

PROCEEDINGS

4TH ANNUAL MEETING OF STATE DIRECTORS
OF CORRECTIONAL EDUCATION



ATLANTA, GEORGIA

JULY 14, 1985

SPONSORED BY:

THE CORRECTIONS EDUCATION PROGRAM
OFFICE OF VOCATIONAL AND ADULT EDUCATION
U.S. DEPARTMENT OF EDUCATION

AND

THE CORRECTIONAL EDUCATION ASSOCIATION
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Foreward

The Fourth Annual Meeting of the State Directors of Correctional Education was held in Atlanta, Georgia on July 14, 1985.

This State Directors meeting was designed to provide an opportunity for State Directors to share information, provide input and to experience training in an area of critical concern to the corrections field, "Special Needs of the Female Offender." The special training opportunity was made possible by a grant from the National Institute of Corrections. Under this grant, Dr. T.A. Ryan, Professor and Director of Planning, Implementation and Evaluation Program at the University of South Carolina, was selected to provide the training. Dr. T. A. Ryan had just completed a major study on the topic of the female offender for NIC. The text of this study is available from NIC. Included in these Proceedings are the training informational outlines, working papers, and resulting action plans.

Dianne Carter opened the meeting with welcoming comments from the U.S. Department of Education and communications from Dr. Robert M. Worthington, Assistant Secretary, OVAE and Mr. John K. Wu, Deputy Assistant Secretary, OVAE. She reported on the many activities of the Corrections Education Program during the 1984-85 year and indicated that the Program was receiving strong support from the Department.

John Linton welcomed the State Directors on behalf of the CEA Administrative Network. He stressed that he had observed continued development of the Network and felt that the State Directors meeting had facilitated that growth. John indicated that this would be his last year as Chair of the Administrative Network and that he would be turning that responsibility over to Robert Hable, Wisconsin, as interim Chair. (At a later meeting at the CEA Conference it was agreed that another State Directors Meeting would be held on October 22, 1985 in Washington, D.C. in conjunction with the National Correctional Education Conference sponsored by the U.S. Department of Education.)

Following the comments of John Linton, Lane Murray, CEA President, welcomed the State Directors to the CEA conference. Lane expressed her appreciation to her fellow state directors for their strong support of CEA.

Dr. Pontheolla Williams, Special Assistant to the Director, Adult Literacy Initiative, U.S. Department of Education then made a presentation on the Adult Literacy Initiative and its Applications in Corrections. (Text of her comments are included in the Proceedings). Dr. Williams' presentation was followed by some brief statements from Dr. Mildred Bradham, Director of the National Assault on Illiteracy Program.

Dr. T. A. Ryan then conducted the training session on "Special Needs of the Female Offender." Documents relevant to this activity are included in the Proceedings.

The State Directors Meeting closed with a final session led by Dianne Carter entitled "Recommendations for Research Projects." Recommendations for future research projects for the Department of Education were requested from the State Directors. These recommendations are present in the Proceedings.

We must acknowledge our gratitude to all of the people who helped make the State Directors Meeting a success. We are particularly grateful to the Correctional Education Executive Board for their co-sponsoring of the meeting; to NIC who funded the consultant for the training session; to Sam Hudgins who made all of the logistic arrangements; to Dr. T. A. Ryan who conducted a fine training session; to John Linton who has faithfully served as chair of the CEA Administrative Network; and finally to my secretary, Gloria Shade, who makes all of the preparation, advance notices, and final Proceeding possible. Thank you!

Dr. Dianne Carter
Corrections Education Program
Office of the Assistant Secretary
Office of Vocational and Adult Education
U.S. Department of Education

Fourth Annual Meeting of State Directors
of
Correctional Education

Ritz-Carlton Hotel
Atlanta, Georgia

AGENDA

Sunday, July 14

8:00 - 9:00 a.m.

REGISTRATION

9:00 - 9:30 a.m.

OPENING GENERAL SESSION

Dianne Carter
Corrections Education Program
U.S. Department of Education

and

John Linton
Chair, CEA Administrative
Network

WELCOME

Lane Murray
President
Correctional Education Association

9:30 - 10:00 a.m.

The Adult Literacy Initiative:
Applications in Corrections

Pontheolla Williams
Special Assistant, ALI
U.S. Department of Education

10:00 - 10:15 a.m.

BREAK

WORKSHOP

"Special Needs of the Female Offender"

Dr. T.A. Ryan
Professor and Director
Planning, Implementation, and
Evaluation Program
University of South Carolina

10:15 - 10:25 a.m.	OPENING Workshop Overview, Goals, and Procedures
10:25 - 11:15 a.m.	Review of the Status of Female Offenders
11:15 a.m. - 12:15 p.m.	TASK GROUP ACTIVITIES: PART I Identification of Needs Prioritization of Needs
12:15 - 1:30 p.m.	LUNCH
1:30 - 2:25 p.m.	TASK GROUP ACTIVITIES: PART II Development of Strategy Plans
2:25 - 3:00 p.m.	TASK GROUP REPORTS AND DISCUSSION
3:00 - 3:10 p.m.	WORKSHOP EVALUATION AND CLOSING
3:10 - 3:25 p.m.	BREAK
3:25 - 3:50 p.m.	RECOMMENDATION OF RESEARCH PROJECTS Dianne Carter Corrections Education Program U.S. Department of Education
3:50 p.m.	ADJOURNMENT

THE NATIONAL ADULT LITERACY INITIATIVE:
IMPLICATIONS FOR CORRECTIONAL EDUCATION

BY

DR. PONTHEOLLA T. WILLIAMS
SPECIAL ASSISTANT, ADULT LITERACY INITIATIVE
UNITED STATES DEPARTMENT OF EDUCATION

40TH INTERNATIONAL CONFERENCE ON CORRECTIONS EDUCATION

ATLANTA, GEORGIA

JULY 14, 1985

THANK YOU, DR. CARTER, FOR YOUR KIND INTRODUCTION AND FOR INVITING ME TO BE A PRESENTER. WE AT THE WASHINGTON HEADQUARTERS OF THE ADULT LITERACY INITIATIVE APPRECIATE THE OPPORTUNITY FOR INPUT AND FOR INVOLVEMENT WITH THIS GROUP -- A GROUP WE, AT THE INITIATIVE HOLD TO BE CRUCIALLY IMPORTANT IN CARRYING OUT SUCCESSFUL PROGRAMS TO COMBAT FUNCTIONAL ILLITERACY IN CORRECTIONAL INMATES.

I WILL BEGIN BY GIVING YOU A SKETCH OF THE BACKGROUND OF THE NATIONAL ADULT LITERACY INITIATIVE. ON SEPTEMBER 7, 1983, PRESIDENT RONALD REAGAN ANNOUNCED THE NATIONAL ADULT LITERACY INITIATIVE. IT WAS TO BE DIRECTED TO ERASING THE HIDDEN PROBLEM OF FUNCTIONAL ILLITERACY, A PROBLEM THAT, BY CONSERVATIVE ESTIMATION, AFFECTS 23 MILLION AMERICAN CITIZENS. IN ADDITION, 46 MILLION ARE CONSIDERED TO BE ONLY MARGINALLY FUNCTIONALLY LITERATE. THE PRESIDENT ENJOINED THE BROAD ARRAY OF GROUPS INCLUDING LEADERS FROM CONGRESS, FROM EDUCATION, BUSINESS GROUPS AND INDUSTRY, CHURCH AND SERVICE GROUPS AND STATE AND LOCAL GOVERNMENTS ... ALL "OUR PEOPLE" TO ELIMINATE FUNCTIONAL ILLITERACY IN THE UNITED STATES.

DEPLORING THE PRICE THAT THE NATION PAYS BECAUSE OF THE "HIDDEN PROBLEM" (FUNCTIONAL ILLITERACY), THE PRESIDENT ANNOUNCED THAT THE INITIATIVE, WHICH HE PLACED IN THE DEPARTMENT OF EDUCATION, WOULD WORK TO EXPLORE WAYS AND MEANS OF COMBATING THE PROBLEM. THE INITIATIVE WOULD IN ADDITION TO OTHER ENDEAVORS, ENGAGE IN A NATIONAL AWARENESS CAMPAIGN, INCLUDE A NATIONAL ADULT LITERACY PROJECT, PROMOTE THROUGH GOVERNORS STATE LITERACY COUNCILS, AND PROMOTE USE OF COLLEGE WORK STUDY STUDENTS IN ADULT LITERACY PROGRAMS, AND COLLEGE STUDENTS IN TUTORIAL PROGRAMS FOR COLLEGE CREDITS.

COMPLIMENTING THE PRESIDENT'S INTEREST ARE THE INTERESTS AND WORK OF MRS. BARBARA BUSH AS AN ADVOCATE OF ENGLISH READING LITERACY. AS THE KEYNOTE SPEAKER FOR THE ADULT LITERACY INITIATIVE DISABILITIES NETWORKING CONFERENCE, HELD IN JUNE 1984, SHE ENLISTED NATIONAL SUPPORT FOR ADULT LITERACY. OF SPECIAL SIGNIFICANCE TO YOU, SHE SAID SHE WAS "ESPECIALLY HAPPY TO NOTE THAT CORRECTIONAL INSTITUTIONS ARE REPRESENTED (IN THE AUDIENCE), BECAUSE OF THIS HIGH PROPORTION OF PRISONERS WHO ARE LEARNING DISABLED AND THE IMPLICATIONS THAT THIS HAS FOR THE LINK BETWEEN LITERACY PROBLEMS AND CRIMINALITY.

IT REMAINS TO BE SAID THAT FROM ITS INCEPTION, THE INITIATIVE HAS BEEN IMPLEMENTED THROUGH THE SECRETARY OF EDUCATION AND BY THE NEWLY CREATED ALI STAFF. WHILE THE INITIATIVE IS NOT A FUND-GRANTING ENTERPRISE, IT DOES OPERATE WITH THE AUTHORITY OF BEING THE PRESIDENT'S INITIATIVE.

THE INITIATIVE FUNCTIONS FOR THE PURPOSE OF DEVELOPING THE NATIONAL EFFORT TO COMBAT A NATIONAL PROBLEM THAT IS POSED BY 23-27 MILLION FUNCTIONAL ILLITERATES. IT REACHES INTO THE 56 STATES AND TERRITORIES OF THE NATION AND IT IS DIRECTED TO INCLUDE THE MEN AND WOMEN OF ALL ECONOMIC GROUPS AND RACES THAT MAKE UP THAT POOL OF 27 MILLION. IT INCLUDES LEGAL AND ILLEGAL IMMIGRANTS, REFUGEES, HIGH-SCHOOL DROP OUTS AND THAT DISAPPROPRIATE NUMBER OF CORRECTIONAL INMATES WHO ARE FUNCTIONALLY ILLITERATE.

THE INITIATIVE RESPONDS TO THE NATIONAL PROBLEM WHICH EFFECTS 1 IN 5 AMERICANS BY:

1. COORDINATING FEDERAL LITERACY ACTIVITIES
FEDERAL EMPLOYEE LITERACY TRAINING (FELT) PROGRAM
FEDERAL INTERAGENCY COMMITTEE ON EDUCATION (FICE)
2. PROMOTING AWARENESS, VOLUNTARISM AND THE RECRUITMENT OF
NEW SERVICE GROUPS
3. COLLABORATING WITH AND BUILDING ON ALL EXISTING EFFORTS

NOW--I'D LIKE TO BRIEFLY RUN THROUGH CERTAIN MAJOR ACTIVITIES OF THE INITIATIVE. WILL YOU CONSIDER HOW THEY MIGHT RELATE TO YOUR EFFORTS? IF YOU HAVE IDEAS OR SUGGESTIONS, TELL ME ABOUT THEM LATER.

- o WE ARE WORKING WITH OTHER FEDERAL AGENCIES TO HIGHLIGHT, COORDINATE AND CONSOLIDATE LITERACY RELATED ACTIVITIES. WE MAINTAIN CLOSE CONTACT WITH THE DIVISION OF ADULT EDUCATION SERVICES. WE HAVE REPRESENTATION ON AND GIVE INPUT TO THE INTRA-DEPARTMENTAL COORDINATING COMMITTEE ON CORRECTIONAL EDUCATION. THIS IS A CHARTERED COMMITTEE EMPOWERED TO MAKE RECOMMENDATIONS TO THE FEDERAL LEGISLATIVE, THROUGH THE SECRETARY OF EDUCATION.
- o WE HAVE REPRESENTATION ON THE NEWLY CREATED BUREAU OF JUSTICE AND PRISONS NATIONAL COMMITTEE ON CORRECTIONS EDUCATION.
- o WE ARE FOCUSING ON THE LITERACY NEEDS OF SPECIAL POPULATIONS, AND WE ARE DOING THIS THROUGH CONFERENCES, MEETINGS, SEMINARS--A VARIETY OF CONTACTS. TO DATE THE INITIATIVE HAS HOSTED FIVE SUCH EVENTS;

1. THE DISABILITIES CONFERENCE FOR WHICH MRS. BUSH WAS KEY-NOTE SPEAKER AND YOUR REPRESENTATIVES WERE PARTICIPANTS.
2. A CONFERENCE ABOUT THE LITERACY NEEDS OF EMINENT BLACKS. LATER YOU WILL HEAR FROM THE REPRESENTATIVE OF THE EMINENT BLACK ORGANIZATION THAT DIRECTS ITS EFFORTS TO COMBAT BLACK AND HISPANIC FUNCTIONAL ILLITERACY.
3. A CONFERENCE ON CURRENT AND POTENTIAL APPLICATIONS OF TECHNOLOGY IN ADULT LITERACY.
4. A SEMINAR ON THE IMPLICATIONS OF RECENT RESEARCH FOR ADULT LITERACY PRACTICES.
5. A SEMINAR, THE FIRST OF A PLANNED SERIES ON THE LITERACY NEEDS OF MINORITY LANGUAGE GROUPS.

EACH OF THESE MEETINGS HAD SIGNIFICANT IMPORT FOR CORRECTION EDUCATORS. SEVERAL ATTRACTED CORRECTIONAL EDUCATION PERSONNEL FROM ABOUT THE COUNTRY. FOLLOW-UP WORK ON EACH CONFERENCE IS CONTINUING AND MORE SUCH CONTACTS ARE PLANNED.

- o WE ARE WORKING TO STIMULATE PRIVATE SECTOR SUPPORT FOR LITERACY ACTIVITIES:

BUSINESS AND INDUSTRIES

- A. EX. HAROLD MCGRAW (FORMERLY OF MCGRAW-HILL PUBLISHERS) \$1 MILLION
- B. B. DALTON-BOOKSELLERS PUBLISHERS \$3 MILLION

- o WE ARE BEGINNING TO ATTRACT SUBSTANTIAL CONTRIBUTIONS FROM MAJOR FOUNDATIONS:

- A. GANNETT FOUNDATION - LVA \$100,000

- o WE ARE WORKING WITH REPRESENTATIVES OF MAJOR VOLUNTEER ORGANIZATIONS ON DEVISING WAYS TO USE THEIR LARGE CONSTITUENCIES IN SUPPORT OF LITERACY. AMONG THESE ARE:

- A. THE AMERICAN ASSOCIATION OF RETIRED PERSONS
 - B. THE AMERICAN LEGION

BOTH ARE POTENTIAL CONTACTS FOR TUTORIAL VOLUNTARISM.

- o WE ARE ESTABLISHING AND MAINTAINING A NATIONAL LITERACY NETWORK. WE ARE PREPARING TO LINK TOGETHER ALL GROUPS INVOLVED IN ADULT LITERACY THROUGH LITNET -- A TELECOMMUNICATIONS/ELECTRONIC MAIL SYSTEM. WITHIN MONTHS, LITNET USERS, INCLUDING YOU WHO ARE INTERESTED WILL HAVE ACCESS TO THE MOST CURRENT INFORMATION ABOUT LITERACY RELATED ACTIVITIES INCLUDING; FUNDING RESOURCES, LEGISLATIVE ACTIVITIES, AND INNOVATIONS IN THE FIELD.

- o WE ARE WORKING WITH THE OFFICE OF POST-SECONDARY EDUCATION TO PROMOTE INVOLVEMENT OF COLLEGE WORK-STUDY IN LITERACY ACTIVITIES--ESPECIALLY THROUGH THE USE OF WORK-STUDY STUDENTS.

LAST YEAR, WE FUNDED 18 PILOT WORK-STUDY PROJECTS. AS REPORTED IN A PILOT PROJECT SURVEY, THEY WERE SO POSITIVE THAT 50 SCHOOLS WERE GIVEN SUPPLEMENTAL WORK-STUDY LITERACY PROGRAMS.

WE DEFINITELY INTEND TO PROMOTE CONSIDERATION OF THE USE OF WORK-STUDY STUDENTS AS VOLUNTEER TUTORS IN CERTAIN CORRECTIONAL CENTERS.

- o CONCERNING OUR WORK WITH GOVERNORS, AND STATE ADULT ED OFFICES, WE ARE EMPHASIZING THE NECESSITY OF PROMOTING CORRECTION EDUCATION FOR FUNCTIONALLY ILLITERATE INMATES.

OUR CURRENT EFFORTS ARE DIRECTED THROUGH REGIONAL MEETINGS AND OTHER CONTACTS.

WE ARE PREPARING A QUESTIONNAIRE FOR LATE FALL MAIL-OUT, WHICH WILL INCLUDE SPECIAL SECTIONS TO ELICIT INFORMATION ON WHAT IS BEING DONE IN THE AREA OF CORRECTIONS EDUCATION FOR FUNCTIONAL ILLITERATES.

- o WE ARE DETERMINING THE EXTENT TO WHICH WE CAN UTILIZE THE NATIONAL INSTITUTE OF EDUCATION RESEARCH LABORATORIES FOR INVESTIGATIVE RESEARCH ON PROBLEMS ATTENDANT TO FUNCTIONAL ILLITERATE CORRECTIONS INMATES.

NOW YOU HAVE A SENSE OF WHAT THE INITIATIVE IS ALL ABOUT. PLEASE NOTE THAT OUR EXHIBIT INCLUDES MATERIALS WITH ADDITIONAL INFORMATION. WE WANT TO PROMOTE COLLABORATION AND COOPERATION IN THE DEVELOPMENT AND PROVISION OF SERVICE. WE WANT TO HELP YOU. WE ARE DOING THIS WITH THE WEIGHT OF THE ADMINISTRATION BEHIND US. THANK YOU FOR YOUR ATTENTION AND NOW I ASK THAT YOU GIVE YOUR ATTENTION TO:

DR. MILDRED BRADHAM, A PRACTICING PSYCHOLOGIST AND THE DIRECTOR OF THE NATIONAL ASSAULT ON ILLITERACY PROGRAM, DR. BRADHAM.

WORKSHOP

Special Needs of the Female Offender

PLANNING, IMPLEMENTATION, & EVALUATION PROGRAM

UNIVERSITY OF SOUTH CAROLINA
COLLEGE OF CRIMINAL JUSTICE

Columbia, South Carolina 29208
Phone: (803) 777-6504 777-6503

4th ANNUAL MEETING OF STATE DIRECTORS OF CORRECTIONAL EDUCATION

July 14, 1985

Atlanta, Georgia

WORKSHOP AGENDA

Faultfinding without suggestions
for improvement is a waste of time.
Ralph C. Smedley

- 10:15 - 10:25 Workshop Overview: Goals and Procedures.
- 10:25 - 10:50 The Profile of the Adult Female Offender Population.
- 10:50 - 11:15 Programs and Services for Female Offenders.
- 11:15 - 11:20 Task Group Assignment. Problem ACTION PLAN.
- 11:20 - 11:25 Silent Generation of Ideas.
- 11:25 - 11:30 Round Robin Listing of Ideas.
- 11:30 - 11:55 Discussion. Combine/Modify.
- 11:55 - 12:15 Rank Order. Prioritize.
- 12:15 - 1:30 Recess. Luncheon.
- 1:30 - 1:50 Brainstorm General Strategies. Select Strategy.
- 1:50 - 2:25 Develop Action Steps to Implement Strategy.
- 2:25 - 3:00 Task Group Reports and Discussion.
- 3:00 - 3:10 Workshop Evaluation and Closing.

PIEC-2304
07/04/85

PLANNING, IMPLEMENTATION, & EVALUATION PROGRAM

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COLLEGE OF CRIMINAL JUSTICE

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1.0 Introduction

- 1.1 Thanks for the opportunity to once again be present for the annual meeting of the Directors of Correctional Education.
- 1.2 I have very much appreciated having the opportunity to participate in your annual meetings the last three years. I have been impressed by the enthusiasm, involvement, and networking in each of three meetings.
- 1.3 I was very pleased when John Linton and Dianne Carter invited me to conduct a 4-hour workshop as part of the annual meeting this year.

2.0 Goals for the Workshop

- 2.1 Given a 25-minute lecture on the female offender profile, you will increase your understanding of the female offender population and will add to your file of information on the female offenders in the United States.
- 2.2 Given a 25-minute lecture on programs and services for female offenders, you will increase your knowledge and information about the current programs and services available to female offenders in the United States.
- 2.3 Given a 90-minute task group activity and 35-minute group reports and discussion period, you will increase your skills for planning strategies that correctional education could employ to help meet the needs of female offenders.
- 2.4 Given a 90-minute supervised activity on systematic planning, a set of action plans will be produced for implementation by correctional educators.

3.0 Procedures for the Workshop

- 3.1 To set the stage for the major activity of this workshop--a working task group activity--we will begin with two 25-minute lectures on the female offender population profile and current programs and services.
- 3.2 Last year the National Institute of Corrections (NIC) supported and published my study of female offenders and the programs and services for these women in the United States. We wanted to have copies of the publication to give to you today, but we discovered the book already is out of print. We will send a list of your names to NIC and request that copies be mailed to you when the book is reprinted.
- 3.3 Next we will work in task groups to complete the first part of a most exciting and worthwhile task. Each task group will identify and prioritize the special needs of female offenders in your particular area.
- 3.4 We will then take a 45-minute luncheon recess.
- 3.5 We will return for the second part of the task group activity, the development of action plans to address the top priority needs.
- 3.6 We will conclude with task group reports and discussion.
- 3.7 The task group reports will be included in the Proceedings, so you will be able to implement them in your respective states.
- 3.8 Are there any questions?

4.0 Transition to Lecture

- 4.1 Let us now turn our attention to the adult female offender in the United States.
- 4.2 How many female offenders are there and what are the characteristics of these incarcerated women?

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Introduction

Thank you. I appreciate the opportunity to once again be with you at the annual meeting of the Directors of Correctional Education. I have very much appreciated having the opportunity to participate in your annual meetings the last three years. I think the State Directors have one of the best operating networks of any group I have seen. I have been impressed by the enthusiasm, involvement, and productivity demonstrated at each of the last three meetings. I am sure this meeting today will be equally productive.

I was very pleased when John Linton and Dianne Carter invited me to conduct a 4-hour workshop as part of the annual meeting this year. I was particularly pleased when I learned that the topic selected for the workshop based on requests and questions from the field concerned offenders. Our workshop theme will be Special Needs of Female Offenders: Implications for Correctional Education Administrators and Supervisors.

Goals

We have four goals for the workshop.

Goal 1.0 Given a 25-minute lecture on the female offender profile, you will increase your understanding of the female offender population and will add to your file of information on the female offender in the United States.

Goal 2.0 Given a 25-minute lecture on programs and services for female offenders you will increase your knowledge and information about the current programs and services available to female offenders in the United States.

PIEC - 2308
06/30/85

Goal 3.0 Given a 90-minute task group activity and 35-minute group reporting and discussion period, you will increase your skills for planning strategies that correctional education can employ to help meet the needs of female offenders.

Goal 4.0 Given a 90-minute supervised activity on systematic planning, each task group will produce an action plan for implementation by correctional educators to address special needs of female offenders.

Procedures

Let me overview the procedures we will follow in order to achieve our four goals in the time we have for this activity.

Opening Lectures

To set the stage for the major activity of this workshop--a working task to develop implementation plans--we will begin with two 25-minute lectures on the female offender population profile and current programs and services for this group. Last year the National Institute of Corrections (NIC) supported and published my study of female offenders and programs and services for these women in the United States. I will share with you highlights from this study in the two opening lectures. We wanted to have copies of the publication to give to each of you today, but we discovered the book already is out of print. We will send a list of your names to NIC and copies of the book will be mailed to you when it is reprinted.

Task Group Activity

Next we will work in task groups to complete the first part of a most exciting and worthwhile task. Each task group will identify and prioritize the special needs of female offenders in your particular area. We will have a 45-minute luncheon recess after identifying the needs.

After lunch we will return to the task groups for the second part of the task. That will be the development of action plans to address the top priority needs. We will conclude the workshop with task group reports and general discussion.

This is not intended to be an academic exercise. Rather, it is intended that the action plans developed by the task groups will be implemented in your respective states. The plans will be included in this year's Proceedings so each of you will receive the set of plans, and you will be able to use one or more of the plans. You may need to make some modifications to fit situations in your state, but the plans should provide a valuable resource and save considerable time that would be required if you were to start from scratch in your office to develop plans for addressing special needs of female offenders in your state.

Conclusion

Are there any questions?

Then, let us now turn our attention to the adult female offenders in the United States. Who makes up this group? How many female offenders do we have? What proportion of the total population of prison inmates is made up of females? What are their characteristics?

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- 1.0 Introduction
 - 1.1 The Forgotten Women
 - 1.2 Public Awareness of Female Offenders
 - 1.3 Context of a Study of Female Offenders
- 2.0 Goals of the Study
 - 2.1 Questions to be Answered
 - 2.2 Primary Goals
 - 2.3 Objectives
 - 2.3.1 Demographic Profile
 - 2.3.1 Programs and Services
 - 2.3.3 Administration
- 3.0 Methodology
 - 3.1 Instrument Development
 - 3.2 Study Population
 - 3.3 Survey
 - 3.4 Data Analysis and Interpretations
- 4.0 Results
 - 4.1 Returns
 - 4.2 Proporti
 - 4.2.1 Prisons
 - 4.2.2 Jails
 - 4.2.3 Community Programs
 - 4.2.4 Interpretation of Data

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06/30/85

4.3 Demographic Profile of Adult Female Offenders

4.3.1 Age

4.3.2 Ethnicity

4.3.3 Education

4.3.4 Offense

4.3.5 Sentence Length

4.4 Programs and Services

4.4.1 Adult Basic Education

4.4.2 General Education Development (GED) and High School Diploma

4.4.3 Vocational Training

4.4.4 Postsecondary Education

4.4.5 Prison Industries

4.4.6 Testing and Counseling

4.4.7 Medical Services

4.4.8 Dental Services

4.4.9 Mental Health, Psychological and Psychiatric Services

4.5 Administration

4.5.1 Personnel

4.5.2 Financial Support

4.5.3 Litigation

5.0 Conclusion

5.1 Profile has not changed appreciably with exception of ethnicity.

5.2 Increase in number of white offenders may be accounted for by more women involved in white-collar crimes; and law enforcement agencies have placed more emphasis here.

5.3 Trend to longer sentences reflects philosophy of society, law enforcement, judicial system, and corrections.

5.4 Increase in number of female offenders is comparable to increase in number of male offenders.

- 5.5 Proportion of female offenders in total population has not changed.
- 5.6 Programs and services have increased.
- 5.7 The three most commonly offered vocational training programs in 1983 were the same as in 1975: office occupations, food services, and cosmetology.
- 5.8 Why are correctional systems not offering more career education: awareness, exploration, skill development, placement, and followup?
- 5.9 Why would any institution be without ABE or GED?
- 5.10 Correctional education can make a major impact through development and delivery of education and training for staff, volunteers, and community groups.
- 5.11 There are opportunities to network and develop linkages.
- 5.12 What correctional education lacks in financial resources is more than offset by the wealth of human resources.

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The purpose of this activity is twofold: (1) to further develop skills of systematic, proactive planning; and (2) to produce a set of action plans that can be implemented by correctional educators to address the special needs of female offenders.

The participants are assigned to small groups, with a Recorder and Chairperson for each group. The Chairperson is responsible for maintaining the time schedule, directing the task, and keeping the members on the task. The Recorder records on the flip chart and also the Report Form the group consensus concerning needs of female offenders, prioritization of needs, general strategy to address the top priority need identified in each group, and the action steps to implement the general strategy.

The product from this task group activity is a general action plan to address a need considered to be top priority. Each group will produce an action plan.

The participants reconvene in the large group. Chairpersons and Recorders present the action plans for each group. General discussion follows. The discussion is moderated by the Workshop Leader.

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Behavioral Objective: Given a structured small group task activity, using real life situations perceived as existing needs of female offenders in various correctional systems, in which participants prioritize the identified needs, determine general strategy, and implementing action steps to address the top priority needs, participants will enhance skills of systematic, proactive planning and will produce action plans to address the identified priority needs.

Time: 55 minutes

Hardware: Flipchart Easels or Wall Space

Software: Flipchart Pads, Magic Markers, Task Group Assignments, Report Forms, Task Administration, Masking Tape

Method: Small Group and Large Group

Technique: Supervised Structured Problem Solving Task

SAY:

Today we are going to use a modified nominal group technique to do a problem solving task that will result in a set of plans for implementation by correctional education administrators in your respective agencies.

First, we will identify special needs of female offenders. We will do this by having each task group member silently generate a number of needs that he or she perceives should be addressed. Then, still without any discussion, the Chairperson will call on each member of the group to name his or her top priority need. Priority needs should be urgent and also feasible to do something about at the present time. The Recorder will list the needs on the flip chart. Then, it will be time for discussion. The list can be modified.

PIEC - 2310
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Needs can be combined, eliminated, reworded. Then, each task group member will make his or her own priority list of the needs on the chart. The top priority need will be No. 1. The Chairperson will call on each member of the group to read his or her priority list. The Recorder will write the rank orders on the flip chart. The ranks for each need will be added and recorded. Then the group ranks will be determined. The lowest sum will be rank No. 1--that is the highest priority. This list will be recorded on the Report Form.

We will take a luncheon recess at this time. After the recess we will develop an action plan to address the top priority need for each group.

The next step will be to brainstorm strategies to address the top priority need. In brainstorming remember all ideas are accepted without critique or discussion. After all the ideas have been listed on the flip chart, then discussion will take place. Finally, the group must agree on one general strategy to address the top priority need. Sometimes, the general strategy turns out to be a combination of two or even three of those on the list. A general strategy might be to develop an ABE curriculum.

The general strategy should be written on the Report Form in Section III.

The next and final part of this task is to develop the specific action steps to implement the general strategy. This means identifying and describing in detail each action step that must take place. Developing a curriculum would involve, among other actions, the assessment of needs, defining goals and objectives, determining and obtaining instructional hardware and software. There are, as you know, many more action steps in curriculum development. These are some examples. In describing specific action steps, you need to describe specifically who does what, when, and where. Specify the intended outcome, and describe the indicators of success.

This will be a fun task, and it will be productive. We will produce a set of action plans that you will be able to use in your respective agencies. Any questions? O.K. Let us break into groups. I caution the Chairperson to watch the time schedule carefully. We have a lot to do in a short time.

PLANNING, IMPLEMENTATION, & EVALUATION PROGRAM

UNIVERSITY OF SOUTH CAROLINA
COLLEGE OF CRIMINAL JUSTICE

Columbia, South Carolina 29208
Phone: (803) 777-6504 777-6503

Purpose

The purpose of this task group activity is two-fold: (1) to further develop skills of systematic, proactive planning; and (2) to produce a set of action plans designed specifically to address identified priority needs of female offenders through correctional education.

Directions

This task consists of four major activities: (1) identifying needs of female offenders; (2) prioritizing the identified needs; (3) deciding on a general strategy; and (4) describing in detail the specific action steps to implement the general strategy.

1. Identify the needs of female offenders.
 - a. Allow 5 minutes for silent generation of ideas. Each task group member should individually, without discussion, write on a piece of paper, or mentally note needs of female offenders and decide on one need that is most critical.
 - b. Without discussion, going round robin, each member of the group states the one need he or she feels is most critical. The Recorder lists the needs on flipchart.
 - c. Allow 25 minutes to discuss the listed needs, combine, modify and finalize the list. Two or more listed needs may be collapsed into one need. Other needs may be added. Needs may be restated or eliminated.
2. Rank order the needs.
 - a. On a piece of paper, each task group member rank orders the needs. The need that is most urgent and most feasible to address is given Rank 1--the highest priority need.
 - b. The Chairperson calls on each member to state his or her ranks for the listed needs. The Recorder enters the ranks in vertical order for each of the listed needs for Person No. 1. The same procedure is followed for each Task Group Member.

- c. When all ranks are listed, the sums are computed for each need. The lowest sum will be the need with highest priority. Enter the ranks of the group according to sums.

The flip chart list will be similar to the following example:

Need	Task Group Members' Rank Orders						Total	Group Rank
Job skills	1	5	8	2	1	1	18	1
Health education	8	6	3	7	6	5	55	2

- d. On the Report Form, list the needs in rank order according to the rank ordering by the group. List the highest priority at the top of the list, opposite rank order No. 1.
3. Consider the top priority need.
- a. Brainstorm general strategies to address this need. In the brainstorming session, which should last no more than 10 minutes, each idea is listed on the flipchart by the Recorder. There is no discussion or critique during the brainstorming.

- b. When the strategies have been listed, allow 10 minutes for discussion. Suggested strategies may be eliminated, modified, combined to reach a consensus.

An example of a general strategy would be "To develop and implement a life skills curriculum.

- c. The general strategy should be written on the Report Form in Section III.
4. The next and final part of this activity is to develop the action steps to implement the general strategy. This requires identifying and describing in detail each action that must take place. Determine who does what, when, where. For each action step the intended outcome must be listed, and the indicators of success.

An example of one of the action steps in developing a life skills curriculum would be: Action Step 5. Determine instructional materials/equipment.

A task force of teachers would send to publishers for catalogs with life skills (each component) instructional materials/media. The task force would review each catalog and list the instructional materials/media that could be used in a life skills curriculum. The list would be reviewed by a second task force; items would be eliminated based on experience and to avoid duplication. The Director would send requests for sample review copies of the items on the final list. The review copies would be evaluated against standard criteria. The items meeting criteria would be included in final list, with source, and cost.

Outcome: The instructional materials/media to implement the life skills goals and objectives (previously determined in another action step) would be determined.

Indicator: A list would be developed that would be specific, pertinent, attainable, measurable, and observable. The list would be used to order the materials and media for the curriculum.

- a. To complete this part of the task the task group members should discuss the general strategy and determine every action step that must be taken.
- b. The Recorder outlines the specific action steps on flipchart.
- c. The detailed description of each action step should be recorded on the Report Form in Part IV.

PLANNING, IMPLEMENTATION, & EVALUATION PROGRAM

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4th ANNUAL MEETING OF STATE DIRECTORS OF CORRECTIONAL EDUCATION

July 14, 1985

Atlanta, Georgia

Task Group Roster

Task Group A. Adult Offenders

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Task Group C. Juvenile Offenders

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ACTION PLANS

Task Group A

1.0 Needs of Adult Female Offenders

- 1.1 Skills for handling basic needs and problems in areas of family problems, substance abuse, emotional problems, medical and physical problems, and interpersonal relationships
- 1.2 Acquiring basic education skills relating to offenders ability to succeed in vocational or postsecondary educational programs and the personal and employment related skills necessary to become a productive member of society

2.0 General Strategy to Address Need No. 1.1

Develop and implement a special curriculum .

3.0 Action Plan

3.1 Obtain funding/develop curriculum

- 3.1.1 Obtain funds
- 3.1.2 Select/obtain materials
- 3.1.3 Prepare lesson plan

3.2 Implement staffing

- 3.2.1 Recruit and select volunteer staff
- 3.2.2 Determine regular staff to be involved in program

3.3 Develop and implement training

- 3.3.1 Develop and implement training for volunteers
- 3.3.2 Develop and implement training for regular staff

3.4 Establish task force

- 3.4.1 Hold task force meetings to plan curriculum
- 3.4.2 Have quarterly meetings for advice and counsel
- 3.4.3 Have task force evaluate curriculum

3.5 Develop and deliver curriculum

3.5.1 Develop lesson plans

3.5.2 Obtain materials/equipment

3.5.3 Deliver curriculum through integrated classroom activities, counseling, and therapy

Task Group B

1.0 Needs of Adult Female Offenders

- 1.1 Getting women interested in nontraditional programs
- 1.2 Funding nontraditional programs
- 1.3 Providing psychological services
- 1.4 Developing linkages between education, industries, employment
- 1.5 Providing post-release services
- 1.6 Increasing involvement in ABE programs
- 1.7 Providing special education programs to meet needs of developmentally disabled
- 1.8 Providing child care and parenting programs
- 1.9 Providing vocational laboratories

2.0 Strategy to Address Need for Psychological Services, Funding, Linkages, and Post-Release Services

Develop and implement a quality nontraditional vocational program incorporating career education, placement, and follow-up; counseling and therapeutic activities; and rewards

3.0 Action Plan

- 3.1 Conduct research/obtain information and background data
 - 3.1.1 Determine job growth areas/BES state agency/employment
 - 3.1.2 Identify model programs
 - 3.1.3 Contact occupational craft committees
 - 3.1.4 Network with colleges/BEC/DE/NCRVE
 - 3.1.5 Consider funding through CEA lobbying, NIC, state legislatures
 - 3.1.6 Determine staffing requirements, i.e. unions, special program approvals

- 3.2 Implement career education curriculum
 - 3.2.1 Provide quality psychological services
 - 3.2.2 Provide individual assessment/orientation
 - 3.2.3 Hold career fairs
 - 3.2.4 Conduct career education classes
 - 3.2.5 Provide trial enrollment
 - 3.2.6 Provide for "hype" completions with positive publicity
 - 3.2.7 Provide placement

Task Group C

1.0 Needs of Youthful Female Offenders

1.1 Pre-vocational/vocational continuum

1.2 Social content

1.3 Assessment

1.4 Transition planning and preparation

1.5 Academic continuum

All needs are equally important

2.0 General Strategy to Address Needs

The strategy would be an approach that would address all needs taking into account individual differences

3.0 Action Plan

3.1 Develop program plan to address needs

3.2 Implement program plan to address needs

3.3 Evaluate program plan

RECOMMENDED RESEARCH PROJECTS

RECOMMENDED RESEARCH PROJECTS

Dianne Carter requested that State Directors submit recommendations to the Department of Education for ideas for future research projects. The group devoted some time to brainstorming ideas. The recommendations included the following:

1. Vocational Education Training: Labor Market Data (National and Local)
2. Special Education: Options/Models - P.L. 94.192
3. Special Education: Vocational Adaptations
4. Special Education: Developmental Disabled
5. JTPA Evaluations
6. University Correctional Education Teacher Preparation
7. Training for Non-Correctional Materials
8. Organizational Models
9. Prison Industry/Other Linkages
10. Lockdown Programs/Services
11. How Grants Are Delivered
12. Variables Related to Occupational Training
13. Evaluation of Affective Curricula
14. Relationships Between Classification and Career/Educational Counseling
15. Evaluation of Programming Second and Third Time Incarcerates
16. Evaluation of Postsecondary Liberal Arts Curricula Regarding Recidivism or Other Effectiveness Measures
17. Identification of Strategies to Distinguish "Habilitation" from "Institutionalization"

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4th ANNUAL MEETING OF STATE DIRECTORS OF CORRECTIONAL EDUCATION

July 14, 1985

Atlanta, Georgia

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CHANGE REQUEST FOR DIRECTORY FOR CORRECTIONAL EDUCATORS

It is suggested that users photocopy this form to use for submitting changes to the Directory listings. Send updated information to Dr. Dianne Carter, the Corrections Education Program, U.S. Department of Education, Room 627, Reporter's Building, 300 7th Street, S.W., Washington, D.C. 20004.

CHANGE REQUEST SUBMITTED BY: _____
TITLE, AGENCY, DEPARTMENT : _____
ADDRESS : _____
TELEPHONE # (With Area Code) : _____ DATE: _____

1. Check appropriate space indicating action to be taken:

_____ Add _____ Delete _____ Change

Page # : _____
Name : _____
Title & Program/Agency: _____
Department : _____
Address : _____
Phone: Area Code : _____

2. Check appropriate space indicating action to be taken:

_____ Add _____ Delete _____ Change

Page # : _____
Name : _____
Title & Program/Agency: _____
Department : _____
Address : _____
Phone: Area Code : _____

3. Check appropriate space indicating action to be taken:

_____ Add _____ Delete _____ Change

Page # : _____
Name : _____
Title & Program/Agency: _____
Department : _____
Address : _____
Phone: Area Code : _____



UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF THE ASSISTANT SECRETARY
FOR VOCATIONAL AND ADULT EDUCATION

TO : State Directors of Correctional Education

FROM : Dr. Dianne Carter

SUBJECT: Corrections Education Program Staff Addresses and
Telephone Numbers

As has been previously indicated, the Office of Vocational and Adult Education is moving into another building. This is projected to occur during the first weeks of August, 1985.

Our new addresses and telephone numbers have been identified as:

Dr. Dianne Carter
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Office of the Assistant Secretary
400 Maryland Avenue, S.W.
Room 627
Reporter's Building, Mail Stop 5608
Washington, D.C. 20202

Telephone: (202) 732-2265

Mr. Bernard O'Hayre
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Special Programs Branch
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Room 519
Reporter's Building
Washington, D.C. 20202

Telephone: (202) 732-2381

APPENDICES

PLANNING, IMPLEMENTATION, & EVALUATION PROGRAM

UNIVERSITY OF SOUTH CAROLINA
COLLEGE OF CRIMINAL JUSTICE

Columbia, South Carolina 29208
Phone: (803) 777-6504 777-6503

I. Needs of Female Offenders

II. Rank Order

_____	1
_____	2
_____	3
_____	4
_____	5
_____	6
_____	7
_____	8
_____	9
_____	10

III. General Strategy to Address Priority Need, No. _____

IV. Specific Action Steps to Implement General Strategy

Action Step 1. _____

Who Does What/When/Where _____

Intended Outcome _____

Evaluation: Indicators of Success _____

Action Step 2. _____

Who Does What/When/Where _____

Intended Outcome _____

Evaluation: Indicators of Success _____

Action Step 10. _____

Who Does What/When/Where _____

Intended Outcome _____

Evaluation: Indicators of Success _____

Workshop Evaluation

The greatest value of these meetings has been and continues to be the opportunity to meet and work with colleagues from across the nation. We all have similar needs, but often feel isolated in our jobs and missions within our states.

This was a helpful and meaningful workshop--one that will be helpful and meaningful to me in performing my duties.

I found the mechanics of the workshop extremely helpful. I plan to use this same format in workshops I conduct.

This workshop was well organized, prepared, and presented!

I would like to see more emphasis placed on adult basic education since approximately 56% of all female inmates function below high school level.

I am pleased to have been able to participate in this workshop, although I don't currently work with female offenders. I have worked with female offenders in the past, and the female offender remains a very special interest to me.

It would be helpful to juvenile education directors to have a one-half day program for juvenile program directors.

I would like to see this workshop repeated with more time allowed to develop the goals to completion. I would recommend at least 2 or 3 days. A big "thank-you" to those who arranged this workshop.

This was a good workshop! We made real progress on the issue of the female offender.

Thanks for a well planned and well conducted workshop. There was a good blend of information presented and opportunity for sharing.

Greater representation from the states is needed. Less than one-fourth of the states participated in this workshop.

This was an excellent, very worthwhile workshop.

This was an excellent workshop. I would like to have more time for the state administrators to share information about new programs and problems/solutions they have encountered.

Workshop Evaluation

PLANNING, IMPLEMENTATION, & EVALUATION PROGRAM

UNIVERSITY OF SOUTH CAROLINA
COLLEGE OF CRIMINAL JUSTICE

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WORKSHOP ON SPECIAL NEEDS OF THE FEMALE OFFENDER

4th ANNUAL MEETING OF STATE DIRECTORS OF CORRECTIONAL EDUCATION

Atlanta, Georgia

July 14, 1985

Name (Dr.) (Mr.) (Ms.) _____

Title _____

Institution/Agency _____

Address _____

City State Zip Code

The purpose of this inventory is to gather information to evaluate this training program. The information will be used in planning future programs. Please check in the appropriate column opposite each item to express your ratings.

I. <u>Accomplishment of Goals</u>	None at all	Very little bit	Quite a bit	Very great amount
A. Increased understanding				
1. To what extent do you feel you have increased your understanding of and information about female offenders?				
2. To what extent do you feel you have increased your knowledge and current information about programs and services for female offenders?				
3. To what extent do you feel you have increased your skills in planning ways in which correctional education can help to meet needs of female offenders?				

	<u>None at all</u>	<u>Very little bit</u>	<u>Quite a bit</u>	<u>Very great amount</u>
4. To what extent do you feel this workshop helped to strengthen the networking capabilities of the State Directors?	_____	_____	_____	_____
B. Adequacy of Training Program				
1. To what extent do you feel the topic of this workshop was relevant to your role and responsibilities?	_____	_____	_____	_____
2. To what extent do you feel the topic of this workshop was timely and worth consideration?	_____	_____	_____	_____
3. To what extent do you feel the material presented was adequately covered?	_____	_____	_____	_____
4. To what extent do you feel the material was presented in a clear and understandable manner?	_____	_____	_____	_____
5. To what extent do you feel the task activity to develop plans for implementation was worthwhile?	_____	_____	_____	_____
6. To what extent do you feel the planning process might be used by you and your staff in other areas?	_____	_____	_____	_____
II. Methods and Techniques				
A. Methods	<u>Not worth- while</u>	<u>Only slightly worth- while</u>	<u>Moder- ately worth- while</u>	<u>Ex- tremely worth- while</u>
1. Large group activity	_____	_____	_____	_____
2. Small group activity	_____	_____	_____	_____

		<u>Not worth- while</u>	<u>Only slightly worth- while</u>	<u>Moder- ately worth- while</u>	<u>Ex- tremely worth- while</u>
B.	Techniques				
1.	Task group activity	_____	_____	_____	_____
2.	Lecture-discussion	_____	_____	_____	_____
III.	<u>Materials and References</u>				
A.	Instructional Materials				
1.	Task activity handouts	_____	_____	_____	_____
2.	Transparencies	_____	_____	_____	_____
B.	References				
1.	Paper by T. A. Ryan "Special Needs"	_____	_____	_____	_____
2.	Paper by Esther Heffernan "Emotional Problems"	_____	_____	_____	_____
IV.	<u>Evaluation/Future Plans</u>				
A.	Workshop Evaluation	<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Agree</u>	<u>Strongly Agree</u>
1.	The workshop met my expectations.	_____	_____	_____	_____
2.	The workshop was worthwhile.	_____	_____	_____	_____
B.	Future State Directors' Meetings (Rank order: 1=highest or 5=lowest)				
1.	At the next State Directors' Meeting I would like to have				
	<u>Rank</u>		<u>Activity</u>		
	_____		A structured training activity; i.e., workshop.		
	_____		An all-day brainstorming session.		
	_____		A major track session with supporting sessions, like ACA.		
	_____		Major address/panel session in a.m.; workshop in p.m.		
	_____		(Other) Please specify _____		

Special Needs of Female Offenders:
Implications for Correctional Education
Administrators and Supervisors

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Nature of Offender Needs

All Offenders Have Needs

The basic needs of all offenders relate to health and personal hygiene, protection against other inmates, and humane care and treatment. Inmates also need to have communication with families and friends, access to legal services, and preparation for a successful community transition upon release. For a successful reentry into the community, offenders must have the educational achievement and vocational training to prepare them for gainful employment, community and family responsibilities. Offenders must be prepared to make worthy use of leisure time, and to be responsible, law-abiding, contributing members of society.

Needs Unique to Female Offenders

There are some needs that are unique to female offenders (General Accounting Office, 1979). Based on a thorough search of studies of sex-role stereotypes, Maccoby and Jacklin (1974) found only three differences between boys and girls that seemed grounded in fact: (1) girls had greater verbal ability than boys; (2) boys excelled in visual-spatial ability; and (3) boys excelled in mathematical ability. In presenting the results of their research, Maccoby and Jacklin stated, "Very little is known about age changes during adulthood with respect to either cognitive or social measures" (p. 358). Reported changes during adulthood and real life observations point to differences between women and men not seen in childhood or in laboratories. Most of these differences are thought to be societally-imposed. There are also differences manifested through special physical and psychological needs. Finally, female offenders have special needs that are economically related needs. The special needs of female offenders are related to economic, social, physical, and psychological factors. Correctional education administrators and supervisors should be prepared to address the special needs of the women who are confined to jails, prisons, community facilities, and those on probation and parole.

Social Needs of Female Offenders

One of the most critical needs of female offenders is for response from and relationships with family and friends. Adult female offenders are concerned over the care and custody of their children.

Female Offenders Need Assurance About Care/Custody of Children

A National Study of Women's Correctional Programs conducted by Glick and Neto (1977) reported that of approximately 6300 incarcerated women studied in 14 states, 56.3% had one or more dependent children living with them prior to incarceration (p. 116). Another 30% are estimated to have older children. Separation from their children is one of the severest punishments for these mothers. In some states parental rights are automatically severed by incarceration. In other states termination of parental rights occurs should a

hearing determine the mother unfit. The children may be housed with the woman's mother, the child's father, or other relatives. The children often are placed in foster homes or put up for adoption.

The National Advisory Commission on Criminal Justice Standards and Goals (1973) points out, the extent to which a woman participates in the decision-making process to determine the custody of her children is often limited. The careful arrangements made by women for the care of their children often are reversed by authorities. The female offenders often experience feelings of guilt and anger at being separated from their children, and not having control of the custody of their children.

Female Offenders Need to Strengthen Mother-Child Relationships

Female offenders need help in strengthening the mother-child relationship. Female offenders are not free agents until problems and pressures from family and friends are handled. Often the children are a considerable distance from the incarcerated mothers. Visitations may be infrequent due to distance and lack of funds. The prison environment may be traumatic for the children and frustrating for the mothers. Women on supervised release may be prohibited from or severely limited in visitation rights by court mandate. The parent-child relationship often is strained and inadequate while a mother is incarcerated and separated from her children. Most prison environments offer little chance for maintaining a mother-child relationship and discourage rather than encourage the important bonding between the mother and her children. In a national survey of adult female offenders and the institutional programs for these women, Ryan (1984) found that only 18 states provided special child care programs in institutions for female offenders. Separation from their children is perhaps the greatest punishment of all for adult female offenders. Female offenders need to learn about the legal ramifications of separation from their children, care, and custody of the children. These mothers also need to be helped in dealing with their feelings of guilt, anger, and frustration. They need parent education.

Female Offenders Need Privacy

Female offenders are often unable to be alone when they desire and often forfeit their right to sexual privacy when male guards are present. Female offenders are often subjected unnecessarily to body cavity searches, although court cases have held that these searches performed routinely violate the right to privacy under the Fourth Amendment (Sostre v. Preister, 519 F.2d 763, 2d Cir., 1976). Lack of privacy and safety is more acute for female offenders than for male offenders due to the housing of all classifications of female offenders in one correctional institution.

Female Offenders Need to Develop Interpersonal Communication Skills

Female offenders need interpersonal communication skills. Male staff are often overwhelmed by the emotional or outspoken ways in which women handle their problems. Women tend to get things off their chest immediately but not necessarily positively. Anger, fear, and affection are usually expressed more

openly than with male inmates; but staff and other inmates are not always prepared to handle this openness. The strengthening of interpersonal communication involves improving the inmates' self-concepts, listening skills, and verbal expression. It also involves training line staff to be empathetic with women and to accept them as individuals--not as stereotypes.

Physical and Psychological Needs

Some needs are psychological or physical in nature. In the past female offenders have had inadequate medical, dental, and psychological health care. Service has improved since 1976 when seven women who were transferred from Bedford Hills Women's Prison in New York to the State Hospital without a commitment hearing, and then forcibly drugged and subjected to other involuntary treatment (Liles v. Ward, 424 F.Supp. 675, S.D.N.Y., 1976). Ryan (1984) found the medical, dental, psychological, and psychiatric programs and services had roughly doubled in the last decade.

Female Offenders Have Needs Related to Substance Abuse and General Health Problems

There are needs related to substance abuse and general health that are unique to women. Resnik and Shaw (1980) recognized other health needs of incarcerated women: need for reproductive choice provided by law to the free world women, e.g., use of oral contraception, intrauterine devices, hysterectomies, and abortions under written consent of the woman and with good medical care. Female offenders need prenatal care, including proper diet, exercise, vitamins, obstetrical examinations on schedule and with trained specialists, and counseling regarding pregnancy, delivery, and child care. Female offenders need opportunities for childbirth in community facilities, and options for nursing. Female offenders greatly need human sexuality workshops or seminars, and special educational programs on substance abuse and personal health and hygiene.

Female Offenders Have Psychological Needs

Female offenders have special psychological needs. The emotional pain of separation from family is especially acute for women who are pregnant when incarcerated. These women often bear their children in the prison maternity ward, in community facilities, and within a short time must give them up to foster parents or adoption agencies. One effect of this separation may be severe depression. Education is needed not only in preparation for the child's delivery, but also in handling any post-partum problems. Female offenders often experience emotional traumas related to menstruation.

Female Offenders Need to Adjust to Loss of Love and Family

Most female offenders need to adjust to loss of love and family. To alleviate loneliness and isolation and to establish a sense of identity, female offenders often engage in homosexual relationships. A study by Ward

and Kassebaum (1973) indicated that 95% of women engaging in such relationships were perceived as uninvolved in homosexual relationships prior to sentencing. The homosexual relationship seemed to be a response to the loss of other love options. Female offenders often form pseudo families within the offender community, with women assuming family roles, e.g., wife, father, mother, sister, brother, or daughter. These are the ways female offenders often adjust to loss of love and family. They need opportunities to learn other options for coping with the loss of love and family.

Female Offenders Have Exaggerated Dependency Needs

Behind these strong needs for love are exaggerated dependency needs and the need to develop self-esteem and decision-making skills. Many female offenders have been dependent on men, welfare, parents, and drugs. In many cases, female offenders' self-esteem comes through others--men or children. Ryan (1984) found, nationwide, female offenders are lacking in education and do not have job skills for gaining and maintaining employment to support themselves and dependents. They tend to be lacking in self-esteem, and have not had a history of independent decision-making. The prison environment tends to further reinforce dependency. These women need opportunities to learn assertive skills, decision-making, and independence.

Economic Needs

Female Offenders Need to Improve Job-Related Skills

Female offenders need to improve job-related skills and to develop the capacity for economic freedom. The majority of female offenders lack job skills, have a history of sporadic low-paying jobs, and are lacking good work habits. They need to be able to be gainfully employed to support themselves and their dependents. There is a critical need for expanded and improved programs to develop job related skills.

Female Offenders Need Training

The Advisory Commission on Criminal Justice Standards and Goals (1973) recognized the neglect of female offenders in job training programs and recommended reexamination of policies and programs. Male offenders have a wide range of job-readiness training options. Female offenders have limited choices and limited access to training opportunities. Using the Equal Protection Clause of the Fourteenth Amendment, courts have mandated that the range and quality of programming for women be substantially equivalent to that offered to men (Glover v. Johnson, 478 F.Supp. 1975, E.D. Mich. 1979). In Maryland the parties entered a consent decree in which the Division of Corrections agreed that programs, conditions, and opportunities for women would be no less favorable, either quantitatively or qualitatively than for men. Women were granted participation in community corrections and work release programs, equivalent eligibility requirements and wage rates, vocational training, and participation in educational and drug programs (Grosso v. Lally, No. 4-74-447 D.Md. 1977). There is a critical need for improved and expanded training

options for female offenders, including preparation for nontraditional occupations and training for jobs well above entry level. Ryan (1984) found that nationwide the three vocational programs in which female offenders were enrolled were the same as a decade ago: office occupations, cosmetology, food service; only half the states had prison industries for female offenders.

Role of Correctional Education Administrators and Supervisors
in Addressing Special Needs of Female Offenders

What is the role of supervisors in meeting these special needs of female offenders? Supervisors set the direction and function of programs and services. Careful attention must be given to provisions for meeting economic, social, physical, and psychological special needs of adult female offenders.

What is the role of correctional education in meeting the special needs of adult female offenders? It is doubtful that any other component of the correctional system has the potential that correctional education has for addressing the needs of female offenders. Education and training are the means by which the social, physical, psychological, and economic needs of adult female offenders can be met.

Correctional education administrators and supervisors can have both direct and indirect impact to help in meeting the special needs of female offenders. The effective delivery of services and programs to address special needs of female offenders must have administrative support. No program, no matter how well designed and how well intentioned, can succeed without the support of the administration. Administrators also have an important role to play in helping to identify and develop human, materials, and financial resources. Utilizing the administrative network, exemplary program and service models can be shared, thereby cutting down on the expenses attached to re-inventing the wheel. Administrators have the potentially productive opportunity of contributing ideas for the development of programs and services that will greatly enrich the designs while maintaining a proactive stance and integrating special issue elements into the total correctional education master plan. Administrators have a key role to play in recruiting and selecting qualified staff, including male, female, and ethnic group representatives.

Correctional education supervisors can have a direct impact that will make a significant difference for the female offenders. Supervisors should be directly involved in program development and service delivery. They also should develop and conduct both pre-service and in-service training that includes attention to the special needs of female offenders, and ways in which line staff, including teachers, vocational instructors, counselors, prison industry foremen, food service supervisors, maintenance and facilities foremen, case managers/unit managers, and correctional officers could address the special needs. Training should be developed and conducted for volunteers and for contract teachers or instructors.

Supervisors have responsibilities for assisting, directing, evaluating, and inspecting as well as training. In the course of carrying out these responsibilities, supervisors need to take into account the special needs of female offenders.

Addressing Social Needs

Programs need to be developed, either as separate offerings or integrated into ongoing life skills curriculums, to address the need for female offenders to maintain contact with and enrich relationships with family members. Conversely family members need to learn of the problems, needs, and progress of the female offenders, the expectations of the offenders upon release, and expectations for family support during incarceration and reintegration into the community.

Programs need to be developed to nurture the bonding between mother and child and to support the mother-child relationship. Despite the fact that only 18 states reported having special children's programs in the 1983 national survey (Ryan), there are some excellent prototype programs that could be adapted and introduced in prisons where such programs do not exist. One of the early, successful programs was developed at the Pleasanton Children's Center, Federal Correctional Institution, Pleasanton, California. At this program institutional staff and community leaders work together to enrich the child-family visitation time. Special classes are offered in childbirth, early childhood education, and legal rights. Liaison is maintained with state foster care agencies. Special children's day activities are scheduled throughout the year (Turnbo, 1979).

There is a need for training in the area of privacy needs that are unique to female offenders. All institutional staff, contract employees, and volunteers need to be informed not only about the needs of women for privacy, but also the legal implications.

Supervisors have a dual responsibility with regard to meeting the female offenders need for improved interpersonal communication skills. On the one hand, programs need to be developed and implemented to address directly the lack of interpersonal communication skills on the part of the female offenders. At the same time, attention must be directed to developing and enhancing the interpersonal communication skills of all institutional staff, volunteers, and contract personnel.

Addressing Physical and Psychological Needs

Supervisors need to develop and implement programs that are aimed at meeting the physical and psychological needs of female offenders. The female offenders need to be helped to adjust to withdrawal symptoms and other problems associated with substance abuse. Special programs to address substance abuse are needed for women who have drug-related offenses. Female offenders need to be educated about the general health needs of incarcerated female offenders. Supervisors need to be sure that special programs on human sexuality are provided. It is equally important for line staff to be made thoroughly aware of the special physical and psychological needs of female offenders. Special programs, either separate or incorporated in other curriculums, need to be developed and implemented to provide healthy, socially acceptable options for adjusting to separation from family.

Addressing Economic Needs

There can be no excuse for correctional education supervisors failing to ensure the delivery of viable vocational programs designed to develop job-related skills, including job search techniques, work habits and attitudes. Academic education supervisors and vocational training supervisors must work closely together to develop a coordinated program in which academic education and vocational training are integrated into a total educational training system that includes a strong job-readiness component. There must be linkages to prison industries; and a concerted effort should be made to see that good work habits and attitudes are developed.

Addressing Training Needs

Vocational training should be based on assessed needs of the adult female offenders and the labor market projections and employment trends in the areas to which the women will be living upon release. Different models for delivery of vocational training for female offenders should be encouraged as a means of expanding and improving options. Supervisors have a responsibility for developing linkages with business, industry, labor unions, women's groups, and community organizations to develop viable vocational training for female offenders. There should be more emphasis on nontraditional jobs for women; and institutional staff, volunteers, and contract personnel should be prepared to avoid sex-role stereotyping. There should be a much greater emphasis on telecommunications and high technology employment opportunities. Both staff and the female offenders need to be made aware of future trends and employment opportunities for women.

Conclusions

Meeting the needs of female offenders poses a challenge and an opportunity for correctional educators. Creative, persistent, and supportive leadership is essential. Top management must not only support the development, implementation, and evaluation of a correctional education system that addresses the needs of female offenders; correctional education administrators must also take an active part in developing proactive, systematic plans. Supervisors must provide linkage among top management, line staff, community resources, and offenders. Supervisors and administrators must espouse a philosophy of hope and responsibility that will be a model for staff, contract personnel, volunteers, and female offenders.

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FEMALE OFFENDERS WITH EMOTIONAL PROBLEMS

by

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Introduction

In the brochure which describes this seminar the participants are said to have "responsibility for managing or supervising programs for the female offender" (Seminar on the Female Offender, 1980), while the assigned purpose of this paper is to focus on female offenders with emotional problems. However, our use of such language in contemporary corrections as "manage, supervise programs for offenders" obscures the troubling fact that legally, under the Thirteenth Amendment the female offender belongs to the state, whether she is within an institution or "in the community"; and masks the profound implications of the state, and those who administer in the name of the state, assuming all responsibility for her care. Doug Chinnery (1980), in his "Managing the Female Offender: Some Observations" frankly admits as a prison administrator:

In the late sixties we started to hear things like "inmate rights" and, of course, that really scared the hell out of us because inmates never had any rights until that time. That wouldn't have been too bad, but unfortunately at the same time, the staff started getting some rights. (p. 222)

To speak of "female offenders with emotional problems" apart from the reality that the offender belongs to the state diverts attention from the extent to which awareness, fear and rejection of this total dependency, shared by both the women and the staff, may lead to rage, anger and depression. On the other hand, to the degree that the dependent "offender" status is accepted, the consequent "rehabilitation" may rest on manipulations which deny the presence of a fundamental equality between the "manager" and the "managed," and consequently may be destructive and demeaning to both. As Johnson (1976) stresses in Culture and Crises in Confinement, for either an administrator or an offender to view themselves as "weak and helpless and the world as hostile and dangerous can make it difficult to distinguish between subjectively felt vulnerability and objective danger" (p. 107). Ironically, acceptance of these attitudes of weakness and hostility can result in a self-fulfilling prophecy of fear and depression or suppressed or expressed rage which may lead to the destruction of either the self or others, but not to any changes which provide growth and support for the person or the development of productive programs.

So, while not losing sight of the pervading presence of dependency, it is important to examine systematically the more specific problems which arise in regard to the female offender within the milieu of the jail and the prison and in the context of probation, parole and community programs, and examine possible strategies for their alleviation.

Types of Problems

To the extent that it is possible to speak of general problems in what can best be described over-all as a non-system of criminal justice with a multiplicity of local jurisdictions, fifty distinct state programs and a complex network of federal services and facilities, there are several areas which appear to be of consistent concern regardless of jurisdiction and size,

and other problems which may be anticipated with changes in sentencing, funding, and the problematic status of equal rights legislation.

Current Problems

Within the limited confines of a working paper, it appears appropriate to focus on three concerns which consistently appear in discussions and interviews among staff and female offenders themselves; resources for crises intervention; the dynamics of dependency; and the use of psychotropic drugs.

Crises Intervention. The need for resources and facilities for crises intervention surfaced as a major item of concern for both the NIC sponsored 1978 National Consultation on the Woman Offender and the U. S. Bureau of Prison's Taskforce on the Woman Offender. The problem flows directly from two rather constant conditions for women at every level of jurisdiction -- the small numbers of female offenders and their segregation -- which tends to isolate them from the wider range of services and facilities available for men (Arditi, et al., 1973; U. S. General Accounting Office, 1979).

This is particularly the case for jails. Women have a higher recorded level of drug use, hypertension and general health problems than male detainees (Novick and Al-Ibrahim, 1977), and as a consequence of "deinstitutionalization" or restrictive policies of admission to local hospitals, women who are in need of crises intervention are often inappropriately detained in jail. Mersereau (1973) makes the point bluntly:

We see between territorial systems . . . those Ping-Pong games in which an individual is bounded back and forth between the criminal justice and mental health systems. Problems like alcoholism, borderline mental states, severe character disorders, and malingering, which are most susceptible to different definitions and labels, as well as being most troublesome and unlovely, are frequently caught in this process . . . "We don't want (her); You take (her)." (pp. 122-123)

Some women, in desperate response to the restricted environment of the jail, attempt self-mutilation, arson or assault.

I had pains for three days, and I begged those people to do something for me because I couldn't stand the pains. And they kept giving me the runaround that there was nothing they could do . . . And I said "If I do something, then they'll do something for me." So I took a jar and broke it . . . (Fox, 1975, p. 189)

Equally critical is the absence of resources for the women who as a consequence of a family crisis, a drunken dispute, threatened desertion or abuse, kill or assault their husbands, their lovers or their children. Johnson's (1976) interviews with offenders who had attempted suicide reveals that these persons see their "lives as destructive beyond redemption," themselves as "inadequate and despicable"; and precisely at this critical point they are "forced to live with their self-contempt in an environment that serves as a testament to failure" (p. 119).

With limited staff and services available, the standard "protective" strip cell may ironically both intensify and externally symbolize their inner desolation and isolation. For crisis intervention, as Toch (1975) suggests:

The physically safe environment--the perennially illuminated padded cell is among other things, the most stimulus-deprived and amenities-free setting; it is hardly the sort of milieu one selects for therapeutic work. (p. 305)

Finally, as a consequence of both limited staffing and "advanced technology" of the cell, constant observation without the reassurance of human contact may appear to validate the feelings of paranoia which may have played a part in the homicide or assault itself.

In fact, the "standard procedures" of arrest and detention--handcuffing, fingerprinting, vaginal searches--which become "commonplace" for the staff and the "oldtime" offenders, as well as the fear of being "put with criminals," are themselves points of emotional crises for a woman arrested for the first time. Any resistance on her part--whether verbal or violent--in turn provokes a crisis of control or safety for the staff. Again, the limited option of using the control cell both reinforces the fear and reflects the reality of the women's total dependency.

Dynamics of Dependency. Outside the moments of critical stress, however, the experience of dependency may be much more complex. Ultimately, as prison system research indicates (Giallombardo, 1966; Heffernan, 1972; Sykes, 1958, 1978), "a smoothly running prison is the result of mutual cooperation" expressed through intricate structures of control and conflict shared by inmates and staff (Heffernan, p. 143). Interviews reveal that for the female offenders it may be at the same time a "sweet place to do time," the "end of the world," and "a jungle," as women within a jail or prison live in divergent "social realities" (p.164).

Heffernan (1972) concludes from staff discussions, it is often the staff which finds themselves "caught in structures and in situations they seemingly can't control and with contradictions they cannot reconcile" (p. ix). Johnson (1976) reflects on the point that "while female inmates may legitimately advertise personal weakness and dependency in response to prison stress, the male prisoner has a mandate to be proud, impervious, self-sufficient and in control" (p. 3). But the very presence of the "legitimacy", has serious consequences, as a female offender at Bedford Hills perceptively notes:

A lot of women in here want to be babies and they foster that kind of dependency in here. I have seen an officer tell a woman to clean her room. And the woman will say, "Oh, ma, bring me a soda and I'll do it." I'm sure in the men's prisons those men don't go around calling the officers Daddy. (Potte, 1978, p. 17)

As a counter-point to the "playing-out" of a "helpless/hopeless" dependency role of parent/child with the staff or assuming a passive stance of "going along with the program," the female offender may reflect on the necessity of "getting ugly" in order to preserve dignity:

I guess I'm what they call a "bad" inmate, because I speaks up and says what I feels, but that's the way I am I try to carry myself as a woman, with respect. And I expect to receive the same from an officer. (Heffernan, 1972, p. 111)

They think the number that's there stands for God in code. And it drives me up a wall, and I'm trying to relate to them as people, and they got to come at me with this badge shit. (Fox, 1975, p.188)

While "acting ugly" is ordinarily deplored by both women and staff, its necessity is affirmed when the sense of dependency on the staff is particularly acute, as in the case of feared serious illness or a family or foster care crisis involving their children.

For other women "acting out" is a conscious adoptive choice: "I know I can get away with things because they know I'm hard to handle" (Heffernan, 1972, p.112). Fox (1975), in summarizing his New York State research, remarks:

It is as if these inmates carry around ready-made tantrums which are set to "go off" whenever they encounter frustrating situations they define as intolerable. When the "fuse" is ignited, the surrounding environment may be the target of uncontrolled, abandoned, promiscuously destructive acts. (p. 199)

Fox (1975) however, is concerned that the outbursts may be accompanied by a self-image of irrationality and impulsivity, and an acceptance by both women and staff members of the inevitability of explosive and destructive emotional expression. He finds that it is this "legitimation of expressiveness which constitutes the sharpest difference between the subcultures of male and female inmates," and that consequently, prison may promote among its female inmates this "regression . . . to extreme and primitive modes of adaptation which mirror their complete resourcelessness" (p. 202).

While these diverse dynamics of dependency between staff members and female offenders are present in multiple settings--from jails to probation programs, relationships among the women within the institutions are more central. Fox (1975) emphasizes that "most women in prison describe attempts to establish rapport with at least one other person, so as to communicate on a "feeling level" and consequently, "when an inmate invests most of her emotional needs in one other person, she may discover that she is virtually helpless when confronted with the possibility of a separation" (pp. 195-196). The intensity of these relationships are revealed in the correctional facility studied by Heffernan (1972), where "many of the physical attacks and violent arguments in the institution are traceable to some violation or suspected violation of fidelity on the part of one of the partners, or the presence of a potential rival" (p. 95).

The precise nature and extent of "homosexuality" in women's prisons is a matter of dispute (Ward and Kassebaum, 1965; Giallombardo, 1966; Gagnon and Simon, 1968; Heffernan, 1972; Propper, 1980). But, its presence is explicitly recognized in the American Public Health Association's Standards for Health Services in Correctional Institutions (1976) which mandates the availability of counseling for all inmates since "heterosexual inmates . . . are often

troubled about the long term consequences of sexual behavior with others of the same sex and feel guilt or worry about whether this will affect their mental health" (p. 32).

Efforts by the staff to "control" these relationships, however, are resisted by women who argue that the development and maintenance of close relationships is necessary for emotional survival (Heffernan, 1972). As a consequence, the enforcement of "prison policy against close interpersonal contact may produce feelings of impotence and anger" (Fox, 1975, p. 195). The resultant circular reinforcement of emotional dependency and control may be observed in Crites' (1976) description of her visit to a female institution in Pennsylvania:

Large amounts of medication were dispensed by matrons with no medical training. Although the original prescriptions were written by a part-time doctor who made hurried visits to the institution, the purpose of the drugs was to control rather than cure. The minimal psychiatric service available was devoted to diagnosis, not therapy. The staff of the state prison was totally absorbed in enforcing rules designed to prevent or punish homosexuality. (p. vii)

The dynamics of dependency and control become interwoven with the multiple functions of psychotropic drug use.

Psychotropic Drug Use. The tension and conflict between and among the professional health personnel, the correctional staff and the women over the use and control of drugs is continual. The American Medical Association's Standard Number 163 (1979) maintains that psychotropic drugs should only be used when medically indicated by professional medical staff and the long term use of tranquilizers discouraged, while "stop-order" times should be given for all behavior modification medicine and those subject to abuse. But a recent study (Schreiber, 1980) of a female institution reports that:

It was apparent, both through discussions with staff and inmates, that psychotropic drugs are used with a fairly substantial proportion of inmates to control behavior. Restrictions on extended use of drugs with inmates are overcome by obtaining a second physician's opinion that such drugs are required. (p. 102)

Monitoring of psychiatrist's and physician's drug orders within institutions reveals wide discrepancies in the level of prescriptions (U. S. Bureau of Prisons, 1978), and it is impossible to untangle the degree to which the doctor's decisions are a reflection of a willingness to comply with the women's requests for medication; personal patterns of using or restricting medication in patient care, or the assumption that the control by drugs of depressive and aggressive behavior would "produce" both a "smooth-running institution" and "calmer women." Dimick (1979), from his experience as a psychologist in the Indiana Women's Prison, remarks:

Tranquilizers in prison are as prevalent as aspirin. Calmed down through drugs most psychotic symptoms go away Not now, or ever before, and probably never will exist enough therapists to treat the multitude of

mental ailments adequately. In many cases to take away, even if we could, the insanity that shelters the women in prison from the harsh realities of her life is almost inhumane. (p. 74)

However, in 1788, the managers of the "reform society" that subsequently successfully lobbied for the construction of the penitentiary, petitioned the Pennsylvania legislature that:

Effectual Provision be made for the Prohibition of Spirituous Liquor among the Criminals, the Use of which tends to lessen the true sense of their situation and prevents those useful reflections which might be produced by Solitary Labor and Strict Temperance. (Document in Teeters, 1955, p. 447)

The controversy is an old one.

But the ambiguities present in regard to the high level of "official" drugs permitted or prescribed for women both outside and inside correctional institutions are intensified when the level of "illegal" drug use is explored. Perhaps it is to be expected that there are a higher proportion of drug users among women admitted to correctional institutions than among men--48 percent of all women admitted to the New York City correctional facilities and 47% of Michigan's female prisoners, based on 1975 figures (Novick and Al-Ibrahim, 1977). The continuation or the return to drug use, after withdrawal in a jail or hospital facility, is not difficult through the use of either visitor or staff-smuggled or "home-produced" drugs. And the control of these sources is problematic. Anderson (1980) in her report, "Managing the Female Offender: Crises and Change in the California Institution for Women," considers her campaign against the wide-spread production of "hootch" as one of her successes as an administrator giving her "out of control" women and staff "consistent professional leadership" (p. 32). Dimick (1979) asserts that "far and away the biggest source of smuggling drugs into the prison is done by the guards; they do it for one reason--money" (p. 76).

Historically, and to the present day, the issue has been: Who controls the use of drugs--the "managers" or the "managed"? And for what purpose?

Anticipated Problems

If these three summarily sketched problem areas appear not to be sufficiently overwhelming, there are significant changes occurring within the criminal justice system which may affect programs and services for the female offender. The following are three critical areas which can only be highlighted.

Changes in Sentencing. It is difficult to generalize in this area, since actually only two trends appear to be occurring at the same time, but not always in the same jurisdiction. One is the pressure toward uniformity in sentencing which, through the use of judicial guidelines or legislated determinant sentencing, lessens the discretionary power of the courts. While there is controversy whether the "chivalry factor" ever operated for minority women, there is some indication that a higher proportion of women will be

imprisoned. To the extent that more women for whom prison or institutional living is a new and unexpected experience, enter the system, the layered and complex traditional "procedures for control" within the usual single state institution for women may be challenged--within the institution and in the courts.

Alternately, the advocacy of alternative sentencing may result in larger numbers of women remaining "in the community." But the "community" may be the restricted and highly segregated local jail, or a "community program" with problematic fundings, transient staff and short-lived services (Chapman, 1980).

Funding. The across-the-board restrictions on government spending differentially affect any correctional systems since they have a responsibility for total "care" which few other governmental agencies assume. In turn, because of numbers, the per-capita cost for women's programs, restricted though they may be, are significantly greater than those for men (Heffernan, 1979; Chapman, 1980). Consequently when cost-accounting procedures are utilized, restrictions in staff and services may more frequently affect programs for women. Stripping down to "essentials" may mean focusing on security and control--and consequently reinforce those very factors which intensify the emotional components of the experience of imprisonment.

Problematic Status of Equal Rights Legislation and Litigation. Controversies over whether correctional staffing and programs, facilities and procedures should be administered without regard to sex reflect some very fundamental differences in beliefs. Just as the structures of racial status and segregation have affected every aspect of American society, the presence of segregated facilities and "domestic" programs for women, as Freedman's (1974) analysis points out, reflects the presence of pervasive legal and social supports. Changes may have unanticipated consequences. The pressures for "women's programs" which are sensitive to the dynamics of "women's status" paradoxically may run counter to efforts to eliminate discriminatory practices by integrating facilities and programs for men and women (Rose, Heffernan, and Savick, 1978; Smykla, 1980). Women's institutions and women's programs provide support for staff and specialized services for their "clients." But the presence of segregation also ensures isolation and restrictions of funding, and the dynamics of a single-sex environment. As a consequence both female offenders and staff may share ambivalent images of their "sexual roles," and conflicting interpretations of the meaning of "equal rights."

Approaches to Alleviating Problems

The following suggestions are tendered with an acute awareness of the often painful accuracy of Mersereau's (1975) comment that between female offenders and staff, within the administration of every institution, and between and within governmental agencies, "territorial kingdoms of all sizes and kinds are formed, with everyone a ruler over something which he jealously defends against encroachment" (p. 122). Often the kingdom is protected in the name of either or both self-survival and the common good. No one who has held a position on planning commissions, standard's committees, legislative

councils or the ever-present taskforces for this or that, can ever innocently propound "solutions" with any assurance of either their relevancy or viability. However, with this disavowal of certainty, hopefully these approaches may be helpful.

Current Problems

Current problems might well be designated continuing problems, for they are of constant concern.

Crises Intervention. Since often the critical elements in crises in correctional institutions are fear, isolation, and terror of dependency, it is precisely these points which should be addressed. Within facilities as in the larger community, there is an increasing realization that "supportive counseling" in crises need not be "professional." Frequently the occasion when a woman's behavior, for "security reasons," leads to the use of the control cell is when there is desperate need for constant companionship and psychological support. All correctional institutions should be closely linked to programs and services for crises counseling, providing all of their interested staff members with in-service preparation. Even more necessary is a continuing realization on the part of the staff that the procedures of arrest and detention are themselves often crimes for women, particularly after their own initial reactions to the procedures have been replaced by a "taken-for-granted" stance which interprets resistance to the procedures as an attack on their authority. Both empathy, when procedures cannot be modified, and critical evaluation of their necessity when they can, are essential.

Since, for a woman, family concerns may be both integral to the offense and the focus of her anxiety, every effort to retain communication with family members is critical, whether this be by visiting or the use of the phone. Stanton (1980) in her study, When Mothers Go to Jail, noted that jail policies and facilities which restricted this communication found they could be modified without significant costs or a lessening of security. Consideration of whether arrest and detention should automatically sever marital and parental bonds is a much more fundamental question. The possibility of the continuation of family relationships--and the presence of children--may itself remove a major point of crisis (Stanton, 1980).

However, the need for professional medical intervention remains critical. While models for health service delivery vary (Novick and Al-Ibrahim, 1977, pp.181-194), it is critical that all administrators remain on speaking terms with health agencies. Paradoxically, the demand for "medical autonomy" presented in the American Medical Association's Standards (1979, p. 2) may militate against these cooperative working relationships, since it is often difficult to distinguish "medical" and "non-medical" services. And it is precisely in the "marginal" cases where the crises occur, when a woman in need of professional care or a specialized facility becomes a "ping-pong ball." Professional assistance must always be available for the women--regardless of the "malingerer" label that often masks the stress which may lead to destructive acts against self or others.

Dynamics of Dependency. One initial step is the recognition of mutual dependency. While varieties of counseling and therapies may be available, as Bennett, Rosenbaum, and McCullough's (1978) work summarizes, it is not in the specialized therapy sessions where "games" are discussed, but in the day-by-day operations of programs and facilities where mutual awareness should be present. "Therapeutic communities" based on the work of Maxwell Jones (1955, 1968, 1973) are extremely sensitive to the dynamics of interrelationships, but their presence as a "closed group" within larger facilities may produce a "dual system" which impedes recognition that it is not in the "construction of a milieu" by a professional treatment staff, but in the day-by-day working relationships between staff and inmates that the most fundamental dynamics of dependency occur.

Toch (1975) in summing up his findings on breakdowns among prisoners, demands of administrators "two minimal responsibilities." One is that they "cement links between inmates and their loved ones" and the other, more difficult, one is "to personally relate to inmate concerns about inequity and powerlessness" (p. 301). But frequently, the most sensitive relationships may not be between inmates and staff, but between administrators and correctional officers. Professionals, in their not-so-subtle dominant positions, may "discover" to their surprise, that custodial personnel and staff have a "sort of empathy" which may be "of value for therapy" (Toch, 1975, p. 317). The assumption of its absence, or the role demands of a military-model may "lock out" the persons most consistently present in institutions.

The responsibilities of administrators can only be addressed by a recognition of the presence of community in a program or a facility--that is that care and trust are mutual (Heffernan, 1975). "Managing and supervising" may not be the most appropriate approach to "alleviating" the dynamics of dependency.

Psychotropic Drug Use. Actually all controversies in the wider community in regard to drug use are simply played out more starkly within the correctional system, where the question of control becomes a central issue. The assumptions that the function of prison or therapy is to sharpen, not alleviate, psychic pain or that offenders are not capable of controlling their own use of drugs and alcohol were, of course, the initial bases for the prohibition of their use by persons in correctional programs. Conversely, the fear that the staff will use drugs to "control" inmates leads to additional restrictive regulations.

There are no simple answers, from the perspective of either the "managers" or the "managed" as to when drugs are necessary; when they are "amenities"; and when they are destructive. Flexibility, sensitivity, and support seem the most appropriate guidelines.

Future Approaches to Alleviating Problems

With some realization that the implications of sentencing changes, funding restrictions, and counter-pressures for women's programs in civil rights litigation make for a murky "future" in criminal justice, three areas of change appear helpful.

Decriminalization and Legal Advocacy. As noted above, it is precisely in the "marginal" areas of drug use and other "unwanted behavior" that there are serious questions of either the criminal nature of the actions, or the competency before the law of the persons involved. Lobenthal (1973), as a lawyer, asserts that in the lower criminal courts it is the mentally and/or organically ill, the "low resource people," who "in the court looked stunned, diseased, dazed and uncomprehending" and who are plea bargained into minimum sentences. Efforts at decriminalization of a range of behaviors and provision for greater resources for the legal defense of the poor may lessen the presence of numbers of women who may indeed need "care," but not as "offenders."

Revision of Criminal Penalties. Our complex criminal codes developed within existing structures of slavery and servitude which provided us with "terms" of imprisonment and "houses of correction," and obscured the alternate practices of restitution and payment of damages. Many of the "dynamics of dependency" have a long history which are closely linked with these structures of dominance and dependency; and the "emotional problems" of women are intimately related to that history. There is an increasing awareness and rejection of some of the assumptions upon which our "penal system," as well as our "racial and sexual systems," are based. To the extent that there is a re-consideration of whether the penalty for a criminal offense should be the "custody" of a person by the state, the resources which presently are assigned to the maintenance of "correctional" institutions may be channeled to court-administered programs to ensure restitution. If this occurs, there will be fewer women whose "emotional disturbances" are a response to imprisonment itself.

Family Relationship and Shared Facilities. Where imprisonment appears a necessity, there is increasing support for the maintenance of marital bonds and parental responsibilities. Whether this involves furloughs, family residences within secure facilities, or child-care programs for young children would be dependent on the circumstances involved. The retention of those supportive relationships lessens the fear of rejection which appears to play a critical role in women's self-destructive actions.

At the same time, facilities and programs are more frequently being shared by both men and women. Not only does this modify the relational dynamics present in existing single-sex institutions, but lessens the need to duplicate already limited resources for medical and psychological services. But it may be important to retain administrative differentiation, to ensure that women, as a minority, have a representative voice in planning and programming.

Conclusion

At the beginning of this paper it was stressed that a sense of weakness or a feeling of hopelessness leads only to fear, rage or depression, all emotional states which lessen the possibility of personal growth and productive relationships with others. Just as every effort must be made to lessen their presence for the female offender, equal efforts must be made to ensure that managers and supervisors need not share those same destructive states. Changes may be slow to come, but hope makes them possible.

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Credit

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