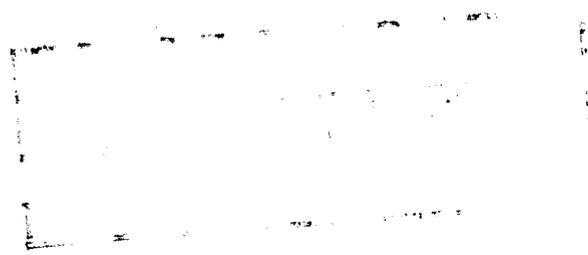


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REVIEW
OF
WOMEN'S CORRECTIONAL INSTITUTION
PROBLEMS AND PROGRAMS



by
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Delaware Criminal Justice
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INTRODUCTION

In April 1977, the Governor's Commission on Criminal Justice (GCCJ)*, Division of Evaluation, completed a Special Report on the Women's Correctional Institution (WCI). The impetus for the report was mandated by the Governor to recommend alternative solutions to relieve overcrowding at WCI. At the time, Delaware Correctional Center was already under court order to reduce the size of its inmate population.

The report was entitled "Women's Correctional Institution: Problems and Programs, A Special Report". In addition to addressing the problem of overcrowding, the report delineated fourteen areas needing attention at WCI, provided a profile of the Delaware female offender, and made a total of nine recommendations. These were incorporated into the Delaware Correction Master Plan. Issues relating to female offenders in general were raised and substantive information was provided on the institutional and non-institutional needs of the female offender.

The present document is intended to a) assess the degree to which the problems found in April 1977 have been resolved, b) raise problem areas not addressed in the April 1977 report, c) indicate where there are Department of Correction plans or changes in progress, and d) make recommendations.

A second document will update the Delaware female offender

*Effective July 12, 1978, the name has been changed to the Delaware Criminal Justice Planning Commission.

profile included in the April 1977 Report. Data collected for this study revealed enough changes over last year to warrant this more extensive analysis. The profile is expected to be completed by December, 1978.

The lapse of time between the July writing and the final release of this report has of course meant that changes have taken place in the interim. To the greatest extent possible, changes as of October 6, 1978 have been footnoted.

METHOD

This document is based upon a review of literature at DCJPC, site visits and interviews conducted in May and June of 1978, and data on file at the Bureau of Corrections. The literature reviewed includes general information on women's prisons as well as documents specifically related to WCI. In-person interviews were conducted with: Delores Baylor, Superintendent of WCI; Edward Stallings, Head Teacher at Woods Haven-Kruse and WCI; Ms. Betz, Counselor at WCI; Ms. Hanlon, Head Nurse, WCI; Ron Post, Director of Education; Ed Schaefer, Department of Education; 22 inmates and one ex-inmate of WCI; Martha Lewis of DCCJ; Gerard Frey, Special Assistant to the Governor; Jo Ann Aldrich, volunteer at WCI; Fred Kessler, Community Legal Aid, counsel for inmate lawsuit WCI; George Reddish, Head of Institutions; John Mulvena, Bureau Chief of Adult Correction; James Vaughn, Commissioner of the Department of Correction; and Daniel Kiley, Acting Chief Deputy, State Fire Marshall. Telephone interviews were made with Garland Gammon, Pre-Trial Services; Paul Fink, Work Service Program; Frank Herron, Work Release Program; Pat Ryan, Classification Officer; Vernon Green, Prison Industry Program; Charles Hall, Grievance Officer; Dr. Frederick Kozma, psychologist DCC; and Karen Devenny, Head Nurse DCC. In addition, superintendents and education and recreation staff at DCC, SCI, and the Pre-Trial Annex were contacted to obtain the comparative information on educational/vocational/recreational programs.

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ABSTRACT

The Delaware Criminal Justice Planning Commission, Division of Evaluation, completed a report entitled "Women's Correctional Institution: Problems and Programs, A Special Report" in April 1977. This report, commissioned by the Governor, delineated problem areas at WCI, presented a female offender profile and made recommendations.

The current report is Phase I of an update of the April 1977 evaluation. It assesses the degree to which past problems at WCI have been resolved, presents areas of concern not addressed in April 1977, indicates where there are Department of Correction plans in progress, and makes recommendations. Phase II of the update will be a female offender profile. An initial data review indicated that the profile has changed enough since April 1977 to warrant a thorough study of trends. Phase II is expected to be completed by December, 1978.

The lapse of time between the writing and the release of this report has of course meant that changes have taken place in the interim. To the greatest extent possible, changes as of October 6, 1978 have been footnoted.

In April 1977, the major problem areas found at WCI concerned overcrowding, insufficient educational program, and lack of vocational training, medical attention and legal reference material. Particular emphasis was placed upon conditions of overcrowding. These concerns were incorporated into the Master Plan. By no means have all problems been eliminated. However, since April 1977 there have been many positive accomplishments and in addition, there is evidence that in some areas, changes are now in progress. The positive accomplishments, changes in progress and continuing problem areas are summarized below.

Positive Accomplishments

1. The severe overcrowding found in April 1977 has been reduced through usage of two cottages on the Woods-Haven Kruse grounds. Use of the cottages has also allowed for a separation of inmates into maximum, medium and minimum security housing.
2. Sentenced and detained inmates are no longer housed together. One hallway of Banton is reserved entirely for detained women.

3. Visiting hours have been increased from one and one-half hours/week to six hours/week for sentenced and four hours/week for detained women. New tables were ordered which will increase the number of inmates able to have visitors at one time by two.
4. There is now an educational/vocational program whereas such program was essentially non-existent in April 1977. Approximately 63% of the sentenced women participate in courses thus reducing the idleness problem at WCI. Potential meritorious good time is now the same for women and men.
5. An additional counselor was hired in January 1978.
6. Beginning in January 1978 medical and psychiatric services are provided at WCI under the Department of Correction Sacred Heart Hospital contract. Previously there had been no regular medical services.
7. In July 1978 a counselor was assigned to WCI to do drug screening on a regular basis.
8. A copy of the Delaware Code was placed in the guard station in Banton for use of women at WCI. (According to the superintendent, the Code was already there in April 1977.)
9. A security fence was put up around Banton and Holly Cottage to provide space for outside recreation.
10. Education, maintenance and switchboard staff of Woods-Haven Kruse now also serve WCI.

Changes in Progress

1. An institution-wide Inmate Reference Manual, Detainee Rights Manual, grievance procedure and new classification procedure are all in progress. (By October 1978, all were operational at WCI.)
2. The Department of Correction's Education Department has included WCI in plans to expand educational/vocational testing and training. Testing has already begun on a regular basis. (New training modules will be in use probably by February 1979.)
3. A recreation specialist was budgeted for WCI for 1979. (On October 3, 1978, the position was filled. It is now possible to have regularly scheduled recreation.)

4. It is planned that the new counselor will provide orientation for all new inmates, sentenced and detained.
5. An appropriation was made to purchase additional legal materials for the DCC library. All inmates are to have access to legal books at DCC.

Problem Areas

1. The limited number of written regulations and procedures governing crucial areas such as disciplinary process, housing assignments, classification, and daily life at WCI.¹
2. Lack of a written plan of procedure in case of fire as required by State Fire Code law.² According to Fire Marshall records, the last inspection of buildings used by WCI was in 1972. No fire drills have been conducted and WCI has neither smoke alarms or hoses.
3. At WCI, unlike at DCC, no provision is made for medical diets. Inmates with serious and chronic medical problems cannot be assured of receiving proper diets.
4. Women inmates do not have adequate access to legal material.³
5. The Banton Building is still overcrowded with an average of about 33 women living in space built for 22. When there are two women in a room, living accommodations do not meet LEAA Clearinghouse standards of 60 square feet per person in a cell. The situation of crowding affects detained women more severely than sentenced women - the six single rooms available to detentioners are almost always used as doubles.

¹An Inmate Reference Manual has been completed by the Department of Correction. Six copies were distributed to key staff at WCI in July 1978. As of October, 1978 the Detainee Rights Manual, grievance procedure and classification system were also operational. These should all greatly alleviate problems concerning disciplinary rules, grievances, housing assignments and classification.

²In early September a written fire plan was posted in all WCI buildings. Plans have been made for a smoke drill. All fire extinguishers are operational and dated as to when they were charged.

³The only institutions with law libraries are DCC and SCI. However, WCI is now to have access to the materials at DCC, that having been deemed adequate by a District Court decision regarding KCI.

6. Detentioners are confined as compared to sentenced women. Because of the physical arrangements of the Banton Building, they can regularly leave the detention hall for only three and one-half hours a day.
7. As reported in April 1977, WCI is still being used as a drunk tank.
8. Unlike at DCC, WCI has no psychologist available on a regular basis.¹
9. There are some problems with the physical condition of the Banton Building. Inmates report that rooms are extremely cold and drafty in winter. Windows open only two to four inches and rooms are extremely hot in summer. The superintendent reports that there are ceiling leaks.
10. There is virtually no program for detained women. They are idle 91% of the time potentially available for program.
11. Educational/vocational offerings for sentenced women are more limited than for men both in number and content. There are no post GED educational resources for women as there are for men. Library resources are unnecessarily limited.
12. The prison industry program for women is extremely limited (more so than for men).
13. WCI has no regularly scheduled outdoor recreation nor space for indoor physical exercise.²
14. Idleness is a severe problem for all women inmates except the three involved in the prison industry program.³
15. Visiting hours and space are insufficient. Inmates can be assured of only one visit per month.
16. No attempts have been made to develop special programs to increase contact between mothers and children.

¹Beginning in September 1978 psychological services are now centralized under a Sacred Heart Hospital contract and will be utilized by all institutions.

²On October 3, 1978 a recreation specialist was hired.

³Regularly scheduled physical recreation will help to reduce the amount of idleness.

17. There are very few women on full-time work release.
18. It is possible that the work programs are being underutilized for women given the number of women incarcerated for minor charges.

It should be pointed out that half of the problems delineated above can be solved administratively and without expenditure of additional funds (1, 2, 3, 5, 6, 7, 13 in part, 15 and 18). Furthermore, the potential for lawsuits is present in virtually all the problems identified.

Female offenders in Delaware, as in most states, do not receive the concern, attention and funds they ought to. The physical constraints of the Banton Building present obstacles. However, it is hoped that this report will encourage continued improvement toward the rehabilitation and equitable treatment of female offenders.

FINDINGS AND CONCLUSIONS

In the April 1977 Special Report on the Women's Correctional Institution, it was stated that "Delaware, like most other states, has treated female and male offenders differently."¹ Reasons for such differential treatment, it has been argued, are that women offenders are fewer in number, they commit less violent crimes and they are less likely to cause trouble while incarcerated. Generally this differential has meant that there are fewer and less varied programs available to women than men and that conditions in women's institutions are even less satisfactory than at men's institutions.

Fifteen problem areas were identified at WCI in April 1977 by the Governor's Commission on Criminal Justice (Exhibit I). The major ones concerned overcrowding, insufficient educational program, and lack of vocational training, medical attention and legal reference material. Particular emphasis was placed upon the conditions of overcrowding. Since that time there has been definite improvement in conditions of overcrowding and in program availability, very substantial improvement in medical services and little improvement in the provision of legal reference material. All of the areas covered in that report will be addressed here.

¹"Women's Correctional Institution: Problems and Programs", Governor's Commission on Criminal Justice, April 1977, p. 1.

EXHIBIT I

Problems Identified in WCI Special Report April 1977
Recommendations and Status

Problem	Recommendation	Status July 1978
<p>Overcrowding - 44 women in space for 22</p> <p>No separation of maximum, medium and minimum security inmates</p>	<p>Use entire Banton Building as maximum security facility.</p> <p>Utilize Holly Cottage for a minimum security work/education release center for women. If Holly cannot be used, examine alternatives such as halfway houses (9 sites suggested).</p> <p>Transfer 5 staff members from Juvenile to Adult Correction to staff the Cottage.</p> <p>Install a security fence around Banton and Holly Cottage.</p> <p>Install security screens on windows at Banton.</p>	<p>Banton is now the maximum security building at WCI.</p> <p>Holly and Maple Cottages are now in use by WCI as medium (Holly) and minimum (Maple) security buildings.</p> <p>Transfer of staff took place.</p> <p>Security fence and screens have been installed.</p>
<p>Sentenced and detained inmates housed together.</p>	<p>Separate by utilizing different wings of Banton or place low risk detainees in proposed work/education release center.</p>	<p>Sentenced and detained women are housed on different wings of Banton.</p>
<p>Significant number of women are being detained for 24 hours or less.</p>	<p>Improve and expand bail system, make more use of ROR, third party custody, and percentage deposit. Do not admit women without receiving proper order from recognized court of law.</p>	<p>Data will be available after Phase II of this study is completed.</p> <p>Women are not now admitted without proper orders.</p>

CONTINUED

Problem	Recommendation	Status July 1978
Incarceration for public intoxication	Release those for public intoxication, drunk on highway and DUI to family or friends, or to a state detoxification unit.	Large numbers of women are still being incarcerated for intoxication.
Visiting hours are 1½ hours/week	Provide a larger more well conceived reception area accompanied by additional space for closed visiting.	<p>Overall space for closed visiting has not been expanded. Individual tables have been ordered, however, which will increase the number of inmates able to have visitors at one time by 2.</p> <p>Visiting hours have been increased to 6 hours/week for sentenced and 4 hours/week for detained women.</p>
<p>Total lack of vocational programs</p> <p>11% (5 of 44) inmates involved in education or work release</p> <p>Idleness permeates</p> <p>Services (library, recreation, counseling) almost totally lacking</p> <p>Lack of legal counseling and referral services and materials</p>	<p>Immediate steps should be taken to implement or improve the following special programs or services:</p> <p>vocational training</p> <p>non-traditional job placement</p> <p>educational assistance</p> <p>legal counseling and referral services</p> <p>telephone privileges</p> <p>activities associated with meritorious good time</p>	<p>Vocational training in home economics and typing now offered. A drapery, cornice-making prison industry has been initiated.</p> <p>No specific attempts have been initiated in non-traditional job placement.</p> <p>Pre GED courses now available. No post GED.</p> <p>Delaware code has been placed in Banton.</p> <p>Telephone call problems have been resolved.</p> <p>Maximum good time available to women now the same as for men.</p> <p>(continued on next page)</p>

CONTINUED

Problem	Recommendation	Status July 1978
<p>(continued)</p> <p>Program availability for meritorious good time is less than for men</p> <p>No access to full-time physician, no gynecological exams, no gynecologist on staff of Department of Correction, no in-house medical facilities, medicine dispensed by matrons.</p> <p>No psychiatric or psychological services provided at the institution.</p>	<p>recreational opportunities</p> <p>medical reception</p> <p>health facilities, standards and procedures</p> <p>psychiatric and psychological services</p> <p>drug rehabilitation services</p>	<p>No regularly scheduled physical recreation.</p> <p>In January 1978, Sacred Heart Hospital began contract to provide health services. Reception, exams and procedures have been standardized. Psychiatrist is on call. No psychological services.</p> <p>As of July 1978, a counselor will do screening interviews on a regular basis.</p>
<p>Lack of attention to the needs of children of incarcerated women.</p>	<p>Create programs which would allow mothers and their children to spend time together, including a small play area with children's books and toys.</p>	<p>No programs have been initiated.</p>
<p>Total amount of space available for outside activities and recreation consists of a concrete patio 48' x 67'.</p>	<p>Construct a security fence around Banton building and Holly Cottage.</p> <p>Erect a roof over the patio area to provide an all-weather recreation space.</p>	<p>The fence has been put up. The roof has not been erected.</p>

CONTINUED

Problem	Recommendation	Status July 1978
	Institute a plan whereby the counseling, educational, medical, recreational, maintenance, clerical and administrative staff of the Bureau of Juvenile Correction will service both juvenile and adult facilities.	Educational, medical, maintenance and switchboard staff are now shared.

Master Plan long term recommendation to relieve overcrowding: Build a new women's prison in the Wilmington area located close to, but separate from the proposed multi-purpose facility. Current status is to house women separately from men, but within the same multi-purpose facility.

There were a number of problems found in June 1978 that had not been raised in April 1977. Three of them represent major concerns. The first is the limited number of written regulations and procedures governing crucial areas such as disciplinary procedures, housing assignments and classification, as well as those governing daily life at the institution. The second is inadequate fire safety precautions. The third is lack of provision for medical diets. The discussion of other problems found in June 1978 and a concurrent assessment of changes in the status of problems delineated in April 1977 will follow.

LACK OF WRITTEN REGULATIONS AND PROCEDURES

The Department of Correction is in the process of completing four institution-wide documents: Departmental Administrative Regulations (administrative directives to personnel), an Operations Manual (for particular posts within the institutions), an Inmate Reference Manual (rights and obligations of sentenced inmates), and a Detainee Rights Manual (rights and obligations of detained inmates, being written by DCCJ). In addition, an institution-wide classification/evaluation process and an institution-wide grievance procedure are being established.¹ Together, these represent a major effort on the part of the Department of

¹By October, 1978 all of the documents and procedures were operational at WCI. In July 1978 six copies of the Inmate Reference Manual were distributed. Detainee Manuals were distributed to all detentioners shortly after. Grievances are picked up from a box at WCI at least once a week by the grievance officer, who then holds a meeting with the Superintendent, an inmate representative and sometimes the inmate. The Institutional Classification Committee, which now classifies all inmates for housing and therapeutic program, will review the classifications of all adult inmates on October 20, 1978.

Correction to standardize policy and procedures at all adult institutions.

This will be particularly timely at WCI because it appears that WCI has been without central correctional administration policy for some time. The results have been that there are few controls to insure equal treatment of inmates and inmates are not always aware of their civil rights.

Little information is voluntarily offered to new inmates. The only instructions that all women interviewed received was that they could not leave their rooms until they had been seen by the doctor, that they could not have visitors for thirty days, and that they had to keep their rooms cleaned. Detentioners were also informed of the hours they were free to leave their rooms. There is no standard orientation process, nothing in writing given out or posted on disciplinary rules, no list of major and minor infractions given out, nor a written indication of the consequences of such infractions, no inmate handbook or reference manual, no written indications of what may or may not be kept in rooms and when, and no grievance procedure.¹ The counselor in Banton is eventually going to be responsible for orienting new inmates, including regulations. However, although the counselor was hired approximately six months ago, understaffing

¹According to the Department of Correction grievance officer, superintendents were instructed by letter that until the procedure was formalized, grievances were to be sent directly to him. On May 25, 1978, inmates interviewed at WCI did not appear to be aware that a procedure is being formulated nor that grievances could be forwarded directly to the officer in the meantime.

is such that there has been no time for a Lieutenant to systematically review regulations with her.

Disciplinary Procedure: Disciplinary action records are kept in the counselor's file at WCI unless an Adjustment Board decision results in the taking away of good time. In these cases, a copy of the decision goes into the inmate's Master Folder with a copy sent to Smyrna. The superintendent provided a representative example of a write-up for a minor and a major incident:

Minor: Recorded in handwriting by the officer making the charge. Included punishment commencement and termination time and the charge.

Major: Heard by the Adjustment Board. In addition to identifying information, it included the charge, plea entered, finding and punishment. Neither the accused's statement or the rationale for the finding of the Board were recorded.

The inmate receives a copy of the write-up on both types of charges according to the superintendent.

Housing Assignments: Assignments are made by joint agreement by the superintendent, a lieutenant, and a correctional officer. Changes may be made at any time. No written guidelines are used for assessment of an inmate's readiness for transfer. The superintendent explained that "decisions are made on the basis of an evaluation of an inmate's general attitude and when the staff feels the person is ready." This represents another area where there is lack of standardized procedure.

Classification Board Procedure: This procedure is not explained in a written or verbal form to all women. An inmate's

written request for classification goes first to the WCI classification committee (an officer, the superintendent and a counselor). The committee makes a decision on the request and the inmate receives a verbal account. If the decision is negative, the inmate may ask that the request go to the Board regardless, though it is not clear that the inmate is routinely informed of that. At the Board, a verbal report on the woman is given by the superintendent, including how the staff feels about her.

There is no question that the Inmate and Detainee Reference Manuals, the grievance procedure and the classification system will help both staff and inmates at WCI by providing standardization. However, the plan for dissemination of the Inmate Manual is to provide copies to key staff at WCI who will then make their copies available to inmates upon request. This may not be a sufficient way of insuring that all inmates are aware of the existence of the manual until there is a standard orientation process which includes information on rules and regulations.

The Detainee Rights Manual will be distributed to all detained inmates.

SAFETY

This is a serious problem area not addressed in April 1977. WCI has no written fire safety plan as required by law (Life Safety Code 101-192).¹ The superintendent stated that the

¹In early September, a written fire plan was posted in all WCI buildings. Plans have been made for a smoke drill. All fire extinguishers are now operational and dated as to when they were charged.

procedure in case of fire is to call the fire department and open the doors to the inside patio. If there is a serious fire and women are released to the patio, there would be no way to rescue them. The potential for lawsuits is very clear. In addition, WCI has never had a fire drill, has no smoke alarms, no hoses (they have buckets), no air packs, and room doors in Banton must be individually unlocked. The last inspection of the Banton building was in 1972, according to Fire Marshall records, even though institutions should be routinely inspected once a year. Understaffing has made it impossible to inspect unless there is a specific request to do so, according to information obtained from the State Fire Marshall office. Thus, there has been no inspection since WCI took over use of that building. Inmates in the Banton building expressed extreme fear of fire, particularly women who were there in October, 1977 when two halls of the building were filled with smoke. At that time, it was discovered that the fire extinguishers did not work.

MEDICAL DIETS

Medical diets have not been made available to women with serious health problems when recommended by the nurse. The only choice for two women with gall bladder trouble is not to eat.¹ There have been no inmates with diseases such as diabetes²

¹It has been subsequently learned that both gall bladder malfunctions were re-diagnosed.

²There is now a woman with diabetes and as of October 10, 1978 the nurse reported that she was not receiving the specified diet.

but should there be, currently the medically necessary diet could not be insured and lawsuits might well ensue. It would be a very serious situation. At DCC a trained dietician immediately implements diets specified by the doctor or head nurse. The diets ordered may be for temporary problems (severe sore throat) as well as for long term ones.

LEGAL MATERIALS AND COUNSELING

In April 1977, WCI had no legal materials available to inmates. It was recommended that they be provided. In October or November 1977, after the lawsuit was filed, a copy of the Delaware Code was put in the guard's station in Banton.¹ One or two law books have also been donated by women's groups. Inmates may request usage of the books but, because there is no standard orientation process, new inmates do not necessarily learn that the books are available.

Both DCC and SCI have law libraries and a librarian. In addition, the superintendent at SCI reports that the librarian makes a trip to Dover once a week for special legal requests when there are some. Women do not have equal access to legal material.²

¹According to the superintendent, the Code was available in Banton before the lawsuit was filed.

²WCI is now to have access to materials at DCC, that having been deemed adequate by a District Court decision regarding KCI. The Deputy Attorney General has stated, however, that it is important that women be familiar with what the resources are at the DCC legal library.

Concern was expressed in April 1977 that detained women were not receiving pre-trial release conferences within reasonable time after arriving at WCI. There were no complaints on the part of detained women interviewed on May 25, 1978. A check with Pre-Trial Services revealed that an officer goes to WCI only when names appear on the hearing sheets from the magistrate courts.* On the average, they are at WCI once or twice a week. The estimated average length of time between detention and pre-trial interview at DCC is 12 hours (except on weekends) according to a Pre-Trial estimate. However, according to pre-trial services, the fact that men get their pre-trial interviews more quickly does not mean they spend any less time in detention than women since they must remain until their hearing date.

Some detained inmates reported that they are not always called to the phone when their lawyers call, and sometimes are not informed of the calls at all. The superintendent did not know of any instances where that had happened.

HOUSING AND SPACE

Crowding was the overriding concern brought out in the April 1977 Report. At that time, there were 50 women living in space built for 22. To ease the overcrowding, two cottages on the

*Since this report was written, county pre-trial hearings were moved to the Court of Common Pleas. The method used by Pre-Trial Services is the same, however, an officer goes to WCI as names appear.

grounds of the Woods-Haven Kruse School are being utilized by WCI. Holly Cottage was opened in November, 1977 and Maple Cottage on May 1, 1978. Each has a capacity of 17 and all rooms are single. With the opening of the two cottages, the situation is much improved, but not solved. The Banton Building is still always over capacity, and in particular the detained women are crowded (Exhibit II). Banton has a total capacity of 22. Detentioners are housed on one hallway which has a capacity of six plus a room made into a dorm (not included in the 22 count). On May 16, 1978 there were 33 women in Banton (14 detentioners), 11 in Holly and eight in Maple. On June 8, 1978 there were 37 in Banton (18 detentioners), 12 in Holly and eight in Maple. The six single rooms on the detention hallway must always be used as doubles and the dorm has held as many as 12 (4 fit comfortably). Sentenced women in Banton are doubled when necessary. Holly Cottage has on occasion been full but Maple has not had more than eight since opening.

Also of great concern in the April 1977 Report was that detentioners were housed with sentenced women, and there was no separation of minimum, medium and maximum security offenders. Beginning around November 1977, detentioners are now separated from sentenced women by being housed only on one corridor of Banton. With the use of the two cottages, there is a rough separation of inmates into minimum (Maple), medium (Holly) and maximum (Banton) facilities.

EXHIBIT II

Utilization of Living Space
WCI

Building	Capacity	May 16, 1978 Occupancy	June 8, 1978 Occupancy
Banton			
Sentenced	16	19	19
Detained	10	14	18
Holly	17	11	12
Maple	17	8	8
Total	60	52	57

While the changes comply with recommendations made in April 1977, they create a new and equally serious problem. Detentioners can regularly leave the detention hall for only 3 1/2 hours a day because they must compete for lounge space with sentenced women. Even though their rooms are not locked, this is overly confining. It also means that women who are only accused are more confined than those who are convicted.¹ The courts have held that detained inmates should be no further restricted than necessary and not more so than sentenced inmates. The situation at WCI demands immediate rectification if lawsuits are to be avoided.

MEDICAL SERVICES

In April 1977 medical services at WCI were virtually absent (no regular schedule for a doctor, no routine physical exams for new inmates or for long term inmates, no tests, no regular gynecological exams, and no psychiatric services). Medical records were almost non-existent and medicines were dispensed by a matron. Beginning in January, 1978 the Department of Correction contracted Sacred Heart Hospital to provide medical services to all Delaware correctional institutions. Since then, medical care delivery has improved dramatically. WCI has a qualified nurse in residence eight hours a day, and on call at other times. A doctor comes once a week for approximately four hours, dental and optical care are provided on a regular basis, and a psychiatrist is on call. In-house medical facilities are gradually being improved upon,

¹The physical constraints of the Banton building present some obstacles. However, a recreation specialist was hired on October 3, 1978 and this should result in more time out of the detention hall.

for example, an isolation room is being set up. Records have been updated. Medications are now dispensed only by the nurse and are kept locked in the medical office.

Now, unlike in 1977, no one with an obvious serious illness or injury is admitted to WCI and if any potential health problems are noticed at intake, the nurse is called. New admissions are seen by the nurse the morning following their arrival. Routine tests are done and a complete medical history taken, even on those detained only for one day when possible. The doctor sees new arrivals once a week and does a complete physical (including a gynecological exam and a pap smear for sentenced women). Any Gyn problems are referred to a clinic by the doctor.

All sentenced inmates will get physicals and Gyn exams once a year. It is also planned to have a representative from the American Cancer Society come to instruct women in self examination of breasts.

Women are now allowed to leave their rooms after having been seen by the nurse. Until the last month (14 months following the identification of the problem in the April 1977 Report), they were usually required by staff to remain in isolation 24 hours/day until seen by the doctor (sometimes a week or more).

Drug withdrawal is handled at WCI under supervision of the doctor and with the use of mild drugs. No alternative treatment is available. As of June 12, a drug counselor was assigned to WCI once a week to do drug abuse screening interviews.

With all of the improvements since April 1977, it would be

easy to ignore the still existing problems: 1) The psychological counseling available at DCC (two full time psychologists) is not available at WCI.* Women expressed the need for regular access to a trained psychologist to whom one can talk in complete confidence. 2) Women are still being locked up for intoxication when they should, in fact, be in detoxification centers. According to Margery Velimesis, former executive director of the Pennsylvania Program for Women and Girl Offenders, "Prison has no answer to a woman's drug problem. Our study ...conclusively documents that the largest group of recidivists is women involved with drugs."¹ Velimesis also stated that most drug programs prefer to receive women before the trauma of incarceration aggravates their condition.

HEALTH

"The five most important factors which contribute to good health are often considered by the medical staff of an institution to be beyond their... control. These factors are proper diet, plenty of exercise, personal hygiene, adequate sleep and a clean and safe environment."²

With the exception of physical exercise, this is an area not addressed in 1977 but which demands attention. It encompasses diet and handling of food and physical conditions in Banton.

¹Reported in Corrections Digest, February 2, 1977, p. 5 from a study conducted by the Pennsylvania Program for Women and Girl Offenders, 1977.

²Brecher, Edward M. and Richard Della Penna, Prescriptive Package: Health Care in Correctional Institutions, LEAA Washington, D. C., 1975, p. 7.

*Beginning in September, 1978, psychological services are now centralized under Sacred Heart Hospital contract. All institutions will be served.

In general the diet at WCI is poor according to the nurse - high in starch, fat and sugar. Women gain weight rapidly and do not have regular physical exercise to help control the gain. The women believe that if they were able to do the cooking, the diet would improve substantially simply because they care about the food preparation. Some women had been at the Broad Meadows Institution in Pennsylvania where food was prepared by inmates with much success.

Inmates report that in the Banton Building, rooms are extremely cold and drafty in winter and hot in the summer. Some women said they have to put their blankets over the windows in the winter. In the summer, windows open only two to four inches. The nurse has indicated that the intense heat makes breathing difficult for an inmate with heart trouble. The guard station in Banton, however, is air conditioned. The women do not seem to expect hotel facilities - only basic warmth in winter and air in summer. The superintendent stated that in Banton, some of the ceilings leak and plumbing malfunctions. While the leaks do not affect living or eating quarters, they have been unable to get the repairs made.

It is only common sense that overall good health contributes significantly to positive morale and attitude.

PROGRAM

Educational and Vocational: In April 1977, the educational program was very limited and vocational program was nonexistent at WCI. It was recommended at that time that programs be initiated

utilizing staff at the Woods-Haven Kruse School. In May 1977, some classes were begun in the Banton Building in language arts, math, typing and cosmetology. Participation averaged ten persons each day, though some students were involved in more than one course. It was not until January 1978 that the program was expanded to its current offerings (Exhibit III). A great deal of the pressure for that expansion came from volunteers at WCI.

As at the men's facilities, it is only sentenced inmates who participate in the programs. The head teacher for WCI reported an average of 22 (of approximately 38) individuals attending courses. There are no waiting lists at this time. Four students have passed their GED exam since May 1977.

Sentenced inmates are informed of the program by the counselor within a few days of their arrival. The education director interviews those interested and tests them for placement.

This is a vast improvement over the situation of a year ago. The number of hours of education/vocational program has more than doubled. The counselor has observed that with the expansion of program, fewer people say "I can't take it here". However, women at WCI still have fewer and less varied offerings in the vocational area than do men at DCC and SCI (Exhibits III and IV). In addition, no help is given at WCI, as at DCC, in exploring and setting up post GED independent study programs (correspondence courses) although women have expressed interest in such courses. There are no educational opportunities for detained women, which makes the problem of idleness that much more severe for them.

As reported in the April 1977 Special Report on WCI, "A 1976 survey by the Female Offender Resource Center representing

EXHIBIT III

Educational-Vocational Program
WCI May 1978

WCI	
Educational Program	Remedial } Language Arts Intermediate } Math GED } 2-3 hours/day per student
Vocational Program	Home Economics* } 1 hour/day Typing } per student

*Held in Woods-Haven Kruse facilities exclusively, therefore not available to women housed in Banton (maximum security).

EXHIBIT IV

Educational-Vocational Program
DCC, SCI May 1978

	DCC *	SCI
Educational Program	Remedial } Language Arts Intermediate } Math GED } 2½ hours/day per student Independent Study - post GED supply advice, catalog of programs, loan and GI benefit information, monitor progress.	Remedial } 2 hours/day Intermediate } per student GED } Educational Release to Sussex vocational school 2 evenings/week/semester. Pre and post GED. Del Tech. South - courses given at SCI with college credit from Del Tech South. Open only to work release inmates.
Vocational Program	Automotive - 3 courses Climate Control - 2 courses Drafting - 2 classes, 5 courses Work Release Training Program - ½ day, 7 weeks Block Laying } When have Typing } enough space	Masonry - 3½ hours/day/person Food Service a) Gourmet Cooking - once/week, 4 hours b) Baking - once/week, 4 hours

*Programs open to all inmates except those in very tight security. In addition there are times when the whole maximum building is sequestered.

6,200 female offenders found that lack of job skills is the greatest problem encountered by female offenders (84 percent).¹ Interviews confirmed that lack of job skills is a concern for women at WCI.² The vocational offerings are sex-role biased and will not afford women job opportunities that have sufficient earning power to support themselves. Women are as ill-equipped to cope with the demands of survival after release as they were before incarceration. There are programs which have made progress in combatting the "dead end job" problem for women offenders. One such program for probationers, "Wider Opportunities for Women" is outlined with Recommendation #11. By and large, institutional facilities don't provide the necessary help. Given the annual cost of incarceration and its evident ineffectiveness, increased use of probation and community programs would better serve the offender and the taxpayer.³

The Department of Correction Education Department recognizes these problems. The rationale for the vocational offerings has had to be "That's what is already there and ready to use", and not "That is what is really best". According to the Department Education Director, there are hopes of beginning an integrated educational/vocational program in the fall of 1978 which would include the development of decision making skills and arrangements for continuation of training after release, as well as an expanded curriculum. WCI would be included in this program.⁴

¹Pennsylvania Program for Women and Girl Offenders, study reported in Corrections Digest, February 2, 1977, page 4.

²One inmate stated, "When you come to jail, they say they want you to change, but they don't give you anything to change to or with."

³Op.cit.

⁴It is expected that new vocational materials will be in use at WCI by February 1979.

Prison Industry: In April 1977, there was no prison industry program at WCI. As of May 1978 a small beginning has been made. An upholstery/drapery/cornice making operation is in an introductory stage, employing three women as of June 15, 1978. According to the director of Prison Industries, the potential number for employment is probably 4-6 depending upon the revenue taken in. The rationale for beginning with this particular industry was:

1. A person was already available at Woods-Haven Kruse who could do the training;
2. Women were engaged in sewing classes at WCI, thereby indicating probable interest;¹
3. Outside industry had expressed interest in involvement because of having more contracts than could be filled;
4. Outside industry had expressed interest in employing women who had participated, after their release; and
5. There are job opportunities in the Dover area in this type of work.²

Recreation: The only recreation available to women at WCI on a regular basis is TV, cards and games. WCI had no regularly scheduled physical recreation in 1977 and there is none now.³ On May 25, 1978, women reported that they have had occasion to go outside only 4-6 times since the security fence was put up. One of the primary intentions of that fence had been to provide outside recreational space. Women also report that the doors to the 48' x 67' patio are not always opened on nice days. At WCI

¹Sewing, through classes conducted by volunteers, has been one of the only activities available at WCI. Participation may or may not be an expression of real interest.

²As an occupation, however, sewing does not have a promising outlook either in terms of job availability or income potential.

³A recreation specialist was hired for WCI on October 3, 1978.

the existence or lack of physical recreation depends totally on whether there are enough guards and whether the guards are willing to go outside.* As in 1977 no provision has been made for inside physical exercise.

Both DCC and SCI have organized outdoor recreation programs and inside gymnasiums with organized sports activities and they both have a recreation specialist. DCC shows a film once a week in the evening. The pre-trial annex has no gym but provides four hours a day of outside yard in good weather. (See Exhibit V for comparison of recreational program at men's and women's institutions).

Volunteer Programs. Until January 1978, almost all programs available to inmates were run by outside volunteers. Volunteers still provide all of the program for detained inmates and the only organized evening program for sentenced inmates. Some programs are attended with enthusiasm. Others are attended by many women not because they have a need for or interest in them, but because "it's the only thing there is to do." WCI is fortunate to have as many volunteers as it has and certainly the Department of Correction should encourage the development of more volunteer programs. Not only are they cost effective, but they provide much needed contact between inmates and community persons.

IDELNESS

There is more for women to do at WCI in June 1978 than there

*In May 1978 WCI was understaffed by five guards.

EXHIBIT V
Recreational Program
WCI, DCC, SCI May 1978

	WCI	DCC	SCI
INDOOR	<p><u>SENTENCED</u></p> <p>8:30-11:30 am } Cards, 8:30-10:30 pm } TV, } games</p> <p><u>DETAINED</u></p> <p>1:30-3:00 pm } Cards, 8:30-10:30 pm } TV, } games</p>	<p><u>SENTENCED</u></p> <p>1:00-3:15 Sun-Thurs } 8:30-11:15 Tues-Sat } gym } open } evenings Nov-April*</p> <p>Nov - April handball, volleyball leagues</p> <p>Boxing</p> <p>Space for cards, games, TV</p> <p>1 movie/week evening, plus 4 on holidays</p> <p><u>DETAINED</u></p> <p>4 x week approx } 10 hours/week } gym</p> <p>Boxing</p> <p>Space for cards, games, TV</p> <p>1 movie/week evening, plus 4 on holidays</p>	<p>Approximately 2-3 hours/day indoor recreation:</p> <p>Gym } } weightlifting } basketball } volleyball</p> <p>Other } } cards } } chess } tournaments } games } organized</p>
OUTDOOR	<p>No Regular Schedule</p>	<p><u>SENTENCED</u></p> <p>League softball, football May-Oct, evenings, 7 days gym open during inclement weather</p> <p><u>DETAINED</u></p> <p>approximately 3 hours/day, 7 days, in outdoor court - basketball</p> <p>1 evening/week softball</p>	<p>At least 1 hour/day outside recreation 7 days, evening or afternoon depending upon season.</p> <p>Basketball, baseball</p> <p>Inclement weather gym use in evenings depends upon guard availability.</p>

*Not open to maximum security inmates.

was in April 1977 (Exhibits VI and VII). Except for the three women involved in the prison industry project, however, idleness is still a severe problem (Exhibit VIII).¹ Many women sleep all morning because there is no routine and nothing to do. On weekends, there is no scheduled program. Since only 12 sentenced and six detained women have visitors each weekend, the majority of women are 100% idle. In addition, some volunteer programs stop during the summer.

OTHER SERVICES

Library: The current library at WCI consists of one or two shelves of paperbacks in each building. By and large, women referred to the books as limited, uninteresting, and not educational. They would prefer fewer mysteries and romance novels.²

Counseling: In April 1977, no counseling was provided at WCI.³ A Counselor I was hired approximately six months ago. All new inmates, sentenced and detained, are interviewed within a day or two of their arrival and aid is given in making any arrangements needed for care of children, payment of bills, etc. The counselor informs all sentenced women of educational and vocational program, is in charge of placing phone calls, observes the general atmosphere at Banton, discusses any adjustment problems women are having and is responsible for helping to find jobs for women on

¹The addition of scheduled physical recreation should help.

²In July 1978, the State Commission on the Status of Women donated books totalling \$500 to WCI.

³According to the superintendent, there was a counselor in April 1977.

EXHIBIT VI

Sentenced Women
 Daily Schedule of Activities
 WCI May 1978

Time	Sun	Mon	Tues	Wed	Thurs	Fri	Sat
7-8	Breakfast						
8-12		Cleaning, School, free		10:30-11:30 Bible Study*			
12-1	Lunch						
1-3		School, free 1:30-3:30 Sewing*	1:30-3:00 Charm Class* Arts & Craft*	3:00 Church*	1:30 occa- sional film		
4:30- 5:30	Dinner						
7-9		Art Club *	Parents Anonymous*	AA*		Bingo 1 x month*	
8:30- 10:30	Recreation	- TV, games,	cards				

*Volunteer run activity.

EXHIBIT VII

Detained Women
Daily Schedule of Activities
WCI May 1978

Time	Sun	Mon	Tues	Wed	Thurs	Fri	Sat
7-8	Breakfast in Room						
8-10	Cleaning, laundry, bathing, can be on detention hall only						
10-12	Pre-trial conferences, lawyer visits. Must be in rooms.			10:30-11:30 Bible Study*			
12-1	Lunch in Room						
1-1:30	Must be in room						
1:30-3:00	Recreation - TV, games, cards. Can leave detention hall. →			3:00 Church*			
		1:30-3:30 Sewing sometimes*					
3-4:30	Must be in Rooms						
4:30-5:30	Dinner in Room						
5:30-7:00	In Rooms ¹						
7-8:30	In Rooms			AA*			
8:30-10:30	Recreation - TV, games, cards. Can leave detention hall. →						

*Volunteer run activity.

¹ Depending upon the schedule for sentenced women, detained women can sometimes be out of their rooms between 6 and 8:30 PM. The space constraint in Banton demands flexibility of schedule.

EXHIBIT VIII

Weekly Idleness
Sentenced and Detained Women
WCI*

Expenditure of Time Per Week (in hours per week)	Sentenced			Detained	
	School	Non-School	Prison Industry		
EATING	21	21	21	21	
SLEEPING	56	56	56	56	
CLEANING	10	10	10	10	
Total Hours Available for Program	81	81	81	81	
TOTAL	168	168	168	168	
Total Hours Program Available **	26	15	46	7	
Total Hours Idle	55	66	35	74	
% Time Idle of Program Time Available	67.9%	81.4%	43.2%	91.3%	
Number of Women on May 16, 1978	22***	13	3	14	TOTAL 52

* Does not include time spent on paid prison jobs (7 jobs approximately 3-5 hours/week each). Does not include hours spent for visiting on weekends. Total visiting hours affect 12 sentenced and six detained women for 1½ hours each.

** A recreation specialist was hired on October 3, 1978. Scheduled physical recreation will increase the number of hours of program.

*** This was the average from February to June, 1978.

work release. It is the intent that eventually the counselor will be responsible for a total orientation process for new inmates to include information on rules and regulations. Because of understaffing, the counselor currently performs duties such as answering phones, opening doors and getting meals.

VISITING HOURS

Visiting hours have changed substantially since April 1977. At that time, visiting was permitted 1 1/2 hours per week. Effective April 1, 1978, the hours are every Saturday and Sunday from 10-11:30 for detained and from 1-4:00 for sentenced inmates on a first call, first serve basis. The problem is that the room utilized can accommodate only three women at a time. With 1 1/2 hour visits, no more than 12 sentenced and six detained women can have visitors on any given weekend.¹ Each inmate is assured of only one visit per month, which is still very restrictive.

Furthermore there were many complaints from women that privacy of conversation is not respected in the visiting room.

PARENT-CHILD CONTACT

The April 1977 Report recommended that attention be given to developing special programs to allow mothers and children to spend time together. It was proposed that a play area with toys and books be set up. While children are allowed to visit at WCI, no special programs have been developed.

¹New tables have been ordered which would increase the number to five at a time (20 sentenced, 10 detained women each weekend). On October 6, 1978, the superintendent reported that the new tables were in use.

On June 19, 1978, 26 of the 47 women at WCI had children between the ages of 0 and 18 years. Of the total number of 59 children, 40 are age 10 or below, and 23 of those are age 5 or below. Since many women in prison are the sole supporters of their children, innovative programs designed to increase mother-child contact, both at WCI and through alternatives to incarceration, should be explored.¹

MERITORIOUS GOOD TIME

The April 1977 Report indicated that women received less good time than men because there were fewer programs available to them. This is no longer the case. Good time is awarded for all educational and vocational classes, and for participation in the drug counseling program, up to five days per month (the same maximum available to men).

WORK RELEASE

Delaware has a state supervised work release program based in Wilmington. Resources include a job developer, job bank and a men's residence (Plummer House). At the inception of the program in September 1972, WCI was included as a beneficiary. However, the superintendent at WCI felt that the needs of women inmates were not adequately served by the program. According to an evaluation analysis by DARC dated 1974 (grant #74-004), the women's component on work release had decreased rather than expanded between 1/1/73 (five women employed) and 6/1/75 (one woman

¹One resource is: Why Punish the Children? A Study of Children of Women Prisoners, Brenda C. McGowan and Karen L. Blumenthal, quoted from Juvenile Justice Digest, May 26, 1978, p. 2.

employed). In July 1976, the superintendent at WCI withdrew from the state program and initiated her own.

The April 1977 Special Report on WCI indicated that three women were on full time work release at that time, and commented on the small number. Between July 1977 and May 1978, nine women were on work release (three full time and six part time). Thus the number remains relatively small.

One of the tasks of the counselor at WCI is to help find jobs for the women classified for work release. It is very difficult, however, to get commitments from employers. Given the few number of women on work release and the fact that the counselor has many other duties, it would seem worthwhile to at least explore the possibility of WCI again participating in the state program.

FURLOUGH AND PASSES

No weekend furloughs are given at WCI and the maximum extended furlough grant is two months, according to the superintendent. Between July 1977 and June 8, 1978, nine women were granted furloughs.

There is more use being made of the extended furlough system for men than for women only because of the court order.

The ultimate privilege at WCI, according to the superintendent, is the 12 hour pass to visit family. For women so classified, visits are allowed once a month. No 12 hour passes are given for anything other than a family visit. Between July 1977 and June 1, 1978, nine women were classified for 8-12 hour passes.

As of June 8, 1978, four are on 12 hour pass and one person was approved on June 8, 1978 for a six hour pass.

WORK SERVICE

As reported in April 1977, it appears that both the work referral and community service programs currently operated by the Bureau of Adult Correction might be underutilized for women, given the number incarcerated for minor charges. A more thorough examination would be necessary to see if more use could be made of these programs for women.

RECOMMENDATIONS

Substantial progress has already been made at WCI and the majority of the recommendations below can be carried out either administratively or with minimal expenditure of funds. All of the problems with which the recommendations deal could lead to lawsuits in the future.* Particularly pressing in that regard, however, are those that address: the lack of standardized procedures and regulations (#1); lack of a fire plan (#2); absence of provision for medical diets (#3); absence of an adequate law library (#4); overly restrictive conditions for detainees (#5); and lack of regularly scheduled outdoor exercise (#12).

1. In regard to standardization of procedures and regulations, it is recommended that:

a. Until such time as a plan is devised to insure women access to the law library at DCC, all sentenced inmates be given a copy of the inmate reference manual. If that should not be possible, an alternative would be to post a notice on the bulletin board of each building used by WCI to include: the name of the manual, a list of the staff having copies, and a summary of what the manual addresses.

b. Monthly summary sheets on disciplinary actions at WCI can be requested. The summary should include the name of person, charge and punishment.

*The lawsuit filed by five inmates at WCI in September 1977 (covering many of the same problem areas delineated in the April 1977 Special Report), is now being settled out of court. Some of the same problems, or aspects of them, are included in this report. It looks hopeful that the final resolution of the suit would alleviate them also.

c. The Department of Correction provide assistance in the compilation of a handbook delineating duties, responsibilities and privileges of detained and sentenced women at WCI. The handbook would include information regarding visiting hours and procedures, legal materials available, mail procedure, procedure for access to health services, personal possessions allowable, restrictions on program participation, schedule of activities, and would be made available to all women upon admission.

d. Immediate steps be taken by the Department of Correction to develop a written evaluation and procedure for making housing assignments at WCI.

e. Approximately six months after the Department of Correction institutes institution-wide procedures at WCI, a review be made to assess any problems still in existence.

2. A written fire plan should be developed immediately for WCI with assistance from the Fire Marshall and the Department of Correction.¹ Fire drills should then be conducted on a regular basis and instructions posted in visible locations for inmates and staff. The Commissioner of Corrections should request that the State Fire Marshall inspect the buildings used by WCI immediately so that further recommendations for fire safety can be made.

¹In early September, a written fire plan was posted in all WCI buildings. Plans have been made for a smoke drill.

3. It is recommended that appropriate Department of Correction staff immediately meet with the WCI medical staff to ascertain how best to provide for medical diets at that institution.

4. In order to provide "meaningful access to the courts", as guaranteed by constitutional right, an adequate law library should be set up at WCI. It is recommended that the library be in a location specifically so designated with regularly scheduled hours and desks. One possibility would be to convert a room in the Banton Building once the overcrowding is eliminated.¹

5. In order to eliminate overcrowding in Banton, the feasibility of using one of the two remaining empty cottages at Woods-Haven Kruse for a detention cottage should be examined. In addition to solving the problem of crowding in Banton, this would solve the very serious problem of the restriction of detentioners to their rooms for most of the day. Alternatively, it might be possible to use Holly as a detention cottage and have sentenced women housed only in Banton and Maple.

6. It is recommended that as at DCC, a psychologist be available at WCI on a regular basis.

7. It is recommended either that visiting hours be increased or that additional visiting space be found.

8. The April 1977 Report recommended that individuals charged with intoxication (including driving under the influence,

¹Since it has been deemed adequate that WCI have access to legal materials at DCC, a plan should be developed whereby women have specific knowledge of the materials there (e.g. a posted list) and systematized access to them.

drunk on the highway and public drunkenness) be released to family or friends until the hearing, or be directly admitted to a state detoxification unit. The recommendation was made as a means of reducing the number of detentions of 48 hours or less (thereby alleviating crowding) and of assuring proper medical attention to those who need it. Between January 1976 and February 1977, 63 women were detained for intoxication. Between March 1977 and May 1978, 79 were detained for intoxication. WCI is still being heavily used as a drunk tank. It is recommended that appropriate Department of Correction staff meet with appropriate staff of the Bureau of Substance Abuse, the Police Department and the Magistrate Courts, to consider the problems and possible solutions. The Delaware Criminal Justice Planning Commission would be happy to facilitate the meeting.

9. To improve overall health at WCI, it is recommended that:

a. An assessment be made of kitchen facilities at Woods-Haven Kruse to assure proper handling and storage of foods.

b. An experimental project be developed for women at WCI to do their own cooking. Much interest has already been expressed by inmates. This would provide much-needed activity, and could be part of a job training program. Since Broad Meadows, Pennsylvania already has such a system, it is recommended that initial inquiries be made there.

c. Windows and window frames in Banton be checked and repaired if necessary.

d. More ventilation be provided in Banton.

e. Physical repairs in Banton be attended to as stipulated by the superintendent.

10. The most pressing need of women offenders is training for viable employment. A 1976 survey by the Female Offender Resource Center found that 84% of female offenders (6,200 surveyed) report lack of job skills as their greatest problem. It is therefore recommended that:

a. The Bureau Chief of the Department of Correction meet with the Superintendent of WCI and the Director of the Work Release Program to ascertain whether or not there is a viable way for women inmates to participate in the state Work Release Program. If not, assistance should be given in any ways necessary to facilitate the WCI run program (for example, a part-time job counselor might be needed).

b. The educational/vocational program put emphasis on programs which will enable women to qualify for jobs on which they can support themselves and their families, including a special emphasis on training in non-traditional job categories.

c. Additional Prison Industry programs be developed for WCI with particular attention to employment needs of women offenders. The current program, even when in full operation, will be very limited.

The "Wider Opportunities for Women" (WOW) supported work programs in Washington, D.C. and the "Employment Needs of Women Offenders: A Program Design" put out by the Women's Bureau, U.S. Department of Labor, are both possible resources for planning. (See p. 39, 40).

11. It is recommended that a commitment be made to the development of alternatives to incarceration. A study conducted by the Pennsylvania Program for Women and Girl Offenders found, for example, that 1) Women and girl offenders placed on probation and allowed to remain at home instead of going to prison are no more likely to commit new crimes than women incarcerated and subsequently released on parole. Between 1971 and 1973, 64% of all women placed on state probation in Pennsylvania and 68% of all women sentenced to the State Correctional Institution had no further contact with the law. Both groups were compared by offense and prior criminal history. The 4% difference is not statistically significant for the size population involved. 2) Data shows that 99% of those persons who will violate parole do so within two years of release, thus the above is considered to be an effective measure of female recidivism. Research reported in Corrections Digest, February 2, 1977, p. 4, 5. Halfway houses should be sought for low risk offenders to minimize the amount of time these offenders are isolated from contact with the real world and to encourage the development of responsibility. Some halfway houses, such as Cluster House, Inc., in Pennsylvania, have even made provision for children to live with their mothers.

WIDER OPPORTUNITIES FOR WOMEN

SUPPORTED WORK PROGRAM

The Supported Work Program (SWP) of Wider Opportunities for Women (WOW) offers supported employment for District of Columbia women probationers. WOW is testing the assumption that women probationers can stabilize their lives and become economically self-sufficient through well-paying, upwardly mobile employment. The women are placed mostly in non-traditional jobs and are supported with job orientation, job-related skills, and follow-up support. So far, many of the women have taken full advantage of the opportunities opened to them. Through participation in SWP, their earning potential has more than doubled. Women enter the program with an average income of under \$2 per hour and placements have averaged over \$4 an hour. The women's families have also benefitted from the positive effects of the women's stable, productive employment.

The Supported Work Program is offered to women probationers referred by the District of Columbia Superior Court. The women who participate are typical of the caseload at the court: median age is twenty-six; they have an average eleventh grade level of education; and the average number of dependents is one. Over 75% are family heads. Almost half of the women have charges against property, with the rest having charges against persons or against the public order.

Prior to placement, the women participate in job orientation groups which provide medical and eye examinations, sessions on developing job-finding and job-maintenance techniques, preparation for the GED and development of job-related reading and mathematical skills. The purpose of this job preparation is to give the women confidence and a positive attitude toward work, plus an understanding of the reasons for non-traditional work. SWP also offers access to community, social and health care services, as needed.

SWP places women in skilled and technical occupations with upward mobility opportunities—jobs not previously available to women. The program works with supervisors to provide positive on-the-job training experience, encouragement and reinforcement for the women. Since the program was launched in June, 1974, women have been placed in a variety of jobs, including positions as welders and carpenters, service representatives for copying machines, and as meatcutter apprentices and meatwrappers. In each of these fields, the program works with employers to design and manage programs which will ensure the success of the women they hire. After placement, SWP counselors are available for support as needed, through on-site visits and individual and group sessions. Trainees remain in the program for one year.

Among the public and private agencies which have cooperated with the program are the District of Columbia Superior Court and its Adult Services Branch, Pre-Term, the George Washington University Reading Clinic, the Washington Eye Clinic, and the Laborer's Joint Training Fund. WOW is working to expand the range of the program, both to other parts of the criminal justice system and to other groups of women offenders. Because the Supported Work Program has important ramifications in such fields as criminal justice, manpower, and women's rights, WOW has received a Ford Foundation grant for an evaluation of the program's experience, its impact and its replicability.

Funding for the program has been a joint effort of the District of Columbia Criminal Justice Coordinating Board (LEAA), the Meyer Foundation, New World Foundation, Public Welfare Foundation, Shaw Foundation, Strong Foundation and, initially, the Bureau of Rehabilitation of the National Capital Area (with an in-kind contribution).

WOW believes that a significant proportion of female offenders can be integrated into society through supported work. The program results so far confirm this belief.

For further information, Contact: Andrea Cleaves or Irene Mosher
Wider Opportunities for Women
1649 K Street, N.W.
Washington, D. C. 20006
202/638-4868

12. A regular schedule of organized outdoor recreation should be implemented immediately, to be in effect seven days a week weather permitting. It is also recommended that indoor space for physical recreation be provided since physical activity is no less crucial to good health for women than for men. The April 1977 Report suggested that the patio area at Banton be enclosed and heated for this purpose. Another possibility would be the construction of a temporary facility. The recreational needs of inmates is addressed in the American Correctional Association standards (which provide for inmate access to diversified recreational opportunities including outdoor exercise, weather permitting). It has also been addressed in Delaware at SCI (required by Federal court order to provide at least one hour/day of outside recreation in good weather).

13. Library resources at WCI are extremely limited. It is recommended that appropriate Department of Correction staff talk with Ms. Sylvia Short, State Librarian. Two possible solutions to the lack of a library at WCI have been suggested by Ms. Short. One is to purchase a "modular library" which is a mobile facility with a capacity of 5,000 volumes. It has twelve reading spaces, a periodical rack, and bathroom. The other is to rent a surplus book mobile from the library (capacity 2,200 volumes). The modular unit costs approximately \$14,000. The book mobile can be leased for approximately \$4,000. The public library can assist with the purchase of books through their institutional budget. A third alternative

is to convert a room in Banton to a library once the overcrowding problem is solved.

14. It is recommended, as it was in April 1977, that innovative programs be developed to increase contacts between women inmates and their children. The book, WHY PUNISH THE CHILDREN, by Brenda McGowan and Karen Blumenthal and the program at the Purdy Treatment Center for Women in the State of Washington are possible resources.

15. Idleness is still a severe condition at WCI. In order to decrease idleness, it is recommended that:

a. Through community education, a concerted effort be made to expand the number of volunteer programs at WCI. Possibilities to explore could include having graduate students teach courses (for credit if not pay) having "issue related" community groups (health, legal, ecology, energy) conduct informational and discussion sessions, encouraging theatre, dance and music groups to do volunteer performances. Continued contact with the outside is an important element toward a successful transition when an inmate leaves. The Department of Correction might even consider hiring a person to coordinate volunteer programs at all correctional institutions as one way of providing cost-effective program.

b. Films be shown on a regular once-a-week basis as at DCC.

c. Educational offerings be expanded.

16. It is suggested that the Delaware Criminal Justice Planning Commission review the status of the recommendations of this report in March 1979.

END