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WOMEN'S PROGRAMS  
STATE OF MINNESOTA

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Attached are descriptions of each of the women's programs in the State of Minnesota. The amount of state funds for these programs for the 1982-1983 biennium is as follows:

Battered Women	\$ 3,728,800
Council on the Economic Status of Women	191,000
Displaced Homemakers	786,000
Department of Corrections Women's Coordinator	67,600
Department of Education Sex Equity Coordinator	(federal funds)
Sexual Assault Program	800,000
TOTAL . . . . .	<u>\$ 5,573,400</u>

By comparison, other special populations which receive funds are:

Veterans - Department of Veterans Affairs	\$17,543,100
Farmers - Department of Agriculture	\$26,342,800
Prisoners - Department of Corrections*	\$120,722,500

The total state budget for the biennium is: \$8,460,188,000

WOMEN'S PROGRAMS ACCOUNT FOR 1/6 OF 1 PERCENT OF THE TOTAL STATE BUDGET.

*\*Does not include \$2,461,100 for the Correctional institution at Shakopee or the \$122,000 earmarked for women's community corrections.*

## BATTERED WOMEN'S PROGRAMS

### BACKGROUND

It is estimated that more than 43,000 cases of assaults on women by their partners take place each year in Minnesota based on reports to the Department of Corrections by law enforcement, medical and human service professionals.

Women who have been battered are from 15 to 96 years of age. They are from every region of Minnesota and from every race. More than 93 percent of battered women housed in shelters report being assaulted more than once by the same person, and approximately three-fourths of the women were exposed to abuse for more than a year.

The battered woman is the victim of a violent crime. She may have been assaulted in the privacy of her own home, often within view of her children, by the man she lives with and upon whom she depends for emotional support and economic security. She is often unable to defend herself, unaware of her rights, and isolated from help.

Family violence is perpetuated over the generations, since over half of assaultive spouses observed violence between their own parents as children, and since 81 percent of women in Minnesota shelters have children. Battering is clearly a pervasive societal pattern, and not merely a private problem.

In the 1977 session, the state legislature appropriated funds to establish pilot shelters and support services, community education and statewide data collection. In 1978, additional funds were appropriated for additional shelters, for evaluation, and for public information programs.

For the FY'80-FY'81 biennium, a total of \$2,995,712 was appropriated, of which 74 percent was spent for emergency shelters, while the remaining 26 percent was spent on community education, programs to treat the assaultive man, and for administrative support in the Department of Corrections.

There are now 16 shelters in Minnesota -- 6 in the Twin Cities area and 10 in outstate areas. The state appropriation provides from approximately only one-fourth to one-half of the operating costs for these programs, with the rest of funding provided by public assistance funds, foundations, and local donations.

From January 1, 1981 to October 1, 1981, Minnesota shelters for battered women housed 1,813 women and 2,433 children. However, 3,195 requests for shelter, 64 percent of the total number of requests, could not be accommodated due to lack of space. This compares to 1,936 women and 2,498 children housed in 1980 when 4,100 requests could not be accommodated.

## COUNCIL ON THE ECONOMIC STATUS OF WOMEN

### Background

In 1976, the Minnesota State Legislature established the Council on the Economic Status of Women to study all matters related to the economic status of women in the state and to make recommendations to the governor and the legislature. The Council was originally funded for two years; in 1978, an appropriation was made to continue the Council until June 1981.

Specific areas of study outlined in the original enabling legislation include: credit, family support, inheritance laws, economic security of the homemaker, educational opportunities, career counseling, contribution of women to Minnesota's per capital and family income, job and promotion opportunities, and laws and business practices constituting barriers to the full participation of women in the economy.

Twenty-two members serve on the Council: five State Senators, five State Representatives, and twelve public members appointed by the governor. Council members meet about once a month to conduct public hearings on the status of women. Since the Council's establishment, 38 hearings have been held on various topics -- 22 in the Twin Cities and 16 in outstate areas.

The Council has published a series of reports with recommendations based on information gained from hearings in addition to staff research. About 19 reports on topics such as women and poverty, women and education, jobs and training, employment in state government, employment in city and county government, women in the trades, and women and finances are currently available. A statistical reference book with the most recent demographic and labor force information has also been prepared by Council staff.

Other projects have included an ongoing evaluation of sex equity in vocational education, a Task Force on Families, a Task Force on Housing, a conference on women and Social Security, and co-sponsorship of a "Working Women's Dialogue." Currently the Council has a Task Force on Comparable Worth in state government employment, a Task Force on Sexual Harassment, and a Task Force on the State Procurement Set-aside Program.

The Council endorses a legislative program each biennium, with a report listing background information for each proposal, purpose of the legislation, and a summary of the legislation. Between 1977 and 1980, 33 of the 48 proposals in the legislative program became law. Of the 35 proposals listed in the legislative program for 1981, 21 were passed into law, 6 were introduced but did not pass, and 8 were not introduced.

The Council was funded for \$69,800 in fiscal year 1980 and \$79,300 in fiscal year 1981, with a staff complement of two employees.

### Budget

The legislature appropriated \$191,000 for the 82-83 biennium and removed the expiration date, thus making the Council an ongoing part of state government. In addition, the Council has a \$12,000 grant of federal funds from the Department of Education to continue the data collection and analysis of sex equity in vocational education.

## DISPLACED HOMEMAKERS

### Background

There are an estimated 193,000 full-time homemakers in Minnesota -- women who are not in the labor force, but who provide child care and household management services for their families. Although homemakers make an invaluable contribution to the welfare and economic stability of the state, they receive no salary, health, retirement, or unemployment benefits for their labor.

In Minnesota each year, about 2,500 women are widowed and more than 14,000 are divorced. Others are displaced from their family roles and left without income or financial security because of desertion or disability of a spouse. Displaced homemakers have difficulty finding employment due to inadequate training, lack of recent paid work experience, age and sex discrimination, and other psychological, societal, and economic barriers.

Beginning in 1977, the state legislature appropriated funds for displaced homemaker programs to assist in the transition from home to paid employment. Programs include: vocational testing, counseling, workshops on interviewing and other job-seeking skills, building self-confidence, making arrangements for additional training when needed, job referral and placement services.

In 1979, an additional appropriation was made to continue the two pilot programs and to establish at least one additional rural program. Federal funds from the Comprehensive Employment and Training Act (CETA) were also used for displaced homemaker programs. There are now four programs in operation: in the Twin Cities, in South Central Minnesota, in Southwestern Minnesota, and in Duluth. In addition, coordination and evaluation are provided by the Department of Economic Security.

It is estimated that 1,130 participants will be served by the end of the current biennium. Program statistics collected by the Department of Economic Security as of November, 1980 show that more than two-thirds of the women who completed a program were "positive terminations" -- that is, they found adequate employment or were enrolled in appropriate training programs.

Funding for the 80-81 biennium was \$753,314 -- \$486,096 in state funds and \$267,218 in CETA funds. Cuts in federal appropriations for CETA, however, required a larger state appropriation to maintain the same level of services in the 82-83 biennium.

### Budget

The legislature appropriated \$786,000 for the 82-83 biennium. This amount funds the four existing programs as well as providing funds to the University of Minnesota Family Studies Department for data collection and evaluation. Additional federal funds provide coordination within the state Department of Economic Security and for the Displaced Homemakers Advisory Committee. In Region 9 (South Central Minnesota), program funds are supplemented with a \$35,000 CETA grant.

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WOMEN'S COORDINATOR, DEPARTMENT OF CORRECTIONS

The neglect that characterizes female corrections nationally has also existed in Minnesota!

Some 9,000 women face arrest in Minnesota each year. About 6,000 will be held in local jails, most for short-term booking procedures, but about 2,500 will spend time ranging from a few days to months awaiting trial. Some 900 women will serve sentences in Minnesota in the Hennepin County Workhouse, and about 60 women will be sent to the State Correctional Facility for Women at Shakopee.

But, these women comprise only a small proportion of the total criminal justice population. Their crimes are generally less serious than their male counterparts, and their criminal histories are less dramatic. Their behavior when incarcerated is less violent. As a consequence, women offenders are often victims of substantial neglect and discrimination within the correctional and criminal justice systems.

The lack of attention to the woman offender is immediately evident when an effort is made to document their presence and 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. In the past there has been little effort to identify differences existing between male and female offenders. This has led to a lack of programming and resources structured to address the special needs of women offenders. The presence of large numbers of males and their more difficult behavior has determined the focus and direction of programs and services as well in the criminal justice process itself.

The neglect of resources for women offenders in Minnesota can be observed in two dramatic areas; the Women's Correctional Facility at Shakopee has received such little attention in the past 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."

The Department of Corrections Jail Inspection Unit reports that women serve the most difficult time in Minnesota jails because of lack of resources for their separate needs, and Minnesota has only four community programs specifically designed for women offenders.

In 1978 a special Task Force on the Woman Offender in Corrections, after studying the issues and problems relevant to women offenders, and recognizing the severe problem of lack of recognition, lack of information, and lack of services; recommended that a staff position in the Department of Corrections be created whereby information on women offenders at all levels of the corrections system could be gathered, and the problems of the woman offender could be focused, and kept before the eyes and ears of the Department of Corrections, the Legislature, local jurisdictions, and the public. A staff position was created in October of 1978, and has been the source of considerable needed information on women offenders; has greatly assisted the Department of Corrections' effort to obtain an improved women's correctional facility; has assisted legislation to improve local planning and programming for women offenders; and has worked extensively with an Advisory Board on the Woman Offender in Corrections to further the cause of improved conditions for women offenders generally.

In 1981, \$33,800 was budgeted for this program, with funds for one staff person and necessary supplies, travel, and costs of services for the advisory board.

## SEXUAL ASSAULT SERVICES

### Background

Sexual assault is a violent crime, an aggressive rather than a sexual act. It is defined as any sexual activity in which a person is forced to participate without his or her consent: rape, same-sex assault, child sex abuse, and incest. In 1979, Minnesota law enforcement officers received reports of 870 rapes. The FBI estimates that only one in every five to ten rapes are ever reported, so that the actual incidence of rape in Minnesota is between 4,350 and 8,700 cases per year. The reporting rates for same-sex sexual assault, child sex abuse, and incest are probably even lower.

The Minnesota Program for Victims of Sexual Assault was established in the Department of Corrections in 1975, with funding from the federal Law Enforcement Assistance Administration (LEAA) through 1978. Upon expiration of the LEAA grant in 1978, many of the components of the Minnesota Program for Victims of Sexual Assault were assumed by the Department of Corrections and incorporated into its biennial budget. However, no monies for local services were included in the Department of Corrections' appropriation. In 1979, the legislature added \$500,000 to the sexual assault program for grants to community-based programs.

### 80-81 Biennium

The legislature appropriated \$638,000 for this biennium--\$500,000 for grants; \$138,000 for other program activities. Major activities of the state program during this biennium included administering the grant program; sponsoring two annual in-service training programs for the staff and volunteers of the local programs; conducting the following statewide training seminars (Sexual Abuse: Communicating with Children, Sexual Victimization of Children, and The Black Community's Response to Sexual Assault); sponsoring a Rape Awareness Week; and publishing a quarterly newsletter, The MN Exchange.

In fiscal year 1980, grants were made to 23 local community-based programs in the state for three purposes: direct services to the victims of sexual assault, training for professionals in related fields, and community education programs for members of social, civic, and church organizations. In that year, 2,103 victims received services such as crisis intervention, medical and legal information, and individual or family support groups. Training was provided to more than 7,000 professionals in law enforcement, the medical and legal communities, human services, and education. More than 800 public education presentations were made, reaching 35,000 people.

Local sexual assault programs receive a great deal of community support, as indicated by the large number of volunteer hours contributed (more than 80,000 hours contributed statewide in fiscal year 1980) and by positive responses from local professionals. From 70 to 95 percent of county attorneys, medical workers, police officers, and social service workers said it is "very important" to have such services available in their communities.

Statistics for the 21 community-based sexual assault programs receiving grants from the Department of Corrections in fiscal year 1981 continue to illustrate the extensive work being done in their communities to provide services to sexual assault victims. The grantees provided services to 2,590 sexual assault victims in 1981, a 23 percent increase over 1980.

Thirty percent of the victims seeking services were under the age of 18. Another 25 percent were between 18 and 25 years of age. Although more than half (52 percent) of the victims contacting the program were rape victims, the grantees saw victims of the full range of sexual attacks. The greatest increase was in the number of victims of family sexual abuse.

Public and professional education increased dramatically. Community education programs increased 65 percent; more than 45,000 persons participated in presentations at schools, churches and civic groups. Additionally, professional training programs increased 32 percent; more than 10,000 professionals participated in training sessions that instructed them in the handling of sexual assault cases.

In addition to the need for on-going funding of existing programs, the Department of Corrections has identified a number of unmet needs: expansion of services to the 52 counties not now served; additional services and/or information about the needs of victims who are racial minorities, men, children, elderly, or developmentally disabled; and expanded data collection.

#### 82-83 Biennium

The legislature appropriated \$800,000 for the sexual assault program this biennium. The grant program was increased \$50,000 per year over the governor's recommendation.

Grants have been awarded to 24 local sexual assault programs throughout the state for fiscal year 1982. New grantees are the Upper Midwest American Indian Center, the Minnesota Migrant Council and the Southwestern Mental Health Center in Worthington. In addition, a \$1,000 grant has been awarded to the Red Lake Indian Reservation for training and education.

Data compiled for the first quarter of fiscal 82 shows a 27 percent increase in number of victims served over the same time period last year. Additionally, statistics released by the Bureau of Criminal Apprehension for all violent crime in the rural areas, January-June 1981, show a 13 percent increase over the same time period last year. The report indicated that rapes in rural areas had increased 20 percent.

During this fiscal year the state office has established a task force to address sexual abuse and the disabled; conducted a two-day training program for American Indian human service providers, sponsored a Management Training Seminar for the staff of local sexual assault centers and published The MN Exchange.

Sex Equity Coordinator  
Vocational-Technical Education

Vocational education is the link between school and the world of work. Women's participation in the paid work force has been steadily increasing since the early 1950's. Today, of all women over the age of 16 years, 51 percent are in the paid labor force. Vocational education has the capability of providing occupational training to women who wish to be trained in business and industrial jobs.

The 1976 Vocational Education Amendments to Title II include Sex Equity provisions which directed status to employ a full-time person to provide leadership in the state, to expand occupational training opportunities for women in vocational education and to eliminate the sex bias and sex stereotyping which limits those opportunities.

The Minnesota coordinator was employed by the Vocational-Technical Division of the Department of Education in April, 1978. As a result of the activities of this position, major steps have been taken by the Vocational-Technical Division staff and local vocational educators to take affirmative steps toward achieving sex equity. Some of the more significant progress includes:

- a. Writing 5-year sex equity plans of action at the post-secondary level.
- b. Evaluating post-secondary programs for sex equity.
- c. Evaluating secondary programs for sex equity.
- d. Including sex equity goals and objectives from each section of the Division in the Annual State Plan for Vocational Education.
- e. Gathering, analyzing and disseminating data on enrollment and employment of females and males in vocational education.
- f. Providing technical assistance at state and local levels to vocational educators to help them eliminate sex bias in vocational programs.
- g. Providing programs which address the needs of displaced homemakers, single heads of households with inadequate job skills, part-time workers who wish to work full time, and people who wish to enter an occupation nontraditional to their sex.

As a part of the functions of the sex equity position in the Vocational Division, the following services and materials have been provided to Minnesota vocational educators since April, 1978, to eliminate sex bias in occupational training programs:

- a. 2 statewide training conferences
- b. 10 regional training workshops
- c. 2 statewide workshops for counselors
- d. 3 university credit courses developed through teacher education
- e. 150 sex-equity related workshops and presentations for post-secondary administrators, counselors and teachers
- f. 85 sex-equity related workshops and presentations for secondary administrators, counselors and teachers
- g. 200 classroom presentations for students
- h. 18 AVTI's evaluated for sex equity in vocational programs
- i. 6 secondary vocational centers evaluated for sex equity in vocational programs
- j. 19 technical assistance publications, with 4 currently at the publishers
- k. 4 posters promoting sex equity in vocational education (dissemination, 3500)
- l. 15 exemplary/innovative programs
- m. 16 projects to address the needs of mature women who need to work

The budget for this position includes the following:

- a. \$50,000 administrative funds
- b. \$10,000 to serve the needs of displaced homemakers, single heads of households and non-traditional students
- c. \$80,000 exemplary/innovative programs