, Howard	
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Volunteer Representative (subject to change)		Chairman Vice-Chairman	Tyce, Dr. Francis* Bezoier, Robert	

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John Brunnette	President
Judge Donald T. Franke Immediate	Past President
Frederic N. Brown	Secretary
Thomas Doyle	Treasurer
Margaret Thompson	
Sheriff Charles Von Wald	
Jay G. Lindgren Exec	utive Director

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- Mr. Michael Klampe Attorney
- Sen Harold Krieger Legislator & attorney
- Mrs. Mary Martin Social Worker
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- Mr. Gary Nielsen Ability Building Center
- Mr. Al Schumann Former State Representative
- Mr. Harry Stai Rochester Police Department

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- Judge Gerard Ring, Vice Chairman County Court--City Hall
- Mr. Loren Allan Business Man

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- Rev. Robert Fenwick St. Luke's Episcopal Church
- Mr. George Gibbs I.B.M. Corporation
- Mrs. Ninnea Hoel Olmsted County Dept. of Soc. Serv.

- Mr. Darryl A. Lee Rochester Area Chamber of Commerce
- Dr. Harold R. Martin Mayo Clinic
- Mr. Terence L. Maus Attorney
- Chief Orville N. Mertz Rochester Fire Dept.
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- Mr. Alfred Hodges Roch. Area Vo-Tech. Institute
- Mr. Jennings Johnson, Principal Central Junior High School
- Mr. Vern Kuluvar Alcoholism Information Center
- Mr. Dean Swanson U. of Minn. Gen. Extension Service
- Mr. Harold Weldin, Ass't. Principal Mayo High School
- Dr. Wilbur Wakefield, Director U. of Minn. Gen. Extension Service

# Criminal Sub-Committee Criminal Justice Forum Series

- Mr. Stanley Anderson Olmsted County Sheriff's Dept.
- Mr. Burton Berge Olmsted County Sheriff's Dept.
- Mr. Neal Davis Mayo High School

- Mr. Edward Gillespie, Administrator Rochester Methodist Hospital
- Mr. A. M. "Sandy" Keith Attorney
- Mr. Douglas Krueger Rochester Police Department

#### Education Sub-Committee Cont'd.

- Mr. Lyle Loeding Minn. State Highway Department
- Mr. Axel Moberg Rochester Police Department
- Miss Kathy Reker Olmsted County Probation Department
- Mr. Michael Seidel Rochester Police Department
- Dr. Wilbur Wakefield U. of M. Gen. Ext. Service

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- Mr. Dean Baarda, Vice Chairman Dayton's
- Mr. James Buchanan I.B.M. Corporation
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- Mr. Harold Fitzpatrick Kahler Hotel
- Mr. Ted Gamm Northwestern Bell Telephone Co.
- Mr. Calvin Haas Rochester City Hall
- Mr. Jack iluus Olmsted County Dept. of Soc. Serv.
- Mr. Leigh Johnson Business Man
- Mr. Gary Sherman Minn. State Employment Service
- Mr. Hilton Vilen Mayo Clinic
- Mr. Joseph Weivoda Dept. of Manpower Services
- Mrs. Rosemary Ahmann County Commissioner
- Mrs. Haddow Keith Interested Lay Person
- Dr. E. H. Rynearson Retired Mayo Clinic Physician
- Mr. Tom Sullivan State Parole & Probation Dept.
- Dr. H. H. Young Retired Mayo Clinic Physician

<sup>\*</sup> or his designate, as approved by the Board of Directors

### PORT Staff

Executive Director Jay G. Lindgren Residential Secretary Marion W. Jones Administrative Assistant Michael Weber (Volunteer Project Director) David A. Rooney Program Assistant Program Assistant Ronald Amdahl Volunteer Regional Diane Graham Donlinger Coordinator Lee Blenkush Group Home Director Volunteer/Group Home Secretary Linda Anderson

# P O R T of Olmsted County

# Organization

PORT is a private non-profit corporation established in October, 1969. PORT has a Board of Directors elected at the annual public meeting. The Board of Directors consists of representatives of the local criminal justice system, e.g., law enforcement, judiciary and corrections, representatives of allied professions, e.g., mental health, vocational rehabilitation, education, lay citizens and program participants. PORT has a number of specialized subcommittees of the Board, each chaired by a board member. These committees serve in action and advisory functions in critical program areas, e.g., program evaluation, participant employment and education, prevention, screening, public awareness, community involvement and finance.

# Program Components

Residential -- The residential program located on the grounds of the Rochester State Hospital serves as a post-trial, institution diversion project for male juvenile, youthful and adult offenders from Olmsted, Dodge and Fillmore Counties. The program is staffed by professionals and live-in volunteers, offering a controlled residential setting, confrontive group therapy, individual counseling, referral to community resources and client advocacy. A resident accepted into the program establishes an individual contract with the program that he agrees to fulfill in lieu of an institution commitment. This program has been operating since October, 1969.

Volunteer Project -- The volunteer project was established in January, 1973, under an LEAA grant. This project recruits citizen volunteers with general relationship, i.e., "big-brother type" skills, and special skills such as job finding, educational tutoring, financial counseling, driver's license procurement, and screens and matches these volunteers with clients from the local criminal justice system. The project serves not only present and past PORT residents, but referrals from local law enforcement, county and district courts, and probation. The project also has responsibility for encouraging and providing technical assistance to other locales within Southeastern Minnesota for the development of similar projects.

Lawn Crew--This project supplies summer work for participants in the PORT residential program who, because of age, behavior or the job market, are unable to find other forms of summer employment.

Group Home Project. This project, which is scheduled to begin in the fall or winter of 1973, will provide "home-like" residential programs for adolescent females and adolescent males from Olmsted County. The program will be located in homes in residential neighborhoods of the Rochester area. The project will employ house parents and a director to manage the homes which will house from 8 to 10 adolescents referred from the Olmsted County Department of Social Services, Olmsted County Probation Office and private individuals or agencies.

PORT of Olmsted County
Annual Report to the Membership
Fourth Annual Meeting
October 25, 1973

# INTRODUCTION

In evaluating PORT's performance over the last four years, it is essential to consider four major goals. The goals are: 1) to effectively control and decrease the criminal behavior of the participating offenders; 2) to reduce the commitments from PORT's catchment area to state correctional institutions; 3) to offer an alternative to institution incarceration at less cost; and 4) to develop a model project which can be transferred to other communities. This report will consider these goals as questions of effectiveness, efficiency, economy and exportation. For the purposes of the report, the questions will be considered in reverse order from their order of priority.

# Is PORT Exportable?

This question is difficult to answer in a rigorous analytic fashion. There is positive evidence of outside interest. PORT has again this year received over 100 requests for written information. The PORT Handbook has been widely distributed. The Handbook written in 1972 by Margaret Thompson, David Wettergren and O. Russell Olson explains in a clear and concise manner the essential steps involved in the community evolution of PORT and describes the program. This past year the PORT staff has developed a sequel that clearly defines and details internal policies and program in critical areas. It is hoped that the latter manual will aid a more rigorous evaluation further elaborated below and in addition will offer individuals interested in PORT a more detailed description of the essential process involved in the day-to-day program.

The critical evidence of PORT's success in exportation, however, is the number of projects modeled after the basic concept. This has occurred in several communities. The Columbia, Missouri, project, called Reality House, is now almost three years old. The staff from this project recently was involved in a live-in consultation at Rochester PORT. St. Paul, Minnesota's Bremer House, under the auspices of the Wilder Foundation, is beginning its third year. Brainerd, Minnesota's PORT of Crow Wing County has just completed one year of operation. Two PORT programs have been initiated in Minneapolis this year. PORT Alpha operates under the auspices of Hennepin County Court Services, and Portland House is under the auspices of Lutheran Social Service. PORT of Olmsted County's staff, residents, counselors and board members have been involved with each of these programs and their respective staff and directors over the past year.

There also continues to be a number of requests at the local, state and national level for speakers and tours. PORT staff, board members, counselors and residents have participated in these requests.

Successful exportation of the PORT concept, however, will require more formal training experiences. There has been serious discussion among

PORT staff, board members, the Department of Corrections and educators over the possibility of beginning an institute of training for PORT-type programs. It is envisioned that the institute would be available not only to people who would staff these programs but also to others who would be critical to the development of the program. This would include criminal justice personnel, allied professionals, and most importantly, concerned citizens. Individuals would either be exposed through a two or three-day seminar to PORT's basic principles or could receive an intensive on-site training experience which would develop skills for initiating and managing such a program.

# Is PORT Economical?

PORT was designed to cost less than institutions, primarily by, 1) staffing the project with live-in volunteers and 2) utilizing special services available in the community. It is clear from Table 1 (compiled by the Urban Studies Institute of Mankato State College) that this goal is being accomplished.

TABLE 1

COMPARATIVE COST PER INMATE YEAR

INSTITUTION	69 <b>-7</b> 0	70-71	71-72	72-73
MRDC (LINO LAKES)	11,711	13,656	12,246	12,812
STATE TRAINING SCHOOL (RED WING)	6,892	8,188	10,289	10,411
HOME SCHOOL (sauk centre)	7,105	9,997	10,186	10,437
CAMPS (average 2)	5,467	6.134	6,201	6,191
STATE REFORMATORY (ST. CLOUD)	4,196	4,416	5,200	5,304
STATE PRISON (STILLWATER)	3,255	3,423	4,421	4,561
PORT	3,296	3,148	3 <b>,</b> 595	3,668

The economic factor is further supported when additional savings are considered on an individual basis. (Table 2)

-		
1	Table 2	
	EXAMPLES OF SAVINGS ON ANNUAL BASIS	
	John - Age 26 Married, three children Cost/year at the State Reformatory Cost/year at PORT (after tuition)  \$ 5,303.86 (3,668.00)	\$ 1,635.86
	Additional contributions by client:  Federal and state income taxes \$ 2,500.00 Wife's confinement (third child) 800.00 Continuing ordinary support, wife and 3 children (basic welfare, but not	
	including medical, etc.)  Psychiatric care paid for by continuing employer group health plan  3,540.00  3,540.00	\$ 7,165.00
	Total Financial Savings	\$ 8,800.86
-	Bill - Age 23 Married, one child	
	Cost/year at the State Reformatory \$ 5,303.86 Cost/year at PORT (after tuition) \$ (3,668.00)	\$ 1,635.86
	Additional contributions by client:  Federal and state income taxes \$855.71  Cost for family (in lieu of public assistance) 3,220.00	\$ 4,075.71
	Total Financial Savings	\$ 5,711.57

Not only are PORT residents able to participate more fully in individual and family financial responsibilities, they are also in a position to utilize community resources which are far superior than those duplicated in an institution. For example, employment opportunities and training experiences are more varied and, of course, more compatible with what is required to survive in the community. The list can be extended by the addition of any need; for example, financial counseling, medical care, educational experiences, mental health programs and chemical dependency counseling.

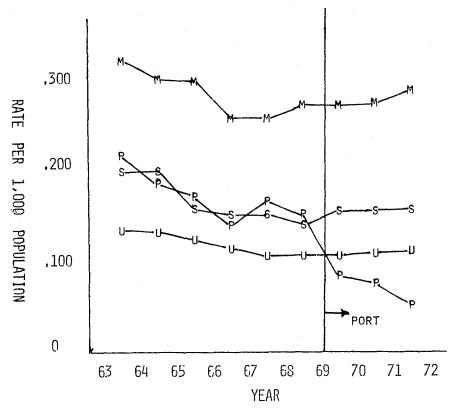
The cost to the taxpayer is less than if the same man were to be sent to a state correctional facility and yet the service is potentially superior. The conclusion that PORT is more economical, however, is only supportive of the total concept if, 1) men and boys being accepted would definitely have been sent to state institutions, if not accepted at PORT, 2) their illegal behavior is changed as effectively by PORT as the alternative institution, and 3) the individuals involved are availing themselves of community resources critical to their needs, as well or better than they would have in a closed institution setting.

# Is PORT Efficient?

In answering this question, an initial question must be asked. Is PORT a true alternative to incarceration? In an attempt to answer the latter question, Minnesota Department of Corrections figures on county commitment

rates are analyzed. For comparison purposes, two further questions are asked: 1) how does the PORT service area's commitment rate compare prior to and after the operation of PORT?, and 2) if there have been changes in rate, how does this compare to areas without a PORT program? Figure 1 looks at both of these questions for the district (adult) court.

# DISTRICT COURT STATE COMMITMENTS



M - METRO AREA

U - URBAN AREA

S - Southeastern Minnesota Area P - PORT Area

# FIGURE 1

The four areas are compared on annual commitment rates (commitments relative to population) and not absolute number of commitments. The Metro Area combines the counties of St. Louis (Duluth), Ramsey (St. Paul) and Hennepin (Minneapolis). As would be expected, the overall . rate in this area is the highest because of delinquency related economic and demographic factors. The Southeastern Minnesota Area combines the counties with the largest population (Blue Earth, Dakota, Freeborn, Goodhue, Mower, Steele and Winona). The Urban Area combines the three non-metropolitan counties with a population during 1963 through 1972 of between 60,000 and 140,000 (Washington; Stearns and Dakota). The PORT catchment area consists of Olmsted, Dodge and Fillmore Counties. The most critical aspect to note is that the three comparison areas show the same general trends, a low but steady decrease into the middle and late 1960's and a slight increase since that time. The PORT area shows the same decrease until fiscal year 1970 when PORT's effects would first have been noted. At that time, there is a dramatic drop in rate.

The decrease is as apparent when absolute numbers are considered. All four of the comparison areas have shown an absolute increase since 1963 in the number of commitments. (This is shown as a rate decrease because the population increase has been more rapid than the increase in the number of commitments). The PORT area, however, averaged 23 commitments per year with a range of 11 to 36 prior to PORT. In fiscal 1970 after PORT began, there were 11 commitments; in 1971 six, in 1972 four, and in 1973 two. PORT is clearly offering a viable diversion from the state institutions.

The effect on juvenile court commitments is also in a positive direction but much less dramatically. The average number of commitments from Olmsted County prior to fiscal 1970 was 25 with a range from 44 to 12. During fiscal 1970 (PORT began accepting juveniles from Olmsted County only mid-way through that fiscal year), the number committed was 18, during 1971, 11, during 1972, 10, and during 1973, 11. Although the rate is the lowest of the three comparison areas, the difference is not nearly as significant as with the district court. There seem to be two major reasons for this difference. First, the PORT residential project is not as effective with juvenile males. Secondly, PORT does not serve female offenders. In 1973, 5 of the 11 commitments were female offenders, one of the highest proportions in Minnesota.

Of additional concern with the less effective approach with juvenile males is the amount of effort with these cases. A definitely disproportionate amount of time "favoring" the juveniles is spent with these cases by staff. These also have typically been the most harmful cases in terms of illegal and "nuisance" behavior.

The question of how well PORT is enabling residents to legitimately meet their needs in the context of the community can only be answered anecdotally at the present time. Several changes during this year, however, seem to be improving PORT's efficiency. The resident-program contract initiated during 1972 is now used extensively in the program. The contract has served to clearly enumerate and relate individual problems and goals to community and PORT services. The contract appears to be a useful tool in making the resident's stay more purposeful from the outset and the program's efforts more meaningful and efficient. One clear contribution seems to be a drop in the average length of stay from 8.6 months in 1970 to 7.9 in 1971, to 6.5 in 1972. One of the potential hazards of this approach is to encourage a more superficial adjustment. This, however, does not seem to be the case, and the program efforts seem to be at least as aggressive as in the past.

Another critical change has been to provide more formalized family counseling opportunities. Though this component is still new, it seems to have reduced the number and severity of juvenile runaways.

There has also been an attempt to involve the probation officers in more depth in the program. This has been done individually through the contract negotiations, regular semi-monthly meetings on policy matters and through regular six-week progress reports on each resident. Each of these efforts seems to aid the resident's movement through the program and makes his stay more purposeful.

It would appear that PORT is as efficient as or better than the corrections institution alternative. This critical area, however, again is one of the most important aspects of the program and remains one of the more complicated to systematically measure. The policy manual discussed above is an important step in systematically defining how the PORT process works. During the coming year there will be an attempt to measure how close actual operation comes to the defined ideal and how this relates to outcome or success measures.

# Is PORT Effective?

The question of PORT's success has already been discussed to some extent. PORT is more economical and is dealing with the majority of the clients for which it was designed. However, these data only tell us that we are keeping individuals who formerly were going off to institutions in the community at less cost to the taxpayer. The most critical questions remain. Has the original problem been alleviated? Is PORT controlling and decreasing the illegal behavior of the offenders participating in the program? Again the most important questions are the most difficult to answer; however, it is instructive to these points to examine how many of the PORT residents have been placed in institutions after acceptance at PORT.

During the first four years of operation, there have been a total of 146 juvenile and adult males living in the program. Out of this total of 146, 22 are considered short term and have not been formally accepted into the program. Of the 22 short term, only 3 (all juveniles) have been placed in institutions. All 3 were short term because they were rejected by the program. The remaining 124 cases break down to 65 juvenile residents and 59 adult residents and should be considered separately. Of the 65 juveniles, 9 are currently at PORT and 37 have been and are in the community. The remaining 19 are considered failures and either are presently or have been placed in institutions since their acceptance at PORT. All of these cases with the exception of one failed during the time they were at PORT. This would indicate that one out of three juveniles who are accepted at PORT leave or become failures.

Of the 59 district (adult) court cases, 13 remain at PORT, 40 have returned to the community and six have been or are placed in institutions. Less than one out of six of the adults who enter PORT leave as a failure or become a failure after leaving the program.

Although these figures are extremely encouraging, several questions remain. Do these figures reflect success and failure in terms of legal behavior, or do PORT residents simply become more proficient at "not getting caught"? Are PORT residents committing the same illegal acts but being treated differently at the level of police, prosecution, courts or probation? If there are real behavior changes, how long will they last? What of other areas of "needed" change, eg., employment success, drug abuse, marital problems, etc.? How does the activity of the PORT program relate to these changes? The lack of a rigorous and sophisticated research design does not permit immediate answers to these questions, and a critical goal for the near future is to develop such a design.

It seems, however, that PORT can improve its service to many of the male juvenile offenders and should provide services to the female offender. It is with this in mind that the PORT staff, Directors, Olmsted County Department of Social Services, County Commissioners and interested citizens embarked on an extensive feasibility study of group homes during early 1973. Current planning calls for a group home for girls operating under the PORT Corporation within the next month. It is planned that a boys' home will follow after the first two to three months of successful operation of the girls' home.

Many of the critical needs indicated by past failures or obvious lacks, however, do not demand residential services. For example, many past PORT residents need special financial help after leaving the PORT residence, and PORT has had to refuse many requests for services from the County (Misdemeanant) Court simply because of numbers.

With this in mind on January 1 of this year, PORT began operating The Justice System Volunteer Project. The Project is operated on a federal grant administrated through the Minnesota Governor's Crime Commission.

One major effort of the Project is to recruit and train volunteers to work along with justice system professionals in Olmsted County. These volunteers work with offenders from all segments of the justice system, taking referrals from law enforcement, from the courts, from probation, and from within the PORT residential program. Currently over thirty lay citizens are involved as volunteers in such activities as budget supervision of individual clients and in assisting offenders to find and maintain employment. The program has been able to expand the services offered by the professionals, and plans are to expand the program to include volunteers in additional roles.

The second major effort of the Project is to assist other communities in the 21 county area of southeastern Minnesota in setting up similar volunteer programs. Currently one federally-funded staff person is available to these communities for assistance in planning volunteer programs, in establishing programs, and in the actual training of volunteers.

# Additional Developments and Plans

Two concepts extremely critical to any correctional program are justice and treatment. Many correctional programs seem to have thrown out one for the other. PORT staff have made a concerted effort to refine policy and procedure within the program so that both can co-exist in a strong form.

One way this has been done is with the development of an in-house, due process appeals committee for any resident who is being placed in jail or involuntarily removed from the program. Formerly this was at the unilateral discretion of the group leader. Presently such action requires, unless there is an outside criminal complaint or arrest, 1) a formal written notification of the complaint, a minimum of four hours or a maximum of twenty-four hours, prior to the hearing, 2) the right to counsel, and 3) the right to cross examine witnesses. The Committee is composed of one staff, one resident and one counselor and seems to be very successful.

From the treatment perspective, the Appeals Committee seems to improve overall trust and respect for authority. The danger, however, is that staff and group members will become more passive. Therefore, there has been an effort to improve ability to confront and set limits within the due process or justice framework. Particularly helpful in this effort has been the training help of the Marion, Illinois, Penitentiary which all of the residential program staff attended along with a resident and counselor. This program has greatly complemented the program's helping efforts.

Several plans exist for the future. Two already discussed are an improved research evaluation and a more formal training program. In addition, the new Community Corrections Act, which Dodge and Olmsted Counties recently elected to take part in, offers exciting opportunities for the PORT Corporation to cooperatively plan with local law enforcement, probation and parole, the courts, schools and concerned citizen groups for improved rehabilitative and preventive services in our community.

# Summary

PORT's first four years continue to indicate the promise of community-based corrections. The community has not simply tolerated PORT but has actively and effectively helped to develop the program. The program has served virtually all of the offenders referred by the local courts over the past four years and has been a viable alternative to institution commitment. Outcome data available indicate that the program controls the participating offenders more economically and humanely than the institutional alternative. Moreover, this data also seem to indicate that PORT is more efficient and effective than incarceration.

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Executive Director

# END