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THE WOMEN'S PRISON ASSOCIATION  
110 SECOND AVENUE  
NEW YORK, NEW YORK

A STUDY IN NEGLECT:

A REPORT ON WOMEN PRISONERS

July 15, 1972 - October 15, 1972

AUG 19 1981

REPORT SUBMITTED BY: OMAR HENDRIX  
FORD FOUNDATION  
TRAVEL-STUDY GRANTEE

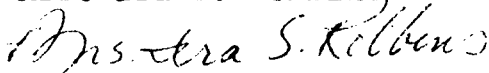
## ACKNOWLEDGEMENTS

The Women's Prison Association is a private, non-profit agency founded in 1845 to provide direct assistance to women in conflict with the law. In addition to providing services before and after release and a residence, the Hopper Home, at 110 Second Avenue, New York, New York, we also sponsor a court diversion program for women and a program for the children of women offenders.

We wish to acknowledge with gratitude that the financing of this study was made possible by a grant from the Ford Foundation. We wish to thank the many people who responded so enthusiastically to our national survey. Also we wish to extend our appreciation to Benjamin Malcolm, Commissioner of the New York City Department of Correction and to Mrs. Essie Murph, Superintendent of the New York City Correction Institution for Women, for their cooperation in allowing us to conduct our local survey, and especially we thank the Correction Aides who administered the interviews.

The Executive Board of the Women's Prison Association accepts in principle the recommendations made in this report. Subsequently, we have decided to launch a public education effort to insure that the recommendations receive the attention, we feel, they deserve. Only through the general public's recognition of the problems faced by women offenders will we begin to have the resources to meet their needs.


Mrs. Ira S. Robbins



President

Women's Prison Association

Mrs. Carolyn Thompson



Executive Director

Women's Prison Association

The Women's Prison Association

110 Second Avenue

New York, New York 10003

(212) 674-1163

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## FOREWORD

The Executive Officers and staff of the Women's Prison Association have become increasingly concerned in the last few years with the lack of information on female offenders. Who are they? What crimes do they commit? What happens to them in court and in prison? And what happens to them when they are released? It is difficult to find answers for even these relatively simple questions. Literature on women prisoners is scarce, and statistics on them are even less reliable than on males. In fact, the President's Commission on Law Enforcement and Administration of Justice did not include a single paragraph or statistic on the female offender. Characteristically, male officials in the criminal justice system regard the problems of female offenders as insignificant.

In conducting this survey, we often heard officials remark that women represent only a small percentage of the prison population of this country and that with the limited financial resources allotted for correction, these resources must be stretched to meet the needs of the greatest number of people. We do not deny this unfortunate lack of financial assistance, but at the same time we feel that such easy answers often mask a lack of concern for these women. Too,

this convenient ratio does not tell the entire story. There is evidence to indicate that children of offenders often become the next generation's offenders. And when 67 per cent of our sample of interviewees at the Correction Institution for Women in New York indicate that they have children, this does not bode well for the future.

Acting on our mandate that we draw attention to the problems of women prisoners and emphasize their need for services, the WPA initiated in July, 1972 a study of women prisoners on both a local and national level. The study was made possible by a travel-study grant from the Ford Foundation. This report reflects the findings and conclusions of two surveys which were conducted by the travel-study grantee.

The Introduction is a discussion of trends in female crime, statistical information on women prisoners, and an over-view of some of their problems.

Part I gives the results of a survey conducted at the New York City Correction Institution for Women. This survey was aimed at developing an inmate profile for that institution.

Part II is the compilation of a national survey, the result of a mailing to approximately 250 correction institutions and agencies that deal with female offenders.

The surveys were conducted over a three month period, July, 1972 - October 15, 1972. This was not adequate time

to follow up on many of the questions that were raised, and with the national survey, did not allow for on-site visits to confirm the response to questions regarding programs and services for female offenders. Also we found that in many States demographic data is not maintained on the prison population. Still we were encouraged by the response - approximately one-third of the questionnaires were returned. Many of the respondents pointed out the need for such a survey and joined with us in criticizing the lack of research, and ultimately, the lack of concern for women prisoners.

We hope that the information in this report will aid those institutions and agencies that work with women offenders, and that it will prompt other groups and individuals to give both their time and resource to improving methods of assisting these women.

Finally, we hope that this information will be of interest to those in the criminal justice system - the police, judges, and correction officials, and that it will improve their knowledge of the women who come under their jurisdiction.

## INTRODUCTION

### I. FEMALE CRIME STATISTICS AND TRENDS

#### A. Female Crime Doubles in Last Decade

The ratio of male to female arrests for 1970 was 6 to 1. The arrests of women made up 17 per cent of the serious or Crime Index type offenses. Women were involved in 19 per cent of all property arrests and 10 per cent of the arrests for violent crimes. While this data may seem reassuring, a look at long-term trends changes the picture. Arrests rates for females have more than doubled in the past decade compared with the rates for males. Over-all, arrests of women for violent crimes increased 69 per cent from 1960 to 1970 while the total crime rate for women rose 74 per cent during that decade. The percentage increase in the total crime rate for men was 25 per cent.<sup>1)</sup>

#### B. Rise in Female Crime Related to Female Emancipation

In the absence of reliable data, we have to speculate on the reasons for this increase in female crime; however we can safely suggest that changes in female criminal behavior result in part from female emancipation and increased overt behavior. It has been

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1) Federal Bureau of Investigation, U.S. Department of Justice, Crime in the U.S., Uniform Crime Reports - 1970, Washington, D.C., U.S. Government Printing Office.

asserted that female crime will increase in direct proportion to the increase in emancipation, and that as emancipation becomes more evident, the degree of chivalry on the part of male dominated law enforcement agencies will decline. If we accept this proposition, then we can expect female crime to continue to increase.

C. Sex-Based Legal Discrimination Continues to Exist

Sex-based legal discrimination continues to exist at many levels of the criminal justice system. One of the more pronounced examples of statutory sex-based differences is Pennsylvania's Muncy Act. It prescribes different and frequently more severe treatment for females than males for the same crime. Other laws, under which women can be sentenced for longer terms than men are found in Connecticut, Maryland, Ohio, Massachusetts, and Kansas.<sup>2)</sup> Primary among these types of crime is prostitution in which its definition labels as criminal the conduct of only the woman.

II. WOMEN IN THE CORRECTION SYSTEM

A. No Reliable Statistics on Women Prisoners

Of 21,000 federal prisoners, the Federal Bureau of

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2) Edith E. Flynn (Assistant Professor of Sociology, University of Illinois, Urbana, Illinois). Paper presented at National Conference on Corrections, December, 1971.

Prisons indicates that approximately 1,000 are women. There are no reliable statistics on the number of women in State, county, and local institutions; however one source indicates that of the third of a million prisoners in the country, 5 per cent are adult women.<sup>3)</sup> This would account for approximately 18,000 women; however we would emphasize the fact that this figure is only an estimation, and suggest that it is underestimated since there has never been a comprehensive survey done on women in county and local jails.

**B. Female Institutions Patterned After Male Institutions**

Most women's institutions are patterned after male facilities. Special requirements for women and necessary differences in programs are often ignored. In many State and local correctional agencies, the small number of female offenders necessitates that they be housed in a separate wing or a segregated area of a male institution. This arrangement often leads to total isolation and little participation in rehabilitation and recreation programs. Although most correction officials readily agree that women present less of a security problem during incarceration, the actuality remains that most women's

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3) Ben H. Bagdikian, The Shame of the Prisons, Washington Post Series, Pocket Book Edition, 1972, p. 82.

institutions are maintained under the same strict, maximum security measures as in male facilities.

C. Women Prisoners Have Available to Them Fewer Services

While most male institutions have some services in the areas of education, vocational training, drug addiction, etc., women's institutions have fewer resources. Often women are included in these programs as an after-thought with little consideration given to the special problems of women or their needs on release. It is difficult to determine the amount of federal crime control funds that go toward programs for women, but many people feel that women do not get their proportionate share.

D. Women Prisoners Have Special Problems

Women offenders often carry more burdens than other women. Our surveys indicate that the vast majority of female offenders have children, and that they are the sole means of support for these children. The social stigma of having been a convicted criminal is greater for women than for men, making their return to their family, their community, and to society in general more difficult. Employment opportunities, limited enough for male offenders, are even scarcer for women, and job training programs almost non-existent.

**E. The Children of Women Prisoners Present Additional Problems**

The children of women prisoners often become indirect victims. When women are arrested and sent to prison, little concern is given to the welfare of their children. In 1971, the WPA initiated the Children of the Offender Program in an attempt to identify exactly what happens to these children. Staff members worked with 123 such children during the first phase of the program. Of these 123, 93 were public charges, supported either by public assistance funds or foster care funds. Eleven are in institutions. Sixteen were born addicted, three are drug addicts, and eight have already been in conflict with the law. Although there are agencies mandated by law to protect the rights of these children, numerous service gaps exist, and in many cases these agencies are not aware of the whereabouts of the children, nor are they cognizant of their special needs.

PART I

Inmate Profile at NYC Correction Institution for Women

The New York City Department of Correction does not compile detailed demographic information on offenders under its jurisdiction, therefore in the past, it has been difficult to identify exactly who the female offenders are in the New York City area. Estimates have been used, but exact information on their age, race, educational level, marital status, criminal record, etc. has not been available.

The questionnaire used in gathering the information in this survey was developed by WPA and the travel-study grantee. It was administered by Correction Aides, a new social service group of employees in the Department of Correction. Approximately ten Aides participated in this survey. Since we were interested in determining exactly how female prisoners perceived themselves, the Aides were instructed to record verbatim the response to the questions. Because of time and the lack of information, it was not possible to verify the responses. However, the data was shared with the Superintendent of the institution and her assessment was that the findings are consistent with her knowledge.

The NYC Correctional Institution for Women houses women from all five boroughs of New York. It serves as both a

detention and a short term sentence institution. The population ranges around 650 females. On October 21, 1972, the sentence population was 250 and the detention population awaiting trial was 388. Women from the New York City area who are sentenced to over a year are sent to Bedford Hills, the New York State Institution for Women; however some women serving consecutive sentences stay longer than the one year.

Our sample involved 158 women, 93 detention, and 65 sentenced. This represents one-fourth of the inmate population.

DEMOGRAPHIC INFORMATION

TABLE 1

			ETHNIC				EDUCATION					MARITAL STATUS						RELIGION			
Age Group	No. of Female Offenders	%	White	Black	P.R.	No Response	Less than 10th	10th-12th	H.S. Equiv.	Coll.	No Response	Single	Marr.	Sep.	Div.	Wid.	No Response	Prot.	Cath.	Muslim	None
17-22 yrs.	41	26	3	32	5	1	7	25	3	5	1	33	5	2	1			28	9	1	3
22-30 yrs.	81	51	7	60	11	3	12	48	9	12		45	26	5	4	1		44	14	6	17
30-40 yrs.	22	14	2	17	2	1	7	13		2		10	5	3	1	2	1	13	5	1	3
40 yrs. & Over	8	6	1	4	2	1	4		3	1		1	4		1	2		1	6		1
No Response	6	3	1	4	1		2	4					1	3	1	1		1	3		2
<b>TOTAL</b>	<b>158</b>		<b>14</b>	<b>117</b>	<b>21</b>	<b>6</b>	<b>32</b>	<b>90</b>	<b>15</b>	<b>20</b>	<b>1</b>	<b>89</b>	<b>41</b>	<b>13</b>	<b>8</b>	<b>6</b>	<b>1</b>	<b>87</b>	<b>37</b>	<b>8</b>	<b>26</b>
<b>Percentage</b>		<b>100%</b>	<b>9%</b>	<b>74%</b>	<b>13%</b>	<b>4%</b>	<b>20%</b>	<b>57%</b>	<b>9%</b>	<b>14%</b>		<b>56%</b>	<b>26%</b>	<b>8%</b>	<b>6%</b>	<b>4%</b>		<b>55%</b>	<b>23%</b>	<b>6%</b>	<b>16%</b>

TABLE 2

Length of Stay for Detainees

	No. of Women	%
1 day - 2 wks.	6	6
2 wks. - 1 mo.	7	7
1 mo. - 2 mos.	23	25
2 mos. - 4 mos.	25	27
4 mos. - 6 mos.	11	12
6 mos. - 1 yr.	9	10
More than 1 yr.	3	3
Not Indicated	9	10
TOTAL	93	100%

TABLE 3

Length of Stay for Sentenced Offenders

	No. of Women	%
1 day - 2 wks.		0
2 wks. - 1 mo.	3	5
1 mo. - 2 mos.	5	8
2 mos. - 4 mos.	18	27
4 mos. - 6 mos.	3	5
6 mos. - 1 yr.	16	25
1 yr. or more	18	27
Not Indicated	2	3
TOTAL	65	100%

TABLE 4

PLACE OF BIRTH

	<u>No. of Women</u>
New York (no specific borough)	14
Manhattan	56
Brooklyn	9
Queens	4
Bronx	4
Staten Island	4
Sub Total	<u>88</u>
Argentina	1
Columbia, S.A.	1
Jamaica, W.I.	1
Mexico	1
Puerto Rico	12
St. Thomas, V.I.	1
Alabama	3
Arizona	1
Canada	1
Connecticut	2
Florida	1
Georgia	6
Illinois	2
Louisiana	2
Maryland	1
Nebraska	1
North Carolina	6
Ohio	1
Pennsylvania	4
South Carolina	3
Tennessee	1
Virginia	8
West Virginia	1
Not Indicated	9
Sub Total	<u>70</u>
	<u>TOTAL 158</u>

**TABLE 5**

**WOMEN WITH CHILDREN**

Age Group	No. of Women	Without Children	Pregnant	With Children	No. of Children
17 - 22 yrs.	41	25		16	17
22 - 30 yrs.	81	18	1	62	114
30 - 40 yrs.	22	5		17	47
40 yrs. & Over	8	2		6	15
No Response	6	1		5	6
<b>Total</b>	<b>158</b>	<b>51</b>	<b>1</b>	<b>106</b>	<b>199</b>
<b>Percentage</b>		<b>33%</b>		<b>67%</b>	

**TABLE 6**

**WHERE CHILDREN LIVE**

	No. of Children	%
1. With Mother/Grandmother/Family	109	55
2. Father	16	8
3. Foster Parents	17	8
4. Court Custody/Shelter	10	5
5. Aunt	15	7
6. Godparents	3	1
7. Alone	6	4
8. Father's Family	2	1
9. Not Indicated	21	11
<b>TOTAL</b>	<b>199</b>	<b>100%</b>

WOMEN WITH CHILDREN

Out of 158 women, 106 have children for a total of 199 children. Only one woman in the sample indicated that she was pregnant; however, the Superintendent indicated that approximately 20 women in the total population were usually pregnant.

104 women in the sample indicated that they were the heads of their households. This number matches with the 106 who have children.

Table 6 indicates where the children of these women are presently living. This information does not indicate how many of the children lived with their mothers before incarceration, nor does it reflect the length of stay at these locations. Only 8% of the children are in foster homes; however, some of those children whose mothers indicated that they lived with "family" might be in foster homes.

TABLE 7

ARRESTS AND CONVICTIONS

Charges or Convictions	DETENTION						SENTENCED				
	No. of Women	%	Previous Offenses	No Previous Offenses	Not Indicated		No. of Women	%	Previous Offenses	No Previous Offenses	Not Indicated
<b>1. Morals</b>							6%				
Prostitution						4		2	2		
<b>2. Public Order</b>		3%					5%				
Loitering	1		1			1		1			
Poss. of Weapon	2		1	1				1			
Harassment						1		1			
Endangering Welfare of Child						1			1		
<b>3. Drugs</b>		12%					26%				
Sale and/or Possession	11		9	1	1	17		17			
<b>4. Person</b>		52%					20%				
Homicide	12		5	4	3						
Robbery	31		20	8	3	12		9	1	2	
Assault	5		5			1		1			
<b>5. Property</b>		18%					18%				
Burglary	5		4		1	1			1		
Grand Larceny	6		4	2		6		5	1		
Petty Larceny						4		2	2		
Arson	1			1							
Forgery	2			2							
Poss. Stolen Property											
Mail Offenses	2		1	1		1		1			
Conspiring to Embezzle	1		1								
<b>6. Other</b>		15%					25%				
Parole/Probation	4		3		1	4		4			
Miscellaneous	6		3	3		4		4			
No Response	4			1	3	8		5	2	1	
<b>Totals</b>	93		57	24	12	65		52	10	3	
<b>Percentages</b>		100%	62	25	13		100%	80	15	5	

ARRESTS AND CONVICTIONS

Information on arrests and convictions indicate that contrary to the prevailing impression women are not going to prison for prostitution. Only 6% of the sentenced women indicate a conviction for prostitution. The following table reflects a listing of previous arrests or convictions:

TABLE 8

	<u># of times Mentioned</u>	<u>%</u>
Property	52	34%
Person	34	22%
Drugs	35	23%
Public Order	10	6%
Morals	22	14%
Other	<u>2</u>	<u>1%</u>
	155	100%

For those women in detention, crimes against persons amounted to the highest percentage of arrests. 12 women were detained for homicide, whereas under the sentenced population there were no convictions for homicide. Presumably women convicted for homicide would receive sentences of over a year, and thus would be sent to Bedford Hills.

Arrests and convictions for drug offenses have been estimated to be as high as 80% for offenders in the New York City area. Information here indicates a much smaller percentage; however, many of the person and property offenses could be drug related.

The recidivism rate in New York City has been estimated to be as high as 75%. Information on women with previous arrests or convictions substantiate these estimates. In our sample, 62% of the detained women had previous records. A certain percentage of the 13% not responding probably have had previous arrests. 80% of the sentenced women have previous records.

**TABLE 9**

**SOURCE OF INCOME**

Source of Income	Previous Employment						Head of Household		
	No. of Females	%	Yes	No	Not Indicated		Yes	No	Not Indicated
1. Employment	37	23	36		1		27	9	1
2. Welfare	39	25	28	11			26	11	2
3. None	32	20	18	14			19	13	
4. Illegal Activities (Prostitution, Sale of Drugs, Theft)	17	11	10	7			7	10	
5. Illegal Combined w/ Welfare	5	4	5				5		
6. Illegal Combined w/Employment	2	1	1	1			2		
7. Parents/Family	4	2	1	3				4	
8. Boyfriend	1	1	1				1		
9. No Response	21	13	15	4	2		17	4	
<b>Total</b>	<b>158</b>		<b>115</b>	<b>40</b>	<b>3</b>		<b>104</b>	<b>51</b>	<b>3</b>
<b>Percentage</b>		<b>100%</b>	<b>73%</b>	<b>25%</b>	<b>2%</b>		<b>65%</b>	<b>33%</b>	<b>2%</b>

SOURCE OF INCOME

Here we were interested in finding out how the women perceived their means of livelihood. Although only 23% indicated that their source of income was employment, the majority, 73%, said they had been employed. The Superintendent indicated that she felt that the 73% figure was much too high. Also we did not take into account the length of employment.

In response to the question, "Do you consider yourself the head of your particular household?" 65% of the women answered, yes. This compares with the 67% who have children. Also, 74% of the women were not married.

TABLE 10

Jobs Held

1.	Clerical	34
2.	Factory	21
3.	Restaurant/Food	16
4.	Telephone Co.	11
5.	Sales	9
6.	Beautician	7
7.	Nurses Aide	7
8.	Post Office	6
9.	Bank Clerk/Teller	5
10.	Dog Grooming	5
11.	Laundry	4
12.	IBM Key punch	4
13.	Jewelry Painter	2
14.	Lab. Worker	2
15.	Babysitting	3
16.	X-Ray Technician	1
17.	Psychiatric Attendant	1
18.	Domestic	3
19.	Bookkeeper	1
20.	Drug Counselor	2
21.	Child Care Worker	1
22.	Insurance Co.	1
23.	Upholsterer	1
24.	Dietician	1
25.	Dental Technician	1
26.	Airline Trainee	1
27.	American Express	1
28.	Dept. of Social Serv.	1
29.	Dept. of Health	<u>1</u>
	TOTAL	153

\*These figures indicate the number of times these particular jobs were mentioned.

TABLE 11

Institutional Services

<u>Services</u>	<u>Services Available</u>	<u>Services Utilized</u>
1. Social Services	53	32
2. School	54	32
3. Medical/Diagnostic	27	7
4. Correction Aide Program	35	23
5. Legal Aide	34	12
6. John Jay College	19	15
7. Arts/Crafts/Singing/Dancing	15	4
8. Religious Services	20	15
9. Friendly Visitors	11	3
10. Job Training	11	7
11. Library	2	1
12. Gym	2	1
13. High School Equivalency	8	2
14. Institutional Jobs	6	3
15. Counseling	14	8
16. Methadone Maintenance	3	2
17. Harlem Confrontation	3	2
18. Drug Free Program	2	1
19. Village Haven	1	1
20. Salvation Army	1	1
21. Sewing	19	14
22. Parole Counseling	1	1
23. Inmate Council	1	1
24. Second Choice	1	1
25. Beauty Culture	8	6

18 Did Not Respond  
25 Answered None  
7 Answered "All Services Available"

INSTITUTIONAL SERVICES

In this table, services available reflect the women's perception of services and programs that exist in the institution; services utilized indicate their participation in these programs. The figures indicate the number of times these services or programs were mentioned. The survey and on-site visits by the travel-study grantee attest to the fact that there is no dearth of programs at the NYCCCIFW; however, an assessment leads us to conclude that these services are poorly coordinated and often duplicate one another. This has resulted from an influx over the last few years of a number of community groups involved in carrying out programs in the institution, a development which should be encouraged; however over-all coordination of these groups and other services should be a priority of the Department of Correction to insure that the greatest number of women are served.

TABLE 12

Institutional Services Needed

1. None	9
2. Job Training	27
3. Better Medical Services	18
4. Better Education Services	4
5. More Counseling/Therapy	7
6. More Correction Aides	8
7. More Officers	6
8. Better Recreation	6
9. Better Food	8
10. Better Clothes	5
11. Post Release Services	3
12. Arts/Crafts	2
13. More Legal Assistance	3
14. More Social Service Staff	2
15. Work Release Program	1
16. Better Social Service	4
17. Open Visits	1
18. Orientation to Prison Living	1
19. Better Understanding Between Officers & Inmates	1
20. Better Mail Service	1
21. Telephones on Floors	1
22. Better Dental Services	1
23. Magazines/Newspapers	1
24. Religious Services	2
25. Better Court Procedures	1
26. More Drug Programs	1
27. Music Appreciation	1
28. High School Equivalency	2
29. Dances for Males & Females	1
30. More Friendly Visitors	1
31. All Services Needed	6

INSTITUTIONAL SERVICES NEEDED

Table 11 reflects a broad range of services and programs which the women feel are lacking in the institution. The figures represent the number of times these services were mentioned. The need for more job training was mentioned most often, and it should be noted that job training programs available to the women are limited. There are sewing classes, some typing, and institutional jobs in which women might indirectly learn a skill, but by no means is there a comprehensive program to train women to become useful and productive members of the community once they're released.

Only one woman mentioned work release. Legally a work release program is permissible in New York City; however, at this time only one woman out of the entire population participates in the program.

TABLE 13

Services Needed On Release

	No. of Times Mentioned	%
1. Welfare	58	26
2. Jobs	66	29
3. Housing	27	12
4. Financial Assistance	10	4
5. Rehabilitation/S.S./Therapy	18	9
6. Drug Free Program	10	4
7. Methadone Maintenance Program	11	5
8. School/High School Equivalency	10	4
9. Child Care	2	1
10. Clothing	7	3
11. Medical Services	3	1
12. Legal Assistance to Get Children Back	2	1
13. All Services	2	1
<b>TOTAL</b>	<b>226</b>	<b>100%</b>
13 Answered "None" 16 Did Not Respond		

Table 13 clearly indicates that "correction" or concern for these women cannot end at the point of release. After having been dependent upon the institution for their needs, with little preparation for re-entry into the free community, they are faced now with difficult decisions and, as their responses indicate, a wide range of problems. These problems must be dealt with by the institution before the women are released; otherwise we can expect them to remain statistics in future studies of female crime.

Again, jobs are indicated as the greatest need. Consequently, because jobs are not available, welfare is chosen as the only remaining alternative. 12% of the women require housing and another 9% mention their need for a drug free treatment program or a methadone Maintenance program.

The agencies providing these services must be involved prior to the release of the women. Follow-up cannot be left to the obvious inadequacies of a referral slip. When the women are released a caseworker, or job developer, or drug counselor should be present to see that the women receive the services they require.

PART II

National Survey of Women Prisoners

The questionnaire used in conducting this survey was developed by WPA and the travel-study grantee. The mailing included approximately 135 correction institutions, federal, State, county, and municipal; 40 halfway houses; and approximately 70 private agencies and interested individuals.

Responses were received on approximately one-third of the questionnaires:

State Institutions	-	24
County and City	-	26
Private Agencies	-	8
Other-No statistics	-	28

We were encouraged by the number of responses and convinced that this indicates the severe lack of information on women offenders. This suggests that those in the field need more reliable data in order to carry out their work.

Primarily we were interested in developing a demographic profile of women prisoners. In addition we posed questions on programs and services and encouraged the respondents to discuss the unmet needs of women prisoners in their particular area. Most of the institutions indicated that a range of services were provided - educational, vocational training, counseling, medical - however, for us to develop a reliable picture of these services, we feel that on-site visits would

have to be made to assess such variables as time, staff allotted, and the number of women who participate in the services.

The majority of institutions and agencies maintain at least some demographic data on women offenders; however approximately one-half of the respondents recorded only partial data or gave estimates. Still we were able to compile sufficient data for each category to indicate, what we think, is a reliable picture of women prisoners in the country.

The data from this survey is presented in three parts:

Table 1 - State Institutions

Table 2 - County and City Institutions  
and Community Based Facilities

Table 3 - Private Agencies

Table 4 - Gives the totals of the 3 Groups  
and Percentages for the data in  
each category.

On a few of the questionnaires, the number of female prisoners served is calculated on a yearly basis.

TABLE 1

STATE INSTITUTIONS

State	No. of Female Offenders				ETHNIC					AGE			
		Felons	Misd.	Pre-trial	White	Black	P/R	Mex. Am.	Other	17-22	22-30	30-40	40 & Over
Colorado	75	75			37	28		9	1	13	34	18	10
Connecticut	170	93	25	51	65	102	3			59	59	42	10
Hawaii	5	5							5			5	
Idaho (contracts with Oregon)	11	11			11					1	5	2	3
Indiana	151	92	59		82	69				30	57	35	29
Kentucky	110	110			77	33				24	35	23	23
Michigan (contracts w/City of Detroit)													
Minnesota	55	55			41	10			4	11	22	18	4
Missouri	91	91			55	39	1			14	35	17	25
Montana (contracts with Nebraska)													
Nebraska	60	59	1		34	21			5	24	26	6	4
New Jersey	250				75	175				47	133	47	23
New Mexico	23	23			9	3		11	5	2	17	2	2
New York	330	265	65		119	211				113	109	65	43
No. Carolina	373	238	135		132	237			4	108	122	77	66
No. Dakota (contracts w/Nebraska)													
Oregon	76	76			57	10		3	6	5	34	27	11
Pennsylvania	160	152	8		83	72	3			13	54	48	19
So. Carolina	150	150			44	106				32	50	15	50
So. Dakota	8	8			3				5	1	5	2	
Texas	603	603			206	325		72		64	254	150	81
Utah	11				7	1		1	2	2	7	1	1
Virginia	245	192	53		105	140				75	84	53	32
Wyoming (contracts with Nebraska)													
<b>TOTALS</b>	<b>2,957</b>	<b>2,298</b>	<b>346</b>	<b>51</b>	<b>1,242</b>	<b>1,422</b>	<b>7</b>	<b>96</b>	<b>32*</b>	<b>638</b>	<b>1,137</b>	<b>653</b>	<b>436</b>

\*27 - Indian  
5 - Hawaiian

(cont'd)

TABLE 1 (continued)

STATE INSTITUTIONS

State	MARITAL STATUS					EDUCATION					CHILDREN	
	Single	Marr.	Sep.	Div.	Wid.	less 10th	10-12	H.S. Equiv.	2 yrs. Coll.	Degree	With	Without
Colorado	16	28	12	15	4	41	15	19			57	18
Connecticut	119	17	17	14	3	133	35		1	1	102	68
Hawaii	2		3			1	4				2	3
Idaho (contracts w/Oregon)		4		3	4	2	8	1			9	2
Indiana	30	37	25	45	14	55	39	46	10	1	119	32
Kentucky	37	22	18	16	7	47	41	6		2	75	21
Michigan (contracts with City of Detroit)												
Minnesota	26	11	4	10	1	9	31	10	3		39	16
Missouri	25	26	11	18	11	42	34	8	6	1	60	31
Montana (contracts with Nebraska)												
Nebraska	20	19	10	9	2	16	26	14	4		33	27
New Jersey												
New Mexico	7	10	3	1	2	5	3	11	4		15	8
New York	180	42	73	18	17	143	123	59		5	207	123
No. Carolina	138	72	80	48	53	206	145		17	1		
No. Dakota (contracts with Nebraska)												
Oregon	14	15	1	34	13	11	10	48	7		28	48
Pennsylvania	53	53		54		96	40	22	2		80	80
So. Carolina	33	39	32		23	105	42			3	118	32
So. Dakota	4	2	1	1		2	3	3			4	4
Texas	133	198	77	111	31	524	24	8			440	163
Utah	3	2	1	4	1	3	5	1	1		6	5
Virginia	74	73	56	16	26	125	80	28	4	1		
Wyoming (contracts with Nebraska)												
TOTALS	914	670	424	417	212	1,566	708	284	59	15	1,393	681

TABLE 2  
COUNTY & CITY JAILS

	No. of Female Offen.				ETHNIC					AGE			
		Felons	Misd.	Pre-Trial	Wht.	Blk.	P/R	Mex. Am.	Other	17-22	22-30	30-40	40 & Over
<b>ALASKA</b>													
Juneau	3	2	1		1	1			1		3		
Ketchikan	95	12	83		16				79	28	31	28	8
<b>ARIZONA</b>													
Maricopa Co. (Phoenix)	30	22	8		20	2		3	5	7	12	7	4
<b>CALIFORNIA</b>													
Los Angeles (*C.B.F.)	25	20	7		19	4		2		1	14	8	2
San Diego (Work Furlough)	18				10	6			2	6	7	3	2
Contra Costa Co. (Martinez)	21			21	14	4	1	1	1	10	7	2	2
Santa Clara Co. (San Jose)	93	37	16	40	60	10		20	10				
Los Angeles Co. (Sheriff's Dept.)	756									128	415	138	75
Vocare (*C.B.F. - Oakland)	500	500			200	200		50	50	125	250	125	
California Rehab. (Patton)	185				114	37		30	4	28	148	9	
<b>COLORADO</b>													
Denver Co. Jail (Denver)	30				12	9		8	1	12	9	6	3
<b>FLORIDA</b>													
Dade Co. (Miami)	70	42	28		21	35			14	44	18	6	2
<b>MICHIGAN</b>													
Detroit	271	224	47		106	159		4	2	59	144	55	24
<b>MISSOURI</b>													
(*C.B.F. - Kansas City)	2	2			1	1				1	1		
<b>NEW JERSEY</b>													
Essex Co (Newark)	42	37	5		1	41				17	18	2	5
Essex Co. (Caldwell)	53	18	35		7	45	1			9	15	11	18
<b>NEW YORK</b>													
Erie Co. (Alden)	78	78			19	58			1	18	29	12	19
Nassau Co. (East Meadow)	28	22	6		10	16	1		1	8	12	6	2
<b>PENNSYLVANIA</b>													
Simpson Village (*C.B.F. - Phila.)	25				7	18				25			
<b>VIRGINIA</b>													
Richmond City	37	21	16		7	30				11	12	10	4
<b>WASHINGTON</b>													
Pioneer Cooperative (*C.B.F. - Seattle)	24	18	6		13	10			1	6	15	1	2
Seattle City Jail	34	17	17		18	11			5	13	15	4	2
<b>TOTALS</b>	<b>2,390</b>	<b>1,072</b>	<b>544</b>		<b>676</b>	<b>697</b>	<b>3</b>	<b>118</b>	<b>**177</b>	<b>556</b>	<b>1,175</b>	<b>433</b>	<b>174</b>

\*C.B.F. - Community Based Facility

\*\*93 - Indian  
14 - Cuban  
70 - Other

(cont'd)

TABLE 2 (continued)

COUNTY & CITY JAILS

	MARITAL STATUS					EDUCATION					CHILDREN	
	Single	Marr.	Sep.	Div.	Wid.	Less 10th	10-12	H.S. Equiv.	2 yrs. Coll.	Degree	With	W/Out
<b>ALASKA</b>												
Juneau	1		1	1		1		2				2
Ketchikan	33	38	1	22	1	40	10	44	1			
<b>ARIZONA</b>												
Maricopa Co. (Phoenix)	8	5	2	8	7	8	19	1	2		21	9
<b>CALIFORNIA</b>												
Los Angeles (*C.B.F.)	5	13		6	1	2	19	2	1	1	20	5
Contra Costa Co. (Martinez)	8	5	5	2	1							
Vocare (*C.B.F. - Oakland)	25	100	300	50	25	50	400	25	25			
California Rehab. (Patton)	33	59	87		6	97	86		2		148	37
<b>COLORADO</b>												
Denver Co. Jail (Denver)	3	6	9	9	3	1	15	9	4	1	18	12
<b>FLORIDA</b>												
Dade Co. (Miami)	27	13	12	10	8	30	24	13	2	1	51	19
<b>MICHIGAN</b>												
Detroit	110	61	45	50	16	46	180	47	5			
<b>MISSOURI</b>												
(*C.B.F. - Kansas City)	1		1			1	1				2	
<b>NEW JERSEY</b>												
Essex Co. (Newark)	30	6	5	1	1	6	21	11	4		31	11
Essex Co. (Caldwell)	21	11	13		8	14	22	13	4		43	10
<b>NEW YORK</b>												
Erie Co. (Alden)	36	26	10	4	2	13	35	26	4			
Nassau Co. (East Meadow)	12	8	2	6		8	8	10	2		20	8
<b>PENNSYLVANIA</b>												
Simpson Village (*C.B.F. - Phila.)	25					10	13	2			6	19
<b>VIRGINIA</b>												
Richmond City	18	10	6	3		12	19	6			25	12
<b>WASHINGTON</b>												
Pioneer Cooperative (*C.B.F.-Seattle)	6	3	5	9	1		21		2	1	17	7
Seattle City Jail	22	5	1	5	1	4	13	9	7	1	17	17
<b>TOTALS</b>	<b>424</b>	<b>369</b>	<b>505</b>	<b>186</b>	<b>81</b>	<b>343</b>	<b>888</b>	<b>220</b>	<b>65</b>	<b>5</b>	<b>420</b>	<b>168</b>

\*C.B.F. - Community Based Facility

TABLE 3  
PRIVATE AGENCIES

	No. of Female Offen.				ETHNIC					AGE			
		Felons	Misd.	Pre- Trial	Wht.	Blk.	P/R	Mex. Am.	Other	17- 22	22- 30	30- 40	40 & Over
Jewish Family Service (Philadelphia)	20	1	19		17	2				3	8	8	1
Delaware Council on Crime & Justice (Wilmington)	12	2	10		1	8	1			2	6	2	
Jewish Family Service (New York)	4	4			4						1	2	1
Argus Community (New York)	14	8	6			9	5			8	5	1	
Magdala Foundation (St. Louis)	120	114	6		48	72							
The Osborne Assoc. (N.Y. City)	13	5	8		2	7	4			4	7	1	1
Bureau of Rehab. of Nat'l. Capital Area (Washington, D.C.)	211				22	188			1	39	108	38	26
Heartline (Detroit, Michigan)	55	29	26		28	21			6	30	18	5	2
<b>TOTALS</b>	<b>449</b>	<b>163</b>	<b>75</b>		<b>122</b>	<b>307</b>	<b>10</b>		<b>7</b>	<b>86</b>	<b>153</b>	<b>57</b>	<b>31</b>

(cont'd)

TABLE 3 (continued)

PRIVATE AGENCIES

	MARITAL STATUS					EDUCATION					CHILDREN	
	Single	Marr.	Sep.	Div.	Wid.	Less 10th	10- 12	H.S. Equiv.	2 yrs. Coll.	Degree	With	W/Out
Jewish Family Service (Philadelphia)	8	7	2	2	1	1	8	7	4		2	18
Delaware Council on Crime & Justice (Wilmington)	3	3	4			10					9	1
Jewish Family Service (New York)				2	2			2	1	1	4	
Argus Community (New York)	7	3	3			4	9					
The Osborne Assoc. (N.Y. City)	7	5	1			8	3	2			5	8
Heartline (Detroit, Michigan)	34	4	10	6	1	31	20	3		1	28	27
<b>TOTALS</b>	<b>59</b>	<b>22</b>	<b>20</b>	<b>10</b>	<b>4</b>	<b>54</b>	<b>40</b>	<b>14</b>	<b>5</b>	<b>2</b>	<b>48</b>	<b>53</b>

TABLE 4

TABLE TOTALS

	No. of Female Offen.				ETHNIC					AGE			
		Felons	Misd.	Pre-Trial	White	Black	P/R	Mex. Am.	Other	17-22	22-30	30-40	40 & Over
STATE INSTITUTIONS (Table 1)	2,957	2,298	346	51	1,242	1,422	7	96	32	638	1,137	653	436
COUNTY & CITY JAILS (Table 2)	2,390	1,072	544		676	697	3	118	117	556	1,175	433	174
PRIVATE AGENCIES (Table 3)	449	163	75		122	307	10		7	86	153	57	31
<b>TOTALS</b>	<b>5,796</b>	<b>3,533</b>	<b>965</b>	<b>51</b>	<b>2,040</b>	<b>2,426</b>	<b>20</b>	<b>214</b>	<b>216</b>	<b>1,280</b>	<b>2,465</b>	<b>1,143</b>	<b>641</b>
<b>PERCENTAGES</b>	<b>100%</b>	<b>78%</b>	<b>21%</b>	<b>1%</b>	<b>42%</b>	<b>49%</b>	<b>1%</b>	<b>4%</b>	<b>4%</b>	<b>23%</b>	<b>45%</b>	<b>21%</b>	<b>11%</b>

	MARITAL STATUS					EDUCATION					CHILDREN	
	Single	Marr.	Sep.	Div.	Wid.	Less 10th	10-12	H.S. Equiv.	2 yrs. Coll.	Degree	With	W/Out
STATE INSTITUTIONS (Table 1)	914	670	424	417	212	1,566	708	284	59	15	1,393	681
COUNTY & CITY JAILS (Table 2)	424	369	505	186	81	343	888	220	65	5	420	168
PRIVATE AGENCIES (Table 3)	59	22	20	10	4	54	40	14	5	2	48	53
<b>TOTALS</b>	<b>1,397</b>	<b>1,061</b>	<b>1,059</b>	<b>613</b>	<b>293</b>	<b>1,963</b>	<b>1,636</b>	<b>518</b>	<b>129</b>	<b>22</b>	<b>1,861</b>	<b>902</b>
<b>PERCENTAGES</b>	<b>31%</b>	<b>24%</b>	<b>23%</b>	<b>14%</b>	<b>8%</b>	<b>46%</b>	<b>38%</b>	<b>12%</b>	<b>3%</b>	<b>1%</b>	<b>67%</b>	<b>33%</b>

ANALYSIS OF NATIONAL SURVEY

A. Number of Women Prisoners Perhaps Underestimated

In our survey we've accounted for 5,796 women. In addition, the Bureau of Prisons responded to our questionnaire by indicating that approximately 1,000 women were in the federal system but gave no demographic data on these women. Together, these would account for approximately 7,000 women.

A reliable figure on the exact number of women prisoners in the country is non-existent. One source estimates that of the one-third million prisoners, 5% are women. This would be approximately 16,670 women. Since we have accounted for approximately 7,000 through the response to our limited mailing, we would suggest that the 5% figure is underestimated. Consequently, we suggest the need for a much more extensive survey that would attempt to account for the women detained in county and local jails.

B. Analysis of Demographic Data

Many of the respondents supplied incomplete data, thus totals vary for each category, but the information lends itself to the following conclusions:

- a. Although specific information on the nature of their crime is not available, 78% of the women are charged with felonies. This supports the

national trend toward more serious offenses for female offenders.

- b. 42% of the women are white, a figure which certainly suggests that female crime is not a racial issue as is so often asserted in discussions of criminal trends.
- c. 45% of the women fall within the 22-30 age group. 51% of our sample in the New York City survey fell within this age group.
- d. Likewise, only 24% of the women are married, compared with 26% for New York City.
- e. A sharp difference is found in the education level. In the national survey, 46% of the women have less than a 10th grade education, whereas in New York City, only 20% fall within this range.
- f. In both surveys, 67% of the women have children, a fact which suggests the magnitude of the problems that are facing most of these women. Also, the question of what happens to these children becomes even more critical.

C. Nature and Location of Prisons for Women

Most States have a single institution for women prisoners, a fact which suggests several problems. The institutions usually are located in rural areas which means that visits from family and children are difficult. Also there are fewer resources for schooling, work-release, and specialized training.

Several of the States — five out of our sample of 24 — contract with nearby States for the imprisonment of their female prisoners. This means that contact with family and children becomes even more remote. For these States with small numbers of women prisoners, the question of community based correction presents itself. Why can't these States sponsor a small facility which would house the women near their families and lend itself to improved programs for job training, individual counseling, and schooling.

D. Need for Improved Programs

Most of the respondents indicated a range of institutional programs and services; however the nature of these programs for the most part revolved around sewing, cooking, and beauty culture. In sharp contrast with this situation is the overwhelming response that jobs and job training represent the greatest unmet needs of the women. This disparity in services to the women and what their needs are remained a consistent

pattern in most of the responses. Certainly, there is no need to question that the means of making a livelihood is the single most critical problem facing these women. The fact that the majority have children and are not married supports this conclusion.

On the other hand, there were a few examples of institutions permitting school release, work-release, and weekend furloughs to visit family or children. These special programs should be assessed in more detail and consideration given to duplicating these programs in other parts of the country.

RECOMMENDATIONS

A. Record Keeping Procedures on Women Prisoners Need to be Revised

Police, courts, and correction agencies should revise their record keeping procedures to include case history and demographic information on women offenders. Annual reports should reflect information about the nature and trends of female crime. Given the paucity of reliable data on women offenders, it is critical that a thorough, on-going statistical survey be continued. In conjunction with this, a comprehensive evaluation of institutional and post-release programs for female offenders should be undertaken to insure that new programs are designed to meet their needs.

B. Improved Methods of Treatment are Needed to Reduce Recidivism

Since female crime is increasing, an all-out effort should be made to reduce the recidivism rate before the female prison population becomes even greater. Compared with male offenders, the number of female prisoners is still relatively small, and thus conducive to new methods of treatment. Intensified rehabilitative efforts aimed at this smaller group may well lead to improved methods which would benefit the entire prison population.

C. First Priority Should Be Jobs and Job Training

Most women prisoners are left to their own resources to make a living, thus the first priority is to provide job training opportunities for these women. In both surveys covered in this report, job training and jobs were identified as the greatest need. Further it is meaningless to talk of reducing the recidivism rate when many of these women come out of prison without jobs. The business community and other potential employers should be alerted to this problem and, through a concerted public education program, mobilized to provide training and jobs.

D. Expansion of Diversionary Treatment Programs

Diversionary treatment programs for women should be expanded. Imprisonment should be imposed only in the instances when it is absolutely necessary for the protection of the community. The high rate of recidivism attests to the fact that prisons do not deter, nor do they rehabilitate. Thus alternatives must be found. Supervised diversion whereby women can maintain contact with their children and family and receive counseling, job training, job placement, medical assistance, and other services is an important step toward providing the individual treatment which institutions, for one reason or another, cannot provide.

E. More Emphasis on Community-Based Correction

A program of community-based correction, using small facilities which can provide a diversity of programs and a recognition of individual needs, should be pursued. This effort must be coupled with a community education program which will assist the citizens and the institutions of that community to be more responsive to the needs of the women offenders.

F. Expansion of Work-Release and School-Release

Women who are incarcerated should have available to them work-release and school-release programs. Also, furloughs on holidays and other special occasions, for exemplary behavior, should be permitted.

G. More Attention Should Be Given to the Children of Women Offenders

The children of offenders remain the hidden victims of a criminal life style. Public officials, agencies which are mandated to represent these children, and the general public must be alerted to their problems and more concern shown for their well-being. Private agencies which sponsor child advocacy programs should be encouraged to include these children as a top priority in their advocacy efforts.

H. Abolish Sex-Based Discrimination in the Criminal Justice System

Statutory provisions which violate equal treatment guaranteed by law and disparity of sentencing due to sex-based discriminatory practices must be abolished.

I. Need for Public Education Program to Emphasize Problems

It is unrealistic to expect that these recommendations, along with others that have been made in recent years, will receive the proper attention without the support of the general public. Thus it is crucial that the various groups, both private and public, form a closer working relationship and endeavor to win support for reform and alternative means of assisting female offenders. This would facilitate an exchange of information and experience, but more important such a coalition could serve as a lobby representing women prisoners.

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STATE INSTITUTIONS - Addendum

State	# of F.O.	ETHNIC						AGE					
		Felons	Misd.	Pre- trial	White	Black	P/R	Max. Amer.	Other	17- 22	22- 30	30- 40	40-& Over
Arizona	40	40			22	13		3	2	8	20	5	7
Arkansas	45	45			17	28				12	12	7	14
California	580	580			321	182		54	23	8	267	178	127
Delaware	360	65	259		108	252				130	198	18	14
Florida	401	401			148	253				143	129	73	56
Iowa	59	59			38	16		1	5	16	30	8	5
Maine	17	7	10		17					7	8	2	
Maryland	120	48	72		36	84				24	72	12	12
Massachusetts	112	94	18							44	34	13	21
Ohio	274	273	1		105	169				79	106	54	39
Tennessee	120	120			66	53			1	18	42	36	24
Vermont	7												
West Virginia	31	31			24	7				6	9	8	8
<b>Totals</b>	<u>2,166</u>	<u>1,763</u>	<u>360</u>		<u>804</u>	<u>1,057</u>		<u>58</u>	<u>31</u>	<u>495</u>	<u>927</u>	<u>414</u>	<u>327</u>

STATE INSTITUTIONS - Addendum (Continued)

State	MARITAL STATUS					EDUCATION					CHILDREN	
	Single	Marr.	Sep.	Div.	Wid.	Less than 10th	10-12	H.S. Equiv.	2 yrs. Coll.	Degree	with	with- out
Arizona	13	18		7	2	16	19		2		2	38
Arkansas	12	10	5	10	8	16	24	4	1		31	14
California						406	124					
Delaware	144	126	54	36		306	36	18			234	126
Florida	188	98	58	38	19	217	103				266	135
Iowa	23	7	10	10	3	19	29	3	7	1	36	23
Maine	8	2	7			9	5	2	1		5	12
Maryland	60	36	12	6	6	84	30		6			
Massachusetts	55	20	16	16	5	46	58		8			
Ohio	95	137				99	42	59	3	2	178	54
Tennessee	6	30	42	36	6	72	23	16	9		102	18
Vermont												
West Virginia	5	10	2	4	10	12	13	6			21	10
Totals	<u>609</u>	<u>494</u>	<u>199</u>	<u>170</u>	<u>59</u>	<u>1,302</u>	<u>506</u>	<u>108</u>	<u>37</u>	<u>3</u>	<u>875</u>	<u>430</u>