

Female Offender Resource Center  
American Bar Association

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# **female offenders: problems and programs**

NCJRS

JUL 30 1976

ACQUISITIONS

Cover Photo by Bill Powers

**FEMALE OFFENDER RESOURCE CENTER  
National Offender Services Coordination Program  
American Bar Association**

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April 1976



"The only apparent advantage women have over men in America's penal system is that fewer of them are exposed to it."

Kathryn Burkhart,  
*Women in Prison*

## **acknowledgments**

*Female Offenders: Problems and Programs* represent the efforts of many people. Staff of the Female Offender Resource Center prepared drafts and collected photographs from around the country. Substantive comments and suggestions were made by Arnold J. Hopkins, Laurel Rans, Marjorie Velimesis, Kay Harris, Margaret Clark, Jeanne Mozier, Elsie Dennison and Laurie Robinson. Special thanks for their extensive contributions go to Mary Lynn Waclawsky and Sharon J. Winkler. Photographs were provided by Maryland Correctional Institution for Women, *Corrections Magazine*, *Baltimore Sunpapers*, Lynn Davis, Bill Powers, Severa Austin and Jeanne Mozier.

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## foreword

The Female Offender Resource Center was established by the American Bar Association in 1975 to provide national guidance, coordination and clearinghouse services for female offender programs. National response to the initial six-month pilot phase of the Center clearly demonstrated the need and utility for such an effort. As part of the ABA's National Offender Services Coordination Program which is funded by the U.S. Department of Labor, the Female Offender Resource Center is continuing to develop its technical assistance program by:

- identifying promising local, state and federal programs developed for female offenders;
- collecting available research concerning female offenders;
- assisting employment and training specialists in the development of new action projects;
- examining legal issues and policies affecting female offenders; and
- maintaining liaison with national organizations and public interest groups concerned with the needs of female offenders.

During 1976 the Center will be producing several publications which address the female offender—her characteristics, status, treatment, needs and problems. We welcome suggestions and informational contributions. For additional information, contact:

Female Offender Resource Center  
American Bar Association  
1800 M Street, N.W.  
Washington, D.C. 20036

## **preface**

Only minimal attention has been given to the problems and needs of female offenders in the United States. Little has been written; few statistics have been collected; and even fewer projects have been developed or initiated specifically for female offenders, either adult or juvenile. Nearly all of the penal reforms introduced in the last 50 years were aimed at male offenders. And most new programs have allowed women to participate only as an afterthought—if at all.

The female offender has as equal a right to the opportunity for self-improvement as does the male offender. It is with this principle in mind that the Female Offender Resource Center has developed this program guide to encourage public officials, community interest groups, employment and training specialists, and criminal justice planners to initiate action programs for female offenders. The guide is intended to:

- focus attention on the problems of the female offender and the treatment provided her by the criminal justice system;
- suggest the kinds of information which employment and training specialists need in order to develop meaningful projects for female offenders;
- encourage the development of new employment opportunities which are compatible with the social and economic needs of female offenders; and
- provide sources of additional information relating to female offenders.

This publication deliberately stresses employment. The reason is simple. For a significant number of female offenders, the lack of money was a motivating factor in the decision to commit a crime. Profiles of typical female offenders reveal that the majority are poor, under-educated, unskilled, but, nevertheless, supporting themselves and children. Accordingly, most women offenders are caught committing crimes such as shoplifting or passing bad checks. Likewise, many juvenile female offenders have left home at an early age—without job skills to provide financial support for themselves. They too turn to crime as a means of economic survival.

The assessment of problems and needs presented here emphasizes economic self-sufficiency through the develop-

ment of employment and training opportunities for adult and juvenile female offenders. This guide is designed to assist policy makers and program planners in developing those opportunities: the first section provides background information on the problems and needs of the female offender; the second section briefly outlines junctures in the criminal justice process where services can be delivered, highlighting selected programs which currently provide assistance to female offenders; and, the concluding section provides suggested approaches for service program development and activation.

This publication is not a comprehensive plan for female offender programs. At best, it is a concept paper from which such programs can be developed.

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# RAMSEY COUNTY JAIL

VISITORS ENTRANCE  
VISITING HOURS

MEN

WOMEN

MON. 9:00 TO 10:00 A.M.  
3:30 TO 5:00 P.M.

3:00 TO 3:30 P.M.

TUE. 9:00 TO 10:00 A.M.  
3:30 TO 5:00 P.M.

3:00 TO 3:30 P.M.

WED. 9:00 TO 10:00 A.M.  
3:30 TO 5:00 P.M.

3:00 TO 3:30 P.M.

THUR. 9:00 TO 10:00 A.M.  
3:30 TO 5:00 P.M. 3:00 TO 3:30 P.M.  
IMMEDIATE FAMILY ONLY. 18 YRS. OF AGE  
OR OVER. IDENTIFICATION REQUIRED  
BUSINESS ENTRANCE AT REAR OF BUILDING  
KERMIT HEDMAN,  
SHERIFF

Men and women offenders are often treated differently. In some institutions even the visiting hours are inequitable.

## the problem

For years people in the criminal justice system have treated female and male offenders differently. Few have worried about these differences; most have not even been aware of them. It has only been recently that examination of traditional practices has revealed a pattern of distinctively different treatment. The reasons for the *special* treatment have been many:

**Few Numbers.** There are fewer women offenders than men. Approximately one of every five arrested, one of every nine convicted, and one of every 30 persons sentenced to jail or prison is a woman.<sup>1</sup>

**Less Violent Crimes.** Generally, female offenders are arrested for less violent or heinous crimes than men—only one of every ten persons arrested for homicide, robbery, burglary, and assault is a woman—a proportion which has remained relatively constant for the past twenty years.<sup>2</sup> Riots or serious disturbances occur less frequently in female institutions.

**Different Traditional Roles.** Traditionally a woman's role in society has been different from a man's. Many people, including rehabilitation specialists, accept the assumption that a woman is usually supported by a man, is suited only for certain jobs, and, if given a choice, would rather stay home with her children than work.<sup>3</sup>

**Economic Realities.** There are only limited resources available for all offenders—male, female, adult and juvenile. Because of the additional expense of special programs, a simple cost analysis suggests limited funds are better spent on the larger and more troublesome population—male offenders.

A number of national surveys and studies have revealed particular differences in the treatment of male and female offenders. Some of these differences seem to benefit women; others suggest patterns of neglect.

Ten significant differences are:

**Prison and jail facilities.** Because there are fewer women incarcerated than men, many communities and at least four states<sup>4</sup> and the District of Columbia, which have institutional facilities for men, do not have them for women. In these communities there are two options: (1) the women are sent to the nearest female institution,



or, (2) the women are held in a segregated section of a male facility. The first option has the disadvantage of isolating women offenders from their families and communities, which may be several hundred miles from the institution to which they are sent. In the alternative, women offenders confined in male institutions are isolated from the general prison population and usually not permitted to join in special education and job programs. The result is an unwarranted type of solitary confinement. Additionally, the smaller number of women has also meant that the prison facilities which do exist are less specialized: female first-time offenders, juveniles and hard core repeaters are often housed together, a practice which is employed less frequently with the male offender population.

**Vocational training in prisons.** A 1973 national survey of prisons by the Yale Law Review<sup>5</sup> found that men's prisons had an average of 10 vocational training program per institution compared with an average of 2.7 programs in women's prisons. The study also showed that the types of programs offered differed considerably. The men's prisons offered programs in financially rewarding fields like electronics, printing, plumbing, data processing, radio/t.v. repair, welding, and tailoring. In contrast, women's prisons offered housekeeping, cosmetology, food services, nurses aid and secretarial training.

**Children of offenders.** Although between 70 and 80 percent of the incarcerated females have children and approximately half of these mothers are the sole supporters of their children,<sup>6</sup> there are few programs sensitive to the needs of the offenders who are mothers.

In a 1974 survey of 81 federal and state prisons by the Junior League of New York, 39 institutions indicated they did not have any programs for inmates' children.<sup>7</sup> In those responding affirmatively, the programs varied from basic referral services to three which had actual nurseries. Incarcerated mothers frequently face special problems: loss of contact with their children immediately after arrest, with no means of locating them for long periods of time; loss of custody for the mothers who are sole supporters, with the possibility that their children will be placed in foster homes or referred to adoption agencies.<sup>8</sup> The Junior League survey found that of the 727 children under five years of age, 70 percent were being cared for by relatives; 14 percent were in foster homes; and 16 percent were in institutions or released for adoption.

Women offenders under supervision in the community may face similar problems. For example,

probation and parole conditions often require that the offender locate and maintain employment. However, most of the special job training and education programs do not provide child care facilities, which may preclude program participation by offenders who are mothers.

**Work-release programs.** A Southern California Law Review survey in 1974 found that women in California prisons are often not permitted to participate in work release programs.<sup>9</sup> Reasons given in the survey by prison officials to defend the exclusion of women include: there are fewer women offenders than men, so it is not as cost effective to spend limited program funds on women; women are unsuited for work release because they do not have to support themselves or dependents; and, it is more expensive to provide separate housing facilities for women.

**Juveniles.** A majority of juvenile girls in custodial institutions are charged with status offenses such as truancy, running away and incorrigibility—offenses for which adults could not be confined. However, most boys who are institutionalized have been adjudicated delinquent; i.e. the offense they committed would have been criminal if committed by an adult. According to a 1974 study by the National Assessment of Juvenile Corrections Project, nearly 75 percent of the girls detained in juvenile correctional facilities are status offenders, as compared with only 25 percent for boys.<sup>10</sup> This same study also found that girls, detained for less serious offenses, are confined for longer periods of time. Another recent study in New York State revealed that the average reformatory stay for girls was 12 months, compared to 9.3 months for boys.<sup>11</sup>

**Health care.** According to the Yale Law Review Survey,<sup>12</sup> women's prisons are less likely than men's to have a full time medical staff or adequate hospital facilities. In 1974 the Citizens Advisory Committee in Texas also found that incarcerated women did not have easy access to the recommended preventative health measures. The committee reported that no regular pap tests are given and no gynecologist is available on the staff of the Texas Department of Corrections to serve the 650 female inmates.<sup>13</sup>

**Pregnant women in prison encounter special problems.** Most institutions have no health care facilities for either the mothers or newborn children. The Health Law Project of the University of Pennsylvania Law School reported in 1972 that mothers whose babies are born in custody are pressured to give them up for

adoption.<sup>14</sup> A similar study done in Connecticut revealed that prisoners were told parole would be denied unless the children were put up for adoption.<sup>15</sup> Furthermore, in some institutions pregnant prisoners are often denied the right to have an abortion.<sup>16</sup>

**Treatment by the courts.** Using data from a 1962 publication of the American Bar Foundation, researchers Stuart Nagel and Lenore Weitzman revealed in a 1972 study that there are considerable differences in the way women and men are treated during court handling of their cases.<sup>17</sup> The report indicated that a woman is less likely to remain in custody during a pre-trial period, less likely to be convicted once charged, and more likely to receive a shorter sentence than a man. In addition, she is less likely than a man to have an attorney, preliminary hearing, or jury trial. Certain state statutes dictate that women but not men be given indeterminate sentences, which means a woman's sentence in those jurisdictions is potentially longer than a man's for the same violation.<sup>18</sup>

**Pretrial intervention programs.** Approximately 135 communities have established pretrial intervention programs which provide an alternative to incarceration. However, most of these programs initially excluded females because they were few in number and because there was purported administrative difficulty in providing services to females. In the past few years PTI programs have changed their eligibility criteria to include females, although most programs still do exclude those charged with prostitution<sup>19</sup> and in some cases, shoplifting. Since many women fit into these categories, they are, in fact, still being denied pretrial intervention services. In addition, several surveys and reports suggest that many pretrial programs serve women only secondarily, do not acknowledge that women have special problems and program needs, and have predominantly male program staffs which do not work effectively with female defendants.<sup>20</sup>

**Special prison services.** The 1973 Yale Law Review survey<sup>21</sup> found that general support services in prisons—health, counseling, libraries, religious, and recreational—are less available to women than men. In all-female institutions such services are more likely to be totally lacking than in all-male institutions. And in those institutions where women and men are housed in separate sections, the women are often excluded from participation in available programs.

**Different prison structures.** Generally, an advantage of women's prison facilities is that they are smaller and appear more like dormitories than the traditional

high-security facilities built for men. For example, in many women's prisons the inmates have private rooms, are not required to wear uniforms, and have fewer restrictions.

#### WHO ARE THE FEMALE OFFENDERS?

*Offender*, as defined in *Black's Law Dictionary*, is "commonly used in statutes to indicate a person implicated in the commission of a crime. . . ." The definition provided in Section 601(a) of the Comprehensive Employment and Training Act of 1973<sup>22</sup> is perhaps more useful for the purposes of this guide:

Offender means any adult or juvenile who is confined in any type of correctional institution and also includes any individual or juvenile assigned to a community based facility or subject to pretrial, probationary, or parole or other stages of the judicial, correctional or probationary process where Manpower training and services may be beneficial . . .

The statistics on offenders and the types of offenses they commit are imprecise for a variety of reasons. Many crimes are not reported, and many never result in arrest or conviction. Furthermore, the offender population is most frequently described in terms of the arrest figures maintained by the Uniform Crime Reporting (UCR) unit of the Federal Bureau of Investigation; therefore, the term *offender* is used to describe any woman who is arrested, whether or not she is formally charged or convicted, and even if the charges are dropped or she is acquitted.

During a twelve year period from 1960 to 1972, UCR statistics show that the rate of female arrests increased three times faster than the rate for males. The most dramatic increases for women involved property crimes—larceny, embezzlement, forgery and fraud. The greatest increase for both adult and juvenile female offenders was in larceny arrests. In 1953 approximately one of every seven arrests for larceny involved a female; in 1972 the ratio was one of every three.

In contrast to the larceny statistics, the proportion of women arrested for violent crimes—homicide, assault and robbery—has remained constant at approximately 10 percent for the past twenty years.

Despite increases in the arrest rates, female offenders represent a minority at all stages of the criminal justice



Most female offenders are poor, uneducated, unskilled, unmarried, have at least two children, and are minority group members.

process. In 1974 one of every six persons arrested was female.<sup>23</sup> According to the 1970 Bureau of Census report,<sup>24</sup> one of every 10 persons in jail—either awaiting trial or serving sentences of a year or less—was female, and only one of every 35 prison inmates was female. The *Uniform Parole Reports* indicate that in 1973 one of every 16 persons on parole after release from a state prison was female. And according to the U.S. Department of Health, Education and Welfare study of the juvenile justice system,<sup>25</sup> girls represent only 26 percent of the cases disposed of in 1973.

There are several theories about why females make up a relatively small proportion of the offender population.<sup>26</sup> One is that they do, indeed, commit fewer crimes. Another is that the male-dominated criminal justice system tends to protect women—police may be more reluctant to arrest a female, the prosecutor to charge her, and a judge or jury to convict her. There is a corollary theory that the types of crimes women tend to commit are considered less threatening to the community. Even the typical female homicide, for example, is described as a *crime of passion*; women rarely kill strangers. Finally, there is the claim that because women are denied equal job opportunities and economic status they have fewer opportunities than men to commit crimes. These and other factors quite possibly contribute to the differences in the male and female offender populations.

#### SELECTED PROFILES

With few exceptions jails collect only the most basic information on incarcerated females. A 1972 national survey of 135 correctional institutions and 40 halfway houses by the Women's Prison Association found that most institutions did not keep socio-economic information on the women in prison.<sup>27</sup> Another 1972 report, published by the District of Columbia Commission on the Status of Women,<sup>28</sup> found that there was no information published on the length of commitment, types of crimes committed, or the rehabilitative needs of the incarcerated women—information which is essential if effective programs are to be developed. The Commission observed:

The paucity of data on the female offender is only slightly less disturbing than the lack of concern. Neither the criminal justice system nor the public even knows who the female offender is, much less what her needs and problems are.

The information on women incarcerated in state and local facilities which is available indicates that female

offenders profiles differ according to the region of the country. For example:

**Texas.** According to a state Department of Corrections' report in 1974,<sup>29</sup> the following characteristics are applicable to incarcerated adult females in Texas: Black (57 percent); 28 years old (median age); first offender; ninth grade education (16 percent); and, convicted of murder (20 percent). The report further indicates that 69 percent of all incarcerated females are mothers, and 39 percent are married.

**Pennsylvania.** Information provided by the Pennsylvania Program for Women and Girl Offenders<sup>30</sup> reports that the typical incarcerated adult woman has a tenth grade education; is not married (80 percent); and is a mother with dependent children under 18 years of age (60 percent). At Muncy State Prison for Women, the typical inmate has minimal or no occupational skills (90 percent), and was convicted of homicide or a narcotic offense.

**Washington State.** Most adult female offenders confined in Washington, according to an analysis conducted by the Office of Research of the Department of Institutions in 1971,<sup>31</sup> are White; first offenders; have between one and four dependents; were unemployed, on public assistance or only intermittently employed prior to arrest; and were convicted of forgery or larceny. The report also indicates that female offenders, once paroled, are less likely than males to violate conditions of parole.

**Oklahoma.** According to a study conducted by the Department of Corrections in 1973,<sup>32</sup> the majority of women incarcerated are White (57 percent); mothers (74 percent); unmarried (60 percent); first offenders (74 percent); have an eight grade education or less (93 percent); and want to work after release (93 percent).

**South Carolina.** A 1973-74 survey conducted by the South Carolina Department of Youth Services<sup>33</sup> revealed that most confined juvenile female offenders have committed non-criminal, i.e. status offenses (74 percent); are 15 years old (32 percent); perform at a normal grade placement level (53 percent); and were living with both natural parents at the time of arrest. The survey found that 52 percent of the juvenile female offenders are White and 48 percent Black.

**Federal Prisons.** The U.S. Bureau of Prisons reported in 1975<sup>34</sup> that the majority of female offenders in federal prisons are Black (52 percent); not married (91 percent); with dependent children; have either minimal or no employment history (80 percent had a previous salary history of less than \$5,000 per year);

and are incarcerated for drug offenses, larceny or theft. Approximately one-third of the women at Alderson Prison were on welfare prior to incarceration.

A national survey on women in corrections is being conducted by Dr. Ruth Glick for the California Youth Authority to collect data on women in jails and prisons in 12 states. Preliminary indications are that while profiles vary from state to state, most incarcerated women are poor, uneducated, unskilled, minority group members, and have dependents.<sup>35</sup> A first phase final report is expected in Summer, 1976.

The vast number of offenders who are not confined, but still under correctional supervision, are often overlooked in the statistical analyses that are developed. The limited data available provides no breakdown by sex, but indicates that approximately two-thirds of all convicted offenders are on probation or parole.<sup>36</sup> Many questions are left unanswered: *What crimes do women on probation commit? Do they have educational and job skill problems similar to those of the incarcerated female offender? Do they have similar child care responsibilities?*

#### WHAT DO OFFENDERS NEED?

There is also a lack of information about the needs of female offenders—from the perspective of the offenders themselves. The few surveys that have been conducted suggest that their major concerns are their children, adequate health care, and educational or job opportunities.

According to a study published by the Women's Prison Association in 1972,<sup>37</sup> a group of inmates at Rikers Island in New York wanted help finding jobs more than any other form of assistance after release. Due to their lack of self-confidence in obtaining employment, the second most important need identified was help in applying for social service assistance.

A 1969 U.S. Department of Labor survey of women in two federal institutions revealed that one-third of the women who had worked prior to their arrest had earned less than \$60 per week, and half had earned less than \$70. Eighty-five percent of these women wanted job training and 90 percent expected to work after release. In this particular survey, 75 percent of the women had less than an eighth grade education; 80 percent had children; 84 percent were unmarried; and the median age was 30.

Discussion groups were sponsored by the Urban Coalition and the South Forty Corporation at New York's

Bedford Hills Correctional Facility in April, 1974. Although the vocational training at Bedford Hills focuses on sewing prison clothes for the state correctional system, not one of the 20 women participating in the discussions wanted to be a seamstress after release. The jobs they were interested in ranged from secretary to professional guidance counselor, to electrician and telephone repair person.

Twenty-five percent of the 101 women who completed questionnaires in the 1973 Oklahoma study wanted business-related training as secretaries, switchboard operators, bookkeepers, and the like. An additional 25 percent were interested in learning medical skills. Fifteen of the women wanted training in cosmetology and modeling, and eight wanted to learn technical trades such as welding, barbering and meat cutting.<sup>39</sup>



The welding course at the Maryland Correctional Institute for Women is one of the few existing programs which attempts to train and place women in traditionally male jobs where the pay scale is higher.

## promising projects

A variety of projects have been included in the following sections to serve as examples of what can be done to assist the female offender through each stage of her contact with the criminal justice system. Descriptions of projects were reviewed and telephone interviews were conducted to confirm and update information. Each project has a unique mission to demonstrate an effective and efficient way to deliver services to the female offender. The Female Offender Resource Center does not suggest that these programs are the best models or that they accomplish all they claim. They are offered as a guide for program planners and decision makers, not a blueprint.

To help acquaint employment and training specialists with the criminal justice process, brief narratives precede project descriptions. Although the fundamental elements of the criminal justice system are the same throughout the country, employment and training planners will need to familiarize themselves with the particular procedures and terminology employed in their local jurisdictions. Criminal justice planners should be consulted to develop and maintain coordinated planning efforts.

### ARREST

According to the F.B.I.'s *Uniform Crime Report*, 712,254 females were arrested in 1974.<sup>39</sup> For these women, arrest—the initial point of contact with the criminal justice system—is the first stage where assistance may be required.

After a suspect has been *booked*, the police will determine whether to detain her in a local jail or detention center. She may or may not be offered the opportunity to post bail, a form of collateral required to assure her appearance in court.

The next step involves a court appearance. The arrestee appears before a judge who informs her of the charges against her, appoints public counsel (if she is financially unable to retain her own attorney), and makes the second determination of whether the defendant should be detained. If the defendant is released, she may be required to post bail, she may be released on her own recognizance, or placed in the custody of a third party.

An individual may encounter many immediate problems upon arrest. A woman may need someone to inform her employer and explain the circumstances of her arrest so that she does not lose her job. She may need someone to pickup a paycheck or an unemployment check. She may need assistance in obtaining an attorney.

The abruptness of arrest and the uncertainty of detention may cause special problems for the woman with children. If she has no friend or family member who, in her absence, can care for her children, they will be placed in a temporary foster home. For the woman who faces criminal charges and possible conviction, a foster home placement may mark the beginning of a breakdown in the parent-child relationship.

Programs which assist arrested persons with a full range of immediate problems are few in number. Planners should consider an arrest service project as a distinct program possibility or in conjunction with other services.

VISITORS' SERVICES CENTER  
1422 Massachusetts Avenue, S.E.  
Washington, D.C. 20003  
(202) 544-2131

Contact: Ann Cuninghame, Director  
Jan Zuckerman, Supervisor of Volunteers

The Visitors' Services Center (VSC) is a non-profit volunteer organization created to provide services to men and women detained in District of Columbia jails.

When VSC is contacted for assistance, volunteers go directly to the jail to interview the detainee and to gather necessary information on the particular needs of that individual. They serve as a communication link between the detainee and her family and help provide a variety of needed services. They may help locate a babysitter for children at home, or provide another family member with transportation to the jail or to a bail bondsman. In crisis situations they will contact community social service agencies to assist families with such immediate needs as housing, food, or money.

While volunteers do not provide direct professional aid, they will, for example, assist a defendant in obtaining an attorney or in raising bail money. VSC volunteers may continue to work with individuals after release from detention—providing direct assistance in locating employment, housing and other services.

FUNDING SOURCE: District of Columbia Office of Criminal Justice  
Plans and Analysis; Supplemental funds from  
community organizations

DATE OF ESTABLISHMENT: November 1969

PROGRAM COST PER YEAR: \$52,065

1975 REQUESTS FOR ASSISTANCE: 7,110

## PRETRIAL INTERVENTION

Prior to the trial, some defendants—often young, non-violent first-offenders—are given the option to participate in a supervised program of *specified conditions* which, if adhered to, may result in the dismissal of pending charges. Participation in pretrial intervention programs is usually required for a three- to six-month period, during which further prosecution and court action are deferred. Program content varies but usually includes some combination of vocational training, employment services, counseling, educational assistance and referrals in areas including health care, housing, and legal aid. Pretrial intervention is regarded as one means of diverting a person from institutional confinement and offering a defendant the opportunity to avoid the permanent stigma of a criminal record. Until recently, most pretrial intervention programs did not include women. Even today few programs have developed components which specifically address the problems of women.

### DIVERSION OF FEMALE OFFENDERS PROJECT

Justice Resource Institute  
14 Somerset Street  
Boston, Massachusetts 02108  
(617) 723-3750

Contact: Theresa Cader, Director

During the last ten months, the Boston Diversion of Female Offenders Project (DFO) has provided pretrial services to 110 women referred from 10 Boston area district courts. The program is designed to assist female offenders in obtaining community services as well as dismissal of formal charges if the clients perform successfully in the program. DFO provides direct services to clients and is documenting the needs of the women they serve. In order to open-up the job market for their clients, DFO works to establish close ties with the Boston business community.

Women are referred to the diversion project by DFO screeners stationed in the courts. Clients must be willing participants, between the ages of 17 and 22, and have no prior record, excluding traffic violations.

Services are provided to all clients through an advocate who works with them on an individual basis and by other professionally trained DFO staff. Clients draw up a contract of *Agreements and Responsibilities* which outline their commitments to accomplishing personal goals while participating in the program. Each client participates in group counselling sessions; is provided individual assistance by a career developer who helps her explore suitable

employment options and locate housing, day care services, vocational training programs, and financial assistance; is assisted in determining her educational level and in securing admission into appropriate educational programs which interest her; is provided, if necessary, with emergency housing, clothing, food, transportation, and medical assistance; and is referred to appropriate community groups and family and social service agencies to resolve problems affecting her personal life.

Women who, through their own neglect are making no appreciable progress in the program are terminated. If it is determined that progress is being made and contract agreements met, DFO may recommend to the court that (1) while considerable progress has been made, more time in the program is necessary for the client to complete the terms of her contract, or (2) the terms of her contract with the program have been satisfied and criminal charges against her should be dropped.

FUNDING SOURCE: Massachusetts Committee on Criminal Justice  
DATE OF ESTABLISHMENT: February 1974  
SPONSORING AGENCY: Office of the Commission of Probation  
ANNUAL BUDGET: \$104,000

Additional information on pretrial intervention projects which serve women as well as men can be obtained from the following programs:

LEGAL AID SOCIETY DIVERSION PROGRAM

11 Park Place  
New York, New York 10007  
(212) 233-4947  
Contact: Roslyn Lichter, Director

PROJECT INTERCEPT, INC.

2054 University Avenue  
Room 400  
Berkeley, California 94704  
(415) 548-6500  
Contact: Arturo Hernandez, Director

(For Youth)

BALTIMORE PRETRIAL INTERVENTION PROJECT

2500 Entaw Place  
Baltimore, Maryland 21217  
(301) 669-9050  
Contact: Eddie Harrison

## JAIL

Pretrial intervention programs are limited in number and not all defendants are eligible for participation in those programs which do exist. Therefore, prior to trial, the majority of defendants are either released on bail, to the custody of a third party or on their own recognizance, or detained in jail until trial.

Jails are usually maximum security institutions maintained by the city or county. They are designed as detention centers for adult misdemeanants—individuals convicted of crimes punishable by incarceration for one year or less. In addition to sentenced misdemeanants, jail populations are composed of individuals awaiting trial who are either denied bail due to the seriousness of their offense or who are too poor to post bail. A 1970 census of the nation's local jails<sup>40</sup> found that many jails also house convicted felons awaiting sentencing. The census further revealed that 7,800 juveniles were detained in local jails in 1970.

Jails tend to be overcrowded and are often in "abominable physical condition," according to the National Advisory Commission.<sup>41</sup> Staffing of local jails is usually inadequate, and services such as health care are lacking. Due to the diverse and transient jail population, programs which provide employment, training and educational opportunities are difficult to plan and implement.

The 1970 national jail census found that 7,739, or 5.5 percent, of the total adult jail population were female.<sup>42</sup> A 1974 American Bar Association report on Women in Detention revealed that while women share in the general inadequacies of jail facilities and services, they also suffer from special disadvantages caused by the inability of jails to provide even the most limited services to such a small inmate population.<sup>43</sup> In some states where the numbers of women convicted of crimes are not sufficient to warrant a separate women's prison, female felons may be sentenced to local or county jails for terms exceeding one year. In these local facilities women may be segregated from the male population, thus preventing equal access to existing special programs or services. Or women may have no privacy from the predominantly male staff and incarcerated population because a separate section for women does not exist in the jail.

Services which will respond to the particular problems of women are needed in all jails. For example, special provisions are needed to allow mothers and their children to spend time together, and to allow pregnant women access to adequate medical care.



A large proportion of female offenders are detained in jails—most of which are overcrowded and lacking in services.

Arrest statistics indicate that economically motivated crimes involving women are increasing. Consequently, work release programs which provide women with training and employment opportunities are essential if their further involvement in crime is to be discouraged and discontinued. While statistics are limited, metropolitan areas report an increase in the number of female offenders who are drug addicted. Drug counselling and detoxification services are necessary in all correctional institutions.

The following programs are offered as constructive examples of what can be done for women in jail.

STEP-UP PROGRAM  
Suite 203 JANAF Executive Center  
Janaf Shopping Center  
Norfolk, Virginia 23502  
(804) 461-4557  
Contact: Sandra Brandt, Director  
Vince Moretti, Coordinator

Step-Up provides skills training and job placement to women immediately upon their release from county and city jails in three metropolitan Virginia areas.

While training and placement is not restricted to certain fields, the program emphasizes non-traditional job training for women. Prior to their release from jail, women are interviewed by Step-Up personnel to evaluate and discuss their prior work experience and job interests. Based on this information, Step-Up staff inform each woman of the existing available employment options, encouraging her to consider a variety of job possibilities including auto mechanics, broadcasting, upholstery, accounting and landscaping.

Upon her release from jail, Step-Up attempts to place each woman directly in a job or in a skills training program. Placement efforts include contracting for services with local employment and training skills centers; working closely with area prime sponsor representatives so that clients may be placed in local OJT (on-the-job-training) programs; maintaining regular contact with local employer, union programs and central labor councils.

Step-Up is also developing an in-house skills training workshop to provide courses in carpentry, plumbing, tool technology, wall-papering, plastering, electronics, horticulture, painting, and building maintenance. Women who enroll in these courses will receive on-site experience in working with a variety of materials and in solving a variety of related technical problems.

Under the program's current funding, Step-Up is unable to provide supportive services to its clients, but referrals to local social service agencies are made. Given future funding,



the program hopes to develop a component which will assist clients with child care and housing.

Step-Up intends to serve a minimum of 150 women per year at the cost of approximately \$1,000 per client. In addition to working with women in jail, Step-Up also serves women probationers and parolees.

ANNUAL PROGRAM COSTS: \$180,000  
FUNDING SOURCE: Governor's Manpower Services Council,  
Richmond, Virginia  
DATE OF ESTABLISHMENT: October 1, 1975  
SPONSORING AGENCY: Virginia State  
AFL-CIO

Other programs which provide services to women in jail include:

BASIC SKILLS LEARNING LAB/DADE COUNTY JAIL  
c/o Continuing Education Department  
11380 N.W. 28th Avenue  
Scott Hall/Room 110  
Miami-Dade Community College/North Campus  
Miami, Florida 33167  
(305) 685-4524  
Contact: Cecil Harris

EL CENTRO/DALLAS COUNTY JAIL EDUCATIONAL PROGRAM  
Division of Community Services  
El Centro Community College  
Main and Lamar Streets  
Dallas, Texas 75202  
(214) 746-2191  
Contact: Martha Carver

DISCUSSION GROUP/WOMEN'S DETENTION CENTER  
Department of Family and Children's Services  
414 South 8th Street  
Minneapolis, Minnesota 55404  
(612) 340-7444  
Contact: Diana Daehlin

SPOKANE COUNTY JAIL WORK RELEASE PROGRAM  
1100 West Mallon Street  
Spokane, Washington 99201  
(509) 546-5732  
Contact: L. E. Morrison, Work Release Director

WOMEN'S JAIL PROJECT  
101 Plymouth Avenue, South  
Rochester, New York 14608  
(716) 325-1981  
Contact: Annette Arena, Co-Director  
Rev. Merrill Bittner, Co-Director

## ALTERNATIVES TO INCARCERATION

If it is not necessary to confine an offender for the safety of the community, reformists encourage alternative approaches to incarceration on the premise that rehabilitation is more effective and perhaps more economical if it occurs in the community. A 1975 study conducted by the American Bar Association's Correctional Economics Center<sup>44</sup> found annual expenses for women in halfway houses in the District of Columbia to be less costly than for women in the local detention center. The study also concluded that women in community programs have better access to a variety of training programs than do women in prisons, which are usually located in isolated rural areas. The most common alternatives to incarceration are probation and community-based programs.

### *Probation*

One frequently used alternative to incarceration is probation. Rather than commit a woman to an institution, a judge may choose to sentence her to supervised release within the community. If the specific conditions imposed upon the probationer are not met, probation may be revoked and the individual confined. Although probationers require considerable support in order to overcome the habits and circumstances which influenced them at the time they committed an offense, few programs for women on probation exist.

WIDER OPPORTUNITIES FOR WOMEN  
SUPPORTED EMPLOYMENT PROGRAM FOR  
WOMEN PROBATIONERS  
1629 K Street, N.W.  
Washington, D.C. 20036  
(202) 638-4868  
Contact: Andrea Cleaves, Project Director

Wider Opportunities for Women (W.O.W.) operates a supported employment program for women probationers with major emphasis on placing women in non-traditional jobs. The objectives of the program are to provide participants with the opportunity for successful and upwardly mobile employment, and to encourage employers to make available new work opportunities for female offenders.

Participants are screened and referred to W.O.W. by the District of Columbia Social Services Division. The women are trained for work in a variety of areas including

construction, meat cutting, basic electronics, and automotive and major appliance repair. Optimally, W.O.W. tries to arrange for job placement before participants have completed training. Counselors and project administrators provide assistance in arranging for daily child care, health care, housing, and other personal needs.

Adult Basic Education courses are taught daily, and participants are encouraged to obtain a minimum of the General Equivalency Degree during the course of the training program.

Each program participant receives a small expense stipend while training. W.O.W. expects to work with 60 women per year at an estimated annual cost of \$2,700 per participant. In comparison it costs \$23,000 a year to confine a woman in the District of Columbia Women's Detention Center.

A grant from the Ford Foundation is supporting a current evaluation of the Supported Employment Program to examine program design and implementation and to determine its usefulness as a model program for replication elsewhere.

FUNDING SOURCES: The Meyer Foundation, the New World Foundation, the Public Welfare Foundation, the Shaw Foundation, the Strong Foundation, and the District of Columbia Office of Criminal Justice Plans and Analysis.

DATE OF ESTABLISHMENT: June 1974

SPONSORING ORGANIZATIONS: The District of Columbia Superior Court, the Bureau of Rehabilitation and the Laborer's Joint Training Fund.

Other programs which serve women probationers include:

WOMEN'S RESOURCE CENTER  
TREATMENT CENTER  
Suite 605  
706 Franklin Street  
Tampa, Florida 33602  
(813) 223-4997  
Contact: Gregory Firestone, Project Director

MULTI-RESOURCE CENTER, INC.  
1900 Chicago Avenue, South  
Minneapolis, Minnesota 55404  
(612) 871-2402  
Contact: Julie Shaw

### *Community-Based Programs*

Few alternatives to incarceration are available to the

individual who has been found guilty of an offense which has traditionally required confinement. Typically, under such circumstances an offender will be sentenced to spend a given amount of time in a state or federal correctional institution. In an attempt to provide an alternative to imprisonment, programs have been developed to treat the adult and juvenile offender in the community.

Some community-based programs accept the offender directly after sentencing, thereby offering the offender an opportunity to avoid the prison experience. Other community-based programs, commonly referred to as halfway houses, accept parolees or individuals who leave prison on an early work release basis. They are designed to make the transition from prison to community a little less difficult. As part of a movement toward the deinstitutionalization of juvenile offenders, more community-based programs are also being developed for youth.

In addition to being more humane than prison, community-based corrections programs may be more economical.<sup>45</sup> They also provide offenders with more direct access to relevant programs, training, employment and support services.

BAY AREA QUEST PROGRAM, INC.  
2238 Vallejo Street  
San Francisco, California 94123  
(415) 922-7174  
Contact: Sr. Catherine Donnelly, Executive Director  
Sr. Rebecca Rodriguez, Program Director

Quest House accepts women sentenced directly from the courts of San Francisco Bay Area counties for three- to six-month periods. The program hopes to demonstrate that community alternatives to incarceration provide more effective and beneficial experiences for women than prisons by reducing both the rate of recidivism in the house population and the cost to society of rehabilitating the female offender. Quest intends to develop a statistical information base which can be utilized for the further development of similar community-based alternative projects.

Quest assists residents in making arrangements for financial security, housing, employment, or training before they leave the program. All participants while in residence are expected to help maintain the house as well as generate their own income as soon as placement in an employment or training situation can be obtained. While Quest does not provide housing for children, it will assist mothers in finding temporary homes for them. Children may visit their mothers on weekends and, if necessary, will be included in their mothers' counselling sessions.

Medical and dental needs are assessed upon entry into

the program, and the necessary special referrals made.

In its second year of operation, Quest has the capacity to house 20 women. Its founders believe they have developed a more effective and economic method of working with female offenders by assisting them in becoming self-sufficient and self-assured through the acquisition of stable employment and necessary supportive services.

FUNDING SOURCES: Sacramento/San Francisco Office of Criminal Justice Planning (90%) and through private foundations (10%)

DATE OF ESTABLISHMENT: December 1974  
ANNUAL PROGRAM COST: \$165,000

HOPPER HOME  
WOMEN'S PRISON ASSOCIATION

110 Second Avenue  
New York, New York 10003  
(212) 674-1163

Contact: Michele Smollar, Executive Director

The Women's Prison Association (WPA) is a not-for-profit agency dedicated to the reform of the correctional system and the provision of rehabilitative and support services to female offenders and ex-offenders. Its objectives are to assist its clients in acquiring employment stability, economic stability and self-awareness.

WPA operate an 18 bed residential facility, the Hopper Home, which serves women referred from both New York State and federal correctional facilities. In cooperation with the Federal Bureau of Prisons, Hopper Home also administers a work release program designed to offer early return to the community to federal offenders. Residents are offered extensive support services, such as counselling and medical assistance. Until residents receive their first paycheck, they are offered financial assistance to provide for clothing, personal items, car fare and lunch money.

Job placement and training are provided by the WPA through its Project Open Door. Participants receive training in academic and office skills, a weekly stipend, direct experience through on-site work assignments, and a guarantee of employment upon completion of training. Project Open Door accounts for 50% of WPA's annual budget.

The Children of Offenders Project is open to all Hopper Home residents and non-residential clients of the WPA. It is meant to serve as an educational tool for parental role performance and as a vehicle for developing self-worth. The specific problems of individual mothers and the way they relate to their children are dealt with on a personal basis. Group sessions, however, provide general educational

and counselling services and discuss such issues as child custody, development, nutrition and discipline.

FUNDING SOURCES: New York City Mayor's Office, the New York Criminal Justice Coordinating Council, the Federal Bureau of Prisons, the Greater New York Fund, the Helena Rubinstein Foundation and the Van Ameringen, Inc.

DATE OF ESTABLISHMENT: December 1844  
ANNUAL COSTS PER YEAR: \$600,000

SOJOURN, INC.  
142 Main Street  
Northampton, Massachusetts  
(413) 584-1313  
Contact: Dolly Doucette

Sojourn, Inc. is a non-profit corporation designed to serve juvenile female status offenders and adjudicated delinquents in western Massachusetts. Youth are referred to the program by the Regional Department of Youth Services. The objectives of the program are to provide personal counseling and educational and vocational services to adolescent females to assist them in learning to live independently.

Sojourn places youth in local vocational training programs and works with social service agencies in developing job opportunities for its clients. An on-the-job training (apprenticeship) program is currently being developed. In the OJT program ten young women would receive support stipends during a four-week orientation or job readiness period. They will then be placed in an apprenticeship position with a local employer where they will continue to receive a support stipend.

Sojourn's educational component includes high school level tutoring and assistance in preparing for high school equivalency examinations. The program also assists young women interested in continuing their education beyond a high school level. A life management curriculum, offered to all young women in the program, teaches the basic skills for independent living, such as how to balance a checkbook, read a lease, or complete and file income tax forms.

Sojourn makes referrals to local agencies for personal and medical needs and maintains its own residence for some participants. The program stresses personal counselling and is expressly designed to make a long-term commitment to individual youth.

FUNDING SOURCES: Massachusetts Department of Youth Services; Massachusetts Division of Drug Rehabilitation; Massachusetts Department of Mental Health; The Shaw Foundation; Private Donations

DATE OF ESTABLISHMENT: January 1975  
ANNUAL PROGRAM COSTS: \$51,200



Typical training programs for female offenders in prison include sewing, cooking, laundering, cosmetology, cleaning and clerical duties—all low-paying jobs traditionally reserved for women.

Other community-based programs for women include:

ST. AMBROSE COMMUNITY CORRECTIONS CENTER  
 4500 Park Heights Avenue  
 Baltimore, Maryland 21215  
 (301) 383-6594  
 Contact: Juanita Merritt, Director

HORIZON HOUSE  
 1869 North 25th Street  
 Milwaukee, Wisconsin 53205  
 (414) 342-3237  
 Contact: Elizabeth Weiner

GREENHOPE RESIDENCE  
 444 East 119th Street  
 New York, New York 10019  
 (212) 369-5100  
 Contact: Sr. Mary Nerney, Director  
 Mary Elizabeth Fitzgerald, Assistant Director

BLACK WOMEN'S COMMUNITY DEVELOPMENT  
 FOUNDATION JUVENILE JUSTICE PROJECT  
 2119 New York Avenue, N.E.  
 Washington, D.C. 20002  
 (202) 526-8733  
 Contact: Robert Brown, Director

MAGDALA FOUNDATION  
 WOMEN'S RESIDENTIAL TREATMENT CENTER  
 1605 Missouri Avenue  
 St. Louis, Missouri 63104  
 (314) 776-5400  
 ADMINISTRATIVE OFFICES:  
 1129 Penrose Avenue  
 St. Louis, Missouri 63107  
 (314) 652-6004

PRISON

Although opportunities and services provided female offenders through community-based resources have definite advantages, effective services and employment and training programs are also needed for women currently serving sentences of a year or more in state and federal prisons. According to the most recent survey conducted by the Law Enforcement Assistance Administration, 6,684 women were confined in state and federal institutions at the end of 1973.<sup>46</sup>

Most prisons for women offer a limited number of vocational training programs, but those offered frequently do not prepare women for local job opportunities. Work experience in a women's prison typically includes industrial sewing, cooking, cleaning, laundering, cosmetology and

clerical duties—all low-paying jobs traditionally reserved for women.

Many women arrive in prison with few, if any, job skills and usually leave without significantly developing these or other abilities. Prison personnel are not always trained in the skills which they teach, and the training methods and equipment used are often obsolete. Typically, the training is tedious and does not result in a product the laborer can take pride in.

Prisons are usually located in isolate, rural areas, making it difficult for prisoners to receive visits from family and friends. The time spent in prison can be lonely and frustrating, especially for the parent separated from her children. Regulations imposed on inmates make it difficult for them to maintain their self-respect. Consequently, prisoners, often suffering from depression and anxiety, are not always prepared to resume work upon release.

These factors need to be considered by employment and training specialists before planning any program inside prison. Counselling services and job readiness courses are essential components of any successful employment and training program offered inside a prison. Additional supportive services such as adequate medical care and educational and recreational opportunities are also needed if women in prison are to be prepared to assume individual or family responsibility, financial independence, and an active position in the work force after release.

THE PURDY TREATMENT CENTER FOR WOMEN  
Post Office Box 17  
Gig Harbor, Washington 98335  
(206) 858-9101  
Contact: Sue Ellen Clark, Superintendent

The Purdy Treatment Center receives all women in the state of Washington who are convicted felons sentenced to a state correctional institution. Through individualized service, Purdy offers a variety of programs designed to promote the residents' personal growth through their own recognition of self potential.

The Center is similar in design to a community college. It has six living units, each of which house thirty-four women in private rooms. Resident health care is provided by the full-time services of two registered nurses and four licensed practical nurses and the part-time services of one medical doctor, a psychiatrist, and a dentist. Referrals to medical specialists are made when necessary, and drug treatment programs are available to residents on an individual basis.

An estimated seventy percent of the residents at Purdy

have children, and mothers who intend to resume their parental responsibilities upon release are encouraged to visit with their children regularly. Each living unit is equipped with children's books, toys, and a small play area.

Purdy recently initiated a unique pre-schoolers program. Four mornings a week children from the neighboring community come to Purdy for nursery school classes taught by a certified teacher and resident aides (some of whom are preparing to become preschool teachers upon release). On the fifth day of the week children of residents attend the nursery school session. The purpose is to assist resident mothers in overcoming feelings of inadequacy and guilt about their estranged children.

Educational opportunities at the Center are available to all residents based on individual interest and ability. They include remedial education courses; an accredited high school program; general equivalency examinations; and two college courses per quarter taught by staff from nearby Tacoma Community College. *Training release* is also available to residents who need college courses to prepare for their choice of vocation.

Vocational training at Purdy is intentionally limited; residents are encouraged to pursue their training at local vocational schools or through on-the-job-training in the community. Over 75 percent of the women paroled from Purdy have participated in the Center's Work/Training Release Program. Residents on work release are encouraged to make their own decisions and accept responsibility. To assist them in doing so Purdy maintains an apartment complex outside the institutional grounds where women on daily work release reside together. In accordance with their salaries, residents pay rent, purchase their own clothing, and pay for any incurred medical expenses.

Other important components employed by Purdy include a recreational program, a legal services project, and several residents' groups such as the Resident's Council and Black Cultural Workshop.

While the Purdy Treatment Center is not a community-based program, it is an alternative to the traditional American correctional institution. Purdy stresses the importance of positive interaction between the community and the institution while working to improve the community's understanding of the problems of ex-offenders. In an atmosphere which stresses mutual respect, staff work closely with residents in helping them achieve desired goals and in preparing them for return to the community.

INSTITUTIONAL TRAINING PROJECT  
2701 Patapsco Avenue

Baltimore, Maryland 21230  
(301) 242-8903  
Contact: Edward Crouse, Director  
Bessie Gary, Deputy Director

Originally designed for men in Maryland correctional institutions, the Institutional Training Project (ITP) now offers a welding program for residents at the Maryland Correctional Institution for Women (MCIW). Since its establishment in 1972, ITP has trained 85 women as welders and successfully placed 55 percent of them in well-paying union jobs.

A similar program in carpentry was initiated on a pilot basis last year and has since graduated eleven women. Unfortunately, due to the current lag in the housing business, ITP has been unable to place all the graduates.

The 13-week training courses for both welding and carpentry are taught at the institution by experienced union members. An employment counselor visits the program once a week to discuss both job preparation techniques and problems the women may encounter while on the job.

Participants in the program are screened by ITP caseworkers and MCIW staff. To be eligible trainees must be within 10 months of their parole hearing or within three months of release. The estimated annual cost per trainee is \$1,363.

The ITP project has a self-evaluation component based on the program's ability to place women and on the length of time women remain in those jobs after placement.

FUNDING SOURCE: Mayor's Office of Manpower Resources  
DATE OF ESTABLISHMENT: July, 1974  
SPONSORING AGENCIES: Metropolitan Baltimore Council/AFL-CIO  
ANNUAL PROGRAM COSTS: \$470,000

Other prison programs include:

IOWA WOMEN'S REFORMATORY WORK RELEASE PROGRAM  
Rockwell City, Iowa 50579  
(712) 297-7521  
Contact: Ted Wallman, Superintendent  
Joy Merrill, Work Release Coordinator

UTAH STATE PRISON  
WOMEN'S FACILITY JOB READINESS PROGRAM  
P.O. Box 250  
Draper, Utah 84020  
(801) 571-2300  
Contact: David Franchina, Director; Women's Facility

NEBRASKA CENTER FOR WOMEN  
MOTHER OFFENDER LIFE DEVELOPMENT PROGRAM (M.O.L.D.)  
York, Nebraska  
(402) 362-3317  
Contact: Jacqueline Crawford, Superintendent

WOMEN IN PRISON HEALTH PROJECT  
American Cancer Society  
San Bernadino County Unit  
1438 East Highland Avenue  
San Bernadino, California 92404  
(714) 882-3791  
Contact: Susan Harris, Director

WOMEN'S PRISON LEGAL AID PROJECT  
NEW YORK LAW CLINIC  
80 Fifth Avenue, Room 1502  
New York, New York 10011  
(212) 924-3200  
Contact: Barbara Swartz

LITERACY VOLUNTEER PROGRAM  
Bedford Hills Correctional Facility for Women  
Bedford Hills, New York 10507  
(914) 666-2138  
Contact: Maureen Sullivan, Coordinator

FEDERAL REFORMATORY FOR WOMEN  
EDUCATIONAL-VOCATIONAL PROGRAMS  
Box A  
Alderson, West Virginia 24910  
(304) 445-2901  
Contact: Virginia McLaughlin, Warden

WEST VIRGINIA PRISON FOR WOMEN  
FARMING PROGRAM  
Pence Springs, West Virginia 24962  
(304) 466-1720  
Contact: Jack Nester, Superintendent  
Jean Jones, Assistant Superintendent

## PAROLE

Prior to completing her prison sentence, an offender may be granted supervised early release by the local Parole Board. In order to be eligible for parole, the incarcerated female must demonstrate that she is ready to accept the responsibilities that accompany release. If parole is granted, the parolee is required to abide by the conditions stipulated in the release. She may be required to secure employment, or be prohibited from associating with other individuals who have criminal records, including close friends or family members. Failure to meet the conditions of release can lead to the revocation of parole status.

According to the *Uniform Parole Reports* released by the National Council on Crime and Delinquency,<sup>47</sup> as of June 30, 1974, 7,429 women were on active parole status in the United States. An estimated 2,000 women are granted parole status each year.

MUTUAL AGREEMENT PROGRAMMING FOR WOMEN  
DIVISION OF CORRECTION  
2100 Guilford Avenue  
Baltimore, Maryland 21218  
(301) 383-2212  
Contact: Ronald Drechsler, Director  
Patricia Ray, Training and Employment Specialist

Mutual Agreement Programming (MAP) is a negotiated plan for early release designed to prepare prisoners for successful community adjustment. Prior to the time an individual is eligible for parole, her needs, strengths and weaknesses are assessed by a MAP coordinator, a counselor, and the inmate herself. Based on this assessment, the inmate prepares an individual plan of specific programs (e.g. educational training or vocational training) and objectives which she agrees to complete within a given time frame. The plan is then negotiated with institutional staff and the parole board. During these negotiations the Division of Corrections agrees to provide the inmate with specific services which will assist her in completing her agreement. Upon successful completion of her agreement, the MAP coordinator will certify that the woman is to be released on the date specified at the time of the contract negotiation. The woman will not be required to appear before her parole board again.

The MAP agreement is seen as a means of giving an inmate responsibility for her own actions while involving her in the decision-making process that determines the conditions of her release. The crucial element of the program is the fixed parole date contingent upon successful completion of the agreement.

In Maryland, MAP is now available to residents of the Maryland Correctional Institution for Women (MCIW) in Jessup. To qualify for MAP, residents must be within two years of their first or next parole hearing. MAP also includes residents of St. Ambrose, a new community-based corrections center for women in Baltimore, referred to previously in this publication.

An additional component of the MAP program for women in Maryland is the voucher system. The amount of money issued to each woman in the voucher program is based on individual need. With these vouchers, participants can purchase additional training, education, or any other legitimate support service directly relating to *rehabilitation*. Vouchers may also cover the cost of such services as child care, medical treatment, transportation to and from work or school.

Every woman, whether a resident of MCIW or St. Ambrose, will be on parole, and a follow-up study on all participants will be conducted for one year. Employment

related data will be compiled for purposes of evaluation. MAP in Maryland hopes to provide services to approximately 100 women during its first year of operation.

FUNDING SOURCE: Governor's Commission on Law Enforcement and Administration of Justice  
DATE OF ESTABLISHMENT: April, 1975  
SPONSORING AGENCIES: The Governor's Commission on Law Enforcement and Administration of Justice, State Board of Parole, the Division of Parole and Probation, and the Division of Corrections under the Maryland Department of Public Safety and Correctional Services

ANNUAL PROGRAM COSTS: \$200,000  
For additional information on projects for women on parole, contact the following programs:

MUTUAL AGREEMENT PROGRAMMING FOR FEMALE OFFENDERS  
Massachusetts Parole Board  
Leverett Saltonstall Building/Government Center  
100 Cambridge Street  
Boston, Massachusetts 02202  
(617) 727-3281  
Contact: Daniel Nacamoto  
Marian Hyler

MAP for women in Massachusetts has been developed but not yet implemented due to lack of funding.

WOMAN TO WOMAN  
935 E. Broad Street  
Columbus, Ohio 43205  
(614) 235-0936  
Contact: Nancy Linscott

#### UNCONDITIONAL RELEASE

While some prisoners are paroled before completing their sentence, others simply do their time and are released at the expiration of sentence. Upon release the ex-offender faces another difficult period of adjustment. As noted earlier, few women acquire employable skills and relevant work experience while in prison. And while community programs which provide employment and training opportunities are growing in number, few focus on the needs of the ex-offender—particularly the female ex-offender.

Ex-offenders face employment discrimination in many fields and trades. They are automatically barred from certain jobs because of laws and regulations on occupational licensing. Additionally, some employers will not re-hire even the best employee if she has a criminal record.

In order for women to survive in the community without returning to crime, they need to secure employment they can afford to maintain. If they obtain jobs which pay them little more than a welfare check, chances are they will again become dependent on crime as a lifestyle. These women need to be given employment options in well-paying fields, including those traditionally predominated by men. Not all women will be interested in nontraditional jobs, but the opportunity should be afforded those who do wish to enter that market. For both these women and the women who would prefer more traditional jobs, training opportunities are needed.

Above all else, a woman returning to the community from prison needs support. Assistance and encouragement from the community, citizens groups, or individuals who care can be the strongest factors leading to successful return.

CO-WORKERS DEVELOPMENT CORPORATION  
50 Court Street  
Brooklyn, New York  
(212) 834-4670  
Contact: Vivian Walker Smith, President

Co-Workers Development Corporation (CDC) is a not-for-profit organization which offers job training and opportunities for short- and long-term employment to men and women handicapped in obtaining and maintaining jobs because they lack job skills, work experience or work habits—including ex-offenders. One objective is to reduce recidivism.

Jobs and on-the-job training are currently offered in food services, sewn products production, communications, handcrafts, and clerical fields. Salaries for provisional interns begin at \$2.30 an hour and are increased according to individual performance.

Supportive services, including health and educational referral, financial and housing assistance, legal and service agency liaison, and person and family counselling, are available as needed.

CDC serves approximately 1,000 clients per year, about 60 percent of whom are women. The average number of interns on salary at any one time is 150.

FUNDING SOURCE: New York Criminal Justice Coordinating Board  
of the Law  
DATE OF ESTABLISHMENT: December, 1973  
ANNUAL BUDGET: \$1,500,000

PENNSYLVANIA PROGRAM FOR WOMEN AND GIRL OFFENDERS  
PITTSBURGH BRANCH/SERVICES FOR WOMEN OFFENDERS  
906 Fifth Avenue  
Pittsburgh, Pennsylvania 15219  
(412) 281-7380  
Contact: Charlotte Ginsburg  
June Rodgers

Pittsburgh Services for Women Offenders is a job placement/job development project serving both incarcerated women and women on probation and parole. Employment services offered range from pre-release employment counselling for women at the Allegheny County Jail to apprenticeship placement for women probationers and parolees in non-traditional jobs. Project staff and volunteers assist clients in locating housing and child care facilities, and offer tutoring in math and reading in preparation for G.E.D. examinations.

Of the 412 women the Pittsburgh Branch has served in the past eighteen months, 75 have been placed in jobs or training. Services to those women have cost \$1,853 per client. The services provided to the remaining 337 women cost the program approximately \$340 per woman. According to the Pennsylvania Program for Women and Girl Offenders, it costs \$13,000 annually to confine a woman at the State Correctional Institution at Muncy, Pennsylvania.

FUNDING SOURCES: Governor's Justice Commission and local businesses and foundations  
DATE OF ESTABLISHMENT: April, 1974  
SPONSORING AGENCY: Allegheny County Court of Common Pleas  
ANNUAL PROGRAM COSTS: \$119,990

Other programs and organizations offering assistance to ex-offenders after release include:

PRIVATE CONCERNS, INC.  
477 Madison Avenue  
New York, New York 10022  
(212) 644-1630  
Contact: Barbara Taylor

CENTERING EVERYWOMAN'S CAREER AND LIFE DEVELOPMENT  
944 Market Street, Room 608  
San Francisco, California 94102  
(415) 391-3206  
Contact: Rebecca Sandridge

TRANSITIONAL CENTER FOR WOMEN  
1842 Court Avenue  
Memphis, Tennessee 38104  
(901) 276-4487  
Contact: Suzanne Murphey



ALAMEDA COUNTY EX-OFFENDER SKILLS BANK  
1925 Brush Street  
Oakland, California 94612  
(415) 464-1246  
Contact: Don Norton

THE FORTUNE SOCIETY  
29 East 22nd Street  
New York, New York 10010  
(212) 677-4600  
Contact: Jeannette Spencer, President

ODYSSEY HOUSE  
208-210 East 18th Street  
New York, New York 10003  
(212) 260-3300  
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407 South Dearborn Street  
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The most neglected female offenders are juveniles, women on probation, and those with drug and alcohol-related problems.

## where do we go from here?

Every female offender automatically has two strikes against her. She is female and she is an offender. The odds of her successful *rehabilitation* are formidable.

Because she is *female* she suffers from a number of well-documented discriminatory practices which affect all women who want to work—less pay for equal work; less opportunity to enter the better paying blue-collar job market; more credit problems; less access to advantage of veterans preference; and fewer support services such as child care to allow her job flexibility.<sup>48</sup>

Because she is an *offender* she suffers from the prejudice of prospective employers; she is blocked from obtaining a license for many occupations; she is considered *unqualified* in the language of much civil services legislation for state and city employment; and she has problems in all jobs which require bonding—a form of insurance utilized to indemnify employers for loss of money or other property.<sup>49</sup>

Because female offenders are fewer in number and easier to ignore, they are in a worse position than male offenders; and because they are offenders, they are in a worse position than other women. Additionally, profiles of the *typical* female offender suggest that she has several obstacles to overcome.

Because she is *poorly educated* she finds it difficult to be accepted into higher paying jobs or into training or apprenticeship positions where she could earn enough money to support herself.

Because she is a *mother* and the sole supporter of her children she frequently cannot secure employment until she is able to make day care arrangements.

Because she is a *minority* member she has to cope with racial and cultural prejudice.

Because she is *poor* fewer community or family resources are available to help her train for a better job or attend school.

Because she is *without job skills* her employment options are limited.

Any one of these problems can serve as a disability to an individual, but the combination is overwhelming. The female offender simply has too many strikes against her.

## OUTLINE FOR ACTION

Before projects and services for female offenders can be implemented, certain information must be developed and evaluated to insure program effectiveness.

**Needs Assessment:** Basic information on women should be gathered locally to determine the needs of female offenders and ex-offenders. This survey should be conducted in a minimal amount of time by local government employees (e.g. probation officers, parole officers, state criminal justice planners) or by local women's organizations (e.g. the Commissions on the Status of Women). The sample of women surveyed can be restricted by collecting information on women on probation over a given period of time (e.g. January 1, 1976 through December 31, 1976) or by surveying women in the local jail or prison on a given day of the year.

In conducting a survey of this nature, two things should be kept in mind: (1) the statistics being gathered represent information about *people* and the individuality of those people should always be considered; and (2) the ultimate objective of the survey is program action.

A standardized checklist including the following information on each client should be developed:

- Name
- Age
- Race
- Place of residence (City/Town/County)
- Place of Birth
- Offense
- Previous offenses committed
- Date of arrest
- Date of detention (if applicable)
- Place of detention (if applicable)
- Date of hearing
- Date of release from detention
- Date of trial
- Court action
  - Case dismissed

- Sentenced
- Probation
- Imprisonment
- Length of sentence
- Terms of sentence
- Date of imprisonment (if applicable)
- Place of imprisonment (if applicable)
- Date of release (if applicable)
- Status of release
  - Pre-parole
  - Parole
  - Unconditional
- Marital Status
- Number of children
- Ages of children
- Was client responsible for her children at the time of her arrest
  - detention
  - imprisonment
- Who was responsible for children during arrest,
  - detention
  - imprisonment
- Education level
- Employment history
- Was client employed at the time of her arrest,
  - detention
  - imprisonment
- Does client intend to work in the future?
- What kinds of employment training is she interested in/qualified for?
- Medical history
  - Any special medical problems?
    - mental
    - physical
  - Any history of drug abuse or alcoholism

**Analysis:** Once this basic information has been collected, a simple analysis should be conducted to determine the range of programs which the community needs. Program needs will vary among communities, and should be designed to serve a specific population based on the results of the local survey. A range of coordinated programs may be required to meet a variety of needs.

**Planning:** In designing an employment and training program for women offenders, planners should first examine the local job market and compare available jobs to the employment histories of the women they intend to serve. They should further examine the income needs of their prospective clients, relating needs to existing job possibilities.

Existing programs for male offenders should be re-examined as potential models and expanded, if appropriate, to include females. Existing programs for women should be re-evaluated to correct any deficiencies in the delivery of services.

Coordinated efforts of criminal justice and employment planners, corrections departments and other service agencies must be developed and maintained to avoid duplication of effort and to insure cost effectiveness.

Existing community resources which can be utilized to compliment program services should also be identified. These resources might include local vocational training or apprenticeship programs, women's medical clinics, day care facilities, adult education programs, continuing education programs at local universities, legal aid projects, and counselling services.

**Implementation:** A successful program for women and girl offenders should involve the local community at both the planning and development stage. Administrators should employ staff, including ex-offenders, who demonstrate sensitivity to the needs and problems of the clientele. In addition, each project should attempt to include as many of the following components as possible or to develop an effective referral system:

*Health care services*

- Physical examinations for all clients upon entry
- Referral to medical specialists (e.g. gynecologists)
- Capability to handle drug and alcohol abuse problems

*Employment and training services*

- Job preparation (counselling, group seminars etc.)
- Job development
- Job placement
- Referral to on-the-job training and apprenticeship programs
- On site programs (training, job readiness)

*Educational services*

- On site tutoring
- Referral to existing community programs
  - Adult Basic Education
  - Higher Education

*Child Care services*

- On site child care facilities
- Referral to day care programs
- Referral to child counselling services
- Referral to babysitter services

*Housing*

- Program residence for women who would like to share living situation
- Assistance in locating independent housing
- Referral to other agencies who assist in this area

*Seminars*

- Discussion of particular subjects (renting an apartment, banking, child care problems, legal

problems etc.)  
Support groups

**Evaluation:** A good program will measure its success regularly by determining if it is serving the participants' needs. A comprehensive evaluation strategy must be developed at the outset, including such performance measures as the number of training, employment and educational elements provided, the number of successful placements, the length of time participants remained in training or on the job, and the cost effectiveness of the program. Impact measures which can also be evaluated are recidivism rate and training and career advancement.

A clear statement of program objectives should be specified at the end of the planning phase. These objectives must be stated in quantifiable form for measurement during evaluation. An evaluation follow-up should be maintained for a reasonable period of time and for no less than one year.

#### AREAS OF NEED

The review of existing projects for female offenders suggests that certain general areas require future attention.

**Women on probation:** Although the major portion of women convicted of a crime are on probation, there are few programs specifically designed to provide employment and related services to women on probation. At best, most probation departments managed by the courts or by the department of corrections monitor whether the probationer has a job.

**Juveniles:** Special community-based programs which stress employment, vocational training, job preparation, education, personal counselling and independent living are needed for young women between the ages of 13 and 18. Program planners and employment and training specialists should also consider the different needs of female status offenders and adjudicated delinquents.

**Employment clearinghouse services for offenders and ex-offenders:** In most communities offenders and ex-offenders have no central place to turn to for assistance in locating a job. Not all employment agencies are sensitive to the particular problems of ex-offenders and especially to the problems of women ex-offenders. The development of a skills bank or employment clearinghouse service for offenders would be an asset to

every major community.

**New careers:** Rather than providing only traditionally female training and jobs, there is a need to expose female offenders to a full range of occupational opportunities. The relationship between certain jobs and salary levels needs to be emphasized. Given the traditional cultural basis and attitudes of many women offenders and ex-offenders, the task of having them realize their potential in non-traditional areas may be a difficult one.

**People-to-people programs:** To survive in the community without returning to crime, the typical offender—male or female—will require a lot of support and understanding from people who care. An advocate in the community can help cut through some of the red tape, can provide assistance in locating such services as housing, health care, legal assistance, etc. and can help in working out some personal problems.

**Drug and alcohol-related programs:** Few programs for female offenders appear to have adequate services to meet the needs of women with drug and alcohol-related problems. Halfway houses and other community based programs which are designed to help prepare women for work and place them in employment and training situations need to develop program components which offer individualized assistance and support to women with drug histories.

Additionally, the prescription of amphetamines and barbiturates to women in prison and jail should be examined locally—for the affect it may have on an individual's ability to work or develop work habits.

#### AVAILABLE RESOURCES

A variety of resources exist which can assist program planners and employment and training specialists. This section includes a listing of state and national organizations with special expertise on the problems of offenders, particularly female offenders. It also includes suggested reading and other sources of information on the female offender.

##### *Comprehensive Employment and Training Act*

The Comprehensive Employment and Training Act of 1973 (CETA) identifies the offender population as a special target group and provides state and local funds

for program development and coordination. For information about local agencies participating in CETA, contact the office of the chief elected official in your city or county. For information on state-wide CETA programs, contact the governor's office for referral to the appropriate agency.

##### *State Criminal Justice Planning Agencies*

State Criminal Justice Planning Agencies (SPA's), funded through the Law Enforcement Assistance Administration, are responsible for planning and supporting programs designed to meet the criminal justice needs of a particular community. They are another source of information, ideas and funding. For referral to the state criminal justice planning agency, contact the governor's office. For a complete listing of SPA's, contact:

National Conference of State Criminal  
Justice Planning Administrators  
Suite 204  
1909 K Street, N.W.  
Washington, D.C. 20006

##### *Commissions for Women*

Other valuable resources are state or local Commissions on the Status of Women. Some commissions already have task forces designated to work on the problems of female offenders. For a listing of the Commissions for Women by state contact:

National Association of Commissions for Women  
Room 831  
One Dupont Circle  
Washington, D.C. 20036  
(202) 833-4691  
Contact: Emily Taylor

##### *Other National Resource Organizations*

National Pretrial Intervention Service Center  
American Bar Association  
Second Floor  
1800 M Street, N.W.  
Washington, D.C. 20036  
(202) 331-2255  
Contact: Frank Jasmine

National Clearinghouse on Offender Employment  
Restrictions  
American Bar Association  
Second Floor  
1800 M Street, N.W.  
Washington, D.C. 20036  
(202) 331-2250  
Contact: James Hunt

U.S. Department of Labor Women's Bureau  
Room S3311  
Second & Constitution, N.W.  
Washington, D.C. 20010  
(202) 523-6643  
Contact: Elsie Dennison

National Youth Alternatives Project  
1830 Connecticut Avenue, N.W.  
Washington, D.C. 20009  
(202) 785-0764  
Contact: Cheryl Weiss

National Organization for Women  
Criminal Justice Task Force  
212 Clark Street  
Houghton, Michigan 49931  
Contact: Geri Kenyon

Association of Programs for Female Offenders  
c/o Jo Ann Morton  
South Carolina Department of Corrections  
P.O. Box 766  
Columbia, South Carolina 29202  
(803) 758-6564

### *State Organizations*

State organizations working in behalf of women  
offenders:

*Alabama*  
Alabama Committee for Community Based  
Corrections for Women  
Catholic Social Services  
404 Government Street  
P.O. Box 759  
Mobile, Alabama 36601  
(205) 438-1603  
Contact: Sr. Rosemary Winder

*Colorado*  
Colorado Coalition on Women in Criminal Justice  
1545 Fremont Place  
Denver, Colorado  
(303) 893-3534  
Contact: Sandy Carruthers

*Illinois*  
Chicago Women's Prison Project  
c/o Chicago Women's Liberation Union  
2748 N. Lincoln  
Chicago, Illinois 60614  
(312) 929-1880  
Contact: Rochelle Diogenes

*Maryland*  
Task Force on Women Offenders in Maryland  
1002 Mondamin Concourse  
Baltimore, Maryland 21215  
Contact: Ersell Y. Porter

*Minnesota*  
National Association of Women Helping Offenders  
834 N. 7th Street  
Minneapolis, Minnesota 55411  
(612) 824-8268  
Contact: Marilyn Catt

*Missouri*  
Missouri Coordinating Council for  
Female Offenders  
c/o Marian Ohman  
606 Kuhlman Court  
University of Missouri  
Columbia, Missouri  
(314) 882-8286

*Montana*  
Montana Committee on Women and the Criminal  
Justice System  
Women's Resource Center  
University of Montana  
Missoula, Montana 59801  
Contact: Linney Wix, Judy Smith

*New York*  
New York Women in Criminal Justice  
c/o Polly Feingold  
New York Urban League  
55 Fifth Avenue  
New York, New York 10003

*North Carolina*  
Action for Forgotten Women  
1601 Sedgefield Street  
Apartment E  
Durham, North Carolina  
Contact: Brooke Whiting

*Ohio*  
Community Based System for Female Offenders in  
Ohio  
3138 Bishop Street  
Cincinnati, Ohio  
(513) 221-6204  
Contact: Jo Garber

*Pennsylvania*  
Pennsylvania Program for Women and Girl  
Offenders  
1530 Chestnut Street  
Philadelphia, Pa. 19102  
(215) 563-9386  
Contact: Margery Velimesis

*South Carolina*  
Task Force on Women Employers and  
Women Offenders  
P.O. Box 766  
Columbia, South Carolina 29202  
Contact: Janice Fay

*Texas*  
Women in Action  
Criminal Justice Division/Jail Committee  
625 W. Alabama #4  
Houston, Texas 77006  
(713) 526-5547  
Contact: Frances Snedeker

*Washington*  
Women Out Now Prison Project  
Box 22199  
Seattle, Washington  
Contact: Theresa Williams

*Wisconsin*  
Wisconsin Program for Women and Girl Offenders  
1015 N. Ninth Street  
Milwaukee, Wisconsin 53233  
(414) 271-0135  
Contact: Sr. Rita Martin

## OTHER SOURCES OF INFORMATION

Bibliographies on the female offender are available through:

The National Criminal Justice Reference Service  
Post Office Box 24036  
Southwest Post Office  
Washington, D.C. 20024  
Contact: Ann Hooper

## TWO SPECIAL READINGS

*Women in Prison*, by Kathryn Watterson Burkhart,  
Doubleday, Garden City, New York, paperback edition,  
\$1.75.

*Women and Crime*, by Rita Simon, Lexington Books,  
Lexington, Massachusetts, \$12.50.

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3. National Prisoner Statistics, "Prisoners in State and Federal Institutions for Adult Felons" (Washington, April, 1972), Bulletin No. 47.
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30. Adler, F. *Sisters in Crime* (New York: McGraw Hill and Co., 1975).
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"It's just impossible and illogical that you take a person away from normal society and put them in an abnormal society and expect them to adjust to the community."

Bennett Cooper, Ohio  
Commission of Corrections,  
quoted in *Women in Prison*

# END