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Female Offenders in the Community: An Analysis of Innovative Strategies and Programs

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National Institute of Corrections

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Female Offenders in the Community:

An Analysis of Innovative Strategies and Programs

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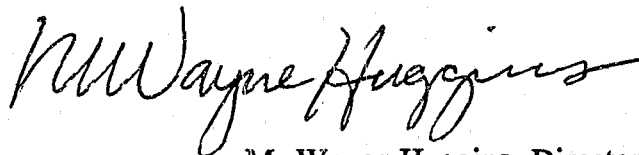
We would also like to give special thanks to Phyllis Modley and the Community Corrections Division of the National Institute of Corrections for initiating and developing the concept for this project.

FOREWORD

As the number of female offenders in all areas of correctional supervision increases at a dramatic rate, it is important for practitioners and policymakers to develop an understanding of the specific issues and concerns related to female offenders.

This document explores effective programming for female offenders in the community. The report describes promising community programs that are providing specialized services to female offenders and their children. It identifies key strategies and emerging issues that may be useful to policymakers, planners, administrators, and practitioners in articulating sanctioning policy and developing effective programming to address women's issues. Guidance is provided in adopting management and risk-reduction strategies that take into account characteristics unique to female offenders.

We hope the information in this document will assist policymakers and practitioners at all levels as they explore intermediate sanctions for female offenders.

A handwritten signature in black ink, reading "M. Wayne Huggins". The signature is fluid and cursive, with the first letters of the first and last names being capitalized and prominent.

M. Wayne Huggins, Director
National Institute of Corrections
November 1992

INTRODUCTION AND OVERVIEW

This report provides a descriptive analysis of strategies and programs that appear to provide effective supervision and/or treatment of female offenders in community settings. It describes the results of a national survey of community programs, administered by public and private agencies, that oversee women in pretrial through postinstitutional release status.

Additionally, the report identifies the pertinent issues, needs, and problems of this population and discusses innovative programmatic responses. An assessment of the key approaches and methods used by promising programs serving female offenders is presented. Finally, the characteristics of promising programs are identified, including program mission and objectives, program design, organizational management, service delivery, intake and assessment, follow-up, and evaluation. The report is intended to provide interested policymakers, judicial system members, corrections administrators, and practitioners with useful information about the likely beneficial effect of these programs for women and the criminal justice system, and their potential for replication in jurisdictions throughout the country.

The Female Offender Population

A major goal of this study was to describe the attributes of female offenders who are supervised in the community under probation or parole status. However, this task proved to be quite difficult. Reliable and detailed data have existed principally for those women who are incarcerated in state and federal prisons as maintained by the U.S. Department of Justice's Bureau of Justice Statistics (BJS) which tabulates these data on an annual basis. However, similar information for women housed in local jails or placed on probation or parole is not collected annually. The only exception is the national jail census which is collected every five years. For these reasons, much of our discussion on the characteristics of female offenders is based upon females in prison or in jail.

Table 1 summarizes the most current data made available by BJS for all forms of correctional supervision. In total, nearly 500,000 women were under the control of the adult criminal justice system by 1989. The vast majority (78 percent) of these women were on probation. Over 75,000 women were incarcerated in either jails (35,774) or state and federal prisons (40,556). A relatively small number (32,088) of women were on parole status.

Growth in the Female Offender Population

Although female offenders traditionally have represented a small proportion of the total adult and juvenile offender populations (5 to 10 percent), their presence in the nation's correctional populations has been expanding at a rate that far exceeds that of their male counterparts. The number of women in prison and jail has grown at a faster rate than the increases in incarceration of men during the past decade, as indicated by the following statistics:

Between 1980 and 1989, the adult women's prison population tripled from 13,420 in 1980 to 40,556 in 1989. This increase in the number of female prisoners (202 percent) was approximately twice that of males (112 percent).

Similarly, the female jail population grew by 129 percent (from 15,652 in 1983 to 35,774 by 1989), whereas the adult male jail population grew by 69 percent (from 206,163 in 1983 to 349,180 in 1989).

At the end of 1989, women accounted for 5.7 percent of the nation's prisoners, the highest percentage since the beginning of annual data collection in 1926.

The rate of women's incarceration has grown 158 percent, from 12 per 100,000 in 1980 to 31 per 100,000 in 1989, compared to a 91 percent increase for males.¹

TABLE 1
ADULT FEMALE OFFENDER POPULATION
1989

Form of Supervision	N	Percent	Per 100,000* Adult Female Population
Prison — 1989†	40,556	8.3	42
Jail — 1989‡	35,774	7.3	37
Probation — 1989‡	382,891	77.9	399
Parole — 1989‡	32,088	6.5	33
Total	491,309	100.0	511

* Based on 1989 female population age 18 years and above. U.S. Bureau of the Census, Current Population Reports, Series 8-25, No. 1018.

† Bureau of Justice Statistics, Special Report, Women in Prison, Washington, D.C.: 1991.

‡ Bureau of Justice Statistics, Correctional Populations in the United States, 1989, Washington, D.C.: October 1991.

¹ Bureau of Justice Statistics, Special Report, Women in Prison, Washington, D.C.: 1991.

What explains these dramatic increases for women? Despite increases in the number of women arrested over the decade, they do not account for these increases in incarceration. Table 2 compares increases in female arrests with increases in the female jail and prison populations between 1983 and 1989.

While the female prison and jail populations increased by 113 and 129 percent respectively between 1983 and 1989, total arrests of women increased by only 24 percent.² It is noteworthy that arrests for drug crimes increased by 121 percent. Put differently, an additional 90,000 women were arrested for sale or possession of illegal drugs during this time period. Conversely, arrests of women for violent and property crimes (including murder, rape, aggravated assault, robbery, burglary, larceny-theft, motor vehicle theft, and arson) increased by only 29 and 19 percent respectively during the same period. More current data show that the number of women arrested for drug law violations increased by 307 percent between 1980 and 1989.³

The national data on women in state prisons provide further evidence that the increase in incarcerated female populations is not due to increases in more serious criminal behavior. The proportion of women imprisoned for violent offenses has actually dropped. In 1979, 49 percent of the women in prison were incarcerated for violent offenses; by 1986, that figure had dropped to 41 percent.⁴

On the other hand, the number of women imprisoned for property offenses increased from 37 percent of women's commitments in 1979 to 42 percent in 1986. Most of this increase was accounted for by the number of women committed for larceny and theft. Women were also slightly more likely to be incarcerated for drug offenses (possession more often than trafficking).

During the past decade, the dramatic increase in women's imprisonment, and the overcrowding associated with this growth, resulted in the construction of new jails and prisons for female offenders in at least seven states and many localities.⁵ California alone, with the nation's largest women's prison population (almost 7,000 prisoners), built two new state facilities with more than 3,000 beds for women.

Special Needs of Female Offenders

Like male offenders, the majority of female offenders are poor, disproportionately African-American or Hispanic, under-educated, unemployed, and unskilled. However, women enter the criminal justice system with a host of unique medical, psychological, and financial

² Federal Bureau of Investigation, Crime in America, Washington, D.C.: 1983 and 1989.

³ Op. Cit., Women in Prison.

⁴ Ibid.

⁵ Immarigeon, Russ and Chesney-Lind, Meda. Women's Prisons Overcrowded and Overused, 1991.

TABLE 2
FEMALE PRISON AND JAIL POPULATIONS AND ARRESTS
1983-1989

Variable	1983	1989	% Change
Prison Population	19,019*	40,556†	113.2
Jail Population	15,652‡	35,774†	128.6
Adult Arrests [§]	1,338,827	1,655,159	23.6
Part 1 — Violence	39,933	51,604	29.2
Part 1 — Property	269,638	320,059	18.7
Drugs	74,480	164,531	120.9
Prostitution	81,831	60,286	-26.3

* Bureau of Justice Statistics, Prisoners in 1983, Washington, D.C.: 1984.

† Bureau of Justice Statistics, Correctional Populations in the United States, 1989, Washington, D.C.: October 1991.

‡ Bureau of Justice Statistics, Jail Inmates 1983, Washington, D.C.: 1985.

§ Uniform Crime Reports, 1983 and 1989, Washington, D.C.

problems and needs that distinguish them from male offenders. Addiction, poverty, unemployment, physical and mental illness, physical and sexual abuse, and homelessness, trap women in a cycle of hopelessness and crime. Although male offenders experience some of the same problems, several factors set the needs of female offenders apart.

In particular, female offenders are often young mothers who face the additional trauma of threatened separation from their children. According to the BJS survey of female prisoners, women in prison are, on the average, 25 to 29 years old and single heads of household with an average of two dependent children. Two-thirds of incarcerated women have children under the age of 18.⁶ A large proportion have histories of substance and sexual abuse. Almost half (46 percent) of the women in prison had been using drugs or alcohol or both at the time that the

⁶ Op. Cit., Women in Prison.

imprisonment offense occurred.⁷ A recent study of female offenders by the American Correctional Association (ACA) found that over half of all adult female offenders were victims of physical abuse and 36 percent had been sexually abused.⁸

Significant numbers of female offenders also are poorly educated, with unstable employment records. Nearly one-third of the women in the ACA survey never completed high school, and 39 percent quit because they were pregnant. Twenty-two percent had been unemployed in the three years prior to imprisonment, and just 29 percent had only one employer during that period.

Many are homeless, drug dependent, and suffer from a variety of health problems including tuberculosis, hepatitis, sexually transmitted diseases, and AIDS. Many are pregnant and at-risk for delivery problems due to poor health, drug abuse, and limited prenatal care.

Historically, correctional programs, either in prison or in the community, have been unable to meet the unique needs of female offenders. Designed to serve the predominantly male offender population, correctional agencies have not addressed the multidimensional problems that form the context for women's criminal behavior. Similarly, cocorrectional programs, serving male and female offenders together, tend to focus on their predominantly male participants, with treatment strategies aimed at men.

All too often, women are released from correctional supervision without the tools to assist them in responsible community living. Many women leaving prison or jail are either homeless or lacking safe, drug-free housing. Additionally, the separation caused by incarceration has a damaging effect on children of female prisoners, who often become the innocent victims of the criminal justice system.

It is said that "When a man goes to prison, he loses his freedom, but when a woman goes to prison, she loses her children." While women are incarcerated, their families suffer. Children are sent to live with relatives or friends or placed in foster homes, sometimes separated from their siblings. These children are at higher risk for future involvement with the juvenile and/or adult corrections systems than their peers.

Project Background

In response to these unique problems and a lack of information on female offenders under community supervision, the National Institute of Corrections (NIC) brought together a

⁷ Ibid.

⁸ American Correctional Association, The Female Offender: What Does the Future Hold? Washington, D.C.: St. Mary's Press, 1990.

cross-section of practitioners and researchers in 1989 to identify current concerns and experiences regarding community supervision strategies for female offenders.⁹

The NIC "topic session" identified the following major issues that inhibit the justice system from meeting the needs of women under community supervision:

- Lack of data, which impedes program and service design for women. Without statistics for crime pattern and sentencing trends, it is difficult to target programs effectively;
- Lack of policy development or systematic planning for the female offender in the criminal justice system at either the state or local level. Community placements and services are usually determined as a result of crisis management rather than as part of a rational planning process;
- Concern that sentencing guidelines will serve to increase the number and rate of sentenced women, given the assumption that the guidelines are gender neutral;
- Tension between a criminal justice system that fosters dependence and a female population that needs to become more independent;
- Gender, race, and cultural biases in the criminal justice system that have a negative impact on women of color;
- Potential value conflict between the needs of the criminal justice system and the needs of offenders, i.e., treatment vs. sanctions;
- Need to design classification systems to accurately assess women's level of risk to the community;
- Imposition of male paradigms on women that fail to address their unique needs, i.e., parenting and independent living skills;
- Models of probation and parole that set women up to fail in the community by their lack of attention to basic survival issues, i.e., homelessness, child care needs; and
- Failure to institutionalize programs as they mature and prove their effectiveness.

⁹ Draft Report on NIC Special Topic Session: Women Offenders under Community Supervision, 1989.

Emerging from that session was a more detailed description of the information and resources needed in this area. Issues that were identified as requiring further exploration and analysis included:

- The background and offense characteristics of female offenders currently under community supervision;
- The effectiveness of classification instruments employed by probation and parole agencies for female offenders;
- The community sanctions to which female offenders are sentenced and the underlying rationale for these sentencing decisions;
- Current practices and innovative responses of community corrections agencies to the special supervision and intervention needs of female offenders.

Project Design

To help meet these informational and planning needs, NIC decided to fund a study of community corrections programs for women. The study was not intended to gather information on all women under community supervision (mostly on parole and probation). NIC was interested in surveying those programs that were designed primarily for female offenders. Three operational definitions were used as criteria for including community programs for women in the study:

- "Female offenders" were defined as (1) sentenced offenders on probation or parole status, (2) defendants awaiting trial or in pretrial diversion programs, and (3) ex-offenders no longer under the formal supervision of the correctional system.
- "Community programs" were those that operated outside of prisons and jails.
- "Programs for women" were: (1) those serving women exclusively, (2) those serving a client population that was at least 50 percent women, and (3) those that provided or brokered services to women that were not available to men and tracked service outcomes for women separately from men.

Using these operational definitions, an effort was made to identify such programs based on existing literature, a national mail survey, and program nominations from experts on women in corrections. Approximately 3,000 organizations and individuals were surveyed via a letter that explained the study and requested basic descriptive information on the existence of such programs. Specifically, mailings were sent to federal, state, and local corrections agencies;

national corrections associations; and advocates for female offenders and previously identified programs.

Leading professionals with expertise in women's corrections were also contacted to help identify exemplary programs and recommend other experts to contact. The National Institute of Corrections, National Institute of Justice, NIC Information Center, and National Criminal Justice Reference Service also provided information on women's programs.

From this initial effort, a total of only 342 programs located in 48 states and Washington, D.C., were identified. Each nominated program was then contacted by telephone to verify that the program met the selection criteria. Duplicate programs that were nominated more than once by correctional agencies or officials were identified and eliminated. A total of 111 suitable programs for female offenders were identified through this process.¹⁰ Although the number of programs surveyed that exist exclusively for female offenders is quite small, the authors are fairly confident that the survey methodology identified most programs that exist today.

Detailed structured telephone interviews were then conducted with 100 program directors to collect descriptive information.¹¹ Each interview gathered information on individual programs' target populations, clients, referral sources, treatment services, supervision measures, operations, funding, and administration. Some problems were encountered in administering the surveys because staff in a number of programs lacked access to detailed financial data on budgets, per diem costs, and staff salaries. When available, supplemental materials were forwarded by the agencies to NCCD to provide more detailed information.

Based on an analysis of the descriptive data gathered, 23 programs were selected for more intensive onsite assessments. These sites were selected to represent a variety of programs including diverse referral sources (prosecution, courts, and corrections); private and public agencies; program services (residential, day treatment, and support services); criminal justice statuses (diversion, pretrial, sentenced, prerelease, probation/parole); and geographic locations (northern, southern, eastern, and western regions of the U.S.). During site visits, detailed information was collected on programs and clients through interviews with staff, referral sources, and clients; review of documents; and informal observation of program operations.¹²

Information from site visits formed the basis for an analysis of the most effective strategies for working with female offenders in the community. Assessment criteria included

¹⁰ It should be noted that a large number of programs identified in survey responses were non-gender-specific programs, including house arrest and intensive probation supervision, and programs serving both men and women with small female populations. Additional responses described programs for women in jails and prisons. Brief telephone calls confirmed the focus and location of programs.

¹¹ Efforts were made to contact all 111 program directors; 100 structured interviews were actually completed.

¹² It should be noted that site visits did not constitute formal evaluations; these informal, process assessments provided only an overview of program strategies and operations.

elements of design and operations: structure, supervision, role modeling, coordination of community resources, aftercare, mission/objective statements, screening procedures, ongoing needs assessment, evaluation, and funding sources.

The following sections summarize descriptive information on programs throughout the country for female offenders in the community, highlight the strategies and initiatives assessed as most promising, and identify emerging trends and policy implications.

A Caveat

While the survey provided valuable information from a program perspective, other perspectives are also important. For example, it is important to know how to address the issues raised in this report in a probation setting, how these programs relate to the referring agency, how they fit into the criminal justice system, and if joint case management strategies are possible.

EXISTING COMMUNITY PROGRAMS FOR FEMALE OFFENDERS

This chapter describes the 100 programs surveyed. As will be shown, the programs surveyed were diverse, serving different types of defendants and offenders at various points in the criminal justice system and providing a range of treatment and support services in distinct settings with varying levels and types of supervision. Eighty-three percent of those surveyed are operated by nonprofit organizations with a mix of public and private funding sources.

Organizational Features of the Programs

The vast majority of these programs are relatively small, private nonprofit entities with an average daily population of 24 women (see Table 3).¹³ Twelve are operated by state corrections agencies, four by local government, and two by a for-profit corporation. No programs were operated by the Federal Bureau of Prisons.

The programs depend upon a wide variety of funding sources, although most projects are supported by state grants or contracts. Seventy-six percent receive state government funds through grants or contracts. Fifty-one percent receive grants from foundations and corporations and contributions from individuals and organizations. Thirty-five percent are funded, all or in part, by local government agencies, including corrections and other departments. Twenty percent receive federal funds. Twenty percent collect client fees; eight percent receive Aid To Families With Dependent Children payments for participating children.

Significantly, many programs are not able to provide detailed financial data on their annual budgets, staff salaries, and per diem costs. From the 63 programs that did report budget information, the estimated per diem cost per client of program services was \$53. The estimated length of stay in the programs was 227 days. Several agencies had budgets over \$1 million. Fifty-nine percent had budgets of less than \$300,000. Twenty-seven percent were under \$150,000. The average number of staff was 11, with an average salary range of \$15,000 to \$27,000.

Most client referrals originated from corrections institutions (state prison, parole, jail, and probation). However, a significant number of programs reported receiving referrals from the courts. In most instances, the court referrals represented releases from pretrial detention or a direct community sanction.

Most programs do not have management information systems to help monitor their work or conduct evaluations. The lack of basic organizational information became apparent in the course of completing this survey, as many programs were unable to report, with a high

¹³ It should be noted that for many items multiple responses were possible, which explains why the totals often exceed 100.

TABLE 3
CHARACTERISTICS OF 100 COMMUNITY PROGRAMS
FOR WOMEN OFFENDERS

Program Attribute	Programs	Program Attribute	Programs
Type of Agency		Sources of Referrals	
Federal	0	Prosecutor	5
State	12	Courts	44
Local	4	Jails	32
Private Nonprofit	83	Prisons	66
Private For-Profit	2	Probation	35
		Parole	43
		Other	16
Funding Sources		Primary Program Objective/Goals	
Federal	20	Alternative to Incarceration	29
State	76	Service Provider	33
Local	35	Reentry	49
Foundations/Corporations	51	Family Services	18
Client Fees	20		
AFDC	8		
Targeted Offenses		MIS System	29
Felony	97	Evaluation	48
Misdemeanor	37	Program Location	
Probation/Parole Violators	21	Urban	86
		Suburban	9
Offense Restrictions on		Rural	3
Program Admission?	33		
		Length of Program's Existence	
Average Client Population	24	0-3 years	26
		4-6 years	14
Average Program Duration	227 days	7-10 years	16
		More than 10 years	30
*Average Per Diem Costs	\$53		
†Average 1990-91 Budget	\$388,173		
Average Number of Staff	11		
Average Annual Salary	\$21,000		

* Only 40 programs reported.

† Only 63 programs reported.

degree of accuracy, information on the number of clients served each year, types of services provided, and program outcomes. Slightly more than half publish an annual report.

None of the programs had undergone a rigorous evaluation on the cost-effectiveness of its services. Less than half (48) of the programs reported that any type of evaluation of services or outcomes had been completed. Reported evaluations consisted, for the most part, of studies without appropriate comparison or control groups. Although 31 programs reported some measurement of follow-up of recidivism, these studies did not meet standards for controlling the follow-up period or providing comparative data for offenders who did not receive treatment services. Furthermore, most evaluations consisted of routine contract or grant monitoring statistics required by the funding agency.

Selection Criteria

Ninety-seven of the 100 programs surveyed served felony offenders (see Table 3). In 50 programs, selected clients were exclusively persons charged with or convicted of felonies. Twenty-seven others served both felony and misdemeanor offenders; 11 served felons and parole violators; and 9 served felons, misdemeanants, and parole violators. In terms of specific offenses, most participants were convicted of or charged with drug law violations, property crimes, or prostitution. Four programs reported that their participants included women convicted of killing their abusive spouses or partners.

Thirty-three programs excluded participants convicted of crimes that indicate a potential risk to the program (arson) or the community (serious violent offenses); however, most did not have screening criteria to measure risk levels. The most common criteria for not admitting potential clients were serious mental disabilities requiring medication and severe physical disabilities. But beyond these few limitations, the vast majority of programs had no specific selection criteria.

Client Characteristics

Most of the clients are from 25 to 30 years old and either African-American or White. The vast majority are not married and have children under the age of six (Table 4). Significant proportions of the clients recently gave birth or are pregnant. In terms of service needs, program staff indicate that most of their clients were in need of a wide array of social, medical, and residential services including alcohol/drug treatment, domestic violence/sexual abuse counseling, employment, education, housing, and legal aid. These service needs are consistent with national data reported earlier on female prison populations.

Program Services

The primary form of service provided to the clients was residential care (temporary housing), including some services for women and their children. Sixty-two programs provided

TABLE 4
TARGET POPULATION CHARACTERISTICS*

Average Age	28 years
Ethnicity	
African-American	50 percent
White	37 percent
Hispanic	16 percent
Native American	5 percent
Asian	2 percent
Other	4 percent
Marital Status	
Married	19 percent
Divorced/Separated	45 percent
Single	75 percent
Other	5 percent
Clients with Children Under Age 6	68 percent
Clients Who are Pregnant	12 percent
Clients Who Gave Birth within 6 Months of Entering The Program	18 percent
Client Service Needs	
Alcohol/Drug Treatment	82 percent
Employment	80 percent
Education	69 percent
Housing	69 percent
Legal Aid	48 percent

* Note: Percentages represent the average percentage reported by all programs for a specific item. Hence, they will not total 100 percent.

residential care. Sixteen of the residential and 12 of the nonresidential programs provided services for children (Table 5). The total number of beds in residential programs totalled 1,733, plus 114 spaces for children.

In addition to residential care, a large number of programs provided case management services by providing or brokering a matrix of treatment services to meet the needs of participants. Ninety-nine programs provided or made arrangements for at least three types of services, while one program offered only alcoholism/addiction recovery services.

The treatment services most often provided were counseling (82 programs), living skills (76), alcohol/drug treatment (68), parenting (66), and job-seeking skills (63). Counseling services generally consisted of individual and group sessions on general life issues as well as domestic violence and sexual abuse. In living skills training, women learned and practiced money management, meal planning and preparation, job and housing search skills, household management, health and hygiene, use of community resources, and other tasks of daily living.

Employment services included a range of activities: vocational assessment, job readiness, job skill training, and job placement. A number of programs required that clients work and/or have stable employment before successfully completing the program. The **Program for Female Offenders** in Pittsburgh, Pennsylvania, employs participants in the profit-making business it operates.

Supervision/Security

In addition to the data presented above, NIC was interested in learning what forms of supervision were provided by these programs and to what extent programs supplemented or replaced traditional field supervision provided by criminal justice agencies such as parole and probation. This is important, as placement in these programs could be viewed as an intermediate sanction where the court expects strict compliance with all special supervision conditions.

Strict supervision and/or residential security were components of 75 of the 100 programs surveyed. In the other 25 programs, offenders were supervised by probation or parole officers. Urine tests and "breathalyzers" to detect alcohol/drug use were the most common supervision measures. Fifty-eight of the programs monitored women's activities in the community through workplace and home visits and telephone checks to verify participants' whereabouts. These included residential programs with work and community components and nonresidential programs. Fifty-two of the 62 residential programs had security staff.

When escapes, failures to appear, and other violations occur, program providers report those incidents to the corrections agencies or courts that referred the clients. Information on escapes, other violations, and subsequent actions by corrections agencies and courts was limited and difficult to compare.

TABLE 5
PROGRAM SERVICES PROVIDED

	Number of Programs
Type of Program Services Offered	
Residential Treatment	62
Day Treatment	18
Case Management	42
Infant Care	14
Work Release	28
Treatment Services Offered	
Alcohol/Drug Treatment	68
Codependence	41
Health Care	26
Counseling	82
Parenting	66
Job-Seeking Skills	63
Job Training	43
Living Skills	76
Recreation Activities	50
Education	33
Housing	28
Religious Activities	29
Primary Service Provided	
Alcohol/Drug Treatment	30
Job Training	9
Parenting	8
Housing	7
Living Skills	6
Counseling	5
Employment Seeking	5
Transition from Prostitution	3

Program Descriptions

As indicated above, these programs provide services for women at different points in the criminal justice system where decisions are made about detention and prosecution of defendants and sentencing of offenders, from pretrial status through reentry after incarceration. Fifty-seven of the programs served mixed populations of women at different points in the system; however, women in prerelease status and parolees were those most frequently served. This section describes in greater detail some of the programs that provide services to women at the various decision points in the criminal justice system.

Pretrial Diversion Programs

Eleven programs provided services for women as part of an alternative-to-prosecution agreement. Defendants charged with drug law violations, prostitution, and theft were diverted from the criminal justice system with an agreement that they would not be prosecuted if they completed treatment successfully. Two programs provided specialized services for diversion clients. In nine other programs, diverted women participated in regular activities along with women at other stages of the justice system.

Hennepin County's Personal Growth Group in Minneapolis, Minnesota, and the **ARC Community Services Treatment Alternative Program** in Madison, Wisconsin, serve only diversion clients. The Personal Growth Groups meet weekly for one year and focus on the psychological aspects of theft as well as on basic survival skills. Participants had been arrested for gross misdemeanor and felony theft, usually shoplifting of valuable items. The Treatment Alternatives Program provides addiction treatment services to women arrested for drug-law violations. Women participate in treatment activities for six months and are required to report regularly and submit to urine tests.

Five of the diversion programs that also serve other populations are residential, with a focus on alcoholism/addiction treatment. Two nonresidential programs were multiservice agencies that linked women with the specific services they needed to avoid future arrests. Two others, the **Council on Prostitution Alternatives** in Portland, Oregon, and **ARC's Respect Project**, were designed specifically to help women transition out of prostitution.

All of the programs monitored clients' participation and progress and reported failures to appear to the referring prosecutor's office. Information on program completion and recidivism rates was limited and difficult to compare.

Pretrial Release Programs

Twenty-two of the 100 programs surveyed provided services for women awaiting trial. Most of the programs served a small number of pretrial-status women within a larger client population of women at other points in the justice system. Clients awaiting trial were usually referred by pretrial services agencies as a condition of supervised release.

Four programs focused on specialized pretrial services for women. **Community Services for Women**, a project of Social Justice for Women in Boston, Massachusetts, and **Alternative Directions, Inc.** in Baltimore, Maryland, begin to work with women before arraignment to design sentencing alternatives that address the underlying causes of their conflict with the law. Individualized plans typically include alcoholism/addiction treatment, employment services, parenting support, and requirements for daily reporting and urine tests. Most participants are charged with felony offenses. Some remain in custody before trial and/or sentencing; others are released under the supervision of the programs.

Comprehensive Services for Women in Wilmington, Delaware, and **Genesis House** in Chicago, Illinois, serve women awaiting trial and/or sentencing. Comprehensive Services for Women, a pilot project of a community-based pretrial services agency, provides case management and mentoring services for women who participate as a condition of pretrial release. **Genesis House** operates a transition from prostitution program with intensive services, including Prostitutes Anonymous groups and HIV testing and counseling. All Genesis House clients are in pretrial status and were referred by the court or were self-referred.

Court-Sentenced Programs

Courts sentenced offenders directly to 44 of the 100 programs surveyed. Most clients were sentenced to programs in lieu of incarceration; some were sentenced to jail or prison time followed by enrollment in the programs. Programs varied in terms of services and supervision; however, most services can be categorized as residential for women, residential for women and children, day treatment, and special focus.¹⁴

Residential Programs for Women

The residential programs for women surveyed were generally small, with average daily populations of less than 20, including both women sentenced directly to the program and other offenders. Most programs had 24-hour staff supervision. Sentenced offenders spent from four months to one year in the programs. A few programs included mandatory aftercare services.

On average, one-third of the 24 residents of **Project Greenhope** in New York are sentenced to the program instead of prison. This women's recovery program emphasizes sobriety through a focus on the factors that contribute to women's addiction: sexual abuse, domestic violence, and relationship issues.

Project Greenhope services are culturally focused to meet the needs of the program's predominantly African-American and Hispanic clients. Sentenced offenders spend six months in the program and then participate in six months of mandatory aftercare.

¹⁴ It was difficult to quantify the programs in each category because some provided overlapping services. Eighteen provided only nonresidential services.

Residential Programs for Women and Children

Most of the residential services for women and their children had been initiated during the past three years, through new programs or expansion of existing ones. Staff-secure facilities housed between 20 and 40 women and children, with most children under age six. Program populations were most often a mix of sentenced offenders, women in prerelease status, and parolees. All the programs surveyed in this category were operated by nonprofit organizations.

Summit House in Greensboro, North Carolina, serves only sentenced offenders convicted of nonviolent felonies and their children. Structured, in-house services emphasize family preservation and basic life skills. The program's "Bringing It All Back Home Family Teaching Model" stresses behavior changes through a system of rewards and consequences. The program requires that clients have affordable housing, stable employment, and a reasonable budget before graduation. Aftercare services provide ongoing practical and emotional support for women and their children.

Day Treatment Programs

Day treatment programs surveyed provided or brokered extensive services for women living at home. Most programs focused on alcoholism/addiction treatment or life-skills training with ancillary counseling, child care, employment, and other services. All of the surveyed programs formulated individualized treatment plans for each participant. Plans included treatment objectives and schedules of activities.

Sentenced offenders participated in day treatment activities for four to 10 hours daily at the program or other community locations. Day programs supervised clients through work and home visits, telephone checks, regular reporting requirements, and urine testing. Failures to report and other violations were reported to the referring court and/or the probation department.

Genesis II for Women in Minneapolis, Minnesota, was the first day treatment program for female offenders in the U.S. Its core services include individual and group therapy, life-skills training, parenting education, GED preparation, and career development. Genesis II's Children's Center operates a child development program for newborns through 12-year-olds. During the course of the program, professional staff observe mothers' interactions with their children in order to identify and intervene in potentially abusive situations. Additionally, women and children participate in programs at other community agencies.

Special Focus Programs

Several of the newer programs surveyed provided specialized services for a specific target group of sentenced offenders with distinctive needs. These included programs serving pregnant women, prostitutes, victims of domestic violence convicted of assault on their abusers, and sexual abuse survivors. Programs for pregnant offenders stressed health care and parenting education, while other programs emphasized group work for emotional and practical support.

The Council for Prostitution Alternatives was created in Portland, Oregon, to empower women to transition out of prostitution. A four-phase program provides intensive counseling, recovery groups, advocacy, and practical support (financial assistance, clothing, food, etc.). Clients progress from stabilization in phase one to reorientation, rebuilding, and mentoring phases. This case management program focuses on prostitutes as victims and survivors of long-term abuse.

Reentry from Prison or Jail Programs

Community programs serving women released from prison or jail accounted for the largest number of programs surveyed. Fifty-six provided services for parolees and probationers after release from prison or jail, and 49 served women in prerelease status. Additionally, the populations of nine programs included parole violators. Most of the state government-operated programs surveyed served the prerelease population. Reentry programs fell in the same general categories as those for offenders sentenced directly by the courts.

Residential Programs for Women

Most reentry programs for women that were surveyed were residential, with mixed populations of offenders in prerelease, postrelease, sentenced, and, occasionally, parole-violator status. Programs ranged in size from 6 to 140 beds with a combined average daily population of 18. Clients' activities, often including work release, were structured and closely monitored.

The **Duval Community Correctional Center** in Jacksonville, Florida, operated by the Florida Department of Corrections, emphasizes addiction recovery and relapse prevention. For 10 weeks, women work in the community and live at the center, where they participate in programs before and/or after work.

Services at the center include alcoholism/addiction treatment, life-skills training, parenting education, and health education with a focus on HIV. The center is staff secure with 24-hour supervision, regular monitoring of clients' community activities, and random urine tests.

Residential Programs for Women and Children

Eleven reentry programs housed women and their children. Services and supervision were similar to residential programs for women, with an additional focus on parenting education and family preservation. All the programs surveyed provided child care, and a few operated special children's programs. These included a mentoring program for children at **House of Uhuru** in Los Angeles and services for drug-affected children at **Our New Beginnings** in Portland, Oregon.

The California Department of Corrections contracts with nonprofit organizations for the operation of seven Mother/Infant Care programs. The **Elizabeth Fry Center** in San Francisco, serving 10 women and 10 children up to age six, is one example. Women referred from state

prisons and their children participate in a range of services in a homelike and secure residential setting. Services at the Elizabeth Fry Center promote economic and emotional independence. These include parenting education, recovery counseling, GED tutoring and job readiness training, money management, and other life skills. The program recently established a preschool educational program for young children.

Day Treatment

Most of the nonresidential reentry programs served women on parole or probation after serving a prison or jail sentence, along with other offenders directly sentenced to the program. The population of a few programs also included parole violators and women in prerelease status who were living at nearby residential programs. Programs generally emphasized employment services and life-skills training. One program, the **Camden Urban Women's Center** in Camden, New Jersey, provides parolees with training and assistance in starting their own small businesses.

Services for women released from jail or prison at the **Community Connection Resource Center** in San Diego, California, include vocational assessment; training for job seeking; job placement; life-skills education; family services; support groups; and referrals for food, clothing, and child care assistance. The program's Jobs Plus support group works with county jail inmates, who are placed in jobs upon release.

Special Focus Programs

The survey identified some newer reentry programs that provide highly specialized services. **Steps To End Family Violence** in New York City offers support groups and counseling for women who have been incarcerated for assault on or murder of their abusive spouses or partners. **Woodswomen** in Minneapolis, Minnesota, offers wilderness survival training and child care for parolees. **Womencare** in New York City provides advocacy and mentoring services for parolees with children.

Neil J. Houston House in Boston, Massachusetts, was established in 1986 as the first prerelease program for pregnant women. Women within 18 months of parole are transferred to Houston House's community residential setting for intensive perinatal care and alcoholism/addiction treatment. By the time they leave the residential program with their babies, clients have secured safe, affordable housing; obtained employment or enrolled in training; and accessed ongoing community treatment services.

KEY STRATEGIES IN COMMUNITY PROGRAMS FOR FEMALE OFFENDERS

One of NCCD's objectives was to identify programs or approaches considered to be the most "promising" intervention strategies for supervising female offenders in the community. From our perspective, the best community supervision and service programs combined supervision and services to address the specialized needs of female offenders in highly structured, safe environments where accountability is stressed. Women are held responsible for their actions and master skills for economic and emotional independence. Furthermore, these agencies have a substantial track record of providing supervision and services and a diverse but stable funding base.

It should be noted that information on the long-term effectiveness of these gender-specific (or any other) correctional treatment strategies for women is nonexistent. Consequently, our definition of "most promising" is limited to impressionistic data which have face validity and is not based on rigorous evaluations which are badly needed. There simply are no studies to prove that gender-specific programs are either more or less effective than coed interventions.

The most promising programs identified in this project did not employ the medical or clinical model of correctional treatment. Rather than attempting to cure the client of an emotional disorder (the deficit model), programs worked with offenders to broaden their range of responses to various types of behavior and needs, enhancing their coping and decisionmaking skills.

These programs often used the "empowerment" model of skill building to develop competencies in order to enable women to achieve independence. Effective therapeutic approaches are multidimensional and deal specifically with women's issues, including alcoholism/addiction, parenting, relationships, gender bias, domestic violence, and sexual abuse.

Programs appeared to be most effective when emotional support was linked with practical skill development to prepare women for employment. For example, **The Program for Female Offenders** provides a continuum of therapeutic and skill-building services and employs women in the program's telemarketing business. Similarly, **Women A.R.I.S.E.**, a day treatment center in Detroit, Michigan, links practical support — including transportation and child care — with life-skills training and counseling.

ARC Community Services, Inc. in Madison, Wisconsin, is an excellent example of this comprehensive approach. A multiservice agency for female offenders and their children, ARC operates a range of programs, including a residential treatment facility for women and children, an outpatient diversion program for prostitutes, a day program with alcoholism/addiction treatment services for women, as well as children's programming and a case management program for substance-abusing offenders.

Program Design

Although program evaluation information was limited and difficult to compare, site visits identified several major conditions that appear to positively influence the outcome of correctional treatment interventions for women. These conditions included: a continuum of care design, including clearly stated program expectations, rules, and potential sanctions (structure); consistent supervision (accountability); ethnically diverse staff, including a balance of professionals and recovering ex-offenders (role modeling); coordination of community resources (case management); and access to ongoing practical and emotional support (aftercare).

Structure

The most promising community programs were designed with a high degree of structure to maintain offenders' accountability. Structured programs foster a stable atmosphere where women with turbulent pasts can make behavior changes. In these programs, offenders are made aware, sometimes for the first time in their lives, of what is expected of them, and how they will be held accountable for their actions.

Participant contracts, like those used by **Talbert House for Women** in Cincinnati, Ohio, outline expectations, rules, sanctions, and requirements for program completion. The "Bringing It All Back Home Family Teaching Model," used by **Summit House**, stresses behavior changes through a system of rewards and consequences.

Offenders participate in regular schedules of daily organized activities in the programs, which appeared to be most effective. Job site visits and telephone checks were used to verify participation in programs that took place off-site. Unstructured time was minimal and was used to help women learn to plan positive leisure activities for themselves and their children.

The organization of program services in clearly delineated phases provided an important structural framework for residential and day programs. The **Washington Halfway Home for Women's** phased program is typical, with participants earning privileges and moving toward program completion as they meet treatment and employment objectives.

At the **ARC Center for Women and Children**, a day treatment center for addicted women, three program phases are geared to increasing levels of self-sufficiency. The **Council for Prostitution Alternatives** has developed a program with stages for stabilization, reorientation, rebuilding, and mentoring.

Supervision

The programs that appeared to be most effective used reliable, consistent supervision measures as an essential component of program design in order to maintain women offenders in the least restrictive settings, consistent with public safety. Coordinated supervision measures were integral to these programs.

For example, the **Elizabeth Fry Center**, which houses women under the jurisdiction of the California Department of Corrections, uses a three-phase system of supervision. Phases are staged to allow for controlled, gradual increases in movement outside of the secure facility. Residents are required to request passes to leave the facility, stating their destination, purpose of the trip, an address, and telephone number. Follow-up telephone calls are made to verify the whereabouts of residents.

At **Reentry Metro** and **Our New Beginnings**, house rules foster personal and group accountability. Rules cover topics such as use or possession of alcohol/drugs, violence or threats of violence, sexual activity, escapes, house maintenance, allowable property, medication, and discipline of children. Sanctions, ranging from loss of privileges to dismissal from the program, are clearly delineated at the outset of the program.

Site visits indicated that 24-hour supervision in secure facilities and testing for alcohol and drug use were the most important security measures for residential programs. Nonresidential programs relied successfully on reporting requirements, home/work visits, location checks, and urine and "breathalyzer" tests to monitor offenders in the community.

Since most community programs are operated by nonprofit organizations, working agreements with referring agencies (i.e., probation, parole, or departments of correction) are essential components of effective supervision. Escapes, failures to report, and other violations must be reported promptly and consistently to referring agencies. **Talbert House for Women's** procedures include written incident reports for referring courts and corrections agencies.

Technical violations involving no criminal acts did not always result in incarceration. **Community Services for Women**, **Genesis II**, and the **Washington Halfway Home for Women** work closely with the courts and corrections agencies to find the most appropriate disposition when a violation occurs. These programs recommend jail or prison only as a last resort, usually with the support of referring agencies.

Role Modeling

Effective programs have found that women offenders need positive role models to change their negative behavior patterns. These programs employed staff and volunteers who serve that function, particularly when they included ex-offenders and recovering addicts as well as other professionals and when they reflected the racial/ethnic composition of the program's clients.

Almost all of the sentenced offenders and parolees who participate in **Project Greenhope** are African-American and Hispanic women with long-term substance abuse problems. The project's staff mirrors the clients' ethnic composition; many staff have been incarcerated or are recovering from alcoholism/addiction. Additionally, a volunteer mentoring program matches African-American professional women with participants to expand cultural and vocational opportunities.

Womencare matches mothers released from New York state prisons with volunteer mentors. Ethnically diverse volunteers include ex-offenders, prison staff, and other professionals who help the women make the transition to community living through friendship and advocacy.

Case Management

Programs often brokered a range of community services to meet the specific needs of clients through case management. Program designs featured individualized treatment planning, referrals to community resources, systematic tracking of participants' progress, and intensive monitoring of activities.

Community Services for Women prepares alternative sentencing plans for women offenders. After a thorough needs assessment, the program arranges for the community services necessary to live clean, sober, and crime-free lives. The **Council for Prostitution Alternatives** uses a unique "resolution plan," which includes individual assessments, identification of problems and needs, and treatment objectives with ongoing review of treatment and outcomes.

In both programs, individualized plans typically include safe housing, alcoholism/addiction treatment, counseling, health care, AIDS education and services for women with HIV, job training and placement, literacy and GED programs, and parenting support. Clients are involved in planning and are committed to treatment goals.

Case management programs, in both residential and nonresidential settings, assigned staff to track treatment progress and monitor clients' activities in the community. Case managers maintained frequent contact with clients and with staff at other agencies providing services. Site visits and telephone checks verified clients' participation.

Summit House uses a treatment-team approach to case management. Treatment-team members include the program director, teaching counselors, substance-abuse counselors, probation officers, and others directly concerned with clients' care. This multidisciplinary approach increases staff availability to provide continuous monitoring, adds different perspectives for managing difficult problems, and helps avoid staff burnout.

Aftercare

The programs that appeared to be most effective provide aftercare or assist women in planning for ongoing community services. Without emotional support and practical assistance, many women are not able to maintain the treatment gains achieved in community programs.

For a year after mothers leave **Neil Houston House**, they continue to receive practical and emotional support services, including recovery services, assistance with family reunification, medical care, and advocacy. **Re-Entry Metro** and **ARC House** require women to develop plans for ongoing services as a condition of program completion. Aftercare support groups serve program graduates.

Our New Beginnings and Project Greenhope provide mandatory aftercare services, including case management and support groups. Project Greenhope has created a program to provide permanent housing and social services for women with no other safe, drug-free housing options. The **Program for Female Offenders'** ongoing services include child care and employment assistance.

Program Operations

While the day-to-day operations of community programs for female offenders varied widely, site visits identified several characteristics that appear to promote good management and positive program outcomes. These included clear goals (mission/objectives), consistent admission criteria (client screening), a diversified financial base (stable funding), follow-up with participants to review program outcomes (evaluation), and responsiveness to client needs (ongoing needs assessment). Table 6 summarizes organizational characteristics of the programs visited.

Program Mission/Objectives

The programs clearly articulated their objectives and designed policies and programming to achieve those ends. Useful mission/objective statements identified each program's target population, defined its relationship with the criminal justice system, projected service outcomes, and expressed program philosophy.

The **Program for Female Offenders'** statement of objectives is one example. It states its goals as:

- to provide job and/or training placement and supportive assistance to low-income, disadvantaged women who are or have been on probation or parole;
- to provide an alternative lifestyle in the world;
- to improve the quality of life for clients and to eliminate negative factors, including child abuse, which threaten to disrupt families; and
- to provide a residential alternative to incarceration for women and their children.

In effective programs, statements of purpose and goals guide program planning and ensure that resources are maximized in priority areas. Programs lacking clear statements risk haphazard program design and inefficient use of resources.

TABLE 6

**ORGANIZATIONAL CHARACTERISTICS OF SITE-VISITED
COMMUNITY PROGRAMS FOR FEMALE OFFENDERS**

Program Attribute	Programs	Program Attribute	Programs
Type of Agency		Sources of Referrals	
Federal	0	Prosecutor	6
State	1	Courts	25
Local	1	Jails	2
Private Nonprofit	21	Prisons	10
Private For-Profit	0	Probation	13
		Parole	7
Funding Sources		Other	2
Federal	6		
State	15	Primary Program Objective/Goals	
Local	10	Alternative to Incarceration	8
Foundations/Corporations	9	Service Provider	13
		Reentry	0
Targeted Offenses		Family Services	2
Felony	32		
Misdemeanor	8	MIS System	8
Probation/Parole Violators	6	Evaluation	19
		Program Location	
Offense Restrictions on Program Admission	8	Urban	22
		Suburban	1
Average Client Population	30	Rural	0
		Average Length of Program's Existence	8 years
Average Program Duration	270 days		
Average Per Diem Costs	\$65		
Average 1990-91 Budgets	\$435,000		
Average Number of Staff	13		
Average Annual Salary	\$22,000		

Client Screening

Most community programs have established admissions criteria that usually determine who is not eligible to participate. However, few programs or referral sources conduct needs assessments or any risk assessments before admission beyond considering the nature of the current charge or conviction.

Consistent criteria and procedures for screening are necessary to guarantee that female offenders are placed in programs where supervision and services match their risk levels and needs. Effective screening identifies inappropriate referrals of women who need services not available from a program or who require a different level of supervision than what is provided.

Community Services for Women uses a comprehensive client screening process for its alternative sentencing plan services. A series of interviews and a review of potential clients' histories with the criminal justice system provide information for planning community services and supervision.

Both programs and referral sources need standardized, reliable assessment techniques to ensure effective, equitable placement of offenders. Risk assessment is an important measure of potential danger to community safety and is necessary to guide decisions about supervision. Inadequate screening hampers offenders who are placed inappropriately, and can disrupt programs and result in escapes and other program failures.

Ongoing Needs Assessment

The programs that appeared to be most effective collected and analyzed data on the needs of their clients and evaluated program outcomes. These programs were able to respond proactively to changing needs and to reevaluate their service delivery methods to determine whether program operations were achieving objectives.

For example, several community programs stated that their services initially emphasized one particular area (e.g., job training or education). As the incidence of chemical dependency increased among female offenders, these programs added substance abuse treatment to their service delivery package.

Duval Community Correctional Center, a Florida Department of Corrections-operated program, began operating as a residential work release facility. As more and more chemically dependent women entered the facility and failed in community job placements due to alcohol/drug abuse, the program changed its focus to alcoholism/addiction treatment. Substance abuse treatment and relapse prevention have become the primary services, with work as a secondary program component.

When staff noted a sharp increase in addicted babies and in children with fetal alcohol effects, **Our New Beginnings** launched a specialized residential program for chemically-dependent offenders and their drug-affected children. A number of programs (including **Project Greenhope**, **Community Services for Women**, **Our New Beginnings**, and the **Council for**

Prostitution Alternatives) responded to their clients' high risk for HIV infection with health care, education, and counseling programs.

Ongoing needs assessment has enabled dynamic programs to identify trends and patterns in client needs. When programs do not collect and analyze information on client needs, they can fail to meet their objectives because of gaps in service delivery.

Funding Sources

Resources for programs serving female offenders in the community are scarce, making the stability of funding a critical issue. Public resources for corrections are concentrated in the costly construction and operation of prisons and jails. As a result, community approaches sought additional private sector funds and noncorrections governmental support.

When nonprofit organizations become dependent on a few sources of income, they can ultimately find themselves in crisis if one source is diminished or eliminated. Stable programs tended to receive public funds, private foundation and corporate grants, and contributions from individuals and organizations — often including churches — to form a diversified funding base.

ARC Community Services, Inc. received funding in 1990-91 from the Federal Bureau of Prisons, Wisconsin Department of Corrections, Dane County Sheriff's Department, City of Madison Human Services Community Shares, and individual contributions. During that fiscal year, **Genesis II for Women** received financial support from two counties' community corrections departments and child protection departments, two local United Way agencies, the Minnesota Department of Education, and private foundations. **Our New Beginnings** received county community corrections and work release funds, as well as foundation grants and individual support.

The Program for Female Offenders had a budget of over \$1.2 million for 1991. Funding sources included United Way, Allegheny County Jail and Human Services Department, and the City and County Job Training and Partnership Act. The program's unique for-profit telemarketing business provided additional income to the agency and its clients.

While community programs are generally considered less costly to operate than institutions, their success requires adequate funding to maintain programs and retain quality staff. Lacking stable corrections funding and a diversified financial base, some programs have closed or curtailed operations due to financial problems.

Evaluation

Currently, information on the effectiveness of community programs for female offenders is limited and difficult to compare. The evaluations that have been conducted varied in terms of methodology, standards of measurement, and findings. The evaluations were done on four programs: **Women A.R.I.S.E.**, **Social Justice for Women/Community Services for Women**, **The Program for Female Offenders**, and the **Washington Halfway Home for Women**.

This study found that, in most cases, information relating to clients, service delivery, and program outcomes (client profile, service-related data, and client follow-up) is maintained manually if at all and, for the most part, there is no central database. Methods for data collection varied widely, making comparative analysis of programs difficult. **Women A.R.I.S.E.**, funded as a research project, maintains extensive aggregate data on participants and compares client profile and outcome information with data on a control group.

Data collection and maintenance of adequate internal information systems can provide timely feedback to program staff regarding services and supervision and can help facilitate evaluations of program impact and effectiveness. However, only one-third of the programs identified had access to information systems.

Recidivism is an important measure of program success. Most community programs that were surveyed lacked access to criminal justice data needed to measure repeat offenses, and often depended on unreliable self-reporting and information provided informally by referral sources to estimate recidivism. The **Talbert House** programs, **Duval Community Correctional Center**, and **Social Justice for Women** have regular access to information from referring corrections agencies and courts on repeat offenses and probation/parole violations.

Evaluation of new approaches to working with female offenders is particularly important because most corrections programs and research have focused on men. Evaluation information is necessary to identify the most effective strategies and methods for working with female offenders.

In summary, the most effective strategies for working with female offenders in the community combine innovative program design and sound program operations. Specific design features include structure, supervision, role modeling, case management, and aftercare. Management practices include clear mission statements and objectives, screening, ongoing needs assessment, stable funding, and evaluation.

RECOMMENDATIONS AND SUMMARY

As the number of women under the control of the criminal justice system escalates, increased attention must be directed to providing this growing population with the supervision and services needed. Policymakers and correctional agencies can ill afford to overlook women offenders and the factors associated with their criminal behavior.

The number of existing community-based supervision and intermediate sanctions for females is insufficient to meet the needs of this growing population. Many jurisdictions continue to rely primarily or exclusively on costly incarceration and correctional programs designed for men. Only a few states and localities have initiated plans to identify and address the specific circumstances and needs of women offenders.¹⁵

The following is a listing of all areas that a jurisdiction may want to examine in developing sound correctional policy regarding women offenders.

Criminal Justice Policy Recommendations

1. **Increase the number and range of pretrial and community sanctions programs for female defendants and offenders.**

The number of programs that provide specialized services to women offenders in the community is quite limited. Federal, state, and local corrections agencies should consider expanding community treatment and supervision programs for women offenders.

Furthermore, pretrial and sentencing options that incorporate the "continuum of care" approach should be expanded to provide services to meet the special needs of female defendants and offenders.

Options available to the courts should incorporate nonresidential, less restrictive programs and services (home confinement, intensive probation supervision, day treatment, and substance abuse outpatient treatment), as well as more restrictive residential programs (work release, mother/infant programs, halfway houses, and therapeutic communities).

2. **Conduct evaluations of community programs for women offenders.**

Virtually nothing is known about the cost-effectiveness of these programs and intervention strategies. Evaluations are needed to better understand what types of interventions are most effective. Process and impact studies would also provide more

¹⁵ Immarigeon, Russ and Chesney-Lind, Meda. Women's Prisons Overcrowded and Overused, 1991.

accurate information on the characteristics and needs of women offenders, services provided, agency costs, and outcomes.

Expansion of these programs, as suggested above, should be directly tied to a series of carefully designed evaluations which would provide guidance to the field on how best to structure these programs in the future. In particular, the presumed benefits of gender-exclusive strategies as opposed to coed option need to be rigorously tested.

3. Improve the collection and dissemination of data on women offenders in both institutions and the community.

In most jurisdictions, lack of uniform data impedes program and service design for women. Without reliable information on crime patterns and sentencing trends, it is difficult to target programs effectively. To help local jurisdictions, the U.S. Department of Justice, Bureau of Justice Statistics should augment its current reports to provide more timely analysis of female offenders in the community and in jails and prisons. Such reports would provide practical information for planners. This would include offense characteristics, offender profile information, sentencing options utilized by the courts, duration of sentences, and program outcomes.

4. Corrections policies regarding women offenders should emphasize family preservation and the needs of children of women offenders.

When women commit crimes, their children often become the innocent victims of the criminal justice system. These children, many of whom are placed in foster homes away from both parents and siblings, suffer emotional trauma associated with separation and social isolation. Without intervention, these children are at greater risk for involvement in the justice system than their peers.

Most mothers and their children will eventually reunite; therefore, correctional programs and policies that emphasize family reunification, parenting skills, and children's services are essential. Currently, few programs provide services to assist in maintaining mother/child relationships.

Program Recommendations

1. Intermediate sanctions for women offenders should include gender-specific services and supervision.

The most promising approaches to community programs focus on the multidimensional problems of women offenders. These include gender-specific substance abuse treatment; parenting and family preservation; economic survival and basic life-skills training; sexual abuse and domestic violence counseling; and safe, affordable housing. Corrections

agencies can operate these programs or contract with community organizations for cost-effective services.

A strong case management approach should be incorporated into all programs serving women offenders, including screening and intake procedures, individualized treatment planning, referrals to community services, systematic tracking of client progress, and intensive monitoring of client activities.

2. Management information systems (MIS) need to be developed for community programs.

Most community programs currently lack the capacity (funding, skills, and equipment) to assess program results. Basic computer information systems can maintain data on clients and aid in measuring recidivism and other outcomes.

Computer databases would enable programs to develop comprehensive client profiles needed to track completion rates. The database would also allow programs to refine risk/needs screening criteria continually. Programs could identify short- and long-term indicators of program effectiveness, including program progress, recidivism, alcohol/drug abstinence, and job retention.

3. Training and technical assistance should provide program planners and providers with practical support and information.

The experience of exemplary programs and experts in the field can assist in the development and implementation of quality programs. Conferences, including transfer-of-knowledge workshops, site visits to exemplary programs, and onsite assistance can provide needed training and technical assistance.

Training and technical assistance could assist programs with design and operations. Specific areas should include screening, client follow-up, information systems, management, and evaluation.

Summary

The dramatic increase in women under supervision during the past decade and the related overcrowding of jails and prisons has raised the need to explore the potential for more effective intermediate sanctions which provide effective supervision and address the unique social and economic problems of women offenders.

These intermediate sanctions are needed at every point in the criminal justice system from pretrial to reentry from jail and prison. Every program for women offenders should be designed to meet their potential risk to public safety as well as their critical needs related to addiction, physical/sexual abuse, unemployment, and family relationships. Programs must

provide the supervision necessary to foster both accountability and responsible, law-abiding behavior.

Developing a rational and compassionate justice system which promotes accountability, while acknowledging the underlying causes of women's conflicts with the law, is not an overwhelming task. A range of promising programs throughout the country can serve as examples of integrated, thoughtful, and purposeful designs to provide much-needed expansion of the programs for women offenders in the community. This will require the commitment of the criminal justice system to adequately plan, implement, and support policies and programs to address the multidimensional problems of women offenders.

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APPENDIX A

PROMISING FEMALE OFFENDER PROGRAMS

This project did not include formal evaluations of programs for women offenders in the community, but site visits to 23 programs did identify a number of promising initiatives. The following abstracts summarize information on the programs.

Residential Programs:

ARC House/ARC Community Services, Inc., Madison, Wisconsin
ARC Pre-Release Center/ARC Community Services, Inc., Madison, Wisconsin
Duval Community Correctional Center, Jacksonville, Florida
Elizabeth Fry Center, San Francisco, California
Neil J. Houston House/Social Justice for Women, Boston, Massachusetts
Our New Beginnings, Portland, Oregon
Project Greenhope Services for Women, Inc., New York, New York
The Program for Female Offenders, Pittsburgh, Pennsylvania
Re-Entry Metro, Saint Paul, Minnesota
Summit House, Greensboro, North Carolina
Talbert House for Women, Cincinnati, Ohio
Talbert House/Pathways, Cincinnati, Ohio
Washington Halfway Home for Women, Washington D.C.

Nonresidential Programs:

ARC Center for Women and Children/ARC Community Services, Inc., Madison, Wisconsin
ARC Treatment Alternative Program/ARC Community Services, Madison, Wisconsin
Community Connection Resource Center, San Diego, California
Community Services for Women, Social Justice for Women, Boston, Massachusetts
Council on Prostitution Alternatives, Portland, Oregon
Genesis II for Women, Inc., Minneapolis, Minnesota
Personal Growth Group/Hennepin County Probation Department, Minneapolis, Minnesota
Respect/ARC Community Services for Women, Inc., Madison, Wisconsin
Women A.R.I.S.E., Detroit, Michigan
Womencare, New York, New York

RESIDENTIAL PROGRAMS

ARC House/ARC Community Services, Inc.
202 N. Patterson Street
Madison, Wisconsin 53703
(608) 257-2382

ARC House provides residential services for women awaiting trial, offenders sentenced to the program, women released early from prison, and parole violators. This recovery program stresses practical and emotional preparedness for living clean and sober.

The program operates in structured phases, including a final period of four to six weeks when women live in their own homes and participate in all ARC House programs. Alcoholism/addiction services include assessment, education, counseling, and referrals.

Other services help women deal with the factors that contribute to their addictions. Individual, group, and family counseling addresses domestic violence, sexual abuse, eating disorders, criminality, self-esteem, and child abuse.

Participants prepare for economic independence through vocational/educational assessment, counseling, training, and placement. In life-skills training, women learn about parenting, money management, and drug-free leisure time activities.

ARC House is a staff-secure facility with intensive 24 hour supervision. Security measures include an alarm system, bed checks, home/work/school visits, phone checks, and random urine tests and room searches. Escapes and violations are reported to referral sources.

Before completion of the program, participants work with staff and their probation officers or parole agents to develop plans for follow-up services and activities. Probation officers and parole agents monitor follow-up plans.

Capacity:	15 women in residence 3 children in residence 7 women in transition living at home
Eligibility:	Women evaluated as being a danger to themselves or others, usually those with severe mental disabilities are not accepted. Eligibility is not related to the committing offense.
Duration:	4-6 months
Per Diem Cost:	Residential-\$72
Staff:	7.5
Budget:	\$400,000
Funding:	Federal Bureau of Prisons, Wisconsin Department of Corrections, Dane County Sheriff's Department, City of Madison Human Services, donations

ARC Pre-Release Center/ARC Community Services, Inc.
2009 E. Dayton
Madison, Wisconsin 53703
(608) 283-6421

The ARC Pre-Release Center is a minimum security, community-based work release program for women inmates from Wisconsin state prisons. This reentry program, operated by a nonprofit organization, combines individualized case planning and group work to help women prepare to return to the community.

Vocational services include assessment and planning as well as referrals for training and placement. Parenting and basic life-skills education are stressed. Women participate in a range of self-help groups, including support groups for African-American and Hispanic women and 12-step groups on alcoholism, addiction, and codependence.

The ARC Pre-Release Center is classified as a minimum security institution. It is staff-secure with 24-hour supervision, random urine tests, and work-site visits. Three part time staff are responsible for monitoring participants at school or work or on home visits in the community. Escapes are reported to the wardens of referring prisons.

Capacity:	12
Eligibility:	Women inmates must be minimum security status and within two years of probable parole.
Duration:	3-12 months
Per Diem Cost:	\$48
Staff:	6.5
Budget:	Approximately \$175,000-200,000
Funding:	Wisconsin Department of Corrections

Duval Community Correctional Center
2830 Park Street
Jacksonville, Florida 32206
(904) 381-6010

Duval Community Correctional Center is a work-release program for women inmates from Florida state prisons. Operated by the Florida Department of Corrections, this reentry program emphasizes substance-abuse treatment and relapse prevention.

Individualized treatment plans structure specific short-term residential services and ongoing recovery strategies. For 10 weeks women work in the community and live at the center where they participate in programs before and/or after work.

Services include alcoholism/addiction treatment, life-skills training, parenting education, and health education with a focus on HIV. Participants identify their triggers for substance abuse and plan strategies for avoiding relapse. Staff work with each participant on specialized plans for aftercare.

The center is staff-secure with 24-hour supervision, regular monitoring of participants' community activities, and random urine tests. Escapes are reported to local police and the Department of Corrections.

Cross-trained corrections and treatment professionals staff Duval Community Correctional Center. They work together to combine supportive therapy with accountability through an emphasis on choices and consequences.

Capacity:	20
Eligibility:	Women who are in minimum custody status and those within 24 months of release are accepted, dependent on their criminal history and motivation.
Duration:	60 days
Per Diem Cost:	\$58
Staff:	Correctional - 6 Treatment - 1 (plus community volunteers)
Budget:	\$500,000
Funding:	Florida Department of Corrections

Elizabeth Fry Center
1251 Second Avenue
San Francisco, California 94122
(415) 681-0430

Elizabeth Fry Center, under contract with the California Department of Corrections, serves women state prison inmates with children under six. The Department of Corrections screens and refers offenders in state prisons to the program.

Women felony offenders and their children (one child per woman) participate in a range of services in a residential setting that is simultaneously homelike and highly secure. Services, intended to promote economic and emotional independence, include parenting education; recovery counseling; GED tutoring; and training on job readiness, money management, and other life skills.

The program recently established a preschool educational program for young children. The program has overcome the "not in my backyard" syndrome to develop positive relations with the residential neighborhood where it is located. Neighbors serve on the advisory board.

Elizabeth Fry Center is staff-secure, with two staff on duty at all times. Additional security measures include an alarm system, weekly urine tests, and random room/property searches. The California Department of Corrections Reentry Specialist assigned to the program is notified of escapes and violations.

Capacity:	10 mothers and 10 children
Eligibility:	Women convicted of serious, violent offenses (murder, mayhem, rape, or arson) are not eligible.
Duration:	18 months
Per Diem Cost:	(per mother and child): \$81
Staff:	13
Budget:	\$429,903
Funding:	California Department of Corrections, AFDC, foundations, churches

Neil J. Houston House/Social Justice for Women
108 Lincoln Street
Boston, Massachusetts 02111
(617) 482-0747

Neil J. Houston House, the first community program for pregnant offenders in the U.S., provides substance abuse services for pregnant women who have been incarcerated at the Massachusetts Correctional Institution-Framingham. (MCI-Framingham houses state and county inmates.) Pregnant women within 18 months of parole are transferred to Houston House's community residential setting for intensive perinatal care and alcoholism/addiction treatment.

The program works closely with a nearby hospital to provide necessary medical care for high-risk, difficult pregnancies. Program participants learn parenting skills and prepare for a successful transition to their home communities with their babies.

Three program phases are structured to gradually afford women more responsibility and freedom of movement. Houston House is a staff secure facility with 24-hour supervision and an alarm system. Urine tests are administered randomly. Escapes and other violations are reported to the Massachusetts Department of Corrections.

By the time they leave the residential program, women have secured safe, affordable housing; obtained employment or enrolled in training; and accessed ongoing community-treatment services. During the next year, Houston House continues to provide practical and emotional support, including continuing recovery services, assistance with family reunification, medical care, and advocacy.

Capacity:	15 mothers and 15 infants
Eligibility:	Women with histories of violence and those with severe mental illness are generally not accepted.
Duration:	10 months residential services 12 months out-patient services
Per Diem Cost:	(per mother and infant): \$100
Staff:	15
Budget:	\$700,000
Funding:	Massachusetts Department of Corrections and Department of Public Health, foundations

Our New Beginnings
1814 N. Hoyt
Portland, Oregon 97209
(503) 222-3733

Our New Beginnings, founded by an ex-offender, provides residential and nonresidential services for women awaiting trial, offenders sentenced to the program, and those on probation or parole. A special residential component targets drug-addicted women and their drug-affected children. Ninety-five percent of participants are felony defendants or offenders.

A balanced mix of ex-offender and professional staff deliver comprehensive services designed to meet the diverse needs of women offenders. Ongoing needs assessment is the basis for developing program components such as new health education programs on HIV and other sexually transmitted diseases, and special services for domestic violence victims, including several women serving sentences for killing their abusers.

Residential services include alcoholism/addiction treatment, health care, counseling, and child care. Parenting education; job readiness, training, and placement; and life-skills education are provided. A nonresidential aftercare component is mandatory.

Our New Beginnings residential programs are staff-secure with 24-hour supervision. Random urine tests are administered and there are sanctions for violations of house rules. Staff make regular reports to referral agencies on participants' progress as well as any escapes and violations.

The nonresidential program uses a case management approach to link women to needed community resources. The program helps women overcome the practical obstacles to living clean, sober, and crime-free by providing child care, clothing, furniture, and other practical supports. Staff work closely with probation officers and parole agents on supervision of participants.

Capacity:	Residential - 43 adults and 6 children
Eligibility:	Women who have been convicted of arson, serious violent offenses, or crimes against children and those with severe mental disabilities are not accepted.
Duration:	Variable according to participant needs
Per Diem Cost:	\$35
Staff:	19
Budget:	\$354,000
Funding:	County Community Corrections, foundations, donations

Project Greenhope Services for Women, Inc.
448 E. 119th Street
New York, New York 10035
(212) 369-5100

Project Greenhope provides residential services, day treatment, and permanent housing for women awaiting trial, offenders sentenced by the courts and probationers in New York City, as well as state parolees. Most participants are felony defendants or offenders. This women's recovery program emphasizes sobriety through a focus on the factors that contribute to women's addiction: sexual abuse, domestic violence, and anger.

Services in all three programs are culturally-focused and gender-specific to meet the needs of African-American and Hispanic women. Staff include recovering alcoholics/addicts as well as other professionals. Relapse prevention programs include practical support for parenting, learning basic life skills, and job readiness. HIV education and services for HIV-infected women are provided. Housing, job training/placement, and specialized counseling services are brokered.

The residential program is staff-secure with 24-hour supervision. Random urine tests and telephone checks to verify attendance at community programs provide additional security. Escapes and violations are reported to offenders' probation officer or parole agent.

Project Greenhope features two special programs. The volunteer mentoring program matches African-American professional women with participants to expand cultural and vocational opportunities. Greenhope Housing provides stable, affordable housing for residential and day treatment participants who cannot find homes. The program includes ongoing social services.

Capacity:	Residential - 24 (includes 12 women serving sentences and 12 parolees)
Eligibility:	Women who have been convicted of arson, child molesting, or violence against the elderly and those on psychotropic medications are not accepted.
Duration:	Parolees - 3 months Offenders sentenced to the program - 6 months plus 6 months aftercare
Per Diem Cost	Residential - \$78
Staff:	Residential - 7 Day treatment - 4 Housing - 2 Serving all three programs - 7
Budget:	\$851,000
Funding:	New York Division of Probation and Correctional Alternatives, Division of Parole, Division of Substance Abuse Services, foundations, corporations, and client fees

The Program for Female Offenders
3342 5th Avenue
Pittsburgh, Pennsylvania 15213
(412) 682-7380

The Program for Female Offenders provides residential services for women and children at the Program Center, including women awaiting trial in Allegheny County, offenders sentenced to the program, and county and state parolees. Participants include misdemeanor and felony offenders and felony defendants. The program and its affiliates in three other Pennsylvania locations stress independence through employment and family preservation.

The program offers training and employment opportunities for participants and former residents in its for-profit telemarketing business located at a nonresidential site. Participants learn marketing, order processing, and market research skills in a growing business concern.

Other services include GED preparation, life-skills training, parenting education, and child care. A case management approach brokers mental health, alcoholism/addiction treatment, and other services, including children's programs. An aftercare program follows up on clients' progress, providing child care, job retention support, and referrals to community resources.

The Program Center, which houses the residential program, is staff-secure with 24-hour supervision. Monitoring of participants in the community includes work/school site visits and phone checks, random urine tests, and body searches. Escapes from the center are reported first to the local police and then to Allegheny County Jail staff.

Capacity:	Program Center - 40 women and children
Eligibility:	Women with serious mental and physical disabilities are not accepted.
Duration:	6 months
Per Diem Cost:	\$41
Staff:	Program Center - 21
Budget:	Total agency - \$1.2 million Program Center - \$462,000
Sources:	United Way, Allegheny County Jail and Department of Community Services, City and County Job Training Partnership Act

Re-Entry Metro
444 Lynnhurst Avenue
Saint Paul, Minnesota 55104
(612) 644-1951

Re-Entry Metro operates a residential community corrections center for women with children referred by local, state, and federal courts and corrections agencies. Participants include women awaiting trial, offenders sentenced to the program, and pregnant state prison inmates.

Intensive client assessment, counseling, goal planning, and group work are designed to encourage women to make real life changes. Support groups focus on parenting education, domestic violence, sexual abuse, self-esteem, money management, and the special issues of women of color. Personal and group accountability is stressed.

Re-Entry Metro utilizes an extensive network of community resources for offenders. Brokered services include health care, alcoholism/addiction treatment, job training and placement, and education.

Re-Entry metro is a staff-secure facility with 24 hour supervision. Additional security measures include an alarm system, work site visits, phone checks, and random urine tests. Escapes and violations are reported to referral sources along with recommendations for further placement.

The program's case management approach helps women to plan for a successful transition to the community and to access ongoing support services. Aftercare support groups serve program graduates.

Capacity:	26 women and 5 children
Eligibility:	Women who are convicted of serious arson and those with severe mental disabilities are not accepted.
Duration:	Variable with an average stay of 3-4 months
Per Diem Cost:	Per person, including children - \$44.50
Staff:	8
Budget:	\$379,860
Funding:	Federal Pre-Trial Services, Minnesota Department of Corrections, Ramsey County Community Corrections and Child Protective Services, donations

Summit House
608 Summit Avenue, Suite 103
Greensboro, North Carolina 27405
(919) 275-9366

Summit House provides a community-based residential alternative to prison for pregnant women and mothers who have been convicted of nonviolent felony crimes in Guilford County, North Carolina, courts. The program provides health care and family-focused services and links participants to a network of community education, employment, housing, and alcoholism/addiction recovery services.

Structured, in-house services emphasize family preservation and basic life skills. The program's "Bringing It All Back Home Family Teaching Model" stresses behavior changes through a system of rewards and consequences. Women learn and practice interpersonal, parenting, and practical skills. This includes problem solving, anger control, cooking, housekeeping, and budgeting. Children (infants through age seven) get individualized attention along with family counseling, education, and health care.

Summit House brokers services with more than a dozen local government and community agencies. Clinics and hospitals provide medical (including perinatal) care. Community substance abuse programs provide treatment. Participants attend the local community college and vocational program to get their GEDs and learn job skills. Local agencies assist with job placement, housing searches, and specialized counseling.

Although Summit House is a nonsecure facility, telephone checks verify participants' whereabouts when they leave to attend community programs, and urine tests are administered. Escapes and violations are reported to the Guilford County Probation Department.

The program assists women to reestablish themselves in the community. Before a participant graduates, she must have affordable housing, stable employment, and a reasonable budget. Aftercare services provide ongoing practical and emotional support for women and their children.

Capacity:	20 (including mothers and children)
Eligibility:	Women with serious physical or mental disabilities are not accepted.
Duration:	11 months
Per Diem Cost:	Per person, including children - \$68
Staff:	8
Budget:	\$276,000
Funding:	North Carolina State Legislature, foundations, churches, client fees

Talbert House for Women/Talbert House, Inc.
3123 Woodburn Avenue
Cincinnati, Ohio 45207
(513) 961-2236

Talbert House/Pathways
334 McGregor
Cincinnati, Ohio 45219
(513) 241-440

Talbert House for Women provides residential treatment services for women charged with or convicted of felonies at every point in the criminal justice system. Talbert House Pathways operates residential services in a more highly-structured program for sentenced offenders and for women on parole and furlough from Ohio state prisons.

Both programs are designed to empower women to make responsible life decisions. Services target women's special needs through alcoholism/addiction counseling, employment development, GED preparation, life-skills training, health care, and counseling on domestic violence and codependence. Ongoing needs assessment and quality assurance procedures allow for the development of new services and evaluation of existing programs.

Structured activities and clear expectations are emphasized in both programs. At Talbert House/Pathways, residents progress through delineated program phases according to specific accomplishments.

The two programs are staff-secure facilities with 24-hour supervision and alarm systems. Additional security measures include urine tests and monitoring of women participating in community programs. Incident reports on all escapes and violations are prepared for courts and/or correctional agencies.

Capacity:	Talbert House for Women - 20 Pathways - 20
Eligibility:	Women who are severely mentally or physically disabled and offenders convicted of arson or child sexual abuse are not accepted to either program.
Duration:	3 to 4 months average in both programs
Per Diem Cost:	Talbert House for Women - \$43 (federal) \$36.75 (state and local) Talbert House/Pathways - \$36.75
Staff:	Talbert House for Women - 12 Pathways - 9
Budget:	Talbert House for Women - \$200,000 Pathways - \$200,000
Funding:	Talbert House for Women - Federal Bureau of Prisons, Ohio Department of Rehabilitation and Corrections, Hamilton County Courts, Community Block Grants, Children's Trust Fund Pathways - Ohio Department of Rehabilitation and Corrections, Hamilton County Courts, donations

Washington Halfway Home for Women
1816 19th Street, N.W.
Washington, D.C. 20009
(202) 462-8982

The Washington Halfway Home for Women (WHHW) provides residential services for women awaiting trial and for inmates about to be released from prison in Washington, D.C., including pregnant women. Sixty percent are felony offenders or defendants; 40 percent have been charged with or convicted of misdemeanors. This work-release program combines traditional and innovative treatment to meet the complex needs of women offenders.

WHHW residents are required to work (the program assists with job placement) and to participate in a structured four-point rehabilitation program. Individualized education programs stress literacy and GED preparation. A "socialization" program focuses on daily living skills, parenting, and cultural awareness.

Addiction counseling addresses alcoholism, drug addiction, eating disorders, and other addictions through treatment, self-esteem building, and 12-step programs. Health services provide education and medical care, including comprehensive perinatal care. By the time a woman leaves WHHW, she has stable employment and housing, some savings, and a network of emotional and practical support.

WHHW is a staff-secure facility with 24-hour supervision. Participants are monitored in the community through work visits and phone checks. All escapes are reported to the courts or the Washington, D.C., Department of Corrections. Urine tests are administered three times weekly and three positive drug tests result in return to prison. A system of passes and furloughs rewards progress in the program.

The program enjoys positive relations with its neighborhood. Neighbors have supported the program at zoning hearings and in appeals for funding. WHHW hosts many community events, including a popular annual exhibit of participants' art work.

Capacity:	34
Eligibility:	Some women who failed in the program previously are not accepted.
Duration:	2-3 months
Per Diem Cost:	\$46.86
Staff:	12.5
Budget:	\$581,532
Funding:	Washington, D.C., Department of Corrections, United Black Fund

NONRESIDENTIAL PROGRAMS

ARC Center for Women and Children/ARC Community Services
206 E. Olin Avenue Suite 106
Madison, Wisconsin 53703
(608) 283-6426

ARC Center for Women and Children provides alcoholism/addiction day treatment for women diverted from the criminal justice system, probationers, and parolees and their children. This recovery program focuses on the special needs of women and children in order to create a network of recovering families.

Women participate in day treatment eight hours per day five days per week for approximately four months. Treatment services, including culturally focused activities, follow a 12-step model with individual and group counseling and educational programs. Skill building is stressed in parenting education and employment services.

Individualized plans set treatment goals and measure participants' progress. The first phase of each plan stresses stabilization and abstinence. In the second phase, recovery services continue and women explore factors influencing their addiction, including domestic violence, sexual abuse, and low self-esteem. The third and final phase assists women to plan for self-sufficiency through job or training placement.

The center provides onsite, full-service day care for children up to age six and a satellite program for children in school. Children's needs are assessed and case managers make referrals to community resources and arrange for services. Center programs focus on addiction as a family disease.

Served Annually:	35
Eligibility:	Motivation is the key eligibility requirement.
Duration:	Variable based on client needs
Per Diem Cost:	Not available
Staff:	6.5
Budget:	\$300,000
Funding:	Federal Title 20 funds and Dane County Human Services

ARC Treatment Alternative Program/ARC Community Services
2326 South Park Street
Madison, Wisconsin 53709
(608) 255-0307

The Treatment Alternative Program (TAP) provides alcoholism/addiction services for women diverted from the criminal justice system, offenders sentenced to the program, probationers and parolees, and probation and parole violators. This case management program links legal sanctions with needed treatment.

TAP's assessment procedures evaluate alcoholism/addiction needs, risk factors, and readiness for services. The program's case-management approach places participants in the community-based treatment program most appropriate for them and monitors compliance with individualized treatment plans. Referrals are made to community agencies for ancillary services, including employment and education programs.

All plans include strict accountability measures. These consist of participant contracts, scheduled TAP office check-ins, weekly meetings with a case manager, regular and random urine testing, and participation in ongoing group sessions on criminality and addiction.

Served Annually:	32
Eligibility:	All referrals are accepted if services are available to meet the individual's needs.
Duration:	6 months
Per Diem Cost:	Not available
Staff:	Not available
Budget:	Not available
Funding:	Dane County Human Services

Community Connection Resource Center
2144 El Cajon Boulevard
San Diego, California 92104
(619) 294-3900

The Community Connection Resource Center (CCRC) provides day services for women on probation and parole and ex-offenders in San Diego County, as well as prerelease planning services for county jail inmates. This reentry program emphasizes employment and group support.

CCRC programs stress planning and skill building for independent living. Services include vocational assessment, training for job seeking, job placement, life-skills education, family services, and referrals for food, clothing, and child care assistance. The center also operates a victim/offender reconciliation program.

Ongoing group activities include a job-seeking skills workshop; Freedom First, a support group by and for ex-offenders; We Can, an employment-motivation group; an alcoholism/addiction recovery group; and Jobs Plus, a support group for county jail inmates who are placed in jobs upon release.

Eight of the 23 staff members are ex-offenders who serve as clean and sober role models for participants. The program serves 115 women monthly, most of them felony offenders.

Served Annually:	1,380
Eligibility:	Women with serious mental disabilities cannot participate in the program.
Duration:	2-6 months
Per Diem Cost:	Not available
Staff:	23
Budget:	\$1 million
Funding:	California County Justice System Subvention funds, California Department of Corrections, San Diego County Community Action Program and Private Industry Council, foundations, donations

Community Services for Women/Social Justice for Women
108 Lincoln Street
Boston, Massachusetts 02111
(617) 482-0747

Community Services for Women (CSW), a project of Social Justice for Women, is an alternative sentencing program for women at risk of incarceration for felony offenses or probation/parole violations. The program works with women, from the point of arraignment before the Boston Municipal and Suffolk Superior Courts, to design alternative sentencing plans which address the underlying reasons for women's conflict with the law.

After a thorough needs assessment, Community Services for Women brokers the services that habitual offenders need to live clean, sober, and crime-free. Individualized plans typically include safe housing; alcoholism/addiction treatment; counseling; health care; AIDS education and case management for women with HIV; job training and placement; literacy and GED programs; and parenting support.

Courts accept 80 percent of the recommended sentencing plans. Upon court approval, the program works with women to implement sentencing plans. Participants are closely supervised through frequent contacts (several times each day) with staff at a day reporting center, monitoring of activities, and urine tests. Violations are reported to the court and probation department.

Served Annually:	Not available
Eligibility:	Women charged with offenses with mandatory prison sentences are not accepted.
Duration:	8 months on average
Staff:	3.5
Budget:	\$196,000
Funding:	Trial Courts, Bar Associations, foundations

Council on Prostitution Alternatives
710 S.E. Grand Avenue #8
Portland, Oregon 97214
(503) 238-1219

The Council on Prostitution Alternatives provides practical and emotional support for women escaping prostitution. Eighty-four percent of the participants are convicted felons. This case management program focuses on prostitutes as victims/survivors of long-term abuse.

A four-phase program provides intensive counseling, recovery groups, advocacy, and practical support (financial assistance, clothing, food, etc.). Participants progress from stabilization in phase one to reorientation, rebuilding, and mentoring phases. Seventy-two women participated in the phased program last year.

Services delivered onsite and brokered include alcoholism/addiction treatment; sexual abuse counseling; and education on life skills, parenting, and health concerns. The program provides three months of transitional housing in a confidential location for women completing the phased program.

Shorter-term participants attend drop-in support groups and receive emergency services (bus tickets, food, and referrals to domestic violence and sexual violence shelters). Last year, 350 women attended support groups; 62 received emergency assistance.

Courts, jails, probation officers, and parole agents refer women to the program, but CPA stresses healing and empowerment, not sanctions or supervision. Many participants are self-referred. Staff are survivors of prostitution and other abuse, and recovering addicts/alcoholics.

CPA was founded as a city government project in response to women's advocates' concerns about the victimization of prostitutes and neighborhood complaints about prostitution activities. A network of community resources initiated the program and continues to provide services. CPA recently incorporated as a nonprofit organization.

Served Annually:	484
Eligibility:	Women must want to get clean and sober and out of prostitution to participate.
Duration:	18 months in the phased program
Per Diem Cost:	\$1.95
Staff:	7
Budget:	\$238,000
Funding:	City of Portland and Multnomah County General Services, foundations

Genesis II for Women, Inc.
3036 University Avenue, S.E.
Minneapolis, Minnesota 55414
(613) 348-2762

Genesis II, the first day-treatment program for women offenders and their children in the U.S., has operated for 15 years. The program serves women defendants and offenders, including those at every point in the local criminal justice system in the Criminal Justice Project, women referred by child protective services in the Maternal Guidance Project, and their children through the Children's Center. Two hundred women and over 200 children receive services annually.

Parenting/family services, psychotherapeutic counseling, and education are emphasized. Thorough assessments are the basis for highly structured case-management plans for each participant. Individualized plans focus on the family unit and all the issues affecting a woman's situation including alcoholism/addiction, domestic violence, sexual abuse, and relationships. Each plan includes a full daily schedule of activities.

Core services for women include individual and group therapy, life-skills training, parenting education, GED preparation, and career development. Genesis II's Children's Center operates a child-development program for newborns through 12 year olds. Women and children participate in additional programs in the community.

Genesis II provides intensive community supervision through day reporting requirements, home visits, and random urine tests. Probation officers are notified of consistent failures to report and other violations. Reports to probation officers include recommendations for appropriate placement.

The program's aftercare component includes a twice monthly support group and regular follow-up contacts. Staff make telephone contact with former participants at 3, 6, 12, and 24 months after they complete the program.

Served Annually:	200 plus 200 children
Eligibility:	Women with severe mental disabilities are not accepted.
Duration:	9-12 months on average
Per Diem Cost:	Criminal Justice Project - \$54.22 Maternal Guidance Project - \$56.22
Staff:	16
Budget:	\$800,000
Funding:	Hennepin and Ramsey Counties Community Corrections and Child Protective Services, Minneapolis and Saint Paul United Ways, Minnesota Department of Education, private foundations.

Personal Growth Group
Hennepin County Probation Department
A-1100 Government Center
3300 South Sixth Street
Minneapolis, Minnesota 55487
(612) 348-2319

The Personal Growth Group is a therapeutic alternative to prosecution or sentencing for women charged with gross misdemeanor and felony thefts. The program emphasizes the psychological aspects of theft and meeting basic survival needs.

In weekly sessions for one year, participants explore the psychological and practical factors related to their theft charges. The probation officer who leads the group works with individual women to connect them with community resources to meet survival needs for housing, clothing, employment, and education. Four follow-up sessions, alumni groups, and community referrals provide for ongoing services.

Served Annually:	Not available
Eligibility:	Court and prosecution referrals are accepted.
Duration:	12 months plus 1 month follow-up
Per Diem Cost:	Not available
Staff:	1 plus volunteers
Budget:	Not available
Funding:	Hennepin County Probation Department

Respect/ARC Community Services, Inc.
822 E. Johnson Street
Madison, Wisconsin 53703
(608) 257-5136

Respect provides diversion services on an out-patient basis for women involved in prostitution. The program is designed to offer women viable alternatives to prostitution.

Individualized service plans are developed to meet the needs of each participant. A range of onsite and brokered services include individual counseling, self-help groups, alcoholism/addiction treatment, and employment services.

The program builds peer support for women who want out of prostitution. In a safe environment, women work together to plan for healthy futures.

Served Annually:	55
Eligibility:	All referrals are accepted.
Duration:	6-12 months
Per Diem Cost:	Not available
Staff:	1.75 plus volunteers
Budget:	\$35,000
Funding:	Dane County Sheriff's Department, City of Madison Human Services

**Women A.R.I.S.E.
13100 Averhill Court
Detroit, Michigan 48215
(313) 331-1800**

Women A.R.I.S.E. provides comprehensive, nonresidential services for offenders sentenced to the program by Wayne County District and Circuit Courts, probationers, and state parolees. Ninety-two percent of participants are felony offenders. The program emphasizes practical support and life-skills education. Approximately 65 women are served annually.

The program provides a coordinated system of support services to meet the needs of individual participants. Practical support services overcome the barriers many women face to regular participation in community programs by providing daily transportation and child care and, as needed, emergency assistance. Participants provide ongoing practical and emotional support for each other.

Other services include life-skills training, GED preparation, parenting education, counseling on violence and other issues, employment training, and housing referrals. The program is not responsible for supervision; staff provide information to probation officers and parole agents upon request.

Women A.R.I.S.E. has a strong research component operated by the Michigan Department of Mental Health. Detailed information is collected and analyzed on participants' histories, program outcomes, and post-program law violations.

Served Annually:	65
Eligibility:	Referrals are reviewed on a case-by-case basis and most are accepted.
Duration:	Variable based on client needs
Per Diem Cost:	Not available
Staff:	5
Budget:	\$181,000
Funding:	Michigan Department of Mental Health, foundations, churches

Womencare, Inc.
236 W. 27th Street
New York, New York 10001
(212) 463-9500

Womencare is an advocacy/mentorship program for mothers released from New York state prisons. Volunteer mentors provide encouragement and a support system for mothers and children during the transition back to the community.

Womencare contacts mothers in prison, 90 days prior to their release, through classes on the mentorship program. Volunteers (ethnically diverse ex-offenders, prison staff, professionals, and homemakers) participate in intensive orientation and continuing training on communication, avoiding dependency and promoting equality, cultural sensitivity, and community resources. Mentors are matched based with the women on thorough psychosocial assessments.

Mentoring assists mothers to establish trusting relationships and plan for the future. Mentors help women identify their service needs and make referrals to community resources screened by Womencare staff. Referrals are made for housing, social services, job training and placement, and family reunification.

The basic ingredient of Womencare services is friendship. Each relationship is unique, based on the needs of the woman and her children, and the abilities of the mentor. During its first 18 months of operation, 30 active mentors worked with 30 women and 84 children.

Served Annually:	30
Eligibility:	An application process includes information, interviews, and contracting with women in prison.
Duration:	One year minimum
Per Diem Cost:	Does not apply
Staff:	3
Budget:	\$140,000
Funding:	Federal Juvenile Justice and Delinquency Prevention, foundations, and donations

APPENDIX B

COMMUNITY PROGRAMS FOR WOMEN OFFENDERS

PROGRAM	TYPE OF AGENCY	TARGET POPULATION	TYPE OF PROGRAM	SERVICES	AVERAGE DAILY POP.	DURATION (DAYS)
ARIZONA						
Phoenix Community Center 2617 Glenrosa Ave Phoenix, AZ 85017 (602) 242-6277	Nonprofit	Sentenced/ Prerelease/Parole	Residential	AD/LS/PA/PD	16	90
ARKANSAS						
Second Genesis/Women's Program 2224 S. Main Little Rock, AR 72206 (501) 372-5713	Nonprofit	Parole	Residential	EMP/PD	NA	NA
CALIFORNIA						
Brandon House 1716 E. San Antonio Road San Jose, CA 95116 (408) 258-3200	Nonprofit	Sentenced/ Prerelease	Residential/Children	AD/LS/PA/PD	50	540
Casa Esperanza 5560 N. 9th Street San Jose, CA 95112 (408) 298-9799	Nonprofit	Prerelease	Residential/Children	AD/EMP/LS/PA/PD	7	107
Community Connection Resource Center 2144 El Cajon Blvd. San Diego, CA 92104 (619) 294-3900	Nonprofit	Probation/Parole	Day Treatment	AD/EMP/LS/PD	115	45

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Crossroads, Inc. P.O. Box 15 Claremont, CA 91711 (714) 626-7847	Nonprofit	Parole	Residential	LS/PD	6	150
ECI Flower Street/Eclectic Comm. 1237 Flower Street Inglewood, CA 90301 (213) 677-6091	Nonprofit	Prerelease	Residential	AD/EMP/LS/PA/PD	20	75
Friends Outside Mother Infant Program 325 California Street Salinas, CA 93901 (408) 424-5601	Nonprofit	Sentenced/Prerelease	Residential/Children	NA	NA	NA
Elizabeth Fry Center 1251 Second Ave San Francisco, CA 94112 (415) 681-0430	Nonprofit	Sentenced/Prerelease	Residential/Children	AD/EMP/LS/PA/PD	10	540
Hoffman House/Harbour Area Halfway House 940 Dawson Ave Long Beach, CA 90804 (213) 434-0036	Nonprofit	Prerelease	Residential	AD/EMP/LS/PA/PD	11	80
House of Sarah Halfway Homes, Inc. 3101 McKinley Way Costa Mesa, CA 92626 (714) 549-2680	Nonprofit	Prerelease	Residential	AD/EMP/LS/PA/PD	6	90

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House of Uhuru 8005 S. Figueroa Street Los Angeles, CA 90003 (213) 778-5290	Nonprofit	Sentenced/Prerelease	Residential/Children	AD/EMP/LS/PA/PD	10	365
New Entra Casa 3575 Pershing Ave San Diego, CA 92104 (619) 294-4526	Nonprofit	Pretrial/Diversion/ Sentenced/Probation/ Parole	Residential	AD/EMP/LS/PA/PD	6	140
Perinatal Substance County Abuse Pilot Project 8240 S. Broadway Whittier, CA 90606 (213) 908-3269	County	Probation	Day Treatment	AD/LS/PA/PD	20	180
Transitional Housing Project 1165 Harrison Street San Francisco, CA 94103 (415) 621-5661	Nonprofit	Prerelease/Probation	Residential	LS/PA/PD	4	105
Turning Point 3547 S. Golden State Blvd. Fresno, CA 93725 (209) 442-8331	Nonprofit	Sentenced/Prerelease	Residential/Children	AD/EMP/LS/PA/PD	10	549
Volunteers of America/Oakland 2344 E. 15th Street Oakland, CA 94601 (415) 534-3105	Nonprofit	Sentenced/Parole Violators	Residential/Children	AD/EMP/LS/PA/PD	25	336

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CONNECTICUT						
Catholic Social Services Criminal Justice Program 90 Franklin Square New Britain, CT 06050 (203) 225-3561	Nonprofit	Prerelease/Parole	Day Treatment	AD/EMP/LS/PA/PD	100	90
Genesis House Offender Program 300 Sheldon St. Hartford, CT 06110 (203) 447-0366	Nonprofit	Prerelease/Parole	Residential	AD/LS/PA/PD	5	549
Mary Magdelene House 1986 North Ave. Bridgeport, CT 06604 (203) 330-0884	Nonprofit	Prerelease/Parole	Residential	AD/EMP/LS/PA/PD	12	180
Neon Halfway House for Women and Children 98 S. Main St. Norwalk, CT 06854	Nonprofit	Prerelease	Residential/Children	LS/PA	8	365
DELAWARE						
Comprehensive Services for Women Offenders 1703 W. 4th St. Wilmington, DE 19805 (302) 429-0206	Nonprofit	Pretrial	Day Treatment	AD/EMP/LS/PD	15	NA

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FLORIDA						
Duval Community Corrections Center 2830 Park St. Jacksonville, FL 32206 (904) 381-6010	State	Prerelease	Residential	AD/EMP/LS/PD	20	60
Gainesville Community Corrections Center 1103 SW 6th Ave. Gainesville, FL 32602 (904) 336-2050	State	Prerelease	Residential	AD/EMP	16	180
Miami Community Corrections Center 7521 NE 3rd Ave. Miami, FL 33138 (305) 795-7809	State	Prerelease	Residential	EMP/PD	18	240
Pinnelas Community Corrections Center 5201 Ulmerton Rd. Clearwater, FL 34620 (813) 871-7230	State	Prerelease	Residential	AD/EMP	20	180
GEORGIA						
Prison Ministries with Women P.O. Box 1911 Decatur, GA 30031 (404) 622-4314	Nonprofit	Parole	Residential/ Day Treatment	LS/PA	5 35	90

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HAWAII						
Liliha House 1111 7th Ave. Honolulu, HI 96816 (808) 734-0855	Nonprofit	Prerelease	Residential	LS/PA/PD	20	214
IDAHO						
Boise Community Work Center 2266 Old Penitentiary Rd. Boise, ID 83720 (208) 334-8405	State	Sentenced	Residential	AD/EMP/LS/PD	38	270
ILLINOIS						
Genesis House 911 W. Addison Chicago, IL 60613 (312) 281-3917	Nonprofit	Pretrial	Residential	AD/EMP/LS/PA/PD	5	NA
Jesse "Ma" Houston House 712 N. Dearborn Chicago, IL 60610 (312) 793-7195	State	Prerelease	Residential	EMP	42	549
Maria Shelter 7315 S. Yale Chicago, IL 60621 (312) 651-8372	Nonprofit	Parole/Probation	Residential	AD/EMP/LS/PD	6	120

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Sisterhouse 851 N. Leamington Chicago, IL 60651 (312) 626-0525	Nonprofit	Parole/Probation	Residential	LS/PD	5	180
INDIANA						
Indianapolis Transition Unit 512 E. Minnesota St. Indianapolis, IN 46203 (317) 232-1443	State	Prerelease	Residential	AD/LS/PA/PD	30	60
Indianapolis Work Release Center 512 E. Minnesota St. Indianapolis, IN 46202 (317) 232-1443	State	Prerelease	Residential	AD/EMP/LS/PA/PD	30	214
Marion County Community Corrections/ Volunteers of America 147 E. Maryland Ave. Indianapolis, IN 46202	Nonprofit	Sentenced	Residential	AD/EMP/LS/PD	NA	150
KANSAS						
Women's Recovery Program/ Shawnee County Community Corrections 712 S. Kansas Ave. Topeka, KS 66603 (913) 233-8856	County	Sentenced	Day Treatment	AD/LS/PA/PD	7	730

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KENTUCKY						
Blitz House 1381 Brook Street Louisville, KY 40208 (502) 637-6831	Nonprofit	Prerelease/Parole	Residential	EMP/LS/PD	20	180
Droege House 925 Fifth Ave. Dayton, KY 41074 (606) 291-1043	Nonprofit	Prerelease/Parole	Residential	AD/LS	5	229
LOUISIANA						
Marion Manor 2922 Napoleon Ave. New Orleans, LA 70801 (504) 899-2052	Nonprofit	Sentenced/ Prerelease/Parole	Residential	AD/LS/PD	15	120
MARYLAND						
Alternative Directions, Inc. 2505 N. Charles St. Baltimore, MD 21218 (301) 889-5072	Nonprofit	Pretrial/Sentenced	Day Treatment	AD/EMP/LS/PA/PD	NA	NA

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MASSACHUSETTS						
Charlotte House/ Friends of Framingham 32 Charlotte St. Framingham, MA 02121 (617) 825-3460	Nonprofit	Prerelease	Residential	AD/EMP/LS/PA/PD	15	120
Community Services for Women/ Social Justice for Women 108 Lincoln St. Boston, MA 02111 (617) 482-0747	Nonprofit	Pretrial/Sentenced	Day Treatment	AD/EMP/LS/PA/PD	34	244
Day By Day 80 Board St. Boston, MA 02210 (617) 426-9800	Nonprofit	Pretrial/Sentenced	Day Treatment	AD/EMP/LS/PA/PD	5	180
Neil J. Houston House/ Social Justice for Women 108 Lincoln St. Boston, MA 02211 (617) 482-0747	Nonprofit	Prerelease	Residential/Infants	AD/EMP/LS/PA/PD	15	300
MICHIGAN						
Harbor Light Women's Center 110 W. Grand Blvd. Detroit, MI 48216 (313) 964-6410	Nonprofit	Prerelease	Residential	AD/LS/PD	24	180

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Heartline 8201 Sylvester Ave. Detroit, MI 48214 (313) 923-4200	Nonprofit	Sentenced/Parole	Residential	AD/LS/PA/PD	14	180
One Way House 321 Union NE Grand Rapids, MI 49503 (616) 458-6697	Nonprofit	Prerelease	Residential	LS/PD	5	150
Project Transition 16260 Dexter Detroit, MI 48221 (313) 862-3400	Nonprofit	Prerelease/Probation	Residential/Children	AD/EMP/LS/PA/PD	21	150
Women Arise 13100 Averhill Ct. Detroit, MI 48215 (313) 331-1800	Nonprofit	Sentenced/Probation/ Parole	Day Treatment	EMP/LS/PA/PD	40	NA
MINNESOTA						
Excel 1600 University Ave. Saint Paul, MN 55104 (612) 659-9166	Nonprofit	Prerelease/Parole	Day Treatment	EMP/LS/PD	20	30
Genesis II 3036 University Ave. SE Minneapolis, MN 55414 (612) 348-2762	Nonprofit	Pretrial/Diversion/ Sentenced/Probation/ Parole/Probation Violators	Day Treatment	AD/LS/PA/PD	50	270

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Hidden Ranch 2728 Portland Ave. Minneapolis, MN 55407 (612) 874-8590	Nonprofit	Prerelease/Sentenced	Residential	AD/LS/PA/PD	14	150
Personal Growth Group Hennepin County Prob. Div. A-1100 Government Center 300 S. 6th St. Minneapolis, MN 55487 (612) 348-2319	County	Diversion	Support	LS/PD	15	365
Re-Entry Metro 444 W. Lynnhurst Ave. Saint Paul, MN 55104 (612) 644-1951	Nonprofit	Sentenced/Parole	Residential/Children	AD/EMP/LS/PA/PD	31	120
Women Helping Offenders 310 E. 38th St. Minneapolis, MN 55414 (612) 824-0741	Nonprofit	Probation/Parole	Day Treatment	EMP/LS/PA/PD	30	NA
Woodswomen 25 W. Diamond Lake Rd. Minneapolis, MN 55419 (612) 822-3809	Nonprofit	Parole	Support	LS	NA	12

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MISSISSIPPI						
Friendship Connection 771 N. Congress St. Jackson, MS 39209 (401) 354-8848	Nonprofit	Parole	Residential	AD/EMP/LS/PA/PD	9	90
MISSOURI						
New Lifestyle Program 4000 Loelede Ave. Saint Louis, MO 63108 (314) 531-5391	Nonprofit	Probation/Parole	Day Treatment	AD/PD	35	365
Saint Mary's Honor Treatment Center P.O. Box 267 Jefferson City, MO 65102 (314) 531-5391	State	Parole Violators	Residential	AD/LS	15	90
Saint Vincent's Mentoring Program 922 Park Ave. Saint Louis, MO 63104 (314) 231-9328	Nonprofit	Parole/Probation	Support	LS/PD	3	NA

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MONTANA						
Women's Life Skills Pre-Release Center P.O. Box 30875 Billings, MT 59107-0875 (406) 245-2339	Nonprofit	Prerelease	Residential	LS/PA/PD	12	225
NEW JERSEY						
Camden Urban Women's Center 501 B Cooper St. Camden, NJ 08101 (609) 963-8180	Nonprofit	Parole	Day Treatment	AD/EMP/LS/PA/PD	NA	NA
Essex House 461 Central Ave. Trenton, NJ 07107 (201) 648-7082	State	Prerelease	Residential	AD/EMP/LS/PD	20	275
NEW MEXICO						
Staying Straight Community Corrections 3012 Monte Vista NE Albuquerque, NM 87106 (505) 268-3011	Nonprofit	Diversion/Sentenced	Day Treatment	AD/EMP/LS/PD	12	180

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NEW YORK						
Arbor House Day Program 50 N. Lark Lane Albany, NY 12210 (518) 465-8838	Nonprofit	Sentenced/Probation	Day Treatment	LS/PD	NA	365
Fellowship Center 40 W. 38th St. New York, NY 10018 (212) 768-2640	Nonprofit	Parole	Day Treatment	AD/PA/PD	30	180
Outreach Development Corp. 89-15 Woodhaven Blvd. Woodhaven, NY 11421 (718) 847-9233	Nonprofit	Parole	Day Treatment	AD/EMP/LS/PD	5	365
Project Greenhope 448 E. 119th St. New York, NY 10035 (212) 369-5100	Nonprofit	Sentenced/Diversion/ Parole	Residential/ Day Treatment/Children	AD/EMP/LS/PA/PD	24	180
Providence House 396 Lincoln Rd. Brooklyn, NY 11225 (718) 778-7310	Nonprofit	Parole	Residential	LS/PA/PD	14	180
Steps to End Family Violence 104 E. 107th St. New York, NY 10018 (212) 876-0367	Nonprofit	Prerelease/Parole	Support	PA/PD	30	365

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Womencare 236 W. 27th St. New York, NY 10001 (212) 463-9500	Nonprofit	Parole	Support	LS/PA/PD	29	365
Women's Opportunity Resource Center 50 Clinton St. Hempstead, NY 11550 (516) 483-0336	Nonprofit	Diversion/Probation/ Parole	Day Treatment	EMP/LS/PA/PD	30	180
Women's Residential Resource Center 2528 Main St. Buffalo, NY 14214 (716) 836-3311	Nonprofit	Sentenced/Parole Violators	Residential	LS/PA/PD	11	90
NORTH CAROLINA						
ECO Halfway House P.O. Box 33533 Charlotte, NC 28233 (704) 374-0762	Nonprofit	Prerelease	Residential	AD/LS/PA/PD	20	180
Summit House 608 Summit Ave. #103 Greensboro, NC 27405 (919) 275-9366	Nonprofit	Sentenced	Residential/Children	AD/EMP/LS/PA/PD	20	365

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OHIO						
Ralph W. Alvis House P.O. Box 6868 Columbus, OH 43205 (614) 252-8402	Nonprofit	Pretrial/Diversion/ Sentenced/Prerelease/ Parole	Residential	AD/EMP/LS/PA/PD	12	135
COPE 42 Arnold Place Dayton, OH 45407 (513) 278-8219	Nonprofit	Pretrial/Sentenced/ Prerelease/Parole	Residential	AD/EMP/LS/PA/PD	6	125
Light Center "Outreach to Life" 1972 Morse Rd. Columbus, OH 43229 (614) 846-6645	Nonprofit	Prerelease	Support	AD/LS/PA/PD	NA	NA
Monday Community Correctional Institution 1617 S. Gettysburg Ave. Dayton, OH 45408 (513) 496-7335	State	Sentenced	Residential	AD/EMP/LS/PA/PD	32	134
Pathfinder House 624 S. Main St. Lima, OH 45804 (419) 228-1112	Nonprofit	Probation/Parole	Residential	AD/EMP/LS/PA/PD	15	120
Talbert House for Women 3123 Woodburn Ave. Cincinnati, OH 45207 (513) 961-2236	Nonprofit	Prerelease/Parole/ Sentenced	Residential	AD/LS/PA/PD	19	120

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Talbert House/Pathways 334 McGregor Cincinnati, OH 45219 (513) 241-4440	Nonprofit	Diversion/Sentenced/ Prerelease/ Probation/Parole	Residential	AD/EMP/LS/PA/PD	20	97
Traynor House 1952 Iuka Ave. Columbus, OH 43201 (614) 299-7374	Nonprofit	Pretrial/Sentenced/ Parole	Residential	AD/LS/PA/PD	19	134
OREGON						
ASAP Treatment Services 919 S.W. Taylor 7th Floor Portland, OR 97205 (503) 224-0075	Nonprofit	Sentenced/Prerelease/ Parole	Day Treatment	AD/LS/PA/PD	75	300
Council for Prostitution Alternatives 710 S.E. Grand Ave. #8 Portland, OR 97214 (503) 238-1219	Nonprofit	Pretrial/Diversion/ Sentenced/Probation	Residential/Children	AD/LS/PA/PD	45	540
Office of Women's Transition Services 1120 S.W. 5th, Room 1500 Portland, OR 97204 (503) 248-5374	County	Pretrial/Probation	Day Treatment	AD/LS/PA/PD	75	NA
Our New Beginnings 1814 N.W. Hoyt Ave. Portland, OR 97209 (503) 222-3733	Nonprofit	Pretrial/Diversion/ Sentenced/Parole	Residential/ Day Treatment/ Children	AD/LS/PA/PD	38	90

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Straight Facts 220 High St. S.E. Salem, OR 97301 (503) 588-5289	Nonprofit	Pretrial/Sentenced/ Prerelease/Probation/ Parole	Day Treatment	AD/EMP/LS/PA/PD	20	180
Volunteers of America Women's Residential Center 200 SE 7th Portland, OR 97214 (503) 235-0131	Nonprofit	Pretrial/Sentenced/ Prerelease/Probation/ Parole	Residential/Children	AD/EMP/LS/PA/PD	45	90
PENNSYLVANIA						
Atkins House 305-7 E. King St. York, PA 17403 (717) 848-5454	Nonprofit	Sentenced	Residential/ Day Treatment/ Children	AD/EMP/LS/PA/PD	28	180
Community House for Women 521 W. 7th St. Erie, PA 16502 (814) 459-5853	Nonprofit	Sentenced/Prerelease	Residential/Children	AD/LS/PA/PD	15	180
Program for Female Offenders 3342 5th Avenue Pittsburgh, PA 15213 (412) 682-7380	Nonprofit	Pretrial/Sentenced/ Prerelease/Parole	Day Treatment Residential/Children	EMP/LS/PA/PD	36	134
Program for Female Offenders of the Delaware Valley 4807 Germantown Ave. Philadelphia, PA 19144 (215) 849-0930	Nonprofit	Pretrial/Sentenced/ Parole	Residential	AD/EMP/LS/PA/PD	25	180

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TEXAS						
Mothers Infants Together (MINT) 2710 Avenue J Fort Worth, TX 76105 (817) 535-0853	Nonprofit	Sentenced	Residential/Infants	AD/LS	NA	NA
WASHINGTON						
Helen Ratcliff House/ Pioneer Human Services 1531 13th Ave. S. Seattle, WA 98114 (206) 587-4806	Nonprofit	Prerelease	Residential/Children	AD/EMP/LS/PA/PD	28	180
WASHINGTON, D.C.						
Washington Halfway Home for Women 1816 19th St., N.W. Washington, D.C. 20009 (202) 462-8982	Nonprofit	Pretrial/Prerelease	Residential	AD/EMP/LS/PA/PD	34	90
WISCONSIN						
Affinity House/ Lutheran Social Services 3136 Craig Rd. Eau Claire, WI 54501 (715) 833-0436	Nonprofit	Prerelease/Parole Violators	Residential	AD/LS/PA/PD	10	180

- AD = Alcoholism/Addiction Treatment
 EMP = Employment Services (training and placement)
 LS = Life-Skills Training (job readiness, money management, etc.)
 PA = Parenting
 PD = Personal Development (counseling on life issues, domestic violence, and sexual abuse)

APPENDIX B

COMMUNITY PROGRAMS FOR WOMEN OFFENDERS

PROGRAM	TYPE OF AGENCY	TARGET POPULATION	TYPE OF PROGRAM	SERVICES	AVERAGE DAILY POP.	DURATION (DAYS)
ARC Community Services, Inc. 900 John Nolen Dr. Madison, WI 53713 (608) 257-3628	Nonprofit	Pretrial/Sentenced/ Prerelease/Probation/ Parole/Parole Violators	Residential/ Day Treatment/ Children	AD/EMP/LS/PA/PD	41	120
Horizon House 1869 N. 25th St. Milwaukee, WI 53205 (414) 342-3237	Nonprofit	Sentenced/Parole	Day Treatment/ Residential/Children	AD/LS/PA/PD	12	180
NU Start/ Lutheran Social Services 3628 W. Wright Milwaukee, WI 53210 (414) 444-7887	Nonprofit	Sentenced/Prerelease/ Parole/Parole Violators	Residential	AD/LS/PA/PD	9	120

- AD = Alcoholism/Addiction Treatment
 EMP = Employment Services (training and placement)
 LS = Life-Skills Training (job readiness, money management, etc.)
 PA = Parenting
 PD = Personal Development (counseling on life issues, domestic violence, and sexual abuse)

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