MULTI-STATE AND FEDERAL FACILITY FOR ADULT FEMALE OFFENDERS (FEASIBILITY STUDY)

1971

This project was supported by a grant (#71-DF-671) from the Law Enforcement Assistance Administration; Iowa Crime Commission, Grantee. Financial support given does not necessarily indicate concurrence of L.E.A.A. or the Iowa Crime Commission in the statements or conclusions contained therein.

IOWA BUREAU OF ADULT CORRECTION SERVICES

MINNESOTA DEPARTMENT OF CORRECTIONS

TABLE OF CONTENTS

I. Introduction 1

II. Regional State Institution Population Survey 4

III. Minnesota Correctional Institution for Women (MCIW). 12

A. Philosophy and Program Description 13

B. Description of Institutions. 26

C. Population Trends and Characteristics. 30

D. Institution Costs. 48

E. Legal Requirements and Processes 49

IV. Iowa Women's Reformatory 55

A. Philosophy and Program Description 56

B. Description of Institution and Staff 77

C. Population Trends and Characteristics. 80

D. Institution Costs. 92

E. State Legal Requirements 93

V. Alternatives 100

Model for Women's Institutions and Programming . . . 108

VI. Conclusions and Recommendations. 116

APPENDIX A 122

APPENDIX B 128

APPENDIX C 134

SELECTED BIBLIOGRAPHY. 136

CHARTS & TABLES

Tables

1 Average Daily Institution Population for Regional States 6

2 Current Population of Institutions for Women. . . 6

3 Total Number Served in 1970 6

4 Average Length of Stay By Sentence. 7

5 Distribution of Current Population By Offense . . 7

6 Annual Cost Per Client. 8

7 State Populations and Age Distributions 9

8 Minnesota and Iowa Population Distributions and Probjections. 11

9 MCIW Staff. 27

10 Age of MCIW Population. 31

11 School Grade Completed. 32

12 Marital Status. 33

13 Race. 34

14 Intelligence Estimate 35

15 Employment Status on Admission. 36

16 Occupational Skills 37

17 Number of Dependents. 38

18 Drug and Alcohol Problems 39

19 Previous Psychiatrict Treatment 40

20 Residence 41

21 Previous Felony Convictions 42

22 Community Offense 43

23 Average Time Served in Months by Sentence and Type of Release (MCIW). 45

24 Minnesota Adult Female Population Movement. . . . 47

25 MCIW Costs. 48

Tables

26 Women's Reformatory Staff. 78

27 Age of Clients Committed and in Residence. . . . 81

28 Education/Grade Completed of Inmates Committed and in Residence 82

29 Marital Status of Clients Committed. 83

30 Previous Prison Sentences By Inmates Committed and in Residence 84

31 Inmates Committed and in Residence Who Had Juvenile Commitments 85

32 Major Offense of Client Committed and in Residence. 86

33 Length of Sentence Received for Clients Committed and in Residence. 87

34 Committing County of Clients Committed 88

35 Average Time Served in Months by Sentence and by Type of Release-Iowa Women's Reformatory. . . 90

36 Iowa Adult Female Population Movement. 91

37 Iowa Women's Reformatory Costs 92

1A Male Population Movement (1970-71) 123

2A Minnesota Female Juvenile Population Characteristics (1970-71) 125

3A Minnesota Female Juvenile Population Movement. . 127

1B Age of Juveniles Committed and in Residence. . . 129

2B Offense Committed for Juvenile Commitments . . . 130

3B Home Setting of Juveniles Committed and Those Placed 130

4B Population Movement of Girls Training School . . 131

5B Male Population Movement (1970-71) 133

Charts

1 Movement of Adult or Youthful Offender Through the Correctional System. 51

Charts (Cont.)

2 State of Minnesota Department of Corrections Organization Chart 53

3 State of Minnesota - Department of Corrections . 54

4 Iowa Women's Reformatory - System Design 58

5 Department of Social Services - Bureau of Adult Correction Services. 98

6 Department of Social Services - Bureau of Adult Correction Services. 99

I. INTRODUCTION

Facilities which need replacement and have high per inmate cost prompted the Iowa Bureau of Adult Correction Services, Iowa Governor's office and the Iowa Legislature to examine their program for adult female offenders. Iowa frequently had been approached concerning a multi-state facility for adult female offenders. Some neighboring states had been involved in such arrangements on a small scale.

In March of 1970, North Dakota, South Dakota, Nebraska and Minnesota were contacted by the Iowa Bureau of Adult Correction Services and surveyed as to their interest in a study of the multi-state concept and its feasibility. All states indicated positive interest. Hopefully, expensive building projects by individual states could be avoided through the establishment of a multi-state facility.

The Director of the United State Bureau of Prisons expressed an interest in the multi-state concept. He indicated that federal facilities for women were overcrowded and that there are no Federal facilities for female offenders in the Midwest. When all agencies but Iowa, Minnesota and the United State Bureau of Prisons withdrew their earlier commitment, a second Discretionary Application was submitted by the Iowa Bureau of Adult Correction Services and was later funded.

Institutional programs in Minnesota and Iowa for adult female offenders are located in small antiquated facilities which result in exceptionally high per inmate cost. Due to size and age of existing facilities, type of physical plants and small populations, an unnecessarily large proportion of this cost is for custody, plant

maintenance and operation. The location of Iowa's institution makes it difficult and expensive to acquire supportive services such as medical, psychiatric and psychological.

The major goal of this study was to determine whether a multi-state and federal facility was feasible and desirable, and if not, to suggest alternatives to the individual states. A study of existing programs, needs, facilities and projected programs was made.

Specific goals for this study were as follows:

1. Study of existing institutions and projected physical needs.

2. Study of existing programs and the treatment philosophies of each state and the Federal Bureau.

3. Study of the present inmate populations and projected populations.

4. Examine the general population trends of the states involved and regions served for Federal prisoners.

5. Compact and legislative requirement review to facilitate implementation of multi-state concept.

6. Review parole, probation and court procedures.

7. Study community programs, present and projected, which would enable short-term confinement at multi-state facility with concentrated treatment programs (e.g. release centers, work release programs, furloughs).

8. Development of alternatives with projected costs, program offerings, etc.

9. Study projected population and involvement of the United States Bureau of Prisons.

Methods used to accomplish the above goals are:

1. Self Evaluation - Using the American Correctional Associations "Study Guide for Reintegration of Offenders", each state agency conducted a self-evaluation of their programs and institutions for adult females.

2. Statistical Survey - A survey of present and past institution populations, state and regional populations and other relevant information was conducted.

3. Team Visitation and Evaluation - Teams from concerned agencies visited each existing facility. The teams use of visits and statistical information resulted in an exchange of ideas and further recommendations for study which are incorporated in the following report.

4. Implementation Survey - Areas requiring legislative or policy changes before a multi-state facility could be utilized were surveyed in this phase. Additional descriptions and comparisons of existing programs, needs and projected programs for the individual states.

5. Recommendations - Results of the evaluation surveys and visits were pooled and are summarized in this final report.

The overall purpose of this study is to assist in directing the two states and the U. S. Bureau of Prisons in planning the most effective treatment programs for adult female offenders, whether they are realized through the multi-state concept or individual state facilities.

II. REGIONAL STATE INSTITUTION POPULATION SURVEY

All states immediately adjacent to Iowa and Minnesota were surveyed concerning their female offenders in state institutions; i.e. North Dakota, South Dakota, Nebraska, Kansas, Missouri, Illinois and Wisconsin. Nebraska and Kansas did not respond to the survey, therefore, information is incomplete for these states. The following is a summary of descriptive information received while the tables presented later in this section provide a brief comparison of populations and costs.

Replies to the survey indicated that all states have institutions housing only adult females, with the exception of North Dakota, which was housing women at the Nebraska Reformatory for Women. South Dakota was in the process of establishing a women's correctional unit at the Mental Health Institute at Yankton, South Dakota. Previously, they too had been contracting with Nebraska. The following indicates the opening dates for the respective institutions:

Illinois	- 1930	Minnesota	- 1920
Iowa	- 1918	Nebraska	- 1920 *
Kansas	- 1918 *	Wisconsin	- 1921
Missouri	- 1960		

The minimum sentence for incarceration in each state was: Iowa - thirty days, Wisconsin - six months, Illinois - one year, Minnesota - one year and one day, and Missouri - two years. The minimum age reported was 18 years. Iowa will accept women under the age of 18 years if married. Iowa, Minnesota and Wisconsin provide services to

* Figures were taken from the Directory of State Correctional Institutions

jailed offenders while the other states do not. A contract with the United States Bureau of Prisons to provide housing and treatment was being contemplated by Illinois. Iowa, Minnesota and Missouri reported current contracts to provide services to Federal female offenders.

Work Release programs are offered in Illinois, Iowa, Minnesota, and Wisconsin. The yearly average number of work release participants for Illinois was 17, Iowa averaged 41, while Minnesota averaged 13 and Wisconsin averaged 7. Illinois, Iowa, Minnesota and Wisconsin reported that they expected a continued shift toward community programming, however, Missouri and South Dakota indicated no immediate intentions at the time of the survey.

Tables one, two and three indicate institutional populations over a eleven year period and the population at the time of the survey. Illinois shows a definite trend in a decreasing population while other states appear to have a relatively stable population pattern. During the past year, however, Iowa's population has been considerably lower with no indication of returning to previous levels.

An examination of the current population indicated little difference in the average age of institution residents. It varied from 30 to 34 years of age. Age ranges were also similar with the youngest in all states being between 17 and 20 years of age and the oldest resident being between 55 and 63 years of age.

Table 1 - Average Daily Institution Population for Regional States

	Illinois	Iowa	Missouri	Minnesota	South Dakota	Wisconsin
1960	298	74	60	63	--	112
1961	317	71	--	65	--	156
1962	296	75	--	54	--	169
1963	275	76	--	51	--	166
1964	285	69	--	49	--	164
1965	276	63	--	46	11	177
1966	244	72	--	46	16	158
1967	195	66	--	40	24	156
1968	162	56	90	56	21	124
1969	170	51	90	57	17	128
1970	147	63	90	56	9	141

Table 2 - Current Population of Institutions for Women

	Illinois	Iowa	Missouri	Minnesota	South Dakota	Wisconsin
Institution	106	47	91	54	5	118
Halfway House	---	10	--	--	-	---
Other Facility	11 *	--	--	--	-	---

* Work Release Center, located on grounds but in a separate building.

Table 3 - Total Number Served in 1970

	Illinois	Iowa	Missouri	Minnesota	South Dakota	Wisconsin
Number Served	291	151	150	109	24	147

It should be noted that the following table may provide an invalid comparison of average length of stay as related to length of sentence. Some states apparently indicated minimum time to be served prior to parole consideration.

Table 4 - Average Length of Stay By Sentence

Sentence in Years	Length of Stay in Months				
	Illinois	Iowa	Minnesota	Missouri	Wisconsin
One	11	--	8.2	--	7
Two	18	--	15	15	10
Three	30	18	18	21	12
Five	45	22	21.9	36	18-24
Seven	57	21	----	49	24
Eight	63	--	71	64	30
Ten	75	23	24	72	30-36
Twenty-Five	135	34	46	175	36-48
Life	135	--	--	175	138

Table 5 indicates that there is a marked difference in the distribution of current populations by offense. In part this may be due to the fact some states accept persons on shorter sentences which would increase the population incarcerated for lessor or non-violent crimes. Criminal statutes and the acceptance and use of probation are also variables which may effect distribution.

Table 5 - Distribution of Current Population by Offense

Offense	Illinois		Iowa		Minnesota		South Dakota		Wisconsin	
	N	%	N	%	N	%	N	%	N	%
Homicide	38	31.4	4	7	13	24	1	20	22	14.7
Crimes Against Person	17	14	4	7	10	18.5	-	--	16	10.7
Theft	15	12.3	-	-	7	12.9	-	--	16	10.7
Forgery & Related Crimes	15	12.3	30	52	13	24	3	60	37	24.8
Damage, Trespass to Property	10	8.2	6	10.5	5	9.2	1	20	3	2
Sex Offenses	2	1.6	1	1.7	3	5.5	-	--	11	7.3
Drug & Liquor Violations	17	14	5	8.7	2	3.7	-	--	10	6.7
Other Felony Offenses	7	5.7	-	---	1	1.8	-	--	--	---
Misdemeanants	-	---	-	---	-	---	-	--	3	2
Juvenile Delinquency	-	---	1	1.7	-	---	-	--	11	7.3
Shoplifting	-	---	6	10.5	-	---	-	--	20	13.4
Total	121		57		54		5		149	

The per year cost per client has increased in all states reporting with Wisconsin's cost doubling between 1960 and 1965. Average costs in a smaller institution are effected more significantly by a sudden drop in population and shifts in budget or resources to reduce costs are difficult due to a high proportion of fixed costs. Caution must be used when examining the short run costs of a smaller institution as opposed to a large institution. Table 6 illustrates annual cost per client based upon the average daily population.

In Iowa the average annual cost per client has varied from $5,351 in 1967 to $7,252 in 1968 when the average daily population was 56. Figures prior to the organization of the Department of Social Services in 1967 are not available on a comparable basis.

Table 6 - Annual Cost Per Client

	Iowa	Missouri	Minnesota	South Dakota (1)	Wisconsin
1960	--	--	--	$ 2737	$ 4691
1965	$ 5351 (2)	--	$ 4021	$ 3285	$ 4756
1970	$ 5996	$ 2800	$ 6861	$ 3650	$ 9507

(1) - South Dakota pays costs per day per female to the state of Nebraska. Medical cost would be in addition to the per diem cost.

(2) 1967 figures.

The following two tables illustrate general population trends and shifts from 1960 to 1970 and projected for 1980. Table 7 indicates population distribution by age and projected general populations. All states show a growth except for South Dakota and North Dakota. Iowa's projected population is only about two percent while Minnesota is expected to increase by approximately ten percent.

Table 7 - State Populations and Age Distributions

State	Total Population 1960	1970	Projected Pop. 1980	Percent Distribution-Age in Years 0-19	20-39	40-64	65+	0-19	20-39	40-64	65+	Median Age 1960	197
				1960				1970					
Minnesota	3413000	3805000	4253990	40.3	23.6	25.8	10.3	40.2	24.7	24.4	10.7	28.6	26.
Iowa	2758000	2825000	2892800	38.5	23.3	27.3	10.4	38.2	23.2	25.9	12.4	30.3	28.
Illinois	10081000	11114000	12247628	36.5	25.5	28.2	9.7	37.6	25.5	28.2	9.7	31.2	28.
Kansas	2179000	2247000	2318904	3[illegible].1	25.1	25.7	11.1	37.0	25.2	26.0	11.8	29.9	28.
Missouri	4320000	4677000	5065191	36.4	24.1	26.5	11.6	27.8	24.7	26.5	12.0	31.6	29.
Nebraska	1411000	1483000	1558633	38.0	24.2	26.3	11.5	37.9	24.2	25.4	12.4	30.2	28.
N. Dakota	632000	618000	603786	42.6	23.3	24.8	9.3	40.6	23.6	25.1	10.7	26.2	26.
S. Dakota	681000	666000	652104	41.2	23.4	25.0	10.5	40.2	22.4	25.2	12.2	27.7	27.
Wisconsin	3925000	4418000	4939324	39.3	23.9	26.4	10.4	39.6	24.2	25.5	10.7	29.4	27.

Table 8 identifies the metropolitan and urbanized areas in Minnesota and Iowa and projects the population growth of those areas based upon the 1960 - 1970 change. It can be readily seen by examining the tables 7 and 8 that Iowa is having a very significant population shift with a minimal population gain. Minnesota is experiencing a similar shift except the general population growth is also significant. By 1980 over one-half the Minnesota population will be located in the Minneapolis-St. Paul metropolitan area. The population in Iowa will not be that concentrated but is moving primarily toward the eastern area of the state.

Table 8 - Minnesota and Iowa Population Distributions and Projections

State	Metropolitan Areas	1970 Total Population	Percent Change 1960-70	Projected 1980 Total Population of Metropolitan Areas	Urbanized Areas	1970 Total Population	Percent Change 1960-70	Projected 1980 Total Population of Urbanized areas
IOWA	Cedar Rapids	163213	19.2	194549	Cedar Rapids	132008	25.6	145802
	Davenport-Rock Island-Moline-Iowa-Ill.	362638	13.5	411594	Davenport-Rock Island-Moline	266119	17.1	311625
	Des Moines	286101	7.4	307815	Des Moines	255824	6.1	271429
	Dubuque	90609	13.2	102569	Dubuque	65550	10.3	72301
	Omaha-Nebraska-Council Bluffs-Iowa	540142	18.0	637367	Omaha-Nebraska Council Bluffs	491776	26.1	620129
	Sioux City-Iowa-Nebraska	116189	-3.2	112471	Sioux City-Iowa Nebraska	95937	-2.0	94018
	Waterloo	132916	8.5	144213	Waterloo	112881	9.8	124943
MINNESOTA	Duluth-Superior Minnesota-Wisconsin	265350	-4.1	254471	Duluth-Superior Minn.-Wisc.	138352	-4.4	132265
	Fargo-Moorhead-N. Dakota-Minnesota	120238	13.4	136349	Fargo-Moorhead	85446	17.5	100399
	Minneapolis-St.Paul	1813647	22.4	2219903	LaCross-Wisc. in Minnesota	63373	----	------
	Rochester	84104	28.3	108905	Minneapolis Saint Paul	1704423	23.8	2110076

1980 projected populations estimated by calculations using 1960-70 percent change and 1970 populations.

III. MINNESOTA CORRECTIONAL INSTITUTION FOR WOMEN (MCIW)

The following section of this report consists of a description of the Minnesota Correctional Institution for Women, including a description of the institution, its staff, philosophy, and program. Trends in populations characteristics and movement, as well as costs and state legal requirements are also presented.

A. PHILOSOPHY AND PROGRAM DESCRIPTION

The Open-Closed System

The Minnesota Correctional Institution for Women is committed to establishing a program that will enable a woman to return to the community as rapidly as possible. The MCIW staff believes that the behavior necessary for community living is accomplished, in a great part, by involving the woman in decision making about her own life, encouraging responsibility for her own and the group's behavior, and in learning socially acceptable ways to negotiate in all facets of life. The following is a summary of a recently initiated system modification which is expected to create conditions under which the women can change themselves through changing the way they work together on common tasks. Some basic assumptions inherent in this system change are:

1. When human dignity is respected, people act in support of essential community values.
2. All humans would rather live in a "trust" environment where tension is at a minimum and open communication is at a maximum level.
3. All humans strive for successful adaptations to life's problems - esteem-building successes can be accomplished in an institution.

The open-closed system at MCIW is an attempt to reach the above stated goals. The system is divided into four inter-related institutional levels which progress from a level involving very little self-government, to a level with almost total self-government. The following is a description of the four parts of the open-closed system.

1. Security (Maximum Custody)

   A. Returned Escapees

Returned escapees are held in maximum security. When the woman is ready to be released from this area, the social worker, correctional counselors and the woman mutually decide if she should go into the security cottage or one of the outer cottages. This process is under study for revision. Residents who have been involved in this procedure will be involved in setting up a more therapeutic program.

B. Destructive Behavior

A woman may be moved into maximum custody when her behavior toward herself and/or others becomes uncontrolled. This decision may be made by a staff member or by a group of concerned residents along with staff.

C. Behavior Expectations

Behavior expectations for release from maximum custody described in A and B are clearly spelled out. The confinement time depends on the behavior of the woman. Continued diagnostic evaluations are made during this time. Security cells* are used as long as the woman is out of control. Negotiations for release from maximum custody involve the resident, social workers, and correctional counselors. The woman is released either to the security cottage or to her own cottage.

2. Security Cottage (Higbee II)

A. Residents

Higbee II cottage is used primarily to house those women

* Cell with non-movable furniture and no personal belongings.

who are not ready for the outer cottages because they are escape risks, impulsive, volatile, or generally uncontrollable. This facility is used on a long term basis only for women whose behavior indicates that they cannot function in the open cottage. Release from this unit is decided upon by the social worker, correctional counselors and the woman.

Higbee II may be used for new admissions if the outer cottages are filled. The Classification Committee, composed of the Superintendent, Assistant Superintendent, Department of Vocational Rehabilitation representative, social workers and psychologist, study and evaluate each newly admitted woman's history and adjustment. Within a couple of months after her admission, the committee recommends the program and length of time it feels is necessary for the rehabilitation of the woman.

Women in the security cottage are not allowed out of their cottage to attend institutional functions without a resident-sponsor from one of the outer cottages. In order to be a resident-sponsor a woman needs the approval of the social worker and sergeants and the support of other residents of her cottage. The resident-sponsor accompanies the resident from her security cottage to the institution function and returns her. The sponsor tries to provide positive experiences and prevent inappropriate behavior by the woman.

B. Self Government

The security cottage is run on a therapeutic community philosophy using intensive group programming. This cottage is self-governed with the objective that the groups behavior and attitude become positively responsible. The group takes responsibility for cottage problems and their resolution. When a problem occurs the whole group is convened to work on solving it. Temporary non-physical restraints may be exerted by the staff on the whole group during the cottage meeting. Extensive use of group meetings allows the social worker and individual resident to spend more time on her personal matters during the case-work sessions. Work assignments and recreation are primarily cottage oriented.

3. Outer Cottages (Anthony and Sanford)

A. Residents

The majority of the population is housed in two outer cottages. Unless the outer cottages are fully occupied or the woman is out of control, a new admission is also placed in one of the outer cottages. New admissions are accompanied by resident escorts until they have proven themselves trustworthy in the outer system. Assignment to cottages is governed by the case-load size of the social worker in charge of the cottage. Outer women are used to counsel Higbee II women who are ready to move to an outer cottage. These resident counselors orient the new women to the cottage and involve them in cottage activities. The resident-counselor and the cottage decide when the cottage is ready to receive the new woman.

Women may be moved into maximum security or to the security cottage when their behavior warrants such a move. The cottage residents and resident - counselors help a woman to return to her cottage if she has been returned to Higbee II or security. Outer cottage women participate in off-grounds activities during which they are held responsible for each other's behavior since the whole cottage may suffer when violations occur.

B. Self-Government

Generally each cottage operates unilaterally, depending upon the level of positive group involvement at any given point in time. Rules and stipulations for living in the cottage are generated in the cottage and are implemented by the group. This factor is the foundation of the system. It is at the point where the prescribed rule structure fails, or where relationships become other than positive or when loss of control results, that the group in self-government searches for ways to improve the culture so that positive, upward movement again is possible. This is the most crucial stage of the program and necessitates honest, supportive, and positive confrontation from both the women and staff. It is essential that concern for each other must involve the recognition of negative behavior and attitudes in a supportive way so that these attitudes and behavior patterns may be changed through group development or alternatives.

Self-government problem-solving meetings are held weekly.

All correctional counselors attend at least once a month. Negotiations for cottage rule changes involve all residents and at least two staff members.

4. Honor Cottage (Apartment)

A. Residents

1. Work Release:

Until a community corrections center is available in the metropolitan area, the honors cottage must of necessity consider work release women as the first residents. Women apply to the Classification Committee for housing in the Honor Cottage when they apply for work release. Applications will be judged on:

a. Exhibited qualities of good citizenship, including ability to work for institution as a whole; i.e., membership on working committees and projects in the institution.

b. Exhibited ability to respect rights of others in cottage and institution living.

c. Exhibited ability to function within the system without incurring major fines in the past six months.

2. Honors Women:

If the Honor Cottage is not fully occupied by work releasees, the other women may apply to the Classification Committee if they meet the above criteria plus achievement of 50% of their point quota. These women are expected to achieve some kind of administrative responsibility or training for group work or re-involvement with the resident body. At some stage in their successful development, the institution

would like to hire these women as full-time paid professional staff.

3. Restraints:

   a. This group is totally self-governed although staff involvement could and should be requested.

   b. Since this is still part of the institution, staff can enter the Honor Cottage whenever it is felt necessary.

   c. Basic rules of the institution still apply, where appropriate.

   d. Outside visits are held in this unit according to the group's guidelines.

To encourage self-government, responsible decision making, and to increase communication, resident-staff rules committees have been established. The Committee of the Whole is the primary policy making board of the institution. It is composed of five voting residents from the open system, one non-voting resident from the closed system and six staff members (the superintendent, assistant superintendent, recreation director and one correctional counselor delegate from each of the three cottages) and operates under a rotating chairmanship. The Committee of the Whole considers and executes rule and policy changes that have implications for the total institution.

The Point System

The MCIW point system was initiated in February, 1970 for two purposes: (1) to enable the resident to tangibly see her progress in the correctional system as measured by the institution's (society's) standards and (2) to provide the institution with a more objective system of resident evaluation based on actual, daily work performance and behavior. Under the point system which is patterned after be-

havior modification or operant conditioning principles, the resident is rewarded for positive functioning and disciplined for negative functioning through a graduated grading system which converts behavior to point awards. Each woman is given a point quota she must earn through work and conduct in order to be recommended for release from the institution. The Adult Corrections Commission considers this quota when determining the length of the continuance the woman receives at her first and subsequent Board appearances. If the resident achieves the quota within the time period of her continuance, the institution may recommend release. All residents are aware that the point system is a tool of self measurement coupled with a mechanism for institutional evaluation which is used to make better recommendations to the Commission.

Points are awarded by work supervisors and cottage personnel following written guidelines. Residents may purchase privileges with their points which are then deducted from their quotas. Privileges which can be purchased by points include extra cigarettes, extra visits, telephone calls, and increased commissary orders. Point fines are also clearly spelled out and are issued to the resident in writing. Women who receive fines have the right to take the fine to Point Court for Cause. This court is composed of two residents selected at large and two staff members (with the exception that no resident may sit on the court of a resident from her own cottage and the staff person issuing the fine shall not sit on the court for that case). Vote is by secret ballot. The assistant superintendent acts as judge by calling court and facilitating the presentation of facts. The court has the power to drop, uphold or reduce the fines.

Programs

Treatment and rehabilitation services are provided through the following services and programs:

Psychological Services - Psychological services are provided by a part-time psychologist who spends one day a week at the institution. The psychologist makes a complete psychological evaluation of each woman and provides on-going treatment services in the form of one-to-one therapy interviews. He also re-evaluates the resident before she goes before the Youth or Adult Commission. The psychologist also provides group treatment as well as staff training.

Psychiatric Services - A psychiatrist comes to the institution one-half day every other week. When recommended by the psychologist or the social worker, a resident is given a psychiatric evaluation following her admission and before she appears before the Commissions. Some residents are seen on a regular basis for individual therapy interviews. Various medications for emotional problems are supervised by the psychiatrist. Both the psychologist and the psychiatrist serve as consultants to the staff who carry out the on-going work with the residents.

Social Work - The social workers clinically supervise the correctional counselors in their counseling roles. It is planned that the social workers will also act as administrative cottage directors. The correctional counselors are the primary counselors for the residents and work in consultation with the social worker and other staff. The correctional counselors gather information, evaluate residents, make program plans,

conduct group meetings, work with the Classification Committee and present cases to the Commissions.

Medical and Dental Care - Medical care is provided by a local physician who has office hours at the institution two mornings each week. Obstetrical cases are taken to the local hospital while surgical cases are transferred to Rochester State Hospital. Plans for a resident's baby are made by the mother with her family or social service agencies. A local dentist has office hours every other week for a half day.

Chaplaincy Services - Two chaplains conduct Sunday services at the institution. A local Catholic chaplain provides counseling and conducts varied classes and group meetings. A Protestant chaplain provides counseling, conducts various classes and groups and coordinates the institution's religious activities.

Education - The educational program is voluntary and varied. A commercial course is available and provides skill development in typing, shorthand, light bookkeeping, business machine operation and business communication. A G.E.D. program is available to those women who have not finished high school. Many residents are involved in correspondence courses through the University of Minnesota Extension Service. A co-learning educational program under the auspices of Augsburg College enables outside college students, staff and residents to take courses together at the institution. College level independent study is also offered by Augsburg for those residents who wish to work independently on some special area of interest. A library of books, periodicals and magazines is also available.

The institution newspaper, The Reflector, is published quarterly by resident editors who are supervised by the commercial teacher.

Vocational Training - In February, 1970 a data processing program was initiated. A keypunch supervisor was employed to train residents and supervise the program. Nine women can be trained in the program at one time. All of the keypunch work for the Research Division of the Department of Corrections and some for State Information Services is done here. In spite of the tight labor market, four women have been placed in jobs as keypunch operators.

MCIW recently initiated a Food Service Program which provides instruction in food preparation and management. The course is designed to provide culinary and management skills which can be used on the job and in the home.

Because of the small number of residents at Shakopee, it is very expensive to develop vocational programs within the institution itself. MCIW recently initiated an off-grounds vocational program which utilizes community resources in vocational training. MCIW is now able to transport women to vocational training centers for individualized training.

Sewing - Sewing is the only industry in the institution. The residents make their own clothing under the supervision of the home economics teacher. When a woman leaves the institution she is given an outfit consisting of a dress, suit, or pants suit, and a coat. The residents also make household items such as rugs, draperies and linens.

Recreation - The recreation program is seen as an integral part of the total treatment effort. Residents learn problem solving and responsibility for behavior through recreational activities. The recreation director and recreation committee, composed of residents from each cottage, meet regularly to plan institution recreation programs which consist of on and off grounds activities. Community resources are extensively used and many volunteer groups come into the institution.

Work Release - The 1967 session of the Minnesota Legislature passed legislation providing for the inclusion of felons in the work release program. To qualify for work release, the resident must meet the special criteria set by the Adult or Youth Commission and have sufficient point earnings. The work release program utilizes a controlled setting to ease the difficult transition between the dependency of prison life and the acceptance or responsibility in the community. Living in the institution and commuting daily to the metropolitan area for work or school is often difficult for the women and it is hoped that the contemplated establishment of a community corrections center will alleviate some of these problems.

Since the program was initiated in 1967, there have been 59 women on work release. Some of the women have been employed locally, however a majority have been employed in the city or suburbs. Of these 59 women, 13 were on full or part-time study release. Those women who successfully completed

the work release program spent an average of 150-160 days on work release. Of the women on work release in 1970, none had previous convictions, the majority had a sentence of less than ten years and the majority of those who found jobs did so through the help of the Corrections Department. There were ten women on work release in 1971. As of December 1971, there were four women on work release and two on study release.

Community Programs - Extensive contact with the metropolitan and university communities is maintained through various voluntary groups. Volunteers provide guidance for Black studies, Indian Culture, Alcoholic Anonymous, TOPS, Toastmistress, drama and self improvement groups and clubs. Volunteers also provide individual tutoring and participate in joint resident-student classes, as well as in Operation Hope and Project Interaction. A number of off-grounds activities have been instituted and include the Operation Hope Style Show; a play, "Land of the Dragons", which was presented in Mankato, Shakopee, and St. Paul, choir performances, Toastmistress meetings, Augsburg seminars, and Minnesota Twins and North Star games.

B. DESCRIPTION OF INSTITUTION AND STAFF

The Minnesota Corrections Institution for Women, originally known as the State Reformatory for Women, was created by the legislature in 1915, when Isabel Higbee and other club women, aroused interest in a separate institution for women felons who were then housed in a section of Stillwater State Prison. MCIW was officially opened February 2, 1920 with all four buildings completed by 1923. The garage and maintenance shop were built in 1958. The original farm less exceptions for St. Mark's Cemetery was 160 acres of which 127 acres have been sold. While the Department of Agriculture has been given the right to use the land on which their greenhouse is located, the balance of the land is under the control of MCIW. Currently, the large dairy and horse barns are on lease to the local Boy Scout organization. The small state owned house at the corner of Clay and Fifth Avenue has been declared surplus property and is rented on a monthly basis to a private family.

The institution consists of four major buildings. The main building, Higbee, contains the administrative offices as well as seven security cells and the maximum security cottage which has a capacity for 18 women (two women per room). The laundry, school, beauty shop and doctor's office and dispensary are also located in this building.

After the Shakopee Home for Children vacated Shaw Cottage in 1969, the Carver-Scott Mental Health-Mental Retardation Program used this facility until the summer of 1971. Since February, 1970, a data processing training program has been located in the basement

of Shaw. Volunteers have recently organized a boutique on Shaw Cottage's second floor. The boutique will provide good used clothing for parolees and work releasees. The recently initiated Food Services Training Program is also located in Shaw.

In addition, the institution operates two outer cottages. Each cottage houses twenty-one women, who have private rooms. Each cottage provides for the preparation of its own meals and housekeeping. In each cottage there is a dining room, kitchen, pantry, bathroom facilities and a large recreation room where the women assemble when they are not in their rooms or at work. The sewing room is located in the semi-basement of Anthony Cottage, while the gym and chapel are located in Sanford Cottage's semi-basement.

The residents to the laundry, sewing, cleaning, cooking and gardening for the institution. A resident can earn up to $1.00 per day depending upon her level of performance in her job assignment. Half of these earnings are placed in the resident's saving account and the other half in her drawing account. Work assignment changes are made to utilize the residents particular interests and skill and to facilitate her treatment program as well as to accomplish the necessary institutional maintenance tasks.

Table 9 - MCIW Staff *

Position	Number	Sex	Education Level	Salary
Superintendent	1	F	MSW	
Assistant Superintendent	1	M	MA	
Teacher	2	F	BS	694-1156 766-1275 11-71

Table 9 (cont) - MICW Staff *

Position	Number	Sex	Educational Level	Salary
Social Worker	2	F	BS MSW	667-878 708-931 11-71
Recreation Director	1	M	MA	
Corr. Counselor II	23½	3 M 21 F	Eighth Grade Some College	506-694 604-797 11-71
Business Manager	1	F	BA	
Administrative Asst.	1	F	HS	
Clerk Typist	3	F	HS	
General Repair & Maintenance	5½	M	Eighth Grade HS	
Key Punch Supervisor	1	F		
Doctor	½	F		
Corr. Counselor II	2	F		

* MCIW staff as of December, 1971.

As of December 1, 1971, MCIW had a staff of 44, five of whom were on loan from other institutions. Besides the staff listed in Table 9, the services of three part-time consultants, including a psychologist, a psychiatrist and a group work consultant are available. The services of two chaplains and two ministers are also available.

The Assistant Superintendent is in charge of Program Services (custody and treatment). Until recently the two social workers also evaluated all incoming cases and assembled the classification summary. The social workers have been responsible for all institutional and community planning for inmates and presenting cases to the Commissions. Currently, the social workers are involved in the process of transferring all cases to correctional counselors.

After the cases are transferred, the social workers supervise the treatment aspects of the correctional counselors' role. MCIW plans to have all cases transferred to correctional counselors within the next year. It is also planned that the social workers will be the administrative cottage directors.

The role of the correctional officer or correctional counselor II has recently changed from that of a custody guard only to one which includes and stresses inter-personal relationships with the residents. The correctional counselor serves as the primary counselor for each woman and works in consultation with the social work staff and other consultants. The correctional counselors gather and evaluate information, make program plans, conduct group meetings, work with the Classificiation Committee, and present cases to the Commission. The correctional counselors work is primarily in the cottages, but also includes a licensed practical nurse, work and laundry supervisors and an assistant recreation director. MCIW has two correctional sergeants (correctional counselor III) who supervise correctional counselors in their overall job functioning and work with social workers in coordinating cottage living.

The recreation director is in charge of planning, organizing and implementing recreational programs. A recently appointed non-paid volunteer services coordinator, directs volunteers. The two full-time special teachers provide training in the sewing room and in the school room. The school room teacher provides commercial courses in shorthand, typing, bookkeeping and tutorship for G.E.D. examinations. A full time key-punch supervisor directs the data process training and production program.

C. POPULATION TRENDS AND CHARACTERISTICS

Tables 10 through 14 summarize the MCIW population characteristics and trends as of June 30th of each of the last four fiscal years. The distinction is made between adults and youthful offenders. Youthful offenders include women age 18 to 21 at the time of their offense, while women 21 and over at the time of their offense are classified as adults. The June 30th population over the four years has been 55, 58, 60 and 54. Because of the small number of women held at MCIW, the use of percentages for comparative purposes has little value. When percentages are used for comparisons it is advisable to determine the number of women represented by these percentages since the addition of one or two persons into any category may materially raise the percentage of the total.

TABLE 10 - AGE OF MCIW POPULATION

	1967-68		1968-69		1969-70		1970-71	
	YO[1]	Adult	YO[1]	Adult	YO	Adult	YO	Adult
Age:								
Mean	22.5	30.7	22.3	31.4	21	31.5	21.6	32.9
Median	22.6	28	20.8	28.5	20.3	28	21.3	28.5
Mode	21-25	26-30	21-25	26-30	20	26	21	27
Range	19-25	21-50+	19-25	21-50+	19-23	22-75	20-24	22-60

Over the four year period, the average age of youthful offenders has declined from 22.5 years in 1967-68 to 21.6 in 1970-71. The average age of adult women has increased from 30.7 in 1967-68 to 32.9 in 1970-71. As of 1970-71 the average age for the total population was 31.6 years while the median age was 27.9 years.

(1) Youthful offenders - age 18-21 years at time of offense.

TABLE 11- SCHOOL GRADE COMPLETED

	1967-68		1968-69		1969-70		1970-71	
	YO	Adult	YO	Adult	YO	Adult	YO	Adult
School Grade Completed:								
Mean	10.8	10.7	10.8	10.7	11	11.1	10.7	10.6
Median	11.5	10	11.5	11	11.6	11.7	11	11.5
Mode	12	12	12	12	12	12	12	12
Range	9-12	6-15	6-15	6-15	7-12	5-20	9-12	7-15

During the four year period, the median educational level of adult women at MCIW increased from the tenth to the eleventh grade, while the median for youthful offenders remained generally constant at the eleventh grade.

TABLE 12 - MARITAL STATUS

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Marital Status																
Single	10	15	25	45	9	10	19	32	8	10	18	30	7	10	17	31
Married	4	13	17	31	4	10	14	24	2	17	19	32		14	14	26
Divorced		8	8	15	1	9	10	17		13	13	21		9	9	17
Legal Separation						5	5	9								
Non-Legal Separation	1	3	4	7	2	6	8	14		4	4	7		8	8	15
Widowed						1	1	2		4	4	7		5	5	9
Non-Legal Association										1	1	1.5				
Unknown		1	1	2		1	1	2		1	1	1.5		1	1	2
TOTAL			55	100%			58	100%			60	100%		54		100%

During the past four years, at least 30% of the population has been single and 24% married. The percentage of divorced women has been relatively constant ranging from 15-21%. When compared with the three previous years, the 1970-71 population contained more women who were widowed or non-legally separated from their husbands.

TABLE 13-RACE

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Race:																
White	15	30	45	82	13	28	41	71	8	35	43	72	6	34	40	74
Black		5	5	9	2	8	10	17	1	7	8	13		6	6	11
American Indian		4	4	7		6	6	10	1	7	8	13	1	6	7	13
Spanish American		1	1	2	1		1	2								
Other										1	1	1.5		1	1	2
TOTAL			55	100%			58	100%			60	100%			54	100%

The racial composition of MCIW has been generally constant with white women composing from 71-82% of the population. Blacks have composed from 9-17% of the population over the four years, while American Indians have comprised from 7-13% of the population. As of December 1971, there were 43 (80%) whites, seven (13%) blacks and four (7%) Indians at MCIW. According to the 1970 census the distribution by race for the Minnesota female population aged 18 and over is as follows: White 98%, Black 0.8%, and other Non-White 0.4%.

When compared to the Minnesota state female population the MCIW population includes a disproportionately large percentage of Black and Indian women.

TABLE 14-INTELLIGENCE ESTIMATE

Intelligence Estimate:	1967-68 YO	1967-68 Adult	1967-68 Total	1967-68 %	1968-69 YO	1968-69 Adult	1968-69 Total	1968-69 %	1969-70 YO	1969-70 Adult	1969-70 Total	1969-70 %	1970-71 YO	1970-71 Adult	1970-71 Total	1970-71 %
Superior						1	1	2		1	1	1.5				
Bright-Normal	3	9	12	22	2	15	17	29		18	18	30	1	18	19	35
Average	12	20	32	58	11	18	29	50	10	22	32	53	5	20	25	46
Dull-Normal		10	10	18	2	5	7	12		6	6	10	1	6	7	13
Borderline		1	1	2	1	2	3	5		2	2	3		2	2	4
Defective						1	1	2		1	1	1.5		1	1	2
TOTAL			55	100%			58	100%			60	100%			54	100%

The intelligence level of MCIW women is relatively high. Over the previous four years at least 80% of the women had an average IQ or higher, whereas not more than 2% have been defective. There has been a steady increase in the percentage of women estimated to be "bright-normal".

TABLE 15-EMPLOYMENT STATUS ON ADMISSION

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Employment Status On Admission:																
Full-Time	1	4	5	9	3	6	9	16		8	8	13		9	9	17
Part-Time		2	2	4		1	1	2		2	2	3		1	1	2
Irregular		1	1	2	1	1	2	3	2	3	5	9	2	3	5	9
Unemployed	12	20	32	58	8	23	31	54	7	21	28	47	5	20	25	46
School		1	1	2						1	1	1.5		1	1	2
Housewife	2	10	12	21	4	9	13	22	1	14	15	25		13	13	24
Employed & in School						2	2	3		1	1	1.5				
Unknown		2	2	4												
TOTAL			55	100%			58	100%			60	100%			54	100%

Table 15 shows that at least 46 to 58% of the women were unemployed at the time of their admission to the institution. From 9 to 17% of the women were employed full-time and 21 to 25% were housewives. From 1 to 2% were in school, 2 to 4% worked part-time, 2 to 9% worked irregularly and 1 to 3% were employed and in school at the time of their admission. Over the four years there was some decline in the proportion of women who were employed at admission and an increase in those who were irregularly employed.

TABLE 16-OCCUPATIONAL SKILLS

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Occupational Skills:																
Skilled														3	3	6
Semi-Skilled	4	7	11	20		8	8	14	1	10	11	18	1	7	8	15
Unskilled	11	32	43	78	16	34	50	86	9	40	49	82	6	37	43	79
Not Reported		1	1	2												
TOTAL			55	100%			58	100%			60	100%			54	100%

Table 16 shows that over the past four years the vast majority (78-86%) of the MCIW population was classified as unskilled, while from 14-20% were classified as semi-skilled. Only in 1970-71 were any of the women classified as skilled (6%).

TABLE 17-NUMBER OF DEPENDENTS

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
# of Dependents:																
0	11	20	31	56	9	17	26	44	5	20	25	41.5	4	17	21	38
1	3	5	8	14	6	10	16	27	5	13	18	30	3	16	19	35
2		7	7	13	1	7	8	14		6	6	10		7	7	13
3		2	2	4						3	3	5		1	1	2
4						1	1	2		2	2	3		2	2	4
5						2	2	4		2	2	3		1	1	2
6						1	1	2								
7										1	1	1.5				
Other	1	6	7	13		4	4	7		3	3	5		3	3	6
TOTAL			55	100%			58	100%			60	100%			54	100%

During the study period, an average of 56% of the women had one or more dependents while 43% had none. There has been a steady increase in those with dependents. The proportion of women with one dependent increased from 14% in 1967-68 to 35% in 1970-71.

TABLE 18- DRUG AND ALCOHOL PROBLEMS

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Drug & Alcohol Problems:																
Drugs	2	5	7	13		9	9	15	2	10	12	20	3	7	10	18
Alcohol		8	8	15		4	4	7		6	6	10	1	6	7	13
Both	2	2	4	7		4	4	7	1	3	4	7	2	1	3	6
None	9	18	27	49	14	19	33	57	7	26	33	55	1	28	29	54
Unknown	2	7	9	16	2	6	8	14		5	5	8		5	5	9
TOTAL			55	100%			58	100%			60	100%			54	100%

There has been a slight increase in women with drug problems. The 1970-71 records indicate that 18% of the women had drug problems, 13% had alcohol problems, and 6% have had both drug and alcohol problems and 54% had neither.

TABLE 19-PREVIOUS PSYCHIATRIC TREATMENT

Previous Psychiatric Treatment:	1967-68 YO	1967-68 Adult	1967-68 Total	1967-68 %	1968-69 YO	1968-69 Adult	1968-69 Total	1968-69 %	1969-70 YO	1969-70 Adult	1969-70 Total	1969-70 %	1970-71 YO	1970-71 Adult	1970-71 Total	1970-71 %
Hospitaliation	1	9	10	18	2	4	6	10	2	8	10	17	1	11	12	22
Outpatient		1	1	2	1	3	4	7		2	2	3		1	1	2
Both		1	1	2		2	2	3		3	3	5	1	3	4	8
None	13	25	38	69	12	30	42	73	8	32	40	67	4	28	32	59
Unknown	1	4	5	9	1	3	4	7		5	5	8	1	4	5	9
TOTAL			55	100%			58	100%			60	100%			54	100%

There has been an increase in women who have had psychiatric treatment. In 1970-71, 59% of the population had no previous treatment while in 1967-68, 69% had no previous treatment. In 1970-71, 32% received some kind of psychiatric treatment whereas in 1967-68 only 22% had received psychiatric treatment. Over the four years there was an increase (from 2 to 8%) in women who recei ed both hospital and out-patient treatment.

TABLE 20-RESIDENCE

	1967-68				1968-69				1968-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Residence:																
Metropolitan	14	36	50	91	14	36	50	86	9	44	53	88	7	37	44	81
Urban		1	1	2	2	1	3	5	1	1	2	3		5	5	9
Rural (Nonfarm)	1	2	3	5		4	4	7		3	3	5		3	3	6
Farm										1	1	1.5		2	2	4
Transient		1	1	2		1	1	2		1	1	1.5		2	2	4
TOTAL			55	100%			58	100%			60	100%			54	100%

Table 20 indicates that the vast majority of the population resided in a Metropolitan area (50,000 population or more) while from 2-9% resided in an urban area (25,000-50,000 population). The proportion of women from rural areas has been fairly constant ranging from 5-7%, while an even smaller proportion of the women have been transient (1.5-4%). During the four years there was a decline in the proportion of women from Metropolitan areas and an increase from urban areas.

TABLE 21-PREVIOUS FELONY CONVICTIONS

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Previous Felony Convictions:																
0	13	24	37	67	15	25	40	69	8	38	46	76	4	32	36	66
1		6	6	10	1	8	9	15	2	2	4	7	2	5	7	13
2		2	2	4		2	2	3		4	4	7		2	2	4
3	1	1	2	4		1	1	2		1	1	1.5		2	2	4
4														1	1	2
5		1	1	2		1	1	2		1	1	1.5				
Other	1	6	7	13		5	5	9		4	4	7	1	5	6	11
TOTAL			55	100%			58	100%			60	100%			54	100%

During the last four years there has been no substantial change in the number of previous felony convictions for the MCIW women.

TABLE 22-COMMITMENT OFFENSE

	1967-68				1968-69				1969-70				1970-71			
	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%	YO	Adult	Total	%
Commitment Offense:																
Homocide	2	8	10	18	1	12	13	22		13	13	22		13	13	24
Crimes Against A Person	2	1	3	5	1	3	4	7	1	8	9	15	2	8	10	18
Theft	4	9	13	24	3	5	8	14	3	4	7	11.5	1	6	7	13
Forgery & Related Crimes	6	18	24	44	10	17	27	47	3	18	21	35	1	12	13	24
Damage or Trespass to Property		3	3	5	1	2	3	5	1	2	3	5	2	3	5	9
Crimes Against the Family		1	1	2						1	1	1.5				
Sex Offenses						1	1	2	1	3	4	7		3	3	6
Drug & Liquor Law Violations						2	2	3		1	1	1.5	1	1	2	4
Other	1		1	2					1		1	1.5		1	1	2
TOTAL			55	100%			58	100%			60	100%			54	100%

In the past the majority of the women were committed for forgery, but in the last two years, there was a decline in such commitments and an increase in the number of women committed for crimes against the person. In 1967-68, 44% of the women were committed for forgery offenses whereas in 1970-71, only 24% were committed for forgery. In 1967-68, 5% of the women were committed for crimes against the person while in 1970-71, 18% were committed for crimes against the person. During the last two years there was also some increase in sex offenses.

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1 OF 3

Table 23 records the average length of time in months that each resident served according to her sentence and her type of release. The majority (93) of the women released from MCIW in the last three fiscal years, 60% were released on first parole, 10% on second parole for their commitment offense and 3% of their third or fourth parole and 20% were discharged.

Thirty-five percent of the women received the model ten year sentence and served an average of 23.9 months or 19.9% of their sentence. Twenty-nine percent of the releasees received five year sentences and served an overall average of 21.9 months or 36.5% of their sentence. Fourteen percent of the releasees received three year sentences and served an average of 18.1 months or 50.3% of their sentence. Nine percent of the women received sentences of 15 years or more.

TABLE 23 - Average Time Served in Months by Sentence and by Type of Release-MCIW (Fiscal Years 1968-1971)

Sentence in Years	Total Inst. Time Served/ Sentence			NUMBER OF PAROLES THIS SENTENCE								Average Time Served in Months According to Type of Release									
				One		Two		Three		Four		PROBATION				DISCHARGE					
												From Recep. Center		Continued		At Sentence Expiration		Prior To Expiration		By Court Order	
	No.	Mos.	%of Sent. Serv.	No.	Av	No.	Av.	No.	Av.	No.	Av.	No.	Av	No.	Av.	No.	Av.	No.	Av.	No.	Av.
1	5	8.2	68.3	-	-	-	-	-	-	-	-	1	3	-	-	3	9.7	1	9	-	-
2	4	15	62.5	1	12	-	-	-	-	-	-	-	-	-	-	2	17.5	1	13	-	-
3	13	18.1	50.3	10	16.3	-	-	-	-	-	-	-	-	-	-	3	24.3	-	-	-	-
5	27	21.9	36.5	16	19.3	4	27.8	-	-	-	-	-	-	1	31	3	30	2	22.5	1	4
6	2	28	38.9	2	28	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
8	1	71	74.0	-	-	-	-	-	-	1	71	-	-	-	-	-	-	-	-	-	-
10	33	23.9	19.9	21	22.9	3	33.7	2	36	-	-	3	35.3	1	14	-	-	3	35.3	-	-
15	1	85	47.2	-	-	1	85	-	-	-	-	-	-	-	-	-	-	-	-	-	-
20	4	32.7	13.6	3	28.3	1	46	-	-	-	-	-	-	-	-	-	-	-	-	-	-
25	2	46.5	15.5	2	46.5	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
40	1	66	13.7	1	66	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
TOTAL	93			56	-	9	-	2	-	1	-	4	-	2	-	11	-	7	-	1	7

Table 24 is a summary of the population movements over the past four fiscal years. Although MCIW has a capacity for 67 women the average daily population during the last four years has ranged from 56 to 59. In 1970-71, the average daily population reached a low of 56 women.

During 1970-71, admissions for MCIW totaled 49, whereas total admissions for the previous three years ranged from 36 to 44. There were fewer paroles (16) in 1970-71, but more discharges (8) than in previous years. The release rate seems to be fairly constant ranging from 30 to 38 a year.

During the last four years, MCIW served from 94 to 113 women each year. The 1967-68 and 1968-69 parole revocation and return to institution rates remained the same at about 28% for youthful offenders and 11.4% for adult women. In 1969-70, there was a decline in the youthful offender return rate to 25.9%, but an increase in the adult return rate to 18.2%. The 1970-71 violation rates are not yet available.

Table 24 also shows the steady increase in MCIW costs per year per resident.

TABLE 24 - Minnesota Adult Female Population Movement

	1967-1968	1968-1969	1969-1970	1970-1971
Average Daily Population*	59	56	57	56
Capacity	67	67	67	67
Admissions:				
New Court Commitments	20	28	16	33
Parole Returns	9	6	12	8
District Court Probation Violations	-	11	2	8
Other	13	13	6	-
Total	42	58	36	49
Releases:				
Parole	24	30	29	16
Discharges	5	1	--	8
Transfers	1	1	1	-
Prob. From Reception Center	1	2	-	1
Other	4	4	3	5
Total	35	38	33	30
Total Persons Served:				
Population at Beginning of Year	60	55	58	60
New Admissions	42	58	36	49
Total Served During the Year	102	113	94	109
Violation Rates:				
Parole Revocation & Return to Inst.	27.8% (YO) 11.4% (A)	28% (YO) 11.4% (A)	25.9% (YO) 18.2% (A)	--- ---
Staff-Inmate Ratio	----	1.7	1.6	1.5
Cost per Year/Inmates	$ 4,772	$ 5,292	$ 6,333	$ 6,861

* All women under custody of MCIW, includes women on escape status or at other state facilities. The 1970-71 figures includes 6 women on escape status.

D. INSTITUTION COSTS

Table 25 records the annual increase in MCIW costs. The 1969-71 MCIW capital improvement appropriations include $35,000 for renovation of the Higbee security cells. Additional appropriations of $5,050 for flashing and tuckpointing for Sanford, Anthony and Shaw cottages and for demolition of the farm house were also granted.

TABLE 25 MCIW COSTS

	1967-68	1968-69	1969-70	1970-71
Average Daily Population	40	56	57	56
Total Annual Operating Costs	$ 190,865	$ 296,334	$ 360,980	$ 384,228
Average Annual Cost Per Inmate	$ 4,772	$ 5,292	$ 6,333	$ 6,861
Average Daily Cost Per Inmate	$ 13.07	$ 14.49	$ 17.35	$ 18.79
Capital Improvement Appropriations	$ 39,500		$ 85,000	

E. LEGAL REQUIREMENTS AND PROCESSES

The following is a brief list of the Minnesota statutes which directly relate to the operation and functioning of MCIW:

Section 243.90 provides for the establishment of MCIW and the incarceration of female felons who are 18 years of age or older (1915).

Section 243.05 authorizes the Adult Correction Commission to grant and revoke parole and to discharge adult felons. All inmates except those convicted of first degree murder are eligible for parole upon their arrival at the institution (1911).

Section 243.12 authorizes the Adult Corrections Commission (ACC) to make rules governing the granting and revocation of paroles and discharges and to impose conditions (1911).

Section 242.18 requires the Youth Conservation Commission (YCC) to study and evaluate youthful offenders, felons aged 18-21 at time of offense (1947).

Sections 242.19 outlines methods of control available to the Youth Conservation Commission (1947).

Section 243.92 gives the Corrections Commissioner financial control and general supervision of MCIW (1959).

Section 609.135 gives the court authority to order a presentence investigation and then either to stay imposition of sentence and order probation for a fixed time or to impose a sentence but stay the execution of sentence and order probation (1963).

Section 243.91 provides for the use of MCIW for selected misdemeanants (1967).

Section 241.26 provides for work release for felons. An inmate can apply to either the YCC or ACC for work release status when she is eligible for and being considered for parole (1967).

Section 243.14 authorizes the ACC to grant temporary parole to any prisoner for five days (1971). It is the current policy to grant temporary parole for the following reasons:

1. To visit and assist in family emergencies.
2. To obtain necessary medical treatment not available at the institution.
3. To participate in completion of release plans.

4. To participate in selected community, personal or family activities in order to test and solidify relationship which may be critical to the inmate's future adjustment in the community.

Section 241.29 provides for the reciprocal confinement of offenders through the Interstate Compact which was adopted by Minnesota in 1969.

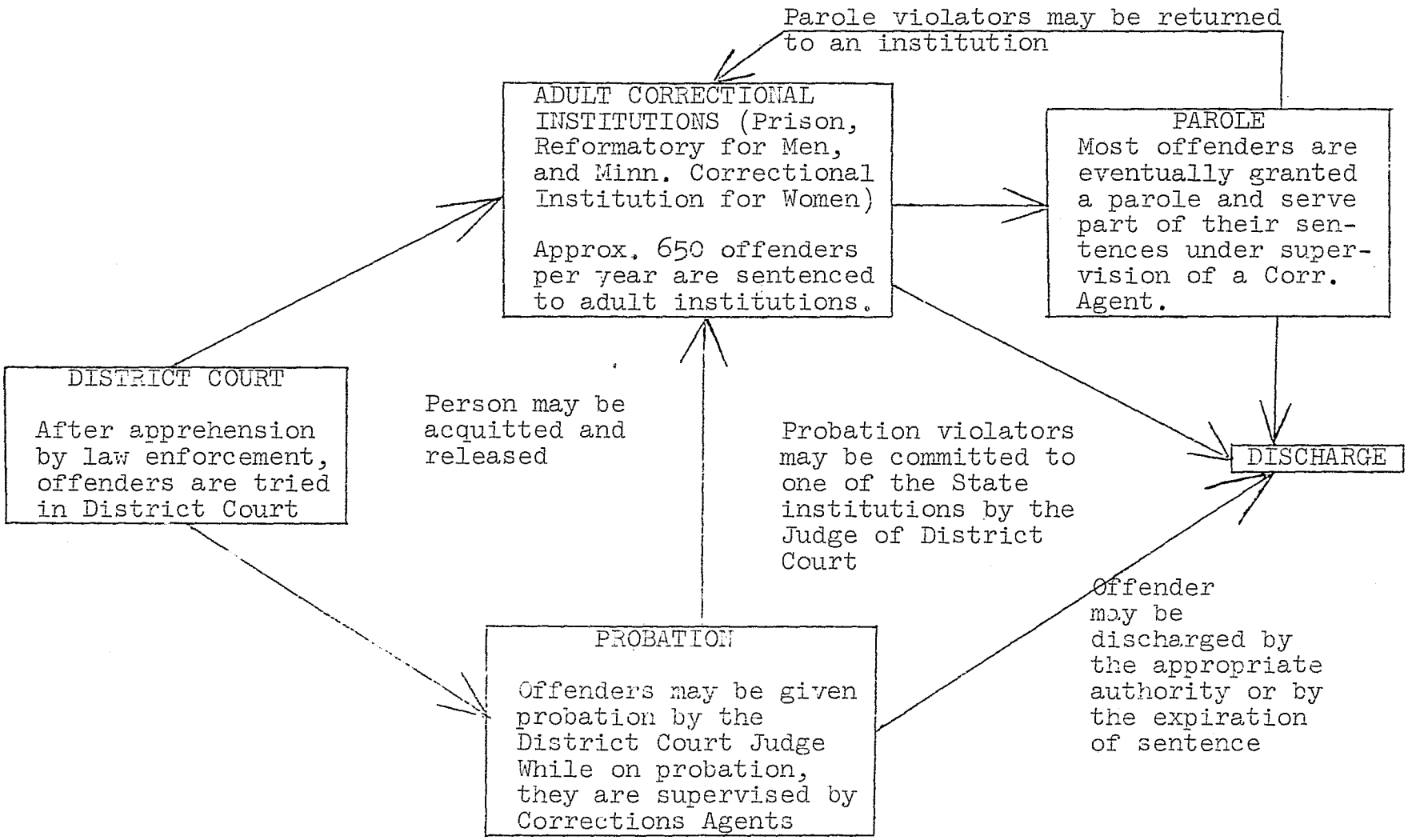
MCIW, the only institution in the state for female felons receives commitments from two sources:

1. MCIW receives adult women aged 21 and older who have been committed by the district courts on felony convictions, thereby receiving a sentence of more than one year. The Adult Corrections Commission grants and revokes parole and discharges adult felons.

2. Female felons aged 18-21 are either placed on probation by the court or committed to the Youth Conservation Commission for diagnosis, evaluation, and disposition. In 1947 a reception center was opened at MCIW for female youthful offenders. From the reception center the women are either placed on probation or committed to MCIW proper.

The following chart is a simplified summary of the movement of an adult or youthful offender through the Minnesota correctional system.

Chart 1 - Movement of Adult or Youthful Offender Through the Correctional System



Minnesota is a member of the Interstate Compact on Detainers, and Parole and Probation. The State is also a member of the Corrections Compact which allows for the housing of offenders in other member states.

The following charts illustrate the organizational structure of the Minnesota Department of Corrections. The Department has been functioning under the structure presented in Chart 2. As of December 1971, the Department adopted the structure presented in Chart 3.

Chart 2 - State of Minnesota Department of Corrections Organization Chart

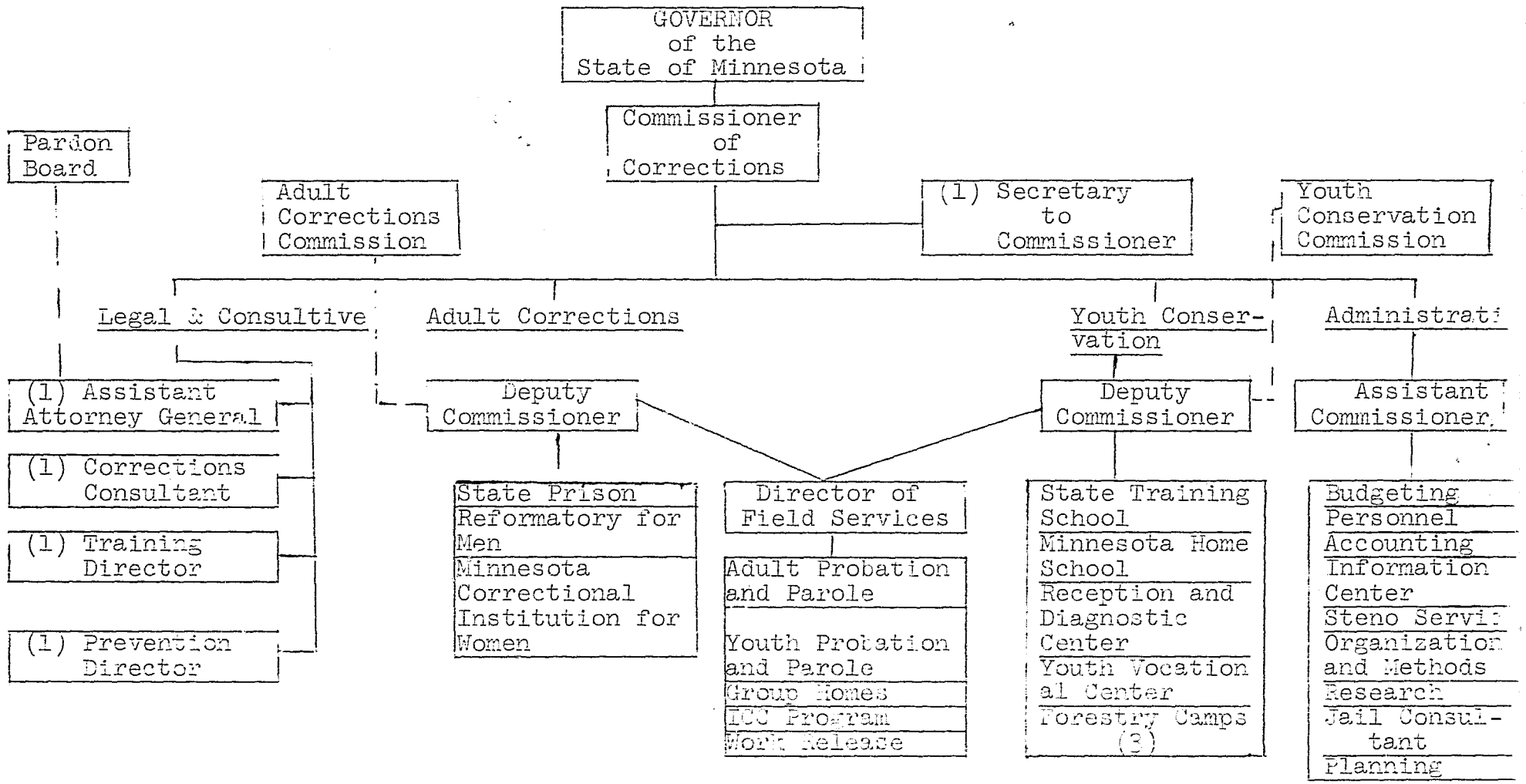
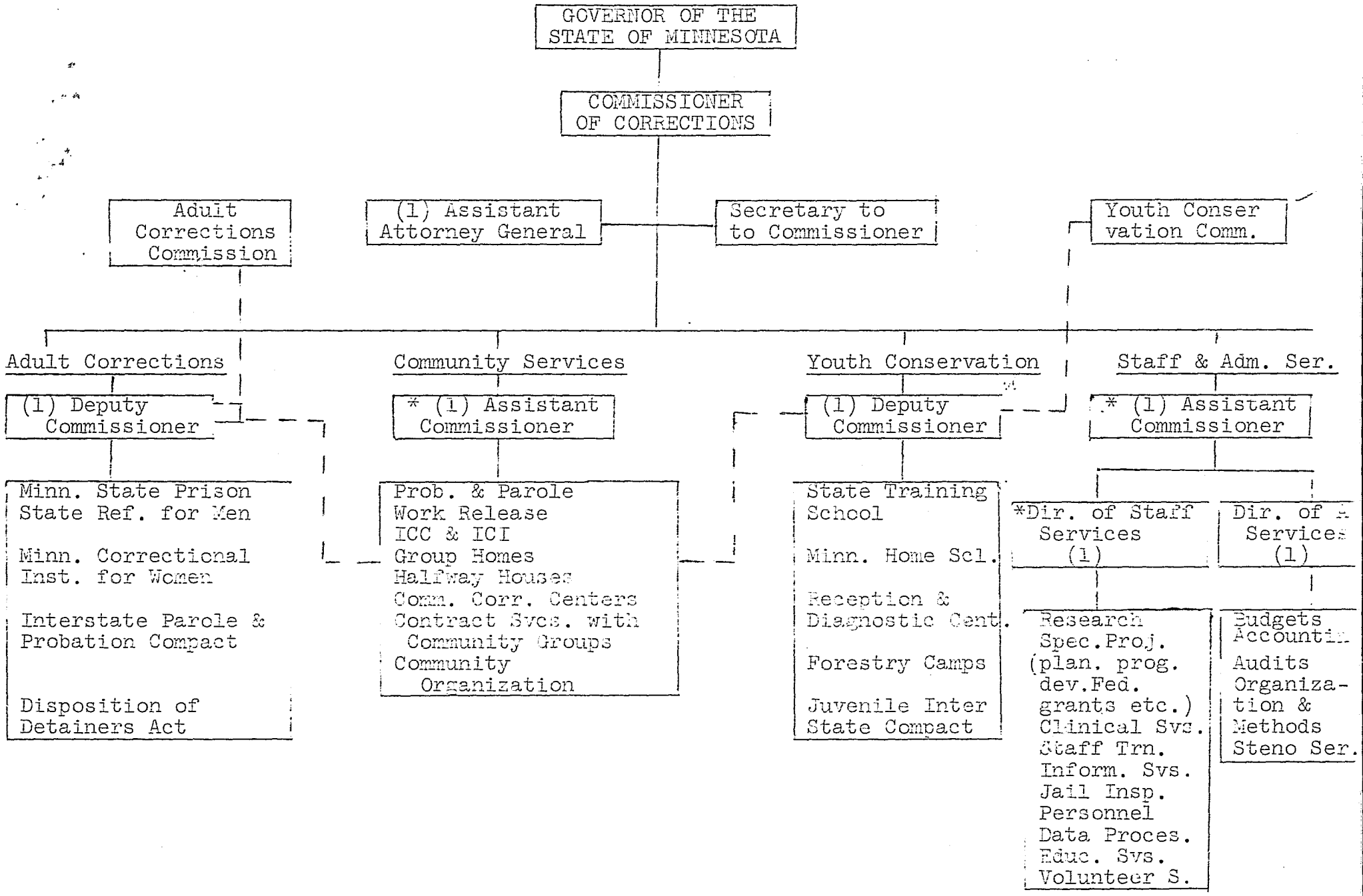


Chart 3 - State of Minnesota - Department of Corrections



IV. IOWA WOMEN'S REFORMATORY

The fourth section of this report presents a description of the institution, programs and program trends, population data, costs and state legal requirements. Staff descriptions and general tables of organization are presented to relate the institution to the overall state correctional system and social services agency.

A. PHILOSOPHY AND PROGRAM DESCRIPTION

The Fundamental purpose of the Women's Reformatory and Adult Female Correctional System is to provide an educational, vocational and treatment program and an environment which will assist the individual to develop greater use of her capabilities and character so that she may be a self-respecting, creative, responsible, constructive member of a democratic society.

This program attempts to provide a woman with an understanding of herself, of society, of the natural universe, and of the world of responsible interpersonal relationships. The correctional learning experience is a diversified program of activities, utilizing a broad range of theoretical knowledge through formal studies and informal opportunities to augment, test and apply the knowledge obtained.

The philosophy of the Adult Female Correctional Program is based upon these premises:

1. Man is a thinking and feeling being. Therefore, the institution seeks to confirm in each woman a concern for truth, the habit of inquiry, a respect for democratic procedures, the practice of mental discipline, and the art of creative, responsible expression.

2. Man is a social being. Therefore, the institution seeks to help a woman to discover the attitudes and conduct which will enable her to exercise the integrity and responsibility which are vital to the needs of the individual and to a free society and provide a basis for mutual trust among people.

3. Man is a spiritual being. Therefore, the institution proposes to each woman the importance in life in religious terms and the necessity of discovering a hierarchy of personal values to which she will commit herself.

Client Movement With the Institution - Decision Making Process

Iowa Women's Reformatory is presently in the process of establishing a correctional treatment system for clients. The following description of Phases I, II, III and IV are illustrated by the enclosed chart. The chart relates the various elements to the overall correctional process.

Phase I

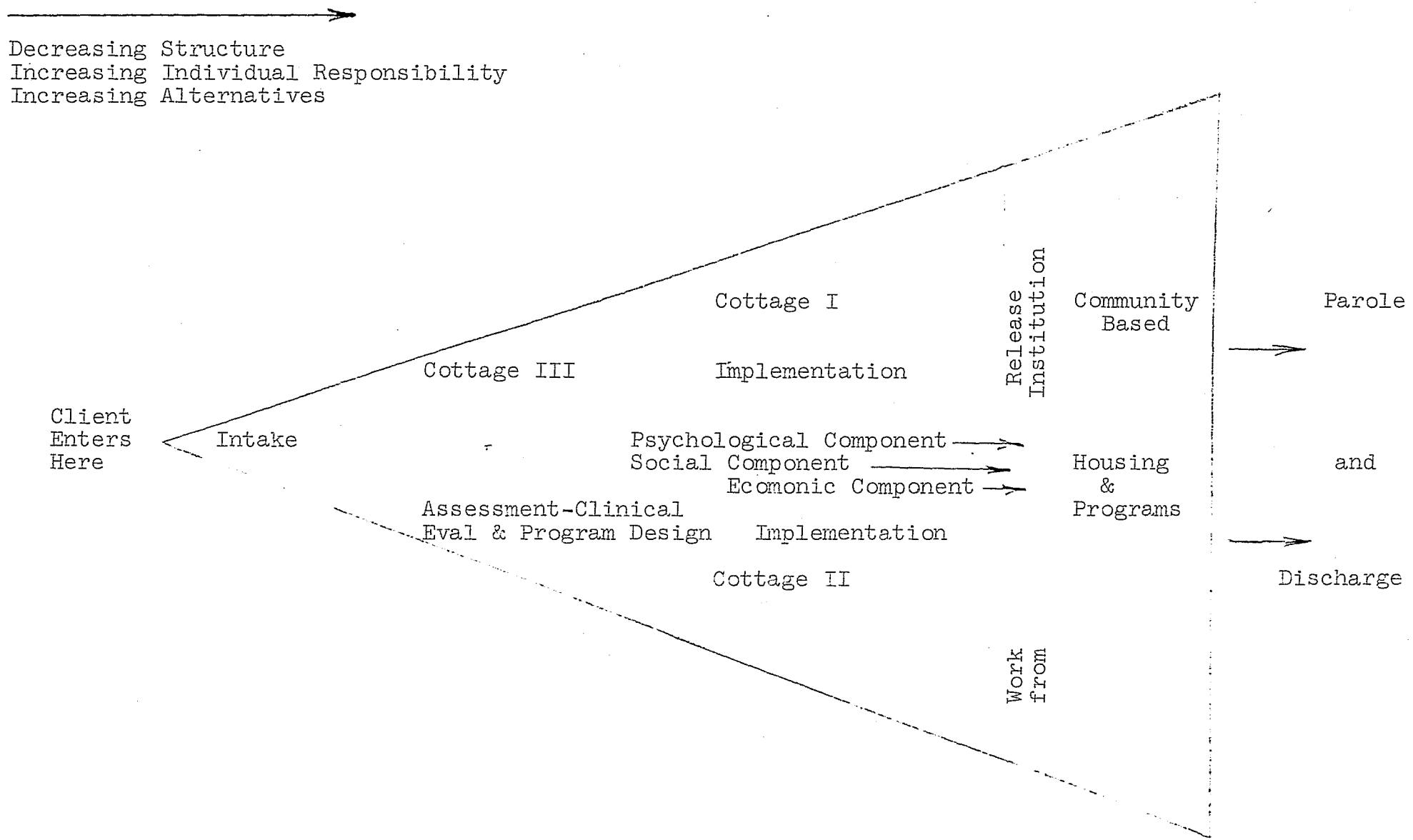
Each client admitted, as a result of the correctional treatment system, develops her own respective program design. The system begins for each client with an initial intake process in Cottage III where the client is kept in a special wing of the building secluded from the rest of the population. She spends four to five days here and is checked physically and also is given an initial orientation to the Reformatory.

Assuming temporary residence in Cottage III for the next six to eight weeks, during which time assessment and evaluation is continued, the client's treatment needs are designated and a program design established. The assessment of the client's treatment needs essentially cover these basic areas:

1. Medical
2. Educational Needs
3. Vocational Training Needs
4. Behavioral Evaluation

A review of these needs helps determine what phase in the correctional treatment system best fits the client's needs at the present time. The Assessment Team, located in Cottage III is comprised of five members:

CHART 4 IOWA WOMEN'S REFORMATORY - SYSTEM DESIGN



1. Assessment Coordinator
2. Consulting Psychologist
3. Representative of Vocational-Educational Department
4. Director of Cottage III
5. Registered Nurse

The described assessment and evaluation experience is the first phase of the treatment system, and the purpose is to establish the client's program design.

1. <u>The Purpose of Cottage III Assessment Team is</u>:

   A. To evaluate clients in their cottage as to their individual treatment needs in designated areas, and to design with the client and record a suggested program (goals and programs to meet the goals) to meet the treatment needs determined in the designated areas.

   B. To determine treatment needs, design program to meet needs, and to carry out the special programs for designated clients who the institution feels need more intensive care and treatment provided in Cottage III.

   C. The first part of this purpose is for new incoming and returning clients, and the second part of the purpose is for clients in the institution who are referred to Cottage III for special programming.

2. <u>The Functions of the Assessment Team are:</u>

   A. Environmental - Cottage placement determination.

      1. Purpose - to determine which cottage and cottage staff in the institution would be best suited to help a client carry out her suggested treatment program.

2. Function - Evaluation of client's behavior characteristics to determine which cottage she appears to fit into behaviorally. Observation of behavior in the cottage (team discussion of observations.

Consultation with psychologist relative to psychological testing and evaluation. Evaluation of social history prepared for admission summary. When necessary, refer to psychiatrist for his evaluation of client's environmental needs and cottage placement.

Teams gathers all above needed information together and reaches a group decision by consensus as to cottage placement which includes the cottage, effective time of placement, and reasons for their decisions. Client is included in this final decision making process.

B. Health

1. Purpose - to determine health needs of the individual, both physical and mental, and help the client set realistic goals to meet needs and design appropriate program to meet goals.
2. Function - See that the client has a complete medical examination by the medical department.

Consultation with the Medical Department to determine what is a feasible program to achieve goals identified from determined needs. Examination of social history, observations of behavior, and consultation with psychologist to determine if there is indication of severe psychiatric problems that should be evaluated

by the psychiatrist. If so, referral to the psychiatrist for evaluation is made.

Team gathers all the information together and comes to a group decision by consensus as to medical treatment goals and suggested program to meet goals. Client is included in this final decision-making.

C. Skills (Vocational-Educational)

1. Purpose - to determine individual client needs in the area of vocational-educational skills in terms of the whole person. Also, to set realistic goals and design programming to meet these goals.
2. Function - evaluation to begin identifying needs in the vocational-educational area.

Initial W.R.A.T testing is done in intake. Also initial IQ testing is done (OTIS). Referral to the Vocational-Education Department for evaluation of treatment needs in the vocational-educational skills area in terms of the client as a whole person. (Testing program.)

Consultation with the vocational-educational department to identify realistic goals and design programming to meet goals identified from the needs.

Team gathers all the above information together and comes to a group decision as to realistic goals both educationally and vocationally. Clients are again included in this final decision-making process.

D. Behavioral (Counseling)

1. Purpose - to evaluate individual client behavioral change needs, identify realistic goals, and design programming to meet the goals.

2. Function - to observe and evaluate behavior exhibited as to whether or not it is appropriate and effective relative to the expectations of the Cottage III team. It is assumed that these expectations are comprised between what the team feels is necessary behavior for adjustment in the cottage and what appears to the team to be necessary behavior for adjustment in free society.

To review social history and present behavior as to indications of behavior patterns that may be relative to the present and future adjustment of the client. To allow a beginning evaluative counseling relationship to be set up for a member of the team to confront the client with observations about her behavior, to help her begin identifying treatment needs in this area and setting goals, and to discuss her behavior patterns with her. To consult with other members of the staff who have contact with the client about the clients behavior.

Team gathers all above information and comes to a group decision as to realistic behavioral goals and the design of programming to achieve goals and the clients are included in this final decision making process.

E. Community Based Programming

1. Purpose - to evaluate from assessment information the need for institutional treatment and goals that will

need to be achieved in community based programs. To set some long range or in some cases, short range community based treatment goals and design a suggested program to achieve these goals.

2. Function - to estimate when institutional based programming can be completed and when a client will probably need to begin moving toward community based programming. To determine from treatment needs, community based treatment goals and suggested programming to achieve these goals.

Team gathers above information and comes to a group decision by consensus as to what are community based goals and programming to achieve goals. Clients are included in this decision making process.

Phase II

Assignment of the client either Cottage I or II follows the initial assessment programming. During this second phase the client would be living at the institution or in the surrounding community. Social, psychological, educational-vocational services are provided at this point as determined by the process of Phase I.

Even though program design was established during Phase I, ongoing evaluations and reviews may alter programming to meet individual needs. Most services during Phase II are institutional, however, the institution provides varied experiences in the community which supplant on-campus programs.

Phase III

The third phase of the treatment system would be for the client living away from the institution, but in a work release or education release situation. The client would be living in one of the two halfway houses, located in Des Moines or Pella, Iowa. The goal for this client is to achieve those treatment goals defined in the earlier phase of assessment and evaluation.

Phase IV

Final steps are taken by the client in the fourth phase to return to society, this being the acquiring of parole status. There still exists community programming and this is supervised by the parole agent. Community programming is simply an extension of program design developed at the institution.

Summary of Decision-Making Process

It should be understood that the system is flexible in the sense that depending on where it is determined in the assessment and evaluation phase that the client can benefit most, this is where she is placed. Although each client must experience the first phase of assessment, a client need not go through Phase II, but may be placed in Phase III to proceed through the system in an attempt to meet her treatment needs. Also, a client could regress in the system to an earlier phase if her present phase was not efficiently meeting her needs.

The treatment system of the institution is under the supervision of the treatment team coordinator, who does not make all decisions concerning clients, but who coordinates client programming and movement through the system by establishing an effective institutional

communication system. This allows the assessment team, individual cottage teams, vocational-educational team and clients to work in unison to provide a basic understanding and implementation of each client's program design.

This client movement system has as its objective the gradual flow of clients from a structured environment to a less structured environment, thus increasing the responsibility of the client and consequently her freedom as an individual. To assist clients and staff in achieving goals as determined by needs identified in Phase I, a new system of management is to be initiated at the institution, centered around the concept of Management by Objectives (MBO). This new system will bring about more accountability of effort and results on the part of both staff and clients.

The MBO concept works as an appraisal system identifying competent as well as deficient members of the system. Both administrators and clients are able to detect their adequate outputs along with those areas where further development is needed.

Perhaps the most important element to the MBO system is the fact that all members must understand the concept and their individual roles. The system promotes teamwork, both individual and department objectives are significant since both must be directed toward the objective of the entire institution. When objectives are set jointly each invididual member of the system feels responsible for his commitment, thus resulting in a more willingness to work and meet personal as well as department objectives.[1]

As has been illustrated, a member of the system can control her own goals while having in mind both department and overall institu-

tion objectives. The management insures results by the transformation of objectives into personal goals of the individual.

Client participation within the MBO system of management begins with the assessment coordinator arranging for the client to be seen by each department. The Educational-Vocational, Medical-Dental, and Behavioral-Environmental departments having seen the client sends their recommendations within three weeks to the assessment coordinator.

The assessment coordinator reviews all department recommendations and formalizes a total program design and accountability with the client. Following this, the program design is distributed to the respective departments and the initial stage of the program begins for the client.

Both client and departments have in contract form their objectives, the time within which they mean to accomplish these goals, as well as the plans they have designated to follow in order to achieve these objectives.

At the end of the year or with the achievement of each set of objectives there is a rating of performance given to each individual and each department. Level I rating expresses a well above standard or an out-standing performance. Level II rating signifies satisfactory performance while a rating of III shows performance to be unsatisfactory and definite improvement is needed. Thus both clients, departments and individual department members can more easily realize to what degree they have fulfilled their previous commitments.

Programs and Services

Treatment and rehabilitation programs are provided through the varied services and program offerings described below.

Clinical - Three psychologists and one psychiatric social worker visits each week. One psychologist is a member of the Assessment Team and works together with the Vocational Rehabilitation Department evaluating institution cases. In addition, all psychological consultants provide therapy services to individuals and make recommendations on cases referred to them. Psychiatric services are available one-half day per week.

Medical - The medical department examines new admissions and provides medical care as needed. A physician visits once a week and two registered nurses are employed. Both doctor and nurses are on call if the need should arise. Clients also have avilable to them two hospitals in Fort Dodge, the State University Hospital in Iowa City, Community Hospital in Lake City, and Mental Health Institute in Cherokee.

Dental and Optical - The clients have available to them dental care and an optometrist in the local area. Appointments can be made when the need arises. Also University Hospitals are used for dental surgery.

Religious - There is not a full-time chaplaincy services, nor are regular religious services offered at the institution. The clients have the option of attending any church of their choice with transportation provided to Rockwell City.

Black clients may attend church in Fort Dodge, if they desire. Should a client request religious counseling, a priest or minister will be contacted for her.

Legal Services - Legal consultation is available to the clients in Rockwell City along with legal aide in larger surrounding counties.

Maximum Security - When a client escapes or attempts to escape she is immediately and automatically classified as maximum security. The following occurs:

a. Work assignment must be under constant staff supervision and will most likely be assigned a detail within the cottage.
b. No recreation or ground privileges.
c. When not in place of assignment as on her work detail or at meals, client is to be in her room with the door closed (in her room at 7:00 P.M.).
d. Whenever it is necessary to leave the cottage, the client is to be escorted.
e. Any other guidelines are established and written up by the Cottage Director.
f. This procedure is reviewed and revised as deemed necessary for each client.
g. Client must be escorted by staff.

Also effective on any escape or attempt: (Subject to recommendation by the treatment director and cottage director and approved by the superintendent.

a. Removal from the honor roll.
b. Client may be assessed for all or part of the

charges for telephone calls or travel expenses of the client which were incurred by this escape.

c. Visits may be supervised and subject to special permission.

d. Clients who escape may be taken into District Court and a sentence of up to five years can be requested.

Education and Vocational - of prime concern to the education department is that client potential be nurtured. In an effort to meet the needs of students, change and expansion have occurred and will continue to occur with the passage of time and experience.

Presently on campus there are two sewing classes being offered, one beginning sewing, the other intermediate sewing. Also classes in ceramics, leather tooling, wood refinishing, typing and secretarial training. These courses enable the clients to work creatively with a project, adding to their sense of accomplishment while improving their self concept. Basic education courses exist for those whose grade level is sixth grade or less and for those ranking higher than sixth grade, there is G.E.D. preparation for high school equivalency status.

Presently the Educational Department is in the initial stages of planning an educational core curriculum for clients. The core curriculm is planned in six week periods and has several courses which are mandatory for the clients. In addition there are electives which are chosen by the client if she is interested in the course material.

The first six weeks are spent in self-assessment and in preparation for high school equivalency tests (GED) or Adult Basic Education Courses. Emphasis is upon understanding of self during this period.

During the following six week period the client is enrolled in courses such as Interpersonal Communication, Basic Sewing, and A Lovelier You, with emphasis during this time upon self in relation to others.

Family Living and Political Science are required the final six weeks, with emphasis placed on the client's relation to others, as well as her responsibility to others for her actions.

Although the courses mentioned above are mandatory for all clients, flexibility is provided for those clients who have good reason for not participating in the course core curriculum.

The electives are as follows: Basic Typing, Creative Expression, Office Procedures, Black Culture, Advanced Typing, Consumer Buying, Driver Education, Job Application, Job Interview, Information Gathering and Ceramics. These electives may be taken at anytime during the client's stay.

The courses instead of being offered every six weeks, regardless of sufficient client participation, will be offered for six weeks when class enrollment consists of at least six clients.

At present, the American College Test (ACT) is given on

campus with the administration of the G.E.D. test being possible in the near future.

A library exists, although regular hours during which clients have access to the facility have not been set. The library is in need of additional cataloging and clarifying and general additions to the overall library collection need to be done and are in the planning stages. A staff library is also provided and is available to clients as well.

Iowa Central Community College, located in Fort Dodge, and the Women's Reformatory work in cooperation in providing educational programs for the clients. This program entitled Education Program in Corrections (EPC) is in its initial stages at present. In connection with the EPC program there will be no new facilities built, however a "supplemental" learning environment will be developed in the form of a resource center at the institution, and will be combined with the already existing library. Programming involves Rockwell City High School, I.C.C.C. and other resources, as needs arise.

Reformatory and college officials have the responsibility for planning, organizing and coordinating the project. Acting supervisor of the Education Department is the Director of Education, with the project coordinator assuming the responsibility of coordinating the EPC program. Effort is made to involve the clients in the planning process.

Those clients with educational release status have access

to the Independent Learning Center at I.C.C.C. and can obtain their high school diploma. Other clients are taking advantage of vocational programs ranging from one semester to two years in welding, business, nurses aide, broadcasting, electronics and secretarial training, in addition to those regular courses offered in the arts and sciences at the college. Also there are two beauty schools in Fort Dodge which some clients attend.

Recreation - Each weekend $25.00 is allotted for recreation for the girls. Those members of the staff working on the weekend (each staff member works one weekend every six weeks) plan and supervises the activities. Various activities planned include: roller skating, movies, bowling, bus rides, picnics, hiking, swimming, field trips, horseback riding, volley ball, basketball and billiards. The clients have organized softball and bowling teams that compete with other teams in the surrounding area. Occasionally there are dances planned with another male correctional institution in the state. Each cottage also plans activities such as dinners, to raise activity money.

Staff and clients participate in activities which inform citizens in the local area about the Reformatory. Tours are provided for local clubs and area schools take part in informal panels or rap sessions with both clients and staff of the reformatory. An open house is also held for surrounding communities each year.

Work Release - The intent of this program is to provide an opportunity for clients to be released from confinement to be gainfully employed in the community or attend educational programs. The amount of time spent at this institution is not a determining factor of consideration for work release. The program is designed to prepare clients for release. Approval for work release is necessary at four levels: (1) cottage residents in the individual cottage, (2) the cottage team, (3) the assessment team, and (4) the state work release committee.

Placement is determined by the client and by recommendation of the Work Release Coordinator to the assistant superintendent for approval. The work release coordinator is responsible for supervision of all persons on work release except those placed in the J. Thompson Apartments in Des Moines and the Liberty Halfway House in Pella, Iowa, both of which are under supervision of the assistant superintendent. Work release may be revoked at anytime the situation merits by the assistant superintendent, subject to approval by the superintendent.

Clients within 90 days of discharge may be considered approved for work release placement. Discretion in implementation of this policy lies solely with the institution. Effort is made to place as many people as possible in a work release situation prior to release. Those on work release are placed in the institution, at a halfway house, YWCA, or with an agency connected with the institution in some capacity.

Work releasees in vocational training are for the most part financed by the Vocational-Educational Department and the Vocational-Rehabilitation counselor works with the work release coordinator in training received by the client and in job placement.

In connection with work release, the Reformatory utilizes the services of the Division of Vocational Rehabilitation Educational and Evaluation Services in Des Moines, the Iowa State Employment Service, Goodwill Industries in Sioux City, Manpower Development Training Program and Concentrated Employment Program in Des Moines. Community resources and employers also provide information directly to the Reformatory or to work releasees regarding employers who have heard about and are interested in hiring work releasees. Employment for clients is also secured through contact with business groups and publicity received via television, radio and newspapers, along with speeches made by institutional personnel.

Clients on work release, who are employed, surrender their earnings to the institution which deducts from the earnings an allowance which is then returned to the releasee. If the client is living at the institution, room and board are deducted from the releasees earnings. The allowance ranges from $20.00 to $25.00 per week. The balance of the earnings are held by the institution for the releasee and extra money is allotted to her if the need arises. Upon parole or discharge all withheld money is given to the releasee. If on parole, the parole agent helps the

client with budgeting of this money if necessary, although the full amount is given to the client to manage it as she sees fit.

Furlough Law - Any inmate of a correctional institution in the state of Iowa may be released from confinement for a maximum period of ten days, for the following purposes:

1. To attend funerals and sick-bed visits to members of the immediate family.
2. To seek employment and/or housing relative to parole, work release, or expiration of sentence.
3. To attend a training program unavailable at the institution.

Pass - (Under the Work Release Law) a client may be released to a "responsible person" for the purpose of recreation, work-related outings or approved social activity.

A side benefit of these experiences is that they have drastically reduced institutional rule violations which usually resulted from situations of frustration and despair on the part of the client who previously was unable to deal with family situations herself, thus being dependent on the staff to do it for her.

Parole - The Iowa Board of Parole consists of three part-time members and a full-time executive secretary. The Board usually visits the institution three times a year. After having been supplied with a social history and a psychological evaluation of each new client, the Board

holds an initial interview with the individual.

It has been a general policy that a client with a sentence of less than two years does not see the Board but is merely discharged at expiration date. Recent changes in Board policy, however, has decreased the time spent at the institution prior to parole consideration. Progress reports are submitted to the Board on those being recommended for parole consideration by the institution. The Board also requests reports on individuals who may not necessarily be recommended by the institution.

In session in Des Moines, the Board reviews reports and compiles a list of those who will be called for an interview at the institution. In most cases, all individuals called will be paroled. Parole violation hearings are also conducted at the institution if any violators have been returned since the previous session.

B. DESCRIPTION OF INSTITUTION AND STAFF

The Iowa Women's Reformatory, located at Rockwell City, Iowa covers an area of 220.5 acres, thirty-three of which are used for buildings and grounds. Three cottages, designated as Cottage I, II and III having approximately twenty-five rooms each, serve as living quarters, with the central dining area located in Cottage II. Cottage III, intake area, also serves as an assessment and evaluation center. The Administration and Education Buildings, Chapel or auditorium and power plant complete the physical structure of the Reformatory.

The buildings of Spanish architecture are approximately fifty-three years old and are centered around a central campus with ample area for outdoor activities. No walls or guards exist. Security measures are taken during the night with the doors of each clients room being locked and entrance accessible only to the matron. Three security cells are available but have not been used for an extensive period. There is not at present a need for construction of additional buildings, however, major remodeling will be required for long-term maintenance of the facility. Maximum capacity is approximately 90 clients, however, for more comfortable and efficient use of facilities, 75 clients is a recommended population.

Commitments are generally all females over 18 years of age, and married females under 18 years of age who are convicted in the district court for offenses punishable by imprisonment in excess of 30 days. Services are also provided to the U.S. Bureau of Prisons on a contracted basis.

TABLE 26 WOMEN'S REFORMATORY STAFF (1)

WORKING TITLE	NUMBER	SEX	EDUCATION	SALARY RANGE
Superintendent	1	F	M.A.	
Asst. Superintendent	1	M	B.A.	
Treatment Team Coordinator	1	M	M.S.W.	
Assessment Team "	1	F	B.A.	
Cottage Director	3	F	H.S.	
Dorm Supervisor	10	F	H.S.	
Work Release Coordinator	1	F	H.S.	
Nurse	2	F	R.N.	
Director of Education	1	M	M.S.	
Storeroom Supervisor	1	F	H.S.	
Clerical	6	F	H.S.	
Dietician	1	F	H.S.	
Business Manager	1	F		
Clerk	2	F	H.S.	
Superintendent of Buildings & Grounds	1	M		
Maintenance	5	M		
Security Guards	2	M		
Special Needs Coord. (2)	1	M	Ed.D	
Vocational Rehab. Counselor (2)	1	M	M.A.	

(1) As of December, 1971

(2) Employed by other agencies but located at the institution.

The preceding table lists all full-time staff at the institution. The Reformatory also employs the following part-time personnel:

1 - Psychiatric Social Worker

1 - Psychiatrist

3 - Clinical Psychologists

1 - Medical Doctor

5 - Teachers (employed by another agency)

There were forty-two full-time and eleven part-time employees at the Women's Reformatory at the time of the survey. Two full-time and five part-time positions in the above totals were actually employed by other agencies which were providing service to the institution. The dormitory supervisors and cottage directors staff the three living units or cottages. Food service is centralized with preparation supervised by the dietician. Laundry service is provided by the institution utilizing client labor. Housekeeping in all buildings is carried out by the clients.

C. POPULATION TRENDS AND CHARACTERISTICS

The tables in this sub-section summarize the characteristics and trends of the Iowa Women's Reformatory population. The Reformatory serves as the only institution for adult female offenders. sentenced for more than thirty days. Persons less than 18 years of age but married may also be committed to the Reformatory. The June 30th population over the past four years beginning with 1967 has been 60, 58, 67, and 75.

TABLE 27-AGE OF CLIENTS COMMITTED AND IN RESIDENCE (1)

Age in Years	1967		1968		1969		1970		1971	
	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.
20 and less	18	3	12	11	23	22	13	26	11	6
21 thru 30	15	26	12	22	9	24	24	26	24	46
31 thru 45	11	21	8	18	7	18	14	20	6	18
46 and over	1	10	5	7	2	3	3	3	2	5
Total	45	60	37	58	41	67	54	75	43	75
Average Med.	23	31	25	28	20	25	25	23	23	25

During 1969 and 1970 there was an unusually high number of persons committed who were less than twenty years of age. This may in part be attributed to the increase in drug use at that time but the table on offenses does not indicate that a significant change in distribution of offenses occurred.

(1) "Committed" are those received during the year while "In Residence" are those carried from previous year. Therefore, resident column reflects some of those shown as commitments for previous periods.

TABLE 28- EDUCATION-GRADE COMPLETED OF INMATES COMMITTED AND IN RESIDENCE

GRADES	1967		1968		1969		1970		1971	
	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.
Seven or less	4	7	6	6	1	5	3	6	5	7
Eight	7	9	4	10	8	11	9	13	5	10
Nine - Eleven	22	31	14	29	18	37	28	36	20	37
Twelve	12	13	12	12	14	14	12	18	13	20
Some College	--	--	1	1	--	--	2	2	--	1
Total	45	60	37	58	41	67	54	75	43	75

The education background does not appear to have changed significantly over the past four years. The numbers of clients are so low that any trends are difficult to verify as relating to education.

TABLE 29- MARITAL STATUS OF CLIENTS COMMITTED

	1967	1968	1969	1970	1971
Single	14	13	17	12	13
Married	14	11	10	18	16
Separated	8	3	8	9	6
Divorced	8	6	6	10	6
Widowed	1	4	-	5	2
Total	45	37	41	54	43

During the past four years the distribution according to marital status has not changed to any great extent with approximately one-third being in each of the categories of single, married and divorced or separated.

TABLE 30 PREVIOUS PRISON SENTENCES BY INMATES COMMITTED AND IN RESIDENCE

	1967		1968		1969		1970		1971	
	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.
None	35	41	28	42	34	48	41	55	38	60
One	9	13	5	11	4	12	5	12	2	6
Two	1	3	2	3	2	4	7	5	1	5
Three	--	2	1	1	--	1	1	1	2	3
Four or more	--	1	1	1	1	2	--	2	--	1
Total	45	60	37	58	41	67	54	75	43	75

In 1968 and 1970 approximately 24 percent of commitments were persons with one or more previous prison sentences. In 1971, the lowest point was reached with only 11 percent having a previous prison sentence.

TABLE 31 INMATES COMMITTED AND IN RESIDENCE WHO HAD JUVENILE COMMITMENTS

	1967		1968		1969		1970		1971	
	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.
No	33	44	31	40	35	50	42	59	39	63
Yes	12	16	6	18	6	17	12	16	4	12
Total	45	60	37	58	41	67	54	75	43	75

It appears that no significant pattern can be drawn for this table. During 1967 and 1970 a higher percentage of commitments were persons with previous juvenile commitments. The totals are low and no trend is evident.

TABLE 32 MAJOR OFFENSE OF CLIENTS COMMITTED AND IN RESIDENCE

	1967		1968		1969		1970		1971	
	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.
Juvenile Delinquent	2	2	4	2	--	--	1	1	--	1
Misdeameanor	1	--	2	--	1	--	--	--	4	--
Murder										
1st Degree	--	--	--	--	--	--	1	1	--	1
2nd Degree	1	6	--	4	--	3	1	2	--	--
Manslaughter	1	4	2	5	--	4	2	3	2	4
Aggrav. Assault	1	1	2	2	2	4	3	4	--	1
Burglary	1	2	1	2	4	5	2	3	1	4
Robbery	1	1	4	5	1	5	2	5	1	4
Larceny	5	5	3	3	7	8	5	8	2	6
L.M.V.	--	1	--	1	--	1	--	1	1	1
Forgery	27	30	16	27	18	23	21	31	22	37
Moral Crimes	4	4	5	2	--	2	7	5	3	4
O.M.V.I.	--	--	--	--	--	--	2	--	1	--
Misc.	3	4	2	5	8	12	8	11	6	12
TOTAL	47	60	41	58	41	67	55	75	43	75

TABLE 33 LENGTH OF SENTENCE RECEIVED FOR CLIENTS COMMITTED AND IN RESIDENCE

	1967		1968		1969		1970		1971	
	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.	Comm.	Res.
Less than One	12	2	9	1	4	2	5	4	8	2
One	9	5	2	1	5	4	11	6	14	10
Two	--	--	1	1	--	--	2	2	--	1
Three	1	1	1	2	1	3	2	1	--	2
Four & Five	4	10	6	10	13	18	10	17	3	14
Six or Seven	9	16	9	15	2	5	5	8	5	12
Eight or Nine	2	5	2	6	--	4	2	3	2	4
Ten	8	14	6	15	14	26	12	25	11	24
Fifteen	--	--	--	--	--	--	2	2	--	2
Twenty	--	1	--	--	--	--	--	--	--	--
Twenty-Five	--	1	1	2	1	3	2	4	--	2
Thirty	--	1	--	1	1	1	--	1	--	--
Forty	--	1	--	1	--	1	--	1	--	--
Fifty or more	--	1	--	1	--	--	1	1	--	--
Life	--	--	--	--	--	--	--	--	--	1
Indeterminate	--	2	--	5	--	--	--	--	--	1
TOTAL	45	60	37	58	41	67	54	75	43	75

TABLE 34 COMMITTING COUNTY OF CLIENTS COMMITTED

	1967	1968	1969	1970	1971	TOTAL
Appanoose	--	--	1	--	--	1
Benton	--	1	1	--	1	3
Black Hawk	3	4	1	8	6	22
Boone	--	--	1	--	--	1
Bremer	1	--	--	--	--	1
Buena Vista	1	--	--	--	2	3
Cedar	--	1	--	--	--	1
Cerro Gordo	--	--	3	3	--	6
Clay	1	1	--	--	1	3
Clinton	1	1	1	--	--	3
Dallas	2	--	--	--	--	2
Davis	--	--	1	1	--	2
Des Moines	--	3	--	--	1	4
Dickinson	--	--	1	1	--	2
Dubuque	--	1	--	--	--	1
Emmet	--	--	--	1	--	1
Franklin	--	--	1	1	--	2
Greene	1	--	--	--	--	1
Grundy	--	--	1	--	--	1
Hamilton	1	--	--	--	--	1
Hardin	2	--	--	1	--	3
Humboldt	--	--	--	--	1	1
Iowa	--	--	1	--	--	1
Jackson	1	--	--	1	1	3
Jasper	--	--	--	1	--	1
Jefferson	1	--	--	--	--	1

Cont. on page 2

Table 34 (continued)

	1967	1968	1969	1970	1971	Total
Johnson	2	1	--	--	2	5
Jones	1	--	--	--	--	1
Keokuk	--	--	1	--	--	1
Lee	--	1	2	1	3	7
Linn	4	3	1	4	1	13
Madison	--	--	--	1	1	2
Marshall	--	--	2	--	--	2
Monona	--	--	1	--	--	1
Muscatine	1	1	--	1	1	4
O'Brien	2	--	--	--	--	2
Page	1	--	--	--	--	1
Palo Alto	1	--	1	--	--	2
Polk	6	12	12	18	13	61
Pottawattamie	1	--	--	--	--	1
Poweshiek	--	--	1	--	--	1
Scott	1	1	1	1	3	7
Sioux	--	1	--	--	--	1
Story	2	--	2	3	--	7
Tama	--	--	--	--	1	1
Taylor	--	--	--	--	1	1
Wapello	3	--	1	1	--	5
Warren	1	--	--	--	1	2
Washington	--	1	1	2	--	4
Webster	1	2	--	--	--	3
Woodbury	3	2	1	4	3	13
Wright	--	--	1	--	--	1
TOTAL	45	37	41	54	43	220

During the years 1970-71, 125 adult females were received at the Women's Reformatory, with major committing counties of clients being Polk (Des Moines), Black Hawk (Waterloo), and Woodbury (Sioux City).

TABLE 3 AVERAGE TIME SERVED IN MONTHS SENTENCE AND BY TYPE OF RELEASE DOWN MENTIONED REFORMATORY
(1967-68, 1968-69, 1969-70, 1970-71 fiscal years)

Sentence in Years	Total Average Time Served		Average Amount of Time Served in Months According to Type Release					
			Paroles				Expiration of Sentence	
			One		Two			
	N	X	N	X	N	X	N	X
Three	5	17mos. 24dys	1	13mos.28dy.	0	0	4	19 mos. 12 dys. (two escapes included)
Five	24	22mos. 11dys	21	21mos.21dy. 4 escapes included	0	0	3	36 mos. 21 dys. (one escape included)
Seven	31	20mos. 29dys	27	16mos.16dy. 2 escapes included	4	50mos.18dys. 2 escapes included	0	0
Ten	21	22mos. 23dys	20	21mos.20dy. 4 escapes included	1	44mos.12dys. 1 escape included	0	0
Twenty-Five	4	34mos. 14dys	4	34mos.14dy. 2 escapes included	0	0	0	0
Thirty	2	37mos. 3dys	2	37mos. 3dy.				

N - Number of cases
X - Mean

Note should be taken of the small number of cases for each listed sentence. This is due to the fact that the majority of the population are sentenced for two years or less. Also escapes are included and should be taken into consideration when viewing average time served for a particular sentence.

Table 3[illegible] Ic[illegible] Adu[illegible] Female [illegible]ula[illegible]n M[illegible]men

	1967-1968	1968-1969	1969-1970	1970-1971
Average Daily Population	52	57	68	73
Capacity	86	86	86	86
Admissions:				
Court Convictions	38	39	54	43
Parole Violators	4	5	2	7
Transfers-In	--	--	1	--
Return from Escape	14	6	3	14
Safekeepers	1	6	4	4
Juvenile Delinquents	3	--	1	--
Federal Commitments	--	--	--	6
Temporary Detention	--	--	--	2
TOTAL	60	56	65	76
Releases:				
Expiration	19	13	17	20
Parole	35	18	19	26
Work Release	19	23	30	63
Safekeepers	--	1	5	--
Juvenile Delinquents	1	--	3	--
Pardon or Commuted	--	--	1	1
Transfer-Out	3	--	--	--
TOTAL	77	55	75	110
Total Persons Served:				
Population at Beginning of Year	60	58	67	75
New Admissions	60	56	65	76
Total Served During the Year	120	114	132	151
Staff-Inmate Ratio	1.1	1.3	2.1	
Cost Per Year/Inmates	$7,252	$6,377	$5,967	$5,996

For this four year period there are 220 new admissions for the Reformatory. 67% of the new admissions are for Court Convictions. Placements on work release were 135, 73% of these were job placements while 27% were for Educational or Vocational Training Programs. Staff to client has increased in a three year period.

CONTINUED

2 OF 3

D. INSTITUTION COSTS

The following table summarizes the total institution costs since the Department of Social Services was established.

TABLE 37 IOWA WOMEN'S REFORMATORY COSTS

	1967	1968	1969	1970	1971
Average Daily Population	72	56	51	63	71
Average Number of Employees	45	47	45	41	42
Total Annual Operating Costs					
Average Annual Cost Per Inmate	$ 5,351	$ 7,552	$ 6,377	$ 5,967	$ 5,996
Average Daily Cost Per Inmate	$ 14.66	$ 20.69	$ 17.47	$ 16.35	$ 16.43
Capital Improvement Appropriation	$ 33,908	$ 1,091	$ 36,187	$ 24,870	

E. STATE LEGAL REQUIREMENTS

The statutes included below are a few of the general sections from the Code of Iowa which relate to the administration of the Women's Reformatory under the Department of Social Services, Bureau of Adult Correction Services. The two charts following, illustrate the relationship of the Bureau of Adult Correction Services to the Department and the table of organization of the Bureau.

Iowa is a member of the Interstate Compact on Detainers and the Compact for Parole and Probation. The Interstate Corrections Compact has been submitted to the Legislature but no action has been taken.

For the purpose of this chapter, director or state director shall mean the director of the division of corrections of the Department of Social Services.

245.1 - The women's reformatory shall be maintained for the purpose of preparing the inmates to lead orderly and virtuous lives and to become self-supporting and useful members of society, and to this end to instruct them in the common school and other branches of learning, in morality, physical culture, domestic science, mechanical arts, and such other branches of industry as may be practicable.

218.1 - The commissioner of the state department of social services shall have the general and full authority given under statute to control, manage, direct and operate the following institutions under his jurisdiction, and may at his discretion execute the powers and authorities given him by statute to any one of his division directors or to any of the officers or employees of the divisions of the department of social services.

1. Soldiers Home
2. Glenwood State Hospital-School
3. Woodward State Hospital-School
4. Mental Health Institute, Cherokee, Iowa
5. Mental Health Institute, Clarinda, Iowa
6. Mental Health Institute, Independence, Iowa
7. Mental Health Institute, Mount Pleasant, Iowa
8. Training School for Boys
9. Training School for Girls

10. Juvenile Home
11. The Iowa Annie Wittenmyer Home
12. Women's Reformatory
13. Men's Reformatory
14. State Penitentiary
15. Iowa Security Medical Facility
16. Correctional Release Center
17. Camps
18. Other facilities not attached to the campus of the main institution as program developments require.

218.2 - Nothing contained in section 218.1 shall limit the general supervisory or examining powers vested in the governor by the laws or constitution of the state, or legally vested by him in any committee appointed by him.

The division director to whom primary responsibility of a particular institution has been assigned shall make such reports to the commissioner of the department of social services as are requested by him and the commissioner shall report, in writing to the governor any abuses found to exist in any of the said institutions.

218.3 - The primary authority and responsibility to control, manage, direct and operate the institutions set forth in section 218.1 is hereby assigned to the directors of the various divisions of the state department of social services.

The director of the division of corrections of the department of social services shall have primary authority and responsibility relative to the following institutions: Women's Reformatory, Men's Reformatory and State Penitentiary. (1)

687.2 - A felony is a public offense which may be punished with death, or which is, or in the discretion of the court may be, punished by imprisonment in the penitentiary or men's reformatory. (When committed by a male)

687.3 - Prostitution and resorting to houses of ill fame for the purpose of prostitution shall be deemed felonies, and also all other public offenses committed by females if the offense under Section 687.2 constitutes a felony when committed by a male.

687.4 - Every other public offense is a misdemeanor.

687.6 - When the performance of any act is prohibited by any statute, and no penalty for the violation of such statute is imposed, the doing of such act is a misdemeanor.

(1) The Iowa Security Medical Facility, the Release Center and camps are also included in the director's area of responsibility.

245.4 - All females over eighteen years of age, and married females under eighteen years of age, who are convicted in the district court of offenses punishable by imprisonment in excess of thirty days, shall, if imprisonment be imposed, be committed to the women's reformatory.

247A.2 - The department of social services shall establish a work release program under which inmates sentenced to an institution under the jurisdiction of the department may be granted the privilege of leaving actual confinement during necessary and reasonable hours for the purpose of working at gainful employment in this state. Under appropriate conditions the program may also include release for the purpose of seeking employment and attendance at an educational institution. In the case of female inmates the program may include housekeeping in her domicile.

247A.3 - A committee shall be designated by the department consisting of one representative of the parole board, one representative of the division of rehabilitation services, and one representative of the institution in which the inmate is confined at the time of application.

247A.4 - An inmate eligible to participate in the work release program may make application to the superintendent or executive officer of the institution in which confined for permission to participate in the program. The application shall include a statement that the inmate agrees to abide all terms and conditions of the particular plan adopted for him by the committee if the application is approved, shall state the name and address of the proposed employer, if any, and shall contain such other information as the committee may require. The superintendent or executive officer may, at his discretion, recommend such application to the committee. The committee may approve, disapprove, or defer action on the recommendation. If the recommendation is approved, the committee shall adopt a work release plan for the applicant which shall contain such terms and conditions as may be necessary and proper. The plan shall be signed by the inmate prior to participation in the program. Approval may be revoked for any reason by the superintendent or executive officer or by the committee at any time after being granted.

247A.5 - The department shall designate and adopt facilities in the institutions and camps under its jurisdiction for the housing of inmates granted work release privileges. In areas where facilities are not within reasonable proximity of the place of employment of an inmate so released, the department may contract with the proper authorities of political subdivisions of the state or suitable public or private agencies for the quartering of the inmate in local confinement facilities. The committee shall include as a specific term or condition in the work release

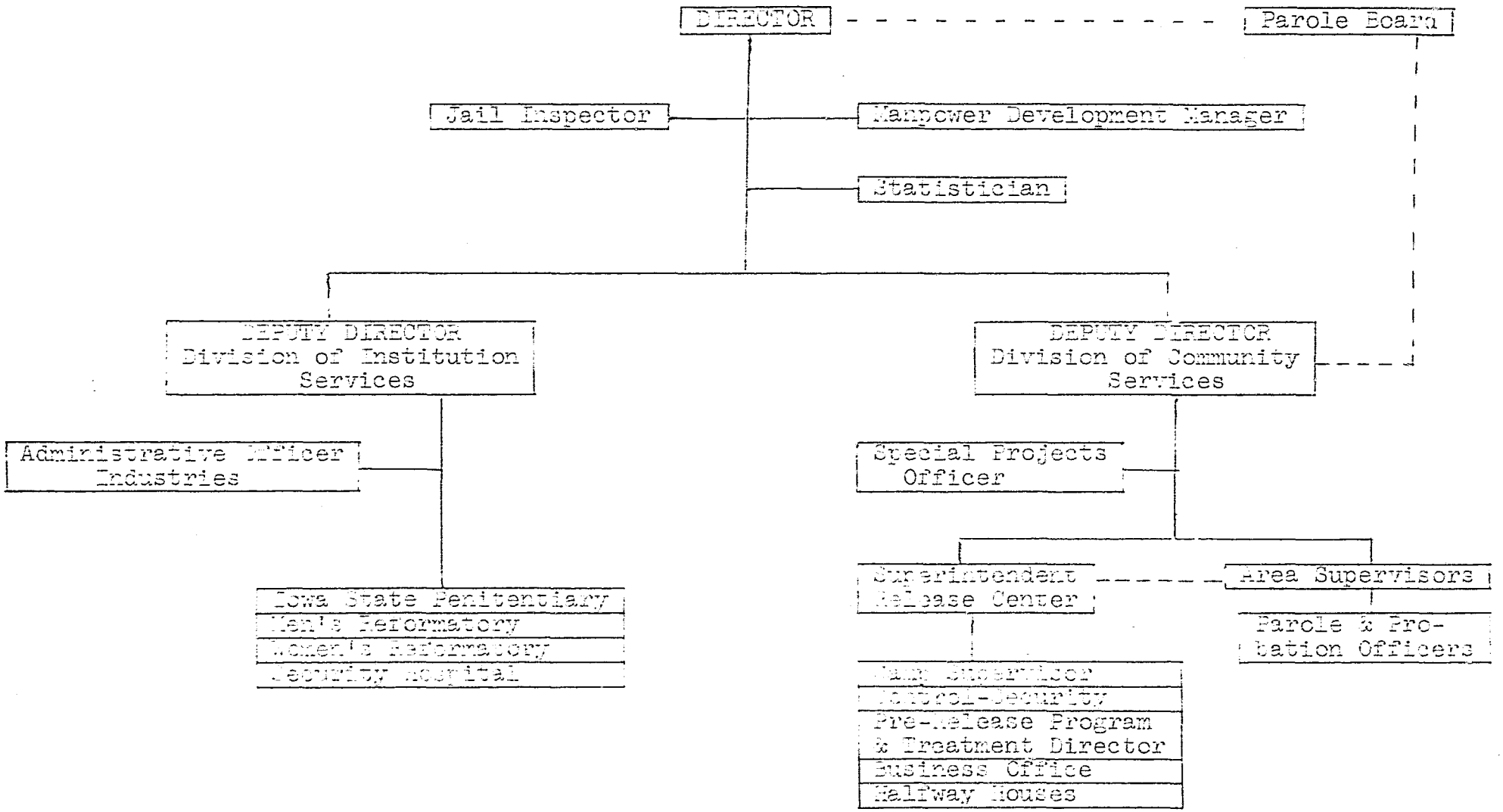
plan of any inmate the place where the inmate is to be confined when not on the work assignment.

217.14 - The commissioner of the department of social services may establish for any inmate sentenced pursuant to section 789.13 a furlough program under which inmates sentenced to and confined in an institution under the jurisdiction of the department of social services may be temporarily released when an immediate member of the inmate's family is seriously ill or has died, or an inmate is to be interviewed by a prospective employer, or an inmate is authorized to participate in a training program not available within the institution. The commissioner of the department of social services shall promulgate rules and regulations to carry out the provisions of the paragraph.

The following charts illustrate the relationship of units within the Iowa Bureau of Adult Correction Services. The Bureau is a sub-unit of the Department of Social Services which is an "umbrella" social service agency.

CHART 5

DEPARTMENT OF SOCIAL SERVICES
BUREAU OF ADULT CORRECTION SERVICES



CHA . 6

DEPARTMENT OF SOCIAL SERVICES
BUREAU OF ADULT CORRECTIONS SERVICES

DIRECTOR

General Administrative Services

1. Program Development
2. Staff Development
3. Research Coordination
4. Statistics
5. Jail Inspection
6. Federal Program Coordination

Community Services

1. Mobilization of Community Resources
2. Pre-Sentence Reporting
3. Pre-Institutional Diversion
4. Probation
5. Volunteer Programs
6. Pre-release Orientation
7. Furloughs
8. Work Release
9. Half-way House Administration
10. Parole
11. Assist local governments & Agencies with Correction Program Development

Institutional Services

1. Intake
2. Diagnosis
3. Pre-vocational Evaluation
4. Counseling Services
5. Adult Basic Education
6. Education Upgrading
7. Vocational Training
8. Prison Industries
9. Custody
10. Farms
11. Furloughs

V. ALTERNATIVES

Four general alternatives are presented in the following text with a brief description of programs and costs. Since development of detailed program plans and budgets would have been extremely time consuming and pre-mature at this point, descriptions and costs are given in general terms and are only estimates based primarily upon current costs and programs.

Other alternatives could have been developed which would have been slight variations or combinations of those listed. A goal of the project was to examine alternatives for the two states to consider and not deal with various alternatives within each state. If the interstate concept is concluded not to be feasible, then each state must review options available within their respective state.

Following the discussion of alternatives, a model for women's institutions and programming is presented which was prepared after review of existing programs, philosophies and goals in Iowa and Minnesota. It also incorporated ideas and concepts from information issued by the Canadian Corrections Association and is considered applicable irregardless of geographic or jurisdictional boundaries; i.e. interstate vs. intrastate.

NEW INTERSTATE FACILITY

1. General Description:

   A facility could be developed which would serve as a total institution for Iowa, Minnesota and the U. S. Bureau of Prisons. Since administration by two different states would be nearly impossible, it is envisioned that one state would be finally

responsible for the staff and programs with the other state and federal agency contracting for services. Capital investment would either be included in contracted per diem costs or appropriated by the user agency. Arrangements would also be required to maintain a capital improvement program.

The role of the facility could vary dependent upon development of non-institution options such as work release centers, and half-way houses used prior to incarceration. It would be expected that the institution would provide a full spectrum of services beginning with reception and diagnostic services through pre-parole, pre-work release, or pre-discharge planning.

Size of the institution would be dependent on role and program offerings but an estimated 150 beds would be required for Iowa, Minnesota and Federal clients. A significant reduction in the role of the institution would reduce the size to the point of being faced with problems similar to those being addressed in this report.

Staffing would include full-time professionals such as social workers, psychologists and counselors. Educational and training programs could be contracted but provided in-house. The purpose of the facility would be to prepare an individual to move into community correctional programs and centers as soon as possible.

2. Costs:

Since the existing facilities in either state are not adequate to serve the numbers planned, new construction may be necessary. Exploration of possible use of other state facilities may reduce need to construct. If construction is required, initial

cost may run from $1.5 to $2.25 million dollars based upon $10-$15,000 per bed.

Programs and staffing would probably cost no less than $5,000 per year per client for a total operating cost of $750,000. Cost of community programs would be the responsibility of each state and would be in addition to the institution costs. Transportation costs are difficult to estimate since they should include staff time and expenses and may vary dependent on location and means of transportation. Based on a minimum of 80 admissions and 80 releases to community programs per year for the user state and an average cost of $200 per trip, cost would total $32,000 per year.

3. Advantages:

Full-time professional staff.

More versatile institution program offerings.

May result in lower per person costs but net savings questionable.

Avoid rebuilding two old institutions.

Provide mid-west location for U.S. Bureau of Prisons.

Hopefully located near metropolitan area.

4. Disadvantages:

With expanding community programs, institution will be overbuilt when it opens.

Isolated from family and community.

Transportation problem and cost.

High initial investment.

Legislative concurrence and policy changes needed.

Policy and philosophies may not remain similar.

Funding problems.

Question of location would be difficult to settle.

CONTRACT WITH OTHER STATE - EXISTING FACILITY

1. General Description:

A decision to close either of the institutions at Shakopee, Minnesota or Rockwell City, Iowa would be reached with the closing state contracting with the other for services and housing. No building would be necessary if size was maintained below current limitations.

It would be expected that at least the closing state would be required to expand community programs immediately to reduce the number maintained in the institution setting. The number of Federal clients could be limited to Iowa and Minnesota cases.

The general role and program offerings would be similar to existing programs described in Sections III and IV. The role served for the closing state may be restricted to serving those requiring extensive treatment services in a custodial setting or include reception and diagnostic services.

Staffing would be similar to current staffing complement except additional funds may permit more full-time professionals. Decision on role would effect what additions are necessary.

2. Costs:

Costs are extremely difficult to project since the number is uncertain. Total costs for the institution contract, community program and transportation may be somewhat less than current costs but are dependent on the role of the contractor state and services purchased.

3. Advantages:

Close down one institution.

Reduce per person cost at institution.

No building anticipated.

Allow closing state to concentrate on community programs.

4. Disadvantages:

Separation from community and family for closing state.

Limited space for Federal cases.

Tend to foster institution for contractor state.

Transportation problem.

Philosophy difference may produce conflict.

Legislation needed.

MAINTAIN EXISTING INSTITUTIONS

1. General Description:

Information regarding role, program, staff and population is contained in Sections III and IV. Even though the individual states would maintain their existing institution and programs, plans would continue to develop community programs which could lead to the closing of the facility.

Budget flexibility would be required to shift from institutional to community-based programs. Total population served in the institutions has gone up with the average population remaining relatively stable or slightly decreasing. Expanded community alternatives would reduce average population but could increase the number served due to closer involvement with the courts and probationers.

2. Costs:

See Sections III and IV for detailed breakdown. Costs appear to increase and decrease drastically when population is small and unstable. A shift to community programs should reduce

total cost but institution expenditures will continue to increase.

The Iowa institution may need replacement within five to seven years. Depending upon remaining population and construction costs, replacement could be as high as $750,000 for fifty beds at $15,000 per bed.

3. Advantages:

Smaller treatment units with proven programs.
No legislation required.
No relocation of staff or programs.
Gradual phase out if necessary.

4. Disadvantages:

Building in Iowa may need replacement.
High cost with fluctuating population.
Problem getting professional staff at current location.
Isolated from families of clients.
Removed from population center and employment center.
Community resources limited.
(Location problems are less for Minnesota than Iowa.)

COMMUNITY RESIDENTIAL TREATMENT CENTERS

1. General Description:

All three participating agencies are considering development of residential treatment centers which can provide programs for offenders within the community. These centers should not be mini-replicas of large institutions but provide individualized security necessary and flexible treatment programming by utilizing existing community resources.

Under this alternative, each state would continue to operate their respective institutions while developing a comprehensive community corrections program and residential treatment centers where feasible. Concentrations of adult female offenders will not be great enough in most areas to warrant separate centers, but integration of programs and services may prove to be more effective than strict segration of male and female offenders.

The center could serve many functions with minimal security problems. By purchasing services locally, intake evaluation, ongoing counseling, job placement, education programs and vocational training are only a few of the many programs and services which could be offered. It could function as a work release center as well as a temporary residence for probationers and parolees.

2. Costs:

It is estimated that a center for 25 clients could be developed with an initial investment of no more than $25,000 and an ongoing cost of approximately $90,000 per year. Variances in lease or rent costs, availability of furnishings and equipment within the agencies, and ability to collect income from residents on work release could increase or decrease these figures. The extent of local services at no cost to the agency would also effect operation costs markedly.

A reduction in institution population of the proportion should allow for a shift of financial resources to the center. Unfortunately fixed costs at the institution will boost the cost per client considerably. Federal funds could be considered to assist with costs during the transition phase until costs could be stabilized or other alternatives could be developed.

3. Advantages:

Minimize capital expenditures.

Avoid rebuilding institutions.

Flexibility of programming.

Close tie to community resources.

Minimal legislation required.

4. Disadvantages:

High cost of remaining institutions.

Extremely small populations if segregated.

Fragmented program for small numbers served.

MODEL FOR WOMEN'S INSTITUTIONS AND PROGRAMMING

The following includes a general discussion and suggestions for new programs and ideas in women's institutions and programs. These suggestions are meant only to serve as a guide and source of ideas for states other than Iowa and Minnesota, which may be considering program changes or new institutions for women.

The Canadian Corrections Association issued a policy statement in 1969, proposing a correctional plan for females. The plan calls for a progression and regression of inmates from one center to another. The pilot project consisted of:

A. Diagnostic and Research Center
B. Hospital and Psychiatric Center
C. Therapeutic Center
D. Custodial Center
E. Hostels

After a review of this proposal and some of its advantages and disadvantages, we will offer some suggestions for programming which might be of help to correctional departments in other states in planning for their female clients.

Imperative in the development, maintenance and success of a separate diagnostic center, which is to be the core of the system, is the close cooperation with the other centers in the system. In order to be effective, the decisions and recommendations of the diagnostic and research center must be successfully communicated to and carried out by the other institutions. The other centers must provide the necessary programs and follow through on the diagnostic recommendations. Before building a new hospital and psychiatric center it must be made clear just what the new institution has to offer over and beyond what the state's existing institutions

already offer. Some states with a declining mental hospital population can convert already existing institutions into new centers with new and perhaps experimental programs and treatment philosophies.

The therapeutic center, which would receive the majority of the clients from the diagnostic and research center, would concentrate on the development of socially acceptable behavior. The goal of the therapeutic center is to prepare the woman as quickly as possible for her move to a community hostel. The therapeutic center is to have an open setting, similar to those found in the Minnesota and Iowa cottages, emphasizing the development of socially acceptable behavior which result in adequate functioning on the outside.

The therapeutic center should be located near or in a city or population center in order to be close to as many resources as possible. Here the individual should learn to make her own decisions and to take responsibility for the decisions she makes, whether they are good or bad decisions. An atmosphere conducive to learning to accept responsibility for her behavior and decisions and their consequences should be provided. It is at this point that the individual needs and can use group support to gain self insight and self control. Group responsibility and achievement are essential but also individual responsibility and achievement are important and cannot be ignored. The therapeutic center may have to start with an initially controlled environment and progress toward increased responsibility for the individual. Those women who cannot or will not change their behavior or take reponsibility for their behavior would be maintained in the controlled setting.

The necessity and positive effects of placing all women into some kind of total institution, removed from the community for punishment, rehabilitation and for the protection of society, is questionable. It seems that some of these women could be resocialized and rehabilitated in the more natural setting of a halfway house or community center.

According to the Canadian plan, those women "who are content with criminal life" are to be placed into a custodial center where emphasis is on work, education and vocational training. The goal here is to facilitate the move of the individual into the therapeutic center. Just which women would be classified and assigned to this center is left unclear. Probably those women who are dangerous to themselves and others, those who are escape risks and those who have not benefitted from treatment in the therapeutic center would be placed here.

Only a small percentage of the female institutional population would be assigned to the hospital or custodial center. There is a great deal of overlap in the staff, program and treatment needs of these two separate groups and maintenance of two distinct institutions represents a replication of staff and effort.

The Canadian plan calls for the opening of community hostels, each accommodating 15 women, as they are required. The hostel residents would attend school, vocational training or work. It seems that a population of fifteen is a good size for a hostel or community center, as more clients would create the necessity for a custodial and regimented system. In order to facilitate the transition from institution to community, full use of the available community services, resources and volunteers is imperative. Community services

including mental health centers, programs for drug and alcohol addiction, vocational training in the community itself, family counseling, involving the complete family and not just the individual client, and more active use of children's services should be more fully utilized.

There are advantages and disadvantages in the Canadian proposal. The plan creates an unnecessarily large and cumbersome structure which may be difficult to coordinate. Before initiating such a system, the needs of the client population must be thoroughly assessed and evaluated. Most of the states have a small female criminal population and the creation and building of an elaborate correctional system for women involving several institutions does not seem feasible on a state basis. The establishment of such a system on a regional basis has some merit, only when used for some special cases but has the disadvantage of removing the client from her family and community and further isolating her. A regional system may also replicate services which already exist in the individual states.

The following suggestions may be helpful when developing a new philosophy and new programs. When planning for new treatment programs, an operational statement of the goals and the exact methods to be used to achieve these goals must be explicitly outlined. An explicit statement of behavioral changes desired and the means to accomplish these changes is necessary. The changes desired may involve behavior which is legal and acceptable on the outside, but not necessarily a replication of the professional staff member's ideal of a middle class value and behavior system. The client needs a value system which works for her outside of the institution and which keeps her from returning to the institution.

It is necessary to operationalize the philosophy and goals for the

individual in an explicit manner. It is necessary for each resident to tie tangible and realistic methods to projected goals. Each client needs a specified goal and must work out for herself with the staff, a specified method and procedure for achieving the desired behavior and changes. Sometimes it may be necessary to set very short range goals which may contribute to a long range goals. Short term and visible successes are essential for the completion of long range and lasting goals and changes. If the goals are self-discipline, self-respect, and self-support, the institution, staff and the woman herself must determine exactly how and when she reaches these goals.

The rules system of an institution must be made explicit and should simulate the rule system of the real world. The goals and methods for achieving the goals must be made explicit. Goals should not be made and imposed in such a way as to suppress emotions. Institutions have been accused of teaching the inmate to "play the game", but the whole purpose is to help the inmate to play the game convincingly for as George Herbert Mead says "we become what we play at". The rules, goals and expectations of the staff must be realistic. This means that the staff and institutional rules system and expectations should not demand a middle class value structure from each resident before she can leave the institution.

Before a new institutional program or philosophy can be initiated, a thorough study and knowledge of the population and populations trends is necessary. The percentage of the population which needs psychiatric care, custodial care, and the percent which can survive in a community corrections center must be determined. In order to plan programs, it is necessary to identify the strong points as well as the liabilities of the residents. The social strains responsible for the disorganized social roles, and the apathy and prejudice of

the public which allows problem behavior to continue must also be taken into account in any kind of treatment program.

Group responsibility and achievements are an essential part of the rehabilitation process, but the development of individual responsibility is also essential as this experience is more similar to what the woman will encounter when she leaves the institution. Many problems can be solved and handled within the group, but the group can also be destructive and manipulative. Extensive use of group meetings allows more time for individual sessions with the social worker or staff member. Recently, the stress has been on group accomplishment and responsibility which provides unity and support, but the individual creative experiences and personal achievements are also necessary for increasing self-confidence and self-respect. The improved self concept and feeling of accomplishment derived from individual achievement contributes to one's ability to try and to keep trying. The motivation necessary for successful behavior changes is achieved through positive experiences through a combination of group activities and individual activities which represent accomplishment and achievement. The development of personal achievement and self-respect may be partially accomplished through the positive effect of an improved personal appearance and presentation of self.

Classification and assignment to different groups, cottages and programs may be problematic and may even create more problems, as placing the stronger, the more dominant, the leaders and the independent in one program or building, may prevent a potential in-house helping and counseling system and creates cliques. The placement of the weak among the weak does not mean that they will become stronger or that someone will not take advantage of them. Over protection of the weak and dependent does not help them, for they need an atmosphere

within which they can learn to make decisions and to take responsibility for the consequences of their behavior.

In order to be effective and have some kind of permanent influence, institutional life should represent real life as closely as possible. The institutional living situation should simulate living conditions in the real world and in this way may contribute to individual future functioning. In order to simulate real life, inmates should be hired and paid for the services and work they perform while in the institution. On the other hand they can be fired and should pay for the services and privileges they receive just as they would on the outside. The philosophy of behavior modification might be useful here. Precautions must be taken to keep the system from becoming petty and punitive. It has been suggested that inmate-staff teams could perform the work and duties of the institution and thereby help to integrate the client back into the world of work on a less artificial basis. It has also been suggested that institutions be made more self-sufficient and less of a burden on the taxpayer.

Innovative treatment programs, realistically designed to the needs of the resident rather than for the convenience of the institution are essential. The value of housekeeping training, i.e. institutional maintenance, is questionable. Housework does not provide a stable income to support an adequate standard of living if a woman has children and is the only breadwinner. Family and community contacts should be a major element in the rehabilitation process for these aid in the transition back to the community and can help to prepare the woman for survival outside of the institution. Furloughs, temporary and short term paroles and conjugal visits seem desirable in aiding transition and maintaining family ties. Most officials, whether their

orientation is punitive or rehabilitative, say that maintaining family ties is important in helping the offender, yet most prisons permit only a certain number of visits per month. In most American institutions a mother may not see her children if they are under 16 or cannot keep her baby with her. If the atmosphere of the prison is so destructive that children should not be exposed to it, then how can it be a positive influence on the mother to help her lead a better life? In Sweden, Denmark, Yugoslavia and Mexico, women are permitted to keep their children under two years of age with them if they are to be in prison for any appreciable length of time. This eliminates the necessity of having a local governmental agency provide and pay for care.

The movement towards community residency, halfway houses, and community corrections centers requires a great deal of groundwork and preparation within the community itself. The acceptance and willingness of the immediate community is essential for success and must be thoroughly planned.

VI. CONCLUSIONS AND RECOMMENDATIONS

The direction and philosophy of both state agencies and the U. S. Bureau of Prisons are already supportive of community-based corrections programs with a major emphasis being placed upon non-institutional alternatives in the community of residence whenever practical. It is, therefore, the conclusion of the state administrators, that the concept of a Minnesota-Iowa interstate facility is not feasible at this time or in the immediate future. This is not to say that neither state shall look to the other in seeking assistance with special problem cases, transfer under an interstate compact, or contract for special services. Both states should maintain a close relationship to allow the sharing of information regarding treatment programs, community program development, problem areas, statistics and research.

As pointed out in the previous paragraph, a major consideration in rejecting the interstate facility concept, was the fact that the development of a new or existing facility to serve Minnesota, Iowa and Federal prisoners runs counter to the stated philosophy and direction of all three agencies. On one hand we support the concept of maintaining closer family and community ties and on the other hand, we would be endorsing moving a portion or all of the institution population a greater distance from the community.

For the Federal agency, an interstate facility would result in providing an institutional program closer to the "mid-west community". Continuation and expansion of Federal contracts with state agencies would provide the desired result for both state agencies and the U.S. Bureau of Prisons.

There were some major legal and practical differences and obstacles

which also contributed to the conclusion. It was felt that both state legislatures would be required to act on the concept of an interstate facility. Irregardless of whether or not a new facility would be constructed, an appropriation would be required to implement the concept. Any ratification of the concept could take a long period of time since mutual agreement would be required in addition to other statute changes governing procedures, policies and fees.

The differences in the positions of the individual correctional departments within their respective state structure may present administrative problems. Work release and parole policies and practices differ which could lead to differential treatment of clients held in the same institution based solely on residence, not need. These areas are not unresolvable but would lead to conflict unless resolved at the onset.

A decision regarding the practice of holding misdemeanants and felons or only felons could not be reached without legislative action. It is debatable whether or not felons and misdemeanants should be placed in the same facility and since Iowa does allow the practice and Minnesota does not, it is obvious that a philosophical difference would require resolution.

Court practices, sentencing practices, offender categories and legal options differ from state to state and would create inequities and dis-satisfaction among residents of an interstate facility. Many of these differences exist within a state as well so the resulting problem is not seen as being monumental.

The question of the best location for such a facility produces a multitude of problems. Most administrators agree that family ties are an important element in rehabilitation. Removal to another state would limit or even eliminate personal family contacts for most clients. A central location near the Iowa-Minnesota state line results in the misplacement of the majority of the cases since at least 80% of Minnesota resident population is from a major metropolitan area and nearly 60% of all female commitments in Iowa the past years were from urban areas of the state. Resulting transportation problems would be great irregardless of location. With the increased movement in and out of the community for legal reasons or for programming, projection of cost is nearly impossible. An estimate is presented in the preceding section but is based strictly on admission and release information.

The conclusion reached probably does not appear surprising to most. The move away from total institutions and toward community corrections has since become nearly inevitable. At the time of the proposal, commitments to direction were somewhat less than certain. Some states with a much smaller geographic area than either Iowa or Minnesota may still want to consider combining insitution services. A close examination of philosophy and goals and objectives should be conducted before examining the need for an interstate facility. If the goals and objectives can be reached without interference by a facility outside the state, such a facility may be feasible.

At the time of this writing, both Iowa and Minnesota have committed themselves to moving toward expanding community programs. It is the intention of Minnesota to eventually phase out its institution for women and to develop community corrections centers. Iowa is in the

process of exploring alternatives within the state to avoid the rebuilding of an institution for female offenders. It appears that utilization of existing facilities or the construction of small new facilities strategically located in the community, is more desirable and feasible than maintaining the existing facilities or rebuilding facilities at the current locations. The program advantages of small units would not be sacrificed and the use of community resources could be expanded.

The feasibility of developing an interstate unit for "severe" cases is also questionable. First, the numbers are extremely low and the creation of such a unit may, in fact, increase the numbers classified as such simply because it is available. Secondly, the need to maintain family and community ties is not lessened by the classification. The need may even be greater for these cases. A legal challenge could also be expected when a decision is reached to "deport" an individual because of a state's inability to handle its own problems. Finally, most states have facilities available which have not traditionally been used for criminal cases. The broadening of their purpose could probably allow for instate services and housing.

The Minnesota Department of Corrections intends to move toward community corrections centers and s a Federal grant request for a community corrections center for 25 women. The proposed family-based community corrections center is intended to provide a site for flexible community programming for corrections clients by facilitating the transition from institution to community, by serving as an alternative to return to the institution, by coordinating community resources and by providing the basis for family-based treatment. The center is planned to provide pre-release guidance to adult females

who need assistance in working out acceptable parole plans. The center could also be used for preventive return in lieu of jail or parole violation and at those times when the parolee needs extra support and guidance. The community corrections center will also provide community services such as marital and psychological counseling, legal aid, and employment assistance for parolees. The center will also facilitate family-based treatment for the individual and her family.

Within the next few years, Minnesota plans to eliminate the institution for women - first by closing the outer cottages and then by closing the security unit. According to the MCIW superintendent, 80% of the present population could be handled or supervised in a community setting. There still remains 20% of the population which needs close supervision and custody because they cannot handle the freedom, are escape risks or are harmful to themselves or to others. The recently initiated open-closed system at MCIW will be used to help decide when an individual can survive and manage adequately in the more open setting of the community corrections center. Before a community corrections center can be developed and used, adequate community groundwork is absolutely necessary. The community must be prepared and be ready to accept such an institution into the neighborhood.

Minnesota also has tentative plans for a community corrections center for restitution. The 25 bed community center for adult men and women is planned as an alternative to incarceration in a state institution. Clients will be property offenders who will be expected to participate in a restitution plan with the staff and the victims of their crime.

The Iowa Bureau of Adult Correction Services and the Department of Social Services is also considering the movement of the existing program to another existing facility and the expansion of the community program. No commitment to a definite plan has been made, however. Ratification of the Interstate Corrections Compact has been recommended which will allow an exchange of clients between states.

It is the strong recommendation of the administrators and the project staff, that alternatives within each state be explored and utilized rather than construct another institution on a multi-state or individual basis. The construction of any facility reduces the flexibility of program and tends to isolate the offender from the community where the problem originated. The protection of the community may be a very important goal of corrections but how that goal is reached must be examined over the long-run rather than the short-run. Removal from the community may appear to be a satisfactory solution to the immediate problem but result in the need for a more complex solution several years from now.

The major goal of this project was to determine whether or not a multi-state and federal facility was feasible. It was found not to be by the administrators involved. Results or impact of the project went beyond this stated goal, however. The development of a closer working relationship between participants in the project should result in continued communication and sharing of program ideas, information and problems. Attitude and philosophy of correctional personnel in both states is similar enough that much can be gained by maintaining the relationship that has developed.

APPENDIX A

The following table is presented as supplemental information which illustrates population movement and average daily population in correctional institutions for male offenders in Minnesota. The average daily population of the State Prison is approximately three times that of the State Reformatory for Men when comparing the adult figures. However, the State Reformatory for Men also served youthful offenders which brought the total average daily population for that institution to 632 residents.

	ADULT				YOUTHFUL OFFENDER*					
	STATE REFORMATORY FOR MEN		STILLWATER STATE PRISON		STATE REFORMATORY FOR MEN		WILLOW RIVER CAMP		STATE REFTY. FOR MEN RECEP.CENTER	
Average Daily Population	284		942		348		38		76	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Admissions:										
New Court Commitments	158	59.6	189	35.4	---	----	---	----	326	87.9
Parole Returns	31	7.7	107	20.0	93	24.7	---	----	6	1.6
Probation Violations	---	----	48	9.0	---	----	---	----	3	.8
Replacement	---	----	2	.4	3	.8	---	----	---	----
Transfers	76	28.7	188	35.2	280	74.5	102	100.0	35	9.4
Other	---	----	---	----	---	----	---	----	1	.3
TOTAL	265	100.0	534	100.0	376	100.0	102	100.0	371	100.0
Releases:										
Probation	---	----	---	----	---	----	---	----	25	7.1
Parole	125	38.5	306	57.1	216	62.8	49	52.7	1	.3
Medical Parole	7	2.1	18	3.4	2	.6	---	----	---	----
Transfers to other Minn. Institutions	158	48.6	89	16.6	73	21.2	43	46.2	---	----
Transfer from DYC to DAC	---	----	--	----	28	8.1	---	----	---	----
Discharge	33	10.1	115	21.5	25	7.3	1	1.1	324	92.6
Death	---	----	1	.2	---	----	---	----	---	----
Pardon	2	.6	1	.2	---	----	---	----	---	----
Court Order	---	----	6	1.1	---	----	---	----	---	----
TOTAL	325	100.0	536	100.0	344	100.0	93	100.0	350	100.0

* Convicted felons aged 18-21 at time of offense are placed under the authority of the Youth Conservation Commission and classified as "Youthful Offenders".

The following two tables summarize the population characteristics and population movement of the female juvenile institutions in Minnesota. The Minnesota reception and diagnostic center (MRDC) receives all newly committed male and female juvenile offenders, MRDC probation and parole violators, and some parole violators from other juvenile institutions. The Minnesota home school receives male and female juveniles from MRDC and parole violators.

Table Minnesota Female Juvenile Population Characteristics 1970-71 TABLE 2-A

	Minnesota Reception and Diagnostic Center		Minnesota Home School	
Age:				
Mean	15.8		16.4	
Median	16.3		16.9	
Mode	17		16	
Range	14-18		13-19	
School Grade Completed:				
Mean	8.6		8.6	
Median	8		9.3	
Mode	8		9	
Range	6-11		5-11	
	No.	Percent	No.	Percent
Race:				
White	35	81.4	53	72.6
Black	2	4.7	4	5.5
Indian	4	9.3	14	19.2
Mexican	-	---	2	2.7
Other	2	4.6	-	---
TOTAL	43	100.0	73	100.0
Residence:				
Metropolitan	26	60.5	41	56.2
Urban	11	25.6	16	21.9
Rural Non-Farm	5	11.6	12	16.4
Rural Farm	1	2.3	3	4.1
Other	--	---	1	1.4
TOTAL	43	100.0	73	100.0
Offense:				
Incorrigibility	7	16.3	23	31.5
Run Away	15	34.9	19	26.1
Theft	1	2.3	3	4.1
Truancy	5	11.6	4	5.5
Assault	--	----	2	2.7
Drug Laws	--	----	1	1.4
Liquor Laws	--	----	2	2.7
Unauthorized Use of Motor Vehicle	--	----	2	2.7
Other	15	34.9	17	23.3
TOTAL	43	100.0	73	100.0

Table (cont) Minnesota Female Juvenile Population Characteristics 1970-71

	Minnesota Reception and Diagnostic Center		Minnesota Home School	
	No.	Percent	No.	Percent
Living Situation at Time of Admission:				
Both Natural Parents	7	16.3	20	27.4
Mother Only	11	25.6	10	13.7
Father Only	1	2.3	1	1.4
Mother & Stepfather	4	9.3	7	9.6
Father & Stepmother	1	2.3	1	1.4
Adoptive Parents	--	----	1	1.4
Relatives	6	14.0	3	4.1
Friends	1	2.3	1	1.4
Independent	1	2.3	3	4.1
Boarding, Foster Homes	7	16.3	10	13.7
Group Home	1	2.3	10	13.7
Correctional Institution	3	7.0	1	1.4
Treatment Institution	--	----	3	4.1
Not Reported	--	----	2	2.7
TOTAL	43	100.0	73	100.0

Table Minnesota Female Juvenile Population Movement 1970-71 TABLE 3-A

	Minnesota Reception and Diagnostic Center		Minnesota Home School	
	No.	Percent	No.	Percent
Type of Admission in 1970-71:				
New Court Commitments	139	52.6	---	----
Parole Returns	42	15.9	56	30.6
Probation Returns	30	11.4	---	----
Replacement	25	9.5	10	5.5
Transfers from Other Institutions	28	10.6	117	63.9
TOTAL	264	100.0	183	100.0
Type of Release in 1970-71:				
Probation	49	17.0	---	-----
Parole	75	25.9	179	77.5
Continued Parole/Probation	36	12.5	15	6.5
Discharge	1	0.3	4	1.7
Conditional Release	---	----	2	0.9
Pardon	---	----	1	0.4
Transfer to other Minn. Inst.	128	44.3	29	12.5
Court Order	---	----	1	0.4
TOTAL	289	100.0	231	100.0

APPENDIX B

Tables 1B and 2B summarize the population movement and characteristics of the Iowa juvenile female institution for 1970 and 1971. During the 1970-71 period, 162 female juveniles were committed. Approximately 50% of the population committed are from Polk, Woodbury, Linn and Pottawattamie counties. In these counties are located the larger metropolitan areas. The average age of commitment is 15, with 40% having completed the seventh or eighth grade and another 40% having completed the ninth or tenth grade. 83% of the juvenile commitments are for truancy, running away or incorrigibility. 53% of the clients at the time of commitment were living with both parents, while 35% were living either alone with mother or with their mother and step-father. The average length of stay for female juveniles is 6.5 months.

AGE	1970 Comm.	1970 Rel.	1971 Comm.	1971 Rel.	Total Comm.	Total Rel.	% of Total Comm.	% of Total Rel.
11	--	--	--	--	--	--	--	--
12	1	1	3	1	4	2	3	1
13	10	4	2	1	12	5	7	1
14	15	15	11	11	26	26	16	10
15	27	40	20	23	47	63	29	23
16	29	45	22	39	51	84	31	30
17	11	49	11	25	22	74	14	26
18	--	13	--	11	--	24	--	9
19+	--	--	--	--	--	--	--	--
TOTAL	93	167	69	111	162	278		
Average	15	16	15	16	15	16		

TABLE EDUCATION-GRADE COMPLETED OF JUVENILES COMMITTED

Grade Completed	1970	1971	Total	% of Total
Fourth or below	--	--	--	—
Fifth or Sixth	7	5	12	7
Seventh or Eighth	40	29	69	43
Ninth or Tenth	41	30	71	44
Eleventh or Twelveth	2	3	5	3
Special Education	3	2	5	3
Total	93	69	162	

TABLE 2B OFFENSE COMMITTED FOR JUVENILE COMMITMENTS

Offense	1970		1971	Total	% of Total
Truancy or Running Away	47		26	73	46 %
Incorrigible or Ungovernable	30	3	32	62	38 %
Auto Theft	--		--	--	--
Breaking and Entering	--		--	--	--
Robbery or Petty Larceny	5		3	8	5 %
Forgery or False Checks	--		--	--	--
Malicious Destruction or Assault	--		--	--	--
Sex Offenses	6		6	12	7 %
Other offenses	5		2	7	4 %
TOTAL	93		69	162	

TABLE 3B HOME SETTING OF JUVENILES COMMITTED AND THOSE PLACED

Setting	1970		1971		Total		% of Total	
	Com.	Placed	Com.	Placed	Com.	Placed	Com.	Placed
Parent	50	52	36	20	86	72	54	29
Mother Alone	12	27	19	24	31	51	19	20
Father Alone	4	3	--	2	4	5	2	2
Mother & Stepfather	17	8	10	10	27	18	17	7
Father & Stepmother	5	3	3	4	8	7	5	3
Grandparents	--	1	1	2	1	3	.05	1
Other Relatives	2	19	--	8	2	27	1	11
Non Relatives	--	2	--	1	--	3	--	1
Foster Parents	1	23	--	11	1	34	.05	14
Group Home	--	--	--	5	--	5	--	2
Institution	2	--	--	3	2	3	1	1
Alone	--	11	--	10	--	21	--	9
TOTAL	93	149	69	100	162	249		

Population	1970	1971	Total	% of Total
Beginning Population	90	74		
Received This Year:				
Court Commitments	93	69	162	64 %
Placement Violators	23	15	38	15 %
Return for Placement	23	11	34	13 %
Transfer - In	12	9	21	8 %
Total Admitted	151	104	255	
Return from Escape	1	2		
Return from Temp. Absence	44	54		
Total Additions	196	160		
Released This Year:				
Discharged Directly	8	11	19	8 %
Placement	149	100	249	88 %
Transfer Out	10	4	14	4 %
Death	---	---	---	----
Total Separated	167	115	282	
Escapes	---	2		
Temp. Absences	45	60		
Total Departures	212	177		
Ending Resident Population	74	57		
Average Daily Population	77	62		

The following table is supplemental, showing the population movement and average daily populations of all adult male correctional institutions in Iowa. During the fiscal years 1970 and 1971 institutions included in table recevied a total of 3,406 clients with an average daily population of 1,718 for 1970 and 1,705 for 1971. Figures for 1972 are not complete but indications are that average population will decrease markedly compared tc the past two years.

	State Penitentiary-Ft.Madis.		Men's Reformatory-Anamosa		Release Center Newton		Security Medical Facility-Oakdale	
	1970	1971	1970	1971	1970	1971	1970	1971
Average Daily Population	895	861	624	627	95	117	104	100
Admissions:								
Court Convictions	217	211	242	227	--	---	---	---
Ct. Conv./Bench Parole	15	12	96	85	--	---	---	---
Parole Violators	66	43	75	70	34	26 (1)	2	---
Viol. W/additional Sentence	2	3	3	3	--	---	---	---
Transfer-In	136	177	73	122	458	436	79	132
Safekeepers	2	---	2	14	---	---	51	107
Insane Commitment	---	---	---	---	---	---	5	4
Juvenile Delinquent	---	---	3	1	---	---	---	1
Return from Escape	36	44	18	26	8	13	7	---
Others	5	8	2	5	---	---	---	1
TOTAL	479	498	514	551	500	475	144	245
Releases:								
Sentence Expired	166	138	71	64	42	85	7	4
Paroled	15	21	41	61	388	309	2	6
Death	2	5	---	1	---	---	1	---
Insane to MHI (2)	---	---	---	---	---	---	12	---
Transfer-Out	275	322	374	382	46	40	51	123
Rel. of Safekeepers	2	1	2	8	---	---	44	111
Rel. of Juvenile Delinquents	---	---	---	---	---	---	---	1
Rel. as Sane	---	---	---	---	---	---	8	4
Escaped	38	47	[illegible]	28	14	15	6	---
Others	12	25	[illegible]	15	---	---	2	1
TOTAL	510	559	552	559	490	449	133	250

(1) These inmates were returned for replacement rather than for violation of parole.

(2) MHI - Mental Health Institute

APPENDIX C

The American Correctional Association Self-Evaluation for the Re-integration of Offenders was completed by the Minnesota and Iowa staffs. Chapters 19-34 of the evaluation were completed. The bargraphs of Table 1C indicates the proportion of questions from each chapter which were answered affirmatively by the institution raters and those which were not applicable to the institutions.

A substantial proportion of the questions are not applicable to the smaller women's institution. On the average 30% of the questions were not applicable to Iowa and 14% were not applicable to the Minnesota institution. The questions in the chapters on chaplaincy, counseling, custody, education, library and recreation, in particular, were not relevant to the immediate women's institutions.

It was felt that the self-evaluation was not particularly meaningful to this study. An item by item comparison of responses did point out differences between institutions, but did not significantly contribute to the conclusion of the project.

Bargraphs of Institutional ACA Self-Evaluations

No.	CHAPTER TITLE	Item Totals	Iowa % x	Minn % x	Iowa % NA	Minn % NA
19	Administrative Org.	31	32	36	10	3
20	Physical Plant	27	59	44	33	19
21	Classification	18	72	78	11	0
22	Custody & Security	59	41	53	39	14
23	Employment	11	45	46	9	9
24	Discipline	34	82	76	0	9
25	Counseling, case work & clinical service	17	53	47	41	41
26	Health and Medical Services	20	50	55	25	10
27	Food Service	24	54	80	13	0
28	Inmate Property Control Issue Items Service	32	75	75	16	0
29	Chapliancy	33	0	64	100	5
30	Education	57	46	33	39	32
31	Library Services	45	33	44	42	27
32	Recreation	45	38	36	44	7
33	Inmate Activities and Privileges	26	65	54	31	18
34	Facilities & Program for Women	27	63	74	11	4

Above indicates the proportion of questions on each Chapter that were answered Affirmative (x) without qualification.

Above indicates the proportion of questions on each Chapter that were answered not applicable without qualification.

Iowa

Minnesota

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