

TASK FORCE ON WOMEN, CHILDREN,
AND THE CRIMINAL JUSTICE SYSTEM

Executive Summary

The Permanent Commission
on the Status of Women

January, 1989
State of Connecticut

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MEMBERSHIP OF THE TASK FORCE ON WOMEN,
CHILDREN, AND THE CRIMINAL JUSTICE SYSTEM

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The Task Force gratefully acknowledges the efforts of many state agencies in providing the data necessary to study the issues surrounding female offenders and their children.

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Further, the Task Force wishes to thank its staff, Sherry Haller, Executive Director of The Justice Education Center and Dr. Eleanor Lyon, Research Associate of Child & Family Services, for their excellent work and diligence in preparing this report.

Without the cooperation of these individuals and agencies, this report would not have been possible.

BACKGROUND AND CHARGE OF THE TASK FORCE ON
WOMEN, CHILDREN, AND THE CRIMINAL JUSTICE SYSTEM

In 1987, recognizing the lack of awareness about the unique problems facing female offenders, The Permanent Commission on the Status of Women met with the Organization of Women Legislators (OWLS). As a direct result of the meeting, the PCSW and OWLS advocated for the creation of a Task Force to conduct an in-depth study of the issues of female offenders and their children.

In recent years, a number of public policy and coalition-building efforts which focus on the issues of female offenders and their children have been underway in Connecticut. In the past several years, some gains have been made. A lawsuit was lodged against the women's correctional institution at Niantic and recently settlements were reached on a number of health, housing and children's issues. In addition, monies were appropriated by the legislature for the first halfway house for female offenders and their children. However, these long and hard-fought efforts did not attract widespread interest, attention or support.

In 1987, the Connecticut General Assembly passed Special Act 87-91, an Act Establishing a Task Force on Women, Children, and the Criminal Justice System. The charge of the Task Force was to examine the full range of issues confronting female offenders and their children and the impact of the justice system from the point of arrest through community re-entry. The Permanent Commission on the Status of Women was given responsibility for coordinating this effort.

Originally, the Task Force was to report its findings to the 1988 General Assembly. However, the research conducted within this timeframe raised a number of areas warranting further investigation. As a result, the PCSW requested the General Assembly to extend the life of the Task Force to January 1989. Federal funds were awarded to

the Task Force by the National Institute of Corrections, U.S. Department of Justice for continuation of its work.

This Executive Summary provides a description of the research design, overview of the Task Force's findings, and its recommendations.

INTRODUCTION

The number of people in Connecticut arrested for criminal behavior has increased consistently during the 1980s. Between 1982 and 1987, total arrests were up over 58 percent, with adults accounting for most of this increase. In 1987 alone, arrests showed a total increase of nearly 16 percent over the previous year.

The number of arrests of adult women rose the most sharply. They increased over 25 percent in 1987, compared to less than 17 percent for adult men. This rate of increase was over 50 percent higher for women than for men, and, by 1987, women comprised almost 19 percent of the adults arrested in the state.

Many of the women in the criminal justice system find themselves involved repeatedly. Existing literature and reports from other states indicate that Connecticut is not atypical in this regard. Female offenders are often raised in poverty and come from multi-problem families where physical and sexual abuse are common.

Female offenders are highly likely to be single. On the average, two-thirds of the women serving incarcerative sentences have dependent children. Half or more of the women have been convicted of misdemeanors and less than ten percent have been convicted of personal (violent) crimes. Of those convicted and incarcerated for non-violent crimes, a substantial portion of women are convicted of "public order" offenses. The four most frequent crimes committed in this category by incarcerated women are: violation of probation or conditional discharge; failure to appear in the 2nd degree; prostitution; and operating under suspended license or registration. Criminal justice professionals estimate that 75-90 percent of female offenders have drug or alcohol problems. Although female offender involvement in alcohol and drugs has significantly increased since 1987, less than half of the sentenced women in Niantic have been convicted of violent or substance-related crimes. Roughly two-thirds

of female offenders are 30 years of age or younger. Minority women . are over-represented in the criminal justice system compared to their proportion of the state population and sentenced women in Niantic who are minority is higher than the equivalent figure for sentenced men.

The delivery of services within the Niantic Correctional Institution is difficult due to the tremendous pressures of overcrowding. Services designed to meet the special needs and issues of female offenders in communities throughout the state are also severely limited.

The Task Force on Women, Children, and the Criminal Justice System presents this report and its recommendations as a foundation for the General Assembly and criminal justice administrators to seek ways to improve justice policy and the delivery of services to female offenders and their children.

RESEARCH FRAMEWORK

The data included in this report were collected from multiple sources, and with the cooperation of many people and state agencies. Statistical data were provided by the Department of Correction, the Office of the Chief Bail Commissioner, the State Police Crimes Analysis Unit, Uniform Crime Reporting Program, the Department of Children and Youth Services, and the Court Operations Office of the Judicial Department. Relevant reports and other documents were shared by these agencies and, in addition, by the Connecticut Alcohol and Drug Abuse Commission, the Office of Policy and Management, and the Office of Adult Probation. It is important to note that at the time this study was conducted, complete data on children of incarcerated women were not available.

Hours of assistance, explanation, and access to records for sampling and data entry were provided by staff at the Office of Adult Probation and the Office of the Chief Bail Commissioner. The Bail Commission provided, first, frequency statistics from its management information system on all women interviewed in January, March, and May, 1987. The 1,708 women in this sample represents nearly 23 percent of the women interviewed that year. Second, the Bail Commission provided access to a manually-drawn random sample proportionally reflecting the distribution of women in nine geographic area courts throughout the year. This sample (N=230) represents just over 6 percent of the women interviewed in 1987 in these courts.

The Office of Adult Probation sample (N=344) represents an estimated 5 percent of the women who were added to probation caseloads in the first nine months of 1987 (records for the last three months of the year were systematically incomplete at the time the sample was drawn). In both cases, data from the initial intake/interview form were used.

Information was also provided in semi-structured, open-ended interviews conducted with individuals throughout the criminal justice

system. These included police officers, bail commissioners, Department of Correction administrators, judges, prosecutors, public - defenders, staff at the correctional institution at Niantic, community corrections professionals, probation officers, drug and alcohol counselors and female offenders. Additional interviews were also conducted with representatives from the legal, medical, and employment communities were also interviewed.

Finally, testimony provided by representatives from many of the agencies and sectors of the system and female ex-offenders added significantly to the information and understanding of the issues involved, Many of their recommendations have been incorporated in this report.

OVERVIEW OF FINDINGS

- o Female offenders are often raised in poverty and come from multi-problem families where physical and sexual abuse are common.
- o Roughly two-thirds of female offenders in the system are age thirty or younger. It ranges from 65 percent of those sentenced and incarcerated to 70 percent of those on probation. As the sanctions become more severe, the proportion of women over thirty increases.
- o Female offenders are highly likely to be single and most have dependent children. On the average, two-thirds of the women serving sentences in Niantic have dependents.
- o There are increasing numbers of women testing HIV+ or with AIDS entering the criminal justice system.
- o Criminal justice professionals estimate problematic drug and/or alcohol involvement or co-dependence to affect between 75 percent and 90 percent of the women.
- o Problems relating to drug and alcohol abuse are at the root of many categories of offenses.
- o Alcohol problems are associated with more aggressive, assaultive behavior among women resulting in charges of breach of the peace or disorderly conduct especially among younger females. Alcohol problems are also connected to risk of injury charges and other violence in domestic relationships.
- o Many female offenders also come from a drug culture which includes prostitution, larcenies, and bad checks. These women, often young, are less likely than others to commit violent crimes.

- In many cases, female offenders have turned to drugs or alcohol as "self-medication " because of histories of physical or sexual abuse. Treatment professional emphasize the difference and complexity of drug and alcohol problems among female offenders and the resulting need for programs in the community which do not include men.
- Although drug and alcohol treatment are the most common conditions of probation, insufficient treatment programs exist in the state. Waiting lists are common, some as long as six months, and, as a result, many women can not comply with their probation stipulations for many months.
- A growing number of facilities are being made available for men convicted of driving while intoxicated. Only one facility, a halfway house, exists in Waterbury for women convicted of D.W.I. This halfway house has six beds for women, nineteen for men.
- Presently, there are no halfway houses for female offenders apart from male facilities.
- Presently, there are few non-residential support service programs designated for women within the state.
- Minority women are over-represented in the criminal justice system as compared to their proportion of the general population.
- The most severe sanction, incarceration, is associated with a higher proportion of minority women. 62 percent in Niantic as compared to 46 percent on probation. The percentage of sentenced women in Niantic who are minority is higher than the equivalent figure for sentenced men throughout the corrections system (62 percent in Niantic compared to 55 percent of men).

- o The types of offenses committed by women, as reflected in arrest statistics, differ from those committed by men. Women are most likely to be arrested for property offenses or public order crimes, such as prostitution or disorderly conduct.
- o In 1987, there was a dramatic increase in arrests for drug abuse violations among women. Despite this increase, women are primarily arrested for misdemeanors.
- o An average of one-third of Niantic's inmates at any given time are in pre-trial status. Half of them remain in Niantic for three weeks or longer and then less than 15 percent are sentenced to any time (additional time or time served).
- o Half or more of the women serving sentences at Niantic have been convicted of misdemeanors. Less than ten percent have been convicted of personal (violent) crimes.
- o Most female offenders claim more years of schooling than do males. However, nearly three-quarters of hispanic women have not completed high school and among women in Niantic, tested achievement levels have been much lower than would be suggested by years of schooling completed. In a recent six month sample of women seeking entry into Niantic's school program, only one percent of the women had stopped school after the sixth grade, however, test scores showed 26 percent at that level for reading, 47 percent for spelling, and 52 percent for math.
- o Many women are released quickly from Niantic with no money or available housing. The lack of affordable housing and rapid turnover at the correctional facility make it very difficult for community corrections programs to assist women in planning prior to their release.
- o The Niantic Correctional Institution is overcrowded and plagued by problems relating to brief stays by most inmates and lack of

space in existing buildings; this particularly affects opportunities for programming for youthful offenders.

- o Vocational and job training programs for female offenders at Niantic and in the community are limited. Most community job training programs do not have child care arrangements connected with them. This makes it difficult for female offenders, who are often the primary caretakers for their children, to take part.
- o The majority of women convicted of welfare fraud are struggling to provide for their families and are not otherwise "criminal". Many, as first offenders, are sentenced to probation with an order to pay restitution. Making payments within the two-year timeframe for Accelerated Rehabilitation (AR) is often difficult and AR status can be jeopardized because of a woman's inability to render full payment within the two years.
- o Although female offender needs and issues are markedly different from those of male offenders, there are currently no specialized units within the Bail Commission or Office of Adult Probation for this population.

OVERVIEW OF RECOMMENDATIONS

Pre-trial Release

Reduction of the incarcerated female pre-trial population (three to five year phase-in).

- Expand contracts under the Bail Commission for pre-trial assistance and intensive pre-trial supervision, including a specialized unit within the Bail Commission for female offenders.
- Provide liaison at Niantic to assess eligibility for bond reductions or community supervision for pre-trial detainees. Many situational factors during a woman's initial interview with a bail commissioner, such as intoxication, may contribute to monetary bond being set. Representatives from existing bail program would be present at the woman's second hearing to present plans on women meeting release criteria.
- Expand pre-trial drug and alcohol counseling and assessment capacities.
- Expand Department of Correction contracts with community-based programs to insure the availability of pre-trial placement for female offenders..

Sentencing and Sentencing Options

Reduction of female inmate population (three to five year phase-in).

- Create halfway houses for women in cities and towns throughout the state, including specialized halfway houses for female offenders and their children.

- o Develop zoning alternatives to reduce the difficulty in obtaining sites in community residential facilities such as halfway houses, drug and alcohol treatment centers, etc., in cities and towns throughout Connecticut. (Although the majority of the Task Force supports the recommendation, it should be noted that one member was not able to support this recommendation in its present form.)
- o Expand non-incarcerative sanctions for women -- alternative incarceration centers, community service work, electronic surveillance are examples.
- o Consider the re-classification of selected offenses: larceny, welfare, possession of marijuana in small amounts, and prostitution are examples. For example, a women convicted of welfare fraud under a designated amount could be given a conditional discharge with restitution administered through the Department of Income Maintenance.
- o Create additional DWI facilities for women.
- o Examine, on a case-by-case basis, women convicted of violent crimes against persons. Certain categories of crimes have been categorically excluded from consideration for supervised home release. A number of these women have extensive histories of being physically and sexually abused by the victim and no history of other criminal behavior. (Although the majority of the Task Force supports the recommendation, it should be noted that one member was not able to support this recommendation in its present form.)
- o The Task Force also recommends that judges must consider family members and family settings during sentencing deliberations.

Residential Treatment

These programs can be used as either sentencing, treatment or pre-trial options.

- o Develop female offender in-patient drug and alcohol programs which provide intensive treatment for thirty days. Develop companion female offender follow-up programming (90 to 120 days) to enable women to pursue employment, vocational training, education, life skills and parenting classes.
- o Develop emergency shelter, and transitional housing facilities designed specifically for women, and where appropriate, their dependents, in cities and towns throughout the state.

Out-patient Services

Non-residential services designated for women are needed on a statewide basis. A network of community corrections agencies currently exist through contracts with the Department of Correction. These programs can be expanded to offer targeted services to female offenders.

- o Develop out-patient drug and alcohol treatment programs particularly for women under the age of eighteen. These programs should offer child care.
- o Develop interim support services during (short) waiting periods for entrance into treatment programs.
- o Create consolidated locations (potential sites include existing community corrections agencies) for client assistance re: welfare, job services, parole supervision, counseling, drug testing, etc.

Expand Section 8 alternatives to assist with housing placement.

- o Expand resources for outpatient services to women who have AIDS or are HIV+.
- o Develop access to more GED programs with night offerings that have available child care.

Institutional Services

A number of areas for improvement at Niantic have been partially or fully addressed in the court settlement signed on January 9, 1989. These include:

- o Expand medical and psychiatric services for sentenced and pretrial inmates.
- o Expand educational, recreational, counseling, and training services for pre-trial inmates.
- o Expand vocational training programs and access to participation in them - nurses aide programs , personal computers for self-paced remedial education and training;
- o Increase counseling staffs for addiction and emotional issues.
- o Increase staff for pre-release planning and counseling.
- o Make voluntary AIDS testing available to female offenders with a process for pre and post-testing education and counseling.
- o Develop mechanisms for increased visitation opportunities for women in Niantic with their children and families.
- o Insure inmate access to telephones for approved calls with their children.

- o Expand inmate access to legal services.
- o Increase inmate access to library hours.
- o Improve the conditions for women when being held for court proceedings.
- o Expand mental health counseling services for female offenders (reached in previous settlement, July 1987)

Areas which have not been addressed in the settlement, and are being recommended by the Task Force include:

- o Expand incentives for participation in drug, alcohol, vocational training programs, and family involvement in counseling.
- o Develop separate programming and counseling staffs for youthful offenders.
- o Develop separate facility for youthful offenders.
- o Offer a mandatory AIDS education program for staff,

Children's Services

Criminal involvement has become intergenerational in many families. Since most of the women involved in the criminal justice system are mothers of dependent children, the importance of child care, and supportive and educational programming is of vital importance.

- o Support efforts to train DCYS workers on female offender issues.
- o Reduce DCYS caseloads and encourage specialization in issues involving female offenders.

- o Develop 24 hour access to day care facilities for women detained for short periods of time.
- o Develop standardized guidelines for local police departments regarding emergency placements of children of arrested females.

Other

- o Establish an on-going research and evaluation process under the auspices of the oversight committee, and mechanism for the integration of data among the state police, judicial, corrections system and other state agencies which interface with the female offender population.
- o Develop statewide education campaign on issues surrounding female offenders and their children.
- o Develop specialized female offender units within the Office of Adult Probation and Department of Children and Youth Services.

Substitute House Bill No. 6686

SPECIAL ACT NO. 87-91

AN ACT ESTABLISHING A TASK FORCE ON WOMEN,
CHILDREN AND THE CRIMINAL JUSTICE SYSTEM.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

Section 1. (a) There is established a task force on women, children and the criminal justice system. The task force shall consist of the cochairmen and ranking members of the joint standing committee on judiciary; two representatives from the permanent commission on the status of women, one each appointed by the majority leader of the senate and the majority leader of the house of representatives; one judge of the superior court, appointed by the chief court administrator; four persons who are attorneys-at-law admitted to practice in this state, two of whom shall be women, appointed as follows: One by the president pro tempore of the senate, one by the minority leader of the senate, one by the speaker of the house of representatives and one by the minority leader of the house of representatives; and four persons who are not attorneys-at-law, two of whom shall be women, appointed as follows: One by the president pro tempore of the senate, one by the minority leader of the senate, one by the speaker of the house of representatives and one by the minority leader of the house of representatives. The cochairmen of the joint standing committee on judiciary shall serve as chairmen of the task force.

(b) The task force shall examine the impact of the criminal justice system on women and their children.

(c) The task force shall report its findings and recommendations to the general assembly not later than February 1, 1988.

Sec. 2. This act shall take effect July 1, 1987.

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to the Task Force by the National Institute of Corrections, U.S. Department of Justice for continuation of its work.

This report provides a detailed analysis of the research compiled, the problem areas and issues confronting female offenders and their children, and recommendations for programming and policy reform.

TASK FORCE ON WOMEN, CHILDREN,
AND THE CRIMINAL JUSTICE SYSTEM

Final Report
and
Recommendations

The Permanent Commission
on the Status of Women

January, 1989
State of Connecticut

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INTRODUCTION

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Many of the women in the criminal justice system find themselves involved repeatedly. Existing literature and reports from other states indicate that Connecticut is not atypical in this regard. Female offenders are often raised in poverty and come from multi-problem families where physical and sexual abuse are common.

Female offenders are highly likely to be single. On the average, two-thirds of the women serving incarcerative sentences have dependent children. Half or more of the women have been convicted of misdemeanors and less than ten percent have been convicted of personal (violent) crimes. Of those convicted and incarcerated for non-violent crimes, a substantial portion of women are convicted of "public order" offenses. The four most frequent crimes committed in this category by incarcerated women are: violation of probation or conditional discharge; failure to appear in the 2nd degree; prostitution; and operating under suspended license or registration. Criminal justice professionals estimate that 75-90 percent of female offenders have drug or alcohol problems. Although female offender involvement in alcohol and drugs has significantly increased since 1987, less than half of the sentenced women in Niantic have been convicted of violent or substance-related crimes. Roughly two-thirds

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Finally, testimony provided by representatives from many of the agencies and sectors of the system and female ex-offenders added significantly to the information and understanding of the issues involved. Many of their recommendations have been incorporated in this report.

HIGHLIGHTS

Female offenders are young: roughly two thirds are thirty years of age or younger. The proportion of women thirty or younger ranges from 65 percent to those sentenced and incarcerated at Niantic to 70 percent of those sentenced to probation.

Female offenders are highly likely to be single. This figure ranges from two-thirds of those interviewed by bail commissioners to 82 percent of the sentenced women in Niantic.

Many female offenders report that they have not completed high school. Of women interviewed by bail commissioners whose claimed education is known, 49 percent of the women in the probation research sample reported a high school education or beyond, compared to, 49 percent of the women in Niantic. However, for women who sought entry to the Niantic school program between September 1987, and February 1988, the results were dramatic. While only one percent had stopped school after the sixth grade, the achievement test scores showed 26 percent of the women at that level for reading, 47 percent for spelling, and 52 percent for math.

Minority women are over represented in the criminal justice system compared to their proportion of the state population. The more severe sanction, incarceration, is associated with a higher proportion of minority women (62 percent in Niantic compared to 46 percent on probation). The percentage of minority women sentenced in Niantic is higher than the equivalent figure for sentenced men throughout the system (62 percent of women in Niantic compared to 55 percent of men).

The types of offenses committed by women differ from those committed by men. Women are most likely to be arrested for property offenses or for violations of "public order" (such as disorderly conduct, breach of peace, violation of probation, or prostitution).

Comparative data from the Department of Correction on all sentenced women and men serving time between July 1, 1987 through December 1, 1987 showed that just under half of the women had been convicted of a misdemeanor (compared to 40 percent of the men serving sentences during the same period). Women were more likely than men to have been sentenced for public order crimes (41 percent compared to 26 percent) and less likely to have been convicted of violent crimes (eight percent compared to 17 percent) or substance offenses (26 percent compared to 31 percent). Over three-fourths of the women had minimum sentences of one year or less, with over half serving minimums of six months or less.

Arrests of women for drug abuse offenses increased by 37 percent in 1987. Despite this increase, women are primarily arrested for misdemeanors. For two-thirds of the women in the bail sample, the most serious charge in their arrest was a misdemeanor. This included two-thirds of the property offenses and 88 percent of the crimes against public order.

One-third of the women incarcerated in Niantic at any given time have not been sentenced. About half of the women incarcerated pre-trial remain in Niantic for twenty one days before their final court disposition, and then less than 15 percent are sentenced to serve any time in prison -- either time already served or additional time. This means that hundreds of women are being held in Niantic each year who would not otherwise be ordered to stay there on their present charges.

A majority of women arrested have not been convicted of crimes in the past. Women sentenced to incarceration are more likely to have a history of previous convictions than are women on probation. Women who are convicted of crimes more than once are most likely to be convicted of the same types of offenses.

Criminal justice professionals estimated that drug or alcohol problems among female offenders range from 75-90 percent. There is general consensus among professionals that drug and alcohol involvement is a common reason women became involved in criminal activity. Further, many professionals reported that women are becoming involved with drugs and alcohol at younger ages than in the recent past.

Female offenders are testing HIV+ or have been diagnosed with AIDS in Increasing numbers.

Presently, no separate facilities for female offenders with drug or alcohol problems exist in the state. All of the treatment professionals interviewed emphasized the differences and complexity of drug and alcohol use among female offenders.

A majority of female offenders are mothers. At least 53 percent of the women interviewed by bail commissioners had dependent children; 68 percent of the women sentenced to Niantic had at least one child, and the probation officers interviewed for this study estimated that between 80 and 95 percent of the women on their caseload had children.

Data provided by the Department of Child and Youth Services indicate that the children of women incarcerated in Niantic and who are in placement at DCYS are young. A quarter of them are less than three years old; 37 percent are under the age of five. In addition, a majority of the mothers (54 percent) are black or hispanic. In cases where contact between the mother and child is recommended, a woman may be incarcerated for two weeks or longer before the paperwork has been completed and contact between mother and child made.

In interviews, professionals consistently observed that a significant portion of the female offender population are poor single mothers struggling to support themselves and their children, either through welfare or low-paying jobs.

A large number of probation officers reported that most of the women who had been convicted of welfare fraud had committed this crime as part of their effort to support their children. These officers indicated that most of the women convicted of welfare fraud were not otherwise "criminal types." Further, some officers reported that child care problems interfered with a woman's ability to meet with her probation officer. Some women have received probation violations for repeatedly missed appointments which were related to child care problems.

Women constitute about 20 percent of the Office of Adult Probation's caseload. Analysis of factors associated with active supervision indicated little relationship with offense severity. Women convicted of misdemeanors generally were as likely to be supervised actively as were those convicted of felonies.

Data from the Office of Adult Probation indicated that there were differences by race/ethnicity in the types of crimes of which women were convicted. Blacks were more likely than whites or hispanics to be convicted of property offenses, while whites were more likely than the others to be convicted of substance abuse and public order crimes. Hispanic women in the sample were more likely than the others to be convicted of personal crimes.

Controlling for offense severity, number of previous convictions, and type of offense, black women received longer probation terms than white or hispanic women.

Many criminal justice professionals are of the opinion that sentencing options in addition to incarceration are especially important for female offenders. Halfway houses for in-patient drug and alcohol programs for women have been repeatedly recommended in interviews and public hearings. Presently, no halfway houses exist in Connecticut for women.

SECTION I

PROFILE OF FEMALE OFFENDERS

The following pages provide tables and narrative descriptions which offer a profile of female offenders in Connecticut. Age, race, employment, alcohol and drug problems, and issues concerning children are included. The data compare characteristics of women in the bail, probation and correction systems.

AGE

Although demographic data on female offenders varies from one part of the criminal justice system to another, the general picture is consistent. The women are young: roughly two-thirds or more are age 30 or: younger. The proportion of women thirty or younger ranges from 65 percent of those sentenced and incarcerated at the correctional institution at Niantic to 70 percent-of those sentenced to probation. As the sanctions become more severe, the proportion of women over thirty increases. Data was also provided by the Department of Correction on the age of incarcerated men and is presented below.

BAIL COMMISSION

<u>Age</u>	<u>#</u>	<u>%</u>
16 - 18	147	9
19 - 24	472	28
25 - 30	550	32
31 - 40	391	23
41 and over	148	9
TOTAL	1708	100

PROBATION

<u>Age</u>	<u>#</u>	<u>%</u>
17 - 20	40	12
21 - 25	102	30
26 - 30	96	28
31 - 40	74	21
41 - 64	31	9
TOTAL	343	100
missing	1	

DEPARTMENT OF CORRECTION**

<u>Age</u>	WOMEN		MEN	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
16 - 18	8	2	271	7
19 - 20	15	4	359	9
21 - 24	91	22	812	21
25 - 30	156	37	1132	29
31 - 45	127	30	1103	29
46 and over	20	5	185	5
TOTAL	417	100	3862	100

* Women interviewed in January, March, May 1987

** Characteristics of all sentenced, incarcerated women and men 7/1/87 - 12/31/87

RACE/ETHNICITY

Minority women are overrepresented compared to their proportion of the state population (in 1980, just 12 percent of adult Connecticut women were black or hispanic, the most recent year for which these data are available). Again, the more severe sanction (incarceration) is associated with a higher proportion of minority women (62 percent in Niantic compared to 46 percent on probation). It is also important to note that the percentage of sentenced women in Niantic who are minority is higher than the equivalent figure for sentenced men throughout the system (62 percent of women in Niantic compared to 55 percent of men).

BAIL COMMISSION

<u>Race</u>	#	%
White	706	41
Black	751	44
Hispanic	233	14
Asian	4	-
Unknown	14	1
TOTAL	1708	100

PROBATION

<u>Race</u>	#	%
White	182	54
Black	122	36
Hispanic	34	10
Other	1	-
TOTAL	344	100

DEPT. OF CORRECTION

<u>Race</u>	WOMEN		MEN	
	#	%	#	%
White	159	38	1724	45
Black	194	47	1365	35
Hispanic	63	15	763	20
Asian	1	-	5	-
Other	0	-	5	-
TOTAL	417	100	3862	100

MARITAL STATUS

Female offenders are highly likely to be single: this figure ranges from two-thirds of those in the sample interviewed by bail commissioners to 82 percent of the sentenced women in Niantic. Data collected on women serving probation sentences show just over half living in circumstances with the closest family ties recorded; this category includes women who are separated or divorced and living with their children, and single women living with both of their parents. Data was provided by the Department of Correction as marital status of incarcerated men and appears below.

BAIL COMMISSION*

<u>Marital Status</u>			<u>Women's Co-residents</u>		
	<u>#</u>	<u>%</u>		<u>#</u>	<u>%</u>
Single	746	67	None	122	11
Married	131	12	Spouse/Child	294	26
Separated	88	8	Parents	268	24
Divorced	100	9	Guardian	1	-
Widowed	11	1	Relative	135	12
Other	43	4	Non-relative	263	24
			Other	36	3
TOTAL	1119	101**	TOTAL	1119	100

PROBATION

<u>Family Ties</u>	<u>#</u>	<u>%</u>
Few or none	21	6
Some ties; lives in one-parent home	139	41
Lives with spouse; separated/divorced and cares for children; lives in two-parent home	183	53
TOTAL	343	100
missing	1	

DEPARTMENT OF CORRECTION

<u>Marital Status</u>	<u>WOMEN</u>		<u>MEN</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
Married	73	18	517	13
Not Married	342	82	3040	79
Unknown	2	-	305	8
TOTAL	417	100	3862	100

* Women interviewed in January, March, 1987

** Percentages may not total 100 due to rounding

HOMEMAKER STATUS BY RACE/ETHNICITY
WOMEN SENTENCED TO PROBATION

The Office of Adult Probation collects data on this area only in "family ties" categories reported on the previous page and in data on homemaker status.

HOMEMAKER STATUS	%	%	%
	<u>White</u>	<u>Black</u>	<u>Hispanic</u>
Full or part time	21	22	58
No homemaker status reported	79	78	42
TOTAL	100	100	100
(Number)	(175)	(116)	(31)

$\chi^2(2)=19.79,$
P=.0001

NUMBER OF CHILDREN

Most of the women have dependent children. Over half of the women interviewed by bail commissioners are known to have dependent children. Further, more than two-thirds of the women sentenced to Niantic have dependents, nearly all of them children. It is notable that whites are most likely to have no dependents (38 percent compared to 26 percent of blacks and 33 percent of hispanics). Only one-third of the white women had two or more dependents compared to 52 percent of blacks and 56 percent of hispanics. Data on this area are only collected by the Office of Adult Probation in the "family ties" categories and are reported on page 11. Data on the number of dependents claimed by incarcerated males was provided by the Department of Correction and appears below.

BAIL COMMISSION*

<u>Number of Children</u>	<u>#</u>	<u>%</u>
One	215	19
Two	188	17
Three	113	10
Four	46	4
Five or more	31	3
None or unknown	526	47
TOTAL	1119	100

DEPARTMENT OF CORRECTION

<u>Number Dependents</u>	WOMEN		MEN	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
None	133	32	2657	69
One	95	23	536	14
Two	85	20	386	10
Three	48	12	169	4
Four to nine	56	13	114	3
TOTAL	417	100	3862	100

ALCOHOL/DRUG PROBLEMS

These figures are based on reports by the women to bail commissioners or probation officers at the time of initial interview and diverge greatly from information obtained from interviews conducted with criminal justice professionals throughout the system. Professionals estimate that drug or alcohol problems among female offenders range from 75-90 percent. The interviews revealed general consensus that drug and alcohol involvement, often beginning in the context of a relationship with a man, is a common reason women became involved in criminal activity in all categories. Many reported that women are now becoming involved with drugs and alcohol at younger ages than in the recent past.

BAIL COMMISSION*

<u>Alcohol Problems</u>	#	<u>%</u>	<u>Drug Problems</u>	#	<u>%</u>
No	926	83	No	864	77
Yes	105	9	Yes	154	14
In Treatment	27	2	In Treatment	30	3
Unknown	61	5	Unknown	71	6
TOTAL	1119	100	TOTAL	1119	100

PROBATION

<u>Alcohol Problems</u>	#	<u>%</u>	<u>Drug Problems</u>	#	<u>%</u>
None	254	76	None	237	71
Minor/moderate	52	16	Minor/moderate	58	17
Serious	29	9	Serious	41	12
TOTAL	335	101**	TOTAL	336	100
missing	9		missing	8	

* Women interviewed in January, March, 1987

** Percentages may not total 100 due to rounding

EDUCATION LEVEL

Many female offenders report that they have not completed high school. Below are data comparing completed years of school for women interviewed by bail commissioners, women sentenced to probation, and women sentenced to incarceration. Of women interviewed by bail commissioners whose claimed education is known, 49 percent have a high school diploma or more. In contrast, 61 percent of the women in the probation sample reported a high school education or beyond, compared to, again, 49 percent of the women in Niantic. Data on the claimed education level of incarcerated men was provided by the Department of Correction and included in the table below.

BAIL COMMISSION*

<u>Claimed Education</u>	<u>#</u>	<u>%</u>
8th grade or less	67	6
9th - 11th	387	35
12th	324	29
Beyond 12th	114	10
Unknown	227	20
TOTAL	1119	100

PROBATION

<u>Claimed Education</u>	<u>#</u>	<u>%</u>
Through 11th Grade	133	6
High school graduate of GED	148	43
Post high school or training	63	18
TOTAL	344	99**

DEPARTMENT OF CORRECTION

<u>Claimed Education</u>	WOMEN		MEN	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
6th grade or less	6	1	97	3
Grades 7-8	24	6	392	10
Grades 9-11	191	43	1802	47
High school grad	163	39	1286	33
Above grade 12	41	10	336	9
Unknown	2	-	49	1
TOTAL,	417	99**	3862	103**

* Women interviewed in January, March, 1987

** Percentages may not total 100 due to rounding

MEANS OF SUPPORT

Both bail commission and probation records provide information on women's means of support. Of the cases where the information is known to bail commissioners, 28 percent of the women report being employed, either full or part-time, and 38 percent report being supported by welfare. Of the women on probation, in contrast, 71 percent report either full or part-time employment; 26 percent of women probationers indicate they are homemakers, either full or part-time. Incarcerated women are not currently employed, so comparative data are not available from the Department of Correction. Statistically valid income data are not available from any part of the system, however, professionals consistently observed in interviews that poor single mothers struggling to support themselves and their children, either on welfare or with low-paying jobs, constitute a significant portion of the female offender population. In the employment status data for women on probation which appears below, black women on probation are most likely to report full-time employment. Further, it appears that hispanic women could benefit greatly from job training.

BAIL COMMISSION*

Means of <u>Support</u> **	#	%
Full-time work	187	17
Part-time work	58	5
Family	115	10
Welfare	327	29
Other	175	16
Unknown	257	23
TOTAL	1119	100

PROBATION

<u>Employment Status</u>	#	%
Full-time	205	63
Part-time	25	8
None indicated.	97	30
TOTAL,	327	101**

Employment Status by Race/Ethnicity

	%		
	<u>White</u>	<u>Black</u>	<u>Hispanic</u>
Full-time	63	69	39
part-time	10	4	6
none indicated	27	27	55
TOTAL,	100	100	100
missing	17		
(number)	(175)	(116)	(31)

$$X^2(4)=14.32$$

$$p= 0 < .007$$

* Women interviewed in January, March, 1987

** Percentages may not total 100 due to rounding

SECTION II

PROFILE OF CRIMINAL ACTIVITY

Every year, more women are processed through the criminal justice system. As already discussed, it is not clear whether women are becoming more involved in criminal behavior, or are more likely to have their offenses come to public attention and result in arrest. The following discussion focuses on information related to the types of offenses committed by women in Connecticut, their conditions of pre-trial release, the sanctions they have received, and what is known statistically about their recidivism.

ARREST

Arrests of adult women in 1987 increased by more than 25 percent over 1986, while arrests of adult men grew by less than 17 percent. At the same time, the proportion of arrests of both women and men which were for "index crimes" (murder, manslaughter, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft, and arson) declined.

Generally, the types of offenses committed by women, as reflected in arrest statistics, differ from those committed by men. Women are most likely to be arrested for property offenses or for violations of "public order" (such as prostitution, violation of probation, or disorderly conduct). Men are more likely to be arrested for substance-related crimes (which include sale and possession of various kinds of drugs and "driving under the influence" of alcohol), as well as public order and property offenses. Men are also more likely than women to be arrested for violent crimes ("crimes against persons").

However, there was a major change in patterns of arrest in 1987 -- a dramatic increase in arrests for "drug abuse violations," especially among women. Arrests of women for drug abuse offenses increased by 37 percent in that single year, while the equivalent increase among men was also a substantial 34.5 percent. These increases brought the proportion of total arrests which were for drug violations to nearly 7 percent among women and over 8 percent among men.

Despite the increase in drug arrests (and most drug charges are felonies), women are primarily arrested for misdemeanors. For two-thirds of the women in the bail sample, the most serious charge in their arrest was a misdemeanor. This included two-thirds of the property offenses and 88 percent of the crimes against public order.

STATE POLICE

<u>Type of Offense</u>	WOMEN		MEN	
	#	%	#	%
Property	9553	30	25101	19
Person	4130	13	22400	17
Substance	4492	14	30271	22
Public Order	7211	23	28535	21
All Other Offenses	6144	19	29292	22
TOTAL	31530	99*	135599	101*

Source: Calculated from "Total Arrests by Sex: 1987," Section on Women Age 18 and Over, in Crime in Connecticut: 1987 Annual Report. State Police Crimes Analysis Unit, Uniform Crime Reporting Program, p. 34.

* Percentages may not total 100 due to rounding

BAIL COMMISSION

<u>High Charge Category</u>	<u>#</u>	<u>%</u>
Property	314	18
Person	350	21
Substance Abuse	207	12
Public Order	832	49
TOTAL	1703**	100

<u>Charge Severity</u>	<u>#</u>	<u>%</u>
Felony	553	32
Misdemeanor	1148	67
Unclassified	2	-
TOTAL	1703**	99*

<u>Charge Category & Severity</u>	<u>#</u>	<u>%</u>
Against Property		
Misdemeanor	208	66 (of property)
Felony	106	34 (of property)
Against Persons		
Misdemeanor	169	48 (of persons)
Felony	181	52 (of persons)
Substance Abuse		
Misdemeanor	21	10 (of substance)
Felony	186	90 (of substance)
Against Public Order		
Misdemeanor	728	88 (of public order)
Felony	102	12 (of public order)
Unclassified	2	

* Percentages do not total 100 due to rounding

** Five charges could not be determined due to data entry error

PRE-TRIAL RELEASE

Once people are arrested, they must wait for a period of time before the court decides on their guilt or innocence and the resulting sanction if they are found guilty. If the offense with which they are charged is minor the arresting officer may set a bond amount or release them on their promise to appear (PTA). If they are unable to post bond set by police, they are interviewed by a bail commissioner who may set the same or different bond, or release them on a PTA. A comparison of the number of arrests of women with the number of interviews conducted by bail commissioners indicates that approximately two-thirds of arrested women across the state are released under conditions established by the police.

According to data provided by the Office of the Chief Bail Commissioner covering women interviewed in January, March, and May of 1987, 38 percent were released or posted bond at the police department, and another 26 percent were released without bond at some point by the court or by a bail commissioner. 36 percent of the total, then, were ordered to pay monetary bond: 14 percent were ordered to pay \$500 or less, 6 percent between \$501 and \$1000, 10 percent between \$1001 and \$5000, and the remaining 6 percent were ordered to post \$5001 or more.

A random sample of 230 (6.24 percent) records of the women interviewed by bail commissioners during 1987 at geographic area courts in Stamford, Bridgeport, Danbury, Waterbury, Derby, New Haven, Meriden, West Haven, and Middletown was analyzed statistically for factors associated with amounts of monetary bond. Of these cases, 88 percent indicated bond set by the police. Just 43 percent showed monetary bond set by the bail commissioners, suggesting that a substantial proportion were released by commissioners on a promise to appear or conditional release.

OVERVIEW OF CHARACTERISTICS

<u>Pending Cases</u>	#	%
No	1154	66
Misdemeanor	385	23
Felony	98	6
Unknown	91	5
TOTAL	1708	100
<u>Previous Conviction</u>	#	%
No	975	57
Yes	733	43
TOTAL	1708	100
<u>Bond Amount</u>	#	%
PTA or Conditional Release	436	26
\$1 99	94	6
\$100 - 500	142	8
\$501 - 1000	108	6
\$1001 - 5000	178	10
\$5001 - 10,000	48	3
\$10,000 - 100,000	53	3
Over \$100,000	7	-
PTA or bond at police dept.	642	38
TOTAL	1708	100

The amount of bond set by bail commissioners was significantly related to the type and severity of the defendant's most serious charge. Substance-related charges and public order felonies were most likely to produce orders of bond in amounts over \$2500. More curiously, analysis revealed that the amount of bond ordered was significantly related to the court. Amounts set by bail commissioners at the New Haven and Bridgeport courts (two of the three highest volume courts in the state) were higher than in the other seven courts; in addition, women were more likely to be released without monetary bond in the other courts than in Bridgeport or New Haven. These patterns appeared despite the lack of statistically significant differences between the two types of court in severity of most serious charge, numbers of previous charges, past or pending charges or failure to appear, or in total points recorded on the bail form. (The form shows points recorded by bail commissioners on factors associated with the likelihood a defendant will appear in court, such as past and present charges and convictions, length of time in the state and at the present address, employment, living situation, dependents, known drug or alcohol problems, and the like.)

BAIL COMMISSION BOND AT POLICE STATION BY TYPE AND SEVERITY OF HIGH CHARGE
(In Percent; N=98)

	<u>\$500 or less</u>	<u>\$501 - \$2500</u>	<u>Over\$2500</u>	<u>TOTAL</u>	<u>(N)</u>
Personal (F)	20	50	30	100	(10)
Personal (M)	40	50	10	100	(10)
Property (F)	25	50	25	100	(4)
Property (M)	67	33		100	(9)
Substance (F)	15	38	46	99*	(13)
Substance (M)	--	50	50	100	(2)
Public Order (F)	14	14	71	99*	(7)
Public Order (M)	65	33	2	100	(43)
TOTAL NUMBERS	(44)	(36)	(18)		(98)

p < .01

BOND SET BY BAIL COMMISSION AT THE POLICE STATION BY G.A.
(In Percent; N=98)

	<u>\$500 or less</u>	<u>4501 - \$2500</u>	<u>Over \$2500</u>	<u>TOTAL</u>	<u>(N)</u>
Bridgeport & New Haven	41	31	28	100	(58)
G.A.'s** 1,3,4,5, and 7,8,9	50	43	8	101*	(40)
TOTAL NUMBERS	(44)	(35)	(191)		(98)

p < .05

* Percentages do not total 100 due to rounding

** Stamford, Danbury, Waterbury, Derby, Meriden, West Haven, Middletown

PRETRIAL INMATES

The issue of bond and pre-trial release is significant. According to the Department of Correction, approximately one-third of the women incarcerated in Niantic at any given time have not been sentenced. Figures reported for one day in mid-December, 1988, indicated that about half of the women on pre-trial status had been accused of a violent or drug-related offense; the remainder had been charged with non-violent property or public order crimes.

Most of the women awaiting court in Niantic are there because they cannot afford to post bond. In other cases, bail bondsmen may not travel from more distant parts of the state to Niantic for women with low bonds. A few other women choose to stay in Niantic pre-trial to escape an abusive or otherwise problematic domestic environment or to begin serving what they feel certain will be an incarcerative sentence. About half of the women incarcerated pre-trial remain in Niantic for 21 days before the final court disposition of their case, and then less than 15 percent are sentenced to serve any time in prison -- either time already served or additional time. This means that hundreds of women are being held in Niantic each year who would not otherwise be ordered to stay there on their present charges.

DEPARTMENT OF CORRECTION

Pre-Trial Inmates at Niantic - December 19, 1988

Type of Offense	#	%
Property	31	19
Persons	35	21
Substance	48	29
Public Order	47	28
Other	4	2
TOTALS	165	99 *

* Percentages do not total 100 due to rounding

DISPOSITION OF CHARGES

A large volume of cases involving female offenders is currently being processed through Connecticut's courts. The court operations division of the Judicial Department reported that over 19,100 female cases were disposed in G.A. courts in the first six months of 1988, and that figure included only 21 cases from the Hartford court because its records are not yet computerized.

Based on Bail Commission data from three months of 1987, 40 percent of the cases in which disposition was known were either nolle or dismissed, and 21 percent resulted in rearrest warrants because the women accused did not appear in court. Nine percent of the cases in which the disposition was known resulted in provisional sentences: accelerated rehabilitation, alcohol education, or family violence groups or treatment. If and when these conditions have been met, the charges are formally dismissed. .

In addition, 13 percent received a suspended sentence, with either probation or conditions attached. A combined total of nearly 15 percent of the cases with known disposition clearly involved probation, either in combination with other sanctions or alone. Finally, 12.6 percent of the disposed cases involved incarcerative sentences, either alone or split with probation or a discharge. Of these, two-thirds involved sentences of six months or less.

[It must be remembered that these data cover a sample of cases in which a female defendant was interviewed by a bail commissioner -- thus representing approximately a third of the arrests (generally the more serious cases). Therefore, the percentage of arrests of women which result in sentences to probation or incarceration can be assumed to be lower than these figures indicate.]

BAIL COMMISSION

	<u>#</u>	<u>%</u>
Dismissed	52	3
Nolle	393	23
Conditional/unconditional discharge	17	1
Fine	73	4
Pre-trial time served	25	1
Alcohol Education	11	1
Accelerated rehabilitation	77	5
Suspended with probation	123	7
Split: time & probation	35	2
Incarceration	96	6
Restitution & probation	5	-
Rearrest warrant	236	14
Suspended with conditions	24	1
Family violence	15	1
Split; time & discharge	10	1
Youthful offender	4	-
Other	512	30
TOTAL	1708	100

WOMEN SENTENCED TO PROBATION

Because the Probation records had not yet been computerized statewide at the time of this investigation, data on women sentenced to probation come from a random sample of 344 (an estimated 5 percent of the cases from the nine months sampled) drawn for analysis for the Task Force. According to the Office of Adult Probation, women constitute approximately 20 percent of the probation caseload.

The women in the probation sample were about equally likely to be sentenced to up to one year and between one and two years. The remaining 30 percent were serving more than two years. Of the total sample, 81 percent were receiving active supervision -- they were formally required to meet with their probation officer at least monthly.

Analysis of factors associated with active supervision indicated little relationship with offense severity: women convicted of misdemeanors generally were as likely to be supervised actively as were those convicted of felonies, with one exception. Women convicted of misdemeanor larcenies were less likely to be on active supervision (29 percent were not actively supervised). Interviews with probation officers indicated that these women were commonly ordered to pay restitution for the small amount they had taken, and often did so through checks they mailed to the Probation office.

The longer a woman's sentence, the more likely she was to be supervised actively. Women who were known to have mental health, alcohol, or drug related problems were likely to receive active supervision, partly because treatment for these problems was commonly a court-ordered condition of probation. Ninety percent or more of these women were supervised actively; the association was strongest statistically for women with drug problems.

<u>Number of Current Charges</u>	#	%
One	254	74
Two	60	17
Three - eight	28	8
Nine or more	2	1
TOTAL	344	100

Offense Category*

Property	195	48
Persons	63	16
Substance abuse	87	22
Public order	40	10
Other	18	4
TOTAL	403	100

* The number of offenses exceeds the number of cases because some women had multiple charges recorded.

<u>Offense Severity</u>	<u>#</u>	<u>%</u>
Felony	151	44
Misdemeanor	193	56
TOTAL	344	100

Prior Record

None	207	60
1 - 2 misdemeanors	70	20
3 - 6 misdemeanors	37	11
7 or more misdemeanors	30	9
TOTAL	344	100

Offense Categories by Race/Ethnicity*

Women Sentenced to Probation

<u>Offense Category</u>	<u>%</u> <u>White</u>	<u>%</u> <u>Black</u>	<u>%</u> <u>Hispanic</u>
Property	45	62	34
Person	13	17	31
Substance	30	13	24
Public Order	12	8	11
TOTAL	100	100	100
(number)	(196)	(144)	(38)

$\chi^2(6)=25.99,$
 $p < .001$

* The number of offenses exceeds the number of cases because some women had multiple charges recorded; the "other" category was not included in the because the numbers were small.

Analysis of factors associated with length of probation showed significant relationships with severity of offense (felony or misdemeanor), number of previous convictions, and minority status. There were differences by race/ethnicity in the types of crimes of which the women were convicted. Blacks were more likely than whites or hispanics to be convicted of property offenses, while whites were more likely than the others to be convicted of substance abuse and public order crimes. Hispanic women in the sample were more likely than the others to be convicted of personal crimes. Even controlling for offense severity, number of previous convictions, and type of offense, however, black women received longer probation terms than white or hispanic women.

Finally, women, who reported to the major urban offices in the state (Hartford, New Haven, Bridgeport, and Waterbury) received shorter probationary sentences. These offices handled 45 percent of the women in the sample. Women at these offices were more likely than others in the state to be black or hispanic and to have been convicted of property crimes and felonies. They were less likely than women at other offices in the state to have been convicted of substance offenses.

<u>Length of Probation</u>	<u>#</u>	<u>%</u>
0 - 12 months	137	40
13 - 24 months	138	40
25 - 36 months	45	13
37 months and over	24	7
TOTAL	344	100

WOMEN SENTENCED TO INCARCERATION

At any one time, women constitute nearly 7 percent of the inmates confined in Connecticut's correctional institutions. Because "snapshot" statistics on the incarcerated population on any given day may vary greatly, however, the research division of the Department of Correction provided comparative data on all women and men who were serving time as sentenced inmates during the six month period from July 1, 1987 through, December 31, 1987.

During the time covered, over three-fourths of the women had minimum sentences of one year or less, with over half serving minimums of 6 months or less. Just under half of the women had been convicted of a misdemeanor (compared to 40 percent of the men serving sentences during the same period; 60 percent of the sentences were for misdemeanors when the "unclassified" offenses are excluded (compared to 46 percent for the men). A third of all the women were sentenced for felonies, compared to 47 percent of the men. Further, women were more likely than men to have been sentenced for public order crimes (41 percent compared to 26 percent) and less likely to have been convicted of "violent" (8 percent compared to 17 percent) or substance offenses (26 percent compared to 31 percent).

DEPARTMENT OF CORRECTION, SENTENCED, INCARCERATED WOMEN & MEN 7/1/87-12/31/87

	WOMEN		MEN	
<u>Minimum Sentence</u>	#	%	#	%
6 months or less	231	55	1800	47
7 - 12 months	89	21	670	17
13 - 18 months	35	8	367	10
19 - 24 months	27	6	303	8
25 - 36 months	14	3	300	8
37 - 60 months	13	3	258	7
61 - 120 months	4	1	114	3
Over ten years	4	1	49	1
TOTAL	417	98*	3861	101*
 <u>Type Offense</u>				
Property	101	24	926	24
Persons	34	8	668	17
Substance Abuse	108	26	1213	31
Public Order	172	41	1005	26
Other	2	0	48	1
TOTAL	417	99*	3860	99*
 <u>Class of Offense</u>				
Misdemeanor	203	49	1527	40
Felony	137	33	1800	47
Unclassified**	77	18	533	14
TOTAL,	417	100	3680	101*

* Percentages may not total 100 due to rounding

** These offenses include violations of probation or conditional discharge; possession of less than 4 oz. marijuana; youthful offenders; criminal attempt; and a small number of others.

Further, analysis of the 1987 data on sentenced women showed differences in type of offense by race/ethnicity. A majority of the hispanic women (52 percent) had been sentenced for substance-related crimes, compared to 28 percent of the white women and 15 percent of the black women. Black women were somewhat more likely than whites to have been convicted of property offenses (29 percent compared to 25 percent), while hispanics were low in this category (6 percent). Blacks and whites were very close in convictions for violent crimes (both just under 9 percent), while again hispanics were lower (5 percent). Additionally, black women were most likely to be serving time for public order crimes (43 percent in this category), compared to whites (38 percent) and hispanics (35 percent). Finally, whites were most likely to have been sentenced for misdemeanors (60 percent), compared to 45 percent of blacks and 29 percent of hispanics.

In general, women convicted of crimes against persons received the longest sentences, followed by substance offenses, property crimes, and, violations of the public order. Most whites and blacks had received minimum sentences of six months or less (59 and 56 percent, respectively), compared to 44 percent of hispanics. Sentences were also affected by prior incarceration history. 70 percent of the women who had not previously been sentenced to time in Niantic were serving minimums of 6 months or less, compared to 48 percent of those with one or two previous terms, 38 percent of those with three to eight prior incarcerations, and 8 percent of those who had been sentenced to Niantic nine or more times in the past. (The comparable figures for men are 61, 44, 28, and 20 percent respectively.)

OFFENSE CATEGORIES BY RACE/ETHNICITY
 Women Sentenced to Corrections
 (in %: N=417)

<u>Offense Category</u>	%	%	%
	<u>White</u>	<u>Black</u>	<u>Hispanic</u>
Property	25	29	6
Person	9	9	5
Substance	28	15	52
Public Order	38	43	35
Other	-	4	2
TOTAL	100	100	100

A snapshot taken late in 1988 revealed that the distribution of types of offenses among sentenced women in Niantic differed somewhat from that reflected in the data for the second half of 1987. Late in 1988, 20 percent of sentenced inmates were serving time for violent crimes, and 30 percent were incarcerated for substance offenses. The higher percentages of women confined for these offenses seen in the snapshot can be explained primarily by the longer sentences they receive, and perhaps additionally by an increase in women committing these types of crimes.

SENTENCED WOMEN INCARCERATED IN NIAANTIC
December 31, 1988

<u>Type of Offense</u>	<u>#</u>	<u>%</u>
Property	58	17
Persons	67	20
Substance	105	32
Public Order	100	30
Other	1	-
TOTAL	331	99*

<u>Minimum Sentence</u>	<u>#</u>	<u>%</u>
6 or less	38	11
7 - 12	66	20
13 - 24	90	27
25 - 36	42	13
37 - 48	27	8
49 - 60	20	6
61 - 72	7	2
73 - 84	5	2
85 - 120	17	5
121 - 240	15	4
241 or more	4	1
TOTAL	331	99*

Class of Offense

<u>Felony</u>	<u>#</u>	<u>%</u>
Class A	16	5
Class B	27	8
Class C	24	7
Class D	39	12
Unclassified	109	32

<u>Misdemeanor</u>	<u>#</u>	<u>%</u>
Class A	53	16
Class B	11	3
Class C	10	3
Unclassified	2	1

<u>Unclassified</u>	40	12
TOTAL	331	99*

*Percentages do not total 100 due to rounding

HALFWAY HOUSE PLACEMENT

Women may also serve some of their sentence in a halfway house, generally as part of their transition back into the community. Data provided by the Department of Correction indicate that just over 7 percent of the people admitted to a DOC halfway house during the 14 month period ending February 29, 1988 were women. Compared to the men, they were more likely to have been convicted of a misdemeanor (27 percent compared to 9 percent) and of public order crimes (37 percent to 26 percent), and to have been sentenced to a year or less (44 percent vs. 28 percent).

Finally, women as well as men may serve part of their sentence in supervised home release (SHR). According to research staff at the Department of Correction, 308 women were on supervised home release in mid-December, 1988, which represented 11.8 percent of the total SHR population at that time.

OFFENSE PROFILES OF WOMEN AND MEN IN DEPARTMENT OF CORRECTION HALFWAY HOUSES

<u>Minimum Sentence</u>	WOMEN		MEN	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
6 months or less	11	13	64	6
7 - 12 months	27	31	238	22
13 - 18 months	13	15	177	16
19 - 24 months	15	17	222	20
25 - 36 months	10	12	198	18
37 - 60 months	8	9	133	12
61 - 120 months	2	2	53	5
Over ten years	-	-	6	1
TOTAL	86	99*	1091	100
<u>Type Offense</u>				
Property	22	26	334	31
Persons	13	15	213	20
Substance Abuse	19	22	293	27
Public Order	32	37	238	26
Other	-	-	13	1
TOTAL	86	100	1091	101*
<u>Class of Offense</u>				
Misdemeanor	23	27	102	9
Felony	47	55	812	74
Unclassified*	16	19	177	16
TOTAL	86	101*	1091	99*

* Percentages may not total 100 due to rounding

** These offenses include violations of probation or conditional discharge; possession of less than 4 oz. marijuana; youthful offenders; criminal attempt; and a small number of others.

CHARACTERISTICS OF WOMEN AND MEN ADMITTED TO
DEPARTMENT OF CORRECTION HALFWAY HOUSES

<u>Characteristic</u>	WOMEN		MEN	
	#	%	#	%
<u>Age</u>				
16 - 18	0	0	56	5
19 - 20	5	6	118	11
21 - 24	14	16	277	35
25 - 30	38	44	311	29
31 - 45	26	30	304	28
46 and over	3	3	25	2
TOTAL	86	99*	1091	100
<u>Race/Ethnicity</u>				
White	33	38	414	38
Black	42	49	431	40
Hispanic	11	13	246	23
TOTAL	86	100	1091	100
<u>Marital Status</u>				
Married	8	9	137	13
Not Married	78	91	921	84
Unknown	0	0	33	3
TOTAL	86	100	1091	100
<u>Number Dependents</u>				
None	31	36	695	64
One	22	26	205	19
Two	14	16	109	10
Three	14	16	51	5
Four to nine	5	6	31	3
TOTAL	86	100	1091	101*
<u>Claimed Education</u>				
6th grade or less	2	2	29	3
Grades 7 - 8	2	2	95	9
Grades 9 - 11	40	47	499	46
High School Grad.	36	42	392	36
Above grade 12	6	7	64	6
Unknown		-	12	1
TOTAL	86	100	1091	101*

* Percentages may not total 100 due to rounding

RECIDIVISM

There is no integrated criminal justice data base in Connecticut. Information on recidivism among female offenders can be found within each justice division or tracked through state police records for named individuals. Data from the Office of the Chief Bail Commissioner, for example, indicates that 57 percent of the women interviewed had no prior conviction, and another two-thirds reported having no cases pending. Similarly, data from the probation sample shows that 60 percent of the women had no prior convictions, and an additional 20 percent had been convicted of just one or two misdemeanors in the past. Data on sentenced women serving 45 days or longer from 1987 indicate that 35 percent had not been sentenced to incarceration previously, and an additional 39 percent had served time just once or twice before. In this same sample, 44 percent of the white women, 27 percent of the black women, and 37 percent of the hispanics had no history of sentenced confinement. These and other data comparing prior incarceration history of women and men who were incarcerated during the last six months of 1987 are shown in the tables below.

PRIOR INCARCERATION HISTORY OF SENTENCED, INCARCERATED INMATES: A COMPARISON OF WOMEN AND MEN

	WOMEN		MEN	
	#	%	#	%
No prior sentence	109	35	825	30
1 - 2	122	39	1146	41
3 - 8	69	22	745	27
9 and over	13	4	77	3
TOTAL	313	100	2793	101*

SELECTED VARIABLES FOR SENTENCED, INCARCERATED INMATES AND THEIR ASSOCIATION WITH PRIOR INCARCERATION HISTORY: A COMPARISON OF WOMEN AND MEN**

Type of Crime	<u>WOMEN</u>				<u>MEN</u>			
	No prior sent.		Prior sent.		No prior sent.		Prior sent.	
	#	%	#	%	#	%	#	%
Property	25	23	56	28	114	14	553	27
Persons	7	6	14	7	158	19	322	16
Substance	53	49	43	21	388	47	543	28
Public Order	24	22	89	44	114	17	560	29
Other	0	0	2	1	24	3	10	1
TOTAL	109	100	204	101*	825	100	1968	101*

<u>Classification</u>	<u>WOMEN</u>				<u>MEN</u>			
	#	%	#	%	#	%	#	%
Misdemeanor	55	51	88	43	377	46	673	34
Felony	42	39	82	40	358	43	986	50
Unclassified	12	11	34	17	90	11	309	16
TOTAL	109	101*	204	100	825	100	1968	100

* Percentages may not total 100 due to rounding

** Based on men and women serving sentences during period from July 1, 1987 through December 31, 1987. Data provided by research staff, Department of Correction.

SELECTED VARIABLES FOR SENTENCED, INCARCERATED INMATES AND THEIR ASSOCIATION
WITH PRIOR INCARCERATION HISTORY: A COMPARISON OF WOMEN AND MEN**

	WOMEN				MEN			
	No prior sent.		Prior sent.		No prior sent.		Prior sent.	
<u>Minimum Sentences</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
up to 6 months	76	70	85	42	504	61	721	37
7 - 12	11	10	56	28	125	15	315	16
13 - 24	11	10	38	19	97	12	411	21
25 and over	11	10	25	12	99	12	520	26
TOTAL	109	100	204	101*	825	100	1968	99*

<u>Race</u>	WOMEN				MEN			
White	52	48	67	33	499	61	864	44
Black	40	37	107	53	198	24	720	37
Hispanic	17	16	29	14	124	15	381	19
Asian	0	0	1	1	4	1	1	0
American Indian	0	0	0	-	0	0	2	0
TOTAL	109	101*	204	101*	825	101*	1968	100

<u>Age Group</u>	WOMEN				MEN			
16 - 18	3	3	2	1	78	10	78	4
19 - 20	5	5	6	3	96	12	162	a
21 - 24	22	20	47	23	175	21	435	22
25 - 45	70	64	139	68	412	50	1223	62
46 or over	9	8	10	5	64	8	70	4
TOTAL	109	100	204	100	825	101*	1968	100

* Percentages may not total 100 due to rounding

** Based on men and women serving sentenced during period from July 1, 1987 through December 31, 1987. Data provided by research staff, Department of Correction.

THE RELATIONSHIP BETWEEN NUMBER OF PRIOR SENTENCES AND CURRENT SENTENCE LENGTH:
 A COMPARISON OF INCARCERATED WOMEN AND MEN
 (in percent)

<u># Priors</u>	<u>less than 6 mo.</u>	<u>7-12 mo.</u>	<u>13-24 mo.</u>	<u>25-60 mo.</u>	<u>61+ mo.</u>	<u>TOTAL</u>		
<u>Women</u> (N=204)							<u>#</u>	<u>%</u>
1 - 2	48	25	19	7	2	122	101*	
3 - 8	38	29	16	15	3	69	101*	
9+	8	39	31	23	0	13	101*	
<u>Men</u> (N=1968)								
1 - 2	44	16	20	16	5	1145	101*	
3 - 8	28	16	22	26	8	745	100	
9+	20	12	21	40	8	77	101*	

* Percentages may not total 100 due to rounding

THE RELATIONSHIP BETWEEN PRIOR SENTENCES AND RACE:
 A COMPARISON OF WOMEN AND MEN
 (in percent)

<u># Priors</u>	<u>White</u>	<u>Black</u>	<u>Hispanic</u>	<u>Asian</u>	<u>TOTAL</u>	
<u>Women</u> (N=209)					<u>#</u>	<u>%</u>
1 - 2	31	50	18	1	122	100
3 - 8	38	52	10	0	69	100
9+	23	77	0	0	13	100
<u>Men</u> (N=1968)						
1 - 2	45	34	21	0	1146	100
3 - 8	43	39	18	0	745	100
9+	36	51	13	0	77	100

Data from the smaller random sample of women interviewed by bail commissioners in GA's 1 through 9 showed that 24 percent of the women had at least three prior or pending charges. Analysis of women with any prior charges indicated that there was consistency in the types of charges against the women. For example, of those with any prior charges, 53 percent of the women currently facing a public order charge had previous public order charges, and 30 percent of them had previous property charges. Similarly, 74 percent of the women with prior charges who were now facing property charges had been arrested for property offenses in the past.

Among women in the probation sample, a record of prior convictions was associated with known alcohol and (especially) drug problems. Thirty-four percent of the women with drug problems had been convicted of at least three prior misdemeanors, compared to 13 percent of those with no drug problems recorded.

In sum, a majority of women arrested have not been convicted of crimes in the past. Women sentenced to incarceration are more likely to have a history of previous convictions than are women on probation. Women who are convicted of crimes more than once are most likely to be convicted of the same types of offenses.

SECTION III

FEMALE OFFENDERS AND THEIR CHILDREN*

Most of the women involved in the criminal justice system are mothers of dependent children. The relationships of many of them with their children are difficult at the start, whether because of interpersonal, emotional, financial, or other problems. The mothers' criminal justice system involvement is disruptive and further complicates the relationship. There is a need for expanded child care, supportive and educational programming in parenting for these women. In addition, Niantic officials report that criminal involvement has become intergenerational in some families -- there are mothers and daughters serving sentences in Niantic simultaneously.

* At the time this study was conducted, complete data on children of incarcerated women were not available.

A majority of female offenders are mothers. At least 53 percent of the women interviewed by bail commissioners had dependent children; 68 percent of the women sentenced to Niantic had at least one child, and the probation officers interviewed estimated that between 80 and 95 percent of the women on their caseload had children. When criminal justice professionals are asked about any differences they see between male and female offenders, women's responsibility for children is the most common first response.

ARREST

Female offenders' responsibilities for their children affect them from the point of arrest. Whether the women are arrested at home on a warrant or at the scene of a crime, they must make arrangements for child care until they are released from custody. Police officers interviewed for the Task Force indicated that they try to take child care needs into consideration in setting conditions of release. Most said that if the charge is minor they are likely to release a woman on her promise to appear. If the charge is more serious, and monetary bond is set, the officer assumes responsibility for finding a place for the children to stay until bond is paid or until arraignment. Some local departments have a set of written guidelines for emergency child placements when a woman is arrested, but many of the smaller ones do not. Most of the officers emphasized that the mother's consent is required for a particular arrangement unless she is "uncooperative" and that "reasonableness" is the primary guideline. However, it is not possible for an officer to conduct a thorough screening of a potential placement for a child for 24 hours or less.

Most officers ask the woman where she would feel most comfortable placing the child(ren), and try to find an arrangement with a family member. Friends or neighbors may be used if they are known by the officer or seem suitable. Officers said that it is unusual for a worker from the Department of Children and Youth Services (DCYS) to be called for emergency placement, but that it does occur.

PROBATION

When women are sentenced to probation they remain in the community and thus generally accessible to their children. However, lack of adequate child care was a major issue confronting most of the women on probation. They were reported to have trouble working, going to school, getting job training, or complying with their drug or other treatment stipulations (in short, doing anything to break out of their immediate life circumstances) because they could not find or afford good, responsible care. Most community programs have no child care provisions. Many of the probation officers interviewed spoke vehemently on this subject, and felt that the women were often trapped. They found that many of the women on their caseload genuinely cared for their children and were making significant efforts to provide for them. Without decent child care, however, the women could not readily improve.

Some officers reported that child care problems can interfere with a woman's ability to meet with her probation officer, as well. Some women have received probation violations for repeatedly missed appointments which were related to child care problems.

Child care problems are commonly more difficult because of lack of support for women by members of their extended families. One probation officer interviewed estimated that only half of the women she saw had any family support base. Further, many officers reported, when family members did provide child care, they were often resentful, and judged the woman more harshly; they commonly criticized her to her face and in front of her children.

Finally, a large number of the officers reported that most of the women on their caseloads who had been convicted of welfare fraud had committed this crime as part of their effort to support their children. These officers indicated that most of the women convicted of welfare fraud were not otherwise "criminal types." Instead, the women were caught in poverty and trying to raise their children on insufficient

funds. Some officers stated that the women had reported their small part-time job to their welfare worker who (having a large caseload) had neglected to record it, or had urged a delay in reporting it until the women could see how the job worked out. The officers said that many of these women denied themselves food and clothing in order to continue to feed their children while they made their restitution payments.

DEPARTMENT OF CORRECTION

Department of Correction records show that over two-thirds of the women serving sentences in Niantic have dependent children. White women are least likely to have dependent children (38 percent have none), compared to 26 percent of the black women and 33 percent of the hispanic inmates. Under the best of circumstances, with the best of parent-child relationships, it would be difficult for most incarcerated women to maintain regular contact with their children. Niantic is not centrally located in the state, and transportation for purposes of mother-child visitation is difficult for many families. Access to telephones, can further, complicate the problem.

Incarcerated women, too, face the lack of family support described for women on probation. Although incarcerated women can become more dependent on their families for child care, family members express more hostility and resentment toward them. Husband/fathers, parents, and siblings also file for custody of children, many times with success. In addition, some women cut themselves off from their children temporarily until their release from custody, because they want to avoid revealing their prison term.

DCYS INVOLVEMENT WITH CHILDREN OF WOMEN INCARCERATED IN NIAN TIC

In many cases the Department of Children and Youth Services (DCYS) is involved, either for protective services or as a formal placement. Sometimes supervision because of allegations of child abuse and neglect predate criminal involvement. In other cases, a drug arrest may have prompted an abuse complaint. In still other cases, a woman's child may be formally placed with DCYS, and in the care of a foster parent. In all these circumstances, regular mother-child contact can be highly problematic. It is also important to note that at the time this study was conducted, complete data on children of incarcerated women were not available.

RACE INFORMATION ON CHILDREN PLACED WITH DCYS

July 1, 1987 through June 30, 1988
(Unduplicated Counts)

	<u>Mothers of Children</u>		<u>Children</u>		<u>Avg. Number of Children</u> <u>per Mother</u>
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	
White	46	44	81	41	1.76
Black	34	33	72	36	2.12
Hispanic	22	21	44	22	2.00
Unknown	2	2	2	1	1.00
TOTAL	104	100	199	100	

LENGTH OF STAY FOR NIAN TIC INMATES WITH DCYS REFERRALS
July 1, 1987 through June 30, 1988**

	<u>#</u>	<u>%</u>
Less than one month	35	32
One - Two months	21	19
Two - Three months	20	18
Three - Four months	13	12
Four - Five months	6	5
Five - Six months	2	2
Six - Twelve months	13	12
Twelve - Thirteen months	1	1
TOTAL	111	101*

* Percentage does not total 100 due to rounding.

** These figures are based on actual completed stays in Niantic of women with DCYS referrals. Mother still in Niantic on June 30, 1988 are not included here because their length of stay was unknown.

The data provided by DCYS on children in placement show that the children are young. A quarter of them are less than three years old; 37 percent are under the age of five. In addition, a majority of the mothers (54 percent) are black or hispanic. In the cases where the children have been placed with DCYS, the DCYS worker may develop a plan for visiting and telephone contact between the mother and the child or the worker may find that plans for contact are not in the child's best interests. In cases where contact is recommended, a woman may be incarcerated for two weeks or longer before the paperwork has been completed. Please note, systematic records on informal arrangements for child care made by incarcerated women whose children are not in DCYS placement are not available.

AGE OF CHILDREN PLACED WITH DCYS

	<u>#</u>	<u>%</u>
Less than one year	10	5
One to less than two years	14	8
Two to less than three	22	12
Three to less than five	29	16
Five to less than seven	30	16
Seven to less than eleven	43	23
Eleven to less than sixteen	35	19
Sixteen to less than eighteen	3	2
TOTAL	186	101*
Unknown	13	

CASE STATUS OF ALL CHILDREN PLACED WITH DCYS

	<u>#</u>	<u>%</u>
Committed	89	45
Parental Rights Terminated	12	6
Temporary Custody Ordered	30	15
Voluntary	2	1
Non-Committed Treatment Program (Previously Committed)	42	21
Unknown	24	12
TOTAL	199	100

* Percentages may not total 100 due to rounding

VISITATION AND TELEPHONE CONTACT AT NIAN TIC

Under terms of an agreement of settlement resulting from a suit filed against the Department of Correction in 1983 (in Valerie West, et al. v John R. Manson, et al.) a parent-child coordinator was hired at Niantic to oversee programming related to inmate parenting. Provisions were made for child visiting programs, transportation - assistance for children placed with DCYS, and plans for regular telephone contact (at DCYS expense) with children in placement. All of these programs were subsequently put in place.

Since the agreement was reached in 1984, Niantic staff have been mandated to inform DCYS of all women, sentenced and pre-trial, who have children in placement. Placement status has been determined by asking the women involved. In many instances, cases with active DCYS protective service involvement have been referred in addition to those where the child has actually been placed with DCYS. According to DCYS records, in the year ending June 30, 1988, 173 cases of women with 389 children were referred from Niantic. Of these, 104 (60 percent of those referred) mothers had 199 children actually in DCYS placement; they were "eligible" for the visitation and transportation services provided under terms of the agreement of settlement. Most of the remaining 40 percent of mothers referred from Niantic also have DCYS involved with protective services for their children. These women are concerned about future intervention in their families by the state agency.

For 78 percent of the children, visitation plans were developed by the DCYS worker; telephone contact approval was granted for 75 percent. As seen on the table on the next page, the most common reasons cited formally for denial of visitation or telephone contact were that termination of parental rights proceedings were pending or completed, the child was out of state, or therapeutic interventions or evaluation made it inadvisable.

Interviews with staff in Niantic, community corrections, and other private agencies which provide services to this population indicate that three vans operate from three cities two times a month for transportation to the institution for Saturday visitation, although helpful, professionals indicate the vans are insufficient to meet visitation needs. DCYS caseworkers can provide transportation for visitation purposes, but travel and visiting time can consume an entire day from many parts of the state. The DCYS caseloads make such time expenditure for one case extremely difficult.

VISITATION AND TELEPHONE CONTACTS
WOMEN IN NIANTIC WHO HAVE CHILDREN IN DCYS PLACEMENT

July 1, 1987 through June 30, 1988*

	VISITATION		TELEPHONE	
	#	%	#	%
Contact Approved	135	78	131	75
Denied by DCYS	4	2	0	0
Denied by Mother	5	3	3	2
Denied by Child	1	1	0	0
Denied by Court	1	1	1	1
Denied -- TPR pending	8	5	8	5
Parental Rights Terminated	4	2	4	2
Delayed Pending Psych. Evaluation	4	2	3	2
Delayed Pending Admin. Case Review	1	1	1	1
Denied for Therapeutic Reasons	5	3	4	2
Child Out of State	5	3	0	0
Plan Not Known	1	1	8	5
Mother's Discharge Imminent	0	0	1	1
Child Too Young to Talk	0	0	9	5
Child Visits Weekly	0	0	1	1
TOTAL	174	102**	174	102**

* These figures are for 89 mothers of 174 children. There are few children included whose mothers were admitted twice during this period.

** Percentages may not total 100 due to rounding.

Niantic staff have developed parent support and education groups which meet for ten weeks in modules offered three or four times a year. Criminal justice professionals agree that many inmates have not been exposed to effective parenting models in their own families. By all accounts, many of the women have been abused. Although these programs are especially important, they are not available to pre-trial or maximum security inmates. Many professionals have encouraged greater flexibility from the institution to support visitation and parenting skills programs.

Additional issues concern inmates who are pregnant. Some professional observers are concerned about the pre-natal programming available to women in Niantic. Concerns focus on diet, planning for the baby's care, and pre-natal health and emotional issues. Programs in this area within the institution exist and will receive more resources as a result of the consent agreement recently reached with the Department of Correction. Current programs include: pre-placement planning for pregnant inmates; pre-natal classes; parenting education group; parents anonymous; creative arts program; Sesame Street program; and, the extended family visitation program.

SECTION IV

PROBLEM AREAS AND ISSUES

PRE-TRIAL SUPERVISION

An average of one-third of Niantic's inmates are in pre-trial status, and most have dependent children. 50 percent of these women have been charged with non-violent property or public order crimes and are awaiting court in Niantic because they cannot afford to post bond.

There is presently no full-time liaison at Niantic who can interview inmates and request pre-trial intervention at the women's second court appearance. A significant number of women could be eligible for a bond reduction with supervision if their cases were monitored at the institution.

SENTENCING OPTIONS

Given the family responsibilities and relatively minor and non-violent nature of most of the offenses committed by women, many criminal justice professionals believe that sentencing options in addition to incarceration are especially important. Halfway houses for women have been repeatedly recommended in interviews and in public hearings. The data on halfway house admissions shows a total of 86 women involved over a period of fourteen months. As reported earlier, these are situations where there may be one or two women in a house for as many as twenty-five men. Problems occur in the context of this ratio in that behavioral disruptions may be more likely and women's emotional and other needs may receive less attention than the other residents'.

Most professionals argue that halfway houses and other facilities earmarked for women are important, so that issues relating to women's particular histories can be addressed, and sensitivity to women's involvements with their children and families can be accommodated. Halfway houses for women could, if deemed in the best interests of the child, permit expanded visitation from children. Visiting would be easier to arrange because the house would be located closer to home than the institution in Niantic. Other houses could specialize in

women and their young children living together, as in one approved and planned over two years ago and not yet sited.

Additional community sanctions for women are also recommended by most criminal justice professional-s. Less restrictive, community options, such as transitional housing, emergency shelters, supervised apartments, community service work, and day punishment centers would be helpful for women.= Some professionals, for example, have argued that prostitution could be reclassified such that incarceration would not be the only sentencing option. Six percent of the 1987 Niantic sample had been sentenced for prostitution, and the proportion serving time on this charge has ranged to nine percent or more at other times.

Supervised home release is an option which could be utilized for women more frequently. Some professionals have urged that the guidelines which eliminate this option for people convicted of violent crimes be made more flexible. According to administrators and staff at Niantic, most of the women serving sentences for manslaughter, for example, have killed spouses or lovers after years of enduring physical and other forms of abuse. Most observers would agree that these women are highly unlikely to commit other offenses.

WELFARE FRAUD

Probation officers have found that the majority of women convicted of welfare fraud are women struggling to provide for their families and not otherwise "criminal". Most of these women, as first offenders, are sentenced to probation with an order to pay restitution.

A major concern expressed by many probation officers was the difficulty the women have in making payments. Some of the women are given Accelerated Rehabilitation (AR), so that their records would be erased when they complete their payments. However, in order to be granted AR status a person cannot be on probation longer than two years. Some women try to adhere to a stricter payment schedule than

they can really afford in order to meet this deadline. Some officers recounted stories of women who made their payments faithfully and still were short at the end of two years. Strictly speaking, they could then be found in violation of probation and receive more time, in addition to the loss of their AR status.

Many felt that if a woman had been making payments regularly and had not made full restitution at the end of two years, she should be able to sign a promissory note for the remaining sum, taken off probation, and granted completed AR status when the payments had been completed. Others suggested a conditional discharge instead of probation (with restitution as the condition), while others favored community service work, since poverty is the critical factor contributing to most welfare fraud offenses.

PRE-RELEASE PROGRAMMING

Criminal justice professionals and former inmates, in interviews and at public hearings, have spoken consistently of the need for improved pre-release programming. This problem has grown worse recently with overcrowding and emergency release pressures. Women have testified that they were released with no money, no housing arrangements, and a bus ticket back to their original community. Affordable housing of any kind has been difficult to find, and commonly they have lost the housing they had prior to their incarceration. They also confront a vast bureaucracy to navigate in their efforts to create new lives for themselves, with food, clothing, housing, and employment. State and municipal agencies exist, but are separately located and many women described their difficulties with relying on public transportation, making rounds of state and city office, and waiting at length for appointments. According to testimony at the public hearings and interviews with community corrections staff, these re-entry problems made it more difficult for many women to remain crimefree) particularly in the initial days and weeks after their confinement.

Rapid turnover at Niantic has also made it more difficult for community corrections agencies to make connections with women before their release. If incarceration were reserved as an option primarily for those women who have committed serious and violent offenses and those expected to serve more than a few months, the problems with institutional programming and pre-release planning would be significantly reduced,

DRUGS AND ALCOHOL

Problems relating to drug and alcohol abuse are primary among female offenders. A study conducted at the Office of Adult Probation in 1984, for example, found that at least 60 percent of all offenders on the caseload had problems with drugs or alcohol. Most criminal justice professionals estimated problematic drug and/or alcohol involvement or co-dependence among female offenders to be between 75 and 90 percent, with the highest estimates for the women incarcerated in Niantic.

Most also see drug and alcohol abuse at the root of other categories of offenses. Many of the professionals interviewed maintained that alcohol problems were associated with more aggressive, assaultive behavior, especially among the younger women. Others found that alcohol problems were connected to risk of injury charges for violent behavior, and other violence in domestic relationships. Professionals also noted that women involved with alcohol committed spontaneous acts showing poor judgment, such as breach of peace or disorderly conduct.

Analysis of data in the probation sample provide support for these observations. Women who had alcohol problems known to their probation officer were significantly more likely than those who did not to have committed a violent offense (20 percent compared to 13%) or a substance-related offense (46 percent to 17 percent).

Probation officers and drug and alcohol counselors were especially likely to comment on the youth of women with drug problems. The counselors, in particular, observed that many women come from a drug culture which includes prostitution, larcenies, and bad checks; these women are rarely involved in violence. This observation was supported by analysis of the probation data: women with known drug problems were significantly less likely than others to have committed a violent crime. Most counselors had also found that most (but not all) women who became involved with drugs did so in the context of a relationship with a man - often a dealer.

Drug and alcohol treatment stipulations are the most common conditions of probation among women. Unfortunately, probation officers found insufficient numbers of treatment programs to comply with these conditions in many areas of the state. Nearly all agreed that lengthy waiting lists were common for most programs; some described waits as long as six months, and others observed that even the waiting lists in their area had been closed at times.

All of the treatment professionals interviewed emphasized the differences and complexity of drug and alcohol use among female offenders. In many cases, they said, the women have turned to drugs or alcohol as "self-medication" because of histories of physical or sexual abuse by men as children and/or as adults. Women become involved with drugs or alcohol because of life crises which affect them in very personal ways; men, the counselors claimed, are more likely to become involved with drugs or alcohol as part of recreational or social experiences.

For women, then, drug or alcohol abuse becomes incorporated into their sense of self and affects their self-esteem. Drug or alcohol dependence involves guilt and shame among women in particular, and becomes connected with their feelings about their children, as well. For all these reasons, the treatment professionals interviewed felt that female offenders were unlikely to be able to address the issues which contribute to their drug or alcohol involvement in treatment

programs with men. Drug and alcohol treatment programs for female offenders, according to counselors, must be able to deal with physical and sexual abuse, self-esteem and autonomy issues, intimate relationships, life skills, and family problems involving their children and their parents.

In the second half of 1988 the addiction services program for women in Niantic has grown and developed appreciably. Additional staff and resources are anticipated as part of the new consent decree. An eight-week substance abuse program has been developed, -followed by a recovery group. A group for co-dependents is being planned. In addition, AA and NA are available to all inmates. New staff have also made it more possible to offer individual counseling to inmates after they complete the group programs. Concerns remain about detoxification procedures in Niantic, however, especially for women who have been polydrug abusers.

A related issue raised by many was treatment of women convicted of drunk driving. A growing number of facilities are available for men. There is only one facility in Waterbury (Morris House) which is designated for female offenders (six beds out of 25 have been allocated for women convicted of a DWI offense.

EDUCATION

Education is another issue related to women's self-esteem and opportunities to be independent and self-supporting. On the average, women claim more years of schooling than do men. Among women in Niantic, however, tested achievement levels have been much lower than would be suggested by years completed.

The principal of the school in Niantic manually tallied achievement test scores for the 121 women who sought entry to the school program between September, 1987 and February 10, 1988. The results were dramatic. While only one percent of the women in the 1987 six-month sample had stopped school after 6th grade, the

achievement test scores showed 26 percent of the women at that level for reading, 47 percent for spelling, and 52 percent for math. At the upper levels, 49 percent of the incarcerated women had graduated from high school or attended more school, while only 25 percent tested that high in reading, 22 percent in spelling, and 2 percent in math. Of course, it may be that the women with the highest achievement levels do not seek entry into Niantic's school programs. Nonetheless, the need for remedial education efforts with this population is clear.

Additional evidence of the importance of education among female offenders came from the bail sample of women in G.A.'s one through nine. Statistical analysis revealed that of the women supported by welfare (27 percent of the total sample), 59 percent did not have a high school diploma. In contrast, of those employed full-time (22 percent of the total), 62 percent had at least a high school education,

Data from the probation sample suggest that hispanics, in particular, might benefit from school programs if language barriers could be overcome. Nearly three-quarters (74 percent) of them had not graduated from high school, compared to 38 percent of the black women and 32 percent of the whites. Programs in the community which offer preparation for high school equivalency exams are widespread. Few of them, however, provide child care and are therefore difficult for women to attend.

In Niantic, every inmate who expresses an interest in a school program at orientation is tested. The major focus of the education program is on providing remedial work so that the inmate can pass a high school equivalency (GED) exam. School staff reported that all inmates under the age of 21 are strongly encouraged to take part in these programs. Special education programs mandated by state and federal laws are offered. Teachers are sent to the pre-trial unit and to units housing inmates in punitive segregation. Others attend classes at the school facility. Inmates receive pay for school

attendance, at the same rate as the majority of job assignments (kitchen pay and pay in prison industries are higher).

Some staff, and especially community corrections professionals and other outside observers, reported concern about the co-educational classes, offered to Niantic inmates and male offenders from the nearby Gates facility. Concerns primarily focused on the potential disruptive factors introduced by co-ed classes. Others countered that performance is enhanced in some cases, and that the combination of inmates from the two facilities permits expanded offerings. to all. An additional concern expressed was the absence of minority staff in the school program. Minority teachers have been on staff in the past, but there were none during 1988. Efforts are being made to change this situation.

A major problem described by institutional staff stems from the rapid turnover of inmates. In many cases, they reported, women are being released almost as soon as orientation and planning meetings have been held, If the women know at the start that they will not be incarcerated for longer than a month, they may not sign up for school or other programs. Knowing that women may be gone by the time a school or job training plan is developed for them also affects the morale of Niantic staff. Efforts are underway to modernize the program.

JOB TRAINING

A related issue for female offenders is access to job training. All of the criminal justice professionals interviewed thought that job and life skill training were essential for female offenders, both in the community and in Niantic. Training seems particularly important in occupational areas where the women could earn enough money to support themselves and their children adequately. Their income from employment could then compete with the money to be gained from illegal activities, Many of those interviewed commented that training for jobs in the traditional, low-paying clerical and service sectors would

not significantly help women to change the situations in which they find themselves. They suggested expanding training programs in repair and skilled crafts. Others were of the opinion that traditional jobs were helpful because these jobs did offer an opportunity for women to build self-esteem by supporting themselves through legal means. Limited job training programs for women do exist in the community, although, most do not have child care arrangements connected with them.

Community corrections staff, probation officers, and other counselors also observed that many women need training in how to present themselves in interviews, and other skill associated with finding and obtaining jobs. Many community corrections programs offer this training, but vocational counseling in the community and in Niantic would provide additional encouragement to women to take advantage of these resources. Job training and interview skills training could help women find employment; they could also contribute to women's self-esteem and their ability to live independently.

Niantic offers vocational and training programs, in addition to the school programs. Available programs are outlined during orientation, and women who are sentenced to a minimum of three months can sign up. In spring of 1987, women in the orientation sessions were asked to report the three program areas in which they were most interested. 107 women responded. The program most women (48 percent of the total) wanted was the one for nurses' aides. This was followed in order by typing, day care worker, home economics, hair dressing, cashiering, data processing, and food service; at least 20 percent of the women responding were interested in each of these. Just over 8 percent of the women expressed interest in programs for automotive repair, machine shop, and carpentry/electrical/plumbing; 7.5 percent were interested in electronics training, and 6.5 percent were interested in dental technician training. School staff reported that the home economics and business courses are most popular, while drafting is the least popular.

Results of this questionnaire suggest that inmates express the most interest in training for more "traditional" jobs. Vocational counseling might support interest in training for work which would produce greater income.

Institutional, community corrections, and other involved professionals have expressed concerns about the vocational programs offered in Niantic. First is the minimum sentence requirement, which excludes substantial numbers of women from job training. Employment analysts have suggested that modular programs and use of personal computer training programs could help with training for women incarcerated for short periods of time. Personal computer programs and modular approaches would also allow women incarcerated in pre-trial status to receive some training during their stay.

Second, the most popular programs have waiting lists, and women who have taken part in programs during previous stays in the institution are placed at the bottom of the lists. Third, limited numbers of women can participate in the nurses* aide program because much of it occurs off-grounds. With additional staff and transportation resources, more women could take part in this program. Staff and others consider it to be the most successful program because it leads to certification and known jobs in the community.

Many programs are not available to youthful offenders and pre-trial inmates because they are not mixed with the rest of the inmate population and there are space limitations. Some observers have suggested that portable classrooms could be placed on the grounds so separate programs could be offered.

Some vocational programs cannot be offered because the necessary equipment is prohibitively expensive. Area vocational programs which have equipment might be utilized to expand the offerings to inmates.

The most popular prison industry programs are in key punch and data entry. These are popular because the women participating earn

more money than in other programs and because they are related to available jobs in the community. A second shift has recently been added for these programs, so that more women can take part in them. Involved professionals have commented that typing classes, not part of the more complex business training program, would provide women with the skills necessary to participate in these industry programs.

CHILD CARE, PARENTING, AND FAMILY SUPPORTS

Child care and parenting support are primary issues facing female offenders at all levels and stages of the criminal justice system. Expanding training opportunities for professionals in Probation, DCYS, Correction and community-based corrections agencies is of special concern in the following areas: mother-child bonding, the motivational importance to inmates of maintaining relationships with their children, and parenting skills for female offenders. Another important issue for female offenders is the area of family supports. Most criminal justice professionals agree that women do not receive as much support from their families as male offenders do. Such support is especially important when children are involved. Family counseling and other programs, both in Niantic and in the community, could be helpful.

AIDS

AIDS is an issue of increasing concern to community and institutional staff. It is vital that pre- and post-testing counseling be made available to women. The test should be available to any woman who requests it, with results kept confidential. There have been many reports of rumors circulating in the institution about individual women testing HIV+, and of records being flagged when women are transported to court. New staff have been hired by the Department of Correction to provide AIDS education to institutional staff and inmates, as well as counseling to the incarcerated women.

Institutional facilities for women with AIDS also deserve urgent attention. Women in medical units have restricted access to programs. Since many women in Niantic are in high-risk groups (as prostitutes and drug users), programming and preventive education in this area is of special importance.

YOUTHFUL OFFENDERS

Programming for youthful offenders is a crucial area. Few programs of any kind exist in the community for this population, either residential or non-residential. Programs are especially needed for drug and alcohol and other treatment services. The importance of early intervention and supports cannot be over-emphasized.

Expanding programming for youthful offenders in Niantic is also an issue. The young women are housed separately from the adults, to avoid the "bad example syndrome" by the more experienced and older women. However, this practice had made it difficult, given limited institutional space and other resources, for the young women to receive job training and counseling supports. Some observers interviewed have commented that an improved counselor-inmate ratio for youthful offenders would be especially helpful, in providing supportive contact and reducing disciplinary problems.

OTHER

All available data point to the importance of preventive programs (with particular emphasis on independent living) and broad social policies which can address the socio-economic, early child abuse, and educational problems associated with many of the women. There is a higher concentration of known criminal activity among women in Connecticut in the major urban areas, which also have higher concentrations of families in poverty, unemployment, teenage births, infant mortality, single parent families, and high school drop outs. Reducing these problems would go a long way toward reducing crime among female offenders.

SECTION V

RECOMMENDATIONS

The Task Force's recommendations are organized into the following sections:

1. Pre-trial Diversion
2. Sentencing and Sentencing Options
3. Residential Placement
4. Community Out-patient (non-residential) Services
5. Children's Services
6. Institutional Services
7. Oversight, Public Awareness
8. Research and Evaluation

PRE-TRIAL DIVERSION

An average of one-third of Niantic's inmates at any given time are unsentenced. Of these, half remain in Niantic for three weeks or longer, and then less than 15 percent of the total are sentenced to any time (additional time or time already served).

The Task Force strongly urges the significant reduction of the pre-trial population at Niantic and recommends the following:

The Bail Commission should expand existing contracts with community-based agencies for pre-trial supervision and assistance. A number of community corrections agencies are under contract with the Bail Commission and can be expanded for this purpose. Community agencies, such as the Connecticut Prison Association's Alternative Incarceration Center (AIC), currently provide pre-trial supervision. At the AIC, approximately 15% of their current referrals are women. With appropriate staff supports and community resources, such as transitional housing, these agencies could expand their capacity statewide to provide female offender supervision.

2. Develop a specialized unit within the Ball Commission for female offenders.
3. The Department of Correction should expand existing contracts with community-based and private services to insure the availability of female offenders pre- and post-trial placements.
4. Establish a new liaison position at Niantic through a purchase of service contract with an existing pre-trial program in the state. The liaison would assess the eligibility of women awaiting trial at Niantic for appropriate reduced bond or non-bond options and request that representatives from existing community-based bail programs be present at the woman's second court appearance to advocate on the woman's behalf. Many situational factors during the initial interview with the bail commissioner, such **as** a woman's intoxication, may contribute to monetary bond being set when it may not be necessary.
5. Expand pre-trial drug and alcohol **counseling** and assessment **capacities**.

SENTENCING AND SENTENCING OPTIONS

On the average, two-thirds of the women serving sentences in Niantic have dependent children. Half or more of the women serving sentences have been convicted of misdemeanors; less than ten percent have been convicted of personal (violent) crimes. Even with a significant increase in the proportion of women serving sentences for drug or alcohol-related offenses since 1987, less than half of the sentenced inmate population has been convicted of a violent or substance-related crime. The Task Force strongly recommends that judges must consider family members and family settings during their sentencing deliberations. The Task Force also strongly urges the

reduction of the sentenced population at Niantic and a three to five year phase-in of the following intermediate sanctions:

1. Create halfway houses for women in cities and towns throughout Connecticut. These are less costly than incarceration; allow women to have access to community-based treatment, education, and training programs; make it more possible for women to perform community service or pay restitution to the victim; maintain contact with the families and children; and, provide support and structure for their transition back into the community. Currently, there are some halfway houses with one or two beds for women within male facilities. These have not always been effective because women's treatment and training needs differ significantly from those of men.
2. Develop zoning options to reduce the difficulty of obtaining sites for community residential facilities such as halfway houses, drug and alcohol treatment centers, etc., in cities and towns throughout Connecticut. (Although the majority of the Task Force supports this recommendation, it should be noted that one member was not able to support this recommendation in its present form.)
3. Create special emergency shelter, transitional housing facilities designed specifically for women, and, where appropriate, their dependents.
4. Reclassify selected offenses: larceny, welfare fraud, possession of marijuana in small amounts and prostitution are examples. For instance, women convicted of welfare fraud under a designated amount as a first offense could be given a conditional discharge, with restitution handled administratively through the Department of Income Maintenance as the condition. (This would eliminate the two-year time limit on restitution involved with Accelerated Rehabilitation.)

5. Create a mechanism for the case by case review of female offenders for supervised home release. A select number of women incarcerated for violence have a long history of being physically or sexually abused and are not repeat offenders. (Although the majority of the Task Force supports this recommendation, it should be noted that one member was not able to support this recommendation in its present form.)
6. Create additional DWI facilities for women. Currently, only one facility, a halfway house in Waterbury, is available with capacity for only six women.
7. Expand the capability of Alternative Incarceration Centers statewide, creating a special unit within these centers for the supervision of convicted female offenders.
8. Create a statewide community service work program with a special unit and staff for the female offender population.
9. Expand the numbers of probation officers.
10. Create a unit within the Office of Adult Probation to specialize in female offender supervision and treatment.
11. Expand linkages between probation and community treatment resources so that treatment workers can provide intake and screening interviews at local probation offices.
12. Develop in-service training for probation officers on issues confronting female offenders and their children.

RESIDENTIAL PLACEMENT

Residential treatment programs designated for women are needed in many areas of the state. The program described below could be used as either sentencing, treatment or pre-trial options. The Task Force recommends a three to five year phase-in of the following residential treatment programs:

1. Develop in-patient drug and alcohol programs for women which provide intensive treatment for thirty days, including daily groups to offer support, job, and life skills training. Many treatment programs hesitate to accept female offenders. A mechanism to pay for the treatment should be developed. Many of the residential programs require full payment or third-party payment - requirements which most female offenders cannot meet.
2. Enable in-patient substance abuse programs to be followed by a longer period (90 to 120 days) in work release so the women could be monitored. Women would be given passes to work, attend vocational training or educational classes in the community during the week. These settings should be designed for women only, since the issues which lead them to drug or alcohol problems commonly involve relationships with (and histories of physical and sexual abuse by) men.
3. Insure that the long-term residential treatment programs which are developed offer training and counseling in parenting, life skills, job skills, self-awareness, assertiveness, and schooling. These facilities also need to assist with child care arrangements and allow visitation when appropriate and in the best interest of the child.
4. Expand the availability of beds for emergency housing for women upon their release from Niantic. As an example, the availability of space in battered women's shelters for offenders with histories of being physically abused, should be explored.

COMMUNITY OUT-PATIENT (NON-RESIDENTIAL) SERVICES

Non-residential services designated for women are needed on a statewide basis. A network of community corrections agencies currently exists through contracts with the Department of Correction. The Task Force recommends the expansion and coordination of the following community out-patient services:

1. Develop more drug and alcohol treatment out-patient programs, especially programs which specialize in women, and girls under the age of 18. These need to offer child care, and be sufficiently plentiful that waiting time is reduced substantially. An addict finds it very difficult to wait for two months for admission to a treatment program. Support groups and other interim assistance programs should be developed to assist during a (short) waiting period. The Bridgeport Office of Adult Probation has an arrangement where a staff member from a local drug and alcohol clinic spends a day each week in the office conducting intake interviews; probation clients are then admitted quickly into the program. Similar linkages between treatment and probation supervision arrangements should be instituted on a statewide basis.
2. Develop community-based programs to address women's post-release transitional needs with additional resources to improve referrals from Niantic, provide transportation services, job training and placement, parenting skills, and post-release family counseling services. These services may also be able to be housed within the existing community corrections agencies currently under contract with the Department of Correction. Every municipality should designate a municipal employee for the coordination of these services.
3. Create a consolidated location in every major city which houses welfare, job services, social security, parole, counseling, drug

testing, picture i.d., probation and other services needed by offenders. This would help with the transportation problems and the vast amounts of time women spend managing public transport. Many of these services may be able to be provided on an as-needed basis at existing community correction agencies.

4. Expand Section 8 alternatives to assist female offenders with obtaining affordable housing.
5. Develop additional General Equivalency Diploma programs with night offerings that have child care available.
6. Support more resources for out-patient services to women and children who have AIDS or are HIV+.

INSTITUTIONAL SERVICES

Niantic is overcrowded and plagued by problems related to brief stays by most inmates and lack of space in existing buildings. Below is a list of recommendations for improving existing conditions. Those recommendations asterisked have been partially or fully addressed in the court settlement with Niantic which was signed on January 9, 1989.

Vocational Training, Employment, Education

- * Acquire personal computers for self-paced remedial education and training; including software for word processing. Expand class options for the average inmate. There is commonly a waiting list for the "average" class (content at the 5th to 7th grade level).

Expand access to participation in programs in which women can earn money. Programs in dental technology, industrial

cleaning, and plastics technology are additional possibilities to explore.

* Expand the nurse's aide program. Women complete the six to seven week course with a state certificate.

* Develop a vocational advisory committee which includes members of the corporate community to offer expertise, help acquire equipment, and assist with post-release vocational linkages.

Develop a mechanism for follow-up with inmates who are placed in jobs upon their release, or who complete training or certification programs and are seeking work.

Expand AND emphasize options (and provide vocational counseling to support) for non-traditional work skills, such as carpentry, machining, plumbing and electronics, and other opportunities in which economic potential is greater than most jobs held traditionally by women. The vocational-technical satellite school in Essex might serve as a resource for necessary training equipment and space.

Consider additional incentives, such as increased good time, for job training and educational programs.

* Hire staff who can specialize in teaching typing and data entry.

Acquire more institutional vehicles to facilitate transportation for education and training purposes as well as court appearances.

* Explore options for expanded access to college courses. Staff at the local community colleges are willing to cooperate.

Medical and Psychiatric Services.
Including Assistance to Offenders with AIDS

- * Expand medical and psychiatric services to pre-trial and sentenced inmates.

Offer a mandatory comprehensive AIDS education program for staff.

- * Make voluntary AIDS testing available, with a process for pre- and post-testing education and counseling. Expand the AIDS education program for inmates.

Develop programs or alternatives for women with AIDS. Currently they remain in the medical unit, where they do not have access to jobs and training.

Substance Abuse

Encourage Participation in Alcoholics Anonymous, Narcotics Anonymous and Al-Anon.

Increase the counseling staff for addiction services. This would help eliminate waiting lists for drug and alcohol programs. Additional staff should be bilingual, at least, of bicultural, if possible.

Youthful Offenders

Develop separate programs for youthful offenders.

Improve the counselor/inmate ratio. Hire counselors with special skills in working with juveniles, and provide training to existing staff. In late September, 1988, there were two counselors for 45 youthful offenders.

Families

Offer incentives for parenting skill groups.

- * Develop mechanisms for increased visiting opportunities for women in Niantic, such as more trailers for overnight visits and more private spaces for visits from children.

Develop a mechanism for family involvement in counseling while a woman is incarcerated.

- * Ensure inmate access to telephones for approved calls with their children.

Pre-Release

- * Devote more staff to pre-release planning and counseling to facilitate connections with community programs. This should include a determination of existing outstanding warrants the women may face upon their release. Some have reported being rearrested on warrants almost immediately (within 24 hours) after being released.

Expand creative programming for women incarcerated for short periods (including access to PC education).

Other

- * Improve conditions for women when they are being held for court proceedings. Some have reported, e.g., lack of access to bathroom facilities.

 - * Expand inmate access to legal services.

 - * Expand library access.

 - * Expand educational, recreational, counseling, and training services for pre-trial inmates.
- Expand library collection.

CHILDREN'S SERVICES

Most of the women involved in the criminal justice system are mothers of dependent children. The relationship of many of them with their children are difficult at the start, whether because of interpersonal, emotional, financial, or other problems. The mothers' criminal justice system involvement is disruptive and further complicates the relationship. The Task Force recommends the following programming and policy recommendations in this area:

1. Support efforts of DCYS to train workers on female offender issues. Specifically, the importance of mother-child bonding and the potential motivational impact of women maintaining relationships with their children are areas which should be emphasized.
2. Reduce DCYS caseloads and expand the number of social workers to work with the dependents of female offenders. Currently, the caseload is too high to allow sufficient time for transportation for children to visit their mothers.
3. Develop 24 hour access to day care facilities for women detained for short periods of time.
4. Develop standardized guidelines for local police departments regarding emergency placement of children of arrested families.

RESEARCH AND EVALUATION

It is essential that a research and evaluation process be developed to review the progress of recommendations, and to begin the process of creating an integrated data base which includes state police, judicial, and correctional agencies. It is vital that information be more complete and accessible on an on-going basis. This process should be developed through the advisory committee under the auspices of The Permanent Commission on the Status of Women's advisory committee.