

Women in Prison

*“Status Report on Maryland’s
Women in Prison”*



*Maryland Commission for Women
Fran Tracy-Mumford, Ph.D, Chair*

Maryland
MW
Commission
for Women

WOMEN IN PRISON STATUS REPORT

By FRAN TRACY-MUMFORD, Ph.D.

Former Chair of the Maryland Commission for Women

October, 2000

Acknowledgements

The Maryland Commission for Women (MCW) conducted this study with no additional funding. Since MCW utilized existing resources to obtain information and data, develop the findings and recommendations, and write the report, Commissioners relied heavily upon MCW staff and data from the Department of Public Safety and Correctional Services and the Maryland State Department of Education.

Many individuals provided information for this Women in Prison Status Report. For their help, MCW extends appreciation to all who contributed. Without the assistance of the individuals and groups mentioned herein, this report would not have been possible.

Dr. Carolyn Buser, Field Coordinator for Correctional Education at the Maryland Department of Education provided Correctional Education Annual Reports and other pieces of pertinent information. Diana Bailey from Maryland State Department of Education made arrangements for members of the Maryland Commission for an on-visit with the warden and her staff, to gather information while at the prison, and to tour the Maryland Correctional Institution for Women (MCIW) at Jessup.

The Department of Public Safety and Correctional Services gave MCW Annual Statistics on inmates for each year over a 10-year period. The former Warden and current Assistant Commissioner, Patricia Phelps Schupple, gave us hours of her time to prepare for a meeting and meet with members of MCW. During the visit, Warden Schupple explained the programs and services at MCIW. Acting Warden Marsha Maloff filled in the gaps with pages of additional information to the many questions we asked after the on-site visit.

Gratitude is also expressed to the Commissioners and staff of the MCW for participating in the on-site visit and proofreading the report for content and mechanics. Once again, MCW staff, Dr. Carol Silberg, Executive Director, and Naomi Miranda, Secretary, proved their value to MCW by doing much of the behind the scenes work to ensure this document was published. Special appreciation is given to Joanne Saltzberg, former Executive Director of MCW, for providing background information to Commissioners to identify the need to pursue this study.

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Chapter 1

INTRODUCTION

The status of women in prison report was a multi-faceted study conducted by the Maryland Commission for Women. The study was designed to gather and review demographic information about women in prison and the types of programs and services available to women in the Maryland Correctional Institution for Women (MCIW).

The Maryland Commission for Women (MCW) embarked upon this study for two reasons. First, a status report and comprehensive review of programs and services available to women in the state prison had not been conducted in more than a decade. And second, this study fits within the charge of the Commission to "study and review the status of Maryland women."

This report focuses primarily on the current status of women in prison, but makes comparisons with the previous decade (1988) to note longitudinal similarities and differences in the population. Information reflects operation through December, 1998. It does not include the Baltimore Pre-Release Unit and its Annex which were added to the WCIW warden's responsibility in November, 1999. Recommendations coming from this report reflect that time frame and future needs.

Purpose of this Study

There are four key questions examined in this study:

- *What factors are leading to incarceration?*
- *Are the programs and services currently being provided producing the desired results?*
- *What programs and services are necessary to enable incarcerated women to become responsible, productive citizens upon release from prison?*
- *What can be done to break the cycle of incarceration?*

The Maryland Commission for Women believed a status report would be useful to policymakers and other state officials in planning and funding programs and services. Emerging national and state trends of incarcerated women would layout future directions.

The Context

The state's political and social landscape is the framework for this study. Elected and appointed state officials have responsibility to all citizens of Maryland to provide for their public safety. These policymakers – Governor, Lt. Governor, cabinet secretaries, and state legislators are also morally or legally compelled to provide rehabilitative (education and treatment) programs to offenders so that upon release from prison they can live productive lives in the community.

Release is a reality. Three quarters of all incarcerated women will have completed their sentence in 5 years or less. In a relatively short period of time they again will be living in the community. Therefore, rehabilitative programs must be delivered in 3 years or less and produce long-term results.

Women convicted by the state of a crime are housed in a prison location in Jessup, Maryland. This facility was built in 1939 to house 200 women. It has not changed significantly since it was constructed; only a few new buildings have been added, but today MCIW houses 900 women.

Data Collection

Information and data on incarcerated women in the state prison are collected annually by several state agencies. These agencies do not combine all their data into one comprehensive document and do not submit shared data to policymakers with global recommendations.

The Education Coordinating Council for Correctional Institutions, composed of the State Superintendent of Schools, the Secretary of Public Safety and Correctional Services, the

Secretary of Higher Education, one county representative, and one citizen member, publishes an annual report. Their report does not include statistical data from the entire system. It addresses only those inmates who participate in education, which according to Maryland State Department of Education data is about 14 percent of the total inmate population (4,314 in education out of 21,371 inmates in 1996). Annual reports on other programs/services were not found during the search for information.

Data for this report were collected by the Maryland Commission for Women from a variety of sources using several different methods to gather data. Methods included:

1. On-site visits to MCIW.
2. Statistical data from Maryland Department of Corrections.
3. Reports from the Maryland State Department of Education.
4. A focus group with incarcerated women who provided qualitative information about reasons for incarceration and life while incarcerated.
5. Interviews with the warden and staff of MCIW and Regional Administrator of Maryland State Department of Education, Correctional Education.
6. Tour of the facility and observations by MCW Commissioners and staff.
7. Review of the literature of national data and information regarding women in state prisons.

Key components of this report include an analysis of demographic information and an examination of programs and services available to women at MCIW at Jessup. This document focuses attention on the action needed to improve programs and services to women in prison.

The report is organized in the following manner: National and State Background Information, Programs and Services Available at MCIW, Findings, Results, Recommendations, and Future Trends.

National Trends and Statistics

The United States incarcerates more women than any other country in the world. Sixty-five percent of the women have a prior conviction, which may or may not have resulted in imprisonment (Court TV, 2000).

The likelihood of a woman being incarcerated in her lifetime is approximately 1 percent compared to a 9 percent chance of a male being incarcerated (Bonczar & Beck, 1997). When populations are examined by race and national origin/ethnicity, the numbers change dramatically. If a woman is African American, her chances for incarceration jumps to 3.6 percent compared to White women at less than one-half of 1 percent. Nationally, the majority of White women who are incarcerated are imprisoned by age 45. African American and Hispanic women can expect their first incarceration to occur by age 35 to 40. According to Bonczar and Beck (1997), African American women have nearly the same chance as White men of serving time in prison. Among women, African American women are more than twice as likely as Hispanics and seven times more likely than Whites to be admitted to prison during their lives.

Patterns of behavior leading to imprisonment begin early. "Two-thirds of all persons entering prison for the first time had a prior sentence to probation and a third had been sentenced to a local jail or served time in a juvenile facility" (Bonczar & Beck, 1997, p. 5). Greenfeld and Minor-Harper (1991) and Snell and Morton (1994) had similar findings about sentencing.

Comprehensive surveys (Greenfeld & Minor-Harper, 1991; Snell & Morton, 1994) conducted nationally provide information about women incarcerated in state prisons. National studies indicate that women who are incarcerated are substantially more likely than men to be serving time for a drug offense and less likely to have been sentenced for a violent crime (see Appendix A). More than half of the female inmates grew up in a household with at least one parent absent and an immediate family member who had also served time.

The number of women in state prisons grew 75 percent from 1986 to yearend 1991 (Greenfeld & Minor-Harper, 1991). The following points summarize some major findings about women in prison.

Current Offenses. The expanding population of women serving a sentence for a drug offense accounts for more than half of the total growth between 1986 and 1991; violent offenders, a fifth. Almost half of the women in state prisons report committing their offense under the influence of drugs or alcohol (Greenfeld & Minor-Harper, 1991).

Criminal Histories. Nearly half of all women in state prisons serve a sentence for a nonviolent offense and were convicted in the past for only nonviolent offenses. Nearly two-thirds of all female inmates had two or fewer prior convictions. About 71 percent of all state female prisoners had served a prior sentence to probation or incarceration, including 20 percent who had served a sentence as a juvenile (Snell & Morton, 1994).

Victims of Violent Inmates. Nearly two-thirds of the women serving a sentence for a violent crime had victimized "a relative, a person with whom they were intimate, or someone they knew" (Snell & Morton, 1994, p. 2).

Family Characteristics. Nationally, two-thirds of the women have at least one child younger than 18; altogether, they were mothers to more than 56,000 minor children (Snell & Morton, 1994). Almost half (47 percent) of the women reported having an immediate family member who had been in jail or prison. About 35 percent had brothers and 10 percent had sisters who had been incarcerated (Snell & Morton, 1994).

Only 9 percent of women in prison are visited by their children. More than half of women incarcerated in state prisons reported their minor children were living with grandparents; a quarter, with the father (Greenfeld & Minor-Harper, 1991).

Sexual and/or Physical Abuse. An estimated 41 percent of the women in prison reported that they had been previously sexually or physically abused. Women incarcerated for a violent offense were the most likely to report having previously experienced physical or sexual abuse. Among women incarcerated for a violent crime, those who reported that they had been abused were more likely than other offenders to have victimized a relative or intimate (Snell & Morton, 1994; Greenfeld & Minor-Harper, 1991).

Recidivism. Nationally, the recidivism rate for individuals incarcerated in state facilities is 41 percent (Bureau of Justice Statistics, 1998). When probation and juvenile offenses are included, more than two-thirds of women in prison had previously been sentenced to probation or incarceration as either a juvenile or an adult. When analyzing records of multiple repeat offenders, 31 percent of the incarcerated women had three incarcerations and 13 percent, six or more (Snell & Morton, 1994).

State studies (Robinson, 2000; Virginia Department of Correctional Education, 1995; Texas Department of Criminal Justice, 1994; Ryan & Mauldin, 1994) point out that inmates with higher levels of education had lower return rates to prison. Inmates with less than a high school education tend to return at a 50 percent or more rate (Virginia Department of Correctional Education, 1995).

Part of the reason that less education is connected to higher recidivism rates is based on the relationship of educational skills (gained while incarcerated) and ability to obtain and hold employment that pays well (Tewksbury & Vito, 1994). The Virginia study (1995) shows that 78 percent of those completing educational programs also secured meaningful employment.

Robinson (2000) highlights Utah State's plan to redirect offenders' lives and decrease recidivism. Using the nine-points of (1) inmate assessment, (2) multi-agency collaboration, (3) family involvement, (4) research and evaluation, (5) post-release tracking and support, (6) job placement, (7) career planning, (8) basic literacy skills, and (9) cognitive problem-solving skills, Utah has achieved a 20 percentage point reduction in recidivism.

Chapter 2

BACKGROUND INFORMATION

Maryland's Incarcerated Female Population

Even in times of prosperity and a booming economy much as the State of Maryland is experiencing today, almost a thousand women, less than 1 percent of the 2.05 million female population of Maryland, are incarcerated (Table 1). The profile of the incarcerated woman in Maryland resembles the national profile for incarcerated women. She is African American, 33, from an urban area, usually Baltimore City, serving a sentence from 3 to 5 years that is drug related. In all likelihood, she has been physically or sexually abused, and is a mother of two or more children.

Like the national picture, the number of women incarcerated in Maryland has increased in the last 10 years (Tables 1 and 2). The difference between the 1988 profile compared to the 1998 profile is in the causes for incarceration. In 1988, women were cited for "court violation" or "larceny" charges. In 1998, women were primarily sentenced for "drug violations" (1998). The incarcerated population has grown 177 percent in the last 10 years.

Sentencing Jurisdictions. As noted in Table 2, Baltimore City contributed 68 percent of the

inmate population in 1998. The second highest jurisdiction is Baltimore County (13 percent). Other urban/suburban counties (Prince George's, Montgomery, Howard and Harford) together contribute 6 percent. Rural areas of the eight Eastern Shore Counties contributed less than 6 percent of the female inmate population and the four Western Maryland counties contribute less than 3 percent. The Southern Maryland region sent only 4 percent of the incarcerated female population. There has not been much change since 1988 in the geographic areas where crimes were committed, only the numbers have increased from sending jurisdictions.

Age. More than 63 percent of the 1998 incarcerated population is age 35 or younger with less than 5 percent of the population over age 50 (Table 3). Almost half of the population is between 26 and 35 years of age. Between 1988 and 1998, women over the age of 26 accounted for the largest percentage of growth in the prison both in percentages within categories and in actual numbers.

Table 1
Population at Maryland Correctional Institution – Women by Race in 1998 and 1988

Race	Number of Inmates in 1998	Percentage	Number of Inmates in 1988	Percentage
Black	535	62	328	66
White	223	26	160	32
Other	110	11	20	2
TOTAL	868	100	491	100

Source: Maryland Department of Public Safety and Correctional Services, 1998, 1988

Family Histories and Status. Nearly 53 percent of the women incarcerated at MCIW reported being physically or sexually abused as a child, adult, or both. Focus group (1999) members spoke of their relationships with a significant other. "Their man" was also involved in committing the crime for which they were convicted. She was a full-partner or accomplice in the crime. Eighty percent of the inmates are mothers. (See Table 4.) More than half of the mothers had custody of their children prior to arrest and 90 percent will regain custody of their children after incarceration. The median age of children is 8 years of age (Reid, 1999).

At any given time, there are about 20 women who arrived in the institution pregnant (Silberg, 1999). After giving birth, babies are placed in the custody of a relative or foster care.

Female offenders who are mothers have two or more children and will still be of child bearing age upon release from prison. (Data from 1988 were not available regarding parent status.)

Sentencing. Sentence distribution (Table 5) ranges from 3 months to life without parole, with one-third of the women sentenced between 2 and 5 years. Less than 5 percent of the women are sentenced to a life sentence. Sentencing patterns have changed very little over the past decade. In 1988, the greatest number of women (32 percent) was serving a sentence between 2 and 5 years. The actual number of women serving a life sentence doubled between 1988 and 1998, while the percentage of the total population increased by 1 percent.

Reasons for Incarceration. In 1998, 53 percent of the women at MCIW had a drug/alcohol related arrest and 65 percent reported they had been incarcerated before for a drug or alcohol-related offense. Table 6 shows that more than one-quarter of the women were incarcerated for a drug offense while one-third were incarcerated for crimes of larceny and murder. (See Appendix A for a comparison of men and women sentencing patterns.)

The offenses for incarceration changed significantly between 1988 and 1998. In 1988, women were cited primarily for court violations; however, in 1998, drug abuse and larceny violations account for the highest percentage of inmates. From 1988 to 1998, the number of assault, burglary, and prostitution charges doubled.

Population Increase. In almost every category for incarceration, there has been a significant increase in actual numbers incarcerated over the past decade. Numerically, the total number of incarcerated in 1998 is greater than 1988 and the overall population is older. Comparing 1988 and 1998, the majority of the population is older in 1998. Eighty-one percent of the current population is between the ages of 26 and 50 while only 52 percent was in that age range in 1988.

Health. Drug offenses and alcohol problems are pervasive among women in prison. Drugs and alcohol are associated with the primary or secondary reasons for incarceration (Department of Corrections, 1998). Additionally, the female HIV population in prison is twice the number of the male incarcerated HIV population.

Time in Prison. The average sentence in 1998 and 1988 remains constant at 77 months as noted on Table 5. While the sentence remains constant, the average stay has increased by 5 months from 17.9 in 1988 to 22.4 in 1998. Women are serving more time for their offenses.

State Recidivism. The State's Repeat Incarceration Supervision Cycle (RISC) data from The Department of Public Safety and Correctional Services (1999) defines recidivism as "a new conviction resulting in a return to the Department of Correction or to probation under the Division of Parole and Probation within three years of the release date from prisons" (p.3). The state's combined male and female recidivism rate is currently 50.4 percent. When the type of release is examined, those released to mandatory supervision had a return rate of 54.6 percent. The return rate for expiration of sentence was 60.2 percent and the return rate to prison for those who were paroled is 38.8 percent. The 1988 recidivism rate was 44 percent. No data from 1988 or 1999 were subdivided into categories.

When education while incarcerated was factored into the recidivism rate, the return rate varied from 0 to 36 percent. Recidivism rates by educational level (Jenkins, Steurer, & Pendry, 1995) were:

College	0 percent
GED	36 percent
Vocational	32 percent
Adult Basic	29 percent

Table 2

Jurisdiction Where Committed Persons Were Received at MCIW in 1998 and 1988

Jurisdiction	Numbers in 1998	Percentage	Numbers in 1988	Percentage
Allegany	10	Less than 1	5	1
Anne Arundel	16	1	17	4
Baltimore City	787	68	201	50
Baltimore Co	145	13	57	14
Calvert	7	1	3	Less than 1
Caroline	14	1	5	1
Carroll	2	Less than 1	1	Less than 1
Cecil	6	Less than 1	2	Less than 1
Charles	31	3	16	4
Dorchester	12	1	5	1
Frederick	8	1	2	Less than 1
Garrett	0	0	0	0
Harford	24	2	5	1
Howard	3	Less than 1	5	1
Kent	8	1	1	Less than 1
Montgomery	12	1	13	3
Prin George's	34	3	34	8
Queen Anne's	1	Less than 1	2	Less than 1
Somerset	3	Less than 1	1	Less than 1
St. Mary's	0	0	0	0
Talbot	4	Less than 1	1	Less than 1
Washington	12	1	14	3
Wicomico	14	1	12	3
Worcester	7	Less than 1	0	0
TOTAL	1,160	100	402	100

Source: Maryland Department of Public Safety and Correctional Services, 1998, 1988

Table 3

Age of Population at MCIW in 1998 and 1988

Age	Number of Inmates in 1998	Percentage	Number of Inmates in 1988	Percentage
Under 17	1	Less than 1	0	0
17	1	Less than 1	0	0
18	6	Less than 1	2	Less than 1
19	9	1	7	1
20	12	1	8	2
21	16	2	14	3
22	19	2	22	4
23	24	3	18	4
24	32	4	31	6
25	14	2	31	6
26-30	170	20	147	30
31-35	233	27	103	21
36-40	203	23	54	11
41-50	92	11	44	9
51-60	31	4	6	1
Over 60	5	Less than 1	3	Less than 1
TOTAL	868	100	490	100

Source: Maryland Department of Public Safety and Correctional Services, 1998

Table 4

Parent Information of Women in MCIW

Average number of children 2.4

Average Age of Mother 29.5 years

Information	Percentage
Is a Mother	80.0%
Children in Foster Care While Incarcerated	5.0%
Primary Care Giver Prior to Arrest	68.7%
No Visit from Children Since Incarceration	28.6%
Will Reunite with Children Upon Release	90.4%

Source: When A Mother is Arrested: How the Criminal Justice and Child Welfare Systems Can Work Together More Effectively, Women's Prison Association, September, 1996

Table 5

Sentence Distribution of Population at MCIW in 1998 and 1988

Time in Months	Number of Inmates in 1998	Percentage	Number of Inmates in 1988	Percentage
3	11	1	0	0
4-6	47	5	2	Less than 1
7-12	68	8	53	11
13-18	80	9	58	12
19-24	67	8	44	9
25-36	123	14	74	15
37-60	156	18	85	17
61-96	79	8	37	8
97-120	58	7	30	6
121-180	63	7	43	9
Over 180	75	9	43	9
Life	40	5	20	4
TOTAL	867*	100	489**	100

*One unknown **Two unknowns

Source: Maryland Department of Public Safety and Correctional Services, 1998, 1988

Table 6

Offenses of Population at MCIW in 1998 and 1988

Offense	Number of Inmates in 1998	Percentage	Number of Inmates in 1988	Percentage
Drug Abuse	254	29	76	16
Larceny	163	19	82	17
Murder	108	12	68	14
Assault	84	10	44	6
Robbery	49	6	30	6
Ct. Violation	41	5	123	25
Burglary	27	3	12	3
Prostitution	30	3	0	0
Fraud	16	2	14	3
Manslaughter	18	2	9	2
Auto Theft	9	1	0	0
Domestic	12	1	8	2
Forgery	9	1	3	1
Sex Offense	9	1	2	1
Weapons	11	1	1	Less than 1
Traf. Violation	8	1	0	0
Kidnapping	6	Less than 1	3	1
Arson	4	Less than 1	6	2
Bribery	3	Less than 1	0	0
Disorderly	3	Less than 1	3	1
Other	2	Less than 1	1	Less than 1
Escape	1	Less than 1	1	Less than 1
Rape	0	0	1	Less than 1
TOTAL	867*	100	489**	100

* One unknown ** Two unknown

Source: Maryland Department of Public Safety and Correctional Services, 1998

Prison Facility

MCIW was built in 1939 in the town of Jessup in Anne Arundel County to house female inmates. Today, the campus consists of 25 buildings on approximately 35 acres. Capital improvement projects added to the nine original buildings. Major additions were the Administration Building (1972), the security perimeter (1984), and a 192-bed inmate housing facility (1986).

Two 224-bed facilities are under constructed. Two additional buildings were added, a Visitor Registration Building in 1992 and the Multi-Purpose building for education, library and case management in 1994.

Horigan Cottage houses the mental health unit, dispensary, and medical in-patient infirmary. The cottage also contains a 6-bed medical isolation unit.

Secretary Stuart O. Simms has made a commitment to improve the State's correctional program for female inmates. There is a 5-year master plan for improvements to the institution that includes both a Facilities Plan and an improved continuum of services plan outlined in the Action Agenda Plan II - 1999.

The new housing units are expected to be completed in the Summer of 2000. These two units are replacement housing units for the trailers and cottages. Upgrading the security fence, removing old cottages, and constructing a new kitchen/dining facility, support services building, and State Use Industries building are on the list of capital improvements. Plans for the support services building include housing health and mental health services (Tracy-Mumford, Schulman & Thorman, 1999).

Crowding. The facility was originally designed to house 192 inmates. Today, inmates are double-celled in the institution. Two 48 bed-trailer units supplement the housing need. The trailers also house the therapeutic drug treatment program. A DOC report (2000) states "the age of the facility has caused deteriorated physical conditions for the women offenders, and has stressed the level of programming opportunities available" (p.1).

Limited Seating in Dining Facility. At each meal, the institution is feeding 720 inmates. Inmates in segregation, isolation, and the infirmary have their meals brought to them. The seating capacity of the dining facility is 150, which means there has to be six seatings for each meal

(Tracy-Mumford, Schulman, & Thorman, 1999). This limits programming services during the day.

Mission of MCIW

The mission statement of MCIW is "to protect the people of Maryland from repeated criminal activities of offenders sentenced to the Division jurisdiction. The mission is attained by the secure confinement of offenders and their successful reintegration into the community through programs of remediation, treatment, training, education, and work release" (MCIW, 1999).

Institutional Structure

Security Levels. MCIW houses five security levels of inmates. Ten percent of the population is in maximum security; 56 percent is medium security; and 20 percent is minimum. Seven percent is pre-release and another 7 percent is RDCC (Phase One and admission status inmates). Inmates are held from 35 days to life without parole depending on their security level.

Diminution Credits. Reduction of sentence is earned in three different ways based on Industrial Credits, earned by work or going to school; Special Project Credits earned in a program designated by the Commissioner to earn extra credits; or Good Conduct Credits, earned by maintaining good behavior. Diminution credits are earned at a designated rate and are applied to sentence reduction. These credits provide an incentive to women for earlier release from the original sentence.

Intake Procedure. Upon arrival, each individual is fingerprinted and photographed. A medical examination and mental assessment is given. Problems are identified that require specific intervention. In the first 45 days of incarceration, inmates are oriented to the facility, given comprehensive testing (education, medical, and mental), and diagnostic and case management services. Based upon information from testing and other considerations, inmates are assigned to a program based on eligibility. Inmates are held from 35 days to life without parole depending on their sentence.

Operational Costs

The cost to incarcerate a woman per year is \$18,244. To operate all state prison facilities, it costs \$446 million including personnel costs. MCIW alone costs \$15.2 million (Maloff, 1999), and the costs break down as follows:

General Administration	\$1.1 million
Custodial Care	\$9.4 million
Dietary Services	\$1.2 million
Plant Operation	\$0.9 million
Clinical/Hospital	\$1.7 million
Classified, Recreational, and Religious Services	\$0.9 million

Staffing

There are 254 persons employed at MCIW. Ten are in general administration, 202 in custodial care, 11 in dietary services, 8 to maintain and provide plant services, and 23 in classification, recreational, and religious services.

Education personnel are employed through the Maryland State Department of Education and medical services are contracted through EMSA Corporation. EMSA provides on-site medical, psychiatric, and dental care to the population.

Chapter 3

PROGRAMS AND SERVICES

Programs and services at MCIW are designed to maintain the wellness of women while incarcerated and to rehabilitate them to be productive citizens upon release. The following summarizes those programs.

Educational Programs

A full range of educational programs is created to provide services related to all levels of academic and occupational skills. Individuals whose academic level is less than a high school diploma or GED have a mandatory assignment by law to education for 120 days. Participation becomes voluntary after the initial 120 days. More than 85 percent elect to continue education at the end of the mandatory period.

At any given time, there are 300 to 320 women enrolled in education. Approximately 25 percent of MCIW's population attends school. There is a waiting list for entry into education (Tracy-Mumford, Schulman, & Thorman, 1999). Classes are offered in sessions throughout the week in the morning, afternoon, and evening.

Women enrolled in education receive "good time" (a reduction in sentence) at the rate of 5 days a month. Inmates with a work assignment designation as an educational clerk or worker get paid \$1.00/day.

Literacy Lab (Number of Enrollees: 20). The Literacy Lab is designed to upgrade the student's skills in reading, writing, and speaking. Students in this program are helped with beginning literacy skills through a 3.1 grade level.

Basic Education (Number of Enrollees: 20). The basic education class is designed to upgrade student skills in reading, writing and speaking. Reading skills are between the 2.5 and 4.0 grade level.

Intermediate Education (Number of Enrollees: 30). The intermediate class is designed for students whose skills are between the grade levels of 4.0 and 6.5.

Pre-GED Education (Number of Enrollees: 60). The pre-GED program is designed to have students achieve a life skills certificate that will enable them to enroll in a GED preparation program.

GED Program (Number of Enrollees: 50). The GED preparation program is designed to help students graduate from high school by earning a GED.

Employment Readiness Program (Number of Enrollees: 30). The employment readiness program is offered in partnership with Anne Arundel Community College. It is designed to offer students information on both traditional and non-traditional career opportunities. Job seeking and keeping skills are included with emphasis on appropriate workplace behavior.

Library Services (No Limit to Participation). The library is placed in the facility to provide access to a full range of resources to meet information and reading needs, including books, references, magazines, and newspapers. Services are provided to accompany the instructional program.

Prison-to-Work: Transitioning into the Future (Number of Enrollees: 50). The Prison-to-Work program is designed to provide inmates with vocational and life skills training to gain employment after release from prison. Participants must be between 9 months and 24 months of release and have a reading grade level of at least 4.0.

Vocational Trade Internship (Number of Participants: 15). The vocational trade internship is designed to give students an introduction to different vocational trades and includes electric, plumbing, carpentry, auto repair, and wall papering.

Table 7

Results of Correctional Education Participation at MCIW in 1998

Data	Number of Completers	Percentage Rates
Yearly Enrollment/Attendance Rate	127	88.9
GED Pass Rate	48	76.2
Life Skills Completions	75	NA
Vocational/Occupational Completions	33	NA

Source: Maryland State Department of Education, 1998 (No 1988 data available.)

Business Data Processing (Number of Participants: 30). The business data processing program provides instruction in basic computer manipulative skills, knowledge of microcomputers, and applications of software programs.

Computer Repair (Number of Participants: 36). Computer repair is a new program in the institution. Women are taught how to repair computers. State computers are repaired. There is a critical need for individuals with these skills in the community.

Personal and Family Development (Number of Participants: 20). The personal and family development program is a 15-week program designed to provide skills to mothers that are essential for managing daily lives in the home, community, and workplace. Emphasis is on the parenting, health, and financial responsibilities of family members. Regularly scheduled child-centered visits between mothers and their children take place each trimester.

College Program (Number of Participants: 60). The college program is contracted through Catonsville Community College. Students enrolled in the program are taking a program of study leading toward an Associate of Arts Degree in General Studies. A general studies program enables graduates to continue in a Bachelor's Degree program at a four-year institution. A grant from the Soros Foundation enables interested and eligible women to enroll in a college program.

Social Work Programs

There are several social work programs and support groups in the institution.

Support Groups. Several support groups are provided in decisions, a domestic violence, communications, re-entry seminar, pre-natal and post-natal care. Drug and substance abuse programs are mandatory assignments.

The primary focus of the support groups is to assist offenders in developing more positive thinking processes that will ultimately result in a reduction of their criminal behavior, build self-esteem, and empower them to lead more productive lives. Group treatment is based on the cognitive behavioral model.

Substance Abuse Support Groups/ Education.

Substance abuse support groups include Al-Anon, Alcoholics Anonymous, Chemically Dependent Anonymous, Narcotics Anonymous, addiction education (6 week course of instruction in substance abuse related issues), and an addiction video seminar.

Substance Abuse Treatment Programs

Friends Therapeutic Drug Treatment Program. Friends Research, Inc., a non-profit organization, received a federal grant to create a therapeutic community located on the grounds of MCIW. Participants are housed in trailers and take part in intensive counseling sessions. Approximately 100 women could be served in this program at any given time. Although the funding for the program has ended, follow-up services continue.

Regimented Offenders Treatment Program for Women (ROTC-W). This program offers a 6-week curriculum covering skills on decision-making, self-esteem, and substance abuse issues. The Department of Parole and Probation

administers the course. Over 200 women are served in this program.

Residential Substance Abuse Treatment (RSAT). This is an intensive substance abuse treatment program for women who are addicted upon entry into the institution. Self-help programs, such as Alcoholics Anonymous, Al-Anon, and Narcotics Anonymous, are coordinated by the Addictions Specialist and brought into the institution by community volunteers. This program serves about 20 women at a session.

Break the Cycle of Crime and Addiction. The State of Maryland began an offender treatment management initiative in 1998. This effort is designed to produce a seamless system of drug testing, sanctions, and treatment for addicted offenders throughout the criminal justice system. The Department of Public Safety and Correctional Services established this coordinated approach with Division of Parole and Probation, the Courts, Parole Commission, Division of Corrections, and The State of Maryland's Alcohol and Drug Abuse Administration. This joint agency effort links assessment, treatment of addicted populations and re-entry into the community.

Inmate Organizations

Mayoral Community. Inmates, elected by their peers, serve as liaisons between the inmate population and the administration. They attempt to meet the organization's goal of creating community through communication by holding regular town council meetings in their housing units.

Women Organizing Rewarding Development (WORD). WORD sponsors MCIW's twice yearly Children's Day and supports many community outreach programs, such as the Maryland Girl's Conference.

Inmate Newspaper. The Last Stop is the inmate newspaper that is developed by inmates for regular circulation.

Unique Programming

Pilot Dog Program. Inmate handlers socialize pups for the Pilot Dog Program. MCIW receives pups at 8 ½ weeks of age that are assigned to women, live in the cells with their inmate handlers, and after 14 months are sent to Pilot Dogs, Inc for training as guide dogs. Inmate handlers follow the rules established by the

guide dog program. Training is given in basic commands while at MCIW (Silberg, 1999).

Girl Scouts Beyond Bars. Mothers and daughters attend bi-monthly meetings at MCIW. Daughters attend other scheduled meetings in the community. The program offers incarcerated mothers structured time with their children in the context of the Girl Scouts program. This program won a national award and was the first of its kind in the nation.

"Touch of Love" Bed Sacks. Inmates employed in the State Use Industries - Sewing and Cutting Shops volunteer their time off-hours to sew sleeping bags for distribution to children in homeless shelters. Local churches donate money for materials and supplies.

Youth Diversion Awareness Tours. Inmate participants speak openly and honestly to juveniles from various agencies in an effort to deter them from future criminal activity.

Awakening Women Seminar/Workshop. This seminar deals with managing and overcoming anger and is conducted by a motivational speaker and educator.

Children's Day. A twice yearly event funded by the WORD group. This program offers inmate mothers and grandmothers the opportunity to spend quality time with their children and/or grandchildren. The summer event is held outdoors and features games, face painting, and an outdoor lunch. The winter event features a holiday celebration where each child receives a gift. Inmate mothers participating in the event must have demonstrated a satisfactory institutional record and cannot be on any type of disciplinary status.

Transition to the Community. The transition project draws upon community resources to prepare women scheduled for release to make a successful move back into the community. This project is for those who do not go through a pre-release program. (Note: A pre-release program provides inmates with a concurrent work experience in the community, while serving their sentence for a maximum of 6 months prior to release, but not all inmates have a pre-release work experience.)

Work-Release Opportunities. MCIW women reported that there are few work-release beds available for women (Focus Group, 1999) and the one center that does exist is in Baltimore City.

There are no pre-release centers for women outside of the Baltimore metropolitan area.

Employment Readiness. This program is contracted through Anne Arundel Community College to assist inmates scheduled for release to find and keep a job. Funding for this service is provided through the Inmate Welfare Fund and administered through the Maryland State Department of Education. (The Inmate Welfare Fund is established from monies collected from the sale of personal supplies and snacks at the prison. These monies are recycled back into efforts that benefit inmates.)

Boot Camp (Number in the Program: 7). Boot camp is a program available to a limited number of women. Those enrolled have to follow the regiment or they will lose "good time" (diminution) credits. Inmates are eligible for Boot Camp placement if they are less than 36 years of age, serving a first adult incarceration, not serving a crime of violence, and have at least 9 months remaining on their sentence (Boot Camp Program Description, 1999). Enrollees in Boot Camp sign a Mutual Agreement Program (MAP), a legally binding contract, that dictates the conditions for graduating from Boot Camp.

Workshops and Activities. The Activities Coordinator arranges for several workshops to be given. These include: Alternatives to Violence Workshop, Youth Diversion and Community Education, Myers-Briggs Personality Inventory and Workshop, Civil Legal Workshop, College and Professional Tours, Writer's Club, Bingo, and the Inmate Art Calendar Contest.

Health Care Services

A contractual health care agreement is arranged through EMSA Corporation. EMSA coordinates and monitors all medical appointments to community hospitals and other facilities for inmates requiring specialized care.

Screenings. There are regular screenings for mammograms and pap smears. A health van comes to the institution on a regular basis.

Nutrition. There are meal programs for inmates with specific dietary needs (i.e., diabetic, heart, etc.).

Medications. When medications are needed for physical or mental purposes, they are provided through medical services.

Dental Care. Dental care is provided through a medical services contractor. Regular check-ups are scheduled for each inmate (Tracy-Mumford, Schulman, & Thorman, 1999).

Prenatal Care. Ten to 20 inmates are expecting children at any given time (Silberg, 1999). Prenatal care is provided on a regular basis by the University of Maryland Hospital. UM Hospital also delivers the babies. Planning is done prior to delivery to determine where the baby will live after delivery since the baby is not taken into the institution after delivery.

Pregnancy Tests. All women upon entering the institution are given a test for pregnancy. This is done as a precaution for the women and the prison system. All women who are or have been pregnant during their incarceration were pregnant upon entry into the institution.

HIV. A weekly HIV Support Group is held. Everyone entering the institution is given a one-time HIV education seminar with opportunities to be tested. HIV testing is voluntary. The social work department and the medical department work closely together in providing services to HIV women. Release plans are developed on an individual basis for all HIV positive inmates.

Hospice Program. The Hospice Program is part of the Social Work department. The Hospice Program initiated and coordinated with the Joseph Richey Hospice. It serves terminally ill inmates regardless of the nature of their illness.

Mental Health Unit. There are mental health services provided. Medications are provided when necessary. This unit has eight licensed beds and is staffed 24 hours a day. This unit provides crisis intervention, admission evaluation, inpatient psychiatric treatment, a weekly recreation therapy group, and supportive psychological services for in-patient and out-patient care.

Religious/Spiritual Services and Groups

A full-time Chaplain organizes a dance ministry and a choir. Religious services are held weekly. A ministry for Protestants, Roman Catholics, Muslims, and other religions/spiritual groups is offered in the prison. The Chaplain coordinates the volunteer activities of over 200 clergy and lay volunteers of varying denominations who offer religious worship services and educational classes. Pastoral counseling and support are also provided. The Chaplain oversees a

religious library that contains literature from all faiths.

The Chaplain's role is administrative and pastoral. The Chaplain oversees 13 religious education groups and seven to eight worship services weekly. Services include Roman Catholic, Jehovah's Witness, Jewish, Lutheran, Moorish Science, Nation of Islam, Protestant and Sunni Muslim. There are two to five religious activities scheduled daily and on weekends.

The second role for the Chaplain is pastoral care to the entire population. In this role, the Chaplain visits women hospitalized outside the institution and those in the infirmary, Phase I, protective custody, and segregation areas.

Work Opportunities in the Institution

There are a number of opportunities for employment in the institution.

State Use Industries (SUI). SUI is located on-site allowing several opportunities for female inmates to work at specific work assignments. SUI operates a Sewing/Cutting Shop (where they make Maryland flags, jackets, hats, skirts, and other Maryland textiles), Telemarketing (although not currently in operation) and Data Entry program (which is working in cooperation with the Business Data Processing Program and the Computer Repair program).

SUI is designed to provide structured employment and training activities for offenders to improve employability upon release to produce salable goods and services, and to be a financially self-supporting State Agency. SUI employees must have a high school degree to be eligible for employment. Through SUI, 181 inmates are employed. Workers are paid \$1/day.

Because the SUI building was condemned, work assignments are operating out of the Chapel and basement of Lane Cottage until the new building is completed. The building, however, is not scheduled for completion until FY2003.

Prison Industry Enhancement Certification Program (PIE). The PIE Certification Program was established to "encourage work opportunities for inmates and place them in realistic working environment, pay them at prevailing wages, and enable them to acquire marketable skills to increase their potential for successful rehabilitation and meaningful employment upon release" (State Use Industries,

p.1). PIE exempts the Department of Corrections from normal restrictions on the sale of prisoner-made goods in interstate commerce.

Sub-contracts are signed with businesses and inmates earn a salary, getting paid private sector wages. Because inmates earn a salary, they contribute to the payment of their room and board, and family support. Some of the monies paid must be placed in the Inmate Restitution Program. The 1999 contract was making dolls from around the world (Silberg, 1999). The 2000 contract is to construct egg-crate modules for Teledyne Energy Systems. Modules are used in thermoelectric generators (Larry Stewart, 2000).

Most of the women enter the prison unskilled. These on-the-job training experiences increase skills and possible work assignments after incarceration.

Institutional Employment. Employment placements within the institution are made in the areas of:

- Kitchen - This includes work in preparing meals for inmates.
- Educational Tutors - Assistance is given to students in beginning education.
- Plumbing - Repair work is provided within the facility by those with plumbing skills.
- Maintenance (General Repairs, Lawn Work, Trash Pick-up, and General Sanitation) - General maintenance work is provided by inmates throughout the institution.
- Clerical - General support as an aide is provided in many areas within the institution.

Women Offender Program Initiatives

Major initiatives (Maryland Department of Public Safety and Correctional Services, 2000) are underway that target women offenders. Included in the initiatives are:

1. Expanding the substance abuse treatment program;
2. Enhancing the transitional programming through pre-release and transitional services by 2002;
3. Strengthening partnerships with community-based programs, Maryland Parole Commission, and Maryland Parole and Probation for aftercare preparation, planning, and support systems for women upon release;

4. Establishing partnerships with the Turnabout Program to reduce incarceration time for women;
5. Creating needs assessment instruments with information specific to women offenders;
6. Reviewing classification systems, trends, and experiences to improve services;
7. Exploring alternative programming for women substance abuse offenders to utilize community-based residential programs that will reunite mother and children with assistance of the Department of Justice;
8. Launching an Interagency State and Local Task Force on the Women Offender.

Chapter 4

CURRENT RESULTS AND FUTURE PROJECTIONS

In keeping with the mission of MCIW, there were no escapes and no major disturbances during the time when this report was prepared. Multiple programs are operating and services are being provided. Evaluation of programs and services within MCIW is the responsibility of the individual program providing services or an outside entity secured by the program to evaluate that one component only.

Results and Impact

Based on evaluations available to the Maryland Commission for Women, the following results have been noted.

Education. Remediation of academic skills of prisoners, who were dropouts from the public school system, is successful. Success is noted in several different ways. Education measures success by the number of inmates who:

- Participated annually.
- Demonstrated academic growth.
- Completed academic and vocational programs.
- Found employment upon release.
- Participated or completed educational programs and did not return to prison upon release.
- Decreased idleness rate.
- Continued their education by participating in college programs.
- Were prepared for transition to the community at the end of incarceration (especially those who enrolled in the prison-to-work program).

In all areas, education is having a major impact on inmate lives. The tutorial educational program was cited for excellence by The American Correctional Association (Maryland Correctional Education Association, 1997).

Guide Dog Program. Five puppies are housed with women at MCIW. The first group of puppies graduated from the training program and was sent to Pilot Dogs, Inc. for more

intensive training to be working dogs for sight impaired persons. Two of the first group of puppies have been placed with clients.

Post-Release Employment. Success of inmates in securing employment after incarceration is related directly to their educational level attained while incarcerated (Tewksbury & Vito, 1994). Follow-up results show that employment of individuals (male and female) with an eighth grade educational level is 70 percent; GED, 77 percent; Vocational, 78 percent; and a college degree, 100 percent (Jenkins, Steurer & Pendry, 1995). The Maryland study demonstrates that participation in and completion of educational programs impact employment.

Regimented Offenders Treatment Program for Women (ROTC-W). More than 175 women have successfully completed this program.

Residential Substance Abuse Treatment (RSAT). Eleven women have successfully completed this program.

Reorganization of DOC. An Assistant Commissioner position has been created. The former warden of the women's prison was selected to fill this position. One of the major responsibilities is to institute several initiatives within the Women Offenders Program.

Summary

Female inmates differ from male counterparts in fundamental ways that affect women and their families. Chief among these is the woman's role as mother and head of household. Taking the nature of the woman's role in the family into consideration, women in prison need to be treated differently from men in prison.

The next major learning is that "incarceration" does not exist in a vacuum. Most offenders have a history prior to entering an institution where intervention could take place. Effective intervention requires multi-agency coordination. The Departments of Parole and

Probation, Health and Mental Hygiene - Substance Abuse Sections, Human Resources, Labor, Education, and the judicial system are only a few of the agencies that need to work closely together to impact the incarceration rate.

After reviewing the data, touring the facilities, speaking with staff and inmates at the facility, it is apparent that:

- The staff are caring and responsive to the needs of the inmates.
- While there are limitations, there is a variety of services available to women who are incarcerated.
- The quality of the educational services provided at the facility is rigorous and the results of those services are noteworthy. Awards for quality have been conferred by the United States Department of Education and the Correctional Education Association.
- Women are utilizing all available services. There are waiting lists and/or the length of time in the program is shortened to accommodate greater numbers.
- The scope and magnitude of the services is limited by a number of constraints. There are restrictions on the number who can be served, but all women need to have access to most of the services.
- Some programs are federally-funded with an ending date and no plan for continuation after the federal projects end, even though the service is needed and the program is producing positive results. The quality of the service demonstrates its value and need and the need warrants continuation.
- The facility is over-crowded.
- Secretary Simms has developed an Action Agenda that speaks to enhanced programming for incarcerated women with greater emphasis on "reintegration programs" (success in the community).
- Programming is restricted by the size of the facility, number of rooms, and room availability.
- Services are provided during the daytime hours. Little discussion described evening programs,

although an evening program is listed in information.

- It appears that the rate of idleness of inmates, those who not participating in any program or not employed, is less than 50 percent.
- The education and library facilities are heavily used.
- Health services are provided that address wellness issues of women.
- A variety of social work functions and services are offered.
- Religious opportunities are available to all inmates.
- The Chaplain organizes a dance and choral group for creative and religious/spiritual outlets.
- The number of women in segregation is minimal.
- Housing facilities are satisfactory in the new building.
- The number of inmate organizations is limited.
- There are some unique programs that are commendable such as the Guide Dog for the Blind program and Computer Repair.
- The State Use Industries building has been condemned. Temporary arrangements have been made until the new building is completed in FY2003. Where make-shift arrangements are not possible, the program has been suspended, as is the case for the Telemarketing service.
- Women Offender Program Initiatives are planned by the Maryland Department of Public Safety and Correctional Services and will be instituted by the year 2003.

Underlying Challenges

Family Services. Children need more access to their mothers, especially when children are young. The basic principle of service includes bringing families together in a positive relationship. It is also important that the surroundings do not resemble a prison when children visit. The family resource center has created a warm, home environment in its appearance.

Transition to the Community. The infrastructure to transition inmates into the community is limited. Post institution follow-up is limited. Finding employment and housing is

a critical issue for any inmate, but is especially critical for women. If they are to support themselves and their families, then transitional services including job placement are critical to deterring recidivism. Connecting with vocational rehabilitation is a critical linkage needed by women leaving the institution.

Gender Bias in the Community. A woman who has been incarcerated carries a stigma that affects her ability to be economically self-sufficient. Those who are released without a solid education and specific skills have increased chances of returning to the institution.

Multi-Agency Interventions. Finding effective and innovative ways for agencies to work together to reduce incarceration is difficult. It usually takes additional dollars to implement innovations. When programs have difficulties existing on current funding levels, it makes it almost impossible to explore new possibilities within one's own agency. To cross agency lines for solutions is almost impossible. Funding lines, lines of authority, and implementation questions arise before solutions are sought.

The Future of Women in Prison

Reviewing the projections for the Maryland population over the next decade, the number of Maryland residents is expected to increase by 1.2 million (United States Bureau of the Census, 1996). Of this population increase, 593 thousand will be attributed to international immigration.

Population Shifts. The number of persons 18 years and over will increase from 3.8 million or 74.8 percent in 1995 to 4 million or 75 percent in 2025. The White population will decrease from 66.6 percent to 54.3 percent. African Americans will increase to 32.2 percent of the

population in 2025, up from 26.3 percent in 1995. The Hispanic population will increase from 3.4 percent to 7 percent and Asians will increase to 6.3 percent from 3.5 percent.

Increased Incarcerations. If the state's population growth is matched to the current rate of incarceration, the number of female inmates will double as will the diversity among those incarcerated. The likelihood of the current rate of incarceration holding is not likely given the growth rate over the past decade. Using the 177 percent decade growth rate for incarcerated women, the number of incarcerated women will triple by 2025. (See Table 8.)

Increased Number of Children Affected. In addition, if two-thirds of the 2025 incarcerated female population have the current number of children (2.4), then 3,384 children will have mothers in prison and they themselves will be at risk of future incarceration.

Increased Financial Implications. Link the costs for incarceration with the potential increase in population and future cost projections for incarceration into the next decade has the potential for sweeping financial implications for the State of Maryland. From 1988 to 1996 the costs of incarceration grew nationally from \$12.4 billion to \$25.3 billion (Lindgren & Gifford, 2000). If the costs double in the next decade, the nation could be facing costs of over \$50 billion to house inmates and Maryland would be paying \$30.4 million to operate MCIW and paying more than \$36,488 to incarcerate each inmate per year.

Given the projected increase in the incarceration rate in the future, the Maryland Commission for Women believes that the appropriate state officials and policymakers must seek solutions that will break this cycle of incarceration in this generation.

Table 8 Comparison of Data of Incarcerated Women and Their Children to Projections for the Year 2025 (1)			
Year	Number of Incarcerated Women	Number of Children (2)	Total Number Affected (3)
1988	490	941	1,431
1998	868	1,667	2,535
1999	1,115	2,141	3,256
2025	3,036 (4)	5,830	8,866

(1) Does not account for recidivism

(2) 80 percent of incarcerated women multiplied by 2.4, the average number of children/woman

(3) All incarcerated women and children

(4) Projection based on current rate of increase of 177 percent from 1988 to 1998 (1,536) and the US Census Bureau (1996) projected increase in Maryland's population by the year 2025 (1.2 million divided by 50 percent who would be female = 600,000). Projected number of incarcerated women is calculated at 600,000 multiplied by .0025 plus 1,536.

Chapter 5

FINDINGS AND RECOMMENDATIONS

The Maryland Commission for Women is making recommendations based on the premise that programs focusing on skill development are most likely to make a significant difference in the life of a woman after incarceration. Effective programs and the service delivery structure allow the State of Maryland to meet its goals and the needs of incarcerated women. Where possible, community solutions are advocated.

Organization of Recommendations

MCW offers a range of recommendations for improvement in the long-term quality of life of incarcerated women. Recommendations for programs and services are designed to lead to reduced recidivism.

In making recommendations, MCW returned to the four purposes of this study. Those purposes are:

- *What factors are leading to incarceration?*
- *Are the programs and services currently being provided producing the desired results?*
- *What programs and services are necessary to enable incarcerated women to become responsible, productive citizens upon release from prison?*
- *What can be done to break the cycle of incarceration?*

Using these purposes, recommendations have been categorized to respond to each question. Recommendations and findings leading to the recommendation are listed in the following manner:

1. Factors Leading to Incarceration
2. Results of Programs and Services
3. Programs and Services Needed
4. Breaking the Cycle of Incarceration
5. Other Areas

1. Factors Leading to Incarceration

FINDING: The number of women being incarcerated is increasing at a rapid rate. The data indicate that the increase is associated with crime related to drug and alcohol use. Fifty-three percent of the women at MCIW have a drug/alcohol related arrest and 65 percent report they have been incarcerated previously for a drug or alcohol-related offense. The data clearly points to a relationship between drugs and incarceration.

RECOMMENDATION 1.1: Establish community-based addictions facilities that will deal with the addiction problem before it intensifies to a crime requiring incarceration. (*Prevention dollars cost less than \$18,000/year/person, the annual cost to incarcerate.*)

- Explore successful programs in other states and implement a Maryland model that addresses a lifestyle change. Unless a lifestyle change is incorporated into the program, the path to incarceration will not be stopped.
- Intensify and strengthen existing community-based services that have effective record of reducing drug and alcohol use of clients.
- Increase *mandatory* participation in programs. This will reduce drug and alcohol abuse/addiction and crimes associated with drug/alcohol abuse.
- Heavily target Baltimore City where the greatest number/percentage of women are being convicted of these drug-related crimes.

RECOMMENDATION 1.2: Intensify ongoing drug and alcohol treatment programs within MCIW. A six-week seminar is insufficient to change a lifestyle without a continuing program and follow-up services upon release from the institution. Drug and alcohol prevention needs to be continuous with regular reports of progress. Include cognitive decision-making and problem-

solving skills in the educational development program. These skills promote taking responsibility for one's action and a social conscience.

FINDING: Trends show that women who receive a court sentence receive a longer sentence for the same crime than men. National data also indicate that women have fewer programs available to them while incarcerated than their male counterparts.

State data indicate that on three of the four major reasons for incarceration of women (assault, drug offense, court violation, and larceny) the percentage of women sentenced for these reasons exceed the figures for incarcerated men (See Appendix A).

RECOMMENDATION 1.3: Review the court sentencing structure to ensure that women are not more harshly sentenced to prison for offenses than men.

2. Results of Programs and Services

FINDING: Incarcerated mothers are separated from their children. This has an adverse effect on the mother and her children. Many children do not have any contact with their mother while she is imprisoned. The personal and family development program provides quality visits, but the program is only 15-weeks. There is no ongoing support after the program is completed.

RECOMMENDATION 2.1: Intensify family support and parenting opportunities in prison for women with children. These services should be aligned with the current program that fosters a positive parent and child relationship and quality visitations. Even Start family literacy and The Barbara Bush Family Literacy Foundation would be excellent potential program and funding sources. MotherRead is a national model to explore that has been highly successful in North Carolina.

FINDING: Limited data are available to know the effect of programs provided to women while in prison and their respective impact on recidivism.

RECOMMENDATION 2.2: Provide follow-up with surveys and services to women after leaving the institution to determine their successes, what contributed to their success, areas of need, and gaps in service that could

be addressed prior to release or during transition to the community.

FINDING: All programs are not evaluated. Evaluation is dependent upon availability of funds to conduct a study or a graduate student's interest and/or availability.

RECOMMENDATION 2.3: Since all programs and services have not been evaluated, periodic evaluations to determine the effect and impact of these programs and services must be done. Coordination with graduate schools especially those programs with a women's studies program would produce interest in an evaluation.

FINDING: Cross agency solutions and collaborations are difficult to plan and find time to arrange. Funding categories, lines of authority, and implementation questions arise before solutions are sought. Totals and sub-totals of data submitted by different agencies are inconsistent and may not flow to an agency other than the one collecting the data. Much of the data provided had been hand calculated.

One data-collection solution is being implemented through a statewide, computerized database that reports inmate information across the entire system. Even though information is being collected systemwide, data are not separated into categories by gender for reporting. An example is The Repeat Offender Supervision Cycle data that reports total numbers.

RECOMMENDATION 2.4: Data should be accurately gathered and reported internally and to the public. Accuracy and consistency is needed for effective data-based management, for reporting results, and in building credibility.

RECOMMENDATION 2.5: All data should be reported separately by gender. Separating data by gender when reporting will increase quality of information and has the potential to provide data that will impact the quality of decisions and actions made by using the data. For example, The Repeat Offender Supervision Cycle data would probably give a different picture about recidivism, if data were separated by gender.

FINDING: A federal grant to Friends Research, Inc. created a therapeutic

community located on the grounds of MCIW, but the grant has ended. Approximately 100 women were served by this program at any given time.

RECOMMENDATION 2.6: Provide state funding to continue the *Friends Therapeutic Drug Treatment Program*. Results have been favorable and the services necessary. The federal funding cycle has ended and so has the much needed program services for women.

3. Programs and Services Needed

FINDING: Only 9 percent of children visit their mother while in prison and after giving birth to babies, the baby is placed in the care of a guardian.

RECOMMENDATION 3.1: Increase Family Services by providing transportation for children to visit their mothers, especially if children live in outlying geographic areas for which travel to the facility is 2 or more hours.

RECOMMENDATION 3.2: Require parenting education and include HIV prevention as part of parenting education. Inform women about the impact of HIV on the total family. Emphasize that all behaviors, especially sexual habits, impact the family and children.

FINDING: There are limited *Work Release and Pre-Release Opportunities* for women (Focus Group, 1999). Opportunities that do exist are in Baltimore only. These opportunities are producing positive results.

RECOMMENDATION 3.3: Extend availability of work release and pre-release locations to women outside of Baltimore City. The City may have a high number of employment opportunities, but it also has greater availability of conditions similar to those that lead to incarceration. Marian House was cited as an example by the focus group of a facility that is helpful to them. The women stated they would like to have similar facilities available in locations outside of Baltimore City.

FINDING: Educational services benefit the parent, impact the family, and serve as a means of securing jobs after incarceration. Focus group women asked for more educational opportunities since there is a waiting list. Missing in the education

program is computer literacy for all women and apprenticeship programs.

RECOMMENDATION 3.4: Education should provide computer literacy instruction to all inmates. The content should include the use of computer applications and the Internet so that upon release from prison, women will not be caught on the wrong side of the Digital Divide. Knowledge of computers and their use will provide access to valuable information and increase job skills.

RECOMMENDATION 3.5: Programs that are currently being offered, such as education and Prison-to-Work services are providing excellent assistance for those who are able to access program services. A waiting list to access education indicates there is interest and need for expanded opportunities. These are valuable services that translate to a reduction in recidivism.

Even though more teachers increase expenses in prisons, the long-term costs diminish from reduced recidivism from greater opportunities for employment after the prison sentence is served in 3 to 5 years (for the bulk of the population). The cost of one contracted teacher is \$50,000. *This amount is absorbed by the cost savings from one inmate not coming back into the system for another three-year sentence.*

RECOMMENDATION 3.6: Enhance non-traditional vocational and technical training opportunities for women in prison using the Computer Repair program as a prototype.

RECOMMENDATION 3.7: Expand the college program beyond two-year degree opportunities. A complete four-year degree program option and College of the Air opportunities should be instituted and expanded.

RECOMMENDATION 3.8: Link with the Department of Labor or labor unions to institute apprenticeship programs. Skills gained from involvement in apprenticeships will increase employment opportunities for released inmates.

RECOMMENDATION 3.9: Ensure that all women in prison are provided economic literacy education including financial planning and information about personal savings,

investing, credit ratings, and budgeting before being released.

FINDING: Since the State Use Industries building has been condemned, make-shift arrangements have caused the suspension of at least one program, Telemarketing leaving only three SUI opportunities for women.

RECOMMENDATION 3.10: Re-institute the Telemarketing program or a like opportunity for women.

FINDING: Religious opportunities are delivered by the Chaplain and volunteers from the community. When religious or creative outlets are provided for inmates, it provides positive channels of communication and involvement. There is a choir and dance program.

RECOMMENDATION 3.11: Institute opportunities for art expression through the use of volunteers. This will not add costs to the program, but will increase services and provide a therapeutic creative outlet to express inner feelings.

FINDING: There are limited civic and other organizational opportunities in the institution.

RECOMMENDATION 3.12: Because civic and other organizational opportunities require giving of oneself in the service to others, an expansion of organizational opportunities is recommended. This can be done by partnering with community-based women's and civic organizations, such as Business and Professional Women, Jaycees, Rotary, and Toastmasters.

RECOMMENDATION 3.13: Partner with outside organizations, such as Salvation Army and Goodwill Industries, to allow inmates to work on community service projects. These projects could take the form of toy repair, doll clothes mending, cleaning old toys, etc. These partnerships provide a valuable service for others and bring positive recognition to the inmates for their service.

4. Breaking the Cycle of Incarceration

FINDING: Nearly half of the women in prison (46 percent) had been previously sentenced to incarceration or probation two or more times.

RECOMMENDATION 4.1: While prevention is the best solution, provide intense support and

education to women during their first incarceration to prevent recidivism. Cluster first time offenders in tiers with specialized programs targeted to deter repeat offenses.

RECOMMENDATION 4.2: MCIW should partner with the Department of Vocational Rehabilitation to create a career plan for women returning to the community including job placement.

RECOMMENDATION 4.3: Target specific assistance to children of incarcerated mothers. National research shows that children of incarcerated parents are more likely to become incarcerated themselves. The Department of Human Resources in partnership with MCIW social workers must coordinate counseling and other support services for these children while their mother is incarcerated. This service is a must if the cycle of incarceration is to be broken into the next generation.

FINDING: Decreasing recidivism is partially based on effective transitioning to the community and the provision for education and skill development while in prison. The Computer Repair program is an ideal training program and serves as an excellent prototype.

RECOMMENDATION 4.4: Since transitioning to the community is an important element of community adjustment, expand transitional and aftercare services to all inmates. More fully develop the transitional program services to the community. The Prison-to-Work program is one positive step, but more is needed. Ensure that funding is continued for this program when federal dollars end.

5. Other Areas

FINDING: Several special Women's Program Initiatives have been identified for implementation. The new Assistant Commissioner has been given the responsibility of moving the women's agenda forward for the Commissioner of Corrections. The Facilities Five-Year Plan is linked with the Women's Program Agenda Initiatives. New buildings for SUI, housing, and dining are not scheduled for completion until later years in the five-year plan.

RECOMMENDATION 5.1: Push the implementation schedule forward. Fiscal Year 2003 is too far into the future for implementation of Agenda initiatives for

programs and services that are needed today. As these initiatives are being implemented, gather data, and report results.

RECOMMENDATION 5.2: Alleviate overcrowded facilities with portable buildings until the dining and housing buildings are constructed.

FINDING: Dining facilities are limited, making scheduling meals a major consideration during the day. Meal service has become the principal focus in the design of all programs.

RECOMMENDATION 5.3: Schedule around mealtime-programming dilemma by expanding programming into non-traditional hours of operation, such as late evening and night.

RECOMMENDATION 5.4: Another way to increase time for programs is to seek alternative feeding arrangements, such as meal service delivered to the program location much like a hospital takes meals to the patient.

FINDING: The State Use Industries building has been condemned. A new building is not scheduled to be completed until FY 2003.

RECOMMENDATION 5.5: Bring portable facilities onto the campus to house SUI until the new building is completed.

Conclusion

Prevention of problems leading to incarceration is more effective than dealing with a problem after it has occurred. Data of incarcerated women show who the at-risk populations are and where they reside.

Intensifying services to the pre-incarcerated population and families of incarcerated individuals will serve as a deterrent and impact the present upward trend and spiral of repeated incarceration. The result would be an overall decrease in the current incarcerated population and long-term decline in the trend line for future incarcerations.

A cycle of incarceration is noted by national studies and documented at the state level. Steps to break this cycle of incarceration will require:

- Intensive services to incarcerated women while in prison.
- Aftercare for women upon release.
- Counseling and support to children of incarcerated women.
- Additional positive interaction time between incarcerated mothers and their children.
- Programs for women on probation for alcohol or drug related offenses to decrease their chances for escalation to incarceration.
- Support to battered and abused women.
- Education to undereducated women.
- Multi-agency coordination
- Cognitive problem-solving skills and strategies that will promote taking responsibility for their actions toward themselves and others.

Future Studies

The Maryland Commission for Women will publish two reports per decade: a status report on incarcerated women and a mid-decade follow-up study. These two reports will communicate vital information to policymakers for their use in planning and funding prison programs regarding women. The documents will also inform the general public.

In the interim, MCW will maintain contact with the prison system regarding progress in implementing the recommendations made in this report. MCW is willing to assist state officials and policymakers to implement recommendations in this report.

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Appendix A

Offense Distribution on Selected Categories* by Gender					
Institution	Assault	Court Violation	Drug Abuse	Larceny	TOTAL
ECI	376	399	470	172	3057
MPEN	87	194	195	112	957
MTSC	40	134	109	63	442
MCAC	39	8	7	8	253
MRDCC	63	184	161	84	772
MCIJ	118	138	146	46	1144
MCI H	189	285	216	94	1834
MCTC	355	549	407	220	2921
ROXB	212	263	221	88	1907
BBCF	60	183	108	51	641
JPRU	75	89	74	39	554
CLPRU	60	111	63	40	492
BCCC	53	136	82	45	496
TOTAL MEN	1727	2573	2259	1062	15,470
WCIW Women	50	217	155	129	798

Percentage
Comparison of
Men
Women

11%
6%

2%
27%

15%
19%

7%
16%

Women's
Percentage
Exceeds
Men

No

Yes

Yes

Yes

* These categories represent the major reasons for incarceration of women.