PUBLIC PROGRAMS: Regions II and IX

In an effort to provide supportive information to newly established regional commissions, CURA has worked with faculty members at Bemidji and Mankato State Colleges, Minnesota Development Regions Two and Nine, and the State Planning Agency, to prepare documentary reports. These two reports attempt to place in total organizational and geographic perspective the multitude of governmental programs and plans directed toward economic development, resource preservation and management, health and information services in those areas of Minnesota. Government has entered many new fields in the past fifty years, particularly in the past ten years. A result is the very large number of state and federal government activities which are profoundly affecting local areas. The questions are how they relate to one another and to the tasks which are commonly of great local or regional concern.

New CURA Office

A new office of CURA will open with the new biennium. The Office of Planned Residential Development and Housing Research is a direct result of nearly two years of consultations and deliberations with faculty members, state and local agency personnel and private developers.

The office will undertake a systematic research and evaluation of planned residential developments ranging in size from small mobile-home parks and suburban planned-unit developments, to new towns, new towns in town, and major renewal programs. An immediate research project will be to look at pre-cut, owner-built, and mobile homes as factors in the low- and moderate-income housing supply.

In the planned residential developments, major focus will initially center on differing life styles, social systems, the housing delivery system and decision-making process, the housing market, and environmental impact.

Through detailed study of the current situation with regard to pre-cut houses, mobile homes and owner-built housing, it is proposed that the potential for these kinds of housing be explored for expanding the supply available to low- and moderate-income families while involving the initiative and participation of the occupant in solving his own housing problems. Study will also determine the current impact of these types of housing in Minnesota, describe the process by which they are created, and attempt to identify means by which they can be made more satisfactory as sources of housing for low- and moderate-income people.

Warner Shippee will be the full-time director of this office for CURA. Shippee was previously Executive Director of the St. Paul Housing and Redevelopment Authority and, more recently, was Executive Vice-President of the University-Community Development Corporation. Thomas Anding, Associate Director of CURA, will be responsible for the direction from the CURA Central Office as well as being involved directly in some of the research projects. At the onset, three graduate students from the School of Public Affairs will complete the staff. The capabilities of public and community agencies as well as the resources of faculty and students in various disciplines and professions will be involved in future research. A number of collaborative efforts are already underway.

The Office for Planned Residential Development and Housing Research will be located at 2100 Riverside Avenue, Minneapolis.

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HIGHER EDUCATION IN CORRECTIONAL INSTITUTIONS

CURA has prepared an inventory of the existing and proposed programs of higher education in Minnesota’s major correctional institutions. The inventory was compiled during the 1972–73 academic year and includes the Federal Correctional Institution at Sandstone.

This effort resulted from an increasing awareness on the part of the University of the growing demand for educational service at the correctional institutions and the relatively uncoordinated nature of existing programs. It is hoped that this report will be of use to all institutions and individuals involved in this work.

The correctional institutions covered by the inventory are as follows:
1. Minnesota State Prison at Stillwater — 800 inmates
2. State Reformatory for Men at St. Cloud — 500 inmates
3. Women's Correctional Institution at Shakopee — 60 inmates

Personal visits were made to the institutions and to all state and private colleges which conduct educational programs at any of the institutions. In addition, all other colleges and universities in the state which did not appear to have educational programs were checked by correspondence to determine whether any programs were missed in the original survey.

The inventory lists only traditional educational programs by school, whether formal and structured or of a volunteer nature, but does not include quasi-educational activities such as student intern programs and workshops that involve inmates.

Presented here is a condensation of the findings.

Antioch College, 1708 Oak Park Avenue, Minneapolis. Director is Mrs. Gwyn Jones Davis.

This is a field center of Ohio's Antioch College. The field center is called Project MASS (Multiple Accommodations and Service Specialists).

The Antioch field center has evening college classes in Minneapolis and has applied to the Corrections Department for permission to teach four courses of three credits each to inmates at the St. Cloud Reformatory during the 1972–73 academic year. The courses to be taught are Black Culture, Politics for Survival, Basic Writing and Ibo Language. College credits will be granted for those who register and complete the course requirements.

Augsburg College, Minneapolis. Program director is Mr. Vernon Bloom.

Augsburg has for several years taught college-level courses for credit to staff and inmates at the major correctional institutions in Minnesota and at St. Peter State Hospital. Prior to the academic year 1971–72, a total of fifteen credits were taught. Funds in the amount of $50,000 were secured from the Governor's Crime Commission for the 1971–72 academic year, and classes were held at St. Peter State Hospital, the St. Cloud Reformatory, Stillwater Prison and the Women’s Correctional Institution at Shakopee.

All classes are composed of about thirty students — ten of whom are regular Augsburg students, ten are staff personnel and ten are inmates. Classes are held at the penal institutions except that the group from the St. Cloud Reformatory, inmates included, held one class session on the Augsburg campus.

During the 72–73 year, Augsburg will conduct a total of sixteen courses at the institutions, as follows:

A. St. Peter Hospital — 3 courses for 9 credits
B. Stillwater Prison — 7 courses for 21 credits
C. St. Cloud Reform. — 3 courses for 9 credits
D. Shakopee Women's Inst. — 3 courses for 9 credits.

Lakewood State Junior College, White Bear Lake.

During the fall quarter of academic year 1971–72, Lakewood taught two three-credit courses in Sociology and Psychology to a total of 48 inmates at the Federal Correctional Institution at Sandstone. This was a formal program of Lakewood College. The correctional institution paid one-half of the tuition and book expense, and the inmates paid the other one-half. Two Lakewood instructors went to the institution one night each week for a three-hour period.

The Sandstone Director of Education would like to have courses offered again if the institution's budget will allow for the tuition and book expense. He was doubtful whether the money would be available this academic year. Lakewood College is interested in the project if tuition and book expenses are paid.

Lakewood College offers many other courses at correctional institutions, but these are strictly limited to staff personnel and are funded by LEAP monies.

Macalester College, St. Paul.

Mr. Richard Foster and Mr. David Ward, teachers from the English Department, are conducting a non-credit creative writing course at the Correctional Institution for Women at Shakopee. This has been going on for about six months with approximately five to seven students. The program is a volunteer matter on the instructors' part, and Macalester College is not formally involved.

The teachers would like to give a formalized course for credit with Macalester students and Shakopee inmates involved, but tuition is the problem. In any event, the instructors expect to continue with the non-credit course.

The same two teachers have attempted a non-credit creative writing course at Stillwater Prison. Four informal class sessions have been held, but considerable difficulties are being encountered arranging space and time slots at the prison.

Dr. John Warfield from Macalester is teaching a non-credit course in Black Culture at the Shakopee Women’s Institution. This is a volunteer program, and the college is not formally involved.
Mankato State College, Mankato.

Mr. Bert Meisel and his wife, Patt, both from the Speech Department at Mankato State, have been active at the Correctional Institution for Women at Shakopee since February, 1971. Their activities have been on a volunteer basis, and the only cost to the college is the use of a state car for some trips to the penal institution. In addition to his college duties, Mr. Meisel is director of the Mankato Community Theater, and he and his wife have worked together with approximately thirty Shakopee women inmates to produce two different plays. The first play was produced in May, 1971, and the second in May, 1972. The plays were first performed at Mankato State College and then at five other locations. A number of persons from Mankato State volunteered services in connection with the theater productions. Another play is contemplated for June, 1973.

Mrs. Meisel in June, 1972, conducted a communications course at Shakopee involving six inmates and six staff personnel. The course was held in three 2 1/2-hour sessions and is to be repeated with different students. No credit was offered for the course.

Mr. Meisel lined up a professional photographer who taught a photography course at Shakopee and is attempting to get a program underway involving an artist from Mankato State to work with women inmates restricted to the institution security area.

University of Minnesota

Afro-American Studies, George King, Chairman.

The Department does not now conduct any formal educational programs at the penal institutions but has discussed the possibility of a Black Family course at Stillwater involving inmates and wives, but no final decision has been reached.

During the winter quarter of the 1971-72 academic year, the Department was requested by the St. Cloud Reformatory Director of Education to provide a teacher for an Afro-American Culture and History course for the Reformatory night high school program. A teacher was provided who went to the institution two nights each week for a ten-week period to conduct the class. The instructor was paid a minimal amount by the Reformatory. The Department will provide an instructor next term if requested by the Reformatory Director of Education.

College of Education — Afro-American Studies Laboratory, Frank B. Wilderson, Ph.D., Director.

This project came into existence when a proposal was written in a Social Science course, “Crisis in Human Relations,” taught at Stillwater Prison to Black inmates by William Wilson. The proposal to the Governor’s Crime Commission was sponsored by the University’s Center for Urban and Regional Affairs.

The project is divided into three phases, as follows:

A. Ten Black high school students from St. Paul were trained during the summer of 1972 at the University to teach reading skills to twenty Black inmates at Stillwater Prison. One of the prime objectives is to transfer instructional techniques in teaching reading skills to inmates so that the Stillwater Prison Education Department will end up with the capacity to have trained inmates teach reading skills to other inmates.

B. A group discussion oriented class dealing with the Black Experience as seen from historical and contemporary views will have approximately forty students from the Black inmate population. Speakers from community service agencies, schools, churches, and police departments will be part of the discussion classes.

C. This is a lecture and film series to be given all members of the Afro-American Brotherhood and Cultural Group at Stillwater Prison. Lecturers will be drawn primarily from the University of Minnesota.

Consolidated HELP Center (Higher Education for Low-Income Persons), Fred Amram, Director.

This program is run operationally through the General College and serves approximately 900 students. Of these, approximately 75 are ex-offenders. Most of these students are receiving some financial aid.

The HELP Center is preparing a proposal for individual career counseling at Stillwater Prison for inmates when they first arrive at the institution. The general proposal envisions academic and vocational educational programs for the inmates once a possible career goal is established after the initial counseling. The educational goal would be tied to a parole agreement for the inmate so that when the agreed-upon goal is attained the inmate would be released from the institution. Included in the proposal is a plan for follow-up counseling after the inmate student has been released on parole.

Also included in the proposal is a plan for selected inmates to attend an area vocational school and for use of audio-visual technology in conjunction with academic courses to be taught at the penal institution.

Stillwater Prison officials have been contacted and approve the general outlines of the proposed counseling and educational program.

Department of Independent Study, Roger G. Young, Director.

The Department has offered correspondence courses to inmates at correctional institutions for many years. In the six-year period from January 1, 1966, to December 31, 1971, there were 1031 course registrations by inmates from the St. Cloud Reformatory and Stillwater Prison for an average of 172 per year. No firm figures are available on Shakopee and Sandstone, but the Sandstone Education Director indicated the University of Minnesota is the prime school for correspondence courses for that institution’s inmates.

The best estimation of percentage of course completions is about 25 per cent for inmates as compared to 45 to 50 per cent for all other students taking correspondence courses from the University.

Tuition costs for inmates from Stillwater Prison and the St. Cloud Reformatory taking correspondence courses are paid by the Department of Corrections. The inmates themselves pay for the required textbooks.
American Indian Studies, Roger Buffalohead, Chairman.

This Department conducted a non-credit Indian language seminar at Stillwater Prison during the 1971-72 school year for Indian inmates. The course was originally conducted on a regular basis by Robert Powless of the Department until he transferred to UMD as director of the Indian Studies Department there. In addition, speakers were provided for the Indian Group at the prison. After Powless left the Department, an assortment of instructors from the Department continued the program though not on a regular basis. It is expected that the program will be continued during the 1972-73 academic year.

The operation of the language seminar course was a volunteer matter on the part of the Department people who were active.

Newgate Project, Glenn C. Bartoo, Director.

Newgate has several programs involving inmates at the St. Cloud Reformatory, the Minneapolis Workhouse and ex-inmates at Newgate House on the University campus. Plans are formulated for the extension of the Newgate Project to Stillwater Prison.

A. Minneapolis Workhouse — Newgate conducts an educational program for American Indians at the high school level to assist Indians studying for the high school GED test. Courses are also offered in Indian History, Culture and Art Work. This program was started in July, 1970, and in the first year 36 out of 40 students in the program passed the GED test. Students also participate in group therapy. The annual budget is approximately $30,000.

B. St. Cloud Reformatory — This program of regular college courses taught to inmates at the institution by college instructors primarily from St. Cloud State started fall quarter, 1969. Under present funding, the program can accommodate about 45 inmates as students at the Reformatory. There were 30 students during the summer session of 1972, but the enrollment for fall quarter, 1972, is about 50 students, including some participating on a part-time basis.

Inmates may join the program when they have anywhere from six to fifteen months remaining on their sentences as determined by the parole board. Many of the students entering the program are recent graduates of the Reformatory high school.

In addition to attending classes, inmates participate in extensive peer group therapy.

C. Newgate House on University Campus — Inmate-students live at the house after release for at least two quarters while attending classes at the University. Counselors are available at all times, and the peer group therapy continues. The house is also used by former inmate-students for socializing and for low-cost meals.

D. The Newgate program is funded presently by LEAA funds from the Governor’s Crime Commission and by OEO. The total budget for the 1972-73 academic year is $280,719. Of this total, OEO is paying $54,592 and LEAA $196,127. This budget includes funds for the program at Minneapolis Workhouse.

University Without Walls, Barbara Knudson, Director.

Insofar as educational programs for penal inmates are concerned, University Without Walls now has three inmates at Stillwater Prison for fall quarter, 1972, one student at Sandstone Prison, one student at a federal institution at Inglewood, Colorado, and one American student incarcerated in a Mexican prison. The inmates at Stillwater are each taking six to nine credits. During the last academic year, UWW had two students at Stillwater and one at Sandstone. At this stage in the program, no students have registered from the St. Cloud Reformatory or the Women’s Institution at Shakopee.

University of Minnesota – Duluth

American Indian Studies, Robert E. Powless, Director.

The Department conducts an Indian History lecture course at Sandstone Federal Prison on a regular basis. A tutoring program for the Indian inmates at Sandstone is also conducted to help prepare them for the high school GED test. This is a volunteer program.

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on-going functions of local governments within the region.

These reports take four broad areas of government participation in the social-economic system and show the range of activities and programs which are interrelated within each broad area. The broad areas are Economic Development, Resource Preservation and Allocation, Health Services and Information Education Services.

For each of the four broad areas of concern there are the following materials:

1. A table which relates specific agency activities to public needs and problems.
2. A list of activities, grouped by government agency.
3. A series of maps which show, wherever feasible, the extent of the service area of each office of each governmental program or activity.
4. A list of plans, collected and studied in connection with these projects which pertain to all or parts of each region.

These are the general findings of the two regional reports:

— There are gaps and unevenness in some of the services provided and in local participation in state and federal programs.

— Boundaries of service areas for related functions are typically discordant on the maps. There is a need to monitor local government projects and programs to answer the questions: Do they match at the boundaries of counties, towns, and municipalities? Do they combine into a logical pattern regardless of local boundaries?

— A wide range of agencies appear to be performing similar or closely related services, aimed at overlapping groups of clients. There is a need to monitor and evaluate state and federal programs within the regions to answer the questions: Are the agencies working together? Are they producing services the local area needs?

PUBLIC PROGRAMS (Cont’d on page 5)
HECC PROJECTS ENROLLMENTS

The last issue of the CURA Reporter included a summary of tertiary education enrollment projections in Minnesota, the product of a joint seminar at the University of Minnesota.

The following is a summary from a report, Projecting Institutional Enrollments, 1973–1989, prepared by the staff of the Minnesota Higher Education Coordinating Commission.

While it is difficult, if not impossible, to judge when a trend is starting, in the middle, or about to reverse, historic enrollment patterns have been highly correlated with the number of high school graduates each year. It is significant, therefore, that Minnesota's annual pool of high school graduates is estimated to increase five percent by 1977—from 67,195 in 1972 to 70,136 in 1977—and then decline 18 percent to 57,712 in 1989.

If recent trends in Minnesota post-secondary education continue, enrollment patterns will be significantly different in the future than in the past. The dramatic enrollment increases experienced by public post-secondary collegiate institutions are not likely to continue into the future. There are five post-secondary education systems in Minnesota: the state colleges, private colleges, the University, junior colleges, and area vocational-technical institutes. Some systems will experience relative stability, and others will continue the enrollment decline they have experienced in the last two years. Variation is due to the differing graduate rates from region to region and differing rates of enrollment for the five systems.

Enrollments were projected by HECC based on alternative conditions regarding participation rates of entering freshmen for each of the public post-secondary educational systems. Three simulations were used for the University, the state colleges, and the junior colleges.

Simulation 1 uses the conditions that were obtained in 1972 and continues them in 1973 and beyond. Each institution was projected at its 1972 participation rate. In 1972, the University of Minnesota total headcount was 49,896. In 1989, it would be 44,581.

Simulation 2 estimates the effects of continuing recent declining trends until 1975. Enrollment declines experienced by the systems during the last two years were extended at a decreasing rate to 1975 and then held constant for each institution through 1989. This simulation would put the University total headcount in 1989 at 39,637.

Simulation 3 shows the estimated enrollment effects of institutional current trends reversing gradually with the institutional attaining, by 1979, the participation rate that was obtained for each system in 1970. In 1989, 50,397 would be the total headcount at the University.

Simulations for the area vocational-technical institutions were done somewhat differently.

Prognostication is not the purpose of these projections. The forecasts are neither "right" nor "wrong"; they are broad simulations of conditions that include continuing, reversing and stabilizing current trends. The forecasts are, however, focused to trace the consequences of existing and future patterns of high school graduate populations on the total enrollment-trend picture of the public and private post-secondary institutions in Minnesota.

In summary, six conclusions emerge from the analysis of Minnesota post-secondary enrollment:

1. Institutions located in or near metropolitan areas are likely to experience

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— There is a need for a standard against which to evaluate performance of government activities at all of these levels. This calls for policies and plans, in order to know what to monitor, and to know whether goals are being attained. Plans tend to be incomplete and often ignored.

Regional commissions are in a unique and advantageous position to make the necessary policies and plans, do the necessary monitoring and evaluating. They are comprised of elected local officials; they know the territory and can more readily spot needs for local coordination among state and federal programs. The commissions represent different units and levels of local government, so they can address problems which cut across local boundaries.

The staff of the commission has the basic tasks of monitoring and reporting the activities and performance of public programs operating in the region and also helping the commission to develop plans and other criteria for evaluation.

The most critical item needed to make the regional commissions effective is readily available, accurate information on the programs which affect their regions—information on facilities, personnel, services, clients, areas served. The agencies and local governments must eventually be tied into a comprehensive information system so that an assembly of the kind of data presented in this study—and much more—will not be so arduous and frustrating.

Finally, it is evident that many of these programs will soon be eliminated in line with changing federal policies. It is possible that the funds which have supported the programs will be diverted to revenue sharing of federal funds with local units of government. Meanwhile, the problems to which these programs have been addressed will continue to exist.

Consequently, the local government units who acquire the shared revenue will, sooner or later, have set their own priorities and evaluate the possible ways of organizing to deal with the problems.

Hence, the responsibility of local governments and the coordinating role of regional commissions will be greater, rather than less, as some of these programs are terminated and the resources and authority of local government to respond to these problems are enhanced.

Copies of the two reports are available from the State Planning Agency in very limited numbers.

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more favorable enrollment trends in the future than are out-state institutions.

2. On the basis of present enrollment patterns, several of the smaller out-state collegiate institutions may, within the next ten years, experience enrollments that are below a level of efficient operations.

3. The area vocational-technical institutes will experience continued enrollment expansion.

4. Because state college participation rates have exhibited wider fluctuations during the past decade, their enrollment appears to be more unstable. This instability is reflected in the broad ranges that are provided.

5. The private colleges, the university, and the junior colleges are likely to experience relatively stable system-wide enrollment although there will be considerable variation among the institutions within each of the systems.

6. Enrollment outlooks for most of the institutions are very uncertain and can be influenced by changes in economic conditions, changes in student preferences, modification of delivery systems, alteration in migration patterns, and a variety of other factors. It is important, therefore, that mechanisms be developed within the state and within the institution to accommodate this enrollment uncertainty.