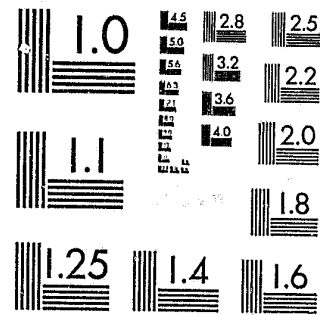


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# Female Offenders in the Eighties

a continuum of services

82801

Virginia Department of Offender Rehabilitation

FEMALE OFFENDERS IN THE EIGHTIES:  
A CONTINUUM OF SERVICES

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ACKNOWLEDGEMENTS

Three years have now passed since this agency first became involved in the substantial task of analyzing the needs of women committed to Georgia's correctional system. During that time managers and staff in every Division have contributed time, knowledge, and experience to ensure that the plan was people-centered, that is, that it focused on the human service needs of the women, while also retaining a realistic sense of what was possible in this state at this time. Thus, FEMALE OFFENDERS IN THE EIGHTIES: A CONTINUUM OF SERVICES articulates an agency vision.

The temptation is strong to acknowledge each and every person who had a hand in conceptualizing or producing this plan, but that would require another whole document. However, even though this revision of the 1979 plan is co-authored by two staff people who were centrally involved in that first effort, it does seem important to acknowledge once again those individuals whose thinking is represented in this document.

The Office of Women's Services, under the aegis of Janet Valente, was responsible for directing the project. The planning staff of 1979 worked in concert with the office in researching, writing, and formatting various components of the document. Elaine DeCostanzo and Chuck Topetzes, principal planners for the project, shared responsibility for collecting and analyzing information about the women, coordinating the planning process itself, and committing to paper the thinking of the group. Ms. DeCostanzo then edited and stylized both the document's content and format.

Anita Stewart, Meg McCallum, and Linda Harrington developed and researched the components of the service continuum after brainstorming sessions with the varied agency personnel noted above. Linda Lyons subsequently assisted in researching several of the components.

Judy Hadley from the Office of Research and Evaluation unraveled the mysteries of the computerized data about the women so that we less technical staff would have some basic client information. Her efforts were matched by those of Anne Crews during this second revision to ensure our continued accuracy.

The actual document production is almost entirely the work of Andrea Smith who learned to commune with the Univac especially for this project.

By the time the document was completed every Division had participated in some significant manner. But a plan is, after all, only a collection of thoughts until managers turn it into reality. A most important kudo thus goes to departmental administrators who accepted the challenge of supporting and promoting this continuum of services.

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PREFACE TO THE SECOND EDITION

One of the more interesting tasks given to a researcher or planner is writing an update to an original effort. The assignment provides a rare opportunity to gauge the substantive achievements of an organization. Were the original goals realized? Were they even attempted? In the case of a service delivery system, have the clients so changed that the model is no longer viable?

The 1979 presentation of this service continuum for female offenders suggested a gradient of fifteen program components: ten in the area of probation; one, a new institution; and the remaining four, in the area of post-institutional services. At the first writing of this plan, only one component was fully functional in probation services, although several others were either being discussed or, in the case of the first women's diversion center, about to become a reality. Two years later five components are in place with the potential of additional replication, and three of the other five are undergoing serious consideration.

The new institution was not funded by the Georgia Legislature, but a housing unit of 100 more beds will be added to the existing facility to address both the overcrowded prison itself and the backlog in local jails. Many of the more serious program deficiencies at the institution cited in 1979 have been resolved. Parent/child relationships are supported by a Sesame Street program. Women with substance abuse problems have access to an in-house therapeutic community. Mental health services are in the first stages of implementation. And in the area of vocational training a self-directed career exploration module has been added to the program.

Of the cluster of four post-institutional components, the classic transitional center with a four-month pre-release program has undergone a transformation. The new program design accommodates those women with up to two years left to serve, but who pose no security risk to the community. Equally as important is the decision to process women convicted of misdemeanors directly into a community residential center, bypassing the prison entirely--a concept presented in the 1979 plan.

In short, the original goals were not only attempted, they were substantially realized. The women themselves have not changed much in three years; they continue to be people in need of academic skills, vocational training, some acceptable way to support themselves and their dependents. They continue to engage in the same range of human relationships, some of them potentially destructive, all of them in need of deeper comprehension. Some of them have special needs: developmental disabilities that require special education instructors, physical handicaps requiring occupational therapy.

As the system itself becomes more sophisticated, it must also become more responsive, both to the individual offender and to the community from which she comes. The diversity of her human development needs must elicit an increasingly diverse array of programs and services designed to meet those needs. In one way that level of system responsiveness fulfills the system's responsibility to the citizenry.

In another way, however, the relationship of the system to society is much more complex. The society indeed has a right to expect that a law-breaker will make restitution in some way--with money or with time. Yet that society thereby agrees implicitly to accept that person back into its midst after the debt is paid. The system must, therefore, not only provide the locus for that payment, but must also be willing to engage in the public education about those offenders necessary to smooth their transition back into the free world. In the estimation of this research and planning team, therein lies the next vital challenge of the 80's for Georgia corrections.

EXECUTIVE SUMMARY

Economic independence. The words themselves conjure a vision of American cultural tradition firmly grounded in the Puritan work ethic. Yet until recently, such autonomy has been publicly sanctioned as a valid life goal for men but not for women. As increasing numbers of women have joined the work force, however, and more importantly, as they have emerged as heads of households, American society has been more willing to validate their move toward economic self-sufficiency. Industry and academe sponsor courses that encourage women to explore and develop their skill levels. Governmental agencies and private foundations underwrite career choices that only a decade ago were entirely closed to women. Business acknowledges the value of women spending time with their children and provide split-shift options and day-care facilities. The slowly emerging national trend is toward allowing women access to those opportunities which will enhance their financial self-reliance.

Social services throughout the country reflect this trend--in varying degrees, it is true--but the pattern is identifiable nonetheless. And in Georgia corrections, change is about to be effected. For the first time, a plan for services to female offenders is derived from a perception of these women as multi-dimensional individuals; as people who, if they are not to remain perpetual public charges, must be allowed and encouraged to assume more appropriate life roles. The plan grows out of a history where corrections mirrored faithfully society's view of women as children needing guidance and protection as well as punishment. It responds to the needs of the system in simply accommodating the growing number of female offenders, but it also provides a sufficient range of options to permit the system to develop human potential and to adjust to individual needs.

Although women represent a clear majority of the total population in this country, they have historically comprised only five percent of the total number of persons confined in federal and state penal institutions. However, recent increases in crime and arrest figures suggest their proportion of the total incarcerated population may be increasing. Recent FBI crime reports indicate that female arrest rates state-wide for all crimes have risen 37% from 1972 to 1977, and that the female share of serious offenses has risen steadily from 18% in 1972 to 20% in 1977. During 1980 women accounted for 10% of all violent crime arrests and 21% of all property crime arrests.

These increases may be the result of better police crime reporting systems, more women in the general population, an actual increase in the incidence of women committing crime, or a combination of these and other factors. Whatever the explanation, the growing number of women entering the criminal justice system nationally is having an adverse effect on the ability of correctional systems to provide an appropriate level of services for these clients.

It is striking to note that the proportion of women admitted to the Georgia correctional system for offenses involving violent acts has declined slightly over the past four years, while the proportion of women admitted for property crimes has increased steadily from 43% in FY73 to 55% in FY81. (The number of women admitted for violent personal crimes declined from 26% of all new admissions in FY77 to 22% of all new admissions in FY81.) Georgia's experience appears to mirror national statistics which cite dramatic increases in so-called economically motivated criminal patterns.

Profile data on the female offender consistently describe her as a person with few years of formal education, undeveloped work skills, and a single head of a household with one or more children. She tends to be an emotionally reliant individual, lacking the basic coping mechanisms and life skills of a "mature" adult. Her perception of herself is generally weak and unsure; she is heavily dependent on male support and more often her criminal activity is in conjunction with that of her male companion.

Described in purely statistical terms, educational levels as self-reported by 84% of the female inmate population place the mean at ninth grade; yet of the 56% for whom functional education level has been determined, the mean falls at less than grade 6. Only 9% test at grade 9 and 1% at grade 12. The need for vocational training can be seen in data dealing with the economic status of the woman offender. Of the 69% by whom such information is reported, 41% reported coming from a family with a socio-economic background of at least middle class; 48%, from minimum standard; and 10% reported being on welfare.

Employment status at the time of apprehension is reported for 66% of the female inmate population. Of this number, about one-third (32%) were employed full time at arrest. However, more than one-third (38%) were unemployed for a long period of time prior to arrest, as opposed to 13% of the male inmates in this category.

Twenty-four percent of the female inmates reported being married. More than 95% of the females have at least one child.

In Georgia, increasing admissions among female offenders have combined with stabilized parole rates, increasing probation revocation rates, and an increase in "split" sentence probation, to dramatically influence the number of women in the state's correctional facilities. A significant contributory factor to the current state of overcrowding is the relatively high percentage of misdemeanants in the female population: misdemeanants comprise from 8% to 10% of the female population, compared to 2% of the male population. In the time from FY72 to FY81, an average of 101 women convicted of misdemeanors has been added to the inmate population annually.

To briefly summarize the situation: during the six fiscal years from FY76-FY81, the total inmate population has increased 13%. During that time, the annual average male population has increased 12.8%, but average female population has increased by 18.7%. Assuming similar conditions continue, the female subpopulation is expected to grow from 597 at the end of 1981 to 662 at the end of 1985.

The impact of this growth on the provision of services is already beginning to be felt in the system. Resources are simply not available to expand and sophisticate vocational opportunities. Programs to strengthen family ties have only begun to be explored; services for the growing proportion of the population with serious emotional problems continue to be provided at a minimal level. And even with this level of awareness about the particular needs of these clients, the issues remain unclear due to the lack of information available about the female offender. Data collection is not yet systematized, and routine reporting channels are, in many cases, still in the early stages of development.

In light of these complex system development needs, this plan outlines four major goals for the Department of Offender Rehabilitation in relation to its female clients. They are:

- 1) To incarcerate only those women for whom there is no realistic alternative;
- 2) To develop each woman's human potential by providing relevant programming;
- 3) To encourage an awareness within the agency of the differential needs of women that warrant particular programming and security approaches;
- 4) To increase the public's awareness of and sense of responsibility for the female offender.

Each of these goals is further developed in activity clusters that are somewhat more specific. Goal #1, for example, subsumes two components: one, to provide adequate institutional space that meets national standards and two, to develop a spectrum of community-based alternatives for those women who present no significant risk to the community. Goal #2 includes three program development components aimed at personal growth, career exploration and parent/child relationships. Goal #3 comprises a research-oriented objective--expanding the in-house data base--and an approach to staff training designed to enhance the competencies of those who work with female offenders. Finally, Goal #4 builds a public education package from the facility,

program and staff development components of the previous three goals. The assumption here is a vital one: that the community will indeed support an appropriately sized, programmed, and staffed facility or service that allows the client to choose economic and social viability.

The current state-wide system for women includes traditional street probation, some outclient services, two diversion centers, one overcrowded institution and three post-institutional community centers. This plan suggests a model of services for these women with graded degrees of supervision ranging from non-residential least-restrictive options at the pre-institutional stage through a residential most-restrictive option in the form of a 500-bed institution to non-residential least-restrictive options again in the post-institutional phase. In all, the model comprises fifteen components which are in some cases programs and, in others, service delivery methods. Those components are as follows:

Component #1: Traditional Street Probation. This is the least restrictive sentencing alternative to incarceration available for the placement of the female offender. "Street" probation allows the offender to remain in her home under varying levels of supervision by a probation officer.

Component #2: Sole Sanction Restitution Program. This program would provide a non-residential supervision alternative that is different from traditional street probation in that it is based on the concept of restitution, either monetary or symbolic. It is designed generally for first offenders who commit less serious crimes, particularly in the property crime category. If the probationer successfully pays the established restitution, she will not incur a criminal record.

Component #3: Specialized Caseloads. This service delivery method envisions that female clients would be assigned to a special caseload and be supervised by a probation officer specially trained to deal with their problems, particularly in the areas of educational needs and vocational training/career development.

Component #4: Probation to Client's Residence. The main purpose of this type of program would be to provide more intensive supervision than is presently available in traditional street probation, providing an alternative to incarceration in select cases for women with very special circumstances. The program would require as a condition of probation that the client remain at home except for approved activities. These activities would be established in the initial needs assessment and plan of action developed with the assigned probation officer, along with a strictly defined check-in system.

Component #5: Out-client to Diversion Center. In this currently operational program, a probationer in need of more structure than street

probation reports to an existing male diversion center as prescribed in an individual program plan.

Component #6: Out-client to "Storefront". This program is designed to provide educational and counseling programs on an out-client basis in communities where diversion centers are not available. The program would be located in a residential or commercial area, which would be easily accessible to the clients served and be open evenings and weekends. The program would offer services to clients with special needs where those services might not otherwise be accessible for a variety of reasons.

Component #7: Specialized Living Arrangement. This program would offer a diversion opportunity for those women in need of a structured environment but whose needs could be met by referral to community-based service providers. The program is designed to provide supervised housing for approximately six to ten women, particularly in areas where there is no diversion center. Program emphasis is on job placement and work adjustment.

Component #8: Central Diversion Center. This facility located in the Metro Atlanta area provides a sentencing alternative for those women who do not require the intensive supervision of incarceration but could benefit from an environment of intensely supervised probation. Assignment to the center is a special condition of probation and follows the same criteria presently used for the male centers.

Component #9: Satellite Women's Center. This component, as currently operated in Albany, Georgia, mandates the inclusion of women clients in the existing male diversion centers. The women reside on the property of the existing male center and participate in the daily programs available at the center. (In a variation of this component women could live in a nearby house or apartment). This model provides a diversion alternative for women in areas of the state where establishment of a female diversion center would not be cost effective. The type of clients whom this program would serve would be those women who meet the selection criteria now in use in the existing male centers.

Component #10: Co-Residential Diversion Center. This program envisions the sharing of existing male diversion center facilities and programs by male and female clients. This goal would be accomplished by reserving a percentage of rooms in the existing male centers for female clients. This component would provide a diversion alternative for women in various areas around the state without the expense of additional facilities.

Component #11: Institution. A new 500-bed facility would eliminate the program and operational limitations described by providing both adequate institutional bedspace and appropriate program space for the expanding range of services being developed by DOR. The institution

would continue to serve as the primary location for those women considered to present a high risk to the community.

Component #12: Community Residential Correctional Center. The center programs included in this general category could operate with varying degrees of program intensity and provisions for security, depending upon which special population is to be served. A small community residential center within this model would provide intensive services for clients on inmate status. Residents could be included who do not meet present transitional center criteria, yet who are low risks for community placement.

Component #13: Specialized Living Arrangement. This program is identical to Component #7, with the exception that the clients to be served would be on inmate status, preparing for release. This component would offer another approach for providing post-institutional transition services.

Component #14: Transitional Center. The female offender would be sent to a transitional center four to six months prior to release. Various life skills programs, including job placement would be included, along with the opportunity to re-establish or strengthen family ties.

Component #15: Supervised Earned Release. The Supervised Earned Release program would provide an alternative for the first offender client who has been convicted on a non-violent crime. The program has been successfully implemented in the State of Mississippi. This component would supplement existing programs for parole and work release. A woman who met criteria for this program would be released into the community under the supervision of a parole officer to whom she would report at least four times a month. Supervised Earned Release requires that the offender serve at least one year of the sentence either in prison or in a community center prior to this release status.

Despite the emphasis on expanding existing system components, a number of the programs suggested in this plan had few precedents in Georgia corrections at the time the plan was first published. In order to assess adequately the feasibility of such programs, some combination of research/pilot projects was essential. A careful, considered approach not only mitigates duplication of services but also enhances the potential for success since program refinement is predicated on hard data and extensive observation. As carefully planned pilot projects are implemented in selected parts of the system, disruption of existing services and total program expenses are minimized.

The implementation strategy outlined in the 1979 version of this plan grouped program development into six major recommendation areas:



- 1) Increase bedspace capability.
  - a) Open Women's Diversion Center (Component #8) serving Atlanta SMSA.
  - b) Open Specialized Community Center (Component #12).
  - c) Assess male institutions for possible use by women.
  - d) Construct new institution (Component #11).
  - e) Process all incoming misdemeanants through Community Diagnostic Program, directly to a transitional center.
  - f) Routinize procedures for a shock incarceration program.
- 2) Provide administrative structures capable of supporting program development.
  - a) Refine in-house data base and data collection process as they relate to women offenders.
  - b) Assess applicability to women of current classification system.
  - c) Develop training modules to enhance competencies of staff who work with women offenders.
  - d) Design a public education program about female law offenders which draws on community expertise.
  - e) Develop a career development/vocational exploration program for female offenders which draws on community expertise.
  - f) Assess national programs designed to enhance parent/child bonds, particularly when the parent is geographically distant.
- 3) Utilize existing resources to expand services.
  - a) Pilot outclient, non-residential service (Component #5) at select male diversion centers, and, when operational, at Atlanta Women's Diversion Center.
  - b) Implement satellite center (Component #9) or co-residential program (Component #10) in pilot locations chosen for above.

- 4) Explore additional community living options.
  - a) Assess outclient services to storefront (Component #6).
  - b) Assess specialized living arrangements for probationers (Component #7) and post-institutional clients (Component #13).
  - c) Assess home probation option (Component #4).
  - d) Assess home incarceration option as implemented in Mississippi (Component #15).
- 5) Implement specialized community supervision alternatives.
  - a) Pilot special caseloads (Component #3) in selected urban areas state-wide.
  - b) Re-assess Sole Sanction Restitution Program (Component #2) for selected judicial circuits.
- 6) Enhance the existing community corrections model.
  - a) Reduce number of residents assigned to Atlanta's two women's transitional centers.

Section 7.0 of the current update to the plan provides progress notes on each of the recommendations.

## 1.0 INTRODUCTION

In Spring of 1976 the Georgia Department of Corrections/Offender Rehabilitation opened the doors of the state's newest prison for women. The event was a public and tangible acknowledgement that this 5% of the prison population retained equal rights to adequate housing. More importantly, however, it signaled a beginning awareness that these women demonstrated a particular combination of social, economic, and personal needs that were not being addressed by the correctional system. The new institution expanded the availability of programs such as counseling and education that were formerly available only sporadically. With the two community centers opened during the previous two years the prison completed the range of options available to the convicted female offender in Georgia.

But the question still remained: even with three new facilities, are the needs of these women and the expectations of the citizenry receiving an adequate response? Some of the parts for a system seemed to be present, but at best they served the needs of only a small number of women. A substantial amount of effort would be required to develop a continuum of services that would accommodate each person's needs at the lowest level of intrusion and control permitted by her sentence.

### 1.1 Planning Methodology

The agency's FY81 budget development process began in January 1979 with the assignment of various Planning staff persons to each of the three operational divisions. Within the next two months, planning groups for Probation Field Services and Diversion Centers, Institutional Operations and Transitional Services were brought together. Each group included key managers, selected field staff from the operational divisions and support staff from Research and Evaluation, Budget and Planning units.

As the planning process evolved and system-level problems were identified, the planning groups re-defined and re-clarified the Department's goals and objectives in relation to female law offenders. Group members tried to ensure that female offenders were not "lost" in a process which of necessity had to account for the much larger number of male offenders. Participants recognized, however, that planning for female law offenders had to occur within the context of an overall systemic approach and not simply as adjunct to a larger, male-oriented correctional system.

In April, Department managers and key staff met to determine long- and short-range Departmental priorities for FY81 in an attempt to further refine goals established in prior years. Operational and administrative goals were designed with sufficient flexibility to

accommodate to public policy changes and with constant observance of fiscal restraints. One of the four major priorities established within this context was to develop and implement a comprehensive service system for female law offenders.

This was a clear statement and mandate by Departmental staff and leaders that future planning efforts for female offenders needed to be conceptualized at a system level. The direction offered by this priority is twofold: to expand available space for female offenders, both in the community and in the institution; and to develop a comprehensive plan of programs and services to meet the needs of women within the context of varying correctional environments.

As will be discussed in subsequent sections of this document, the most pressing problem facing female offenders in Georgia is overcrowding in the institution and community centers. The plan thus suggests not only the improvement of an institutional model but also continued refinement and development of community-based correctional components.

This edition of the plan is an update to the original document published in March 1979. An implementation schedule developed at that time has been observed as closely as possible during the intervening one and one-half years. Many advances have been made--a new diversion center for women, outclient diversion services, enhanced institutional programs and bedspace--but many remain to be accomplished. This revision acknowledges those advances, reconsiders the salient issues, and refines the original direction.

### 1.2 Literature Review

Female law offenders have long been the focus of concern by the national and state corrections communities. Until recently, however, correctional systems and researchers paid little more than cursory attention to identifying the problems and meeting the needs of these women. The Glick and Neto Study (1977) was the first, albeit limited, evaluation of community and institutional programs and services available to female law offenders in selected state correctional systems across America. The research confirmed what correctional professionals across the country already knew: female law offenders, because of their relatively small number, go unrecognized while the criminal justice profession attempts to deal with male law offenders who are not only greater in number but also perceived as more dangerous by the public.

The study recommended that correctional systems, while maintaining a versatile and flexible institutional model, should develop or enhance community-based programs and services which utilize specialized resources in meeting the vocational and psychological needs of female offenders. Since 1974, with the opening of Georgia's first community center for women, the Department of Offender Rehabilitation has tried to pursue such a balanced approach to meeting the varied needs of its

female population by developing a versatile and flexible institutional model while simultaneously providing community-based alternatives for better than a third of its present population.

Burkhart, in her nationally recognized study (1973) suggests that the female offender is a victim of a culturally based sex role definition which affords her little opportunity to secure material symbols of "success": financial and human resources. Along with identifying and meeting the vocational needs of the female law offender, Glick, Burkhart, and others suggest that the correctional community must also address the female offender's loss of family.

McGowan and Blumenthal (1977), Henriques (1978) and LaPointe (1979) have studied not only the impact of extended incarceration on the woman who is a parent but the effect on her dependent children as well. Much of their literature suggests that if effective intervention strategies are not developed early in the mother's contact with the criminal justice system, her children may be thrust into a permanently damaging crisis characterized by guilt, fear, and resentment. These writers also suggest that many of these children may eventually find their own way into the criminal justice system, continuing an anti-social cycle begun years before by parents and grandparents.

### 1.3 Agency Direction

Although women represent a clear majority of the total population in this country, they have historically represented only about five percent of the total number of persons confined in federal and state penal institutions. However, recent increases in crime and arrest figures suggest their proportion of the total incarcerated population may be on the increase. Recent FBI crime reports indicate that female arrest rates for all crimes have risen 37% from 1972 to 1977, and that the female share of serious offenses has risen steadily from 18% in 1972 to 20% in 1977. During 1980 women accounted for 10% of all violent crime arrests and 21% of all property crime arrests.

Whether these increases are the result of better police crime reporting systems, more women in the general population, an actual increase in the incidence of women committing crime, or a combination of these and other factors, the increase in the number of women entering the criminal justice system is having an adverse effect on the ability of correctional systems to effectively meet their short- and long-term diverse needs.

Unlike many state correctional systems, the Georgia Department of Offender Rehabilitation has for the past five fiscal years attempted to define and meet the needs of its female inmates and probationers. The agency has opened a new women's institution, expanded community correctional facilities and programs and improved health services and educational/vocational programs for women. The Department added to the

more traditional vocational training programs offered in the institution by expanding opportunities for a limited number of women in non-stereotypical trades being offered to male inmates of a nearby institution. (Those trade opportunities are discussed in more detail in Section 3.0 of this document). Historically speaking, the service delivery system for Georgia female law offenders has improved in both quality and quantity.

### 1.4 Document Approach and Format

This plan should be viewed as a living document, that is, a plan that is in process. It is not at this juncture a finalized and finished product; the current document, in fact, is itself an update to an earlier plan. Although the basic framework for a graded continuum of services for female offenders is suggested by the model in the plan, implementation strategies still remain to be developed. The next months will be spent refining the approaches spelled out in this document. A key part of the process will involve working with the judiciary and DOR field staff to determine which individual components of the model are likely to receive the support necessary for implementation.

The document addresses four broad objectives:

- 1) It situates DOR's facility program and development within a historical perspective, describing where the Department has come from and where it is now in relation to expanding services for women.
- 2) It describes the limitations of the existing system and analyzes population trends so as to substantiate DOR's request for a new 500-bed institution to meet the existing and projected needs of the female population.
- 3) It presents a framework for a total system's approach to the female offender beginning with a non-residential, "least restrictive" model of supervision and moving along the correctional continuum to a residential, "most restrictive" model of supervision and then through less restrictive residential components to release. (On this continuum, a new 500-bed institution is the pivotal point, balanced at either end of the spectrum by a variety of community-based alternatives.)
- 4) It charts a direction into the 80's that will provide space flexibility and the capability to offer services that respond to a variety of needs.

Section 2.0 of this document provides the reader with a detailed

history of services to the female offender up to the present time, and indicates how far the State of Georgia has come in housing and serving that sub-population.

Section 3.0 describes the programs and services currently available to women sentenced to serve time in Georgia's correctional system.

Section 4.0 capsulizes problem statements concerning female offenders both on a system level and on an individual, client-related basis.

Section 5.0 provides a demographic and criminal justice profile of female law offenders with comparisons to the male subpopulation. The section also describes historical and future population trends of female offenders and how these trends dictate future Department direction.

Section 6.0 outlines agency goals relative to the female offender. It also provides a comprehensive offender system "flow" model which details specific program concepts to serve and/or house female law offenders at various stages of the corrections continuum. Because the model described utilizes many of the Department's current resources, implementation of any single component must be considered in light of ongoing demands placed upon those resources. Implementation strategies for any of the approved components will be designed to ensure that component's flexibility and adaptability to meeting unforeseen events.

Section 7.0 recommends a schema of priorities for implementing any of the model components described in Section 6.0.

## 2.0 HISTORICAL DEVELOPMENT OF PROGRAMS AND SERVICES

The history of prisons and programs for the female offender in Georgia began during the state's Penitentiary Years (1817-1866) when roughly twenty women were incarcerated out of a population of 1,300. The Georgia Penitentiary housed both men and women in a fortress-like compound on the North Square in Milledgeville, Georgia, the state capital prior to the Civil War. Since separation of the sexes was a requirement, a report written in 1854 recommended that a separate compartment for females under the care of a matron be constructed. Around 1866, a separate brick building for women was erected in the compound. Very early reports indicate that where engaged in any work activities at all, women were often employed in washing and sewing.

As a result of empty treasuries and increasing numbers of convicts, leasing prisoners to private parties became common among Southern states after the Civil War. Under Georgia's convict-lease system (1867-1898), female prisoners were apportioned to the lessees as cooks and washer women. By 1870, no prisoners were confined inside the penitentiary walls. An investigation by a committee of the Legislature appointed to study the workings of the convict-lease system revealed numerous aberrations. Some witnesses testified that women were "whipped on the rump in the presence of men." They were generally whipped for fighting and not working. In some camps, men and women were chained together and were occupying the same bunks. As a result of this practice in the Dade Coal Company, there were "twenty-five bastard children, varying from three months to five years of age, and many of the women . . . (were) . . . far advanced in pregnancy."

Camp Bolton in Fulton County was subsequently established exclusively for women. The Principal Keeper felt that such action improved the morality of all concerned, and he recommended similar action at other camps. By 1863, all sixty-six women were working on a Colonel Maddox's farm in Elbert County. The state now began to consider the purchase of farm land to provide employment for women, young boys, old and disabled convicts.

In 1898, there were only fifty-seven women prisoners, and the Georgia Prison Commission purchased 3,000 acres of land in Milledgeville to house them and the male population. The new prison buildings for the confinement of men and women were on separate parts of the property. The women's facilities included rooms for the Deputy Warden, and Matron-in-Charge, a hospital, workrooms, dining room, sleeping quarters, and a large farm. A bridge was erected between the two farms. In 1899, seventy-two women were transferred to the farm.

During December, 1900, the women set fire to their building, and it was completely destroyed. They were housed temporarily in a wing of the men's building while a new building of stone, quarried on the farm, was

erected by farm labor. Another new building for white women was completed in 1916-1917. The 1923 Commission report discusses a plan to add another story over the main dormitory of the Negro ward of the women's department in order to accommodate an increase in the population to ninety-five. A fire that year destroyed the farm and farming implements in the women's section.

As the years passed, female incarcerateds grew in number: by 1924, the daily average had increased to 274. The conditions were reported to be crowded but clean, and the general morale good. New laundry rooms were erected, and a new sewing room with electric machines was added. The women prisoners made all the clothing for both farms, although sewing jobs were limited to white inmates. The daily average continued to increase to 290 by 1930.

Misdemeanor offenses were punishable by a fine up to \$1,000 and imprisonment up to six months on the chain gang. Chain gangs worked on public works or for others as the county authorities directed; a lack of conformity made abuses more likely to occur. In their 1905-1906 report, the Commission criticized that some county chain gangs were not segregated by sex or race, although larger counties were able to maintain separate institutions. The Commission suggested that the code be amended to allow a judge in a county without facilities for women to sentence them to punishment at the State Farm.

Under a 1931 Act, a new State Farm was purchased at Reidsville. This new location served both male and female inmate populations; in 1937 all inmates were moved from the Farm in Milledgeville to Georgia State Prison. This move brought with it some fairly dramatic developments in programming for the women.

A garment factory at the women's prison employed forty to fifty women at machines. Other instructions were offered in quilt-making, crocheting, knitting and rug weaving. Classes were taught in homemaking, home arts, and cooking and serving food. One hundred eighty-seven women were enrolled in basic education. The prison ran a recreation program and had an auditorium for religious services and entertainment such as movies. The women continued to manufacture clothing for prisoners throughout the state. However, there was concern that men and women should be completely segregated. It was agreed that a new institution for women was needed to be located between Macon and Atlanta.

An interesting development occurred about this time, aligning two agencies in the mutual exchange of services. The Board of Corrections made an agreement with the State Board of Health to provide Battey State Hospital at Rome with one hundred "colored" female inmates to work in the laundry and kitchen. In return, the hospital took care of approximately seventy tubercular prisoners. The Board of Corrections paid half of the salaries for custodial supervision, and the Board of Health fed and clothed the women working at the hospital.

More displacement of the women occurred with the transfer of eighty-three women from Reidsville to Colony Farm Prison Camp on the grounds of Milledgeville State Hospital. Governor Vandiver subsequently recommended that all women prisoners from Reidsville be transferred to Milledgeville. After the transfer of the women to Battey State and Milledgeville State Hospital, the Board of Corrections rarely referred to them.

At Milledgeville State Hospital (re-named "Central State Hospital" in later years), the 130 white prisoners worked as attendants, kitchen help, sewing machine operators, clerical workers, beauticians, medical assistants in X-ray, eye clinic, and EKG clinic. The 150 Black inmates worked in the laundry, cannery, dental clinic, eye clinic, EKG clinic, and in house cleaning details. All of Georgia's white women prisoners were at Colony Farm Prison; the Black women were placed at Colony Farm, Battey hospital, and three county camps: Fulton, Richmond, and Muscogee. When the prisoners were integrated in 1967, all the Colony Farm inmates were moved to the Kemper Building, which served as a maximum security prison for men from 1958-1972. In 1972, it was transferred from the Health Department to the newly organized State Department of Offender Rehabilitation. In 1974, the women were moved out of Kemper to the Ingram Building, also on the grounds of Central State Hospital.

Programs and services continued to be skeletal in form and substance. No formal state programming existed in education, counseling, recreation, or chaplaincy; GED and Adult Basic Education classes, for example, were held at night through county-funded resources. Institutional programming was generally limited to work details and a cosmetology program. Staff consisted primarily of security officers and other custodial personnel. Between 1973 and 1976 the first phases of program development were initiated in the diagnostic, counseling, medical, and educational areas.

A significant shift in the direction of correctional programming for Georgia female offenders occurred between 1974 and 1976 when community centers for women were established. In July of 1974, Peachtree Place, the State's first community-based, work release facility for women was opened. It was followed in December 1975 by the opening of Columbia House, a community-based facility providing treatment services to women with drug and alcohol problems. This shift in agency policy demonstrated a growing awareness that an offender's chances of successfully remaining free from future incarceration were greatly increased if a gradual process of reintegration and transition back to the community were developed.

The availability of programs and services for the female offender increased dramatically in 1976 when a new institution specifically designed for women was opened. Georgia Rehabilitation Center for Women at Milledgeville offered a variety of in-house services which had in the past been provided only informally through county-funded resources. The

campus-like facility included an infirmary, chapel area, counseling offices, educational, and vocational areas, and an area for planned recreation. The composition of the staff also changed dramatically with the opening of the new institution: programs and service areas were more appropriately staffed with full-time nurses, a doctor, counselors, a chaplain, and recreational personnel.

Prior to September 1977; vocational training opportunities for female inmates were limited to work details at the Central State Hospital Complex and cosmetology and clerical training programs at the institution. Inmates today still participate in the work details, but additional vocational training opportunities are available to a limited number of women in areas such as electronics, drafting, heating and air conditioning--training traditionally provided only to male offenders. These and other vocational training courses are available at the Youthful Offender Unit. The appropriate placement of women in those programs has been facilitated by the inmate diagnostic services provided to inmates upon their arrival at the institution.

During 1978, psychiatric services available to the incarcerated female offender were expanded. Medical services and other program areas were also strengthened, with more routine procedures put in place.

Several changes occurred during the next two years in community corrections for female offenders. The original mission and the location of Peachtree Place were changed. The facility, re-named "New Horizons," served approximately 90 females with problems related to substance abuse. The center provided a six to eighteen month treatment program, emphasizing life skills training and personal growth courses.

When the New Horizons center opened, the mission of Columbia House was also re-defined. It became a transitional center, providing a four- to thirteen-month program for women nearing their release dates. The center offered a range of services designed to facilitate a woman's return to free community living; primary emphasis was on employment counseling and job referral. Columbia House served women from the metropolitan Atlanta area and North Georgia. During 1980 Columbia House was relocated and renamed Atlanta Women's Transitional Center.

A recent addition to women's post-institutional services is a 56-bed transitional center opened in October 1979 in Macon, primarily serving women from the middle and southern areas of the state. Like Atlanta Women's Transitional Center, the mission of the Macon Women's Transitional Center is to facilitate the female offender's return to the community.

Transitional programs continue to be re-assessed and fine-tuned; new concepts are piloted, monitored and adjusted as needed. Perhaps the clearest example of this approach occurred during the latter part of 1981 when agency management decided to pilot a community residential

center for women having more than the traditional six months left to serve. New Horizons served as the locus for this experiment. A group of women with 16 to 30 months left to serve were identified at the institution, and those considered to present a "low risk" to the community were transferred to New Horizons. They were to remain in-house for one year before going to work and would then be transferred to Atlanta or Macon Women's Transitional Center for the last four months of their time.

Problems surfaced almost immediately. Budgetary allocations were not designed to meet the new expenditures at New Horizons: e.g., daily maintenance funds to sustain a population of unemployed women. But the most central issue involved the discontent of the women themselves. Faced with the prospect of a 12-month house arrest with only minimal passes, many preferred the relative freedom and activity levels offered by the institution. So the program underwent another revision.

Both New Horizons and Atlanta Women's Transitional Center now accept women with four to twenty-four months remaining until their presumptive parole date. These women participate in a standardized program consisting of an intensive 60-day in-house phase followed by work release and/or educational release. Macon Women's Transitional Center may soon become the location for female offenders convicted of misdemeanors. As part of this new schema these women would be screened in local jails by community diagnostic staff from the Probation Division and then sent directly to Macon. Women convicted of felonies but having less than six months to serve would also be housed at the Macon center.

The state's first diversion center for female probationers opened in March 1980. This facility offers judges a long awaited alternative to street probation or prison, particularly for women convicted of property crimes.

Further developments include the implementation of an outclient program for women in the Rome Judicial Circuit; this program was expanded in June 1981. In July 1981 the second female diversion center opened in Albany, Georgia, co-located with the men's center in Albany, and in January 1981, specialized caseloads were piloted in five judicial circuits. In the context of the original March 1979 plan for female offenders, these developments represent substantive movement in four component parts of the service model articulated in the plan.

### 3.0 DESCRIPTION OF EXISTING SYSTEM

#### 3.1 Probation Services

An accused female law offender comes into contact with the Department of Offender Rehabilitation when she enters a plea or stands trial in a Georgia criminal court. A probation supervisor from the Department's Probation Division is the first agency staff person to come into contact with her. In some circuits the probation supervisor conducts a pre-sentence investigation prior to sentencing so the court will have the benefit of this information in its deliberations. However, in many circuits, no pre-sentence investigation is requested by the court.

When the woman is sentenced by the court to probation, she is assigned to a probation supervisor who explains any conditions of the sentence to her and completes her personal history form. She is expected to comply with all conditions of her sentence and, if needed, she will receive counseling and other services from or through the probation staff. At this point in the system, essentially the same services offered to male probationers are also offered to females with an attempt made to provide any additional specialized services on an as-needed basis. The Probation Division's individual needs system assesses a person in such areas as counseling, employment, education/training, medical, psychological, and financial. (Specific methods for delivering these services are explained in the appropriate model component, Section 6.2 of this document.)

All violations of probation are brought to the attention of the court. A delinquency report is submitted to the sentencing judge stating the violation. A probation warrant may be issued by the judge based on the charges stated in the report. If necessary, a probation warrant is sent to the sheriff, and the probated person is arrested. The person is then notified about the pending hearing, and the charges being placed against her. Georgia law does not require that an attorney be present for a revocation hearing. If the woman is found to have violated conditions of probation, the court may, in lieu of other alternatives, order her to serve portions or the remainder of her term of probation at the Women's Unit of Middle Georgia Correctional Institution in Milledgeville.

#### 3.2 Institutional Component

Due to the serious overcrowding in the system, women must remain in county jails until space becomes available at the institution. Upon transfer from jail, a woman is initially screened and processed. This screening includes a basic informational interview, fingerprinting, picture taking, and issuance of clothes. She is then assigned to the diagnostic unit in the institution where she will reside during the entire diagnostic evaluation process, a period ranging from six weeks to

three months, depending on available bedspace in the rest of the institution.

During this time, the woman receives a complete physical and is referred for psychiatric consultation if necessary. A complete battery of tests is administered, assessing psychological profile and personality type, IQ, educational achievement level, and vocational interest and aptitude. Women who have sentences longer than one year are given the complete battery, while those who have a year or less take only two of the tests: the Wide Range Aptitude Test (WRAT) and Culture Fair I.Q. A woman who has less than three months in the system is not tested at all. A staff of three administer this process.

Once a woman completes the diagnostic process and all results are analyzed, the institutional classification committee makes a recommendation to the warden as to the inmate's classification status, work detail, and/or program involvement. At that point, the woman is assigned to a housing unit and a counselor. In conjunction with her counselor, the woman will determine her goals and objectives, and with the ongoing assistance of her counselor will begin the process toward meeting those goals. Program options available to the women generally include educational and vocational training classes; pastoral and psychological counseling services; recreational activities; and library privileges.

3.2.1 Academic Education. Classes are available in Graduate Equivalency Degree (GED) courses, Adult Basic Education (ABE), and a Title I remedial education class. Courses are offered by Mercer University and Georgia Military College. A staff of five currently attempts to meet the educational/vocational needs of a growing number of participating inmates.

3.2.2 Vocational Training. Vocational Training is offered to women at three Milledgeville locations: the women's institution itself, the Youthful Offender Unit, and Central State Hospital. Cosmetology and Business Education are offered at the women's institution to those women with sentences long enough to complete the program. A newly established garment factory has incorporated the Industrial Fabrication training classes into its overall operation, which also includes actual on-the-job training.

Several women who demonstrate interest and aptitude participate in vocational training programs at the Youthful Offender Unit; programs include Heating/Air Conditioning, Masonry, Electrical, Drafting and Graphic Arts, Carpentry and Auto Mechanics. The Work Evaluation and Training Workshop at Central State Hospital also offers upholstery, printing, sewing, engraving and some assembly work to women meeting specific vocational rehabilitation eligibility criteria.

Two new projects are directed toward strengthening and expanding vocational training options for women. One involves a vocational exploration and career counseling process that a woman will experience prior to choosing a vocational training option. The U.S. Department of Labor has also certified apprenticeship training programs for interested women in approximately twelve areas. Initial programs will offer training in sewing machine repair, meat cutting, and medical secretarial science. The Women's Unit will be the first institution in the state to offer certified apprenticeship training through the Department of Labor.

3.2.3 Pastoral Counseling. Through the efforts of one Chaplain and a number of community volunteers, seven days per week of religious programming is offered to women of different denominational preferences. A choir program is also available for women who wish to participate.

3.2.4 Psychological Counseling. Each woman is assigned to the caseload of one of seven counselors. Emphasis is on individual counseling with most attention paid to crisis counseling. Minimal group therapy exists at this time, nor is family counseling an integral part of the present program. Recent funding from private foundations, however, will support two interns from the University of Georgia in an effort to provide specific services related to family/parenting problems. This is the first step in designing and implementing more extensive service delivery in this critical area.

For women who meet certain criteria, a therapeutic community program emphasizing group therapy is offered for twenty-four women with substance abuse problems. Other community-based programs offered in the institution are Alcoholics Anonymous (AA) and volunteer services by a local group of Jaycettes.

3.2.5 Medical Services. A fully staffed Medical Unit provides twenty-four hour primary care, including infirmary services. The staff includes four nurses, a Physician's Assistant, and a full-time physician. All health services are supplemented with resources from Central State Hospital. Secondary and tertiary medical care is provided either at Central State or Talmadge Hospital in Augusta.

Psychiatric services are limited to seven hours of weekly consultation. Actively psychotic women are sent to Central State Hospital for stabilization. No special program for these women exists at this time but a state-wide mental health subsystem within corrections is in the first stage of implementation. The design specifies the level of mental health services to be offered at each institution; implementation at the Women's Unit began during Fall 1981. A special housing module will eventually be designated for women who require a period of intensive mental health services. Outclient services and crisis intervention are already offered; a social worker position has been allocated and consultation services of a psychiatrist and clinical psychologist are now available.

3.2.6 Work Details. Most inmates at the institution are responsible for both indoor and outdoor institutional housekeeping and maintenance assignments, with the newly established garment factory employing 70 women. In addition, approximately 130 women are assigned to various tasks at the Central State Hospital complex operated by the Department of Human Resources. These women generally work in the complex's kitchen, central supply store, chapel, and school for the retarded.

3.2.7 Library Services. A part-time staff person who has completed some coursework in library science has been assigned to the Women's Unit and is developing a program; library services are provided on a daily basis by an inmate. Some law books are provided at the institution, and women also have weekly access to the legal library at the Youthful Offender Unit.

3.2.8 Recreation. Institutional recreation programs are somewhat limited in scope but are supplemented by a number of outside groups who bring entertainment and other leisure time activities to the facility. Weekly movies, arts and crafts, band and a variety of indoor and outdoor sports activities are offered at the institution.

3.2.9 Visitation. Weekly visitation with family and friends is scheduled for two-hour blocks of time on Saturday and Sunday. The facility includes no special space for children, nor any special programming allowing them access to their mothers at other than regular visitation times. Plans are currently being developed to address this issue.

### 3.3 Transitional Center Programs

Departmental philosophy considers community-based centers to be a vital component of a total correctional system approach. With the support of local community resources, transitional centers attempt to provide a varied program designed to enhance a person's return to her home community.

Each woman coming into the system is assessed during the classification process for eligibility for center placement. Prior to the tremendous pressure on the system for more bedspace, a woman with three to eighteen months remaining on her sentence could be considered for a center if she also met the individual center's selection criteria. Recently, however, these criteria have been expanded in order to accommodate the large number of women awaiting transfer from local jails to the already overcrowded institution.

A woman assigned to any center must now meet the following basic criteria:

- 1) She must not have a history of violent crime, or destructive, aggressive behavior.



- 2) She must be free of any major medical problems, including psychiatric problems and severe mental retardation.
- 3) She must have had no major disciplinary infractions within the previous six-month period.
- 4) She must be free of detainers, not be an escape risk, and must be classified as minimum security.

3.3.1 New Horizons. The program offered in this Atlanta center has recently been redefined from one designed to address women with drug or alcohol dependency problems to one for women with long sentences but who are low security risks. Women having a minimum of four months to a maximum of 24 months remaining before parole eligibility or release may now be eligible. Some priority is given to certain crime categories. Capacity is set at 85 women.

New Horizons maintains 25 staff positions categorized as follows: five administrative, nine security, eight counseling, two food service, one part-time psychologist, and one volunteer coordinator.

The New Horizons program includes a 60-day intensive in-house program followed by work-release and/or educational release. Residents will continue to be involved in individual and group therapy, a range of life skills courses such as assertiveness training, decision making, coping, parenting, job readiness, consumer education, and vocational exploration.

It is important to note that the 85-bed capacity level defined for this center represents operational capacity necessitated by the system's overload. Staffing level and utilization of building space were not originally designed to accommodate this many residents. An evaluation completed by the DOR Research and Evaluation Section after this program's first year of operation clearly recommended that, in order to provide optimal programmatic benefits to residents and to respond to neighborhood demands for smaller population sizes, the number of residents in this center should not exceed 70.

3.3.2 Atlanta Women's Transitional Center. This center is also located in Atlanta and provides the same program as New Horizons for approximately 72 women within four to twenty-four months of their potential release.

Atlanta Women's Transitional Center maintains 18 staff positions, including four administrative, eight security, five counseling, one food service, and one part-time psychologist. Again, the original intent to provide services in the community to a carefully limited number of women was compromised by the need to accommodate a growing female offender population. Future efforts will be directed at reducing the resident size of this center to a number more in keeping with its mission and location.

3.3.3 Macon's Women's Transitional Center. This center currently provides a basic three-month transitional program for approximately 54 women particularly from Middle and South Georgia. The program design emphasizes life skills, job readiness classes and actual employment. The center opened October 15, 1979, with a 16-person staff consisting of four administrative, seven security, four counseling, one food service, and one part-time psychologist.

This site is being considered for a new program that would handle women convicted of misdemeanors as well as those with short sentences of less than six months to serve. As described in Section 2.0, these women would be screened in local jails by community diagnostic staff from the Probation Division and then sent directly to Macon.

### 3.4 Parole

The parole process is generally the same for the female law offender as it is for her male counterpart. There is, however, one noteworthy difference: if a female parolee has an employed husband, her responsibility to work may be waived. Also, if she is head of the household with minor children, she may collect payments through the Federally-funded Aid to Families of Dependent Children (AFDC) program rather than having to seek employment.

Under current procedures, at least four months prior to the parole eligibility month, the Georgia Board of Pardons and Paroles requests a Personal History interview by a parole officer. The officer then conducts a Social Investigation, interviewing family members, former employers, and others who have know the woman. The parole officer also studies arrest and court records and may talk with arresting officers, court officials, victims, and witnesses so he can write a Legal Investigation report on the details of the inmate's current offense and summary of any prior offenses in the same county.

The officer forwards all field reports to the Board's Central Office, where they become the basis for the Board Members' majority-vote decision. If the Board renders a denial decision, the woman receives a letter or notice indicating the reasons. If the Board grants parole, the case is sent to the Parole Disposition Unit.

The Disposition Unit may request the local parole office to verify the woman's living arrangements and employment possibilities. After a satisfactory parole program is confirmed, the unit sends a release order to DOR for 10-days processing. DOR's Central Office forwards the order to the institution, and on the designated day, the woman is released from the facility and instructed to report within 24 hours to the parole officer in her locale.

During the first interview between the parole officer and the female parolee, they review rules and regulations pertaining to parole. The officer explains that progress reports are sent regularly to the Board's Central Office.

A parolee is subject to monthly supervision at a minimum; if necessary, daily contact may be required. During the first six months, close supervision is maintained, with at least four contacts per month. A person generally serves on parole until her Earned Time discharge date. A life sentence may be commuted after three years with exemplary conduct. However, four years is the usual time with satisfactory conduct.

A parole violation may result in reprimand, loss of Earned Time, or parole revocation. Revocation may take place after a hearing if a technical violation of parole condition occurs. If a woman is convicted of a new offense, her parole may be revoked without a hearing.

The parole process is terminated when a copy of the parole discharge is sent to the parole officer and delivered to the parolee. If her record shows good behavior and no additional sentence or pending charge, the woman is restored her civil and political rights.

#### 4.0 STATEMENT OF THE PROBLEM

Women have historically represented only a minute proportion of the total correctional system on a national scale. This trend is no less true for Georgia Corrections where women comprise only 4% of all incarcerated individuals. The implications of this statistic are numerous: perhaps most important, however, is the tendency to overlook the very real needs of these women because they are not as highly visible as those of the male population. That is, while the female inmate or probationer may require the same level of human development services as her male counterpart, sheer numbers are in his favor. Without a sustained awareness on the part of policy-makers the needs of twelve thousand male inmates cannot help but overshadow those of six hundred female inmates.

The issue is further compounded by the changing role of women in American society. During the early years of the nation's history, women were expected to function only within the context of the home. Their presence in the work force was considered neither necessary nor desirable. The past several decades have seen a gradual evolution in this regard: women as economic entities serve as contributors and often as sole supports to the financial viability of the family unit. As society accommodates to the woman's changing self-perceptions, new programs and services must be developed in an effort to address those formerly unacknowledged dimensions of her newly defined role.

The American work ethic assumes additional importance in respect to a person whose fiscal responsibilities are encumbered by social devaluation. Even at its most simplistic level the expectations of free society concerning the released prisoner are that she will function in a conventional work-defined role upon returning to her community. For the woman who has spent a number of years in an institution or, in any case, out of reach of those skill development programs available to the general populace, the transition may be impossible. Without an articulated, marketable skill and lacking the means for accessing social services, the woman who is an ex-offender is often relegated to the margins of acceptable society.

This section will first consider those problems that have implications for DOR's overall correctional system. Some of the most critical needs of the female population will then be addressed in the second section as background to understanding the components of the programmatic models to be outlined later in the document.

#### 4.1 Overall System Problems

The most critical system-wide issue considered in designing a model of services for women offenders is the extreme overcrowding that exists in all parts of Georgia's correctional system. Increasing admissions among this sub-population have combined with stabilized parole rates to

dramatically influence the numbers of women in Georgia's correctional institutions. To conceptualize and plan a model continuum of services and supervision for the female offender addresses only half the issue, for without alleviating the severe institutional overcrowding, efforts to establish other programs will be severely handicapped.

During the six fiscal years from FY76 to FY81 the total inmate population has increased 13.0%. During that time the annual average male population has increased 12.8% while the average female population has increased by 18.7%, and the number of new admissions continues to grow. Assuming similar societal and economic conditions, the female sub-population is expected to grow from 597 at the end of 1981 to 662 at the end of 1985. This growing number of female offenders is decreasing what little flexibility in bedspace turnover may have existed in the system.

A contributory factor to overcrowding is the high percentage of misdemeanants in the female population; misdemeanants comprise 8% of the female population, compared to 2% of misdemeanants in the male population. In the five years from FY76 through FY80 an average of 104 women per year convicted of misdemeanors have been added to Georgia's prison population by the courts. Although most of these women serve short sentences, they require substantial expenditure of time and bedspace associated with initial diagnostics and processing for intake or release. Expanded community programs providing more structure and supervision than is available in street probation would supply one way of diverting them from the institution.

Georgia's correctional agency has accommodated the increase in female offenders by following a policy of necessary overcrowding: as soon as it was opened in 1976, the new correctional institution for women--designed to house 192 inmates--was quickly double-bunked to hold 360. When even that measure did not fill prison bedspace demand, two 20-bed mobile home trailers were transferred to the institution and used to house trusties. The attempt to meet contemporary space standards was relegated to secondary status as the Department tried to simply provide a bed for each person.

The bedspace problem is exacerbated further by the fact that all institutional services for women must be provided in one location. (The system retains more flexibility for male offenders, both in absorbing additional population overflow and in providing a variety of programs, since 19 state and 33 county institutions are available.)

The critical nature of the institutional overcrowding finally forced the agency to broaden selection criteria for the two transitional centers then in existence. Community transitional centers were filled to overflowing in an effort to house the burgeoning population. Programs and services designed for 55 residents were forced to accommodate 90 to 100. Staffing patterns that were originally developed

to meet the needs of a carefully selected group of women were taxed to their limits in meeting the needs of the population.

Although overcrowding remains a serious issue, DOR has made significant progress in developing community alternatives for women, particularly in the area of probation services. (See Section 6.2 for a description of these services.)

However, in any discussion of community alternatives for women, the issue of community reaction is critical. Efforts to place both males and females in the community have been handicapped by a lack of understanding or support of correctional objectives on the part of the public. Site development has been characterized by a tendency to react to incidents rather than to actively establish a base of support through public education efforts.

Due to limited resources, inadequate public education has taken place in Georgia about corrections in general and community alternatives in particular. The Department has faced continued public opposition to the establishment of new institutions and community centers and must now content with citizen attitudes established during prior skirmishes.

The need to increase public support for corrections is not limited to the female offender program but must be addressed for both women and men. Public awareness, acceptance and support of community-based programs as viable strategies for dealing with offenders could be increased in a variety of ways. Possibilities include surveying public opinion and resources, developing and implementing strategies for mobilizing volunteers in corrections and designing programs for building public constituencies.

Assessing needs and planning for change at this system level are seriously hampered by the inadequate data base relative to female offenders. At all parts of the correctional system--probation and diversion, institutional services and parole--data collection and retrieval have not reached a level of sophistication sufficient to enhance the decision-making process. The probation data base alone experiences problems such as invalid reporting of information, lack of ways to make computer corrections, lack of uniformity in reporting, lack of useful demographic data, and slow turn-around time on the information that is available. A re-design of this system is in process, but it will be some time before substantive and reliable information is available.

The inmate data base has fewer problems related to system design flows. For male offenders the system provides useful information with considerable reliability; for female offenders, however, much information is simply not reported. System analysts, planners, and managers thus effect system-wide program changes based on data reported by only a small group of women. Although the report rate for women has

improved considerably over the past two years, typically there is still a discrepancy of some 14 percentage points between the report rate for women and that for men. For example, "socio-economic class" information is reported for 78% of the men, 64% of the women. "Living arrangements prior to arrest" is reported for 79% of the men, 66% of the women. One explanation currently being explored is that a larger proportion of the female population includes "undiagnosed" women (those in jail and with sentences of less than two years) than is true of the male population.

Recently the agency developed a policy specifying that diagnostic packages not be completed for offenders with less than two years to serve. Such a policy could have a seriously detrimental effect on the information available on-line about female offenders, who tend generally to have shorter sentences than men. Even considering only the active inmate population (as opposed to new admissions), women with a sentence of less than two years accounted for 17% of the female inmate population as of 12-16-81. Said another way, that would be 17% of the female population about whom no on-line diagnostic data would be available. Program planning could be significantly affected by such missing data items.

#### 4.2 Specific Client-Related Issues

This section will address specific problems and needs of the female offender population with emphasis on the implications of these needs in planning programs and facilities. Due to a lack of adequate resources or in some cases due to the nature of the problems themselves, attempts to address the problems have not always been effective.

4.2.1 Diagnostics and Classification. Comprehensive diagnostic information on female offenders, particularly in the area of vocational assessment and placement is quite limited. Unreliable data negatively affects both facility programming and individual assignment which, in turn, results in poor utilization of existing programs and difficulty in planning for program development.

The increase in the number of inmates admitted to the system has placed additional demands on the diagnostic and classification process. The routine eight-week turn-around time for processing is inadequate to accommodate the numbers of women backlogged in county and city jails. In fact, the diagnostic population now averages a three-month stay because no bedspace is available to absorb these new arrivals.

A similar problem exists in Community Diagnostics within the Probation Division. The diagnostics and investigation program does not provide a comprehensive work-up for every person coming before the court. Therefore, sentencing decisions are often made with less than optimum information. The implications of this problem increase as the variety of community and institutional alternatives expands, requiring more sophisticated information on which to base placement and sentencing decisions.

4.2.2 Disruption of Family Life. More than 95% of the women in the correctional system have at least one child; in the overwhelming majority of cases the woman has primary responsibility for child-rearing. Currently, the system has only a limited capability for addressing the women's needs to maintain contact and responsibility for their children. Family counseling, classes in parenting skills, and even providing for more extensive visitation in community centers and in the institution could enhance the probability of the women's maintaining and developing more responsible roles in managing their families.

4.2.3 Academic Education. Of the 59% of the women in the institution for whom functional grade level has been determined, the mean falls at less than the sixth grade level. Only 9% test at ninth grade and 1% at twelfth grade. In spite of these needs, no full-time special education teacher is available. (A staff person from the Youthful Offender Unit is available on an as-needed basis for those women under 21 years of age with learning disabilities. Any such disabilities experienced by women older than 21, however, continue to go unaddressed.)

Although current resources are adequate to develop basic skills in fundamental math, verbal and written communication, they are not sufficient to address specific pre-employment skills needed in day-to-day living by many of the women. To further exacerbate the problem the Women's Unit has only four academic teachers for 394 or more women. Of those, one teacher position is funded by Title I (ESEA) funds and is subject to removal if federal funding is reduced.

Participation even in the classes available is negatively affected by the need to maintain institutional work detail commitments. The important issue may well be not the availability of courses but the availability of students to take the courses.

Library services, also included in the Academic Education cost center, are inadequate at the Women's Unit. There is no certified librarian, although a staff person with some coursework in library science is shared on a half-time basis with the Youthful Offender Unit. Routine library services are provided on a day-to-day basis by an inmate. Not only does the absence of a librarian prevent development of an adequate library, it also prevents the women's institution from receiving Federal funds only available to libraries with a certified

librarian. The library is generally too small and is dependent on limited funds available from the Academic Education cost center. With the expected population increase these resources will be stretched even thinner.

4.2.4 Vocational Education/Employment. Employment status, as reported by 66% of the female inmate population, indicates that only 32% were employed full-time at the time of their arrest. Thirty-eight percent were unemployed for a "long time" prior to arrest (compared to 13% of male inmates). Even now only about 28% of female offenders are involved in vocational/academic training; if we are to adequately address the long-term needs of the population, vocational and academic programs must be given more emphasis. More instructors are needed to provide vocational training. Currently, only two instructors are state funded and provide technical training in cosmetology and clerical studies; an additional position is funded by Correctional Industries to teach sewing. A new CETA-funded, dental hygienist training program will begin in 1982.

Career development and specific vocational training have been only minimally available to the female offender. Historically, much of the emphasis in these areas has been oriented to societally typed "female" jobs with limited chance for advancement or even self-sufficiency. Insofar as community expectations reflect work-centered values, the female ex-offender will be required to re-enter that society as a self-supporting citizen. Developing employment potential--whether through skills training, job counseling, or accessing services--thus becomes a vital component of this model. Significant efforts have been made in this area (See Section 3.2.2); still much remains to be done.

4.2.5 Medical: Physical and Psychiatric. The overall inmate population exhibits more serious health problems than one would expect to find among the State's citizenry. This situation seems to be due to a lack of attention to chronic medical problems, the lack of preventive health care, an over-dependency on medication, and factors associated with low socioeconomic status, such as poor nutrition. The results are a heavy use of the medical system among all inmates but particularly among women.

Female offenders have an especially high rate of utilization of medical services in the area of clinic services and emergency service. Utilization of hospital services by female inmates exceeds that by male inmates, with gynecological conditions accounting for a large part of this difference.

The cost of health services has increased dramatically in recent years, especially for females; a large part of this increase reflects extensive use of outside services provided at Central State Hospital and by other outside vendors. In FY81 the average cost per inmate (including both male and female inmates throughout the state) was

\$723.00; the average cost for a woman at the Women's Unit was \$1165.00.

A particular aspect of health care that has received increased attention in recent years is that of mental health. A growing number of women in prison have been diagnosed as in need of intense psychiatric services. These women fall into one or a combination of the following categories as defined in the inmate data-base: suicidal, self-mutilator, pre/post inpatient at Central State Hospital, heavy medication, severely depressed, or psychotic depressive reactions. These patients are incapable of participating in institutional programs or work details and oftentimes require 24-hour medical supervision. They require therapy and therapeutic activities including both individual and group therapy.

An additional large proportion of the general population need crisis intervention services and may suffer from transient emotional disorders. Outpatient services within a prison psychiatric unit will suffice for many of these persons. Others will need temporary inpatient placement in a psychiatric unit. (During 1981 Central State Hospital recorded 53 admissions of female offenders who were diagnosed as homicidal, suicidal or unable to care for themselves.)

Health-related data collected on institutionalized women during 1979 indicated that as of September 1979, approximately 60 women were on psychotropic drugs and anti-depressants. (The average number at that time was, in fact, 60).

Some progress has now been made at the Women's Unit in reference to the number of women receiving psychotropic medication. For the last months of 1981 the average number was 45. Perhaps even more significant is that the actual number of women receiving such medication during the month of December 1981 was 15.

Seriously disturbed offenders are currently screened to prevent their being sent to community programs. However, potential exists for developing better linkages with existing mental health resources in the community in order to provide more supportive services to center residents and probationers. The issue still remains that for a number of the women at the institution intensive mental health services are a vital need. The methods to be used in addressing that need have yet to be fully defined and implemented.

Other sub-populations needing special attention related to health care are the geriatric and chronic-care inmates. The average number of women over 50, including those using wheelchairs, is 25; the chronic-care population averages 19 women on deferred status; pregnant women average 9 at any given time.

Mental health needs of both male and female offenders are growing. Some professionals believe that the decentralization of mental health

care and changes in mental health laws are contributing factors. In summary, there is a growing consensus that more disturbed persons are entering the system; the agency must therefore be prepared to expand the level of mental health services in order to address their needs. (The newly developed mental health plan for offenders, referenced in Section 3.2.5 of this document, represents notable progress in this area.)

4.2.6 Counseling Services. The psychological and emotional health needs of female offenders, as outlined above, are also addressed by Counseling Services. Once again, the size of the population impacts the quality of programs. Caseloads carried by each counselor have grown to the point where services are mostly undifferentiated. That is, staff spends the majority of their time in crisis counseling or in accommodating routine case recording activities. Little time remains for designing specific programs in life skills training and family counseling to address particular needs of individuals. The result is a homogeneous program attempting to meet the needs of a heterogeneous population.

4.2.7 Food Services. Attempts at system standardization in this area resulted in a meal plan designed primarily to meet the nutritional needs of male inmates doing heavy physical work. The agency soon recognized that the menu was inappropriate for females on moderately active to sedentary work details. Food Service staff are currently working to address this problem.

4.2.8 Staff Development and Training. Staff development and training offered throughout the agency focuses on a general audience of staff who deal primarily with the male clients. The current program includes few specialized training opportunities for those who work with the female population. Such training would impart an awareness of the sociological and attitudinal problems faced by women in this culture and by female offenders in particular.

Some attempts have been made over the past year to offer specialized seminars addressing key female offender issues. A training module on female offenders has also been added to the agency's orientation training program. Still much remains to be accomplished in this important area of staff development.

4.2.9 Complementary Need Areas. Many program development needs are not endemic to the female population, but relate also to male offenders. The limited nature and availability of recreational activities, for example, do not encourage individual participation after the person is released. Physical fitness planning and cultural enrichment such as music, art, and drama activities are only minimally available either to women or to men. Programming for the long-term inmate is extremely limited. In-house programs need to be expanded and options such as an expanded home furlough program need to be explored.

Perhaps most important, however, is the need to continue the search for an adult model of interaction and communication between staff and inmates. Such a model would acknowledge the requirement for maintaining order but would foster a sense of personal autonomy and responsibility on the part of the client. The approach is predicated on the value of personal self-worth and social acceptance and assumes environmental and policy supports such as facility space that approximates a cultural norm and house rules that enhance the individual's growth toward self-sustenance. The problem is, finally, one that is typical of a public agency faced with the dilemma of reconciling the expectations of citizens with the needs of clients.

## 5.0 POPULATION DATA

This section provides a profile and analysis of the total female inmate and probation population and, in some specific instances, describes similarities and differences in male and female demographics. Certain sections present a static description of the current population at a system level, while others present general demographic and correctional information. The remaining sections describe the female law offender in terms of historical trends, suggesting to what extent those patterns dictate future departmental direction in developing and expanding programs to meet the needs of female offenders.

### 5.1 General Profile

Georgia's active correctional population as of June 30, 1981 included a probation population of 43,624, with 470 men and 23 women residing in diversion centers, 287 outclients to diversion centers, 12,044 men and women in state and county institutions, and 447 men and women in transitional centers. Of the total number of probation population, 38,422 (88%) are males, while the remaining 5,489 (12%) are female. Eleven diversion centers located throughout the state currently provide housing for male probationers. The first diversion center for females opened in the Spring of 1980 in Atlanta, with a second one opening in Albany in July 1981.

The 9,561 inmates in state correctional institutions as of June 30, 1981 included 9,227 males (96%) and 394 females (4%). All of these women are housed at the Women's Unit of Middle Georgia Correctional Institution; no women are in county institutions. Of the 447 persons housed in seven transitional centers on that date, 178 (39.8%) were female.

5.1.1 Demographic Data. The following information derived from the offender data base presents a profile of the offenders currently in the system. Emphasis is placed on the female offender, and implications for program needs of the female offender are highlighted.

As has been the case for several years, the ratio of non-white male inmates to white male inmates remains fairly constant at 60/40. This same ratio exists for non-white females to white females. However, the number and proportion of white females in the total female inmate population are showing a marked increase.

The average age of females and males admitted to the state's institutions during FY81 was 27.2 years and 26.9 years, respectively. Most current data suggests that the proportion of women in the child-bearing age group (22-39 years) is generally on the increase.

More than half (55%) of Georgia's female inmates claim an urban county of residence; over one-third (37%) of the total female population reside in one of the 15 metropolitan Atlanta counties. The concentration of women admitted from and likely returning to urban areas (particularly Atlanta) suggests the need for institutional, diversion, and transitional services in Atlanta and other urban areas of the state. The model in the following section presents several alternatives for providing a corrections continuum of services in urban areas, while also addressing the needs of women who come from less populated areas of the state.

Educational levels as self-reported by 84% of the female inmate population place the mean at ninth grade; yet of the 59% for whom functional education level has been determined, the mean falls at less than sixth grade. Only 9% test at grade 9 and 1% at grade 12. The obvious need for academic education for females could be addressed at numerous points in the correctional spectrum--not solely in the institution. The model system in the following section, however, provides the opportunity for educational services in community and institutional settings to be provided on both a residential and a non-residential basis.

Similar needs for vocational training can be seen in the data dealing with the economic status of the woman offender. Of the 69% by whom such information is reported, 41% reported coming from a family with a socioeconomic background of at least middle class; 48%, from minimum standard and 10% reported being on welfare.

Employment status at the time of apprehension is reported for 66% of the female inmate population; of this number, about one-third (32%) were employed full-time at arrest. However, more than one-third (38%) were unemployed for a long period of time prior to arrest, as opposed to 13% of the male inmates in this category. These data suggest that programs providing a variety of vocational training options and job placement and counseling in community and institutional settings are needed to address the needs of these more marginally employable women.

Twenty-four percent of the female inmates and 23% of the male inmates reported being married. More than 95% of the women have at least one child, while 88% of the men reported this status. The system presently has only limited capability of addressing the needs of these inmates to maintain contact and some responsibility for their children. By expanding the options available for placing female offenders in community settings, less disruption of family contact would be experienced. Community and family contact would be supported. Community and institutional programs that provide for family involvement and supportive counseling could enhance the probability of the women maintaining and more fully developing responsible roles within their families and communities.

5.1.2 Correctional Data. Each year approximately 3,500 women are admitted to Departmental probation supervision; the total female probation caseload for the Department averages 5,500. Table 1 illustrates the number of women admitted to "split" and "straight" sentence probation for the past four fiscal years.

TABLE 1  
FEMALES ADMITTED TO DEPARTMENTAL  
PROBATION SUPERVISION\*:FY76-FY79

Fiscal Year of Admission	Number of Females Admitted to "Split" Sentence Probation	Number of Females Admitted to "Straight" Sentence Probation	Total Number of Female Admissions to Probation
FY76	95	2,562	2,657
FY77	125	2,647	2,772
FY78	104	2,600	2,704
FY79	130	2,789	2,919
FY80	109	3,395	3,504
FY81	162	3,390	3,552

\*Seven Georgia counties supervise some or all of their probationers; as a result, these figures do not include all females probated state-wide.

SOURCE: Georgia Department of Offender Rehabilitation  
Office of Research and Evaluation  
Systems & Statistics  
August 1981

Although the overall increase of total female probationers is significant in considering increased caseloads of Departmental community supervision staff, the increase in the number and proportion of women given "split" sentence probation is more significant in that women sentenced to this form of probation must serve the first portion of their sentences in the state's only women's correctional institution prior to being placed on a probation supervisor's caseload back in their home counties. This increased use by the courts of "split" sentence probation suggests, at least in part, that local jurists are looking to the institution to provide relatively quick, yet intensive services for women requiring supervision somewhat more strict than is currently possible under traditional "street" probation models.

Of those women sentenced to "straight" probation during FY81, 64% were convicted of misdemeanors such as issuing bad checks (22%), shoplifting (20%), or theft by taking (11%). Approximately one-third of the women placed on straight probation during that year were convicted of felonies such as criminal attempt (23%), forgery (16%), or felonious

theft by taking (10%). (Data is not readily available on the number and type of female probationers supervised by the state's seven independent and predominantly urban probation systems.)

This "new admission" profile differs considerably from that of all women now (as of June 1981) on straight probation. Since women convicted of misdemeanors tend to be short-termers, the "active" population of females on straight probation is more evenly divided between those convicted of felonies (57%) and those convicted of misdemeanors (43%). The proportions of various crimes within those two categories, however, is nearly identical to the distribution of crimes committed by the newly admitted probationers. The felony category again includes criminal attempt (23%), forgery (16%), and theft by taking (9%); while the misdemeanor category includes bad checks (27%), shoplifting (18%), and theft by taking (10%). The common characteristic is that of crime against property.

Table 2 below presents the sources of female admissions for a ten-year period from FY72 through FY81. The data suggest no particular pattern in terms of the percentage of women coming into the system from court or through revocations, although probation violators represented a gradually increasing and then slowly declining proportion. The significance seems to lie in gross numbers of women: 262 admitted from court in FY72 as compared with slightly less than four times that number in FY81. For a system with limited growth potential in terms of bedspace, the impact is considerable.



TABLE 2  
WOMEN ADMITTED TO PRISON: NUMBER AND SOURCE  
BY FISCAL YEAR, FY72-FY81

Fiscal Year	Number and Proportion of Women Admitted From Court	Number and Proportion of Women Admitted On Parole Revocations	Number and Proportion of Women Admitted On Probation Revocations	Total Number of Women Admitted To Prison
FY72	262 (85%)	5 (2%)	42 (14%)	310
FY73	310 (85%)	5 (1%)	47 (13%)	364
FY74	321 (82%)	10 (3%)	60 (16%)	393
FY75	370 (79%)	5 (1%)	94 (20%)	471
FY76	319 (74%)	2 (0%)	107 (25%)	429
FY77	375 (78%)	0 (0%)	103 (22%)	478
FY78	393 (78%)	13 (3%)	98 (19%)	504
FY79	442 (78%)	7 (1%)	120 (21%)	596
FY80	424 (73%)	15 (3%)	137 (24%)	576
FY81	440 (73%)	18 (3%)	146 (24%)	605

SOURCE: Georgia Department of Offender Rehabilitation  
Office of Research and Evaluation  
Systems & Statistics  
August 1981

In a 24-month period extending from July 1979 through June 1981, the courts in this state convicted and sentenced 7,649 female law offenders\* to either straight probation or to incarceration in the women's institution. The courts sentenced 864 of these women--convicted variously of felonies or misdemeanors--to a period of incarceration. Utilizing the "relaxed" criteria currently used to divert males from institutionalization, 216 (25%) of the 864 females incarcerated during that 24-month period were potentially "divertible." Even applying more stringent selection criteria 199 (23%) could have been served in a community setting.

Since the state's urban areas contribute the largest proportion of women probated and incarcerated, the largest number of the divertible women come from those areas. This data suggests that in expanding community alternatives for females entering the correctional system, consideration should be given to utilizing those resources currently available in these high "feeder" areas. Since the number of female law offenders is expected to increase 16% by the end of 1985, it seems reasonable to assume that the number divertible should also increase even if the proportion of divertible female law offenders remains unchanged.

The Georgia inmate population consists of 13,081 persons

\*No probation or parole revocations were included in this count.

The Georgia inmate population consists of 13,081 persons incarcerated on felony charges and 260 on misdemeanor charges; or a ratio of 50:1. Misdemeanants, however, comprise more of the total female inmate population (8%) than do male misdemeanants of the total male inmate population (2%). This disproportionate representation of women imprisoned for misdemeanors suggests that this may well be a group for whom a community-based option would be more appropriate.

The percentage of males and females serving sentences for various types of crimes are distributed in a similar pattern. For example, persons incarcerated on a violent crime charge account for 52% of male inmates and 53% of female inmates, while drug-related charges are listed for 6% of the male population, and 8% of the female population.

The average sentence length (Table 3) for men admitted to the prison system during FY81 is only about two weeks longer than for those men admitted during FY80: 4 years 9.2 months vs. 4 years 8.6 months. The average sentence length for women admitted to the prison system during FY81, however, is more than four months longer than during FY80: 3 years 4 months vs. 2 years 10 months. (Average sentence lengths as computed for a group of inmates admitted in a given time period are invariably lower than those computed for active inmates. This characteristic is due to inmates with shorter sentences having been released so that they are not now included in the active population, thus resulting in a higher average among that group).

TABLE 3  
AVERAGE SENTENCE LENGTHS FOR  
NEW ADMISSIONS, BY SEX: FY77-FY81

Fiscal Year of Admission	Average Sentence Length, Males	Average Sentence Length, Females
FY77	4.63	3.02
FY78	4.57	3.04
FY79	4.67	2.79
FY80	4.72	2.85
FY81	4.77	3.34

SOURCE: Georgia Department of Offender Rehabilitation  
Office of Research and Evaluation  
Systems & Statistics  
August 1981

Security status classifications among the total female population follow roughly the same pattern as in previous years. However, the classification is somewhat dissimilar for males and females. For example, the majority of male inmates (61%) are classified as either "close" or "medium" with 14% classified as "minimum" and an additional 9% classified as "trusty." The remaining 16% are either "incoming

diagnostic" or "maximum." Thirty-four percent of the females, on the other hand, are classified as "close" or "medium" with an even distribution for the remaining female population in the security classes noted above.

5.2 Population Trends

During the six fiscal years from FY76 to FY81, the total inmate population has increased from an annual average of 11,319 to 12,798 or 13%. As displayed in Table 4, the percent increment from year to year has declined gradually as the system's bedspace capacity was filled.

TABLE 4  
ANNUAL AVERAGE INMATE POPULATION: FY76-FY81

Fiscal Year	Annual Average Population	Change From Previous Year
FY76	11,319	
FY77	11,776	+457 (+4.0%)
FY78	12,172	+396 (+3.4%)
FY79	12,268	+ 96 (+0.8%)
FY80	12,632	+364 (+2.9%)
FY81	12,798	+166 (+1.3%)

SOURCE: Georgia Department of Offender Rehabilitation  
Office of Research and Evaluation  
Systems & Statistics  
August 1981

These total system figures somewhat obscure the pattern among female inmates since the latter group comprises such a relatively small segment of the population. Over the same six fiscal years, while the annual average male population has increased by 12.8%, the average for females increased by 18.7%. (Refer to Table 5.)

TABLE 5  
ANNUAL AVERAGE POPULATION TRENDS BY  
FISCAL YEAR AND SEX: FY76-FY81

Fiscal Year	Annual Average: Female Inmates	Change From Previous Year	Annual Average: Male Inmates	Change From Previous Year
FY76	465		10,854	
FY77	489	+24 (+ 5.2%)	11,287	+433 (+4.0%)
FY78	522	+33 (+ 6.7%)	11,650	+363 (+3.2%)
FY79	576	+54 (+10.3%)	11,692	+42 (+0.4%)
FY80	575	- 1 (- 0.2%)	12,057	+365 (+3.0%)
FY81	552	-23 (- 4.0%)	12,246	+189 (+1.5%)

SOURCE: Georgia Department of Offender Rehabilitation  
Office of Research and Evaluation  
Systems & Statistics  
August 1981

The proportion of women admitted to the system for offenses involving "violent personal" crimes has declined slightly during the past four years, from 26% of new admissions in FY77 to 22% of new admissions in FY81. Conversely, the proportion of women admitted for property crimes has increased steadily from 43% in FY73 to 55% in FY81.

This system-level trend is also reflected in new admissions to the women's prison, where again the trend is toward economically motivated offenses. The most frequent felony crimes for which women admitted to the institution are convicted are first degree forgery, theft by taking, and burglary. The most frequent misdemeanor crimes are shoplifting, theft by taking, and issuance of bad checks. From 1972 to 1980, the proportion of women admitted to the institution for voluntary manslaughter dropped from 11% to 5%. During that same period, however, the proportion of women entering the institution for either forgery or theft by taking increased from 19% to 27%.

The total number of women admitted to the institution in FY72 was 310; by FY81 the number had climbed to 605, a 91% increase. The upward trend in the total number of new admissions to the system from the courts has been felt nowhere more than in the existing resources earmarked for women. These dramatic changes in the number of admissions not only affects the Department's capability to provide bedspace, it also affects the Department's capacity to provide specialized programs and services at all functional stages of the corrections continuum. With two years of experience in implementing this plan--The Female Offender in the 1980's--the agency is taking some first steps toward

achieving the flexibility needed to house greater numbers of women requiring different degrees of supervision and services.

5.3 Population Projections: CY80-85

Population projections are based on historical trends of performance as well as on the most informed assessment of anticipated events that will impinge on various points of the system. In projecting male and female inmate population for departmental purposes over the next five years, the previous eight years were analyzed, and a trend curve was developed. The projections for males and females based on this trend curve are displayed by calendar year in Table 6.

TABLE 6  
MALE AND FEMALE POPULATION PROJECTIONS:  
(INCLUDING JAIL BACKLOG)  
DECEMBER 1981-DECEMBER 1985

End of Calendar Year	Total Number of Inmates	Number of Male Inmates	Number of Female Inmates
1981	13,668	13,071	597
1982	13,865	13,251	614
1983	14,030	13,400	630
1984	14,051	13,405	646
1985	14,080	13,418	662

SOURCE: Georgia Department of Offender Rehabilitation  
Office of Research and Evaluation  
Systems & Statistics  
August 1981

The population projections in Table 6 do not take into account the potential effect of determinant or "flat" sentencing legislation. The projections are based primarily upon the historical increase in the numbers of women admitted. If the legislative trend continues toward mandatory sentences for specific crimes, institutions already overcrowded will become more so, and the Department's long-range goal of reducing overcrowding will be adversely affected.

There are currently 402 bedspaces available for a far greater number of female offenders. These include 192 "standard" beds at the Women's Unit in Milledgeville and 210 transitional center beds in the Atlanta and Macon communities. (This latter bedspace does not comply with any nationally accepted facility space standards.)

The 192 standard bedspaces at the institution have been supplemented with 208 non-standard beds through necessary double-bunking and the

acquisition of the non-standard, twin mobile home trailers. Population at the Women's Unit has reached as high as 405 and at the two Atlanta area transitional centers as high as 199. These figures, of course, do not include the scores of women who must remain for weeks, and sometimes months, in local jails pending transfer to the Women's Unit. The average number of women awaiting transfer from a local jail to the institution is currently 34; however, on days during the past two years, this number has reached as high as 70 to 75.

Table 7 below indicates the degree of populaton "overload" which could result if no new or additional bedspaces are made available to projected populations. The "overload" represents that surplus of women for whom a bed meeting current national standards cannot be provided.

TABLE 7  
PROJECTED FEMALE POPULATION  
AND AVAILABLE STANDARD BEDSPACES: CY80-84

End of Calendar Year	Total Available Bedspaces	Number of Female Inmates	Difference Between Bedspace and Number of Female Inmates (Overload)
1981	402	597	195
1982	402	614	212
1983	402	630	228
1984	402	646	244
1985	402	662	260

SOURCE: Georgia Department of Offender Rehabilitation  
Office of Research and Evaluation  
Systems & Statistics  
August 1981

The column labeled "Total Available Bedspaces" in Table 7 includes an institutional design capacity of 192 standard beds; the original 155 bedspaces programmed for both Atlanta Women's Transitional Center; and the 55 bedspaces programmed for Macon Women's Transitional Center. The 402 bedspaces do not include the additional 100 beds approved in the FY82 General Appropriation, since the exact opening date of that housing unit is not known at this writing.

In any case, the issue here concerns not only the expansion of standard bedspaces but also the provision of differentiated space to accommodate identified sub-populations among the women. For example, in 1972 two of 310 women admitted to the institution were Youthful Offenders; in 1980 75 of the 591 women admitted were so sentenced. Unlike the flexibility the Department has in providing special facilities and services for sub-groups of the male population, the

correctional model for Georgia's female population has been limited to one institution attempting to house and serve, under one roof, the various types of female offenders. Youthful Offenders, long-term inmates, women with physical or mental disabilities--all have been expected to share the same facilities, the same programs, and the same resources with scant attention able to be paid to their diverse programmatic and human development needs.

5.4 Section Summary

The data presented in this section may be summarized as follows:

Demographic Profile:

- 1) A total of 57% of female inmates are black; the proportion of white female inmates is increasing.
- 2) More than 55% of the female inmate population are from urban areas; more than 36% are from one of fifteen metropolitan Atlanta counties.
- 3) About one-third of all female law offenders have achieved no higher than a ninth-grade education; however, 34% have achieved an education level of 12th grade or higher. Almost half (46%) of the women function at less than grade six.
- 4) Female law offenders are three times as likely to have been unemployed prior to arrest than are male law offenders.
- 5) Although 30% of female law offenders are single, never having been married, or are divorced, 95% have at least one child.

Correctional Data:

- 1) Not only is the number of women placed on probation increasing, the number placed on "split" sentence probation (and who subsequently serve a period of incarceration in the women's institution) is increasing. This additional use of "split" sentence probation suggests the courts may be looking for short-term yet intensive services and supervision not readily available through present traditional street probation.
- 2) Because the number of "divertible" female law offenders is small in relation to the number of divertible male law offenders, existing resources in high "feeder" areas should be utilized to provide services to the, as of now, less frequently diverted female law offenders.

- 3) Female misdemeanants comprise four times more of the total female inmate population than do male misdemeanants of the total male inmate population.
- 4) Female inmates are less likely than male inmates to receive "high-risk" security classifications.

Population Trends:

- 1) While the annual average male inmate population has increased by 12.8% in the past six fiscal years, the annual average female inmate population increased by 18.7%.
- 2) The proportion of women admitted to the institution for offenses involving violent acts decreased from 11% to 5% from 1972 to 1980; while the percentage of women admitted for property offenses increased 19% to 27% over the same period.
- 3) The number of women admitted to prison in Georgia annually has increased 91% between FY72 and FY81, from 310 to 605 women.
- 4) The female law offender population is expected to increase from 569 in December 1980 to 662 in December 1985. There are currently 192 standard beds at the women's institution and 245 non-standard beds in the three community centers.
- 5) As the number of female law offenders increases, the number of those women having special needs (e.g., Youthful Offenders, long-termers, handicapped) will also increase. The Department will therefore need to expand or supplement existing resources, and to develop new or additional ones.

The following section proposes a model designed to build on existing resources and to develop new alternatives. This approach will allow us not only to deal with increasing numbers of female offenders, but also to address their wide variety of service needs and human development needs.

## 6.0 GOALS AND SYSTEM MODEL

The human service system for women in Georgia has historically reflected the larger societal and economic values of the State. For many years these values were expressed primarily by fostering an attitude of female dependence on assistance of all kinds: the culture traditionally defined women in terms of men and their "rightful relation" to them. Correctional systems reflecting this perspective relegated women to tasks such as laundry, sewing and cooking. Rarely did the system recognize that the majority of female offenders bore responsibility for children as the head of a household. Programming in centers and institutions ill prepared a woman to deal with society without reliance on a welfare system or a male companion. The correctional model encouraged a parent/child relationship at the expense of personal autonomy.

Today societal values are expressed in terms of economic development and decreasing reliance on government-financed services. A corollary within the correctional system that is consistent with this perspective of the State's values is the human development model. For adults, that model is defined in terms of work: career development, acquisition of skills and economic independence. The goal is a legitimate one for women no less than for men and appears with increasing frequency in the orientation of human service agencies throughout the State. It is this human development model, predicated as it is on the importance of personal autonomy that informs this agency's approach to the female law offender in the new decade.

### 6.1 Agency Goals

Having espoused the basic philosophy articulated above, the Georgia Department of Offender Rehabilitation has set the following four goals:

- 1) To incarcerate only those women for whom there is no realistic alternative;
- 2) To develop each woman's human potential by providing relevant programming;
- 3) To encourage an awareness within the agency of the differential needs of women that warrant particular programming/security approaches; and
- 4) To increase the public's awareness of and sense of responsibility for the female offender.

Each of these goals may be further explicated in terms of implicit assumptions or specific objectives.

- 1) To incarcerate only those women for whom there is no realistic alternative.
  - a. To develop and implement a variety of diversionary approaches for women who do not present a significant risk to the community.
  - b. To provide adequate institutional space meeting current national standards for higher risk women offenders.
- 2) To develop each woman's human potential by relevant programming.
  - a. To expand current programs related to personal growth and acquisition of life skills in an effort to enhance each woman's self-confidence and emotional self-reliance.
  - b. To provide opportunities for career development and vocational exploration, thereby increasing the woman's ability to compete in the work market.
  - c. To develop specific program components designed to minimize disruption of family life and its accompanying negative effect on children.
- 3) To encourage an awareness within the agency of the differential needs of women that warrant particular programming/security approaches.
  - a. To expand the in-house data base and data collection process concerning female offenders, thereby allowing more extensive research.
  - b. To develop client-specific training modules to enhance the competencies of staff who work with female offenders.
  - c. To assess the applicability to women of the present classification system, particularly relating to appropriate security designation and program placement.
  - d. To provide for an ongoing planning and program development process.
- 4) To increase the public's awareness of and sense of responsibility for the female offender.

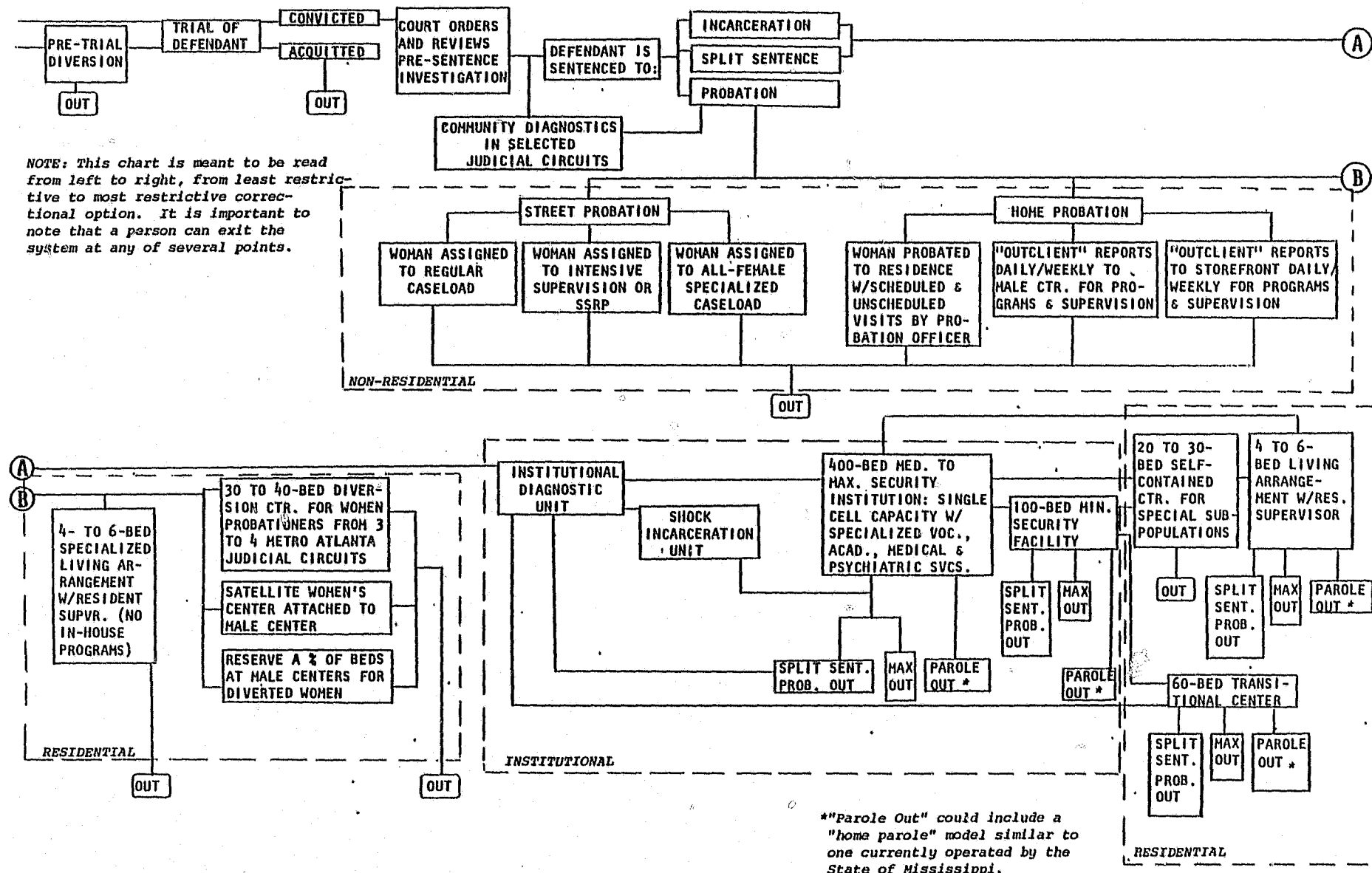
## 6.2 System Model

In designing this model for a continuum of services for the female offender several considerations were paramount. First, unless the current severe institutional overcrowding is alleviated, efforts to establish other programs will be severely handicapped. Use of a variety of community diversion and transitional programs can lessen the population pressure, but not sufficiently to allow us to provide standard bedspaces for all those women who will be incarcerated. If Georgia corrections continues to exist with only half the bedspaces needed at the Women's Unit, centers will be forced to emphasize the detentive function of their mission at the expense of the human development one. Therefore, the first critical component of this model is a larger institution for women which will allow DOR to meet basic national space and program standards.

Another consideration revolved around the Department's long-standing commitment to develop community programs. The agency can provide more effective services more economically if a continuum of programming exists allowing management of the convicted offender at the lowest possible level of involvement in the correctional system. In this model for management of the female offender, a variety of programs is outlined, ranging from the least restrictive community options to the most restrictive option of prison incarceration. As a wider variety of programs becomes available, client needs and existing services can be better matched, resulting in improved quality of supervision and services and more efficient use of staff resources.

The third major consideration was actual implementation of the model. Rather than attempting to create a totally new system, this planning process was built upon system components already in operation. For example, within the Probation Division, a system of diversion centers and of probation offices already is operational, so that various aspects at the "front end" of the system can be built upon. The problem is somewhat different in the institutional component where the existing system is much more limited. The institutional component is now defined as the prison in Hardwick but is much smaller than necessary for current and projected population. A new 500-bed institution to be located in the Metro Atlanta area was requested in the agency's FY81 Supplemental Budget but was not funded. An expansion of bedspace only--i.e., with no accompanying program space--was approved by the Legislature during the FY82 budget cycle.

Despite the emphasis on expanding existing system components, a number of the programs suggested in this plan have few precedents in Georgia corrections. In order to assess adequately the feasibility of such programs, some combination of research/pilot projects would be essential. A careful, considered approach would not only mitigate duplication of services but would also maximize the chance of success since program refinement would be predicated on hard data and extensive



A MODEL CONTINUUM OF SERVICES FOR GEORGIA'S FEMALE OFFENDERS

observation. In addition, if carefully planned pilot projects were implemented in selected parts of the system, disruption of existing services and total program expense would be minimized.

The flow chart and detail sheets which follow outline a proposal for a basic correctional sub-system that will provide effective management of the female offender at all levels of supervision. Component numbers refer to identifiers used on the flow chart itself. The detail sheets explain more fully what is intended in each component, what is required for implementation, potential advantages and disadvantages of each, and legislative or policy changes that would be required.

6.2.1 Component #1: Traditional Street Probation. Traditional probation supervision is the least restrictive sentencing alternative to incarceration currently available for placement of the female offender. "Street" probation allows the offender to remain in her home community under varying levels of supervision by her probation officer. Under the present case management system, the individual's service and/or employment needs are assessed by the probation officer at the initiation of supervision. Typically, the client is then referred to appropriate service providers within the community. The probation supervisor provides only limited direct counseling or other services. Thus, the primary contacts between the client and the probation supervisor are for continued monitoring of the client's progress on her program plan and for surveillance of behavior.

Traditional street probation can assist appropriate clients in behavior change efforts and progression toward autonomy while at the same time protecting the public from further violations of the law. The approach also minimizes the impact of the conviction upon the dependents of the offenders by allowing them to maintain family relationships and employment.

The type of clients for whom street probation is most appropriate are those who, in the opinion of the judge, require a level of restriction less than that imposed by a residential setting. The decision to place a client on probation emphasizes the protection of the community and the positive impact on the rehabilitation of the client.

Even with an expansion of alternatives to incarceration for placement of female offenders, the female probation population will continue to expand with the growth of the general population. Female probation clients are assigned to probation caseloads on the basis of geographic location and level of supervision needed. Thus, any additional staff required to provide probation supervision for women would be due to an increase in the general probation population.

The Probation Division's programs and services are currently in place and functioning, and women are presently assigned to existing



caseloads. Thus, no legislation or policy changes are needed to continue to provide probation supervision to women.

6.2.2 Component #2: Sole Sanction Restitution Program (SSRP). This program provides a non-residential supervision alternative which is different from traditional street probation. The concept is currently being used in several circuits of the state for both male and female clients. The program involves offenders who commit less serious types of crimes being selected by assistant district attorneys for a pre-plea investigation. The investigator researches the offender's background and ability to repay the victim, and selects those who have the best chance of staying out of any future criminal trouble. This program is particularly applicable to first offenders.

The program has possibilities for both pre-trial and post-trial diversion. Under a pre-trial diversion program, the offender would voluntarily agree to sign a contract stating that she will abide by its terms in return for not having her case prosecuted. If the client successfully pays the established restitution, she does not incur a criminal record. If the offender does not abide by the terms of the contract, then her case is prosecuted through the existing criminal justice process. For those offenders who go through the court process, this program is able to collect restitution for victims rapidly by offering the offender the incentive that if she pays the restitution, she will not have to report to a probation officer.

Occasionally, it may be impossible for the supervisor of these clients to collect cash from the probationer to repay the victim. This circumstance may be due to some disability or to the client's having no employment. In these cases, the client would be allowed to work off her fine and court costs by doing public service work. This symbolic restitution would be remunerated at an hourly rate, with the "wages" being applied to the total amount of restitution due.

The type of clients for whom such a program could serve as a viable alternative to incarceration are those who are assessed to have the best chance of staying out of future criminal trouble. This program would be particularly applicable to offenders who have committed property offenses for which restitution can reasonably be made. The number of clients for whom such a program would be appropriate would be dependent on judicial support of the program and discretion in its utilization.

In order to provide adequate supervision of this program, particularly if symbolic restitution is utilized, additional probation staff would be needed. It has been estimated by the Probation Division that an additional 38 Probation Officer II's and 12 secretarial positions would be needed to implement this program state-wide. Computing salary costs for each additional Probation Officer II at \$17,629 per position and each Secretary Typist at \$11,262 per position, the cost of expanding the program beyond the circuits where it is

currently being utilized would be approximately \$29,000 in each circuit introduced. No facility costs would be associated with this component.

No legislation would be required to implement this component in that it currently exists on a limited basis. Policy changes would be necessary to expand the program on a state-wide basis. This component would acknowledge the victims of crimes as well as the needs of the offender.

6.2.3 Component #3: Specialized Caseloads. Currently within the traditional street probation option, offenders are assigned to caseloads based on the level of supervision ascertained to be needed by that individual. The probationer may be assigned to a low- or high-need caseload dependent on the type of offense for which the person was convicted and other assessment factors. The probation officer and the offender determine the offender's treatment needs in accordance with the conditions of probation and the offender's individual characteristics. The probation officer complements a close counseling relationship with the probationer with referral to appropriate community resources or professionals.

In some circuits with a large number of probationers with special problems such as substance abuse, these probationers are assigned to a special caseload and supervised by a probation officer specially trained to deal with their problems. Component #3 envisions provision of such specialized supervision to women who are having difficulty in identifying or accessing suitable employment. Assigning women with this particular service need to supervisors trained in vocational training and career development may allow probation officers to secure positions for these women which are less marginal or stereotyped.

Female offenders within the correctional system typically display a low functional grade level, approximately 6th grade. For the most part, they also have a sporadic work history with long periods of unemployment prior to arrest. As a complicating factor, 95 percent of the women under community or institutional supervision have at least one dependent child, and further, 78% of that 95% are heads of households. These data suggest that many women offenders will require special assistance if they are to find and maintain adequate employment.

This program could be implemented with current levels of staffing if caseloads were reallocated within each circuit. This reallocation would allow one or two specially trained probation officers in each circuit to supervise those women determined to need intensive services. As this program would require no facility or additional staff, the only cost would be in providing supplemental training for the identified staff in the areas of vocational training and career development. No legislation or policy changes would be necessary as the program is already being utilized for probationers with other types of special needs.

Specialized caseloads have been piloted in five judicial districts, beginning July 1, 1981. These districts include Atlanta, Rome, Savannah, Cobb, and Alcovy. A Probation Officer II in each area maintains a reduced caseload of 50 to 75 women, with the intent of offering intense and specialized services. In-service training efforts for staff assigned to the project have included the administration of diagnostic educational tests, and a group counseling seminar. Future training will be offered in the areas of vocational exploration and career counseling, and in the development of human relations skill building.

6.2.4 Component #4: Probation to Client's Residence. This program is the most restrictive sentencing option available to a judge who chooses to allow a woman to remain in her home environment. The program would require as a condition of probation that the client remain at home except for approved activities to be established in the initial needs assessment and plan of action developed with the assigned Probation Officer. Services for these clients could be provided by referral to local community resources or to a diversion center where available. Compliance with the conditions of this program would be ensured in two ways. First, the offender would be required to maintain a routine schedule of reporting to a Probation Officer. This could be accomplished by daily telephone calls. Second, the Probation Officer would conduct both scheduled and unscheduled visits to the probationer's home.

The main purpose of this type of program would be to provide more intensive supervision than is presently available in traditional street probation. This type of supervision provides an additional alternative to incarceration in special cases without the attendant costs to the Department and responsibilities of a facility. The advantages to the probationer in this program are the lessening of family and job disruption. The program would also allow the offender to deal with her problems in the environment where they occurred. One potential disadvantage is that not moving the offender from her environment may allow her to maintain criminal associations. Home visits by the probation officer may also heighten awareness of the person's criminal history and cause negative labeling by the community.

The offenders who could be served by this program are those women who are considered to be in need of a more restrictive environment than street probation. The emphasis of this program is on providing an alternative to a prison environment or to placement in a residential center. It is not intended to provide additional surveillance of women for whom placement on traditional probation would be appropriate. Thus, the type of offender for whom this program would be appropriate would be limited. However, the program would provide a cost effective alternative to residential placement or incarceration for those women with special psychological or physical health care needs which may be more effectively dealt with in the home community. The program could

also provide an effective alternative for those women for whom placement in a diversion center would create serious employment or educational disruption or family hardship.

The number of probationers for whom an alternative to residential placement would be appropriate is impossible to estimate with certainty. As mentioned above, the program is aimed at offenders with very special circumstances. Thus, the number served would be expected to fluctuate and be limited in most circuits.

As this program does not involve a facility, the main resources the Department would be required to commit would be staff time and travel funds. Due to the limited number of women expected to be served by this model, initial implementation could be accomplished with existing staff. Probation staff are already conducting home visits on a sporadic basis; implementing this component would initially involve only standardization of procedures and specialized training in dealing with probationers with special needs.

This program is amenable to the utilization of trained volunteers and would allow the program to be implemented on a statewide basis with existing staff. However, such a volunteer program would require extremely close monitoring to ensure compliance with the conditions of probation and to prevent liability problems. In order to ensure effective use of volunteers in such a specialized program, a financial commitment to a training program for both the volunteers and probation staff involved would be required. Program design efforts would need to specify very clearly that volunteers are not to be assigned either supervisory responsibility or authority.

As this component involves only expansion and standardization of existing procedures, no additional legislation would be required. Thorough groundwork would need to be laid with the judiciary to ensure that the program was used for actual diversion and not for additional surveillance of traditional probationers. The viability of this approach will be explored within the context of the Specialized Caseload (Component #3).

6.2.5 Component #5: Out-Client to Diversion Center. In this currently operational program a probationer reports to an existing diversion center for supervision and services. The out-client program is being expanded to all eleven male diversion centers this year, with services available around the clock to all center graduates and to other probationers upon referral. It has previously operated in three centers, where initial results after one year suggest that the program does have an impact.

The out-client probationer continues to live at home and reports to a diversion center as prescribed in an individual program plan. Such a plan could include individual and group counseling, employment

counseling, consumer education, alcohol and drug programs, or any of the other services provided in the diversion center. Crisis intervention services are available 24 hours per day.

As a standard procedure under this component, a probationer would be assigned to participate in the out-client program either after graduation from a diversion center, or upon recommendation by the Probation Supervisor or Investigator to the sentencing judge. Women included would be those who need more structure than provided on straight probation, but less than incarceration, or those for whom a diversion center program is unavailable due to geographic restrictions.

One additional staff person would be required initially to make this program available to the female offender: a Probation Officer II is recommended at \$17,629 per position. No facilities would be required since the existing diversion centers would be utilized.

No legislative changes would be required. Policy change would be required to expand services to females.

Advantages of giving female probationers access to out-client services are numerous. The program is already in existence and could provide services immediately to women at little or not cost. Advantages for the offender are the limited family and employment disruption and the increased access to services.

The primary disadvantage is that such a program would not be available except in urban areas where a diversion center is already in operation. Transportation may be a related problem for many potential clients.

The Rome Outclient Program for Females began in July 1980. To date 33 women have been assigned to the program which is implemented on the site of the male diversion center in Rome. A Probation Officer II has been assigned full-time to the project and has developed weekly structured classes in various life skills along with individual counseling sessions. Some coeducational programming with the men has been included.

This model appears to have great potential, although transportation is a problem. Program expansion is planned for July 1981 when three additional staff will be added: a Counselor (OR), a Counselor Senior (the Probation Officer position has been upgraded), one secretary, and a correctional officer.

**6.2.6 Component #6: Out-Client to "Storefront".** This program is designed to provide educational and counseling programs on an out-client basis in communities where diversion centers are not available. The program would be located in a residential or commercial area which would be easily accessible to the clients served and be open evenings and

weekends. The purpose of the program would be to offer services to clients with special needs where those services might not otherwise be accessible due to scheduling or transportation problems. The program would also address the counseling and education needs of clients in communities where such services are otherwise unavailable. By providing intensive counseling and other services in the client's local community

in lieu of removing the client to a residential setting, less family and employment disruption would occur. Placement in the community would also allow for greater visibility of probation services and volunteer participation.

To enhance cost effectiveness and to give the concept a greater chance for success, implementation would be most effective if this program were an inter-agency effort. The expertise that resides in the Department of Labor (DOL) concerning the employment of offenders and the knowledge and resources that are found in the Department of Human Resources (DHR) would be difficult for DOR to duplicate. Therefore, to preclude such duplication, it would be expeditious to invite the two other agencies into a consortium while the program is still in its planning phase. This inter-agency effort would bring together the resources most needed by the clients in a location accessible to the clients. Thus, effective utilization of community resources by probationers would not be hampered by scheduling or transportation problems. A program planned with DHR in particular could be designed to provide day care services for those probationers whose possibility of employment is severely limited by child care responsibilities.

This type of program would be aimed at clients whose incarceration or revocation could be prevented if intensive counseling, educational, and crisis intervention services were readily available in the local community.

In the judicial circuits where a male diversion center is not available for the location of out-client services for women, a minimum of 40 women who meet the diversion center admission criteria are sent to prison annually. An additional 87 women from these circuits were revoked from probation in FY79. A number of these revocations might have been prevented had more intensive services been available in the community. Although this number of women is insufficient to make implementation of this program cost effective for only women, the program is adaptable for providing services for both male and female clients. The addition of males to the target population would justify the cost of the programs.

A 1978 judicial survey reported that sixty-eight percent of the state's superior court judges stated that a number of offenders whose cases were pending in their courts could avoid incarceration if additional diversion services were available. This program could provide such diversion services in areas of the state where a residential center is not viable.

The recommended staffing for such a program would include two counselors and one full-time secretary. A probation officer could be assigned to the program two to three days a week to meet supervision and reporting requirements. By allowing the clients to receive services and meet with their probation officer at a convenient location, greater program compliance and earlier identification of problems would be expected. The assignment of a community services coordinator, at least on a shared basis with the circuit probation office, is also recommended to maintain maximum utilization of available community resources. If the program is developed in conjunction with DHR and/or DOL, their placement of staff at the program location would alleviate the need for one counselor and possibly the community services coordinator.

The site location as mentioned earlier needs to be in a central community location with room for group or individual counseling and other programs. A small residential or commercial building would be appropriate. Again, if the program were planned in conjunction with DHR and/or DOL, co-location with other of their programs would ameliorate the cost of acquiring a facility.

The annual personnel cost to the Department for two counselors (\$19,154 each) and one secretary-typist (\$11,262) would be \$49,570. The addition of a community services coordinator would increase costs by \$14,000. As the probation officer would be assigned to a regular circuit office and the program clients would constitute part of her or his normal caseload, no additional cost would be incurred. Facility costs would be dependent on the location, but the expense would be similar to a regular probation office.

No legislation would be required to implement this program. However, policy would have to be expanded to provide for diversion of clients to a residential setting. The model could build on the experience of the Athens sub-community offices in developing programs and procedures. If the program were developed in conjunction with DHR and/or DOL, new linkages and experience in cooperation could be developed which would be beneficial to all concerned. Not only would this cooperation benefit the clients directly involved in the program, but it could provide a foundation for future programs which would utilize community resources in the most efficient manner.

6.2.7 Component #7: Specialized Living Arrangement. This program is designed to provide supervised housing but little in-house programming; the emphasis of the program is on job placement and maintenance fees to cover room and board. Supervision and crisis intervention services would be provided by a resident supervisor; other programs and services would be provided by referral to community resources or through out-client services within the Department.

This program would offer a diversion opportunity for those women in need of a structured environment and who are otherwise not in need of

intensive in-house counseling and/or educational services such as provided in a diversion center, but whose needs could be met by referral to community-based service providers. It would also address the needs of women probated to an area having no diversion center but who are adjudged in need of some type of residential supervision. Such a program would be particularly adaptable to women with dependent children. The program would also allow community placement of those women with special needs such as those without homes or where removal from the present environment would be beneficial.

In order to optimize the "normal" socialization of the clients, a maximum of six clients per house is recommended. A three-month program would allow twenty-four clients a year to be served at each facility. (A similar program in California accommodates a larger number of women in a small apartment building where women could potentially have their children living with them).

The Department of Human Resources has maintained similar small group homes for their mentally handicapped clients for three years. For an eight-client home, the DHR staff includes: one supervisor, three house parents, and one house-keeper with additional per diem funds to contract for a substitute house parent to cover sick and annual leave of the regular staff. This staffing pattern provides for a minimum of two staff members to be present at all times. DHR has also initiated a four-client home two years ago. This program is staffed by one project director, one house parent, and one part-time relief house parent. This staffing pattern allows one staff member to be present at all times. The total cost of operating the eight-client home is \$70,000 annually while the four-client home costs approximately \$36,000. Thus, the cost of operating a six-client home with only one staff member present at all times would be anticipated to be between \$36,000 and \$70,000. The cost of the program could be partially off-set by maintenance fees from the residents.

Since this type of program could be located in a small house or apartment cluster, site location would be much easier than for a forty-bed center. The location would also be less restricted by health, safety, and zoning codes.\* The limited number of clients placed in a community would minimize the drain on service resources and on the local job market while at the same time projecting a lower profile in the community. This latter factor may help to mitigate adverse reactions on the part of local citizens.

No legislation would be required to implement such a model. Current diversion center policies related to security and job placement could be adapted to fit such a program. If children were permitted to live with their mother, issues regarding any liability the State might incur would need to be carefully assessed. Implementation of this program would provide an additional diversion alternative in areas of the state where the population does not justify a diversion center.

\*A recent appellate court decision in Douglas County, Georgia found that four to six unrelated adults (in this case, with mental health problems) living together as a "family unit" do not violate single-residence zoning ordinances.

This concept will be explored within the context of the Specialized Caseload (Component #3) pilot project in the selected districts.

6.2.8 Component #8: Central Diversion Center. DOR managers recognized a need several years ago for a centrally located state-wide Diversion Center for female offenders. The center was to serve as a sentencing alternative for those women who do not require the intensive supervision of incarceration, but could benefit from an environment of heavily supervised probation. Women would be selected based on the same criteria now used in male diversion centers to include the following: 1) Women offenders, primarily those convicted of felony offenses, who are determined by the judge to be high risk probationers needing more than street probation and less than incarceration; 2) Women offenders for whom it has been determined that the only alternative to the center was prison; 3) Offenders convicted of property offenses or crimes of a non-violent nature.

Assignment to the center would be a special condition of probation. To be admitted to a diversion center, the judge would need to determine that the only alternative to the diversion center was prison. This could occur in three ways: post-sentence diversion, direct sentencing, or revocation hearings. Offenders are intended to be primarily felons.

The center would accept state-wide referrals and house 23 residents for a 120-day basic program for a yearly capacity of 69 women. A 1980 study of the active population indicated that approximately 180 female offenders per year appeared to meet prescribed diversion center criteria and could be diverted from institutionalization. This estimate included probation violators who potentially could be sent to a center in lieu of incarceration.

During the in-house portion of the program, residents would undergo psychological, academic, and vocational testing. This information would be used to develop individual program plans for each woman. These plans would emphasize a redirection of life style, focusing especially on vocational training and career development. During residency, the women would be expected to become self-sufficient, paying rent of a mandatory amount, contributing to the support of their families, and paying restitution and/or court fines. After the initial in-house treatment program is completed, most of the clients would work during daytime hours and return to the center each evening to participate in supervised program activities. When the period of residency is completed, the woman would continue on probationary status as per the original sentence or participate in an out-client service program for eight months.

A diversion center located in the greater metropolitan Atlanta area was funded through a federal grant awarded to the Department of Offender Rehabilitation on October 1, 1978. This grant along with the local State match covered the initial startup costs and one year's operational expenses. Annual operating expenses thereafter were

projected to be approximately \$200,000. Center staffing included 14 personnel: a Superintendent, Business Manager I, two clerk-typist three counselors, five correctional officers, a food service manager, and a Probation Officer II.

This first women's diversion center in the state opened in March 1980 in Atlanta. The center currently serves all judicial circuits in Georgia and houses 23 women. In FY82 the state assumed full funding responsibility for this LEAA-initiated operation.

6.2.9 Component #9: Satellite Women's Center. This component envisions the inclusion of women clients in the existing male diversion centers. The female probationers would reside either on the property of existing male centers (i.e., in trailers) or in a nearby house or apartment. This model would provide a diversion alternative for women in areas of the state where establishment of a female diversion center would not be cost effective due to the small numbers of women from the area who could benefit from such an option. Thus the advantages of diversion such as allowing women to remain near their home communities and remain employed could be offered in many regions without duplicating existing programs and facilities. Placement of a female diversion program in areas with established male diversion centers might also reduce adverse community reaction. However, one difficulty associated with this model is that the addition of clients to existing diversion programs may overburden local employment and service resources. Additional training would also be needed by the existing diversion center staff to provide and/or identify in the community services to meet the women's needs.

The type of clients which this program would serve would be those female offenders who meet the selection criteria now in use in the existing male centers. If the program were established as a pilot project in one male diversion center with a population of five to fifteen women in a 120-day program, the program could serve fifteen to forty-five residents in one year.

In order to provide full security coverage at the women's residence, three Correctional Officer II's and a Correctional Sergeant would be necessary. An additional Senior Counselor is required in order to provide adequate counseling services, and an Accounting Clerk and Cook would be needed to supplement existing staff. If the number of women served by this program remained small, post-residential supervision could be provided by the Probation Officer II currently assigned to the diversion center. If an excess of thirty women are served in the residential program, an additional Probation Officer II may need to be added to the center staff to share in the after-care caseload. Detailed costs on these positions and their operating expenses amount to \$130,000 per year.

The cost of the initial staffing of this program if only three correctional officers were added would be \$37,236. The program would need to be implemented and allowed a refinement period before the need for additional staff could be evaluated.

This program could be accommodated in either a trailer located on the grounds of an existing center or a house located near an existing center. Some additional housing costs would be incurred to purchase or lease a trailer or house. The type of residence which would be most appropriate would depend on the location of the male diversion center chosen to implement the program on a pilot basis.

No legislation would be required to implement this model. Policy changes would be necessary to integrate women into existing diversion programs. Emphasis on the counseling and employment needs of women would also be needed in the training of diversion center staff.

In July 1981, the state's second women's diversion center opened. This 23-bed facility will be housed in a separate building on the grounds of the Albany Men's Center. Staff assigned to the Women's Unit include a senior counselor, a counselor OR, four correctional officers, a secretary, and a cook. The program design is patterned after that of the Women's Diversion Center in Atlanta. Some coeducational programming will be included.

6.2.10 Component #10: Co-residential Diversion Center. This program envisions the sharing of existing male diversion center facilities and programs by male and female clients. This would be accomplished by reserving a percentage of rooms in the existing male centers for female clients. This component would provide a diversion alternative for women in various areas around the state without the expense of additional facilities. Thus, women could be diverted from prison into centers geographically closer to their home, causing less disruption in employment and family relations. This co-residential model has been implemented in Montgomery County, Maryland with positive results. Any program of this nature adopted in Georgia could build on the experience of the Maryland model.

The type of women for whom such a program would offer a constructive alternative to incarceration would be those who meet current diversion center selection criteria. The program would cause the least amount of employment and familial disruption if these women were assigned to the diversion center nearest their homes. A 1980 study showed that a minimum of 25 women who meet current diversion center selection criteria are sentenced to prison annually from eight circuits (outside Atlanta) that have male diversion centers. An additional 30 women are revoked from probation annually from these same circuits.

Currently, five correctional officer positions are included in the standard staffing pattern of existing diversion centers. In order to

accommodate the addition of female clients, one of these positions would need to be filled by a female correctional officer. This designation of an existing position plus two new female correctional officer positions would provide sufficient security staff to implement this program. Due to the room checks and twenty-four hour supervision involved in diversion center operations, it is recommended that the correctional staff supervising female residents also be female. This recommendation would minimize the potential for liability issues. The cost of the addition of two new correctional officer positions to existing center staff would be \$24,824. As the residents would be sharing programs and food services, no additional staff in these areas is anticipated.

Since the program is to be implemented in established diversion centers, no additional facilities would be required. However, the program would require modification of some existing buildings: for example, shower/toilet facilities would need to be duplicated in some buildings. An additional caveat to the implementation of this program is that it could result in less flexibility in housing space; that is, the same space may accommodate fewer residents in order to meet the privacy needs of a mixed population.

Although enabling legislation may not be necessary to implement this program, it would be advantageous in order to address any question of liability on the part of the Department. Policy changes, particularly in the area of security procedures would be necessitated by implementation of this program. Diversion center staff would require additional training to effectively deal with the women clients' counseling and service needs.

6.2.11 Component #11: New Institution. The new institution being requested by DOR would provide critically needed housing and program development space necessary to address the needs of women assigned to this most restrictive option on the continuum. This new facility would be the primary center for the rehabilitation and care of these female inmates; as such, a full range of services would be provided at this location. (The component as described below reflects the institution as originally conceptualized for the budget request, not the reduced space funded in the FY82 appropriation.)

Many of the program and operational limitations described in Section 4.0 of this document would be eliminated with the construction of adequate bedspace and appropriate space for the specialized and expanded programming being developed by DOR. Program staff would greatly increase to support the program design which would include the following areas: a diagnostic component with a comprehensive vocational assessment unit, a counseling program to provide a range of services including mental health, and an array of basic/advanced educational and vocational opportunities.

The complex would include a religious services area and a

multi-purpose building for varied recreational activities. The facility would also provide a full range of medical services. Space would be planned for a special children's visiting area to be part of an in-house program in child care. One housing unit would offer a specialized program for the elderly, chronically ill, and those women with psychiatric problems. Another unit would house 100 minimum security women. A more detailed description of the program development that this facility would provide is as follows:

- 1) Education (Staff of 9): Classes would be available in:
  - a) Literacy remedial
  - b) GED preparation
  - c) Adult basic education
  - d) Basic skills
  - e) Title I
  - f) College level courses
- 2) Vocational Trades (Staff of 6): Opportunities would be available in the following areas:
  - a) Cosmetology
  - b) Sales/Marketing
  - c) Business Education
  - d) Child care/Teacher Aide
  - e) OJT Medical
  - f) OJT industrial fabrication

NOTE: This program would be supplemented by the use of community resources to train eligible women in non-stereotypical trades. A full-time educational services coordinator would supervise the entire educational and vocational program.

- 3) Library Services (Staff of 1): A full-time certified librarian would develop and direct a library program including legal library services.
- 4) Counseling (Staff of 11): Staff increases would make possible more manageable caseloads and the increased specialization necessary to meet a variety of needs. This would enable the institution to develop a family counseling component, volunteer services program, special child visitation component, and more utilization of group therapy modalities. One counselor would be assigned to the special housing unit where the psychiatric population would be housed.
- 5) Recreation (Staff of 3): A variety of options would be feasible with more adequate space, particularly with the addition of an arts/crafts lab. Recreational programming would be expanded to include more development in the arts/crafts

area, more enrichment activities, such as music, drama, and dancing and more individualized leisure-time activities.

- 6) Medical Services (Staff of approximately 15): This component would provide lab, X-ray, and specialized clinical services in the facility. Psychiatric beds would accommodate a segment of the population that requires twenty-four hour medical observation and supervision.
- 7) Special Program Components:
  - a. Diagnostic Unit: A comprehensive diagnostic program would put special emphasis on vocational assessment. Staff would include two behavioral specialists, one vocational evaluator, one psychometrist. The unit would also process and determine the eligibility of certain women for a special Shock Incarceration Program. This program would emphasize personal growth and development and would include education/vocational assessment, a work assignment in the institution, along with an intense treatment program, including individual counseling and life skills classes in areas such as decision making, coping, parenting, and employment readiness.
  - b. Special Housing Unit:
    - 1) A special program would be designed for women in need of intensive psychiatric treatment in a short-term sheltered living environment. Staff would include a part-time psychiatrist, a part-time clinical psychologist, a full-time psychiatric social worker, and a counselor.
    - 2) Special programming would be available for the elderly and chronic care populations in a separate wing of the housing unit.
  - c. Children's Program: Part of the visiting area would be designed as space for children and would also be used to offer a training program in child-care. Additional opportunities for children to visit with their mothers would be an integral part of the overall program to be offered in this institution.
  - d. Youthful Offenders: With the addition of necessary living space it would be possible to house these women separate

from the general population, and to provide some differentiated programming for them.

- e. Minimum Security Unit: This unit would house 100 women in wings of 25 women each. It would have the flexibility desirable to relate to varied populations; for example, the more long-term women (trustees), who would be within a year or two of eligibility for transfer to a community transitional center.

The funding proposal for this institution has not been approved by the Legislature. The existing facility in Milledgeville will be expanded over a period of time, including additional program space and housing. In the 1982 budget, partial funding was allotted for the building of the special housing unit. Future funding is not guaranteed at this time; thus, the component will be modified accordingly.

6.2.12 Component #12: Community Residential Correctional Center. The center programs included in this general category could operate with varying degrees of program intensity and provisions for security, depending upon which special population is to be served. A community residential center within this model would provide services for clients on inmate status. Residents could be included who do not meet transitional center selection criteria, yet who are low risks for community placement. This alternative would alleviate institutional overcrowding while providing rehabilitative services within the community.

Since programming would vary with the type of clients to be served, examples of possible special populations follow. This component does not imply that the center's population would be limited to only one of the following groups, but rather that a mixed population might be effectively served by staff with specialized skills in dealing with the needs of these particular people.

- 1) Maintenance Inmates. As of 1-26-82 there were 24 women on maintenance status housed in the three existing community centers. They provide a variety of services including doing domestic work at the Governor's mansion, and providing clerical support for state agencies such as the Georgia State Patrol and the Georgia Department of Offender Rehabilitation. Their primary duties are to maintain the transitional centers by assisting in cooking, cleaning, and other support services.

These women are generally serving long sentences, but are not considered to present a risk to the community. One issue associated with their residence in transitional centers involves the fact that they occupy bedspaces which could be used by other more short-term clients.

A program designed for long-term maintenance inmates would include vocational, academic, and counseling services similar to those provided in the institution. Near the completion of their sentence, these women could be transferred to work-release status in a transitional center and participate in intensive transitional programming designed to help them to return to full community life. A maximum of 40 maintenance inmates would be placed in such a center.

- 2) Youthful Offenders. For these clients a program would include intensive programming with an emphasis on education, career development, and training. The work-educational release model could apply. Location of the center near a vocational school or college in the community would be desirable. Approximately 30 to 40 bedspaces would be available in a center. This slightly smaller center capacity would allow for working with this young group, frequently described as volatile.
- 3) Misdemeanants. This category of women offenders typically comprise between 8% and 10% of the total female population. From 1976 through 1981 an average of 149 women sentenced as misdemeanants have entered the system each year. For those women not eligible for diversion this center could provide a community placement option not otherwise available. By utilizing the community diagnostic process and assigning these women directly from local jails to a center, the system can avoid institutionalizing them at any point.
- 4) Mentally Handicapped. The emphasis of this program component would be on working with the mentally retarded client. A long-term, intensive counseling program could emphasize teaching these women to more adequately manage their lives. Limited medical, vocational training, and other specialized services could be provided either in-house or by referral to community resources.

It appears that enough female offenders fall into this category to justify a small center. As of 1-15-82, of the 43% of institutionalized women for whom such information is available, 10% (30 women) had Culture Fair IQ scores lower than 70. Staff report that an additional sizable component are severely deficient in basic life skills.

Twenty to thirty clients could be served in such a center. The smaller number of clients allows for more intensive programming.

- 5) Moderately Emotionally Disturbed. The non-violent client with a moderate degree of emotional disturbance could be housed in a community setting. Programming could be provided through a



combination of intensive individual and group counseling in addition to basic programming. Community referral could provide for additional use of mental health resources.

Limiting the population to 20 to 30 women would allow for intensive programming. It would simultaneously reduce risk to the community.

For all the above component possibilities a basic transitional center staffing model would be used with additional security or specialized program staff as needed. For example, a center working with the mentally retarded would have staff who were trained in working with this particular type of client.

Facility requirements would vary with the population to be served, but the basic design would be that of a transitional center. Ideally, populations would be limited to 20 or 30 bedspaces with the populations who have more serious problems; but for low-risk maintenance inmates a population of up to 40 would be acceptable.

Legislative changes might be desirable, but probably not required; these programs could be covered under work/education release laws. Policy changes would be required to change selection criteria and to outline programming for long-term exceptional clients. One advantage of establishing any of these specialized centers is the specific focus on a limited set of needs. Another is that it would take non-dangerous offenders from the institution and place them in a community setting, simultaneously relieving overcrowding and providing more effective services.

It also provides a community placement alternative for clients now being admitted to transitional centers, with concomitant changes in transitional center missions. If long-term women offenders and those with specialized needs can be housed and receive services in a long-term community center, transitional center beds can be freed for genuine transitional clients.

On a regional basis this model lends itself to coordination with existing programs and services available in community centers and institutions, as well as with community resources. It could locate maintenance inmates near their employment, other clients near essential services.

Dealing with more specialized services to smaller groups of offenders would allow more intensive programming. This programming could be tailored to specific needs of the clientele.

By reducing institutional population this component would increase the possibility that in the interim before the new institution is completed, some of the population pressure may be relieved. Since even

the new institution may not accommodate the increasing numbers of women in the system, these alternatives would allow us to deal with the problems without costly and time-consuming building projects.

The primary disadvantages would be that community reaction could make establishing even these smaller centers difficult. Additionally, the lower turnover of clients would make the cost per client served higher than in most community centers, although still lower than in institutions.

A variation of this component is presently in the first stages of implementation. Expanded criteria allow placement of women in a community center who are within 30 months of release or parole eligibility. This longer term program has been implemented at New Horizons Center. The New Horizons program will continue its treatment emphasis, paying added attention to vocational exploration and vocational training.

6.2.13 Component #13: Specialized Living Arrangement: Transitional Services. This program would offer an additional approach to the provision of transitional services. Variable in size, it could accommodate four to six persons in a small house or a larger number in a small apartment building (similar to a program in California) where women could have their children living with them.

A resident supervisor would provide ongoing supervision and crisis intervention services. More in-depth services would be available through DOR community centers or from outside resource agencies. Emphasis would be on job placement, work adjustment, and general life skills including parenting skills.

The client would be restricted to supervised housing, except for approved activities. These activities could include employment, participation in drug or alcohol counseling at a community center, participation in educational or vocational training programs, or local consumer education programs.

Women in any of several special need categories would be considered for placement. Those categories might include women without homes to return to or those who need an additional period of adjustment in which to stabilize their lives after incarceration or center residence. This living arrangement is particularly adaptable to women with dependent children.

The Department of Human Resources has operated similar programs for mentally handicapped clients for three years. Staffing for an eight-client house includes one supervisor, three house parents, and a housekeeper. Additional per diem funds are available to cover hiring substitute staff to cover sick and annual leave of the regular staff.

At least two staff members are present at all times. Annual cost for the program is \$70,000.

A four-client house is staffed by a project director, a house parent, and a part-time relief house parent. The cost is \$36,000. For either program, some of the cost could be offset by payment of maintenance fees by residents.

The number of clients and staffing necessary could vary widely as discussed above. If the program is approximately three months and a minimum of six bedspaces are available, 24 clients could be served in a year. In a larger program, the maximum number of clients would be influenced by available space. For example, a small apartment building might accommodate 20 to 25 women, providing services for 80 to 100 residents per year.

A minimum of two to three resident supervisors would be required, depending on whether coverage is around-the-clock. Arrangements could be similar to the DHR foster home model utilizing subsidized private housing or regular staff hired by DOR. The facility requirements could be for a small house or apartment building.

Legislation may be desirable if the foster home model is adopted. It would require broadening of existing policy guidelines, although policies covering transitional centers are partially applicable to this model.

Increased emphasis would be on linkages to community resources and might possibly involve inter-agency agreements. Selection criteria in any given area would need to be flexible to identify offenders who could be helped in a specific community context.

Policy changes may be needed to accommodate either parole violators or probation violators in lieu of incarcerating them. To provide transitional services to the former type of client particularly would require an agreement between DOR and the Parole Board, specifying levels of services and selection procedures.

Advantages of this model are its flexibility in adapting to special need groups, its provision of on-site crisis intervention and its use of existing community resources. A similar model which provides services to four to eight clients has been used for some time in DHR and other mental health agencies; a larger program for correctional female clients is operational in California. Child care provisions could be included and minimum surveillance of residents would be required.

It may also be easier to place such small units since their profile in the community would be much lower than that of centers and would present fewer restrictions by health and safety codes. In any case, such modules would be less costly than a traditional transitional

center. Disadvantages are its lack of on-site programming, and the fact that it has not been widely used with correctional clients. The model would be applicable to a limited number and type of client. If child care on-site were available, it would raise questions of Departmental liability that would need careful assessment before implementation.

6.2.14 Component #14: Transitional Center. This model would operate in a manner similar to that of the male transitional centers now in existence. The existing female transitional centers have had to adapt their operations, a process necessitated by changes in selection criteria due to institutional overcrowding.

Programs in counseling, career development, job skills development, job placement, crisis intervention, family counseling, and consumer education would be implemented. An intensive in-house program of approximately one month would be followed by job placement and two-to-three months working in the community. (The current average length of stay in male transitional centers is four and one-half months).

The female offender would be sent to a transitional center four-to-six months prior to her release. The release date may be her anticipated parole date as specified under new Parole Guidelines or her ETS projected release date as calculated by DOR.

Although the ideal number of residents mentioned by program managers ranges from 35 to 40 persons, existing programs have a minimum of 55 to 65 bedspaces available. With a program of four months, 220 to 260 women per year can be served. A center for 65 women would cost \$500,000 for its first year of operation, including start-up costs; thereafter, annual expenses would approximate \$400,000.

Facility requirements would be similar to those for existing transitional centers. Included in the first year's budget is a one-time renovation cost, an expense that DOR's previous experience has indicated is usually essential to adapt the types of facilities the Department is able to obtain.

No legislative changes would be necessary; this program is already covered under existing legislation. Desirable policy changes would include reconsideration of selection criteria (especially related to time remaining on sentence). Policy changes may also be needed in response to Parole Board actions regarding Parole Guidelines and concomitant program changes. For example, discussions are currently in process to determine the feasibility of revoking parole violators to transitional centers in lieu of re-incarceration. Such policy changes may also be required in the area of probation if probation violators were sent to a center rather than to the institution.

Advantages of using and expanding this model include the following:

DOR has extensive experience in the operation of transitional centers, which would enable us to expand the program based on actual experience in the benefits and difficulties. The model has proven cost effective. It allows for a variety of in-house programs and for use of community resources, a critical factor in the re-integration process.

Disadvantages, also evident from the Department's previous experience, include the difficulty of locating a suitable facility and the possibility of adverse community reaction. Additionally, since the majority of female offenders come from the Metro Atlanta area, that area is first priority in placing a center. Few other parts of the state have adequate female offender populations to support a transitional center. Therefore, the benefit of placing a resident in her own community is lost.

6.2.15 Component #15: Supervised Earned Release. The Supervised Earned Release program would provide an alternative for the first offender client who has been convicted of a non-violent crime. The program has been successfully implemented in the State of Mississippi. The component would supplement existing programs for parole or work release. A woman who met the criteria for this program would be released into the community under the supervision of a parole officer to whom she would report at least four times per month.

Women eligible for this program would be assessed through the diagnostic process particularly in terms of their likelihood to repeat the crime. The woman would then be assigned either to prison or a community treatment program to serve a year of her sentence. After this time is served she would be released under supervision as described above.

Women released on this status must have a stable living situation and be employed. Criteria for the program eliminates sex offenders and persons convicted of a capital crime. While those eligible are primarily those convicted on a non-violent crime, female first offenders convicted of domestic manslaughter would be eligible for this program.

Staffing this program would involve increasing the parole staff, namely parole officer I's at approximately \$16,206 per position.

Legislation would be required to implement this model.

## 7.0 RECOMMENDATIONS AND IMPLEMENTATION STRATEGY

This section presents a series of prioritized recommendations as outlined in the original 1979 Female Offender Plan. The recommendations respond to program development needs as identified for female offenders in Georgia. Recommendations are in consonance with agency goals outlined in Section 6.1 and are presented in priority order. References to individual model components reflect those described in Section 6.2 of this document. An important part of the section is Table 8 which provides an update in the form of progress notes to each of the original recommendations.

Recommendations are grouped in six major areas: 1) Increase bedspace capability; 2) Provide administrative structures capable of supporting program development; 3) Utilize existing resources to expand services; 4) Explore additional community living options; 5) Implement specialized community supervision alternatives; and 6) Enhance the existing community corrections model. No attempt is made to prioritize within each of the six areas. It is important to note that these recommendations are meant to supplement, not supplant, those resource improvements initiated through routine budget development processes.

The first priority in this planning and implementation schema encompasses both short-term measures and long-range development in meeting space needs of the female offender. Several components of this priority have already been accomplished or are in the planning stage:

- the Women's Diversion Center opened in March 1980;
- the Georgia Legislature allocated design monies in FY82 for 100 new institutional bedspaces for women;
- an existing transitional center in Macon is being assessed as a center for women convicted of misdemeanors.

Other recommendations were included in the original plan in an effort to anticipate potential bedspace constraints in the system during the next fiscal year: a type of "worst case" contingency plan. If, for example, the agency were compelled to discontinue use of trailer housing, bedspace would be reduced by 40. If that possibility combined with escalating admissions and declining paroles, DOR might have to respond by replacing the trailers, by accelerating transfers to transitional centers, or by fast-tracking the opening of a new community center. Assessing the feasibility of converting other institutional space within the system to be used by women is still another short-term approach to accommodating additional women.

Priority #2 recognizes the need to have administrative support structures firmly in place before initiating additional program development. Recommendations address system-centered concerns as well

as client-centered ones. In the first grouping falls a continuing effort to refine the in-house data base and data collection process. Methods for recording and reporting data are being assessed; issues still need to be identified and strategies developed. A complementary study would determine the viability of the classification system as it relates to women, since effective and appropriate service delivery depends heavily on the ability of the system to make accurate assignments.

A vital assumption in this service delivery network is that the system will provide staff with the resources necessary to implement the program. In the case of the female offender, those resources are defined not only in terms of physical space and program content, but also in the specialized skills of staff who work with these clients. A training module that identifies and builds these competencies would enhance the staff person's ability to define and access resources on behalf of the client.

Many of those resources--particularly in terms of services and community-based programs--are available only in the community itself. It is at this juncture that several issues come together. To de-fuse the public's apprehension about the law offender requires more than a marketing approach. Rather, it requires that program elements themselves--including facility configuration, program content and staffing patterns--be designed to minimize the client's image as an object of fear. Public education, beginning in the conceptual phases of service planning, is recommended as an integral portion of any developmental effort.

The last two components of this priority are explicitly client-centered and are predicated on the population profile. For an adult, whether female or male, in American society, economic independence is a culturally approved goal. Generally, women offenders neither possess that independence nor are equipped to pursue it. A career development and vocational exploration program could address this issue. (Interestingly enough, drawing on community expertise in developing such a program could reinforce the similarity between unemployed female offenders and any unemployed citizen. Program design thus enhances public education.)

Many women offenders are parents of dependent children, so in addition to the instrumental need of providing economic support, they also must adapt to the system-created difficulty of parenting at a distance. Several states have addressed this issue in policy definitions as well as in program design. Some of these approaches may be transferable to Georgia and are being assessed by DOR program staff for possible replication.

Priority #3 acknowledges the contemporary public's fiscal conservatism in relation to funding correctional programs. Insofar as

possible existing agency resources must be utilized in expanding service options for clients. Piloting an outclient, non-residential alternative through select male diversion centers eliminates the major facility costs that usually accompany such an expansion. After six to nine months of successful operation, the option may be further developed so as to include some variation on a co-located facility. It is important to note that this facility component would not supplant the outclient services but merely provide additional structure for selected women.

Priority #4 is a research-based cluster that investigates in considerable detail four relatively new methods for providing services. None of the approaches is confined to a traditional facility; in two of them, in fact, women live in their own homes. The alternatives seem promising on the surface but would require different levels of study before piloting. Fact-finding surveys supplemented with cost analyses and review by the judiciary and community supervision staff are recommended.

Priority #5 builds on successful experiences with pilot projects. The Sole Sanction Restitution project should be re-assessed in light of the national evaluation conducted of this program during 1979. Preliminary local feedback suggests that the program appealed both to the public and to staff while allowing the offender a less severe method of compensating society for the crime committed. Special caseloads are already a reality in the Probation Division where clients are classified as "high need" or "low need" and assigned accordingly. The option as described in Component #3 is particularly recommended in urban areas where a more sophisticated resource bank may be available to meet the special needs of female clients.

Priority #6 emphasizes the importance of continually monitoring and refining community correctional alternatives for women sentenced to a period of incarceration. The initial intent when establishing the bedspace capacity at the two Atlanta transitional centers was to allow for an "overload factor" to be able to absorb the population overflow from the institution. The overload soon became the status quo. The centers began to be defined as 100-person facilities, quite in dissonance with nationally promulgated standards concerning size. With due acknowledgement of the need to provide some control on system flow, the centers should be assessed with an eye to establishing a policy regarding optimal size, the amount of overload that will be tolerated and the maximum time that such overload will be permitted to exist.

In order for any planning effort to be successful, consideration must continually be given to the dynamics of change. What may appear to be reasonably achievable today may prove unreasonable tomorrow. Conversely, what may appear unachievable today may become the standard for the future. It is necessary, therefore, that the female offender model presented in this document be allowed to adjust to the inevitable changes brought by time, experience, and need.

TABLE 8

PROGRESS/REVISION NOTES CONCERNING RECOMMENDATIONS IN THE 1979 GEORGIA FEMALE OFFENDER PLAN

Original Recommendation	Progress/Revision
1) Increase bedspace capability.	
a) Open Women's Diversion Center (Component #8).	Women's Diversion Center opened in Atlanta with 23 beds in April 1980 supported by LEAA funds; state assumed funding the following year.
b) Open Specialized Community Center (Component #12).	Not funded as separate new center by legislature; one concept (see "e" below) being explored through internal policy change.
c) Assess male institutions for possible temporary use by women.	Critical bedspace shortage for male offenders has resulted in this recommendation being abandoned.
d) Construct new institution (Component #11).	Budget requests for new facility not funded by legislature; DOR will continue to request new institution. The 1982 budget allotted partial funding to build one special housing unit for women in need of intense psychiatric treatment in a short-term sheltered living environment. The unit will be part of the existing institution for women in Hardwick.
e) Process all incoming misdemeanants through Community Diagnostics Program, directly to a transitional center.	The Deputy Commissioner, Probation Division, has committed field staff time to develop diagnostic packages on female misdemeanants while they are in the local jail. Macon Women's Transitional Center is currently being assessed

f) Routinize procedures for a shock incarceration program.	as the State correctional facility where these women would serve their sentences. A final decision and corresponding program changes are anticipated by early Spring of 1982.
2) Provide administrative structures capable of supporting program development.	A shock incarceration program will be piloted and researched at the new Dodge County Correctional Institution for male offenders. As data is generated from that program it will be used to design a similar program for women.
a) Refine in-house data base and data collection process as they relate to women offenders.	A computerized research file on female probationers has been developed. The inmate data base continues to be the diagnostic/demographic report rate for women.
b) Assess applicability to women of current classification system.	A new classification system will be piloted and researched during 1982; female offenders will be one subpopulation targeted in the quasi-experimental research design. The project proposal suggests two randomly selected cohorts: one will be classified and assigned using the current method and the other, using a profiling method that determines discrete levels of "risk" or "need" in eight categories.
c) Develop training modules to enhance competencies of staff who work with women offenders.	Two major DOR-sponsored conferences have focused on the special needs of female offenders; a security-

related module for correctional officers who deal with female offenders has been added to the agency's Orientation Training Program; probation staff who will be assigned caseloads of all women (Component #3) have been intensively trained in needs assessment and individual program planning. Agency training staff have designated the development of training modules in this area a major goal for 1982.

- d) Design a public education program about female law offenders which draws on community expertise and incorporates a volunteer program.
- e) Develop a career development/vocational exploration program for female offenders which draws on community expertise.
- f) Assess national programs designed to enhance parent/child bonds, particularly when the parent is geographically distant.

Minimal progress has been made in this program design effort due to critical under-staffing in the agency's Public Information Office.

Using federal grant funds and contract personnel, DOR developed a vocational assessment package to be used with female offenders as an aid to setting long-range career goals. Concurrently, Women's Diversion Center staff collaborated with Georgia State University in making available to center residents a needle-sort program designed to match an individual's interests with characteristics associated with specific career choices. The program is now also in use at the women's transitional centers.

Several programs from other states have been studied for possible replication in Georgia. The Sesame Street program for visiting children was selected and will be put in place at the institution.

Expanded visitation privileges are now being considered, and a concept for providing a wide range of child-related programs is being assessed.

- 3) Utilize existing resources to expand services.
  - a) Pilot outclient, non-residential services (Component #5) at selected male diversion centers and, when operational, at Atlanta Women's Diversion Center.
  - b) Implement satellite center (Component #9) or co-residential program (Component #10) in pilot locations chosen in 3a above.
- 4) Explore additional community living options.
  - b) Assess specialized living arrangements for probationers (Component #7) and post-institutional clients (Component #13).
  - c) Assess home probation option (Component #4).
  - d) Assess home incarceration option as implemented in Mississippi (Component #15).
- 5) Implement specialized community supervision alternatives.

Outclient services for women were piloted at the Rome Diversion Center beginning in July 1980. Thirty-three women have been thus far assigned to the program which was further expanded in July 1981.

A 23-bed residential diversion center for women opened in July 1981 on the grounds of Albany Diversion Center for men. Residents share center space, administrative staff, and some of the programs.

Little has been done thus far in relation to these assessment projects, although they remain viable recommendations in this revised plan.

This option was tried in one case and will be further assessed during the coming year.

- a) Pilot special caseloads (Component #3) in selected urban areas state-wide. The specialized caseload concept was piloted in five judicial circuits beginning January 1982. Female offenders on these caseloads will be compared with women on traditional probation caseloads to determine any significant differences in demographic characteristics, revocation rates, judicial utilization of the pilot projects.
  
- b) Re-assess Sole Sanction Restitution Program (Component #2) for selected judicial circuits. The Sole Sanction Restitution Program will be re-assessed by the agency during FY83.
  
- 6) Enhance the existing community corrections model.
  - a) Reduce the number of residents assigned to Atlanta's two women's transitional centers. The critical bedspace shortage for female offenders has severely hampered agency progress in this area. Although reducing the size of these centers remains a long-range goal, no such decision is imminent.

**END**