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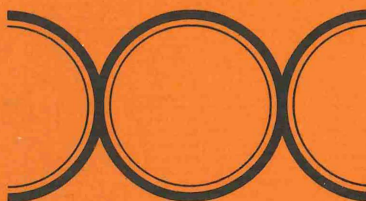
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- Project plans and design for a new



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Minnesota
Department of
Corrections 

PROJECT PLANS AND DESIGN
FOR A NEW
WOMEN'S CORRECTIONAL FACILITY
1983 Legislative Report

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Pursuant to Mn Stat 1982 Laws, ch 639
section 11

PROJECT PLANS AND DESIGN
FOR A NEW
WOMEN'S CORRECTIONAL FACILITY

1983 Legislative Report

Minnesota Department of Corrections
430 Metro Square Building
Seventh and Robert Streets
St. Paul, Minnesota 55101

January, 1983

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INTRODUCTION

This report is in response to a legislative directive (Minnesota Laws 1982, Chapter 639) which requires the Commissioner of Corrections to report to the 1983 legislature with project plans and design of a new women's correctional facility at Shakopee or plans for remodeling an available existing facility.

The department has considered several renovation options including remodeling the existing Shakopee institution as well as a number of abandoned public buildings. Reports from the State Architect's Office and consultant architects indicate the Shakopee facility is beyond renovation. Abandoned buildings considered in the metropolitan area presented serious and numerous drawbacks including problems such as lack of adequate space, the need for extensive, costly physical renovation, and the negatives of confining long-term correctional residents to a single building. Buildings studied and departmental reasons for recommending against their use are documented in earlier legislative reports.

This report focuses on the legislative request for plans for a new facility at Shakopee.

REPORT FORMAT

It includes: 1) A summary of the programmatic statement for a new institution which was developed in 1980, 2) a description of the site selection process for a new facility, 3) schematic design drawings and plans, and 4) construction and operational cost estimates.

BACKGROUND

Legislative interest in the Shakopee institution issue dates back to 1979 when the corrections commissioner was directed to study and determine the most appropriate location for women committed to Shakopee. In response to this mandate the department published a report which detailed the status of the institution. Serious problems were documented including:

- ∏ Building Condition - Both state and consulting architects indicated that the institution is of the condition and age that it is beyond renovation.
- ∏ Insufficient Space - Frequently exceeding its capacity of 60, population projections indicate that the facility will become increasingly overcrowded over the next biennium. Program space is meager and inappropriate.
- ∏ Security - The security capability of the institution is limited and inadequate. The facility does not provide the range of security levels needed.

Subsequent reports to the legislature have been presented in 1980, 1981 and 1982. These reports reviewed the problems with the existing institution, examined other options, and identified what programs and space would be required to adequately house women offenders.

The department concluded following these studies that the ideal solution to the problem of housing women offenders was construction of a new facility at Shakopee.

Legislative support for the replacement of the Shakopee institution has continued since the initial report was presented. Lack of funds has resulted in delaying a resolution of the problem. Funds have been appropriated, however, for continued study of the issue and for continued planning of a new facility.

PROGRAM STATEMENT

The purpose of the operational program statement is to provide a detailed description of what the ideal correctional facility would provide and how it should be operated.

The operational statement which was presented in detail in the department's 1981 legislative report was developed through the use of task forces. Nineteen task forces consisting of more than 100 people considered to be knowledgeable in correctional philosophy and practice participated. Task force members responded to a series of questions intended to identify the purpose of each activity within a women's correctional facility, how the activity could best be accomplished and the staff and services required for each activity. This process was intended to provide the opportunity for participants to describe, without restraint, the needs of the facility so that reasonable attempts could be made to meet those needs.

The resulting operational statement, which is summarized here, has been reviewed by the Department of Corrections Advisory Board on the Woman Offender in Corrections and three consulting superintendents of female institutions with final review and approval by the commissioner.

SUMMARY

Following is a summary of the operational statement:

- The facility shall be specifically for women.
- The custody classifications shall include minimum, medium, close and segregation. The physical plant shall reflect these elements.
- Each inmate shall have a single occupancy room.
- Each inmate room shall contain 80 square feet.
- Six inmate rooms shall comprise a unit.
- Four units, together with the necessary spaces built in for exclusive use by these four units, shall be a living complex.
- Four living complexes shall make up the total facility.
- Sufficient custody staff shall be available to provide appropriate inmate supervision.
- The facility shall have a physical barrier to prevent unauthorized intrusion by the public and to prevent escapes by the inmates.

-
- Inmate and family/friends visiting shall occur in a central visiting area.
 - Provisions shall be made to permit the minor children of inmates to have extended (overnight) visits with their mothers.
 - Citizen volunteers shall continue to provide valuable resource services to the facility.
 - Appropriate medical/dental services shall be available in the facility with community and Department of Corrections medical service backup.
 - Mental health services shall be available with inpatient services available at the Minnesota Security Hospital.
 - Staff training shall be available at the facility.
 - Appropriate industry programming shall be available to those inmates that desire and can benefit from the experience.
 - Educational opportunities and resources shall be provided to inmates needing them.
 - Programming which facilitates positive change to assist women in learning to function independently upon release shall be available.
 - A chaplaincy program to offer assistance to staff members and residents shall be available.
 - Appropriate recreation activities shall be available.

Also contained in the 1981 legislative report were the consultant architects' recommended space needs and space relationships based on the program statement. These space requirements were used in the development of the plans and design which are contained in this report.

SITE SELECTION

Previous legislative reports recommended that Shakopee be the site for construction of a new institution for women based on the following:

- 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.
- The present site allows for continued access to established 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.
- Rapid employment growth in the southwest section of the seven county metro area increases off grounds employment/training opportunities for women offenders at Shakopee.

SHAKOPEE SITES

Two state-owned properties in Shakopee labeled North and South for the purpose of this report were considered potential sites for the development of a new facility.

In attempting to determine the most appropriate of these two sites in an objective way, a site selection criteria evaluation system was used.

South Site -- The south site, which was selected as the preferred location for a new institution through the evaluation process, consists of approximately 37 acres and is basically open land with the exception of several farm buildings. The site has gently rolling contours and good access from surrounding streets. Two studies were done to test the development potential of this site. Sufficient land is available for single story buildings if that becomes a desirable design criterion. The remaining open space affords adequate area for outdoor recreation, security zones, and screening from the surrounding community. The possible negative impact of having the facility located on an open piece of land within a residential community can be overcome on this site by placing the security barrier, lighting and buildings an approximate 200 foot distance from the surrounding streets.

Project plans and designs reflect these elements.

North Site -- The north site which was rejected as a result of the evaluation process is the 10 acre site of the existing institution. Two studies were done to test the development potential of this site. Some multi-level planning was required to fit the building program on the site. Housing units as well as administration, program, and industry areas would have to be of two story construction. The results of these studies revealed that the program for the new facility will fit on the available land area. However, the remaining open space affords limited opportunities for outdoor recreation, open space for security site lines, and future development. The steep slope to the north of the existing buildings presents some difficulty to building arrangements and most likely has a negative cost impact on the development of this site.

PLANS AND DESIGN

Project plans and design for a new women's correctional facility were developed by the consulting architectural firms of BWBR Architects, St. Paul, and Hellmuth, Obata and Kassabaum, St. Louis, Missouri, in cooperation with the Minnesota Department of Administration's Office of State Building Construction. This section briefly describes the proposed institution, provides sketches of the buildings and site and a construction schedule.

OVERALL CONCEPT

The concept for a new institution (see Illustration A) envisions a campus plan of separate, 24-bed housing units organized around a core building which includes administrative, medical, educational, religious, recreational and industry functions. The core building location allows those services and activities most used by the residents to be close to the housing buildings. The more intensely utilized activity areas are immediately adjacent to the inmates' access point.

The core building configuration provides for the physical separation of the secure portion of the facility (i.e., segregation, close and medium security) from the non-secure portion (i.e., minimum security). The core building and the housing units serve as a major portion of the security perimeter with fencing in between. The visual impact of the institution's security elements on the neighboring community is minimal. More humane, intimate outdoor circulation and activity spaces also result from this organizational strategy. A six-unit, 12-inmate capacity residential building for work release is outside the security fence and inmate circulation.

The overall perimeter of the facility will be clearly identified with a low barrier. A higher fence will be utilized around that portion of the institution which requires security. The fence will not be obtrusive to the neighborhood.

The building walls themselves form the remainder of the facility's security perimeter. The only access planned to the site is from Sixth Avenue. This orientation was selected in part because of the community knowledge and acceptance of the street as the existing institution's "front door." It is also on the opposite end of the site from the elementary school on Tenth Avenue. On-site access to the service and industrial activities areas is on the east side of the core building.

CAPACITY

The facility will be constructed for the maximum capacity of 108 inmates (four cottages of 24 rooms and the work release unit with a capacity of 12). This maximum number is based upon the capacity of the existing facility and

reflects population projections. If at some future date a larger capacity is required, expansion cottages (24 beds) have been noted on the drawings but no details have been developed for them. The support services located in the core building are of sufficient size to accommodate an increased population if required. The facility would initially open for a 60-80 population capacity and open an additional unit only as the population grows to its maximum capacity of 108.

MATERIALS

The general construction would be slab-on-grade, brick masonry buildings with steel columns, beam framework and pre-cast concrete deck roof. The housing units would have metal roofs and the core building would have a flat, membrane type roof. All buildings with the exception of the work release building would be of one story construction with appropriate roof heights for the industry area, kitchen/dining area, and recreation/gym. The general interior finishes would be accoustical and/or plaster ceilings, and concrete block walls with plaster and dry wall covering. The floors would be of vinyl asbestos tile and carpeting; quarry tile where appropriate. Every attempt is made by the design to utilize natural lighting through courtyards, corridor skylights, and windows.

ENERGY CONSERVATION

Every effort has been made by the consulting architects and engineers to ensure that the total complex is energy efficient. The facility will have a total climate control environment. The windows of the facility would be operable, energy efficient, and have security elements where appropriate. The core building is specifically developed in such a way that large sections can be "shut down" when they are not required for program. This would result in overall energy efficiency as well as more effective usage of staff.

Following is a summary of the proposed building's square footage by functions:

Housing

Living Complexes:

Minimum security residences (2)	9,500 square feet
Medium security residence	4,750
Segregation/close security residence	4,520
Work Release residence	5,520
Subtotal	<u>24,290</u>

Core Building

Administration:

Administration	3,460
Security/central control	500
Security/intake discharge	1,500
Visiting	2,325
Physical/dental health	2,210
Medical health	550
Staff training	910
Subtotal	<u>11,455</u>

Programs:

Discipline/invest/hearing	680
Industry	8,533
Education	2,870
Programming	2,460
Religious services	730
Activities	1,580
Recreation	8,020
Subtotal	<u>24,873</u>

Services:

Food service	4,225
Engineering	2,580
Garage	1,630
Subtotal	<u>8,435</u>

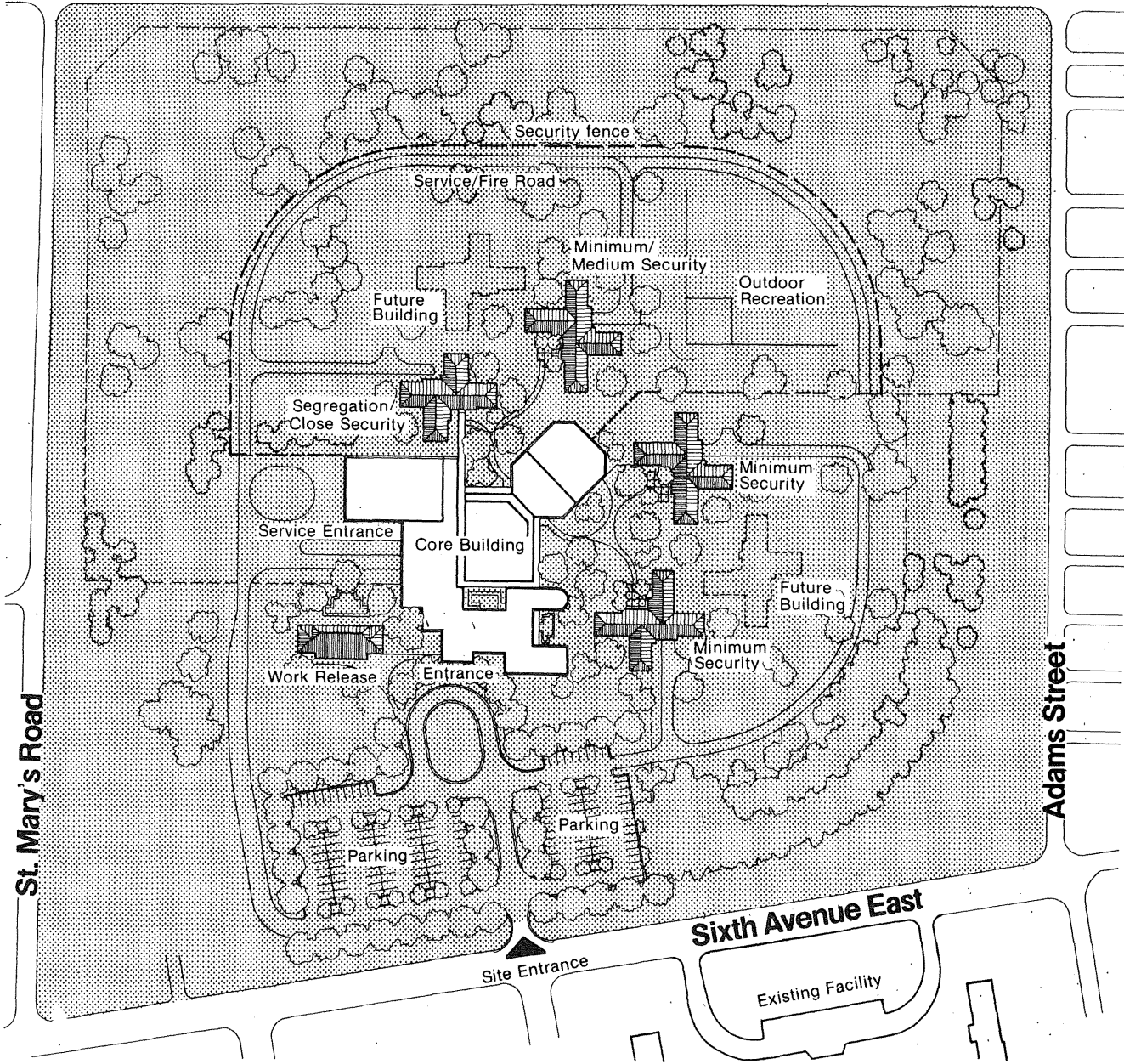
TOTAL 69,053 square feet

Actual gross square footage = 102,237 square feet
(yields 1.48 grossing factor for spaces
such as hallways, entrance ways, etc.)

SITE PLAN

The site plan drawing (Illustration A) depicts the overall footprint of the institution. The main entrance to the institution would be on Sixth Avenue East across the roadway from the present institution. The main admission point to the institution is into the central core building. The core building is described in more detail in Illustration B. Surrounding the core building are the housing units. The work release building is outside the security area and away from inmate circulation. Note that the architects have included two possible expansion locations in the event the institution must be expanded at a later date. Surrounding the more secure portion of the facility is a fence barrier. The entire site is enclosed with a small boundary fence or hedge. Every effort has been made to maintain the campus-like atmosphere of the existing Shakopee institution. The proposed institution would be located primarily in the center of the 37-acre site. Large groupings of shrubbery and trees have been planned to provide natural buffers between the institution and the existing neighbors.

Tenth Avenue



St. Mary's Road

Adams Street

Sixth Avenue East

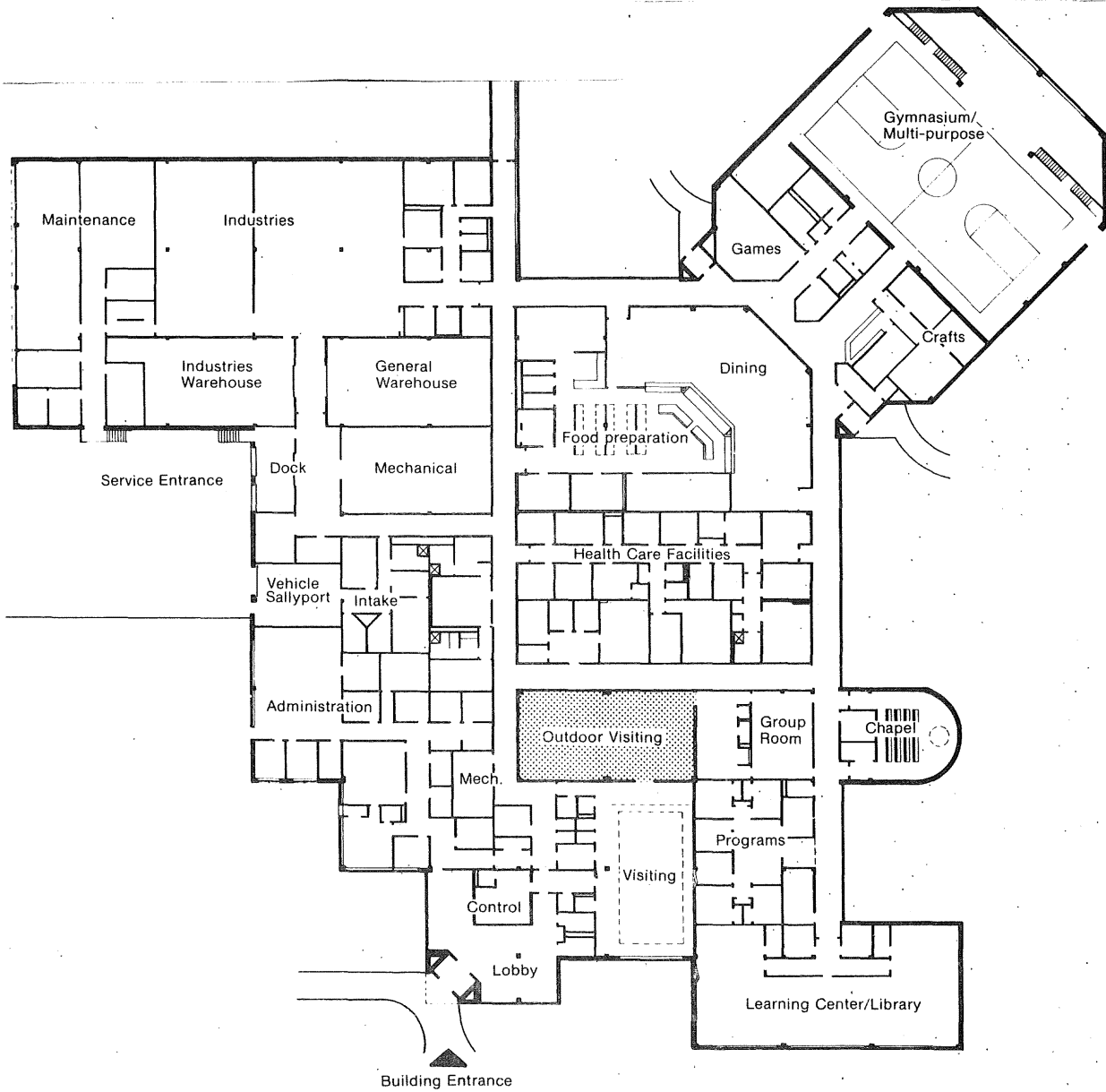
North
↓

Site Plan

CORE BUILDING ADMINISTRATION, PROGRAMS AND SERVICES

Illustration B depicts the central core building of the facility. The building is approximately 44,700 square feet in area and is the hub of the facility around which the living units function. The central control which monitors and supervises all persons entering the institution is also located in this area. A 3,400 square foot administration area is located immediately adjacent to the control center and is accessible to both the general public and to the facility residents. Inmate visiting, which is adjacent to the main entrance, has been enhanced with an outside courtyard within the center of the building. The construction will provide a children's play area, parenting observation area, and a visiting space in the open. Other areas located within the core building are the education area, chapel, medical care facilities, disciplinary, hearing, food service preparation, dining, gymnasium/recreation, industries, warehousing, mechanical, maintenance and inmate intake. This building is of one-story construction and is designed to permit various sections of the building to be secured when not occupied.

Illustration B



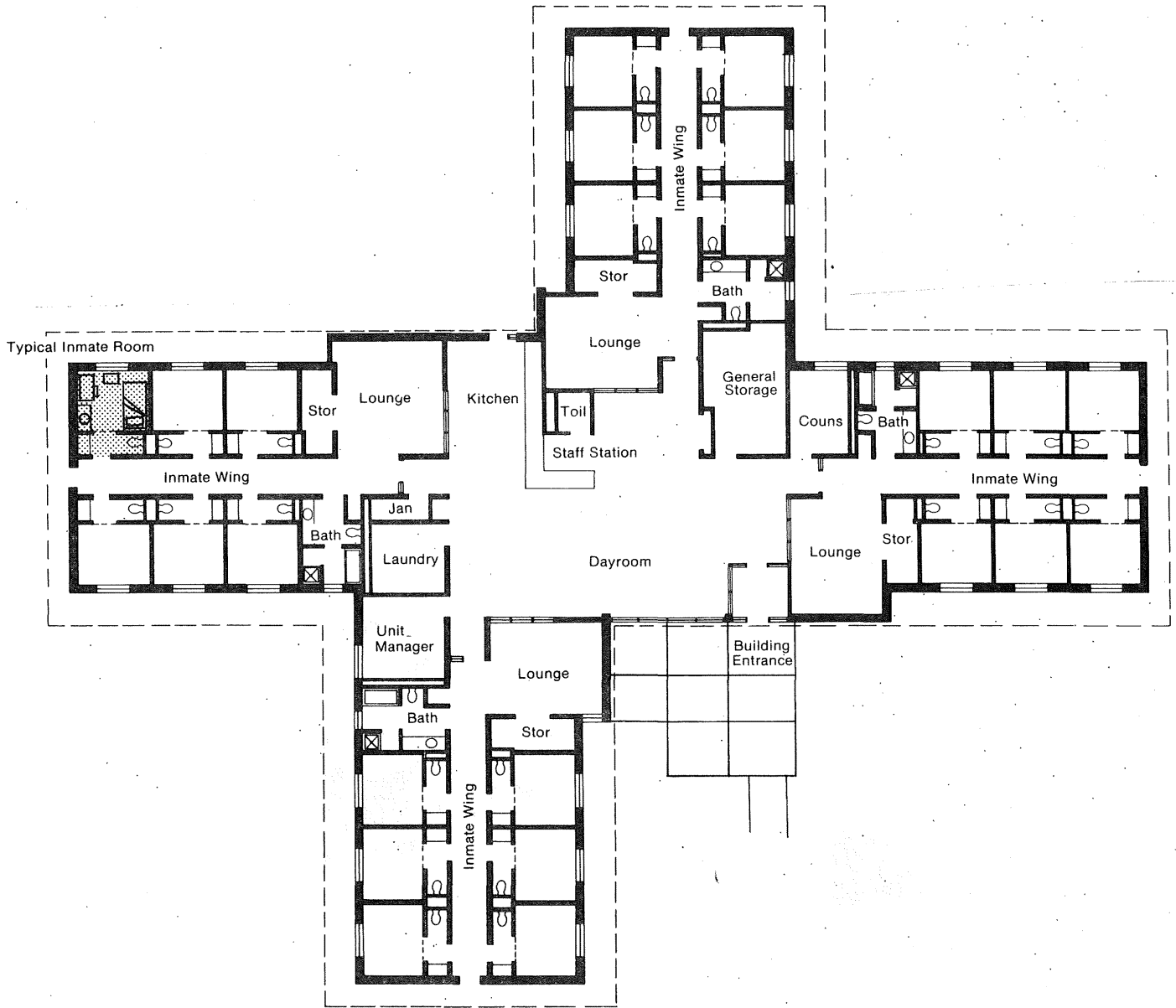
Core Building, Administration, Programs, Services

24-ROOM MINIMUM/MEDIUM SECURITY BUILDING

The building depicted in Illustration C represents the primary living quarters for the facility. This is one of three cottages developed in this manner. Each cottage contains approximately 5,000 square feet. It is composed of four wings of six inmate rooms each with ancillary spaces for storage, bathing and lounging. Each six-room wing can be isolated from the remainder of the building.

The individual room provides approximately 80 square feet of usable space. Each room has a private toilet separated from the remainder of the room. A bed, desk, vanity with sink and a small closet make up the basic room. The unit lounging area will be furnished to provide a living room atmosphere for each of the individual six residents. The common spaces shared by the four groupings of six residents include staff offices, storage, kitchenette, telephone alcove, and general dayroom.

Illustration C



Plan—24 room Minimum/Medium Security Building

Illustration D

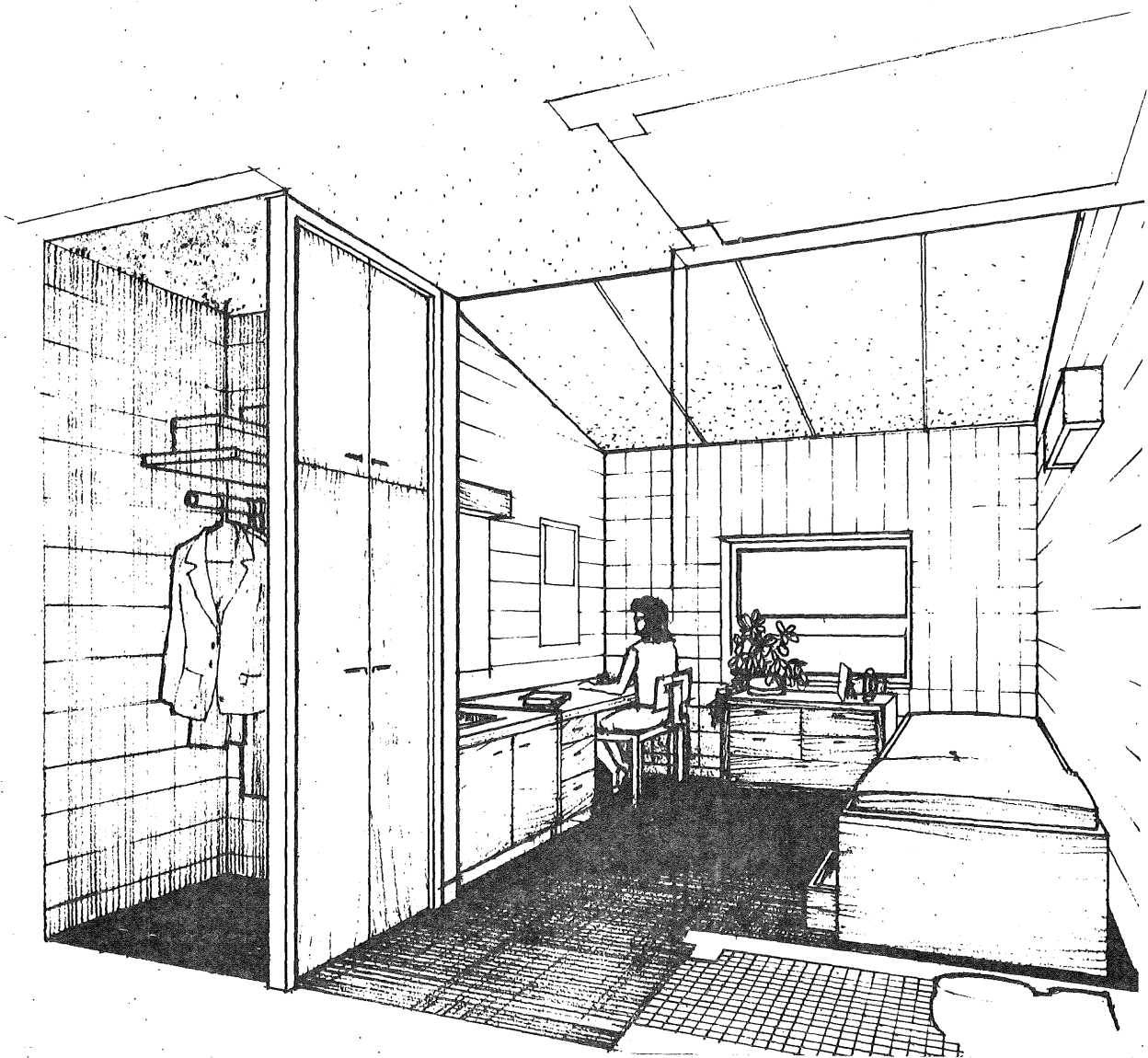


Illustration D is a rendering of a typical resident room in one of the three 24-room minimum/medium security buildings. This illustration shows the room from the hallway with the front wall cut away. The room's toilet would be located immediately to the right of the entrance to the room and the sink is built into the vanity.

Illustration E

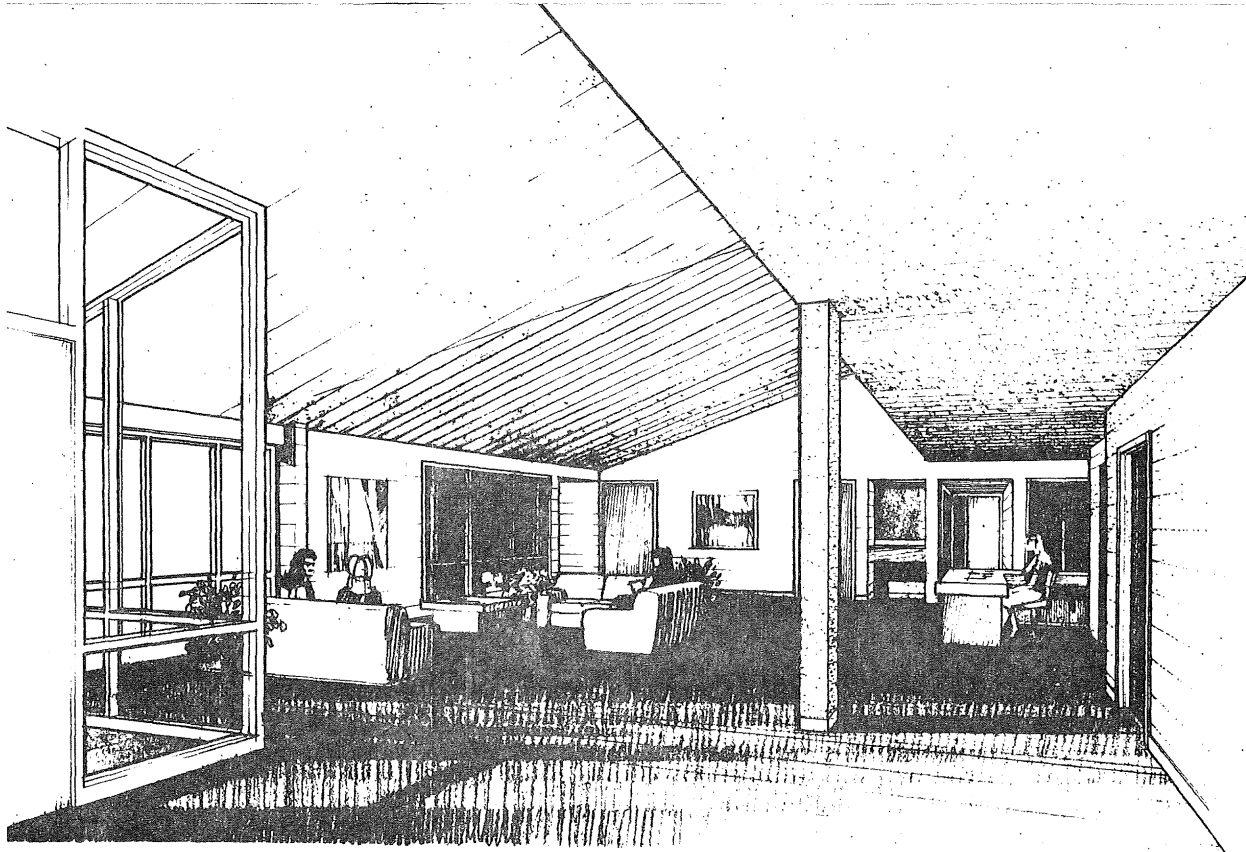
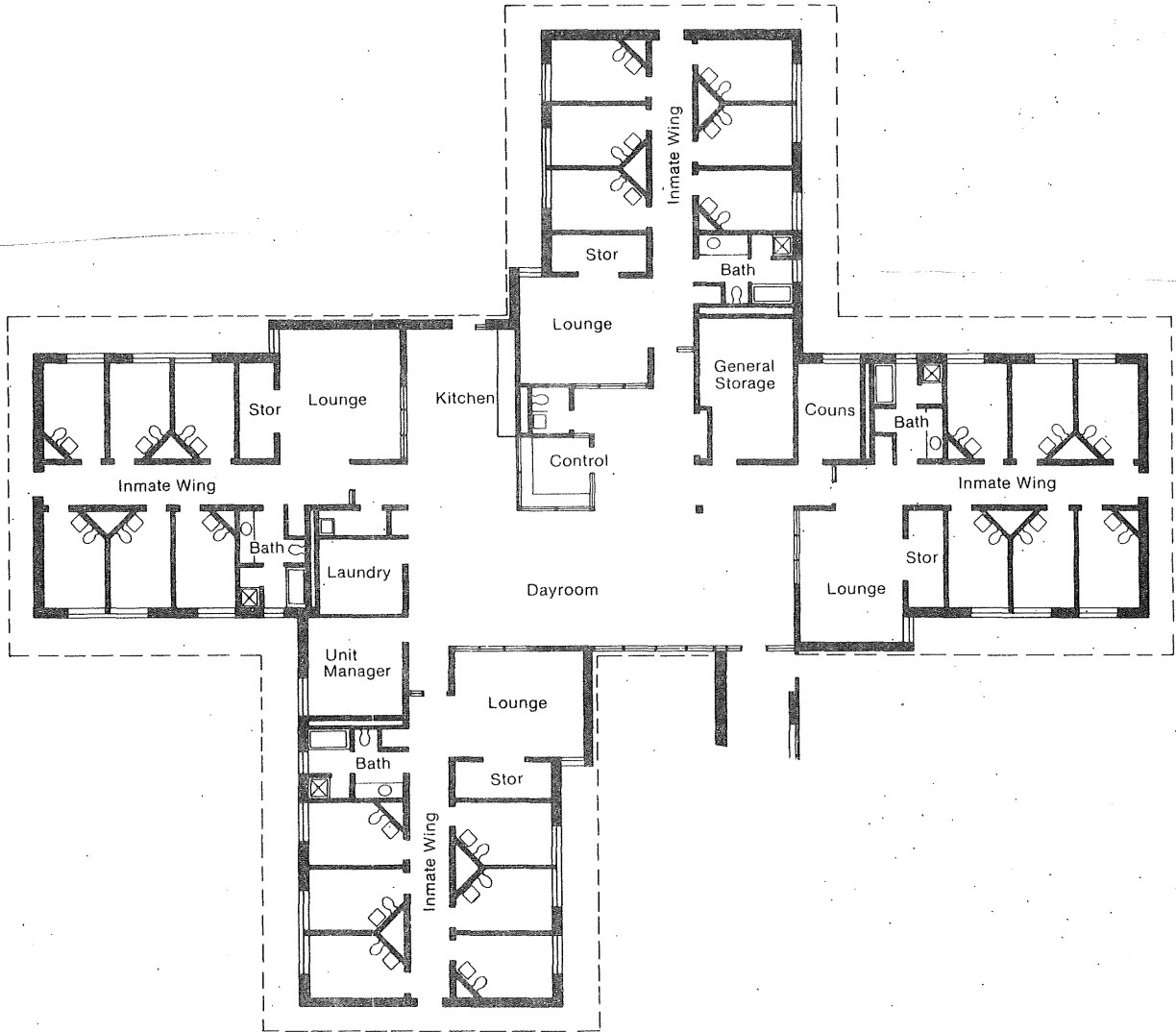


Illustration E depicts a typical dayroom in each cottage which would be shared by all 24 residents. The dayroom contains spaces for inmate-to-inmate visiting, group sessions and general lounging. Immediately adjacent to this area is a telephone alcove, the kitchenette, and the staff areas.

24-UNIT SEGREGATION/CLOSE SECURITY BUILDING

Illustration F depicts the segregation/close security unit. This configuration is the same as a typical housing unit, i.e., four units of six rooms. The shape of the room has been altered slightly to provide better sight lines for supervision of the occupant. The ancillary spaces remain the same and include bathing, storage and unit lounge area. The common spaces also are the same as a typical living unit and are composed of offices, staff spaces, storage, kitchenette and dayroom. The 24-unit segregation unit is attached via an enclosed corridor directly to the core building for enhancement of secure movement between this unit and the core building functions. This unit is developed so that it may be used as a disciplinary segregation unit, a new resident intake area, a unit for higher security residents, or any combination thereof.

Illustration F

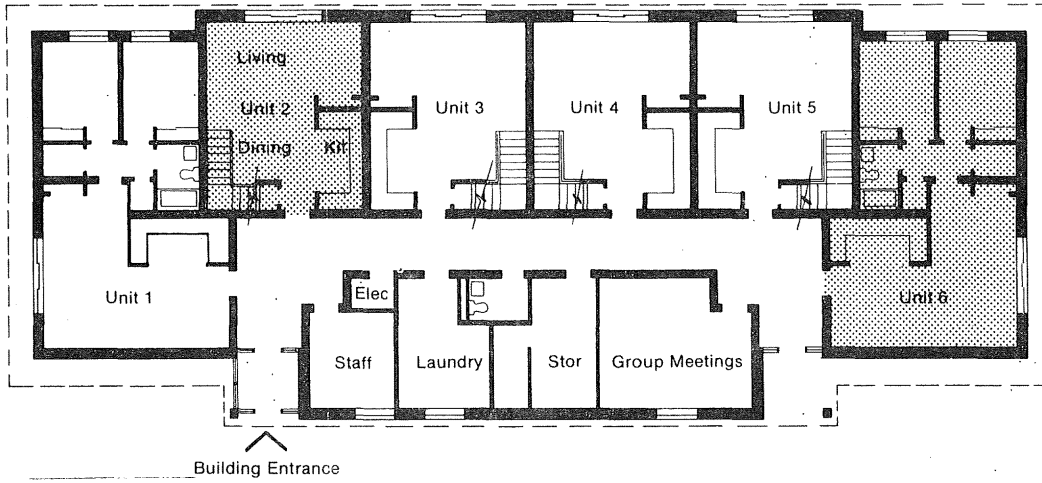


Plan—24 unit Segregation/Close Security Building

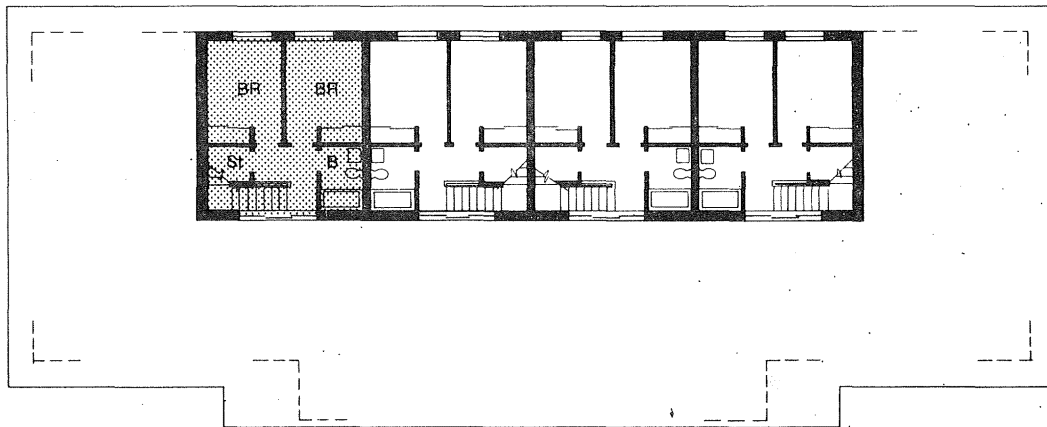
WORK RELEASE BUILDING

The work release building depicted in Illustration G is located outside of the security perimeter of the facility proper and is of different configuration than a typical living cottage. The building is made up of six living units, each to be shared by two residents. Four of the units have a second level sleeping accommodation. Located on the first level would be the kitchen facility, dining area, and living room. On the second level would be the bathroom, storage and individual bedrooms. In order to accommodate handicapped residents, two of the housing units have been placed totally on the first floor at either end of the building. Also available within the building are caseworker offices, storage and laundry.

Illustration G



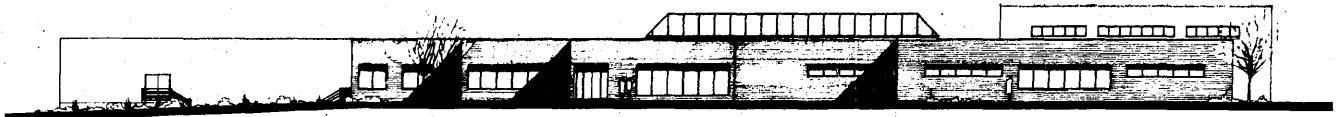
First Floor



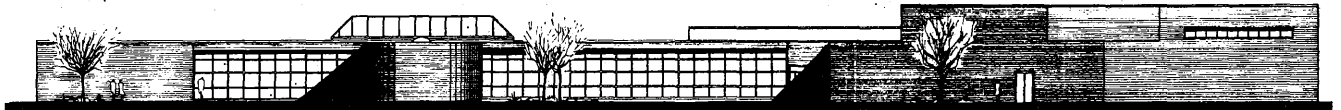
Second Floor

Plans—Work Release Building

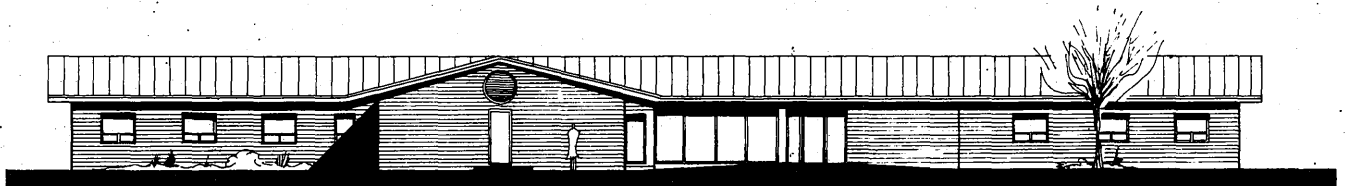
Illustration H



North Elevation— Core Building, Administration, Programs, Services



West Elevation— Core Building, Administration, Programs, Services



North Elevation— 24 room Minimum/Medium Security Building

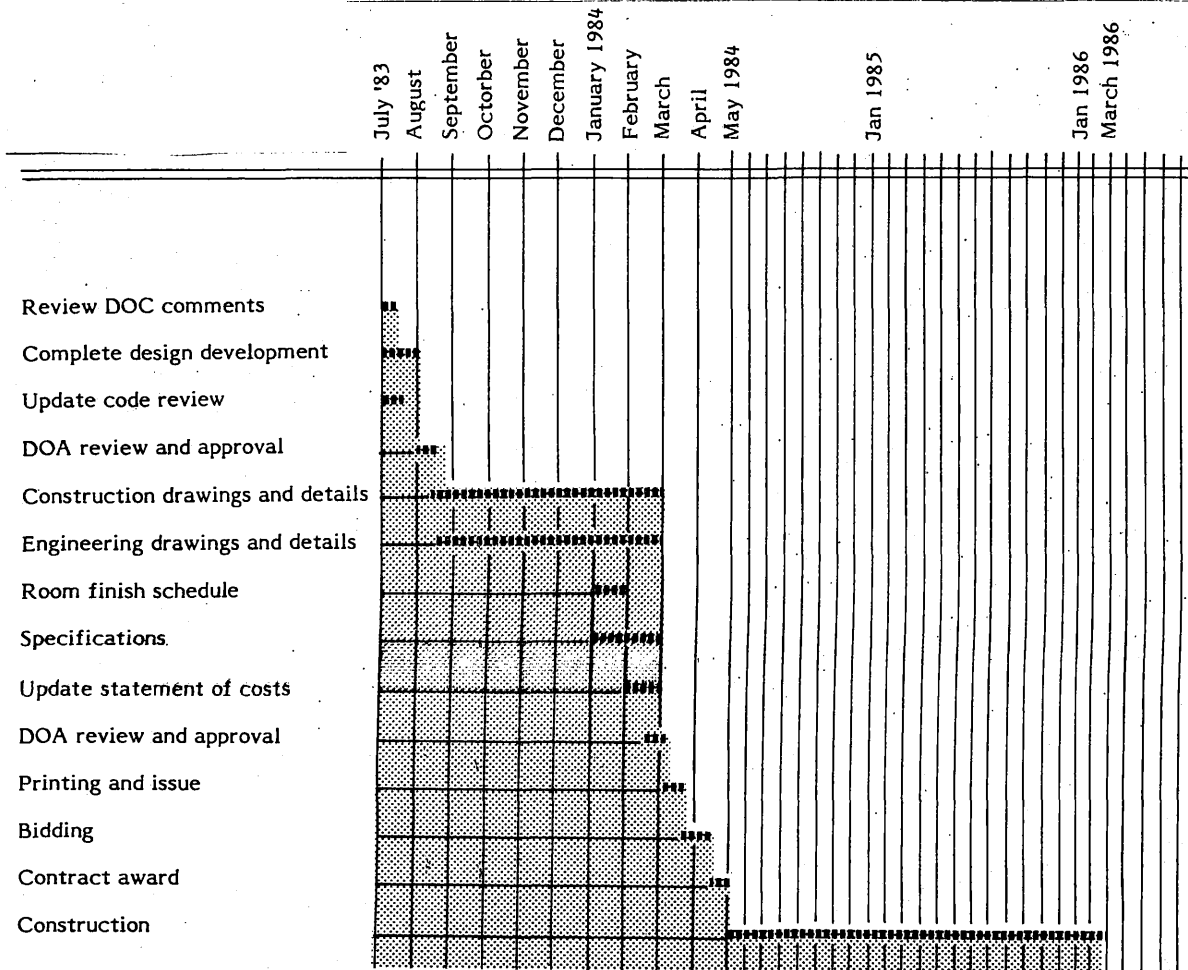
Building Elevations

CONSTRUCTION SCHEDULE

The schedule for the completion of the proposed women's facility (Table 1) is predicated on a legislative authorization of bonding during the 1983 legislative session. Should funds become available in July of 1983 the Department of Corrections would immediately complete this review of the design development documents and make modifications or corrections as required to meet the established program. Architectural and engineering construction drawings and specifications would be completed by March of 1984 and bidding would be held in April of 1984. Following the award of contracts in May of 1984, construction would begin. It is estimated that the facility would take approximately 22 months for full completion. Completion would be in March of 1986.

TABLE 1

PROPOSED NEW FACILITY FOR WOMEN OFFENDERS--CONSTRUCTION SCHEDULE



COST ESTIMATES

This report section focuses on the estimated construction and operational costs for a new facility for women offenders.

CONSTRUCTION COSTS

The determination of the construction cost estimates in Table 2 was based upon a twofold process established by the Department of Administration's Office of State Building Construction. The process utilized the design development documents submitted by the consulting architects. The architectural firm of Hellmuth, Obata, and Kassabaum prepared a detailed construction cost estimate based upon their interpretation of the development documents. At the same time, but independently, the Office of State Building Construction hired a Minneapolis consultant construction firm to also complete a detailed cost evaluation. The two cost evaluations were submitted to the Office of State Building Construction for interpretation. The result of the interpretation by the Office of State Building Construction was to establish a basic construction cost for this facility at \$12,724,720.

TABLE 2

PROPOSED NEW FACILITY FOR WOMEN OFFENDERS
ESTIMATED CONSTRUCTION COSTS
(as of 1/21/83)*

I. Construction Estimate	\$12,724,720
Construction contingency - 5%	<u>636,236</u>
	13,360,956
II. Architectural and Engineering Fees - 6%	650,000
III. Soil Investigation and Tests	50,000
IV. Installation of Utilities	<u>181,652</u>
	14,242,608
V. Movable Equipment and Furnishings - 5.25%	<u>757,392</u>
	\$15,000,000

*Based on February, 1984 bidding

OPERATIONAL COSTS

Operational cost estimates include both salary and non-salary expenses which are as follows:

Salary Expense -- Staffing estimates are based on the anticipated operational characteristics of the proposed facility, present facility staffing patterns and experiences of other institutions. The purpose of these estimates is to give a general projection of required staff. Exact staffing needs cannot be finalized until all operational considerations are determined.

The general proposed organizational structure includes a superintendent and unit managers in charge of administration, programs, business, inmate living and personnel. Table 3 shows the number of staff currently employed at the Shakopee facility and the number required for a new proposed facility. For comparison, the chart is divided into the required staff needs for an inmate population of 60-80 (comparable to current population) and for a population of 80-108 inmates (full capacity).

TABLE 3
 PROPOSED NEW FACILITY FOR WOMEN OFFENDERS
 STAFFING ANALYSIS
 (Dollars in Thousands)

Current Facility		Proposed New Facility					
		60-80 Inmates			80-108 Inmates		
Total positions	Total annual cost	Total positions required	Number increase over current	Total staff annual cost	Total positions required	Number increase over current	Total staff annual cost
54.5	\$1,413	61.8	7.3	\$1,597	78.5	24	\$1,999

The current 54.5 staff would be increased to 61.8 at the new facility with a 60-80 inmate population. This 7.3 (see Appendix A for detail) staff increase is primarily in the security and living unit areas. As the living unit residents become more involved in programs, education, recreation and industry, there is a need for additional staff coverage and supervision. Minimal staff coverage at the existing facility would not be sufficient for the extended programming planned at the proposed institution.

A total of 78.5 staff would be required when the facility capacity of 108 inmates is reached. Again, the primary increase in staff is for security, cottage supervision and support. Other increases occur in programming (1.5), engineering/maintenance (3.1), and services (2.5).

The current salary expense is estimated to increase from \$1,413,000 to \$1,597,000 for 61.8 staff and to \$1,999,000 for 73.5 staff. These salary estimates are based upon average salaries according to January, 1983 Department of Employee Relations salary schedules.

Non-Salary Expense -- Non-salary costs include all expenditures to operate the proposed institution without staff pay including items such as office supplies, utilities, etc. These costs are summarized in Table 4.

TABLE 4
PROPOSED NEW FACILITY FOR WOMEN OFFENDERS
ESTIMATED NON-SALARY OPERATIONAL COSTS

	Proposed New Facility		
	Current Facility	60-80 Population Annual Cost	80-108 Population Annual Cost
General Support	\$ 34,500	\$ 43,400	\$ 58,400
Medical Care	17,700	35,500	48,100
Inmate Support	19,900	35,100	47,300
Plant Operations	74,100	87,100	117,500
Food Provisions	72,400	89,300	120,300
Food Preparation	44,000	50,400	67,800
Recreation	1,100	1,600	2,000
Chaplaincy	2,900	3,300	4,400
Education	13,800	13,500	18,200
Chemical Dependency	5,500	6,300	8,700
Second Chance Program	24,600	26,400	35,500
Work Release	2,622	69,600	93,900
Repair & Replacement	20,500	56,500	76,000
Special Equipment	17,300	11,200	15,000
	<u>\$351,222</u>	<u>\$529,200</u>	<u>\$713,100</u>

Total Costs -- Adding salary and non-salary items together (see Table 5), the existing institution operational costs amount to \$1,764,000. The proposed facility with an inmate population of 80 would cost an estimated \$2,126,000 annually to operate which would increase to \$2,712,000 at maximum capacity of 108.

Many factors must be taken into consideration in estimating the cost of operation for a facility which is still in a concept stage. Predicting the status of the economy in three years when the facility could become operational is impossible. All projections are made on the basis of current economic conditions and do not include any inflationary factors.

TABLE 5
 PROPOSED NEW FACILITY FOR WOMEN OFFENDERS
 TOTAL ANNUAL OPERATIONAL COST ESTIMATES

	Current Facility	Proposed New Facility	
	60 Population	60-80 Population	80-108 Population
Non Salary	\$ 351,222	\$ 529,200	\$ 713,100
Salary	<u>1,413,000</u>	<u>1,597,000</u>	<u>1,999,000</u>
	\$1,764,222	\$2,126,200	\$2,712,100

APPENDIX A

PROPOSED NEW FACILITY FOR WOMEN OFFENDERS
STAFFING ANALYSIS

	Proposed New Facility									
	60-80 Inmate Population						80-108 Inmate Population			
	No. of current positions	Annual current cost	Staff positions required	Number increase over current	Annual total staff cost	Increase over current	Staff positions required	Number increase over current	Annual total staff cost	Increase over current
Administration	6.0	171,000	5.0	(-1)	143,000	(-28,000)	7.0	1.0	186,500	15,500
Fiscal/Records	4.0	62,000	4.0	0	62,000	0	5.0	1.0	80,500	18,500
Program	7.5	181,500	7.5	0	181,500	0	9.0	1.5	205,000	23,500
Eng/Maintenance	4.0	98,000	4.0	0	98,000	0	7.1	3.1	167,000	69,000
Medical/Services	1.5	43,000	2.0	.5	42,500	(-500)	4.0	2.5	87,000	44,000
Security	6.5	145,904	11.2	4.7	250,750	104,846	12.2	5.7	269,500	123,596
Living Units	<u>25.0</u>	<u>495,047</u>	<u>28.1</u>	<u>3.1</u>	<u>553,303</u>	<u>58,256</u>	<u>34.2</u>	<u>9.2</u>	<u>671,142</u>	<u>176,095</u>
Totals	54.5	1,196,451	61.8	7.3	1,331,000	134,000	78.5	24.0	1,666,000	470,000
		+ FRINGE			+ FRINGE				+ FRINGE	
		<u>1,413,000</u>			<u>1,597,000</u>				<u>1,999,000</u>	