

# Legislative Report

Minnesota  
Department of  
Corrections



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Institutional Placement  
of the  
Woman Offender  
1979

submitted by:

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the inmates at the  
MINNESOTA CORRECTIONAL FACILITY-LINO LAKES

**Institutional Placement  
of the Woman Offender**

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## SUMMARY AND RECOMMENDATIONS

### INTRODUCTION

This report is in response to Minnesota Laws 1979, Chapter 336, directing that the commissioner of corrections study and determine the most appropriate location for women committed to the Minnesota Correctional Facility-Shakopee. The legislature further directed that the report be submitted to the chairmen of the Senate Finance Committee and the House Appropriations Committee before the 1980 Session.

The Department of Corrections welcomed the legislative interest in placement of women offenders in the state correctional system. The Department, already concerned with this problem, had appointed planning staff in October, 1979, to study the situation and make recommendations. The problem centers on a woman offender population too large to be accommodated at the Minnesota Correctional Facility in Shakopee (hereafter referred to as Shakopee) and the limitations and inadequate condition of the Shakopee facility.

The neglect that has characterized female corrections nationally has also existed in Minnesota. Women have traditionally comprised and still comprise a very small proportion of the total adult offender population. Their crimes are generally less serious and their criminal histories less dramatic. As a consequence, women have often been victims of substantial neglect and discrimination within the correctional system. The lack of

attention to the woman offender in the past is immediately evident when an effort is made to document their problems. Information in the correctional field is so infrequently identified as pertaining to females as opposed to males that adequate documentation on the female offender is very difficult. The women's correctional facility at Shakopee has received such little attention that today it stands in the worst condition of any correctional facility in the state system. Program space and equipment provided at Shakopee is the most meager of all the Department's institutions. Recreational space is all but nonexistent. School, vocational training, and the industrial programming are all conducted in the converted basement storerooms of one building. The security capability of the institution is limited and totally inadequate for appropriate public protection. Years of oversight and neglect need to be remedied.

#### METHODOLOGY

To address the problem, extensive information about the woman offender in our correctional system and the Department's institutional resources was gathered. In cooperation with institutional staff, problem areas were identified and solutions discussed. A literature survey was undertaken, and a survey of institutions in other states was conducted. Opinions on the Shakopee facility were sought from the State Architect's Office and the Department of Corrections staff including those responsible for departmental compliance with American Corrections Association standards.

The commissioner of corrections appointed a Use of Institutions Study Committee in June, 1979. This committee's assignment was to consider future use of the Department's correctional institutions and to identify and make recommendations on pertinent institutional issues. The committee's

help was sought on all issues relating to the woman offender. Assistance was also forthcoming from the Advisory Board on Women Offenders in Corrections which was appointed in September, 1979, by the commissioner of corrections to assist the Department in its efforts toward planning for the woman offender. This committee is comprised of representatives from the various levels of the criminal justice system, the legislature, and other concerned agencies.

For the purpose of this report, the following areas were studied: current and projected women offender population levels; the woman offender in terms of criminal history and commitment offense; socioeconomic factors in the lives of women offenders; assessments of correctional institutions within the state system that could adequately house the woman offender population which included the Minnesota correctional facilities at Lino Lakes, Shakopee, Oak Park Heights (presently under construction), and the two juvenile facilities at Red Wing and Sauk Centre. Also studied were correctional issues related to placement of adult males and females in the same institution, placement of adults and juveniles in the same institution, women offenders with dependent children, the most desirable location for a women's correctional institution, and the need for a single institution capable of providing all levels of required security. Study of these issues has resulted in the following departmental positions being taken by the commissioner of corrections:

- Placement of juveniles and adults in the same correctional facility is not in keeping with good correctional practice, and efforts should be made to avoid this practice in the future.
- Placement of male and female inmates in the same institution (referred to as co-corrections) is inadvisable and should not be undertaken.
- Support should be given to ensure adequate parenting



programs and institutional visitation capabilities to accommodate women offenders with dependent children.

- Every effort should be made to maintain the state correctional facility for the women offenders within the Twin Cities metropolitan area.
- Every effort should be made to maintain all the women who are committed to the commissioner of corrections for care, custody, and treatment in one central correctional facility.

Departmental positions and criteria were developed which reflect and attempt to respond to the needs of women offenders in a humane and rehabilitative fashion. The criteria were developed to reflect what the Department determines to be "good correctional practice" and to respond to the need for adequate security provisions. Weights were applied to the criteria to reflect their relative importance, and selected correctional facilities were assessed using the criteria. Through the weighting process, scores for each correctional facility considered were developed and used in formulating the Department's recommendations.

Other existing facilities, whether public or private, were not considered. Discussion of such a consideration with architectural sources elicited the fact that, in many instances, renovation of an existing facility is more expensive than new construction, and given the unique requirements of a correctional facility, the renovating cost factors would be even greater. Another factor limiting the consideration of other existing buildings has to do with community acceptance. In recent years, attempts on the part of correctional programs and institutions to locate in different neighborhoods or communities have brought great community resistance, sometimes even ending in litigation. The Department's choice of sites currently used for correctional purposes has a history of

community acceptance, and location at one of these sites would minimize what otherwise could be a potentially serious problem.

The Department supports continued use of the Shakopee site based on the following considerations:

- The administration and staff at Shakopee have, over the years, developed a community support system involving the assistance of a large number of volunteers and use of community-based facilities.
- Staff and administration have, over the years, handled extremely well the movement of the female offenders from the institution into the community. The community is comfortable and accepting of the inmate population in its midst. This kind of rapport is not easy to build. It takes considerable time and effort to achieve.
- The present site allows for access to community-based resources.
- The present site is within easy visiting distance for friends and families of the largest portion of the population.
- A large part of the experienced and trained staff would be lost if the institution's site were to be changed.

#### PROBLEM AREAS IDENTIFIED

Major problem areas identified in the institutional placement of the woman offender in Minnesota include:

##### ● Population

By January, 1978, the steadily increasing woman offender population rose to 66, thereby exceeding the capacity of the Minnesota Correctional Facility-Shakopee which has the capability to accommodate properly no more than 60 women. In April, 1978, the population rose to 71, and it was necessary to transfer 16 women to the juvenile facility at Sauk Centre to

alleviate overcrowded conditions at Shakopee. Since April, 1978, the population has continued to rise to the current level of 61 women at Shakopee and 25 women at Sauk Centre. The Department anticipates continued increases until 1985 when the women offender population is expected to reach close to 100.

The staff members of the Minnesota Sentencing Guidelines Commission have developed predictive instruments which are needed to measure the impact of the guidelines on the state's current correctional institutional population. According to the commission staff, if the guidelines and the expected departures from the guidelines are applied to the current female offender population, we can anticipate a continuation of the present high population level.

#### ● Space

The facility at Shakopee, when the institutional population reaches 60, has insufficient space and equipment to provide adequately for housing, recreation, visiting, industry, school, and other programs. As noted earlier, the industry, vocational training, and school programs must all be conducted in the basement of one of the buildings. As a result, vocational training and industry programs are extremely limited. This at a time when the need to assist inmates to become self-sufficient is greater than at any time in the past. Recreational space is so limited that most recreational programming must be scheduled off grounds using available community resources. These activities can, of course, only involve inmates considered safe in the community.

#### ● Security

Most significant among the current problems at Shakopee is the lack of

adequate security capability. Escapes from the institution have been excessive. The only secure area consists of seven segregated cells--an insufficient number to meet current needs or standards. The increase in inmate population and the transfer to Sauk Centre of inmates with less serious criminal histories have created a large population of difficult inmates at Shakopee. The need for segregation and security space has exceeded the institution's capabilities. Lack of security facilities has made it necessary for the Department to transfer women from Shakopee to both the federal prison system and the Hennepin County workhouse at additional cost to the state.

#### ● Facility Condition

The institution at Shakopee is in poor physical condition as noted by the Penal Administration Committee of the Minnesota District Court Judges Association in a March, 1979, report. The report stated that

"We were all disappointed with the Shakopee facility. It is badly in need of repair. . . . Recreational and industry opportunities are sharply limited and the attitude of the prisoners . . . is one of dejection."

The State Architect's Office in a 1975 report indicated that of the four main buildings comprising the institution at Shakopee, two should be replaced but two could possibly be saved. A survey of the institution in September, 1979, led them to believe it might be wiser to replace the entire facility. The Department of Corrections would like to remain open to a consideration of renovation of the existing facility if, after further architectural study, this would appear to be a feasible option.

#### RECOMMENDATIONS

The present facility at Shakopee is inadequate to meet the needs of

the number of women offenders committed to the commissioner of corrections. The facility is in poor condition and needs to be substantially renovated or totally replaced.

The Department of Corrections recommends:

1. *That a correctional facility for women offenders be of sufficient size to provide space for between 90 to 110 women.*
2. *That the Shakopee location for a correctional facility for women offenders be maintained.*
3. *That the existing correctional facility in Shakopee be upgraded through renovation and additional buildings if architecturally feasible.*
4. *That a new correctional facility be constructed at the Shakopee site where there is ample acreage for construction in the event that renovation of the existing facility is not feasible.*
5. *That property owned by the state adjacent to the Minnesota Correctional Facility-Lino Lakes be considered for the site of a new correctional facility for women in the event that new construction on the Shakopee site is not feasible.*
6. *That the 1980 State Legislature appropriate \$250,000 for development of plans to improve the existing correctional facility at Shakopee through renovation and/or new construction. If renovation is proven inadvisable, funds would be used for the development of plans for a facility to replace the existing women's correctional institution. Planning includes 1) development of an operational program statement, 2) site location, and 3) schematic design.*
7. *That the 1981 State Legislature appropriate funds for design development and working drawings for renovation and/or construction of a new facility.*
8. *That the 1982 State Legislature appropriate funds for renovation and/or construction of a new facility.*

## PROBLEM AREAS

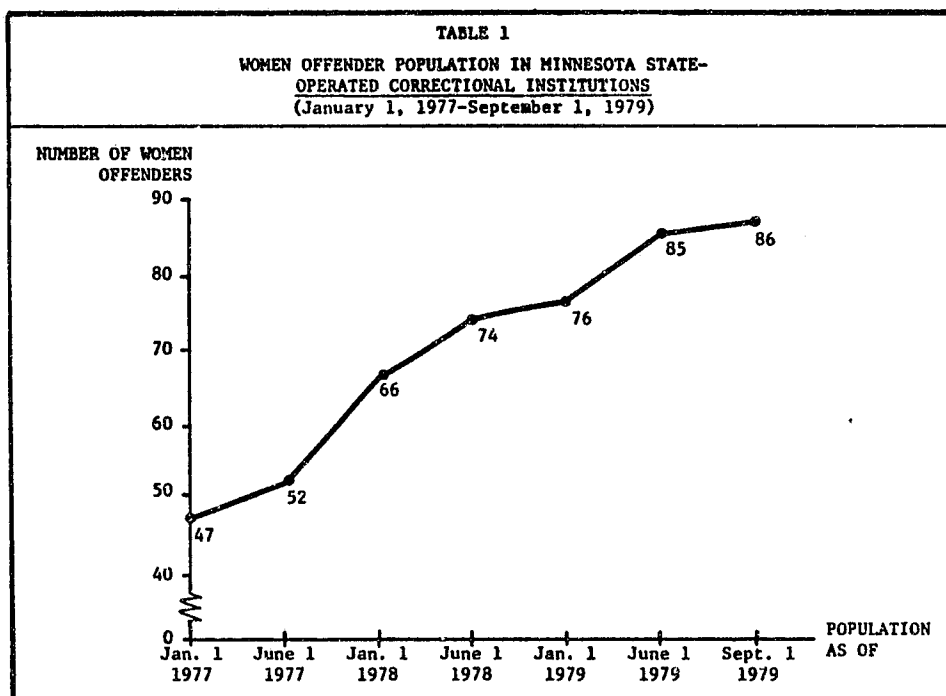
### INTRODUCTION

The Department's first effort was to clarify and document the problem areas. The following section focuses on the major problem areas of 1) increased institutional population, 2) the anticipated continued increase in the women offender population in state correctional facilities, 3) insufficient program space at the Shakopee facility, 4) limited security capability of the present facility, 5) the generally poor condition of the Shakopee facility, and 6) difficulties with housing the woman offender in a juvenile institution.

### INCREASED POPULATION

Between the years 1971 through 1978, yearly commitments of women offenders to the commissioner of corrections increased from 27 to 67, an increase of 148 percent. During the first nine months of 1979, the Department experienced 42 new commitments. With parole revocations adding another 13, the Department had 76 admissions as of September, 1979.

The actual institutional population comprised of the already existing population plus increased new commitments has resulted in an ever increasing daily institutional population. This is reflected in Table 1 which shows the institutional population as of the first day of the months noted from January, 1977, through September, 1979.



Another method of assessing the impact of increased institutional population is to take an average over a given period of time. The 1977 average daily female population in the state's correctional institutions was 57. By 1978, this figure had risen to 75 and to 82 in the first nine months of 1979. The Minnesota Correctional Facility-Shakopee is equipped and staffed to handle no more than 60 women offenders. As a result, the Department of Corrections found it necessary to seek additional bed space at the Minnesota Correctional Facility-Sauk Centre (hereafter referred to as Sauk Centre). In April, 1978, two cottages at Sauk Centre were opened to house women offenders. That month, 16 women were transferred to Sauk Centre leaving a population of 55 at Shakopee. However, the population has continued to increase and as of September 1, 1979, the women offender population was 61 at Shakopee and 25 at Sauk Centre. The situation has been further confounded by an increasing juvenile population at Sauk Centre which has reduced the available space for women offenders.

## POPULATION PREDICTIONS AND THE SENTENCING GUIDELINES

It is usual, when attempting to predict future populations, to note relevant age groups within the general population. The relevant group in this instance (referred to as the "at-risk group") takes in all females, 18 through 35 years of age, in the general population in Minnesota. From 1971 through 1978, the population of this at-risk group increased 18.9 percent. It is predicted that this population will continue to increase through 1985 and will not return to 1978 levels until 1993.

Along with the larger at-risk population, an increase in the number of adult female arrests in Minnesota from 1972 through 1978 has been seen. Of the more serious Part I crimes (murder, aggravated assault, robbery, burglary, and larceny--crimes more likely to lead to a prison sentence), there has been an increase of 826 adult female arrests (from 2,371 to 3,197) in that time period.

This increased at-risk population and increased number of arrests has contributed to an increase in commitments to the commissioner of corrections. The state's institutional women offender population rose to an all-time high of 86 on September 1, 1979. Cautioning against a too-great reliance on predictive figures because of changing historical events, the Department's research staff has projected some figures on the future female inmate populations in state institutions. Based on past institutional populations and length of inmate stay, a continual increase in the inmate population is foreseen reaching a figure of approximately 97 by 1985 as shown in Table 2.



TABLE 2		
WOMEN OFFENDERS: PROJECTED COMMITMENTS AND PROJECTED INSTITUTIONAL POPULATIONS IN MINNESOTA FOR YEARS 1978 thru 1985		
<u>YEAR</u>	<u>PROJECTED COMMITMENTS</u>	<u>PROJECTED INSTITUTIONAL POPULATION</u>
1978	67 <sup>a</sup>	91 <sup>a</sup>
1979	59	90
1980	61	93
1981	61	93
1982	62	94
1983	62	94
1984	63	97
1985	63	97
<sup>a</sup> 1978 figures are actual.		

In the process of attempting to determine future institutional populations, the impending sentencing guidelines were considered. The Sentencing Guidelines Commission will be submitting its guidelines to the legislature in January, 1980. To assist the commission in determining type and length of sentence, a matrix was developed based on severity of crime and criminal history. Although predictions indicate that the majority of female offenders will fall outside of recommended prison sentences, according to the matrix, the anticipated departures by judges from recommended guidelines are expected to result in little or no change in the expected female prison population.

Attempting to predict future populations is always a risky business with no known way to arrive at more than approximate figures. The Department used the most reliable criteria available. The increased at-risk population will be with us for a considerable time; in fact as noted, it will not return to the 1978 level until the year 1993. This fact, combined with future population projections from the Department of Corrections research staff and the Sentencing Guidelines Commission staff, has

led the Department to anticipate the need for an institution able to house from 90 to 110 female inmates.

● Lack of Resources

The Department of Corrections, while gathering data on female offender populations, became aware of certain discrepancies in treatment of the male and female offenders. These differences brought into focus the lack of resources for the female offender at the local level. This lack of resources may well be the cause of the difference in treatment.

Information collected by the Sentencing Guidelines Commission and supported by information gathered during the paroling process indicates that proportionately more women go to prison for less severe crimes than males, and conversely, proportionately fewer men guilty of serious crimes go to prison than females.

Discussions with judges, county attorneys, and public defenders suggest that lack of decent jail facilities for females and lack of any kind of alternative programs for women locally result in different treatment of male and female offenders.

The Advisory Board on the Woman Offender in Corrections has focused on the lack of local resources as a major concern and will be directing considerable attention to this problem in the future.

This lack of local resources for the female offender is a statewide problem that needs attention by all concerned with humane and fair correctional practices. The Department of Corrections plans to work with local communities in addressing these problems and seeks the involvement and support of the legislature in this matter.

## INSUFFICIENT SPACE

The Minnesota Correctional Facility-Shakopee was completed in 1923. The institutional focus was on farming and homemaking. Although the farm is gone and instruction in homemaking skills has been replaced with programs intended to help women offenders become self-sufficient in today's complicated world, no additional building space has been added with the exception of a modest concrete block garage.

The lack of program space was noted by the state architect's staff in a building survey<sup>1</sup> of the Shakopee facility done in 1975 when the institutional population was much lower. At that time, the state architect's building survey noted that the institution lacked educational, vocational, and recreational facilities--

"Although the institution has made good use of existing available space for vocational and recreational programs, suitable space to conduct even a minimal program in these areas is not available."

Currently, the school program, industry, vocational training, and photography are all conducted in converted basement storerooms of one of Shakopee's buildings.

Since the state architect's 1975 report, the problem has become more acute. Institutional population has increased and is running at or above capacity, and inmates are staying longer. In 1975, the average length of stay for women offenders was 10.5 months. In 1978, it was 15.5 months with noticeably longer stays for more serious crimes like robbery. For

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<sup>1</sup>Minnesota, Department of Administration, Division of Architecture and Engineering, *Facility Survey of Security, Obsolescence and Energy Consumption at the Minnesota Correctional Institution for Women, Shakopee, Minnesota*, October, 1975.

Shakopee, the longer institutional stay increases the women offender population and creates difficult programming and security problems.

Programs offered at Shakopee for female inmates include adult education, vocational education (both on and off campus), food service, private industry, arts, effective parenting, business courses, chemical dependency program, and recreation--all on a regular basis. Additionally, a series of programs are offered intermittently such as bible study, auto mechanics, feminine development, and others. To accommodate the increasing population, existing programs will have to be enlarged, and new programs must be added.

#### LIMITED SECURITY

Security problems have increased so dramatically that they are currently one of the most pressing problems the staff faces. The institution at Shakopee is essentially a minimum security facility. The campus is open; inmates are housed in individual rooms, and the only "secured" area in the institution is provided on the second floor of the administration building. Escapes, which have plagued the institution for several years, are excessive. Thirteen inmates escaped in 1978, and 1979 saw a continuation of this pattern. A small security unit consisting of seven self-contained cells is reached through a short double-doored sally port. There is no program, visiting, or recreation space in the security unit. Inmates are taken in handcuffs to a fenced-in, outdoor exercise area not directly connected to the security unit--which causes security problems. These conditions are not advantageous security circumstances at any time; however, in recent months, this unit has been filled to capacity so frequently that it has been necessary to assign "room restrictions" in the

less serious cases when normally the inmate would have been placed in the security unit. Room restriction consists of limiting an inmate to her own room with the exceptions of time for eating, bathing, working, or essential health needs.

Escapes continue to be a source of Department and community concern. Without attention to this situation, community public safety concerns will undoubtedly increase. The residents of Shakopee have generally been accepting of the women's correctional facility in their community; however, this acceptance may well suffer under a continuation of current conditions.

Since July 1, 1979, 196 days of room restriction have been assigned to inmates guilty of infractions because of lack of space available in the security unit. Since the need arose to use Sauk Centre to accommodate some of the increased women offender population, the inmate composition at Shakopee has changed. Inmates convicted of less serious crimes, who are committed for shorter periods of time, are sent to Sauk Centre. The remaining more serious offenders, with longer sentences, the more troublesome offenders, and those with a history of escape now make up the bulk of the Shakopee population. As this population has increased at Shakopee, so have the problems with inmate behavior and so has the use of the security unit. The problem of lack of security space is extremely serious at this time. The administration has had to seek other resources within the federal prison system and at the Hennepin County workhouse at a considerable cost to the state. Table 3 and Table 4 indicate the use of the security unit within specified time frames.

TABLE 3			
MCF-SHAKOPEE: INMATE DAYS IN SECURITY CELLS (Specific Years)			
TIME PERIOD	INMATE DAYS IN SECURITY CELLS	INCREASE	
		Days	Percent
September 1, 1977, through August 31, 1978	1,409		
September 1, 1978, through August 31, 1979	1,702		
INCREASE		293	20.8%

TABLE 4			
MCF-SHAKOPEE: INMATE DAYS IN SECURITY CELLS (Specific Months)			
TIME PERIOD	INMATE DAYS IN SECURITY CELLS	INCREASE	
		Days	Percent
July, 1978	64		
July, 1979	127		
INCREASE		63	98.0%
August, 1978	112		
August, 1979	207		
INCREASE		95	84.8%
September, 1978	85		
September, 1979	192		
INCREASE		107	126.0%

The lack of programs and program space, the increased number of female offenders, and the inadequate security provisions at Shakopee have dramatically increased the institution's general management problems and have resulted in excessive demands on the staff.

#### CONDITION OF THE MINNESOTA CORRECTIONAL FACILITY AT SHAKOPEE

The facility at Shakopee, built in 1923, consists of four main buildings which provide all inmate housing, staff space, and program space. A 1975 report from the State Architect's Office noted that past building

appropriations indicated meager support for developing this institution into a total facility capable of supporting a well-rounded correctional program.

It was noted in the same 1975 report that two of the buildings were in poor condition and had interior frame construction which would be difficult and costly to renovate. The other two buildings are basic reinforced concrete structures, and in the 1975 report, it was suggested that they could be considered for renovation. It was further noted that modernized food service, educational, vocational, recreation, and maintenance facilities were lacking.

Little has been done to change these conditions, and when asked in September, 1979, to again assess the Shakopee plant, the State Architect's Office thought the wisest procedure would be to replace the entire institution. There has been departmental, as well as legislative, reluctance to expend monies on Shakopee because of the uncertainty of its future.

Further evidence of the poor physical facility conditions is found when the facility is assessed using the standards of the American Correctional Association (ACA). The Minnesota Department of Corrections has committed itself to meeting ACA's Adult Correctional Institution Standards.

Examination of the Shakopee facility by the Department staff members who are responsible for studying compliance with ACA's standards revealed that in 18 important standards relating to structure, physical environment, and security, Shakopee could not meet these standards. The standards in question apply to:

- Insufficient recreation and exercise opportunities for inmates in segregation.

- Insufficient bathing facilities. (Here the problem centers on poor plumbing and an inadequate water heater.)
- Insufficient space and equipment to provide adequate schooling to meet institutional need.
- Insufficient work assignments (for inmates) aimed at providing work experience relevant to the current job market.
- Insufficient institutional employment opportunities for inmates.
- Lack of separate living units for inmates with severe emotional disturbances.
- Insufficient space to house the number of inmates committed to the institution.
- Insufficient emergency equipment to maintain lights and heat.
- Insufficient space and equipment for staff training.

The Department's staff compliance study summary stated that

"In summary, we feel the physical limitations of Shakopee prevent or severely hinder the institution compliance with 18 major ACA Standards. Their non-compliance limit humane living conditions and/or programmatic consideration."

In early 1979, the Penal Administration Committee of the Minnesota District Judges Association visited various adult correctional institutions. Regarding the Shakopee facility, the committee reported that

". . . we were all disappointed with the Shakopee facility. It is badly in need of repair and, apparently, the former Commissioner failed to approve expenditure of funds appropriated, with the thought that it might eventually be closed down. There are something over 80 commitments and Shakopee is capable of housing only about 50. About 25 are presently housed in Sauk Centre. Recreational and industry opportunities are sharply limited, and the attitude of the prisoners, in my opinion, is one of dejection."



## USE OF THE MINNESOTA CORRECTIONAL FACILITY AT SAUK CENTRE FOR WOMEN

Since April of 1978, an average of 24 women offenders has been housed at Sauk Centre which historically has admitted only juveniles. While this institution is an attractive facility in excellent condition, it has serious disadvantages as a shared adult/juvenile institution or as an institution for adults only.

Although it has an excellent school for juveniles and extensive program space, the space and equipment were not designed for adult programs. The very content of some of the programs in use, while appropriate to juveniles, fails to meet the needs of the woman offender. The necessity of maintaining separation of the two populations (adults and juveniles) requires double scheduling of school, recreation, and program space that inevitably short changes one or both groups. The need to provide on-grounds work for the adults has left the juveniles without this source of experience or earnings. These situations, in turn, create extensive management problems. All of these difficulties could be solved with additional funds for staff, equipment, and improved space.

The not-so-easily-solved problems with Sauk Centre as an institutional placement for adult women offenders have to do with geographic location and distance from the Twin Cities area in that the largest percentage of the women inmates come from the Twin Cities metropolitan area. The distance from Sauk Centre to the Twin Cities area is well over 100 miles. Of 62 women in the Sauk Centre program from April, 1978, to September, 1979, 43 (69 percent) came from the metropolitan area. Thirty-eight (88 percent) of these women have children. The problems of distance are clearly seen in the number of children able to visit their mothers for

the weekend. In the period of time from April, 1978, through September, 1979, 19 of the 38 mothers had their children on weekend visits at the Sauk Centre facility for a total of 78 weekend visits--an average of 4.1 visits per mother. At Shakopee during the same period, 49 women had children visit for a total of 429 weekend visits--an average of 8.7 visits per mother.

The adult offender, who is involved with children and is trying to maintain or rebuild ties to the home community and who wants to continue to carry home responsibilities, finds the distance and the cost of placement at Sauk Centre a decided disadvantage. The children of women offenders are most often placed with relatives or in foster care. Seldom is the father of the child involved with its care. The temporary parent must be prepared to bring the child to Sauk Centre and either limit the child's visit to a few hours or leave the child for the weekend and make the return trip to pick the child up. Considering the time and cost of transportation, which is ever increasing, it is evident that the distance to Sauk Centre for the majority of the women, reduces contact between the woman offender, her child/children, and her community. The woman offender at Sauk Centre from the metropolitan area who, on furlough, wants to take care of business, visit her children, or seek employment before release finds herself faced with a lengthy bus ride that costs \$14.15 round trip.

When institutional populations are small, it is not cost-effective to attempt to provide all desired programming at the institution. Faced with an expected population of almost 100 women offenders in the state system, reliance on the community for such programs as vocational training, advanced education, work/training experience, and work release

becomes a necessity. Distances to adequate community resources from the Sauk Centre institution are too great to allow any program development in these areas. Although some of these problems might be solved with additional staff, equipment, and funds, the fact must be faced that in this time of high cost and potentially scarce fuel, the rural placement of adult women offenders is ill advised.

## OFFENDER PROFILE

### INTRODUCTION

An understanding of a woman offender's criminal behavior, as well as other aspects of her life, is important if correctional efforts toward rehabilitation are to be useful. For this reason, socioeconomic and family information, as well as criminal history, are discussed here as important factors relevant to decisions regarding institutional programming and its resultant staff, space, and equipment requirements.

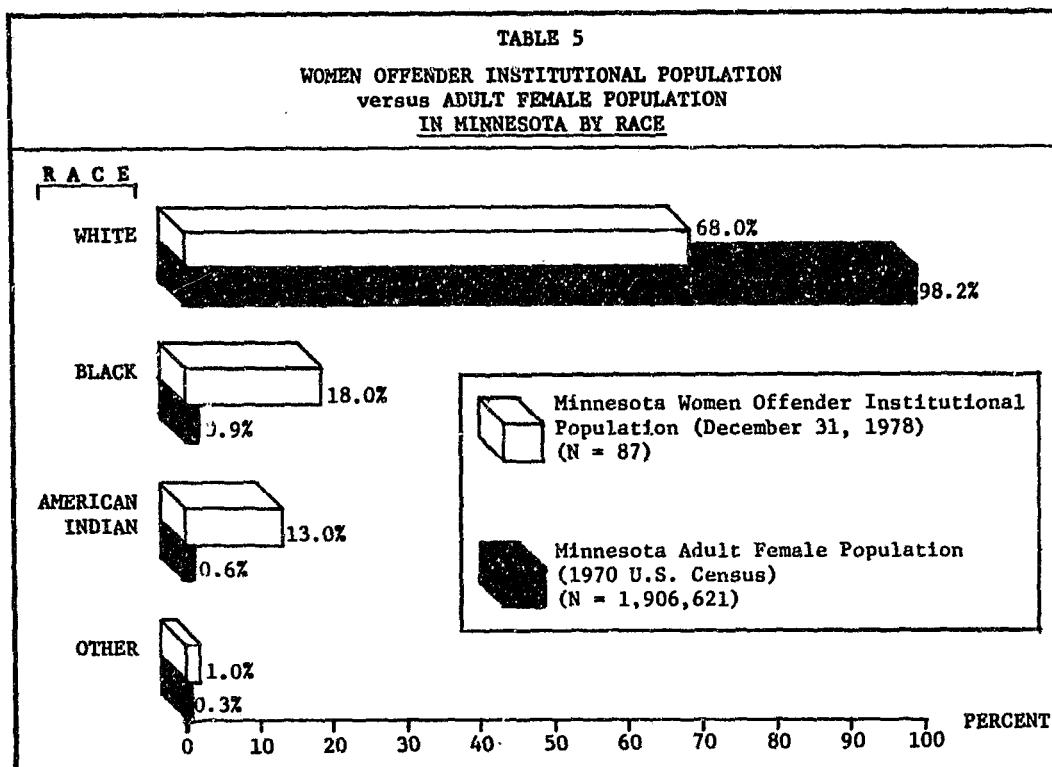
### SOCIOECONOMIC DATA

In the most recent Department of Corrections study<sup>1</sup> of the female institutional population at both Shakopee and Sauk Centre, over half (54 percent) of the women were under 25 years of age. Ages of inmates ranged from 18 to over 50 years. Blacks and American Indians were disproportionately represented as can be seen in Table 5. At the time of the survey, the total adult female offender population on institutional rolls<sup>2</sup> was 87 of which 28 were minorities.

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<sup>1</sup>Minnesota, Department of Corrections, Research and Information Systems, *Women Offenders in Minnesota*, June, 1979.

<sup>2</sup>"Institutional rolls" includes inmates currently in the institution, those on escape, as well as those temporarily away from the institution.



The Department study showed that 81.6 percent of Minnesota's female offenders were of normal or above average intelligence. Although not lacking in general intelligence, the woman offender in the Minnesota state correctional system tends to lack good survival skills. The Department study indicated that 41.4 percent of the 87 women studied had not completed high school. Their employment histories demonstrate an even more serious problem. As noted in Table 6, 47 percent of the population was usually unemployed or were never employed. Only 14 women (16 percent) were employed regularly.

Thirty percent of the population studied by the Department were on welfare at the time of arrest. The general reliance on welfare appears to be much greater, however. A national study<sup>1</sup> indicated that 76 percent

<sup>1</sup>Ruth M. Glick, Ph.D., and Virginia V. Neto, *National Study of Women's Correctional Programs*, June, 1977.

of Minnesota's incarcerated female population had prior welfare experiences at some time, not necessarily at the point of arrest.

TABLE 6 WOMEN OFFENDERS: EMPLOYMENT HISTORY PRIOR TO INCARCERATION IN MINNESOTA STATE-OPERATED CORRECTIONAL INSTITUTIONS (December 31, 1978)		
<u>EMPLOYMENT HISTORY</u>	<u>NUMBER OF OFFENDERS</u>	<u>PERCENT OF ALL OFFENDERS</u>
Continuous	14	16.1%
Part time, sporadic	32	36.8
Usually unemployed	23	26.4
No work experience	18	20.7
TOTAL	87	100.0%

#### FAMILY DATA

It was apparent when marital status data from the recent Department study were compared to information on Minnesota institutional populations from earlier years that a larger percentage of the offender population are single and fewer who marry are remaining married. In 1971, 40.7 percent of the Shakopee population were single. By 1978, this figure reached 51.7 percent. In 1971, 18.5 percent of the population were married as opposed to only 10 percent in 1978.

Although fewer inmates had intact marriages than in previous years, they did have numerous children. Of the 87 women in the Department study, 44 had a total of 69 children. Eighty-nine percent of these children were living with their mothers at the time of her incarceration.

In the Glick, Neto national study of 14 states, Minnesota had the second highest number of women offenders with children (81.9 percent). Minnesota had the highest number of children per inmate (3.1 children per

mother). The number of women offenders with dependent children will vary from time to time; what will not vary is the fact that children are a consistent part of their lives, and their presence is of great consequence to the woman offender, her children, and to society.

Other factors seriously affecting the female offender's ability to function in society relate to chemical abuse, psychiatric problems, and chronic health conditions. In the Department study, 48 percent of the women offenders had serious chemical dependency problems while 23 percent had psychiatric problems. The study showed, through reports in inmate files, that many women had been neglected and physically or sexually abused as children. Staff members at Shakopee report that personal discussions with inmates indicate that more than 60 percent of the female inmate population have been physically or sexually abused as children, generally within their own homes.

Most female offenders in the state correctional institutions come from the Twin Cities metropolitan area. At the time of the Department study, 70 percent of the population were from Hennepin and Ramsey counties. Data from 1971 through 1978 indicate a great degree of consistency in this population distribution.

#### CRIME DATA

In an examination of current female arrests, convictions, and prison populations as compared to those of earlier years, it is evident that female arrests, convictions, and prison populations have increased. However, taking into account the large increase in the at-risk population (females 18 through 35 years of age), there is little actual change in rate

of increase per 1,000 female population. As to the nature of crimes for which women are arrested and convicted, there has been a slight increase in crimes against persons, but the largest percentage of crime by far continues to be property crime. As compared to male offenders, women are still less likely to have a history of prior felony convictions. Of the population of female offenders sent to prison, the largest percentage are there for property crimes. When compared to male offenders in prison, a much larger proportion of the female offenders are in prison for less serious property and drug crimes and have a less serious criminal history.

Although there has been an increase in the number of female arrests from 1972 through 1978, women offenders actually comprise a smaller proportion of the total adult arrests for Part I crimes.<sup>1</sup> In 1972, females comprised 24.6 percent of the total arrests for Part I crimes. In 1978, they represented 22.5 percent of the total.

Table 7 shows the increase in the actual arrests of both males and females from years 1972-73 and 1977-78 in select categories; it also shows the percentage of increase. Because of the small number of women in certain significant arrest categories, the time periods reported in Table 7 represent two years of data. The table is based on information from the Minnesota Bureau of Criminal Apprehension on selected categories of serious crimes for which women are most often arrested and are most likely to be sentenced to prison.

Female arrests for selected crimes have risen from 1972 through 1978 by 13.3 percent, but this increase is not nearly as dramatic as the increase

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<sup>1</sup>"Part I crimes" is terminology used by the FBI Uniform Crime Reports which includes the most serious crimes.



TABLE 7  
FEMALE AND MALE ARREST BREAKDOWN IN MINNESOTA  
BY SELECTED OFFENSE<sup>a</sup>  
(Age 18-35)

OFFENSE	FEMALE ARRESTS			MALE ARRESTS		
	2 Years 1972-1973	2 Years 1977-1978	Percentage Change 1972-1973; 1977-1978	2 Years 1972-1973	2 Years 1977-1978	Percentage Change 1972-1973; 1977-1978
Murder	16	16	0 %	101	108	↑ 6.9%
Manslaughter	0	4	--- <sup>b</sup>	39	64	↑ 64.1
Robbery	70	74	↑ 5.7	927	948	↑ 2.2
Aggravated Assault	72	172	↑ 138.8	983	2,057	↑ 109.2
Burglary	98	142	↑ 44.8	2,956	3,932	↑ 33.0
Larceny	3,501	3,796	↑ 8.4	6,628	7,977	↑ 20.3
Auto Theft	43	69	↑ 60.4	1,012	1,463	↑ 44.5
Forgery	298	378	↑ 26.8	556	832	↑ 49.6
Fraud	866	1,087	↑ 25.5	1,663	2,100	↑ 26.2
Narcotics	652	658	↑ 0.9	4,775	6,158	↑ 28.9
TOTAL	5,616	6,396	↑ 13.8	19,640	25,639	↑ 30.5
Population At-Risk <sup>c</sup>	1,022,887	1,159,693	↑ 13.3%	976,719	1,130,537	↑ 15.7%
Rate per 1,000 <sup>d</sup>	5.49%	5.52%	↑ 0.005%	20.12%	22.68%	↑ 12.7%

<sup>a</sup>"Selected offenses" are categories of serious crimes for which women are most often arrested and are most likely to be sentenced to prison.

<sup>b</sup>Cannot be calculated.

<sup>c</sup>18-35 years of age between the two time periods.

<sup>d</sup>Rate of arrest per 1,000 population at-risk.

of male arrests at 30.5 percent. When the increase in the rate of female arrests per 1,000 population at-risk ( $\uparrow$  0.005 percent) is compared to males ( $\uparrow$  12.7 percent) over the same time period, the difference is again emphasized.

In Table 8, female and male arrests for selected crimes are grouped under headings of person, property, or other crimes and are identified as to the percentage they account for of the total selected arrests. Percentages are shown for the two time periods and indicate a slight increase in female arrests for person crimes while property arrests remained the same.

TABLE 8				
FEMALE AND MALE PERCENTAGE OF ARRESTS IN MINNESOTA FOR SELECTED OFFENSES BY GENERAL OFFENSE CATEGORY <sup>a</sup> (Age 18-35)				
GENERAL OFFENSE CATEGORY	FEMALE PERCENT OF ARRESTS		MALE PERCENT OF ARRESTS	
	2 Years 1972-1973 (N = 5,616)	2 Years 1977-1978 (N = 6,396)	2 Years 1972-1973 (N = 19,640)	2 Years 1977-1978 (N = 25,639)
Crimes Against Persons	2.8%	4.1%	10.4%	12.3%
Property Crimes	85.6	85.5	65.2	63.5
Other (Drug, etc.)	11.6	10.3	24.3	24.0
TOTAL <sup>b</sup>	100.0%	99.9%	99.9%	99.8%
<sup>a</sup> "Selected offenses" are categories of serious crimes for which women are most often arrested and are most likely to be sentenced to prison.				
<sup>b</sup> Due to rounding, total percentages may not equal 100.				

#### SENTENCING DATA

The Sentencing Guidelines Commission has gathered a great deal of information on the sentencing of male and female offenders. The commission's information evidences a pattern similar to that of the arrest data

on the woman offender. The commission found that 80 percent of the women offenders convicted of a felony or gross misdemeanor in fiscal year 1978 had little or no previous criminal felony history and had committed low severity crimes. This is compared to 56.5 percent of the male offenders who could be similarly described. In terms of previous criminal history, the data showed that 76 percent of the women offenders had no previous felony convictions compared to 58 percent of the male offenders.

There were 512 females included in the sentencing guidelines data. This constituted all women in fiscal year 1978 who were convicted of a felony or gross misdemeanor. Of this number, 47 women were committed to the commissioner of corrections, and of this number, 19 (40 percent) had been convicted of a crime of low severity and had few or no prior convictions.

In Table 9, again using a list of crimes for which women are more often convicted and comparing females committed to the commissioner of corrections with males for the time periods 1972-73 and 1977-78, an interesting fact emerges. Females showed a 22.5 percent increase in commitments as compared to a 25.9 percent increase for males. However, the arrest data (refer to Table 7) for those same periods of time showed a 13 percent increase for females as compared to a 30 percent increase for males. Although by far the greatest amount of female crime is low severity property crime and the female arrest rate was considerably lower than the male arrest rate from 1972-73 through 1977-78, the commitment rate for women was almost as high as the male commitment rate. One explanation of this discrepancy in sentencing practice might be a lack of local correctional services for the female offender. A commitment to the

TABLE 9  
FEMALE AND MALE COMMITMENTS IN MINNESOTA  
FOR SELECTED OFFENSES<sup>a</sup>  
(Age 18-35)

OFFENSE	FEMALE COMMITMENTS			MALE COMMITMENTS		
	2 Years 1972-1973	2 Years 1977-1978	Percentage Change 1972-1973; 1977-1978	2 Years 1972-1973	2 Years 1977-1978	Percentage Change 1972-1973; 1977-1978
Homicide/Negligent Manslaughter	11	11	0 %	76	120	↑ 57.8%
Robbery	2	8	↑ 300.0	275	315	↑ 14.5
Aggravated Assault	3	6	↑ 100.0	76	138	↑ 81.5
Burglary	--	6	-- <sup>b</sup>	390	467	↑ 19.7
Larceny	15	30	↑ 100.0	180	283	↑ 56.6
Auto Theft	2	3	↑ 50.0	133	144	↑ 8.2
Forgery	28	22	↓ 0.21	117	143	↑ 22.2
Narcotics	8	12	↑ 50.0	134	129	↓ 3.7
TOTAL	80	98	↑ 22.5%	1,381	1,739	↑ 25.9%
Rate per 1,000	0.078%	0.085%	↑ 0.09%	1.455%	1.586%	↑ 0.09%

<sup>a</sup>"Selected offenses" are categories of serious crimes for which women are most often arrested and are most likely to be sentenced to prison.

<sup>b</sup>Cannot be calculated.

commissioner of corrections at least guarantees decent living conditions and access to some programs for rehabilitation which may not be available locally. This is speculative but worthy of further investigation.

Table 10 shows the variation over time of women offenders entering the state correctional system by person, property, or other crimes. There is considerable variation from year to year, but over the entire period of time, not much change occurred as to the type of crime committed.

<p>TABLE 10 GENERAL OFFENSE CATEGORY OF WOMEN OFFENDERS ADMITTED TO MCF-SHAKOPEE (Years 1971-1978; 9 months 1979)</p>									
GENERAL OFFENSE CATEGORY	1971 YEAR (N = 27)	1972 YEAR (N = 49)	1973 YEAR (N = 54)	1974 YEAR (N = 45)	1975 YEAR (N = 49)	1976 YEAR (N = 54)	1977 YEAR (N = 60)	1978 YEAR (N = 65)	1979 9 MONTHS (N = 38)
Person	18.5%	26.5%	16.7%	15.5%	24.5%	16.7%	20.0%	27.6%	20.0%
Property	51.9	51.0	59.2	64.4	53.1	53.7	45.0	60.0	58.0
Other <sup>a</sup>	29.6	22.4	24.1	20.0	22.4	29.6	35.0	12.4	22.0
TOTAL <sup>b</sup>	100.0%	99.9%	100.0%	99.9%	100.0%	100.0%	100.0%	100.0%	100.0%

<sup>a</sup>"Other" is primarily drug crimes and technical violations returned to prison.

<sup>b</sup>Due to rounding, total percentages may not equal 100.

The population entering women's correctional institutions is and has been primarily composed of property offenders. The fact that correctional institutions are housing more serious person offenders is a result of the increase in total numbers sent to prison, not to a noticeable shift in type of crime committed.

The question of connections between juvenile adjudication and adult criminal behavior was considered. In the Department study, 40 percent of the 87 women offender population had been adjudicated as juveniles, but of the 35 women adjudicated as juveniles, 52 percent were status offenders. Thus, if these limited data held for a larger number of women and over a

greater period of time, then there would appear to be a limited meaning between juvenile and adult crime.

#### SUMMARY PROFILE

A summary description of the average woman offender in the state correctional system indicates a woman of limited education and work experience. She is likely to have dependent children for whom she was caring at the time of her incarceration, and she will care for them again when released. She is likely to be chemically dependent and may have psychiatric problems. She has probably been abused as a child, and she is more than likely involved with a male who mistreats her.

Staff members at the women's correctional institution note an extreme degree of dependency in female offenders. Their relationships with men are generally destructive and are often the stimulus to the woman's involvement in crime.

The largest percentage of female crime involves property offenses. The largest number of female offenders commit crimes of a less serious nature and have a less extensive history of criminal activity when compared to male offenders. When involved in crimes against persons, a disproportionate number of female offenders are involved in murder or manslaughter. This almost always involves someone important in their lives--a husband, a boyfriend, or a child/children.

## DEPARTMENTAL POSITIONS

### INTRODUCTION

Along with a greater understanding of the female offender and increased knowledge of future institutional populations, several important issues emerged in conjunction with the process of determining the most appropriate placement for women offenders in the Minnesota correctional system. After lengthy consideration including the views of the Advisory Board on the Woman Offender in Corrections and the Use of Institution Study Group, the following departmental positions on these issues have been taken by the commissioner of corrections:

- Placement of juveniles and adults in the same correctional facility is not in keeping with good correctional practice, and efforts should be made to avoid this practice in the future.
- Placement of male and female inmates in the same institution (referred to as co-corrections) is inadvisable and should not be undertaken.
- Support should be given to ensure adequate parenting programs and institutional visitation capabilities to accommodate women offenders with dependent children.
- Every effort should be made to maintain the state correctional facility for the women offenders within the Twin Cities metropolitan area.
- Every effort should be made to maintain all the women who are committed to the commissioner of corrections for care, custody, and treatment in one central correctional facility.

Following is a more complete discussion of each of these positions.

## ADULTS AND JUVENILES IN THE SAME INSTITUTION

In keeping with good correctional practice, the Department of Corrections intends to avoid the placement of adults and juveniles in the same institution if possible. Philosophically and legally, the adult and juvenile corrections systems are different. Where rehabilitation is hoped for in the adult system, punishment is clearly involved. The juvenile system is, however, directed by law as a treatment program.

Minnesota receives funds under the Federal Juvenile Justice and Delinquency Prevention Act (JJDPA) of 1974. The continuance of funding under this act requires adherence to JJDPA standards. Regarding adults and juveniles in the same institution, these standards state that the juveniles should be removed from any institution in which they are likely to have regular contact with incarcerated adults. The standards seek absolute separation, if possible, and permit no more than haphazard or accidental contact between juveniles and incarcerated adults. At an open institution such as Sauk Centre, it is a difficult task to separate the two populations totally.

Currently, only the short-term adult women offenders convicted of less serious crimes are housed at Sauk Centre. If all adult women offenders were placed at Sauk Centre, the composition of the adult offender population within the institution would change dramatically requiring considerable changes in institutional management and security.



Study of the circumstances created by mixing populations such as juvenile and adult indicates that almost always one group--sometimes both--suffers in terms of service delivery, and difficult programming and management problems develop. The situation at Sauk Centre provides good examples of the difficulties that develop when populations are mixed. They include:

1. Without an increase in funds, programs in existence are attempting to adapt to the presence of adult women as best they can. The programs were designed for juveniles. To meet adult needs appropriately, required that the programs be completely reorganized.
2. Trying to share program space short changes both groups. This becomes evident in schoolroom use where adults have access to space and staff only after school is over for the juveniles leaving the adults only one and one-half hours of school time per day. Indoor recreational space, especially needed in our long winters, must be scheduled for adults and juveniles separately, thus reducing drastically space and time use for both groups.
3. Staff members were trained and acquired their experience in a juvenile program designed to meet juvenile needs. While some of this training is applicable to adults, some additional skills are needed. The Sauk Centre staff have responded very well to the new population, but discussion with the women offenders has indicated a certain lack of staff understanding of their needs and problems.
4. On-campus work assignments are limited and of necessity were given to the adult population, for the most part depriving the juveniles of work experience and earnings.

Under the proper circumstances, it might be possible to house adult/juvenile populations within the same institution and do it well, but to provide adequate space for both groups and to maintain sufficient equipment and staff would be costly indeed. There would always be the constant problem of adequate separation of the two groups.

The Advisory Board on the Woman Offender in Corrections is clearly against the continued practice of placing adults/juveniles in the same

institution. The Use of Institution Committee would also like to see the practice discontinued. The Department of Corrections strongly supports abandonment of the practice as soon as possible.

#### CO-CORRECTIONS

Co-corrections refers to the placement of adult males and females in the same correctional institution. This can be accomplished by shared programming throughout the institution with the exception of living quarters or by attempting to maintain complete separation of the two populations using program space and services through a double scheduling or by alternative programs falling somewhere in between these two positions.

Institutions implementing co-corrections programs do so with the expectation of a more normal environment for inmates where there is less tension, reduced violence, better postinstitutional adjustment, and less recidivism. More complete use of bed space can be achieved, and it is hoped that shared programs can result in reduced costs. These are benefits anticipated from co-corrections and realized to a certain extent; however, these benefits have been accompanied by a range of problems.

After extensive study of institutions using or having used co-corrections programming, it is clear that the largest single problem faced by these institutions was control of sexual activity between male and female inmates. Several of the institutions studied report that it consumed the largest proportion of staff time and became, in many instances, the most oppressive feature of institution operation. It was also clear that sexual activity managed to occur even in institutions where separation of the two groups was as complete as possible,

where inmate surveillance was high, and where sanctions against participation in such behavior were severe.

Institutional administrations have responded in a range of ways to the knowledge that sexual relations between male and female inmates takes place no matter what the controls. The Massachusetts Correctional Institution at Framingham (over the seven years it has had a co-corrections program) has moved from high inmate surveillance with severe sanctions to a much more relaxed approach. It now anticipates inmate sexual interaction will occur. It places its emphasis on rules involving "common sense and consideration for others" and tries to spend more time assisting inmates toward achievement of more mature relationships. Under these circumstances, the institutional administration had to face the need to deal with resulting problems of troubled love relationships, marriages, or the break up of marriages, irate families outside the institution, birth control education and services, pregnancies, and abortions hoping that the benefits to be found in a co-corrections program would outweigh the troubles.

Other institutions have chosen the high surveillance/severe sanction route and have reported considerable increases in cost and damaged morale. Costs increased when the need to prevent interaction led to running dual programs, to building modifications, and to the need for additional staff to cover dual programming and increased surveillance. The constant surveillance and threat of severe sanctions led to reduced inmate morale. The overall effect also led to damaged staff morale and an increase in the staff turnover rate.

A range of approaches to co-corrections, somewhere between the relaxed

little surveillance approach and the high surveillance approach, has been tried; all approaches report some degree of problems and increased costs associated with the sexual interaction question.

Probably the greatest problem facing most women offenders is their extreme sense of dependence. The staff members of the Minnesota Correctional Facility at Shakopee see the ability to help the woman offender to develop a sense of "self-esteem"--a sense of direction that she determines for herself--as the institution's most difficult rehabilitative problem. A lack of autonomy and self-determination often leads the woman offender to seek direction through someone else, most frequently a man. Unfortunately, these relationships too often turn out to be destructive/using relationships and are frequently the basis of the woman offender's criminal behavior.

The criminal histories of most female offenders are involved with and related to men. Their crimes frequently show a pattern of direct instigation by a man or their willingness to commit a crime to provide for or please a man.

In the co-corrections setting, once again the women find themselves responding to earlier learned behavior patterns, unthinkingly willing to meet male demands. At the federal correctional institution at Fort Worth, Texas, a co-corrections facility, the degree of this behavior is reported to have gone so far as pimps selling "their women" within the institution, with the women willingly participating. In a milder set of responses, female offenders have felt pressured by inmates and staff to take direction, guidance, and protection from male inmates. At Fort Worth, this takes the form of urging the women offenders to take male "walking partners," thus

removing the women from "circulation." This reduces tension and allows for a smoother operating institution, but does so at the loss to the women of individual choice and aspirations toward independence. At Fort Worth, it was observed that despite a range of programs that could have improved the woman offender's skills, she would sign up for programs based on where "her man" was going.

The female offender, generally passive and dependent, is extremely traditional and has accepted society's view of women as chiefly wives and mothers. Yet they come to these roles poorly prepared, too often choosing inadequate or destructive relationships, and unequipped to undertake alternative roles.

Recognizing this about the female offender and recognizing that the time spent in prison may be the only opportunity in her life when she can experience an independence from the male world, the Department of Corrections sees value in maintaining the separateness for the female offender during her prison experience. By operating a single sex institution, the Department hopes to provide the female offender with time and space in which she can see herself as a separate person, can begin to develop strengths that will allow her to determine her own direction, and skills that will enable her to care for herself more adequately. The prison experience without male inmates can allow her the opportunity to try new roles and tasks before perceived closed to her by the presence of men in her life.

Co-corrections, operating under ideal circumstances, could allow for a selected population of male and female inmates, who are ready, to benefit from the conditions of a mixed male/female population. However, the

Department of Corrections' immediate and pressing problem is to find an adequate institutional setting for the entire female offender population. The benefits to be gained by placing the entire female offender population in a co-corrections program appear insufficient and are outweighed by the cost of such a program.

The Advisory Board on the Woman Offender in Corrections expressed strong opposition to the co-corrections concept. The Use of Institution Study Group was of the opinion that there were benefits to be derived from such a program but only under very carefully developed conditions. The study group recommended against it at this time. The Department of Corrections is in agreement that it would be ill advised to implement a co-corrections program in the state of Minnesota.

#### WOMEN OFFENDERS WITH CHILDREN

The woman offender's extreme dependence and the presence of children in her life are probably the two most unique facts about the woman offender needing special attention.

At varying times, between 50 and 80 percent of women involved in the criminal justice system in Minnesota have dependent children. In a survey of the women offender population at Shakopee and Sauk Centre this past year (1979), 44 women (51 percent of the total population on that date) had 69 children among them. In a national study conducted in 1975,<sup>1</sup> including all incarcerated women in 14 selected states, Minnesota had the highest number of children per mother (3.10) and was the second highest in the percentage of incarcerated women with children (81 percent).

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<sup>1</sup>Ruth M. Glick, Ph.D., and Virginia V. Neto, *National Study of Women's Correctional Programs*, June, 1977.

The woman offender is likely to have several major male relationships, both in and out of marriage, which are likely to produce children. In most instances, the women offender maintains her responsibility for her dependent children, but she does so alone. Of the 87 women in our Shakopee survey, only six were living with a spouse at the time of their incarceration. Fathers in this group, who continue responsibility for their children after separation or divorce, are very rare.

Of the women offenders with children, 90 percent were living together at the time of incarceration and about the same percentage plan to live with their children when they leave prison.

There is a significant difference in the presence and importance of children in the lives of the women offenders as opposed to male offenders. As evidenced in data gathered by the Sentencing Guidelines Commission, 67.7 percent of convicted males had no children. This compared with 35.8 percent of the women with no children. While 51 percent of the women offenders with children were supporting their children at the time of arrest, only 14.9 percent of the men were supporting their children.

Numerous studies and surveys have found that being separated from children is one of the most difficult aspects of the prison experience for women. In one study,<sup>1</sup> 74 percent of the women interviewed listed concern for children's welfare as their first priority. The most consistent expression of concern from the incarcerated female offender with children relates to her status as a mother.

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<sup>1</sup>D. A. Ward and G. S. Kassebaum, *Women's Prison* (Chicago: Aldine Publishing Co., 1965).

Although studies are few reflecting the effects on the children of the mother's removal and incarceration, there is evidence to show that children of women offenders are often removed abruptly from their homes, schools, and communities; shuttled from one caretaker to another; deprived of seeing their parent; teased or avoided by peers; and experience desertion--too often without an explanation that they can accept or understand. They are left on their own, often disastrously, to comprehend what is happening. The result is that children become confused and unhappy, and the emotional ties between mother and child are weakened. Although the situation is a result of parental fault, the child is harmed. With the likelihood of more women being incarcerated, the consequences of such damage exists for a greater number of children.

The facts that the inmate mother perceives her role of mother as primary to her sense of identity and that she views her imprisonment as a deprivation to her children, make prison adjustment more difficult and create a continuous anxiety for the woman. Often mothers fear the children will develop bonds of affection with their caretakers that will exclude the mother. Because the caretaker is often the woman's "older" parent or a minimally interested "other," the mother fears poor supervision and care. Staff at Shakopee have noted that a great deal of staff time is involved in dealing with both the mother's anxiety about her children and in assisting her to deal with child care problems complicated by distance.

Many of the inmate mothers come to motherhood with little knowledge of what is involved in raising children well. The Minnesota correctional system, recognizing this and recognizing the parenting problems created by incarceration, has attempted to address these problems. Shakopee has



developed a program which attempts to assist the offender mother with her problems of separation and to help her acquire better parenting skills. Children are encouraged to spend weekends with their mothers at both Shakopee and Sauk Centre. It is hoped that these efforts will contribute to family solidarity and limit the intergenerational damage resulting from poor parenting practices.

In a survey conducted by our staff with inmate mothers at Shakopee and Sauk Centre, it was found that over half of the mothers would like to have children living on the grounds with them. They perceive the institutional program efforts in the area of child visiting and parental assistance and education as helpful, but insufficient. With regard to child visitations, the major problems are perceived to be (primarily at Sauk Centre) distance, cost of transportation, and no one to bring the children.

A crucial part of the rehabilitation of the inmate mother involves successful reintegration into the community and the family structure. From the Glick, Neto study, it is known that prior incarceration of the mother doubles the incidence of children not living at home. If, through assistance to the woman offender while incarcerated, her ability to provide for her family can be improved, her parenting ability can also be improved and her family strengthened, then a reduction in her criminal behavior and improved care of the children involved might be expected.

The Department of Corrections, recognizing the importance of the maternal role, will emphasize institutional programming which will assist the offender mother to improve her parenting skills, thereby enriching and maintaining the parent/child relationship where needed and where desirable. The Department is strongly supported in this position by the Advisory Board

on the Woman Offender in Corrections.

#### INSTITUTION IN A METROPOLITAN AREA

Two major focuses of programming for women offenders in the Minnesota correctional system involve a commitment to assist the woman offender to maintain family and community contacts and to assist reintegration of the woman offender into the community. A third focus seeks to provide the woman offender with vocational training and work experience while in the institution which will increase her ability to provide for herself adequately when she returns to the community. To achieve these goals satisfactorily for the largest number of female offenders, location of the correctional institution in the area of high population is crucial--in Minnesota, this means the Twin Cities metropolitan area.

When thinking of location of a correctional institution, one must be aware that in Minnesota, between 70 percent and 80 percent of the women offenders entering the state correctional system come from the Twin Cities metropolitan area. Seventy percent of the adult female population sent to Sauk Centre since April, 1979, have been from the metropolitan area.

Most women offenders will serve less than three years in a state institution. The maintenance of their families and community support systems, along with adequate preparation for return to the community, are most important to their rehabilitation and can best be achieved by institutionalization that is:

- Close enough to the areas which will allow frequent visits from family and friends for the most inmates.
- Close enough in distance to allow the woman offender to continue responsibility in her community, especially responsibilities involving children.

- Close enough to allow frequent contact between the woman offender and her parole agent who will assist her in the difficult job of leaving the institution and reentering the community. For when the woman offender returns to the community, she is most likely faced with the need to find work, find an apartment she can afford, and furnish it so she can provide a home for her children.

This is quite different from most male offenders who tend to be single without continued family involvement and need only to think of himself when reentering the community.

- Close enough to allow her actively to prepare for parole or discharge by locating housing, work, etc., before leaving the institution.

Although assisting the woman offender to acquire improved vocational and work skills is seen as crucial, an institution's ability to provide these services in-house are directly related to the population size of the facility. Shakopee with less than 100 inmates offers only three in-house vocational and work-related programs. One is a vocational training program and the other two are work-experience programs. This as compared to eight vocational programs and five work-experience programs at Stillwater.

To provide more adequately for programs such as work training, work release, and vocational training, Shakopee must rely on community resources. These resources are more readily available at a reasonable distance in the Twin Cities metropolitan area.

Women offenders, more than any other group in the correctional system, maintain a great deal of interaction with their communities involving transportation for themselves or families and friends. An important benefit from placement of the women population in the metropolitan area would be reduced transportation costs and reduced use of precious transportation fuels.

It is for these reasons that the National American Correctional Association Standards calls for adult correctional facilities to be located within a 50-mile radius of a large metropolitan center, and it is for these reasons that the Department of Corrections seeks to maintain an adult women's correctional facility in the Twin Cities metropolitan area.

The Department of Corrections and the Advisory Board on the Woman Offender in Corrections are in agreement that it is critical to maintain placement for the woman offender in the state system within the metropolitan area. The Use of Institutions Committee concurs.

#### PLACEMENT IN ONE INSTITUTION

The Department of Corrections has recognized two major problems when an already small adult female correctional population is divided and placed in two institutions.

When a portion of the female population is placed in an existing institution serving a different population, as is currently the case in Minnesota, programs and services are not adequate. As previously noted, since April, 1978, a portion of the female offender population has been housed at the juvenile institution at Sauk Centre. Programming and services at Sauk Centre were developed for juveniles and are, in many instances, inadequate and inappropriate for an adult population. To continue these circumstances is to ensure a continuation of reduced services to this group of women. The alternative would be to face the substantial costs of additional staff and improved programs and services needed to meet the requirements of the female inmate population.

When attempting to develop programs and services to meet the particular needs of a select group, it is an understood fact that the larger the group, the less per unit cost. It is clearly more cost-effective to program for an entire female offender population at one institution.

Recognizing these factors, the Department of Corrections will make every effort to ensure placement of the entire woman offender population in one institution. The Department is supported in this position by the Advisory Board on the Woman Offender in Corrections.

## CRITERIA AND PROCESS

### INTRODUCTION

A set of criteria was developed to provide a process by which the various institutional alternatives for housing women offenders could be assessed. The detailed criteria fell generally in categories identified as geographic, physical facility, departmental positions, and departmental concerns. The criteria were developed to reflect what the Department considers decent, humane standards as well as good correctional practices.

### CRITERIA

The criteria used in assessing institutional alternatives include the following:

#### A. GEOGRAPHIC CRITERIA:

1. LOCATION: Location and size of site were considered as well as impact of an institution on the local community and additional available land area.
2. DISTANCE: Reasonable commuting distance for visiting family and friends was considered. American Correctional Association standards and departmental experience dictates the ideal distance is within a 50-mile radius of the center of a large metropolitan area. About 80 percent of women offenders come from the Twin Cities metropolitan area. Proximity is especially important for women with children.
3. COMMUNITY SERVICES: Proximity to community services was considered. When inmate populations are too small to justify certain services on grounds, close community services become very important. Services needed include vocational school, junior college, work training and

employment opportunities, medical/dental, recreation, religious, shopping, public transportation, and legal services.

4. PUBLIC TRANSPORTATION: Proximity and regularity of public transportation were considered as well as cost. Time and distance plus cost was measured from the Twin Cities metropolitan area.
5. POPULATION CENTERS: Proximity to large enough population centers able to provide necessary staff and volunteers was considered.
6. COMMUNITY: Type of community was considered in terms of community's acceptance of inmate population and inmates' sense of acceptance in the community.

B. PHYSICAL FACILITY CRITERIA:

1. SIZE: Sufficient room to house 90 to 110 women offenders was considered.
2. CONDITION: Building's condition including good ventilation, adequate temperature control, adequate lighting, sound and odor control, etc., was considered.
3. EXTERIOR APPEARANCE: The extent to which the facility was obviously a prison was considered.
4. NOTICEABLE SECURITY: Presence of noticeable security devices such as gun tower, security fence or wall, laser beam, or flood lights was considered. The fact that most women offenders require only minimum security conditions was also considered.
5. SERVICE FACILITIES: Provision of adequate service facilities was considered including:
  - Individual rooms of acceptable size (an American Correctional Association standard)
  - Kitchen of sufficient size and equipment
  - Dining room of sufficient size to accommodate population
  - Commissary/canteen
  - Library
  - Classrooms
  - Infirmary with adequate medical/dental space and equipment; residential psychiatric care
  - Exercise room
  - Arts/crafts
  - Chapel
  - Visiting rooms
  - Space and equipment for children for overnight visits

- Industry
- Counseling
- Staff offices and Lounge
- Security

Following is a summary of the information gathered on the geographic and physical facilities criteria at the Minnesota correctional facilities at Sauk Centre, Red Wing, Lino Lakes, Oak Park Heights, and Shakopee.

### C. SUMMARY

#### SAUK CENTRE--Geographic Criteria:

1. LOCATION: Located on approximately 250 acres of land on outskirts of city of 3,750 people--a farming community. Site is outstanding for its natural amenities of woods, lake, and open space. Land area sufficiently large and removed from community to provide some isolation and prevent undue intrusion of the facility into the community setting.
2. DISTANCE: 120 miles to center of Twin Cities metropolitan area.
3. COMMUNITY SERVICES: Special schooling such as vocational school (30 miles); work training and employment (40 miles to St. Cloud); medical--local hospital in Sauk Centre for general use (one mile), for more serious medical needs--St. Paul/Ramsey (120 miles); recreation varied (from one to 40 miles); shopping limited in Sauk Centre (one mile) or St. Cloud (40 miles).
4. PUBLIC TRANSPORTATION: Available from Sauk Centre one mile away to St. Cloud and Twin Cities, scheduled four times a day, cost to metropolitan area and return \$14.15, time to Twin Cities about three hours.
5. POPULATION CENTER: St. Cloud 39,600 population, 40 miles distance (Sauk Centre administration reports no problems recruiting staff).
6. COMMUNITY: Small farm community generally agreeable to inmate population, has expressed its preference for juveniles at the facility. Some metropolitan inmates, especially Blacks, perceive the rural atmosphere as not congenial.

#### SAUK CENTRE--Physical Facility Criteria:

1. SIZE: Consists of 26 buildings widely spaced on roomy campus, nine useful cottages, two school buildings, fine



arts building, food service building, administration building, general service and program building, cottage converted to industry, lake cottage, greenhouse, maintenance building, horse barn, machine shed, two garages, equipment garage, chapel, and bungalow.

Housing:

- Lind Cottage 19 single rooms
- Evers Cottage 19 single rooms
- Alcott Cottage 19 single rooms
- Richard Cottage 19 single rooms
- Stowe Cottage 19 single rooms
- Tekawitha Cottage 20 single rooms
- DuBois Cottage 15 single rooms
- Pettit Cottage divided into apartments and multiple bedrooms, 18 beds in all
- Sullivan Cottage 19 single rooms--used for lockup

Total of 130 single rooms, plus 19 in lockup, plus 18 in multiple rooms. Building space is quite adequate to meet population needs in most instances.

2. CONDITION: The buildings, most of which were completed in 1910, are in good conditions with the exception of two school buildings, Van Cleve Cottage where industry is housed, fine arts building, and the maintenance building. The major problems are electrical and health/safety concerns.
3. EXTERIOR APPEARANCE: A series of attractive, well-spaced buildings on an attractive completely open campus surrounded by woods, lake, and open fields probably provides the most normal institutional atmosphere of all state correctional facilities.
4. NOTICEABLE SECURITY: The institution has none of the outward signs of a prison or a secured facility.
5. SERVICE FACILITIES:
  - Individual rooms--149 individual rooms of which 19 are used for security; an additional 18 beds in multiple use rooms.
  - Kitchen--very adequate kitchen space with excellent equipment; cottages have kitchens useful for limited food preparation.
  - Dining room--very adequate eating areas in each cottage plus staff dining room for 36 in food service building.
  - Commissary/canteen--both provided of comfortable size.
  - Library/Classrooms--Mary Lyon School and annex provide adequate space for library and school, but school programming would need revision to meet the needs of the woman offender.
  - Infirmary (medical/dental)--no infirmary but adequate space for medical/dental examinations and average care; general hospital care at Sauk Centre Hospital, more

serious medical care at St. Paul/Ramsey; current type of medical care needs to be developed more adequately for woman offender; no residential psychiatric care available.

- Exercise room--recreational activities, both indoors and out, are exceptionally well provided including horseback riding, water sports, a good-sized gym for indoor activities, all well equipped; off-campus activities, such as bowling, also available.
- Arts/crafts--very adequate space and equipment.
- Chapel--there is a separate chapel building on campus.
- Visiting rooms--visiting areas are of comfortable size but could be inadequate for a woman offender population with children, family, and/or friends visiting.
- Space for children--sleeping arrangements for overnight visiting children are limited as now enforced; other accommodations for children visiting are very limited. They include a few swings, etc., and open space.
- Industry--space and accommodations for industry very limited and inadequate; housed now in a deteriorating, inadequate building--such crucial factors as space, power, water, loading area, and equipment for loading are missing.
- Counseling--adequate space is available.
- Staff offices and lounge--adequate space available.
- Security--Sullivan cottage, used for security purposes, has four lock cells and eight rooms with security windows and doors considered medium security; an outdoor fenced area 70' X 45' is to be installed; Sullivan also has a visiting room, kitchen, dining room, schoolroom, recreation room, and office; although more generous in terms of secure or semisecure space than Shakopee, it is inadequate to meet the present need for security for extended periods of time for the woman offender population.

RED WING--Geographic Criteria:

1. LOCATION: On 200 acres of wooded land high on a bluff overlooking the Mississippi River. The central campus is located on relatively flat area of sufficient size to allow comfortable distance between buildings. The institution is on the outskirts of Red Wing, a community of 10,500 people. Sufficient land area exists for expansion without intrusion on local community.
2. DISTANCE: 54 miles from center of metropolitan area (Minneapolis), 46 miles from St. Paul.
3. COMMUNITY SERVICES: Vocational school in Red Wing (1 1/2 miles); junior college--Inver Hills (35 miles); work training and employment very limited in immediate area (54 miles to metropolitan area); medical care generally provided at

Red Wing Hospital; St. Paul/Ramsey used for major needs.

4. PUBLIC TRANSPORTATION: One and one-half miles to center of Red Wing where bus transportation is available twice a day, costs about \$8.40 round trip.
5. POPULATION CENTERS: Red Wing, with a population of 10,500 people, is close enough to outer edge of the metropolitan area to allow some small use of this larger metro area.
6. COMMUNITY: Community is accustomed to the institution's presence. It is a farm and small manufacturing river town which lives comfortably with a male, juvenile institution population. Some metropolitan inmates, especially Blacks, might perceive the rural atmosphere as uncongenial.

RED WING--Physical Facility Criteria:

1. SIZE: Consists of some 17 main buildings and a scattering of minor sheds, barns, etc. The main facilities include seven cottages now in use housing inmates and one cottage used as a classroom building for adults, food service building, chapel, administration, dining hall, volunteer center, school, greenhouse, vocational building, and welding shop.

Housing:

- Knox 20 single rooms
- Yale 26 single rooms
- Princeton 26 single rooms
- Stanford 30 single rooms--being renovated
- Harvard 26 single rooms--used for adults
- Grinnel 26 single rooms--used for adults
- Dayton 26 single rooms--used for juvenile security

2. CONDITION: Institution is outstanding for the historic character of its original buildings constructed in 1889. Four of these older buildings are listed in the *Federal Register* as historic buildings of significance. The State Architect's Office reports that all buildings are in generally good-to-excellent condition with the exception of the farm buildings.
3. EXTERNAL APPEARANCE: The open campus, well-spaced buildings, and lack of fence contribute to a more normal appearance.
4. NOTICEABLE SECURITY: The institution has none of the outward signs of a prison.
5. SERVICE FACILITIES:
  - Individual rooms--180 single rooms of adequate size, more than enough for approximate population of 90 to 110 women.
  - Kitchen--of adequate size and equipment.
  - Dining room--very large, more than adequate.
  - Commissary/canteen--both provided and of good size.

- Library/Classrooms--an excellent school building provides these services very adequately.
- Infirmary (medical/dental)--infirmary not now staffed plus medical/dental offices and treatment rooms; no residential psychiatric care.
- Exercise room--an excellent gym in school provides indoor recreation space.
- Arts/crafts--space and equipment well provided.
- Chapel--separate chapel building.
- Visiting rooms--adequate for present population, not adequate for women offenders with children, family, and/or friends.
- Space for children--there is no provision for space and equipment for overnight visits.
- Industry--large, old but adequate industry building, well equipped for male inmates, would need changes to provide for women offenders, e.g., provision for data processing.
- Counseling--adequate.
- Staff offices and lounge--adequate.
- Security--one cottage used for security, would be inadequate to meet needs of women offenders.

#### LINO LAKES--Geographic Criteria:

1. LOCATION: On an enclosed 55-acre tract with an additional 110 acres outside of enclosure containing four cottages. Located in an open area surrounded primarily by farm land, the institution is several miles from the nearest small suburban community of 3,600 people. Sufficient land area exists for expansion without intrusion on any community.
2. DISTANCE: Eighteen miles to center of metropolitan area.
3. COMMUNITY SERVICES: As with Shakopee, services are available within metropolitan area with distances varying from one mile to about 30 miles.
4. PUBLIC TRANSPORTATION: Bus service to metropolitan area available at a distance of two miles, regularly scheduled about 12 trips per day, 75 cents one way.
5. POPULATION CENTERS: Within state's largest metropolitan area.
6. COMMUNITY: Formerly a farming community turning into a suburban community, generally agreeable to inmate population.

#### LINO LAKES--Physical Facility Criteria:

1. SIZE: Consists of 22 buildings plus four cottages, the sewage plant, and pump house which are outside the recently installed security area. The other buildings are within the security area, are well spaced on a large campus providing a very open,

attractive compound. It includes five additional cottages, two industrial buildings, two school buildings, food service, greenhouse, large activities building, administration, infirmary, and power plant.

Housing inside security area:

- Kellogg 32 single rooms
- Andrews 32 single rooms
- Carver 32 single rooms
- Kenny 24 single rooms
- Bishop 26 single rooms

Housing outside security area:

- Four cottages with 20 single rooms each

Total bed space within secure area, 146; outside, 80. Cottages have a very large day room, kitchen and eating area, and staff room. The service buildings, including food service, industry, and school activities center, are all large enough to meet the inmates' needs more than adequately.

2. CONDITION: Lino is the newest facility in the state correctional system, constructed in 1963. The institution, a cluster of single-story buildings, is attractive and according to the State Architect's Office, "The buildings are in excellent condition and have a polished appearance which speak highly of the quality of the facilities and the institution's maintenance program."
3. EXTERIOR APPEARANCE: The institution, with attractive low buildings, well spaced, on an open campus, and well maintained, is attractive. The extensive security fencing and gun tower declare it for a correctional institution.
4. NOTICEABLE SECURITY: Institution is surrounded by double, 18-foot high security fencing with a gun tower and "E" field electronic signal. This is considerably more security than most of the women offender population needs.
5. SERVICE FACILITIES:
  - Individual rooms--186 single rooms of adequate size almost double that needed for the expected woman offender population.
  - Kitchen--of exceptional size, very well equipped with individual kitchens in the cottages for inmate use.
  - Dining room--very adequate.
  - Commissary/canteen--both are provided.
  - Library/Classrooms--two school buildings provide more than adequate classroom and library service.
  - Infirmary (medical/dental)--a seven-bed infirmary plus two dental rooms and medical examination rooms of good size and well equipped; no residential psychiatric care.
  - Exercise room--excellent activity building with a full-sized gym; exercise rooms all very well equipped.

- Arts/crafts--excellent space and equipment.
- Chapel--consists of a sizable, well equipped room.
- Visiting rooms--large comfortable visiting areas are provided with outdoor areas for picnicking and visiting.
- Space for children--a large attractive room has a Sesame Street program for children.
- Industry--excellent space and equipment provided in two buildings for industry. This area would have limited service value to the women offenders as it is now structured.
- Counseling--very adequate space for counseling purposes.
- Staff offices and lounge--space for administration and staff is excellent.
- Security--the institution is a medium security facility. No further security is provided nor would be needed for a proportion of the women offender population.

#### OAK PARK HEIGHTS--Geographic Criteria:

1. LOCATION: On 160-acre site, 90 acres inside the prison walls. Located on a bluff overlooking the St Croix River surrounded on two sides by residential areas which are at considerable distance with raised ground between.
2. DISTANCE: 20 miles to center of metropolitan area.
3. COMMUNITY SERVICES: As with Shakopee, services are easily available within the metropolitan area with distances from one mile to about 30 miles.
4. PUBLIC TRANSPORTATION: Currently available at 3/4 mile distance; regularly scheduled trips to metropolitan area at nominal cost.
5. POPULATION CENTERS: Within state's largest metropolitan area.
6. COMMUNITY: Oak Park Heights is essentially a commuter community with some light industry; the community lives fairly comfortably with the nearby present Stillwater prison population.

#### OAK PARK HEIGHTS--Physical Facility Criteria:

1. SIZE: The total prison encompasses eight acres. Use of one unit would provide bed space for 52 women.
2. CONDITION: Should be excellent when complete.
3. EXTERIOR APPEARANCE: This facility, currently under construction, will be an up-to-date maximum security prison when complete.
4. NOTICEABLE SECURITY: Will be well provided with obvious, as

well as not so obvious, security devices, e.g., double fence with razor wire.

5. SERVICE FACILITIES:

- Individual rooms--will provide 52 rooms; not enough for entire population and too many for few women needing maximum care.
- Kitchen--should be excellent from plans; each unit to have a pantry.
- Dining room--each unit to have a dining area; in addition, a large 100-seat dining area for staff and inmate use.
- Commissary/canteen--will have a commissary.
- Library/Classrooms--will be provided in school area.
- Infirmary (medical/dental) (psychiatric)--will all be provided including a three-bed psychiatric unit for women offenders.
- Exercise room--each unit will have an exercise room; there will also be a complete gym and outdoor recreational areas; each unit will have a separate outdoor area.
- Arts/crafts--will be part of the school area.
- Chapel--will have a separate chapel.
- Visiting rooms--will be provided in main administration building.
- Space for children--except for short visits, will not be provided.
- Industry--will be provided.
- Counseling--each unit will have caseworker housed in unit, and other therapeutic areas will be available.
- Staff offices and lounge--adequate staff facilities are included in the plan.
- Security--the entire facility is secure.

SHAKOPEE--Geographic Criteria:

1. LOCATION: On seven-acre tract with approximately 26 acres of open land adjacent to the existing building site in a residential neighborhood in small community, part of the largest metropolitan area in the state. The seven-acre land area is insufficient for expansion, but adjacent 26 acres could be used. Need to consider aesthetics because of residential neighborhood.
2. DISTANCE: Distance to center of metropolitan area is 26 miles.
3. COMMUNITY SERVICES: All available within the metropolitan area involving distances from under one mile upward to 30 miles or so. Medical/hospital in Shakopee for general use (one mile), for other medical needs, St. Paul/Ramsey available (30 miles).
4. PUBLIC TRANSPORTATION: Available at front door to Shakopee or Minneapolis, scheduled four trips a day, 80 cents one way.
5. POPULATION CENTERS: Within largest metropolitan area in state, with largest work force in the state.

6. COMMUNITY: Suburban residential city, generally agreeable to inmate population.

SHAKOPEE--Physical Facility Criteria:

1. SIZE: Consists of five buildings on main campus, four main buildings completed in 1923, and a maintenance shop/garage built in 1958.

Housing:

- Anthony Cottage      21 single rooms plus one 3-bed room
- Sanford Cottage      21 single rooms plus one 3-bed room
- Shaw Cottage          11 single rooms
- Higbee II Cottage      10 single rooms in lock unit plus 7-bed segregation unit

The cottages have a day room, kitchen and eating area, and staff room. Anthony houses a Head Start Nursery Program in the basement; Shaw houses the main kitchen and dining room on the first floor; and Higbee houses the administration, medical/dental plus program space on the first floor, with the school, library, industry, vocational training, and photography in the basement.

2. CONDITION: In general, the institution is in poor condition. Although staff has made good use of available space, there is insufficient space for almost every need including maintenance.
3. EXTERIOR APPEARANCE: Although the facility is clearly an institution, the lack of obvious security measures, such as fencing, and the open "cottage" layout in a somewhat wooded residential neighborhood contributes to an attractive nonprison appearance.
4. NOTICEABLE SECURITY: No obvious security except for security devices used on windows.
5. SERVICE FACILITIES:
  - Individual rooms--total of 63 single rooms, plus seven segregation cells.
  - Kitchen--kitchen of Shaw Cottage converted to serve entire institution; it is small and limited in equipment, but meets basic need.
  - Dining room--adequate to seat population of about 60.
  - Commissary/canteen--none.
  - Library/Classrooms--school is in the basement of Higbee, consists of one large room for library and classes and two very small rooms.
  - Infirmary (medical/dental)--no infirmary; medical examination and dental in one room, not adequate; no residential psychiatric care available.
  - Exercise room--none, apart from activities in the cottage day room, such as pool; recreation space on campus is a fenced area big enough for volleyball.
  - Arts/crafts--must use any space not in use, pottery in



- kitchen of Higbee, photography in closet in basement, etc.; arts/crafts are limited as a result.
- Chapel--small room, basement of Sanford.
  - Visiting rooms--day rooms in cottage only available space limiting use by inmates without visitors; and space inadequate for the number of family, friends, and children.
  - Space for children--Children staying overnight sleep in sleeping bags on floor or with mother; space and equipment very limited, swing set on grounds, and nursery schoolroom on weekends for very young children--inadequate.
  - Industry--vocational training and industry share Higbee basement with the school; space and equipment very inadequate.
  - Counseling--space for counseling and self-help programs consists of four rooms on first floor of Higbee or borrowed office space--not adequate, privacy hard to find.
  - Staff offices and lounge--office space for administration on first floor of Higbee very limited and crowded, two or more to an office; cottages each have a staff office, no lounge area provided.
  - Security--security area consists of the second floor of Higbee with ten single rooms that can be locked but are not self-containing; a large day room and a smaller room; a secure area of seven self-containing cells separated by double doors and a sally port, three of these cells can be used as strip cells; no program, visiting or recreational space in this area. For physical exercise, the women are taken in handcuffs to the fenced volleyball area. To spend extended time in this security area is very inadequate. Both inmates and staff suffer under very limited and difficult circumstances. The lack of adequate segregation is a major problem; use of segregation has increased by 300 inmate days from 1977-78 to 1978-79.

#### D. POSITIONS

Departmental positions taken in regards to assessing institutional alternatives for the woman offender include:

- No juvenile and adults on the same campus, if possible.
- No adult male/female programming within the same facility.
- Placement of all adult women offenders in one central institution.
- Placement of the adult women offender population within the Twin Cities metropolitan area.

#### E. OTHER CONCERNS

In addition, the following departmental concerns were included with the factors used to assess institutional alternatives for placement of the women offender population. These concerns are:

- The utilization of existing bed space, and
- The prevention of escapes.

#### PROCESS

The Department gave weights to the criteria to reflect their relative importance, listed the various alternatives, and scored each alternative based on the weighted criteria. A score was totaled for each possibility. Following are the institutional alternatives considered.

- Minnesota Correctional Facility-Sauk Centre  
*with an adult female population only.*
- Minnesota Correctional Facility-Sauk Centre  
*with an adult female and juvenile population.*
- Minnesota Correctional Facility-Red Wing  
*with an adult female population only.*
- Minnesota Correctional Facility-Red Wing  
*with an adult female and juvenile population.*
- Minnesota Correctional Facility-Lino Lakes  
*with an adult female and male population.*
- Minnesota Correctional Facility-Oak Park Heights  
*with an adult female and male population.*
- Minnesota Correctional Facility-Shakopee  
*with an adult female population only.*
- New facility  
*with an adult female population only.*

#### SCORING RESULTS

Following is a summary description of the scoring process results for each institutional alternative considered.

● Sauk Centre with an Adult Female Population Only

Sauk Centre, while attractive, ample in size, and offering some amenities not available at Shakopee, has some serious drawbacks for placement of the women offender population. To consider use of the institution for women offenders only, it should be noted that existing bed space is almost double that needed for a woman offender population of 90 to 110. If consideration is given to continuing juvenile and adults on the same campus but moving all women offenders to Sauk Centre, the Department is faced with serious problems of dual programming that would require enlargement of present facilities or construction of new facilities. The problems occur in the following areas:

1. This is an institution of 180 bed spaces, much larger than that needed for approximately 90 to 110 women offenders.
2. Distance from the Twin Cities metropolitan area is a major drawback. Between 70 and 80 percent of the women offenders committed to the commissioner of corrections come from the metropolitan area. Financial and energy costs, along with greater disruption in the maintenance of family relationships, would be severe because of distance.
3. Community services are all at considerable distance and in different directions. To utilize these services would cost considerably in staff time and transportation costs.
4. Community is predominately rural in nature, not compatible with a large portion of the inmate population.
5. Considerable renovation and improvement would be required to provide adequately for the entire women offender population. The following would be necessary:
  - Security building and grounds to house 15 women with visiting, program, and exercise space.
  - Increased school time and enlarged school programs desired for adults.
  - Improved and enlarged programs for chemical dependency for self-help and self-improvement, for counseling, and for psychiatric needs.

- Enlarged work program--current on-grounds institutional work can only accommodate 32 women, at most.
  - Enlarged industry program is needed--current program is not cost-effective; transportation costs kill profit; building used for industry inadequate.
  - Vocational training--on-grounds programs are needed such as computer training.
  - Improved and enlarged parenting program including space and equipment for visiting children.
  - Staff would need additional training in working with adult women offenders.
6. Small population doesn't allow for other than minimal medical services. For women offenders who have an inordinate number of health problems, the major medical resource would be St. Paul-Ramsey Hospital at almost a 115-mile distance.
  7. This would displace juveniles at a time when juvenile institutional populations are increasing.

One of the advantages of the current programming for the woman offender at two institutions is the ability to separate the more serious offender from the less sophisticated offender. This advantage would be lost to a great extent by moving all women offenders to one institution; however, the distances between cottages and the large number of cottages at Sauk Centre might allow this separation to a lesser degree.

Disadvantages not easily remedied in the use of Sauk Centre for the woman offender are:

- a. Distance--80 percent of the woman offender population comes from the Twin Cities. Visiting by family, friends, and especially children is very difficult.
- b. Distance--off-grounds programming for vocational training and work release is very difficult because of distance.
- c. Small community population--fewer jobs available, few volunteers.
- d. Rural atmosphere--some metropolitan inmates, especially Blacks, perceive the rural atmosphere as uncongenial.
- e. Distance--would reduce parole officer interaction for most women, thwarting release plans, etc.

● Sauk Centre with an Adult Female and Juvenile Population

1. The Department of Corrections believes the placement of juveniles and adults on the same campus to be a poor correctional practice. To consider the continued programming for both groups at the same facility flies directly in the face of strongly held Department values.
2. Numbers 2 through 6, above, also apply.

● Red Wing with an Adult Female Population Only

Red Wing--a large, attractive, and well-maintained institution--is inadequate in some areas to meet the needs of a female offender population. A Department report in 1977 noted that visiting space is too limited to accommodate female offender needs and security provisions are inadequate as are bathroom facilities which would need remodeling. Program areas and equipment for overnight visiting of children are lacking, and the industrial area would need to be redesigned. The report went on to note that distance from the Twin Cities would create a hardship for visiting family and friends for the inmate on furlough and would make it difficult for the female offender to conduct necessary business away from the institution.

1. This is an institution of 180 bed spaces, much larger than that needed for approximately 90 to 110 women offenders.
2. Although only slightly over the 50-mile standard distance from a metropolitan center, it is still far enough to create difficulty with transportation. The distance would create added fuel consumption and fuel costs over other possible sites when restricted fuel use is essential.
3. Community-based services are in some instances at considerable distance. Work/training and regular employment programming would be very scarce in immediate area and would require travel to areas as far as 40 or 50 miles away.
4. Community is predominately rural in nature, likely to be viewed as incompatible by some of the inmate population, especially minorities.

5. Considerable renovation and improvements would be required to equip the facility adequately for the entire women offender population. Such things as:
  - Security building to accommodate 15 inmates and equipped with program, visiting, and exercise space.
  - Altered industrial programs with provision for adequate space and equipment.
  - Program space and equipment to provide a complete parenting program.
  - Remodeling of existing buildings to meet standards for the housing of women offenders such as improved bathrooms and lounge areas.
6. Small population doesn't allow for other than minimal medical services. For women offenders who have an inordinate number of health problems, the major medical resource would be St. Paul-Ramsey Hospital at almost a 50-mile distance.
7. This would displace juveniles at a time when juvenile institutional populations are increasing.

● Red Wing with an Adult Female and Juvenile Population

1. The Department of Corrections believes the placement of juveniles and adults on the same campus to be a poor correctional practice. To consider the continued programming for both groups at the same facility flies directly in the face of strongly held Department values.
2. Numbers 2 through 6, above, also apply.

● Lino Lakes with an Adult Female and Male Population

This, the newest of our operating institutions, is ideally located and is in excellent condition. Considerable funds have recently been expended to remodel the facility into an exceptional medium security prison with a focus on industry and employment for all inmates. The program is excellent and well managed.

There is a constant list of inmates waiting admission from Stillwater or St. Cloud. To consider seriously disrupting this program by allocating almost half of the bed space to women offenders would appear

extremely unwise. Problems, if such a move is considered, would be:

1. It would be impossible to maintain complete separation of the male/female populations. This would involve a movement into co-correctional programming--a move the Department feels inappropriate.
2. Additional costs would be necessary to add additional industry for the women offenders.
3. Additional costs would be necessary to equip the facility for other needs of the woman offender such as vocational training.
4. Space and equipment to develop a complete parenting program would be necessary.
5. Staff and equipment to increase inmate surveillance would be necessary.
6. All of this would be at a cost of bed space badly needed for male inmates ready for medium security programming.

Lino Lakes is an attractive, well cared for institution with exceedingly good space both indoors and out, and excellent equipment. With few exceptions, it could meet the needs of the woman offender. There is no provision for segregation; industry would have to be adapted to meet the needs of the woman offender more adequately; vocational training opportunities should be expanded, and facilities for overnight visiting for children should be installed.

This institution would be the most logical place to consider a co-correctional program within existing facilities if such a plan were, at some point, seen as desirable. It would require the aforementioned changes as well as a carefully thought out and well-staffed program for male/female inmate integration.

● Oak Park Heights with an Adult Female and Male Population

This maximum security institution, currently under construction, is

designed to house inmates in small clusters of 52 individuals in a somewhat self-contained module. Although this will undoubtedly be an excellent facility when completed, it has serious disadvantages for housing women offenders including the following:

1. The only practical application of space in this facility would be use of one of the 52 bed clusters. The Department has no data that would indicate that 52 women in the correctional system are in need of maximum security. To use this very costly space for women offenders who need only minimum security would be a great waste and poor use of tax dollars.
2. A single unit is too small for entire expected woman offender population and too big for the few women needing maximum care.
3. It would be impossible to maintain complete separation of the male/female populations. This would involve a movement into co-correctional programming--a move the Department feels would be inappropriate.
4. To attempt to separate the male/female inmate population completely would lead to reduced services for the woman offender and resulting costs of double programming in some instances. Provision of services connected with the gym, outdoor recreational areas, visiting, industry, school, and library could all be double programmed but at a great loss of service to both males and females and extra cost in staff time.
5. There is insufficient space in a single cluster to allow for all program needs of the woman offender. This would lead to dual programming, a costly and difficult management problem, and as noted earlier, one or both groups get short-changed in program availability. Services, such as use of gym, outdoor recreational areas, visiting, industry, school, and library, would all have to be double programmed.

● Shakopee with an Adult Female Population Only

The institution at Shakopee is in poor condition and lacks the bed space for approximately 90 to 110 women offenders. Furthermore, it lacks the space to program decently for the 60 women currently there. Space and equipment are needed for:



1. Segregation and security--sufficient single self-contained rooms to house 15 to 20 women with additional space for visiting, exercise and recreation, school work, and other programs as needed.
2. Space and equipment for both indoor and outdoor recreation and exercise.
3. Additional space and equipment for industry and vocational training.
4. Adequate visiting area and equipment.
5. Additional program space and equipment for:
  - School.
  - Arts/crafts.
  - Therapeutic programs and self-help programs.
6. Space, equipment, and staff for parenting program.
7. Residential psychiatric facilities with appropriate staff.
8. Improved and enlarged medical/dental facilities.
9. Adequate staff space and equipment.

Despite these problems, it became clear when assessing this institution against the Department's criteria that Shakopee scored very high in all major areas except institutional size and condition.

● New Facility with an Adult Female Population Only

A new facility would, of course, present the opportunity to meet all criteria and conditions in the most ideal manner.

OVERALL SUMMARY OF SCORING RESULTS

Table 11 shows the total scores each institutional alternative received when assessed using all criteria. The outcome of the scoring process clearly indicates that a new institution in the metropolitan area would most ideally meet the needs of the woman offender and the Department of Corrections.

TABLE 11 INSTITUTIONAL ALTERNATIVES SCORE RESULTS		
ALTERNATIVE CONSIDERED	POPULATION	TOTAL SCORE
MCF-Sauk Centre	<i>Adult female only</i>	318
MCF-Sauk Centre	<i>Adult female and juvenile</i>	468
MCF-Red Wing	<i>Adult female only</i>	335
MCF-Red Wing	<i>Adult female and juvenile</i>	485
MCF-Lino Lakes	<i>Adult female and male</i>	492
MCF-Oak Park Heights	<i>Adult female and male</i>	294
MCF-Shakopee	<i>Adult female only</i>	452
New Facility	<i>Adult female only</i>	657

Although Shakopee received the second to the lowest score, when the individual criteria scores are examined, it is evident that on all the Department's major concerns, location, and good correctional practices, Shakopee would do as well as a "new facility." The problems for Shakopee are incurred as a result of inadequate buildings. If, through renovation and additions, this situation could be corrected, Shakopee would probably score as high as a new facility.

Lino Lakes, while an excellent facility, would involve males and females in the same institution with all the disadvantages attending such a program. In view of the great cost and effort to develop the current Lino Lakes program, no thought was given to a women only population, but it should be noted that Lino Lakes has twice the bed capacity needed for the anticipated women offender population in the state system. Conversion to accommodate the women offender population would be costly.

Red Wing, another attractive institution, has the disadvantage of being too large for a women offender population only, and a combined adult/juvenile population is undesirable. Distance from community services and from the metropolitan area is also a serious disadvantage, and the rural nature of the town does not accommodate well to the adult woman offender population. Again, costly renovations would be involved.

The same problems that adhere to Red Wing are found at Sauk Centre--but to a greater degree. The institution is too large for a women only population, and an adult/juvenile population is undesirable by Department standards. Distance is a major problem. Distances from community services are extreme, and distances for the greatest proportion of visitors would be a great disadvantage--certainly limiting the frequency of mother/child visits. Sauk Centre is a rural community, not perceived as a comfortable location by much of the inmate population--particularly, the Black women. As with the other institutions in current use, costly renovations would be involved to provide for the woman offender, especially in the area of security.

Oak Park Heights, the newest and not-yet-complete facility, is a maximum security prison. Although it has somewhat self-contained units of 52 beds, a single unit is too small for the entire population of women offenders. If a select group of women needing medium or maximum security were selected, the group would be too small for a 52-bed unit. In either case, the use of a costly maximum security institution for a group of women not in need of such costly measures would be neither prudent nor cost-efficient. To provide adequately for the women offenders in this facility, either shared programming with male offenders would be involved or costly double programming would have to be instituted--neither would be seen as a wise course of action.