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Report**

**BRIDGING THE GAP:  
PROGRAMS AND SERVICES TO  
FACILITATE CONTACT BETWEEN  
INMATE PARENTS AND THEIR  
CHILDREN /**

**NO. 1990-2**

**by Karen Lee Cannings**

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FACILITATE CONTACT BETWEEN  
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CHILDREN /**

NO. 1990-2

by Karen Lee Cannings  
Corrections Branch,  
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The opinions expressed in this report are those of the author and do not necessarily reflect the views or policies of the Ministry.

This document is available in French. Ce document de travail est disponible en français.

MINISTRY OF SUPPLY & SERVICES  
1990  
Cat. No. JS4-2/1990-2E  
ISBN 0-662-17653-7

Ministry of Supply & Services Canada 1990  
Cat. No. JS4-2/1990-2E  
ISBN 0-662-17653-7

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BRIDGING THE GAP - PROGRAMS AND SERVICES TO FACILITATE  
CONTACT BETWEEN INMATE PARENTS AND THEIR CHILDREN

[When Leo Buscaglia] asked his five year old niece, 'What is a bridge?' [s]he thought for a long time and then she said this: 'A bridge is when the ground falls out under you, and you have to build something to connect the cracks.' (L. Buscaglia, "Living, Loving and Learning", p. 113)

I: INTRODUCTION

SURVEY HISTORY AND ACKNOWLEDGEMENTS

When the Ministry of the Solicitor General of Canada took a historical first step by establishing in 1985 its own program of research devoted exclusively to the female offender, one of the first questions to be addressed was, "What research do practitioners, policy makers, female inmates, and concerned citizens believe needs to be done?" Immediately identified as a priority were accused and convicted mothers and their children, particularly situations that involved incarceration of the parent.

In the brief interval since then, a number of steps have been taken to address this need. Some of the results have already been published. For example, to stimulate even broader interest and attention, Linda MacLeod was engaged to prepare a state of the art report based on a review of the literature and consultations with pertinent Canadians. Her popular "Sentenced to Separation: An Exploration of the Needs and Problems of Mothers who are Offenders and their Children" was released in 1986. In 1987, Lee Axon reported the results of her contracted international survey to which 300 governmental ministries and authorities in over 30 countries outside North America contributed. As illustrated by the extract appearing in Appendix B, (which may be of particular interest to criminal justice advocates, legislators and policy makers), it, too, captured attention given to imprisoned mothers and their offsprings. In addition, at the American Correctional Association's annual conference in November 1987, along with Julie Jarvis, the author presented a quick overview of some preliminary observations about major trends being identified in the responses being received to the survey that will be the focus of this report. Such steps further fuelled the numerous and increasing number of enquiries about programs and services to facilitate contact between inmate parents and their children. Thus phone calls and letters provided further avenues by which the growing knowledge could be shared en route.

This report focuses on a subset of responses to a two pronged, two phased survey that took place between 1986 and 1988. The enquiry centered on programs and services to facilitate

contact between inmate parents and their children. In keeping with the program of research from which it emanated, one objective was to learn about those available to incarcerated Canadian women and their children. In addition, however, given the dearth of pertinent literature on programs and services, the keen interest in the subject (stimulated in part by initial efforts) inevitably led to a host of additional questions. Thus, attention broadened to encompass initiatives throughout North America and imprisoned fathers. This demand for information found expression in three sets of multi-itemed questionnaires, augmented by personal and phone interviews, directed to correctional institutions and community organizations throughout North America.

Although initially it was hoped to present all the survey results in one report, the volume of material, which continues to grow, precluded this. For example, the answers to a 12 page questionnaire, addressed to Canadian and American correctional facilities in 1986, warrants individual attention. The need for more than one report was also reinforced by other considerations such as the necessary resource limitations, the heavy and growing demand for information, and the type of response that can be given to fat reports by busy people. Consequently, this particular manuscript presents a subset of the information gleaned to date.

The project to be discussed emanated from a research unit within the Secretariat of the Ministry of the Solicitor General of Canada (MSG). This federal department headquartered in Ottawa, Ontario has offices and correctional facilities across the nation. In addition to its Secretariat, the Ministry is composed of four agencies; the Correctional Service of Canada, the Royal Canadian Mounted Police, the National Parole Board, and the Canadian Security Intelligence Service. In fulfilling its mandate, it works in cooperation and conjunction with a number of other federal departments; provincial authorities and members of the public and community organizations.

During the course of the reported survey, some re-organization resulted from clarification of the mandates and responsibilities of the MSG and the Department of Justice. Pertinent to the evolution of events encompassed by this report, the MSG retained its traditional jurisdiction with respect to federal female inmates, however, the Department of Justice assumed the lead role with respect to national initiatives pertaining to women who do or might come to the attention of the criminal justice system. As indicated by this bird's eye view, and a point that will be reinforced as the discussion moves on, those interested in the programs and services covered in this report will be faced by a kaleidoscope of individuals and groups with their own distinct and/or shared mandates and assumed or ascribed roles. It is within the ebb and flow of their

histories, that the developments reported here continue to unfold.

The history of the survey mirrored many aspects of those told by contributors. In short, while it had its steady succession of ups and downs, moments of exhilaration and despair, steps of seemingly interminable length and unanticipated detours, the road was paved by the optimistic hope that the results would further the objective and those who helped to define it. Thus, despite differences in specific objectives, considerable empathy was felt between the members of the survey team and participants and this led to a slight deviation from convention.

Rather than separating the acknowledgements from the text (which often means that they are not read), they form an intimate part of the project history. It must be admitted, however, that initially some reviewers balked at this 'personal touch' and some still frown on, or have reservations about, this break from tradition. For those who do not intuitively appreciate the reason behind this departure, it is hoped that upon completion of this report the need will be self evident -- but, failing this, that there will at least be a better understanding of the personal initiative and effort that inevitably provides the basis for each and every parent-child endeavour.

The spark for this undertaking was ignited by Kim Badovinac. This tiny dynamo of unflagging energy was at her own request assigned through the Ministry's fledgling Research Intern Program to the above noted program of research. Despite the other demands on her time, her own keen interest and recognition of the importance attached to the topic by so many others, led her to explore the available literature on her own time. From her readings she began to develop a set of questions that could elicit key information about pertinent programs. Upon sharing her work with her supervisor, (the author) she was encouraged to formalize her efforts and, as a result, questionnaires (one for correctional institutions and another for community organizations) were developed, tentative mailing lists were compiled and the first steps towards summarizing published program descriptions were undertaken.

Not wishing to see an abatement of such enthusiastic efforts, the author, who was scheduled to be out of the office for a month during the crucial finalization period, made arrangements with Robert B. Cormier to oversee developments during her absence. This entailed reviewing the final questionnaires to ensure that they met exacting research standards and supervising their dissemination under a covering letter to be signed by him. With these steps taken, it could be anticipated that soon after returning to the office, the initial responses would be coming in. What they unleashed, however, was a series of ever unfolding events that to this day continue to

consume an increasing importance. Although at the dawn of these developments, Kim's marriage and move west, deprived the initiative of her energy and talents, no one subsequently involved with it has forgotten her contribution.

Initially, potential survey participants were identified through the just mentioned literature search, supplemented by those suggested through personal contacts. The first set of questionnaires, accompanied when possible by program summaries developed on the basis of available literature, was distributed in mid to late February 1986.

Like a chain letter, the disseminated questionnaires transcended the original mailing list. Enthusiastic recipients not only identified other potential respondents, a number took it upon themselves to forward copies to other people, who in turn repeated the process. The net result of all this activity was that to the dismay of those who love neat statistics, but to the joy and overall benefit of those concerned with reaching the desired objective, the list of intended and actual recipients did not coincide.

The response, to say the least, was encouraging. Aside from the high percentage who replied (e.g., in both countries, over 80% of those who were sent the questionnaire for correctional institutions), during the six months ensuing their distribution the office was swamped by long distance calls, letters and packages of supplementary material. The only unfortunate side effect of the deep interest in the topic was that the volume and the nature of responses quickly outstripped the resources available.

Fortunately, stopgaps were provided through appeals to the Ministry's Research Intern Program (RIP) and the federally sponsored Career Oriented Summer Employment Program (COSEP). The name of the latter indicates its parameters and the former operates in cooperation with local universities to advance research efforts while at the same time giving students the chance to gain practical experience under the supervision of experienced researchers. Via RIP, two criminology students volunteered for assignments within the program of research devoted to the female offender and through the latter, a young woman going on to study law turned her attention to furthering the survey efforts during the break in her academic studies.

Each faced the need to bring order to the avalanche of responses to the initial questionnaires. With the time available to her, Jodi Souka took on the task of attempting to tabulate some of the results of the lengthy questionnaires directed to correctional facilities. She was aided, when other assignments allowed, by Janet Hayes. In addition to the RIP tasks they undertook for others, both contributed to the program of research

devoted to the female offender and this survey. Despite the necessary limits on her time, the COSEP student, Colette Dubois, made inroads by taking "the first crack" at efforts to synthesize information from searches of the literature with questionnaire results. By the end of June, sufficient order had been established to allow follow up letters to be sent to those from whom responses had not yet been received.

The volume of information and the demand for it did not lessen with the impending and eventual departure of the students; they increased! Fortunately, through a lead suggested by the Ministry's Head Librarian, Heather Moore, it became possible to attract more eager students. Through the Futures initiative of the Ontario government invaluable assistance was proffered. This program allows young people, generally just out of high school, to gain work skills and experience that are continually monitored, supervised and evaluated so that their employment potential is enhanced. Not only was the project at hand advanced by the candidates sent for consideration, the generosity displayed in allowing one of them an extra term to develop further skills through continued participation permitted the possibility of its extension.

During their three month terms, the two university students provided by the Futures initiative worked diligently toward the objectives by familiarizing themselves with the material at hand and mastering new work skills so that they could each make their own contribution toward the objective. Prior to her departure, Michelle Crawford (who like Kim Badinovac also married and moved west) advanced the overall goals by a number of insightful observations. Julie Jarvis stepped into Collete Dubuois' shoes and through much hard work and heartedly encouraged initiative quickly assumed considerable responsibility for program and service descriptions.

As already hinted, as headway was being made in bringing order to the incoming information, the need for a second phase to the project grew more apparent. Mushrooming from the response to the initial enquiries was a growing list of questions. In other words, respondents were not only generous in contributing information, they were equally prolific in drawing attention to gaps in it. It was recognized that while answers to many would have to await future research, with luck, something might be done to respond, at least in part, to the pronounced appetite for detailed program and service descriptions. With a sense of *deja vu*, this desire strengthened as the days remaining in the students' terms dwindled.

Encouragement, however, was found in the maxim that was being communicated by many experienced people who were participating in the survey: "Where there is a will, there is a way". By close attention to student and employment incentive

programs, it became possible to advance the effort by re-engaging Julie Jarvis within a variety of contexts. Also an ebb in the research program to be devoted to the female offender led fortuitously to heighten attention to the project devoted to programs and services to facilitate contact between inmate parents and their children and the opportunity for the author to devote an increasing amount of time to it. Thus, the heavy and generous response of survey participants to the initial set of questionnaires was both the springboard and the source of inspiration that bolstered efforts to respond to the need for even more detailed program descriptions.

Consequently, as 1987 opened it became possible to take the first steps toward the second phase of the survey. Guided by questions raised about every conceivable aspect of pertinent programs and services, it was possible to identify gaps and ambiguities and the most likely fruitful sources of further information to address them. Thus, while incoming information was being summarized, highly detailed, lengthy and personalized questionnaires were being developed for a number of programs identified by the initial respondents. By the end of June 1987 the first of the individualized questionnaires was sent out. Julie Jarvis assumed primary responsibility for following through on these and by the close of the year, a host of very busy people had responded by telephone, correspondence and/or personal interviews to detailed enquiries developed on the basis of what had already been learned about the programs or services with which they were, or had been, associated.

The generosity reflected in the responses to the first set of questionnaires multiplied during the second phase. The length of the list of questions addressed to them gives a small indication of the demands placed upon them and the contribution they made. For example, those involved with the program and services at the Bayview Correctional Facility faced 28 pages of pointed and open ended questions. Given how much time and effort was asked of participants at this stage, there is simply no way to express adequately the thanks owed.

By 1988, a wealth of information had been accumulated and the inevitable pressure to ensure that it was synthesized and written up for dissemination became the number one priority. The April 24-27, 1988 First National [U.S.] Conference on the Family and Corrections (attended, and contributed to, by a number of survey participants) provided the arbitrarily set "cut off" for rounding out information on those programs already selected for inclusion in the report and, coincidentally, brought to a close the invaluable assistance given by J. Jarvis.

Within the short span of 18 months, her enthusiastic pursuit of unpublished facts made her the acknowledged local expert on programs and services. Particularly as a result of her

personal communiques with a number of survey participants during the second phase of the study, her 'memory bank' became an invaluable and treasured source of information upon which a necessarily heavy reliance was placed. Moreover, the one time promising student had by this time become a valued colleague. Her departure, especially as the "light at the end of the tunnel" was being envisaged, was deeply felt. Bereft of her good natured, experienced involvement, not only made the mountain of work ahead seem higher, the trail was decidedly lonelier.

The incremental advancements made in the reported survey cannot be traced solely to the cited students' diligent efforts to acquire within a very short period, working knowledge of the subject, methodology and/or machines utilized; most assuredly, the outcome would have suffered if each had not made a personal commitment toward ensuring the success of an objective that required their combined efforts. One recognizes, of course, that any project such as this, which relies so heavily on short term placements, will necessarily entail a sense of loss at different points as those who share the load move on. Knowing this does not lessen the feeling, however, as each willing worker leaves. Thus, while each student inevitably left to take on new challenges, in addition to the appreciation and thanks expressed here, it is hoped that each was as enriched by the project as it was by their involvement.

It was, however, the heavy and generous support and encouragement provided by survey respondents that provided the backbone of this initiative. I feel particularly fortunate to have had the opportunity to write up results that reflect so well on so many. Not only did their experiences and insights further the project at hand, each of the developments with which they are, will be, or had been, associated revealed efforts by many others to ameliorate circumstances. By sharing their personal knowledge, they made a valued contribution that one hopes will rebound favourably upon the attainment of objectives to which they all strive.

Although it would be a privilege to credit publicly each and every participant, for a number of reasons this is not possible. For example, it may not be in the best interest of their future endeavours to identify current or former inmates who made contributions to this survey or specific projects. (This parameter was set before it was learned that some, such as the creative force behind MILK, Safiya Bukhari, are willing to make their personal histories known in order to advance parent-child initiatives.) In addition, it was not always possible to know who had worked toward one or more of these two ends. Illustrative of this feature were those situations in which memories and records of project histories had faded or been lost and questionnaires that were completed by a number of unnamed correctional staff members who each addressed those questions

pertaining to their own area of responsibility. Moreover, research ethics and a variety of regulations governing the conduct of many participants inhibit or prohibit personal identification. While this particular report does not encompass the contributions made by all the people who helped to advance the survey effort, it is fitting that everyone be recognized at this time. Thus, although acknowledgment of participants is confined to the global listings provided in Appendix A, those who were involved know the role they played and each and everyone may be justifiably proud.

The "List of Cited References" provides another indication of the assistance received in the course of this project. First, it reflects the fact that, as with most research efforts, this one, too, owes much to those who preceded. It was good fortune indeed, that a number of the authors and those involved with such initiatives as Prison MATCH and the Family Corrections Network, which strive to make pertinent information more readily known and available, were also survey participants. The inclusion of so many articles that may be relatively difficult to obtain allows attention to be drawn to the invaluable help given by the Ministry's library staff, particularly Sandy Williamson (who has since taken a research position elsewhere within the Ministry), Sylvia Eastman, Noella Morvan, Padma Krishnamurthi, and their supervisor, Heather Moore. With great patience, they responded to a steady stream of requests and took the initiative in identifying and obtaining other relevant materials. While a comprehensive bibliography of all the documents consulted in the course of the total project will not be produced at this time, the subset given in the "List of Cited References" indicates the number of people to whom appreciation is owed for their efforts and time in producing and/or disseminating written materials.

Despite all the assistance en route, the final write up of programs and service descriptions was a project in itself. In part, this was dictated by the characteristics of the undertaking. The temporary imbalances between the available resources and information helped to ensure the steady dominance of facts awaiting appropriate attention. Moreover, a certain unevenness of results can be expected with repeated turnovers of personnel, especially if the provision of educational experiences is an integral component of the project. Even with such measures as on-the-job training, supervision and earnest attempts to delineate appropriate tasks that can be completed during short periods of time; trial and error and some misadventures are part and parcel of learning. For example, the recording of data, the tabulation of statistics, the 'inputting' of information by a person inexperienced with the computer and its language, or any other job where one's initial knowledge may not coincide with the task at hand, could, and did, lead to outcomes that required subsequent, often very time-consuming, efforts to remedy. Add to all this the diversity of methods and people involved in :

gathering information and the variety of sources, perspectives and timeframes of those contributing to it and one can readily see a number of features that worked, independently or in combination, to ensure the need for a concerted effort to bring everything together at one point. Thus, building on the work already done, large chunks of on and off duty hours were happily devoted throughout 1988 to this task.

It also goes without saying that no matter how much time and effort are poured into such work it never proceeds fast enough. One longs for a magic wand that will record, collate, analyze, synthesize, verify, write up, and proofread in the twinkle of an eye. One might even settle for the energy of youth; a photographic memory; the brilliance of admired authors; and trained coordinated fingers that have the appropriate command of computer keyboards. Unfortunately, such was not the case. The computer, for example, responded in a decidedly unempathetic and cranky fashion to the ten thumbs that were forever flaying away at it, so re-inputting and unending proofreading and correction were essential parts of the process. On a more positive note, there were plenty of opportunities to develop the virtue of patience and a rich sense of humour. All the turmoil and frustration began to pale, however, with the excitement of seeing each page of the final report make its appearance - albeit on the back of a turtle. Thus, a special thank-you is extended to those who despite their own keenness for written information expressed empathy, encouragement and support; especially to those of you who did so in a way that helped to advance this phase of the survey.

Although it is probably apparent from the context, I hasten to emphasize at this juncture that such observations as those in the last two paragraphs in no way attribute problem areas to personal or organizational shortcomings. Rather they are the author's attempt to emulate survey participants whose open and frank discussion of both setbacks and advances made it possible to recognize that few, if any, initiatives are without challenges. While the tasks and objectives varied, many of the identified stumbling blocks (e.g. turnover of staff, personnel, volunteers; human and physical resource limitations) that can cause frustration and moments of disillusionment were relatively universal. What is, perhaps, most dispiriting, however, is not the obstacles to be overcome, but not knowing, or not having a realistic appreciation of, what one is getting into before one sets off. It takes courage to admit when things may go awry or may not pan out as desired. Thus, a healthy respect for the type of honest assessment necessary for effective planning and advancement is mutually advantageous to the message sender and recipient and it deserves encouragement. So by reference to survey efforts, this common bond, which was one factor in reinforcing the empathetic ties between survey participants and

those struggling to capture their experiences on paper, is acknowledged.

The final stage of the process was to submit the report to reviewers who it was agreed would remain anonymous. Double-checking the details and filling in identified gaps and ambiguities were not the objectives of this step. Not only are the few people with detailed knowledge of programs extremely busy but it was not practical to send the final text to each contributor for verification. Nor, despite their mandates to identify possibly correctable areas of confusion, were they expected to play the role of editor by attending to limitations in the author's stilted writing style. (Others can take up this challenge at a later date as they help to share and extend the survey results.) What was desired was a 'test audience' whose members might assess from a variety of perspectives whether the report met the intention of responding to the desire and need for program and service descriptions. Thus, representatives from the various contributing groups (e.g. correctional staff, inmates, members of community organizations, and those concerned with finding and making pertinent information available) were sought. Each volunteer had personal, albeit highly diverse, experience with programs and services to facilitate contact between inmate parents and their children. Guided by their advice, making modifications to the text (that were feasible within a highly abbreviated period of time) was the last step taken. To each of these individuals, who took time out of his or her busy schedules to catapult this report over the last hurdle, goes a large thank-you. While it may not have been possible to reflect fully their suggestions for improvement here, their advice will be borne in mind and, as appropriate, shared as opportunities arise.

The next steps rest with the readers. Each of you has the potential to further the fine efforts reflected in this report. The content lends itself to extension in a wide variety of forums and only you can assess the utility of this report and the degree to which it may advance the attainment of desired objectives. Your ideas and suggestions for augmenting and improving the work done to date are highly welcomed, as is news about research, program, policy, and/or legislative considerations or action that may arise. To the degree possible, your views, ideas and information will be shared with others. In the spirit of all those who have made this survey and report possible, it is hoped that each and every initiative will soon become merely early stepping stones en route to increased knowledge, understanding and appropriate action.

INTRODUCTION TO PROGRAM AND SERVICE DESCRIPTIONS

The raison d'etre of this report is to share information from those who have experience in the conceptualization, implementation and operation of programs and/or services that facilitate contact between inmate parents and their children. From the outset all those involved in the identification of the need for this survey and its undertaking desired release from a common context. By serving as a perceived barrier or impediment to advancement, the lack of readily available information about pertinent developments created a less than ideal situation in which to proceed.

As an alternative they envisaged multiple, readily accessible routes of communication that would support and encourage people who shared common or related goals and that would allow timely sharing of pertinent information. This, they hoped, would:

- permit identification of means and like-minded groups in order to eliminate or reduce unnecessary duplication of effort, inappropriate use of resources, and /or inadvertent false or unproductive steps;
- provide sufficient elaboration of implemented programs and services to allow their replication, albeit, as necessary, with appropriate modifications; and
- promote fresh ideas, insights and approaches that might motivate others to pursue the same, similar or related objectives and that might maximize the positive potential of their own thinking and projects.

In short, many hopes are pinned on learning about what others have done, are in the process of doing, or plan to do.

Faced with the dearth of pertinent publications or difficulties in accessing those that exist, a number of local and national initiatives have been prefaced by independent efforts to seek out the desired information through personal correspondence, questionnaires, telephone calls, and visits. In these and subsequent information gathering exercises, the critical element was not similarity of circumstances and/or needs; why, when or where relevant projects took place; or whether they panned out. What has always been of primary concern is what can be gleaned from others' experience.

This report is one step in the direction of responding to this pronounced need. Alone it may do nothing more than further whet this huge appetite. However, combined with those taken and being taken by others and additional suggestions noted in the

upcoming discussion, the potential feast should slake many who at this moment may feel poorly fed or close to starvation.

In a sense participants wrote this book. All the details were furnished by those with some familiarity with a given program, most often those currently running it. No 'on site' visits were made and while research and evaluations reported by participants or identified during literature searches may be noted, there were no survey-associated efforts to assess empirical work or the programs to which they related. Commentary by survey contributors and materials they forwarded are the primary source of unreferenced quotations. Occasionally published materials augment a write up, in which case citations are provided. Thus, while errors in presenting the information received rest at this end, the credit for its abundance clearly belongs to survey participants.

### Criteria that Guided Selection

Given the demand for information, it would be ideal if all the information received on each and every identified development could be shared at this moment. This would not, however, be realistic and, thus, some attention should be given here to the reasons behind the choices made. As outlined below, the desire to indicate the diversity of approaches and to show the range of experiences guided selection of which programs to be encompassed by this report. The overriding determinant was, nevertheless, the availability of information.

#### (a) availability of information

The selection of programs and services was primarily determined by the amount, quality and nature of information received. This was influenced by a variety of factors, a number of which interacted in a negative fashion. For example, the state of the art at the time that the project commenced, combined with the methodology used, meant that some initiatives were not encompassed. Others, although captured by the survey, could not be included because there was insufficient information to warrant a write up at this time. Although, to indicate variations on a theme, a number of similar programs modelled after a particular one, or which followed the same general approach, are included, not all programs and services identified are written up in this report. For example, at a number of institutions, regular visiting hours are augmented by one or more Family Days. This avenue was covered by selecting those in which special emphasis is given to this route and/or about which the greatest amount of information was received. Thus, the concerted effort during the second phase of the survey to obtain more information about some of the programs identified by initial respondents, had considerable bearing on those chosen for inclusion.

(b) diversity of approach

Aside from the amount and completeness of the data, the desire to present the widest possible range of experience served as a guide in determining which programs to encompass in this report. It must be borne in mind, however, that such diversity is partially due to the substantial differences in circumstances. As most readers will undoubtedly recognize, a program developed to meet the needs of a short term, minimum security inmates within an institution located in an urban setting may not address those of long term, maximum security prisoners in a rural correctional facility. A service designed for children in one locale may not be appropriate or feasible in another setting. The reader is, therefore, duly cautioned to use prudence in selecting those program features which appear to have the highest potential for adoption or adaption, especially given the advice received from contributors that one's first priority should be a determination of one's own local needs and resources.

(c) range of experiences

To ensure that the write ups reflect reality, programs that did not pan out and those that, for better or worse, took a different direction than originally envisaged were not overlooked. To the credit of survey participants, they were as keen to identify problems that they had run into as they were to discuss those aspects that they considered successful. One of the fortunate results of this is that readers will have the opportunity to look at programs that were tried and cancelled; that were attempted, terminated and then restarted in a modified form; and that began modestly, including some which are now multifaceted and still evolving.

For those perturbed by less than ideal depictions of personal efforts or those of institutions or organizations with which they may be associated or feel an affiliation, and for those who may shy away from public knowledge and deliberation of contentious issues or faults perceived by others, a word about the nature of the observations received may be comforting. None about how a given initiative might have fallen short of a desired mark or might be improved was communicated in a fashion that reflected poorly on others. While the volume of commentary received from Canadian and American respondents varied considerably (perhaps due to program and cultural differences and the nature of ties with the MSG) all responses, written and verbal, from both countries were characterized by extreme politeness and the decorum of diplomats. Although it goes beyond the data available, it appears probable that the vast majority of developments encompassed by this report took place in contexts that shared this feature. Thus, while tensions were not foreign to participants (and, in fact, are almost inevitable when people with varying perspectives, mandates, resources, ascribed and

assumed roles, and specific and ultimate goals are involved) observations on the reasons for them and their resolution were made in a constructive fashion and this report follows suit.

There is, regrettably, one aspect that cannot be adequately conveyed. Unfortunately, as interesting as program details are, as written they take on a dry and dusty air because they do not reveal the sentiments of those involved. When participants described their programs they revealed a host of complex emotions - their pride and humility; their sense of achievement, frustration and disappointment; and/or their feelings of disillusionment or the urgency and importance of their work. These were filtered out as efforts were made to capture the details of each program.

To the degree that one believes that feelings should not be part of a research report, the loss is a desired feature. On the other hand, it must be acknowledged that a diverse range of emotions do come into play when one is working in the areas discussed in this report. To neglect powerful sources of action or non-action is to remove consideration of an important element of legislative, policy, program, and personal development. While some feelings may be detectable in the quotations chosen, they hardly approach the full range that may readily be anticipated by those concerned with the subject matter at hand.

As implied above, but perhaps a point that should be made explicitly, entries were not selected because they served some a priori or subsequently developed notion of the ideal. The motivation, objective, type, size, date, or outcome of the initiatives identified were of no import; each was greeted equally with a high degree of interest and respect. There were no established definitions or parameters regarding what comprised programs and services generally or those specific to the facilitation of contact between inmate parents and their children. This is reflected in the wide range of programs and services identified by respondents. Indeed, it was fortunate that limits were not set at this stage because participants revealed considerably different opinions about what, from their perspectives, should be encompassed or excluded.

Of particular importance here is the fact that participants were not restricted in their choices by the objectives of their own projects; the need to offer support that a given approach did, in fact, facilitate contact; or definitions of key words such as mother, child or family. This meant, for example, that they could draw attention to pertinent activities that were not (at least initially) undertaken with the intention of facilitating contact and they could discuss projects about which they, personally, may have some doubts or qualms with respect to their ability and values vis-a-vis facilitation goals.

The foregoing does not mean, however, that perceptions of the scope of the study (that is, what constituted a program or service to facilitate contact between an inmate parent and their children) did not exercise an influence. For example, efforts directed toward the family unit as a whole were seen by many respondents as falling within the survey. So, too, were measures that were not directed specifically at facilitating contact per se but at influencing its nature and quality when it occurred. Whether contact was imminent or not, it was recognized that such steps as programs and services to enhance parents' ability to understand, communicate and provide for their children might indirectly influence facilitation. Such views were not universal however. Some were perturbed by the perceived specificity of the survey topic but, in sharp contrast to them, some drew such tight lines around their definitions that they excluded mention of such developments as their regular visitation policies, programs, and practices; nursery arrangements within correctional facilities; family visiting units; programs for male prisoners; and projects within their surroundings that they did not see as their own. Fortunately, the wealth of information received from a variety of sources helped to offset this latter situation and allowed for further enquiries to attempt to elicit details about programs or services that were outside the original respondent's perception of the task at hand.

#### Some Gaps

Despite the best efforts of everyone involved, this report is but a potential stepping stone. As indicated below, there is much more work to be done in order to satisfy the need for facts.

##### (a) partial information

The information presented is necessarily partial. In addition to factors already noted, one must take into account other features of the encompassed process and circumstances. For example, each project entails people with different perspectives and consequently, their perceptions of critical events may vary from the outset. As time passes and contact with those most directly involved is lost, it becomes even more difficult to produce a history that would match all memories. In addition, many of those who are in the best position to supply detailed information based on personal experience, find themselves in situations in which it is difficult to do so. For example, the priority of service delivery needs may exhaust their available time and energy. Moreover, familiarity with one's own routines, geography and terminology may naturally lead to a tendency to overlook, or neglect to report, the type of details that may be critical for others who would like to learn from one's experiences or who would like to attempt to replicate one's efforts. In other words, what may be perceived as 'common knowledge' by those intimately involved may lead to a host of

questions by those unaware of the local context. Lastly, a feature that was noted and deeply regretted by a number of respondents was the lack of measures built in, or supplementary to, a project to gather program and participant data on an ongoing basis. Aside from reducing their ability to contribute to the general pool of knowledge, they found themselves disadvantaged by its absence in their efforts to advance their own objectives or programs.

In short, without exploring all the reasons, it is readily apparent that, despite the value attached to the information from other programs, many did not see themselves as being in the position to contribute to this body of knowledge. While a serious effort was made to fill as many gaps as possible and to clarify ambiguities, some, nevertheless, remain; optimistically, they serve as challenges that will eventually be met.

#### (b) cut offs

"Cut offs" were an inevitable feature of this project and report. As the survey efforts progressed, an increasing number of new people and organizations became aware of it and communicated desired information. This, combined with the evolution of programs that had already been identified, dictated that some lines be drawn.

Thus, like the impressions conveyed by a camera, this report may be likened to a series of snapshots. By the very nature of the process, the captured program and services remain frozen, limited to the time and place in which the picture was taken. This means that this photo album is devoid of a number of developments that only recently occurred or came to attention. Just as the potential value of photographs is not restricted by these parameters, it is hoped that the similar necessary limitations and characteristics of this report do not reduce its usefulness.

### Organization and Peculiarities of the Report

#### Major Units

Program descriptions are divided into two major groups. While each covers initiatives by community members, inmates and/or institutional staff, the first deals with programs and services operated within a correctional facility and the second brings together those that are within the community. This distinction cannot be maintained throughout, however, because, for example, within each group may be found initiatives that would more aptly be placed in the other. In fact, as will be reflected in a number of efforts, the move to share or coordinate resources to achieve common or similar goals, may be harbingers of a trend toward the possible obliteration or blurring of an

arbitrary line drawn between "institutional" and "community" programs. Nevertheless, the setting in which the programs and services are offered served as a useful, albeit not an infallible, guide by which to organize the bulk of material for the purpose of this report.

#### Common Settings For Multiple Programs and Services

Settings which housed, or were the original home of, a number of related or independent thoughts or initiatives posed a situation to which the reader's attention should be drawn at this juncture. The dilemma was whether the placement of the various components should be determined solely by reference to the chosen theme of a given section. While this would offer the advantage of focussing attention on a particular feature or approach, it would also entail boring repetition, an irritating number of cross references, and the distinct possibility that the broader context of the various initiatives within one setting would be lost from view. For example, a host of developments are associated with Massachusetts Correctional Institution - Framingham (MCI-F). The overall appreciation and impact of this very feature could be lost if the reader were to be placed in the position of following a train of cross references to a number of separate discussions in which the focus of each was one particular program type or approach. Thus, primarily for this reason, the alternative, that is, discussing all programs and services offered in one setting when one of them is encompassed by the subject of the sub-section at hand, recommended itself even though it meant that one or more of the components would not be germane.

The selected route was not without disadvantages. As evidenced by the chapter devoted to prison nurseries, it did not eliminate the need for cross references. Most importantly, however, it reduced the visibility of some developments of interest to readers in a way that could not be completely offset by a detailed table of contents, index and/or appropriate cross references. For example, Aid to Incarcerated Mothers (AIM), which is attracting attention in its own right, does not appear as a separate entry; as with other MCI-F emanations it is presented under "Other Related Developments" when this institution's Parenting Program is introduced. In sum, as a consequence of facing "six of one or a half dozen of the other" in the weighing of benefits and drawbacks to each presentation possibility, it was arbitrarily decided that all known programs and services in one setting would be determined by the placement of one.

Given the chosen course of action, it should be pointed out that the organization of the report should not imply that similar characteristics necessarily apply to the programs discussed together. For example, as noted above, when discussing

settings with multiple programs and services, the lead-in is provided by one pertinent to the title; other developments, which may or may not be encompassed by the theme at hand, follow. This does not necessarily mean that the first entry presented in the discussion is perceived by those directly involved as the core or primary program as may be suggested by placement or such subtitles as "Support/Auxiliary Services" and "Other Related Developments". Nor should it suggest that some or all of the programs and services are necessarily linked together as facets of one overall initiative. In short, while the actual write ups should make these points clear, the reader is cautioned not to allow the order of presentation to sway impressions.

### Language

The next point to which attention should be drawn is some peculiarities in language usage. It is hoped that the reader will respond empathetically to some grammatically unsound or imprecise references. Phrases such as "programs and services to facilitate contact between inmate parents and their children" and "an institution that houses men exclusively" are not only real mouthfuls, they grow tedious with repetition. Thus readers will encounter such improbabilities as "male institutions". Also in the interest of brevity and, at times, due to lack of pertinent knowledge of local settings, some of the distinctions made between those within various hierarchies are not observed. For example, such references as "correctional staff" may be used to encompass everyone working at a given institution, although some may prefer to use the phrase exclusively for those not involved in administration. No one should, however, read into the terminology employed any intended disrespect or impoliteness. In short, with the readers' interest at heart, some liberties were taken to reduce the potential tedium of longer, more accurate expressions.

### Definitions

The lack of established definitions at the outset also had an influence. As earlier noted, neither the survey project members or respondents felt a need at this stage to distinguish between "a program" and "a service"; thus, the former, more encompassing word is frequently used alone. During the analysis and summary of survey results, it became apparent that key words were being employed in distinctly different fashions by various participants. For example, to some a "single parent" was an unwed mother; for others the phrase captured each parent who is faced with primary responsibility for his or her children. As a consequence, when the term appears in the ensuing text, there may have been some ambiguity about the scope of the definition employed by those who contributed the reported information. Assumptions may not even be made about such a common word as "mother"; one statistician noted that 16 distinct definitions

exist. While a number of people, notably from institutional settings, have been trying to remove this type of ambiguity, for now it may be taken as a reflection of common parlance and the current state of the art which, over time, will benefit from increased attention.

### Sub-units of the Report

There is no need at this point to sketch the content of each division and subdivision of the report. As appropriate, a number of these are prefaced by a brief overview to alert readers to pertinent points, such as the organizational theme, distinctions and/or definitions employed, and from time to time, a general observation or two. However, given that the first major unit is devoted to institutionally-based programs this may be a timely juncture to sketch the type of information that received attention.

### Program Information

Especially in view of the foregoing comments with respect to the perceived dearth of information, the myriad of details encompassed by this report may initially surprise some readers. As already indicated, however, it was learned during the course of the study that people, particularly those involved with programs, would like even more than can be provided at this time. This hunger is quite understandable when the successful development of a viable project may hinge on the attention paid to each element and its interaction with other key dimensions. Take, for example, something so seemingly insignificant to the uninitiated as the hours of operation; the implications of one's choice may be far reaching. Depending on whether they are at the same time as or supplemental to regular visiting hours; whether they are during a weekend or a week day or evening; or whether they coincide or clash with schedules of key people and public transportation could determine whether a planned program has a reasonable prospect of involving the envisaged people and/or groups and achieving the desired objective(s). Thus, the type and quantity of details furnished reflect not only efforts to meet the demand, they indicate the kind of features about which program participants have suggested it is important to pay heed.

Despite, and due to, the volume of data, it is not feasible to discuss at this time why each element may be of critical importance, to weigh the possible impact of particular features, nor to contrast and compare the variety of approaches and each of their component parts and elements. Even to erect sign posts en route to alert the reader to fascinating variations contained within a given segment would lead to tedious repetitions and a report of unwieldy proportions.

Nevertheless, it is recognized that many readers will wish to hone in on particular features in the interest of developing their own insights. To guide such efforts and, in any case, to alert all readers to specific areas of difference and similarity among the programs, the following brief overview of the attempt to include a number of features in each program description may prove helpful.

(a) institutional characteristics

Each discussion opens with a short description of the correctional facility involved. The reader will note that the write ups include institutions that vary considerably with respect to such important features as capacity; population size; inmate composition (e.g. exclusively male or female, varying ratios of men to women in co-correctional institutions); encompassed stages of the criminal justice process; the number and combinations of security levels; and location.

The 1986 American Correctional Association Directory was the primary source of information about security levels, capacities and average population sizes at the time of the initial survey. Such statistics as the number of mothers and/or fathers, the average number of children and the percentage of single parents were provided by survey participants.

(b) history

Where feasible, a history of the program or service is sketched. Most programs did not emerge in full flower; they evolved. The length of time that it can take for a program or service to move from conceptualization to implementation varies considerably. Who the players are/were and how an idea was developed, transmitted and implemented may be invaluable pieces of information. Unfortunately, records of such details are not often kept and an institution or organization may lose its own history or those of specific programs with changes in key people. To the degree possible, however, an attempt was made to patch the local histories together and readers may find those that merge those of a variety of groups (e.g. correctional staff, inmates, members of community organizations) of particular interest.

(c) organizational structure

How people have organized themselves to achieve their goals is the next point covered in most descriptions. This covers a lot of ground. Generally, each opens with a look at the overall organizational structures established. An attempt is made to answer such questions as, "What associations, boards and groups have been put in place; what are their objectives, size and functions; who may and do they include in their membership and from which larger groups are they drawn; and what

communication and other mechanisms have been set up to foster or regulate interaction between the different groups?" There are strongly held differences of opinion on organizational structure, so many readers will undoubtedly find the array of ways that people throughout North America have structured themselves to achieve similar or related objectives quite fascinating.

This part of the discussion will also generally include details on the staffing of programs. "Who does the hiring, what are the eligibility requirements, who reports to whom, what are the application and selection methods, and what are the levels of authorities and reporting mechanisms?" are among the questions addressed.

(d) funding and other resources

Despite the sub-title above, generally speaking, discussions of human resources are encompassed by the attention given to organizational structure and program components and notes on shared services and resources may arise under the latter or "Other Related Developments". Thus, while distinctions among human, financial and 'in-kind' resources and between grants and donations are observed, where possible within the text, the subtitle 'funding' is used and it, generally (but not always) refers to financial and in-kind resources. Its placement varies by program description but in many cases it follows the discussion of structure and staffing.

The details on funding are not as plentiful as some may wish. For example, rarely are total costs given. Due to different accounting practices, without a full discussion of what each figure encompasses, the information value of a given sum may be limited and potentially misleading. Moreover, in some quarters, even when such information may be known or accessible, it may be considered poor form or against policy or practice to disseminate it, particularly to the general public. Nevertheless, generally within the write ups, where feasible, an indication is provided with respect to who pays for what out of which budget, the range of costs, and/or whether single or multiple sources are used. Differences with respect to set up and operational costs and sustaining funds versus those specific to one use or a limited time frame may also be mentioned.

With respect to funding it is important to consider who pays for what. It was not always possible to determine this, particularly with respect to the salaries, which may be the largest ongoing program expenditure. One reason for this ambiguity was the use of the word "staff". Participants often referred to program staff - some of whom were volunteers and some of whom worked for or under contract to a private organization or correctional institution.

In an attempt to clarify matters an effort was made to restrict the word "staff" to those engaged by correctional bodies; "personnel" was used for all others. This step to introduce greater precision was not completely successful. It did not, for example, handle well such situations as program personnel working under a contract administered by a private organization financed by a correctional body; or those working for a private group, who, nevertheless, reported to correctional authorities; or inmate employees. Although dissatisfied with this aspect, especially the awkwardness of expression it introduced, it was felt that the distinction was too important for program developers to abandon completely the effort made in this direction.

(e) program components

Descriptions of program components generally come next. Depending on the complexity and number of elements of the program or service, discussion of eligibility might be the lead-in topic or it might be worked into various points of the text. An attempt was made to determine who was eligible for a given program and what steps had to be taken in order to participate or to receive a particular service. Also covered are such critical aspects as who administers and runs a program, the physical location in which it is run, and the training of program personnel and/or participants. Supportive programs and services (to meet, for example, transportation, accommodation, liaison and advocacy needs; to collect data; and/or to provide community outreach or technical assistance) are also outlined but it should be noted that some are integral parts of an initiative, while others are auxiliary to it. Where appropriate, write ups close with notes on, or, for reasons explained above, rather lengthy discussions of related or future developments.

Conclusion

The sharing of a few comments permitted by participation in this shared endeavour will round out this report. It is hoped that these observations will reinforce rather than detract from the need to give personal study to the contributions that comprise the bulk of this manuscript. As should be clear by now, this will not be a "how to" book; nor is it a research report based on testable hypotheses, rigorous methodology and a representative sample that might allow for some generalizable knowledge or, at least, the standard qualified 'findings'. Nevertheless, in addition to numerous program descriptions, this report contains the seeds for many fruitful future activities. If one has a scientific bent, it offers opportunities to develop testable hypotheses; if one is a politician or policy analyst there are grounds for identifying needed deliberations and action; if one is involved in program development or implementation there are ideas and sources of encouragement; and

if one is a concerned citizen there is room for developing and fostering increased understanding and meaningful participation. Thus, while some "cowlicks" still resist efforts to smooth them down, and some gaps and warts are readily visible, it is hoped that like photographs in any family album, this report will help to meet the earnest desires of many to convey an accurate impression of their growth at the time the picture was snapped.

II: PROGRAMS AND SERVICES WITHIN CORRECTIONAL FACILITIES

PRISON NURSERIES

Even cursory examination suggests that the reasons and support for the introduction or termination of prison nurseries have varied over time and location. Nevertheless, beliefs that it is the natural mother who has primary responsibility for the care and nurturing of her offspring and the actual and perceived feasibility of others assuming this responsibility have played, (and in parts of the world continue to play), a determining role, particularly where other alternatives have not been well developed. As Marlene Koehler so succinctly put it on the first page of her 1985 article "Babies in Prison", "Traditionally children, particularly infants, were incarcerated with their mothers. Who else would care for them?"

It would appear that prison nurseries excite more attention relative to their numbers than all other options for facilitating contact. The subject is marked by controversy. In part, this is attributable to the lack of objective information and strong differences of opinion surrounding the emotional and contentious area of bonding. Heightened sensitivity to the differential treatment and perceptions of cultural, racial, ethnic, gender determined, and social-economic groups vis-a-vis the ascribed and assumed roles of various governmental and social agencies is also a factor. For example, differences between the compositions of the general and inmate populations and the actions (or lack of them) with respect to children during the time of arrest, sentencing, and incarceration have aroused strong emotions. The changing roles of men and women and clashes in beliefs about what they should be have furthered fueled passions. The role that corrections should or could play remains a constant source of debate, in which may be seen the influence of shifting and limited resources and alignment of power among groups. Thus, it is hardly surprising that when children, especially babies, the embodiment of hopes for the future, enter discussions strong differences of opinion may be found and the subject of prison nurseries is a lightning rod for the host of issues that seek and reseek resolution.

Complicating matters in all quarters is the lack of adequate information to address key questions. Critiques of developments surrounding changes in Florida's legislation are illustrative. Despite this, the literature is not marked by reports of ongoing commitments directed toward the attainment of facts deemed to be necessary to guide decision-making. In sum, despite the high interest and heated controversies, decisions can rarely be based on what has been learned about, or from, actual efforts to introduce or maintain prison nurseries.

The survey reported here only took a tiny step in this direction. Perhaps surprising to many, some participants did not initially identify nursery arrangements when indicating measures taken to facilitate contact. It was through other sources and/or follow up activities that they came to light. Thus, nursery arrangements may be more common than either this report or the literature suggests. Regardless of this possibility, and despite all the good will and generosity in sharing what is known, the majority of participants had to report that they had on hand little information to address the host of pertinent questions that swirl around prison nurseries. Regardless of the regrettable lack of details (especially with respect to interim measures for babies born to incarcerated mothers), recognition of the intense interest dictated that all survey-encompassed initiatives be included in this report.

Due to the organizational structure of this document, the vast majority of the arrangements which allow incarcerated parents to live with their offspring will be covered in upcoming sections. For example, the major division between institutional and community-based programs is maintained, therefore, write ups of some relevant programs are reserved for later. Thus, in this very brief chapter devoted to nurseries a list of cross references predominate.

Although this splintering of the discussion of prison nurseries may be irritating to those with a particular interest in this avenue, it is not without merit. It is worth noting, for example, that such placements were determined by the fact that in the majority of settings in which nurseries are present, other programs or services which may facilitate contact are offered. Thus, while the employed layout will lead to a variety of other sections within this report, it reinforces the fact that prison nurseries are but one of the approaches used.

Based on the permitted duration of a baby's stay, nurseries mentioned at this juncture may be divided into two categories. Grouped under the subtitle "Interim Measures" are those that permit newborns to stay with their mother for periods ranging from a few days to six weeks while arrangements are being made for their placement or the mother is completing her period of incarceration. In addition, there are institutions allowing infants to live with their mother for periods ranging from six months to two years; these are referred to under the heading of "Long Term Prison Nursery Programs".

Although in this chapter, subtitles signal the differences in the length of time involved; there is no demarcation of other distinguishable features. Consequently, readers may appreciate being alerted to the fact that they cover a wide variety of important aspects. Among these are, for example: the offsprings encompassed (e.g. those born to women while in prison and/or

before they entered); the existence of legislation; criteria for the selection of eligible inmates; and the nature and extent of the available facilities and/or their programmatic surround.

Moreover, given the focus on prison nurseries, this report will not include a discussion of the policies, practices, or programs for pregnant inmates and for incarcerated fathers-to-be; however, some of the measures used (e.g. transfers, furloughs, arrangements for foster care in close proximity to the facility) will come up in the coverage of infant residency, particularly when attention turns later to community correctional options. Lastly, in that, in keeping with survey results, this report will barely hint at wide differences in important contextual dimensions (eg. racial, cultural, historical factors), readers interested in pursuing these will understandably wish to augment the content here with knowledge gained from cited and other sources.

In short, while discussion of nurseries both open and close this report and the skimpy coverage may not appear to offer a very auspicious commencement point for programs and services that facilitate contact, as readers will undoubtedly appreciate by the final entry, the characteristics of their discussions makes their placement extremely fitting. Given the pronounced interest in this route, the incompleteness and fragmentary nature of our combined knowledge of it illustrates well how far we have yet to travel.

### Interim Measures

Respondents from five correctional facilities participating in the survey noted that babies born to women while incarcerated are allowed to stay at their institution for a short period. These are the Virginia Correctional Center for Women; the State Correctional Institution at Muncy, Pennsylvania; Springfield Correctional Facility in South Dakota; the Minnesota Correctional Facility; and the Northwest Territories Correctional Centre for Women.

Not too much is known at the moment about the measures taken; thus a global overview may be collapsed into two sentences. Mothers and their infants reside in the medical unit or in the inmate's quarters where, generally speaking, they are together 22 to 24 hours each day. While the amount of time allowed to place the infant varies by institution, (a few days to six weeks), in all cases the newborn's stay is seen as being temporary.

Other relevant developments of the first four of the above noted institutions are discussed under "Spin Offs and Evolutions" (SCI-Muncy) or "Extended Visits", where the characteristics of each facility are also outlined. The Northwest Territories

Correctional Centre for Women, which is under the jurisdiction of the Department of Social Services, is not written up in this report. It opened in 1979 in Fort Smith and has a normal capacity of 15. In 1985 there was an average of 12 women. No newborns were in residence that year.

### Long Term Prison Nursery Programs

Five institutions with nurseries and one, the Westchester Department of Corrections Women's Unit, that does not have a nursery per se but does make arrangements whereby inmates may keep their babies with them, were encompassed by the survey. Three of the facilities are in the State of New York where there is supporting legislation. The long standing nursery at Bedford Hills Correctional Facility is covered under "Spin Offs and Evolutions". The one at Westchester County Department of Corrections' Women's Unit in Vahalla is discussed under "Extended Visits" and the program at the New York City Correctional Institute for Women is presented below. The discussion under "Extended Visits" also includes the nurseries at Wyoming Women's Center and the Portage Correctional Institution in Manitoba. Twin Maples Correctional Centre in British Columbia, which is home to two types of nurseries - a live-in nursery for infants and a community nursery for the teaching of young children, rounds out the discussion under "Auxiliary Programs and Services".

### NEW YORK CITY CORRECTIONAL INSTITUTE FOR WOMEN (CIFW) East Elmhurst, New York

This maximum security facility, which is under the jurisdiction of the New York City Department of Correction (NYCDOC), opened in 1971. Despite its name, it is a co-correctional institution with 1,154 "beds at standard". On January 1, 1986 it held 821 women and 315 men. It was estimated that at that time 90% of the female inmates were mothers.

### History

Since the '30s New York has had legislation that allows women who give birth while in custody or who are nursing an infant under the age of one to have their newborn remain with them until the child's first birthday. Nevertheless, as noted in a pamphlet put out by the NYCDOC, it had been the practice to place offsprings in foster care or with the mother's family shortly after birth. In 1982, however, subsequent to a suit brought against the Department, steps were taken to develop policies and procedures that complied with the legislation. In addition, the Facility Planning and Support Services Division of NYCDOC set to work to design and construct a nursery. Through tendering, responsibility for program development and implementation was assumed by the Montefiore Medical Center.

(Its personnel had offered weekly prenatal and parenting classes at CIFW for a number of years so they were experienced with the needs of high security settings, a factor that weighed in their favour because, to quote from the pamphlet, "the Department's major program activity is of course security".) From statistics made available through the introduction of medical examinations of new admissions it was determined that, on average, each day five women and their offsprings might use a nursery and a program was designed with this figure in mind. In 1985, CIFW's nursery opened.

#### Program Personnel

Montefiore Medical Center provides a specialist in early childhood development and a midwife/nurse practitioner. The one who serves as the Nursery Director has "absolute control of visitation" involving those residing in the nursery.

Nursery personnel work with members of the Social Services Unit of the Department of Correction to ensure that subsequent to release mothers and their infants will have a place to live and that required financial and other support will be available.

#### The Nursery

The nursery at CIFW is described as an apartment-like setting within the institution. There is a separate dormitory where the mothers sleep and two rooms, with cribs and bassinets, for their infants. In addition, there is a living area, a kitchen and a dining area. Within the nursery there is a Correctional Officer's post and from the office adjoining the nursery, program personnel can listen to the babies at all times via an intercom.

Mothers are transferred to the nursery in their last month of pregnancy and they remain up to one year after giving birth. While there, they have 24 hour contact with their infants. Between January 1985 and July 1986, 16 babies resided at the institution.

Pre- and post- medical care, group and individual counselling, recreational activities, and parenting education classes (covering such topics as infant care, nutrition and discipline) are provided. The latter program feature is also open to members of the general inmate population.

Whenever possible, fathers are included in the nursery activities. Regular visits by them and other family members are encouraged.

Other Related Developments

Sesame Street Goes to Prison

The "Visit House" of CIFW includes an 18 by 10 foot room, equipped with a television, toys and comic books, where mothers may interact with their children using Sesame Street materials. This initiative, developed in conjunction with the Children's Television Workshop, was introduced in 1980. It is funded by the New York City Department of Correction.

## VISITATION PROGRAMS

### INTRODUCTION

Whether programs were closing or commencing, in terms of those for inmate parents and their children, the seventies was an era of change. For example, Boudouris' overview of the termination of American prison nurseries and/or laws that mandated them suggests a flurry of activity in this decade. It was also, however, the time during which what Carolyn McCall referred to as the "organic growth" of child-related programs appears to have taken root. In brief, while a number of prison nurseries were closing, by the mid- and late '70's, a host of programs and services for inmate parents and their children were being introduced. In keeping with this, readers will find that the majority of the programs encompassed in this section of the report appear to trace their histories to this period.

Although (as will become evident in the write ups) growth of child visitation programs was fostered by a number of commitments to outreach activities, readers will also encounter a number of initiatives that sprang up independently. Intriguingly, some of the major sources of influence upon others' developments arose without those involved having initial knowledge of each others' efforts. For example, when Prison MATCH was in its germination stage, participants were unaware of the evolving Sesame Street Goes to Prison initiative. Moreover, some projects whose early history reflect involvement with one or more of the more widely known initiatives subsequently evolved so that they, themselves, are now unique programs to which others look for inspiration or direction.

While it is clear that a relatively abundant number of pertinent program activities were taking place during this period and it is possible to trace some of their independent and shared histories, it will take further efforts to attempt to identify and understand the essential features of the common and different forces and outcomes. This observation may be particularly enticing to those readers who are students of history. Undoubtedly, there will be a desire to explore the possible reasons behind this apparent clustering of events. Although within this report those direct antecedents reported by participants are noted, a number of the more pervasive possible influences are not. In the United States, the latter would include, for example, action taken as the result of White House concerns pertaining to the family, the appointment of a task force and the subsequent policy and organizational changes within the New York State Department of Correctional Services, and the 1972 publication of Holt and Miller's "Explorations in Inmate Family Relationships". Upon investigation, of course, it may turn out that these developments, themselves, may have been responses to other forces operating at the time. While the

reported survey was not designed to provide a comprehensive look at this perceived phenomenon, it is certainly hoped that others will make attempts in this direction.

Visitation programs and services dominate this manuscript. As earlier noted, this was, in part, related to perceptions of the subject matter and the way in which information about it was sought. Nevertheless, it should be noted that this report reflects a possible artificial unevenness in the amount of attention given to one, albeit major, route.

### Organization of the Material

Three major distinguishable differences among the visitation programs and services guided presentation.

#### (a) Histories

Differences in the historical roots of visitation programs are roughly indicated by three subtitles - "Independent Programs", "Emulated Programs" and "Spin Offs and Evolutions". Grouped under the first of these headings are those that appear from the information on hand to have emerged without reference to others. "Emulated Programs" encompasses initiatives that, either by design or through the introduction of measures and circumstances during their evolution, sparked attempts in other quarters to replicate or adapt them. The third subtitle, "Spin Offs and Evolutions" was used to capture those programs whose background indicated a continuation following from experience with one or more of the "emulated programs".

It must be stressed, however, that this categorization is far from perfect. First, generally speaking, information about program histories was not very abundant and thus, it was difficult to know with any certainty under which of the headings each project should be placed. In fact, during the course of the study, it was necessary to shift the placements of some write ups upon receipt of additional information. Second, while within each program described readers may find elements deemed worthy of emulation, those grouped under the heading, "Emulated Programs" are ones that have been cited as sources of reference for the development of initiatives. Nevertheless, as mentioned above, a number of projects captured by the noted definition of "spin offs and evolutions" went on to become "emulated programs" in their own right. Bedford's Hills multi-component Children's Center provides an illustration. Moreover, as readers may have surmised en passant, each original among the emulated programs may itself be an "independent" project. Lastly, as earlier outlined in the general introduction, other features employed to guide the organization of this report may have influenced the final placement of the various write ups. Consequently, it would appear appropriate to reinforce a point made in the introduction.

Although a serious effort was made to present the program descriptions in a logical and useful fashion, readers should not make any presumptions about a program merely on the basis of where it is found within this report.

(b) Two Forms of Children's Centers

"Children's Centers", the frequently used term and the title of a number of locations or programs hides from view a major difference in 'target' populations and orientation. In some, the designated space is for the exclusive use of children; in others it is a place for inmate parents to interact with their children. While the term "children's center" may more aptly describe the first situation, it is with respect to the latter, that is locations that might more suitably be referred to as parent-child centers, that it is most frequently applied. Thus, reflecting convention while at the same time attempting to maintain a useful distinction between two major forms of child visitation programs, in this report, unless the actual name of a program or site, the phrase "children's center" is used solely for those in which parent-child interaction is a desired feature and the various programs and services have been grouped accordingly.

(c) Hours of Operation

Programs may also be categorized by their hours of operation. Some are offered during regular visiting hours and others, referred to within this report as "extended visits", allow inmate parents and their children to get together outside of and supplemental to these.

Other Considerations

Although not used to guide presentation, marked differences may be found among the visitation programs. This holds true even with respect to characteristics that are common to all of them. For example, all variations offer a designated space and adult supervision but the area set aside for children may range from specified and/or demarcated (e.g. roped off) locations within regular visiting quarters to separate rooms or buildings. Moreover, supervision may be offered by correctional staff; program personnel; inmates; and/or private citizens, including volunteers and visitors and the training of such individuals and/or the planning of activities for children run the full gamut from non-existent to comprehensive. Thus, even if attention is restricted to elements that may be found in all visitation programs, readers will find many interesting variations.

If one's scope of enquiry broadens to encompass characteristics that are not common to all programs, the results

are equally fascinating. Among those with productive potential are the reasons or stated objectives for the introduction of a program or a particular component; changing and static program and institutional characteristics; the nature of activities for children and for their parents; the details of the type of attention given to recruitment and training of those involved; the different combinations of people and their assigned or assumed functions in the conceptualization and implementation of programs; and the timing, location, number, and range of associated or auxiliary initiatives involved.

While readers may find it insightful to track a number of features, a cautionary note is in order. Although comparisons of the encompassed programs may be found to be helpful in a number of respects (e.g. new ideas and hypotheses), the survey, and hence this report, did not include a representative sample; thus the generalizability of observations is limited. This drawback, however, does not hobble personal initiatives; in fact, it may serve as a springboard to activities that may enrich collective knowledge.

#### CHILD CARE PROGRAMS

#### INDEPENDENT PROGRAMS

#### BRANDON'S PLAY AREA

#### BRANDON CORRECTIONAL INSTITUTION (BCI)

Brandon, Manitoba

The Brandon Correctional Institution, which is the second largest of the province's facilities, traces its history back to 1884 but on 20 December 1979 the doors opened on a new facility built to replace the original one. In addition to adults, it houses youths on temporary detention. It is divided into four autonomous living units, each with its own kitchenette and laundry. These units are, themselves, subdivided into four sections. Each of the latter contains five double bunked cells accommodating up to 40 inmates who share a common area and a telephone.

BCI encompasses a 20 bed maximum security remand area and minimum and medium security facilities for 130 convicted men and four women. It was noted that the latter generally stay for brief periods while they are in transit to the female facility at Portage La Prairie. On January 1, 1986 there were approximately 140 inmates at the Center.

The institution is located outside Brandon. While it may be reached by regular bus lines, it is a considerable distance from the bus stop. This makes it less accessible to visitors, especially in the winter and to caregivers with children.

## History

Responding to reports from correctional staff who were concerned about the number of unattended children in the regular visiting room, Don Hamilton, then Assistant Superintendent of Programs, embarked on an initiative to provide a program for visiting children. Together with the inmate committee and correctional staff, he set out to develop a program which would not only improve family visits but which would also provide employment experience for suitable inmates.

It was decided to offer a child care program in which selected inmates would supervise children while their parents were visiting adult guests. To test the idea, a survey of visitors was conducted. The response to the proposed program, by both those who did and did not accompany children, was positive.

The next step was to consult with people working in the field of child care. In that Brandon University had already established a preschool program for children, Hamilton, arranged to meet with Barbara Gfellner, a child psychologist on staff there. He also met with Bruce Coombs, Day Care Coordinator at the Department of Community Services.

Grounded by the advice of the consultants, training began for a group of six selected inmates. They were joined by a community volunteer who was to become the program coordinator. The training program, developed and offered by staff, consisted of classes and films on child development. The inmates were also taken to Brandon University to view its child care program in operation. This gave them the opportunity to ask questions of experienced child care workers.

The play area opened in January 1981. Initially it was supervised by inmate volunteers, overseen by the above noted community coordinator. Shortly after, it was decided to employ one inmate full-time to supervise the program. This was done in recognition of the coordination and volunteer training difficulties posed by an inmate population that turned over quickly and that included many eligible for temporary absences, including work releases.

## Program Staff and Personnel

At the time of this write up, Don Hamilton, the Program Specialist at Brandon, carried overall responsibility for the Play Area.

The program is run by an inmate who is responsible for setting up the play area and supervising the children. This position is paid inmate employment and, therefore, regular

institutional classification procedures are used in selecting the person to fill the job. Inmates go through a general screening process when they are admitted to the institution. At this time their files are reviewed and if inmates do not have assault or violence on their records they may be placed on the list for the children's program (as well as other employment possibilities). The inmate must, however, declare a genuine interest in children and in working in the play area. When a position becomes available it will be offered to an inmate on this list. In most cases, the current inmate play area supervisor will train his successor.

### Funding

Toys and equipment for the play area were provided by staff and inmates. Before the program started, notices were placed around the institution asking for donations. In addition, BCI has a workshop in which toys are made for distribution to needy groups in the community. Thus, the inmates used this facility to make wooden toys and such craft materials as easels for the play area.

Ongoing costs to cover supplies and equipment for the play area are reported to be minimal. They are paid out of the inmate welfare fund allocated by the Inmate Committee. The institution pays the inmate supervisor's salary and supplies juice and cookies for the children.

### The Play Area

The craft room, which opens into the regular visiting area, is converted into a play area during general visiting hours each Tuesday, Thursday, Saturday, and Sunday afternoon and Wednesday evening. Before visiting begins, the inmate supervisor prepares the area for children by putting away potentially dangerous objects and laying out toys and games. The play area is visible through glass partitions and an open door so that parents can keep an eye on their children.

A maximum of eight children can be accommodated in the play area. It was noted that given the range of ages and the limited attention spans of the youngest, any more children would be too many for one supervisor. While it is open to all children visiting the institution, it is primarily viewed as a space for pre- and school-aged children up to the age of ten. Parents are allowed to escort their children into the room, but are expected to leave once the child is comfortable.

GUELPH'S CHILDREN'S CENTRE

GUELPH CORRECTIONAL CENTRE (GCC)

Guelph, Ontario

The Guelph Correctional Centre is a medium security provincial institution, which depending on one's reference source, has a normal capacity for 524 to 650 men. The Guelph Assessment and Treatment Unit, linked with the facility, is maximum security and it can hold 50 men.

History

The supervised play area, which at GCC is called the Children's Centre, opened in November 1982. At that time (and a consistent subsequent belief by a number of people) it was thought to be a Canadian first. It was introduced as part of the new hospitality center - an area set aside with couches and resource materials for those visitors waiting their turn in the visiting room. According to newspaper accounts, such waits could be up to two hours with the result that restless youngsters ended up "running up and down the corridors". Consequently, correctional staff and visitors with children praised this development which provided youngsters with a place to play while they waited to see their fathers or while their parents visited.

Program Staff and Personnel

The child care service was initially overseen by Carol Joy Kaill-Walker who was engaged by the institution as the Hospitality Centre Coordinator. She was assisted by community volunteers. At that time it was hoped that volunteers could be found to run the program when the money contributed to cover the coordinator's salary for one year expired. When various grants (which no longer exist) were available, paid personnel, generally students, were hired to ensure continuity. At the time of this write up, center activities were coordinated by a full time institutional staff member, Moira Cassidy, the coordinator for all volunteer programs at the facility.

The Centre is supervised by community volunteers, 18 years or older, who are recruited by institutional staff. When the program was first launched, it was noted in the newspaper that they would get to know each other and visitors to the institution but there would be no contact with inmates. Before they begin work, all community volunteers at GCC attend training and orientation sessions dealing with volunteering in an institutional environment. Among the topics covered is how to relate to correctional staff. In addition, those who will be working in the Children's Centre receive training on child care and development. Seminars are conducted by the Volunteer Program Coordinator or a community professional (e.g. a child care

specialist from Guelph University recruited by the institutional staff).

A manual for Children's Centre volunteers has been prepared. It opens by describing how things were prior to the advent of the play area.

### How It Was!

Visitors came to visit bringing their children and during the wait for their turn the children became restless. The parents, who were anxious anyway, became irritated. When the visit started the child/children began to run around and be noisy. The mother complained, the inmate got very little attention. The family together was very uncomfortable and the visit stressful. Other people in the Visiting Room were disturbed.

One of the biggest, ongoing reported challenges has been finding volunteers. Currently, they are recruited through other volunteers and ads in local newspapers. In addition, the staff coordinator talks to service groups and agencies.

### Funding

The Centre was originally funded by a \$9,000 grant from the Ontario Ministry of Community and Social Services. This covered the salary of a person hired for one year to coordinate activities and helped to defray the \$5,300 cost of construction (e.g. a wall was needed to separate the Children's Centre from the main visitors' lounge). Local businesses stocked it with toys and other donations (such as some of the play area's chairs and desks handcrafted by inmates in the woodworking shop) helped to furnish it.

Ongoing costs were reported to be minimal because most of the equipment and supplies are donated locally. A well known producer of baby products supplies such items as diapers and baby powder and local merchants provide juice and snacks and such variety store items as paint and brushes. Any residual costs come out of the Volunteer Program budget.

### Children's Centre

The Centre is attached to the visitors' waiting room, which is separate and inaccessible from the main visiting area. Those who accompany the children are encouraged to join them in the Centre while they are waiting their turn in the visiting room.

While children may visit their incarcerated parent in the regular visiting room, inmate fathers may not join them in the play area, which is off limits to the inmate population. In an April 21, 1983 article by Bernd Franke for The Daily Mercury it was reported that Superintendent Bill Taylor explained that it was not "logistically possible" to have the fathers join their children in the small play area. In addition to the sheer number with young children, gaining access to this area would disturb the visits of others.

When the child care service was first introduced it was open only on Sundays between 1:30 and 4:30 p.m. As more volunteers were trained, the hours were extended. Halfway into the first year of operation, it was reported that there were 14 volunteers. At the time of this write up, it was noted that whenever a volunteer is available to supervise, the Centre is open during regular visiting hours on Wednesday and Friday night and Saturday and Sunday afternoon. An effort is made to have the service available at least on Friday nights and the weekends when the majority of guests arrive. While the Centre was originally stocked with toys suitable for children from ages two to eight, no age or numerical limits have been formally established for the children using the play area.

OREGON STATE PENITENTIARY  
DAY CARE CENTER

OREGON STATE PENITENTIARY (OSP)  
Salem, Oregon

The OSP Day Care Center is a non-profit, licensed, child care service which is operated out of a house on the grounds of the Oregon State Penitentiary. Located in the heart of the city, it is accessible by public transportation. Because the Day Care Center can be reached by a separate road, families need not go through OSP security.

The Center was originally set up to serve families visiting the three Salem state prisons, which are all located downtown a short distance from each other. OSP is a tri-level security institution, which when the Annex and Forestry Camp are included, has a normal capacity for 1,539 males. In 1985 the average population was 1,927 men. The Oregon State Correctional Institution, with a normal capacity for 476 males, is a tri-level security institution for felons who are first offenders. In 1985 the average population was 924 men. The Oregon Women's Correctional Center is a minimum-medium security institution. In 1985, the average population matched its capacity for 80 women.

## History

The OSP Day Care Center was established by Chaplain James E. Jacobson. Prior to this he had assisted in the founding of Mathew House which provides overnight accommodations to out of town visitors to the Salem prisons. His original idea was to establish a day care centre at Mathew House, however, he decided that it was too far from the institution (approximately four miles). He then approached the administration at Oregon State Penitentiary to see if he could use an old building on its grounds that had once served as a residence for administrative staff. After receiving permission to use the house, rent free, a board was set up to administer the program. Recruited through Reverend Danny Pyles of the First Church of the Nazarene, Dedi Hicks volunteered to manage the Center. She and four other women opened it in January 1985.

OSP Day Care Center was initially established to serve children whose caretakers were visiting one of the three local prisons. When it was brought to the attention of its board members, however, that families who visited other state institutions in the area (e.g. hospitals) were also in need of such a service, the doors were opened to all individuals visiting state institutions.

## Overall Structure

### Board

The Day Care Center program was to be coordinated by the Board for Mathew House, but it was subsequently decided that there should be two separate boards - one for Mathew House and one for OSP Day Care Center. James Jacobson sits on both Boards.

In addition to Chaplain Jacobson, there are five members on the OSP Day Care Center Board of Directors (a member from St. Vincent De Paul, the Salvation Army, the Full Gospel Businessmen's Association, and two concerned citizens). The functions of the Board are to set the rules for the Day Care Center, to do fund raising and to hire and supervise the house manager.

### Program Personnel

The program is coordinated by a house manager who is paid by, and reports directly, to the Board. The manager is in charge of recruiting volunteers, plus maintaining records, scheduling, and other administrative duties.

### Community Volunteers

As of August 1987 there were 12 community volunteers who work on a rotational basis. Two are scheduled to be in the Center at all times, but it may not be necessary for both to stay if the number of children does not warrant it. In addition, a sergeant from the institution, who patrols the grounds, can be called upon if there is a problem.

It was noted that the greatest need and an ongoing concern since the Center opened is attracting and maintaining volunteers. To address this constant feature, the house manager talks to church groups and community service organizations. It has been observed, however, that many volunteers tend to overextend themselves and then find it necessary to leave due to 'burn out'. Consequently, in addition to vigorous efforts to find volunteers, donations are solicited to cover the salary for the full time manager to ensure program services and continuity.

### Funding

Tax deductible 'in kind' and financial donations from a variety of local organizations, foundations and individuals covered the set up costs and meet ongoing operating expenditures. These equipped the Center with cribs, toys, clothing, books, and linens and permitted the building of a fence around the outdoor play area. In addition, they provide for such ongoing expenses as the manager's salary. Individual organizations (e.g. St. Vincent De Paul and food banks) also donate food and juice for the children on a regular basis.

### OSP Day Care Center

The Day Care Center is open seven days a week from 7:30 to 11:30 a.m. and 12:30 to 4:30 p.m. Children are given a snack in the morning and in the afternoon but parents are expected to take their children over the lunch hour to allow morning volunteers to have lunch and afternoon volunteers to prepare for the children's return. Breakfast is served, however, to children who did not eat before they arrived. At the end of the day, the children's caregivers are invited to stay for coffee and a few minutes of relaxation before taking the youngsters home.

Rules and guidelines have been developed for the house manager and volunteers. The authority and responsibilities of the accompanying parent are reflected throughout; the emphases in the following extracts appeared in the original.

Children [are] to be released to the parent bringing them ONLY - [they are] not to be released to anyone else unless written, signed instructions by said parent.

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At no time is the staff to dispense any type of medication without the knowledge and direction of the parent bringing the child.

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The parent will be notified [in cases of major emergencies] and bear the responsibility of obtaining medical treatment. If an ambulance is necessary, the house manager may summon same at the direction of the parent and in the parent's name and address. The parent assumes all financial obligations resulting from the emergency.

The concern about false child abuse charges, noted in recent correspondence from some areas of the United States, is also evident.

**BATHROOMS:**

To be occupied by only one child at a time. An adult to be present only if the child needs assistance. When two or more adults are present at the Day Care Center, at least two adults must be aware of assistance being given child in the bathroom. (for staff protection)

Parents are obliged to fill out a Visit Form every time their children use the Center. It includes the name and medical background of each child. In addition, parents must fill out a permission form to allow staff to dispense medicine to the child if it is needed. The information gathered from these forms is used to maintain records on the number and age of the children who use the service. The manager also keeps track of the children's birthdays and sends them cards.

Personnel are required to fill out "Unusual Incident Reports" if any accidents or other out of the ordinary event occurs. With respect to liability, according to state law all those who come on to state property do so at their own risk. Therefore, program personnel would not be held liable for an accident unless they were negligent.

Facilities at the Center include a bathroom, a kitchen, a dining area, a utility area, three bedrooms, a living room, a garage, and a backyard. Parents are responsible for providing diapers, formulas, and appropriate clothing and meeting the medical and special dietary needs of the children.

The OSP Day Care Center is open to children from five months to 12 years of age. Those who are ill are not admitted. If a problem should arise (e.g. discipline or a medical emergency), there is a direct line to the institutional visiting room at OSP so that the parent/caretaker who accompanied the child can be called out immediately.

A maximum of 25 children can be accommodated at any given time. In 1986 approximately 45 children used the Center each month. By 1987 the number had increased to 75. Usually, anywhere from three to 17 are there at one time.

#### EMULATED PROGRAM

##### SESAME STREET GOES TO PRISON

Sesame Street Goes to Prison (SSGP), which responded to the circumstances of children visiting many correctional facilities, swept across the United States of America in the mid-'70's. Its origins may be traced to the observations and action of one correctional official - Charles Campbell, then warden of the Federal Correctional Institution at Fort Worth. Through his initiative the Children's Television Workshop (CTW), creators of the popular television series for children, was attracted by the challenge presented. Through the efforts of their personnel, combined with those of the federal Bureau of Prisons (BOP), correctional staff, inmates, and community people, the first steps were taken. The perceived success of the initial projects, promoted through the media and conferences, with the active involvement of CTW and BOP, led to the development of similar programs in prisons across the United States. At its height, in the late '70's, the program had been introduced into over 51 American state, municipal and federal correctional institutions.

By the close of the decade, however, it appears that SSGP may have lost momentum. While the current status is not fully documented, there is evidence to suggest that a number of the original programs were subsequently cancelled or modified. The reasons for this apparent set back of well received programs are undoubtedly complex and conclusions cannot be arrived at hastily.

At this moment there is insufficient, readily available documentation about individual projects and the initiative as a whole to permit anything more than speculation about its history. Correspondence received directed attention to overcrowding; fiscal cutbacks to the budgets of correctional institutions; steps taken to ensure understanding of the current actual needs and circumstances of each relevant group (in particular inmate parents); and the difficulties of maintaining programs that call for cooperative, integrated efforts among community members, correctional staff and inmates.

While the first two factors may not be lightly dismissed, especially when one or both have been reported by institutional staff as the primary or sole reason for the termination of a number of programs, viewed from a nation-wide historical perspective, they do not appear to carry the same weight as the latter two. For example, one must take into consideration the number of programs that were introduced as a response to harried visiting conditions observed by correctional staff and others when children paid visits, especially to overcrowded facilities; that relied on inmate personnel, trained by community members, to run and ensure the continuance of programs; and/or that depended solely, or in great measure, on inmate financial backing. In other words, while overcrowding and/or fiscal restraints may have been influential, and, in some quarters the deciding factor(s), they do not appear to offer a full explanation, especially of the overall picture.

The cooperative efforts suggested by the original SSGP model undoubtedly had, and continues to have, an influence on both its introduction and termination within a number of institutions. The bulk of the information received, pointed in one way or another, to this feature. In particular, attention was directed to the absence, or weakness, of measures to ensure the follow through deemed essential for program viability. This is not the appropriate juncture to go into the wide variety of factors that may contribute to the introduction, evolution or termination of particular programs but it is a suitable moment to alert readers to the importance, and perhaps the determining role, that this factor may play, not only with respect to SSGP, but to the majority of programs and services encompassed by this report.

Lastly, it should be noted that the termination of Sesame Street programs did not always entail the end of an institution's child visitation initiatives. In some cases, the steps taken set the stage for subsequent developments. In other words, with respect to a subset, although it may be accurate to report that initiatives identified as SSGP programs no longer exist, they did not die; they evolved. The original programs may have served as an impetus to growing awareness and desire to meet the needs of varying compositions of inmate populations. For example, and illustrated by program descriptions encompassed within this report, some noted that their original child care facilities for visiting children did not enhance the opportunities for parent-child interaction, an expressed need of many, particularly inmate mothers. As an apparent consequence of such observations, there was a shift, (particularly noticeable in facilities for women), away from supervised play areas exclusively to avenues whose objectives focused on increasing the potential for parents to spend time, (especially 'quality time'), with their youngsters.

Viewed in this context, some SSGP programs were a step in an evolution of efforts.

As indicated above local histories and/or a comprehensive overview of the "Sesame Street Goes to Prison" initiative has yet to be published. Understanding of developments was pieced together from newspaper accounts, primarily, but not exclusively, from a press digest compiled by the CTW; information provided in correspondence with CTW personnel and other survey participants who have, or had been, involved with, or knew of, SSGP programs; articles in professional journals; and personal contacts and correspondence.

### History

The origins of this child visitation initiative may be traced to the minimum security, co-correctional Federal Correctional Institution (FCI) at Fort Worth, Texas. In 1974, perturbed by the bus station atmosphere of the visiting room, then-Warden, now retired, Charles Campbell approached Mary Green of CTW's Children's Educational Services in the Dallas office. He asked her if she could design a project that would keep the children constructively occupied and entertained. Perceiving the Warden's request as a logical extension of CTW's community work, exploration of the possibility of a program for children visiting correctional facilities began.

The first program, then entitled, "Maintaining and Strengthening Family Ties", was introduced in 1975 when the U.S. Bureau of Prison gave CTW a \$19,000 grant to develop a pilot project at FCI - Fort Worth and at the medium security federal correctional institution for men at Seagoville.

Developing and implementing a program at FCI - Fort Worth was the initial step. A play area, separate from the general visiting room, was equipped with a television, games and toys. Inmate volunteers were recruited to work in the area and CTW staff taught them how to use television and Sesame Street materials as educational tools. The Education Supervisor arranged for inmates, who volunteered for the Sesame Street project, to take courses at a local college which would qualify them for a Child Development Associate certificate. After training, the inmate volunteers took over the responsibility for planning activities and providing supervision in the play area.

Judging the pilot to have been a success, members of the federal Bureau of Prisons and the Children's Educational Services (CES) Division of CTW played an active role to realize their mutual hope that Sesame Street Goes to Prison would be introduced in most, if not all, federal, state and other correctional facilities. Through outreach activities and sponsorship, the program and its central concepts were communicated and promoted

throughout the United States of America. Personnel in the CTW regional offices, who were responsible for community projects and providing pertinent assistance to parents, organizations and institutions, including prisons, offered, for example, free training in the use of television and Sesame Street materials as educational resources. Local and federal correctional officials and CTW personnel met with representatives of the press and television. (Media attention was, predominately, most positive.) The federal Bureau of Prisons sponsored a conference in 1979 to which was invited wardens, correctional officers, educational and program personnel, CTW personnel, and current and past inmates. In addition, other conferences and transfers of people who had experience with initial programs led to the central ideas spreading and "Sesame Street Goes to Prison" being introduced in an increasing number of new settings. Thus, the widespread introduction of Sesame Street programs in the '70's was greatly facilitated by the efforts of BOP and CTW to make others aware of the need and the constructive role they could play.

#### The Central Concepts and Division of Labour

Although program details varied from one location to another, the available information indicated some common objectives. The original core idea was to have a child-centered play area within an institution. This was to be separate from the general visiting area and open during general visiting hours. There, young children could be constructively occupied while adults visited. Designed primarily for school-aged children, these centers were generally open to children between the ages of two and ten, but in some institutions older children were invited to help out with the younger ones. The play area was for the exclusive use of children, but one variation was to have parents join the children for specific activities. (It may be added here that recent discussion with CTW's E. Davis, who has been able to follow and foster SSGP since its birth, indicated that parent-child centers were also a possibility open to consideration.) The area was to be run by selected, trained inmate workers under the supervision of a qualified professional from the community. Both the children and the inmate volunteers were to be offered an educational opportunity. Aside from enhancing parenting skills, where appropriate and feasible, inmate caregivers could obtain training and experience in child care which might aid them in gaining future employment. Identification and recruitment of community resources to assist with the ongoing development and growth of the program were seen as program necessities.

From available accounts it would appear that the division of labour and responsibilities between CTW and correctional staff was essentially the same in most institutions. CTW personnel fostered the introduction of the program, supplying teachers to orient staff, training inmate tutors in the use of television as an educational tool, making available and/or providing Sesame

Street teaching aids such as toys and books, and assisting in the identification and development of local resources. At this point their direct involvement ended; the rest was up to the institution.

For their part, correctional authorities in institutions where the Sesame Street program was to be introduced agreed to: assume overall responsibility; allot a space within the prison appropriately set up for children; ensure that inmates would be allowed time to take training, plan, organize, and participate in the program; and make appropriate arrangements for the recruitment and further identification of community resources to help ensure the ongoing development and growth of the program.

### Funding

Funding arrangements varied widely. The Federal Bureau of Prisons, state correctional departments, local business and social organizations, inmates, and community people were among those who contributed to set up and operating costs.

### Survey Results

A central list of "Sesame Street Goes to Prison" programs was never compiled. Although at the time of the reported survey CTW officials were aware of at least 51 facilities in which the program was introduced at some point, the institutional component of the survey encompassed only a small subset of these. All were within the United States; none of the 25 Canadian representatives of correctional facilities made reference to such programs. Unfortunately, without readily available documentation, institutional and other organizational histories evaporated with staff turnovers. Not surprisingly, therefore, not all respondents were aware of programs in their institutions that had come and gone or that had been introduced in one form and later modified.

In the majority of the nine SSGP programs encompassed by the two sets of survey questionnaires, the program was a stepping stone to further developments. Within the described parameters, it could not, of course, be ascertained whether their experience or eventual outcomes were representative. In two institutions for men (the medium security Federal Correctional Institution at Seagoville, Texas and the maximum security Joliet Correctional Center, Joliet, Illinois,) the program was terminated. In four institutions (Bedford Hills Correctional Facility, New York; Dwight Correctional Institute, Illinois; Federal Correctional Institution at Fort Worth, Texas; and Massachusetts Correctional Institution, Framingham) it has been replaced, modified or incorporated into more extensive programs. (See "Parent-Child Programs" and "Spin Offs and Evolutions".)

SSGP programs are still run in three others. There was insufficient current detail for a full write up of the earlier noted one at NYCCI. The programs introduced under the auspices of Families in Crisis are presented under "Community-Based Programs and Services". This leaves the award winning program at Kirkland Correctional Institution, Columbia, South Carolina which is discussed below.

### KIRKLAND'S SESAME STREET GOES TO PRISON PROGRAM

#### KIRKLAND CORRECTIONAL INSTITUTION (KCI)

Columbia, South Carolina

KCI is a medium-maximum security institution with a design capacity for 448 males. The institution has been faced by overcrowding for a number of years. The average population in 1985 was 835 and in 1986 it was 900.

#### History

After hearing about "Sesame Street Goes to Prison" being run at other federal correctional institutions, Kirkland's Warden, James E. Harvey, presented the idea to the inmate Jaycees, who decided to replicate the program. For nearly a year, the Jaycees, with the assistance of CTW personnel prepared to open a Sesame Street center. The inmate Jaycees assumed responsibility for funding and planning the program and CTW personnel provided a child care consultant and printed lesson plans.

"Without costing the taxpayers a penny", Sesame Street Goes to Prison was introduced in 1978. The center, which was located in an open courtyard adjacent to the regular visiting area, was built by inmates and \$1,500 in contributions and confiscated contraband money was used toward the construction costs. Ten inmates were selected and trained to act as tutors in the Sesame Street Center, which operated on the weekends during regular visiting hours.

In 1979, the Kirkland Jaycees' project won top honours over thousands of other American Jaycee chapters and then went on to win an international Jaycee award in July 1979 at Rio de Janeiro, Brazil.

#### Overall Structure and Program Personnel

The program is administered and coordinated by institutional staff and run and funded by the inmate Jaycees.

### Steering Committee

A steering committee composed of five staff members and one inmate tutor, who is also the president of the Kirkland Jaycee chapter, is responsible for overseeing the operation of the program and the selection of inmate personnel.

The five staff include a unit manager, a social worker, two members from the classification unit, and the principal of KCI's Education Department. On average, committee members devote ten to twelve hours per month to the program, with about four hours of this being during on-duty time.

### Program Coordinator

The Deputy Warden, who at the time of writing was Ed McCrory, sits on the Steering Committee as the "Unit Manager" representative. He also serves as the coordinator for both the inmate Jaycees and the Sesame Street program.

### Inmate Personnel

Thirty inmate tutors operate the Sesame Street Center. Each prospective candidate must be nominated by the inmate Jaycee chapter and interviewed and approved by the Steering Committee. During this interview his disciplinary record and psychological evaluation are reviewed and the candidate is questioned as to his interest and qualifications to work with children. The inmate will be informed of the decision by letter, which is sent by the Warden within one working day. In addition, the Steering Committee reviews all subsequent disciplinary reports to determine if an inmate tutor should be removed. Lastly, if it is deemed to be in the best interest of the program, either the Steering Committee or the Warden may dismiss any participant.

Prior to their selection, inmate tutors must also be screened by the Program Coordinator. This involves a review of the inmate's record, taking into account the length and type of current sentence, job performance, and disciplinary history. His institutional conduct record must have been clear for six months prior to application and he must have no record of sexual offences, child abuse, homosexuality, extremely violent or heinous crimes, or unstable or psychotic behaviour. Additionally, his "speech, manner of dress, and personal grooming [must be] consistent with a standard suitable for a child care worker".

Training for inmate tutors has been strengthened over time. Originally, prior to becoming a tutor, an inmate must have been a graduate of a Red Cross course, the Sesame Street training program and a ten hour course on child development offered by the University of South Carolina. Inmates must now receive 40 hours

of training annually and hold a high school diploma or equivalent.

Community volunteers, correctional staff and three paid consultants provide the training. It takes the form of workshops, which cover a variety of child development issues. They are open to inmate tutors only.

#### Community Volunteers

Community volunteers are used, whenever they are available, to provide training for the inmate workers. Some volunteers, such as an activity therapist from the psychiatric center, come from in-house.

#### Funding

Operational costs are covered by the inmate Jaycee's chapter. They raise an average of \$50 a month through a variety of activities such as selling snow cones and peanuts. This sum covers ongoing costs such as educational materials, training aids, and games. A grant from South Carolina Parents Anonymous Incorporated covers the \$5,000 a year inmate training workshops.

#### Sesame Street Center

The center is open on the weekends, both Saturday and Sunday, during the regular visiting hours from 8:00 a.m. to 2:00 p.m. Children must be under the age of sixteen, however, there are no numerical restrictions.

It is equipped with games, toys, television, video tapes, films, and other approved educational materials. Recreational and learning activities for the visiting children are planned and supervised by the inmate tutors who meet each Thursday to develop the weekend's activities. Colouring, drawing, sing-alongs, crossword puzzles, watching videotapes, and puppet shows are among the scheduled events which have been offered.

#### Other Related Developments

Since its introduction at Kirkland, nine other child care centers, patterned on Sesame Street Goes to Prison, have been introduced in South Carolina state prisons.

PARENT-CHILD PROGRAMS

INDEPENDENT PROGRAMS

CALGARY'S CHILDREN'S PROGRAM

CALGARY CORRECTIONAL CENTRE (CCC)

Calgary, Alberta

The Calgary Correctional Centre is a provincial minimum-medium security institution for men which opened in 1958. In 1985, its average population was 367; on 1 January 1986, 307 were incarcerated.

History

CCC's children's center was introduced by the Deputy Director of Programs, Cal Wrathal, in the Spring of 1984 in response to staff concerns about the number of unattended children in the general visiting room. After running for two years, a minor accident involving a child led officials to look into the issue of institutional liability. Resulting concerns, combined with those pertaining to perceptions that some inmates were using the center solely as a babysitting service, led to the cancellation of the children's program.

Overall Structure and Program Personnel

Overall responsibility for the program rested with the Deputy Director of Programs. The children's center was run by volunteers; on average, one or two from the community and three or four inmates. Those from the community were recruited from the institution's volunteer pool, which consisted of over 50 people. Inmate candidates were screened by CCC's Classification Selection Committee. Those who had a history of assault or violence were excluded from serving as volunteers.

Funding

Donations from correctional staff and religious and community organizations equipped the center. Ongoing costs were covered by the inmate welfare fund. The prisoners run their own canteen to earn money for the fund. Although the program has been cancelled, inmates still provide juice, cookies and candies for children during regular visits.

The Children's Center

The center was set up on weekends in the chapel area, not far from the general visiting room. Games, toys and crafts were provided. A television was also available to show videos.

When there were two community volunteers the maximum number of children was restricted to 15. This upper limit was based on number of volunteers rather than the size of the chapel, which can hold 110. While parents were encouraged to join their youngsters in the center, they were permitted to leave them there to be supervised. There was no formal age restrictions for children, but the target group was between ages three and twelve. Visiting mothers were expected to keep infants with them in the general visiting room.

### HUCH-A-LUC

#### DWIGHT CORRECTIONAL CENTER (DCC) Dwight, Illinois

The Dwight Correctional Center is a tri-level security institution whose average population in 1985 was 497 women. In September 1987 there were 640 inmates.

The Center is located approximately 10 miles from Chicago. Public transport is available to Dwight but in order to get from there to the institution visitors must take a cab, drive themselves or use transportation services that may be provided by volunteers.

#### History

When, in 1979, DCC introduced a Sesame Street Goes to Prison program, a play area was set up in a separate building which was constructed for this purpose. It was open to children who were supervised by selected inmates while their parents were visiting others. Activities were held at the institution to raise funds to buy toys. Budget cuts contributed to the termination of the program and the Sesame Street House was turned over to Lincoln College for offices and class space. In May 1984, the HUCH-A-LUC program, which during regular visiting hours offers both a place for mothers and children to visit and a day care arrangement, was introduced.

#### Overall Structure and Program Personnel

HUCH-A-LUC is organized and run by inmate Jaycees who are overseen by the Jaycee Coordinator, a member of the institution's recreational staff. They are directly responsible for the maintenance and monitoring of the HUCH-A-LUC Corner, the name given to their children's center. Selected Jaycees work there on a rotational basis. A minimum of three will be present for each shift. Planning activities for the Corner and special holiday programming is part of their work and it was noted that they go 'all out' for the latter; planning well in advance for each occasion. Details are worked out at monthly meetings. A

correctional security staff member is present in the HUCH-A-LUC area during hours of operation.

Inmates who want to work in the Corner must first submit a written request to the Jaycees HUCH-A-LUC caregivers. After reviewing the application, the Jaycees pass it to the staff Jaycee Coordinator. From there it is forwarded to the Assistant Warden of Programs and then to the Warden for final approval.

### Funding

The inmate Jaycees fund the program, including activities planned for each major holiday. Money is raised in a variety of ways. For example, pop cans are collected and arts and crafts (displayed in cases maintained in the facility for this purpose) are sold to other inmates and staff. The inmate Jaycees maintain their own budget and related records. In addition to the money raised by the Jaycees, many toys and supplies are donated. It was noted that ongoing costs (mainly for juice and cookies) are minimal and that the Jaycees personally make a lot of things for the program.

### HUCH-A-LUC Corner

The HUCH-A-LUC Corner, which may be used by all inmate parents who are their children's guardians, is set up in the gym, adjoining the regular visiting room. It includes indoor and outdoor areas, a place to do arts and crafts and a library. It is open on weekends and major holidays from 10:00 a.m. to 6:00 p.m. (General visiting hours are from 9:00 a.m. to 3:00 p.m., Monday through Friday, and 9:00 a.m. to 7:00 p.m. on weekends. Inmates may have two visits per week). Inmate personnel change shifts at two o'clock. The 10:00 to 2:00 period is set aside for mothers and their children to play together. During the 2:00 to 6:00 session, mothers may leave their children in the center and visit with other guests. As under general visiting, mothers may have up to six of their own children visit at one time. Approval may be granted for additional children. Whereas regular visits encompass children up to the age of 16, the HUCH-A-LUC Corner is for those fourteen and under.

### Related Developments

Under contract to Dwight Correctional Center, instructors from Lincoln College provide parenting classes. These are open to parents and non-parents and are not a prerequisite for working in the HUCH-A-LUC program. A minimum of three courses, each eight weeks long, is offered each year. The topics change over time. In September 1987, for example, a course on child health and enhancement was being offered two evenings a week.

INCARCERATED PARENTS AND THEIR CHILDREN (IPATC)

I was a good father when I was home, but this gives me a chance to be a better father.  
(inmate quoted by V. Reath in The Reporter,  
14 February 1986)

BUCKS COUNTY REHABILITATION CENTER (BCRC)  
Dolyestown, Pennsylvania

BCRC is an all-male work release center located in Dolyestown, Pennsylvania. Forwarded notes, prepared in May 1984, indicated that it is a 100 bed, minimum security jail without perimeter security.

The selected male inmates, who come from Bucks County Correctional Facility (described below), are participants in an initiative that began in 1963 when the Pennsylvania Legislature authorized work releases. (Females are transferred to a separate community facility). At the main prison, three and one half miles away, a screening committee composed of the Director of Treatment; a psychologist; and the supervisors of drugs and alcohol, corrections, and work release meet weekly to consider candidates for the program. Their recommendation is forwarded to the sentencing judge who makes the transfer decision.

Once in a program, inmates must find employment within 10 to 15 days or their participation will be terminated. A number return to their former jobs and staff work with the community to line up employment opportunities for others. Sufficient staff to permit adequate development of community support and discrete community supervision is deemed essential.

Inmates are confined to the institution only during non-working hours. Random testing for drugs, including alcohol, is undertaken regularly. In that it is "recognized that public transportation is virtually non-existent on a convenient schedule" inmates are permitted to use their own cars to go to work.

An inmate must be paid by cheque, which is turned over by him to the institution. After deductions made at source for such usual reasons as income tax, social security and union dues, residual monies are applied (as regulated by state work release law and audited by the county controller) toward board, court costs, fines, restitution, and family support - the bulk of earnings go toward the latter item.

On January 1, 1986, there were 130 male offenders at this institution. Of these, forty were fathers with an average of two children each. It was noted that less than eight were single parents.

The Rehabilitation Center is located approximately 40 miles outside of Philadelphia. It is not easily accessible by public transportation lines, therefore, visitors are largely dependent on other means of transport.

### History

Members of the Delaware Valley Association for the Education of Young Children (DAEYC) wished to start a play program for inmate parents and their children. Working towards this goal, in 1981 the Association became the recipient of a \$2,000 Membership Action Group grant from the National Association for the Education of Young Children. For eighteen months members looked for an institution where the proposed program could be implemented. Lack of interest and concerns about space and security inhibited achievement of this objective. In 1983, however, it found a home at Bucks County Rehabilitation Center and the grant money was used to buy toys for a playroom.

The program established by Ann Adalist-Estrin and Susanne Blough Abbott was initially run by DAEYC volunteers, university students and those recruited through newspaper ads. This arrangement did not prove to be fully satisfactory however. In that DAEYC was Philadelphia-based and most of its members and volunteers lived there, they had to travel a fair distance not conveniently served by public transportation. Consequently, there were difficulties in attracting volunteers, irregularities in attendance and a lack of program consistency. It was recognized that these features were not conducive to developing or reinforcing feelings of trust essential to the evolution of loving relationships.

Thus, in 1984, a year after the program began the Association applied to the William Penn Foundation for money to cover the cost of hiring salaried personnel for the program for a year. As a result, the Rehabilitation Center was awarded a grant amounting to approximately \$25,000. It, in turn, contracted with the Parent Resource Association - a non-profit, community based, family counselling and workshop program established in 1979 and housed in a Presbyterian church in a well to do neighbourhood. Its director, Ann Adalist-Estrin, was a member of DAEYC and she took on the running of IPATC and subcontracting for additional personnel - Program Supervisor, Isabel Caruso and Program Aide, Justine Gordan. At this point, the DAEYC was no longer responsible for the program; it was run as a Parent Resource Association project.

In 1985, the William Penn Foundation gave a second grant, this time for \$100,000. It was to cover the cost of personnel, equipment and supplies to develop a program at the main prison,

Bucks County Correctional Facility, as well as maintaining the one at the Rehabilitation Center for two years.

### Overall Structure and Personnel

As noted above, the two programs are contracted out to the Parent Resource Association, whose Director, in turn, sub-contracts for all program personnel. Four people work part-time under the direction of Ann Adalist-Estrin. She provides counselling and group therapy at the main prison; the Assistant Director does the same at the Rehabilitation Center. The visitation programs are run by two on-site supervisors, one at each facility. In that, in contrast to the Correctional Facility, parents and children at the Rehabilitation Center are free to come and go and to use the service on a walk-in basis rather than signing up in advance for a visit, an aide has also been hired to help out there.

Believing that "parents are a child's best resource" program personnel "work along with parents and show them that it is through play that children learn both skills and how to express themselves". All program personnel have been instructed in "Filial Therapy", which has been modified for different settings since its introduction in the '60's. In essence the method focuses "on the adult-child relationship and the effects of this relationship on the child's ability to cope".

The essential features and difficulties in its application within the first ten months of operation were written up by the co-directors, Ann Adalist-Estrin and Susanne Blough Abbott, in an article published by the DAEYC in late 1983 or early 1984. In this it was noted that the provision of a safe place, where children may make choices in a setting in which adults have set appropriate limits and provide non-judgmental acknowledgment and acceptance of the feelings over which children must gain mastery, is critical. Through 'play', in which they are given the opportunity to select toys, including those "that allow for acceptable aggressive behaviour", children learn how to share their feelings appropriately.

It was observed that application within a correctional setting, particularly one with a high turnover of inmates, presented challenges. Maintaining a highly focussed program was deemed essential given the abbreviated time frame. Ten months into the program it was noted that, "The average number of visitations by the same parent and child is three weeks". (Since around 1987-88 the average has been about 13 weeks.) Moreover, "Caregivers often wanted so much to teach and take advantage of every teachable moment, that it was easy to lose sight of the value of allowing children to discover on their own and at the same time express their feelings". Consequently, while program personnel continue to believe that the training offered through

IPATC is a critical component, given the high turnover rates of these county inmates, it is felt that participants do not have sufficient time to benefit fully.

Initially, program personnel had hoped to have inmate volunteers involved in the operation of the playroom. With the high turnover rates of inmates, which did not permit sufficient time to train new volunteers, this was not considered feasible. Inmates contribute, however, by making toys and participating in post-visit clean-ups.

### Program Components

At BCRC, IPATC includes a structured playroom program and counselling opportunities for inmate parents and their spouses.

Each Sunday, except on major holidays, the dining room at the Rehabilitation Center is transformed into a playroom. As written up in The Reporter on February 14, 1986, "The tables and chairs are pushed aside to make way for wooden blocks, a pint sized kitchen, a miniature race track and a variety of other toys." It is open from 11:00 a.m. to 1:00 p.m. at which time it is briefly closed for lunch. It reopens at 1:30 p.m. and closes at 3:00 p.m. The playroom is run on a walk-in basis, by an on-site supervisor and an assistant.

While parents and children are free to come and go, it is expected that, at least during the morning hours, the parents (especially the fathers) will stay and play with their offsprings. Hitting, by the youngsters or their parents, is not permitted; nor may food be brought into the playroom. After each visit, an attendance sheet is to be completed.

During the week, counselling (which is not a prerequisite for using the playroom) is available to both parents. It was noted in The Reporter, however, that at this work release center "there is no demand because inmates are too busy".

### Other Related Developments

Not mentioned to date in any IPATC write ups is a unique program opportunity that was offered to prison staff. It was designed to address the possibility of lack of receptivity, or resistance, to the inmate parent-child initiative. A well received ten week course entitled, "Being Correctional Officers and Surviving Parenthood" was offered. After two of these had been given, the curriculum was augmented to include attention to the needs of inmate parents and their families.

BUCKS COUNTY CORRECTIONAL FACILITY

This is a maximum security prison that in 1987 had a reported average population of 25 women and 348 men. It was subsequently noted, albeit without reference to specific dates, that although the number of men has remained static, the average number of females doubled.

Although the program components are the same at both institutions, there are some differences. For example, as noted earlier, the playroom at the Rehabilitation Center is used on a walk-in basis and counselling is optional. In contrast, counselling is a prerequisite for inmates at the main prison. Group sessions, one for mothers and one for fathers, are conducted each Friday. Although exceptions may be made when there is a valid reason for absence, such as illness or court appearance, generally, in order to participate in the Sunday playroom visits, inmate parents must attend - at which time they can sign up for a visit.

On Sundays, the playroom, which is managed by an onsite supervisor, is set up in a separate room off the regular visiting room. The Grundy Foundation provided a grant to purchase toys. On average, two to four families use the room. (Subsequent to the 1987 survey update, it was reported that the average rose to eight families.) However, in that a maximum of seven couples and their children can be accommodated at any given time, it is sometimes necessary for inmates to work out appropriate arrangements for sharing the space.

PARENT-CHILD RESOURCE CENTER

Ask the guards - they will tell you what a difference [the Parent-Child Resource Center] has made. (PCRC brochure)

STATE CORRECTIONAL INSTITUTE AT GRATERFORD (SCIG)  
Graterford, Pennsylvania

SCIG is a tri-level security institution outside Philadelphia. Its normal capacity is 2,144 men. The average population in 1985 was 2,432.

History

The Parent-Child Resource Center (PCRC) traces its history to the initiative and persistence of Graterford inmates, one in particular. They began in 1980 to develop the idea of establishing such a center to aid "inmate efforts to build family unity". During the winter of 1985, Marnie Hentretig, a social worker with the Episcopal Community Services (ECS), who had once

been a probation officer and who for many years had been a prison volunteer, met with inmates and staff and the ideas for the present center were fleshed out. These were presented by Lifers Incorporated and the Montgomery County Task Force, two inmate organizations, in January of 1985. By May 31, 1985, the Center opened due to the cooperative efforts among Graterford's administration, the Episcopal Community Services and four inmate associations (the two noted above plus the Latin Prisoners Rights Organization and Vietnam Veterans) and the contributions of time and/or resources by community members and other inmates and inmate groups. It is stressed that "the blessing and the bane" of this initiative is that it is considered the joint responsibility of the inmates, the ECS and the Pennsylvania Department of Corrections.

A long list of interrelated goals are to guide Center activities. By providing an environment in which fathers can learn more about their parenting role and interact in a positive manner with their children, PCRC is intended, for example, to:

- provide "positive role models for inmate fathers so that they may learn behaviors which nurture a child's trust and self respect"
- encourage and support a father's involvement and ties with his family;
- permit incarcerated fathers to continue to assume their responsibilities as parents;
- affirm family values;
- improve the quality of institutional visits;
- peak children's interest and creativity during father-child interactions at visiting time;
- try to stop inmates' children from some day becoming prisoners themselves;
- furnish information pertinent to fatherhood; and
- encourage community support in the achievement of Center goals and activities.

In sum, the goal is "to empower the inmate father to be and to see himself as responsible for as many aspects as possible of his family's well-being even though incarcerated."

## Structure

Each group within the partnership (correctional staff, community and inmate personnel, volunteers) assumes specific responsibilities. Consistent with the goals, the lead role is to be played by the inmates who work in collaboration with correctional staff and ECS personnel.

To ensure communication and coordination, there is an advisory board that oversees the program and a number of sub-committees. There are bimonthly meetings of an Executive Committee and monthly meetings of all inmate and program personnel. The latter are cancelled when they coincide with all-day, in-service training sessions. In addition, there are inmate personnel committees responsible for specific program components; their foci are described below under "Other Committees".

### Advisory Board

The composition of the Advisory Board may change somewhat from time to time but, generally, it consists of the Deputy Superintendent, the three program personnel, three inmates, and the Chief Psychologist. They meet semi-annually, but if a need arises in the interim, program personnel may confer with the Deputy Superintendent by telephone.

### Correctional Staff

SCIG administration undertake to ensure space for visiting and for meetings of program personnel; to arrange security clearance of the materials used, including artwork that children want to take inside to their fathers; and to set up, and/or authorize, meetings with outside supporters and contact between them and inmate personnel. A training program for correctional officers to sensitize them to the needs of inmate families is also provided.

### Community Personnel

The three community personnel, whose salaries are paid by the ECS, assume responsibility for a range of activities associated with ensuring cooperation among all participants and the viability of the program. Their membership includes a coordinator and an early childhood teacher. Among their efforts are:

- coordination of meetings and discussions among and between the community, correctional staff and inmate participants and dissemination of relevant minutes;
- recruitment and training of community volunteers;

- the solicitation and coordination of support and donations from the community for equipment and supplies for the play areas and personnel and supplies needed for committees and parenting groups;
- the provision of training for and recognition of inmate and community volunteers;
- recording and disseminating information on program experiences;
- ensuring the health and safety of visiting children; and
- "publiciz[ing] the efforts of inmates on behalf of their children as part of the program's efforts to solidify the inmates' positive self-concept as responsible parents."

#### Community Volunteers

Lacking long term funding commitments to engage professionals trained in child care and social work, the program developers turned to volunteers to supply such expertise. A retired college instructor, then-70 year old, Ruth Bacon, who had considerable experience in developing nursery schools but who had never been in a prison, turned her energies to recruiting volunteers. Generally, there are about six to twelve volunteers at any time and like Bacon, many of them are retired. While she began as a PCRC volunteer, she became a part-time member of the program personnel. Together with Henretig, she trains and teams up volunteers and inmate personnel. Both women have been honoured by the Pennsylvania Department of Corrections for their work.

Sought from the community are volunteers who are experienced with and love children. Examples given in a PCRC brochure include retired early childhood and primary school teachers, day care workers, Sunday school teachers, coaches, and cub leaders. They need not have any prior experience within a prison; "an extensive orientation in the prison is provided to all volunteers before they begin working in the program".

In addition to their work in the children's center (described below), community volunteers are encouraged to teach workshops in their field of expertise, to develop church projects to obtain playroom supplies and to attract others to participate in the Center one Friday, Saturday or Sunday a month.

A handbook for volunteers has been prepared. It outlines the history and goals of PCRC, the team concept and the

volunteer's role. It also includes suggestions such as the following:

Be enthusiastic about the toys and activities, but do not paint for the children or tell them what they must do if they seem busy and actively enjoying a project of their own choosing. DISCOVERY is important to growth.

Avoid highly competitive games with a child.

Giving the children treats is the sole privilege and responsibility of the parent, do not share your cookies, soda, candy, etc.

Do not hold children.

From her years of experience, Henretig recognized both the advantages and drawbacks of volunteers. After PCRC had been running for close to two years, she was interviewed by ECS's Peter Buffum (who had engaged her for the program) for an article in the Fall 1987 issue of the "National Association on Volunteers in Criminal Justice". She summarized developments to date by observing, "Whether we can sustain our success with volunteers is still a question, but the early results certainly have been gratifying."

#### Inmate Personnel

Within the program model adopted, the onus for its operation rests with the inmate personnel. While they are to elect two of their number to assume overall administrative and teaching responsibilities, they are all to participate in each training session and the identification of further educational opportunities to enhance their abilities to give professional child care. They are also involved in the recruitment, screening and training of inmate personnel. Twelve work in the Center and in addition to their duties there they sit on one or more committees focusing on particular aspects of the program.

#### Screening Committee

This committee meets, as the need arises, to consider candidates to ensure that there will be an adequate number of acceptable inmate personnel to replace members released from the institution. Candidates may refer themselves or be proposed by program personnel. The chairman of this committee refers the names of selected inmates to the Treatment Staff. The final decision rests with the Deputy Superintendent but he may delegate this authority to a staff member such as the Chief Psychologist. The decision (approved, disapproved, waiting list) is relayed to each applicant by the Selection Committee's chairman.

### Other Committees

Separate committees have been struck for each of the following activities:

- a monthly newsletter about family issues to be distributed internally and externally; (Information of interest to the general population is translated into Spanish.)
- dramatic productions; This encompasses putting on puppet shows, the selection of films for inmate parents, the development and production of a film about PCRC or parenting while in prison, and the development or sponsorship of plays for the inmate population;
- displays and resources; This includes the solicitation of books for children and literature on child care for PCRC's library and the mounting of changing wall displays on seasonal topics pertaining to the family; and
- the development and production of pertinent seminars open to the general inmate population or specific sub-groups; The former would provide an overview of the rights and responsibilities of imprisoned fathers. The latter might, for example, involve an orientation for those about to be released that would cover family-related and other community resources and services available to them.

These committees meet twice a month or on an 'as required' basis. They are composed and chaired by inmate personnel who may draw upon correctional staff and community volunteers and others as resource people. Yet to be determined is whether the resource people may include both inmates and community members who are not program personnel. The minutes are distributed by mail or reported at the monthly meeting of all the inmate and community program personnel.

### Program Components

In addition to all the activities emanating from the above noted committees, PCRC offers a children's center, training for volunteers and inmate personnel and parenting groups for inmates and their partners.

### The Center

The Center is composed of two areas. One, which serves the 2,000 plus men incarcerated at Graterford, consists of two attorney booths at the back of the main visiting room. In a separate location is a larger space for approximately 150 minimum security prisoners who have obtained furlough status. Both areas are filled with toys and games contributed by local businesses and churches, as well as art and craft materials, children's books, and parenting literature.

Open Thursday through Sunday inclusive and all holidays, in both locations the operation of the Center is always overseen by a two person team, which may be composed of two experienced inmates, two trained volunteers, or one inmate and one volunteer, who act as resource people. Their responsibilities include setting up activities and directing children to those appropriate to their age; advising parents on the use of materials; interacting with the youngsters and reading, or telling, them stories; and tidying up at the close of visits.

Since opening, the Center has had over 3,000 children each year.

### Training

Both inmate personnel and community volunteers receive training. Three sessions in a classroom and two in the Center are given new program personnel. In addition, quarterly, there is day-long in-service training by early childhood professionals. These are augmented by monthly meetings of correctional staff, program personnel and community volunteers regarding the routine operation of the Center and ongoing on-site training opportunities by the early childhood teacher.

### Parenting Groups

The program encompasses parenting groups that were initiated by the Parent Action Network of the Department of Human Services, a community youth agency. PCRC and the Parent Action Network jointly sponsor these. There is one group for the inmate fathers and another for their partners. The two meet separately - the men within the institution, the women within the community. Along with agency people, M. Henretig co-leads the twelve week sessions held throughout the year.

The efforts of one such group that met to improve "communication skills, to be used to strengthen the father-mother ties, and to improve their ability to parent their children" are being extended by a project that its members decided to undertake. To help others facing the same situation, they are attempting to develop a book, "Parenting in Prison", filled with

advice and observations based on experiences of incarcerated fathers and their families. During the course of the survey they were in the process of soliciting more ideas from others. An early effort in this direction, described as "a volume in-the-making", provides examples of the topics and counsel to be covered:

- how to communicate to your child while you are in jail; ("If possible, children should be told by both parents at the same time, so that both know what has been said. They should be told before any other people tell them.")
- how to cope with jealousy between children and spouse on a visit; ("The most important fact is to tell them 'I love you!'")
- how to be a father to your children while incarcerated; ("Share your own youthful experiences with [your] child; enabling the child to view you as not always being an adult."); and
- what fathers need from others to sustain them; ("To make a marriage work, a man and a woman each has to give 100%. Just because you're in jail doesn't mean you have to give only 25%.")

#### Other Related Developments

##### Family Day Picnics

The description that follows is based on a March 1986 outline of the program to be offered that summer. It was noted that "extensive renovation and construction" required changes to the program offered that year. Consequently, the details below may reflect, in part or whole, circumstances unique to that year.

In 1986 the program, which was to run from 1 June through to and including 1 September, was to be conducted between 9 a.m. and 2:30 p.m. from Tuesday to Sunday inclusive. Weather permitting, they were to take place in the newly created picnic area outside the institutional visiting room. If a severe rain storm should arise, at the discretion of the squad commander, picnics could be cancelled.

Each eligible inmate was to be permitted to apply for one Family Day Picnic per year. To qualify inmates had to be in the general population; those in specified wards or on furlough status were not eligible. In addition to being free of "Class I" misconducts for six months prior to application, they had to maintain a clear conduct record up to and including the day of the picnic. Lastly, each applicant had to have been imprisoned

at Graterford or another state custodial institution for at least six months prior to applying.

Each inmate was permitted a maximum of six guests, including all children regardless of their ages. With one exception, (noted below) picnic visitors were to be members of the inmate's family, on his approved visiting list, and not on suspended status. Ex-inmate family members required prior written approval from the Superintendent.

An inmate could invite another prisoner as his guest provided the latter had no family or had not received any visits. At the discretion of the Director of Treatment, upon consideration of a written supportive statement by an inmate's counsellor, such an inmate could obtain permission to attend.

A maximum of five inmates were permitted to have their picnics on the same day. Joint picnics were possible, if more than one family member was imprisoned at the same time. Under such circumstances, however, both had to meet the eligibility requirements and their Social History Records would have to furnish proof of their relationships.

Application for family picnics were to be initiated by inmates. Forms were available from their block lieutenant. Once signed and forwarded to the Treatment Department, a counsellor would review the application, verify the information and determine the eligibility of the inmates and their guests. It would then be passed through regular channels for final approval by the institution's Administrative Review Committee. The counsellor would ensure that those inmates who received notices of confirmation would sign the rules and regulations governing picnic visits. Scheduling was to be done on a first come, first served basis.

If a successful applicant were to become subsequently ineligible through conviction relating to a Class I misconduct, it was to be his responsibility to notify his guests that the picnic was cancelled and why. If removed from the general population, he was to notify his counsellor to contact his guests.

Inmates were to wear their regular visiting room clothes for the picnic and were prohibited from wearing jewellery of any kind. Left over food had to be taken away by the visitors; inmates were not allowed to bring any of it back to their cell blocks.

EMULATED PROGRAMS

PRESCHOOL IN PRISON PROJECT

History

The Preschool in Prison Project was developed by an Ad Hoc Committee of the Edmonton Chapter of L'Organisation Mondiale pour l'Education Préscolaire (OMEP) Canada.

L'Organisation Mondiale pour l'Education Préscolaire

The World Organization for Early Childhood Education is an international, non-governmental, interdisciplinary body concerned with the welfare of children from birth to age eight. With national committees established in 42 countries, and more being developed, it has consultative status with, and is represented at, the meetings of UNESCO, UNICEF, Council of Europe, and the UN Commission for Economic and Social Affairs.

According to resolutions approved at its XVIIIth World Assembly in July 1986, (see Appendix C) OMEP members should:

- promote interdisciplinary approaches to research.
- recognize the importance of the provision of a co-ordinated service for the health, education and care of children and promote liaison between professional bodies, disseminate information and define strategies for co-ordination.
- promote the wide and comprehensive task of early childhood education for all children and in this also promote the integration of children with special problems inside regular institutions.
- promote community involvement in co-ordinating services dealing with children to reflect the full range of needs of families in the community.

Toward such ends, they attempt to use every possible means to further optimum conditions for the wellbeing, development and happiness of children and their families and to help in any undertaking that will encourage and improve early childhood education, including that of parents.

Ad Hoc Committee of the Edmonton Chapter of OMEP  
(Canada)

Triggered by a September 1977 article by Helen Taylor and Barbara Durr about a preschool in prison project at the Washington State Reformatory (which appeared in the journal, "Young Children"), Joyce V. Townsend, an early childhood specialist and member of the Edmonton Chapter of OMEP (Canada), began to reflect on what might be done in a Canadian context. Subsequently, she read Moira MacLean's article pertaining to children visiting their parents in Scottish prisons and as reported on page three of her presentation to the Fourth International Toy Library Conference, (the source of the quotations that follow) she concluded:

Both articles spoke eloquently of the need for play opportunities for children and for parents to play with their children. Since toys cannot be brought into prison because of security, their presence must become the responsibility of the institution, or of caring groups who are prepared to cooperate with prison authorities. (emphasis in the original)

Responses to preliminary inquiries indicated that within Alberta there was a lack of facilities for children visiting correctional institutions. A single outdoor play area was identified. Later personal visits confirmed that there was room for improving visiting conditions.

In one medium security centre plastic bucket chairs lined the opposite walls of a long, wide room. Visitors could sit beside each other but could not easily face each other. A maximum of three could visit comfortably at one time and there was nothing for children to do. In another medium security centre, the prison dining room, which had long tables accommodating 8 per side, was used for the 1 1/2 hour visiting period. Most tables were shared by two or three families and young children ran up and down the room at random as soon as they became tired of sitting on their parents' laps. Visitors' conversations were very public and children's responses to the crowded, stressful conditions became matters for dismay and tension between parents.

In 1981, Townsend approached the National Executive of OMEP (Canada) with the idea of a combined play and parent education program. Immediately responsive to the concept, an Ad Hoc Committee was established to look into the issue and develop a program. J. Townsend was its first chairwoman and she remained an active member until moving East in 1987 to pursue a Masters of

Education at Queen's University. (Her educational plans included further work related to inmate parents and their children.) In 1984, the responsibility of chairperson was assumed by Sari Salmon Schiff who held this post until 1987.

The Ad Hoc Committee formulated the Preschool in Prison Project. The goal was to promote and foster programs for inmate parents and their children within correctional facilities. Initially the focus was on Western Canada, but it was hoped that the idea would eventually catch on in other regions of Canada. OMEP members were to be catalysts - responsible for promoting the goal; approaching correctional officials and potential funding sources; and assisting in the development, introduction and early monitoring of programs. It was expected that after providing initial assistance and support, each program would be maintained and financed within its institutional framework.

Consistent with the approach, the specifics of each program were to be developed to reflect local circumstances and the particular needs of a given inmate population. Nevertheless, committee members developed a picture of the basic components that they believed ideally should be encompassed.

The envisaged program combined parenting classes with a children's visitation/education program. An essential feature was seen to be the involvement of an early childhood specialist who could develop, coordinate, supervise, and monitor and/or evaluate activities. This individual might be assisted by another qualified child care professional, community volunteers and parenting course participants. The children's center, where parents would be encouraged to apply the knowledge gained during their parenting classes, would also offer supervised child care when inmate parents and their adult visitors required some time to themselves. Moreover, children would be involved in "learning through play". The class instructor - day care supervisor and, where applicable, assistants would encourage parent-child interaction, model appropriate behaviours and relate course content to actual interactions.

The initial activities of the Ad Hoc Committee were supported by \$5,000 developmental grant from the Edmonton-based Clifford E. Lee Foundation. This particular donation was to be used to stimulate the development of programs; it was not for set up or operational costs of specific programs.

Outreach activities were central to realizing the Committee's goal. Consequently, members wrote a number of articles, which were published in legal and educational journals, and they spoke at various international conferences. For example, in January 1984, J. Cormier made a presentation to the Conference on Learning and Corrections in New Westminster, British Columbia; in the Spring of 1986, J. Townsend spoke at a

conference of the John Howard Society in Grande Prairie, Alberta; in July 1986, Sari Salmon Schiff addressed the 18th World Conference of OMEP in Jerusalem, Israel (her paper was reprinted in "Early Child Development and Care"); and, in May 1987, J. Townsend presented a paper at the Fourth International Toy Libraries Conference in Toronto, Ontario.

During the course of the Preschool in Prison Project, the Committee members supplied information to a number of Canadian institutions. Following the Jerusalem conference the demand intensified, with enquiries coming from as far away as South Africa and Scandinavian countries. The overwhelming number of requests, answered individually at first, moved OMEP members to proceed with their objective to develop a 'starter kit' that was to contain ideas, bibliographies, toy lists, and ideas to help others who wanted to set up programs. Toward this end Crozier Information Resources Consulting Limited (CIRC) was engaged. The availability of the resulting information package, which sold for \$10, was announced in a brochure that outlined the Prison in Preschool Project.

Committee members recognized that in order to achieve their objectives they had to learn more about the correctional environments in which they hoped to see programs and in the course of this they met others who shared their concerns. As Townsend explained to the above cited international gathering, "We, of course, needed to be briefed on security considerations as well as the then current arrangements for visiting at each institution." One of the initial steps was to invite the program directors of a federal maximum and a provincial medium security institution to an information sharing lunch. This was followed by a number of other meetings with correctional and community people. In the course of their endeavours they were informed that visiting arrangements:

... ranged from short, prebooked visits in a small visiting area, to 1 1/2 hour large group session to all day extravaganzas on Sundays once every three months. In no instances were special arrangements made for children other than to provide video films during some part of the all-day sessions and to set aside a sleeping area for infants and toddlers.

They discovered the lack of information about the number of visiting children, which, in itself, was viewed as an important fact that had to be addressed in the development of appropriate program plans. Moreover, they found that they were not alone.

... program [staff] were also interested in the positive potential of parent education courses, as were members of the prison chaplaincy and social agencies who were contacted for support.

In sum, as their work progressed, they learned increasingly more about visiting arrangements, correctional circumstances, information that had to be gathered to develop specific program plans, and community and correctional support for their goals.

Through OMEP members' activities, a number of people associated with western correctional institutions considered the Ad Hoc Committee's objectives and program model. Some were prompted to introduce new features. For example, at the maximum security Edmonton Remand Centre a toy box was added to the visiting area and at the minimum security Belmont Correctional Centre a room off the visiting area was redecorated by inmates and equipped to serve as a playroom supervised by those who did not have visitors. Others explored new program initiatives. At the provincial medium-maximum Grande Cache Correctional Centre plans for a children's area and parenting course were developed and in Chilliwack, Community Services investigated locally problems faced by inmates' spouses. Still others introduced new programs. At the federal medium security Matsqui Institution one for visiting children was launched. In 1984, at Peace River Correctional Centre, a provincial medium security facility 300 miles north of Edmonton, "Fathers at Large" began. Named by the inmates involved, it was funded through arrangements with the local community college. This pilot program (the second phase of which was written up by Leslie Ayre Jaschke) ran for one four week period and one six week session before it was discontinued. In addition, pilot Preschool in Prison programs, (discussed in more detail below), were run at the Fort Saskatchewan Correctional Centre and the Edmonton Institution.

Enthusiastic responses greeted OMEP members but from all accounts attracting initial and committed ongoing funding remained a constant feature. In addition to the influence of the mobility of key correctional officials, whose organizational influence and personal commitment were deemed essential, differences in perceptions about the needs of inmates and the most appropriate response to them were apparently central. While there was concurrence regarding the need for parenting courses and a professional to lead them, there were differences of opinion surrounding the children's program. Some were of the view that to meet the needs of correctional staff and inmates, who were predominately or exclusively males, a play area supervised by inmates and/or community volunteers would suffice. From the perspective of others, while agreeing that such steps to meet the immediate visitation needs of a large proportion of inmates and correctional staff would be an advancement on previously existing conditions, there was a belief that they fell short of the need and an opportunity to address broader objectives, such as correctional rehabilitation or recidivism reduction goals, and the needs of the children involved. From this viewpoint the engagement of a child care professional who

could also develop, oversee and evaluate an appropriate play program; relate course materials to actual interactions; and encourage and demonstrate positive behaviours was essential. To date, the overall history of OMEP related initiatives has not encompassed an ongoing program that matches the one originally envisaged.

When, in 1987 the National Executive moved its headquarters from Edmonton, Alberta to Quebec, the Ad Hoc Committee on Preschool in Prison was dissolved. At this time the Clifford E. Lee Foundation, which had sponsored the project from the start, distributed the information package and brochures that had been developed.

### LIVING WITH CHILDREN

#### FORT SASKATCHEWAN CORRECTIONAL CENTRE (FSCC) Fort Saskatchewan, Alberta

FSCC is co-correctional, minimum-medium security, provincial institution which opened in 1914. The average daily population in 1985 was 414 men and 42 women. On September 4, 1987 it held 42 women, an estimated nine of whom were mothers, with an average of three children each. Two of these women were thought to be single parents. For the same date, there were 338 men, of whom it was estimated 103 were fathers, with an average of four children each. Thirty-one fathers were believed to be single parents.

FSCC is about a 30 minute drive northeast of Edmonton. Regular bus service does not match the visiting hours at the institution and thus, most visitors must rely on other modes of transportation.

#### History

Steps in the direction of a child visitation program at FSCC were initially taken independently by correctional staff and members of the Preschool in Prison Project Ad Hoc Committee of the Edmonton branch of OMEP (Canada). Their common goals came together through a community resource, Grant MacEwan Community College, which was approached by both.

Recreational staff recognized that children needed to have something to occupy their time during scheduled family visits and that a supervised play area would assist correctional staff responsible for supervising weekend visits. Their supervisor brought this to the attention of others at a meeting at which members of Grant MacEwan College were present.

Around the same time, members of the Ad Hoc Committee approached Cecille Lord, then Deputy Director of Programs at FSCC

with the idea of developing a program based on their model. Encouraged by the response they received, they then went to Grant MacEwan Community College to enquire about funding support. There was sufficient money in the College's budget to cover a part time teacher's salary for a year. Thus, work began on plans for the Preschool in Prison pilot project, with OMEP members contributing their ideas through their contacts with the College.

### The Program and Its Evolution

The first Preschool in Prison Project was initiated in 1982 as a six week course offered to inmates by Grant MacEwan Community College. This was followed by two further sessions. The original program offered classroom instruction on Wednesday evenings and a practicum component held in the children's center during regular visiting hours on Sundays.

Via the Continuing Education program at Grant MacEwan Community College, the Department of Advanced Education for the Province of Alberta covered the salary of the parenting education instructor and about \$500 of the operating costs. In addition, a student, who was meeting the practicum component of the child care study program at Grant MacEwan, served as a teacher's aide in the children's center.

Before funding permitted the purchase of toys, the parenting class instructor, who was a full-time nursery school teacher, would bring toys to the institution each Sunday. In the institution's vocational workshop inmates in the first parenting class built easels, tables and chairs for the children's center. The same group petitioned the Inmate Welfare Committee for money to buy large items. The inmate committee contributed approximately \$500 toward operating costs during the initial phase and as noted below have continued to support the center financially since then.

Prior to being allowed to start classes, the instructor attended an orientation session on security procedures and concerns. This made her aware of the potential danger of seemingly harmless children's toys such as blunt nosed scissors. Thus, incorporated into the program was a careful counting of all toys and equipment before and after each visit. It was noted by Townsend that this step was instrumental in helping to secure the vital cooperation of security guards.

A teacher, selected and hired by the College, taught the Wednesday evening parenting classes. This course which included the use of films and videotapes was given its name, "Living with Children", by the inmates who were not partial to the title, "Preschool in Prison". In addition, the teacher oversaw activities in the children's center on Sundays so that inmates could be given feedback from actual inmate parent-child

interactions, appropriate behaviours could be modelled, and children could be helped to learn through play. Both the parenting course and the use of the children's center were open to parents and non-parents.

Originally located in a separate room next to the dining room (which Townsend noted was "made available through the goodwill of the Native Brotherhood group within the prison") it was moved after about a year to the gymnasium, which is the general visiting area. One half of this space was set up for children. Equipped with mats, crafts and toys, it was initially open during the visiting hours of 1 to 3:30 each Sunday. With the change noted below, the center hours were expanded to include the same timeframe on Saturdays.

Throughout the program transitions, inmates have had the option of joining their youngsters or leaving them in the supervised play area while they visit with others. No age restrictions were placed on the children, who must be accompanied to this institution by a responsible adult if they are under sixteen.

Following the first year, the educational component was modified due to budgetary restraints. While the classroom instruction continued, the "practicum", that is, the teaching and overall supervision by the instructor in the children's center, was cancelled. Some drawbacks were observed. When Townsend addressed the above cited international gathering she commented:

This results in the provision of fewer creative and/or messy activities, partly because inmates do not have access to the washrooms for water and washing up without being searched both coming and going, and partly because they do not know what to provide. In addition, inmates become distracted from their roles as supervisors because of their need to play with the materials themselves.

Staff noted that:

The basic objectives of the program are still being met, however, the rapid turnover in inmate populations, the loss of weekend playground supervision by the instructor (due to budget restraints) has affected the overall quality of the program.

In particular, "... due to [the] absence of [an] instructor, little is planned."

With the above noted change, selected inmates began to work in the play area on a rotational basis, a maximum of three

inmates per visit. Scheduling is done by the recreational staff. Inmates who wish to work in the play area first approach the recreational staff who forward their request to the psychologist for screening and recommendation.

Inmates have contributed toward the program since its inception. In addition to set up costs noted earlier, they have covered, through the Inmate Welfare Fund, the inmate salaries of \$5 each a day. They have also bought such things as paint, markers, play dough, bubble mixers, and the occasional building toy, as well as juice and cookies for visiting children. In 1986, for example, such purchases amounted to about \$800.

In 1986 there were two further developments. The parenting course was incorporated into the institution's life skills program which is administered by Grant MacEwan Community College. Offered once per quarter except during the summer, approximately 12 hours are devoted to child development and parenting issues. Also, late in 1986, OMEP members sought and received a grant of \$2,198.65 from the Clifford E. Lee Foundation to buy large equipment, toys and books for FSCC's play area.

The number of visiting children, so low at first to raise doubts about the need for a program, increased over time. Beginning with eight children during the one and half hour visits in the room next to the dining room it "soon doubled to a constant fifteen". After about a year (by which time the visiting program had moved to the gym and the visiting time had lengthened to 3 1/2 hours) the number of children again doubled. By May 1987, it was reported that 15 to 45, from infants to children up to the age of 12, came weekly.

#### Related Developments and Future Plans

The Fort Saskatchewan Correctional Centre is being moved to a new site in the Spring of 1988. It was noted that "the new facility will allow for increased contact and extended visiting".

#### EDMONTON INSTITUTION

Edmonton, Alberta

This maximum security federal penitentiary, which opened in 1978, has a normal capacity for 240 men. Its average daily population in 1985 was 230. It is located within the city limits and is accessible by public transportation.

Developmental work for a parenting course and a children's program was underway in 1982. By the end of June the initial proposal had been prepared and, subsequently, meetings were held with Don Burnette, Supervisor of Visits and Correspondence and Rob Wiebe, Program Director. A second proposal was presented in November 1982 by Joy Bishop, Michael Phair and their chairperson,

J. Townsend. In August of 1983 OMEP (Canada) entered into a \$5,500 service contract with the federal government to provide a child care and parenting course at the Edmonton Institution between 5 September 1983 and 31 March 1984.

There were two program personnel. An experienced child care specialist, Jacqueline Cormier, served as the course instructor and child care supervisor. She was assisted by Deborah Bowers, who was a graduating (1984) student of early childhood development at Grant MacEwan Community College where she had gained work experience in its model day care center. In addition, two college student volunteers and course participants assisted with the monthly children's program.

A parenting education course, entitled "Living with Children" was offered in three hour classes on Sunday afternoons. Both inmates and their spouses could enroll. The first course was ten weeks long. It involved reading assignments, lectures, group discussions, and video materials. Ten inmates and seven of their spouses took part. The second course, held between January and March 1984, was twelve weeks long. Nine couples enrolled; four had taken the first course.

In addition, once a month the parenting classes were supplemented by a "practical laboratory session". During these inmate parents had the opportunity to apply what they had learned in class while they were playing with their children. The instructor and her assistant could model behaviours, provide feedback and relate actual interactions to course content, and help children to learn through playing.

The practicums were scheduled to coincide with the day long Family Days held on Sundays once a month. The lab sessions were held in the exercise room adjoining the gym where the Family Day activities took place. Of those children visiting on Family Days, up to 75 of all ages would join in the activities encompassed by the monthly practicums.

The contract was completed by submitting "A Report on OMEP's Preschool in Prison Project at Edmonton Institution" by Sari Salmon Schiff. Funding was not renewed.

PRISON MOTHERS AND THEIR CHILDREN  
(PRISON MATCH)

THE ONLY FACTOR EVER KNOWN TO REDUCE INMATES'  
RECIDIVISM IS THE MAINTENANCE OF THEIR FAMILY  
TIES. (Prison MATCH flyer, emphasis in original)

FEDERAL CORRECTIONAL INSTITUTION (FCI) - PLEASANTON  
Pleasanton, California

FCI-Pleasanton, which has a rated capacity of 335, opened as a prison for women in 1974; in 1981 it became co-correctional. It accepts minimum and medium security level males and all three classification levels of women. On February 3, 1987, there were 459 women and 226 men - the reported typical ratio of women to men at Pleasanton.

The institution is located about 45 minutes from Oakland and an hour from San Francisco. Public transportation is available but it is not direct; moreover, visitors must take a cab from where they are dropped off - about two to five miles from the institution.

History

In 1977, Yvette Lehman, a professor of child development at Chabot Community College in California, asked herself, "What happens to children of incarcerated parents?". Through friends, this query brought her together with sociologist, Carolyn McCall, who was then working under contract with the National Council on Crime and Delinquency. The two women began to research the types of programs available within North American correctional facilities that pertained to maintaining family ties between inmate parents and their children.

Out of this work a program model, which was based, in part, on the Preschool in Prison Project at the Washington State Reformatory in Monroe, began to take shape. They then approached the warden at FCI-Pleasanton with their proposal for a child visitation program to be offered daily at the institution. The warden agreed to one that could be run on weekends.

Working in cooperation and consultation with institutional staff and inmates at FCI-Pleasanton, in the Spring of 1977, McCall and Lehman began to plan the first in-prison children's center. The fruition of their initial plans occurred with the opening of the Children's Center at FCI-Pleasanton on Mother's Day 1978.

Prison MATCH began under the administrative umbrella of the National Council on Crime and Delinquency (NCCD) and it remained there until 1983 when it became a separate, non-profit organization with its own Board of Directors. Prior to this

transition, an Advisory Board, which was composed of prison administrators (including the warden), representatives from the community and inmates, met monthly.

Considerable emphasis was given to developing, through appropriate play and learning activities, the bonds between parents and children and from the start Prison MATCH has borne a resemblance to parent-cooperative schools in the community.

Providing parenting educational opportunities was the first step. The initial classes were part of a parenting course which ran from the Fall of 1977 to the Spring of 1978. Through advertising within the institution, 16 inmates became the first students.

Not only were the initial classes used to teach parenting and child care, they were a vehicle for developing the Children's Center program. The first planning committee consisted of the Lehman, McCall and the class participants. This group was responsible for engaging Louise Rosenkrantz, the first Director for the Children's Center. She also became a member of this nucleus. By the end of the second year this group was formally established as the Steering Committee, responsible for program operations and the hiring of program personnel. While this committee provided the structure for internal decision making for program operation and planning, ultimate authority rested with the warden, his representatives and the president of the parent NCCD.

In keeping with the emphasis on inmate involvement, incarcerated parents assumed ever increasing responsibilities. As noted above, while they began as students in the first parenting classes, this led to their involvement with the initial planning committee and, eventually, to their membership on the Steering Committee. When the Children's Center opened they became its first volunteer caregivers. Subsequent to the establishment of the Steering Committee, they were hired and paid by Prison MATCH as program personnel.

Since its inception in the late '70's Prison MATCH has developed into a community-based organization with a multifaceted program -- both aspects of which have served as inspiration for others. From the outset members have been proactive in sharing their experiences, observations and insights and urging others to consider the needs of incarcerated parents and their children.

It must be stressed that the program description of Prison MATCH offered here is but a snapshot in time. True to the advice given to others, it has changed along with needs and circumstances. Even as the available information was being digested and written up for this report, the evolution proceeded - thus it

was a foregone conclusion that the picture would be dated prior to publication.

Liberal use has been made here of the printed information furnished by Prison MATCH. In particular, "My Real Prison Is ... Being Separated From My Children" by Janine Bertram et. al. (hereafter cited as "My Real Prison") is quoted rather extensively. It outlines the developments and insights gained during the first five years of experience and the initial four years of the Center's operation.

Naturally, extracts do not cover fully the text of this 15 page document. Moreover, it must be recognized that with respect to this or any of their other publications, Prison MATCH personnel played no role in the choice of quotations or their context within this report and, consequently, it may not be assumed, among other things, that those selected necessarily capture current thinking and the experiences gained over the succeeding years. While the same point applies to all the programs discussed within this report, attention is drawn to this particular feature at this juncture because developments and experiences related to FCI-Pleasanton's Children's Center have been influential in the direction taken by others. Thus, while the comments from Prison MATCH publications which are shared at this moment reflect some of the thinking of key participants at the time that they were produced (and, it may be noted, the current thinking of a number of other survey respondents), it would do a disservice to the ever-evolving nature of Prison MATCH and those so intimately involved with it or influenced by it to leave the impression that this single write up summarizes the full extent of their efforts.

### Overall Structure

Prison MATCH is the name of both a non-profit community-based organization and the program it sponsors. The latter involves the joint and cooperative efforts of people from the community, corrections and the inmate population.

Its organizational structure reflects two basic tenets upon which it is believed "much of Prison MATCH's success rests". These are outlined on pages two and three of "My Real Prison".

First, all aspects must be developed from the start with the inmates' fullest participation.

Involving prisoners may seem controversial, but we have learned that their participation is vital. Inmate parents, after all, are the real 'experts' on what they need to maintain their relationships with their children. Prisoners also understand the particular dynamics of their own correctional

setting; they will know what can and cannot work. It is also critical to involve an ethnically balanced group of inmates to better reflect the range of families' cultural needs the program will need to address.

Inmate involvement is "much stressed". In providing technical assistance to new programs, one of the first steps taken by Prison MATCH representatives is to involve them. While selection of those who will represent the incarcerated parents is left, as much as possible, to the prisoners, themselves, once picked they join community representatives and institutional officials on the planning task force.

Second, the use of professionals from the community as program personnel is deemed essential.

To effectively advocate for inmate parents and their children, programs must be staffed and administered by appropriate professionals in the community. Prison staff are not trained to be advocates for families -- in fact, their role as 'guards' prohibit it.

\* \* \*

The participation of community professionals in disciplines concerned with children and family services is crucial. These professionals will be able to go above and beyond the prison's daily routines and prohibitions to really understand the needs of parents and their children. They will have the skills to be effective advocates for children in this restrictive adult environment. We also have found at Pleasanton that prison staff ultimately, if not initially, will appreciate the added resources such professionals can bring to bear in addressing inmates' family needs.

\* \* \*

It is important that community staff [i.e. program personnel] are employees of the Center, not of the prison. Therefore, while they are responsible for reporting serious infractions of institution[al] rules, they are not expected to perform any functions not directly related to the Children's Center. To work effectively with inmate parents and their children, a program must provide an atmosphere of trust and rapport, as well as the expertise gained through professional training in children's programming. From our experience, it is

extremely important that staff responsible for parent-child programs be clearly identified in that role only. A teacher should not be seen as a guard; a guard cannot be a children's center teacher.

#### Board of Directors

When Prison MATCH became an independent organization in 1983, its Board of Directors was formally established. Although the number of members have changed over time, in the fall of 1987 there were nine, three of whom were ex-inmates. The community MATCH personnel also sit in on meetings as program representatives. The Board, which meets quarterly in MATCH's community office, has responsibility for policy direction and financial management.

#### Steering Committee

As noted above, during the second year of operation a Steering Committee, composed of all program personnel from the community and inmate population, was established. The numbers and ratio of community and inmate personnel have varied over time. For example, in June 1985, there were six from each group, however, in the fall of 1987, there were two to three community members and seven inmates. In addition to serving as program coordinators, the members are responsible for overseeing all aspects of the program, including the hiring of the community and inmate personnel.

#### Community MATCH Personnel

The first program personnel to be hired by the Steering Committee were the co-directors Yvette Lehman and Carolyn McCall and the part-time Children's Center Director, Louise Rosenkrantz. While the latter two have since left, as 1988 came to a close Carolyn McCall remained on as the Executive Director. She is responsible for the overall program operation and administration. In addition to inmate personnel, she is assisted by a Children's Center Director, a social services coordinator, and, a part-time teacher's aide who works in the Center on the weekends.

Job applicants must submit a resume to the Steering Committee for review. This is followed by interviews. Final selection is made, as a group, by the Committee members.

#### Inmate MATCH Personnel

Inmates act as coordinators of various program components. They perform these duties during their personal time. While the numbers have changed over time, towards the close of 1987 there were two for social service, one for education and four for the

Children's Center. Of the latter, one is responsible for documentation, one for community outreach and two for programming. The ratio of male to female coordinators has also varied. In the fall of 1987 there were four men and three women.

Both community and inmate MATCH personnel are paid by the Prison MATCH organization. Among those from the community, only the teacher's aide is paid on an hourly basis. Inmate coordinators are paid a monthly wage, with the amount being guided by institutional limits on prisoners' stipends. In 1987, this was \$35 a month for all but the one serving as program clerk; the latter earned \$50 a month. Their salaries are received through a money order made out to the institution, whose staff, in turn, credit the amount to the inmates' accounts.

Inmate positions are very much in demand. As with community personnel, candidates must have their applications reviewed by, and undergo an interview with, members of the Steering Committee. To be eligible, an inmate must have worked a minimum of 90 days as a Center volunteer which, as noted below, means that the record of each has been reviewed.

#### Inmate MATCH Volunteers

Fifteen to 20 inmates, with a male to female ratio of one to three or four, serve as volunteers. Up until about 1983, prisoners who wished to volunteer required only the written approval of the Director of the Children's Center. When one of the inmate volunteers was found by the institutional staff to have a history that included child pornography, Prison MATCH instituted a new policy. Now inmates who are accepted as volunteers must be pre-screened by the institutional staff before they may begin work.

Under the new process, an inmate volunteer must submit an application for approval by any member of the community Prison MATCH personnel. It is then forwarded to institutional staff (the living unit team) for review and final decision. It was noted that the major concern seems to be to screen out those who have committed crimes concerning children or crimes of a particularly violent nature; security level, per se, does not appear to be a factor.

#### Community MATCH Volunteers

Community volunteers are used to facilitate visits by, for example, providing transportation. They are not, however, involved with the day to day program operation inside the institution.

### Correctional Staff

Considerable weight is given to the importance of understanding one's correctional environment and developing good working relationships with the staff. This is well reflected throughout the counsel given in "My Real Prison" and is particularly visible on page three in the opening summary of the section devoted to planning where five of the seven key points involve staff.

1. Recruit an ethnically balanced group of inmates to work with you from the start.
2. Recruit community professionals with expertise in child and family services.
3. Establish positive communication with the prison's warden or superintendent.
4. Enlist the support and aid of one or two key prison staff members and, if available, well-known and respected volunteers or contract workers at the prison.
5. Form these participants into a task force to guide your development. You may find a conference at the prison a helpful way to form this group.
6. If you meet resistance from the prison's administration, seek support and leverage from local community leaders and governmental officials and representatives.
7. Expect, and deal carefully with, prison staff members' concerns about security issues and contraband.

### Funding

From 1978 to 1982 the Children's Center was equipped and largely financed through seed money from local foundations. As the program evolved other fundraising techniques (such as a fee-for-service contract with the prison for Children's Center sessions, semi-annual membership campaigns and ongoing fundraising efforts for sustaining corporate and foundation grants) were developed.

Based on Prison MATCH experiences during its first five years suggestions for funding strategies were presented in "My Real Prison" on pages 11 to 13. For example:

At least some funding should rightfully come from the correctional system in which you are working, for you will be providing vital services to inmates under that system's jurisdiction.

\* \* \*

We offer a word of caution about making a contract with the prison you will be working in under which you are paid for each service individually. In such a situation, you actually will be working for the prison, even though you are staffing a private organization. We have found the only way to accept funding from your own correctional system and remain a community service provider is through funding that comes as a contract to your agency, which then is responsible for hiring and supervising its staff. This protects you from becoming like prison personnel, controlled by the institution itself and responsible for custody functions, quite unrelated to parents' and children's needs.

\* \* \*

The thing to remember about foundation funding is that it is really start up funding and cannot last forever. Use it well, but keep planning for the future when it will be gone.

\* \* \*

Developing strong community support can be one of your most important short- and long-range efforts.

\* \* \*

We encourage you to form an inmate support committee to see what self-help methods it can devise.

\* \* \*

We urge you, ..., to design the best staffing pattern you can and then try to find it, rather than begin "piecemeal" with a very limited program.

\* \* \*

Recruit social service professionals - early childhood educators and social workers - who can help with program services, as well as prestigious

community leaders and business people, who will understand and help with fundraising. And do recruit in the local community surrounding the prison. It is here that services for children exist and community-based fundraising will likely occur.

Literature available from Prison MATCH places its total costs within the context of incarceration expenditures. Although both sums have increased, the figures provided over the years repeatedly indicated that the cost of running the Children's Center was equivalent to the cost of imprisoning two mothers.

In 1985 people from Prison MATCH and its sister program, PACT (at Federal Correctional Institution - Fort Worth), joined together to seek a congressional mandate and special funding for children's centers in federal women's prisons. This successful effort not only brought \$50,000 contracts for each center in the fiscal years 1986 and 1987, it made it possible to develop programs for inmates at FCI-Lexington in Kentucky and FCI-Alderson in West Virginia.

#### Program Components

The Prison MATCH program is constantly being reviewed, revised and expanded. At the time of writing, the numerous interwoven components included the Children's Center; transportation services; parenting education; liaison, social service and crisis intervention; data collection and research; advocacy; outreach activities; and technical assistance.

#### Children's Center

The parameters of the Children's Center program were worked out cooperatively over time. For example, during the initial planning stages, McCall and Lehman had envisioned a program for infants and preschoolers. However, inmate parents pointed out that a program was needed for children of all ages and the 'target' population was expanded accordingly. The Center continues to be modelled after parent-cooperative schools in the community, with inmates and community MATCH personnel planning its activities.

Similarly, the physical features of the Center evolved. When Prison MATCH was initiated in 1978 the Children's Center was set up in the lobby of the prison's education building. The equipment was set up each Saturday morning and stowed away each Sunday afternoon. Later, funds were raised to purchase rollaway cabinets, which could be locked up and pushed to the side of the lobby at the close of each weekend. These cabinets also acted as dividers which helped define the Center as a separate area. In

1980, prison authorities allocated a permanent room with an adjoining outdoor area.

The activities in the Children's Center have also reflected changing circumstances. A federally sponsored program called Reading is Fundamental (RIF) provides an illustration. It was introduced to encourage children to read. Suitable paperbacks were distributed free of charge and others were made available for children to borrow. In addition, Prison MATCH availed itself of the RIF initiative to distribute books to children living in the region surrounding the institution. While the primary purpose of RIF was to further children's reading skills, as noted on page seven of "A Small Victim is Doing Time" it also provided children with another link with their parents. "The parent and the child can pick out a book together ... for the child to take home, where it can be read as a constant remembrance of the parent." While RIF is no longer in existence in a formal sense at FCI-Pleasanton's Children's Center, Prison MATCH personnel still do occasional mail-outs to children who live far away.

The Center is designed to provide a supervised, safe structured environment for inmate parents and their children. In addition, it is a training ground for inmates who are interested in child care and development.

It is equipped with books, games and toys (e.g. dolls, trucks, building blocks, and puppets) and offers planned activities for children of different ages. Among the activities which have been offered are leathercraft, low-kiln enamelling, and sewing.

With the assistance of other community personnel and those from the inmate population, the Center is overseen by a full time Director, who is a professional trained in early childhood education. Occupants of this position have not been solely women; the most recent director at the time of the survey being the husband of the former one. Although security staff are not stationed in the Center, they are free to enter at any time.

The Children's Center hours are set by institutional authorities and they have changed over time. As of August 1987, it was open on the weekends, both Saturday and Sunday, from 10:00 to 2:00.

Although originally implemented as a program to aid incarcerated mothers and their children, when Pleasanton became co-correctional in 1981, Prison MATCH expanded to encompass fathers. While the Center is off limits to the general population, there are no prerequisites for parents who wish to use it.

There are no limits on the number of children; all those aged 16 and under may use the Center with their parents. When the outside area is available at least 35 children can be accommodated. Attendance rose markedly with the introduction of men because they "have spouses who relocate with children, whereas, women are much more likely to be single parents." On average, 400 parents and 1,500 children use it each year.

The trying circumstances of inmate parent-child reunions are recognized. As noted on pages five and six of "My Real Prison":

Not all parent-child interactions in the program are sunny and easy. Children have many difficult emotions to work out with their parents - anger, fear, guilt - and parents often have fears and doubts about their own parenting skills and relations with their children.

Consequently, before a visit parents fill out a form so that program personnel will have some background information on each child and conferences between program personnel and parents are highly encouraged and/or scheduled.

'Incidents', which are of concern to all who are, or who may become, involved with initiatives involving children visiting correctional facilities, also occupies the attention of Prison MATCH participants. Comments drawn from page three of "My Real Prison" illustrate this point.

You will find that prison staff's key objection to a children's center is that it might threaten the orderly running of the institution. Many will maintain that opening a center may cause contraband (unauthorized items) to flood the prison. To their minds, any visitors heighten the risk of contraband. In fact, inmates themselves will have to ensure that this does not happen in their children's center. You need to convince the warden and his or her custody staff that this is the case.

\* \* \*

... we have learned to pay careful attention to this issue, through inmates' watchfulness and our community staff's communication and cooperation with prison staff on contraband procedures.

To date, there have been no reported incidents in the Center.

### Parenting Education

As set forth on page seven of "My Real Prison Is", co-educational classes in parenting and child education are designed to satisfy the two most commonly expressed goals of Pleasanton's inmate parents - "enhancing inmates' parenting skills and knowledge of child development, and providing inmates with useful training or credentials for future employment." With these objectives in mind, both formal and informal courses are open to all inmates at Pleasanton, parents and non-parents.

The series of credit and non-credit courses which have been offered have changed over time. For example, while there were no accredited courses during 1987, the Child Development Associate (CDA) and Human Service Certification programs used to be available.

### Child Development and Parenting

Although not currently linked to educational credits or credentials, formal classes on parenting and child development are offered. On average, each series within a 12 month span consists of three sessions. They are seven weeks long, with a break of two to three weeks between each. Conducted in the Children's Center, these weekly classes are offered in the evenings and are taught by the Center Director. They combine both structured instruction and parenting "rap" sessions. An average of eight women and four men participate in each session.

### Inmate Volunteer Orientation and Workshops

Volunteers receive informal training through workshops and supervision while working with children in the Center. The workshops (attended, on average, by 15 women and five men) recently underwent a transition. Starting in the fall of 1987, they were to be replaced with a two to three hour workshop, an organizational meeting and orientation session, for new volunteers.

### Social Service, Liaison and Crisis Intervention

In the second year of operation, a foundation grant allowed McCall to undertake a thorough needs assessment of twenty-three families. Out of this grew a social service coordinator position to be supported by two inmate coordinators.

The service developed combines a variety of functions including liaison, support, crisis intervention, and advocacy. The accent mark is on ensuring the welfare of the inmates' children. It encompasses, for example, assistance with foster care placement, help with child custody issues and referrals to appropriate agencies. Experience has suggested that most

situations will come to the attention of program personnel in the crisis stages. In many cases, the necessary liaison to arrange for visits by children involves multiple parties, including foster parents, caretakers, courts, and social agencies.

#### Transportation Services

In order to facilitate visitation and meet children's needs, Prison MATCH has been involved in the development of a number of transportation services. Through its outreach efforts community volunteers are recruited and matched with an inmate parent and his/her child(ren). The volunteers make a commitment to bring the inmates' child(ren) to the institution for visits regularly. In addition, three local service groups provide:

- weekly rides for young children in foster care near the institution;
- monthly express trips to the prison; (Parents sign up for this service at least one week in advance. The driver meets a group of three to fifteen people at a designated local stop. A MATCH volunteer accompanies the driver to supervise the children.) and
- transportation to and from local transit routes. (A van purchased specifically for this purpose is used.)

Until 1987, the Children's Center personnel and volunteer drivers were both encompassed by "blanket" insurance coverage costing \$400 per year. Since then premiums have increased considerably (by about \$2,000). With this development, it was decided that liability insurance would be taken out for program personnel, however, volunteer drivers would have to be responsible for their own coverage. Before children are brought for a visit, MATCH personnel verify that insurance exists.

#### Data Collection and Research

Prison MATCH was begun with the intention of becoming a model program and, therefore, collecting data has been a key element from the start. Not only was information required to develop and modify appropriately a program at FCI-Pleasanton that would adequately address the current and changing needs of the inmate parents and their children within the contextual parameters but, from the outset program personnel saw it as their responsibility to share the results of their experience with others. During the first three years MATCH participants and personnel were surveyed annually to ascertain how the program was working and how it could be improved. Detailed data on Prison MATCH clientele and their needs continues to be collected and shared on an ongoing basis.

In addition, formal research has been undertaken. For example, through the auspices of the State Department of Health Services, Maternal and Child Health Branch, Prison MATCH conducted a study of pregnancy in three Californian correctional facilities between 1982 and 1985. The results indicated that incarcerated pregnant women were a very high risk group (less than half the pregnancies ended in a live birth) and health care did not meet nationally accepted minimal standards. The final report provided a framework that could be used in working with correctional institutions toward the improvement of services for inmate mothers and their offsprings.

Given its initial orientation, which was reinforced by experience, Prison MATCH has repeatedly stressed the pragmatic importance of gathering essential information. This is well reflected in both opening and closing observations within "My Real Prison". Turning, for example, to page six one finds:

We recommend that you compile a population profile and conduct a needs assessment before the center doors open or at least in the early stages of your project.

As the report concluded, on pages 13 and 14, it was observed that:

Accepting money from funders means you must document and assess the effects of your work. Also, you have a responsibility to your clientele to perform an adequate assessment of your work with them, so you can maintain and improve it. This [ongoing attendance records of children, parents, inmate workers, and volunteers] is the all-important 'numbers game' that you have to play in social service delivery.

Five years later the emphasis on obtaining information had not diminished one iota. This is well illustrated by the lengthy response given to the following question which was but one of those posed in a 19 page, highly detailed, individualized questionnaire forwarded to Prison MATCH during the second phase of this project.

From your experience what advice would you give others on how much time and resources they should/must allot for data collection, program evaluation or research; what kind of problems may be anticipated and what are the most fruitful ways to approach/resolve these?

The immediate reaction was, "Very important! Particularly for new programs". Summarizing the ensuing response, the following observations may be offered at this juncture:

- It pays to give careful thought to the manner in which necessary and desired information will be obtained from service providers.

Methods requiring extensive training and/or time, such as participant observation and/or case study reports, are not as productive in obtaining essential facts as simple, very structured, standardized data collection forms and routinized methods that are aided, if at all possible, by someone who understands what information is to be collected and who monitors the process and results.

- Identifying concerned parties and the number and exact nature of each type of service they offer (independently, mutually, or in conjunction) demands attention.

It is important to ascertain who the potential and actual service providers are and how the relevant people, groups and sub-groups organize and coordinate their activities.

- Numbers are critical.

For effective planning and program viability, measures should be introduced at the earliest possible stage to keep track of how many (e.g. inmates, children, other family members, community and inmate personnel, correctional staff, governmental and non-governmental members, community groups, and/or private citizens) participate.

- Program evaluation is essential.

Among other ends, such information is necessary for funding proposals, testing model efficacy and providing proof to sceptics.

- Follow-up is a highly desirable feature.

Useful information may be obtained by ascertaining how a particular program is, and/or its participants are, faring after a couple of years have passed.

#### Advocacy

In addition to personal advocacy provided through its social service, liaison and crisis intervention work, Prison MATCH members work with concerned others, such as those involved with the California Bar Association and Legal Services for

Parents in Prison, to assist inmate parents and their families through legislative, programmatic, funding, and other improvements.

### Outreach and Technical Assistance

Although outreach and technical assistance may be viewed as two distinct functions or program components, both are so intertwined and central to Prison MATCH that they may equally well be viewed together.

In keeping with the original intention of developing a model program, those associated with Prison MATCH have been actively engaged in providing technical assistance and information to others. As summarized on page 11 of "A Small Victim is Doing Time", this covers help in:

... assessing inmates' needs for programs; modelling for particular correctional settings; designing quality programming for inmates' children; linking up community-based social services; and securing administrative and funding bases for these programs within the community.

Since 1982 this goal has been assisted by financial support from the National Institute of Corrections (NIC). It was through a NIC grant that information and an invitation of assistance was mailed out to all state and federal women's institutions in the United States and to selected community groups and agencies working with female offenders. As a result of this and related efforts, people have come to FCI-Pleasanton to learn first hand about the operation of the Children's Center and Prison MATCH personnel have travelled to various institutions to provide on site counselling. Credit for the establishment or advancement of a number of programs as a consequence of the proactive orientation of, and assistance by, Prison MATCH may be found among the histories presented in the upcoming section.

Not only has the Prison MATCH program been the focus of a number of television, radio and print features, those concerned with its objectives have developed a host of ways to help ensure that pertinent information is disseminated.

It has developed, for example, brochures, booklets and handouts. Tax deductible donations for the following priced materials cover reprint costs and also allow Prison MATCH to make these materials available free of charge to inmates and their families. Among the items available for sale are:

- a manual for developing programs for inmate parents and their children based on Prison

MATCH experiences ("My Real Prison Is ... Being Separated from My Children");

- a handbook for children with a parent in prison ("I Know How You Feel ... Because This Happened to Me"); Ten children contributed their time and experiences to this book. The empathetic women who wrote up their stories, whose own parents had been incarcerated when she was young was Louise Rosenkrantz, then Director of the Children's Center.
- mimeographed information on inmate parents and the Prison MATCH program ("A Small Victim Is Doing Time") (An extract dealing with what different groups can do to help appears in Appendix D.);
- a monograph of an 1985 assessment of the needs of pregnant women incarcerated in three California penal institutions ("Pregnancy In Prison: A Needs Assessment of Perinatal Outcome in three California Penal Institutions");
- a set of handouts (now available under one cover) designed for the inmate parent ("Telling Your Child You're in Prison", "Writing to Your Child", "Planning a Visit with your Child" and "Celebrate While You're Away"); and
- community resource guides for mothers re-entering society in the Alameda, San Francisco and Los Angeles county areas of California ("Making It On the Street").

Also available, through rental or purchase, are an eighteen minute, black and white videotape, ("Prison MATCH - Mothers and Their Children") by and about mothers and their children and a 35 minute slide show ("I Could Die Here") about medical care for women in prison.

Prison MATCH also uses a variety of other vehicles within the print medium. Aside from contributing articles to magazines, symposiums and journals, those associated with it are involved with the cooperative efforts behind the Family and Corrections Network (FCN) and the newsletter, "Family Ties", put out by the Youth Law Center in San Francisco. They also produce their own newsletter, which is issued twice a year to a mailing list with about 1,200 entries.

In addition to local meetings of correctional and community members, conferences are another route used to share information. Prison MATCH personnel foster, sponsor and participate in these and they work with others to provide forums that will allow for the pooling of information and mutual help in settings that permit dialogue and personal interaction. For example, they assisted Ellen Barry of Legal Services for Prisoners with Children in coordinating the National Roundtable on Mothers in Prison (a working group that meets annually in conjunction with the Women and Law Conference) and they were members of the Advisory Committee of the First National [U.S.] Conference on Family and Corrections for which Prison MATCH was one of the sponsors.

Information sharing and joint pursuit of mutual goals through networking also receives considerable emphasis. In that Prison MATCH has not only been the source of information and technical assistance but has also played an active role in sharing that received from others, it serves as an informal international clearing house. A further step toward harnessing the potential of networking was taken in 1985. Through a small grant from a local foundation it was possible to survey (see Appendix D) prospective members of a formal network.

### Related Developments

#### Children's Days

Children's Days allow the inmates' offsprings to spend a day with their parents. While the number per year has varied over time, during the survey it was reported that they were being held each Easter and Hallowe'en. It was noted that these days allow children to gain a better understanding of their parents' institutional environment because the youngsters are permitted to visit in, for example, their parents' rooms and the recreational areas and to lunch in the regular cafeteria. Children's Days are primarily funded by the institution and coordinated by its staff. Prison MATCH personnel and volunteers assist by providing the programming and such items as prizes and candy treats.

SPIN OFFS AND EVOLUTIONS

COUNTY JAIL MATCH

BEXAR COUNTY ADULT DETENTION CENTER

San Antonio, Texas

This correctional detention center is a pre-trial facility. It holds around 1,000 men and a daily average of 60 to 70 women. On 17 July 1986, there were 64 women. A survey of 46 women in the Spring of 1986 revealed that 43 were mothers; most had children under 18. Thirty-two of these women were single parents. Beyond the results of this Spring survey, it was also reported that the average number of children per inmate mother was three.

History

County Jail MATCH, it was noted, was the first MATCH program to be implemented in a county facility. The program was initiated by then-Sheriff Joe Neaves. In 1981, he received a letter from Prison MATCH describing the program at FCI-Pleasanton and offering assistance to those who wished to set up their own. He responded to this invitation and Prison MATCH sent people to consult with the Detention Center staff and to conduct orientation training. A coordinator, Mary Jo Rodríguez was hired. She set up a community advisory board and ran the program which was implemented in 1983. Offshoots of the original program included Community MATCH and Children of Prisoners Prevention and Education (COPE), both of which are outlined below.

Overall Structure

Program Personnel

Jail MATCH is run by a program coordinator hired by the institution. The Coordinator carries overall responsibility, supervises the children's center, conducts some of the parenting classes, and coordinates community volunteers.

Advisory Board

An Advisory Board, composed of 21 business people and members of community service organizations, meets monthly. It plays an advisory role with respect to program operation and policy. In addition, its members lend support and assistance by, for example, conducting fundraising activities and undertaking public speaking engagements to further community education.

### Funding

Jail MATCH was initially sponsored by the County Detention Ministry, a non-profit United Way agency, which provided money to cover set up costs and the program coordinator's salary. While the latter expenditure has since been taken over by the county, the Ministry still contributes \$150 per month to cover miscellaneous operating costs. Private donations have also been raised through letter drives and personal canvassing by the program's community advisory board members and many in-kind donations (such as cakes and toys for every occasion) have been received.

### Eligibility

MATCH visits are an earned privilege open to inmate mothers who actively participate in parenting classes.

### Program Components

County Jail MATCH encompasses a Children's Center and parenting classes.

#### Children's Center

Housed in a classroom in the institution's Human Services Department, the Children's Center is separate from the regular visiting area. It was noted that the entrance used by children does not expose them to bars and other potentially intimidating features of correctional institutions. They may, however, be subject to discrete security checks.

The Center is set up every Saturday morning before the children come to visit. A carpet is laid and toys and games, purchased through donations, are brought in.

It is supervised by the program coordinator and a community volunteer. In 1987, for example, a graduate student helped out. One or more correctional officers are also present.

All children sixteen and under are permitted in the Center, which can accommodate a maximum of seventeen.

#### Parenting Classes

In order to participate in the Children's Center visits the mothers must be actively engaged in the parenting classes. These two hour sessions are held every weekday, except for Mondays, in the Jail MATCH room. Topics include child development and parenting skills. Classes are conducted by the program coordinator and volunteers from community organizations. In some cases, professionals are hired under contract. For

example, in the summer of 1987 an instructor from St. Phillips College was contracted to teach child care. Parents Anonymous and Alcoholics Anonymous are also available.

### Related Developments and Future Plans

The Detention Center was scheduled to move in January 1988 to a large modern facility. It was hoped that at that time an increase in human resources would allow the program to expand to encompass men.

#### Community MATCH

In the Spring of 1987, Community MATCH was started for mothers released from Bexar County Adult Detention Center. Its purpose is to help ease re-entry into the community. This is believed to be the first community-based, post-release MATCH program to be established.

With the assistance of volunteers, three part-time people run the program out of an office located in the community. One works in-house to greet 'walk-ins', respond by phone, do assessment of needs, and make referrals. Two do outreach work and make home visits. Every week they receive a print out of the names of the women released. They approach ex-inmates to explain the service, assess needs, distribute brochures about services in the community, and make referrals. A volunteer psychotherapist counsels ex-inmates as well as women currently incarcerated at the jail.

Funded by private contributions, program goals are met in part by networking with other agencies to help mothers to obtain job training and to find employment and housing. Illustrative of the type of assistance offered is the provision of clothing, bus tickets and/or child care services for women attending job interviews.

#### Social Service

Although not formal components of the Jail MATCH program, through good relations with the Texas Department of Human Services and staff of the San Antonio Children's Shelter pertinent liaison and social services are provided. The latter allow MATCH volunteers to bring children to visit and sometimes, they, themselves, will bring the children to the Detention Center for visits.

Children Of Prisoners Prevention and Education  
(COPE)

A spin-off project that provides a group therapy program for children of substance abusers is a recent development. Offered in a number of community locations, the program, which began in the Fall of 1987, is being funded by a \$60,000 grant from the Texas Commission on Alcoholism. It is run through the local university, one of whose professors helped to develop the program. In September 1987, Mary Jo Rodríguez, another COPE developer and the original program coordinator of County Jail Match, left the latter position to coordinate this new program.

PROJECT REUNITE EACH CHILD (Project REACH)

WOMEN'S CORRECTIONAL INSTITUTION (WCI)

Hardwick, Georgia

This facility is the only correctional institution for state and county adult female offenders in Georgia. Consequently, it holds a wide range of incarcerated women - from those on work and educational release programs to those requiring maximum security. It is located in a small rural community approximately two hours out of Atlanta; it is not accessible by public transportation.

Originally opened in 1957, the new 1976 institution has a capacity for 660 women. The 1986 survey results indicated that was the number in residence on the 1st of January. Of these, approximately 450 (68.2%) were mothers, with an average of 1.86 children, and 231 of these mothers were single parents. An updated Project REACH brochure reported that the institution housed 700 women of whom 85% were mothers of children under 18.

History

Planning for Project REACH began in the early '80's. The idea originated with one of WCI's staff members who, upon learning about Prison MATCH at a national convention, suggested that a similar program might be established at Hardwick. In 1983, the Superintendent and the Deputy Warden of Care and Treatment, went to see the Prison MATCH program at FCI-Pleasanton. Subsequently, its Director, Carolyn McCall, came to Georgia to act as a consultant. In 1985 a community advisory group was established and in December the Project REACH Children's Center was opened.

## Overall Structure

Project REACH is a joint cooperative venture of WCI-Hardwick's institutional staff, inmate aides and a community advisory board.

### Community Advisory Board

The Community Advisory Board is composed of nine people drawn from a variety of occupations and organizations. Although its mandate was not formalized until the Spring of 1987, it has been active from the outset. The members offer technical and professional assistance and recommendations and help with community outreach and fundraising activities. They act in a purely advisory capacity and are not involved in administrative or policy decisions.

### Program Staff

Three members of the institutional counselling staff devote part of their time to Project REACH. They screen and train inmate aides to work in the Children's Center and, with the assistance of these inmates, they run the Center and conduct parenting workshops.

### Inmate Personnel

Four Inmate Aides take turns working in the Center and assisting with parenting workshops. While they do not get involved in administrative or policy matters, they are active in the planning and ongoing operation of the Children's Center program.

Both parents and non-parents may work in the Center. To be eligible inmates must be graduates of the parenting workshops and must not have a history of child related offences. They are screened by the counselling staff. To ensure program stability and consistency, those with longer terms are preferred.

Inmate Aides are given an intensive training course before they begin work in the Center. To ensure a stable group whose members function well together, during these sessions, the counselling staff observe how the inmates interact. The classes, which are conducted over a number of weeks, are taught by the REACH staff or, when available, volunteer instructors from nearby universities.

### Inmate Volunteers

An inmate group called "Friends of the Children's Center" has been formed to help out with special projects. While these women are not directly involved with the Center they have input

into the selection of the theme that is chosen for each month's visit and the type of projects they will undertake. They have responsibility for decorating the Center and developing projects in keeping with the chosen theme. Members have, for example, painted window murals and have made such things as Easter baskets that add to the children's enjoyment of the visits.

### Funding

The Children's Center was equipped, via monetary and in-kind donations, with toys and games for children of all ages. For example, the Metropolitan Community Foundation donated \$3,000 to buy toys. To ensure continuity, financial responsibility for the program was assumed by the Department of Corrections.

### Program Components

Project REACH encompasses a Children's Center and parenting workshops.

As stated in its brochure, its objectives are:

- to establish and strengthen mother-child relationships through supportive contact visiting;
- to enhance educational and vocational opportunities;
- to increase nurturing and communication skills, as well as knowledge of child development;
- to improve social adjustment of child(ren) in an environment void of the mother-child relationship; and
- to improve self-esteem in the inmate-mother and her child(ren).

### Children's Center

On the third Saturday of each month the Children's Center, which is adjacent to the general visiting room, is open during the regular weekend visiting hours of 9 to 11 a.m. and 1 to 4 p.m.. The maximum length of weekend visits is two hours, however, the "Children's Center may allow for all day visits".

Six areas (one each for blockbuilding, art, games, infants, music, and reading) comprise the Center. Each month there is a special activity such as a puppet show, guest visitors or story telling.

Three members of the institutional counselling staff, assisted by four inmates who work on a rotational (i.e. shift) basis, run the Center. Security staff make occasional checks.

The Center is for the exclusive use of inmate mothers and their children; no adult visitors, including spouses, are allowed. It can accommodate a maximum of 20 children. On average, however, ten to twelve children visit at a time. It may be used by all children up to the age of eighteen. Before they may use the Center, their caretakers must sign a liability release form.

#### Parenting Workshops

In addition to the specialized workshops for those who will be working in the Center, there is an ongoing series of "mini-workshops". These are open to all inmates, both parents and non-parents, and participants are relieved from their regularly scheduled activities to attend. The workshops, to which professionals from the community are invited to speak, cover such topics as child custody issues, stress management, child development, active listening and communication, and child abuse. With the assistance of the inmate aides, an institutional counsellor conducts these sessions.

#### Other Related Developments and Future Plans

##### Project REACH Staff

In line with the observation that the number of available staff has inhibited the amount of time that the Children's Center could remain open, a full-time coordinator is a program goal.

##### Transportation

Volunteers affiliated with the Karen Nelson Ministries provide transportation for children from Atlanta. The Community Advisory Board is working with this organization to develop services from cities throughout the state.

#### RESIDENTS AND FAMILIES TOGETHER (RAFT)

##### IOWA CORRECTIONAL INSTITUTION FOR WOMEN (ICIW) Mitchellville, Iowa

This minimum-medium institution has a design capacity for 100. Its population fluctuates from 80 to 100. On February 25, 1986, there were 85 women. Of these, 60 were mothers with an average of 2.3 children each. Forty-six of the mothers were single parents.

At the time that RAFT was established in 1981, ICIW was located in Rockwell City, about 100 miles from the state capital of Des Moines. In 1984, the institution was relocated to Mitchellville, which is 15 miles east of the capital. Green directional signs clearly mark the exit off Interstate 80.

### History

Over the years, RAFT was shaped by participants in a number of events. Among these were the above noted relocation of the institution, the securing of financial resources to pursue program objectives, and changes in key players. While precise details, such as dates, were not readily available, the overall flow of events could be sketched through participants' accounts.

As the '80's opened Susan M. Hunter was running a prison in Iowa. With the support of many (such as her bosses, the Michigan Department of Corrections, fellowship grants from the Woodrow Wilson Fellowship Foundation and the Law Enforcement Assistance Administration, and 18 parole officers and 55 female parolees) she undertook to research the relationship between women offenders and their children. As outlined in the abstract of her doctoral dissertation, which was submitted to Michigan State University in 1984, she set out to:

... explore their relationship before, during and after incarceration. Specifically, ... the effects of the separation due to incarceration; the caregiving patterns which exist for the children; the process by which offender mothers and their children reunite; how the experience of being a mother is influenced by being in prison and on parole; and ways in which the criminal justice system can address issues relating to offender mothers and their children.

She concluded that the study "demonstrated the need for parole and prison agencies to recognize the impact they have on offender mothers' lives and to develop programs/policies to better meet the needs of these women".

As the Superintendent of ICIW, Susan Hunter had the opportunity to act on the conclusions she was forming in the course of her research. In 1981, she invited Louise Rozenkrantz, then Children's Center Director of FCI-Pleasanton's Prison MATCH, to ICIW as a consultant. While there she was asked to chair a meeting of legislators; professionals with educational, social service and church backgrounds; inmates; and correctional staff to discuss issues pertinent to incarcerated mothers and their children. As a result, a task force, consisting of selected inmates, correctional staff and community people, was formed. It

became the RAFT Committee responsible for the planning and development of programs for women at ICIW and their children. In addition, a separate non-profit RAFT Foundation was established to administer funds and donations for program initiatives.

RAFT began as a program run by volunteers whose first priorities were to establish a children's center and parenting classes. From the start Shirley Karas, Executive Director of the RAFT Committee, was able to devote time to the program. This was made possible through a "Land Grant" established by the Iowa State University in the 1800's, which allows university staff to provide research, teaching and other related services to the community.

In 1983 it was decided that given other demands on volunteers' time that made it difficult for them to offer consistent programming, efforts should be made to obtain program personnel. To this end the RAFT Committee sought and received funding for two years from the Administration for Health, Youth and Families within the federal agency of Health and Human Services. Thus it was possible to hire, on a part-time basis, two professionals (Jo Rosenhauer from Iowa State University and Linda Simms, a graduate with a masters in child development who was on loan from another university). It was understood that upon conclusion of their contracts, institutional staff would assume their functions and it was hoped that the transfer of duties would take place gradually over the two year period. During this interval ICIW and RAFT moved from Rockwell City to Mitchellville and, as this period came to a close, Susan Hunter left her position as Superintendent.

### Overall Structure

The ten member RAFT Committee, which grew out of the task force, continues to meet monthly at ICIW to discuss the needs of resident mothers and to plan services for this clientele. Inmates to sit on the committee are selected by the institution's counsellors. To be eligible the inmates must have taken the parenting classes. The RAFT Foundation Board, whose membership overlaps in part with the Committee, administers the funds for the program.

### Program Components

Over the years the features have been modified by circumstances. A number of these are noted as each of the program components - a children's center, parenting classes, community outreach and information services, and a transportation fund - is presented.

### Children's Center

At Rockwell, space limitations led to the establishment of the Children's Center in the main visiting area where the program was run by volunteers. When the institution moved to Mitchellville, however, it was possible to set it up in a room off the regular visiting area, where it was visible through glass windows. For reasons sketched below the Center is now set up in a corner of the visiting room, separated by portable shelving units which hold the children's books and toys.

As noted in the historical overview, those involved in the planning and supervision of activities have changed over time. Around the time that the two year funding was coming to an end and correctional staff were taking on responsibility for the Center, Superintendent Hunter left the institution. As the new Superintendent, Barbara Olk, addressed security and staffing concerns and needs, some changes necessarily affected the Center. For example, with only one guard for the visiting area the Children's Center was moved into the general visiting room, thereby allowing the security officer to keep an eye on everyone at once. Recently, an inmate received permission to organize activities for the children. In addition, a student from Iowa State University volunteers her time on the weekends to help out in the Center. The inmate Jaycees raise money to pay for her gas.

The play area, which is equipped with toys provided through funds from RAFT and donations from individuals, is available during the regular 6 1/2 hour, day and weekend visiting hours. Visits may last three to six hours, with extensions permitted for children. The general visiting area can accommodate a total of 42 inmates and their visitors. There are no limits on the number and age of children who may come to visit.

### Parenting Classes

Parenting classes, lasting eight weeks, are held six times throughout the year.

### Transportation Fund

Through a two and a half year grant it was possible to establish a transportation fund. Drivers bringing children to the institution are reimbursed for their gas costs. An increase in the number of visits by children was not noticed subsequent to the introduction of the reimbursement fund.

### Community Outreach and Information Services

A public information service was established. When it began inmates, community volunteers and staff were made available to speak about RAFT to schools, community agencies and organizations. Subsequently, a change in the classification policy did not allow inmates to leave the facility and thus only community members and staff were available to speak to gatherings and organizations.

To help others a number of materials have been developed through RAFT activities. "Exploring Parenting: A Parenting Program Adapted for Prison Parents", written by Jo Rosenhauer and Shirley Karas, presents the results of experimenting with a parenting course that was based on "Exploring Parenting", a Head Start program. Variations were tried out on five different groups before the curriculum was finalized. A colouring book that mothers could send home to their children to tell them about their life at prison was written. Subsequently, it was turned into a booklet written by Tena Perry, in collaboration with ICIW inmates and the RAFT Committee, and edited by Shirley Karas. "Remember that I Love you" (reproduced by permission in Appendix E) is made available free to inmate mothers and at a nominal cost to others. In addition, a videotape of the RAFT program, which has been shown on television, was produced by one of the inmates. An information package, including the "Handbook of Children's Visits", was also developed. It presents practical pointers (e.g. how to get to the institution, details about visiting hours and regulations); stressed the importance of visiting and how to help a child before, during and after. The following extracts indicate the blend of information and encouragement.

#### PLAN THE VISIT

While visiting is an important way to keep parent and child involved with one another, they do require careful planning to be successful.

Give the child(ren) information on how long the visit will last - 1 hour? 4 hours? For young children, shorter, more frequent visits will be more meaningful.

Give the child an opportunity to have input into visit by helping the child with a folder or sack to collect selected items of school work and art work projects completed since last visit to show mother.

-- Send along a calendar with upcoming school or social events written down.

- If you are caring for [an] infant-preschooler keep a diary of events from doctor visits information to milestone events written down.
- Have the child take along a favorite book, toy or game to play with.

Even though planning and preparing the child for visiting is added responsibility on top of everything else you are doing, your efforts are well worth it. Maintaining a positive attitude about the visiting process and about the mother is something very important for the children you care for to observe.

\* \* \*

#### AFTER VISITS

You may see some behavior problems created by the visit. The age, personality, excitement in anticipation of visit and amount of travel involved may all have impact on the child.

Typical behaviors that may result from the stresses of visiting might be returning to bedwetting, irritability, temper tantrums, or withdrawing. The behaviors are not necessarily an emotional reaction to visiting but a reaction to physical stresses of being over-tired, upset routines, change in routine or too many cans of pop as well.

#### PROJECT INSIDE MUNCY - PARENTS AND CHILDREN TOGETHER (Project IM-PACT)

#### STATE CORRECTIONAL INSTITUTION (SCI)-MUNCY Muncy, Pennsylvania

SCI-Muncy is a minimum-medium security institution located in Lycoming County, approximately four hours outside of Philadelphia. It is not readily accessible by public transportation.

Once a facility exclusively for women, it is now co-correctional. Its normal capacity is 465 men and women. Although its average population in 1985 was 412 females and 15 males, on April 9, 1986 there were 413 women and 133 men. When funding from 1 July 1986 to 30 June 1988 was sought for the Project IM-PACT parenting program, an estimated 65% of the inmates were parents.

## History

Among published accounts used as references with respect to Project IM-PACT's early history were a front page story in the April/May 1986 issue of Correctional Newsfront and newspaper articles appearing in the Sunday Grit, the Pittsburgh Press and the Sunday Patriot-News.

In 1984, brochures sent by Prison MATCH as part of its technical assistance efforts came to the attention of Superintendent, Ann Goolsby, and the Director of Education, Emma Winn. By March 1985, after looking into the possibilities of developing a similar program, they became committed to introducing a children's center at Muncy and Winn was assigned to get the program started.

Setting up a community board was a first priority. Initially, there was uncertainty about what the public response would be. "Brainstorming", Goolsby, Winn and the institutional treatment staff listed all people who they thought might be interested in supporting such a project. They were pleasantly surprised and encouraged when 43 of the 45 invited from across the state showed up for the first organizational meeting. It was held in the Spring of 1985 and it was chaired by Prison MATCH's Carolyn McCall.

At this time it was decided to establish a non-profit community-based organization. Its members were drawn from those present at the first organizational meeting and they represented a variety of groups and agencies concerned with the female offender. While it was reported by the press that correctional staff were initially sceptical and that it was "difficult at first to muster enthusiasm among prisoners" and, as time passed, to convince the latter that the program would actually come about, as the project evolved members from each group (the community, correctional staff and inmates) came together to ensure its realization.

On May 9, 1985 incorporation was sought for Project IM-PACT by Sue F. Young (president of the Board of Directors at that time), Elizabeth Bush and John R. Hranitz. The stated purpose of the corporation was:

... to develop, fund and administer programs to provide visitation, educational and supportive services for inmate parents and their children at the State Correctional Institution at Muncy, Pennsylvania to strengthen family relations for the purposes of reducing high rate of recidivism, in preventing child abuse and juvenile crime and also to facilitate the return of inmates to their community.

To launch the program, fundraising was a first priority. Project IM-PACT members and Emma Winn spoke to groups, large and small, about the proposed children's center. These efforts led to contributions such as \$3,500 from the Campaign for Human Development of the Scranton Catholic Diocese, \$3,000 from the Junior League of Williamsport and \$1,000 from Lamco Communications Incorporated. This money helped to cover such initial expenses as materials to renovate the trailer; games, toys, and books for the children; parenting education materials; and hiring a director to organize and implement a program. These financial resources were augmented on 1 July 1986 after favourable consideration of a proposal from the Department of Corrections to the Bureau of Human Resources, Department of Community Affairs, Commonwealth of Pennsylvania for a \$80,000 two year grant and approximately \$40,000 a year from SCI-Muncy.

In-kind donations from a variety of people and organizations also helped to ensure that the Center became a reality. An old federal Housing and Urban Development trailer was donated and inmates in Muncy's building construction class renovated and painted it. The cost of heating it was covered by the Department of Corrections. The Pennsylvania Lifers Association, composed of inmates serving life sentences, purchased playground equipment and a fence to enclose the play area in front of the trailer. Private citizens donated cribs and books. With incremental steps, the combination of human and financial resources led to the official opening of the Children's Center on 22 November 1986.

Shortly after the trailer was set up, the Pennsylvania Commission for Women selected SCI-Muncy's Superintendent as Women of the Year for her role in developing Project IM-PACT.

### Overall Structure

Project IM-PACT is not only the name of a program; it is an incorporated community organization whose members coordinate their efforts with those of SCI-Muncy staff and inmates.

### Board of Directors

In seeking incorporation for Project IM-PACT, it was noted that members would be known collectively as the Advisory Board. This non-profit community organization was to have an elected Board of Directors consisting of no less than seven and no more than 25 people. Responsibility was to be assumed for program development and administration, fundraising and the hiring and salaries of non-inmate program personnel. According to the submitted terms for incorporation, in undertaking these functions:

The Board of Directors shall insure that Project IM-PACT cooperates and compliments prison service agencies, institutions, programs, and persons in the community which also provide services to inmates and their families and are interested in similar goals, priorities, values and programs.

#### SCI-Muncy Staff

Conflict of interest legislation prohibits correctional staff from joining a community organization such as Project IM-PACT. However, their input and assistance were made available by establishing an institutional committee, headed by Emma Winn. In addition to other efforts to advance program goals, this allows correctional staff to play an advisory role vis-a-vis the activities and concerns of the Board of Directors.

When the Department of Corrections sought funding for Project IM-PACT for 1 July 1986 to 30 June 1988 it was stated that the Department would use a service purchase contract to engage the above noted Board of Directors to administer the program financially and programmatically. While the director and other program personnel were to report directly to Project IM-PACT's Board of Directors, four SCI-staff, each responsible for a specific area of Project IM-PACT programming, would serve as ex-officio members of the Board and as a liaison between the institution, and hence, the Department. It was further noted that program plans would be approved by the Department prior to implementation.

#### Program Personnel

##### Community Personnel

The number of full-time and part-time personnel has increased over time. As mentioned above, initial funding permitted engaging a director to organize and implement the program. According to Ellen Perlmutter of The Pittsburgh Press, when the Center opened the Director (social worker, Deanna Clark) was assisted by two part-time aides from the community and two prisoners trained in child care. Subsequently, with increased funding it was possible to engage a full-time director (who bears overall responsibility), a full-time assistant (who serves as the Social Services Coordinator) and two part-time aides to work together with the inmate personnel. Community personnel are engaged, and their salaries are paid for, by the Project IM-PACT organization.

### Inmate Personnel

From the outset inmates have been involved with Project IM-PACT. As noted in the Department of Corrections funding proposal, 30 to 40 inmates "played a large role in the organizational stages of the program" and plans existed to turn them "into a permanent steering committee to help keep the center operating smoothly." (This, according to the April/May 1986 issue of Correctional Newsfront from the Pennsylvania Department of Corrections, was to be done once a director was hired.) Furthermore, one of the program objectives was to train by June 30, 1988 at least ten inmates to work in the Center. A forwarded, published, program overview indicates that selected inmates work in the Center and as a group they comprise the Standing Committee, which works together with community personnel to make decisions about the program and the Center's operation.

To be eligible to work in the Center, inmates must take the parenting classes, have "minimal supervision inside compound" status, a good institutional record, and no history of child abuse. Applications are first reviewed by the Steering Committee. The final selection is made by the program director, who conducts interviews and consults with institutional treatment and social services staff. Inmate salaries are paid by the institution.

### Eligibility

Project IM-PACT was developed when only female inmates resided at SCI-Muncy. When men were transferred there to relieve overcrowding elsewhere, the program was extended to encompass male prisoners. Now all inmates, parents and non-parents, are eligible for program services.

### Program Components

Project IM-PACT includes a Children's Center, plus a play area within the general visiting area; parenting education; liaison services; data collection and evaluation; and community outreach.

### Play Area

At SCI-Muncy, inmates are permitted two, seven hour, daytime visits per week. All visitors are received in the general visiting room, which is located in the basement of the institutional chapel.

In a corner of the regular visiting room, there is a play area which pre-dated Project IM-PACT. Run in conjunction with the Children's Center program, games and toys are provided for the children and supervision is offered by two to three Project

IM-PACT inmate personnel. Parents and guests may use this space to spend time with the children or to keep an eye on them while visiting with others.

### Children's Center

The Children's Center, which has an outdoor playground, is situated in a trailer just outside the regular visiting room. It is open Saturday and Sunday and one mid-week day during normal general visiting hours. Those who wish to use the Center must first have a correctional officer phone from the general visiting area to see if there is room. Upon confirmation that space is available, IM-PACT community personnel will come and escort the inmate parent and his/her children to the trailer.

The Center is set up entirely for children and their inmate parents; visitors who accompany children are not permitted in the trailer. This setting houses no program offices; nor are parenting classes held there.

The trailer, equipped with a kitchen and a bathroom, has been painted red and white by the inmates and is decorated with children's drawings. It has been divided into areas for various age groups- infants, preschoolers and older children. A rocking chair plus two cribs (which are built right into a former closet) accommodate babies. Assorted toys, games and activities are available for the older children. Snacks, paid for out of the project budget, are regularly served. In addition, sometimes parents and their children may prepare a treat such as pizza.

The Children's Center is open to all children up to the age of sixteen. Between its opening on 22 November 1986 and 31 May 1987, 147 adults and 310 children visited there. When contacted in the summer of 1987, 103 children had come during the preceding month.

### Parenting Education

Prior to the official opening of the Children's Center the prison chaplain, Judith Coleman conducted parenting effectiveness classes and John R. Hranitz, an assistant chair of the department at Bloomsburg University that is devoted to early childhood development, donated his services to teach other pertinent courses. Now, parenting education is offered both by the institution and by personnel and volunteers associated with Project IM-PACT.

Project IM-PACT's classes, which are open to all inmates - parents and non-parents, are conducted twice a week and are from one to one and a half hours in duration. Held throughout the year in three month semesters, there is a change in focus with each session. Recently, the program introduced a workshop on

"How to Write Your Children". While attending classes inmates are paid by the institution.

### Liaison Services

The Social Service Coordinator works, in conjunction with institutional staff, to arrange transportation for children and to liaise with external agencies, family members and friends to ensure that children's needs are met. This may involve locating offsprings, working with parents who have children in foster care, or counselling parents about how to tell their youngsters they are in prison.

### Data Collection and Evaluation

Needs assessment and program evaluation are integral components of Project IM-PACT. Prior to the program, 53 responded to a needs survey which was addressed to 370 inmates. Shortly after the program was introduced, (on 30 December 1986 to be precise), 553 inmates were asked to assess it and 109 responded.

Built into the above noted Department of Corrections request for funding were a number of assessment measures. The Director of the Children's Center was to open a file on each inmate participant. In this would go the Director's documentation of each visit and evaluation of its quality and attendance sheets, progress reports and completion certificates forwarded by parenting instructors. Program evaluation and ideas for its expansion and improvement were to be sought from inmate parents through periodic needs assessments and various social services; parole agencies throughout the state were to be approached about the quality of services. In addition, once per quarter a team of monitors, composed of Board members and Muncy staff, were to tour the facility, meet with IM-PACT personnel, and review program reports and records. Its report, submitted to a joint quarterly meeting of the Board of Directors and the institution's administrative staff, were to be used as the basis for program evaluation and recommendations.

### Community Outreach

In addition to the earlier noted fundraising activities and newspaper interviews, an information sheet and fold over brochure have been developed to inform the public about Project IM-PACT.

### Other Related Developments and Future Plans

While not directly under the auspices of Project IM-PACT, to provide additional support and to meet the needs of inmate parents who have a history of being child abusers, institutional

staff have developed a program which will be run jointly by the Treatment, Educational and Counselling Departments and the Mental Health Unit. Once operationalized, it will include discussion groups and group therapy. For those with the most serious problems, individual therapy will be offered by the Mental Health Unit staff. Those parents who have not lost custody of their children will continue to be encouraged to participate in the Project IM-PACT Children's Center visits.

Transportation is regarded as a serious problem. This has been addressed in part by members of the Society of Friends (Quakers) who have been running a bus from Philadelphia once a month and by Families Outside who have one that originates in Pittsburgh. Project IM-PACT has allotted money for transportation in its budget but on last contact the details were still being worked out.

The documented history of Project IM-PACT reveals that those who have been associated with it have always had their eyes on future possibilities. For example, the first Director looked forward to a day camp program and the recruitment of host families so that children could visit every day and spend a week during the summers. The Department of Corrections' proposal indicated intentions to expand the transportation network; to conduct an information seminar for state wide children's agencies that might lead to the establishment of a coordinated group to work with children of incarcerated parents; to identify 40 inmate parents of special needs children and offer them intensive, individual training in parenting skills; and to present four seminars for the general population on coping with special needs children. More recent are goals noted by survey participants; these included the expansion of the Children's Center to increase its hours of operation and to encompass both parents and those accompanying visiting children.

SCI-Muncy has interim live-in arrangements for newborns. Although no infants resided there in the year prior to the initial surveys, they may be permitted to stay in the institution's nursery facility for up to five days. Mothers are allowed contact four hours daily.

#### PARENTS AND CHILDREN TOGETHER (PACT)

#### FEDERAL CORRECTIONAL INSTITUTION (FCI) - FORT WORTH Fort Worth, Texas

FCI-Fort Worth, which opened in 1971, is a minimum security institution with a rated capacity for 587 men and women. On February 27, 1986, there were 348 females and 580 males at this facility. Since then a number of male residents have been transferred to other institutions and FCI-Fort Worth has absorbed the overflow from overcrowded women's facilities. As a

consequence, in contrast to 1986 the relative percentages of men and women have been reversed. In September 1987, the inmate population was composed of 60% women and 40% men.

Fort Worth is situated approximately 30 minutes from Dallas and the airport is located halfway between the two. The institution is within the city limits, approximately ten miles from the core. Before their first visit, prospective visitors are sent a copy of the Visitors Regulations, which encompasses a map. For those who arrive in Fort Worth by bus, the institution has posted directions at the terminals. Local transit does not extend to the institution itself, therefore, visitors without cars must take a taxi.

### History

FCI-Fort Worth was the location for the 1975 pilot of "Sesame Street Goes to Prison", which operated at the institution until the late '70's (See "Sesame Street Goes to Prison"). After running without a parent-child program for several years, FCI-Fort Worth introduced PACT in 1984. Its Children's Center was opened on May 12, 1984.

The Warden and Executive Assistant took the first steps to introduce this initiative. Interested in developing a program for children, they both visited FCI-Pleasanton to see the Prison MATCH program and later invited its Director, Carolyn McCall, to do on-site consultation and staff orientation.

One of the initial steps taken to establish PACT was to form a board composed of inmates, community volunteers and institutional staff. The person who was instrumental in its formation, Dorothy Duboise, became the first chairperson.

The composition of the board changed upon incorporation. To avoid conflict of interest, correctional staff could not be members of PACT or its Board of Directors. Thus, while their contributions towards PACT program goals may exceed their formal role, vis-a-vis the organization they now participate in an advisory capacity as ex-officio Board members.

In the beginning, PACT was encompassed by an umbrella organization - Volunteers of America and money raised was funneled through it. By November 1984, the PACT organization was formalized. It became tax exempt in 1985 and was incorporated as an independent, nonprofit body in 1986.

## Overall Structure

PACT is both the name of the non-profit organization and the program which it sponsors.

### Board of Directors

The Board, whose composition was noted above, meets monthly. It is responsible for overall policy direction and hiring program personnel. Committees have been set up to deal with specific areas, for example, nominations, personnel and community outreach. Major facets of its work are cultivating community support for the program at FCI-Fort Worth and technical assistance to others.

### Program Personnel

The program is run by a Director, an Assistant Director and three inmate coordinators.

### Program Directors

The full-time PACT Director is responsible for the supervision of the Children's Center. She also provides counselling and guidance for parents when necessary and may assist them in assessing legal and social service needs. The day to day operation of the SKIP component of the program, to be discussed in a moment, is handled by the part-time Assistant Director.

### Inmate Coordinators

Three paid inmate coordinators (one each for the Children's Center, Educational Programs and Social Services) work in conjunction with the directors to plan and run the program.

To be eligible, an inmate must have done at least ten hours of volunteer work in the Children's Center which, as described below, means that they will have been pre-screened and will have met the educational requirements prior to applying.

The average length of sentence at FCI-Fort Worth is 18 months. Consequently, there is usually some turnover of inmate coordinators each six months. In view of these circumstances, on the application forms inmate candidates must indicate a willingness to make a six month commitment to the program.

### Inmate Volunteers

Inmate volunteers work in the Children's Center assisting parents and children and helping with activities.

To be eligible, an inmate must have had eight hours of parenting classes. Applicants apply to the Unit Team (correctional staff in charge of each living unit) for screening with respect to such areas of concern as substance abuse problems, AIDS, and records involving violence. Upon a volunteer's approval by the Unit Team, community and inmate PACT personnel review the applications prior to making the final selection.

Generally, there are about 30 male and female volunteers. Some differences have been observed in the manner that the men and women have contributed to the program. For example, male volunteers have appeared to be less mindful of getting dirty when they join the children in their play activities, which can include getting down on the floor; whereas, the women have shown an interest in keeping the area clean and organized. The ratio of men and women has fluctuated as their relative numbers in the general population changed. In September 1987, there were 30 women and ten men.

Inmate volunteers are trained by PACT personnel. New members receive a three to four hour orientation. In addition, monthly meetings are held in the Center to discuss program components, new developments or problems and how to build a child's self esteem.

### Community Volunteers

Community volunteers are recruited by members of the Board of Directors. This is done, for example, during their speaking engagements. While not involved in the Children's Center per se, they did and/or do support its activities through such measures as serving as group facilitators for SKIP and the provision of parenting education, transportation and accommodation.

### Funding

Monies are raised through newspaper articles, television shows and speaking engagements. The latter generally involve church and community organizations and are primarily undertaken by Board members but inmates who have community custody status may also go out to speak. The funds received cover, among other things, the purchase of liability insurance which amounts to approximately \$1,000 a year.

In 1986 the program was financed, in part, by \$50,000 from the Bureau of Prisons' arrangements with four federal

correctional institutions to maintain in-prison children's centers (see "Funding" under Prison MATCH) and, in part, through \$31,000 from private donations and grants.

### Eligibility

The PACT program is open to all inmates - parents and non-parents.

### Program Components

PACT encompasses a Children's Center, Support for Kids of Incarcerated Parents (SKIP), parenting classes, transportation and accommodation, liaison and social services, community outreach, and data collection and evaluation.

#### Children's Center

Located near the regular visiting room, the light blue Children's Center is described as a bright, sunny room with large windows which provide sunlight that enhances the cheerful atmosphere. It is filled with toys, games, books, and art supplies for the children. For infants, there is a room with cribs. The area is supervised by PACT personnel and inmate volunteers, who provide support to the parents as well as counselling and guidance when it is necessary. No correctional officers are stationed in the Center, but they are free to enter.

When the Center was first opened, it was set up for inmate parents and their children only; spouses could not enter. Family members could, however, visit in the main visiting room or yard. Although babysitting was not a feature of the Center, inmates were allowed to leave children there when they needed to talk privately with their spouses. Neither the children nor their parents were permitted, however, to go back and forth from the visiting room.

Subsequently, the program expanded to include both parents. Program personnel noted that prior to this inmates had to divide their time between their spouse and their children. Now both parents are using the Center for the entire visit and the number of participants has increased.

The Center is open Monday, Thursday and Friday evening from 5:00 p.m. to 8:00 p.m. and Saturday and Sunday from 9:00 a.m. to 2:00 p.m.. There is no limit to either the age or the number of offsprings who may visit the Center. Parents must, however, sign in their youngsters and remain, throughout the visit, with those under the age of two. An average of 20 to 30 children use the Center on each weekend visiting day; as do 10 to

15 during evening hours throughout the week. By September 1987, there had been 4,000 child visits to the Center.

Support for Kids Of Incarcerated Parents (SKIP)

SKIP is a new program, sponsored by PACT, which is offered via the Children's Center. In it, parents can work on a one-to-one basis with their children to help identify concerns and problem areas. Announcing its introduction in 1986, a flyer stated that the goals were "to help children develop a healthy, positive mental attitude toward themselves and others" and "to help children cope with their parent's incarceration by providing appropriate outlets for expressing their feelings and emotions." Through SKIP children are helped to develop their self esteem, decision-making skills and a better understanding of the family and the meaning of prison.

Any child, aged five to 17, may be enrolled in SKIP upon visiting the Center. At this time the Assistant Director completes an intake form and an initial assessment and opens a file that, along with the first noted document, includes evaluations made by him at the end of three months. The latter encompasses a review of goals and objectives of the parent and child. Maintained separately are files on sessional evaluations and records of assistance (for example, with transportation).

The program is set up on an informal basis. The children are grouped by age according to their school levels: generally kindergarden to first grade; second and third grade; fourth to sixth grade; and seventh to twelfth grade. Groups meet Monday, Thursday and Friday evenings and twice on Saturdays and Sundays. Sessions are held in the Children's Center and last thirty minutes to an hour. Educational non-competitive games and activities, geared to each age group, are used to help children to talk about their feelings. Activities include arts and crafts, role playing, story telling, games, puppet shows, and viewing film strips which may be discussed.

The Assistant Director is responsible for the day to day operation of SKIP. He acts as the "primary group facilitator" and program coordinator. In addition to the already noted functions, when required, he arranges group transportation, which is provided by community volunteers and church organizations to children who live nearby. He also supervises the community and inmate volunteers and parents involved with the program. While the parents have been encouraged from the outset to participate in some SKIP activities, over time, the number and degree of involvement has increased.

To encourage participation, child caretakers are phoned by PACT personnel; children and adults are alerted by mail of the commencement of the next session; and a SKIP newsletter is mailed

out monthly. In September 1987, there were 550 children enrolled in SKIP, with 100 different children taking part each month.

### Parenting Education

In conjunction with the opportunities offered by the institution's educational department, PACT offers one and a half hour long parenting workshops. These are conducted within the institution four evenings a week, Monday through Thursday. Every six to eight weeks new themes, covering such topics as family communication, self esteem and adult children of alcoholics are introduced. Women who love too much, helping children to make choices and setting limits for teens are examples of specific workshops that have been offered.

Originally, professional counsellors volunteered their time to teach the classes but during 1986, grants were received which enabled PACT to pay for their services. A psychologist, two family therapists and two early childhood specialists teach various workshops.

Serious consideration was given to introducing college credit courses relevant to parenting. It was decided, however, that the perceived needs of the majority were not addressed by conventional academic settings. They would be better met by retaining counselling services and informal educational opportunities, such as workshops, that place an emphasis on personal input, discussion and participation.

### Liaison and Social Services

The PACT Director, who works in consultation with FCI-Fort Worth staff to assess individual needs, coordinates the program's liaison and social service component. She is assisted by the inmate Social Service Coordinator. By acting as a link between the parent and community resources, they work to meet the needs of parents and children. The PACT Director helps inmates assess legal and social services in the community with respect to obtaining help in custody disputes, financial problems and foster care.

### Transportation and Accommodation

Through outreach activities conducted by Board members and community program personnel, PACT recruits volunteers to provide transportation and accommodation for the children. The parents of recipients of such services must sign medical releases for them so that in the event of an emergency they will be able to receive treatment without delay. In addition, drivers must carry their own liability insurance.

In 1986, PACT sponsored 60 children to fly in for visits. Most of them (51) were flown in for the institution's Children's Days; 25 for the May event and 26 for the one held in October. While inmate parents were asked to contribute a small amount toward the price of a ticket, the majority were unable to do so. Thus, in the main, donations and foundation grants covered the airfares.

### Community Outreach

Community outreach is an integral part of the PACT program. Brochures outlining the need for, and components of, PACT and a flyer and an information note describing SKIP have been produced. In addition, groups and organizations are approached to inform them of the needs of incarcerated parents and their children, to solicit financial support and to recruit volunteers for the program.

### Data Collection and Evaluation

Information about program participants is collected and presented in an annual report. In addition, for evaluation and research purposes, data on program activities and participation is forwarded monthly to the Federal Bureau of Prisons through whose auspices FCI-Fort Worth and three other federal correctional institutions receive funding for their children's center programs.

### Related Developments

Twice a year, in October and May, FCI-Fort Worth holds Children's Days. These are overseen by institutional staff and financially supported by the inmate trust fund. While not a PACT initiative, its members, personnel and volunteers are actively interested and engaged in these events. For example, PACT inmate coordinators are involved in organizing activities such as magic shows and carnivals that are run by inmate volunteers. Community volunteers are organized to host children from out of town and to assist with transportation, either by driving or helping to pay for fares. At the end of each Children's Day, there is a hay ride and a hot dog roast for all participants, including host families; these are coordinated by PACT and sponsored by local churches.

The Bureau of Prison's Mothers Infants Together (MINT) program is offered to the federal prisoners at Fort Worth and Pleasanton. This initiative is discussed under "Community Correctional Options".

PRISON PARENTS AND THEIR CHILDREN (Prison PATCH)

RENZ CORRECTIONAL CENTER (RCC)  
Cedar City, Missouri

In the spring of 1986, when this study was initiated, Prison PATCH was operating at the Renz Correctional Center - a co-correctional institution for maximum security women and minimum security men. It has a design capacity for 200 residents. On 1 January 1986, there were 113 men and 181 women incarcerated at this facility. Approximately 75 percent of the women were mothers with an average of 2.8 children. Roughly 30% of the children were in foster care. Ninety-five percent of the women were single parents.

As a result of legislative changes in the fall of 1986, Renz was designated an all-male minimum security institution. The majority of women were transferred to the Chillicothe Correctional Center. A small group of long-term and high security mentally ill offenders (about 30 women) were moved to the Fulton Reception and Diagnostic Center.

History

Prison PATCH grew out of November 1981 meetings on "The Female Offender of the '80's" sponsored by the Creative Ministries of the United Methodist Church and the Missouri Association of Social Welfare in St. Louis and Kansas City. As a result of this consultation the Women in Prison Coalition was created. Its first objective was to replicate FCI-Pleasanton's Prison MATCH at Renz. To this end, a Steering Committee was struck to adapt this program to meet the needs of RCC inmates. For almost an entire year the committee met monthly to draw up the plans. In addition, the Superintendent of RCC, who was enthusiastic about the MATCH program, took two staff members to Pleasanton to see it in operation. By November 1983, two co-directors were hired and the Children's Center of Prison PATCH began operation on January 4, 1984.

The program ran at Renz until the fall of 1986 when the above noted transfers took place. When the women left, the Prison PATCH program at RCC was terminated but plans were made to replicate it at the Fulton and Chillicothe institutions.

The changes in personnel and new institutional environments meant that in the course of the survey the various programs were in a state of transition. Although the new ones were to be developed in line with the original goals, it was premature to discuss them. It was decided, therefore, to write up the components of the Renz Correctional Center program and outline the developments at the two newer locations to the point of last contact.

### Overall Structure

To avoid confusion it should be noted that Prison PATCH is both the name of a non-profit organization and the program its members developed and sponsor. Moreover, with the transfer of inmates (described above), both the organizational structure and program components have changed over time.

### Board of Directors

The Prison PATCH organization grew out of the above noted women's coalition and the steering committee established to replicate Prison MATCH. It was administered by an elected Board of Directors that had overall responsibility for the program, its finances and the hiring of community personnel. Its monthly meetings were held at the Correctional Center.

This Board, which had to have no less than 21 members, included at least six inmates and/or one representative from each dormitory, ten people from the community, three employees of the Department of Corrections, and all Prison PATCH personnel. Prior to the election of dormitory representatives, those selected by the Board required written approval of the Superintendent. At least one of the Board's officers (chair, vice chair, secretary, or treasurer) had to be an inmate. There were a number of sub-committees that focused on specific functions such as resource development, outreach activities and volunteers. A Steering Committee of eight members, including inmates, program personnel and two Board members, was also established to oversee the day to day operation of the Children's Center. Board members served for two years and, upon a vote of the Nominating Committee, each year they had the option to renew their membership.

### Program Personnel

The Prison PATCH personnel at Renz encompassed two community co-directors (one for administration who was to work 40 hours and one for programs who was to work 30 hours) and four inmates (two administrative assistants and one fundraising and one educational coordinator). They were assisted by community volunteers.

The Co-Directors were responsible for engaging the inmate personnel, maintaining their payroll records and evaluating their performance. Inmate employees were paid, however, from the institutional payroll through the treasury of the Missouri State Prison. Applicants had to be cleared through Classification before and after the job interview and prior to hiring. Lastly, approval to hire had to be obtained from the Superintendent.

Although engaged by the Board of Directors, the two Co-Directors reported directly to the Superintendent of RCC. They were not correctional staff, however, they had the same rights, authorities and responsibilities; were able to issue violations to inmates; had access to inmate institutional files; and attended institutional staff meetings as required.

Prison PATCH also assumed full responsibility for community volunteers who assisted with the program at RCC. All volunteers were required to fill out an application and attend a personal interview with a Prison PATCH Co-Director before they started.

### Funding

In the main, Prison PATCH activities were financed by private donations, tax deductible contributions, grants, and fundraising activities. When the latter events were held on the grounds of the institution, prior approval had to be obtained from the Superintendent or his/her designate. RCC covered routine maintenance costs for the Children's Center and Prison PATCH assumed responsibility for operational costs, including salaries. The Department of Corrections donated a van to transport children. Prison PATCH was permitted to request money for equipment from the canteen fund and was able to accept cheques from inmates for appropriate services.

### Eligibility

With a couple of provisoes, all inmates, regardless of type or length of sentence, could use Prison PATCH services and the Children's Center. The exceptions pertained to those in one dormitory who required permission from the Superintendent and those in segregation not permitted contact visits.

### Program Components

The raison d'etre of Prison PATCH is "to provide whatever services necessary to incarcerated parents and their children to maintain and strengthen family relationships during the forced separation". It was noted that "well accepted national statistics" played a role in establishing this goal. One of its brochures summarized these:

Prison PATCH was started because of two widely accepted facts:

1. Recidivism rates are far lower for women who maintain contact with their children and families during incarceration.

2. Children of incarcerated mothers are four times as likely as other children to become involved in the criminal justice system, not from exposure to crime but rather from inconsistent parenting.

Renz's Prison PATCH was introduced with seven integrated components - a Children's Center, transportation and accommodation services, parenting education, liaison services, data collection, community outreach, and advocacy.

### Children's Center

The Children's Center was located in a renovated house trailer on the grounds of the institution. It contained a visiting/play area, a small kitchen, a bathroom, and an office area for Prison PATCH personnel.

The Center was open seven days a week. While the hours changed somewhat over time (from 9 to 3, 9 to 2:30, 10 to 2), visiting hours could be extended upon approval of the Co-Directors and the Superintendent. In addition, Prison PATCH personnel were available to residents from 8:00 a.m. to 4:00 p.m. on weekdays and from 9:00 a.m. to 2:30 p.m. on weekends. They could also be contacted via institutional mail or by leaving a note in a box located at the Control Center.

The Children's Center was reserved primarily for inmate parents and their children. Spouses were allowed to visit there, however, if they had prior written approval from the Superintendent. While the focus of the Center was parent-child visits, limited child care was available. This service, it was noted, was used solely by the male residents.

To use the Center, an inmate had to have a correctional officer phone it at the time of an actual visit to ensure that space was available at the moment. There were, however, no set limits on the number of children allowed per visit in the Center; this was left to the discretion of Prison PATCH community personnel. Similarly, there were no restrictions with respect to the number of visits. Moreover, although an administrative decision of the state foster care agency did not permit those in its care and custody to visit in the general visiting room, it did allow them to visit in the Children's Center. A social worker could bring a child and stay and talk with the parent(s) or drop off and pick up the child at the main gate. The maximum age for children was seventeen years, although exceptions could be made if there were also younger children in the family. While "only a handful of [inmate] fathers" participated in the program, in 1985, 368 parents and 604 children used this Center.

The Children's Center was equipped with a number of toys and games for children and offered a range of holiday programming. Birthday cards and presents, from which inmate parents could choose gifts for their children, were available and, when requested, a birthday party, complete with decorations, cake and ice cream, could be arranged. Inmates contributed whatever they were able. With the prior written approval of the Superintendent in ample time to notify custody staff, special activities could be arranged. At the request of officers, Prison PATCH also furnished first aid supplies, funding for phone calls, clothing for inmates to wear in the Visiting Room, and, for two dorms, hygiene products for female residents.

A library was set up in the trailer. There were self-help materials (e.g. planning visits, how to tell a child you're incarcerated, writing a child) and books on a range of parenting subjects. Paperbacks were available free and hard cover books could be borrowed.

There were no correctional officers present in the trailer, but the Administrative Co-Director was responsible for reporting any irregularities or misconduct to the Superintendent within a 24 hour period. Prison PATCH personnel reported that no incidents ever occurred in the Center.

#### Transportation and Accommodation

Responsibility for arranging and transporting children to RCC was assumed by Prison PATCH. State wide they recruited volunteer drivers to transport the children and, as needed, an adult to supervise them enroute. An administrative decision of the Division of Family Services prohibited the provision of transportation for children in foster care unless there was permission on file signed by the appropriate juvenile court judge. Prior to visits Prison PATCH undertook to obtain these authorizations as well as release forms that had to be signed by the legal guardians of the other children. At least part of visits made possible by volunteer drivers were to take place in the Children's Center.

A number of transportation services were developed. Drivers who were prepared to bring particular children once a month were recruited; bi-monthly van trips from St. Louis and Kansas City were sponsored; and, for shared clientele, mileage costs were divided between the Division of Family Services and Prison PATCH. In addition, people were made aware of the low cost accommodations available at Agape House (see "Community-Based Programs and Services") and, where appropriate, free overnight visits were arranged there or at the homes of volunteers. Requests for transportation and accommodation services were handled in order of receipt and fulfilling them was dependent on the availability of drivers and finances.

### Parenting Education

Prison PATCH assumed responsibility for program content, materials and costs. Prior to introducing a class, however, its content was to be reviewed by the Superintendent or his/her appointed official and arrangements for programming required prior written approval.

Through its work Prison PATCH personnel offered pre- and post-release counselling to inmate parents on child-related matters, including coping with separation. In addition, when feasible, a variety of classes and workshops to enhance parenting skills and increase knowledge of child development were available.

Parenting education was available to all inmate parents who had received the approval of the institution's classification staff. Classes were held in the trailer and, as determined by RCC staff, might, or might not, be co-educational. Among the topics covered were pre-natal and post-partum counselling, child development, responsive parenting, foster care and foster parent appreciation, time management, human sexuality, and women's health issues. The full description of the subjects encompassed and the goals, content, and amount of time devoted to each is provided in Appendix F.

### Liaison Services

With respect to children in the care or custody of the Division of Family Services (DFS), the staffs of the two organizations, Prison PATCH and DFS, worked in consultation and collaboration. This was formalized with the appointment of a DFS employee to the Prison PATCH Board of Director. This individual also served as a liaison officer between the two.

Prison PATCH personnel worked with residents to maintain communication with the DFS; to provide information on the foster care system, policies and practices; and to facilitate visits by children in foster care. More specifically, services included:

- providing, to DFS and the courts, written reports following visits;
- assisting DFS staff in planning with inmate mothers for the care of children in alternative care;
- explaining to inmates the forms and policies of DFS and the juvenile court system;
- reviewing DFS policies effecting incarcerated parents and, as appropriate, advocating changes;

- planning for phone calls from children to incarcerated parents and, as appropriate and pre-arranged, accepting collect calls; and
- encouraging and scheduling visits from children under the purview of DFS and helping to find drivers for them.

In addition to the foregoing, Prison PATCH personnel were prepared to maintain in touch at all times with institutional casework staff regarding inmates and their children, and, if feasible, to represent inmates at the Permanency Planning Team Meetings.

#### Data Collection

Detailed information was gathered by Prison PATCH personnel. For both the children and adults they recorded the sex, age and whether the participant was black or white. With respect to inmate parents they also noted marital status and number of times a person had been married, pre-incarcerative occupation and public assistance, current offence(s) and sentence, and concerns about caretaking arrangements. From this data they were able to identify changes over time, such as the ages of the children attending, the nature of caretaking arrangements and the type and quantity of concerns about them. Also, after the Prison PATCH program was introduced, it was observed that there was an improvement in the institutional behaviour of inmate mothers and an increase in the frequency of visits (from once every eight months on average to almost once a month).

Statistical information and case files were considered confidential and the property of Prison PATCH. The only correctional authority permitted access to them was the Superintendent.

#### Community Outreach

A variety of avenues were used to increase public awareness of the needs of incarcerated mothers and their children. A speakers bureau was established and a video of the program was produced. With prior approval from the Superintendent, tours of the Center could be given.

Three brochures were produced. Two outline the Prison PATCH program and invite donations. The third, funded through a grant from the National Association for the Education of Young Children, was entitled "When Separation Ends ... Unity Begins". It provides caregivers responsible for the children of those incarcerated with some ways of coping with family separation.

A handbook for Prison Patch Board of Directors was prepared by the Administrative Assistant, Nancy Fowler, in June 1985. It outlined the purpose, history, goals and objectives, policies and by laws, directors' responsibilities, and program statistics. It set forth the targets for the upcoming season (e.g. to find funding to cover a part-time bookkeeper, teaching staff, the library program, and 24 van trips in 1985 and 1986) and it ended with an itemized "wish list" which included, for example, a push broom, good paper plates, bologna, birthday cards, and film. The handbook was thus a well used source of information for this report.

### Advocacy

Advocacy to ensure continuing services for children and adequate treatment and rehabilitation for incarcerated women was among the objectives of Prison PATCH. Its members were engaged in "massive efforts" to obtain from the state specific foster care policies for incarcerated parents. It was also involved in legislative developments in Missouri with respect to the passage of a bill preventing the termination of parental rights based solely on grounds of parental incarceration.

### Related Developments

When Prison PATCH followed the transfer of women inmates, a new program was introduced for inmate fathers and their spouses. CHIPS (Challenging Incarcerated Parents and Their Spouses) was started by two nuns who teach at Renz.

### CHILLICOTHE CORRECTIONAL CENTER AND FULTON RECEPTION AND DIAGNOSTIC CENTER

#### Overall Structure

In the fall of 1986, when the women at RCC were transferred to Chillicothe Correctional Center and Fulton Reception and Diagnostic Center, Prison PATCH had to develop suitable arrangements to cope with the new geographical parameters. It had to be taken into account that most of its existing membership were drawn from Jefferson City, approximately 30 miles from Fulton; however, the majority of the incarcerated women were to be moved to Chillicothe, about 150 miles from Jefferson City and an estimated two to three hour drive from Fulton.

#### Board of Directors

The Prison PATCH Board of Directors was restructured to reflect the new circumstances. An Administrative Board, consisting of 15 community members, retains the same

responsibilities as the original Board of Directors but it plays this role with respect to both the program at Fulton and at Chillicothe. In addition, it works in conjunction with two Divisional Boards (one for each institution) that are responsible for developing local policies and programs and overseeing day to day operations. The Chillicothe Divisional Board has 21 members consisting of 13 community members (including Prison PATCH personnel), five inmates and three correctional staff. Ten members from the inmate population, correctional staff and the community, as well as Prison PATCH personnel, comprise the Fulton Divisional Board. Separate committees have been established within each Board to deal with specific tasks such as nominations and special projects.

#### Program Personnel

Harriet L. Kloud, the first Executive Director of Prison PATCH, oversaw its introduction into the two institutions before she stepped down in the summer of 1987. Until directors can be found for the children's centers (a full-time one for Chillicothe and a part-time one for Fulton) her replacement, Marion Fleischman, will serve as the program coordinator for both. Assisted by board members and community volunteers, she divides her time between the two facilities.

#### Funding

Prison PATCH continues to be largely financed through private donations and grants. The Department of Corrections, for example, provides an annual \$10,000 grant to cover the cost of program supplies and gas for the van it donated when the program was at Renz. It also receives a number of in-kind donations. For example, United Methodist churchwomen provide food for Prison PATCH visits. They also hold grocery drives and donate money for fresh food and such essentials such as toilet paper, paper towels and cleaning detergents. The Fulton Reception and Diagnostic Center has provided office space for the Fulton Divisional Board as well as the monthly Administrative Board meetings.

#### CHILLICOTHE CORRECTIONAL INSTITUTION Chillicothe, Missouri

Chillicothe Correctional Institution opened in 1981. In 1986 it had a design capacity of 161 and an average 1985 population of 150. Both figures subsequently took an upward turn so that in 1988 it had a reported capacity of 430 and an average 1987 daily population of 431 women. It has been described as a minimum security institution and the only correctional facility within Missouri that is exclusively for women.

The institution is not accessible by public transportation. While it is within an hour's drive of the capital,

Kansas City, the majority of the prisoners' children come from St. Louis, which is about five hours away.

### Program Components

The Prison PATCH program at Chillicothe Correctional Institution includes a Children's Center, parenting education, liaison services, transportation, data collection, and community outreach.

### Children's Center

A new trailer, decorated by inmates, has been set up for the program at Chillicothe. It is used entirely for Prison PATCH, holding its offices, areas for visiting and a place to conduct parenting classes. The trailer has a kitchen, bathroom, library, and two bedrooms, one of which has been converted into a play room, while the other serves as the office for program personnel and the Chillicothe Divisional Board.

The Center is open three days a week sometime during the daily general visiting hours, which run from 9 a.m. to 2:45 p.m. The specific hours and days are dependent on the availability of transportation for, and the schedules of, the program coordinator, volunteers and social workers. Consequently, the Center is rarely opened on the weekends.

While the Center is off limits to spouses, the volunteer drivers and social workers are permitted to stay in the Prison PATCH trailer during the visit. In addition, the Executive Director, Marion Fleischman, has made her local apartment available to them to freshen up and rest.

### The Other Components

Parenting education classes, taught by community volunteers and the Executive Director, are available. They are held in the evenings in the Prison PATCH trailer. The Executive Director handles liaison functions. Primarily, they involve locating children and resolving concerns related to caretakers, including, when necessary, making arrangements through the courts for children to visit. A network encompassing about a hundred volunteer drivers has been recruited to bring children to the institution for visits. Volunteers' cars; church vans; and the Prison PATCH van, which holds eight children and two adults, are used. Program participants, one hundred at the close of 1987, are asked to fill out an information sheet which is kept on file in the trailer. Statistics are compiled and written up regularly. A video of the program has been produced.

FULTON RECEPTION AND DIAGNOSTIC CENTER  
Fulton, Missouri

The Fulton Reception and Diagnostic Center is a co-correctional tri-level security institution located in Fulton, approximately 30 miles outside of Jefferson City.

This Prison PATCH program is run along similar lines as, but on a smaller scale than, the one at Chillicothe. At the time of the survey it was available to the female residents only. Twice a week visits are held in the regular visiting room outside of general visiting hours. A carpet is rolled down and toys laid out for the children. Food is brought by volunteers. The Executive Director provides liaison services and during the day volunteers teach parenting classes.

Related Developments and Future Plans

Once a full-time Director is engaged for the Chillicothe Children's Center, it will be open seven days a week during regular visiting hours. Efforts are being made to establish a 'buddy system' transportation service for children living in St. Louis. This would involve two volunteers to share the driving and local volunteers to house the drivers and the child(ren) overnight.

FAMILY SERVICES

About 70% of the women at MCI-Framingham are parents, and will be released in time to resume care of their children. This alone justifies the need for comprehensive parenting programming.  
(1986 program outline)

MASSACHUSETTS CORRECTIONAL INSTITUTION (MCI) - FRAMINGHAM  
Framingham, Massachusetts

The normal capacity of this minimum security facility is 132 females. As of January 1, 1986, there were 210 mothers with an average of two children each. Of this group, 199 were single parents.

Family Services

Family Services is an umbrella term to cover a range of institutional and community-based programs and services for MCI-Framingham inmate mothers and their children.

The 1986 program outline captures many of the goals for child visitation and related services mentioned by other survey participants:

The programs are designed to help women re-establish, build, maintain, and strengthen their relationships with their families by visiting with them as often as possible in a warm, nurturing child-centered environment. Programs help keep women informed about their children's physical, intellectual, and emotional health while they are apart. Workshops help inmates to better understand their roles as parents and breadwinners, and to practice parenting skills. In addition, women are invited and encouraged to participate in the planning and implementation of programs for their children. This enables them to act responsibly in relation to their children, to feel connected in concrete ways, and adds to their self-esteem and gives them new hope as mothers. \* \* \* In providing a separate, appropriate play area for children, the institution also serves the entire population by making the adult visiting area an easier place to listen and talk.

### History

In 1978, inmates at MCI-Framingham undertook a survey that led to a number of developments. One was the creation of Aid to Incarcerated Mothers (AIM), an association in which imprisoned mothers are paired with community volunteers who foster child visitation opportunities and act on behalf of the inmate mothers with agencies, institutions and individuals who affect their children's lives. Another result was the creation of a task force, consisting of inmates and correctional staff, to improve the quality of visits and to develop programs for mothers at MCI-Framingham. A Sesame Street Goes to Prison program had been established earlier but there was a desire to extend what was available. While the components of Family Services have changed over time, the program remains a multifarious approach to meeting the needs of inmate parents and their children.

### Overall Structure

As just noted, Family Services is a composite of a variety of child related programs and services available at MCI Framingham. A Family Services Coordinator, identified as Jane D. Jamison at the time of the initial survey, provides overall supervision and coordination of volunteers and those engaged under contract; trains inmate caregivers; counsels prisoners on parenting concerns; oversees the Expectant Mothers Service; and acts as a liaison person between community

organizations and the institution in the development and implementation of programs. Thus, to achieve a coordinated multifaceted program, she works in cooperation with the personnel, members and volunteers of a number of groups. The structure, people and programs or services of some of these are outlined following the description of Family Services.

### Eligibility

All inmates, except those to whom the court has denied parental rights or who are in isolation at the time, are eligible for visits. If a participant physically abuses her child(ren) or if she disobeys institutional rules, however, a visit will be ended.

### Participating Children

General visiting is open to all children of inmates; there are no restrictions on age or the number of visits per month. A few specific program components do, however, have age limits or other factors that may effect involvement and these are noted when they are discussed below.

### Program Components

Family Services encompasses two visiting areas, an expectant mothers service, psychological assistance for long term inmates, and preparation for an extended visiting program offered at the Lancaster Pre-Release Center. Through contracts or agreements, a variety of other programs are or have been made available to inmate parents. In 1986, these included Reading is Fundamental, Project Parents and Children Together (Project PACT), a Women's Health and Learning Center, Sobriety Program for the Rehabilitation of Inmates with New Goals (SPRING), and AIM.

### Visitation Centers

There are two areas set aside at MCI-Framingham for mothers to visit with their children - the Children's Center and the Parenting Center.

### Children's Center

The Children's Center is a room located on the second floor of the institution, adjacent to the general visiting area. Formerly the Sesame Street Center, it was re-designed and decorated with the help of the Children's Museum staff. It is described as a large sunny room that has toys, arts and crafts, and a castle for climbing. An inmate mother who has been trained as a Parenting Assistant helps participants with the various activities.

Visits may last up to three and a half hours and there is no limit on the number of visits per month. While some children come weekly or monthly, and others come less often, on average 200 visits are made to the Children's Center each month.

### Parenting Center

The need for a home-like setting resulted in the creation of the Parenting Center, which allows for quiet mother-child conversation and play. It is intended for inmates who want to share some private time with their children. Located in a room on a different floor from the regular visiting area and the Children's Center, it has two main areas, one for conversation and one for play. It is equipped with a library, arts and crafts, toys, and a refrigerator filled with snacks. This Center is for inmate parents and their children only, but sometimes a social worker will join them for a visit. It can accommodate one or two inmates and their children at a time. If two adults intend to use it, a divider is put up so that each family can have some privacy. Security staff will escort the mothers and their children to the room and unlock the door, but they do not stay to supervise.

Inmate parents and their children may use the Parenting Center for visits of up to eight hours. These visits need to be pre-arranged. A form from the Unit Manager must be completed by the mother for the first visit only. The Parenting Coordinator schedules the visits and requests are handled on a first come, first served basis. AIM volunteers have housed families to allow for all day weekend visits in the Parenting Center.

### Parent/Child Activity Days and Family Days

Mothers and the Family Services Coordinator plan for special visiting days which are offered throughout the year. For example, all major holidays are celebrated. Each special day lasts three and a half hours. Activities for Parent/Child Days are organized for two age groups - children from birth up to nine years old and those from ten through seventeen years of age. An average of 150 mothers and 200 children take part in each of these events.

### Expectant Mothers Service

This service, which is the responsibility of the Family Services Coordinator, is designed to ensure that through appropriate coordination the special needs (such as diet, clothing, pre-natal classes, and caretaker arrangements) of each pregnant inmate are met.

### Psychological Services

Long term inmates may receive individual, group and family counselling from the Division of Forensic Medical Health of the Department of Mental Health.

### Related Developments

Through cooperative efforts a wide variety of related services and programs have been offered to MCI-Framingham inmates. Although encompassed by Family Services, a number of the components may also be considered as related developments in that they have their own histories and organizational structures. Services or programs may be offered independently as in the case of AIM or under contract as illustrated by Project PACT and the Women's Health and Learning Center.

### Reading is Fundamental

Through this initiative, inmates' children may select and take home quality books.

### Project Parents and Children Together (Project PACT)

Project PACT is a community-based program for special needs children under age five whose parents are incarcerated and/or in treatment for alcoholism or drug addiction. The program is premised on the doubled barrelled belief that the most successful intervention occurs with the early identification of needs and that those agencies serving a single family should coordinate their efforts.

Project PACT involves a team (special education teachers, a nurse, social worker, and a consulting physical therapist) whose services include:

- individual assessment of a child's development;
- establishing, in consultation with the parent, an appropriate educational program for the child;
- family counselling with respect to parenting a child with special needs; and
- coordination of community services to aid the entire family with such aspects as employment, welfare, housing, daycare, and educational opportunities.

Involvement in Project PACT, which is no longer under contract to the institution, was initiated when the mother gave her counsellor written permission for a PACT team worker to make inquiries to determine if the child and family were eligible. If

they were, a Project PACT representative would meet with the mother to explain the program in detail.

Project PACT members have developed handouts with practical tips for inmate mothers on how to prepare their children for the first visit to the institution and how to keep in touch with children between visits. (See Appendix G for "Ways to Keep Connected with Your Child" by Ellen Harvey and "How to Help Prepare a Child for a First Visit").

### The Women's Health and Learning Center

The Women's Health and Learning Center was introduced at MCI-Framingham in January 1983. Open to women incarcerated there, as well as those at the Lancaster Pre-Release Center, it offers integrated workshops and counselling to address "fundamental issues facing the female prison population". Its objectives and the subjects of its workshops and counselling services are given in the 1986 program outline of Family Services, which is the source of the quotation below:

#### Objectives

To increase the knowledge of participating inmates about health protection, child growth and development, substance abuse and its ramifications, patterns of family violence and alternatives, and other program issues.

To increase the knowledge of participating inmates about post-imprisonment referrals, resources, and support systems.

To create a 'safe' environment for participating inmates in which they may examine their own personal obstacles as they return to their communities.

To decrease the recidivism rate of participating inmates by offering them new knowledge, insights, and skills with which they may be better able to cope with the difficulties they face.

#### Topics

- Women's Health and Well-Being: Includes reproductive health, depression and stress, nutrition, Black women's health, exercise, child health, etc.
- Parenting: Includes absentee parenting, child growth and development, positive

discipline, preventing abuse and neglect, guilt and separation issues, etc.

- Substance Abuse and Addiction: education in goal setting and understanding addiction, peer and individual counseling, referrals for post-release.
- Battered Women/Domestic Violence: group and individual counseling, peer support, recognizing abuse, setting goals for oneself and one's children, knowing one's rights, etc.
- Pre-natal Workshops: group and individual counselors provide, on a part-time basis, individual counseling and group services to Latina women.
- Pre-Release Counseling: issues around transition from prison to community living, referral for outside services planning on how to cope with the inevitable tensions and problems which face released inmates are available.

Sobriety Program for the Rehabilitation of Inmates  
With New Goals (SPRING)

SPRING is a project introduced at MCI-Framingham by Serenity Incorporated, an organization devoted to the rehabilitation of female alcoholics and addicts. During the eight weeks of the program, participants must make a commitment not to use drugs, including alcohol and prescription mood altering drugs such as tranquilizers; attend three SPRING group meetings a week and institutional Alcoholics Anonymous and Narcotics Anonymous meetings.

Visiting Cottage Program - Lancaster Pre-Release Center

The Visiting Cottage Program, which allows for overnight visits for up to 120 hours (five days) and extended visiting hours on weekends, was introduced at the Lancaster Pre-Release Center in January 1985.

This Center is a co-correctional, joint pre-release and minimum security facility with a normal capacity for 96 men and women. Its average population count in 1984 was 110.

Three trailers, which allow inmate mothers to visit privately with their children, have been provided. In 1986, an

average of 20 mothers and 40 children per month used these for overnight visits.

The program is overseen by a Coordinator, who screens applicants, gets in touch with their families and helps to facilitate visits. In addition, a Family Therapist offers support and counselling to both the mothers and their children. Mothers at MCI-Framingham may prepare for these extended visiting opportunities by participating in the parenting programs offered at MCI-Framingham.

The results of A. M. Rocheleau's evaluation of the Lancaster Visiting Program were presented at the American Society of Criminology conference in Montreal, Quebec, Canada in November 1987.

### Aid to Incarcerated Mothers (AIM)

#### History

AIM is a non-profit organization which began under the umbrella of the Urban Planning Office in Boston in late 1969.

An inmate mother of four who gave birth to her fifth child while incarcerated at MCI-Framingham was responsible for getting AIM started. In addition to coping with the placement of her children in foster homes, she had to face separation from a sickly newborn who required special care. In dealing with these circumstances, she recognized how fortunate she was to have strong family support and how difficult it must be for other imprisoned mothers who lack support systems.

Her concern brought her together with another inmate (who was not a mother). They conducted a survey at MCI-Framingham to determine how many women were mothers and what types of problems they were experiencing. The survey revealed that 60 to 70 percent of the mothers at the facility were not receiving visits from their children. In most cases, contact had, for a number of reasons, withered away or had been completely cut off. To see their children regularly and to receive support and assistance with child custody issues were identified as two major needs.

After conducting the survey, the two women set out to address some the difficulties faced by mothers at MCI-Framingham. They decided that the most efficacious way to address such problems was through a community-based program developed specifically to provide direct services to these women and their children. They were assisted by an institutional social worker who helped them to make arrangements to meet at the institution with community professionals to design an appropriate program.

Out of this meeting grew the AIM organization under the sponsorship of the Urban Planning Office. There were three committees - an inmate steering committee, a community advisory board and a board of directors. In the early years, the first two were primarily responsible for program implementation.

Upon establishment of the committees, their members directed themselves to hiring a program director and fundraiser. These positions were advertised by the Community Advisory Board, which also undertook to screen applicants. The resulting candidates were then referred to the Inmate Steering Committee for final interviews and selection. As a result, in 1979, the two desired program personnel were hired part-time.

### Overall Structure

AIM is a non-profit, community-based organization initiated by inmates to help inmates. The organization is run cooperatively by the MCI-Framingham inmates, program personnel whom they have hired, and members of the Community Advisory Board and it is funded entirely by donations and local foundations.

The overall structure has changed over time. Although it began under the umbrella of the Urban Planning Office, it became incorporated in 1983 and now has its own Board of Directors. On last contact, there were 15 Board members: two inmates, two ex-inmates, and 11 community members. In addition, a new Advisory Board, composed of inmates and community members, was being established.

### Community Personnel

AIM is coordinated by a full-time Executive Director, Jean Fox, who was one of the two original personnel hired by the Inmate Steering Committee in 1979. She is assisted by a full-time fundraiser, a legal advocate (who provides liaison services) and a part-time book keeper. Although formerly the Executive Director organized community volunteers, recently it became possible to hire a full-time coordinator to undertake this function.

### Community Volunteers

Volunteers from the community, who are drawn from Boston and the surrounding areas and states, are actively recruited to assist in the provision of a wide range of services. They may, for example, do community relations work such as speaking to different gatherings, initiate or engage in fundraising activities, furnish or arrange necessary transportation and/or accommodations, provide legal services, and/or offer support and advocacy to an inmate mother with whom they are matched on a one-to-one basis. AIM personnel provide them with ongoing training,

which includes an introduction to the correctional facility and how to work with the mothers and their children.

### Eligibility

The services of AIM are available to all mothers at MCI-Framingham. Women are informed of the organization's existence and program during their orientation to the institution, at which time, the AIM advocate is permitted to speak to new inmates. In addition, through AIM's outreach initiatives many judges are now aware of its services and so women can be referred to it before they enter the facility.

### AIM - Program and Services

AIM offers multiple services that reflect a combination of the needs of the inmate mothers and their families and the talents and resources of the community volunteers on whom they rely. Sketched below is a range of opportunities that flow from its one-on-one and group efforts.

#### Pre-and Post-Incarceration, System-wide Support Services

AIM's support services, which can start prior to a woman's imprisonment, continue through her incarceration and include follow-up efforts after her release. When a woman is arrested, for example, AIM volunteers or personnel will accompany her to court and/or work with the Department of Social Services to make visiting and other arrangements. They also assist in obtaining lawyers and providing transportation to court. In addition, they will visit a woman's family while she is incarcerated and subsequent to release and they may take mothers and their children on outings, for example, to a restaurant or the movies. Upon release, women are helped in their efforts to get started again. For example, AIM may pay a women's first and last months rent and provide clothing, food and other types of assistance. AIM has also established parenting groups both inside and outside the institution.

#### Liaison Services

In addition to the support and liaison efforts offered by community volunteers, AIM's advocate comes to the prison each Tuesday and Thursday. This individual conducts intake interviews to determine the needs of the women; sets up service plans with people such as social workers; and assists with any papers and documents which the mothers need to have read, written, reviewed, or signed.

### Transportation and Accommodation

AIM members help to coordinate and arrange transportation and overnight accommodation for extended weekend visits and overnights. For example, in addition to the transportation services offered by its volunteers, AIM has purchased a van to bring around 17 children to MCI-Framingham for visits on Wednesdays. AIM members also help coordinate and transport children for overnight visits at the Lancaster Pre-Release Center and a nearby hospitality house.

### Community Outreach

Through their outreach initiatives AIM members have developed a network of community contacts. It was noted that such efforts have heightened community awareness of the needs of inmate mothers and their children and have attracted financial contributions, volunteers, and specific support services. For example, AIM has a list of about 40 lawyers who will provide free legal service to one inmate each year.

### Technical Assistance

AIM members have communicated their ideas to other organizations across the United States and offer technical expertise in assessing the needs of inmate populations and developing programs to address them. Towards this end they rent or sell two videos - "Help Me to Fight" and "Staying Together".

### Related Developments

AIM is now being introduced beyond Boston, Massachusetts. Through the Alabama Prison Project, AIM volunteers and funding are being sought for the Julia Tutwiler Prison. This tri-level security institution, located 20 miles from Montgomery, opened in 1942. It has an authorized capacity for 325 and its June 1985 population was 343. According to an AIM brochure approximately two-thirds of the women there are mothers and the majority are single parents. In addition, a new program, AID, which is modelled after AIM, is being established in Atlanta, Georgia.

### BEDFORD HILLS CHILDREN'S CENTER

My own observation is that many of the women here fall loosely into two groups, the first made up of those so damaged in childhood they have never learned to trust and love or even feel small pangs of compassion for others; the second made up of those in whom the need to love and be loved is the overriding drive in their lives. And even those in the first group who are incapable of love, reach

out to others if only to use them instead of love them. For many, the need to love was what brought them here, and it often makes life miserable for them while they're here. (J. Harris, "They Always Call Us Ladies", p. 111).

BEDFORD HILLS CORRECTIONAL FACILITY (BHCF)  
Bedford Hills, New York

As of January 1986, 535 women were incarcerated at this maximum security institution which has the capacity for 578 females aged sixteen years and up. About 360 to 400 of these women were mothers with an average of approximately two children each. It was estimated that 325 of them were single parents.

History

Before Bedford Hills Children's Center blossomed there was a Sesame Street Goes to Prison program. Counsellors such as Sister Roulet and Napoleon Mitchell and volunteers such as Cori Maas of the National Council of Jewish Charities worked together with inmates and Children's Television Workshop (CTW) personnel to open a play area in 1978.

The Sesame Street Center, which could accommodate 15 to 20 children, was created by installing two walls at right angles in a corner of the regular visiting room. Inmates painted and decorated this area, including wall motifs of Sesame Street characters. The first toys (donated by CTW and private citizens) were introduced to this correctional facility at this time. Sister Roulet who ran the program on weekends helped fund it through the Thrift Shop she had helped to establish. She was assisted by community and inmate volunteers.

While the Sesame Street program both reflected and fuelled an interest in inmate parent-child programming, it was soon recognized that it could not address all the identified needs and the increasing number of visiting children. Two surveys of Bedford's inmates, one in 1978 and one in 1979, reinforced this view.

By the close of the '70's plans for more elaborate parent-child programs were already being discussed. At the same time however, Bedford Hills Correctional Facility was facing some difficult times. Nevertheless, considerable emphasis was (and continues to be) placed on parent-child programs by senior officials at the Department of Correctional Services.

Prior to the introduction of the Children's Center in 1981, many people were involved in setting the stage for it and later developments. The early and continued energy, vision and efforts of Sister Elaine Roulet are widely known. Also credited

publicly are the important roles played by inmates, CTW and the officials and staff of the New York State Department of Correctional Services. For example, Elaine Lord, who eventually became Bedford's Superintendent once worked at the Department of Correctional Services' head office where she assisted with the development of the Children's Center program. Less visible in many quarters are a host of others whose involvement helped to shape developments in one way or another. To cite but a few, documentation on hand pertaining to the pre-Center years points to the Port Washington Education Center; Carolyn McCall of Prison MATCH; the National Council on Crime and Delinquency; the N.Y. State Division of Parole; VEATCH (associated with the Unitarian Society, North Shore, Plandome, N.Y.); and the National Council of Jewish Charities. In other words, the much admired Children's Center at BHCF did not emerge overnight, it required (and continues to need) time and the efforts of many individuals and groups to realize its potential.

Unfortunately, it is not possible to provide here a full history of this initiative. Documentation received within the established parameters of the study permitted the identification of some key players and events but it did not allow a sufficiently detailed account of all relevant developments and their timing. Not wishing to mislead or give offence by presenting a write up that does not give due consideration and credit to all people and pertinent efforts, the historical overview based on the materials received in the course of the survey is quite sketchy.

It should be noted at this juncture, however, that since the initiation of the study in 1986, increasingly more data and published and other written materials on parent-child programs have become available. For example, with respect to Bedford's Children's Center, over the years, early program and historical notes have been repeatedly augmented, honed and updated and now this body of writings is disseminated as a package in a cheerful, red and white folder bearing the Center's logo. The strides made by Bedford's inmates to gather and share information go beyond those sketched below. (For example, they have added to the noted collection of audio-visual materials.) Although but one illustration of their initiatives, perhaps, the best known is the set of recent publications by Jean Harris. Her latest book is particularly apropos at this moment because it not only augments and updates the information presented below, it provides a rarity - a readily accessible, published glimpse at an inmate's perspective on the subject matter. She also offers a number of leads for those who would like to place events at Bedford in a historical and legislative framework. This is particularly noteworthy in that once aware of Bedford's Children Center, many readers will wish to become better acquainted with the evolution of a number of other developments within New York state that are intimately related to the topic of this report (e.g. the Family

Reunion initiative launched by the Department of Correctional Services in mid-1976).

For reasons discussed at the outset, any particular report will necessarily reflect cut off dates established for information and developments. Since the latest news about initiatives at Bedford and elsewhere was not received through an effort uniformly applied to all, it would be inappropriate and unfair to update some write ups without giving similar attention to other program descriptions that emanated from the defined survey. However, given the short period that has passed since the reported information was gathered it does not appear at all untoward to indicate, via reference to Bedford's Children's Center, the recent progress made in obtaining more detailed, program related information and making it more readily accessible. In short, while this report reflects the state of the art at the time of the reported survey, many readers will undoubtedly be pleased and encouraged by the advances being made in a number of quarters to address the need for ready access to pertinent information.

#### Overall Structure and Program Personnel

It should be noted at the outset that the Children's Center at Bedford is not only the name of the area set aside for parents and their children to visit; it is also used as an umbrella term to cover all program components. To avoid confusion, the latter will be referred to as the Children's Center and the former as the Children's Playroom.

The programs and services of Bedford's Children's Center have been developed, organized and run, in the main, by inmates and community personnel and volunteers. Their involvement has been stimulated and encouraged since the '70's by Sister Elaine Roulet, a member of the Roman Catholic Order of the Sisters of Saint Joseph, who is the Program Director. She works closely with six community and eighteen inmate personnel to plan and implement the Children's Center program.

#### Community Personnel

Community personnel include a full-time administrative assistant, a teacher for the Playroom, and a nursery coordinator. Two others work part time; a woman who comes twice a week to help the inmate Foster Care Committee and an assistant who comes once a week for the Week-end Program. Lastly, a program consultant from the Education Assistance Center comes four times a year.

### Inmate Personnel

Depending on the assignment, work at the Center is classified as part-time or full-time employment. All work must be done by approved assignments; inmates are not permitted to serve as volunteers. In keeping with the correctional goals and the credo of "inmates helping inmates", program activities are designed to maximize opportunities for inmates to be meaningfully involved in responsible decision making. At the time of writing, eleven worked as caregivers in the Playroom and seven served in a variety of capacities within the Parenting Center, which is described below under the appropriate subtitle.

To be eligible to work in the program, inmates may not have a history of child abuse or neglect, mental illness, or be serving time for a child related crime. These criteria were developed by Sister Roulet in consultation with the institutional administrators and community members of the Center's personnel.

Prospective inmate personnel are interviewed by Sister Roulet and community personnel. Prior to hiring, the inmates' institutional counsellor will also be approached for a recommendation and approval.

### Funding

The Children's Center is financed through a contract with the New York State Department of Correctional Services, administered by the Catholic Charities of New York, Brooklyn Diocese. This base is augmented by contributions of money, services and goods from private citizens, organizations and inmates.

### Eligibility

The Children's Center programs are open to all inmates at Bedford, regardless of security classification or length of sentence.

### Program Components

Bedford's Children's Center is composed of two major units - the Playroom and the Parenting Center. Although united by common goals, budget and leadership, each now has its own location and personnel. Although there is a division of labour, the personnel in the two areas work in cooperation and they coordinate a number of their activities.

### Children's Center: The Playroom

With the introduction of the more expanded program in 1981, a larger play area was created. This was done by erecting a wall straight across one end of the general visiting area. The original Sesame Street Center, in the corner of the room, was designated as the Parenting Office and the rest of the area became the children's playroom. With the increasing number of participants and program expansion, the Parenting Center (formerly the Parenting Office) was moved to a neighbouring building. Consequently, the entire space, one end of the general visiting area, is now used solely for parent-child visits.

The Playroom is open seven days a week during the institution's regular general visitation hours from 8:30 to 3:30. It is intended for parents and their offsprings who are sixteen and under. Those over this age limit are not encouraged to use the room because it is needed for the younger children and the babies and toddlers from BHCF's nursery. Nevertheless, the older teenagers are not ignored. For example, through efforts to share the joy and advantages of reading, they are the recipients of hundreds of books each year. Activities that involve intimacy and sharing, such as a beauty parlour where children may brush out their mother's hair, a kitchen where snacks may be prepared and eaten together, and exhibits of the children's work, are an important component. An average of 500 children visit the Playroom every month; their median age is seven.

The Playroom's day to day operations are managed by a teacher who is a member of the community personnel and eleven inmate caregivers. In addition to supervising the children, each of the latter is responsible for particular activities on a posted schedule. These include cleaning the playroom, maintenance of its equipment, planning appropriate games, decorating for special monthly events, keeping up the card files on all children and parents who visit, and records of original games and projects. They also work in conjunction with the Parenting Center personnel to, for example, familiarize mothers with games and projects planned for upcoming visits.

All inmate caregivers in the Playroom are instructed in children's literature and its use. An inmate librarian helps to select and catalogue a collection of children's books and a variety of publications and resource materials on parenting. On weekend afternoons, she holds a story period. Beyond encouraging older teenagers and mothers to read, books are loaned to visiting children, and new ones are given to those celebrating birthdays at the time of their visit.

As well as providing a supervised area with constructive activities for children, the Playroom serves as a learning center for the inmate caregivers. A trimester course, beginning in

September and ending in June, is offered. In addition to certificates of achievement and proficiency, they may earn certification as teacher's aides. Weekly, caregivers attend a Thursday meeting of Playroom personnel, go to a class on child development, work on independent projects for certification, and meet with the teacher for individual evaluations. On Fridays, they meet as a group to plan weekend activities.

### Parenting Center

The Parenting Center personnel attend to all those functions not directly involved with the day to day operation of the Playroom. This encompasses such activities as planning and arranging special seasonal or holiday activities, the Summer and the Week-end Programs; a variety of parenting education initiatives to be conducted during inmates' spare time; foster care, transportation and accommodation services; assisting in the nursery; data collection; and community and inmate outreach. It is run by the inmates with support from two community personnel who come in weekly and a consultant who comes four times a year.

### Seasonal and Holiday Programming

Under the coordination of one of the inmate personnel, games, parties, appropriate foods, and gifts are planned for each major holiday. It is recognized that such large undertakings require the strong support of institutional staff and community members. With their encouragement and contributions, Christmas gifts, Easter baskets and Halloween games have been prepared. By way of illustration, over 600 children took part in the Christmas festivities of 1986 and 1987 and gifts and cookies were provided to all.

Every vacation, the Center personnel send a letter to the children and invite them to write back. Before each mailing, a list is posted on every floor of the prison. This is to be signed by the mothers who wish their child(ren) to receive a letter. At this time, they also provide the children's current names and addresses. This project serves four purposes; it helps each child to feel special, makes the mothers feel good, ensures that they keep abreast of their children's whereabouts, and allows program personnel to identify a mother's demonstrated interest in maintaining contact with her children.

### Summer Program

The origins of the Summer Program may be traced back to the late '70's. Sister Elaine Roulet wanted to introduce a program that would permit children to visit their mothers for a full week during the summer. Working with support of inmates and community volunteers, the first steps were taken in the direction of week long summer visits. Walls were painted with murals and

with the assistance of a long time supporter of the Children's Center, Franciscan Brother Tom Grady, every day for a week Sister Roulet would pick up children and drive them to the institution for day long visits. This went on for two years. In 1980, she started to look for a house near the institution that could be rented so children would be able to stay during such visits. However, neither the budget nor the availability of suitable accommodations permitted her to pursue this avenue. Later, an offer by a community volunteer, Susan Henry, to have children stay at her home for a week made the launching of the originally envisaged initiative possible.

When the Summer Program was first introduced, it was run entirely in the Children's Playroom. In 1983, permission was received to use the terrace just off the Playroom for short periods of time. In the beginning, institutional concerns about ensuring appropriate security made authorities reluctant to sanction more extensive hours. However, upon receiving assurances that community personnel would oversee activities there, full use of this area was authorized in 1984. Now the terrace, which includes a small pool, play house, sand box, slides, and child-sized picnic tables, is an important part of the Summer Program.

By 1985, the number of children wanting to participate exceeded the number of available homes so new measures were introduced. Advertising in a number of Catholic magazines, teaching nuns who could volunteer some time during the summer were sought to bring children to the prison daily. As a result, a number of sisters have volunteered one week each summer to provide portal to portal transport. The Children's Center rents the vehicles and pays the gas and tolls. The nuns have also helped out with the expanding program activities, joining in on sing songs, supervising the children on the terrace and attending to things that inmates may not do (such as answering the telephone and running errands). The sisters who volunteer stay for the week at one of the Providence Houses described below.

The program that has evolved may be pictured as a day camp. While preparatory work may begin in the Spring, activities (e.g. games, handwork, music, and for the mothers and their teenagers, films on such topical issues as AIDS) take place during the traditional summer school break. Host families take the children from Sunday afternoon until Friday morning so each visit may last five days. Prior to the event, the hosts meet with the inmate mother and during the appointed week they bring the children to the prison daily; dropping them off at 9 a.m. and picking them up at 3 p.m.. The Children's Center personnel prepare and serve lunch. This is paid for by those mothers who are able, donations from the community and the rest comes out of the Children's Center budget. At the end of each session, every child receives three letters (one from the mother, the host and

Center personnel). To assist in the development of responsible, reciprocal, social behaviour, each child is also provided with an envelope into which return letters may be placed.

The Summer Program is flexible enough to encompass children who are permitted to spend a week at a host's home and those who may not. This allows for the participation of children whose parents or guardians believe that they are too young to stay away from home overnight or who feel uncomfortable about having the children stay with strangers. In addition, those youngsters who arrive at the institution for a visit but who are not registered for the Summer Program may join in the activities.

Due to the combined efforts of the community hosts, volunteers, nuns, and inmates, the numbers attending the program and the number of host families have escalated since its introduction, especially since the terrace area became available. In addition, the duration of Summer Program has steadily lengthened and the transportation services have been augmented. While available statistics leave some ambiguities (e.g. their timeframes and uniqueness to a specific initiative), they leave no doubt about the direction indicated. For example, it would appear that day long visits by 15 children for one week during the first year led by 1987 to a twelve week program in which over 354 children participated. Of these, 176 were transported daily by the nuns and 178 stayed with 82 host families. During the latter phase, 17 children had the opportunity to spend two weeks, rather than a single week.

#### Week-end Program

The Week-end Program, initiated in 1986, is offered throughout the school year and builds on structures established through the Summer Program. Once a month children may stay with a host family on a Saturday night, thereby allowing them to spend a Saturday and Sunday visiting with their mothers. These monthly visits are scheduled when there is a bus free to pick up the children and return them to the city. The Children's Center funds the transportation service. The hosts have been drawn mainly from those participating in the Summer Program but they also include volunteers, who subsequent to hearing of this initiative from friends, have become involved with it. An average of 50 children per month take part, with 25 to 30 of them being put up by host families.

#### Parenting Education

##### Workshops

Workshops are arranged regularly by the Parenting Center personnel. They are open to the entire inmate population and are attended by top institutional administrators. Participation is

recognized by certificates at the end of each workshop. Among the subjects that have been covered are how to deal with separation, keep a journal, enjoy a book with your child, play with your offsprings, and make toys. These are taught by guest speakers recruited by both inmate and community personnel. Generally, inmate personnel will make the initial contacts with prospective speakers by mail and then the community personnel will follow-up by telephone. For the most part, speakers provide their services free of charge. If there is a fee, it will be covered out of the budget of the Children's Center.

#### Parenting Through Films

This initiative was developed in the Spring of 1985 by an inmate caregiver. After much research, including reviewing dozens of films and videos, she selected ones appropriate for a ten week course to be team taught by inmates. Followed by a general discussion, each week's presentation deals with a different aspect of parenting (e.g. how to deal with childhood fears, imaginary playmates, teenage pregnancy, separation, and discipline).

The overwhelmingly favourable response from the inmate population has prompted a sequel which was introduced in July 1987. It covers new topics (e.g. discrimination, competition, sibling rivalry, incest, child abuse, drug abuse, and AIDS). As with its predecessor, certificates of participation are awarded for those who attend eight of the ten sessions. The first course is a prerequisite for the second.

In that some films or videos must be purchased and others may be obtained on loan from local libraries the cost of this initiative varies.

#### Mothers' Group

A community volunteer, Cori Maas, conducts group sessions for inmate mothers who have special problems with their children. Aided by a qualified counsellor and a family therapist, these get-togethers provide an opportunity to vent frustrations, talk through problems and receive guidance from others in a peer group setting.

#### The Infant from Birth to Two

"The Infant from Birth to Two" is a Red Cross course. In order to teach pregnant prisoners, in 1984 two inmates volunteered to take the training for instructors. They, subsequently, taught other inmates to become instructors. Pregnant inmates and young mothers were once required to take this course, however, due to some transitional changes, at the time of writing it was not being taught regularly.

### Foster Care Services

Bedford has an active inmate Foster Care Committee. Its members meet each Sunday evening to discuss ways and means to help inmates whose children are in foster care. Sister Roulet attends these meetings once a month. In addition, a community person, who works on a part-time basis, comes twice a week to assist. She works with mothers and social agencies to help arrange visits and mediate problems.

Among achievements to date, the Committee members have conducted an institution-wide survey in an attempt to ascertain the exact nature of the living arrangements made for inmates' children. They have developed a directory of individuals and agencies who deal with foster care and family services. Inmates use this index to identify experts, resources, speakers, and advocates. Those on the list are kept informed of inmate needs and problems. The members have also sponsored the development of a manual that has been sent to every New York State correctional facility and a number of jails to inform inmates of the foster care system.

In addition to special initiatives such as those noted above, members undertake regularly the following types of activities:

- greeting new inmates and informing them of services for family and children offered by the Children's Center;
- identifying mothers whose children are in foster care;
- holding monthly "chit chat" meetings at which inmates may learn of available services and their rights; (They may also discuss pertinent matters with guests invited from the family court, legal aid and social agencies.)
- helping mothers to set up and maintain a personal correspondence file on their children's placements;
- organizing weekly sessions at the Parenting Center to assist inmates in dealing with the foster care system;
- arranging, when necessary, to cover the cost of inmates' phone calls to their children; (For those foster care families without phones, Sister Roulet will make personal visits.)
- encouraging mothers by giving the "Foster Child Social Worker of the Month" award; and

- looking for children who would be benefit from placement in one of My Mother's Houses (described below).

### Transportation and Accommodation Services

Beyond the transportation and accommodation arrangements associated with the Summer and Week-end Programs, the Parenting Center provides two buses monthly to pick up and return children from Brooklyn, the Bronx, Manhattan, Queens, and Yonkers. Center personnel also have coordinated plans involving volunteers who bring children from Nassau and Suffolk County once a month and from the Greater New York area more frequently. Once a month children from upstate can take a bus funded by the State. Disabled family members and others unable to use a regular bus may avail themselves of transportation arrangements to meet their needs. One of the inmate personnel is responsible for coordinating and scheduling bus trips.

### Prison Nursery

The nursery at Bedford has a long history which can be traced back to 1901. In the 1930's, legislation (which is still on the books) extended to women in New York state facilities permission for mothers (whose babies are born during their period of incarceration) to keep their newborns with them for up to one year. In 1981, the Prison Nursery was brought under the umbrella and budget of the Children's Center.

Pregnant prisoners move into the Nursery in the last months of their pregnancy. They are transferred to a nearby hospital in the community to give birth. Thus, the birth certificate issued does not reveal the mother's inmate status. Mother and child then return to the Prison Nursery where they may remain until the infant's first birthday.

One floor of the medical building is set aside for the mothers and their babies. Over time physical features have been improved. Now colourful pictures, wall hangings or murals cover the walls of the hallways and recreation room. Each mother may decorate the room where she and her infant reside. Toys, selected with a view to stimulating the babies' learning potential, fill the recreation room. Until recently, an average of fifteen mothers and their infants lived in the Nursery. With an increase in their numbers, however, the amount of space was increased. At the time of writing, the Nursery could accommodate up to 26 mothers and their babies.

The institution buys such necessities as food, cribs, clothes, and diapers. In addition, private citizens donate clothes and toys and inmates make some. When something is needed that cannot be obtained in a timely fashion through the usual

institutional purchasing procedure, the Children's Center budget may be used.

Two full-time personnel are engaged in the Nursery. One person from the community runs and coordinates the program. She is assisted by an inmate who serves as her secretary. Three other prisoners come in to help out. One teaches the Red Cross course described above; one works as a nursery aide to care for babies when their mothers have to be absent for a short while (e.g. attending school); and the third ensures that babies' clothing needs are met by, for example, maintaining an inventory of clothes and arranging for layettes for new babies. Other Children's Center members also pitch in by doing such things as writing letters, seeking gifts of appropriate clothes and toys, and helping out with the sewing and knitting of baby clothes.

In addition to the provisions of the Children Center, through the Westchester County Department of Health the institution has engaged a visiting nurse under contract. Pregnant inmates and new mothers meet with her once a week for lessons on the biology of child birth and hygiene.

#### Inmate and Community Outreach

##### The Bedford Annex

Those women at Bedford recognized as being in need of special psychiatric attention are housed in the Bedford Annex. Each Friday three inmate personnel devote an evening to playing (e.g. Bingo, cards) with them. Donations to the Children's Center, such as shampoo and lipstick, are used as prizes.

##### Crafts

All inmates are encouraged to learn such skills as knitting, sewing, and crocheting and to use their imagination and creative skills to make handcrafted gifts. Using donated materials, the women make items (e.g. pillows, curtains, quilts, bibs) for the Nursery, My Mother's Houses and the Providence Houses.

##### Writing

Printed materials have been prepared to assist inmates to be in an informed position to cope with particular circumstances. In addition to the manual pertaining to foster care noted above, brochures, in English and Spanish, that answer common questions raised by inmates and their families with respect to moving from a jail to prison have been developed and distributed to local jails. A third release describes the prison nursery.

Although not written for the Children's Center, one inmate involved with the child visitation programs at Bedford has produced pertinent publications. In her autobiography, "A Stranger in Two Worlds", which was published 1986, Jean Harris details the components of the Children's Center and describes the environment and people that provide its context. As noted above, she subsequently extended this information in her 1988 book entitled "They Always Call Us 'Ladies': Stories from Prison".

### Videos

Bedford inmates have prepared a video, "How to Tell Your Child You're in Prison". In addition, a broadcasting company has produced one on the Children's Center.

### Data Collection

Parenting Center personnel maintain statistics on participants in each program component. Additional information is gathered on children who visit the Playroom and who are in foster care. Over the years a number of small scale studies have been undertaken. One by Grossman and Macdonald, for example, was to ascertain who had custody of 28 babies born to incarcerated mothers who were subsequently released.

### Other Related Developments and Future Plans

#### Private Family Visitation Program

Since 1979, Bedford Hills has sponsored a family visitation program which allows women to have an overnight visits (up to 30 hours) with their families in mobile trailers on the grounds. Mothers must apply for these scheduled visits. A review process is held to determine her eligibility. A maximum of four families may visit per session.

#### Community Residences

Eight residences open to ex-inmates and/or their children are closely associated with the Children's Center objectives. These homes are coordinated and run by the Brooklyn Diocese of the Catholic Charities of New York.

#### My Mother's House

"My Mother's House" residences were developed by Sister Roulet to serve children who have no one to care for them while their mothers are incarcerated. As of November 1986, there were two such homes, each run by nuns. The name was carefully chosen to respond to the sensitivity of children asked where they live. Without stigma and with pride they can truthfully report that they live at "My Mother's House". To ensure a familial rather

than an institutional atmosphere, each home takes no more than five children. Reflecting awareness of Latin American custom, upon entering visitors will be greeted by children's handprints, which are regarded as signs of good luck. Over time the children add fresh handprints to the wall to show how much they have grown. In each of the homes these are accompanied by a sign reading, "Joy is unbreakable and safe in children's hands", which is the expression or logo that appears on many documents emanating from the Children's Center.

To be eligible for one of my Mother's Houses the child must have lived with his/her mother prior to her incarceration and the latter must have less the three years left to serve. The preschoolers are brought to see their mothers twice a week; older children come once a week.

#### Providence House Incorporated

Lack of suitable residence was identified as a barrier to inmate mothers at Bedford who, except for this factor, might be temporarily released on furloughs. In response to this need, the first of the Providence Houses (numbering six at the time of writing) was opened in August 1979. At these homes, eligible inmates can spend a week with their children while they are on furlough. As indicated in an untitled extract from a forwarded write up about Providence House, the program "aims at keeping family units intact and in strengthening family bonds, while encouraging women to begin leading independent and productive lives."

Since the introduction of Providence Houses, the population served has been broadened to include female parolees, battered women and women who have become homeless due to such upsets as family conflicts or eviction. All these women and their children may live in the home environment provided by Providence House until their furlough is over or, in the case of non-inmates, until other living arrangements can be made. In addition, a soup kitchen has been added to one home.

The homes are managed by former Bedford inmates. Sister Roulet lives in one of these residence and she, like the other nuns residing there, works her regular job during the day and then shares night duties at home. In addition to accommodation, mothers and their children are provided with food, clothing, car fare, and counselling.

One house is exclusively for paroled women and their children. It provides them with a home and support for up to six months while they are finding employment and/or suitable accommodations for their families. In addition, to the services and support provided in all the Providence Houses, in this one a particular emphasis is placed on job counselling and referrals.

Schooling and child care services to permit the pursuit of these is available. Providence House sub-contracts for the services of a job developer who counsels and works with the women to help them gain employment. Prior to entrance, those eligible are interviewed by Providence House personnel. Women who have committed arson or who have a history of severe mental problems during incarceration are not accepted. This home is financed, under contract, by the New York State Division of Parole Services.

#### Thrift Shop

Providence House Incorporated also owns and operates a thrift shop in Manhattan. Helping to fund the original Sesame Street program at Bedford was among the uses to which proceeds from it have been put. It now provides training and a source of income for paroled women while they are looking for work. Profits help to defray the cost of the Providence homes and to buy some clothing for the Bedford Nursery. When necessary, the Shop also provides Providence House residents with clothing and furniture.

#### Plans for the Future

Inmate personnel are planning for the introduction of a monthly bulletin that will help people, both inside and outside of Bedford Hills Correctional Facility, to keep informed about the Children's Center activities and needs. At the time of writing, Sister Roulet's most current project is to set up a home for infants with AIDS. It is scheduled to open July 1988 and by September 1988 two more of My Mother's Houses are to open.

EXTENDED VISITS

As defined earlier, "extended visits" encompass those programs that are not confined to regular visiting hours. Those exclusively for inmate parents and their children build on features relatively well known and utilized within North American correctional facilities. Longer than usual visiting hours and special activities during holiday periods and Family Days provide examples. For reasons outlined in the general introduction, only a subset of such programs and services are described within this report. They have been grouped under the self explanatory headings of "Parent-Child Days", "Camp Retreats", and "Parent-Child Overnight Visits".

PARENT-CHILD DAYS

INDEPENDENT PROGRAMS

SESAME STREET DAYS

WESTCHESTER COUNTY DEPARTMENT OF CORRECTIONS

WOMEN'S UNIT

Valhalla, New York

Introduced in 1967, the Women's Unit of Westchester County Department of Corrections is a maximum security facility. The institution, which is accessible by local bus lines, is eight miles outside of White Plains. In January 1986 there were 87 residents. By September of the following year, the number had increased to 127. At that time a new facility was under construction and it was anticipated that this would relieve the overcrowding that, it was noted, was affecting the introduction and maintenance of programs.

Sesame Street Days, which, incidentally, have no relationship to the Sesame Street Goes to Prison initiative, were introduced at the Women's Unit by the head social worker and her staff in 1981. They are funded by the institution.

The fourth Wednesday of every month is set aside for mothers to spend an afternoon with their children. These visits are five to six hours long. (Regular visits, twelve per month, are one and a half hours long). If the weather permits Sesame Street Days are held outside, otherwise they take place in the regular visiting area which is set up with toys and games donated by IBM. These toys are reserved for Sesame Street Days because the general visiting area is too crowded to permit them during regular visits.

There are no prerequisites for inmate mothers who wish to participate in Sesame Street Days; nor have restrictions been

placed on the age or number of children. An average of 20 children and their mothers take part each month.

The program is coordinated by the head social worker and supervised by her and a member of the security staff. Prior to each Sesame Street Day the social worker selects activities that will be appropriate to the age of the children who will be participating. A minister coordinates drivers to transport about ten to twelve local children.

Many children, it was mentioned, are in foster care. Their visits are arranged through the institutional social worker. As with caretakers of other children, their caseworker or foster parent is responsible for bringing them to the institution.

Other Related Developments: Prison Nursery

While no babies were residing at this correctional facility at the time of the initial survey, under State legislation they may. It was noted, however, that staff encourage mothers to make alternative arrangements because the institution is not adequately equipped to accommodate infants. Moreover, due to overcrowding it would be difficult for mothers to keep their babies with them in their rooms. Additionally, it was observed that the women are increasingly reluctant to keep their offspring at the facility because they are concerned about their children's health, especially now with fears about AIDS.

PROGRAM FOR CARING PARENTS

LOUISIANA CORRECTIONAL INSTITUTE FOR WOMEN (LCIW)  
St. Gabriel, Louisiana

The Louisiana Correctional Institute for Women, which is about twenty miles outside of Baton Rouge and inaccessible by public transport, is a tri-level security institution with a normal capacity for 407. On January 1, 1986, there were 375 women; the same as the average population for 1985. It was estimated that 250 were mothers with an average of two children each and that 200 of the mothers were single parents.

The Program for Caring Parents was developed, and is funded, by LCIW. The institutional Social Service Counselor, a full time staff member, coordinates it and line staff supervise visits.

When the program was initiated in 1979, mothers and grandmothers could have a day long visit with their children or grandchildren once per month, either on a Saturday or a Sunday. There were no eligibility requirements; with the exception of those in administrative segregation, women of all security

classifications could participate. In 1987, the program was revised by the administration to provide inmates with an incentive to work toward lowering their security levels to obtain increased visiting opportunities.

The revised program allows minimum security inmates to have a full day visit with their child or grandchild every weekend, either on a Saturday or Sunday. Inmates, classified as medium security, may have their children visit once per month on the weekend. These monthly visits are scheduled alphabetically, according to the inmate's surname. Maximum security inmates may participate in regular visits but not in those encompassed by the Program for Caring Parents. The eligibility requirements for both regular and Program visits are limited to verification of the relationship.

General visiting takes place, four hours daily, in the regular visiting room where contact is permitted. It is open to children up to the age of 18 and there may be an unlimited number of visits each month by those 15 and under.

The Program for Caring Parents allows visits that are eight hours in duration. These are not confined to the general visiting area; mothers and children are free to visit in the mother's living area, including her room, the yard and the gym. Activities are unstructured. There is no limit to the number of offsprings each woman may have, nor is there any restriction on the number of children who may visit at any given time. Before each visit inmate mothers must sign a liability release form for their children.

The Program is open to all children under the age of 13. An effort is made to have foster children participate but their foster parents must bring them. Liaison with foster care workers is maintained by the institution's social workers. An estimated 75 children per month come during regular visiting hours and 25 attend the Program.

TOGETHER TODAY FOR TOMORROW

TAYCHEEDAH CORRECTIONAL INSTITUTION (TCI)  
Taycheedah, Wisconsin

Taycheedah Correctional Institution is a tri-level security institution with a bed capacity for 126 women. As of September 1, 1985, there were 179 women in residence, ten less than the average for the year. Forty-seven percent of the September population was single, 20% married, 18% divorced, 10% separated, and 4% widowed. Approximately 80% were mothers and they had a total of 206 children. About half the children (129) were under the age of ten. By the summer of 1987, the numbers

had increased substantially; at that time the average daily population was 250 women.

### History

Interest in a parenting program at TCI dates back to 1974 when a Mother-Child Togetherness Program was conceptualized by the staff of the Social Service Department. Upon her arrival Superintendent, Nona Switala, was convinced of the need but was unable to introduce a parenting program due to staff turnovers and vacancies. In November 1980, with a full staff complement, it became feasible to begin to realize this goal.

The new Director of Treatment (now Program Director), Kristine Krenke and her staff began, with the assistance of others, to develop and initiate the program. Systematically, needs, resources and issues were identified and addressed.

Investigation supported the perceived need for a program. There were around 120 inmates in the population towards the close of 1981, about 60% of them had one or more minor children. Over 170 minor children were affected by their mother's incarceration at TCI, and nearly 50% of them were under 12 years of age. "Not only did TCI staff and 'experts' define parent programming as a need but TCI inmates did as well."

To make the best use of resources and avoid duplication, developmental work involved identifying and tapping all known sources of expertise. An inmate committee was consulted early on and its members identified a number of subjects (e.g. child development, budgeting) that they believed were essential. In addition at least 77 agencies, firms and associations from across the United States were contacted by TCI treatment staff to seek pertinent advice and information.

Prior to the introduction of Together Today for Tomorrow (TTT), four factors, which were identified as critical to the implementation and successful operation of the program, were addressed. These were outlined in a 1981 program proposal, which provided the primary source of the quotations presented in this write up. First, a system for the selection, continuation and possible removal of inmate participants had to be designed. Second, means had to be developed to provide for a group identity, cohesiveness and a sense of purpose. Third, funds had to be secured at the outset for such expenditures as materials, equipment and toys to assure safety, and the viability and quality of the program. Fourth, a long list of liability issues had to be considered (see Appendix H) and resolved by Department Legal Counsel before a program could be implemented:

In providing long term care, space, programming, and supervision for individuals who are not

correctional clients within a correctional setting demand that these legalistic issues are addressed prior to implementation. While mothers have practical responsibility for their child during the visitation, the legal responsibility and liability question remains.

In developing the program they aimed to introduce "a unique rehabilitative effort". Noting the recent "philosophical swing from an individualistic to a wholestic [sic] approach in which inmates are seen as a part of a social system" rather than "islands" to be removed from and treated independently from the "sea of society", it flowed that:

In order for a rehabilitative effort to significantly impact on the female offender, it must address her as a whole person with needs, responsibilities and roles both inside and outside the institution.

\* \* \*

The obligation of corrections in providing resources to inmate mothers cannot be minimized, but must be seen as an integral component of an overall rehabilitative effort. If the correctional system enables the incarcerated mothers to cope with separation from her children, maintain familial ties and acquire parenting skills, her adjustment to the institution will be more effective, as well as her later readjustment to life outside the prison and her role as a parent.

Thus, through the parenting program it was hoped "to effect the whole woman... not just enabling her to adjust to the institution and develop educational/vocational skills, but by encouraging her to make a total adjustment to her life as a whole."

Moreover, it is believed that steps to help incarcerated mothers will also have a positive impact on their children and the criminal justice system:

As a woman gains skills and knowledge in the areas of child rearing, she is more likely to offer a more stable environment for her child, thereby decreasing the child's impact on the criminal justice system. Therefore, the system is affected not only by the expectedly lower recidivism rate for mothers, but for children in the future.

As a result of combined efforts the first steps toward implementing the TTT program were taken at the Taycheedah

Correctional Institution in 1981. Due to overcrowding it has not been possible to introduce yet all the components of the envisaged program. Moreover, while program goals and the overall framework remained intact, its parts evolved with experience and feedback that guided refinement and alterations.

The proposed program had three phases, parenting workshops followed by support groups and extended visiting opportunities, culminating in overnight weekend visits. The educational component was to be assisted by the introduction of a Parenting Library and the purchase of audio visual materials identified as a resource "frequently mentioned as excellent and a must for any Parenting Program". The original plan called for making evaluation "inherent in all three phases of the program."

This evaluation tool will consider activities about child rearing, knowledge base, and parenting skills. Measurement of these criteria will be measured by a paper and pencil test, visual tests of mother and child and mother skills in handling behaviors. Measurements of attitude, knowledge and behavior will be taken on a pre-and post-test basis and will attempt to determine program impact on mothers.

While at the time of writing the outcome of the library and audio visual plans had not been ascertained, it had been noted that implementation of plans for data collection and overnight visits had not been possible under the above noted circumstances.

### Funding

Initial set up costs (i.e. construction and equipment costs) were covered by the institution. Money for subsequent expenses has been raised by a group of inmate mothers who sell snacks in the regular visiting area. Through their work, they have been able to meet all operating costs as well as supply all the toys for both the TTT Children's Center and the play area in the regular visiting room. The women have an office in the latter location where they conduct their business and maintain their own records and accounts.

Meals are provided by the institution for children who participate in TTT visits. The mothers, however, help defray food costs by paying one dollar. This money does not cover the cost of the meals; it is the gesture that is deemed important.

By contributing toward the funding for the program it is hoped that the mothers will feel that they are shouldering their parenting responsibility by helping to provide for their own children and that the program is truly theirs rather than something given to them by the state. Encouragement that such

feelings have been fostered is taken from the observation that mothers have volunteered to pay from their own funds for toys that their children have broken during a visit; an action which has never been requested by staff.

#### Regular Visiting Hours

Inmates may have a total of nine visiting hours per week. Day and evening visits during the week may last up to three hours. On Saturdays and Sundays, two hour visits between 12:30 and 4:00 are permitted.

The general visiting area, where contact is permitted, is supervised by security staff. It encompasses a play area and an adjoining outdoor area. The former is a large carpeted area in the corner of the visiting room sectioned off by toy boxes which were made by the inmates and which double as benches. The institution supplied the large equipment for the indoor and outdoor play areas and a group of inmate mothers raised money for toys and games by selling snacks in the visiting room (see "Funding" above). Parents are expected to join their children in the play areas but some parents will leave the children to play by themselves. Each week approximately 30 children and ten mothers meet within the regular visiting room.

#### TTT - Program Components

Using a phased approach, Together Today for Tomorrow offers parenting workshops, followed by group counselling sessions and extended child visitation.

#### Eligibility and Application Process

All inmate mothers at TCI are eligible to participate in the parenting workshops, which constitutes Phase I of the TTT program. Upon completion of half of these workshops an inmate may apply for TTT visits (i.e. Phase II of the program). Before taking part in the extended visiting component of the program, however, a mother must complete the parenting workshops and sign a contract, which was developed by a lawyer. If she breaks the terms of this agreement, her participation will be terminated. (A copy of the forwarded "Parenting Program Participation Agreement" is included in Appendix H. It is not known, however, whether this was the final version of the legal contract implemented.)

Parenting Workshops (Phase I)

The intention was to have an educational component that consisted of:

...core workshops ... designed to understand children's behavior and social development from a social learning perspective in which behavior is presumed to be influenced and guided by the sorts of antecedents and consequences provided by adults responsible for the child's socialization.

The curriculum and its presentation evolved over a two year period. It had been observed that the inmates tended to shy away from anything labelled a "class" or that was offered in a traditional, structured, formal, classlike manner. Moreover, the mothers needed a program that reflected their own cultural, social and experiential backgrounds. "Fortunately" during the initial review, "some existing programs" (such as the Child and Adolescent Program and Primary Prevention Program at Mendota Mental Health Center) were found that were "extremely helpful in the development" of the educative component of TTT. In consultation with a community parenting group trained and financed by the county welfare department, members of the social work staff worked out the curriculum for the workshops.

As laid out in the 1981 program proposal, the workshops were to include:

- normal growth of children from birth to five years of age, encompassing such sub-topics as the development of realistic parental expectations and how to foster children's self confidence;
- child management, including safety proofing and the development of household rules reflecting the child's stage of development and parental values;
- attachment, including separation reactions and intervention techniques;
- stimulation, which would encompass the use of activities, toys and language concepts;
- the ABCs of social learning;
- identification of problem behavior and how to develop positive alternatives to it; and,

- a number of sessions on parent behavior and its consequences, encompassing such aspects as being a role model, setting reasonable expectations and rules, listening and communication, and praise and discipline.

Group discussions, role playing, rehearsal techniques, and demonstration were among the teaching methods to be used.

To ensure an intimate and productive environment, staff attempt to keep the number of participants between ten and fifteen women. Any more or less has not been found to be as successful. Inmates may leave their regularly scheduled activities (job or school) to participate without being docked pay.

TTT weekly workshops run for 13 to 16 weeks, depending on the group or course, and each session is two to two and a half hours in duration. Counselling staff, working on a rotational basis to avoid burn out, act as workshop leaders.

#### Support Groups (Phase II)

At the completion of the parenting workshops, participants join an ongoing support group which meets monthly. It is led by a member of the TCI's social work staff. Professionals are brought in to discuss issues of interest such as foster care and diet.

#### TTT Visits (Phase II)

On the grounds behind the institution, (formerly part of the Governor General's estate) are two buildings that have been refurbished for the program. One house, originally the Governor General's home and later the warden's residence, was designated for TTT use when the latter moved. Opposite it is the original coach house, which has been renovated by the institution to be used as a preschool play area. Behind it is an outdoor play area equipped for children. The TTT area is supervised by a member of the social work staff.

The 1981 proposal spelled out the orientation to visitation:

[It] is probably the most crucial in that it is the most practical aspect of the program. Unfortunately, because of its flashiness and emotional appeal its real importance is often overlooked. This will be a true learning experience and as most learning experiences will be, a difficult if not sometimes painful experience. This time together will not stress or

reinforce old "ineffective" parent-child interaction, but rather will demand utilization of new skills to enhance positive growth. The quality of time, play and interaction will be stressed. Fun is also a must, but it will occur through positive-creative-learning familial activities. Parental responsibility, consistency, and positive role modeling will be demanded. While mothers would have total responsibility for their children, their interaction will be monitored and participation in structured programs, i.e., play activities, nursery school, etc. will be required.

Originally proposed for inmate mothers and their offspring aged 12 years and under, TTT visits now encompass children under the age of 18. Numerical limits (about six mothers and 12 to 15 children) are established by staff availability, not the amount of space. Generally, each month four to five mothers and their children participate.

Over time the number of TTT visits has been reduced. Originally they were held every weekend but too few children showed up to justify having a staff person there. This situation is a source of disappointment and puzzlement and the reasons behind this development are being explored. The lack of transportation has been ruled out as a cause because the women involved receive an average of one to two visits per week in the regular visiting area. While the frequency will be increased if warranted, for the time being TTT visits are held one Saturday each month and they may last up to six hours.

#### Other Related Developments

Women and Chemicals, which is not linked to TTT, was recently introduced. Presented as "a feminist approach to addiction" it "moves away from the medical model of a disease concept and moves towards a social responsibility model." In the program brochure it is described as one "enabling women to challenge the roles of acquiescence [that] they have been socialized to accept; enabling women to develop and use power in their personal lives and hopefully, in a political/social sphere."

#### EMULATED PROGRAM

##### MOTHERS/MEN INSIDE LOVING KIDS (MILK)

Mothers/Men Inside Loving Kids is the name given both to inmate associations and the parenting program that they endorse. In each institution where they have been established, both have been developed through the cooperative efforts of inmates,

members of Parents Anonymous (PA), correctional staff, and the community.

Appearing first at the Virginia Correctional Center for Women (VCCW), the program, which incorporates inmate associations, was subsequently adopted at a number of institutions for men. Brunswick Correctional Center, where the program was implemented in 1984, was the first of these. Located in Lawrenceville, Virginia, it is a tri-level security institution with a normal capacity for 500 male offenders. On January 1, 1986, it held 710 men. Approximately 200 inmates and their children participate in its MILK visitation program. MILK is also offered at Nottingham, Buckingham and St. Brides Correctional Centers. Some details of these and the other programs were learned through a compendium of MILK related materials made available at the 1988 first National Conference on the Family and Corrections; none of the latter three, was, however, encompassed by the questionnaire survey.

While all MILK programs and associations are similar, they may vary somewhat to reflect local circumstances. For example, the proposal for Buckingham Correctional Center called for biannual MILK visits rather than VCCW's quarterly visits. In that the bulk of information on hand pertains to VCCW, however, the discussion here is confined to this institution.

#### VIRGINIA CORRECTIONAL CENTER FOR WOMEN Goochland, Virginia

VCCW is a tri-level security institution with a normal capacity for 325 females. On January 1, 1986, there were 380 women.

#### History

The acknowledged driving force behind this initiative came from an inmate, who at the time of sentencing to a 40 year term had a five year old daughter. In March 1981, she and two other inmates approached the chaplain, Reverend Marjorie Bailey, with their desire for a program that would maintain and strengthen their relationships with their children. Pursuing this goal, in July 1981, a career counsellor agreed to be a community sponsor and she sought out Johanna Schuchert, Executive Director of the Parents Anonymous of Virginia for guidance and support. Over the next few months letters were written to prisons for women throughout Canada and the United States of America to ascertain how they were meeting the needs of their imprisoned mothers. In addition, a needs assessment was conducted to determine how many inmate mothers at VCCW were interested in a parenting program. In September 1981, at a meeting with Warden Ann Downes, the proposed MILK program and sponsorship by Parents Anonymous were endorsed. VCCW's chaplain (who, along with the three inmates who

first approached her, is credited with founding MILK) became the first correctional sponsor, with full voting membership on the board of the inmate's association.

### Overall Structure

#### Community Sponsors - Parents Anonymous of Virginia

As noted above, Parents Anonymous of Virginia, one chapter of the international organization concerned with child abuse, became involved with MILK in its developmental stages.

A proposal (contained in the above noted compendium of MILK related materials) for a program at Buckingham Correctional Center captures the motivation and intent of the Parents Anonymous (PA) sponsors:

A large number of incarcerated parents have suffered child abuse themselves, and as recent statistics and research indicate, they will carry these traits and patterns of behavior into their roles as parents unless they are taught to do otherwise. Therefore, it is the intent of this program to give the inmate parent the overall parenting skills necessary to provide a stable family situation. We intend to do this by equipping, educating, and qualifying these persons to assume their duties, obligations and responsibilities upon release as parents, citizens, and as human beings.

In accordance with the constitution governing the inmate's association, wherever possible a member of Parents Anonymous is to sit on its Board as a full voting member.

#### Community Volunteers

Members of the community, solicited by PA sponsors, play an essential role. They have been, and are, involved in such activities as the development and teaching of parenting classes, assistance during MILK visits and the provision of transport and overnight accommodation for visiting children and guardians.

#### Correctional Staff

The original plans for the introduction of MILK called for meeting with every shift to explain the program, its objectives and goals, and the role security staff play and to "feel out" who might like to volunteer to participate.

A representative of the correctional staff selected by the sponsoring organization and the MILK Board, sits, with full

voting privileges, on the Board of the inmate's MILK association and serves on the three member screening committee which has decision making authority with respect to the admittance and termination of MILK members.

#### M.I.L.K. - Inmate Association

"Helping parents to help themselves" is the credo not only of the inmates but of Parents Anonymous - the community supporters of MILK. In keeping with this philosophy, MILK participants are required to take responsibility for their own program, to raise funds, and to play an active role in program planning and implementation.

To this end they have an association with a constitution and an elected board of directors. Two sponsors (one from the institution and one, whenever possible, from Parents Anonymous) are also full voting members and, as noted above, they sit on the screening committee that decides membership. With the guidance of the original co-sponsors, the inmates developed the by-laws and learned parliamentary procedure by which they run their meetings.

Although over time the main elements have not been altered, the constitution has been modified. For example, in contrast to an earlier version, the most recent one received extends which children may be encompassed by MILK visits. Formerly, although exceptions could be considered by the Board, it was open to those with whom the inmate had played a parental role who were aged 17 or under (unless the child turned 18 after the first visit). Now, "If a child who is eligible for a MILK visit, is a parent, his/her child may also be considered for the visit."

The most recently received edition of the constitution details the structure and regulations pertaining to inmate membership, eligibility, selection, continuation, and termination. It has been placed in Appendix I; consequently, rather than reiterate all its major points here, readers may wish to familiarize themselves with its contents before proceeding.

#### Funding

MILK is a program designed to run without cost to the institution. Inmate association dues and fund raisers, private donations, and the contribution of time and resources by family, community and Parents Anonymous members cover the expenses.

### Program Components

As outlined by one of the VCCW representatives, MILK has four goals:

- to improve relationships between incarcerated parents and their children;
- to prevent child abuse and neglect upon re-entry into the family;
- to improve relationships between inmates and their children's guardians; and
- to decrease recidivism.

These are reflected in the nine features of its MILK program: two obligatory parent education courses, an inmate self-help group, fundraising, quarterly children's visits, transportation and accommodation services, guardian orientation, life skills development, support upon release, and community outreach.

#### Parenting Education

MILK participants are required to complete two courses, a five part one on child development and a parenting education series, before they will be allowed extended visits. The original curriculum was developed by eleven professionals from the community. These volunteers, recruited through Parents Anonymous, stayed on to teach further courses after introducing the pilot classes in October 1981.

According to the constitution, if one or two classes are missed, they must be made up before such visits will be allowed; if three classes are missed the participant will be dropped from the program.

#### Inmate-Self Help

A self-help group, which meets twice monthly, is open to members upon completion of the parenting classes.

#### Fundraising

In keeping with the accent placed on assuming responsibility, MILK members are expected to be involved in fundraising for their program. Four times a year they hold events such as dances and fashion shows to raise money to cover program supplies and transportation costs.

### Quarterly Children's Days

Every ninety days, from 9:00 a.m. to 4:00 p.m. on a weekend, Children's Days are held. These MILK visits supplement the regular general visiting time, which when the program was initiated was described as "one hour, once a week, in an auditorium where children cannot be left alone with their parents and all must sit at tables for the duration of the visit."

To be eligible for these quarterly visits an inmate must be a member of the MILK association. Membership, however, does not, in itself, guarantee a visit. In addition to being a member in good standing, prior to the first MILK visit, an inmate must have completed the parenting education courses. Mothers are also required to participate in the planning, fundraising, implementation, and debriefing sessions associated with these visits.

Using the activity center concept, prior to each visit seven areas are set up by the mothers, members of Parents Anonymous and community volunteers. The night before the visit they are appropriately decorated in accordance with the theme chosen for the day. One area, suitably equipped, is reserved for babies. Five more, filled with toys, games, arts and crafts materials, films and projectors for movies, and tape or cassette players, are set up to offer a range of activities appealing to children of different ages and temperament. Each has a different pre-planned activity ranging from movies and games for teenagers to arts and crafts for younger children. The seventh location is used for serving lunch to everyone and for the afternoon birthday party that is given during each visit.

### Transportation and Accommodation Services

It is written into the constitution of the inmates' association that, "For eligible members with children out of town, every effort will be made to help provide transportation at least once a year". Affected members are, however, expected to pay toward the transportation and lodging costs.

While the onus is on each inmate mother to arrange for visits from her children, members of Parents Anonymous feel that:

Part of our responsibility to the women is seeing that as many of their children as possible attend the visits. The primary responsibility for notifying the guardians about the visits belong to the mothers; but if their children are in foster care, if families can't afford to send them or if there is conflict between the mothers and guardian, we investigate and do what we can to deal with the barriers.

Parents Anonymous has consequently developed a network of volunteers, inside and outside the state, which assists with transportation and overnight lodging. Services have encompassed children not only in Virginia, but those from other states such as Alabama and Ohio. In some cases, Parents Anonymous has paid for children's airfares.

#### Guardian Orientation

To become acquainted with the mother's life in prison and the MILK program, guardians attending a Children's Day for the first time are invited to meet separately. In the morning, one of the sponsors will explain the program; one of the volunteer instructors will speak about the parenting education classes; and the Chaplain or a member of the prison staff will give information about such matters as institutional policies and rules. During these presentations, guardians are encouraged to raise questions and concerns. Furthermore, the afternoon is set aside for a group discussion to permit self-help and support in dealing with matters common to guardians of children whose mothers are incarcerated. Films are sometimes used to initiate discussion. Lunch is served buffet style, using the same menu prepared for the mothers and children. Guardians join the mothers and children a half hour before leaving the institution.

#### Pre-Release Life Skills Development

In 1984, a new component, a course called Independent Living Skills, was added to VCCW's MILK program. It is offered to women who are preparing for release. Its purpose is to give them the knowledge and skills to further self-sufficiency when they re-enter the community and return to their families. The curriculum was developed by a member of the Resource Center for Children, Youth and Families at Virginia City University. This person also agreed to teach the pilot course as a volunteer and, subsequently, to train a group of volunteers to continue the classes. The course taught includes such topics as job hunting, smart shopping, apartment living, handling finances, home management, and health.

#### Support Upon Release from VCCW

For those women transferred from the Virginia Correctional Center for Women to the work release center in Richmond, sponsors have arranged additional parenting classes for several weeks in the spring and fall. Systematic Training for Effective Parenting (STEP) is taught by the instructor at half of the regular cost. This fee, plus the price of the texts, are split between the participant and Parents Anonymous.

In addition, an effort is made to connect women leaving the institution or the work release center with a Parents Anonymous chapter or another support group in the community.

### Related Developments

#### Community Outreach and Technical Transfer

People associated with MILK, both at VCCW and elsewhere, have developed, or are in the process of developing, products to aid community outreach and technical transfer goals. A brochure, which outlines the MILK program and goals and solicits volunteers and contributions, was made possible by a contribution from the Church Women United of Virginia. A MILK Sponsorship Program and Manual were prepared by J. Schuchert, the Executive Director of Parents Anonymous of Virginia Incorporated and Edna P. Hinton, training specialist at the Academy for Staff Development and the MILK sponsor at Brunswick Correctional Center. With the use of flip charts, handouts, lectures, discussions, and practical exercises, the program is designed "to enable" sponsors "to effectively administer a MILK Program". It encompasses such aspects as: the history and development of the program; the education of, and the soliciting of support from, institutional administrators; how to recruit and manage volunteers; and, program implementation at an institution. A document, unfortunately undated and anonymous (received in April 1988 at the First National Conference on the Family and Corrections) appears to be a first step toward developing a compendium of MILK related documentation (e.g. project proposals, needs assessment questionnaires, program evaluation and parent-child observation forms) that, with appropriate finalizing touches, will provide a detailed picture of the history and development of the various MILK programs and associations.

#### Interim Nursery Measures

Ordinarily, arrangements are made for another person to take custody of an inmate's newborn upon release from the hospital. However, "in extreme emergency cases", when this is not possible, a baby may be brought back to the institution for a period of up to seven days. Although none required this attention during the year preceding the initial survey, if it had been necessary the infant would have stayed in a single room within the medical unit.

CAMP RETREATS

PINE GROVE CORRECTIONAL CENTRE (PGCC)  
Prince Albert, Saskatchewan

PGCC is a provincial, minimum security institution located in Prince Albert, Saskatchewan. On March 1, 1986, there were 53 women. Of these, 25 were mothers with an average of 2.24 children each. Eleven were single parents.

The difficulty and expense in reaching this northern facility means that it is not uncommon for six months or more to pass between visits. Consequently, especially when infants and long distances are involved, regular visiting hours may be relaxed. In addition, initiatives such as an annual camp retreat, have been introduced.

The camping expedition allows women and their children to spend a weekend together at a local church camp approximately forty miles from the institution. The Mennonite Central Committee, the original sponsors, assist by bringing the children from various cities throughout the province and Dale Schiele of Person T(w) o Person served as program coordinator.

In September of the first year, 1985, eight mothers and 13 children participated and in 1986, six mothers and 12 children were able to attend. By the end of June 1986, a video of one camping trip had recently been made. Due to funding limitations, the reported desire for several camping trips per year did not become feasible during the period encompassed by the study.

Other Related Developments

PGCC has a small apartment which serves as the family visiting unit. Every 28 days, eligible inmates may spend two days with family members. Social Services will assist with the transportation.

Although infants may not live at the institution, Social Services attempts to locate nearby foster homes and promotes weekly visits of four to eight hours. During the first two months after birth newborns may stay all day, returning to their foster parents or relatives at night. One afternoon a week, children up to the age of five or six may spend the afternoon.

CORRECTIONAL INSTITUTION FOR WOMEN (CIW)  
Clinton, New Jersey

CIW is a minimum-medium security institution for females aged 16 and up. It also encompasses a cottage for 38 geriatric male offenders. Its average 1985 population was 369 women and 37 men. On January 1, 1986 there were 387 women, of whom approximately 70% were mothers.

Parent-Child Visits

Camp retreats are one of two child visitation programs. In addition, CIW has two parenting groups, each of which has a waiting list, and a transportation system, which is discussed below in the context of the Mother-Child Visitation Program.

Parenting Groups

Mother-Child Group

Being a member of the Mother-Child Group is a pre-requisite for taking part in the Mother-Child Visitation program. There are about 70 active members. They meet the first and third Monday of each month to discuss the program, plan fundraising events and produce a group letter.

Parents Anonymous Group

The institutional psychologist runs an ongoing Parents Anonymous group. About 50 women are members. The mothers involved are not eligible for the mother-child visitation program but they and their children may go on camp retreats.

Mother-Child Visitation Program

The Mother-Child Visitation Program was initiated in 1976 under federal (Title XX) funding. At the time of writing the program is sponsored by a federal social services block grant which, among other things, covers a van and two drivers to transport children participating in this and the camp retreat program. The institution assumes liability responsibility for those involved in either. Toys were donated by a prison organization and local manufacturers. In addition, the Mother-Child Group runs fundraising activities.

Mother-Child visits and regular visiting take place on different days but each allows two hour afternoon visits. The former are held three times a week. Children up to the age of seventeen may participate.

To assist most of the children who could not participate unless transportation was provided, on each of the visiting days

the van (which can accommodate up to ten riders) goes to a different county to pick them up. Normally, caretakers do not accompany children, but when infants are involved they must. The prison's social work department coordinates arrangements.

### Camp Retreat

CIW's camp retreats are jointly sponsored by the institution and the Salvation Army. The camp is run by social workers, two to three from the correctional facility and two from the Salvation Army.

Introduced in 1979, from September to June the program allows six mothers and their children to visit one weekend each month at a nearby (approximately ten miles) Salvation Army Camp. Activities are unstructured.

In order to be eligible for the program the mother must be a minimum security status and charge free. She must also be involved in one of the two parenting associations - the Mother-Child Group or Parents Anonymous.

### Related Developments

The Division of Youth and Family Services offers a parenting course which is taught in twelve week cycles four times a year. The classes, which are open to the entire inmate population, are conducted by a physician and a child psychologist. A member of the same county welfare agency visits the institution twice a week and works with institutional staff to facilitate visits by foster children.

### KANSAS CORRECTIONAL INSTITUTION (KCI) Lansing, Kansas

KCI is a co-correctional, tri-level security institution with an average capacity of 165. It opened in 1981. On January 1, 1986, there were 23 men and 219 women. Of the 23 men, 11 were fathers; seven of whom were single parents. With respect to the women, statistics were gathered on 20 February 1985. At that time there were 157 females of whom 116 (73.9%) were mothers. They had 252 children, yielding an average of 2.17. Sixty of the mothers (51.7%) were single parents.

### History, Overall Structure and Funding

In 1985, Director Barbara Carter, struck two parenting committees - one consisting of inmates and the other of staff members. They were to develop, implement and coordinate programs for inmate parents and their children. Since their establishment, the committee members have created a camp retreat program, parenting courses and an outdoor playground.

Both the inmate and staff committee have six members. The institution's social worker, Blaine Saunders, leads the latter whose five other members are drawn from security, counselling and social services staff.

As of 31 August 1987 inmate fathers had not been involved in the parenting committee; nor had they and their children participated in a camp retreat. Nevertheless, male prisoners have contributed toward the program facilities described below.

Funding for the committees' activities comes primarily from an annual garage sale held at the facility. The entire population gets involved in this effort. In the first year (1986), \$1,300 was raised and in the following year, \$2,000. The Salvation Army provided toys.

### Child Visitation

At KCI child visitation has been merged with general visitation; no differentiation is made between the two.

Regular visits are conducted on the weekends, both Saturday and Sunday, and are eight hours in duration. Inmates may have eight to ten visits each month. There is no limit on the number or age of children who may participate, however, those under the age of eighteen must be accompanied by an adult.

For the most part, these visits are held in the gymnasium, but children are invited to use the adjoining outdoor playground built by the inmates. The latter location is supervised jointly by members of the two committees.

Indoors, there is a large screen television and a VCR which are used to show educational and humorous productions such as Sesame Street and Walt Disney programs. Toys are also available. For major holidays (e.g. Christmas, Valentine Day), the two parenting committees plan and run special activities. In 1986, for example, the inmate committee was planning a series of educational puppet shows.

On average 249 parents and their children visit each month.

### Camp Retreat Program

Through the efforts of the two parenting committees an annual camp retreat program was initiated in 1986. It is patterned on the program described above at New Jersey's Correctional Institution for Women. In the first year, ten mothers and 27 children under the age of ten participated. It was held at a church affiliated camp not far from KCI. The

campgrounds were rented by the institution and the Salvation Army provided transportation for the children. Members of both parenting committees coordinated and supervised the weekend's activities.

In 1987, the institution rented space from nearby St. Mary's College for the weekend retreat. The new location had been suggested by the nuns who work at the College and who also do volunteer work at KCI.

#### Other Related Developments and Future Plans

Ongoing parenting courses are available. They are open to everyone, however, priority is given to inmate mothers and fathers. On a volunteer basis, nuns from St. Mary's College teach a nine week parenting course using the STEP approach. The institution's educational department offers a college course on marriage and the family. A local hospital, St. John's, provides volunteer instructors to teach human growth and development and pre-and post natal classes. These educational opportunities are incorporated into the inmates' daily schedules.

A Children's Center is to be built across the street from the institution. It will largely be funded by external funds and will be constructed by inmates supervised by correctional staff.

#### PARENT-CHILD OVERNIGHT PROGRAMS

##### INDEPENDENT PROGRAMS

##### PORTAGE'S OVERNIGHT VISITATION PROGRAM

##### PORTAGE CORRECTIONAL INSTITUTION (PCI)

Portage la Prairie, Manitoba

The Portage Correctional Institution is the only provincial correctional institution in Manitoba for women exclusively. It holds all females ordered into custody, including those on remand and those being held for forensic assessment. This minimum-medium security facility is located in the center of Portage la Prairie, which is approximately 80 kilometers west of Winnipeg. The 1986 ACA Directory indicated that it has a rated capacity for 35, however, in November 1987 the Manitoba Corrections Handbook noted that it could accommodate up to 44 females. On 1 January 1986 there were 38 women; 17 of whom were mothers, with an average of four children each. All but one (i.e. 16) were single parents.

### Regular Visitation

General visitation occurs between 1 p.m. and 5 p.m. and 7 p.m. and 9 p.m. Monday through Sunday. These visits take place in the regular visiting room where contact is permitted or in the mother's room. There are no restrictions to the number of visits residents may have each month. No age limits have been established for visiting children.

### Extended Visits - Overnights

Twenty-four hour overnight visits are allowed every weekend when the population count makes this feasible. If a mother is unable to have her child on the weekend, an overnight visit may be scheduled during the week. During the Christmas holidays, overnights may last from 24 to 72 hours.

Child visitation is a privilege that may be suspended if physical abuse occurs or if a woman's children are "uncontrolled and completely disrupt others". There are no eligibility requirements; all women, except those in solitary, are permitted to have their children stay overnight. Up to two children per mother may stay at one time. Upper age limits for children have been established at five for sons and eight for daughters, but during the Christmas holidays these are raised to eight for boys and 10 for girls.

Efforts are made to provide a separate room for each mother and her child(ren). If, however, the mother's roommate does not mind, she may have the children stay in her room. During their visits children are not segregated from the general population. The institution provides their meals.

### Other Related Developments: Prison Nursery

A prison nursery was introduced in 1979 when a young woman entered the facility in her final stages of pregnancy. She was very concerned about what would happen to her baby after birth. The staff discussed the situation with Superintendent Noelle DesLauriers who, in turn, successfully approached the provincial governmental authorities for permission to have babies in the prison.

The Superintendent carries overall responsibility for the program, which is coordinated by the Deputy Superintendent of Programs and the nurse.

All pregnant women and mothers of very young infants are eligible. Candidates are screened and a social history is taken to determine their ability to care for their child. Final approval rests with the Superintendent.

Infants have been allowed to stay up to age of 10 months. Extensions may be considered if the mother is leaving in the child's eleventh or twelfth month. Each mother and child resides in a private room equipped with a crib. A maximum of three infants can be accommodated at any given time.

Prenatal classes, usually on a one to one basis, support groups and opportunities to learn about family planning, prenatal care, infant care, and child development are available. Native counsellors lead parenting sessions for the women sharing this ancestry.

### CONTINUE FAMILLE

#### MAISON TANGUAY

Montreal, Quebec

Maison Tanguay (Tanguay Prison) is the sole custodial facility for women in Montreal, Quebec. It was originally built in 1964 as a remand and penal institution for provincial convicts (i.e., those serving less than two years). Through Exchange of Services agreements between the federal and provincial governments, since 1974 it has also housed federal inmates (i.e. those serving sentences exceeding two years). It has a capacity for 140 women. In May 1987, 128 women were imprisoned there; 2/3 were provincial and 1/3 were federal inmates. Statistics gathered in 1985 by the Commission des droits de la personne du Québec (Quebec Human Rights Commission) indicated that 52% of the provincial women and 75% of the federal women were mothers.

#### History

The idea for Continuité famille auprès des détenues (Family Continuity After Imprisonment, CFAD) originated with Yolande Trépanier, a long time volunteer with the Association pour des rencontres culturelles avec les détenus(es) (ARCAD) (Association for Cultural Meetings with Prisoners). She had noted that imprisoned women had a strong interest in anything affecting their children, however, there were no programs within her region whose goal was to reinforce bonds between incarcerated mothers and their children. She thus determined to establish one. Encouraged by the positive response of Maison Tanguay's administrators, she, together with some friends, established CFAD to obtain broader support for the concept and implementation of a program. The non-profit organization was incorporated in October 1985. The mother-child program, commonly referred to as Continuité famille, run by its members at Maison Tanguay was introduced in April 1987.

The original goal of the program was "to maintain and improve existing relations between incarcerated mothers and their

preschool children in order to facilitate the transition from a prison environment to a natural environment once a mother is released." Its objectives were:

- to put incarcerated mothers and their children in sustained, stable and regular contact in a selected environment;
- to teach the mother to deal with this relationship in a mature and responsible manner;
- to permit mothers to exercise their parental responsibilities via different kinds of daily activities; and
- to assist the incarcerated mother after she is released and provide a follow up to facilitate her reintegration into society.

Experience indicated, however, that the goal and objectives were too narrow. As originally designed, the program was not open to interested women whose children were no longer preschoolers or who lived too far away. Moreover, CFAD personnel observed that ex-convict mothers faced difficult living situations:

[They] were often short of financial resources, were looking for work and housing while caring for their children, and were usually caught up in problems related to drug and alcohol abuse. The technical and moral support these individuals required, plus the lack of community resources, required the CFAD staff [program personnel] to expend much more energy than had been predicted....

Thus, it was decided to loosen the age restriction for children and to make the follow up of participating women a distinct program activity. Moreover, while the follow up activities were originally reserved for participants, they were subsequently expanded to encompass all ex-inmate mothers in the Montreal region who had social and family adaptation problems.

### Funding

From the outset a number of organizations and individuals supported the initiative. The initial efforts were funded by a variety of individuals and organizational and governmental sources. For example, 25% of the first year's operating budget came from religious communities. It was estimated that volunteer workers covered a further 25% of the estimated budget through the contribution of their efforts. In-kind services were extended by

many organizations. Tel-Resources, for example, donated furniture and clothing and a moving service for ex-inmates; the Centre Immaculée Conception sponsors sports activities, Centre Rosalie Jetté provides facilities for meetings, the Petite Maison de la Miséricorde offers shelter to referred ex-inmates; the Joujouthèque lends toys to CFAD and at Christmas time gives some away, and the Association des services de réhabilitation sociale agreed to help CFAD in its efforts to win grants. A successful application to the Ministry of the Solicitor General of Canada for Women in Conflict with the Law (WICL) funding (see Community-Based Programs and Services) covered about 50% of the start up costs.

### Structure

CFAD activities are overseen by a board of directors. Its members include a lawyer, a sociology professor and a former director of a day care center. While overall responsibility rests with CFAD, Trépanier is in charge of program operations.

The number and functions of program personnel and community volunteers have changed over time. Initially, there were four program people and three volunteers. The former included a supervisor, two assistants who worked in shifts to cover the two day long mother-child visits and a fourth individual who moderated the parenting workshops. Two volunteers handled child transport and one gave advice on gardening. Over time, however, program personnel were reduced to two, a supervisor, whose activities are described below and an assistant who worked between 10 p.m. to 10 a.m. during the overnight visits. The number of volunteers remained static. One comes for about four hours each week to give cooking advice and another is responsible for the children's transportation when necessary. It was noted that while efficient, the more streamlined structure might, in the long term, lead to 'burnout' of the supervisor.

The day to day operation of the program rests with the supervisor. This individual is responsible for such diverse activities as raising funds, the identification and purchase of necessary materials, engaging program personnel and volunteers, good relations with prison staff, attracting various organizations to participate in conferences and meetings, ensuring that programs run smoothly, transportation of children, encouraging communication between foster families and inmate mothers, assisting program personnel, organizing monthly meetings to ensure that inmates needs are being addressed, and meeting with mothers when they are released and take custody of their children.

### The Program

The program has three main components, overnight visitation, parenting workshops and assistance to ex-inmate mothers. In addition, transportation arrangements and community outreach activities occupy the attention of personnel and volunteers.

### The Center

Both the visitation and workshop components of the program take place in a mobile home. Located on the institutional grounds, it was made available by the prison administration. Normally it is used for family visits between married inmates and their husbands, however, it had been noted that most of these reunions took place on the weekends. In addition to program personnel, the trailer can accommodate a maximum of three inmate mothers and three children, or in the case of workshops three inmates.

### Eligibility

Upon arriving at Tanguay, each woman receives a folder describing the program. In addition, CFAD personnel consider it part of their responsibility to meet with each woman wishing to apply for the program to ensure that she knows how it works and what is expected of her. Those serving three months or less must contact their caseworker to seek admission to the program. Those whose sentences are four months or more must direct their request to the social services representative in charge of her file.

Subsequently, the eligibility of each applicant is assessed vis-a-vis the following criteria:

- assurance that the woman will have custody upon release from prison, or has taken measures to resume relations with her children upon release;
- motivated to resume her responsibilities as a mother;
- preparing for her release or serving a short sentence (it is desirable that this be no more than six months prior to her probable release date);
- has a child younger than six, except during the summer vacation when it is possible to accept slightly older children (7 or 8);
- presents no risk of escape;

- has no problems related to physical or psychological violence; and
- has no problems involving drug use during her incarceration at Tanguay.

The final decision is made jointly by a team composed of correctional staff and program personnel.

Except for the age restriction on participating children, the same selection criteria are used for those women who wish to take the workshops intended to help mothers better their relationships with their children. In that youngsters do not attend the workshops, their ages are not pertinent to these educational opportunities.

Only one rule exists for ex-inmates wishing to avail themselves of CFAD services. During their meetings with program personnel, they must not be under the influence of drugs, including tranquillizers or alcohol.

#### Overnight Visits

Visits take place in the mobile home from Wednesday morning to Thursday evening. A CFAD program person is present throughout this time. The mothers are "totally responsible for their children and must care for them as if at home (wake them up, give them breakfast, play games, expose them to arts and crafts, make lunch, have them take a nap, make supper, give them, a bath, put them to bed, etc." The supervisor is there to help:

...the mothers understand the behaviour of their children so that they will maintain their composure in certain situations involving conflicts or problems. She also helps them comprehend and accept the changes which separation has caused in the mother-child relationship. Her 'method' is that of 'learning by example'.

Inmates participating in the two day visits must follow certain regulations:

For example, they are required to regularly attend meetings; only a valid excuse can justify an absence. They must not take any drugs during these two days, nor on the day prior to the [reunions with their children]. In addition, they must demonstrate their desire to participate and to help each other. Finally, they must bear in mind the children's welfare counts above anything else and their activities should be directed accordingly.

Following the visit, the mothers discuss it with the program personnel. In the two hour meeting, focused on parent-child relations, they cover such subjects as dealing in a positive way with feelings of aggression and learning how to put things into perspective. Literature is also made available to them. In the main, this consists of a series of books entitled "Mon enfant, de sa naissance à cinq ans, et moi" (My Child, from Birth to Five Years, and Me) produced between June 1983 and June 1985 by nursery school teachers from the Montreal Catholic School Commission.

### Workshops

Every Tuesday between 3 and 9 p.m., a CFAD member leads a discussion group to assist mothers in developing mature and responsible relationships with their children. Coming at the end of their workday, no activities are scheduled for the first hour in order to give the mothers time to relax. Subsequently, they make supper and then begin their meeting. Participants cover the same topics as those dealt with during meetings of mothers and CFAD personnel at the close of mother-child visits. In that the workshops do not encompass such visits, however, the program personnel may initiate conversation with reference to the inmates' own childhood experience. Participants must attend regularly and in a sober condition.

### Services for Ex-Inmate Mothers

Experience led to changes in this program component. (Some, such as the expansion of clientele, were noted above). Initially, there was a weekly group meeting between inmate mothers and a member of CFAD.

However, after a few weeks of operation, the CFAD staff [program personnel] was forced to conclude that this was not a very realistic way of proceeding. The reason was that mothers were not always free to come to the meetings, due to work schedules, baby sitting problems, etc., and each one's needs varied enormously.

Consequently, it was decided that while CFAD personnel would maintain regular phone contact with program participants, only one-to-one meetings with those requesting help would take place. In addition, a telephone line and an answering machine were installed to address emergency needs.

### Transportation Services

Based on a review of available literature, it had been anticipated that transportation of children would be a major hurdle; thus the original plan was to have volunteers pick up children and then drive them home after the visit. As it turned out the children's guardians were prepared to take care of the transportation "half of the time". "Such unexpected cooperation" meant that volunteers were used to transport only those youngsters whose guardians were unable to do so.

### Evaluation

A desired product of WICL sponsored projects was a report that would aid others through a detailed description and self evaluation of the program. It was the English translation of the report submitted by CFAD that was the source of the foregoing descriptions and quotations.

Between April 1987 and March 1988, a total of twelve inmate mothers were involved in Continuité Famille. Half of these women had lived with their children prior to incarceration; half had lost custody of them by the time they were imprisoned. Nine participated in the two day long visits in Tanguay's mobile home and three took part in the workshops. Upon release, six of the mothers used the services for ex-inmates.

Ten children, ages one to seven, participated. Of these, seven were living at the time with their father or a relative and three were in foster care.

### Information Services and Community Outreach

Activities included a number of efforts to bring the program goals and efforts to the attention of pertinent people, including inmates, correctional staff and, through the mass media, the general public. For example, to help ensure cooperation of prison staff, meetings were organized prior to the introduction of Continuité Famille; a brochure to be given to all new inmates was developed; Trépanier and other CFAD members granted interviews resulting in a number of radio programs and newspaper articles; and the ARCAD prepared a video on community services in prison that encompassed the Continuité Famille program at Tanguay.

## PARENTING PROGRAM

### KENTUCKY CORRECTIONAL INSTITUTION FOR WOMEN (KCIW) Pewee Valley, Kentucky

KCIW is the only state prison for women in Kentucky. It is a medium security institution with a normal capacity for 168 females. The average 1985 population was 166.

#### History

Initiated by Jane W. Thompson, KCIW's Corrections Educator - Supervisor, the Parenting Program was started in response to a department of corrections survey of the needs and type of programming desired by the women at KCIW. It revealed that they wanted to have more contact with their children. They also expressed a need for support programs and discussion groups. Parents were anxious about returning to their homes after being in prison and wanted some guidance and support.

Thompson also received encouragement from P. J. Baunach, who was conducting a study of mothers in prison which included KCIW. (The results were presented in her 1985 publication, "Mothers in Prison").

A two pronged Parenting Program began in November 1979. It included day long Saturday visits and parenting classes. In 1983, it was expanded to include overnight visitation.

Favourable media attention when the program was introduced is believed to have been a factor in its acceptance. The program was discussed on television and reported in local and state newspapers and the Wall Street Journal.

#### Overall Structure and Program Staff

The Parenting Program is an institutionally based and run program. Initially, the River City chapter of Business and Professional Women provided volunteers to help out but that became unnecessary when the institution took on another staff member. Now Jane Thompson coordinates it and she, with the assistance of this new person, supervises the activities.

#### Funding

The program was originally sponsored by the River City chapter of Business and Professional Women. It provided money for toys and games and the salaries of institutional staff who put in extra time to supervise. Church Women United provided outdoor playground equipment. Since 1984, the staffing costs have been covered by the institution, however, the business and professional women's association still provide needed goods.

A group of KCIW prisoners, consisting of parents and non-parents, organized the Parenting Club to raise funds for the program. This idea originated with inmates who subsequently approached Thompson with it.

### Regular Visitation

For the general population regular visiting takes place during the evening from 4:00 until 8:00 p.m. on Mondays and during the day between 8:00 and 10:00 a.m. on Saturday and Sunday and holidays. For honour inmates, the hours are the same but Friday is added. All visits last two hours, unless a visitor has come from over 150 miles away, in which case the duration can be extended. General visits are held in the regular visiting area where contact is permitted. There are no age restrictions or limits on the number of children who may visit.

### Parenting Program

The Parenting Program consists of parenting classes and two child visitation opportunities.

#### Eligibility

In order to participate in the overnight and day long visits, mothers must commit to completing the parenting classes and agree to participate in post-visit appraisals as required. They must also have been at the institution for at least 30 days. Mothers identified as having child abuse problems are not excluded from the program unless their rights have been terminated by the court or denied by family members. The Parenting Program is used as a vehicle to help these mothers and their children.

#### Parenting Classes

Parenting classes, which follow the STEP curriculum, were originally taught by J. Thompson but they are now conducted by the vocational school instructor, who is a full-time member of the institutional staff. In addition, the pastor offers group and individual counselling.

#### Extended Visits

Overnights and six hour long Kids Days are complimentary child visitation opportunities offered once a month except during January and February. The weather at the beginning of the calendar year is bad, making the trip to the institution difficult. Rather than having to deal with the disappointment associated with cancelling visits at the last minute because of

poor weather conditions, it has been decided not to hold the visiting part of the program during these months.

On the designated weekend mothers may have one of their children stay overnight from 6 p.m. Friday evening until 4 p.m. Saturday. Her other children may join them on Kids Days. The latter take place on the Saturday of the weekend scheduled for overnight visits. Six hours in duration (10 a.m. to 4 p.m.), they are open to all eligible mothers and their children whether or not they participate in the overnight visitation opportunity.

Normally extended visits are restricted to an inmate's biological children but sometimes adopted or step children may be permitted to participate if evidence exists that the inmate mother had been their primary caretaker prior to incarceration. Due to the space available, a maximum of twelve mothers and one child each may participate in any given overnight. These visits are restricted to children between the ages of two to thirteen. Infants are not included because the institution is not equipped to accommodate them.

Selection of inmates for overnights is worked out on a rotational basis. Participants who have more than one child are allowed to have a different child overnight each month until all her children have come to visit. Then she must wait her turn to start the sequence again. Mothers with only one child may have to skip a month to ensure that a women with more children is able to visit with each one. It was noted, however, that it is rare to have 12 women who can participate at once.

Either type of extended visit may be denied if a mother fails to follow program guidelines. A visit may be terminated if the mother does not take care of her child(ren), shows consistent disregard for sharing responsibilities (e.g. cleaning) or engages in prohibited behaviour (e.g. active homosexuality or strong language) in front of children. Mothers are responsible for their children so a child's conduct per se would not be grounds for terminating a visit; ill health may, however, lead to a visit being ended.

Extended visits take place away from the general inmate population. Children staying overnight sleep in the chapel. They and those participating in the Kids Day may play in the recreational building on the grounds of the institution. On the second floor of this barn-like structure is a large open room with ping pong tables, video games and toys for children. Meals for the children are provided by the institution.

The day long visits are exclusively for the mothers and children. Caretakers are expected to bring the children but, to allow the mothers time alone with them, the accompanying adults are not allowed to stay during the visit. Mothers may, however,

select one or two inmates to help them with their children during overnights and Kids Days. It has been noted that the helpers selected are often women who participate in the parenting classes but whose own children are unable to visit. On average, 15 mothers, 20 to 25 children and 15 mothers' helpers take part in Kids Days.

#### Post Visit Appraisals

Subsequent to visits mothers are obliged to participate in follow up sessions as required. These are arranged by Jane Thompson as needed or requested and they may involve one discussion or several, depending on the individual situation. She meets with each mother independently to help her to work out problem areas and to talk about how she is interacting with her children.

#### MOTHER-CHILD PROGRAM

##### WYOMING WOMEN'S CENTER (WWC) Lusk, Wyoming

The Wyoming Women's Center was originally opened in Evanston in 1977 but in 1984 it was relocated to Lusk. While it houses women classified at all three security levels, the institution, itself, has perimeter security consistent with a minimum security facility. It has a bed capacity for 86 women. In January 1986 there were 43 inmates, 27 of whom were mothers. Seventeen were single parents. As of September 1987, there were 52 women in residence.

The institution is located in a remote rural area, approximately two and a half hours from Casper and two and a half hours from Sheyenne. Although there is a bus from Sheyenne to Lusk, there is no public transportation from the bus station to the institution. Consequently, most visitors have to drive their own vehicles, arrange for a ride or rent cars in a nearby city. It was noted that the location makes it difficult for children to visit.

#### Regular Visitation

General visitation takes place during the day in the regular visiting room where contact is permitted. Weekday visits may last up to three hours and those on the weekend up to four. There are no limits on the number or ages of children who may participate in regular visits, but those under 16 must be accompanied by an adult.

## History

WWC staff initiated both a mother-child program which allowed for overnight visits and an infant live-in nursery. At the time of the original survey both were in operation, however, it was learned in February 1987 that they had been put "on hold" due to staffing limitations and both were under review. Among the issues being examined were liability, security measures and means to extend the program. For example, post-visit evaluations were an envisaged component of the original Mother-Child Program, however, demands on the available staff had not permitted this to the desired degree. It was noted that if staffing allowed, a more structured mother-child program, with pre-visit counselling and post-visit appraisals and follow-up, is desired. The description of the visitation program and the nursery are based on information about the two as they functioned prior to being placed on hold.

The Mother-Child Program was introduced in 1979, when the institution was temporarily set up for seven years in a state hospital in Evanston. It was initiated by the Warden and the program coordinator who drew their ideas from child visitation programs in other correctional institutions. It was:

...designed to assist women with children to not only gain insight into their role as parents, but also to provide opportunities to actually interact and care for their children in a more natural setting than the regular visiting program allow[ed].

## Overall Structure and Program Staff

The Mother-Child Program was an institutionally developed and run program. Prior to it being placed on hold, the Deputy Warden was responsible for its administration. On an individual basis, a staff counsellor offered mothers assistance with pre-planning and evaluating visits. Both, however, had other responsibilities that did not permit them to give the amount of time to the program that they saw as essential to the development of the potential that they recognized.

## Mother-Child Program

While the Mother-Child Program visits could last up to a maximum of five days, the length of each visit was determined on an individual basis. Among the factors considered were the age of the child(ren), the frequency of prior visits, and the mental and physical condition of the mother and her child(ren).

To be eligible a mother had to: be the child's legal guardian; as applicable, have the consent of the state agencies

with temporary custody; have completed the Parenting Effectiveness Course and, as required, other related classes; have the approval of the Classification Team; and have been at the medium custody level for at least ninety days prior to the visit and during the same period not have received a disciplinary report. Additional areas of consideration included the mental health and physical ability of the mother to care for the child, the nature of the mother's crime, availability of a room within the mother-child apartment, the recommendation of the parenting education instructor, and evaluation results from prior overnight child visits.

Other than the limitations imposed by the availability of space, there were no restriction on the number of children who could come for a visit. Boys, age 12 and under, and girls, up to the age of 18, could participate. Some variation was allowed. For example, a mother could choose to have just one child for one or two nights and then have the rest of her children join her for the residual time. In addition, with special approval, adult female family members could participate.

In order for a child to take part, the mother had to have custody status and prior written approval of the agency having temporary custody and/or the family member with partial custody rights. Moreover, mothers and all other parties concerned with their offspring had to sign liability, medical and financial responsibility releases before the children could come to visit.

Mother-child visits took place in one of the four pre-release trailer apartments on the facility grounds. The designated Mother-Child Apartment consisted of two bedrooms, a kitchen, a bathroom, and a living area. The same living unit was used for the nursery where a woman could live with her newborn up to six months. When the apartment was occupied by a mother and her infant, one bedroom was used by them and one was used for the Mother-Child Program. The common areas were shared.

Each inmate was responsible for her child(ren) during the entire visit. She was to provide supervision at all times and was held accountable for her child(ren)'s behaviour. In addition, each inmate was responsible for the cleanliness of the apartment during and after the visit.

### Other Related Developments

#### Nursery

A nursery was introduced in early 1985 following the request of a pregnant arrival who wanted to be able to keep her newborn at the institution. The warden and correctional staff were receptive to the idea. They had already been contemplating the development of a nursery program because they were concerned

about the number of pregnant women arriving at the facility. After the mother and baby returned from the hospital, they were moved into one of the pre-release trailer apartments on the institutional grounds. They lived in one of the two bedrooms; the other, as just mentioned, was reserved for mothers and children in the overnight visitation program.

### Parenting Education

While the Mother-Child Program and the nursery are on hold, parenting courses, which are incorporated in the educational department's program, are not. Ordinarily, the parenting effectiveness courses are taught by the staff of the educational department, however, when resources permit professionals from the community are engaged to teach specific segments. Courses, which are taught in three month semesters, are designed to cover a variety of issues including foster care, child development, legal issues, prenatal care, and parenting issues. Inmates receive a small salary while attending classes.

### PARENTING/FAMILY PROGRAM

#### MINNESOTA CORRECTIONAL FACILITY (MCF) Shakopee, Minnesota

The Minnesota Correctional Facility is a tri-level security institution with a normal capacity for 60 women. While the 1985 average population was 78, as of January 1986, there were 91 women. Of the latter, 54 were mothers with a total of 116 children and approximately 80% were single parents.

#### History

Originally named "Second Chance", MCF's Parenting/Family Program was conceived and developed by correctional staff. It was established as a result of the efforts of the Superintendent, D. Jacqueline Flemming, and a program consultant, Patt Adair (then Springhorn). At the time, the latter was running a children's weekend play program. When the Parenting Program was initiated in 1979, Patt Adair became the first director.

#### Overall Structure

MCF has hired, under contract; two people who work on a part-time basis to coordinate and run the program. One, who works Friday, Saturday and Sunday, is in charge of the Children's Center, parenting education and support groups. The other, who works Monday through Thursday, is responsible for aiding inmate mothers with specific concerns. On weekends, line staff help to supervise. Community consultants are engaged to assist with parenting classes.

## Funding

Originally funded through a federal Law Enforcement Assistance Act grant, the bulk of the current funding comes directly from money allotted by the Department of Corrections. The institution has established a formal budget for the Parenting/Family Program. It includes the salaries of the two part-time program staff and an additional \$5,000 annually to cover the cost of supplies, hiring consultants for specific parenting courses and replacing toys and equipment. In addition, mothers pay a dollar a day toward their children's meals.

## Program Components

The Parenting/Family Program has six components - overnight visits, a Children's Center, parenting education, a mothers' support group, teen days, and advocacy services.

### Parent-Child Overnights

Three weekends are set aside each month for overnight visits with children. These visits, which last from Friday evening until Saturday afternoon, are the primary focus of the parenting program. To meet the varying needs of the population, not all of whom have children, and to allow mothers and staff a weekend off, children may not stay overnight on the first weekend of each month.

Each of the living units at the facility is permitted six children per weekend. Daughters fourteen years of age and under and sons 11 years of age and under may participate. Older children may visit during the day on the weekends. The children stay in their mother's room, each of which contains a trundle bed. Cribs are provided by the institution for infants.

Initially, minimum security mothers and their children could go on occasional field trips outside the prison but this feature is being phased out because the institution, itself, now offers a number of facilities suitable for children. Along with the children's center, with its games and play areas, there is a gym and a bowling alley. Mothers may also sign out items from the toy library for the weekend.

Other than excluding those on disciplinary status, which involves, for example, those in segregation, there are no restrictions such as those based on security level or prerequisite program attendance. Before their children may attend an overnight, however, mothers must sign a liability release form, which allows institutional staff to send youngsters to an external hospital if they should become ill during a visit. If program rules are not followed, overnight visits may be suspended up to thirty days.

Inmate mothers are responsible for supervising their children throughout the visit and for ensuring that the children appear for the three daily meals. (It has been noted that mothers sometimes have difficulty getting children up for breakfast). Both mothers and their children must be in their rooms by 10:00 p.m. While mothers may leave their children in the room if they are sleeping, they must check on them every half hour.

### Children's Center

The Children's Center is a permanent area set aside solely for the use of inmate parents and their children. It is located in the main building of the facility, just off the regular visiting room. Attached to it is an enclosed courtyard with playground equipment.

Supervised activities, planned for different age groups, are offered. Emphasis is given to modelling appropriate parenting techniques and teaching mothers activities in which they and their children may engage. The mother-child interactions there also give the staff an opportunity to observe relationships so, as appropriate, feedback and suggestions may be given to the mothers.

The Center is open on the weekends during regular visiting hours. In addition, a mother may request to use the area with her child during the evening weekday visiting hours. During the latter periods, however, supervised organized activities are not available.

The room is equipped with toys, games and children's furniture. Both structured activities and free playtime are available. During the latter children may use the housekeeping corner, construction toys, puzzles, and games. Structured activities include painting, crafts, songs, group games, and cooking. Each Friday, children's videos are shown.

A toy dispensary, called the children's library, is located in the Center. It has a variety of playthings and games including two swimming pools, bicycles and a scooter. The dispensary is run by the program staff on the library system (i.e. mothers sign out toys for the weekend). Before using the children's library, inmates must attend a one hour orientation session on its operation and they must also sign a release form for a specific amount of money to be taken from their accounts to cover the cost of borrowed toys should they be damaged.

There is no age restriction on children who may use the Children's Center. A maximum of 30 children can be accommodated at a time and, on average, 15 to 20 children use it each weekend.

### Teen Days

Recently, quarterly "Teen Days" were introduced. Open to all mothers, this development was advertised to the general inmate population. As of August 1987, two had been held and a third, with an expected attendance of five or six children, was being planned. Although these days usually attract teenagers, all children under the age of 17 are welcome. Before the visit a member of the program staff and the mothers who are going to participate plan appropriate games and events. Films and sports, such as volleyball, are examples of the activities offered.

### Parenting Education

Four times a year, a series of parenting classes, which are incorporated into inmates' schedules, are offered weekly. They cover such subjects as discipline, self esteem, and the developmental stages of children. Emphasis is given to their relevance and ensuring that programs are tailored to meet the needs of the current population. Thus, for example, if there is a large group who share a common cultural background or characteristic (such as having teenage children), the institution would hire consultants to address their particular needs. Video tapes and films are used to facilitate learning. At the end of each quarter, courses are reviewed, new ones developed and the class schedules are set.

The weekly Friday classes conducted by one of the program staff may be augmented by additional sessions led by consultants hired under contract. In August 1987, for example, the program staff member gave classes on discipline and day to day parenting, while a consultant offered a "grief group" for women who had lost a child through death or separation.

### Mothers' Support Group

Each Friday, mothers meet with a program staff member over lunch to discuss their feelings (e.g. about being separated from their children), problems and means of coping.

### Advocacy Services

Under the advocacy component, (which within a number of correctional institutions may be referred to as liaison services), individualized attention is offered to inmate mothers. One of the program staff members acts as a liaison person with welfare departments, school counsellors and social workers to ensure that the needs of mothers and their children are met. This may include the placement and ongoing monitoring of foster children, prenatal services, preparation and support during court custody cases, visits to school counsellors, arrangements for the

testing of children with possible problems, and other areas in which a mother may request help.

### Other Related Developments

MCF allows newborns to stay at the institution temporarily. (See "Interim Measures" under "Prison Nurseries".)

### EMULATED PROGRAM

#### MOTHER-OFFSPRING LIFE DEVELOPMENT (MOLD)

MOLD is an extended visitation program. First introduced at Nebraska Center for Women (NCW) in 1976, it has since been adapted and implemented in a number of other locations. Although each, including the original, has evolved in its own fashion, the major characteristics of the majority of the encompassed programs provide a general overview. Correctional staff play a key role. They may be involved in running a program, in a multi-level review and approval process pertaining to a mother's eligibility and participation, and/or in post-visit evaluations. Nevertheless, the accent mark is on the mother and her responsibilities. Generally speaking, each must apply formally for MOLD visits and agree, in writing, to adhere to the pertinent regulations. In each program, there is a coordinator (frequently a staff member), who, when feasible, will, in addition to other MOLD-related duties, assist mothers in the preplanning and evaluation of visits. Another common feature is the potential for overnight visits with children within a defined age range; these vary, however, in terms of their duration and the frequency with which they are offered. This section includes descriptions of the program that evolved at the NCW and three adaptations; two by the same name, and one called PACT (Parents and Children Together).

Although memories of those participants directly involved with the MOLD programs described here could not shed light on the origins of the concept, documentation clearly indicates the importance of the role played by Jacqueline (Jackie) Crawford. As will be reflected in the write ups that follow, her efforts to share with others the developments at the NCW sparked action that exceeded state boundaries.

Not all of these are encompassed here. For example, those at the now defunct Daniel Boone Career Development Center (DBCDC), a prison opened to alleviate overcrowding at the Kentucky Correctional Institute for Women, are not covered. Readers may refer, however, to Baunach's "Mothers in Prison". On page 78 she notes that Crawford's presentation of a paper on NCW's MOLD program was received so enthusiastically by a nurse in attendance that, subsequently, she and the Superintendent of

DBCDC went on to develop and introduce a MOLD program that began there in November 1977.

NEBRASKA CENTER FOR WOMEN (NCW)  
York, Nebraska

The Nebraska Center for Women, which opened in 1920, is a tri-level security institution with a normal capacity for 84 women. As of January 1, 1986, the inmate population was 67; of whom approximately 45 were mothers with an average of two children each. It was estimated that about 46% of these mothers were single parents. Although this institution was under capacity at the time of the first survey, the numbers have increased subsequently. By 1987, the population had risen to 98.

History

MOLD was implemented at the Nebraska Center for Women in 1976 by Superintendent Jackie Crawford. In addition to the "extremely helpful" volunteers who provide transportation and the similarly described assistance from the Salvation Army, a number of organizations and individuals donated toys and arts and craft supplies. It was originally set up with federal grant money, but when this ran out, the state assumed responsibility for the program.

Overall Structure

MOLD is an institutionally-based program that was developed and is run by correctional staff with the assistance of inmates. As noted above, volunteers from the community assist by helping to transport children.

Program Coordinator

The MOLD Coordinator is a full-time, permanent staff member who is involved in the approval process for participating mothers, responsible for planning and supervising activities which take place in the MOLD Center, supervising inmate aides, and conducting performance evaluations after each visit. In 1987 the incumbent was described as a person with many years devoted to working with children who, in addition, was a qualified teacher with 13 years experience. It was also noted that this individual loves and has empathy for children and relates well to the inmate population.

Inmate Aides

Inmates may work as MOLD Aides as a regular job at the institution. Some of the functions they perform include managing the bulletin boards, typing, helping with the visits from children, making posters to advertise parenting courses,

maintaining statistical reports on such aspects as the number of hours that mothers and their children spend together, setting up audio-visual equipment, and making photocopies.

To be eligible inmates must love children and have the ability to get along with other inmates and staff. They must also be high school graduates or possess an equivalency certificate. In addition, however, they must pass, at least at the eighth grade level, a set of academic tests and type 35 words per minute with no more than one error. Lastly, their record must be free of abuse crimes. Their beginning pay in mid-1987 was 19.5 cents per hour.

#### Regular Visiting Hours

General visitation is conducted in the main visiting center Thursday through Sunday between 12:30 and 4:30. Visits may last up to four hours, however, the total number of visiting hours permitted per month is twenty. Restrictions on the number of guests, both children and adults, are not imposed unless the room becomes too crowded, in which case, the visiting officer may limit the number of guests per inmate. There is room for a maximum of 75 visitors.

To be eligible for regular visits, the inmate must be in the general population. This would exclude, for example, those inmates who have just arrived and who must spend their first 30 days in orientation and those who are in segregation.

#### MOLD

In its tenth year of operation at the time of the initial survey, the multifaceted MOLD program at Nebraska Center for Women includes the following features: extended visits, including overnights; a children's center; parenting education; data collection; and technical assistance and outreach.

#### Eligibility

Except for those who are in disciplinary or administrative lockup, in the infirmary at the time of the MOLD visit, or in the last week of their stay at NCW; all inmate mothers, regardless of offence or security status, are eligible to participate. They are excused from their regularly scheduled duties during MOLD visits.

Those who have been convicted of child abuse are subject to restrictions established by Social Services. These can include (and have) no visits or short day visits with Social Service personnel and MOLD (or just MOLD) staff present. If day visits do not go well, they may be terminated by Social Services. After a series of successful visits, however, a one night visit

may be allowed and, if all goes well, continually longer visits may be permitted.

### Approval Process

The rules and requirements are outlined in a mimeographed booklet developed by the Coordinator. It also contains copies of the forms and evaluation sheets to be completed for MOLD visits.

Inmates who are requesting MOLD visits for the first time are responsible for seeking written approval from the MOLD Coordinator, the educational coordinator, the case manager, and the heads or designees of the nursing staff department and classification team.

Before each visit, a participating mother is required to sign a child visitation contract which specifies her responsibilities. (See Appendix J). Before this document can be completed, however, she must satisfy the following requirements:

- complete a detailed personal information sheet for each child who will be taking part in the visit and, as applicable, an additional sheet outlining the dietary needs of infants (see Appendix J);
- pre-pay for photographs, any other special items such as treats, and the children's meals; (As of 1 January 1986 the latter cost was fifty cents for children under four, except for those infants for whom the caregiver will be bringing food, and sixty-five cents for older children).
- provide, two days in advance of an approved visit, a "Planned Activities Sheet" indicating the projects the mother would like to complete with her child(ren) during the visit; (This emphasis on pre-planning was noted by one respondent as one of the features of this MOLD program); and
- arrange for the children's transportation. (For this purpose, the MOLD Coordinator provides copies of a form that is sent to each transporter and caregiver. In addition to drivers for the visit at hand a mother must have on file written agreements from three other persons prepared to provide alternate or emergency transportation if necessary.)

Contracts are returned to the MOLD Coordinator for approval. Requests for overnight visits must be submitted ten days prior to the visit, while those for day visits must be handed in five days in advance. Visits are considered on a first come, first served basis.

### Responsibilities of MOLD Mothers

As a part of the contract, mothers agree to the global condition that they will comply with MOLD rules; some of which are reinforced by the terms of the signed document.

#### Transportation

Primary responsibility for arranging rides rests with the mother. As noted above, considerable care is taken to ensure that people are lined up to transport children, that back up drivers are available for each visit, and that all are duly advised.

Experience has suggested the value of contingency plans. For example, lists of alternative drivers and approved transporters have been found helpful in meeting such emergencies as a visit terminated by ill health or behaviour. Moreover, given the now recognized tendency for cars to break down after a child has been delivered, they help to ensure timely departure.

Should a driver not arrive on time to pick up the child and institutional staff cannot contact a designated substitute, the mother is held accountable. She will lose the next month's visiting privileges and two additional nights for every night that the child's visit is extended. If all else fails, institutional staff contact Social Services for emergency placement or transportation.

Although slightly off topic because it is an historical observation, this may be appropriate juncture to note also that one of the changes since the introduction of MOLD was "[that] liability factors have made it impossible for [the] institution to transport children".

#### Supervision

Inside or outside the MOLD Center, a mother is to accompany her children and ensure that they are kept out of designated "off limits" areas and from interfering with the security of the institution. While mingling with the general population is encouraged when children are not in the Center, there are some restrictions. This is illustrated by the following extract from the MOLD booklet:

Infants under 1 year of age are not to be passed between offenders because:

1. infants may be frightened;
2. it is physically stressful for the infants;

3. the mother and the baby need to be together at all times.

Except during an extreme emergency or the allotted hour of supervised day care within the MOLD Center, children are not to be left in someone else's care.

#### Rest and Sleep Periods

Prior and subsequent to each visit, mothers are to set up or dismantle the roll-away bed or crib. In rooms with bunk beds, children are not to be permitted to use the upper berth. During overnights, participants' rooms are not locked and they are not allowed to sleep unless their children are asleep.

Mothers are also responsible for ensuring regular nap and rest periods and observance of scheduled bedtimes. Children under the age of five are to have a rest period for one hour following lunch. They may nap, read or engage in quiet activities in their mother's room. They are also to be in their rooms by nine p.m.; those over five must be there by ten. If a mother has two visiting children, the age of the younger one establishes this schedule.

#### Meals and Snacks

Infants on baby food or formula are fed in the infirmary. All other children normally take their meals with their mothers in the inmate dining room at the regularly scheduled hours, however, exceptions may be made in special situations. In these cases, the family members may eat in the MOLD Center under the supervision of the Coordinator. On these occasions, meals may be prepared there or trays may be sent over from the institutional kitchen.

Snacks and treats that do not interfere with a child's appetite at meal times are permitted. Inmates are to plan and prepay for such items, which are to be kept in the MOLD Center for consumption during scheduled times.

If a child misses a meal an incident report will be made and the missing of two meals will result in a misconduct report and the possible loss of visitation privileges.

#### Birthday Parties

Planned birthday parties are allowed and a suggested menu has been developed. Mothers are responsible for the ordering and prepayment of the main items (e.g. chips, drinks, pork and beans, and ice cream). By advising the prison kitchen staff in advance, other foodstuffs (e.g. pickles) will be provided. Gifts are to be ordered from a catalogue or the canteen. Only those inmates

whose children are also visiting at the time may be invited to attend the party.

### Discipline

At no time may a child be physically punished. Nor may a mother use any form of discipline that will humiliate, frighten or hurt the child. If she has trouble controlling her child, she may remove the child from the area where the bad behaviour is occurring and use appropriate discipline. The mother must do this in view of staff so they can see how she is handling the child.

If a serious infraction of MOLD visiting rules occurs, an inmate may be put on probation, not allowed visits for two to three weeks, and be required to complete parenting courses.

### Miscellaneous

Medical costs incurred by children during visits and the return or replacement of damaged items checked out of the MOLD Center are responsibilities assumed by each mother.

Some rules have resulted from experience. For example, after one of the mothers cut her child's hair poorly, causing problems between her and a social worker, a prohibition against the cutting, perming or colouring of children's hair was introduced.

### Participating Children

Each mother taking part in a MOLD visit may have up to two children per visit, however, the total number of children allowed at any given time is eight. This upper limit applies solely to participants in the MOLD program; it does not effect the number of children who come during regular visiting times. This restriction on the number of MOLD children is a relatively new development created by recent overcrowding. As noted below, the age of the children determines the type of extended visit they may have with their mother. In 1986, a monthly average of seven inmate mothers and their children had MOLD visits.

Children must be well and those who have been exposed to contagious diseases must wait 21 days before a visit. For those with chronic conditions, their mothers are responsible for administering their medication, which is stored in the Nursing Department during the visit.

All children and their belongings are subject to the standard security checks on arrival and departure. There are restrictions on what goods may accompany them. For example, because toys are available in the MOLD Center, others may not be

brought. While food is prohibited, an exception is made for sealed baby food and formula. Clothing is limited to seven changes and three pairs of shoes and boxes of disposable diapers are to remain sealed. Prospective drivers are advised of these restrictions when they are approached to provide transport. Children, it was noted, react with indifference to the security checks.

Children must remain on the institutional grounds during a MOLD visit and abide by the same visitation regulations as their mothers. Failure to comply with the MOLD rules could result in a visit being terminated and/or a request for a future visit being denied.

### MOLD Visits

This program affords inmate mothers three, extended, child-centered, visiting opportunities - overnight visits for young children and infants, daytime visits for babies and day-long visits for older children.

### Overnight Visits

Five overnight visits per month are allowed daughters up to the age of eleven and sons up to eight years old. These may be scheduled consecutively or on separate occasions but in the latter case there must be a week between overnights. Children over the age of one stay overnight in their mother's room, which is appropriately outfitted with a roll-away bed or crib. If the mother shares her quarters with another inmate, the one without a visiting child may move to another room.

### Infants

At the time of the initial survey, infants under the age of six months were not permitted to stay overnight due to their nightly schedules. Instead, mothers could have five, separate, one day visits with them. These took place in the infirmary and, when open, the MOLD Center. By the time of a mid-1987 follow-up, however, a nursery room near the supervisor's post had been added to one of the living quarters. Described as a "cheery" room, with a crib and a bed, it made it possible for a mother to stay with her infant.

### Day-Long Visits by Older Children

Two relatively new additions to the extended visiting opportunities involve day-long visits for children who are too old to participate in the overnights. One takes place during holiday school breaks and once a month in the summer. An outside

agency assists by transporting the young people. Quite apart from this, arrangements are made throughout the year for older children in foster care to have day-long visits with their mothers.

### The MOLD Center

A brick building on the grounds, which is off limits to the general population during MOLD visits, has been designated the MOLD Center. It contains a kitchen with a stove, refrigerator, sink, and cupboards. Each of these features is mimicked in a play dining area, which also has a child-sized table and chairs. Dolls, doll cribs, a small rocking chair, blocks, games, puzzles, and other toys fill the play area. A crib, playpen, highchair, swing, stroller, rocker, baby bath, storage cabinet, and toys are located in the area for babies. In that parenting classes are also held in the Center, in addition to children's books, shelving holds course texts. The Center is also equipped with a teacher's desk, two blackboards, a typing center along one wall, several file cabinets for inmate records and class materials, and, in the middle of the room, three tables where inmates sit during classes. Outside there is a tetter totter shaped like Mickey Mouse, an elephant slide, swings, a jungle gym, climbing ladders, and a small merry-go-round.

The Center's hours vary by season. From September through May, it is open Monday to Friday from 8 a.m. to 5 p.m.. From June to August, the same hours apply to Wednesday to Friday inclusive but on Mondays and Tuesdays they shift to 12:30 to 5 p.m. and 5:30 to 9 p.m.

Before a visit, mothers are advised of the hours for their attendance. Usually, they spend two hours in the morning and two to three hours in the afternoon in the Center with their children. During the latter period, however, they may leave their children between three and four o'clock with the MOLD Coordinator for an hour of supervised nursery school while they attend to personal matters.

### Parenting Education

To help the women improve their parenting skills, during the participating mothers' free time within seven days after each MOLD visit, the Coordinator meets with each so that, together, they may evaluate her performance. These sessions are guided by two forms - "How Did I Do As A Parent" and "How Did Mother Do As A Parent?" (See Appendix J). Reports from other staff members are also used. The information gathered from these evaluations is shared with the inmate's case manager and team classification.

Parenting education classes, which as earlier noted are conducted in the MOLD Center, are open to all NCW inmates. Over

time, these have become more structured. Featuring the Systematic Training for Effective Parenting approach, they focus on child care and development and cover such topics as special children and personal growth. Mothers who are involved in MOLD are encouraged to take these classes and in some cases, the courts have ordered that they do so in order to maintain or regain custody of their children.

#### Data Collection

Information obtained from the personal information sheets filled out by prospective MOLD participants has been used for programs evaluation, developing parent-child programs and assessing individual inmates and their needs. It is not used for research purposes. In-house evaluations are conducted every two years and those by an outside agency are undertaken every three years.

#### Technical Assistance - Outreach

During her tenure as Superintendent of NCW, Jackie Crawford was active in informing others of MOLD through the media and her attendance at various professional meetings. As witnessed in the upcoming discussion of developments at Arizona Center for Women, she continued to give such assistance even after her departure. The videotape made of the program, which (as noted on page 14 of "My Real Prison") once could be borrowed, is no longer available for loan. The NCW staff, however, continue to share information with those at other institutions and welcome people to come and look at their program. In addition, informal links have been developed among those who have MOLD programs.

#### ARIZONA CENTER FOR WOMEN (ACW) Phoenix, Arizona

ACW is a minimum security, pre-release center with an operational capacity for 151 women. As of March 1986 the inmate population was 235, however, by the fall of 1987 it was reported to have increased to 325. It was estimated that 75 to 85% of the women who enter ACW are mothers. Readily accessible by public transportation, it was noted that the city setting of the institution has contributed to the success of its MOLD program.

Classification levels are pertinent to participation in the MOLD program, therefore, a brief overview at this juncture may be helpful. During their stay, inmates may move up or down the classification ladder. They live in a designated, fenced-in area away from the rest of the population until they earn Phase II status, at which time they may join the general inmate population. Those women entering with a short sentence (six

months) must generally wait 30 days but for others this stage may take anywhere from 90 to 180 days.

As an inmate moves from Phase I through to Phase III, opportunities increase. In contrast to Phase I inmates those in Phase II ("C2") have more programming options. Although they are also less restricted in their movements, Phase II inmates may not leave the institution. Phase III ("Trusty Status") is the highest level and those who reach it have the most freedom within the institution and they may participate in the most programs. They may also work off the grounds, either for the institution or through a contract with a community agency.

### History

Short extracts from correspondence and documentation received from ACW staff so succinctly capture the reasons for the program that this part of the write-up is best presented in their own words.

"Recognizing the fact that the majority of incarcerated females are mothers of young children and that these mothers will eventually resume the responsibility of those children upon release" and that "[t]he stereotyped visit, under the usual conditions, may well intensify the strained relationships and push the parent and child further apart", the MOLD program was established in July 1979. It was deemed "important to have some continuous relationship established that will bridge the months of separation", therefore, the program is "premised on the belief that by returning the responsibility for the care of the child to the mother, for even a short period of time, a 'follow-through' relationship will be established".

Face-to-face communication can be established through the MOLD Program that will probably be better than any ever built prior to the mother's incarceration. This will ease her transition back into the family setting and during the term of incarceration, will motivate both mother and child to function with less difficulty.

Thus, the stated purpose of this MOLD program "is to assist the mother and child to interact constructively in a structured setting" and MOLD is seen "as a projection of the institution's responsibility for the total welfare of the committed offender."

With assistance from Jackie Crawford, who was then with the Department of Corrections headquarters but who, as noted above, had formerly been the Superintendent at Nebraska Center for Women, MOLD was implemented by the Program Supervisor, Tony Longo. It was first introduced as an eight hour extended visiting program. Its success, however, prompted the addition of

a 48 hour overnight visiting opportunity shortly after its inception.

Before the extended program could be implemented, one of the kitchenette apartments of the institution, which had formerly been a motel, had to be converted. The costs of the renovation, plus the money required to equip the space with such materials as pots, pans and sheets were the only financial outlays incurred in establishing the MOLD program. Ongoing costs, such as food, are pre-paid by participants.

#### Overall Structure and Program Staff

The MOLD program is coordinated and run by a full time member of line staff. Aside from his other institutional duties, the current MOLD Coordinator, Frederick G. Borresen, is responsible for all aspects of this program. He has, however, enlisted the support of an inmate volunteer who handles a variety of tasks (e.g. participation in the pre- and post- visit inventories of the MOLD apartment). It was noted that the program, especially if preplanning activities and pre- and post-visit consultations were to be added, could easily occupy the full-time attention of one or more persons but available resources, aggravated by overcrowding, do not make this feasible at this time.

#### Regular Visitation

Regular visitation for Phase I, II and III inmates takes place in the general visiting area on the weekends and during major holidays. Offered in the morning and in the afternoon, each visit may last three and a half hours. Phase III custody inmates may also have visits on Wednesday evenings.

All children are allowed to participate in the regular weekend visits. However, when there is special holiday programming (for example, at Christmas and Hallowe'en), the age limit is thirteen and under. The same restriction applies to MOLD visits. This is due to security reasons because unlike the other visits, these are not restricted to the regular visiting room. Children must be accompanied if they are under 18 and, whether they are participating in general visitation or MOLD visits, they must show proof of age before they may enter the facility.

#### MOLD Visits

MOLD offers two extended visiting opportunities - eight hour visits every 30 days and 48 hour visits every 90 days.

### Eligibility

All Phase II and III inmates are eligible for both types of MOLD visits provided they have resided at the institution for at least thirty days and are free of minor write-ups for ninety days and major violations for six months. Any indication that a visit would threaten the orderly running of the institution would be grounds for refusal. At one point, they also had to have been certified via participation in parenting classes, when available, but this condition was not noted in the most recently received correspondence. Mothers are also to sign a three page list of rules and regulations indicating that they understand them and the disciplinary action that could be taken for lack of adherence to them.

Over and beyond the standard eligibility requirements, those convicted of crimes against children must meet additional criteria. They must be involved in parenting skill courses offered through a community college at the institution and they must have permission of the staff psychologist, their counsellor and the Deputy Warden. If the courts ordered supervision or a trial visiting period, both the staff psychologist and personnel from community agencies may be brought in to supervise visits.

### Application Process

Once approved for MOLD visits by the Program Supervisor and the Chief of Security, mothers must submit a request and complete all the necessary documentation prior to each. On the application form they must state the name and age of the child(ren) and provide details of the transportation arrangements; including the names and relationships of those who will transport the child to and from the institution. To this must be attached a notarized waiver releasing the State from liability in the event that a child should be hurt while at ACW. (See Appendix K). In addition, those seeking a 48 hour visit must complete, for the subsequent approval by the Chief of Security, a detailed menu plan and a list of food items, indicating the required amounts of each. The form is then passed to the inmate's counsellor who is to provide the necessary justification and a personal recommendation before returning it to the MOLD Coordinator at least seven calendar days prior to the requested visit. The latter is then to make sure that the form is complete and accurate, verify that the inmate is eligible for participation in the MOLD program and ensure that the required length of time has elapsed since the last visit. The screened application is then forwarded to the Program Supervisor and the Chief of Security. Upon their approval, the form is once again returned to the MOLD Coordinator who is responsible for scheduling the visits, which is done on a first come first served basis. The final step in the process is the notification of

operational staff by the Coordinator 24 hours prior to an approved visit.

### Participating Children

From the outset, security precautions governing visits outside the regular visiting area have limited the number of children participating in MOLD visits to five on any given day. Nevertheless, exceptions may be made; thus a mother who has more than five children may be permitted to have them all visit at the same time. It was noted, however, that many participants prefer to restrict the number of visiting youngsters to one or two in order to make the visit as meaningful as possible for them.

The children must be the inmate's natural or legally adopted children and be thirteen years of age or younger. When they are in foster care placements being monitored and supervised by a state agency, MOLD visits are coordinated in conjunction with the rules of that particular agency.

School-aged children are given priority for weekend visits. Consequently, mothers of preschoolers are encouraged to use weekdays for their 48 hour MOLD visits; Phase III custody inmates who are working in the community are not allowed, however, to take time off for MOLD visits without prior approval of the Deputy Warden or designee.

### Visiting Quarters and Hours

The location and hours are guided by the type (which is, in essence, the length) of MOLD visit. Those of eight hour duration may take place in a mother's own housing unit and all areas open to the general population, except those noted below under "Supervision". Although allowances may be made when deemed necessary, generally, children are expected to arrive no earlier than 8 a.m. and to leave by 7 p.m..

Under the same conditions as those applying to the shorter MOLD visits, the institution and its grounds may be used by overnight participants. Only mothers with special permission, however, may enter their dorm. Those approved for the 48 hour visits reside in the MOLD overnight quarters. It is off limits to the general population and kept locked at all times during scheduled visits. This two bedroom apartment, with a separate living room is, equipped with a refrigerator, stove, linens, and cooking utensils. Inventory is taken before and after each visit. If items are missing or damaged, the inmate is responsible for their replacement or repair. Mothers are also responsible for cleaning the apartment after each visit, including the washing of linens and towels and their return to their proper places. Improper care or cleaning may lead to the loss of the privilege of using the MOLD apartment.

Mothers are asked to re-schedule regular visits when those under the auspices of MOLD take place. An allowance is made, however, so that they may meet, for up to one hour before a MOLD visit, with those who transported their children.

#### Transportation

Mothers are responsible for arranging transportation for their children, including their prompt pick up at the end of a visit. If there is a valid reason for delay, however, a mother is to wait with her children in the lobby for the driver.

In addition, subsequent to visits, in a form letter addressed to the MOLD Program Supervisor, those who have transported children are asked to submit a signed statement indicating that none of the children, specified by name and age, is "presently ill with any child hood disease or communicable illness".

#### Supervision

Mothers must accompany their children throughout the visit or it will be terminated. Each is to ensure that she, personally, supervises her children at all times; they are not to be left in the care of other inmates.

Regardless of the type of MOLD visit, mothers are responsible for ensuring that their children stay out of restricted areas. These include, for example, the lobby (except in the case of those visiting under special arrangements such as those made for visitors who have to travel from out of state or long distances and those circumstances in which a mother has to wait for a delayed driver); the dining room (except during head counts); the recreational room, including the pool area; the library; other inmates' housing units; and specified areas of the yard (except for valid reasons).

While location is restricted, visiting children and their mothers are encouraged to mix with the general inmate population:

It is important that the general activity allow the child to come in contact with the general population. In this way, the child comes to know and understand the mother's physical and social environment, and this will assist in dispelling many of the folklore impressions they have acquired about institutions and inmates.

### Meals

Inmates bear primary responsibility for foods to be consumed during either type of visit. At one time, they could buy meal tickets for their child(ren) but this practice was discontinued when some did not purchase the appropriate tickets. Now residents do not take any of their meals in the dining room and food must be purchased before the visit or brought by family members. Foodstuffs intended for MOLD visits may not be shared with other inmates.

Only "fast foods" that may be purchased at the inmate commissary, are allowed during eight hour visits. These may be eaten in the mother's own housing unit.

During 48 hour visits, meals are prepared and eaten in the MOLD apartment. As earlier noted, mothers are responsible for developing a meal plan and submitting, for the approval of the Chief of Security, an itemized list of the type and amount of food required to feed her children and herself during each visit. These sanctioned groceries may be bought from the inmate store or brought by family members. In the latter case, all food must be store bought, prepackaged and sealed; no home cooked items are allowed. All these foodstuffs are subject to security inspections to ensure that no contraband is introduced.

### Termination

A visit may be terminated for violations of institutional and MOLD rules by mother or child. It was noted, however, that this has rarely been necessary in that MOLD visits are highly prized and few 'incidents' have occurred. Generally speaking, once mothers have been accepted for the MOLD program, most continue their participation through to their release. Nevertheless, it is made clear that any violation of rules could lead to immediate termination of indefinite length. This might mean up to six months for a major write-up and 90 days for a minor disciplinary action. In either case, resumption of MOLD privileges are dependent on the Deputy Warden's approval.

### Evaluation

While formal evaluation results were not available, it was reported that the program staff are pleased with their program and regarded it as a success. Since its introduction it has run without a major incident and the only cost to the state has been parenting classes when they are not given by volunteers.

WESTERN NEW MEXICO CORRECTIONAL FACILITY - WOMEN'S CENTER  
Grants, New Mexico

The Women's Center was encompassed by the Western New Mexico Correctional Facility (WNMCF) when it opened in 1984. The total complex, which also incorporates a Reception and Diagnostic Center, has a normal capacity of 232 and in 1985 its average population was 252 men and women. The tri-level security Women's Center has a normal capacity of 88, however, its average 1985 population was 94 and on January 1, 1986, it housed 120 women. Of these 83 were mothers, with an average of 2.5 children, and 54% were single parents.

History

The MOLD program at this location was placed "on hold", presumably some time after the response to the initial 1986 survey and it was still being held in abeyance as of September 1987. While few details are on hand about its actual operation, a fair amount is known about its proposed characteristics. Attached to the response to the original survey was a copy of a draft of the MOLD rules and regulations. Its comprehensiveness suggests that much thought had been given to the introduction of a MOLD program adapted to this setting. Consequently, this document provided the primary source for the following write up and the future tense is used for many of the verbs.

Regular Visitation

All regular visits take place during the day, however, their length varies by the day involved. Those from Wednesday to Friday inclusive are four hours long and on Saturday and Sunday they may last up to two hours.

Children under the age of eighteen must be accompanied by an adult and the maximum number permitted each inmate per visit is four. In 1986, it was reported that approximately 40 mothers and their children participated in regular visits each month.

MOLD

The MOLD program, which offers the opportunity for overnight visits, is in line with WNMCF's policy to encourage visits between inmate mothers and their offspring. Staff are to "make every attempt to ensure that visits are comfortable and pleasant" and to intrude only as "clearly necessary" and in keeping with the need for order, decorum and security.

### Overall Structure and Staff

The Director of Mental Health will have primary administrative responsibility for MOLD. S/he may, in turn, delegate this, in part or total, to the family therapist, who will act as the Program Coordinator. The Training Officer will assess pertinent needs that must be addressed for successful operation of the program and will ensure educational measures, including appropriate orientation to MOLD in the curriculum for new staff. Others will integrate program needs into their usual duties. For example, the family and family abuse counsellors and chaplain will provide special counselling as needed.

### Eligibility

To be eligible for the program, a mother will have had to have been in the institution for six months on current commitment without any interruptions due to authorized leave or training release. Toward the end of this six month period, she may initiate the verification steps involved in processing her application (discussed below), however, she may not submit an application until the six months have passed. Generally, those eligible for furloughs may not participate, however, an exception may be made for minimum security inmates who do not qualify for this type of leave; thus, the program will normally be open to those classified at the level of medium or maximum security. In the year prior to application, the prospective participant must have been free of any findings of guilt by the court or the institution's disciplinary committee for assaultive behaviour toward staff, visitors or inmates; any disturbance within the institution; or escape or attempted escape. She must not have been charged with a felony that has been referred for prosecution; nor be housed in disciplinary or administrative segregation. Lastly, she must agree, in writing, to comply with MOLD visiting conditions and rules.

### Application Process

The inmate must obtain and complete an initial application form. This will be provided by, and returned to, her case manager who will verify and certify the inmate's eligibility with respect to custody status; conduct; legality of family relationships; and in the event of conjugal visits, family planning involvement. In addition, the case manager will request recommendations from probation and parole officers and, as appropriate, other staff and ensure that a copy of the application is sent promptly to the coordinator, known as the MOLD Sponsor.

The Sponsor will schedule interviews with the inmate and prospective visitors. During those with the latter, considerable

attention is to be given to security matters, particularly those relating to drugs - a term that is broadly defined.

As a part of the MOLD program, potential visitors are to be advised that they will need identification; that all packages and luggage destined for the MOLD area will be searched before and after a visit; and that personal property, such as money, will be locked up upon arrival. More specifically, such prospective guests are to be informed of prohibitions against such goods as radios; cameras; recreational and reading materials; toy weapons and things that might be perceived or used as weapons; and materials like towels, bedding and clothing that an inmate may not have in her possession.

During these interviews, particular attention is to be given to the health requirements of visitors. Information is to be sought on whether any medical conditions exist that may require staff consideration during the proposed visit and on whether the prospective guests are taking any type of prescribed or over-the-counter drugs. It is to be noted at this time, that vitamins, minerals, food supplements, and food substitutes are maintained, controlled and dispensed in the same manner as prescribed medication; and thus, as in the case of the latter, they must be clearly labelled, in their original containers, and turned in upon arrival for administration by clinic staff at appropriate times. Potential guests are also informed that a visit may not take place until their physician has furnished a written statement to the Clinic Supervisor covering the nature of any special arrangements required; the type of, and schedule for, medication; and the medical necessity for taking the specified items during the visit. It is also to be made clear during these interviews that visits will be terminated or visiting privileges will be denied if an undeclared medical problem requiring medication or special attention from clinic staff should come to the attention of correctional staff. Prospective visitors are required to sign acknowledgement forms indicating that they understand the rules.

Upon receipt of the results of the MOLD Sponsor's interviews, the case manager will forward a report and all the associated documentation to the Full Classification Committee for approval. In the event of successful applications, the MOLD Sponsor will be notified and the inmate and her visitor(s) will be added to the Master Family Visit Roster. If an application is denied, the inmate will be notified, in writing, of the decision, the reason and the date on which she may reapply.

If an inmate wishes to add other visitors to her approved MOLD visitors list, the above noted procedures must be repeated. The same applies if she loses but later regains her eligibility status.

Once approved for the program, the inmate may request specific dates for a MOLD visit. The first visit may not take place earlier than thirty days after application; nor may inmates apply for subsequent visits prior to the completion of a pending visit. Any day of the week, except those falling on major holidays, may be selected. It must be borne in mind, however, that if more than one family member is incarcerated at the institution, only one will be permitted a family visit on a given date. Moreover, priority consideration will be given to family crisis situations and circumstances in which distance or a visitor's work schedule limits visits. In the event of multiple requests for the same date and the Sponsor is unable to negotiate a resolution, a lottery will be conducted. Once dates are decided, the MOLD Sponsor will notify the case manager and, within seven days prior to the visit, the control staff.

Lastly, at least one week prior to the visit, the mother must submit to her unit supervisor for approval a menu and prioritized list of food. This is to be accompanied by her cheque for the upper limit of the amount that she is prepared to spend on groceries. The payment and shopping list will be forwarded to the Business Office for processing. There, the appropriate amount of her savings account will be frozen until her cheque is cleared. Once approved, shopping for these items may be done by volunteers or institutional staff the day prior to the visit. When the groceries arrive the unit supervisor and the inmate will be instructed to take them to the family unit.

During the visit inmates are not to be permitted to bring in items from the canteen, however, they will be allowed to buy things from there provided the purchases are pre-arranged, approved and the purchases are made prior to the visit. Such goods will be delivered by staff to the family unit.

At the end of visits, guests will dispose of, or remove from the institution, all remaining foodstuffs.

#### Participating Children

The number of visitors at one time will be determined by the current fire code and evaluations by unit staff and the MOLD Sponsor. Within these parameters, a maximum of three children will be able to visit at one time. Both natural and adopted children may participate, but daughters must be 15 or under and sons 12 or under. Unlike regular visits, offsprings under the auspices of MOLD do not require an adult escort. Normally, those children who are on probation or parole will not be allowed, however, the warden may permit exceptions if the child's supervisory authority agrees.

### MOLD Visiting Quarters

Family visiting takes place on the institutional grounds within a building which has an enclosed outdoor area. Normally, visits will be no less than 18 hours or more than 48 hours, however, exceptions may be approved by the Warden. Unless otherwise designated, check-in and out takes place at one o'clock.

The MOLD area is off limits to the general population and the mother and her family visitors may not enter or leave the designated space without staff escort.

Families are not to be disturbed during visits except for daily spot checks and general head counts. With respect to the former, inmates are to stand in the doorway, turning on porch lights to aid identification when necessary. In addition, once a day, with prior notification of MOLD participants, a staff member will do a walk through inspection to ensure the presence and well being of everyone.

Visits may be terminated and the inmate's eligibility for the program may be reviewed if the mother and/or her family visitors do not adhere to the rules. For example, visiting children must be accompanied by their mothers or an adult visitor at all times. Inmates and their guests are also expected to leave the visiting quarters in proper condition and inmates are responsible for ensuring that the living unit and the surrounding quarters are thoroughly cleaned.

### Evaluations

The Director of Mental Health will develop and maintain records on the use of the program, incidents, and assessments by staff and inmates; summaries of this data will be forwarded quarterly to the Administrative Team. Individual visits will be evaluated using a variety of methods, including pre- and post-visit interviews with inmates and visitors. The impressions of counsellors and other staff regarding problems, services and security concerns will also be sought. In addition, the Warden and the Administrative team will review, semi-annually, the program goals and objectives to be developed by the Sponsor.

### PARENTS AND CHILDREN TOGETHER (PACT)

#### SPRINGFIELD CORRECTIONAL FACILITY (SCF) Springfield, South Dakota

SCF arose as the result of a hotly debated decision to convert a local four year college into a prison. The former closed its doors in July 1984 and in November of the same year,

the prison opened. It is a medium security facility with a capacity for 418 men and women.

As noted in the 1988 ACA Directory, the primary goal of this institution "is to train and develop marketable job and job-keeping skills in an effort to help each inmate return to society with a realistic potential to become a responsible, self-reliant and tax-paying citizen". It is located in the South-East corner of the state on the former grounds of the University of South Dakota. The women's dormitory, one of the 27 buildings on the 65 acres, is sectioned off by a double fence. On 17 June 1986 SCF housed 49 women, plus 294 men who were screened from the South Dakota Penitentiary. Of the 49 women present on 29 May 1986, 32 were mothers. The average daily population in 1987 was 291 men and 64 women.

The institution is not accessible by public transport. While this is partially offset by transportation provided by local church groups, this feature, nevertheless, poses a particular problem for female inmates in that SCF is the only correctional facility for women in the state and, consequently, their children must be brought in from all over South Dakota. The time and cost entailed in transporting children were noted as two of the biggest factors inhibiting visits from them.

### History

After visiting the Nebraska Center for Women and viewing its MOLD program, Superintendent Lynne Delano introduced one patterned after it at the correctional facility located in Yankton. When initiated in 1979, this program allowed visits of five days duration but it was later modified to one that could take place during a weekend. In December 1984, the residents of this women's facility were transferred to Springfield where Lynne Delano became the superintendent of the new co-correctional facility. It took approximately six months to initiate the PACT program at SCF and its introduction attracted a lot of publicity.

With the approval of SCF officials, the name PACT was later adopted by FCI-Fort Worth for its Children's Center program. Apart from their shared name, the two programs are not associated.

The program description that follows is based on information received within the noted parameters of the survey. It is hoped, however, that in the not too distant future written material will be available that will not only augment the details presented here but that also encompass subsequent developments, strides and insights.

### Regular Visitation

Regular visitation, which is open essentially to all inmates who are not in detention, takes place on weekends and holidays from 11 a.m. to 3:45 p.m. in a building separate from the women's dormitory. One section, in which there are toys, can be used by visiting children and their parents. There are no restrictions on the age or numbers of visiting children and physical contact is permitted. On average, 30 parents and their offsprings get together in the main visiting area each month.

### PACT

One weekend each month is set aside for PACT visits. These run from 6:30 Friday evening until 4 p.m. Sunday afternoon.

### Eligibility

There are no eligibility criteria for PACT visits over and beyond those governing regular visitation. Nevertheless, PACT visits are regarded as a privilege and, if a mother's performance during one has been unfavourable, she may be denied future overnight visits.

Provided that their rights have not been terminated by the court, mothers who have a history of child abuse or neglect are allowed to participate under certain conditions. Usually, this involves starting the mother off slowly - allowing one child to visit at a time and working up to the rest.

Due to lack of appropriate sleeping quarters, overnight visits have so far been limited to the children of inmate mothers, each of whom has her own room. Expansion of PACT overnights to imprisoned fathers has been prevented by the need for two men to share each room. Nevertheless, if both parents are incarcerated at SCF, a father may be allowed to visit with his children during PACT weekends in the area described below.

### Application Process

Before participating in PACT visits mothers must sign a liability release form. In addition, they are encouraged to pre-plan activities for their children. This is not a requirement, however, because limitations on the coordinator's time may not make it possible for her to meet with each mother to go over these plans.

### Participating Children

There were no reported limits on the number of children who may participate in PACT. All boys up to the age of ten and girls up to the age of thirteen are eligible. With permission of

the Superintendent, boys older than ten may also join in. Special arrangements may also be made in advance for older children to spend a full day taking part in PACT activities, including meals. On average, six mothers and eight children are involved in PACT visits.

Upon entrance, children will be searched if staff suspect that they are carrying contraband. Once they get to know the mother, however, this security precaution can usually be waived.

#### Program Staff and Personnel

A volunteer from the community, who was recruited by correctional staff, acts as the program coordinator. She is in charge of scheduling visits, doing the administrative work and working with the women to plan activities for the children. She is assisted by two to three volunteers who run activities for the children during the PACT weekends. It was observed that attracting people to work on weekends can pose a problem in that this is the time when most want to be with their own families.

Correctional staff are encouraged to become involved with the program. In addition to providing supervision, as discussed below they fill out evaluations at the end of each visit.

#### The PACT Area

A playroom was created in the women's dormitory by removing a wall between two rooms. A carpet was laid and toys, which were donated by local service organizations and church groups, were added. Adjoining this area is a fenced-in outdoor playground. Equipment for it, including a swing set, was built in the carpentry shop by one of the female inmates. The cost for new toys and supplies is covered by the 50 cents per diem meal fee that mothers pay for each child. This space is used only during PACT weekends; all other visits are to take place in the main visiting area.

#### Supervision

There are rules that must be adhered to during PACT weekends. The main stipulations are that mothers may not use physical punishment and they must monitor their child(ren) constantly. The latter, it was noted, allows mothers to take responsibility for, and ensure the safety of, her children.

Under the supervision of their mothers, youngsters may mix freely with the general population. While initially there was some concern that they might irritate other inmates, experience suggests that the other women enjoy the interaction with children and often spoil them.

### Evaluation

At the conclusion of every PACT visit, staff complete evaluations that are later communicated to the mother. In these they note how the mothers interacted with their children. While they record any problems which they may have observed, they highlight the positive interactions. It was noted that this built-in opportunity to say something nice was well received by both staff and inmates.

### Related Developments

#### Parenting Education

Although not formally linked to PACT and noted to be still within the early stages of evolution, some parenting education opportunities have been offered to all inmates - parents and non-parents. At the time of the initial survey, family planning and prenatal and infant care instruction were offered, generally on a one to one basis, and support/discussion groups, which centered around PACT visits, took place. A volunteer therapist from the community, who used the concepts (but not the audio visual materials) of the Systematic Training for Effective Parenting approach, held group therapy sessions for the women. When she moved away, the institution sponsored its librarian to take summer courses to prepare her to teach parenting classes. She went on to conduct informal generic classes, which are offered each quarter.

#### Liaison

Institutional staff work with the Department of Social Services to arrange visits for children in foster care.

#### Nursery

Babies born to inmate mothers may reside at the institution for four to six weeks prior to their placement. They live in their mother's room where daily mother-child contact may be between 22 and 24 hours. During 1985, four newborns were in residence.

### AUXILIARY PROGRAMS AND SERVICES

From the discussion to date readers are already familiar with a number of services that directly or indirectly support the goals or specific objectives of a given child visitation program. To name but a few, transportation, accommodation, advocacy, parenting education, liaison, and social services are all areas in which help is provided. It was probably noted enroute that the number and range of such efforts appeared to increase as visitation programs, particularly children's centers, were introduced. In other words, the introduction of a parent-child visitation program may serve as a catalyst in the development of a wide variety of services.

As with earlier entries, all the initiatives described in this chapter took, or take, place in a correctional facility and involve(d) the efforts of members of the community, correctional staffs and/or inmate populations. What distinguishes the majority of programs and services within this section, however, is that they are not related to, nor did they emanate from, an established parent-child visitation program. They appear, however, to contain the seeds or hopes for such an eventual outcome. Thus, their potential evolutionary pattern would be the reverse of the above noted sequence.

Lest the reader be misled, it should be noted that the examples given are illustrative rather than comprehensive. Moreover, the above noted organizational scheme was abandoned with the final entry. It seemed to provide a more rounded discussion of auxiliary educative measures to include Twin Maples Correctional Centre's programs as the last entry at this point rather than at the first opportune moment, which would have been under "Prison Nurseries". Thus, its placement not only brings the discussion of institutionally-based programs full circle, but as will be seen in a moment, it provides a nice stepping stone to community-based programs.

Here the primary focus will be on educational opportunities, nevertheless, the discussion will open with a unique escort service introduced by the Service League of San Mateo County. This will be followed by four descriptions of learning initiatives. First, the Family Studies Seminar of the Vancouver office of the Elizabeth Fry Society of British Columbia will be in the limelight. Although the pilot project described was of relatively brief duration, it receives a rather lengthy write up because, with the accent placed on evaluation, it documented the process involved in a single initiative. This makes it a relatively rare project description and, although the full results cannot be shared at this time, sufficient quotations are furnished to outline the developments. Stepping to the fore next is a self help association of male inmates that arose in Tennessee - Parents in Prison. Using evaluation to guide its

efforts, education, including "home" study courses, is the primary vehicle employed to help inmate parents and their families. Next, attention turns to Purdy Correctional Center for Women, where avenues developed to provide parenting education and child care training that would enhance employment opportunities also include the provision of a nursery school for the community. The programs of Twin Maples Correctional Centre round out the discussion. Its emulation of Purdy's latter initiative, combined with its own additional measures to facilitate contact, take on a renewed interest as plans are being developed for a brand new institution nearby.

Nurseries, which in the first chapter devoted to programs offered within correctional institutions referred solely to places where infants reside, takes on another of its meanings here; it encompasses learning environments for preschoolers. It should be noted that community services that involve children, such as the nurseries of Purdy and Twin Maples, mean that they are subject to rules and regulations established by the appropriate federal, state, provincial, and/or municipal authorities. While an understanding of the requirements of licensing bodies and their implications is critical to anyone contemplating similar developments, they are not highlighted in the following discussion because the regulations vary so much from location to location and what may be germane to one may have no bearing on developments elsewhere.

#### CHILD ESCORT SERVICE

##### WOMEN'S CORRECTION CENTER (WCC) Redwood City, California

WCC is a county jail for women which houses around 120 inmates of all levels of security.

The Child Escort Service established at WCC with the help and support of the facility commander, Lieutenant Don Horsley, is a recent initiative of the Service League of San Mateo County. This non-profit organization, which is funded by county, public and private financial and in-kind donations, traces its origins to the '60s when it was set up to help adult offenders and ex-offenders in San Mateo County. It is overseen and assisted by a Board of Directors and an Advisory Board of professionals and other community volunteers.

In 1971 its Family Service Unit began working with families of inmates. As Susan Fishman and Candace Cassin noted on page 22 of their overview, "Programs within the Family Service Unit have changed over the years as the League has adapted to limitations imposed by financial and other factors". Thus, to ascertain whether Fishman and Cassin's 1980 observations were

still current in 1986, a summary developed on the basis of their report was forwarded along with the survey questionnaire. The Office of the Sheriff verified that when the new escort service was introduced in 1986, the Service League was still providing a range of family-related services to the jail system. A summary of these is presented below under "Other Related Developments".

### History

Contact visits at the Women's Correctional Center are restricted to immediate family members. Children must be escorted by an adult family member who has not been incarcerated during the last year. As a result, those who are accompanied by friends or ineligible family members (with whom they may be residing) are not permitted a contact visit with their imprisoned parent. Interviews with concerned inmates, who due to this regulation could see their children only through window visits, led to the establishment of the Child Escort Service in March 1986.

### Services

The Saturday morning Child Escort Service allows contact visits between mothers and their children under 12 who have no approved relative to bring them into the facility during regular visiting hours. These visits take place in "a calm setting", where there are books and toys and a window view.

Mothers who wish to participate in the service must fill out a "Child Escort Application". It is noted right on the form that such visits can be cancelled at any time by staff and that the applications, which require the signed approval of the facility commander, must be turned into the Service League by a specified day prior to the visit. In applying inmates are requested to note the names, sex and date of birth of their children under 12 and the name, address and phone number of the child care provider. It is the inmates' responsibility to contact the latter to explain that they (the child care providers) are required to get in touch with the Service League office prior to the specified deadline in order to arrange an appointment for this type of visit.

Prior to visiting, child care providers are told what is expected of them. This is well reflected in the following guidelines that also indicate a number of features of the service.

#### AGREEMENT WITH CHILD CARE PROVIDERS

THE FOLLOWING TO BE COVERED IN CONVERSATION WITH  
CHILD CARE PROVIDERS BEFORE THEIR FIRST VISIT,  
PROBABLY CONTACT WILL BE BY PHONE.

1. Children must be under 12 years of age.
2. Children must arrive 10 mins. before scheduled appointment.
3. One unexcused lateness or one no show will cancel the appointment automatically and escort service will not be allowed for three weeks.
4. Two cancelled appointments and inmates will not be allowed to use escort service again.
5. Children must be properly dressed (shoes, clean diapers, etc.) and may be subject to search before entering the facility.
6. Up to 4 children may visit during scheduled time slot which should last around 20 mins.
7. Escorts are not sitters!!! We expect the child care provider to be present when children are returned to lobby area after visit.
8. If children are abandoned they will be turned over to Child Protective Services. (emphasis in the original)

When contacted in 1986 this newly introduced service was described as being "on a very small scale" but there was a continuing call for appointments. Approximately five mothers and seven children were using the escort service each month.

#### Other Related Developments

The League provides various services to families of male and female offenders. Volunteers or Service League personnel interview new admissions to four county jails in order to ascertain their family situations and address specific concerns which they may have about their families' needs. Through their daily message program at the jails, the League members pick up and act upon written requests for family assistance. In some circumstances, other community agencies are requested to make home visits to the inmates' families. In addition, family counselling is available through supervised internship programs operating in conjunction with local colleges. League members collect and distribute toys to the children of inmates during the Christmas season and staff an information table in the lobby of the main jail during visiting hours. Emotional support, child care, arrangements for follow-up, and referrals to other agencies are also provided to visiting families.

EDUCATION

FAMILY STUDIES SEMINAR

LAKESIDE CORRECTIONAL CENTRE (LCC)  
Burnaby, British Columbia

At the time (1982-83) of the project to be discussed, LCC was described as a maximum security provincial institution for women. Generally holding about 50, it housed the largest concentration of female prisoners in the province. Their average stay was three months.

The Family Studies Seminar was a pilot educational project of the Vancouver office of the Elizabeth Fry Society of British Columbia, hereafter most frequently referred to simply as the EFS. It ran for four and one half months at the Lakeside Correctional Center in 1983.

History

On April 19, 1984 the EFS submitted its evaluation of the Family Studies Seminar to one of its sponsors, the Vancouver Foundation. The report, which was written by an unnamed Society employee, contained a wealth of detail about the process entailed in the evolution of this initiative. Thus, while there was press coverage (e.g. Elizabeth Godley's Vancouver Sun write up), it was the source of the description that follows.

As noted in the introduction to the evaluation report, in the late '70s and early '80s, those associated with the EFS's Vancouver office were "concerned about the separation of incarcerated women from family members and the many problems resulting from separation". While they were "not absolutely convinced that parenting training was the most important need, they hoped that the exploratory nature of a pilot study would at least make them better informed of the women's needs".

In early 1982 the Board and staff members of the Elizabeth Fry Society of Vancouver developed a proposal for a parenting program based on observations at the Lakeside Correctional Centre and Twin Maples Correctional Centre. After receiving encouragement in the summer of 1982 from Marie Peacock, the Director of LCC, the Society members submitted their proposal to the Vancouver Foundation and the Leon and Thea Koerner Foundation requesting funding for implementation of the project and its evaluation, respectively. Approval of the requests in October of 1982 resulted in grants of \$10,000 for the program and \$2,500 for its evaluation. With funding secured, attention turned to planning implementation and EFS members began to meet with correctional management staff and those at Douglas College who were responsible for educational programming at LCC. Recruiting

began in November but in order not to introduce a new service during the Christmas season commencement was delayed until January. The first class began on February 1st, 1983.

The relationship between mother and child and how to deal with the difficulties of separation from one's family upon incarceration was the original focus of the proposed parenting program. Then, as outlined on page two of the evaluation report, the objectives were:

1. To determine the needs of mothers presently incarcerated at Lakeside;
2. To design a parenting program based on the stated needs and on the experience of other innovative programs in prisons and community groups;
3. To increase the awareness of institutional staff regarding the fears children have of the institutional setting and visiting practices;
4. To prepare the mother and child for the adjustment to community family life once the mother has been released from prison;
5. To determine the effectiveness of the program on the family unit;
6. To evaluate each program unit;
7. To develop liaison with institutional staff in a positive manner in order to determine accurate statistics on the age and status of children of inmates; and
8. To determine the feasibility of incorporating it as an ongoing aspect of the programs provided at the Lakeside Correctional Centre.

During the initial planning stages, however, the focus of the program was modified. This change came about as a result of observations made by the Program Coordinator and meetings with LCC and Douglas College staffs.

Four important points arose during the October 1982 discussions with Lakeside staff. Three of these were captured on page four of the cited report:

1. the direct line staff at Lakeside had not been consulted about the Parenting Program

when the idea was first presented to the Director of the Institution prior to requesting funding;

2. the direct line staff stated in the meetings in October that the focus of the program, as outlined in the Parenting Program proposal, was too narrow and suggested that we broaden the program content which would be relevant to the needs of more of the women; and
3. it became apparent that the involvement of the children of incarcerated women was unrealistic inasmuch as not only was information regarding the children limited but also some of them had been made temporary or permanent wards of the Province and were now living in alternate family arrangements. To deal with the various aspects of the child's involvement in the program would require far more time than the 4 1/2 months allocated for this project.

A fourth critical factor observed at this time was that the current inmate population did not contain a high percentage of mothers.

Prior to a program focussing on parenting, it was the considered opinion of both LCC and Douglas College staff that it would be "more beneficial to engage the women in a group program by addressing the problems they were struggling with and frame the examples, exercises and discussions in the context of family".

The Program Coordinator, hired in January 1983, also shared her impressions and suggestions. These are sketched on page five of the evaluation report. Based on her perceptions of incarcerated women whom she had met who had expressed an interest in the program, she observed that most:

... had very poor experiences with their own parents. Most of their children were under the care of the Superintendent of Child Welfare, placed for adoption or with former spouses. The minority of women had relatives looking after their children with the plan to resume the responsibility for the care of their children once the women had been released from prison.

The overall attitude of the women regarding children was one of reticence. A great effort was being made by most women not to think about what

their incarceration meant for their children. Pain, loss, shame and an overwhelming feeling of sadness were daily visitors for the women who were also mothers.

She recommended that the project's name be changed from "Parenting Program" to "Family Studies Seminar" in order to reinforce the message that the approach to be taken was educational rather than therapeutic.

The new focus led to a change in program content and the final choice of title for the program. The goal of the "Family Studies Seminar" was to promote a greater understanding and appreciation of family relationships. It was hoped that through the group process participants would be helped to build their self worth, respect and confidence and this would help those who were mothers "to disclose more about what their children meant to them". As presented on pages 33 and 34 of the final report, although some of the original objectives (*i.e.*, #6, 7 and 8) were retained, the following were substituted for the earlier noted #2, 3 and 4):

1. To consider the affects of family life on the attitudes and behaviour of its members.
2. To teach skills which will promote greater awareness and appreciation of what happens in relationships.
3. To help group members feel more confident, secure and flexible in their family relationships and with other important people in their lives.
4. To prepare group members to deal with problems of readjustment to community and family life following release; and
5. To encourage group members to consider choices and alternatives to their former life styles.

#### Program Personnel

The program personnel consisted of a full-time Program Coordinator, a part-time Assistant Program Coordinator, a Program Evaluator, and an Elizabeth Fry Community Access Worker who was employed full-time by the Society. It was noted that while the first two had never worked in a prison before, the latter two were known to the staff and had developed positive working relationships with them. The Program Coordinator and her assistant were responsible for implementing and conducting the

educational classes. The Program Evaluator collected pre- and post- course information from the women attending the seminar and undertook the final evaluation of the course. The EFS Community Access Worker assisted the Evaluator by introducing her to the inmates, publicizing the program within the prison, gathering information about program participants, making research suggestions, and serving as a general liaison person.

### Inmate Participants

The program was open to all inmates. Prior to the introduction of each of the three sessions, the Community Access Worker introduced the Program Coordinator to the women. At this time, if a women showed an interest in the course, the Program Coordinator would explain the program to her and give her written information outlining such details as when it started and where it was being held. Following this, the Community Access Worker or the Program Coordinator would contact the women a second time to see if she was interested in participating. Women were able to sign up for each session until the end of the second class. In reviewing the program upon its completion it was noted (on page 37) that, "It would appear that although publicizing a new program is important, the presence of a person, in this case the Community Access Worker, who is known and trusted by the women is a far more important factor in introducing a new program to the women".

### The Program

As noted earlier, the Family Studies Seminar was a four and a half month pilot program. One month was devoted to preplanning and implementation, three months to classes, and two weeks to undertaking the final evaluation and write-up. Three courses, each one month and eight sessions in length, were held between 9 and 11 or 11:30 a.m. each Tuesday and Thursday. A space in the library (a trailer adjacent to the main building) was offered for the duration of the project by ACT II, a community organization which also provided programs at the institution. It was the location for the majority of classes.

Purposefully, the program content was preplanned and the format was fairly structured. Rather than didactic lectures, however, the emphasis was on group participation and discussion. Class size was to be held to 12. At the completion of the second class, participants were requested to make an attendance commitment. They were also asked to respect the confidential nature of the classroom discussions of sensitive issues. Topics included feelings; beliefs, actions and values; communication skills; anger; separation and loss of significant others; and goal setting and change. Films and role playing were used to further the educational objectives.

As discussed on pages 16 to 18 of the report, a lesson was drawn from an incident that arose three quarters of the way into the course for the second group of students. Initially, the positive potential of one session was perceived to have been reduced by the absence of four women. They had been "denied permission to attend the group due to a misunderstanding of the content of the program by institutional staff". As a result two participants dropped out of the program. For a while, during the third week of the course, it appeared that the program might have to be cancelled. Perhaps, ironically one of the sessions was devoted to a lecture and discussion on the "concept of communication" and the other, whose scheduled content could not be covered fully due to events in the proceeding one, was to deal with conflict resolution and problem solving. Hindsight proved to be of value:

In retrospect, this [situation] is viewed by some as an overreaction - a lesson to be learned. The incident which precipitated the crisis involved a misunderstanding of the nature of the program resulting in a Lakeside staff member blaming the program for upsetting a participant. Without a communication channel between program staff and institutional staff the incident took on unnecessary proportions.

From this incident arose suggestions for steps that might be taken in future programs:

1. establish a reliable means of communication with the institutional staff;
2. ensure that the institutional staff is well aware of content and format of the program; and
3. advise the participants that it is counterproductive for everyone if they involve themselves in institutional matters.

A total of 25 inmates signed up for the program and 19 completed a minimum of six classes. The average class size was six. One of the factors influencing attendance was the scheduling of appointments, a factor over which participants had no control. Information collected on 20 of the 26 women who originally showed up to take one of the three courses indicated that 11 did not have children, seven did and one was pregnant. A Certificate of Achievement was awarded to graduates by the EFS of British Columbia.

## Evaluation

Built in from the start were measures to determine if the course required modification, to ascertain whether objectives were met, to develop a participant profile, and to make recommendations for future programs. Each prospective participant was to be interviewed prior to the course to determine why she was taking it, her understanding of what the course would cover and her need for it. At the conclusion of each course students were asked to fill out satisfaction questionnaires. With the approval of the Director of LCC, the Community Access Worker gathered demographic data (age, education, birth place, occupation, family composition, substance use, previous criminal justice history) on the participants.

Evaluation was ongoing and even the measures used for gathering information underwent scrutiny. Illustration is furnished by the close attention paid to the reactions of inmates during the pre-course interviews by the Program Evaluator and the Community Access Worker. They noted, for example, that potential participants grew distraught when questions were raised about their husbands or children and a "no" answer might reasonably be interpreted as a means to avoid discussion of a specific subject. As a result of such developments, by the end of the first group informal interviews replaced structured ones.

Every step of the process was examined, en route and upon completion, to try to identify avenues for improvement. Such efforts included a comparison of the perceived differences and similarities among the three groups. For example, as outlined on pages 22 and 23, the latter included the following:

1. There was a strong need for advocacy, support for the women, e.g. letters of reference for parole, applications for courses and temporary absences.
2. There was a need expressed by the women to be treated with some dignity.
3. Women expressed their frustrations over the lack of control they have over their lives.
4. Women expressed their irritation with the lack of continuity in their environment - for example, changing shifts, constant readjustment to personnel [prison staff].
5. The women dealt more with depression in the group process than rebellion.

As a consequence of such ongoing evaluative activities, the submitted report contained a number of ideas to guide future activities should the necessary funding become available. For example, based on observations about how upset participants were with last minute classroom changes and perceptions of the idealness of the new settings (e.g. the gym) vis-a-vis the nature of the program, it was suggested "that a specified location ... be guaranteed for the duration of each course".

Throughout the report and its concluding observations, repeated emphasis was given to the need for a reliable direct means of communication between program personnel and institutional line staff. To ensure that the latter are well aware of the details and objectives of a program and given timely opportunities to contribute to it both in the planning and implementation stages, it was recommended that the process be formalized.

#### PARENTS IN PRISON (PIP)

Although the majority of parents who are incarcerated are fathers, the few programs which exist tend to focus on mothers. --- These programs and strategies developed for mothers are rarely viewed as appropriate for or needed by fathers. \* \*  
\* Little is known ... about the parenting practices, problems or attitudes of imprisoned fathers. (Hairston and Lockett, p. 475, p. 472)

#### TENNESSEE STATE PENITENTIARY (TSP) Nashville, Tennessee

The Tennessee State Penitentiary is a tri-level security institution with a rated capacity of 1,185 men. In 1985, the average number was 1,512.

Inmates are allowed two visits a week. Two hour long visits in the evening may take place in the visiting gallery where contact is permitted. On Saturdays and Sundays, during the day, four hour visits in the picnic area are allowed all prisoners except those classified as maximum or close custody security. There are no limits on the number of members of the immediate family who may visit, however, all children under 18 must be accompanied by an adult.

The Parents in Prison program and its early history were written up in a 1985 publication by Cressie Finney Hairston and Patricia Lockett. Both university professors were members of the PIP Advisory Board, Lockett being its chairperson at the time. In the discussion that follows, their article was used as a reference, particularly for the early history and overall

structure; it was augmented by responses to the survey questionnaire and an undated overview forwarded by PIP.

### History

Parents in Prison is an inmate association, which its overview indicates, is "based on the belief that all parents, incarcerated or otherwise, want their children to have a better way of life". Originating with three TSP inmates who submitted a proposal to the prison administration for a parenting educational opportunity, an association arose to assist parents to maximize their potential to fulfill their desires and responsibilities pertaining to their offsprings. The goal of members is to become better fathers despite incarceration. The hope is that through parenting education and auxiliary measures, basic parenting knowledge and skills will be enhanced so that inmates and their families may be better able to deal with child rearing during imprisonment and to minimize problems related to the resumption of family life upon release. Established in 1981, with the assistance of the Nashville Family Resource Center, the PIP organization, which is open to the entire prison population, offers educational programming designed to assist parents in recognizing, accepting and fulfilling their parental responsibilities.

### Overall Structure

Parents in Prison is a volunteer inmate organization officially recognized by the Tennessee Department of Correction. The association and its program is run through a Central Coordinating Committee composed of inmates. Its functions and those assumed by community and correctional members were succinctly captured on pages 473 and 474 of the above cited publication.

The Committee initiates, plans, coordinates and implements all program activities, recruits volunteers and program participants; disseminates program information; develops resource materials; identifies new service needs and evaluates program achievements.

An advisory board consisting of representatives of community organizations and other interested individuals serves as community sponsor. The board provides guidance in setting program priorities and developing program plans, obtains resources from community agencies and groups, meets with Department of Correction administration and others on behalf of Parents in Prison, and disseminates information about Parents in Prison activities and prisoner-family needs.

The institutional sponsor, a Department of Correction staff person, has major responsibility for coordinating and facilitating all matters internal to the prison. The institutional sponsor assists the committee in processing requests to the prison administration and in handling organizational funds. He/she obtains prison resources needed to carry out activities and facilities community volunteer visits and correspondence.

### Program Components

Parenting education, informed by evaluation efforts, is the primary vehicle by which PIP members attempt to achieve their goals. In addition, however, its members are also involved in arranging for transportation, accommodations and family events; technical assistance; and outreach activities.

#### Parenting Education

Evolving from a single "mini" parenting course, within three years Parents in Prison offered four major parenting educational avenues. Classroom courses, each eight to nine weeks long, are taught by trained volunteers. Open to those preparing for return to their families, several times a year three courses ("Understanding Your Child", "Workshop on Stress" and "Communicating with Your Child") allow for structured group interaction. A continuing series of home study courses are also available. Four sequential correspondence courses, open to all, including those in segregation, offer weekly lessons. Designed to assist the incarcerated parent in improving parent-child communication and in coping with stress pertaining to parenting, these home study lessons can be completed at an inmate's own pace during free time. Hairston and Lockett noted, on page 475 of their report, that "The unique factor ... is that it [PIP] has developed this ['time tested education model, home study courses'] including procedures for recruitment, dissemination, and evaluation for use within the prison setting". Monthly events, featuring guest speakers and formal recognition of graduates of parenting courses and volunteers' contributions, are arranged and are open to the general inmate population. Follow up activities to these two hour long occasions are planned to allow participants an opportunity for informal free discussion in order to relate the topic of the speech to their own lives.

Attendance and results of evaluative efforts were also presented on page 475 of Hairston and Lockett's article.

Over 400 inmates have successfully completed home study and/or classroom courses and have

demonstrated, through formal course evaluation procedures, increased knowledge of child development and positive parenting techniques. Two-thirds indicate that they have shared the course materials with family members and other inmates and over 90% state, in post-course evaluations, that the courses have been very beneficial to them. The monthly events are well attended and often generate interest in program components requiring more commitment.

Institutes such as Yale University Bush Center for Child Development, the National Center for the Prevention of Child Abuse and the National Legal Resource Center, which are concerned with prevention and treatment related to child abuse and neglect, have recognized it as "an innovative and promising service model".

In closing their review, the cited authors emphasized on pages 476 and 477 that the full potential of the PIP model that is "so heavily dependent on inmate leadership and participation and prison administration support" and "reliance on a volunteer structure and [a] limited budget" might not be realized without auxiliary developments. Among these were:

- finding resources to disseminate write ups of such documentation as the service delivery model, course materials and organizational bylaws;
- replication of the program in other settings where the program development process would be fully documented; and
- objective assessment of the program and each of its components with respect to specified objectives and its differential impact on attracted inmates with "diverse racial, religious, educational and philosophic backgrounds".

#### Transportation, Accommodations and Family Events

Members of Parents in Prison, in conjunction with Reconciliation, a religious organization which works with prisoners' families, arrange for transportation of offsprings to the institution and assist parents in finding inexpensive accommodation for visiting children.

Those in PIP have also been involved in preparing for such events as summer picnics and an annual Christmas party to allow for informal settings in which family cohesion and support may be experienced.

### Outreach and Technical Assistance

In keeping with the association's stress on education, the dissemination of information is an important PIP activity. Members have arranged for book displays within the institution and distributed free pamphlets on parenting. In addition to their work within Tennessee, they have answered program information enquiries from at least 21 other American states and in response to a request from the Corrections Department of Western Australia they forwarded a "starter packet".

### Related and Future Developments

It was noted that work had begun on introducing PIP chapters in other Tennessee institutions, cell by cell efforts were underway to collect pertinent data on inmate parents and their children, and a proposal was being developed to obtain authorization to lead games and activities for children in the picnic area on weekends.

### PURDY NURSERY SCHOOL

#### PURDY CORRECTIONS CENTER FOR WOMEN (PCCW) Gig Harbor, Washington

Opened in 1970, PCCW is a tri-level security institution with a reported normal capacity for 171. On January 1, 1986, there were 206 women. A study of medical admission records completed prior to May 1986 showed that 75% of the women entering the institution had children and at the time of admission eight percent were pregnant.

Visitors are permitted one evening and one daytime visit each week. Children, who must be on an inmate's approved visitors list and be accompanied if they are 18 or under, may come during general visiting hours. The two hour visits take place in the general visiting area where contact is permitted. In addition, there are opportunities for overnight and special visits which are described below. In the Spring of 1986, it was reported that in any given month attendance involved 25 inmates and 40 children during the day and 19 inmates and 27 children during the evening hours.

With funding from the Law Enforcement Assistance Administration of the U.S. Department of Justice, in 1979, Phyllis Jo Baunach availed herself of the In House Research Program sponsored by the National Institute of Justice of the U.S. Department of Justice to take a year's leave of absence from her regular responsibilities to conduct a research study of her own. Inmate parent-child programs at Purdy provided one focus of her endeavour. "Mothers in Prison", published in 1985, presents the results. Although as Baunach noted on page 13, her "study

was intended to provide a descriptive analysis of programs to generate, rather than to test, specific hypotheses", her detailed look at the program, its process and participants yielded much useful information. It was a particularly helpful resource here with respect to writing up the early developments pertaining to Purdy's initiatives.

### History

The history of the Nursery School established in October 1975 may be traced back to an informal survey of PCCW residents in 1971 that revealed that 85 percent of the residents at the time had children and wanted to develop their parenting skills. With this in mind, in 1972 the home economics teacher and the principal of the school at PCCW initiated plans that eventually resulted in the Nursery School. They not only wanted to meet the inmates' desires for increased understanding of children, they wished to do so in a setting that would provide a learning opportunity in which inmates could acquire practical experience that would aid them in obtaining future employment. Thus, they developed a program that combined parenting education with a practicum that could be served in a nursery school.

Since PCCW opened, there has been a three month child development course in which inmates could gain first hand knowledge of preschoolers. Part of their studies involved recording observations about specific children with respect to each topic covered. While students initially worked with youngsters in nearby day care centers, this avenue was not open to those ineligible to leave the institution. This, plus the just noted nature of assignments, prompted the development of an on-site nursery school.

The planning process took two years. In order to meet standards, a number of physical alterations had to be made. For example, a bathroom for children had to be constructed and an door opening on to the outside fenced-in play area had to be installed. These types of modifications, noted Baunach, required difficult to obtain clearances at several levels of authority.

In September 1974, a year before the school opened, PCCW received federal funding via a Title I Elementary Secondary Education Act grant of approximately \$19,500. By ordering toys and equipment, assembling furniture and decorating the school room, the inmates added their contribution.

The Nursery School began as a cooperative venture between PCCW, Bates Vocational Institute (which had already started a network of parent-cooperative schools in the community) and the local school district. Until 1979, the latter was responsible for PCCW's educational programming for inmates, however, this was assumed by the Department of Corrections upon administrative

changes that year. Subsequently, the Department contracted with Tacoma Community College to provide courses and teachers.

In mid-1978, a departmental policy change also influenced the parent-child initiatives at Purdy. At this time, events off the institutional grounds were restricted to minimum security inmates with the result that formerly eligible medium security prisoners could no longer participate. The impact of this decision on the Nursery School and the informal Foster Care Placement program are noted below.

Over the years, observed Baunach on page 86 of "Mothers In Prison", the parent-child initiatives at Purdy were guided by "One basic premise ... that parenthood is a responsibility rather than a privilege".

### Overall Structure

#### Program Personnel

The Nursery School is coordinated by members of the Bates Vocational Institute who work in conjunction with the staffs of Purdy and Tacoma Community College.

As part of its agreement, Bates provides three program personnel. The Child Care Coordinator is responsible for the program content and overall coordination. A nurse and a counsellor sit in daily on nursery school sessions.

The Nursery School Coordinator and the Home and Family Life Instructor are hired and paid by Tacoma Community College to run the nursery school and the parenting education program. The salaries of these two part-time personnel are covered under the Department of Corrections' overall contract with Tacoma College. Although hired by Tacoma, the Nursery School Coordinator's work is overseen by the Bates-employed Child Care Coordinator who bears overall responsibility for the nursery school. As required, Bates personnel also provide in-service training for the Nursery School Coordinator with respect to the parenting and child care issues that she covers in her monthly meetings with the children's parents.

The Child Care Coordinator visits the school once a month and meets with the nurse, counsellor, and Nursery School Coordinator to review operations and developments in the school.

#### Inmate Aides

Two inmates are employed as teacher's aides. To be eligible they must be enrolled in, or be graduates of, a related educational course. Candidates, who must go through the screening process for all applicants to pertinent educational

opportunities (described below), must apply in writing. The selected inmates are paid through Purdy as part of their institutional inmate employment program. They are involved in some aspects of planning, particularly if they have a specific interest, but the overall work and the associated course are planned by their teacher in conjunction with the Child Care Coordinator.

Subsequent to the 1978 decision to limit visits off the institution to minimum security inmates, the number of inmates who may take part in nursery school field trips was reduced. It was noted in 1987, however, that this policy change has not reduced requests by the youngsters to have aides, eligible or not, join them on these outings.

For a discussion of the process in 1979, the 47 aides during the first four years of operation, and inmates' perception of this employment opportunity, the reader is referred to pages 89 to 93 of Baunach's report.

### The Cooperative

The school is run as a community parent-cooperative. Parents who have children enrolled in the program are expected to be actively involved. For example, they help to supervise activities, arrange outings and provide juice and cookies.

They are also expected to attend meetings/parenting education classes once a month and they are requested to attend at least eight of these per year. These planning and educational sessions are held during class hours so that parents do not have to arrange alternative child care. Between meetings, their president undertakes to liaise between the parents and the school.

Over the years costs have inevitably risen. During the Spring of 1979 when Banauch was collecting data, parents paid \$2 toward liability insurance. The reported 1987 charges were only slightly higher than those of 1986, but they were a cut above that for 1979. Parents paid an enrollment fee of \$13 to Bates Vocational Institute. In addition, they paid a \$5 annual registration fee and \$20 a quarter to the institution to cover supplies. Consequently, the total cost from October to June (no summer session) was \$78.00. The parent cooperative also contributes toward supplies and refreshments.

### Purdy Nursery School

The school accommodates 24 students and almost from the start, children have been recruited by word of mouth. For a short time, the program was advertised in local newspapers, but, this quickly became unnecessary. Apart from being listed in the

Bates Vocational Institute calendar, the school is not advertised.

The PCCW Nursery School is run in three semesters, starting in the Fall and going through the Spring. In October 1987, it was noted that the nursery school was open Tuesday through Friday for approximately two and a quarter hours each morning (Mondays are set aside for a separate educational program for community parents and their babies, which is described below).

Two groups of children attend the nursery school twice a week. Each of these groups consists of twelve children, ranging in age from three to five years.

Starting in 1986, the Purdy Nursery School, in conjunction with the local school district authorities, offered a program for youngsters with identified emotional, physical or intellectual needs. Within the context of the school, these children from 'special education' programs are integrated into regular ('main stream') classes. In 1986 two of the special needs children participated and in 1987 there were to be six such students. They are transported to Purdy by the district school bus on Wednesdays and Fridays. Participation in the cooperative and attendance at meetings is expected of their parents.

In 1987 a new program was initiated for pre-nursery school children and their mothers. Sponsored through Bates, on Mondays, the Nursery School Coordinator teaches young mothers about babies and toddlers. The classes are held in the school and the inmate aides assist with the infants.

The Nursery School is closed to the general inmate population; it is, however, open to inmates cleared for the related educational programs. They may use the school during operating hours to visit with their children and their accompanying guardians. Mondays are for babies and toddlers and Tuesdays through to Fridays are for children between ages two and six. In mid-October 1987 it was noted, however, that not many inmate mothers (perhaps three a year) avail themselves of this opportunity.

#### Child Related Education

Quarterly, on a rotational basis, three courses, which allow students to earn credits toward a college degree, are offered. Three credits each may be gained from the "Parenting Skills" and the "Positive Parenting" courses and five may be obtained upon successful completion of the one devoted to child development. All three courses have a practicum component which is generally completed in the Nursery School lab sessions. In order to graduate, those inmates who are not cleared to take

their practicum in the school must undertake other assignments designed by the teacher. During the summer semester, when the Nursery School is closed, other assignments are substituted for the practicum component.

The classes are a combination of rap sessions and lectures. They are all taught by the Home and Family Life Instructor, Jan Walker. "Parenting Skills", which involves the STEP format with suitable assignments, is offered as the introductory course. "Positive Parenting" is designed to address problems faced by parents separated from their children. The text for the course, "Parenting From A Distance", was developed by the aforementioned instructor. The child development course is based on a high school level text book that focuses on young children. Consequently, it is augmented with discussions and materials related to the development of older children. At the end of each class Walker puts aside time to do individual counselling and to help inmates with specific problems such as assistance with legal documents and letters pertaining to their offsprings.

The parenting educational opportunities are available to all inmates at PCCW. Timetable flexibility is used to respond to the various sentence lengths and schedules of inmates. For example, inmates may be permitted to join classes mid-term. In these cases, the instructor will help them to try to catch up or allow them to work halfway into the next session to complete the course. Fifteen to 25 inmates participate in each class. In addition, it was noted that end-of-the-class discussions may be joined by those in the sewing group which also meets in the room formerly devoted to home economics.

### The Practicums

With the exception of those who lack security clearance, all those taking the above noted classes observe or participate in nursery school activities once a week to complete the practicum component of their course. In addition, as earlier noted, two inmates (who are enrolled in, or graduates of, these classes) work part-time in the school as teacher's aides.

Participants in the parenting classes must be cleared before they can become involved in the nursery school practicums. The screening process is initiated upon enrollment in the parenting classes, at which time the names are reviewed by the class instructor and the nursery school teacher. The list is then sent to the counsellor and unit supervisor for supporting assessment and recommendation. Final approval rests with the Superintendent. For those women who are not cleared, the class instructor plans alternative projects.

## Related Developments

### Classroom Text

Jan Walker has also written the recently published "My Relationships, My Self". It is the "text-workbook" for a class she teaches at PCCW on interpersonal relationships and self-esteem.

### Private Family Visitation

Since 1979, Purdy has had a family overnight visitation program which takes place in a mobile unit on the grounds of the institution. Eligible inmates have been able to have one overnight visit per month. The maximum length has been variously reported as 48 or 72 hours.

To be eligible an inmate must have been incarcerated for at least six months; be classified as "restricted minimum" or medium security; not be in segregation; and be infraction free, with no escape or attempted escape for one year prior to application. Preference is given to inmates involved in family counselling or family planning classes that are covered in a family relationship course. In addition, private family visitation is treated as a special visit, therefore, approval must be given by the inmate's unit supervisor. Accepted inmates must agree in writing to the rules of the family visiting program and prior to such visits they must order and prepay for groceries. Visitors and their belongings are subject to searches for a list of prohibited items.

### Special Visits for Inmate Parents with Children

With the approval of the appropriate unit supervisor, inmate mothers may arrange to have their children visit them for a day. The child(ren) must be accompanied throughout the visit by a non-incarcerated parent or guardian. Such special visits take place between 9:00 a.m. and 4:00 p.m. in the regular visiting area or in the day room of the close custody unit.

A number of survey participants defined "special" visits as institutionally controlled events that are not regularly proffered by institutional authorities. They are permitted on a case by case basis as circumstances warrant and, thus, are not generally perceived as "a program" or an avenue that affects many. It may, therefore, be of interest to share Baunach's observations on page 94 and 95 of her report.

In sum, special visits are an important way in which inmate-mothers stay in touch with their children during incarceration. However, less than one-third of the mothers interviewed at [PCC]

enjoyed any special visits, mainly because they could not arrange transportation for their children to the institution. Relatively few mothers did not want their children to visit them for a day at a time. Of the mothers, who had special visits, slightly less than half had them on a regular basis. These data suggest that, given the opportunity, mothers in prison want to spend time with their children. But practical considerations such as transportation or distance from the prison often preclude these visits.

### Foster Care Placement

In the first phase of the survey, a number of program summaries, based primarily on Baunach's 1985 publication, were forwarded to the institution along with a questionnaire. The staff there not only completed the latter but they generously retyped the summaries to ensure their accuracy and currency. Their efforts were helpful in developing the foregoing passages and providing information on a subject that turned out to be one of the most active areas of concern to other survey participants.

Foster Care Placement, initiated in 1972 and funded by the state is not a formal program; rather it is a collaborative effort of institutional staff and child care workers from the Department of Health and Human Services. Inmates who desire to have their children transferred closer to Purdy may consult with their counsellors who, in turn, will refer their request to the Center's social worker. The latter then confers with a local child care worker who will visit the mother. At this time, the feasibility of the request is discussed and, if it is a viable option the case worker will attempt to find appropriate foster parents. Consultation with legal assistance representatives is also available.

When the program began, incarcerated mothers, accompanied by an institutional counsellor, were allowed to visit with their children in the foster home. With the 1978 change in policy that restricted external visits to minimum security inmates, the number who could participate was reduced.

The continued viability of this informal 'program', which lacked visibility due to the absence of a director, staff or a 'line item' budget entry, was credited by Baunach to all those involved. Just by way of illustration and without in anyway reducing the acknowledged efforts of others, reference may be made to page 116 of Baunach's report where she observed that, "Institutional staff and caseworkers initiated the program over and above their routine workloads and have sustained this effort for the past decade".

The research undertaken by Baunach indicated strengths and weaknesses. For example, interviewed parents reported that they had been able to spend more time with incarcerated mothers than biological mothers of other children they had fostered. They also helped to identify perplexing and troublesome coordination and communication problems (e.g. differences of opinion about child rearing and feeding practices and the demoralizing and frustrating effect of last minute and/or unannounced changes in visitation opportunities). Measures to ensure sound communication were seen as the key to resolving such difficulties.

TWIN MAPLES FAMILY DAY CARE CENTRE

TWIN MAPLES CORRECTIONAL CENTRE

Maple Ridge, British Columbia

The Twin Maples Correctional Centre is a minimum security, co-correctional, provincial institution. It is within a rural area about an hour and a half drive from Vancouver.

On March 4, 1986, there were seven men in residence. All were 40 years of age or older and none was an expectant father. Six responded to questions from staff about the number of children they had (see below). Of these, three were single parents; one being a widower and two being divorced. On the same date, the inmate population included 28 women of whom 19 were mothers. The number of children ranged from one to nine (see below). None of the children of these incarcerated mothers and fathers was in foster care.

Number of Children

<u>Number</u>	<u>6 Fathers</u>	<u>19 Mothers</u>
9	-	1
8	-	-
7	1	-
6	-	1
5	1	-
4	1	-
3	-	3
2	2	5
1	<u>1</u>	<u>9</u>
Total	21	43
Range	1 to 7	1 to 9
Average	3.5	2.5

As earlier noted, Twin Maples' programs and services to facilitate contact between inmate parents and their children might have been written up in this report within more than one

context. For example, they might have found a home in the first section which was devoted to the high interest area of live-in nurseries. However, augmentation of this program by an institutionally-based day nursery for the community reflected the increasing attention to the interactive potential of community and correctional resources. Thus, final placement was decided by the fact that Twin Maples programs not only rounded out the discussion of 'auxiliary' services but they also provided a stepping stone to the next major section of the report, which turns attention to community-based programs and services.

### History

The Twin Maples Family Day Care Centre was developed by the local Director, Pat Drew, after visiting the Nursery School at Purdy Corrections Center for Women. The idea complimented other programs, as well as providing a service to the community that the local health nurse had identified as needed. Other than building a fenced-in play area behind the Centre, extensive modifications were not required. Upon completion of this work, neighbours and day care center operators were invited to Twin Maples to hear and make suggestions about the program. It was reported that the response was positive and people were very helpful in sharing their ideas and making suggestions for improvement. The licensed Centre was opened in January 1981.

### Overall Structure

The Director carries overall responsibility for the Centre, including selecting the inmates who will work there.

Two inmates are appointed to supervise the Family Day Care Centre. In order to work there they must have child care experience and/or training, or demonstrate an aptitude for working with children. There used to be an arrangement whereby inmates could obtain a degree in child care and development, however, the course is no longer offered at the local college. Other factors which are considered include the inmate's grooming and the length of sentence. It is considered preferable to have inmates who are serving longer sentences because children need consistency. Moreover, their parents need to feel comfortable with the caregiver and it takes time to develop rapport. So far, men (who are relatively new to this formerly all-female institution) have not been considered for employment in the day care center.

### The Family Day Care Centre

The Centre is located in a separate building that has been set aside for children on the grounds of the institution. It has an adjoining, enclosed outdoor play area and it is in close proximity to the facility's farm, where program personnel take

the youngsters each day. It is open to preschoolers of all ages from 7:00 a.m. to 6:00 p.m., Monday through Friday. At the time of the survey the cost to the parents was \$8.00 per day and \$4.00 per half day. The Centre can accommodate around five children and generally, there are three to six enrolled at any given time.

The number of inmate personnel in the Centre varies according to the number of children who are enrolled. For example, if there are only two to three youngsters then one inmate will supervise; if there are four to six, two will do this. They work in the Centre as a regular job but they are paid slightly more than those engaged in other institutional employment. (At the time of the survey, they earned \$8.00 per day or \$10.00 if they had a certificate).

Children are generally recruited through ads in local newspapers, but alternative methods have been used. For example, one year flyers were distributed. People who are interested in using the service but concerned about its location are invited for tea to talk about the program and view the facilities. Parents are requested to visit the institution and meet the caregivers before they enroll their children.

The Centre generates monies sufficient to pay for the salaries of the two program personnel, liability insurance, and soup and milk for the children. Maintenance costs are covered by the institution.

The Centre proper is not open to the general inmate population during the day from Monday through to Friday. It may be used by them and their children, however, during regular visiting hours on weekday evenings and weekends. In addition, mothers whose infants reside at the institution may leave their children in the Family Day Care Centre when they have to leave the institutional grounds. Children and grandchildren of staff also may use the Centre.

#### Related and Future Developments

##### Babies in Prison Program

Twin Maples' prison nursery was initiated in the early '70s when, Clarice Harkley, a member of the John Howard Society, brought the request of a pregnant inmate to the attention of the Director of Institutional Services for the Attorney General of British Columbia. She wanted to be allowed to keep her baby with her while she served her sentence. After considering possible options, the Twin Maples staff were approached and they agreed to take the mother and baby. Since that time, the live-in nursery has been an integral part of the institution.

Mothers may have their infants at the correctional center until the child reaches the age of two. Three single rooms, each accommodating one mother and her baby, have been set aside. Single rooms are considered important so that children's routines can be established. Mothers and babies are together 24 hours a day and between 1973 and 1985 over 70 pairs participated in the program.

Pregnant inmates are given weekly medical examinations and they are encouraged to attend pre-natal classes in the community. Babies are delivered at a nearby local hospital. Post-natal care is planned with the case manager and the mothers and their infants are regularly visited by the public health nurse. A community access worker, who is associated with the Centre, takes participants into the nearby town for the pre-natal classes and activities for mothers and their young children.

Eligibility for the program is contingent upon a number of criteria:

- the children must be two years of age or younger;
- the mother or mother-to-be must receive a favourable evaluation with respect to her physical and mental health by Twin Maples' staff and must have no involvement with drugs;
- she must have expressed both a desire and ability to raise her child herself;
- she must understand that at two years of age the child will be placed in a home of her choice, for example with a family member or in foster care; (if her parole hearing is imminent or the end of her sentence is within a three month period, however, an extension may be considered); and
- approval from the local director of the Corrections Branch must be obtained.

A baby may be removed if the mother is involved with drugs, caught with contraband or cannot manage her child. There have been four or five instances where this measure has been taken.

The institutional staff look to the mother or father for the monthly cost of maintaining the infant; reported by M. Koehler in 1985 to be \$200. If the mother has no income she may apply to the Ministry of Human Resources for social and medical assistance for the child. If the father is living in the community and working, he will be requested to pay.

### Special and Extended Visits, including Overnighters

Visiting children are those who are 15 or under; once they turn 16 they are "cleared" as adults. Regardless of age, regular visiting opportunities allow for two hour visits during four daytime and four evening periods per month. Beyond this, however, avenues have been developed for other visiting opportunities.

Special visits of two hours duration could, for example, be allowed once a month for an entire family, regardless of the numbers involved. They could also be arranged if the children's escorts were unable to come for evening visits. For them, as well as parents of children who live at a distance from the institution, visits could be scheduled at times mutually convenient to institutional staff and the escorts. In addition, for eligible prisoners of 'long distance children', a temporary absence pass could be arranged for daily visits off the grounds or for extended visiting time within the institution.

A maximum of two, weekend, overnight visits, lasting from Friday to Sunday evening, are also available to eligible inmates and their youngsters aged six or under. Eligibility criteria include satisfactory institutional performance, being free from drug use, and favourable assessment of sincerity of interest and ability to care for one's child(ren) within an institutional setting.

### Evaluation

One of Pat Drew's goals was to have the programs offered at Twin Maples objectively evaluated. A first step in this direction was taken in 1985 by Linda MacLeod who was engaged during the early stages of this continuing research effort to produce a 'state of the art' report on North American programs and services to facilitate contact between inmate parents and their children. After outlining the Nursery and the Family Day Care Center, she indicated (on pages 44 and 45) the type of reservations that had been raised about replicating the programs in other settings. Her observations contain a number of leads for future research possibilities:

There is widespread agreement in the criminal justice community that this [the Nursery and the Family Day Care Center] is an excellent program, but workers at this and other institutions and community contacts pointed out the fact that Twin Maples is a minimum security institution and it has an exceptional physical ambience which may contribute greatly to the success of the program and reduce the potential to apply this model directly to other institutions. Some curiosity was

expressed regarding the attitude of inmates to parenting courses, jealousy among other inmates with older children who are not eligible for the program, how fully the limit of three children in residence at one time meets the demand, and whether the initial evaluation regarding mental health could exclude some of the most caring mothers since they may be most likely to be occasionally distraught. Some contacts also questioned whether we need institutional programs for minimum security inmates and their institutional programs for minimum security inmates and their children, or whether we could more profitably look at expanding residential programs for inmate mothers and their children.

### A New Institution

Plans are underway to transfer Twin Maple's inmates to a new institution that will be built in Burnaby, British Columbia. While developments are still in the planning phases, it may be assumed that the programs and services to facilitate contact between inmate parents and their children will necessarily be influenced by the new urban location and thoughts about its physical features and program components. Like the new institution to be built within Saskatchewan, planners are cognizant of concerns pertaining to children and in both locations the insights and ideas of governmental, institutional and community people are being sought.

In that early ideas for the Burnaby institution included a dog training program, those who believe that animals have an ameliorative role to play in exposing participants to both unconditional love and responsibility are particularly keen to hear the details of its possible implementation and evaluation.

During the same timeframe as ideas were being formulated for the new institution, Pat Drew retired.

### PROGRAMS IN TRANSITION

As a number of readers will probably have already noticed, it is not uncommon for more than one program to be introduced into an institution over time. This may occur for a variety of reasons, for example, changes in leadership, resources, objectives, and/or target groups and their needs. On the other hand, these critical features may remain relatively static but actual experience may suggest to one or more parties the need for modifications or a complete change in orientation. Lest one risk "throwing the baby out with the bathwater", it is important to note that in the latter circumstances, the approach, itself, may not be questioned but rather particular features or components of its actual operation. Because evolution appears to be a constant feature of the majority of programs encompassed by this survey, it seemed to demand a section that focused attention on this aspect. Here, just by way of illustration, one series of events and programs that took place over the course of two years is discussed. They reflect the bridges being built between institutional and community resources and, thus, not only demonstrate a detectable trend in recent parent-child initiatives, but serve as a link between the two major units of this report.

In this presentation, reference will be made to two correctional institutions (Bayview Correctional Facility, Parkside Work Release Facility), two organizations (Single Parent Resource Center Incorporated, Family Dynamics Incorporated) and four program initiatives (the Bridge Parenting Program, Bayview's Interim Children's Program, the Educational and Prevention Program for Development of Parenting Skills, and Bridge Transition). Each of these programs and their histories are discussed in the order of their development.

### BRIDGE PARENTING PROGRAM

#### BAYVIEW CORRECTIONAL FACILITY (BCF)

New York City, New York

BCF is a minimum-medium security institution with a normal capacity for 178 females. On January 1, 1987, there were 187 women.

The Bridge Parenting Program was developed by the Single Parent Resource Center (SPRC). This community organization, founded in 1975, provides counselling and referrals to single parents, many of whom are poor and working class women who are raising children alone. The originators drew upon their experiences in dealing with this clientele while aiming to develop a program that would address the particular circumstances of incarcerated women.

Individuals released from institutions are often ill-prepared for the avalanche of decisions and problems that await them. Particularly for women who have been incarcerated for extended periods of time, a supportive, structured group program which anticipates and prepares them to move from institutional life to independent living is essential.

Under contract with the New York State Correctional Services, in 1986 SPRC initiated the Bridge Parenting Program at Bayview Correctional Facility. It encompassed regular weekly workshops to help inmates prepare to re-enter the community and to enhance their parenting skills, a child visitation program to foster mother-child relationships, and a post-release program to assist ex-inmates upon their departure from BCF.

### Overall Structure

The Executive Director of SPRC, Suzanne Jones, carried overall responsibility for the Bridge Parenting Program. A full-time director was hired, however, to administer the program and to supervise two part-time workers.

### Bridge Personnel

The Program Director had responsibility for overall program operation. The Director was assisted by two professionals hired on a part time basis - a Resource Specialist (3/5 time) and a Child Care Worker (2/5 time). The former provided individual counselling to assist participants in developing re-entry plans and acted as a link between inmate parents and community agencies to ensure access to service. The Child Care worker was in charge of the parent-child visitation component that involved supervising volunteers and inmate aides, working out transportation arrangements, supervising the Bridge visiting area, and conducting workshops related to parent/child relationships. To help meet the needs of Spanish speaking inmates, the selection of Bridge personnel was based, in part, on their knowledge of this language.

### Community Volunteers

Outside specialists were recruited for parenting workshops to discuss specific areas of interest and to provide appropriate information.

### Program Staff

After the introduction of the Bridge Parenting Program, a Family Service Coordinator, Donna Hendrix, was employed part-time

(4/5th of each week) by the New York State Department of Correctional Services. She served as a liaison officer responsible for dealing with problems facing inmates' family members. After the cancellation of Bridge, she continued her work at the institution and took on responsibility for the interim program.

#### Inmate Program Aides

From the start, inmates were recruited to assist with the program. The first inmate aide was selected by the Senior Institutional Counsellor. Subsequent ones were volunteers who had completed the twelve week parenting workshop; the latter being a prerequisite for aides. They were paid by the facility under an inmate incentive program.

The inmate aides' duties included assisting with attendance, room maintenance and setting up the workshop areas. On average, two would help with each session. It had originally been hoped that they would become involved in leading discussions, but only five did. They planned and led discussions around various issues of particular interest to them.

Aides were also involved in visiting days. They helped set up and maintain the visiting area and played with the children. It was noted that their presence was very helpful when a number of children in one family visited at the same time because it enabled mothers to have some private time with each child. The same result was achieved in the role they played with adult visitors. When the program was first introduced adult visitors accompanying the children were allowed in this visiting area. It was found that they could turn a mother's attention away from the child to themselves. The aides would engage such adult visitors by, for example, playing board games with them, thereby, giving the mother some time exclusively with her children.

#### Funding

SPRC's Bridge Program was financed under contract with the New York State Department of Correctional Services. In addition, out of its own funds SPRC engaged a program consultant.

#### Eligibility

The Bridge Parenting Program was open to all inmates residing at BCF who had children. They learned about it through their institutional counsellors, from other inmates and during their orientation to the facility. In addition, after the first set of workshops, flyers were posted on each floor. For the most part, inmates were referred by institutional counsellors but an individual could also request on her own to attend the classes.

Those inmates who were interested in attending the parenting workshops, received a general orientation by Bridge personnel. They were interviewed and then intake assessment forms were completed. The selection of participants was based on their release date, with those preparing for release being given priority.

### Program Components

The major program components included workshop series, self-help groups, child visitation, post-release support, data collection, and evaluation. The first two components, that is, the workshops and visitation, took place at the correctional facility. The third component, post-release support, was, and is, available at the Single Parent Resource Center in Manhattan.

### Parenting Workshops

The workshops were offered in 12 week cycles. Each group had a maximum of fifteen inmates with two groups being run during each cycle. Participants were registered for either two morning or two afternoon sessions each week. Morning sessions began at 9:15 and ended at 11:15 and afternoon sessions began at 1:15 and ended at 3:30. Prior to 9:15 and after 3:30 personal interviews with individual mothers were held. A total of 157 women enrolled for the Bridge Parenting workshops prior to its cancellation during the fifth cycle.

Participants played a role in developing the curriculum. Before each new cycle, the Resource Specialist would interview each mother to determine the areas on which the two would work and then the content would be revised to reflect the needs of the new group of parents.

Prior to the commencement of classes, participants were informed that discussions within the group and information shared with Bridge personnel would be held in strictest confidence unless this would violate the law. While staff maintained some records of group meetings for the purposes of program assessment, verbatim accounts of conversations were not kept. Records were stored at SPRC's Manhattan office.

### Concrete Skills Workshops

Concrete Skills Workshops, held on Mondays, were organized by the Bridge Resource Specialist. The intent was to present information to inmate mothers that would help them prepare to re-enter the community. Responses to questionnaires distributed before each cycle helped to determine the selection of speakers and topics. At times the Resource Specialist would lead a discussion but, in the main, others would be invited to speak.

In locating suitable people she could turn to a file that she had developed for the use of the inmates. It included information on hundreds of programs and organizations in specialized fields that might be of assistance to them.

### Interpersonnel Workshops

The Program Director generally led the Wednesday Interpersonnel Workshops, however, occasionally, this was undertaken by the Child Care Coordinator. At the beginning of each cycle the list of subjects dealing with parenting and the emotional needs of mothers was modified to reflect the interests of participants. Drug addiction and its effects on children were, for example, a topic introduced by the inmates. An opportunity to explore such topics as discipline and stress management was provided by the Child Care Coordinator who could draw upon her observations of mother-child interactions during visiting hours.

### Child Visitation

On February 18, 1986, six weeks after classes began, the children's visitation component was implemented. Before this aspect of the program got underway, the Child Care Worker met with each inmate about to take the program. At this time she gathered information about the whereabouts of children, caretakers, family situations which might help or impede visits, and the mother's attitudes about visitation. This interview process was repeated before each cycle.

One room on the same level as the administrative office was designated the Bridge Parenting Room. It was for the exclusive use of workshop participants and their children. Gaily painted with murals, it was divided into one area for the mothers' workshops and one area for the children. The furnishings for both, as well as books, games, toys, and play equipment for the children, were provided under contract by SPRC.

Tuesdays, from 11 to 3:30, was reserved for children under five and those in foster care. Children living with their family or other caretakers could visit Saturdays. In October 1986, Tuesdays, between 5 and 7 p.m., were added. This time slot was open to all school age children regardless of their living arrangements.

To ensure that mothers and their children had the maximum amount of quiet private time together, special events were limited to small group games and birthday celebrations.

All the children of mothers currently registered in a workshop series were eligible to participate. Moreover, those children 18 years and under who visited through the auspices of

the Bridge Parenting Program could enter the facility without escort. This allowed older children (who had difficulty in finding someone to accompany them) to make more frequent visits.

A space problem arose because many of the children were escorted by one or more adults. To alleviate this, the facility offered a conference room, which was separate but adjacent to the Bridge Parenting Room. It was for the use of adults, both family and foster care workers, who accompanied children.

Bridge personnel provided escorts or funds to cover the transportation costs of those children whose caretakers were unable or unwilling to bring them. In addition, several community groups assisted with transportation for children in their locale.

Notwithstanding measures to increase the probability of child participants, not all those children eligible for visits were involved. There were a small number of parents who did not want their youngster to know that they were incarcerated. In addition, travelling distances inhibited visits from others. Even when measures were taken to assist the latter group, problems arose. Drivers had to contend with situations such as children not being ready when they arrived or finding no one at home when the children were returned after their visit. In circumstances where visits were not possible, other modes of communication (e.g. letter writing, telephone) were encouraged "to begin to re-open contact where communication may have waned over time".

A total of 610 children visited their parents during the 88 visiting days of the first four cycles. Another 111 children visited during the 13 visiting days of the last truncated cycle.

#### Post-Release

As of June 5, 1986 graduates of the twelve week workshop series were welcomed at SPRC's Manhattan office for post-release support. All the women for whom the SPRC had accurate addresses (24) were invited to bi-weekly group meetings. Flyers announcing these were also sent to Parkside Work Release Facility counsellors so that inmates residing there could be referred. Women seeking assistance could drop in or make an appointment. Fifteen women used post-release services prior to the termination of the Bridge contract. Being faced with a crisis, such as job loss or a problem with a child, was the most common reason for contacting the Center.

#### Data Collection and Program Evaluation

One of the program aims was to develop a model program for incarcerated mothers, with particular attention to the needs of

single parents. With this in mind, everyone involved in the program - personnel, volunteers, inmates, and correctional staff - was encouraged to contribute ideas for improvement. Also for this reason, the collection of data was a particularly important and integral part of the initiative and time was allotted to ensure that careful records could be maintained.

An ongoing evaluation process was instituted to enable the program personnel to modify direction, to redirect the focus of workshops or to experiment with various techniques. Assessments of program format and policies were on-going. Program personnel met bi-weekly to discuss the individual needs of participants and the weekly workshops. At the end of each cycle a more extensive review of such aspects as visitation, attendance, and regulations was conducted. The SPRC Executive Director participated in this process which led to adjustments from cycle to cycle as program techniques were refined. She also attended correctional staff meetings called by the Deputy Superintendent and met with staff on various issues over the course of the contract. In addition, program personnel were joined four times a year by a consultant hired out of SPRC funds to assess and advise on areas of concern.

Records of many program dimensions were kept. These included, for example, attendance; participant evaluations of the workshops; and assessments by program personnel at the end of each set of workshops, including notations on adjustments and recommendations for change. In addition, with the inmates' permission and a promise of upmost confidentiality, notes were made on the personal characteristics and the needs of inmates and their families. All files were kept at SPRC's Manhattan office where summary data of workshop evaluations were prepared for correctional officials.

In keeping with the program objectives, the ongoing and final evaluation allowed the identification of a number of areas that could be improved. As may be anticipated in any enterprise that brings together people with a variety of perspectives, not all agreed on the most critical aspects or how best to address them. Nevertheless, efforts to identify and improve the program led not only to continuing ameliorative steps but to a list of ideas that could be incorporated in later program designs.

Although the following is not a comprehensive list of the matters considered by program personnel and correctional staff, it provides an indication of the wide range of critical dimensions. Among the issues identified were:

- how best to meet the needs of a culturally and linguistically mixed population;
- how best to provide follow-through post-release services;

- how best to identify actual needs;
- how to address the mother's needs vis-a-vis those of others in her family and the circumstances and environment in which they live;
- how to obtain, guard and analyze pertinent information, particularly that which may be given in confidence within a correctional setting;
- how to share pertinent information among professionals offering related services;
- how to introduce a new program, especially one involving volunteer participation, to ensure that it fits smoothly into the daily schedules and lives of inmates and a correctional environment;
- what are the most effective means to make the existence of a program known;
- how to maximize the potential for program acceptance by inmates and staff;
- how to ensure effective two way communication among program personnel and correctional staff;
- how to brief those unfamiliar with correctional settings of its pertinent features and their implications for program operation;
- how to ensure the timely provision of services;
- how best to ensure continuity from incarceration to post-release and from the introduction of parenting courses to application of the knowledge during visitation opportunities;
- how to address varying and changing transportation needs and resources; and
- how to ensure that opportunities to visit adequately address the needs and correctional circumstances.

While the final review of the Bridge Parenting Program was being made, it was put on hold. As an interim measure BCF staff ran a modified education/visitation program which is described below. It was eventually decided that the Bridge Parenting Program would be discontinued at the Bayview Correctional Facility but it, or a variation, would be made available at the Parkside Work Release Center. A new program, developed by Family

Dynamics Incorporated, was to be introduced at Bayview. The interim BCF staff-run program would continue until the latter was in place.

When Bayview was contacted in the fall of 1987, the new program had been accepted and it was due to begin in mid-November. In addition, SPRC's proposal for the Work Release Center had been tentatively accepted. Although the agreement had not been formalized, a contract was in the process of being drawn up. Thus, proposals formed the basis of the following descriptions of the SPRC and Family Dynamics programs and, reflecting this, the future tense is used here when presenting them.

INTERIM CHILDREN'S PROGRAM  
(COMMENCING 1 APRIL 1987)

While the Bridge Parenting Program was on hold, and subsequent to the decision not to renew the contract for it, BCF's correctional staff undertook to run an educational/visitation program to address the parent-child needs on an interim basis.

Interim Program

The Parenting Room, which had been introduced with the Bridge Parenting Program, was retained for the use of mothers and their children. It was filled with the equipment and toys purchased by Bridge personnel under terms of the program contract just discussed. The room, which can comfortably accommodate up to five mothers and fifteen children, was supervised by Bayview staff. Visiting took place between 11 a.m. and 3:15 p.m. and between 5:30 and 7:30 on Tuesdays and 11:00 a.m. to 3:15 p.m. on Saturdays. On average, 30 mothers and 60 children used the Parenting Room each month.

A Mother-Child Educational Program was conducted between 10:30 and 3:15 on six Fridays from June 26 until August 28, 1987. It was initiated and supervised by the Bayview Family Services Counsellor. Funds to transport the children for this summer initiative were received by the institution from the Ministerial and Family Services Division of the New York State Department of Correctional Services.

Coping Skills for Hispanic Women and their Children, a ten week program, was also initiated by the Family Services Counsellor. Two students from the New York University Graduate School of Social Work coordinated activities.

EDUCATIONAL AND PREVENTION PROGRAM  
FOR DEVELOPMENT OF PARENTING SKILLS

Prevention of child abuse and neglect is the objective of Family Dynamics Incorporated (FD). Established in 1975, its focus is on the family unit and its preservation. It is hoped that foster or substitute care can be avoided by improving the family environment. To this end the organization offers to the community such services as parent training, crisis intervention home visits, and a 24 hour 'hot line'.

The program developed by FD personnel for Bayview Correctional Facility was designed for families believed to be at high risk of child abuse or neglect. "By combining a proven successful parenting life development program with an innovative home visiting and parent nurturing program, it is hoped that [FD personnel] can stabilize the mothers of the families [FD] serve".

The New York State Department of Correctional Services will be the funding body.

Overall Structure

Working in consultation with Bayview Correctional Facility staff, the program is to be coordinated by Family Dynamics Incorporated, which assumes responsibility for recruiting a team of specialists and volunteers to run the program components.

Program Personnel

Overall direction will be provided by two part-time personnel - an Executive Director (15% time) and a Program Manager (25% time). A full-time case manager and an early childhood coordinator will run the program. In addition, child development consultants will be hired by FD to conduct the specialized training workshops.

Community Volunteers

Family Dynamics personnel will recruit and coordinate volunteers to work in all aspects of the program. Among those to be included are consultants, counsellors, and student interns who will assist with the educational components. Community aides (trained volunteers) will help. They may serve, for example, as role models, big brothers/sisters and foster grandparents, advocates, and resource people; and, where appropriate, they will direct family members to appropriate community support services. Foster grandparents will also assist with transportation arrangements and post-release monitoring and follow up of inmates and their families.

### Correctional Staff

The social service staff will be responsible for the initial identification and referral of women and their children believed to be at high risk of abuse or neglect. They will also be consulted in the needs assessments and development of individualized program plans.

### Eligibility

Incarcerated mothers and their children identified or considered by Bayview correctional staff as meeting one of the following criteria will be referred to the program:

- "at risk of neglect/abuse based on stresses in the family characteristics or environment";
- "already identified as abused, neglected or isolated by Special Services for Children or another child caring agency";
- "handicapped, developmentally delayed or at risk of delay due to prematurity, physical trauma at birth, etc. compounded by poor resources or stresses in the family or community."

In consultation with Bayview's social services staff, the program manager and childhood coordinator will conduct interviews to make an initial assessment of a mother's needs. This is to be followed by a needs assessment administered to ascertain the mother's knowledge and skills with respect to child development and to identify beliefs and attitudes that might be contrary to her child's needs. Based on these results individualized program goals and plans will be developed for each participant.

### Program Components

The proposed program includes educational opportunities; child visitation, including monthly family days; pre-release planning; and community reintegration.

### Parenting Education

Two sets of workshops, plus group training for graduates, are proposed for inmate participants. The objective of the educational component is "[T]o reduce the risk of child maltreatment, family violence, abandonment or neglect in the participant's family, once she is returned." (See also "Child Visitation" below for monthly workshops for participants and their family visitors).

### Family Life Development Workshops

Family Life Development Workshops will be offered in 12 week cycles at the institution. These classes will be held once a week and will be two hours in duration. At the conclusion of the course, participants will receive a certificate of completion and a letter of commendation.

The workshops, to be conducted by the childhood coordinator, will focus on the developmental stages of children, nurturing, and fostering positive value systems. Homework assignments, role playing and pre- and post-evaluations are to be used to keep staff and participants abreast of progress. It is anticipated that there will be 40 to 60 participants, with 20 to 30 mothers involved in each group.

### Specialized Training Workshops

For those inmates who "have case histories that indicate maltreatment or domestic violence as a chronic pattern" specialized training workshops are to be offered. These sessions will involve small groups (three to six women) once each week. Mothers will learn how to encourage their children's positive self images, reinforce desired behaviour, set limits, control anger, handle guilt, and improve communication. Child development consultants will be hired to conduct these workshops.

### Parent Training Graduate Follow-Up

Participants who have received a certificate of merit from the Family Life Development Workshops will be offered bi-weekly, one and a half hour, group training by FD subject specialists. Topics will include such areas as how to approach school systems, reduce everyday stress, use community networks, and help children with such problems as bed wetting. From the initial assessments other topics will suggest themselves.

### Child Visitation

Once each month, a day will be put aside for participants and their families to visit at the facility. "The family day actually will serve as a group socialization method, and a stress management reduction program." This day will be coordinated by the program personnel in conjunction with Bayview staff.

A group recreational, cultural and educational workshop will be open to all. With the assistance of participants, activities will be planned by the early childhood educational coordinator and the case manager. They will focus on positive nurturing, educational stimulation and value building and will be geared to appropriate age groups.

When other arrangements cannot be made, transportation for these visits will be provided for the children. Foster grandparents, assigned to each bus, will accompany the youngsters and contact their guardians prior to these events.

#### Community Reintegration and Follow up

Program personnel will work in conjunction with Bayview staff to develop individualized community reintegration plans. As required, these plans will include "family intervention" and referral to community services that can aid with finding housing and employment, obtaining medical and mental health assistance, and advancing education (e.g. nutritional training).

Reintegration efforts will begin when a participant's release date is confirmed. Program personnel and volunteers (foster grandparents and community aides) will advise her of community links and help to establish them by acting as advocates with agencies. They will also contact her immediate and extended family members and agencies connected with her children. Post-release services will be available to participants and their families if they agree, in writing, to be monitored. Follow up will continue for three months subsequent to an inmate's return to the community and contacts will be recorded.

#### Future and Related Developments

Although not a component of the proposed program per se it is expected that the impact of the program on clients and their satisfaction with it will be evaluated by a major research institute.

#### BRIDGE TRANSITION PROGRAM

##### PARKSIDE WORK RELEASE FACILITY

New York City, New York

Parkside Work Release Facility is a minimum security institution for women. Its average population in 1985 equalled its normal capacity of 60.

The proposed Bridge Transition Program will provide trained counsellors who will work, both individually and in groups, with residents of Parkside Work Release Facility "to assist them in learning how to negotiate family pressures, plan and make decisions related to housing, child care and interpersonnel conflicts as well as health and social service needs".

The program goal is to assist the inmates in their efforts to make a successful transition from prison to the community.

Working toward this, Bridge personnel will assess participants' home environment to determine the types of services, guidance or direction needed both by the inmate and her family; educate family members and friends about the particular needs of women returning to their homes; and, prior to the latter noted event, help provide access and connections to community service supports needed by the women.

The program will be run under contract with the New York State Department of Correctional Services.

### Overall Structure

Working in cooperation with the staff at Bayview Correctional Facility, Parkside Work Release Facility, the Department of Correctional Services, and the Division of Parole, the program will be overseen, coordinated and run by SPRC and its program personnel. Quarterly meetings of representatives from each of these will be held to discuss goals and to work out any management problems that might arise. Both the SPRC Executive Director and the Bridge Transition Program Director will participate in these meetings. In addition, it is anticipated that program personnel will meet frequently with line staff from both institutions to share information, develop guidelines and procedures, and settle day to day problems.

### Program Personnel

Individual and group counselling of participants and their families will be undertaken by two full time people. In addition to this function, one will serve as Director with overall responsibility for program management and the other will organize special family day events and children's activities. It was noted that additional personnel could be added to accommodate larger numbers as the program progressed.

### Participants

Correctional staff will identify and refer potential candidates. If space permits, women relocated to Parkside Work Release Facility from institutions other than Bayview Correctional Facility will be accommodated, however, the majority of participants will be drawn from former BCF inmates transferred to Parkside. In addition, it is expected that some women paroled directly from Bayview will want to take advantage of the program.

While the program will be voluntary, the continued participation of those who fail regularly to attend meetings or to keep appointments may be revoked after review by program personnel. It is anticipated that participants will be involved in the program for approximately six months, with decreasing intensity of involvement following the first four months.

## Program Components

The program encompasses individual and group counselling for inmates, home environment assessments, workshops and meetings to aid family understanding, family days, data collection, and evaluation.

### Counselling

During the two to twelve weeks prior to release or transfer from Bayview, Bridge personnel will meet privately with each woman referred to the program. At this time information will be gathered about the inmate's family, contemplated problems and her personal goals.

Both the initial and orientation meetings will be conducted at SPRC's Manhattan office. Women still at Bayview will be granted temporary absence to attend. Follow up bi-weekly meetings will be conducted either at the same location or at Parkside Facility, whichever is more suitable. From the time of the intake interview on, the same counsellor will remain with each woman throughout her involvement in the program.

While in residence at Parkside, participants will meet bi-weekly in a support group run by their counsellor. The focus will be problem management and will deal with matters of practical concern such as child care and housing.

Individual counselling sessions will be held on alternative weeks. These will be conducted at the SPRC headquarters which will also be the office base for the program and the central location for the support services.

Program services will be available through the counsellors for a period of two months following a participant's release from Parkside. It is anticipated that the demand during this period will not be as intense as during the pre-release period, however, certain crisis situations may occur that will require follow-up by personnel.

### Family Assessments and Support

Prior to a woman's scheduled release or transfer from Bayview, her Bridge Transition counsellor will visit her home "to assess the home environment of program participants to determine the types of services, guidance or direction needed by both the participant and the family to assure a greater chance for successful return to the community". After the initial home assessment, family contacts will take place either at Parkside or the SPRC office, whichever is more appropriate.

Family and friends will be given an opportunity to increase their understanding of the adjustment needs of the participant and released female inmates in general. Invitations will be extended to SPRC meetings and workshops, particularly if they deal with issues identified as pressing in the course of counselling and home visits. In addition, participants, their children and families may celebrate holidays at events that will be sponsored quarterly by SPRC.

#### Data Collection and Evaluation

Bridge Transition personnel will maintain a number of records to further program and individual advancement. In addition to each participant's responses to pre- and post program questionnaires, these will include detailed notes on her goals, progress and participation.

Monthly reports by program personnel will be provided to the Superintendents at both the Bayview and Parkside correctional facilities. These will provide a history of attendance, a summary of problems being addressed with participants and notes on individual and program concerns that require attention. In addition, information will be shared at monthly case review meetings of program personnel and designated liaison staff from Bayview.

### III: COMMUNITY-BASED PROGRAMS AND SERVICES

#### INTRODUCTION

Up to this point, the primary focus has been on programs and services within correctional facilities. Now attention turns to those run within the community. In signalling this change readers could be done a disservice if it was not announced in the same breath that both sources of pertinent programs and services may share one or more features. It has already been seen that a number of the institutionally-based programs have been developed and run by community members and some have components that operate within the community. The same blurring of lines may be found when one turns to programs and services grouped within this section of the report. For example, comparisons of specific programs from each of the two main sections may reveal influences, objectives, clientele, initiatives, and/or personnel or staff that are essentially the same. Thus, a number of points and illustrations raised at this juncture could equally well be placed within either of the major units of this report. In short, as indicated at the outset of this report, the line between community and institutional programs may be in a number of respects artificial.

Although it involves recapitulation of some points raised in the general introduction, it should be stressed before proceeding that this unit of the report is primarily illustrative in nature. Moreover, the brevity of discussion of specific entries may belie the scope, amount and/or importance of work done by various groups. Aside from various 'cut-offs', which (principally due to the timeframes used) removed from view a number of programs and the evolution of others; it must be borne in mind that when information was sought about programs for inmate parents and their children, it was as if a barrier had been built for some with respect to relevant community-based initiatives. While this perception is, in itself intriguing and worthy of further study, for the time being it may be acknowledged that the title or perceived focus of the survey may have established boundaries that were/are not recognized by all. In brief, this section of the report barely skims the surface of relevant developments.

Here programs and services have been grouped under three headings - "Community Service", "Specific Support" and "Community Correctional Options". At times, placement of an organization's program(s) was rather arbitrary in that some could fit under more than one of these headings. In fact, as indicated above, even which of the major units of the report was most appropriate could be debated in that some offer both institutional and community-based programs. Moreover, some of the subtitles may not capture fully the services offered by a particular group. Quibbles about the most appropriate heading or subtitle do not, however, detract

from the main point, that is, each, in its own way, contributes a relevant community-based service or program.

### Community Service

Apt or not, the subtitle "Community Service" is intended to draw attention to those programs that share one common characteristic. A number of organizations that may not have a program or service specifically devoted to the facilitation of contact between inmate parents and their children, may, nevertheless, be engaged in activities that act in this manner or that address the broader goal of aiding the development and/or maintenance of sound loving ties between them.

### Visibility

In terms of addressing not only the objective of this survey but those of the individuals and organizations who helped to identify the underlying need, the visibility of relevant undertakings was of considerable importance. While the point is applicable to all entries, the discussion within this section may reinforce some of the critical aspects.

As just reiterated, a number of people did not immediately perceive the relevance of their work to the topic at hand. For example, some potential participants reported that the study was not germane because they worked solely with men. Probably because the mandates, goals or objectives of prospective respondents were broader or different than the specific focus on facilitating contact between inmate parents and their children, not all initially recognized the direct or indirect, small or large, and/or actual or potential impact of their work.

It should not be hastily concluded, however, that the perceived focus of the study was necessarily the main influence on the number and nature of encompassed community initiatives. Without question steps taken to make others aware of a potential or actual project played a determining role. It was learned during the course of the survey, for example, that a number of pertinent efforts were unknown to organizational members, themselves, let alone others. Even people in close geographical proximity may not have known of initiatives within their own areas. In sum, for a number of reasons, individuals belonging to, or associated with, a variety of religious, community or governmental groups may not be aware of, or familiar with, relevant developments taking place within the auspices of bodies of which they are members or sponsors.

Any discussion of the visibility of efforts must include one extremely important aspect. It is essential to recognize that some developments are almost invisible unless one is personally involved in them. "Setting the stage" to foster new

initiatives takes considerable energy, time and personal dedication. This, it is hoped, was well documented in the discussion of programs and services within correctional institutions. Community-based programs and services do not provide an exception to what appears from participants' collective experience to be a "rule of thumb". In this section, by way of illustration, the point is made in the context of the discussion of the Elizabeth Fry Societies but the reader may safely assume that even where there is no explicit mention of this crucial feature, it is present in the vast majority, if not all, of the programs and services discussed within this report.

Visibility is also obviously intimately related to outreach activities. While some individuals and groups may prefer not to attract attention to their efforts, the very success of an initiative may be dependent on making others aware of one's goals, current objectives and results, target population(s), and available and required resources. Survey participants spoke, for example, of such program needs as early involvement of all pertinent people; continued efforts to ensure that prospective clientele are kept informed of the availability of services and eligibility requirements; and 'drives' to inform and attract support, assistance and resources. Not only did such measures help them in the achievement of their objectives, but, as noted below under "Information Sharing and Networking", they aided others, including such efforts as this survey.

To forestall concerns of readers who may not see themselves to be 'resource rich', it may be helpful to indicate at this juncture the diversity of measures that participants have used. While not inclusive, productive avenues have included:

- sharing an interest with a friend or colleague;
- bringing an article or issue to the attention of coffee klatches or (a) local group(s);
- drawing, handwriting, typing, or mimeographing posters, flyers or other materials;
- preparing homemade 'cut and paste' binders or arranging for professionally produced booklets to guide participants, volunteers, or board members;
- undertaking public speaking engagements and lining up speakers bureaus to address the general public or specific groups;
- scheduling meetings between and among relevant groups;
- developing pertinent institutional directives and regulations;

- arranging for or disseminating videos made by inmates, local groups, or commercial or nonprofit organizations; and
- attracting television, radio and press coverage.

In other words, while each avenue involves personal effort, once fully explored, it appears unlikely that any particular individual or group must necessarily absorb any or all of the financial expenditures that might be entailed.

Although communication mechanisms are obviously important with respect to visibility, it is worth noting that the degree of amorphousness may also be instrumental. It was noted within the course of this survey, for example, that it was much easier to obtain relevant information when a pertinent set of activities of a given group took place within the context of a named program than when this was not the case. Especially when catchy acronyms were used, this one step made it possible to identify, track and make enquiries about relevant projects even when knowledge of their originators or official sponsors was lacking. (While some confusion can result when different groups or projects happen to be given the same name, it is still easier to play detective with respect to them than those that are unnamed, especially if the latter are subactivities or groups of a large organization.) The potential utility of this measure may be quickly tested by readers by pausing for a moment to make a list of all known programs and attempting to place beside each entry the organizational and/or institutional source(s) for each. In short, usually without cost, visibility may be enhanced by such a relatively simple step as giving (an) appropriate formal name(s) to one's (sub)group, project and/or service.

With visibility being so important, it is difficult to capture within the parameters of this report another aspect which is critical. From the outset it has been stressed that it is not possible to encompass here all organizations, groups or individuals that play a role, directly or indirectly, in providing services or programs to facilitate contact between inmate parents and their children. Moreover, it was emphasized that even with respect to those presented, it was possible only to offer a "snap shot" that was unlikely to capture fully the evolution of selected initiatives. Nevertheless, during the short time that the recorded survey was underway, the birth, growth and/or death of a number of projects were noted. Equally critical, potential, which may elude attention when one is focussed on programs that have been initiated, was recognized as an influence that could not be overlooked. Thus, it was deemed necessary to find some way to convey to readers a sense of how this one report barely touches the surface - both in terms of the

absence of relevant developments and indications of what the future may hold.

Selected to illustrate this double barreled point related to visibility was an initiative under the auspices of the Ministry of the Solicitor General of Canada, entitled "Women in Conflict with the Law" (WICL). It was launched with the desire to elicit increased attention to, and to further understanding and knowledge of, actual and potential female offenders and to encourage involvement in measures to meet their needs. Thus, while readers may wish to supply further illustrations based on their own experience, it is hoped that an overview of this one development and a small sample of its projects will provide an indication of the vastness of the domain that has yet to be explored.

Without effective communication at many levels, the essential matching of needs with human and physical resources that could address them remains in the realm of potential and what community members and their social, religious, professional, and governmental affiliates may do to respond to a need once they are aware of it remains hidden from view. Thus, via reference to WICL an attempt is made to illustrate some inroads that can be made by active efforts in this direction. By way of this one example it is hoped that a point made forcibly by the majority of survey participants, via word and/or deed, will be reinforced. Whether the focus is local or nation-wide or whether the interest shared is broader or more limited than the subject of this report, the bringing together of relevant people and information is essential. Fortunately, more and more people are fruitfully taking or attempting to take such steps.

#### In Sum

It is hoped that this brief discussion of some community-based services will illustrate at least some of the multiple ways in which individuals and members of local church, social, professional, business, and other organizations may and do contribute. While examples have been limited to the above noted WICL initiative and a few Canadian illustrations drawn from three internationally known organizations tracing their roots back to the 18th century, (the Elizabeth Fry and John Howard Societies and the Salvation Army Correctional and Justice Services Departments) it is assumed that, en route, readers will augment these with personal knowledge of other relevant efforts. In sum, while this report cannot reflect all the essential and fruitful steps taken, in particular, those of recent origins, the entries should provide a reasonable indication of the diversity and range of relevant community-based activities.

### Specific Support

"Specific Support" encompasses a variety of developments that play a direct or indirect role that is often critical in facilitating contact between inmate parents and their children. By way of illustration, attention will be drawn to transportation networks, hospitality houses, family support programs, legal and advocacy services, and information sharing.

As noted within the discussion of support or auxiliary mechanisms within correctional facilities, these programs and services are grouped for the purposes of presentation within the context of this report as support services; it may not be automatically assumed, however, that is the way those involved or others conceptualize or perceive their function.

### Transportation and Accommodation

One of the most frequently cited barriers to visiting inmates is the location of correctional facilities. Often situated in isolated areas, a great distance from the place where most inmates lived, prisons are, generally speaking, difficult to access. Overnight accommodations, private cars, cabs, and/or airplanes may be a necessity. This can make a visit expensive, especially for the many visitors who may have limited financial resources. It should be noted, however, that the actual number of miles or cost may not be the determining factor. For example, what may appear on a map as a relatively short distance may appear much longer to a visitor with two or three tired toddlers in tow. In addition, whether short or long distances are involved, appropriate public transportation and accommodation may be limited or non-existent. Moreover, the routes and schedules of public transportation must be considered not only with respect to the location of the correctional facility, but also its visiting or program hours. It is not surprising, therefore, that participants stressed the problems that the location of correctional facilities can present.

For a number of prisoners and their families the problems associated with distance may be increasing. American correctional and community participants, in particular, voiced concern about this possibility. For example, transfer of inmates to new institutions, which are often in remote locations, or to correctional facilities in other jurisdictions is one response to overcrowding or the need to address recognized differences in the handling of subgroups of the inmate population. This, in turn, may impede or cause the termination of established or budding visitation programs. For such reasons, (as well as those noted above) it was also indicated that transfers that bring an inmate geographically closer to family members may not suffice in terms of meeting the objective of facilitating inmate parent-child contact or other goals associated with such reunions. While

optimism did not colour many comments, it was observed that with time, the productive cooperation of all parties concerned, and considerable preparatory work, individual and some global transfer arrangements might lead to an enhancement of opportunities to advance families ties.

In addition to its positive or negative impact on visits from family members, the location or relocation of a correctional institution can influence programming options, the availability of program personnel and volunteers and the ability to meet staffing requirements. Each has a bearing on the types of services that could be offered; the regulations deemed necessary; and the morale of all who live at, work in, or visit the institution. These, in turn, have an impact on visitation and the nature of its influence. Thus, in essence, one is looking at a circle of interrelated factors.

With reference to one common characteristic of institutional visits by children, the interaction of components may be illustrated. As the vast majority of correctional institutions require minors to be escorted by an approved adult, the possibility and frequency of a child's visits are determined, in part, by those responsible for their care. Travelling with children, especially babies and toddlers, brings its own stresses and expenses. Depending on such features as an institution's policies, regulations, programs, and practices; the nature and involvement of outside resources; and the particular circumstances, beliefs and perceptions of caretakers and others involved with the children; these may be heightened or reduced. For example, a mother who knows that at the end of a long drive, her children will be able to release their pent up energies and emotions in a supervised program is not facing the same situation as one who may not look forward to such an opportunity. Thus, while it was recognized that primary caregivers play a critical role, it was also acknowledged that their potentially positive contribution could be influenced by a wide variety of factors not necessarily under their control. In sum, it is the combination of efforts by them and others that creates an influence that effects visitation experiences and all those involved with them.

Although, as noted in the general introduction, it is not feasible to identify, compare or contrast, or elaborate on all the factors whose interaction may be important, readers, especially those concerned with program development, will undoubtedly recognize that possible links between components or characteristics cannot be ignored. Reported experience suggests, however, that it is critical to appreciate that one cannot focus on a single aspect without considering its impact on others.

In that transportation and accommodation concerns came quickly to the fore, particular attention was paid to the variety of ways that people addressed these common needs. A number of

these (from correctional staffs, inmates and community groups mailing out maps or posting directions at local transit stops to arrangements for regular pick-ups and sleep-overs by children) have already been presented. Here the possibilities are extended. While the primary objective of each of these may be programs to provide transport or housing, it should be noted that many do not stop there. A variety of other services, such as provision of food, counselling or support groups, may be offered to inmates, their visitors and/or the local community.

### Family Support

A number of individuals and organizations focus their attention on providing support to the family unit rather than specific members within each. Many do so in the belief that helping the family is not only a worthwhile goal in itself, but it also aids the inmate, the achievement of correctional goals, the local community, and/or society in general.

They attempt to address a variety of needs but in the correspondence received, three loomed large. Number one is information. Participants noted that in addition to the inmate, family members need ready and immediate access to sound information that advises them of their rights and responsibilities, what to expect, and where they may obtain assistance. They need this information in language they can understand, which may include 'translation' of legislation and regulations into everyday terms and the tongues and cultures of the recipients. It also requires sensitivity to varying facility and comfort levels with respect to different modes of communication. For example, published materials may not respond to the needs of all. Second, understanding human contact that will help individuals through personally trying times (including opportunities to share with others in similar predicaments and to explore ways to maintain ties with loved ones during a period of stress or strain) was also identified as important and, for some family units, critical. Lastly, whether addressed independently and directly by an organization, or in cooperation or coordination with others, ensuring that short and long term needs for such basics as food, shelter, physical and psychological health, and education are met was seen as essential by a number.

### Legal Services and Advocacy

To ensure consistency and fairness in the treatment of inmate parents and their children a formal or informal component of some programs is legal and/or advocacy services. These are often linked or encompassed by liaison and/or outreach activities. In terms of the survey results, such efforts are generally twofold - to educate and provide pertinent information to, and about, inmate parents and their families and to lobby for

legislation, regulations, programs and/or support to address the needs of incarcerated parents and their children.

Although some community organizations, incorporate such objectives within their statement of purpose and/or may include such services within their overall program of activities, in terms of survey participants only one was devoted exclusively to legal service and advocacy for inmate parents and their children. Consequently, Legal Services for Parents with Children provides the sole entry under this subtitle.

This should not suggest to readers, however, that it is the only organization devoted to fulfilling the two functions. Although not encompassed by the original survey, subsequent activities led, for example, to awareness of the Chicago Legal Aid to Incarcerated Mothers (CLAIM), which is affiliated with the Chicago Volunteer Legal Services Foundation. In 1987 it distributed a 44 page "Handbook for Incarcerated Parents in Illinois", written by Gail T. Smith. It covers numerous aspects pertaining to the rights and responsibilities of incarcerated parents and its appendix presents sample letters and a correspondence log.

#### Information Sharing and Networking

Those concerned with the well being of family life want, and need, to share their efforts and knowledge. This was a clear cut and highly pronounced message from survey participants. Their overwhelming response and generosity with respect to this study provides but one illustration of this.

Despite the common need for information, the type and quality of required and desired information necessarily varies, as do the means for obtaining it. From the survey results alone, it would appear that, generally speaking, those starting out want to know what has been done, locally and elsewhere, and what pertinent resources and support exists. When deemed feasible, they call and write around to all identified possible sources of useful information. Recognizing that this automatically entails some duplication of effort, they may find themselves being apologetic and reticent about trying to fulfill their need. Many stop at this point but, once a program is launched (and rarely before then) a need may be identified for current details about the actual requirements and characteristics of the target population(s) and the context(s) in which they live. Some will attempt to capture, via their own devices (e.g. head counts, check lists, information sheets), the data necessary for the operation or continuation of the program. Particularly noteworthy here is that it would appear that while this step is stressed by experienced program developers it is often initially overlooked by novice program or policy developers. Lastly, especially evident among those who have been working in the field

for awhile, people want the most objective answers to increasingly tougher questions. Depending on a variety of factors, the difference between the second and third stage may be very marked or barely perceptible. It would appear, however, that in most cases, it is not until a program is well launched that ways are sought to obtain reliable and valid information that will assist those involved (as well as others) in ascertaining whether objectives and goals are being met and how to modify a program or service to best ensure that it meets the needs of its clientele. This may include serious attention to related germane subjects such as bonding and recidivism rates. People begin to concentrate on ways to use the scientific method to protect themselves from subjective impressions. They may, for example, attempt (on an ad hoc basis or as a regular program feature) to find people with familiarity or expertise in formal program evaluation and/or research and its methodology who can supplement their own work. Therefore, both in terms of information goals and means, the overall pattern seems to entail a move from the global to the specific but it appears that the majority do not make the complete voyage.

Nevertheless, quite clearly, information gathering and sharing are integral, essential ingredients of each project. This is reflected not only in program development and management, but in the wide range of institutional and community-based services in which effective communication must provide the base. Therefore, in addition to specific programs, services or projects, attention must be given to the informal and formal links between them. In short, networking to maximize the value of independent efforts is of considerable interest to everyone.

Although there are recent encouraging signs that things are changing, for many obtaining pertinent information may be one of the higher hurdles that must be jumped by those keen on implementing or extending successful programs. We need not dwell here on the already noted perceptions of the dearth of readily accessible information. It is also well recognized that even such basic data as the number of inmate mothers and fathers and the size and whereabouts of their families may be lacking in a number of quarters and that efforts to obtain these (let alone sound information on such relevant aspects as family related circumstances and experiences prior, during and subsequent to incarceration and identification and assessment of available and required resources) may be in stiff competition with other demands and objectives. Nevertheless, it is essential to stress the importance of realistic appreciations of this situation and how deficiencies in this area can hamstring concerned individuals and groups and cause them much frustration and problems.

According to survey participants, the means to collect and analyze relevant facts is thwarted by views that information gathering is a program luxury. Such beliefs are especially

prominent in the initial phases of program development. They are reinforced by perceptions of the availability, type and degree of sophistication, and/or human and financial resources necessary to address information needs and pronounced desires to get on with service delivery. Faced by these, particularly when resources are limited, there is the understandable tendency to sacrifice information gathering in the interest of advancing program delivery.

While no one would suggest that it is impossible for a viable, effective program to operate in the absence of desired information, it is recognized that potential may be enhanced and the risk of jeopardizing the achievement of objectives may be reduced, if it is possible to find means to obtain it. Nevertheless, collection and analysis of pertinent data may continue to be looked upon as a 'airy fairy' activity that amuses researchers and statisticians but seldom leads to results with practical utility or intimating and/or irritating nonsense imposed by bureaucrats with no real understanding of the circumstances faced locally. Both empathetic nudges and powerful pushes can be met with resentment, resistance or demoralizing frustration until those directly involved conclude for themselves that gathering certain information is a program necessity.

This situation is not a mole hill trying to puff itself up into a mountain; it is more akin to a mountain that has unsuccessfully been attempting to disguise itself as a mole hill. Although it is uncomfortable to raise the point, many readers will undoubtedly have recognized that at the heart of the matter are questions about the sincerity and credibility of efforts directed toward inmate parents and their children. While it may be hard to admit, questions are raised when, for example, such programs or services are introduced in circumstances where no one can state how many people are in the 'target' population. Such reservations not only colour perceptions of those involved directly, they wash over into doubts about the real value attached to the family and children in two nations where one can readily find many statements that attest that they are of fundamental importance. Thus, while those familiar with the full set of circumstances may be able to outline numerous reasons why so little is known about inmate parents and their children and never drawn into doubt the genuineness of the commitment made by those attempting to provide programs and services, the potential for demoralizing and damaging perceptions that could undermine the achievement of objectives cannot be overlooked.

It is, therefore, of considerable interest to note recent increasingly visible counterforces that may alter the general pattern of information gathering activities and needs noted above. First, one may consider the type of efforts being made by a number of those who have experience in offering pertinent programs and services. They have learned that efforts to address

and ameliorate conditions are stymied if they lack critical information. Personal feelings about how well one's program is doing may not go very far when it comes to ensuring that the full potential of one's efforts is realized or in convincing others about the merits and needs involved. Aside from desires to have validation that program objectives and goals are being met or concrete indications of how clients' needs might be better addressed, there are such other practical matters as attracting and/or ensuring continued funding; adequately documenting accountability; and provision of sufficient documentation in the event that one is faced with possible legislative, policy or program changes. In short, based on their own experience, a number of people who have introduced programs and services have empathetically, generously and publicly extended a hand to others in a number of forums to encourage them to develop, at the earliest possible moment, the fullest range of activities and capabilities pertaining to information gathering because they have learned these can be essential to program survival, effectiveness and success.

Second, as implied above, the requirements of funding bodies and sponsors play a critical role. Tight resources and/or emphasis upon accountability during both rich and lean periods stress the need to make their backing conditional upon information gathering activities. While such measures may be intimidating for many, especially those who lack experience in developing formal proposals and/or submitting detailed project reports, there are some (albeit, at this moment, possibly weak) indications that members from both funding and recipient groups are coming together to work out mutually satisfactory solutions. Funding bodies may, for example, encourage and support (verbally, organizationally, or through supplying money and/or expertise) preliminary needs analysis to provide the type of documentation required to obtain a 'green light' for a development and/or program evaluation to ascertain whether objectives are being met; and they may signal a readiness, or be prepared, to consider verbal or less formal written reports. In sum, while many 'wrinkles may need to be ironed out', there are some encouraging signs that pertinent individuals and groups are setting in motion activities that will help to address a situation that, while it may temporarily advantage some, is ultimately to the disadvantage of everyone.

What deserves emphasis at this juncture is how far information related activities have come even in the short period covered by the survey. For example, when institutional representatives were first contacted, a number reported that they could not state how many mothers, fathers or parents were in their population. In subsequent communications with some of these people, data that had been lacking had become available; moreover, some had put mechanisms in place to gather such basic data on a regular, ongoing basis. Furthermore, as Prison MATCH

was making headway in developing an international information exchange network (see Appendix D), many participants and readers witnessed the fruition of five full years of work by a number of organizations that culminated in the April 1988 First [US] National Conference on Family and Corrections. In brief, the last few years have seen a number of locally, nationally and internationally directed initiatives that suggest inroads are being made in addressing information needs.

Given the immense importance of information gathering and sharing, readers should not be startled by the single illustration and the brevity of discussion under the subtitle of "Information Sharing and Networking". After all, the topic pervades the entire report and each and everyone of the entries. Moreover, as illustrated by the citations within the "List of References" those who specifically concentrate on this dimension, have, themselves, developed materials and means to aid others. Thus, in this subsection, the sole entry provided offers but a quick peek at the Family and Corrections Network, an organization that places a heavy emphasis on effective two way communication between and among concerned people and that, consequently, has been actively engaged in the solicitation and transfer of pertinent information.

#### Community Correctional Options

This part of the report will close with a section entitled "Community Correctional Options". It is trusted that this title leaves enough room for a wide variety of productive local interpretations.

It would appear that in recognizing that the vast majority of imprisoned parents will be returning to the community and the mutual value of sharing limited resources, an increasing number of community and correctional people are seeking ways by which they can cooperatively address the needs involved. Ironically, current observations about the growing size of inmate populations in some areas seems to be one of the factors behind the push in this direction. Some measures, such as community residential centers or half way houses, are quite familiar to most but, as earlier indicated in this report, new developments, such as the provisions of Bedford's Providence Houses, continue to be introduced. Variations, which involve terminology unfamiliar to many (such as satellite apartments, second stage housing, three-quarter houses) as well as educational or therapeutic programs for parents and/or their children within these community settings, are attracting interest and plans for their introduction or extension are being formulated. Also being watched are developments not for prisoners but for their children; My Mother's Houses in New York provides one example. Among the most recent innovations (and possible harbingers of an emerging trend throughout Canada and the United States) are

programs that allow pregnant inmates to live in the community for short periods or that permit mothers to reside there with their young children while they are serving their sentences. Thus, this section provides illustrations of what some may deem to be a wave of the future.

It must be stressed that with respect to community correctional options the amount of information collected within the context and timeframe of the survey bore no relationship to the heavy interests expressed in this area and the demands for highly detailed data subsequently directed to the author. For example, this report does not include write ups on such innovations as the use of apartment units as living quarters for two or three selected women who could draw upon the support and guidance of a live-in resource person or one who makes frequent regular visits and 'adopt an inmate' programs in which private citizens open their homes to those making their return to the community or those whose contravention of the law does not require a period of incarceration but who might, nevertheless, welcome and benefit from the supportive environment which may be provided by residing with a loving family. Such possibilities arose as creative responses to such familiar requirements as how best to address the needs of the small number of women in a given geographical region, the high costs of constructing facilities or introducing programs tailored exclusively for correctional populations and the stresses and strains of transition periods that might undermine previous rehabilitative efforts. While such options are still in the idea stage in most quarters, some are already pondering whether they might be extended to encompass inmate parents and one or more child(ren). Due to high interest and the dearth of information, it was deemed appropriate to include under the discussion of community homes for inmate parents and their children, material on related and future developments even though its sketchiness and the possible need for later correction was recognized. Lastly, it should be noted that despite the diligent efforts of lastly participants, it was not, nor would it have been, possible within the established parameters of this survey report to satisfy the keen and apparently increasing interest in community correctional options. While many people are working toward meeting the needs involved, including those for sharing information, a number of the program ideas are new (some possibilities being in the early germination stages of conceptualization) and time is required for such essential tasks as identifying the issues; weighing the pros and cons; ascertaining the degree and nature of support and feasibility of each contemplated step; and the collection, analysis and write up of pertinent information. Thus, impatience must be tempered by realism. Given the record to date, however, it does appear reasonable to anticipate a growing body of data on ideas and developments that may extend the range of viable community correctional options.

Perhaps reflecting the origins of this study (a program of research devoted to the female offender) all examples of community correctional options are for women. This does not mean that community-based programs for inmate fathers are not relevant or that none exist. (See, for example, the Family Support Program at Kochee Mena mentioned below under the Family Life Improvement Program of the Native Counselling Service of Alberta.) Moreover, as will have been noted enroute, concern about the family unit is reflected in a number of general support and counselling features and specific measures such as transportation or support programs for spouses of male prisoners. Nevertheless, in terms of this study, unfortunately, no detailed information was received about community-based correctional options specifically directed at inmate fathers.

It should be noted, however, that the predominance of examples of community correctional options for women may only coincidentally have reflected the above noted context. The varying perceptions of the parenting roles and desires of men and women and their perceived importance with respect to a variety of dimensions, combined with beliefs and facts about their respective criminal activities and recidivism rates, were undoubtedly influential. In fact, this appeared to be so critical to both institutionally and community-based programs that the subject will arise again in the concluding chapter called "Some General Observations".

Without question, community and institutionally-based programs have a number of points in common, especially for those who retain prisoner status, but there are also significant differences. For example, the very fact that in sharp contrast to most correctional facilities, half way homes may be located in residential areas of an inmate's home town or city alleviates or sidesteps a number of transportation and accommodation problems. The prospect of visits may not only be increased by the reduction of distance and costs, they may be enhanced by the lowering of real or imagined fears that may inhibit visits and/or adversely effect their ameliorative value. Moreover, participants stressed that the difference in location has implications for such critical aspects as the type of regulations and staffing deemed necessary; the resources, including staff, program personnel and volunteers available; and the type of programming that can be offered - all of which have a bearing on the potential of the positive impact of visits.

The essence of the parade of recent foci of attention, captured in such 'in' phrases as 'diversion', 'alternatives to sentencing/incarceration', 'community-based corrections', and 'community corrections' remains the same; in the search for more humane, resource conscious and effective means, the finger keeps pointing to the community setting. Just what role(s) various people will ask to play, or will eventually assume, will

undoubtedly vary considerably, but no matter what the future brings, it is obvious that the deciding factor is what use is made of the 'here and now'. In summary, (and an excellent launching pad for consideration of the entries within this section) everyone appears to have, or might make, opportunities to get involved. Moreover, encouragement and optimism may be fueled by recognition of the productive potential of familiar avenues, new developments which are just coming into view and extensions of either or both.

## COMMUNITY SERVICES

### ELIZABETH FRY SOCIETIES

The Elizabeth Fry Societies are non-profit community organizations devoted to the advancement of women who come to the attention of the criminal justice system. Within Canada there are nineteen chapters. Each acts relatively independently to meet the needs of pre-trial, incarcerated and post-release women. Among the services provided are counselling; information; referral; court work programs; parole, probation or community service order supervision; public education; and halfway homes.

Although the majority of chapters that participated in the survey reported that they had not developed any programs specifically to facilitate contact between inmate parents and their children, the goals of members and the nature of their work means that many are involved, directly or indirectly, with inmates' families. It is within this general context that a number contribute toward the maintenance of family ties.

A sketch of a program run by the Elizabeth Fry Society of Edmonton illustrates how different activities of Societies' personnel or volunteers may involve facilitating parent-child contact. This chapter offers a three pronged program that began with a court work program in 1977; a prison visitation and a community resources component were added in 1979 and in 1984, respectively. The court program worker may develop and/or implement child care plans and keep mother and child informed of each other's status. During prison visits Elizabeth Fry members assist incarcerated mothers by staying in touch with family members, and, as necessary, lawyers and child welfare personnel; purchasing cards or gifts and mailing parcels to children; locating family members who live elsewhere; and providing, personally or by telephone or letter, general reassurance to both parent and child. Within the community resource component women are helped to develop pre-release plans. Elizabeth Fry workers may escort women on Temporary Absence passes to meet their children and those, such as lawyers and educational authorities, involved with them, and assist mothers in accessing community parenting courses. Occasionally, they bring children to the institution for a visit. Thus, while the focus may not be on inmate parents and their children, Edmonton's Elizabeth Fry members help to address their needs within the context of the goals pertaining to females who are accused or convicted.

In addition, some Elizabeth Fry Societies have initiated formal or informal projects that are pertinent either because of their attention to the parenting role or because of the opportunity they offer family members to keep in touch or visit. Some of these are discussed elsewhere in this report. (See, for example, the earlier presentation on Vancouver's "Family Studies

Seminar" and the upcoming write up of Toronto's WICL project for female street prostitutes.) Here can be added developments such as those in Halifax and Sudbury. For example, in the latter, the local society, whose office is located across the street from the Sudbury District Jail (noted to be the only jail for women in Northern Ontario), established a family visiting room in 1986. When a woman is sentenced to prison and wishes to see her family prior to transfer, either a Society member may contact the family member(s) and negotiate with the jail staff to make the necessary arrangements for a visit or the staff may approach the Society to set up such visits. A guard accompanies the woman to the visiting room where the inmate may have a private visit for one hour. Neither the guard nor Elizabeth Fry personnel remain in the room during this time. Another example was furnished by the Elizabeth Fry Society of Halifax whose representative reported an audiotape made about three mothers imprisoned locally and their relationship with their children. In sum, while such efforts do not fall directly within the scope of the initial enquiry, their relevance is obvious.

Lastly, the earlier noted "invisibility" of efforts was well illustrated by the returns from Elizabeth Fry Society members. While many had to report that they did not currently have programs or services that appeared to fit within the context of this study, a number took the opportunity proffered to comment. They emphasized the need for and their hopes to establish such developments as half way houses where children could live with their mothers (dubbed by one wit as "three quarter houses"). In short, while they acknowledged that it might take some time for their program plans to be finalized and implemented, they were already moving in the direction of responding to a recognized need. To elaborate this point, let us now turn to a brief discussion of an association formed by the Elizabeth Fry Societies.

#### CANADIAN ASSOCIATION OF ELIZABETH FRY SOCIETIES

Nationally, The Elizabeth Fry Society chapters are represented by the Canadian Association of Elizabeth Fry Societies (CAEFS). This non profit association, incorporated in 1978, was first conceived of in 1969. It should be noted that this very short presentation, which furnishes but a couple of examples of its recent activities with respect to incarcerated mother and their children, does not give full recognition to the work of this organization. For another example of its endeavours readers are referred to the upcoming discussion of WICL; consistent with the theme introduced above, its role as a catalyst for change is noted.

The situation facing incarcerated mothers due for release was summarized in 1985 by Marlene Koehler, then Executive Director of CAEFS, in an article entitled "Babies in Prison".

To the best of the writer's knowledge, unfortunately no community residential centers in Canada are set up to permit young children to reside with their mothers. Some Elizabeth Fry Societies which operate halfway houses for female offenders are now considering the desirability of satellite apartments or second-stage housing for some of their clients. Mothers with children would seem like obvious candidates.

In 1986, under the direction of CAEFS' Social Action and Issues Committee, a brief on imprisoned mothers was prepared. The full April 25, 1986 paper entitled "Incarcerated Mothers and Their Children" was summarized on pages 15 to 17 of the Summer 1986 CAEFS Newsletter. The latter is the source of quotations that follow.

A discrepancy between the role assumed by mothers (who "are faced with far greater demands than men to provide care for their children") and the degree of attention paid to it throughout the criminal justice system was observed:

Too little attention has been paid to the impact of imprisonment upon the incarcerated mother and upon the innocent dependents left behind. Too few alternatives to incarceration exist, especially as the typical inmate at the Prison for Women actually serves less than 2 years and, in provincial institutions, less than thirty days, indicating they are not considered a threat to society.

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Furthermore, there are no sentencing guidelines to ensure that a woman's parenting responsibilities are taken into consideration when she is sentenced. Women are also not provided the same temporary absences and parole opportunities as are male inmates to pursue their work of child rearing.

\* \* \*

Being incarcerated should not mean abandoning parental responsibility, especially if the correctional system is serious about encouraging the re-integration of the ex-inmate into society after release.

The suggested direction (41 recommendations covering every phase of the criminal justice system) were endorsed in 1986 at the Annual General meeting:

Essentially, C.A.E.F.S. position is that a woman with dependents, facing a period of imprisonment, should be given the necessary time, resources and community and social support to make the best possible arrangements for the care of their child(ren); that whenever her offence permits and open custody alternatives are available, she be allowed to remain with her children (if the relationship between them is a good one); and that if imprisoned, she be given opportunities for frequent and meaningful contact with her children (preferably outside the prison walls), in order to relieve her anxiety about her children's welfare and facilitate resumption of her parenting activities upon release.

### JOHN HOWARD SOCIETIES

The John Howard Societies are non-profit community organizations concerned with successful reintegration of adult offenders. They are best known for their work with men. Their services may also be extended, however, to accused and convicted female offenders and to those, such as parents, spouses and children, affected by the imprisonment of an individual. As with the Elizabeth Fry Societies their interest and activities extend across a wide variety of criminal justice matters from helping to develop citizen awareness, information and liaison services, advocacy and promotion of change, crime prevention, counselling and visitation, to running halfway homes. Among the type of programs operated by the Societies, by themselves or in cooperation with others, that address the needs of inmate families are those relating to transportation, support groups and liaison.

One area in particular where the John Howard Societies have helped to bridge the gap between inmate parents and their families is transportation. Many chapters (e.g. London, Windsor, Saint John, Peterborough) offer inexpensive transportation from urban centers to correctional institutions. In addition to this service, the Manitoba branch has also, on occasion, helped families arrange for transportation to visit individuals incarcerated outside of the province. Thus, the need for transportation has been a concern addressed in various ways by a number of chapters.

Groups and services have also been established to help inmates' families in other ways. For example, in January 1980 members of the John Howard Society (JHS) of Saint John, New Brunswick set up Women Helping Women, a support group for the wives and relatives of inmates. Also in the early '80s the JHS of British Columbia introduced Family Services at Abbotsford

House. Information; individual and group counselling; workshops to help develop self esteem, assertiveness and communication skills; assistance in obtaining emergency transportation and housing; and a grocery cooperative are available. The JHS of Manitoba has set up a program to counsel and support incarcerated men whose wives have decided to break off their relationship. The JHS worker provides information and arranges for legal advice and counsel to help the men obtain visiting rights and access to their children. In short, support groups and activities for both inmates and their families and friends are reflected in JHS initiatives.

Liaison is another focus of activities. In 1984 the Society in St. John's, Newfoundland established the Prison Liaison/Family Services program. JHS personnel and volunteers visit Newfoundlanders incarcerated outside the province approximately every two months; offer them cultural programming (e.g. videotapes of local television shows and arrangements for bands from Newfoundland) and contact their families through a women's support group, Women On The Outside. In addition, prisoners and correctional staff are made aware of release programs and support services such as halfway houses and family counselling programs available in Newfoundland. The Family Liaison program of the JHS of Quebec attempts to help those who have an imprisoned family member or friend. Their services "are geared to help with financial and housing problems, single parenting and child care, and providing information about criminal justice processing, and the general health and welfare of the family." They assist through individual counselling and occasional group meetings, information and referral, and self help and task oriented groups of women who are friends or family members of prisoners.

As with most service organizations, John Howard Societies attempt to address the perceived needs of their clientele. It is, therefore, of interest to observe the reasons given when it was reported that no inmate parent-child services had been developed.

It should be noted that many of our clients, particularly those entering federal institutions, lose contact with their families due to legal separation or divorce. While some men show concern for their children in planning for their release, many do not see them as a priority.

It was also observed that for many the focus may not be on inmate parents and their children, but on inmate (adult) children and their parents.

Parents of offenders are an important aspect of our program. Since offenders generally are young,

unskilled and still emotionally attached to home, parents play a very important role. The mothers are an important group within our women's support group.

#### SALVATION ARMY CORRECTIONAL AND JUSTICE SERVICES DEPARTMENTS

The Salvation Army Correctional and Justice Services Departments assist pre-trial, incarcerated and post-release men and women. As with the Elizabeth Fry and John Howard Societies, the Departments may have few programs whose specific focus is inmate parent-child ties, however, the nature of their work and objectives involves them in services that are relevant. By way of illustration one may look at the London, Ontario Department which, while it does not have a formal parent-child program, does offer help to inmate parents, their spouses and children on an individual case-by-case basis. Among the services proffered are transportation of spouse and children to the correctional institution, assistance in finding appropriate accommodations, provision of food and clothing, and counselling and support to the family during the inmate's incarceration and during post-release readjustment to the community and family living. There are, however, also specific projects directed to the provision of services that play a role in facilitating contact between inmate parents and their children and maintenance of family ties. For example, the Salvation Army's involvement with camp retreats was noted earlier under "Extended Visits" and, in a moment, components of Ottawa's RELINC program will be presented. In sum, while named initiatives specific to the development and/or maintenance of inmate parent-child ties may not provide the exclusive focus, in their day to day activities, Salvation Army members place considerable emphasis on the family unit.

This orientation and attention to family units is captured in a recent announcement. Just as this report was being proofread, word was received that effective 1 January 1989, the "Salvation Army Correctional Services Departments" would henceforth be entitled the "Salvation Army Correctional and Justice Services Departments". As announced in the January-February 1989 issue of Panorama, it was felt that their "full mission within Canada's criminal justice system can be better recognized and fulfilled" by this name change. Of particular relevance in the context of this report is the following extract (which was taken from the same source) that explains why "and Justice" was added.

One of the most effective ways to deal with the lawbreaker is through the family and the eventual reintegration into the community and the family unit of the loved one. In this situation, 'corrections' would be the successful return of the loved one to law-abiding and family living in the

community. 'Justice' would include the general support provided for the family during the following release, as together plans are implemented to fulfil the hopes and desires for a profitable future within the context of a law-abiding society.

Through their work with accused and convicted individuals and their families Salvation Army workers have observed that:

Service programs in the field of corrections traditionally focus their efforts on rehabilitation, controlling or otherwise 'treating' the individual offender, while little systematic attention is given to spouses, parents, children, relatives and other significantly related individuals whose well being is often placed in jeopardy as a result of the offender's incarceration.

Consequently, efforts have been initiated to develop a framework for their activities with inmate families. For example, its April 15, 1986 "Proposal for Positional Statement on Wives and Families of Inmates" touched upon the parameters:

1. Such involvement should not merely duplicate services already offered by other organizations; the spiritual foundation must remain firmly in place for any work done in this area.
2. Such involvement must be supplemental to, and not at variance with the Corrections System as it is operated by civil authorities.
3. People working with the Salvation Army in such an endeavour must recognize and respect the limits of their skill and knowledge.
4. Any involvement should facilitate persons eventually helping themselves in their situations.

Its recommendations encompassed services from arrest to release:

The Salvation Army should be willing to participate in the planning and implementation of such support programs that will enable the wives and families of inmates to maintain themselves as viable social units.

1. Liaison program with police [in order] to be able to make contact with wives and families immediately after arrest.
2. Preparation and/or distribution of existing material about the corrections system generally and about the procedures and regulations of particular institutions.
3. Facilitating prison visitation:
  - preparation and distribution of written material about visiting procedures for particular institution;
  - establishing transportation service for prison visits;
  - establishing facilities or making arrangements with existing facilities for overnight accommodation if necessary;
  - providing immediate support to deal with emotional after effects of visit;
  - helping with child care arrangements.
4. Establish programs that would provide life skills training on practical topics such as money management and parenting, with referral to professionals as needed.
5. Establish programs to help deal with on-going emotional needs: support groups and referral system to qualified counsellors.
6. Establish pre-release programs to facilitate re-establishing the family as a functioning unit.

#### RELATIONSHIPS INCORPORATED (RELINC)

One initiative of the Salvation Army Correctional and Justice Services Department of Ottawa illustrates efforts to put such ideas into effect. Its members envisaged a three part program entitled, "Relationships Incorporated". Program personnel and community volunteers hope that this program, which is in its early years of evolution and research, will assist in the maintenance of family relationships while the inmate is still incarcerated and in the successful reintegration of the family upon the inmate's release. In late 1984, two of the components

(both made known by way of mimeographed flyers and foldover brochures) were initiated on an experimental basis.

### Transportation

The first step toward implementing RELINC was taken by the provision of transportation each Monday from Ottawa to eight federal institutions located in the Kingston area. Subsequently, a monthly service to Warkworth Institution, which is located near Cambellford, southeast of Peterborough, was added. Rides to the Rideau Correctional and Treatment Centre were also provided weekly until the end of 1986, when, among other influential factors, the demand diminished.

The transportation service began in October 1984 with an eight person van, which was borrowed, when available, from a local business. This was followed by the purchase of a used van that could seat 12, including the driver and, by July 1987, the leasing of a new van meant that 15 could be accommodated. Service is on a first come, first served basis but priority is given to family members. The nominal fee (which at the time of the survey was eight dollars for a return trip to the Kingston area and \$10 for Warkworth Institution) can be paid in advance, at the time or, when approved, after the trip. In addition, occasionally, when circumstances warrant, the fee can be waived. A volunteer driver, who due to the size and function of the vehicle requires a special license, picks up and returns passengers at one of two shopping centers - one in the East and one in the West end of the city.

### Support

The second program to be introduced was Helping Organize Productive Experiences (HOPE) - "a support group for WOMEN to develop their full potential while their loved one is incarcerated". The monthly meetings are intended to provide practical assistance. A qualified child care worker will mind the children of the women attending and transportation is available for those living within the city. Such gatherings involve group and individual discussion and counselling, social activities, and self-help projects. Guest speakers may be invited and films and other audio-visual materials may be used to stimulate discussion and thought.

### Research

The program sponsors recognize the importance of guiding efforts based on identification of the needs of actual and potential service users and evaluations of activities aimed at addressing these needs. Their own and others' views of what the target clientele need were regarded as only a first step. In addition to illuminating self criticism, they urge research and

evaluation on a host of pertinent matters, including outsiders' reviews of their own efforts.

In keeping with this stance, in the summer of 1987 Christine Auger, a criminology student was engaged through the federal government's Challenge '87 program to evaluate the first two components of RELINC. Her report, based on interviews and questionnaires, identified both strengths and drawbacks. For example, the study suggested that there was a need for a more aggressive means of making the services known to potential clients and those who do, or could, assist them; the Monday only transportation service did not reflect the need, or the times, when most people could, or wanted to, visit (i.e., Fridays to Sundays and family day events); the characteristics of the target group of female participants did not initially meet preconceived ideas but over time the composition of the members shifted toward the anticipated make-up; and informational and emotional support mechanisms required augmentation that might be addressed by a trained counsellor on the return bus, drop-in centres, and/or emphasis on self help. Such observations reinforced a number of the original goals that had not yet been implemented.

#### Future Plans

Plans for the future not only include attention to all the above noted features but hopes to introduce a third component of RELINC - Enter Society Counsellor and Prepared Effectively (ESCAPE). As originally conceptualized it would entail a series of three weekend retreats during which inmates and their spouses could receive in-depth counselling and prepare for reuniting with their family unit. While the initial exploration of this idea concentrated primarily on the relationship between inmates approved for Temporary Absences and their spouses, the door is open to the possibility of incorporating children and measures to reduce the prospects of them becoming offenders.

#### WOMEN IN CONFLICT WITH THE LAW

The subject of community services cannot be left without mentioning the 1982 challenge of CAEFS to the creative talents of Canadians to address the needs of women brought to the attention of the criminal justice system.

Women in Conflict with the Law (WICL), a five year initiative under the sponsorship of the Ministry of the Solicitor General of Canada, was one of the responses. In May 1984, it received its mandate to proceed. The aims were to heighten community awareness of the needs of women who had already been or might be brought to the attention of the criminal justice system; to develop, strengthen and expand community programs and services for these women; and to foster the exchange of pertinent

information. Priority was given to community projects that developed services for Aboriginal women and women living in isolated areas.

At the time of writing 44 projects had been initiated across Canada. In addition to service delivery, they encompassed needs assessments, community and personal skills development, and information dissemination. During 1988, the reports of the projects undertaken were still coming in and, under contract to the Ministry Judy MacKinnon was summarizing their results. Her help in providing pertinent information and reviewing efforts to portray the results succinctly and as accurately as possible was most appreciated.

The brief presentation here of a few of the projects provides only an indication of the range of community activities undertaken. While the focus of the WICL initiative was broader than the scope of this study, a couple of its projects were specific to inmate parents and their children. One, "Continuité Famille" was discussed earlier under "Parent-Child Overnight Programs" and another by the Native Counselling Service of Alberta, whose involvement with the survey predated the developments described here, is presented under the upcoming subsection entitled, "Family Support". In addition, however, discussion of pertinent matters arose in a number of other project reports and a sample of these is offered below. The reader will recognize, of course, that the abbreviated program descriptions that follow focus on those aspects most relevant to the subject of this particular report. Nevertheless, this overview, as sketchy and limited as it is, illustrates the variety of contributions that community members can make in increasing the potential for understanding and meeting the needs of those who come to the attention of the criminal justice system while at the same time promoting sound conditions for family life.

The Female Offender - Symposium on Family, Health  
and Work Related Needs

On February 5, 1986 the Criminology Society of Quebec and the Quebec Association of Social Rehabilitation Agencies held a one day symposium on the family, health and work related needs of the female offender. It brought together 110 participants representing a variety of sectors concerned with the female offender (academics, court and correctional personnel and staffs, representatives of social and community organizations, and policy and program decision makers).

The assembly considered the circumstances that faced incarcerated mothers. A few extracts from pages 24 to 26 of the project report, illustrate the complexities examined:

Basically, it matters little whether the children are placed with a foster family or the mother's immediate family; the effect on the female inmate and her children will be distressing. The female offender will bear not only her imprisonment and separation from her family but also, in some cases, the fact that her family is forced to look after her children.

\* \* \*

A number of speakers also pointed out in the symposium that a few months of placement in a foster home would entail years of work afterwards to counteract the trauma experienced by the children.

\* \* \*

As Monique Hamelin pointed out, the woman is kept in a state of dependence throughout her period of detention. Upon release, she must not only learn to take charge of her own life all over again but also assume responsibility for her children... .

\* \* \*

Although some services exist for this [assistance to the former inmate and her family] they are often monopolized by former male inmates; in addition, their awareness of women's special needs is minimal or non-existent.

\* \* \*

Where a mother has little concern for her offspring, can the child be involved in the rehabilitative process?

\* \* \*

If rehabilitation of the male offender begins with work, can it be said as a corollary that rehabilitation of the female offender begins with the family?

While extracts are never completely fair to the author(s) in that the original context is replaced, the above quotations indicate the wide range of pertinent aspects, haunting questions and different perspectives considered. In short, the project report well reflects that participants examined a topic where consensus and decisions about the most advisable courses are difficult.

It was observed in the submitted report that a number of the needs of imprisoned women are also experienced by many other Canadian women. Attempting to raise a family alone, with an income below the poverty line, was one illustration. Thus, such developments as services to assist families to obtain appropriate food, accommodation, education, and day care and efforts to encourage fathers to shoulder their responsibilities toward their families were identified as helpful to both groups of women. In addition, to address those needs unique to incarcerated women, attempts to ensure that mother-child relationships would not be harmed (by, for example, fostering mother-child contact during imprisonment and using alternatives to incarceration) were noted.

#### Outreach Programs for Female Street Prostitutes

The Elizabeth Fry Society of Toronto set out to identify the social service needs of adult female street prostitutes in order to develop program(s) that would assist them to make positive changes in their lifestyle. From the outset it was recognized that the women chose not to use a number of established services because they perceived them to be ineffective or their personnel to be judgemental. Despite, and due to this, it was recognized that the women needed increased awareness of community resources (e.g. medical services, the welfare system, addiction programs, individual therapy, family counselling, legal information, financial management education, employment training and placement opportunities, and assistance in furthering their parenting skills). Through networking, the project became a focus in the community and the women came to learn of appropriate and available services. It was concluded that a multifaceted program was required, including a safe house for women and their children who found themselves in dangerous situations and long term child care for those women who chose to enter in-patient drug or alcohol treatment programs.

The Children's Home of Winnipeg sponsored a one year alternative lifestyles program for street prostitutes. As with the EFS Toronto it, too, used a street worker model. In addition, it sponsored Training and Employment Resources for Females (TERF), which was funded by the Canadian Employment Immigration Centre. Project personnel concluded that the women in the program faced a variety of very complex problems. They recommended the development of a program that would incorporate a safe house; child care facilities; a drug and alcohol treatment program; pre-vocational, work training and academic education, and preventive health education.

Life Skills and Self Improvement Program Reflecting Cultural Needs

Minaki, Ontario was the location of a WICL project sponsored by the Shingoes Metis Non Status Indian Association. It set out to develop a community-based service for local native and non-native women in conflict with the law. Through interviews with the women, government officials and community group members it was decided that a multifaceted life skills and self improvement program would be beneficial.

Parenting education was one program component. When the sessions started they were based on the Parent Effectiveness Training method. A workshop on "Indian Ways" given by Clare Brant, a Mohawk psychiatrist from the Tyandanaga Reserve, led to a change in the orientation. The outcome was summarized by J. MacKinnon:

[He] discussed the Ojibway value of Non-Interference. This is the Indian view that giving instruction, coercing, or even persuading another person to do something is undesirable behaviour. The philosophy is based on the high degree of respect they have for every human being's independence. Relating this to parenting, he explained that this value worked very well for Native people in the past when they lived in small conforming communities, and when entire extended families made themselves responsible for each child. However, today parenting problems are very different, as Native children are faced with many more temptations. Since controlling methods are used in schools, they also learn the art of manipulation. He recommended that more sophisticated controlling methods should be used by Native parents. Therefore during the remainder of the parenting course the Behaviour Modification Method of parenting was examined.

Project personnel recommended that the behaviour modification approach be used in future life skills classes offered in Minaki.

Reflecting their importance, the report of this project (as with a number of other WICL project reports) touched on child care and transportation arrangements. For example, three alcohol and chemical abuse workshops given by a supervisor at the Kenora Detoxification Centre were covered in the final report and J. MacKinnon summarized the observations as follows:

A big asset to this program was the allotment of funds for child care. Transportation for clients to and from the Centre was provided by project

staff. Initially a local taxi service was hired to carry out this duty but their fares were too high and they refused to wait a few minutes if the women were late.

### High Risk/High Need Female Offenders

The lack of community-based programs for high risk/high need female offenders was the focus of a study undertaken by Elizabeth H. Kappel. It was noted that the most common community-based alternatives to imprisonment did not appear to be suitable for, or to meet the needs of, a small group of female prisoners. More specifically, probation, community service orders and fine options appeared to be ruled out for women who are violent, dangerous, abusive to themselves and others, and/or suffering from serious mental health problems because they require high levels of supervision and treatment. Consequently, such women may not be released at the earliest opportunity or, if released, they are likely to be returned for new offences.

With a view to learning more about these women, ascertaining a range of community alternatives that would meet their needs and developing community support for the introduction of pertinent services, Kappel reviewed the literature; made site visits to community agencies that work with, or house, women who come to the attention of the criminal justice system; and conducted in-depth needs assessments of 46 high risk/high need women. J. MacKinnon summarized the four main directions suggested in Kappel's final report:

1. Community Based Programs for Mothers and Their Children in the Criminal Justice System: Studies show that women are more likely to change when they have their children in their care, and in treatment programs with them, yet very few options exist for mothers and children.
2. Day Treatment Programs for Mothers and Their Children: If daily contact were maintained through attendance at a variety of day programs, many women could live in their own homes rather than in halfway houses. This would allow more women to be diverted from the institutional/CRC [community residential center] system.
3. New Options for Addicts: Information provided by the women revealed that the crimes that they committed revolved primarily around addiction problems, and that traditional community-based addiction

programs did not help them. New forms of support in the community must be examined.

4. Treatment Programs for Women: Information provided by the women revealed that treatment programs should include an exploration of all the forms of violence women have experienced in their lives, provide individual and group therapy components, skill training, and children's programs. They may take the form of a therapeutic community model based on a feminist perspective, woman's self-help groups or a combination of these and other ideas.

Kappel also observed that consideration of program options may not be sufficient. On page two of the executive summary to her report she noted that to address the needs of these women more had to be learned of "the cause and roots of the violence women commit against others particularly as it relates to violence they have experienced". In addition training of community people to give them the necessary expertise to work effectively with the high risk/high need women was required. Lastly, in that individual, in-depth therapy is an essential program component, it was suggested that there was a need to consider flexible funding where money would be committed to each woman rather than a program.

#### WICL Project Reports

Although the presentation above provides only a limited sample of WICL projects, a number of reports of the diverse efforts present a similar picture. They indicate that women brought to the attention of the criminal justice system face multiple interwoven needs similar to those faced by many other women. They share a need for such opportunities as suitable, safe and affordable accommodations; child care; formal and informal education and vocational training; networks; and support groups. The complex circular nature of the needs were frequently illustrated by references to participants who were mothers. For example, a single mother who wishes to increase her family income by enhancing her vocational or academic training required child care. As depicted in the reports, without the latter, she may find herself in an unbroken circle (no education → no money → no child care → no education → no money) from which she may see no escape; this, in turn can foster a poor self image, despondency and/or family tension, making it all the more difficult for her to see or find a way out. Thus, as local groups became aware of the needs and the commonality of them and they attempted to come to grips with the issues and how best to respond to them, Women In Conflict with the Law took on a whole new meaning.

SPECIFIC SUPPORT

TRANSPORTATION NETWORKS

Because of the distances involved many of our inmates do not have an opportunity to spend time with their children while they are incarcerated. It is not unusual for periods of six to eight months to lapse between child visits. (Canadian survey participant)

FAMILIES OUTSIDE

Pittsburgh, Pennsylvania

Families Outside is a non-profit organization sponsored by the Family and Children's Service, a United Way agency. It was established in April 1980 to help families with relatives incarcerated in state or federal prisons in Pennsylvania. It is based on the premise that support to families and friends of inmates will reduce recidivism because "strong family relationship[s] are critical to parole success and therefore have a direct influence on the likelihood of recurring criminal activity".

Low cost mini-bus transportation is offered to nine state and two federal prisons on scheduled days throughout the month. In addition, it has developed a monthly newsletter, which has a circulation of 600, and a number of self help groups. Funding comes from the United Way, the federal Human Services Development Fund, the Department of Corrections, and transportation fees.

All services of Families Outside are provided by community volunteers. They offer clerical relief and act as bus drivers, group leaders of self help groups, and transportation coordinators. Each month, on average, fifty children use the transportation service and five participate in group meetings.

The July 1986 "Family Outside Newsletter", set forth the transportation policy and regulations, as well as the schedules and fee structures noted below. Preference is given to passengers who possess a Priority Pass, which is issued to those who attend group meetings run by the organization. This pass can be used by the holder and one of his/her children under the age of fourteen for the trip of their choice. Each pass expires within two months of the date of issue and is valid for one trip. Pass holders must pay for their seat(s) four business days in advance of the trip otherwise their reserved seats will be given to someone else.

Bus reservations may be made by calling Families Outside or by mailing or bringing a cheque or money order to the office. Pregnant women and those under a doctor's care must submit a

medical statement permitting their travel. Scheduling is based on consideration of "Priority Passes submitted, the need for all inmates to receive visitors; employment status of the visitor; distance travelled; attendance at meetings, and other factors".

Due to the varying distances, the price and schedules for trips to the encompassed institutions vary. Circumstances may alter both. For example, according to the above cited newsletter, due to mileage and the "strain encountered by using volunteers", it was decided to charter a bus that would combine visits to four institutions (Muncy, Lewisburg, Allenwood, and Dallas) in one trip and this necessitated a fare increase. Thus, at this time the bus for Greensburg departed at 7:45 a.m. and cost \$6 and the one bound for Dallas, which left at 3 a.m., cost \$30. In all cases, however, children between the ages of two and eleven ride at half fare, and there is no charge for those under the age of two. Ordinarily, refunds will not be made but exceptions are allowed for defined emergencies.

The organization reserves the right to deny, suspend or terminate visits of anyone using their vehicles who could jeopardize the program for others. Grounds for such action encompass violation of institutional rules, including the introduction of contraband; sexual indiscretions; and disobeying program regulations such as smoking, eating or drinking on the bus.

Families Outside also sponsors a number of groups; offers individual counselling; and when needed, makes referrals to community agencies and liaises with correctional officials. Three groups meet monthly. One - the Wives, Fianceses and Girlfriends [self help] Group - is led by trained co-leaders who initiate discussions on such subjects as coping skills, financial concerns, stress, anger, social stigma, and childrearing. A second - the Parents Self-Help Group - includes parents, siblings, children (fourteen and over), and grandparents of inmates. The co-leaders help members to explore such areas of concern as loneliness, coping skills, "tough love", and relating to someone in prison. The third, the Education Group, is open to all interested parties. Speakers (who have included a criminal court judge, a parole officer, attorneys, ex-offenders, correctional officers, a financial expert, and drug and alcohol counsellors) address different aspects of the criminal justice system. In addition to the monthly groups, there is a weekly women's support group led by a social worker. Participants discuss such topics as assertiveness, value clarification and coping. This group is open to all women who know someone who is incarcerated.

PRISON VISITATION PROJECT (PVP)

Richmond, Virginia

Most state prisons are in isolated areas. --- For many, PVP is a lifeline to the outside world.

(American participant)

PVP Incorporated is a nonprofit organization that was founded by a number of churches in Richmond, Virginia in 1978. Its purpose is "to encourage positive, stable family relationships during the period of incarceration" by providing transportation, information and referral services to the families of prisoners. It is operated out of the basement of the Second Presbyterian Church House in downtown Richmond. This church is a member of the ministries which originally founded the program.

The Project (which is funded by the United Way and private donations, including contributions from inmates) serves, via its transportation arrangements alone, an average of 130 visitors per week. It is overseen by a 25 member Board of Directors, all of whom are PVP volunteers. They are responsible for deciding what services to offer, when new buses are required, how much money is needed and from where it can be raised, and supervising the Executive Director.

The program is run by two paid employees, one being the Executive Director, and 200 volunteers. The latter are people from the community who learned about the project through their church, the United Way, local businesses, courts, civic groups, or by visiting someone in prison. Volunteers are recruited as drivers, to prepare and serve food, to work on the newsletter, child caretakers, discussion and program leaders, counsellors, coordinators, and office personnel.

Every Saturday PVP offers to those visiting inmates free bus or van transportation between Richmond and the 15 state prisons, which are located from 30 to 125 miles away. In addition, rides to these correctional facilities are provided for such special events as dances and banquets. The vans were purchased for the Project by local service agencies. The buses and vans leave from the church every Saturday morning between 10:30 and 11:15. Prior to departure volunteers provide visitors with child care services and often there are guest speakers. When the buses return, around 4:30 p.m., a meal is provided. The meals are prepared by different church groups around the city and are free to all prison visitors.

Other services offered by PVP include Family Support Group Meetings. Prior to each, dinner is served and there is no charge for the meal or the child care provided. Individual counselling, referrals and public education are available and, late in 1986, a group for wives and girlfriends was being planned. PVP also

distributes a monthly newsletter, two pamphlets (one is about PVP and the other describes the Virginia Department of Corrections and prison regulations pertinent to inmates' family members) and a condensed version of the children's book "When Can Daddy Come Home?".

OPERATION SPRINGBOARD  
Toronto, Ontario

Operation Springboard was initiated by a group of inmates at Warkworth Institution in 1969. Concerned that family members and friends were unable to visit due to transport difficulties, the group turned to community members for assistance in setting up a transportation program. Eventually an independent, non-profit organization, with a board of directors, was established. Its primary purpose was to provide low cost transportation to family and friends of inmates.

To ensure the continuity of the program, in 1985 Operation Springboard members approached the John Howard Society of Metropolitan Toronto. As a result, Operation Springboard was brought under the umbrella of the John Howard Society, although it remained a separate program identity with its own account for charitable funds. In 1987, an philosophical split within the ranks of the John Howard Society of Metropolitan Toronto led to the creation of a separate organization - Operation Springboard and the dissolution of the John Howard Society of Metropolitan Toronto.

The new Operation Springboard organization, formally established in the Spring of 1987, is run by 130 full-time personnel and from 300 to 400 volunteers. In addition to low cost transportation it provides a variety of programs and services for men who have been in trouble with the law and their families.

Seven days a week Operation Springboard offers low cost mini-bus transportation to correctional institutions in Ontario. (Back in 1985, two 14 seat vans had been purchased.) The various facilities are served on a rotational basis. The cost of the service varies according to the destination. Children ride at a lesser fare than adults.

A broad range of other services are also offered. Individual counselling is provided, as is assistance in meeting such immediate needs as food, housing and employment. Operation Springboard volunteers and personnel supervise offenders who are completing Community Service Orders. Regular visits are also made to all Metropolitan Toronto jails. Assistance there may include individual counselling, arrangements for legal aid, contact with family members, or referrals to community resources. Young offenders may be taught basic life skills and/or helped to

learn to read and write or upgrade their educational level. Operation Springboard members work in cooperation with Correctional Services of Canada and the National Parole Board in implementing the Accelerated Community Integration Programme that encompasses the development of release plans and follow up systems for ex-prisoners. Also within Metropolitan Toronto, Operation Springboard operates community residences (group homes) for men completing their sentences. Employed residents contribute toward these homes by paying room and board and helping out with household and maintenance chores. A support group for women who have an incarcerated spouse or boyfriend is coordinated by Springboard personnel. The group, which normally has six to eight participants, gathers at a central meeting place Monday evenings for two hours.

#### HOSPITALITY HOUSES

...76% of the inmates are received from ... (approximately 475 miles away) thus creating a hardship due to lodging cost for those who have temporary custody of the inmate's minor children. This is the main cause of virtually limited contact with the inmate's children.  
(American respondent)

#### BRIDGE HOUSE

Kingston, Ontario

#### History

An inmate's wife, who had experienced the "stigma and expense of travelling from Windsor, Ont[ario] to Kingston every week-end to visit her husband", spearheaded the Bridge House initiative. She and two other women (another inmate's wife and a minister's spouse) founded this organization in 1980, but it took a couple more years for the project to reach fruition.

In the two years leading up to the opening of Bridge House, much preparatory work had to be done. Initial data gathering and needs assessment questionnaires were developed and distributed with the assistance of the Regional Office, Correctional Services of Canada and staff at the eight federal correctional institutions in the area helped by contacting inmate committees. Inmates' families were interviewed to ascertain the difficulties they encountered (e.g. "exorbitant cost of travel and accommodation, care of the children during the visits, the stress of the visit, lack of control by the inmate over the visit, lack of understanding by the inmate of possibilities for the future and heightened loneliness surrounding the visit"). Complimented by positive reports by the local press, community and monetary support was solicited and established. Members of

local churches, John Howard and Elizabeth Fry Societies and other community organizations served as resource people to find ways to aid inmate families and prisoners pitched in by furnishing and advertising the house.

As a result of these combined efforts, Bridge House opened August 2nd, 1982. Nevertheless, beginning with an operational budget of \$5,000, during the first year the House was hard pressed financially and the original founder, who had been hired as the part-time Director, put in eighteen hour days. Through the help of the media, the difficulties were made known and private and public bodies, including all three levels of government, came forward with contributions. The inmates at Joyceville Institution, for example, raised \$1,132. Over time the budget multiplied fifteen fold and it was possible to expand personnel and services.

### The Organization and Personnel

Bridge House Incorporated is an non-profit volunteer organization designed to serve women and their children who are visiting the eight federal correctional institutions in the Kingston, Ontario area. Its main purpose is "to encourage frequent visits by families to incarcerated inmates thus promoting family unity" and it is hoped that this will play a role in reducing recidivism. The house is run by a house manager under the direction of a Board of Directors.

At the time of writing, there are two full time permanent personnel, a director and an assistant director, both of whom are paid by the Bridge House organization. There are two contract positions, a child care worker and a person who comes in to help on the weekends. Both are sponsored by the Ontario Ministry of Community and Social Services, with the latter being co-sponsored by Employment and Immigration Canada. In exchange for free room and board, one "live-in" person runs the house from 10.00 p.m. until 8.00 a.m. There are also three volunteers who work the reception desk on a rotational basis; two work from six to ten o'clock every evening and one covers the evening shift on the weekends. In addition, summer jobs and field placements for students in the secretarial arts, corrections and social sciences at St. Lawrence College and Queen's University and for those in the Preparing Adults for Community Experience (PACE) program for the intellectually disadvantaged are offered.

### Funding

Financial resources come through private donations, accommodation fees, and various funding arrangements of the federal, provincial and municipal governments.

### Accommodations

Bridge House is located in downtown Kingston, which permits easy access to public transportation, dining and other facilities of the city. Until the summer of 1987, it was in a rental property. At that time, however, an allotment was received from the Ministry of Housing that allowed the purchase of a home down the street from the original site.

The house can accommodate up to 15 women and their children. (A crib is available for infants.) There is no age restriction for girls but boys must be under twelve. No alcohol, drugs or men are permitted and curfew is set for 10:00 p.m..

When last contacted, the nightly accommodation fee was seven dollars a person, excluding children. Reservations are required and the maximum length of each stay is three days. An average of 1,500 parents and their children use Bridge House each year.

### Services

The house is equipped with a full kitchen so guests may prepare their meals. Those for children are provided free of charge when food is available. Other services include counselling, referral services and written information on the visitation rules and requirements of the prisons. (A government grant allowed the latter to be developed by three students in 1984. First, they interviewed visitors, inmates and prison officials to ascertain their needs and the pertinent facts; then they wrote brochures about each institution in recognition that "informing visitors will reduce the stress and anxiety felt by them in a strange environment".)

In 1985, in keeping with a decision to focus "intensely" on the children of offenders, Bridge House personnel expanded their program to provide child care services. A certified child care worker was hired to care for them while the parent/caretaker is at the prison visiting. For a year, she was assisted by two babysitters. Toys and an outdoor play area with a swing set, sand box and a teeter-totter are provided. With parental permission, the children are also taken regularly on picnics and outings.

The child care worker is, and her two temporary assistants were, sponsored by the Ontario Ministry of Community and Social Services. The former works a 40 hour week and her hours are scheduled according to need. Generally, she works from 10:00 a.m. to 6:00 p.m. on the weekends, plus three days during the week.

### Service to the Community

A women's support network has been established to assist those who have relocated to Kingston to be closer to incarcerated loved ones. Services include finding housing, employment, educational facilities, day care centers, and government assistance. A life skills class is also offered to low-income families in the community.

### ALDERSON HOSPITALITY HOUSE Alderson, Virginia

Alderson Hospitality House serves families and friends of visitors to FCI-Alderson. This is an all female, tri-level security institution with a rated capacity of 572; in 1987, however, it was reported to have a daily population that was climbing toward 1,000 women.

Alderson is a small rural town located in the south-east corner of the state. There is no public transport and because it is surrounded by mountains, small planes are necessary, which makes flying particularly expensive. Thus, the availability of a vehicle is especially important to visitors.

### History

The origins of Alderson Hospitality House are traced to the personal experience and efforts of a husband and wife team, Margaret Ann (Maggie) Lauden and Richard (Dick) Dieter who, through visiting a friend incarcerated at FCI-Alderson, came to realize that many prison visitors were in need of housing and support. For example, they found people sleeping in the street and in cars waiting for the prison to open for visiting. They managed to raise funds to purchase and renovate an 18 room house and with the support of a third person, Kathy Belle Fulle, (who had heard about their work and had come to join them) Alderson Hospitality House was established. The doors opened to visitors sometime between December 1976 and January 1977.

### Funding

Alderson House is an incorporated non-profit organization which is funded entirely by private donations. On page 38 of the 1981 publication of their overview of services for offenders' families, Fishman and Cassin note that, "Alderson House's decision not to accept government funding reflects its philosophy that the work it does is the responsibility of people, not governments".

### Personnel

The managers live at the house, along with their children, and provide all the services. Often, however, a third adult volunteer will come to help out. Since its inception, Alderson Hospitality House has been overseen by a series of husband and wife teams. All three of the families to date have been members of the Catholic Worker Movement - a volunteer group dedicated to serving the poor which began in the 1930's. No one is paid a salary, but the basic needs of program personnel are covered.

### Accommodations

Up to thirty people can be accommodated at this three-story hospitality house. It is open all day and while visitors are asked to be quiet by 11:00 p.m. arrangements can be made ahead of time with the managers to stay out later than 11:00. Guests are asked to confine any smoking or drinking to their rooms. It was noted that, if these activities have been engaged in, they have been done most discreetly.

### Services

All services are free of charge but donations are accepted.

Apart from providing accommodation, Alderson House is available for prison visitors who will not be staying overnight but who wish to freshen up or relax before or after visiting. It was noted that this service, which also allows visitors to find support from others, is well used.

Overnight guests receive dinner every evening and there is a self-serve breakfast each morning, except on Sundays when a pancake breakfast is offered. The food is covered by operational costs and vegetables from the house garden. All meals are prepared by the managers.

The wife and husband team also help to supervise the children who come to visit with their parents. There is an indoor play area with toys and games and one outside with a swing and sandbox. The number of children at the house at any given time ranges from two to ten, with the majority coming on weekends. It was noted by the house managers during the survey that visitors often help them to supervise their own child.

The house has a small car, which holds about four people. The managers offer rides to and from the prison, the local train station and bus depot. If several people need rides, the house managers either make several trips or call upon friends to help them. Moreover, when possible, they try to link up individual drivers in car pools for trips to and from Alderson.

The managers also offer help in coordinating accommodations with buses scheduled by others. For example, the Annandale Christian Community Center for Action sponsors bus trips twice a month from Washington, D.C. to Alderson. These visitors stay overnight at the Hospitality House. In 1986, the cost of a round trip was \$15.00 for adults and \$2.00 for children under ten. A maximum of 16 people can be transported during a single trip. Such trips have brought over five hundred visitors to Alderson. At the time of this write up the house managers were trying to make similar accommodation arrangements for a bus service from New York.

Information services are provided. For example, a bilingual (Spanish and English) brochure describing the house, its services and the visiting hours at the prison was produced by the house managers. Inmates at FCI-Alderson receive it during their orientation to the institution. Current literature is also kept in the house for visitors to read. This includes newsletters, developed by the house managers, which cover issues related to corrections.

#### Service to the Community

The house managers conduct a number of support groups for local people. These are held at the house and are open to anyone in need. In addition, Alderson Hospitality House is open as an emergency shelter for the homeless, battered women and their children, and others.

#### AGAPE HOUSE

Jefferson City, Missouri

Agape House is located in Jefferson City and serves families and friends visiting the four local prisons - Missouri State Penitentiary, and the Renz, Algoa, and Central Missouri Correctional Centers. The primary purpose "is to help keep families intact" by providing low cost overnight accommodation where the program personnel can "model warm, caring family-type environment for our guests that will hopefully affect their own situation as well as provide them with a home away from home where they can count on mutual respect and support".

#### History

Two prison volunteers, Janice Webb and Sister Ruth Heany, were responsible for initiating Agape House. Through their work with inmates and their families they recognized a need for housing for prison visitors. The first step was to establish a Board of Directors. Representatives from different denominations volunteered to sit on the fifteen person Board and Janice Webb became its first leader. After receiving non-profit status, the

Board arranged a loan and bought a house. Agape House was opened in November 1980.

The Board members then conducted a state-wide mail campaign to churches of all denominations. Agape House is now funded by the United Way and private donations. About a quarter of its operational budget comes from accommodation fees and another one-fifth comes from the United Way. Donations from individuals, churches, businesses, and organizations cover the residual costs.

### Personnel

The house manager, who at the time of this write up was a volunteer missionary from the South Baptist Home Mission Board in Atlanta, is responsible to the Board of Directors for Agape House and is in charge of day to day operations. Generally, she is assisted by another volunteer. Both live at the house.

### Accommodations

Agape House is a three-story building which can accommodate up to 45 people. Guests are responsible for their own meals but they have access to a community kitchen where some donated food is available. They share a common living room. The house is closed daily for cleaning during the prison's visiting hours of 9:00 a.m. to 2:00 p.m. There is a 10:00 p.m. curfew. No smoking or drinking is allowed.

Accommodation costs at the time of writing were \$3.00 for adults and \$1.00 for children. Those who cannot afford these rates are still welcomed. Since its inception in 1980, over 30,000 guests have stayed at Agape House.

### Services

The house has a station wagon which was donated. When there is an assistant, the car is used daily to transport visitors to and from the various prisons. When there is no assistant, it is used when a driver is available. There are suggested donations to cover upkeep of the car and the cost of gas.

In 1985, a child care program was established for guests at Agape House. A licensed child care worker was hired to look after the children during the day when their parents were visiting the prison. It was found, however, that the inmates and their wives did not want to leave their children in someone else's care. The program was then modified so that the children would go to the prison in the morning and the child care worker would pick them up at noon, bring them back to Agape House, give

them lunch, and play with them until their parents got home. This arrangement, too, did not work out because the inmate parents wanted to spend the whole day with their children. To allow the parents or caretakers to rest and clean up before supper, a third service was set up to offer child care after prison visiting. This also was not well received by guests and, consequently, the child care service was cancelled.

### Future and Related Developments

In 1987 a free lance writer, Pam Wong, came to Agape House to prepare a handbook on how to set up a house for prison visitors. The book, "An Agape House Handbook: How to Create and Operate a Guest House for Family Members Visiting Inmates" was scheduled for publication at the time that this write-up was prepared.

## FAMILY SUPPORT

### FAMILIES IN CRISIS (FIC) Hartford, Connecticut

Families in Crisis, which was originally called Women in Crisis, is a non-profit, incorporated organization that was founded by Margaret Worthington in 1977. Its name change arose because of the number of calls received for assistance from those who assumed it to be an organization devoted to aiding women. Its goal is to help inmates' "loved one[s]" cope with the crisis caused by the separation occasioned by incarceration. Until 1984, when the association prepared to introduce its first program at a correctional facility for women, its primary focus was on the families of incarcerated men.

Fishman and Cassin included a write up of Women in Crisis on pages 26 and 27 of their 1981 review of programs for families of offenders. They observed that when M. Worthington began, she was a retired social worker. She began with a pilot project that ran, without funding, from the fall of 1975 until March 1977 when the first full year of operation began. By 1980 it had a budget of approximately \$138,000 which had been provided by the Law Enforcement Assistance Administration, the Connecticut Departments of Correction and Mental Health, and private foundations, businesses and individuals. Their succinct summary provides a variety of other details which may interest readers attempting to follow organizational and program developments from an historical point of view.

### Overall structure

The association has a 21 member Board drawn from a variety of agencies, private industries and government bodies, including the Connecticut Department of Correction. Twelve program personnel, which include coordinators and counsellors (a number of whom are fluent in English and Spanish), are headed by an Executive Director. Student interns from nearby colleges and universities also play an integral role in advancing the association's objectives. The work they do varies by location but they have been involved in providing services and undertaking such projects as the development of a community resource manual, a guide to the court process, an agency needs assessment, a questionnaire to select speakers to address volunteers, and a manual explaining marriage procedures in Connecticut's correctional institutions. In addition to the students, trained community and inmate volunteers, whose membership includes retired people and ex-offenders, donate their time to association goals. While the number necessarily vary over time, at any given moment, there are at least 50 active members.

### Funding

The association's activities are funded by contributions and in-kind donations. A number of the latter are noted below but here, just by way of illustration, reference may be made to the handmade, large, wooden playroom equipment for Somer's Sesame Street Playgroup Project that was presented by the Hutterian Society of Brothers in the fall of 1984 and the American Red Cross training sessions donated in 1987, which were given in rooms provided by an insurance company that also furnished lunches and parking space. With respect to in-kind donations, FIC annual reports are explicit in crediting the dollar value of volunteers' time. For example, in 1987 the 3,157 service hours donated by one group - the 60 student, community and inmate volunteers at the Community Correctional Center - Hartford - was calculated to be \$30,686. The Connecticut Department of Correction; the United Way; foundations; trusts; businesses; religious groups; community associations and individuals, including board members, are among FIC's financial contributors.

### Services

Over the years the services of FIC have been augmented. By 1987, its annual report encompassed family support/court outreach programs, family counselling, visitor information projects, transportation services, parenting education and support groups, Sesame Street programs, bilingual and bicultural training for its volunteers as well as professionals working in the field, information collection, and a wide variety of community outreach activities. In addition, as with earlier

annual reports, for each service, it indicated the expansions and improvements that were objectives for the coming year.

### Family Support Services

FIC's first and constant core initiative is the Court Outreach and Family Support Project associated with Hartford and Waterbury. This Family Support Services program matches a trained community volunteer with a "family in crisis". During the first six to eight weeks after incarceration the volunteer helps family members by offering support and information about the criminal justice process and prison regulations; escorting them at the time of the first court appearance, the sentencing and the initial visit to prison; and by suggesting specialized agencies that could be of assistance. Contact can continue beyond this initial period if requested.

### Family Counselling

With particular attention to the pre- and post-release periods, FIC provides family counselling from pre-trial on. By the time of the 1987 annual report, it was available in association with six institutions but by early 1988 it had been extended to seven correctional facilities. Also, a weekly Parents' Group for those whose son is incarcerated at the John Manson Youth Institution has been initiated.

### Sesame Street Goes to Prison Programs

FIC now operates two week-end Sesame Street programs; one (the first to be introduced) at the all male, maximum security, Connecticut Correctional Institution (CCI) - Somers, which has a normal capacity for 1,076; the other at the exclusively female, minimum security, CCI- Niantic, which has a normal capacity of 200.

(As explained on page nine of the 1984 annual report) the initial program arose after observations that visits to Somers were "long and tiring" for children and they were "expected to sit very still" during family visits; thus an effort was made "to transform a possibly frightening experience into a learning experience." Since 1979, when early childhood specialist Juanita Dennis (who remained with the program until 1984) and a Children's Television Workshop trainer established the program, every weekend (or every other weekend during a 1984 "staff transition period") a space, separated from the visiting room, has been converted into a Sesame Street playroom. Children are escorted back and forth between the two areas. During the evenings, the paid program supervisor trains inmate caregivers for this state licenced, drop in, day care center. Initially in a courtroom, by 1987 a trailer unit became the future home of Somers' Sesame Street program and all that was awaited was

construction of a physical connection between it and the visiting room. In the Spring of 1988, it was learned that architects were donating material and their time to make this a reality.

By 1984 plans were underway to extend the Sesame Street program to the children of the women imprisoned at the CCI - Niantic. Headway and setbacks were recorded in annual reports. The former is noted here, an example of the latter is reported below under "Transportation Services".

A five fold increase in the number of visiting children was witnessed between 1986 and 1987 and this was credited to the "consistent staffing and the DCYS [(Connecticut State) Department of Children and Youth Services] funded vans that began in August to bring children to visit their mothers". Over 100 children registered for the Sesame Street program held in the backroom of the old gymnasium and six community members and 15 inmates volunteered to assist with the influx. Due to the rapid turnover of inmate caregivers, the training program was reorganized to permit prisoners to join at any time during the year. The year also brought another development:

...several mothers accompanied their children into the Sesame Street playroom to share the experience with them. This is the most prized addition to our program - one that facilitates a rewarding mother-child interaction.

With the stabilization of the Sesame Street program, which in 1987 was being offered most Saturdays, plans were underway to open on Sundays as soon as space was available.

#### Parenting Education

"Children are Important", a nine week parenting education group named by the participants, was introduced in 1987. Led by a volunteer ex-offender, working with a community trainer, the program focuses on parent-child relationships. It covers such areas as "listening skills, sending I-messages, determining the goals of children's misbehavior, and the concept of logical consequences". Each session includes a craft activity during which mothers make gifts for their children. The first course culminated in a New Year's Eve party for the 13 mothers and their 32 children, aged eight months to 17 years.

#### Transportation Services

With the cooperation of many, overall progress in the provision of transportation services offered through FIC has been reported. For example, in August 1987 arrangements were in place to transport children biweekly from Greater Hartford and New Britain areas to visit their mothers at Niantic. A van was

donated by the First Church of Christ in West Hartford; the state Department of Children and Youth Services funded the service; and FIC coordinated it and provided a driver and a child care worker to supervise unescorted children.

As with other organizations encompassed by this report, FIC recently faced new challenges with respect to the transportation services offered. Around 1980 it had introduced a van to take visitors from Waterbury to the correctional institution at Somers. By 1987 it was in its eighth year of providing such transport every other Tuesday, however:

[u]nfortunately the Wednesday evening van, instituted in July of 1986 was cancelled in the Spring of 1987 due to insurance problems. A priority for next year will be to reinstate this service since families of men at CCI-Enfield and Carl Robinson Institution are unable to visit during the day because of the institutions' visiting schedules.

#### Bilingual and Bicultural Services

To meet the needs of all its clientele, including service providers, FIC has been striving to provide appropriate linguistic and culturally sensitive programs. Annual reports have reflected the emphasis on attracting bilingual personnel and volunteers to offer all of FIC's services, including training sessions. For example, a bilingual Waterbury caseworker provides crisis intervention services to Spanish speaking families of inmates; these include "individual and family counselling, (both short and long term), assistance in overcoming language barriers, information on court procedures, support and referrals to other community agencies". A further illustration of its efforts in this direction is provided by the translation of its own and others literature into Spanish. For example, in 1987 Begoña Solana translated Prison MATCH's handouts (Telling a Child You're in Prison, Writing to Your Child, Celebrating While You're Away and Planning A Visit with Your Child). Other examples are noted in the subsections that follow.

#### Professional and Volunteer Training

Family Intervention Workshops, financed by the Department of Correction, were introduced in 1986. An overview of issues and problems facing family members of imprisoned people is given to professionals from correctional facilities, halfway houses and community agencies. The goal is:

...to raise the level of awareness of the participants regarding family issues, to establish new lines of communication among individuals

working within the criminal justice system and to enable participants to develop realistic ideas about how to change behaviors at their respective levels of employment to address the concerns of these families.

Goals for 1988 include continuing this program, hiring a part-time trainer to coordinate agency training, expanding services to include regular ongoing training of Department of Correction's staff, and planning and implementing a statewide training conference.

Training has been a continuing feature of FIC endeavours. For example, its 1984 annual report noted that in the Hartford and Waterbury regions, members of the volunteer support group are graduates of the training courses offered each Spring and Fall. Monthly, they meet to maintain contact and to offer a network of support to each other. Guest speakers, from such organizations as Parents Anonymous, Connecticut Prison Association and Sexual Assault Crisis Association, have addressed their gatherings. In 1987, in addition to such training opportunities as those noted above for the Sesame Street inmate caregivers at CCI-Niantic and the Red Cross donation vis-a-vis volunteers, there was the Hispanic Training Program with its goals of bringing "awareness of Latino culture and sensitizing professional counsellors to the special needs of Latino offenders". While, with respect to the latter, 1987 efforts concentrated on community social service agencies, plans were underway to develop training sessions for agencies serving Latino clients and to gather data to ascertain the impact of training on the delivery of service to Latinos within the correctional system.

#### Information Collection

While information collection is not a subtitle within FIC annual reports, and, consequently, the details involved are not specified, they provide a wealth of data pertaining to their programs. (See Appendix L). Such statistical breakdowns as the relationship of visitors to inmates, their age, ethnicity, geographical residence, and service demands and similar data on the composition of volunteers and the monetary value of their services are presented. The building of such a detailed information base allows members and others to assess achievements vis-a-vis objectives, ascertain shifts in the composition and needs of clientele and service providers, and identify possible gaps in service. For example, with reference to Waterbury, on page six the 1987 report indicated that, "Half of the newly referred cases represented inmate requests for assistance with family issues when these relationships had dissolved and intervention was not possible". Moreover, the data allow for insights into how, where and by whom services may be ameliorated; and provide a foundation for setting upcoming objectives and

their priority as well as appropriate documentation for seeking financial and other support. As noted above, as of 1987, FIC members were moving in the direction of collecting data with the specific purpose of assessing the impact of one of its programs.

### Information Services and Community Outreach

FIC's community outreach activities include such initiatives as the establishment within correctional facilities of bilingual information projects for visitors, radio and television talk shows, public speaking, and articles for journals and newspapers. Members have also developed an information kit, which was distributed at the 1988 First National [U.S.] Conference on the Family and Corrections. At this event, FIC representatives also led a workshop entitled Kids of Incarcerated Dads (K.I.D.S.) which covered case studies, role plays and a slide presentation. Its objectives for 1988, illustrated by the desire of Hartford members to establish a volunteer speakers bureau, include expansion of its community outreach efforts.

In 1987, a cooperative effort, was reported as the highlight of the year. A bilingual (Spanish/English) booklet for children, entitled "A Visit to the Big House" was distributed. Completed in cooperation with the Junior League of Hartford, this 40 page booklet, which includes a study guide, was written by Oliver Butterworth and as a community service, two insurance companies covered the cost of printing 17,000 copies. By the time of the 1987 annual report 10,000 copies had been distributed free throughout Canada and the United States.

### Related Developments

Some confusion has arisen because there are now two incorporated organizations called "Families in Crisis". Just around the time that members of the Connecticut based one described above were reconsidering the name of their association, incorporation papers were being filed in North Carolina for another group also devoted to assisting prisoners' families. Consequently, just as Connecticut's "Women in Crisis" was being renamed "Families in Crisis", North Carolina's "Families in Crisis" came into existence. Although the latter was not captured in the original survey and is, therefore, outside the previously defined parameters for this report, it may be noted that the founder and current director, Deborah Creech, was recognized by Women's Day magazine for her outstanding community service in developing this association's program. Thus, those who take it upon themselves to update and expand the content of this report will undoubtedly wish to pursue this avenue.

STREETLINK  
Toronto, Ontario

Started in April 1974, Streetlink is an incorporated, charitable, non-profit organization, funded by churches and the Ontario government, that "aims to keep the lines of communication open between the inmate, his family and the community at large". In order to meet this objective, during visiting hours Streetlink representatives are available to answer questions about bail, court, jail, and related matters in the waiting rooms of the Toronto (Don) Jail and the Toronto East Detention Center. In addition, Streetlink's offices (the main one located across the street from the Don Jail, and one in the East called "The Trailer") serve as drop-in centers.

The Streetlink personnel and volunteers offer inmates and their families a variety of support services. These include visits to inmates at their request, individual and family counselling, referral services, free babysitting during jail visits, a Christmas program, making phone calls for inmates, and passing messages to and from family members. It runs a weekly, mid-day (11 a.m. - 2 p.m.) Moms and Tots group "for all kids under 6 while Mom takes a break"; offers classes on parenting skills and nutrition; and maintains a toy lending library. There is also a free clothing store and food assistance and hamper program. Once a week, on a first come first served basis, fresh produce is given out from the main office and monthly (or on referral) dried goods are also available.

Noting that "[f]amilies of inmates are often uninformed or unable to get the answers to their questions", with funding from Canada Employment and Immigration, Streetlink produced a booklet. It provides information on its services and those of social service, church and governmental organizations within Metropolitan Toronto that can offer further assistance.

Streetlink's services are offered to pre-and post-trial men and women, men incarcerated at the Toronto (Don) Jail and the East and West Detention Centers, and their families. Approximately 45% of its clientele are parents and, on average, 450 parents and 350 children are involved each month.

FAMILY LIFE IMPROVEMENT PROGRAM (FLIP)

NATIVE COUNSELLING SERVICES OF ALBERTA  
Edmonton, Alberta

The Native Counselling Services of Alberta (NCSA) is a Native run, non-profit organization established in 1970. While its services are open to Natives and non-Natives, its primary objective is "to gain fair and equitable treatment for Native people involved with the legal system". In addition to service

delivery, NCSA has developed a legal education media department and a research unit. Since its inception, the NCSA has grown from one courtworker into an organization that employs over 160 people who run a wide variety of programs throughout the province.

Among its many programs the organization has introduced a number that offer assistance to inmate parents and their children. In 1972, for example, the NCSA initiated a Native Liaison Officer Program. Through contracts with Canadian and Albertan correctional authorities, this service is offered to men and women incarcerated in federal and provincial institutions within Alberta. In addition to such varied activities as providing information and referrals, escorting those on temporary absence passes, assisting with Native Brotherhood and Sisterhood activities, acting as language and cultural interpreters, helping inmates to plan and apply for parole, offering support at disciplinary hearings, arranging for resource people (e.g. employment and educational counsellors) to visit the institution, the liaison officers help inmates to keep in touch with family members, friends, lawyers, Native organizations, and others. They are also available to discuss any personal and family problems.

In 1974, the Family Courtwork Program was started to assist both Native and non-Native clients with child welfare matters. Liaising among the client, the family court and the social service system, family courtworkers help "families work out their problems and stay together", by providing counselling, legal information and assistance in Alberta's family and juvenile courts. In addition, workers will supervise visits between parents and their children in foster care. In many rural areas of Alberta, workers perform the dual role of family and criminal courtworker.

Kochee Mena, Cree for "try again", is the name of a twelve suite community residential apartment that opened in Edmonton, Alberta in 1984. It accommodates twenty Native people released from federal and provincial institutions. Among its in-house activities is the Family Support Program which assists residents to "prepare for returning to their families by helping them with parental role expectations and effective communications".

Clients can readily be referred from one program to another in the NCSA's network of services and there are no charges for any of the programs or services. Funding for initiatives comes from a variety of sources, including the Alberta Law Foundation and such governmental bodies as the provincial Solicitor General and Social Services departments and the federal departments of Justice and the Solicitor General of Canada.

Reflecting its operational style and spirit, when approached to participate in the survey, NCSA representatives not only filled out the questionnaire but xeroxed and distributed it to others to complete. Information from the multiple returns and program leaflets was later augmented by Jim MacDonald's review of one Family Life Improvement Program project. His report, which neatly summarized developments to date, became the dominant reference source used when finalizing the discussion of FLIP.

### History

In 1977, the NCSA introduced a Family Life Improvement Program to the Edmonton area. Two volunteers, one who was a Family Courtworker with NCSA and one who was a Child Welfare Worker from the Albertan Department of Social Services, initiated the program. At this time their first priority was to assist parents who had their children removed from their care by child welfare authorities "to strengthen the home situations and ... provide a more acceptable level of care". During the first two years they held weekly information meetings one night a week during which they covered such topics of interest as parenting skills, child development and building self-esteem. In April of 1979, the Child Welfare Branch of the Albertan Department of Social Services funded FLIP as a three year pilot project and in 1982 it became a permanent program.

Over the years, the clientele, funding, organizational structure, staffing, program content, and sites changed. Initially, the founders became full-time program personnel within the context of NCSA's Family Courtworker Program. By 1981, however, FLIP had become an independent program and there were three permanent positions - Coordinators of Programs, Clients and Resources respectively. Although funding, training and resource requirements did not permit full-time, regularly scheduled programming in all locations, efforts were made to introduce the program to Peace River, Calgary, and the Enoch Reserve. At least one other program initiative was absorbed. For example, a Self Help Improvement Program (SHIP) set up in Slave Lake in 1980 (whose objectives included helping people to become better parents and which offered participants an opportunity to "sort out their family problems, especially where their children are involved") was subsequently re-named FLIP. By early 1988, FLIP had been introduced into eight more locations from as far north as Wabasca to as far south as Lethbridge. Over time, the clientele expanded from parents of children who had been placed in the care of child welfare agencies to all people who were coming before the criminal justice system.

Toward the close of 1986, under funding from the Women in Conflict with the Law initiative of the Ministry of the Solicitor General of Canada, a project was begun to develop a training

package that could be used to meet the needs of incarcerated Native women and those in the community considered to be at risk with respect to coming to the attention of the criminal justice system. It also allowed for training more FLIP workers and further evaluation of the program and its training component.

During 1987, information was gathered on the operation of FLIP to date. As a result, a five module training package was formalized and tried out in a number of communities and correctional institutions. The final project review, authored by Jim MacDonald, gave a detailed account of the program and training efforts, covering both areas of strength and those perceived to require further refinement or improvement.

### Clients

Anyone - Natives and non-Natives, men and women, couples and individuals - may attend FLIP, however, as noted on page 16 of the February 1988 report drafted by J. MacDonald:

FLIP is aimed at people who: have or may have their children removed from their care; are experiencing a breakdown in their family relationship; are lacking in parenting skills or basic social skills; are experiencing conflict with the legal and social services system; have problems with low self esteem, fears, understanding their feelings or expressing themselves verbally; and those incarcerated in correctional centres.

Participants may attend regularly or periodically. A breach would be reported, however, if attendance was a condition of probation. People may leave the group and then rejoin it months or years later. Those who graduate may continue on as long as they wish.

The referral process is as informal and flexible as the program itself. Reports about a client's progress, attendance and areas requiring further work will be given, upon request, to referral sources. Where resources allow, a FLIP Worker will try to arrange at least one home visit to explain the program, encourage the person to participate, and outline resources (e.g. bus passes, child care facilities) which are available that would allow a person to attend. If after four attempts a referred person cannot be contacted or does not wish to participate, the FLIP worker will contact the referral source to explain. At this point a file may be closed or, pending the outcome of the discussion with the referral source, further efforts may be made to contact the person. Prior to each FLIP semester, referring agencies are informed of the upcoming schedule. Pamphlets, visits and phone calls are used to inform agencies of the program and to keep them abreast of new developments.

### Program Personnel

Depending on local needs and resources, the program can be run by one to three full or part-time personnel. A Coordinator would oversee the program. In addition to administrative duties, this person would be responsible for hiring, training and assigning work; leading group sessions and researching material to be presented; and counselling. FLIP Workers would help by contacting government and private agencies, arranging meetings, taking referrals and doing follow ups, assessing needs, counselling, assisting the Coordinator during sessions, writing reports, and keeping records and statistics.

Training for FLIP Workers varies. That which accompanied the WICL initiative involved six weeks over a period of eight months. One week was devoted to interpersonal skills and the Robert R. Carkhuff approach to counselling. Group dynamics and leadership skills were the foci of the subsequent weeks. Each trainee had three opportunities to present a topic and was expected to do the necessary research and find all necessary resources required. During the summer they had assignments to complete that would further the prospect of establishing a FLIP program in their home community.

### The Program

The "backbone" of FLIP is the group meetings, ideally conducted in a home-like environment by two program personnel - one to act as a group leader and one to serve as a discussion facilitator and a support person for those requiring one to one attention.

In essence FLIP is a kaleidoscope; its purposeful flexibility is marked to allow for variations in community and individual needs and resources. Its program outline might best be conceptualized as a guideline; the actual operation of each program will reflect the circumstances and needs of its participants.

While the five module training package can be covered in 30 sessions, it could be extended or contracted to meet local circumstances. (J. MacDonald noted, however, that attendance appears to improve when sessions are offered more than once a week and are held between one and four in the afternoon.) Recreational, craft, or resource days, which could involve guest speakers from, or field trips to, other community agencies, treatment centers or galleries, could augment the group sessions.

Each of the five modules (J. MacDonald's overview of the content of each is reproduced in Appendix M) covers a different theme - child development, the welfare system, sexual relationships, family ties, and feeling good about one's self.

The training package for each contains background information and suggestions for such aspects as lesson plans, exercises and audio-visual materials. In addition, FLIP Workers are encouraged to add their own experience, research and resource materials from other relevant programs.

Graduation reflects the flexibility of the program. There are no standardized requirements; FLIP Workers take into consideration each individual's unique circumstances and personal achievements. Taking all five modules and continuous attendance are not seen as necessary prerequisites and statistics on these dimensions are not regarded as particularly meaningful. Rather FLIP is seen as a stepping stone that aids participants to pursue activities (e.g. academic or vocational studies, substance abuse treatment, life skills courses) that will enhance their personal development. Thus, a graduation ceremony could as readily occur during a semester as at the end. Certificates are awarded and refreshments are served.

### Future Developments

Evolution is characteristic of FLIP. In addition to establishing the program in communities and correctional institutions, thoughts have turned to its future application. One possibility, noted on page 6 of MacDonald's report, is that:

Once groups are established participation in FLIP may become a condition of probation, thus allowing Native women to continue the program in their home communities, if they can fulfill the terms of probation in their communities.

### LEGAL AND ADVOCACY SERVICES

#### LEGAL SERVICES FOR PRISONERS WITH CHILDREN (LSPC) San Francisco, California

LSPC is a California-based organization, established in 1978, that is devoted to the maintenance of family units and ties during a parent's incarceration. It attempts to meet this goal through advocacy; by offering legal assistance, information and referrals to mothers and fathers and their families at all stages of the criminal justice process from pre-trial to post release; by providing consultation and educational opportunities to professionals; and by undertaking projects that will advance the knowledge of inmate parents and their families of their rights and responsibilities. Three main areas of concern are alternatives to prison, prenatal care for pregnant women, and foster care and child custody issues.

Education of the public, professionals and inmates is among the organization's primary objectives. LSPC personnel provide training and act as consultants to community organizations and legislators, judges, attorneys, social workers, and other professionals with respect to all of the organization's main interests, including adaptation of California's Mother Infant Care (MIC) Program for use in other jurisdictions. Ellen Barry, Director of LSPC, has written extensively on these subjects and articles by her may be found in a number of newsletters and professional journals. In addition, to address many of the questions raised by incarcerated parents she wrote "Incarcerated Parent's Manual: Your Rights and Responsibilities", which is distributed to imprisoned parents. This booklet includes sample letters to a judge, social worker and attorney, which inmates may use as models when trying to obtain post-release custody of their children. As noted elsewhere in this report, Ellen Barry, and other members of LSPC, have also been active in initiating and supporting a variety of information sharing forums, including the recent First National [U.S.] Conference on the Family and Corrections.

As an advocate of systemic changes that may be achieved through legal and administrative reform, LSPC has been actively involved, independently or in cooperation with others such as the American Civil Liberties Union, in legal suits. These have dealt with, for example, prenatal medical care and California's MIC Program. (The latter, which permits qualified inmate mothers to live in the community with their children while they serve their sentence, is discussed in the upcoming section entitled, "Community Correctional Options".)

This non-profit incorporated organization is funded by foundations and personnel donations, plus a small amount in legal fees.

#### INFORMATION SHARING AND NETWORKING

##### FAMILY AND CORRECTIONS NETWORK

##### Family and Corrections Foundation Waynesboro, Virginia

The Families and Corrections Network (FCN) was established in 1983 by the Families and Corrections Foundation, a non-profit organization in Virginia. It was founded by James W. Mustin, the current Executive Director, who noted that the goal is "to make family programs a standard component of all aspects of the criminal justice system".

The Family and Corrections Network serves as an independent clearing house and source of technical assistance on

programs for inmates and their families. As a first step toward achieving its objective of an annual directory of pertinent programs, a survey was undertaken to update and augment the results reported in Fishman and Cassin's 1981 overview of services for families of offenders. The resulting 25 page, June 1985 document, published by the National Institute of Corrections, U.S. Department of Justice, provided a brief description of each identified service and information on how to contact the people or organization responsible for it. In keeping with its information sharing objectives, recipients of this directory were encouraged to reproduce it. In addition, FCN publishes quarterly working papers pertaining to programs for incarcerated parents and their families. Each issue presents reprints of articles; extracts from research studies; program descriptions; brochures; newsletters; newspaper articles, including letters to the editor; and book reviews. FCN efforts are not restricted to publication however; it also encourages and sponsors initiatives to further personal communication and networking. This is well illustrated by its role with respect to the First National [U.S.] Conference on the Family and Corrections and the upcoming 1989 North American conference on the same subject.

FCN is financed through donations and subscriptions to its publications. In addition, it has been successful in attracting funds for specific projects that will aid the gathering and dissemination of pertinent information.

COMMUNITY CORRECTIONAL OPTIONS

COMMUNITY RESIDENTIAL CENTERS

FAMILY AND LIFE SKILLS PROGRAM

WILLIAM PROUDFOOT HOUSE (WPH)

London, Ontario

William Proudfoot House, which is indistinguishable from any other home on the street, is an eight bed community residential center located in London, Ontario within easy access of all downtown facilities. It serves provincial female offenders who are being released on probation, parole or temporary release from Elgin-Middlesex Detention Center in London and Vanier Correctional Centre for Women in Brampton, Ontario. Established in 1980, the house receives some private donations, however, it is primarily supported by monies from the government of Ontario.

The Family and Life Skills Program is open to all. Upon admission, each woman is interviewed and given a "Home Management/Lifestyle/ Life Skills Questionnaire" to complete. (See Appendix N). This is used to identify each resident's program needs. An opportunity for "situational learning" arises from the women's responsibility for all home making tasks at WPH. In addition, residents may avail themselves of an educational program developed and introduced by the WPH's full-time home economist, Doreen Hodgkinson, who is the course instructor. It has two parts. Phase I involves weekly three hour workshops using the kitchen facilities at First St. Andrews United Church. During the preparation, cooking and eating of meals, basic skills in nutrition, budgeting and food preparation are taught. Phase II has six modules which are offered in-house on a bi-monthly basis. Topics include sewing, laundry, shopping, clothing, personal grooming, sexuality, and parenting.

When children come to visit residents at WPH, the home economist can use this opportunity to teach parenting skills. Shared activities are used to do this. For example, she may join a mother and her child(ren) in baking a batch of cookies. This activity will be used to model skills such as effective communication and discipline. These visits with children may be conducted at WPH or in the community, wherever the mother and children feel most comfortable. For example, the home economist may escort the resident to the home where her children are residing and conduct sessions there. On average, one to two mothers and two to three children up to the age of seven participate in the program each month.

CHILDREN'S PROJECT

HOPPER HOME

New York City, New York

Hopper Home is an eighteen bed residential halfway house located in New York City which is funded through federal and private monies.

The Children's Project was initiated in 1973 to offer comprehensive liaison services to incarcerated mothers and their children. Activities include helping to locate children; assessing their living situations; and liaising with schools and, with respect to child custody, agencies and legal services. Counselling, both in groups and on an individual basis, is also available.

Services are open to all Hopper Home residents as well as those women who are still incarcerated at the Women's House of Detention on Riker's Island, New York State's Bedford Hills Correctional Facility and Alderson's Federal Correctional Institution in West Virginia. Approximately 45 mothers and 70 to 75 children, aged three months to 16 years, are involved in the project each year.

CHILDREN'S PROGRAM

HORIZON HOUSE

Milwaukee, Wisconsin

Horizon House, which opened in 1972, is a licensed treatment center and residence for women who are on probation or parole or who are chemically dependent. It is located in a large home in central Milwaukee where public transportation and community services can readily be reached.

Horizon House is a project of Horizons Incorporated, a non-profit organization whose Board of Directors is drawn from a variety of professional and community groups. The primary objectives are to help residents to keep their families together and adjust to independence from chemicals and crime.

The residential program is funded by the State of Wisconsin Bureau of Community Corrections, the Milwaukee County Combined Community Services Board, United Way of Greater Milwaukee, church groups, community organizations, and local foundations.

The Program

The Children's Program includes overnight weekend visitation for mothers and children and a parenting

education/support group. It was formally established in 1980 to help mothers wanting to maintain ties with their children. A playroom was set up and a part-time Children's Program Coordinator was hired. In late 1983, a third component, group therapy for residents' children, was added.

### Eligibility

The Children's Program is open to each mother at Horizon House who wishes to have a continuing relationship with her children, even if at the time she may, temporarily, not have custodial rights. She must agree to have the child(ren) overnight at least every other weekend; participate in the mothers' group; and plan, in consultation with the Coordinator, goals for the development of her relationship with her offsprings and family activities and outings for her weekends with them. She must also be on time for such events and appointments. After each visit she must submit a detailed report of the occasion. Mothers may also be asked to do assignments required by the Children's Court or the Children's Program Coordinator.

### Program Components

#### Weekend Visitation

Overnight visits are an essential component of the program. As noted above, participants must agree to have their children visit at the House at least every other weekend. Any admission fees associated with preplanned outings are paid by Horizon House and, usually, transportation is provided.

Although exceptions to the visiting hours may be arranged with the Children's Program Coordinator, visits ordinarily take place between 5 p.m. on Friday and 7 p.m. on Sunday.

A play area, equipped with baby furniture and filled with toys, games, books, and art materials, has been set up in the attic. Children must be supervised the entire time that they are in this location. If a child is found there without an adult, mothers of all visiting children will be given a curfew. The children are also welcome in their mothers' rooms and the first floor community areas. They are not allowed in the offices, basement, backstairs or, unless invited, other residents' bedrooms.

Each mother is responsible at all times for the care and supervision of her child(ren). However, if she must leave the house and there are no childcare facilities at the place where she is going, she may ask another resident to babysit. Program personnel may not be asked to do this.

All visits are to be planned and evaluated by the mother. Plans are recorded on a supplied form that is submitted prior to the visit. Initially, the mother is expected to include one goal that will help her relationship with her child to grow. After the second visit, she should arrange to meet with the Children's Program Coordinator to develop more specific goals.

Subsequent to each visit the mother must make a detailed written report. She is to list all the food that her children ate; state when they went to bed; describe the nature and location of their activities, and give an account of which parenting techniques were applied, what problems arose and a personal evaluation of the visit. The Coordinator draws upon a review of such information to help set goals for future visits.

As specified in the program overview (the source of all quotations used here), physical violence or threats of violence by a mother or a child is not permitted.

No spanking, pushing, hitting, name calling, swearing or threatening. Instead you are encouraged to apply parenting skills that you learned in the Mothers Group. If that fails, there are other women available with whom you can discuss your anger and who will support your looking for alternatives.

Rewards and punishments revolve around curfew hours. Children must be in the house by their mother's curfew time or 9 p.m., whichever is the earlier. Rule violation will lead to an earlier curfew being imposed. A visit during which a mother works towards her relationship-building goals or during which new parenting techniques are applied will be rewarded by adding one and a half hours to the curfew up to the midnight limit.

#### Parenting Education

As part of the program, mothers must participate in the parenting education and support group, called the Mothers Group, which is held once a week. Those who complete the course are given a certificate. Generally conducted by the Coordinator, topics include "child development, discipline, communication, child abuse and neglect, nutrition, safety, stress management, and chemical dependency". The Coordinator is also available to answer questions regarding maternal concerns, to offer individual and family therapy, and to liaise with community agencies involved with the family.

It is recognized that one can learn from mistakes as well as successes.

We hope that you and your children will have wonderful times together here and that you will risk making some mistakes to grow as a mother.

### Group Therapy for Children

Three years after the introduction of the Children's Program, a new component was added. Therapy groups for children were initiated in response to staff concerns. They had observed that the children needed special help in coping with the circumstances of their lives and their family.

...the children were not able to talk to their mothers about their feelings of abandonment and the responsibility they assumed from having to be 'good' to prevent their mothers' relapse into chemical dependency. An unspoken but consistent dynamic was that all members of the family were to maintain 'family secrets' (which might include: the chemical dependency, the reversal of roles that comes with co-dependency, neglect and sometimes abuse of the children, violence in the home and sexual abuse of the mothers or the children). The children were struggling in isolated states, ....

Moreover, it was believed that the children's life values were being formed in home environments where drug use was or had been prevalent. "It was not unusual to find that children in alcoholic homes had their first drink by ages three or four. And in some homes, children were fetching and lighting cigarettes for an adult." It was felt that whether or not the children were actually exposed to, or engaged in, the use of drugs, their attitudes toward this behaviour were being formed.

Group therapy is offered to children aged six to twelve. The goals of the program include learning about drugs, their abuse and behaviours associated with drug use. They are helped to develop positive self images; how to express and deal with anger, sadness and loss; and how to let go of 'family secrets'.

The groups are offered in six week cycles. (Even if a child is not coming for an overnight visit the mother is to ensure that a participating child does not miss any of the sessions.) Subsequently, the child meets with his/her mother and the Children's Program Coordinator is on hand to facilitate their discussion. Both mother and child are encouraged to develop goals for themselves and their relationship.

### Program Evaluation

In 1983, an evaluation, involving a 40 item Horizon House Index developed for the program, was undertaken to assess the

effectiveness of the program in changing parenting attitudes. Eighteen mothers who were involved in the program were tested over time. It was reported that parental attitudes improved with continued participation in the program.

### SHELTERS

#### YELLOW BRICK HOUSE

Aurora, Ontario

Yellow Brick House (YBH) is a provincially funded, twenty-one bed residence which offers shelter to battered women and their children. Since 1980, it has also been a temporary home for women on probation or parole from Vanier Correctional Center and their children. Women who come from Vanier are provided for under a contract with the Ontario Ministry of Correctional Services.

As part of its contract with the Ministry, Yellow Brick House sets aside one to two beds for women from the Vanier Centre for Women and their children. Under this arrangement, in 1985 three women and four children (a newborn, a young infant, and two six year olds) lived at YBH.

#### Eligibility

Prospective candidates must attend a YBH orientation held at the Vanier Correctional Center. These sessions outline the operation of the house and the expectations and requirements for accepted applicants. If an inmate is interested, she must apply to her social worker who does the initial screening and who will make referrals to Yellow Brick House personnel. The referred women must be interviewed by YBH personnel. It was noted that there can be up to three interviews. The primary concern is that the inmate can set goals for herself and her family and is able to work towards them during her stay at the House.

#### House Programs

YBH programs are open to all. Originally the women from the Vanier Correctional Centre were not asked to join the house programs for other residents. Personnel soon observed, however, that these women were experiencing many of the same difficulties as the others in the shelter and thus, they were invited to become involved.

Reported program options include parenting and life skills classes and a battered women's group. The latter is intended to help develop an understanding of the cycle of violence and the effects of assault on victims. The Child Care Worker, who provides weekly parenting classes and ongoing support with respect to parenting, also organizes activities for residents'

children and helps the youngsters to adjust to shelter living.

During their stay at YBH women are encouraged to plan for their community re-entry. They are assisted by the Housing Worker who helps them to find a place to live. After a resident leaves YBH, a Follow-up Worker conducts home visits to ensure that the women and, as applicable, their families, have any required community support. The Follow-up Worker also organizes monthly meetings for ex-residents. For those women who are not ready to leave, second stage housing is available.

### COMMUNITY HOMES FOR PREGNANT INMATES

#### PREGNANT INMATE PROGRAM

The Pregnant Inmate Program is an initiative of the United States Federal Bureau of Prisons (BOP). The aims are to provide a community-based program for expectant mothers; to help them prepare for their baby's delivery, initiate mother-child bonds; and receive support and educational programs related to child birth, child care and separation. In the course of the survey only two programs, which were developed under this initiative and that are still running, came to attention. Shared Beginnings in San Jose, California is available to pregnant inmates at FCI-Pleasanton and Mothers, Infants Together Program (MINT) is open to federal inmates who, in the main, come from FCI-Forth Worth, Texas.

In addition to the above noted programs, however, Boudouris reported on page 8 of his 1985 book, "Prisons and Kids", that during 1981 a temporary program for pregnant inmates at Alderson's Federal Correctional Institution in West Virginia was established. Eligible inmates moved to a nearby retirement home where they resided during the final months of pregnancy and two months following birth. This was cancelled when the occupancy rates for senior citizens rose and there was no longer extra rooms available for the pregnant women.

Both of the cited existing programs are run by the Volunteers of America (VOA) under contract with the federal Bureau of Prisons. VOA is a Christian service organization that was founded in 1896. In 170 communities across the United States it offers material and spiritual assistance to those in need. Among the services it offers are treatment centers and employment for the handicapped, nutrition programs and centers for senior citizens, subsidized housing for the poor and elderly, group homes and foster care for children, and halfway homes for current and ex-inmates.

The information on the Pregnant Inmate Program was drawn from a number of sources. For example, while details of the

cited programs and how they function came from flyers and a booklet supplied by the VOA members who run the MINT program in Fort Worth, it was also possible to consider a copy of BOP rules and regulations provided by participants at FCI-Fort Worth and to draw upon historical data which arose during phone conversations with Carolyn McCall, Executive Director of Pleasanton's Prison MATCH.

#### SHARED BEGINNINGS

The origins of what is now called the "Pregnant Inmate Program" may be traced to the introduction of "Shared Beginnings" in California in 1978. It was initiated after a pregnant inmate at FCI-Pleasanton indicated that she wanted to have her baby in a community setting. Through the combined efforts of this inmate; Prison MATCH personnel; a local Congressman, Ron Dellums; and the Bureau of Prisons, arrangements were made by the fall of 1978 to have the expectant mother enter the Hayward Emergency Shelter in time to give birth to her baby.

From the start, Shared Beginnings was sponsored by the BOP, which contracted on a per diem basis for the community care of the inmate mothers. The federal money does not, however, cover the babies' expenses.

When the program was introduced, expectant inmates were transferred to the community facility in their seventh month of pregnancy, where they remained for up to four months subsequent to giving birth. Shortly afterwards, however, the duration of a stay was reduced by the Bureau to a maximum of four months.

Volunteers of America run a Shared Beginnings program at Brandon House in San Jose. This residence also serves state offenders and their children who are participating in the Mother-Infant Care Program (see below) and offers shelter to the homeless in the community.

#### MOTHERS, INFANTS TOGETHER (MINT)

In February 1984, the Fort Worth/Dallas Branch of the VOA introduced Mothers, Infants Together to provide a "supportive educational environment" for pregnant federal inmates and their newborns from a woman's eighth month of pregnancy until the infant reaches three months of age.

The program is to prepare pregnant women for birth; to teach them how to care for themselves and their infants; to offer family planning and substance abuse information, individual counselling, exercise, and nutrition training; to promote bonding; and to assist in the placement of offsprings and coping with separation.

MINT is premised on the critical nature of bonding for the mother, her infant and society.

Separation of mother and infant is devastating. Uncertain and changing substitute care arrangements can prove to be seriously damaging to their welfare. As a result, they are four times as likely to become juvenile delinquents than are their socio-economic counterparts.

In keeping with this, the primary focus of the MINT program is the biological mother and her infant. It is recognized, however, that "mother" is not a term restricted to biology. Recent (August 6, 1987) correspondence (from Dr. Justin D. Call, Professor and Chief of Child and Adolescent Psychiatry Division, University of California Irvine Medical Center to Senator Robert Presley, Chairman Senate Select Committee on Children and Youth) included in the appendices to the MINT booklet requests that one:

Please note that the term 'caretaking mother' could apply to anyone including a sister, a father, biological mother, foster mother or a prospective adoptive mother and father.

As just mentioned, while the program is open to all federal women, the clientele is primarily from FCI - Fort Worth. Eligibility for the program is determined by the sentencing judge, who may direct that a pregnant woman be placed directly in the program (an option publicly supported by the VOA) or the federal correctional institution to which she is assigned.

The program is run in a residential home in Fort Worth. The MINT participants have their own suite of rooms where they live with their newborns. A courtyard is available for their exclusive use.

Family visiting is encouraged and when possible, the infant's father and other family members are involved in the program, including the birthing process. Visitors must, however, be on the approved list. With permission from the Program Coordinator, extended visiting hours are allowed and a family member may be allowed in the rooms reserved for MINT residents.

The women, who retain their status as federal prisoners while they are in the program, may only leave the residence on a special pass or if accompanied by the Program Coordinator. Provided an inmate has met all her obligations and there is no scheduling conflict with MINT activities, passes may be granted by the Coordinator where there is a need to, for example, "bond with their family, locate caretakers for [the] infant, and to pick up personal hygiene articles".

Under its agreement with the program sponsor, VOA assumes responsibility for random urine samples and breathalysers to test for drugs, including alcohol. In that a single positive result leads to expulsion from the program, inmates are duly cautioned. For example, they are warned not to eat poppy seeds in any form (e.g. salad dressing).

When the baby is about two months old, the mother must finalize her plans for placement of the infant. Inmates who become eligible for community release programs within two months following delivery will normally be transferred to the appropriate halfway house. Ineligible inmates may remain for up to three months at which time they will be returned to the institution.

Either a new mothers's family comes to the community center to pick up the baby or the inmate is given a furlough to finalize the infant's placement. Both provide the mother with an opportunity to teach the new caregiver about the infant (e.g. eating habits and sleeping routines). As soon as the baby is placed, the mother leaves the house.

#### COMMUNITY HOMES FOR INMATE MOTHERS AND THEIR CHILDREN

The [California] Legislature finds that the separation of infants from their mothers, while their mothers are in prison, can cause serious psychological damage. (Historical note that prefaces the revised legislation; see Appendix O)

#### MOTHER-INFANT CARE (MIC) PROGRAM

A note of appreciation is extended here to Ellen Barry, Director of the Legal Services for Prisoners with Children. Through personal communiques and the forwarding of written information (newspaper articles, pertinent extracts from the Penal Code of California, and synopsis of the legislation and its history) she supplied much of the documentation used as reference materials.

As of 1941 California legislation permitted prison nurseries. Nevertheless, in 1976, the lack of such facilities led to a challenge by a woman imprisoned at the California Institution for Women. She argued that she had a right to keep her child with her until he reached two years of age. While she lost her court case, the resulting public awareness prompted community members and legislators to reconsider ways to reunite suitable female prisoners and their children.

The Mother-Infant Care Program was introduced in 1978. The legislation specified that by or before January 1, 1980 the California Department of Corrections (CDC) would establish and implement a community treatment program, with "reasonable rules and regulations" governing its operation. Qualified mothers were to have the option to serve part of their sentences in the community where they could live with their children under the age of six (or, under some circumstances, older) in designated residual centers.

Doubts about the legislation arose during its first year. For example, one year after its passage, less than ten incarcerated women were deemed by officials to qualify for participation in the program. Given the size and characteristics of the imprisoned female population, this figure did not coincide with anticipations about the number of women who would benefit. Seeking to understand this discrepancy, analysis suggested that the language of the bill was confusing and its requirements too restrictive. Consequently, in 1982, through the efforts of concerned citizens; legislators; and organizations, such as Legal Service for Prisoners with Children, amended legislation was passed that clarified areas of ambiguity and relaxed the eligibility criteria.

The revised legislation (see Appendix O) sets forth deadlines for notification, application, appeals, and selection. It is incumbent upon the state probation department to advise convicted females, whose sentence or probable release date falls within six years, "no later than the day that any woman is sentenced" of the provisions of the law and to notify her of the status of her application within thirty days.

To qualify a woman must:

- have a sentence less than six years or at the time of application have less than six years of her sentence remaining ("computed as if the maximum amount of good time credit would be granted");
- meet the regulations set forth by the California Department of Corrections; (As of August 1987, CDC allowed parole violators, who had previously been denied access to the program, to apply.);
- have given birth while in custody or have a child under six years of age for whom she was the primary caretaker;
- not have been found by the courts to be an unfit parent under specified legislation; and

- not have had her application challenged by the current caretaker or the social service agency responsible for investigation of child neglect (The appeal process is multiphased and involves not only the inmate but current caregivers and social services agencies who have the opportunity under defined terms to question a woman's application.)

In recognition of "the need to utilize the most cost efficient methods possible" the modified legislation sanctions contracting for services. It also indicates objectives that "to the extent feasible" are to guide program development. In addition to ensuring pediatric care, the new legislation states that these include:

- (a) A stable, caregiving, stimulating environment for the children as developed and supervised by professional guidance in the area of child development.
- (b) Programs geared to assure the stability of the parent-child relationship during and after participation in the program, to be developed and supervised by appropriate professional guidance.

At a minimum, the programs are to "be geared to accomplish" stability of the mother, her knowledge of parenting and housekeeping, her ability to function in the community upon release, and adequate housing and child care after participation in the program. Consistent with public safety and justice, the least restrictive alternative to imprisonment and restraint are to be used.

The mothers do not lose their prisoner status when they are accepted into the MIC Program. They go through four phases of graduated release. These have been summarized on pages 6 and 7 of a September 4, 1985 memorandum prepared by E. Barry. (See Appendix P).

The history of the revised legislation and its impact is still being written. It has been, for example, the subject of legal action. Many readers will be familiar with such cases as the 1985 suit launched successfully by the Legal Services for Prisoners with Children and the American Civil Liberties Union in which it was held that the CDC denied mothers their rights by failure to notify them properly and to handle applications in a timely manner. Fruitful steps have also been taken to increase resources. For example, at the beginning of this survey, objectives to increase the number of community-based residences and program opportunities for convicted women and their children were recorded. By the close of 1988, these notes had to be

updated because the objectives had been met. Thus, while much more must be learned about the details and impact of the MIC Program, it would appear that despite the reported need for continued vigilance and vigorous efforts to counter reticence, resistance, reversals, and resource problems, for supporters of this approach, optimism seems to be in order because inroads continue to be made.

### The MIC Program

The Mother-Infant Care Program is coordinated and financed by the California Department of Corrections. It contracts with various community-based agencies and organizations to provide shelter and services to participants. As of December 1988, there were a total of six community homes and a program designed specifically for pregnant juveniles had been introduced in Oakland.

The residents of homes with MIC Programs may not be exclusively for convicted women. As earlier noted, Brandon House in San Jose not only offers a MIC Program, it has a federal Pregnant Inmate Program (Shared Beginnings) and a shelter for the homeless. Another house in Los Angeles focuses on those with substance abuse problems. The ten bed Elizabeth Fry Center in San Francisco, founded in 1986 by the San Francisco Council of Churches, provides a home for women prisoners and their children and offers shelter for women prisoners in the work furlough program.

### Future and Related Developments

The MIC Program is not open to women in jail, however, efforts have been made to assist them as well. For example, through the Sheriff's Department of Santa Clara County jailed mothers, who were eligible for work furloughs, could apply to serve their time in an apartment house where they could live with their children. The building was owned and staffed by the Corrections Department. After running for ten years this community-based program for inmate mothers and their children lost its funding. A new effort for women in county jails is a program called, "Solid Foundations" which was initiated in Alameda for jailed pregnant women who are substance abusers.

Those concerned with advancing the goals of the MIC Program have been active in generating and communicating fresh ideas. To address the difficulties in meeting deadlines, to hasten a mother's entry into the program or to bypass separation of a mother and a newborn, new approaches are being discussed. For example, E. Barry covered two of these on pages 7 and 8 of her above-cited memorandum:

One alternative which should be encouraged is the direct sentencing by the courts of women prisoners who have short-term, non-violent offenses and who are mothers of young children into the MIC Program.

\* \* \*

Or, as soon as a pregnant prisoner delivers, the mother and child could be transferred to the halfway house together when released from the hospital... .

Although not specifically mentioned with respect to the MIC Program, other developments within California appear to be pertinent. For example, it was reported that an increase in the number of new mothers at the California Institute for Women led to a foster care program called "Heartline". Program personnel locate people in the Bay area who agree not to adopt babies but to care for them and to bring them to the institution to visit their mothers. Another program that allows imprisoned mothers to spend time with their newborns emanates from the Bay Area Crisis Nursery, where infants are allowed to stay for up to three months and volunteers transport them to the prison to see their mothers. Unfortunately, as noted earlier, at the time of writing, details on these and other relevant initiatives were limited to those given above.

#### IV: SOME GENERAL OBSERVATIONS

When survey participants described their initiatives, many shared far more than program details. They relayed a host of anecdotes, impressions, observations, insights, concerns, and hopes. It was readily recognized, of course, that this unanticipated but highly welcomed abundant supply of auxiliary comments did not constitute a body of "hard" empirical data. For example, they encompassed the perceptions and reflections of people who indicated the importance that they attached to the subject at hand by taking time out of their busy personal and work lives to go out of their way to give more than a perfunctory response to a mailed out questionnaire. The fact that so many survey participants did this may speak to their unrepresentative nature; it also may suggest that, over and beyond the desire to obtain and share program details at least a sizable proportion of this group of experienced people saw many other matters that required attention. Although more akin to one empathetic friend speaking to another, since these comments were anchored in the experiences and reflections on pertinent programs and services, it was not deemed advisable to relegate them to a completely separate report. These "voices from the field" (as one reviewer put it) not only rounded out the descriptions, they were 'part and parcel' of the highly valued desire to learn from experience that provided the *raison d'etre* and very foundation of the study and the response to it.

Diversity, however, was a hallmark and while this feature entailed a wealth of potentially useful considerations, it did not lend itself well to a short concluding chapter. To put it mildly, the opinions, conclusions and questions of participants varied considerably. At times they appeared, at least on the surface, to be at opposite ends of a given pole. In addition to differences in the number of years and types of experiences pertaining to inmate parent-child initiatives, comments reflected varying degrees of commitment to a multiplicity of philosophical, religious, and/or professional backgrounds. Some indicated that their current views were identical to those with which they began; others noted that their thinking had changed over time as a result of their experiences, readings and reflections; and some (new and old timers alike) made tentative presentations indicating a willingness to be guided by results as yet unknown to them or those that might be produced in the future by themselves or others.

Moreover, to be in keeping with the rest of the report which was, in essence, written by participants; the broad range of diverse issues and perspectives presented the inhibiting puzzle of how to weave in as many points as possible without distorting them. Even when data is gathered in the most scientific manner one cannot fully sidestep the influence attending the very act of attempting to marshall such material

for presentation. Thus, under the circumstances considerable care was necessary to try to avoid having one perspective dominate. Consequently, the lily was not gilded by introducing, for example, academic citations that were not part of the original discourses and in combing the text, heavy reliance was placed on assistants, co-workers and reviewers who approached the subject from distinctly different orientations and experience. It is sincerely hoped that the final text reveals a fair range of the array of interesting, thought provoking and, at times, perturbing issues raised and that it reflects equally well on the time consuming efforts of all those who assisted the author and the many participants who made this chapter possible.

The discussion here, therefore, is limited to an earnest attempt to present a few general conclusions that might be drawn - some firmly, others very tentatively - and to summarize in a global fashion some of the major issues emanating from the information and thinking contributed by survey participants. As noted in the general introduction to program and service descriptions, it will not deal with comparing and contrasting different approaches or specifics of program details. Instead, the focus will be on relatively broad matters identified by respondents as important but that were inappropriate, or did not lend themselves for inclusion, in individual program write ups.

This should not imply, of course, that participants drew attention to the same points or did so in identical ways and that the end result is a consensus formed by the majority. Given the thrust of this report, one would have to jump through many mental hoops to think that. Moreover, given the many complexities; the intertwining of relevant dimensions; and the fact that, even if knowledge were the sole source of appropriate response, the current collective base has many identified gaps; consideration within the noted parameters of this report is necessarily superficial. Thus what emerges is a glimpse at matters that appear to be of some significance to a number of people beyond those who brought attention to them. The reader is forewarned, nevertheless, that under the circumstances this attempt to sum up by incorporating as many of the diverse and far ranging elements as possible led to a curious blend. Even the author was surprised by how the different points eventually stacked up.

The work leading up to the ensuing discussion began innocently and traditionally enough by looking first at a few general conclusions that arose from global consideration of the survey results. In that this focused attention on commitment, the natural next step was to examine facts, perceptions and beliefs that provide its foundation. Recognition that beliefs played a central role dictated that thought had to be given to how this might tie into the very need for the survey, that is, the dearth of information. A cursory look at the constellation of intertwined beliefs that face everyone concerned with programs

and services for inmate parents and their children revealed such a range of diverse views that it was necessary to pause to identify the unifying common core. This, in turn, led to consideration of why the academic discipline with an acknowledged responsibility for formulating questions and finding objective facts was almost silent on the topic of love. Pondering this situation required that attention be given to the reasons for, and the results of, the traditional foci of criminology. Lastly, in recognition of the host of unanswered questions, it was essential to contemplate where the onus lie for raising and answering them. While the results of this line of enquiry are unlikely to provide readers with the satisfying gestalt that many might expect from a concluding chapter, they may, nevertheless, provide a suitable ending by sketching the state of the art.

### COMMITMENT

When the study first got underway, consideration of the literature at hand and information supplied by personal contacts suggested the paramount importance of funding and institutional characteristics (e.g. security levels, location, whether the inmate population was male and/or female). The relative weight that could be attached to these, however, was reduced when the total set of developments encompassed by the survey was taken into account. For example, maximum security, overcrowded, under resourced, and/or all male institutions, each of which presented a set of circumstances that have been suggested impede or prohibit desired initiatives, did not prevent the introduction of a number of programs described within this report. Thus, while institutional characteristics and funding remained relevant considerations, it was clear that they were not, in themselves, determining factors.

On the other hand, no matter which perspective or context formed the basis, (be it, for example, the introduction of an initiative, service delivery, or information sharing), there were signs of the importance of commitment. It soon became clear that it stood head and shoulders above all other considerations. Whether mentioned obliquely or specifically, its influence was pervasive. In that highly dedicated individuals can work long and hard without the desired outcome, it certainly may not be concluded that the course of developments hinged solely on this feature. Nevertheless, it was readily apparent that commitment is the bedrock of programs and services to facilitate contact between inmate parents and their children.

Most frequently, the subject arose or was reflected in statements about the vulnerability associated with change, such as the transitoriness of people in key positions; the ebb and flow of popular and media attention to issues; and, often attending both, shifts in priorities. Participants pointed, for example, to the vagaries of funding, the pros and cons of

developments that rely solely on volunteers, and the endangered viability of programs that are dependent on gaining and maintaining the support of officials who, for a variety of reasons, may come and go. The points raised led to three foci - organizational, individual and shared commitment - that most readers will recognize are somewhat artificial in that each begins and ends with personal commitment.

### Organizational Commitment

When reference was made to organizational commitment two aspects were linked and stressed - the level at which it was made and the form it took. This is well illustrated by the following quotation drawn from the lengthy commentary of one survey participant.

... we need the commitment of top people in the correctional services. The word must be sent down from above that such programs must receive funding.  
--- Please tell them! (emphasis in original)

While many similarly drew attention to the importance of people in the upper echelons, unlike this example the range of contexts and means was not restricted to corrections and funding.

Whether the top person was the president of an inmate committee, a correctional official, the head of a community group, or a politician the desire was for a form of commitment that went beyond the incumbent. What seemed to be the underlying objective was duly authorized and sanctioned agreements that took the form of such pervasive, long term influences as institutional directives and regulations, policy statements and legislation. They seemed to hold out the promise of imbuing potential and actual players with a sense of permanency necessary for action and long term planning. Such means, it was hoped, would give those throughout a system, (e.g. nation, province, state, institution, or organization) the necessary goals, framework, mandate, and/or encouragement to act.

It was noted that well publicized, verbal assurances of concern and interest from senior people in a variety of domains - government, church, social agencies - can be very helpful. For example, it was held that realistic and positive declarations by those in the more elevated positions within a hierarchy could assist by lifting people over or around perceived barriers (such as resource limitations), by turning them into challenges and/or expectations that they believed could be met with appropriate resolve. In the same breath, it was observed, however, that to achieve their maximum potential, (and in some quarters to be truly convincing), the words had to be backed by measures that could direct or compel action by others.

Personal Commitment

Consideration of commitment would, of course, be incomplete if it remained at the foregoing global level. Not only is organizational commitment intimately connected to that of individuals within a given group, in terms of this report, the starting point for a number of initiatives was a single person. Moreover, if reported experience holds true, it is at the level of the individual that one might most profitably begin to look at shared commitments and the actual and potential links between and among people and, as appropriate, their associated organizations.

Perhaps the most powerful and useful conclusions arising from the survey came from concentrating attention on the accomplishments of individuals. They indicated that:

- One person can make a significant difference.
- Small steps toward a goal warrant the same admiration and respect as major initiatives.
- Individuals who can make an impact come from highly diverse backgrounds.

The documented programs provide ample illustration of these points but what comes to mind at this moment is information relayed with obvious pride and joy by a grandmother. After almost a decade of informal conversations with correctional authorities at one facility, she persuaded them that toys accompanying visiting children need not be automatically considered as items that might threaten the security or good order of the institution. While this one step did not amount to a reportable service or program, it illustrates each of the three conclusions that may be reached when considering a wide range of programs and services.

It is instructive that while the same observations might be made with respect to a single project, it may not be until they are repeated over the course of looking at many initiatives that a full appreciation of their import 'hits home'. In other words, even with the focus on the individual and recognition of the value of her or his efforts, the critical importance of the work of a single person or step may not come until one has had the opportunity to consider a host of initiatives.

While, once identified, the noted observations may seem very obvious and self evident, in many quarters the full implications and extent of their value is just dawning as more and more people share their histories with others. When faced with a large complex situation, it may be difficult to get things in perspective, especially if an individual or group harbours any feelings of inadequacy or feels overwhelmed by the enormity of

ultimate goals and/or limitations in perceived resources. Fuelled by the inspiration or hope engendered by observations that, despite the odds that might be suggested by circumstances or standing, one step by one person can make a significant difference, it becomes possible for a wide range of people to contemplate and take action that they believe might be ameliorative. Moreover, recognition of the potential impact of the three conclusions allows attention to be turned to consideration of ways to foster the circumstances that might maximize such prospects. In sum, following on the heels of the above noted set of conclusions, are sources of encouragement and prospects that enhance potential.

### Time

By concentrating on commitment, an appreciation of what is entailed comes to the fore. Whether the focus was on organizations or individuals, participants sang one refrain in full course, "Time!" This dimension was reflected in the program descriptions. To illustrate, it is illuminating to track the passage of time from program germination to implementation or from gathering information to its publication; in many cases, it is measured in years. In addition to the amount of time required, reported commentaries drew attention to the competition for it. This arose, for example, with respect to consideration of volunteers who may have many, including home, commitments during the hours that a program may be run and this might influence program continuity or viability. Thus, simply by examining the material within this report, one may relatively quickly understand why so much emphasis was given to time.

Barely visible in this document, however, is one activity that is intimately involved in many projects; that causes a great deal of stress; and that was the primary reason for the urgency attached to the majority of enquiries received during the course of the survey. Those drafting proposals or writing project reports, it seems, are particularly harried by the pressures of time. Many found themselves committed, contractually or otherwise, to highly abbreviated periods of time in which to capture their ideas, information, and/or conclusions on paper. They recognized that without a well ordered, polished presentation they might place the advancement of their cause (e.g. acceptance of a program concept, the attainment of essential funding, or increased support or understanding) in jeopardy.

Aside from the fact that polished writing is, in itself, a difficult, time consuming activity; collective experience suggests that it may be assumed that somewhere along the way something will go awry that will have a negative impact on a desired timeframe. This can happen even to 'old hands' facing what appears (at least in the beginning) as good prospects. In

other words, usually, this dreaded outcome is not anyone's fault; it is simply the nature of the beast.

The commonly reported situations to which undesired delays were traced included:

- the degree of awareness of, or accessibility to, sources of pertinent information;
- the amount of time, effort, expertise, and resources required and available to obtain sound data and/or insightful views and advice; and relevant to this, the training, educational and employment options that could be pursued to obtain necessary human resources that are consistent with financial resources;
- the need to have drafts and/or final versions verified or approved by others and the number of levels this involved; and related to this, the mechanism and amount of time involved in the decision-making and review processes integral to most projects;
- means for ensuring shared perceptions of the task and circumstances and expectations about the final product and ultimate objective or goal;
- the impact of personal factors, such as health and family circumstances;
- turnovers of key people, including program staff or personnel; and
- the demands of other commitments.

Although highly condensed, many readers will immediately recognize and/or have had experience with one or more of these features, albeit not necessarily with respect to writing.

It is said that "haste makes waste" but in terms of reported time-related experiences associated with writing, graver consequences were in the back of many minds. While it was recognized that there are people who swear that without the adrenalin rush of a tight deadline they could not produce and while some people, like journalists, can write very quickly, it was noted that their views or experiences may not be very helpful to the majority. Moreover, although papers and articles written hastily without time to accumulate or reflect upon sufficient sound data may satisfy an immediate need; they present a risk that most concerned program and policy people would rather avoid if it is at all possible. If the timeframe, whether set by oneself or others, is, or becomes, unrealistic, barreling along at breakneck speed is bound to be reflected in the final product

and one (and, often as not, others) must face the consequences and stress that this can bring. Thus, while no one suggested that a sense of urgency is not an important element in writing or any other endeavour, it was emphasized (more precisely, implored) that it must be tempered by realism.

With respect to setting timeframes, however, many participants appear to feel that the factors that determine decisions rest outside themselves and, whether as a consequence or not, attention turned to ways to enhance more realistic appreciation of what is involved. Reported experience suggests that the rule of thumb is that every step will take longer than anticipated. No matter how experienced one is, try as one might, it is impossible to plan for every contingency; so some flexibility must be built in. Depending on the number of people or organizations involved, after setting what appears to be a realistic deadline, multiply it by a factor of three to five. Without due consideration, try not to become caught up in others' time frames; they may be responding to influences that have little to do with the objective or goal at hand. Most importantly, establish as early as possible, means to ensure effective two way communication so that everyone involved has the opportunity to develop truly realistic expectations based on actual circumstances, the currency of which may change over time. Finally, a supportive environment, especially with respect to one's social surround, is almost imperative.

#### Shared Commitments

Although one person can have a powerful impact, it is recognized that genuinely shared commitment can multiply inherent potential. Unfortunately, this recognition does not carry with it any prescriptions on how to achieve this result. For example, it has already been well documented that the source of significant developments may be traced to people with widely disparate backgrounds. While it is relatively easy to recognize that through small or large, and direct or indirect ways, many people from different walks of life and perspectives can make worthwhile contributions, it is much harder to come to grips with how to harness the full potential of combining their individual concerns and efforts.

The extent of this challenge is only barely reflected in the program write ups. They did not lend themselves, for example, to full discussion of diverse points of view that can arise in: considering groups whose perceived or actual mandates may not be synonymous or in harmony; deliberations of concerns that may be too foreign, incompatible or radical for some to envisage, let alone contemplate; rethinking one's understandings, goals and objectives vis-a-vis those of others; and weighing pros and cons of options, that, while not mutually exclusive, in some circumstances can become alternatives among which a choice must

be made. "Cutting to the bottom line", individually and collectively, the commentary received pointed to the critical importance of the structures and mechanisms developed to ensure effective communication among those involved.

While the specific content and nature of the difficult choices that might arise necessarily vary by context, illustrative examples are bountiful. One might consider, for example, the implications of truly meaningful participation of inmates in all stages of program conceptualization, development, implementation, and evaluation. Or one might find it fruitful to consider the variety of ways in which correctional and community people may organize themselves to achieve mutual goals. Equally productive, one might weigh the pros and cons and implications of the various ways in which recognizable subsets of any group might interact. In short, each potential grouping that readers might like to consider presents fertile grounds for lively debates.

Although it cannot be assumed that the primary or sole reason for people coming together is focused on how to enhance the potential of each individual's contribution toward a mutually agreed upon goal or objective, one may strongly suspect that to the degree that this falls from view a danger is present. Participants suggested that once one begins to consider the interaction of people, and ultimately, the associations, agencies, organizations, or other groups with which they are affiliated or members, the types of issues that must be addressed may shift attention away from commonalities to differences. There appears to be nothing inherent in this change of focus that necessarily suggests that this could be a destructive force but it is argued that conscious recognition of its potential and the need for appropriate action may be necessary to guard against this possibility. In sum, the collective wisdom would appear to stress that once an initiative moves from the involvement of one person to multiple people, it is essential to reinforce, repeatedly, all the areas of common ground and aspirations.

#### Foster Care Arrangements

An illustration (and the opportunity to raise a concern of considerable importance to many participants) is provided by concentrating on one subject that rose to prominence by the nature of the commentary directed towards it. In North America where statements abound about the importance of children, it is difficult to call attention to areas where we may be less diligent and/or vigilant than we would like to be or than we may see ourselves as being. Nevertheless, many groups (notably those that have a legal orientation and/or that are culturally or racially based) have developed from their own histories of experience, a leeriness about independent decisions based solely on others' declarations that action was or will be taken "in the best interest of the child(ren)". Despite (and, in some circles,

perhaps prompted by) the lack of statistics, recent attention, particularly by the media, suggests that it is becoming harder by the day to deny that somehow many children are falling through the cracks of, between and among a number of governmental, social, religious, and cultural bodies.

The children of accused or incarcerated offenders and all agencies, associations and organizations associated with them are not exempt from this general observation. Thus, if local experience matches the general picture painted, one need look no further than the components and players within one's own criminal justice 'system' to find gaps in the policies and actual practices of key people at the time of arrest, sentencing, incarceration, and/or release. People asked, for example, what measures exist that made it incumbent upon each police officer, judge and/or correctional official to enquire about and/or ensure the well being of an offender's children when they are dealing with an accused or convicted person. Certainly, survey participants pointed to such aspects when discussing the potential for ameliorative action.

While respondents covered a wide range of pertinent issues, including visitation and custody rights and responsibilities, it was foster care arrangements that received the bulk of comments. When all the commentary pertaining to foster care considered in the course of the survey was examined, it was disconcerting to discover the primary reasons given for the absence of action that those involved deemed appropriate. The log jam in the paths between many individuals or groups appeared to be mandates, roles, expectations, and perceptions of each other. These it was noted may or may not have been developed during actual interactions between or among those concerned. For example, participants from all quarters encompassed by the survey emphasized the lack of communication between themselves and members of agencies that are charged with responsibilities for ensuring the welfare of foster children. In short, the lack of mechanisms to understand better the perspective, circumstances and needs of others involved appeared to have a major inhibiting influence upon desired advancements.

It would be unwise, however, to jump to conclusions too quickly. A couple of decades ago, a professor pointed out to the author that when one encounters such situations, it cannot be assumed that they necessarily arose from lack of communication; it may be that the parties communicated very well. In other words, labelling differences of opinions, orientations, goals, or whatever as 'communication problems' may provide a smoke screen that can divert attention away from the need to come to terms with some very real differences between or among individuals or groups that are not tied solely to the mechanisms or ability to communicate. Nevertheless, it is perhaps revealing to observe the rarity of reported links and established opportunities for

interaction and dialogue between and among individuals and groups relevant to foster care arrangements for children of incarcerated parents. Although the encompassed program descriptions include a number of encouraging examples of initiatives and steps taken, they do not appear to be widespread or well known. Thus, while it is premature to draw conclusions, it does appear that with respect to enhancing the potential for productive results it would be useful to look to the development of sound two way communication between individuals and groups whose focus is on the welfare of children.

#### In Sum

It is recognized that for some, contemplation of the topics raised is uncomfortable; the logical extensions of the earlier noted blurring of the line between community and institutional programs may be disturbing; and even consideration of very small "p" politics may be intimidating. After all, if one simply wants to try to do one's level best to do something nice for others, such prospects may seem to demand too much.

Nevertheless, it is relatively easy for most to appreciate why people from different groupings are sensitive to the issues and implications surrounding mandates and roles. Even when attention is restricted to the nature of, and participants in, some recent deliberations, plentiful illustrations come to mind. Consider, for example, arenas where discussions of such practical matters as shared resources are taking place and forums where individuals and organizations are feeling their way toward achieving such goals as increasing understanding and/or participation of citizens in criminal justice issues. Those involved must necessarily nudge, question and/or challenge perceptions of lines drawn between or among those who might advance attainment of mutually agreeable goals.

While such eventualities may not come readily to mind when one first contemplates initiatives such as those encompassed in this report, continued naivety could only result if blinders are deliberately worn. This is not to suggest, of course, that endless tug of wars are an inevitable outcome. Reported experience does appear to indicate however, the need to consider, at the germination stage, the development of means that will encourage all relevant parties to engage in effective communication that will permit fruitful exploration, not only of the project at hand, but its broader ramifications.

Given the foregoing and the state of the art, it is readily apparent that it would be premature, impractical and downright foolish to recommend one or more of the reported ways that people have chosen. As things stand, each reader must select, adapt or invent those structural measures and/or programmatic components that seem most useful and feasible within

her or his context and hold their desired modifications or extensions in abeyance until the opportunities for advancement can be created or present themselves. To the chagrin or deeply felt disappointment of many, this very necessity builds in circumstances that are ripe for excuses and exploitation by those who do not share their goals. It can only be hoped that steps taken toward increasing facts and understanding will serve to reduce or prevent such negative possibilities. While it is unlikely that one model will ever suffice to cover all needs and circumstances, through continued efforts to develop links and share knowledge, the ground is made increasingly ripe for the identification of the most productive set of activities.

### FACTS, PERCEPTIONS AND BELIEFS

The subject of commitment naturally leads to the question, "To what is one committed?" Exploration of this leads to such highly sensitive areas and deeply held beliefs that some, including the author, have reservations about approaching them - even in the most delicate way. On the other hand, in that participants raised a number of concerns that were firmly rooted in this territory, despite trepidations, duty demands that some attention be given to this area.

#### What is Known?

It might be helpful to begin by looking at what is known about the numbers, characteristics and circumstances of the usual 'target' populations, that is, the specific group(s) to whom one's actions are or will be directed. Even a very cursory examination quickly establishes the dearth of statistics and empirical information. Few can state, for example, how many inmate parents are in a given population and how many offsprings they have, let alone provide pertinent details of family life, such as the number of single parents and the current living arrangements of the children. In short, almost nothing is known about the pre-, during and post- incarceration circumstances of the majority of the families encompassed. While one may be empathetic in considering reasons that have inhibited the gathering of information and recognize that this global picture does not give due justice to those who have made inroads, it does not alter the essential fact. In many quarters 'boo-all' is known about the size, pertinent needs, characteristics, and circumstances of the relevant population(s).

It should be stressed before proceeding that no one implied that without statistics and sophisticated research increased understanding and action are prevented. Such a prerequisite would not only serve as a roadblock to many ameliorative steps but it would devalue personal experience. It was suggested, however, that without true appreciation of the state of the art, the possibility of self or group delusion

cannot be lightly dismissed and the potential for program and policy development to make desired advances may be inhibited or hobbled.

Given the knowledge base, it follows that the majority of actual and contemplated programs draw upon other considerations. In other words, since it may be concluded that, generally speaking, the foundation does not rest on pertinent facts about the 'target' population(s) at hand, it must be assumed that they come from those gathered about other individuals and groups or they rest on individual experiences and beliefs. This dictates that attention be given to perceptions and their influence.

Since this part of the discussion was opened by observations about the current paucity of knowledge about 'target' populations, wide awareness of certain pieces of information that might be traced to empirical efforts may serve as a suitable stepping stone to illustrate the type of thoughts that arose when perceptions were made the focal point.

The most prevalent set of 'facts' presented in documentation shared by survey participants, stated, in essence, that children of inmates are different from the offsprings of others. Often prefaced by "research shows", inmates' children were depicted, in contrast to those of others, as facing such difficulties as lower self esteem, poorer school performance, or more emotional disorders. Moreover, they were said to be two to five times more likely to commit delinquent acts, criminal offenses, become criminals, or be incarcerated.

It is highly pertinent to the discussion that follows to take note of both the characteristics generally associated with the context in which such statements were presented and the prospects they offered with respect to the type of pictures that might emerge of the 'target' populations. The former may be covered now, but the latter will be placed in abeyance for just a moment.

Consideration of the context in which the facts were presented is imperative. While it may not establish an influential perspective, its potential cannot be overlooked. It was exceedingly rare to encounter documentation that appeared to have emanated from the null hypothesis (that is, which indicated that the author was seriously prepared to look for and consider all signs or evidence that did not support the position being taken). Not only were the statements of fact not weighed vis-a-vis their applicability to local circumstances and people, they rarely offered the opportunity for others to do so; very few were anchored to the specifics of their origins and seldom were citations offered. When mention was made of the original sources, often as not they were highly truncated précis of a few studies (frequently, quite dated and/or inappropriate sources of

'proof') that were presented in a manner to support the thrust of the point being made. Moreover, when it was possible to check a statement against the original source, many examples of misunderstandings and overgeneralizations came to light. To illustrate, some writers (frequently members of the mass media) translated statements about the prospects of an inmate's child committing, for example, a "delinquent" act (which, itself, can have a variety of meanings) into their chances of becoming an adult sentenced to incarceration. As most readers will immediately realize such distortions "turn apples into oranges". But, if one is unaware of the inaccuracy or overgeneralization made or does not question the grounds for, or limits of, such statements, such observations can result in perceived 'facts' by a relatively large number of people. In short, the most frequently reported statements about inmate parents and their children were not well grounded; left much to be desired in terms of their informational value, particularly at the local level; and presented the possibility that, if left unanchored and unquestioned, their very prevalence could persuade others of their factual nature.

Summarized in this manner, this harsh overview is jolting and, some may feel, somewhat unfair. There are, for example, some studies, that have yielded the particular results reported and the original authors may have been most cautious in stating the limitations of the findings and the outlining the context necessary for their full appreciation even though they may not have been cited or discussed in detail when some of their findings were presented by others. Pointing to these, however, only underscores the point. What must remain unknown for 99.99% of the recipients of such information is whether the same statements would describe the population at hand. The current knowledge base does not allow for many (if any) generalizations, in particular those of a sweeping nature. Moreover, even if they did, they could not be automatically applied to each group for which they might be relevant (let alone specific individuals within that group; see item 3 of Appendix Q). For example, some swayed by the reported average number of children per inmate mother (two) were shocked when they discovered that it was totally meaningless for the inmate group about whom they were concerned. Once they got the facts for the members of their own group, they realized that policies and programs developed on the basis of reported averages had little or no bearing on local realities. In sum, if one was so disposed, most of the widely reported statements about inmate parents and their children could be readily questioned on a variety of grounds and the most important of these may be their validity and usefulness in developing policies and programs for one's own 'target' population(s).

### Perturbing Doubts

While still relatively rare, some people, including a number of survey participants, have begun to question the global statements that are so pervasive. They ask, for example, what the results might be if each child in the groups compared were matched on such important features as socio - economic and racial backgrounds. Such doubts and demands for more specific facts started to turn attention to the broader implications of the statements being widely disseminated. In other words, once they began to question the applicability of statements to their own group, they began to wonder why others seemed so quick to accept them as statements of general truth that described their populations and what this might mean in terms of program goals.

Given the state of the art, it is easy to appreciate why some statistics and research findings may gain prominence, however, to conclude that their prevalence may be explained solely by this feature is not very convincing. It may be recognized that accessibility of information plays a role and it may be acknowledged that many may lack the type of background that heightens awareness of the limitations of all forms of observation, including those based on statistical analyses and research. At the same time, these features do not account for the continued survival of broad generalizations, their wide dissemination, and their unquestioned acceptance and use. Therefore, one is forced to ask why the situation continues and what value, it, itself, may have.

What seemed to be the primary value of the statements of objective facts and casual connections being drawn from them was that they fitted, supported or reinforced a priori beliefs. It is important to note that it is not the validity of the beliefs that is being questioned; rather it appears that what is asked for is recognition that it is the beliefs, not the marshalled facts, that may provide the basis for actions. The concern is not only that assumptions may go unquestioned or untested, but, they may not even be recognized as assumptions, especially when they are cloaked, as they often are, in the trappings or terminology of research.

Why this aspect is regarded as so critical and unsettling comes into view when one looks at the general statements as descriptions of pervasive perceptions of, or beliefs about, inmates and their children. One would be hard pressed to make a list of the virtues that they suggest reside in the potential recipients of attention. If one believes, for example, that offenders' children are four to five times more likely to become a criminal than other children, what is being said about the positive attributes of the inmates' children and their family situations? More importantly, this situation does not coincide well with many stated program or service objectives. Thus, the

negative picture of inmate parents and/or their offsprings that does or could emerge from the most prevalent statements about them clashes with, or contradicts, the positive values implied or stated as the starting point of a number of efforts to help them.

Such thinking raised the possibility that no matter how laudatory one's stated goals, they might be undermined by negative perceptions that may not even be at a conscious level. For example, if one's stated objective is to enhance an imprisoned mother's parenting abilities but in one's heart of hearts one truly believes that such individuals are bad parent(s), what are the prospects that one's views will be inadvertently conveyed with the result that receptivity to one's efforts and their potential ameliorative value will be reduced? While, due to the personal background of experience of inmate parents and/or their children, such negative perceptions and outcomes might be a consequence of even the most positive views of them and their abilities; it is presupposed in either case that the subtle influence of one's real impressions and expectations of others may play a critical role.

Thus, through questions and commentary, participants collectively suggested a line of reasoning that, if followed through to its conclusion, is most perturbing. It is little wonder that the topic was raised ever so gently and gingerly. If not done with sensitivity and empathy, such enquiries might mistakenly be taken as questioning of other's facts, motives or beliefs. Certainly, there was no detectable desire to raise doubts about admired intentions and noble efforts. Moreover, there was a natural reticence about pursuing questioning that might jeopardize the recognized power of global statements (particularly those that are most frequently used) in attracting support and resources. It is, therefore, extremely important to stress that both questions and beliefs may be likened to seeds; they do not necessarily contain within themselves the ingredients that determine the outcome.

Many participants energetically stressed the need and desire for more facts about their local population. This position (strongly supported by the preceding discussion) was not, however, necessarily advanced within a context that made questioning of what is believed to be already 'known' a prerequisite and an ongoing need. In sum, placing one's own beliefs under the microscope is unlikely to be seen as the first priority when one initially considers ways to facilitate contact between inmate parents and their children but one can see why reflections on the foregoing matters pointed to its fundamental importance.

### Others' Perceptions

As implied above, generally speaking, the pervasive concern with perceptions was not centered on an individual's or group's own facts, impressions and beliefs; instead worries seemed to swirl around the double barrelled question, "How might others perceive my/our actions and how might this influence the achievement of objectives?" In short, with respect to perceptions and their impact, it appeared that the majority was preoccupied with the views that others might have of them and their actions and goals.

The potential for misunderstanding with disastrous consequences for the realization of goals was well recognized and reflected in a wide variety of contexts. The perceived dilemma was particularly noticeable in the commentary with respect to parenting education. To illustrate: what messages might be taken from visitation programs that are open only to those who complete certain prerequisite courses? Will they be seen as offering an opportunity to enhance the desires and potential of those eligible or will they be taken as signs that inmate parents lack the background and abilities considered necessary to interact with their own children? Depending on the perception, the same feature might be considered either as an appropriate motivator or a force that holds the potential for negative impact upon receptivity to the program and the development of characteristics (such as healthy self concepts, respect and confidence) deemed by many as critical to parenting. Thus, well intended actions might be seen by others, including potential and actual recipients of one's efforts, in dramatically different ways and, it is both hoped and feared that these perceptions, may be very influential with respect to the achievement of one's objectives.

Worries about how others might perceive their own actions or non-actions may have made participants particularly sensitive to this issue when viewing others' efforts. Thus, although very few explicitly drew into question their own facts, perceptions and beliefs, a host of questions and comments scattered throughout the responses indicated that many had an acute appreciation of the need to differentiate among them. They made it clear that in approaching each initiative one should anticipate a melange of facts, perceptions and beliefs.

Obviously, to some degree, facts, perceptions and beliefs melt together and are often welded in such a variety of complex ways that it may be next to impossible to pry them apart. Furthermore, if one starts to look at, for example, beliefs, it is difficult to provide examples that do not hold out the potential for upsetting or offending at least some. The lines between 'facts' and 'beliefs' may be blurry and coloured grey and even to raise a question might be taken as an implied accusation

by those particularly sensitive to criticism. Given that, as a group, participants touched upon an incredibly wide variety and range of diverse, controversial and complex matters (about which even each of the sub-sub-points would require numerous papers to do it justice) this situation posed a considerable challenge.

In an attempt to find a solution, attention was centered on one broad topic of current interest to many. The initial focus was on efforts to break cycles of behaviour that many trace to patterns learned within familial settings. The most common references included racial, ethnic and/or cultural prejudice and substance, child and spousal abuse. What emerged was a rough draft of a set of questions and observations that might usefully be considered by a variety of people, especially if they do not share the same perspective or goals. (See Appendix Q.)

Hindsight brought several characteristics of the product of this attempt to the fore. Aside from initiatives pertaining to breaking cycles of behaviours perceived to be family related, it appeared that the questions and observations generated might be applicable with respect to a wide variety of other relevant topics. Worthy of note, they seemed as pertinent to projects that many readers might initially consider to be less complex and volatile than those encompassed by this originally selected subject matter. For example, they might be used by those contemplating the introduction of a play area. This suggested due caution in labelling the level of complexity entailed in any of the child-related endeavours. In any case, this outcome was a fortunate happenstance for as readers will appreciate it would be impossible to identify and explore the entire host of specific issues raised by survey participants.

A review of the product also suggested, however, that to cover the material at this juncture would not be advisable. An attempt to 'get under' a host of highly divergent perspectives on such a wide range of sensitive concerns necessarily means a level of abstraction that cannot be enlivened (without peril) by concrete examples of specific child-parent projects. Moreover, the results are necessarily 'first order approximations' of the type of questions that concerned people may find worthy of pursuit. Certainly, they lack the diplomatic finesse of contributors and the elegance of many learned writers who have addressed one or more of the multiple issues involved. Lastly, such questions and observations obviously underlie the text just covered and, consequently, their reiteration (in essence) at this point would constitute unnecessary repetition for the many readers who have been keeping mental note of the issues that require further study. Thus to avoid tedium, the questions and observations have been placed in Appendix Q so that those who are particularly interested in this aspect may consider them at leisure at a later moment.

### Children's Perceptions

Before proceeding, however, there was one curious gap in the concerns for others' perceptions of one's actions that appears to warrant attention. Reflecting the bulk of comments received, the questions and observations placed in Appendix Q pertained to adults. But, as readers may recall, it was the prevalence of global statements about prisoners' children that served as a lead-in to this discussion of facts, perceptions and beliefs. Thus, it seems appropriate to ask at this point, as some did during the course of the survey, "How might the children interpret the actions and non-actions of others?" What 'messages' might they read into them and what are possible long range consequences of their perceptions? Might they conclude, "I am being helped because others love me for myself and want to help me to realize my full potential"; or "I am receiving (or not receiving) attention because I am inherently bad (and/or there is a fear or belief that I will turn out like my convicted mother/father; and/or become a criminal; and/or a substance, spouse or child abuser)." It is readily apparent that a potential exists for even well meaning actions to be interpreted in a manner that may be counter productive to one's goals. In other words, despite their dearth, questions about facts, perceptions and beliefs appear to be as critically relevant with respect to children as adults.

The possible perceptions that could be held by children are particularly perturbing. For example, readers could not have missed the ring of familiarity in the latter set of conceivable interpretations. Note, for example, how many programs appear to be premised on desires to prevent children from making the same life choices and/or ending up in the same circumstances as those experienced by, or perceived to be associated with, their incarcerated parents. Not only may funds and support be solicited on this basis but it may provide the primary motivation of those who become involved, including many inmate mothers and fathers, who like most parents, desire that their offspring will enjoy better lives than they did. While there is nothing necessarily amiss with such aims per se, the prospect of misinterpretation indicates the value of examining how one really sees the children; the basis for such perceptions; where children fit into one's plans; and the potential that one's well intended actions may, nevertheless, be sending out negative messages.

Attempts to place this situation in context are unlikely to remove the unsettled feeling probably experienced by many readers. In the final analysis, the plausible reasons for the lack of attention specific to children do not seem to suffice as an explanation for this pervasive situation. For example, with respect to the lack of information, one might readily point to the fact that the subject is so sensitive that it may be difficult to obtain essential facts. To illustrate: it was

reported that some inmate mothers will not reveal that they have children out of fear that they will lose custody. Moreover, the lack of questions about children may reflect general acknowledgement that 'significant' adults play an instrumental role in the lives of children. Consequently, one might interpret a primary or exclusive focus on adults as an indirect, but legitimate, way in which to enhance understanding and achieve objectives with respect to children. Considered, individually or collectively, however, within the whole context of possible influences, it must remain a puzzlement why so few questions are asked about, or to, children and why so little is known about them and their perceptions of their worlds.

While questions about children or how they might perceive actions directed (or not directed) toward them did not dominate the commentary, those who did raise them conjured up perhaps the most disturbing picture of possible perceptions and their impact. They suggested not only the worthwhileness of obtaining more information about children and their perceptions but the fruitfulness of examining different perspectives. For example, for both current and future participants they seemed to point to the need to consider whether one's orientation is focussed on the inmate, child and/or family unit and, regardless of the setting of the program, whether one's objectives are primarily institutionally or community-related. In short, although it may come as a shock to many, the survey results seemed to indicate an unevenness in the attention given to parents and children and that it might be beneficial to introduce a balance.

#### BELIEFS AND THE DEARTH OF INFORMATION

It is perhaps particularly fitting that this report must end as it started - with the dearth of information being the constant thread throughout. The survey results indicate that desired program information is so abundant that it would be impossible to sandwich it between the covers of even a small mountain of relevant reports. At the same time, perceptions about the paucity of information were reinforced. Without question, opportunities and mechanisms for gathering, sharing and disseminating information play a key role. Perceived and actual accessibility of already available information was one major factor; another pertained to gaps in our knowledge and the means to address them. Thus, with respect to the original quest, while the reported initiative makes some inroads in providing desired information, its main value may turn out to be that it reinforces the very need that generated the study.

The conclusion that may be drawn is that although a lot of ground has been covered no one can afford to turn a blind eye to what remains to be done. Whether potentially fruitful paths have been explicitly mentioned, subtly alluded to, or gone without comment, it is abundantly clear that all the pertinent

information has not been collected. Readers and survey participants would be justifiably irate, however, if this report ended with a mere recognition of this fact.

There is a need to pause for a moment to consider why so little is known about inmate families. After all, this situation seems to fly in the face of so many deeply held views, such as:

- the cherished values frequently stated within North America to be attached to family life;
- the universal belief that children are the hope of the future and that realization of their potential requires appropriate attention by many adults; and
- specific to inmate parents and their offsprings, statements that maintenance and encouragement of sound family ties will reduce undesired behaviours, including crime and recidivism.

There are a variety of views (some potentially more fruitful than others) about how we may have arrived at this situation. Cynics may well suggest that the answer is obvious - we are more mouth than action. In some quarters this may indeed be the case but such an attitude is hardly constructive and it overlooks the fact that many people have worked long and hard to reverse deplored circumstances. Others contend that some people hold that "ignorance is bliss" and that its continuation is promoted because it offers maximum advantage to those who wish to take action unhobbled by facts. Certainly, such views arose in consideration of legislative changes made without advantage of pertinent information. While this negative perspective, too, cannot be lightly dismissed, it does little to change the course of events. In a more positive vein, readers may point to a host of specific reasons already covered in the text to date (e.g. lack of funds, the pressures of other demands, the very sensitivity of the subjects involved). Because they at least point to problems towards which concrete action might be applied, they are more productive than the preceding frameworks. Nevertheless, their value in offering insights into the pervasive lack of pertinent information is necessarily limited by the specificity of each. What seems to be called for is a more global approach that will direct attention to underlying core issues.

#### Core Beliefs

Unfortunately, what is required is consideration of some of the most difficult to approach and fundamental issues that greet everyone concerned with the subject of inmate parents and their children. They bring one face to face with beliefs

pertaining to men, women, children, parents, families, and corrections.

The need to grapple with so many complex, controversial and intertwined belief systems automatically means that any single report, including this one, is inadequate. Under the circumstances all that can be done for the moment is to sketch the outlines of a broad territory and heartedly encourage readers to use it as a launching pad to seek out additional information. There are now a number of writers who have addressed (some very eloquently) the finer points of the topics so coarsely introduced and covered here. Whether or not this adventure is faced with or without the advantage of others' input, all those concerned with inmate parent-child initiatives are bound to find themselves facing a number of rather volatile issues. Thus, while the subject matter is filled with potential for identifying possible impediments and sources of encouragement with respect to advancing understanding, empathetic readers will appreciate that the need to cover it in such a superficial fashion is not a desired or an enviable task.

As became very clear through survey responses, at some point, (the sooner, the better) attention has to be given to basic beliefs and how they interact. Intertwined beliefs about children, men, women, parents, families, and corrections and the roles that each should, could; and do play are central and critical. If earnestly pursued such deliberations will also lead to questions about what is 'known' and to the doors of those who assume some responsibility for acquiring such knowledge. In turn, this will require thinking about the potential that exists for scholars and others to make inroads given the circumstances faced. In sum, there seems to be no way to escape a long and difficult road upon which one will find multiple areas of discord.

#### Corrections and Inmate Parents

By way of illustration let us briefly consider one area of contemplation that is inescapable for anyone concerned about inmate parents and their children. What role(s) should, does and can corrections play? Each and every decision to pursue, or not pursue, an inmate parent-child initiative appeared to be anchored in one way or another to beliefs about this core issue.

Although it may surprise some readers, in terms of the survey results, none of the three groups of viewpoints used to exemplify the wide range of diverse opinions and beliefs emanated solely from one of the standard groupings involved. In sum, whether one approaches inmates, correctional officials or community members, the same expanse of divergent perspectives may be anticipated.

Views about the relationship between the parenting role of inmates and the role of corrections ran the gamut from those who adamantly believed that corrections had absolutely no part to play to those who were equally firmly convinced that corrections was necessarily and intimately involved.

Supporters of the former position posited that:

- the subject was irrelevant because it did not have any pertinence to the majority of inmates, (generally speaking, but not always, the population in mind was male);
- inmates are such inadequate human beings and/or poor parents that they do not deserve or warrant ameliorative efforts by those involved in correctional work or others;
- the development and maintenance of inmate parent-child ties are solely the inmate's responsibility;
- in serving their sentences inmates do not want, nor should they be obliged to accept, state or other intervention that goes beyond duly sanctioned measures meted out for the actions for which they were convicted and/or that might lead to consequences (whether negative or positive) for others just because of their association with the prisoner;
- parent-child initiatives mollycoddle some inmates and, in any case, deny equal treatment of all inmates; undermine traditional goals of punishment and deterrence; and/or entail a frill that it is out of keeping with the resources allotted to corrections. (Overcrowding and lack of sufficient staff to cover even bare necessities were the most frequently mentioned problems).

Another group believed that corrections and its officers were necessarily involved whether or not they wanted to be. Some wanted to know, for example, how it was possible that a prisoner's abilities and responsibilities as a mother or father could elude attention, especially in contexts where the stated goal was to return them to society better able to cope with its demands and needs. Others pointed pragmatically to the potentially positive and negative results of the existence or non-existence of attention to parents and their children with respect to meeting institutional needs for security and good order, as well as such correctional goals as rehabilitation and the reduction of recidivism. For example, visiting children might be seen as increasing or decreasing the workload of, and demands on, correctional staff. They could elevate the general

noise, unruliness and prospects for disputes or fights within visiting areas and the potential for the introduction of contraband; or have a calming ameliorative influence by motivating decorum, good will, personal rehabilitative efforts, and reduction of security infractions. Although, as has already been seen in the program write ups, some questioned the type of role(s) that correctional staff could or should play; a number still held that without meaningful interaction and relationships between inmates and appropriate role models, that might be offered by correctional staff (as well as program personnel, volunteers and community members) the likelihood of significant desired changes in attitudes and behaviour might be diminished.

A third cluster of opinion did not question the critical role that corrections might play but suggested that in many cases it was unnecessary, not cost effective and not the ideal route by which to achieve stated goals. Here attention was focused on the community, that is, the original and ultimate home of the vast majority of prisoners. Some wanted to know, for example, why people who pose no threat to themselves or others are incarcerated. Their imprisonment, it was argued, means that taxpayers not only have to foot the heavy expense of incarcerating such people but they also might have to incur expenses related to caring for the family of jailed breadwinners or homemakers. A number wondered why steps would be purposively taken to break family ties through imprisonment (which often includes, it was noted, moves to distant points), especially in contexts, where it was held that the development and maintenance of family ties are crime prevention and recidivism reduction measures. Combined the two views suggested that imprisonment of non-threatening people would mean that communities and taxpayers would be faced unnecessarily with both higher costs and a heightened risk of crime. Such qualms arose even where recognition was given to the nobleness of stated objectives and the dedication and diligence of efforts within correctional settings. Some debated, for example, whether such settings and the functions required of their staff are well suited for fostering sound relationships and/or ties with community people and resources that may be essential for people in their efforts to meet their societal, including parental, responsibilities. It was held that if the goal is to have prisoners eventually return to live in the community then, whenever possible, consistent with safety and justice, the focus had to be on developing and forging means and links within that setting so that, as necessary, they could draw upon appropriate people and resources to ensure that their potential for shouldering their responsibilities was realized. In addition, it was noted that such steps to assist people to help themselves and others might also serve to reduce the potential for transgressions, that is, they could act as crime prevention mechanisms for the entire community.

Of course, the foregoing look at three major groupings of views on the role of corrections vis-a-vis those pertinent to parenting that arose in the documentation encompassed by the survey has many limitations that must be recognized. For example, not only is the coverage superficial; it is not comprehensive. For each point made or missing, there are sub-points and counterpoints. For example, although no survey participants spoke of the perceived value of punishment, which is one of the four identified goals that corrections might pursue, it has to be recognized that there are some who would make this the basis of their views. Moreover, the perceived clustering of positions illustrated above did not emerge from a representative sample and the simple mentioning of a point of view gives no indication of the basis for (or the soundness of) such beliefs or how pervasive they may be. Thus, while the latter two categories dominated the survey results, it is conceivable that the former might do so in a more representative sample. In sum, all we have witnessed here is an indication of the wide range of diverse beliefs about the role(s) of corrections with respect to parenting.

As restricted and crudely worded as the illustration may be, it, nevertheless, demonstrates why it is so critical to pay heed to beliefs; each one could dramatically influence inmate parent-child programs, policies or practices. Moreover, without an appreciation of why pertinent people support a particular position or recognition of the common ground within views (which, on the surface, may seem to support totally incompatible thrusts) it is difficult, if not impossible, to set the stage for mutually agreeable initiatives. Thus, while the collective wisdom of survey contributors could not be expected to resolve fundamental differences of opinion with respect to the roles corrections should play, participants made it abundantly clear that without attention to the core beliefs of pertinent parties efforts to advance may be stymied.

#### Corrections, 'Lovology' and Criminology

While debates about what roles corrections and others do, could and/or should play may rage for years to come, there can be little doubt about the essential task vis-a-vis parent-child initiatives. Nevertheless, with all the attention within this report to program details and the weighty issues that those involved are attempting to address, it might be easy to lose sight of the essence of the goals pertaining to the facilitation of contact between inmate parents and their children. At the very heart of all such concerns are efforts to develop and maintain sound loving relationships.

Recognition of this does not involve the leap of faith that some may initially suspect when they look at specific objectives or the steps taken (or not taken). Reflection

suggests, however, that while individual players may not see themselves as engaging in efforts to foster an environment for love, that is what they are doing.

This conclusion did not emerge from a group of "goody two shoes" or "bleeding heart liberals". Even those who wish to go beyond the survey results will find that 'hard nosed' police officers, correctional officials, inmates, or private citizens, toughened by disillusionments and exposure to the uncaring, inconsiderate and irresponsible, are asking themselves, "Where does love fit into the criminal justice system and the lives of all those concerned with it?"

Given the diversity of sources and 'hardknock' experience, such an abstract question obviously has a very pragmatic base. Speculating from reports, it would appear that recognition is given to the fact that true love necessarily involves responsible behaviour and that learning how to receive and give it cannot arise in an environment devoid of love. Thus, those involved have a choice; it is up to them whether they try to model and/or foster appropriate behaviour. Presumably, many have concluded that, despite past or current disappointments, the immediate and/or long range benefits support a loving approach and that such an orientation will give more 'positive feedback' than its alternative.

Curiously, however, the word love rarely arose in discussion of inmate parent-child initiatives. There was much talk about teaching responsible behaviours and modelling appropriate approaches and responses to children but there was little comment about their essential foundation. Certainly loving behaviours are demonstrated but for some reason there is a notable dearth of attention to love and what it entails and its implications.

One can only speculate on the reasons for this situation but one clue seems to lie in the focus on inmate parents. Correctional literature, for example, is similarly devoid of references to the word and/or concept of love. Thus, despite universal recognition of the power of love, it would appear that it does not provide the framework or focus of attention for many concerned with corrections and the people it involves, or, at least it does not surface in published discussions.

Most will agree that when one thinks of prisons and the people and behaviours which they encompass, love is not the first word that springs to mind. At the same time, it may be recognized that no matter how dire the circumstances and difficult it may be, every single person has the choice of demonstrating and promoting love or acting in a manner to undermine it. Tales of loving behaviour in the midst of the atrocities of war bear witness to this. Even if one were to

concede that love is an abstract ideal that is seldom reflected in the actions of many, most can readily see that its absence would introduce a type of poverty that no society can condone. In other words, personal and collective well being and survival depend on love and since it cannot arise in a vacuum it is essential that loving human beings help others to experience the same rewards. Thus, despite the absence of attention to love, there is no reason to suspect that prisons and their people would provide an exception to basic human and societal needs.

Nevertheless, some working in (or familiar with) corrections or other areas of criminal justice may feel themselves hard pressed to conceptualize their endeavours or the settings in which they are performed as expressions of love. One is, therefore, forced to ask, "If corrections and love are not seen to be linked or compatible, what are the prospects of achieving the goal of releasing people who can shoulder, to the best of their abilities, their responsibilities within society? The very absence of attention to love suggests the need for increased efforts to ensure its presence. This is not to say, of course, that attempts to, for example, improve economic potential or personal growth through enhancement of life skills, literacy, and vocational and academic training have no place. They may, in fact, be ideal forums in which to demonstrate loving behaviour. What may be concluded, however, is that to the degree people associated with corrections and other aspects of criminal justice are denied, or deny themselves, the framework provided by love, the potential benefits of their initiatives to themselves, as well as others, is diminished.

Despite the infrequent mention of love in the noted contexts, readers recognize that the foregoing discussion does not introduce anything new or radical; it merely draws attention to potential that is well recognized throughout the world. We are not looking solely at abstract ideals, religious concepts or ivory tower pursuits. Even those most resistant to the idea that criminal justice efforts (or, specific to this report, parent-child initiatives, in particular, those of a very limited or modest nature) involve love, may acknowledge, at the very least, that such thinking offers a more positive framework than any that lack this orientation. Thus, one need not be a 'cockeyed optimist' or have come straight from church, synagogue, mosque, temple, or other places of worship, reflection and inspiration to conclude that to the degree love is absent and not an acknowledged focus and framework for activity more than one boat is being missed. In conclusion, whether or not one's attention is focussed on inmate parent-child initiatives or broader contexts, even if viewed strictly as a very down to earth, practical matter, there does appear to be value in reflecting on the pros, cons and potential of love and alternative frameworks.

"How lucky you are" was a common response of people upon learning the nature of the reported study. Criminology generally entails looking at the nastier aspect of life - for example, the crimes we commit against each other. Thus, to be able to study the nice things that people do; the things that we do right and the things that may make correctional officers, inmates and community members alike feel good about themselves, is perceived as a rare opportunity. While this report reflects that the subject area is not filled solely with "pleasantness and light", it is abundantly clear that once one starts to look at parents and the role they play, there is no escaping the positive aspects. Despite the distance to go and the distortions that can enter into personal relationships, the essential core topic is love. Thus, while it is easy to appreciate why there would be envy about the opportunity to propose and pursue such an assignment, it is its perceived rarity that must be the most intriguing feature.

### Criminology

At this point it would seem appropriate to turn the spotlight on criminology. Has it been too slow to recognize and pursue the opportunities to study the nice things people do? If this is the case, why, is it so; would there be advantages to shifting or broadening the scope of enquiry; and how might this be done? This discipline, which necessarily draws upon and reflects a host of others (e.g. medicine, education, history, psychology, sociology, and law) is considered by many as a sub-set of philosophy rather than social science. Nevertheless, or due to this, a number feel that it plays a critical and possibly, in some quarters, a pivotal role with respect to the development of programs, policies and legislation. Consequently, an examination of its traditional foci would not lead one away from the subject of this report. Thus, although it is not feasible here to give this matter in-depth consideration, following a strand or two may be helpful.

The primary focus of criminology and corrections has long been men. This is hardly surprising given that internationally they have been found to outnumber women on a vast number of pertinent yardsticks. This includes self-reported crimes, rates of conviction, numbers incarcerated, and recidivism rates associated with a number of behaviours defined as criminal, as well as all decision-making forums related to criminal justice and corrections, including those associated with the study of such phenomenon. Thus, it may be noted that the sheer number of men coming before, and associated, with the criminal justice system may have glued attention to them.

It goes without saying, therefore, that generally overlooked in this pursuit of knowledge, which may guide practice, programs, policy, and legislation, are women. "Too Few

to Count", the title of a recent publication, captures succinctly the two key points.

Unfortunately, both men and women may have been disadvantaged by this situation. Women found (and continue to find) knowledge gleaned solely from the study of men being applied to them even when its suitability is unknown or questioned. And, the lack of pursuit of information about females denied the application to men of appropriate knowledge, understanding and insights that might have emanated from studies of women.

At this moment, it may be for some a mute point whether more facts about women would lead to ameliorative results for men but the possibility is somewhat difficult to ignore for those prepared to entertain the idea. For example, traditionally the study of men has concentrated on what factors inherent in them or associated with them caused behaviours deemed to be wrong. (In other words, given the large number of men coming to the attention of the law, the search for what people may be doing right was not in the limelight.) Among other things, it has been noted that socio-economic factors appeared to be critical for a full appreciation of their criminal behaviour and the response to it. Recognition that a large percentage of male prisoners are poor led from the initial question, "Is poverty a causal criminogenic influence?" to a vast array of increasingly sophisticated deliberations. For example, might poverty and its circumstances merely reflect other important features such as access to the legal system and relative positions within power hierarchies? When attention turns to women, however, (while such lines of enquiry do not have to be scrapped), the need for a significant change in focus and questions is raised.

If poverty plays a direct or indirect role in criminal behaviour, why is it that internationally the vast majority of women who face such circumstances do not come to the attention of the courts? While similar to male inmate populations, those composed of females contain a high percentage of poor people, the very diminutiveness of their numbers (relative to accused and convicted males, to other women facing the same circumstances and incarcerated poor males vis-a-vis the general population of men) means that this critical question cannot be addressed by restricting attention to correctional settings; the answer must lie in a deeper understanding of the contexts from which women come and to which they will return.

Since, as noted above, criminologists have attempted to seek answers outside of correctional settings, it would appear that the domination of attention to men may have prevented the advancement of some required knowledge and insights. The lack of similar attention to women is, at least, a most curious gap. For example, it ignores the fact that in terms of success, defined as

the potential of coming before the criminal justice system as an accused or convicted person, women have historically and universally been more successful than men. If "nothing succeeds like success", it would appear to behoove us to ascertain what factors associated with, or acting on, women yield this desired outcome. Especially in light of the increasing size of incarcerated populations, it would seem that we cannot afford to overlook the potential that the study of women appears to offer. If nothing else, a better understanding about what may account for their very small numbers may provide some clues or insights that may eventually reduce the numbers of both men and women who come before the criminal justice system.

It must be noted, of course, that despite the comparative absence of women noted to have transgressed laws and attention given to them by criminologists and others, 'the literature' is not devoid of studies and commentary pertaining to them. Although some would argue that such presentations of ideas and findings do not escape the traditional orientation toward men, this may enhance rather than decrease the need to consider what is being said. Although one is loathe to give short shrift to a body of disseminated statements, the reader will appreciate that here we can only peek at a couple of points by way of illustration.

Highly pertinent to the subject of this report is the prominence of those that focus on women's inborn nature, training and/or assumption of roles involving nurturing, including motherhood. It has been noted, for example, that with respect to commonly employed indicators of aggression used in the Western World, from infancy on they are less aggressive than males and possibly through training and societal experiences they learn to 'swallow' aggressive tendencies and/or to express them in ways acceptable to those who count. Others comment that training toward and the act of being a caregiver (in the broadest sense) reinforces responsible, considerate, loving behaviour that is incompatible with the majority of behaviours defined as being criminal. Also, some have remarked that just assuming the role of mother means one is too busy or exhausted to engage in criminal activities, especially as many are poor, often single support parents, who must not only care for their offsprings but raise the money to do so. Thus, except for aggression turned inward (leading, some theorize, to such self destructive behaviours as attempted or actual suicide, drinking or other drug use), a number of authors have suggested that, in comparison to men, women run a lesser risk of committing acts that could lead to their involvement with the law and this may relate, at least in part, to their inborn nature and tendency toward nurturing behaviours and/or societal training and expectations that foster this. In sum, this pooled perspective argues that the overwhelming 'good' behaviour of women and the bulk of the relatively few crimes committed by them relates to their inherent

qualities and/or societal circumstances and demands placed upon them as women, wives and mothers.

It is noteworthy that this approach does not imply that all the forces acting on women that lead to their 'good' behaviour are necessarily positive or attributable to them. Some, for example, have opined, albeit from a variety of different perspectives, that the lack of women coming to the attention of a criminal justice system does not relate to their innate goodness or their training and efforts toward desired model behaviour; rather it pertains to positive attributes found among men. The dominance of male police officers and judges and their mindfulness, generosity or paternalism with respect to the roles of women and mothers is offered as support. Such viewpoints suggest that men's perception of 'bad' or 'good' women or mothers may determine who is most likely to come to the attention of the law and be convicted to imprisonment.

Interestingly, however, it was not men's response but women's behaviour that was the focus of attention during the recent brief flurry of mass media coverage of suggestions that their so-called 'liberation' may account for a perceived increase in criminal activity by women. A clear danger was seen in women acting more like men are allowed or expected to; their potential advances toward increased income, power and fulfillment of their roles was seen to be offset by the heightened prospect of criminal behaviour. Alternative hypotheses that pointed to the sheer lack of women in pertinent influential decision-making positions, including those that define criminal behaviour and sanction the response to it, did not attract the same attention. Thus, by a curious and intriguing twist, the above noted argument that credited men with the lack of women coming to the attention of the law faded from view when the application of the same line of reasoning (i.e. the critical importance of male responses to females) would have resulted in men being seen as major players in the reported increases of female violations of the law.

It goes without saying that this sketch is very superficial in comparison to the sophisticated discussion of scholars, most notably some referred to as 'feminists' (whether or not they, accept the application of this term to themselves). Nevertheless, the discussion above suffices to illustrate the key points within this presentation. Real advances in knowledge and insights cannot be made without:

- attention to both men and women,
- giving consideration to beliefs about them and their assumed and ascribed roles, and
- opening the door to the study of things we may do right.

Of course, the reader realizes, especially by this point, that no line of enquiry is without dispute. Even those who would welcome attention to women have many reservations about the possible implications of the routes that might be taken. We saw a number of these earlier when, for example, worries were expressed about the possible ramifications of concentrating on their parenting roles or limiting inquiries to correctional settings. There were concerns that initial observations or empirical results may be misconstrued or misapplied as witnessed by some actions based on the perception that incarcerated women are more similar to non-incarcerated females than imprisoned men and so-called 'liberation' research. None of these, however, serve as a necessary barrier to research devoted to women and things that people do right. Thus, even with all the qualms and disagreements and the vast differences in the numbers of male and female prisoners, it is easy to appreciate why people could conclude that continued failure of criminologists to give equal, long term attention to women would be negligent, or at least short sighted.

#### Why the Continued Lack of Attention to Women?

If the study of women holds out the promise of desired and beneficial knowledge, why has it been ignored for so long? From the foregoing focus, one might be tempted to conclude that resistance rests with criminologists who have a responsibility to pursue pertinent knowledge in an even handed objective fashion. Such a conclusion, however, would not be in accord with the total situation. In fact, as will be suggested later, some criminologists might welcome the change in focus and the creative challenges it brings. Thus there is a need to consider who or what influences the choice of research topics selected for pursuit.

Generally speaking, researchers, like program and policy developers, require endorsement of the activities they propose. One might suspect, therefore, that a search for reasons for the lack of research (and programs and policies) would lead to the door of decision-makers in a variety of quarters.

This line of questioning looks more fruitful than one directed exclusively at criminologists. For example, publications reveal that many people have pressed, in vain, for studies that at least encompass women. Consistent with this, a number of survey participants indicated that the primary reason they could not proceed with their plans to collect information was a lack of endorsement. In short; there are qualified people who want, and are willing, to study women but they are not being backed.

Is this situation unique to criminology and corrections? It does not appear so. Although the vast difference in the relative number of men and women affected by corrections may have made the traditional focus on men understandable, it does not appear that the numbers in the population of concern is the critical factor. For example, one might expect that since women form slightly over 50 percent of the general population, that in the total set of collective knowledge garnered by all disciplines, they would be well represented in the body of studies conducted to date. It appears, however, that this is not the case. In other words, even in disciplines, which do not share the disproportionate relative numbers facing criminologists, the study of women has been historically ignored.

A clue to why this peculiar situation exists may be found by returning to our focus on criminology. It will be recalled that the preponderance of men associated with the criminal justice system was not limited to those who came to the attention of the law; it was equally applicable to those working in the field and decision makers. In other words, the reason for the domination of attention to men may not be due simply to the number of men who come before the courts, but the preponderance of men in decision-making positions. Put in another way, the consistent lack of attention to women may not be related to how few come to the attention of the law but how few there are in decision-making positions. Thus, criminology may just reflect a well recognized pervasive phenomenon that encompasses the decision-making forums historically associated with all the disciplines upon which it draws.

It is not particularly helpful, however, to arrive at a point that suggests men may prefer to study men for the line of reasoning sketched above goes beyond that point. There is a need to contemplate why such an orientation might extend to the neglect of, avoidance of, or resistance to, the study of women. One can only speculate. Perhaps, (to take one of the more negative viewpoints first) maintaining the dismal state of the art with respect to women is seen to be useful. Certainly, as noted earlier, cynics suggest that the lack of sound information makes it easier to make decisions unhampered by facts. Perhaps it is believed that knowledge of men will suffice in giving an understanding of women, thus, it is cost effective and efficient to limit the range of enquiries. This suspicion would be in accord with the focus, content and language of the majority of correctional research reports and the historical application of knowledge and views about men to programs and policies affecting women. It may simply be, however, that men have not yet recognized the potential value that studies of women may yield, including results that may further them. After all, it is said that one cannot miss what one has never had, especially if there is an absence of people or examples to indicate what one is missing. In short, one might generate a number of plausible

reasons for the absence of studies about women but for the time being each must remain in the realm of speculation.

While the possibilities noted above, alone or combined, may have some merit, they still appear to be wanting. For example, it might be argued that if women with real influence were sufficiently represented in pertinent decision-making forums, the results might be altered. In such an eventuality, that may indeed turn out to be the case. Nevertheless, adoption of this perspective would overlook the notion that even in the absence of women, men may not be totally unaware of them and could, if they desired, still advance in the indicated direction. In other words, it appears necessary in the search for possible explanations to include at least one where male perceptions and beliefs about the influence of information about women may not be welcomed, whether or not women are present in the decision-making arenas.

Thus we need a framework that incorporates some possible influence that may universally and historically affect men more deeply than any of the ideas outlined above. This suggests that we are seeking an explanation that goes to the very core of deeply held beliefs about what a man is and what his role in society is. Placed within the context of the discussion thus far that would suggest that the answer might lie in the possibility that the gathering of sound information about women may disturb traditional views of men and their roles and, as is readily recognized, this could be most unnerving or even threatening. Thus, one may be looking at something as basic as a fear of the unknown and what it may entail for one's view of one's self, others and the roles that are ascribed or assumed.

#### A Promising Perspective

Now we seem to be onto a perspective that looks promising, in particular due to the positive and empathetic framework it offers. One need not assume male Machiavellian underpinnings to account for events. There is due recognition that the noted fears are common to both men and women. Certainly we have all seen this in recent public debates of the implications of changing roles of men and women. If the role of either is altered, it would affect the other. Moreover, societal relations and sense of order are disrupted when no one can automatically assume a common framework of expectations. Thus, even those men and women who are very secure about who they are admit to being discombobulated and harbouring some resistance. Most importantly in terms of the subject of this report, concern about roles cuts to the very quick because if men and women become unsure of their roles what are the implications for their roles as parents; what and how do they teach their children?

Despite the acknowledged limitations, survey results appear to support this perspective. For example, despite the amount of attention centered on men, perceptions and beliefs about them with respect to parenting appear to have been instrumental in ensuring that little serious consideration and few fact gathering activities have been devoted to exploring the roles that fathers do, should and could play. Such reservations and inhibitions do not seem to have been as readily applied to women.

It was also noted that receptivity to different program orientations varied. There was relatively ready acceptance of programs intended to make women better mothers. Those who attempted to introduce programs for men, however, suggested that the response received related to the type of program suggested. Some reported, for example, that they had little difficulty in receiving endorsement for play centers for children which allowed fathers to spend time with their mates without interruption from their offsprings, but they encountered resistance to the idea of parent-child centers and education programs that suggested that a father's role goes beyond being a breadwinner. Even with due recognition of the sex of decision-makers and the multiple factors that each must consider in arriving at a decision, it is difficult to escape the conclusion that perceptions and beliefs about the roles of men and women did, do and will continue to play an influential part in outcomes.

The type of programs actually implemented adds further weight to the adoption of the noted perspective. The survey results suggested a certain unevenness in the amount and type of attention given to inmate fathers and mothers. For example, while supervised play areas or child care facilities may be found in a number of institutions, parent-child centers, particularly those with extended program options, appear to predominate within those that hold women exclusively. Nor do programs that encompass the mates of prisoners appear to be evenly distributed. In other words there may be significant differences in the orientation and the type of program developed for inmate fathers and mothers.

Lastly, readers might like to consider ideas that were proffered during the course of the survey about why the above noted perceived patterns may have arisen. Two were particularly evident. First, it was noted that despite traditional (and emerging) idealized pictures of the family and divisions of labour, primary responsibility for the care of children, financially and emotionally, is perceived by many to rest with the mother. The relative number of male and female single parents and the different straits faced by each weighted such points of view. Second, it was suggested that regardless of the nature of the problem facing a couple, women are more likely to stand by their men than the converse. Bolstering this notion,

were a number of anecdotal reports that indicated, among other things, that there were sharp differences in the visitation practices associated with male and female populations. It was reported that in sharp contrast to the circumstances faced by the latter, the former were more apt to have visits from their mates and to have these more frequently; moreover, in order to permit regular visits, their mates might make considerable personal sacrifices, including moving their residence closer to the prison. (Further, reflecting and anticipating this pattern, some who maintain records of visitors to correctional facilities for women do not include 'husband' as a category.) In brief, these common interpretations suggested that the programs offered to inmate mothers and fathers generally reflect and reinforce patterns and expectations that exist for women, men and parents outside of prisons.

Lest readers be misled, it must again be stressed that although there was a particularly good response to the effort to obtain information from all those initially identified as having experience with inmate parent-child programs, the results are not based on a representative sample. It is, therefore, scientifically unjustified, for example, to generalize from the results. On the other hand, this restriction does not deny the development of possibly productive, speculative insights or hypotheses. It is important, however, to bear their foundation in mind.

At this point, it is clear that consideration of the suggested perspective does not necessarily entail a "we/they" approach. Nevertheless, unless approached appropriately it is obvious that the potential that this prospect might materialize cannot be overlooked. It is well recognized that despite our long histories, universally men and women are still struggling to understand each others' worlds. It may well be, as a number of authors have suggested, that men and women have different ways of sending, receiving and interpreting information. Nor may one overlook that men and women are different in more respects than those that might relate to communication and, according to some, their uniqueness may determine which of them should be the decision-maker within different realms. In sum, despite the overall positive nature of the perspective, its adoption requires due attention to a number of features that might undermine the possibility that men and women may join together in a mutually agreeable partnership to explore the terrain.

This would seem to take us back to an earlier noted point heavily stressed by participants; it is essential to ensure that all relevant parties are adequately represented in the structures established to guide thought and action. Moreover, as made clear by consideration of the possible inhibitors noted above, it is imperative to ensure ample opportunities for men and women to engage in real two way communication. This cannot happen without

giving due consideration to the environment that may foster it. Both aspects, as well as the overall perspective, raise many thought provoking questions that each reader may consider in her or his own context. For example, in looking at decision-making forums with respect to programs to facilitate contact between inmate parents and their children, to avoid being misled by such possibilities as tokenism, one might readily dismiss the relative number of men and women and their position titles and concentrate on who actually makes the truly influential decisions. This exercise is likely to yield a variety of insights that may prove useful in developing a structure that may best realize the potential of all relevant parties. In sum, advancement would appear to hinge on efforts to ensure that men and women communicate openly and honestly in forums where equal weight and respect is accorded to both.

#### Fact Finding and Beliefs: Research and the Importance of the Individual

Recognizing that beliefs may be a powerful influence in terms of the programs and services that evolve poses a serious challenge. All our tools for developing fuller understanding, including the most rigorous research and statistical methodologies have their necessary limitations. As sophisticated as our means for acquiring knowledge have become, it is very difficult to get a handle on beliefs. Because they are not directly observable, they can only be surmised through attention to behaviour. Unfortunately, beliefs may not be stated; statements may not coincide with actual beliefs; and, in any case, there is no necessary connection between verbal and physical behaviours. To make matters worse, beliefs about others' beliefs can really "muddy the waters" by making it difficult to observe and interpret objectively. Moreover, beliefs may override facts; leading, for example, to the selection (albeit, perhaps, unconsciously) among the latter. Aside from the difficulties in approaching beliefs empirically, even the accumulation of the most objective facts possible about beliefs or matters pertinent to them may not provide what is needed to deal with them. As conflict theory suggests, facts per se may take a back seat in that it may be the views of the dominant group that will hold sway. Thus, in terms of advancing, it does appear rather disadvantageous to acknowledge that beliefs may be the most, or one of the most, critical dimensions with respect to efforts to facilitate contact between inmate parents and their children and the broader area of the development and maintenance of sound loving relationships of which it is a subset.

By now readers must be perplexed about why a report that has reflected and encouraged positive perspectives appears to be ending on an apparently discouraging note. The key word in the preceding sentence is "apparently" - nevertheless, it does not

remove the need to address the implied question. From the discussion to date it is relatively clear that without due recognition of the importance of beliefs, the opportunity to open a number of avenues of potentially productive enquiry may be denied. Moreover, without an appreciation of: how beliefs may guide the very questions asked; where, and how, answers are sought; and perceptions of all aspects; the door is left wide open to self and group delusions. Thus, in order to advance, it is imperative to realize and give due weight to the role played by beliefs.

Nowhere is this concern more critical than with respect to the range of activities labelled 'research'. As just outlined, beliefs may guide, advance or deny the study of whole areas and groups and the dissemination of actual and perceived research results may create a reality of their own and/or reflect or reinforce a priori notions. From the discussion to date, it could not have escaped notice that it is relatively easy to lead one's self to one's own pre-formed conclusions and extremely easy to convince oneself of the need for efforts in line with one's own assumptions; it is much harder to identify and scrutinize these in an objective fashion, especially if support for them goes beyond a single individual or group. For example, needs analysis, program evaluation, impact studies, and research premised on a priori assumptions are unlikely to yield discomfoting results or those that go against one's beliefs without the introduction of steps that directly confront them. If one firmly believes that a given inmate population or their children, need, for example, a certain form of visitation or parenting education program, supporting documentation (even that which may be presented in terms of research terminology) is relatively facile to produce; one only has to suspend or limit probes by restricting the range of questions asked and/or the populations to which they are posed. In short, even within the realm of research, attempts to find useful knowledge may be undermined by a host of unexamined beliefs.

While we may be faced with the difficulties posed by the limitations upon efforts to advance knowledge, including our understanding of beliefs, we can turn awareness of this and recognition of the fundamental importance of beliefs to advantage. Cognizant that the beliefs of individuals may be pivotal, each concerned person may productively consider the role played by her or his own assumptions. This is particularly critical if the goal is to foster loving relationships because, as noted earlier, negative perceptions (recognized or not) may make it difficult to bring out the best in others and, thereby, achieve one's objective. Moreover, awareness of the potential impact of beliefs makes it possible to develop a more realistic appreciation of the strengths and weaknesses of others' pertinent observations. While no one expects that all personal efforts to ascertain facts could be undertaken within the exacting terms set

by scientists in their search for objective, valid, reliable, and generalizable information, it can be reasonably expected that each individual, no matter what his or her resources or background, can, at the very least, consider the influences upon, and the limits of, her or his own and others' observations and beliefs. Such efforts may enhance the potential for knowledge that is deemed to be essential, regardless of the role they may play vis-a-vis current 'definitions of reality' set by those who have the power to do so.

For example, not all activities that may legitimately be called 're-search', are guided by the scientific method. This does not necessarily devalue their import. At the same time, the framework provided above demands that when observations, findings or conclusions are shared, they need to be set firmly within the context of statements about the limitations that are known or suspected. Thus, as tedious as the highly qualified recording, interpreting and dissemination of empirical findings may be, such cautiousness is an essential feature that appears to warrant respect and emulation by those wishing to advance our understanding of the subjects encompassed by this report. In short, the recognition and sharing of the parameters known to set limits on one's knowledge are as critical and valuable as the information obtained during efforts to advance knowledge.

The discussion to date was not restricted to the value of recognizing limitations, however; it also opened up vistas whose potential encouraged exploration. At the general level, exciting prospects were offered by shifting attention to women and what people are doing right. This may be particularly inviting to criminologists. It means, for example, that by looking at women rather than men those who focus on prisoners may look forward to the rare opportunity of studying an entire 'universe' (that is, each member of a defined group) rather than being forced to identify and concentrate on a representative sub-sample. They might also be able to learn about each person in depth and holistically rather than restricting themselves to selected, isolated features. Moreover, given the small number of incarcerated women and their individual and collective uniqueness, exciting challenges to creativity are presented if the results are to have an impact on a wide range of pertinent activities. Over and beyond how one might best face resistance to the collection and dissemination of information about women, the possibility of obtaining mounds of data on each woman versus statistical representations that cover some characteristics of a subset of men has already raised issues that require addressing. For example, publishers are perplexed about whether and how they should disseminate such findings and policy and program decision-makers are faced with such innovative suggestions as Kappel's earlier noted idea that funding might be attached to the individual rather than the program. Nor (especially in the context of this report) can one overlook the possible advantages

for people and products of research, policy and programs conducted within a framework that directs attention to all the positive and responsible things that people who love do or could do. In conclusion, although it is impossible to outline the full potential here, it is abundantly clear that attention to the intertwined roles of men, women, children, parents, families, and corrections and the influence of beliefs upon our responses suggest many roads that may be productively followed.

Thus, the end result is a reinforcement of what has been said all along by those who helped identify the need for the reported survey and participants who contributed toward it. Despite the complexities added by recognition of the impact and difficulties in understanding beliefs, there is no doubt that all efforts to obtain and share pertinent information must be encouraged and this includes responding to calls for needs analysis, program evaluations, impact studies, and sound research on a wide variety of related matters. Given the state of the art and the wide range of disparate views on nearly every issue that may be identified, it does appear important to foster an atmosphere where, with a healthy awareness of the power of beliefs and respect for diversity, all relevant parties may contribute and explore as objectively as possible their individual and collective facts, perceptions and beliefs. For the same reasons, it seems essential to promote personal and group questioning of everything - an activity that cannot be restricted to empirical pursuits alone in that each and every individual faces the critical task of beginning and ending by examining his or her own personal beliefs and her or his influence on perceptions and beliefs. Consequently, while an accent mark or two may have been added en route due to the importance of beliefs, the quest and goals that prompted the survey were strengthened by the results which strongly encourage the continuation of all efforts to advance knowledge and understanding.

#### Old and New Paths Cry Out for Attention

It is most appropriate that at this juncture in the report that questions, rather than answers, predominate. There can be no doubt that initiatives such as those encompassed within this document can serve as sources of encouragement and inspiration for a variety of new or extended efforts. Nevertheless, it may also be acknowledged that to stop at this point would remove from view potentially productive future directions and steps suggested by participants who have had experience in making these inroads and others wishing to do the same. In sum, there seems no shortage of partially or totally unexplored roads that may be fruitfully surveyed.

Those enticed by new ground may be excited by issues and avenues that have not yet even been mentioned in 'the

literature'. Here, by way of illustration it may be noted that when this survey was initiated, the importance of developments in the world of insurance had not been identified in the publications consulted. Subsequently, however, both media accounts about the impact of recent developments on a wide range of institutions and participants' observations with respect to a number of initiatives pointed out that liability insurance warrants study.

The more challenging routes may be offered by those who decide to travel down timeworn paths. Invariably they will lead to fundamental beliefs and issues. Take, for example, the subject of transportation that is a major problem recognized by many. The majority of those concerned with this aspect are likely to begin with such necessary elementary questions as, "What are the institutional visiting hours vis-a-vis the transportation options available?" The experiences of those who have attempted to address this need suggest, however, that questioning cannot stop there. They seem to promote exacting enquiries about the purpose(s) of the correctional institution and its related features and encourage the search for detailed knowledge of the needs and characteristics of its inmate population; the nature and impact of its visiting regulations, facilities and programs; and the views and circumstances of those who control the movement of children. Such directions include consideration of the impact of location upon correctional staff and their abilities to meet perceived objectives. The net result is a set of observations and questions that lead many to wonder why well recognized transportation problems continue and even why they exist in the first place, particularly in those situations where the characteristics of the incarcerated population and stated correctional goals do not seem to mesh with the choice of location.

For those who feel the need for an even broader challenge, a worthwhile candidate is suggested by exploration of the facts and beliefs that relate to the widely disseminated view that maintenance of contact with family members is an important and, according to many, the only empirically demonstrated factor to have a positive impact on recidivism rates. The nature and number of questions that may be asked are endless:

- How sound is this observation? How far does it generalize? Has it been found to hold for the population at hand? What factors have inhibited or encouraged efforts to obtain facts to explore its validity within the local context?
- What are its program and policy implications? How well is it reflected in local and/or broader correctional practices, regulations, policies, legislation, and deployment of resources? Who and what factors have

inhibited or encouraged its use as an operating premise with respect to each of these matters?

- What other information must be sought? For example, communication is central to human ties. What is known, and what needs to be learned, about the full range of communication options open to inmates (e.g. letter writing, telephone)? What skills need to be enhanced to assist sound communication (e.g. literacy)? Do regulations and policies reflect in a positive fashion actual needs and patterns at various points within the arrest, sentencing, incarceration, and release cycle?
- If ties are critical, what mechanisms have been established to track them? Is enough known about how many inmate parents were, are, and/or will be the primary caregivers of their children to guide programs and policies?
- What environment(s) may encourage the development and maintenance of appropriate ties?
- What concrete steps may be feasibly taken by correctional staff and others to redress lack of experience with loving relationships and its emanations, such as the absence of trust or a full repetitory of responses to receive and give love?
- If 'significant others', including family members, can play a positive role with respect to recidivism, does the converse also hold true? If the latter is the case, what are the implications for initiatives to break cycles of family violence and/or plans to move inmates closer to their homes? If 'significant others' may play either a positive or negative role, what might account for the difference?
- What are the pros and cons encompassed by the attention to the development and maintenance of family ties? Could they encourage those that are inappropriate or undesired? To what degree do they encourage or inhibit stress that may be productive or unproductive and/or the exploration of traditional or new parenting roles?

In short, for those who believe that human ties play a critical role with respect to the emergence or prevention of criminal behaviour, there is no end of questions to which answers are needed.

One cautionary note seems to be in order. As has been suggested throughout this report, the promotion of questioning is as important as the search for answers. It was also noted that

it is encouraging that so many participants were as prepared to raise disconcerting questions as they were to share the information they had on hand. It must hastily be added, however, that reported experience suggests that without due discretion and full appreciation of one's own environment, pursuit of the ideal can have devastating results. Forcing people to confront or challenge perceived 'truths' does not seem to be a viable route for obtaining essential support and productive action. It would appear that the bulk of ameliorative steps have been based on considerable understanding and insights into the people and organizations involved and the speed at which evolutionary steps may be taken. In sum, while questioning one's own assumptions is a recommendable first step for everyone, appropriate caution in helping others to do the same appears prudent.

### CONCLUSION

This report represents one further step in an ongoing effort to respond to a high priority identified by practitioners, policy makers, female inmates, and concerned citizens. In helping to guide the Ministry of the Solicitor General of Canada's newly introduced program of research devoted exclusively to Canadian female offenders, among the concerns they emphasized were those pertaining to mothers who come to the attention of the courts, especially those who are incarcerated.

One troubling aspect to which they pointed was the dearth of information about programs and services for imprisoned mothers and their children. In the limelight were those to facilitate contact between inmate parents and their children. People, in particular those faced with limited resources, wanted to know what has been and what is being done so that they and others could sidestep potential roadblocks, productively address concerns by building on the pioneering work of others, and avail themselves of sources of inspiration for new or renewed efforts. Consequently, one primary objective was to document a wide variety of ways that people with different backgrounds, goals, circumstances, resources, and experiences have tried that are pertinent to the facilitation of contact between inmate parents and their children.

To address the pervasive and keen desire for program details, a two phased survey was conducted between 1986 and 1988. It augmented the earlier commissioned work of MacLeod and Axon. In order to maximize the potential for obtaining useful information, in addition to Canadian correctional facilities for women, all North American correctional institutions and community organizations identified as having had experience with programs or service to facilitate contact between inmate parents and their children were approached. The generous response to mailed out questionnaires and follow up letters and phone calls not only described numerous initiatives for imprisoned mothers and fathers

throughout the continent but supplied a wealth of pertinent auxiliary commentary.

The pooled experience of contributors sketched a wide variety of program approaches, structures and options and provided a glimpse of an enormous range of highly diverse circumstances, opinions and issues. While a full appreciation of the limits of the reported information is essential, this requirement does not diminish its value vis-a-vis the original objective. Thus, one could be enriched while, for example, still acknowledging that not all relevant programs or their variations could be described in the desired highly detailed way; taking into account the various cut off points and parameters imposed on non-static elements; and recognizing that it is scientifically unsound to form generalizations from unrepresentative samples. Despite differences in circumstances and the current status of the various initiatives (which may be in the germination stage, have come and gone or be in the process of evolving) one may still draw upon the reported concepts and experience to stimulate one's own thinking, expand options that might be considered and develop fruitful hypotheses that could be tested. Thus, although each person will necessarily summarize the results according to his or her own perspective, circumstances and needs, undoubtedly survey participants provided much food for thought and possible ameliorative action.

The most important lesson drawn was recognition of the value of even tiny steps that may be taken, even in difficult or trying circumstances, by people from highly diverse backgrounds. The reported programs and services not only indicated that one individual can make a significant difference, they reinforced the importance of personal commitment. Through reflection on the diverse ways taken to reach out, it was possible to see the life giving force of love at work and the cornucopia of opportunities that exist, or that could emerge, when a sincere effort is made to develop and maintain two way communication and sound loving relationships.

It may not be gathered by the subject of the report or its content, however, that Pollyanna was the guiding spirit of the author or contributors. No one concerned with the area can deny the frustrations, the very real problems that can act as stumbling blocks, or the complexity and controversy of the issues involved. In bringing together the information received, these vexing dimensions were not given short shrift. Although this report does not explore or deal directly with the complex philosophical, social, religious, cultural, legal, or resource dimensions that might have to be addressed for even the humblest program or service effort, readers were not offered blinders. In one way or another, many concerns were presented and the only conclusion possible is the critical need to encourage exploration through the questioning of each and every pertinent aspect.

Even with full recognition of limitations, gaps and difficulties, the overall results encourage optimism. As was made clear from the outset, this report does not capture all the pertinent programs and services and it barely hints at the innovations that are now attracting attention, let alone those that may be just around the corner. Even if not witnessed or contemplated in write ups (here or elsewhere) of any known program or service pertaining to inmate parents and their children, the potential of new concepts and programs that are being explored in other contexts (some of which are just beginning to appear in criminological literature and correctional settings) hold out the prospect of further innovative steps. For example, recent study of the effects of animals within various institutions seems to hold promise for the introduction of pets, a familiar route by which many parents attempt to help their children to experience unconditional love while at the same time teaching responsibility. Thus, recognition of the efforts to date, the immensity of the potential that exists and, the feasibility of making further inroads despite perceived barriers and inhibitors combine to suggest that the future may hold a wealth of options that could, in turn, serve as springboards to further advancements by concerned and committed people.

When there is still such a long way to go, there is a sense of incompleteness as the inevitable time comes to close this phase of the survey effort. Necessary constraints upon a single report prohibit the inclusion of all the potentially fruitful observations and careful exploration of implications. This is probably just as well because such a product would never suffice to address the information gathered from, and required by, the diversity of perspectives, needs and circumstances that face those concerned with the subject of this report. Consequently, as stated at the outset, much of the hard work ahead rests with readers and those who share their concerns.

It is clearly desired by many that others will join participants in responding positively to the challenges presented. En route it was possible to share in their false starts, frustrations, and disappointments, as well as their incredible energy, creativity and enthusiasm. More than anything, the need and keenness to share and learn from others was witnessed. It is hoped that the attempt to document and communicate the experiences and efforts of survey participants has done them justice and, while strong differences of opinion may exist regarding goals and how they might best be achieved, from their generosity a better appreciation of the needs and opportunities to address them will result. Thus despite the steepness or length of the road ahead, it seems reasonable to predict that travellers will not find themselves alone.

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- A. Global Listing of Original Survey Respondents and Contributors
- B. "Incarcerated Parents and Their Children", extract from L. Axon's "Criminal Justice and Women: An International Survey", pp. 122-126
- \* C. July 1986 Resolutions of World Organization for Early Childhood Education, extract from O.M.E.P. brochure
- D. **Prison MATCH:**
  - 1. "How About a National Network of Programs for Incarcerated Parents and Their Children?", open letter from C. McCall;
  - 2. Extracts from "A Small Victim is Doing Time ...":
    - (a) "Fact Sheet - Maternal Incarceration", p.3
    - (b) "What Individuals From Different Walks of Life Can Do", pp. 12-15
- E. R.A.F.T. - "Remember That I Love You", booklet
- \* F. **Prison PATCH** - "Educational Programming", extract from undated curriculum outline
- \* G. **Project PACT:**
  - 1. "Ways to Keep Connected" by Ellen Harvey
  - 2. "How to Help Prepare a Child for a First Visit"
- \* H. **Together Today for Tomorrow:**
  - 1. Liability Issues, extract from 1981 program proposal, Appendix C, p.14
  - 2. Parenting Program Participation Agreement, extract from undated program materials
- I. **M.I.L.K.:**
  - 1. Constitution
  - 2. Booklet: An Open Letter to a Child from An Incarcerated Mother.
- J. **M.O.L.D.** (Nebraska Center for Women):  
Extracts from undated mimeographed booklet of MOLD rules and forms:
  - 1. Contract for Child Visitation
  - 2. Personal and Infant Information Sheets
  - 3. Check lists:
    - (a) How Did I Do as a Parent?
    - (b) How Did Mother Do as a Parent?

- K. M.O.L.D. (Arizona Center for Women) - Liability Waiver
- L. **Families in Crisis** (Connecticut) - Some 1987 Statistics, extracts from "Eleventh Annual Report", p.7 and p.11
- \* M. Overview of Five Module **F.L.I.P.** Training Package, extract from J. MacDonald's draft report "Family Life Improvement Program Training Project Review", pp. 7-8
- \* N. **Family and Life Skills Program** (William Proudfoot House) - Home Management/Lifestyle/Life Skills Questionnaire
- O. **Mother Infant Care**, extract from Penal Code of the State of California
- P. "Summary of the California Community Prisoner Mother-Infant Care Program", Open Memorandum from Ellen M. Barry, 4 September 1985.
- Q. Questions and Observations: Facts, Perceptions and Beliefs

\* To ensure that submitted materials appearing in the Appendices could be read easily when they were reproduced, some had to be retyped. In doing this, considerable care was exercised in order not to make any changes to the original text.

In addition, dated addresses on reproduced correspondence from Prison MATCH and Legal Services for Prisoners with Children were replaced by those reflecting the most current advice received during 1988. Readers are cautioned, however, that whether specific to these two or others cited in the course of this report, many changes have, and can, occur that influence efforts to contact specific individuals or groups. For example, in the development of initiatives and their associated bodies, one may readily anticipate formal and informal changes in names of institutions, organizations, associations, programs, services, and participants (especially women) and locations, addresses and phone numbers. Consequently, prior to attempting to contact anyone, some routine and/or creative measures are advisable, or may be necessary, to verify or extend information necessary to locate the parties sought.

APPENDIX A

Global Listing of Original Survey  
Respondents and Contributors

Agape House  
Jefferson City, Missouri

Alderson Hospitality House  
Alderson, West Virginia

American Civil Liberties Union Foundations  
(The National Prison Project)  
Washington, District of Columbia

Arizona State Prison Complex-Perryville  
Goodyear, Arizona

Arizona Center for Women  
Phoenix, Arizona

Bayview Correctional Facility  
New York, New York

Bedford Hills Correctional Facility  
Bedford Hills, New York

Belmont Correctional Centre  
Edmonton, Alberta

Boward Correctional Institution  
Pembroke Pines, Florida

Brandon Correctional Institution  
Brandon, Manitoba

Bridge House  
Kingston, Ontario

Brunswick Correctional Center  
Lawrenceville, Virginia

Bucks County Rehabilitation Center  
Doylestown, Pennsylvania

Bucks County Correctional Facility  
Doylestown, Pennsylvania

Calgary Correctional Centre  
Calgary, Alberta

Calgary Remand Centre  
Calgary, Alberta

California Institute for Women  
Frontera, California

California Rehabilitation Center  
Norco, California

Canadian Association of Elizabeth Fry Societies (CAEFS)  
Ottawa, Ontario

Children's Television Workshop  
New York, New York

Chillicothe Correctional Center  
Chillicothe, Missouri

Community Mediation Network  
Halifax, Nova Scotia

Connecticut Correctional Institution  
Niantic, Connecticut

Cornerstone Justice and Peace Center  
Denver, Colorado

Correction Institution for Women  
Clinton, New Jersey

Dwight Correctional Center  
Dwight, Illinois

Edmonton Remand Centre  
Edmonton, Alberta

Elizabeth Fry Society of:

- British Columbia, Vancouver, British Columbia
- Edmonton, Alberta
- Halifax, Nova Scotia
- Hamilton, Ontario
- Kingston, Ontario
- Ottawa, Ontario
- Saskatchewan, Saskatoon, Saskatchewan
- Sudbury, Ontario
- Toronto, Ontario

Etablissement de détention de Montréal  
Montréal, Québec

Families in Crisis, Inc.  
Hartford, Connecticut

Families Outside  
Pittsburgh, Pennsylvania

Family and Corrections Network  
Waynesboro, Virginia

Family Service Moncton Inc.  
Moncton, New Brunswick

Federal Correctional Institutions at:  
- Fort Worth, Texas  
- Lexington, Kentucky  
- Oxford, Wisconsin  
- Seagoville, Texas

Florida Correctional Institution  
Lowell, Florida

Fort Saskatchewan Correctional Centre  
Fort Saskatchewan, Alberta

Fulton Reception and Diagnostic Center  
Fulton, Missouri

Gatesville Unit  
Gatesville, Texas

Guelph Correctional Centre  
Guelph, Ontario

Her Majesty's Penitentiary  
St. John's, Newfoundland

Hopper Home  
New York, New York

Horizon House  
Milwaukee, Wisconsin

Huron Valley Women's Facility  
Ypsilanti, Michigan

Indiana Women's Prison  
Indianapolis, Indiana

Indianapolis Women's Work Release Center  
Indianapolis, Indiana

Iowa Correctional Institution for Women  
Mitchellville, Iowa

John Howard Association  
Honolulu, Hawaii

John Howard Society of:

- Alberta, Grande Prairie, Alberta
- British Columbia, Victoria, British Columbia
- Calgary, Alberta
- Edmonton, Alberta
- Manitoba, Winnipeg, Manitoba
- Newfoundland, St. John's, Newfoundland
- Ontario, Toronto, Ontario
- Quebec, Montreal, Quebec
- Regina, Saskatchewan
- Saint John, New Brunswick

Joliet Correctional Center  
Joliet, Illinois

Judge Baker Guidance Center  
Boston, Massachusetts

Julia Tutwiler Prison for Women  
Wetumpka, Alabama

Kamloops Regional Correctional Centre  
Kamloops, British Columbia

Kansas Correctional Institution  
Lansing, Kansas

Kentucky Correctional Institution for Women  
Pewee Valley, Kentucky

Kirkland Correctional Institution  
Columbia, South Carolina

Legal Services for Prisoners with Children  
San Francisco, California

Lehigh County Prison  
Allentown, Pennsylvania

Lethbridge Correctional Centre  
Lethbridge, Alberta

Louisiana Correctional Institution for Women  
St. Gabriel, Louisiana

Mabel Bassett Correctional Center  
Oklahoma City, Oklahoma

Maison Gomin  
Quebec City, Quebec

Maison Tanguay  
Montreal, Quebec

Massachusetts Correctional Institution  
Framingham, Massachusetts

Meadowcreek Correctional Center  
Eagle River, Alaska

Mennonite Central Committee Canada  
Kitchener, Ontario

Ministry of the Solicitor General of Canada  
Ottawa, Ontario  
- Correctional Service of Canada  
- Ministry Secretariat  
- National Parole Board

Minnesota Corectional Facility  
Shakopee, Minnesota

Mississippi State Penitentiary  
Parchman, Mississippi

Native Counselling Services of Alberta  
Edmonton, Alberta

Nebraska Center for Women  
York, Nebraska

Nevada Women's Correctional Center  
Carson City, Nevada

New Horizons Treatment Center  
Atlanta, Georgia

Newfoundland and Labrador Correctional Centre for Women  
Stephenville, Newfoundland

New York City Correctional Institute for Women  
East Elmhurst, New York

North Carolina Correctional Center for Women  
Raleigh, North Carolina

North Idaho Correctional Institution  
Cottonwood, Idaho

Northwest Territories Correctional Centre for Women  
Fort Smith, Northwest Territories

Office des droits des détenu-e-s [Prisoners' Rights Committee]  
Montreal, Quebec

Office of the Sheriff, County of San Mateo  
Redwood City, California

Ohio Reformatory for Women  
Marysville, Ohio

Open Circle  
Winnipeg, Manitoba

Operation Springboard  
Toronto, Ontario

Oregon State Penitentiary Day Care Center  
Salem, Oregon

Oregon Women's Correctional Center  
Salem, Oregon

Penitentiary of New Mexico  
Santa Fe, New Mexico

Peyakowak Committee of Saskatoon  
Saskatoon, Saskatchewan

Pine Grove Correctional Centre  
Prince Albert, Saskatchewan

Portage Correctional Centre  
Portage La Prairie, Manitoba

Preschool in Prison Project,  
Ad Hoc Committee, Edmonton Chapter of Organization mondiale  
pour l'éducation préscolaire [OMEP] (Canada),  
Edmonton, Alberta

Prison Fellowship Canada  
Mississauga, Ontario

Prison MATCH  
Berkeley, California

Prison Visitation Project  
Richmond, Virginia

Probation and Parole Services  
(Development and Achievement Program)  
Windsor, Ontario

Project Reconciliation  
Kingston, Ontario

Prison for Women  
Kingston, Ontario

Regina Provincial Correctional Centre  
Regina, Saskatchewan

Renz Correctional Center  
Cedar City, Missouri

Roaring Rapids Friendship Centre  
Fort Smith, Northwest Territories

Saint John Regional Correctional Centre  
Saint John, New Brunswick

Salvation Army

- Correctional and Justice Services Department of:
  - Barrie, Ontario
  - Edmonton, Alberta
  - London, Ontario
  - Metropolitan Toronto, Ontario
  - Ottawa, Ontario
  - Prince Albert, Saskatchewan
  - Vancouver, British Columbia
  - Winnipeg, Manitoba
- Headquarters for Canada and Bermuda  
Toronto, Ontario

Service League of San Mateo County  
Redwood City, California

Sleepy Hollow Correctional Centre  
Charlottetown, Prince Edward Island

Springfield Correctional Facility  
Springfield, South Dakota

State Correctional Institution  
Graterford, Pennsylvania

State Correctional Institution  
Muncy, Pennsylvania

Streetlink  
Toronto, Ontario

Taycheedah Correctional Institution  
Taycheedah, Wisconsin

Tennessee State Penitentiary  
Nashville, Tennessee

Topeka Pre-release Center  
Topeka, Kansas

Twin Maples Correctional Centre  
Maple Ridge, British Columbia

Unison Society of Cape Breton  
Sydney, Nova Scotia

Utah State Prison  
Draper, Utah

Vancouver Island Regional Correctional Centre  
Victoria, British Columbia

Vanier Centre for Women  
Brampton, Ontario

Virginia Correctional Center for Women  
Goochland, Virginia

Visitors' Service Center  
Washington, District of Columbia

Washington State Reformatory  
Monroe, Washington

Westchester County Department of Correction - Women's Unit  
Valhalla, New York

Western New Mexico Correctional Facility - Women's Center  
Grants, New Mexico

Westville Correctional Center  
Westville, Indiana

William Proudfoot House  
London, Ontario

Winnipeg Remand Centre  
Winnipeg, Manitoba

Women's Community Correctional Center  
Milwaukee, Wisconsin

Women's Correctional Center  
Warm Springs, Montana

Women's Correctional Institution  
Hardwick, Georgia

Women's Unit  
Pine Bluff, Arkansas

Wyoming Women's Center  
Lusk, Wyoming

Yellow Brick House  
Aurora, Ontario

APPENDIX B

(iv) Incarcerated Parents and their Children

In view of the potentially serious consequences of incarcerating women (and men) who are parents, a number of jurisdictions have devoted lengthy consideration to this issue. The NSW Task Force (1985: 318ff) includes a summary of the "Hounslow Recommendations" (Hounslow, B. et al. (1982) - Children of Imprisoned Parents, Sydney: Family and Children's Services Agency):

All recommendations are based on the principle that children have an inalienable right to be adequately cared for in their dependent years, and to develop and maintain those inter-personal relationships which are the major vehicle of such emotional and physical care. In the context of prisoners' children this requires:

1. Upholding the rights of the child to a continuity of life-experience by ensuring that any care-reorganisation [sic] takes place within a familiar community with known, significant adults.
2. Ensuring that the outside carer, whether the other parent or a substitute, is given all possible support and any resources necessary to provide an adequate care situation.
3. Preserving the rights and abilities of the prisoner to remain a functioning parent, the only limitation on such rights and concomitant responsibilities to be that he/she does not live with the children.

1. THE CRIMINAL JUSTICE SYSTEM

The impact on children of legal proceedings against a parent must be recognised by all sectors of the legal system, from the point of arrest through to the point of sentencing. This requires that the needs of these children be given effective recognition by police, lawyers, judges and magistrates.

During and Following Arrest

- Instructions to be prepared specifying procedure to be followed by all police officers when dealing with children. (To include: allowing people in police custody to make arrangements concerning their children; information about children to people in custody; no initiation by police of neglect proceedings under Child Welfare Act).
- Responsibility for children to be considered by courts and police as a significant factor in granting bail.
- An information leaflet in all major community languages to be available in every police station and court and given to parents on arrest, detailing all options and services regarding the care of their dependent children.

## Sentencing

The responsibility of the defendant for children, the needs of those children, and the likely effects of a prison sentence on the family, are considerations which must be:

- raised by defence lawyers wherever appropriate;
- taken into account as significant factors in the sentencing decision, with a view to awarding a non-custodial sentence to a parent with dependent children, wherever possible;
- investigated in the process of preparing pre-sentence reports, and reported to the court in the context of these in every case where there are dependent children.

## 2. THE DEPARTMENT OF YOUTH AND COMMUNITY SERVICES

The Department of Youth and Community Services is charged with the responsibility of acting in the best interests of children, primarily through the provision of family support services.

In the case of parental imprisonment, this means that departmental practice ought to be aimed at ensuring:

### i) That the Child Remains in a Familiar Environment

- priority of placement to familiar adults;
- informal placement rather than committals or wardship;
- placement in the child's local area in cases where no familiar adult is available;
- referral to the Aboriginal Children's Service in any case where the child is Aboriginal.

### ii) That Carers Within this Environment are Provided with Necessary Resources

- flexible application of criteria for s.27A allowances and continuing cash grants, to cover informal placements and relatives;
- reform of the system of allowance payments to non-wards, such that the amount of payment is realistic, and that payment is not dependent on formally arranged placement;
- departmental intervention aimed towards arranging and facilitating placement, rather than supervising;
- flexible application of licensing requirements to potential carers.

iii) That the Relationship Between Prisoner-Parents and Their Children is Fostered and Maintained

- reasonable access to children in substitute care must be granted and facilitated by the Department;
- where a child is fostered to "strangers", the fostering arrangement must be conditional on the foster parents' agreeing to this access, and agreeing to restoration as a matter of course;
- imprisonment of a parent should never, of itself, provide sufficient grounds for wardship or committal to care, or for adoption;
- parents in prison must be fully consulted in all substitute care decisions;
- parents in prison must be granted legal rights to representation in any court case involving the care or custody of their children;
- there should be one officer made available by the Department whose specific concern is the children of prisoners; this officer would provide a necessary channel through which parents in prison or foster parents could bring problems as to access, allowances, licensing, restoration, etc;
- substantial funding to be made available to a community-based, self-help organisation [sic] for the families and friends of prisoners. This to be a joint venture with the Department of Corrective Services.

### 3. THE DEPARTMENT OF CORRECTIVE SERVICES

The Department of Corrective Services must ensure that, as far as possible, the punishment of an individual is not extended to the children of that individual. This entails removing unnecessary structural obstacles to contact between imprisoned parents and their children, as well as enhancing the environment in which this contact takes place. In addition, it requires reorganising the internal operations of prisons so that the necessary preconditions for responsible parenthood are established.

To this end:

- 1) Reorganisation of Prisoner Classification, Holding and Release Procedures so as to Foster and Enhance Parental Relationships. This involves:
  - equitable state-wide distribution of security establishments and the reorganisation of jails to allow multiple security holdings so that all prisoners can be placed in institutions appropriate to their security ratings;
  - a return to the pre-1979 situation which provided a more flexible system of classification, transfer and leave decisions based on individual merit and circumstances;

- changes to the remission system such that it is available off the non-parole period, and is equitably applied to recidivists and first-timers;
- guarantees that punishment for any breaches of rules or regulations be specific to the wrongdoer and not applied in a generalised way to the whole prison population.

11) Extended Provision of Family support Services if Necessary, Including:

- the immediate creation of a new position of Children's Services Welfare Officer, and the upgrading of the existing position of Family Welfare Officer to full-time hours. Both these positions to have a realistic travel allowance;
- increased funding allocations to community-based organisations, specifically the New South Wales Association of Civil Rehabilitation Committee and the Family of Prisoners Association. The latter to be jointly funded with the Department of Youth and Community Services;
- the provision of Welfare and institutional Probation and Parole Officers on a minimum ratio of one officer for every 100 prisoners held state-wide. Their geographical distribution to be determined by their respective divisions on needs criteria;
- the removal of mileage limitations which restrict the travel of these officers;
- the development and provision of multi-lingual leaflets and orientation programs to inform families of their welfare rights, the services available, and the rules governing prison life and outside contact;
- escort priority to be given to any trips outside the jail which are conducive to the well-being of prisoners' children;
- increased opportunities for paid work at more realistic rates of pay, and liberalised criteria for entrance to Work Release I and II programs and outside study courses;
- the implementation of standardized pre-release programs with provision for family involvement.

111) Opportunities for Quality Contact Between Prisoner-Parents and Their Children Must be Increased and Given High Priority in Budget Allocation and Policy Decisions:

- a) prisoners to be allowed unlimited visits with their dependent children;
- b) visiting rights should never be suspended as a disciplinary measure;
- c) unconvicted prisoners in the Metropolitan Remand Centre to have three contact visits per week;

- d) provision of both indoor and outdoor visiting areas in all jails, each with facilities, equipment and toys suitable for children, including older school-age children and adolescents;
- e) extended visiting hours to allow for after-school visiting;
- f) visiting rights to take precedence over routine administrative procedures so that all-day visiting is permitted in every medium and minimum security jail;
- g) extension of the voucher system which allows free travel to jails so that it is available weekly and can be used on all forms of public transport;
- h) the use of prison mini-buses to provide a shuttle service between the jail and the nearest public transport stops where these are not within reasonable walking distance;
- i) the extension of Family Support Centres to major jails other than Long Bay;
- j) the institution of Family Gala Days in every jail, held at two-monthly intervals;
- k) guaranteed rights of monthly inter-jail visits when both parents are imprisoned;
- l) the introduction of privacy visits in all jails by alterations and extensions to existing privacy visiting areas, such privacy to be available to every prisoner unless there is good reason to believe physical violence will occur or unless the visitor refuses;
- m) the construction of family units along the outside walls of maximum security institutions for overnight and weekend visiting for those prisoners ineligible for day leave;
- n) eligibility criteria for day leave should be changed so that it is available much earlier in the sentence and can be flexibly granted according to individual merit and need without excessive restrictions as to offence codes;
- o) weekend leave to be available for all prisoners who have successfully had three day leaves;
- p) the granting of compassionate leave in all instances where it is supported by psychologists, welfare or probation and parole officers;
- q) placement of pay-phones in all wings and more liberal access to their use;
- r) allowances as to visiting and phone contact to be calculated on a time allotment basis so that they can be accrued from week to week;
- s) safeguarding the rights of imprisoned mothers and their pre-school-aged children to continuous contact and care

APPENDIX C

Retyped Extract from O.M.E.P. Brochure

RESOLUTIONS (approved by the XVIIIth World Assembly in  
Jerusalem, Israel, July 1986)

OMEP should

- promote interdisciplinary approaches to research.
- recognize the importance of the provision of a co-ordinated service for the health, education and care of children and promote liaison between professional bodies, disseminate information and define strategies for co-ordination.
- promote the wide and comprehensive task of early childhood education for all children and in this also promote the integration of children with special problems inside regular institutions.
- promote community involvement in co-ordinating services dealing with children to reflect the full range of needs of families in the community.

OMEP should

- further develop its co-operation with UNESCO and strengthen OMEP's official status within the UNESCO system.
- strive to incorporate peace education in early childhood education - and to educate children and families to solve problems through peaceful and negotiable means.
- gather information on child abuse and neglect to strengthen the course of children's rights.
- promote regional projects in the third world countries to investigate and act to meet the needs of marginated communities.
- develop ways for giving assistance and support to refugees and migrant children.
- identify the problem of child labour, collect and disseminate facts in this problem area and take action, both nationally and internationally, to control the incidence of child labour.
- advocate for the children whose families are unemployed.

OMEP should

- promote ways [and?] the exchange of professors and instructors in teacher training institutions in ECE, in order to increase communication and promote equal opportunities for education and the free exchange of ideas and knowledge.
- explore the effects of modern technologies of information on the education in early childhood.

APPENDIX D



## PRISON MATCH: Programs for Children and Inmate Parents

2121 Russell Street, Berkeley, CA 94705 \*

### HOW ABOUT A NATIONAL NETWORK OF PROGRAMS FOR INCARCERATED PARENTS AND THEIR CHILDREN?

At Prison MATCH we have been thinking about this idea for a long time. As the first center of our kind we have been called upon for many years to give information, testimony, and technical assistance. We have been extremely privileged in our chance to be in "on the ground floor" of so many of the other in-jail and in-prison children's centers. There are really quite a lot of us out there, by the way. Our mailing list numbers about 1000. There are now 10 children's centers around the country (with an 11th nearly ready to open -- IM-PACT in PA), and many other fine projects, such as the various "MOLD" programs, Friends Outside, MILK, etc., etc.

Janine Bertram and I really came to believe in and value our network when we were campaigning for the budget mandate from Congress for children's centers in Bureau of Prison facilities. We were amazed as the doors of powerful senators and congresspeople opened wide to us when one of you (their own constituent) called and said, "this is our issue too." We think that we are more powerful than we think -- and we'd like to see us structure the kind of network that could really work for us all.

To begin with, how about:

#### POLICY AND LEGISLATIVE DEVELOPMENT:

You might, for example, like to develop a system-wide budget line item for your programs, such as we just did with the BOP. We could help each other with shared expertise. Or how about a special piece of federal legislation just for our kids? A bill that recognizes that these children often fall through the social service cracks, get caught in badly written foster care provisions that challenge inmate mothers' child custody rights, need extra support, such as for transportation to visit their inmate parents, and so forth? We have often thought, for example, that

#### BOARD OF DIRECTORS

William Berck, Superintendent  
Alameda County School District  
Allen F. Breed  
Criminal Justice Consultant  
Barry Fadem, Attorney  
Bagatekos & Fadem Law Firm  
Evan Kemp, Executive Director  
Disability Rights Center  
Laurie Olsen, Executive Director  
Citizens Policy Center  
Maureen Pollock, MSW  
Marin General Hospital  
Alaine Carter, Owner  
Century Bookkeeping Service  
Michae Vader, Chief Deputy Director  
State Department of Fair  
Employment and Housing  
Rose Weierstein, RN  
Early Childhood Education  
Ralph Weierstein, MD  
Social Security Administration

#### COMMUNITY STAFF

Janine Bertram  
Administrative Director  
Carolyn McCar, Ph.D.  
Program Director  
Jan Casteel  
Maternal and Child Health  
Brynde Muldrow  
Office Manager  
Patricia Palos Schmidt  
Center Director  
Wilbert Schmidt  
Social Worker

#### INMATE COORDINATOR POSITIONS

Administration  
Children Center  
Documentation  
Education  
Funding  
Social Services

\* Please note that the original address appearing on this release has been replaced by the most current one on file.

special legislation could make incarcerated parents' children a Title XX special needs group, with concomitant funding through local welfare departments.

SERVICES WE COULD ALL USE AND SHARE:

Do you think that we need a national transportation network for our families, so they could actually get there to visit -- maybe enlisting major transport carriers for vouchers, creating a "ride bank" among ourselves, etc? Or could you use a computer network, for sharing social service info, legal briefs and notes for advocacy, producing position papers, articles and newsletters, computer-conferencing with each other without having costly time and travel for regular conferences, sharing funding info, etc.? (Apple Computers gives equipment to three to five projects wanting such a computer hook-up. PM is going to apply this spring. Anyone interested in working on this grant, please contact me soon).

A NATIONAL CONFERENCE JUST FOR US:

It would be great to all get together and share information, give each other mutual back pats and support, and plan national strategies that could address the critical changes of the 1980's.

JOINT PROVISION OF OUTREACH AND TECHNICAL ASSISTANCE:

We know a lot, more than anyone else, about what kinds of programs are needed by inmates and their families. And so much is needed -- community education and program and policy development nationwide. We think we could collaborate better for national impact if we were formally connected, shared common strategies for outreach, worked together to develop new programs in other locales, etc. In my recent technical assistance to IM-FACT in Muncy, PA, for example, instead of bringing planners all the way to Pleasanton, CA to see our center, we went up to the Children's Center at Bedford Hills, and it worked out beautifully.

NETWORKING WITH OTHER NATIONAL CHILD ADVOCACY GROUPS:

I'm sure most of us are connected to some, at least informally. How about formal ties with such groups, so that we could work on national media and legislative campaigns?

JOINT MEDIA CAMPAIGNS:

We think media blitzes can often be very frustrating. Media representatives always seem to come in their time and agenda, too, and not ours. Recently it has been comical, since national media just "found us," and many of us have been barraged by different papers and magazines and "made for TV" movie would-be producers. We'd like to see us doing the press releases and coordinated media, together!

These ideas are just a start. We'll need to work together to sort them out, focus better, get an idea about how/what a network could be. Please think and talk this idea over. Take a minute to fill out and return the brief survey. Let's stay in touch and make our connections even closer!

*Carolyn McCall*

Carolyn McCall, for the inmates and staff at Prison MATCH

SURVEY -- WHAT WILL OUR NETWORK BE???

Please take a minute and fill out this brief survey. You can return it in the envelope provided here.

1. Would your group/project like to be connected through a formal network to others serving incarcerated parents and their children? \_\_\_ yes \_\_\_ no

If so, why, or what would you hope to gain?

If not, what are your objections?

These next questions assume that you said "yes" to #1:

2. Which of the following would you like to see such a network do:

- \_\_\_ Public education/awareness
- \_\_\_ Legislative development
- \_\_\_ Networking/sharing ideas
- \_\_\_ Directory of programs
- \_\_\_ Joint case work for families
- \_\_\_ Transportation networking for inmates' families
- \_\_\_ Joint program development
- \_\_\_ Joint fund raising
- \_\_\_ Hold national conference
- \_\_\_ Publish national newsletter
- \_\_\_ Evaluation of programs
- \_\_\_ Joint provision of technical assistance
- \_\_\_ Run Computer network
- \_\_\_ Other -- please specify:

3. Who do you think should be members of this network:

- \_\_\_ Jail/prison children's centers
- \_\_\_ Inmate parent support programs
- \_\_\_ National children's networks
- \_\_\_ National children's organizations
- \_\_\_ Key governmental committees
- \_\_\_ Interested individuals
- \_\_\_ National legal organizations
- \_\_\_ National social welfare organizations
- \_\_\_ National women's groups
- \_\_\_ Women studies/faculty members
- \_\_\_ Other -- please specify:

4. If such a network came into being, would you and/or your organization support it?  yes  no

If so, in what ways:

- Become a member
- Pay yearly dues; \$\_\_\_\_\_, you would be willing to pay
- Encourage others to join
- Serve on a committee
- Work on legislation
- Work on nationally coordinated services, such as transportation
- Help with fund raising
- Help plan a national conference
- Contribute to a national newsletter
- Other -- please specify:

5. How do you think such a network might be funded:

Grants from corporations and foundations -- please note any specific ones:

- Fees from members
- Governmental sources -- please specify:

Other -- please specify:

6. By whom you think the network ought to be coordinated?

- By one agency/group, acting as coordinator
- By a rotating system of one agency/group at a time
- By a large stable institution -- such as a university, another big children's network, etc.
- Other -- please specify

7. Do you think that this network should have a formal policy setting/decision-making body, such as a national advisory board make up of its members?  yes  no

If so, please elaborate, such as on how members would be chosen, how often it would meet, etc.:

YOUR NAME:

ADDRESS:

Check here if you want to stay informed about the network.

THANK YOU FOR YOUR TIME AND INTEREST!

FACT SHEET -- MATERNAL INCARCERATION

\* A conservative estimate is that a quarter of a million children are separated each year from their mothers by jail and prison walls.

\* Most (70%) of any institution's female inmates are mothers of dependent children.

\* About one quarter of them will be pregnant or have young infants.

\* The great majority (about 80%) of these mothers have legal custody of their children and were caring for them prior to incarceration.

\* Most (70-90%) of them are single parents, heads of households.

\* These mothers are high risk to start with: Most (80%) are unemployed and on welfare; about half leave home and have at least one pregnancy by the age of 16; as many as one-third are victims of child and/or spousal abuse.

\* Nearly all mothers will be re-united with their children after imprisonment, though about 25% of them will have their legal custody as parents threatened.

\* Inmates' children suffer from family disruption and societal stigmatization: they are five times more likely than their peers to be labeled and processed as delinquents.

\* Maintaining inmates' family ties is the only outside factor ever known to have any demonstratable effect on recidivism.

\* Community support programs for inmates and their children serve hundreds of families a year for a fraction of what it costs to imprison mothers: the Pleasanton Center runs on \$65,000 -- what it costs to imprison two federal inmates.

Retyped Extract (pp. 12-15) from  
"A Small Victim is Doing Time..."

Whether you work "inside" or "outside," or just care about children, there are concrete things YOU can do:

\* If you are a journalist of print or video, you can provide information about these families.

Visit your local facility and find out what programs are there. Talk to inmates about what is happening to their children. Media professionals have expressed to us astonishment at their own ignorance about maternal incarceration. Their readers and viewers have reacted with interest and concern to thoughtful coverage of these issues.

\* If you work inside of a prison or jail, you can explore with the inmate population their needs for supportive contact with their children.

You can then work with local community service agencies to begin to address those needs. It may take some internal rule changing, such as arranging for contact visiting to occur. It can be done, however, and we can connect you with other prison staff who have successfully accomplished much in very difficult security settings.

\* If you work in the public welfare system, you can look at your agency's codes and policies for aid and services for inmates' children.

You will probably find that there is no consideration for the special situation of the child temporarily "abandoned" by a mother behind bars. Workers typically do not contact an inmate mother about her children's protective services. Often there are court orders against mother-child visitation. Sometimes a child will be denied public assistance period because of legal hassles between welfare departments over client residency issues. Often the system initiates adoption without adequate evaluation of the best interests of the child and little or no contact with the mother. After assessing these issues in your locale you can begin to address them. Get in touch with inmates to learn their situations and needs concerning their children. Try and set up a protective services system for them which understands their need and right for family contact and re-unification. Work with policy makers to begin the long slow work of writing welfare codes that can work for these special families. We can help put you in touch with other social workers who are accomplishing these goals.

\* If you work in a community agency that serves children and/or families, you are the key to real help for these families need.

Our model at Pleasanton has proven that you are the best advocates and, in fact, the ONLY ones who can go inside to develop and run effective programs for inmates and their children. This is exciting work. It is with one of the highest risk clientele and one which is ready and eager for your services. We have found that prisons and jails, further, are often surprisingly eager to allow you to come in to work with families. We can show you how -- we have helped others create new centers all around the country. These centers are fundable, moreover. A typical response is, "I never even thought about an inmate's children; why hasn't anything been done about this before?"

\* If you are a state legislator or city or county decision maker, there is a very important role for you.

The social and economic costs of destroying these family units are enormous. Consider the facts that inmates' children are five times more likely than their peers to become delinquent, and that the only aspect that has ever impacted an inmate's recidivism is maintaining his/her family ties. Good support programs, further, cost only a tiny fraction. Our program at Pleasanton runs on \$50,000 a year -- the cost of incarcerating only two inmates -- yet we provide vital sustenance to about 1,000 children and parents each year. You can become more aware of these costs, and these more effective solutions, and make the policy and funding changes that will make them work in your locale.

\* If you are involved in a local club or church that does a social service, there is much valuable and valued work that you can do.

One of the hardest facts is that inmates' children who live close by often cannot even get to the prison to visit their parents because there is no one to bring them. An effective volunteer network for them can easily be created. An inmate parent and her child greatly benefit from on-going contact with you as a friend "outside." Your group or church can also help fund-raise for support programs for inmates and their children. The rewards of helping families in such need are great. We have case after case where we say, "If that's all we accomplish this year, all of it has been worthwhile."

**APPENDIX E**

# Remember That I Love You



**My dearest child,**

I miss you very, very much. I know it is hard for you to understand why I am not with you. You have not done anything to make me leave. There is nothing I would like more than to be at home with you right now. But, I can't. I am away from you because I broke the law. This is different from breaking a toy or not going to bed on time. A person called a Judge decided what I should do to make up for my mistakes. The Judge sent me to the Correctional Institution. While I am here I will learn to obey the law and to make our lives better.





You have probably seen movies on TV about prisons and how bad they are. It isn't really like that here. I can wear my own clothes. The "guards" are people who wear regular clothes, and they do not carry guns. There are no bars on the windows and doors.

This is a big place with lots of buildings and plenty of space to walk around outside. There is a fence around the whole place. It's kind of like the ones that people put around playgrounds. There are four brick buildings where people live. We call them units. I live in unit number \_\_\_\_\_.

Some of us share bedrooms with other women. We call them roommates. We have places in our rooms where we can hang pictures. I like to keep your picture close to me. Each time I look at your smiling face, I think about how much I want to come home to you.



Sometimes children can't come to see their mothers because they live too far away. Some people think that this is a bad place for children to visit. They don't really know what it is like here. I want you to remember that I am o.k. and that I am trying to come home to you. If you can't come to visit me, we will stay close by writing letters and talking on the phone.

I can make phone calls for up to 30 minutes at a time. Each unit has a phone. I can use it during my free time between the hours of 7:15 a.m. and 10:15 p.m. Since all of the women in the unit share the same phone, I have to wait for my turn.

If you need to talk to me, you can call this number:

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Someone else will answer the phone, and you will need to leave a message for me. Don't forget to leave a phone number where I can reach you. I will call you back as soon as I can. I will always be here when you need me, so don't be afraid to call.

You can write to me at this address:

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Most of us can have visitors. People who want to visit me need to call here first. The phone number is

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Everyone who comes to visit has to check in at the main office first. Visiting hours for adults are from

\_\_\_\_\_ a.m. and  
from \_\_\_\_\_ p.m.

The best visiting times for me are

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Children are special. You can stay all day and eat lunch with me when you come.

I would like it very much if you could come to see me. We have a special place to visit called the children's center. There are lots of toys and games there that we can play with. We even have swings and a merry-go-round to play on when it is nice outside!



When I am finished with my work or studies, there are plenty of other things to do. Some of us go to a special class called "Parenting." We talk together about what children need to be happy and healthy. Sometimes I talk to other women about how happy you make me feel. I like to make plans for when we will be together again. I have friends here, and we do many things to stay busy. We can swim and play tennis or softball when it is nice out. On other days we can play games in the gym. Some of us belong to a group called Jaycee-ettes and do nice things for other people. I can also go to church. Sometimes I like to be by myself. Then I can write letters or read books from the library. These are some of the things I do here:

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If I get sick, there are nurses here who can help me feel better. A doctor also comes out twice a week. Sometimes I just need to talk. When I am lonely or homesick, there are people I can talk to about my feelings. They try to help me in any way they can.



I miss you at mealtime too. Remember how nice it was to eat our meals together? Here the dining room is in a different building from where we sleep. There are too many people to fit in the dining room at the same time. So, we take turns. If you come to visit me, we will be able to eat together in the visiting room.

Every day I try hard to earn my way back home. This means doing good work at my job or at school. Most of us have jobs. Some work at the printing factory where they make special forms, papers and envelopes for letter writing, and notepads. Some of the women cook our meals. We also have a small school here where people can take classes and learn new things. Some women study to finish high school. A few of us take college classes. This is what I do:

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You can send me some of your work from school or a picture you have made. If you come to visit at Christmas time or Mother's Day, you can bring special school projects or a picture with you. When I give you presents, they are from a store called the canteen, or they are made by me or someone I know here.

It is hard for me to tell you when I'm coming home, because that depends on so many different things. I will tell you more about that when the time comes. Until then, I will do everything I can to earn my way out of here and to come home to you.

I sure hope that you are O.K. and trying to follow the rules at home and at school. Take care of yourself and have fun with your friends. Remember that I love you very, very much and that I am thinking of you every day.

I'll always  
love you,



A Child's Booklet  
About The  
Iowa Correctional  
Institution for Women

by Tena Perry, in collaboration with  
Iowa Correctional Institution for Women residents  
and the Residents and Families Together Committee (RAFT)  
Updated 1986 by Shirley C. Karas.

APPENDIX F

Retyped Extract from Prison PATCH - "Educational Programming"

A. Educational Programming

I. Pre-Natal - weekly

Goal: To prepare incarcerated mothers for childbirth, pregnancy management as well as separation from the child upon delivery.

Objectives: 1. To help the women understand their pregnancy.  
2. To help alleviate the mother's anxiety about delivery.  
3. Promote positive feelings about childbirth.

II. Post-Partum Counseling - 6 sessions, 2 hrs. each for each pregnant women

Goal: To provide residents who have given birth while incarcerated intensive one-on-one counseling for 2 to 4 weeks after birth.

Objectives: 1. To educate the mothers on the bonding process and how it was severed.  
2. To help alleviate the mother's fears and concerns about being separated.  
3. To help increase feelings of attachment and bonding to child even though they are separated.  
4. To provide an one-on-one listening ear and sounding board to these women.

III. Child Development - 12 sessions

Goal: To provide understanding of developmental milestones of childhood.

Objectives: 1. To identify the stages that children go through from infant to twelve years of age.  
2. To learn realistic expectations at each stage.  
3. To promote a positive attitude toward parenting.  
4. To enable the parent to relate and empathize with children and the problems they face while growing up.  
5. To compare and contrast behaviors of children in areas of social, emotional, physical and cognitive development level.

IV. Responsive Parenting - 8 sessions

Goal: The overall goal of Responsive Parenting is to increase parenting skills by helping the parents develop effective alternatives to their current methods of interacting with their children.

(utilizes American Guidance Services materials)

V. Step Teen - 10 sessions

Goal: To help parents gain insight and understanding of teen-age behavior.

Objectives: 1. To educate parents of negative family behavioral patterns in dealing with teens.  
2. To foster open communication, cooperation and mutual respect between parents and their teen-agers.  
3. To help parents understand and recognize the "whys" of teenage attitudes and misconduct.

(utilizes American Guidance Services' materials)

VI. Child Safety Issues: 3 sessions

Goal: To provide residents with information regarding Poison Safety, Child Restraint Laws, and TOUCH film (helping children recognize sexual abuse)

VII. Children and Violence - 1 session

Goal: To help resident parents understand the impact of violence (in the home, movies, TV) on development of their child(ren) and how to intervene.

VIII. Special Needs Children - 1 session

Goal: To assist residents with handicapped children by providing them with appropriate community resources; basis in state law; and other necessary referrals. One-on-one followup available if necessary.

IX. Teenagers and Drug Abuse

Goal: To help break the cycle of familial drug abuse by teaching the warning signs; helping establish communications links with their teen(s) and providing lists of age appropriate reading Material

and community resources. One-on-one followup if necessary.

X. Foster Care - 3 sessions, 2 hours each

Goal: Provides forum for residents with children in foster care to talk with state office Foster Care personnel. Covers types of hearings; rights and responsibilities; appeal processes. The PATCH liaison will intercede in individual cases as needed.

XI. Foster Parent Appreciation - 2 sessions, 2 hours each

Goal: Taught by foster parents, it provides an opportunity for residents to learn what is required to be a foster parent; why they become foster parent; training required and what it's like to parent a foster child.

XII. Family Strengths - 4 sessions, 2 hours each

Goal: To provide resident with method to solve problems, manage anger and promote positive self-esteem that can be utilized in the present family structure.

Objectives: 1. To identify what self-esteem is and how one can improve their own self-esteem.  
2. To understand what anger is and what the cause of anger is stemming from.  
3. To implement anger management techniques within an institution and to learn self-control.  
4. To identify what the qualities of a strong family system is.

XIII. Time Management - 4 sessions, 2 hours each

Goal: To educate the residents on how to manage time efficiently, set obtainable goals, to differentiate between long and short term goals.

Objectives: 1. To learn skills on organizational techniques.  
2. To understand the concept and definition of goal setting.  
3. To learn realistic goals, both short term and long term.

XIV. Streetwise - Pre-Release Program - 6 sessions, 2 hours each

Goal - Session 1 & 2: To increase job seeking, home management and single parenting skills.

- Objectives:
1. To enable the residents to write an effective resume.
  2. To teach the residents how to correctly complete a job application (to introduce the residents to various job application forms and how to correctly complete them).
  3. To provide information on how to participate in a successful job interview.
  4. To provide an understanding of community resources established to help individuals find employment.

- Sessions 3 & 4:

- Objectives:
1. To identify resources available in community which help establish and maintain a home setting.
  2. To learn current techniques in home budgeting and managing.
  3. To learn shopping and cooking techniques that enable one to stretch their money.

- Sessions 5 & 6:

- Objectives:
1. To learn and recognize the complex issues surrounding single parenting.
  2. To enable the parent to relate and empathize with the problems children face in single parent families.
  3. To teach the parent relevant issues surrounding "latch key" children.
  4. To provide information which emphasizes the importance of self-care, safety and open communication in a "latch key" home.

XV. Road Less Traveled - 12 sessions

Goal: To increase the participant's ability to find positive solutions in dealing with problems of everyday life.

XVI. Career Exploration - Non Traditional Employment  
- 1 session, 2 hours

Goal: To provide explanation and resources for employment in non-traditional fields; opportunities, options, salaries, and availabilities.

XVII. Women's Health Issues - 1 session each issue, 2 hours

Goal: To provide knowledgeable speaker on issues of concern to incarcerated women (by needs assessment). Included, but not limited to: PMS; Weight/Gain/Loss; Communicable Disease; Feminine Hygiene.

XVIII. Human Sexuality - 3 sessions, 2 hours each

Goal: To provide a forum for discussion of human sexuality as it relates to parenting. Focuses on teaching children responsibility for their actions.

APPENDIX G

WAYS TO KEEP CONNECTED

Photos of yourself or you with your child give your child a constant reminder of you. For the baby or toddler, cover a photo with clear contact paper and place it on the refrigerator at their eye level or in their crib or playpen. A preschooler can look at pictures of you in an album. The school age child can put your photo in their lunch box so they think of you every day.

School news If you child's school puts out a bulletin, ask to be put on the mailing list, so that you'll know what is happening at school and can talk to your child about it. ("What do you think of the new art teacher?, etc.)

Notes Sit down with small pieces of paper and write many "notes" to your child. Send them to the person who is caring for them and ask them to give one to your child each day, maybe in their lunch box.

Schedule Make your child a schedule of your activities here at MCI. If they don't read, draw a picture to show you in school, working, eating, swimming, etc. At home, your child can look at your schedule and know what you're doing.

Time Chain A "time chain" is a way that children can see how many days 'til they visit you again. It is an activity you can do with or without your child and they can take with them. Each link on the chain equals a day. At the end of each day, the child tears a link off the chain. It gets smaller and smaller until the chain is gone -- it's time for the next visit.

How to Help Prepare a Child for a First Visit

1. Before the Visit

- (a) Inform the child specifically as to when he will be seeing the parent. Give a day, date and time. Indicate how long the visit will be. Use good judgement as to how far in advance of the visit you inform the children. Little ones have a difficult time putting several days of a week into perspective, so you might want to inform them a day or two before the actual visit. Older children will need more preparatory time.
- (b) If the child and parent have had a long separation, it helps to have one parent write the child a letter saying simply that they have missed the child and are looking forward to the visit. The parent may also describe what they will do together and what he/she will be wearing. Also, if the parent's appearance has changed, e.g. a new hair length or weight change, describe that as well.
- (c) Give the child as much information as possible as to what they can anticipate on the day of the visit. Describe the ride to the institution, what the building will look like, and what the check-in procedures will be. The more information the child has, and the more he can anticipate, the greater control the child will have over anxiety.
- (d) Help the child to identify and label his feelings, and then offer reassurance. For example you can say, "I bet you must miss your mother (father) very much"; "I guess you must be scared about going to visit, and are wondering what you'll have to talk about." You can then offer assistance by letting the child know that there will be other youngsters there and that there will be things to do. Also, help the child formulate questions for the parent or help them rehearse the things they would like to tell the parent.
- (e) Offer to stay with the child and his parent at least initially if that seems appropriate and comforting. Alternatively, the child may ask that another family member or foster parent accompany him on the first visit. Again, how much discomfort the child feels and how much reassurance he needs through the presence of familiar figures has to be determined for each situation. Who will be present at the first visit will depend in part upon the length of separation and the circumstances behind the separation.

2. The Day of the Visit

- (a) Review with the child the ride to the institution and the check-in procedures. Also help the child to identify his feelings and offer reassurance. It helps for the children to know that their parents are as nervous, and as anxious as they are.
- (b) Stick to the visiting arrangement that the child is expecting, at least initially. Once it is clear that things are going well, the adults who accompanied the child may wish to leave the child and parent alone.
- (c) Let the child and parent know a few minutes before the end of the visit so that they have time to say goodbye and plan future visits, letters, etc.

3. After the Visit

- (a) Give the child an opportunity to talk and ask questions. This may happen during the ride home, or at a session subsequent to the visit. Again help the child identify his positive feelings toward the parent and his worries about that parent. Offer reassurance and support.
- (b) If you become aware of a particular issue or discomfort between a child and parent, help them to work it out by offering the parent appropriate information and suggestions. Do not assume that the best way to deal with difficulties is to terminate visits.

APPENDIX H

Retyped Copy

Liability Issues, extract from 1981 program proposal

Questions concerning TCI's responsibility and liability regarding extended visitation would include but not be limited to the following:

- Institution liability if child is hurt in accident?
- Institution liability if child is hurt by another child?
- Institution liability if child is hurt by it's mother?
- Institution liability if child is hurt by another inmate?
- Staff liability if child is hurt in any previously outlined ways?
- Institution liability if child's property is damaged?
- Institution liability if child damages property of another?
- Institution responsibility for child's medical needs?
- Who is responsible party for consent for medical forms?
- Institution responsibility for child's safety to and from institution?
- Institution responsibility to meet State Standards for Child Caring Institutions in areas of space, staffing, furniture, bathroom?
- Policy if child taken hostage by any inmate?

**PARENTING PROGRAM PARTICIPATION AGREEMENT**

I understand and agree to the following rules, regulations, and provisions of involvement in the Parenting TTT, Phase II:

1. I assume total responsibility for my child/children throughout the duration of their stay at Taycheedah Correctional Institution.
2. I assume total responsibility for my child/children knowing and adhering to all Taycheedah Correctional Institution rules.
3. I assume total responsibility for any damages done by my child/children to my property, the property of others, or to state property.
4. I assume total responsibility and liability for any injuries my child/children may incur.
5. I assume total responsibility for any injuries my child/children may inflict on others.
6. I assume total responsibility for any and all medical expenses incurred by my child.
7. I will provide the Taycheedah Correctional Institution with all necessary insurance information regarding my child/children.
8. I will provide the Taycheedah Correctional Institution with a complete Health Screening form prior to visitation of each child.
9. I will provide the Taycheedah Correctional Institution with consents for emergency medical treatment signed by myself or the legal custodian.
10. I will authorize and addendify the Taycheedah Correctional Institution/St. Agnes Staff to administer any emergency medical attention or prescribed medication as deemed necessary by the staff.
11. I will assume total responsibility for the provision of all child/children necessities including but not restricted to clothing, food, equipment for preparation for food, toiletries, medications.
12. I understand that only items necessary to the visit will be allowed. Unnecessary items will be returned with the child transporter or be stored and returned at the end of the visit.

13. I will assume responsibility for all items brought on the visit and will see that they are removed at the end of the visit or properly disposed of.
14. I assume total responsibility for purchasing from the Taycheedah Correctional Institution any necessary items not brought into the institution at the time of the transportation of the child.
15. I will assume any financial responsibility for any per diem charged by the Taycheedah Correctional Institution.
16. I will arrange for and assume total responsibility for the transportation of my child/children to the Taycheedah Correctional Institution and their return home.
17. The Taycheedah Correctional Institution reserves a right to approve and search all items brought onto the grounds.
18. Participation in this program has priority over all other activities. I will participate fully except for emergencies or other pre-arranged reasons.
19. I shall not remove any toys, furnishings, equipment, etc. from any building without prior approval.
20. I will demonstrate behavior which is in accordance with the overall goals of the TTT Parenting Program as defined by parenting group leaders.
21. I authorize Taycheedah Correctional Institution staff to videotape me and my child during the extended visitation periods. This video tape will be used for staff training and other programatic uses.
22. Scheduling of extended visitation will be at the discretion of the Taycheedah Correctional Institution staff.
23. The Taycheedah Correctional Institution reserves the right to terminate an extended visit at any time.
24. Taycheedah Correctional Institution staff reserves the right to dictate appropriate activities, scheduling, and participation throughout the extended visitation period.

Signed \_\_\_\_\_

Date \_\_\_\_\_

**APPENDIX I**

# CONSTITUTION

OF

M.I.L.K.

## MOTHERS/MEN INSIDE LOVING KIDS

### ARTICLE I

The Name

The name of the organization shall be Mothers/Men Inside Loving Kids

### ARTICLE II

Purpose

The purpose of the organization shall be to narrow the gap between incarcerated parents, their children and their families while they are separated.

### ARTICLE III

Sponsorship

The sponsoring organization for the M.I.L.K. program shall be Parents Anonymous of Virginia, Inc.

### ARTICLE IV

Membership

The membership shall be open to any woman/man incarcerated in the State of Virginia who will carry out the purpose of the organization and abide by the Constitution.

Section 1. Qualifications: To be an incarcerated prisoner within the State of Virginia.

Section 2. How members are selected:

- a. Perspective members will request at the appropriate time, membership in writing to a MILK sponsor. A screening application for M.I.L.K. membership will be sent.
- b. Each applicant will be interviewed by the Screening Committee after the application has been returned.
- c. The Screening Committee will consist of 3 members:  
The Inside Sponsor or a designee, Outside Sponsor or designee and a member of the Treatment of Psychological Department.
- d. A member of M.I.L.K. may be asked by any member of the Screening Committee to help with the screening of applicants.

Section 3. Duration of Membership:

- a. As long as the individual is incarcerated or,
- b. Has met attendance requirements of organization or,
- c. Written resignation is submitted or the member leaves the institution.
- d. The recommendation of the Board with a Screening Committee member, that membership be terminated.

Page 2 - M.I.L.K. CONSTITUTION

- Section 4. Former M.I.L.K. members returning to the institution will be considered for re-entry on an individual basis by the Screening Committee.
- Section 5. Dues:
- a. One dollar per month, from each member.
  - b. Dues will be collected as appropriated for each institutional MILK program.
  - c. If not received during the collection month, the member will be reviewed by any member of the Screening Committee.
- Section 6. Fundraising:
- a. Each institution where M.I.L.K. exists will develop a fund raising policy.
  - b. Each M.I.L.K. member will support the policy.
- Section 7. Leave of Absences:
- a. A leave of absence of not more than 60 days may be submitted in writing to the Board for their action.
  - b. If a member is on leave when a M.I.L.K. visit is scheduled, he/she may not participate in the visit.

ARTICLE V

Qualifications

- Section 1. Children's qualifications:
- a. Only the natural children of M.I.L.K. members and those for whom the member has been a legal guardian may attend the M.I.L.K. children's visits.
  - b. Children may only visit after the M.I.L.K. and institutional visit forms have been signed by the person legally responsible while the member is incarcerated.
  - c. Only the eligible children of M.I.L.K. members who are 17 years of age and under will be eligible for M.I.L.K., members who are 17 may participate until their 20th birthday.
  - d. If a child, who is eligible for a MILK visit, is a parent, his/her child may also be considered for the visit.
- Section 2. Member qualifications:
- a. Being a member of M.I.L.K. does not automatically guarantee visits with eligible children; only when the Constitution and the principles of M.I.L.K. have been carried out, can a member be eligible to take part in a visit.
  - b. Members eligible for the visit must help plan, set up, clean up and attend the visit debriefing session. Unless there is an institutional excuse for missing any of the above, the member may not attend the next regular visit.
  - c. In the event that M.I.L.K. is paying or helping pay for transportation or lodging, the member is to pay, or help pay, toward the amount. This will be worked out between a sponsor and the Accounting Department.

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- Section 3. For eligible members with children out of town, every effort will be made to help provide transportation at least once a year.

ARTICLE VI

Meetings

- Section 1. Attendance Requirements:
- a. Each member will attend all regularly scheduled meetings.
  - b. Regular meetings will be scheduled on dates agreed upon by the institution and M.I.L.K. and will be held at least once a month.
  - c. Members must be present for entire meeting/activity in order to be counted present; exception by institutional excuse only.
  - d. Called meetings will be held as needed.

- Section 2. Classes:
- a. Each new member must attend **ALL** classes: Orientation, Child Development and Parent Education.
  - b. All of the above classes must be completed in order to attend a child visit.
  - c. If no more than two classes are missed the member will qualify for a children's visit only after they have been made up with the next group.
  - d. If three or more classes are missed, he/she will be dropped from the group.

- Section 3. Seminars and Special Programs
- In most cases, all seminars and special programs will be held at a time agreed upon by the institution and M.I.L.K.

- Section 4. Termination of Membership:
- a. Any member who fails to attend two (2) consecutive meetings without an institutional excuse will be reviewed by a recommendation from the Board to the Screening Committee.
  - b. It is the responsibility of the member to notify the Recording Secretary or a sponsor of the institutionally excused absence.
  - c. Any member who misses four (4) meetings a year without an institutional excuse will be reviewed by a recommendation from the Board to the Screening Committee.
  - d. If a member fails to appear without cause at the Screening Committee review, membership will be terminated.
  - e. Inappropriate behavior by any M.I.L.K. member can be reviewed by a recommendation from the Board to the Screening Committee.
  - f. Any member absent from the program for 60 days or more will be terminated. Any person interested, may re-apply and request a special review by the screening committee.

## ARTICLE VII

### Board Members

- Section 1. The Board shall consist of:
- a. The President/Chairperson;
  - b. The Vice-President/Vice-Chairperson
  - c. A Recording Secretary
  - d. A Corresponding Secretary
  - e. The Treasurer
  - f. Four Directors
- Section 2. Terms of office: the terms of any office shall be one (1) year. No person shall hold the same office for more than two (2) consecutive terms.
- Section 3. No person shall be elected to the office of President/Chairperson who has not served at least six (6) months on the Board of Directors unless a suitable candidate is not available. In such cases, the Board will give the Nominating Committee special permission to review other members.
- Section 4. Any nominees for the offices of Recording Secretary, Corresponding Secretary and Treasurer must have had prior bookkeeping experience or training.
- Section 5. A Board member can not hold another board position with any other group within the institution.

## ARTICLE VIII

### Duties of Board Members

- Section 1. The President/Chairperson
- a. Shall be chairperson of the Board of Directors and an ex-officio member of all standing and special committees except the Nominating Committee.
  - b. Shall appoint such special committees as are necessary.
  - c. The President/Chairperson shall, at all times, keep all other officers abreast of all M.I.L.K. business and activities.
- Section 2. The Vice-President/Vice Chairperson:
- a. Shall act in the absence of President/Chairperson.
  - b. Shall perform any duties assigned by President/Chairperson.
  - c. The Vice-President/Vice-Chairperson shall, at all times, keep the President/Chairperson and other officers abreast of all M.I.L.K. business and activities for which she/he is responsible for.
- Section 3. The Recording Secretary:
- a. Shall keep records of attendance.
  - b. Shall keep minutes of each Board and Business meeting.

- c. Shall read the minutes of the previous meeting at each Board and Business meeting.
- d. Shall keep an up-to-date file of all important papers.
- e. Shall, at all times, keep the President/Chairperson and other officers abreast of all M.I.L.K. business and activities for which she/he is responsible for.
- f. Shall report the monthly attendance to the Board.

- Section 4. The Corresponding Secretary:
- a. Shall be responsible for notifying all members of time and place of all called meetings.
  - b. Shall be responsible for notifying prospective members of receipt of request of membership.
  - c. Shall be responsible for any correspondence for M.I.L.K.
  - d. Shall perform any such duties as assigned.
  - e. Shall, at all times, keep the President/Chairperson and other officers abreast of all M.I.L.K. business and activities for which she/he is responsible.

- Section 5. The Treasurer:
- a. Will make arrangements for collection of monies due.
  - b. Will keep accurate record of deposits and disbursements as authorized by the Board.
  - c. Will keep in contact with the person within the institution responsible for the M.I.L.K. account.
  - d. Will present monthly reports at Board and General meetings.
  - e. Will, at all times, keep the President/Chairperson and other officers abreast of all business and other activities in M.I.L.K. for which she/he is responsible.

- Section 6. Directors:
- a. The number of Directors shall be four (4).
  - b. Shall perform the duties as assigned to them by the President/Chairperson.
  - c. Shall, at all times, keep the President/Chairperson and other officers abreast of all business and other activities in M.I.L.K. for which she/he is responsible.

- Section 7. Board Meeting Attendance:  
Each officer must attend all Board and regular meetings.

**ARTICLE IX**

**How Officers and Board Members are Elected**

- Section 1.
- a. All officers shall be elected by ballot at the August Business Meeting and shall take office in September at the regular Board Meeting.
  - b. A vacancy shall be filled by a Nominating Committee appointed by the President/Chairperson to present nominations to be voted upon by the group.
  - c. Any nominees for board membership shall not have had an "institutional infraction", within a period of six (6) months of nomination.

- d. The election shall be by secret ballot, unless the group votes to accept the nominations as presented.
- e. The nominee must receive a majority of votes by members present to be declared elected.

#### ARTICLE X

- Section 1. Standing Committees, where applicable:
- a. Fundraising:
    - 1. crafts
    - 2. special programs
  - b. Properties:
    - 1. inventory property
    - 2. keep property repaired and orderly.

- Section 2. Special Committees:
- a. Nominating Committee
  - b. By-laws Revision Committee
  - c. Committees as needed by institution

#### ARTICLE XI

##### Sponsors

- Section 1. Where possible, a designee from Parents Anonymous shall be the Outside Sponsor.

- Section 2.
- a. A person who works within the institution shall be the Inside Sponsor.
  - b. When the Inside sponsor changes, the name of the new inside sponsor will be selected by the sponsoring organization and the M.I.L.K. Board.
  - c. The Parents Anonymous designee and the institutional sponsor shall function as full voting members of the board.

#### ARTICLE XII

##### Board and Sponsor Responsibility

- Section 1.
- a. Any action taken by sponsors on behalf of M.I.L.K. must be reported to the Board.
  - b. Any action taken by the board must be approved by the Sponsors.

#### ARTICLE XIII

##### Amendments to the Constitution

- Section 1.
- a. The Constitution may be amended at any regular meeting by a two-thirds vote of members present.
  - b. The proposed amendment shall be sent to all members at least ten (10) days prior to such meetings.

ARTICLE XIV

M.I.L.K. Members and Sponsors as they Relate to Others

- Section 1. Due to the nature of the group and the mutual relationship between members and sponsors, any action which would reflect the image of the program, must be agreed upon by the sponsor.
- Section 2. No inmate or former inmate member may act on behalf of M.I.L.K., either within the institution or in the community without prior consent of the M.I.L.K. Board.
- Section 3. MILK Sponsors will keep the Board informed of MILK related activities.

ARTICLE XV

Local MILK Policies

- Section 1. Each local MILK program will adopt policies which pertain to implementing the constitution.

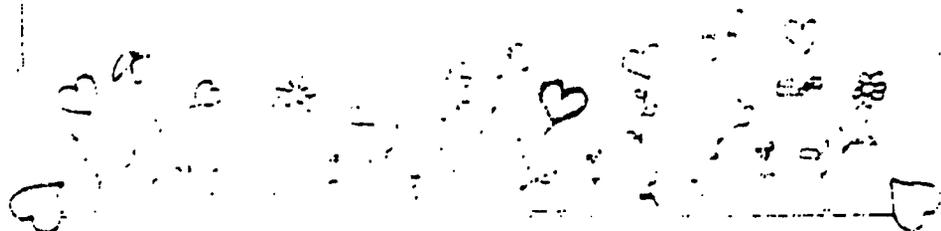
Copy of Booklet on:

AN OPEN LETTER TO A CHILD FROM AN INCARCERATED MOTHER

Dear

This is a special booklet for you  
to help you understand  
why we cannot be together.  
At times you may feel angry at me,  
and think that if I really loved you  
I wouldn't have left you.  
I would have stayed at home.

So I want you to understand  
that I had to go away.  
I broke the law, and that means  
that I did something I should not have done.  
I had to go to court, and the judge sent me  
to a special place for women  
called a Correctional Institution.



---

This place is not like the jails they show on T.V.,  
we do have guards here,  
but they do not carry guns.

I live in a big brick building  
and sleep in a bed in a little room with a door.  
It is not a cell with bars.

All the women here live on a schedule,  
just as you do at home.

We eat together in a big room like the cafeteria  
in a school. The food is okay.

Everyday, everyone goes to school or has a job to do.  
At night we can watch T.V.

The hardest part for me is that I cannot be with you.

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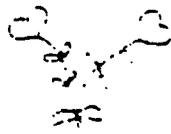
Some kids think that if they had been better children their mothers would have stayed at home. But this isn't true. You had nothing to do with the reason I had to come here, and there was nothing you could have done to have changed what happened to me. I'm here because of my own problems.

One mother told me her child tried to get into trouble too, so he'd be sent here with her. But children cannot stay here, and it made her sad to have him get into trouble.

While I have to be away, I trust you will do your best to get along well at school, at home and in the neighborhood. I want you to have a good life now and in the future. Remember that the people who are taking care of you are doing it for you and for me.

Someday I hope that you and I will talk about  
what happened to me, and how you felt and what you did  
while we had to be apart.

For now let's both be brave and strong.  
Please carry my love with you always.



APPENDIX J

CONTRACT FOR CHILD VISITATION

NOTE: This form must be completed for the MOLD Coordinator ten days prior to the visit. If the visit is cancelled for some reason, notify the MOLD Coordinator immediately.

- 1. Offender's Name \_\_\_\_\_ Date \_\_\_\_\_
- 2. Hall: \_\_\_\_\_ Room Number: \_\_\_\_\_
- 3. Place Visit Is to Occur \_\_\_\_\_
- 4. Child(ren's) Name \_\_\_\_\_ Age \_\_\_\_\_  
 \_\_\_\_\_ Age \_\_\_\_\_
- 5. Child(ren's) Caregiver \_\_\_\_\_  
 (NAME) (ADDRESS)  
 \_\_\_\_\_  
 (PHONE)

6. I have arranged the following transportation:

<u>TO CENTER.</u>	*	<u>LEAVING CENTER.</u>
TRANSPORTER _____	*	TRANSPORTER: _____
STREET: _____	*	STREET: _____
CITY/STATE/ZIP: _____	*	CITY/STATE/ZIP: _____
PHONE _____	*	PHONE: _____
DATE OF ARRIVAL: _____	*	TIME _____ DATE OF DEPARTURE _____
	*	TIME _____

7. My child(ren) will be here for \_\_\_\_\_ days. Charges for meals follow:

4 years and older, 65¢ per day, under 4 years, 50¢ per day.

I have paid for these meals in advance. Cost: \_\_\_\_\_

I have paid for \_\_\_\_\_ pictures in advance. Cost \_\_\_\_\_

I have paid for these special items in advance: Cost \_\_\_\_\_

Signature of Business Office Personnel \_\_\_\_\_

I also agree to the following:

- 1. I will not leave my child in someone else's supervision, except during the day care hour or during an extreme emergency.

2. I will make sure my child is at every meal at the scheduled time unless he/she is an infant and on prepared foods and formula. I understand that if I wish to eat I must go to the Dining Hall and take my infant with me.
3. I will be responsible for my child's medication; however, it will be kept in the Medical Department.
4. I will be responsible for all items checked out from MOLD for the visit.
5. I will check out all supplies needed for the visit during the times the MOLD Coordinator is on grounds and return them on the first weekday following the end of the visit.
6. Two days in advance of the visit I will turn in a Planned Activities Sheet indicating the projects which I would like to complete with my child during the visit.
7. I will assume responsibility for any medical costs incurred by my child/ren during the visit.
8. I will not use discipline that will humiliate, frighten, or hurt my child. At no time will my child be physically disciplined.
9. I will not cut, perm, or color my child's hair during the visit.
10. I realize that failure to comply with the MOLD rules could result in termination of the visits.

SIGNED BY MOTHER. \_\_\_\_\_ DATE: \_\_\_\_\_

STAFF RECOMMENDATIONS:

1. MOLD COORDINATOR \_\_\_\_\_ DATE: \_\_\_\_\_  
Recommendations concerning visit:
2. EDUCATION/VOCATION COORDINATOR \_\_\_\_\_ DATE: \_\_\_\_\_  
Recommendations concerning visit:
3. CASE MANAGER \_\_\_\_\_ DATE: \_\_\_\_\_  
Recommendations concerning visit
4. TEAM CLASSIFICATION: \_\_\_\_\_ DATE: \_\_\_\_\_  
Recommendations concerning visit:
5. OTHER RECOMMENDATIONS: \_\_\_\_\_

PERSONAL INFORMATION SHEET

NAME OF CHILD (REN) \_\_\_\_\_ DATE OF BIRTH \_\_\_\_\_

\_\_\_\_\_ DATE OF BIRTH \_\_\_\_\_

\_\_\_\_\_ DATE OF BIRTH \_\_\_\_\_

MOTHER (OR GUARDIAN) \_\_\_\_\_

FATHER (OR GUARDIAN) \_\_\_\_\_

MARITAL STATUS OF PARENTS:

IF CHILD IS ADOPTED:

Living Together \_\_\_\_\_ Stepfather \_\_\_\_\_

AGE AT ADOPTION \_\_\_\_\_

Seperated \_\_\_\_\_ Stepmother  
(How long)

Does Child Know  
He's Adopted? \_\_\_\_\_

DIVORCED \_\_\_\_\_  
(How Long)

CUSTODY/VISITING ARRANGEMENTS: \_\_\_\_\_

BROTHERS AND SISTERS: NAMES AND AGES:

\_\_\_\_\_  
\_\_\_\_\_

OTHERS MEMBERS OF HOUSEHOLD AND RELATIONSHIP:

HEALTH HISTORY;

IMMUNIZATIONS (AGE)	DPT SERIES..	POLIO SERIES
RUBELLA _____	MEASLES _____	DPT BOOSTER _____
MUMPS _____	POLIO BOOSTER _____	

LIST COMMUNICABLE DISEASES CHILD HAS HAD: \_\_\_\_\_

ALLERGIES: \_\_\_\_\_ TYPE OF REACTION: \_\_\_\_\_

WHAT TO DO \_\_\_\_\_

LIST ANY FOODS CHILD SHOULD NOT BE SERVED: \_\_\_\_\_

DOES CHILD HAVE FREQUENT COLDS? EXPLAIN \_\_\_\_\_

TONSILLITIS? \_\_\_\_\_ EAR ACHES? \_\_\_\_\_

STOMACH ACHES \_\_\_\_\_ DOES HE VOMIT EASILY? \_\_\_\_\_

DOES HE RUN HIGH FEVERS EASILY? \_\_\_\_\_

HAS HE HAD ANY SERIOUS ACCIDENTS? EXPLAIN \_\_\_\_\_

SERIOUS ILLNESSES? \_\_\_\_\_ OPERATIONS? \_\_\_\_\_

HOSPITALIZATION? \_\_\_\_\_

DOES YOUR CHILD HAVE ANY OF THE FOLLOWING PHYSICAL PROBLEMS?

ORTHOPEDIC \_\_\_\_\_ SEIZURES \_\_\_\_\_ DIABETES \_\_\_\_\_

VISION \_\_\_\_\_ HEARING \_\_\_\_\_ HEART \_\_\_\_\_

ASTHMA \_\_\_\_\_ CLEFT LIP AND PALATE \_\_\_\_\_

HAS YOUR CHILD HAD A DENTAL CHECK UP? \_\_\_\_\_

DOES HE SPEAK PLAINLY AND EASILY? \_\_\_\_\_

HAND PREFERENCE: RIGHT: \_\_\_\_\_ LEFT: \_\_\_\_\_

LIST CHILD'S PREVIOUS GROUP EXPERIENCE \_\_\_\_\_

HAS CHILD EVER BEEN SEPARATED FROM ONE OR BOTH PARENTS FOR MORE THAN A FEW DAYS?  
EXPLAIN : \_\_\_\_\_

DOES YOUR CHILD HAVE ANY SPECIAL FEARS THAT YOU ARE AWARE OF? \_\_\_\_\_

DO YOU HAVE CONCERNS ABOUT CHILD'S BEHAVIOR, SUCH AS OVERLY ACTIVE, OVERLY EMOTIONAL,  
WITHDRAWN, FEARFUL, BEDWETTING, OR SOILING, OVERLY NEGATIVE? \_\_\_\_\_

WHAT KIND OF DISCIPLINE DO YOU FIND MOST EFFECTIVE FOR YOUR CHILD? \_\_\_\_\_

OTHER INFORMATION ABOUT YOUR CHILD WHICH YOU FEEL WOULD BE HELPFUL: \_\_\_\_\_

INFANT INFORMATION

INFANTS NAME: \_\_\_\_\_ DATE: \_\_\_\_\_

1. Bath Times and Habits.

EATING HABITS:

FOODS LIKED

- 1.
- 2.
- 3.

FOODS DISLIKED:

- 1.
- 2.
- 3.

EATING TIMES:

BREAKFAST \_\_\_\_\_

LUNCH \_\_\_\_\_

DINNER \_\_\_\_\_

TYPES OF FOODS:

TABLE FOOD \_\_\_\_\_

JUNIOR FOOD \_\_\_\_\_

STRAINED FOOD \_\_\_\_\_

BEVERAGES:

FORMULA \_\_\_\_\_

WHOLE MILK \_\_\_\_\_

2% MILK \_\_\_\_\_

JUICES:

APPLE \_\_\_\_\_

ORANGE \_\_\_\_\_

GRAPE \_\_\_\_\_

OTHER \_\_\_\_\_

PHYSICAL ACTIVITY:

CRAWLING \_\_\_\_\_ CLIMBING \_\_\_\_\_

WALKING \_\_\_\_\_ SCOOTING \_\_\_\_\_

CONDITION:

HOW DID I DO AS A PARENT?

MOTHER'S NAME: \_\_\_\_\_

CHILD(REN'S) NAME: \_\_\_\_\_  
 \_\_\_\_\_

DATES OF VISIT: \_\_\_\_\_

	EXCELLENT	GOOD	FAIR	NEEDS TO IMPROVE
1. Did I help my child to adjust to new surroundings?				
2. Did I play with my child at his/her level?				
3. Did I keep my child neat and clean?				
4. Did I take my child to meals on time?				
5. Did I make use of the MOLD facilities?				
6. Did I encourage my child to rest when she/he was tired?				
7. Did I have my child in the room at the assigned time?				
8. Did I make plans and try to follow them?				
9. Was I warm and loving to my child?				
10. Did persons transporting my child fulfill their obligation?				

\_\_\_\_\_ COMPLETED BY  
 \_\_\_\_\_ MOLD COORDINATOR  
 \_\_\_\_\_ DATE

DATE OF VISIT: \_\_\_\_\_

MOTHER'S NAME: \_\_\_\_\_

CHILD(REN)'S NAME: \_\_\_\_\_

HOW DID MOTHER DO AS A PARENT?

	EXCELLENT	GOOD	FAIR	NEEDS TO IMPROVE
I. IN MOLD				
1. Did she report to MOLD on time?				
2. Did she use "free hour"?				
3. Did she play with her child(ren) at their level?				
4. Did the mother encourage her child to stay with one activity for a while before going on to another activity?				
5. Did she supervise child(ren) at all times?				
6. Did the mother cooperate with the MOLD Coordinator?				
7. Was the mother responsible for returning toys to MOLD?				
8. Did she plan her visit ahead of the children's arrival?				
9. Were the activities on the Planned Activity Sheet followed?				
*****	*****	*****	*****	*****
II. IN HALLS				
1. Did she get the child to meals on time?				
2. Were the children and their mother in their rooms at assigned times?				
3. Were children kept neat and clean?				
4. Did the mother supervise the children at all times?				
5. Did the mother use appropriate methods of discipline?				
6. Was the mother warm and caring toward her children?				

COMMENTS:

MOTHER \_\_\_\_\_

MOLD COORDINATOR \_\_\_\_\_

DATE \_\_\_\_\_

APPENDIX K

ARIZONA STATE PRISON COMPLEX  
PHOENIX  
ARIZONA CENTER FOR WOMEN

I, \_\_\_\_\_, hereby assume all liabilities relative to the transportation of \_\_\_\_\_ to and from the Arizona Center for Women, Phoenix, Arizona, for the purpose of an on grounds visit. I further assume all responsibility for the supervision and care of my child/children and accept the liabilities relative to their health and well being.

Liabilities for this purpose shall be defined as any accident, or injury, incurred with the parameters of the visitation program. This statement does not preclude the right to file a claim for cost against insured when the insured acted in a negligent manner.

I understand the procedures that will be used in transporting my child/children and have inspected the areas he/she will inhabit.

The Arizona Center for Women will not be responsible for/or treat (other than emergency first-aid) any injury or illness occurring to \_\_\_\_\_ during his/her visit.

It is understood that my son/daughter is not suffering from or has recently been exposed to a communicable disease such as Measles, Mumps, or Chicken Poxs.

I hold the state harmless for any medical conditions arising from my son/daughter MOLD visit.

If necessary that the child must receive medical attention, I hereby give authorization for Arizona Center for Women to transport \_\_\_\_\_ to the nearest medical facility. All expenses incurred will be paid by \_\_\_\_\_

\_\_\_\_\_  
Inmate

\_\_\_\_\_  
(Inmate's Name) ADC# \_\_\_\_\_

NOTARY  
SEAL

STATE OF ARIZONA  
COUNTY OF MARICOPA

Subscribed and sworn to before me this \_\_\_\_\_ day  
of \_\_\_\_\_ 19 \_\_\_\_\_.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Notary Expiration Date

cc: Institutional File ADC# \_\_\_\_\_

APPENDIX L

**1987 FAMILY SUPPORT SERVICES STATISTICS - NEW CLIENTS**

**Hartford & Waterbury Court Outreach And  
Family Support Projects  
Bilingual Services  
Family Counseling Project**

Number of inmates . . . . .	285	Number of Families Assisted In Court . . . . .	78
Number of Family Members . . . . .	328	Number of Families Referred To Families in Crisis for Support Services . . . . .	207
Number of Children (Non-Clients) . . . . .	204		
Support Services . . . . .	207		

**Institutional Location of Inmate**

Somers CI	101
Enfield Medium CI	52
Enfield Minimum CI	24
Manson YI	28
Niantic CI	6
B. Gares CU	1
Bridgeport CC	1
Brooklyn CC	3
Cheshire CC	9
Hartford CC	37
Litchfield CC	2
New Haven CC	4
Out of State	3
Other	13
Unknown	1
<b>TOTAL</b>	<b>285</b>

**Ethnic Breakdown  
of Inmates**

Black	55
Hispanic	49
Caucasian	64
Unknown	117
Other	
<b>TOTAL</b>	<b>285</b>

**Age of Inmates**

16-19	28
20-29	70
30-39	51
40-49	12
50-65	4
65-	
Unknown	120
<b>TOTAL</b>	<b>285</b>

**Relationship of Family  
Member to Inmate**

Family	
Wife	78
Mother	73
Father	11
Children	38
Siblings	19
Common Law Wife	20
Other	20

**Ethnic Breakdown of  
Family Members**

Black	65
Hispanic	56
Caucasian	88
Unknown	119
Other	
<b>TOTAL</b>	<b>328</b>

**Age of Family Members**

Under 15	29
15-19	12
20-29	51
30-39	38
40-49	20
50-65	22
65-	5
Unknown	151
<b>TOTAL</b>	<b>328</b>

**Geographic Residence of Family  
Members by Judicial District**

**Non-Family**

Friend	2
Girlfriend	38
Fiancee	16
Other	5
Unknown	8
Total Family	259
Total Non-Family	69
<b>TOTAL</b>	<b>328</b>

Hartford	157
Fairfield	28
New Haven	35
Waterbury	56
Other	17
Unknown	19
Out of State	16
<b>TOTAL</b>	<b>328</b>

**Age of Non-Client Children**

0-3	50
3-5	31
6-10	32
11-14	14
15-18	18
Unknown	59
<b>TOTAL</b>	<b>204</b>

**INFORMATION SERVICES  
Visitor Information Project**

**Highlights**

The Visitor Information Project that started providing services at Hartford Community Correctional Center in October 1986, provided information and support to 269 families during 1987. Two experienced volunteers, one of whom is bilingual, provided these services.

**Future Goals**

In 1988 the Visitor Information Project will recruit more volunteers and will continue to offer on-the-job training for new volunteers. In addition visitors' guides for Enfield Correctional Institution and Carl Robinson Correctional Institution will be developed in 1988.

**Total Adult Visitors - 269**

**Relationship of Visitor to Inmate**

<b>Family</b>	
Wives .....	127
Mothers .....	38
Fathers .....	8
Children .....	65
Siblings .....	1
Other .....	30
 <b>Non-Family</b>	
Friends .....	18
Girlfriends .....	24
Others .....	5
Unknown .....	18



Visitor Information. Barbara Olcott, photographer.

**Ethnic Breakdown of Adult Visitors**

Black .....	85
Caucasian .....	107
Hispanic .....	77

**Total Child Visitors - 65**

**Visitors' Area of Concern**

**Ages of Adult Visitors**

15-19 .....	5
20-29 .....	112
30-39 .....	90
40-49 .....	51
50-59 .....	11

Visitors' Guides .....	229
Families In Crisis Services .....	58
Family Issues .....	12
Visiting Procedures .....	18
Transportation .....	17
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APPENDIX M

Retyped Extract from "Family Life Improvement  
Program Training Project Review"

The final project was a formal training package. The package was divided into five modules and contained topic information, exercises, suggestions for audio-visual material, lesson plans, etc. The following is a brief description of the five training modules.

**MODULE #1:** This first module lasts for four days and provides information about how children develop physically and emotionally. Emphasis is placed on the child's need for love and affection and the parent's responsibility to provide these. Some time is spent on recognizing feelings and helping children to express their feelings in an acceptable manner. Topics include: Maternal Deprivation, Children's Feelings Fear, Children's Self Esteem and Discipline.

**MODULE #2:** This eight day module explores how people develop self-esteem, perpetuate it in themselves and pass it on to their children. Time is spent on defence mechanisms and seeing how low self esteem contributes to alcoholism and battering relationships. Topics include, Shyness, Assertiveness, Attitudes and Capabilities, Change and Moving Toward Self Acceptance.

**MODULE #3:** This is a four day module that deals with such topics as: The Court System, Children in Care, When Children Come Home, Budgets and includes two guest speakers. Information is presented on how the Court System works and examines the individuals rights and responsibilities. Discussion is held about foster care, making the decision to put up their children or to have them returned. The children's feelings when they are separated from their family. How to handle visits with children in foster care.

**MODULE #4:** This is a three day module, topics include Sexuality, Sexual Development, Sexual Assault/Incest and Birth Control. The group examines attitudes about sexuality. How attitudes affect the way people deal with their child's sexual development. Information is presented about sexual assault and incest.

**MODULE #5:** This six day module includes topics such as: Family Stress Management, Battering I and II, Alcohol and Native Culture. The characteristics of a battering relationship are examined and ways to prevent further beatings. The topics examine how changes or problems between individuals affect the entire family. Some time is spent discussing Native values and spiritual traditions.

**APPENDIX N**

FAMILY & LIFE SKILLS PROGRAM

GOALS: to manage the household operation of William Proudfoot House and teach related Life Skills to William Proudfoot House residents

OBJECTIVES: to manage the household operation of William Proudfoot House and teach related Life Skills such as homemaking, health care and parenting to William Proudfoot House residents by employing a full-time Home Economist and providing in-House Family & Life Skills Programs using an individual or group format

Program Description

Residents identified as single parents, recipients of Welfare or Mother's Allowance and without the experience of managing a home effectively over time are linked with our Home Economist for one-to-one or group learning life skills activities. In the actual planning of menus and purchase and preparation of food, life skills concerning cooking, baking, nutrition, money management on a limited income are taught. Residents are responsible for all home-making tasks at William Proudfoot House. The Home Economist coordinates these responsibilities and uses actual situations such as meal preparation, purchase of furniture and sewing of curtains as occasions to teach related life skills. When the children of WPH residents visit our home, the Home Economist can utilize this opportunity to work with the mother and child to teach basic parenting skills, especially in the areas of communication and discipline.

A "Home Management/Lifestyle/Life Skills Questionnaire" plus interview is given to each resident upon admission to identify her individual program needs in this area.

In addition to situational learning, a two phase Family and Life Skills Program is provided for all residents. Phase I involves weekly three-hour workshops using the kitchen facilities at First-St. Andrews United Church. During the preparation, cooking and enjoyment of a meal, basic skills in nutrition, budgeting and food preparation are taught. Phase II is a six module program offered in-House on a bi-monthly basis. Topics include sewing, laundry, shopping, clothing, personal grooming, sexuality and parenting.

WILLIAM PROUDFOOT HOUSE

HOME MANAGEMENT/LIFESTYLE/LIFE SKILLS  
QUESTIONNAIRE

Instructions: Answer all questions to the best of your ability. If you need help, ask. Take your time and return within 24 hours of your arrival at William Proudfoot House. This document is confidential, but will be used to help you.

1. NUTRITION (kinds and quantity of food the body requires):

(a) Do you have a special diet? Yes No  
Circle yes or no.

(b) Are you concerned about your diet? Yes No

(c) Are you aware of Canada's Food Guide? Yes No

(d) If you are aware of the Guide, do you use it? Yes No

(e) Do you sleep a lot - more than 8 hours daily? Yes No

(f) Do you have much energy? Yes No

(g) Are you on medication? Yes No

(h) How many meals do you eat daily? 1 2 3 4 5

(i) Do you snack between meals? Yes No

(j) Underline the foods you eat on a daily basis:  
milk, cheese, yogourt, fish, beef, pork, bacon, ham,  
chicken, turkey, liver, hamburger, hotdogs, beans, peas,  
peanut butter, nuts, cottage cheese, eggs, brown bread, white  
bread, sugared cereal, sugar-free cereal, muffins, cake,  
cookies, rice, macaroni, spaghetti, noodles, juice, Koolaid,  
water, salad, french fries, mashed potatoes, carrots,  
broccoli, cauliflower, fresh fruit, canned fruit, puddings,  
pies, tea, coffee, canned pop, potato chips or similar, beer,  
wine, liquor

(k) Write a typical day's menu:  
Breakfast                      Lunch                      Supper                      Bed-Time Snack

(l) Do you pack a lunch for anyone? Yes No

Home Management/Lifestyle/Life Skills

2. COOKING:

- (a) Do you cook? Yes No
- (b) Do you like to cook? Yes No
- (c) Do you cook for yourself? Yes No
- (d) Do you cook for others? Yes No
- (e) If so, how many? Number:
- (f) Do you choose the foods? Always Sometimes Occasionally
- (g) How many times do you eat out each week? 1 2 3 4 5 6 7 More
- (h) Circle the ways you cook: Stove, Electric Frying Pan, Crockpot, Toaster Oven, Pressure Cooker, Wok, Microwave Oven, Barbecue, Wood Stove.
- (i) Do you menu plan meals in advance? Yes No Sometimes
- (j) Do you prepare meals in advance? Yes No Sometimes
- (k) Do you prepare meals at the last minute? Yes No Sometimes
- (l) Would you like help in meal planning? Yes No
- (m) Would you like help in food preparation? Yes No
- (n) Do any of your family have special diets? Yes No
- (o) Would you like help in this area? Yes No
- (p) Do you know how to use left-overs such as bones and vegetables? Yes No
- (q) Do you bake cookies? Yes No
- (r) Do you know how to preserve (bottle, can and freeze) foods such as fruits and vegetables? Yes No

3. SHOPPING:

- (a) Do you shop for groceries? Yes No
- (b) Do you write a shopping list first? Yes No
- (c) How often do you shop a week? 1 2 3 4 5 6 7
- (d) Do you have enough money to buy what you need? Yes No
- (e) How do you shop? Car Bus Taxi Walk Bicycle
- (f) Before you shop, do you check cupboards and fridge? Yes No

Home Management/Lifestyle/Life Skills

.... 3

- |   |     |    |
|---|-----|----|
| (g) Do you have a fridge?                             | Yes | No |
| (h) Do you have the use of a freezer?                 | Yes | No |
| (i) Do you understand Imperial measure (ounces, cup)? | Yes | No |
| (j) Do you understand metric (grams, kilos, litres)?  | Yes | No |
| (k) Do you comparison shop?                           | Yes | No |
| (l) Do you read newspaper food ads?                   | Yes | No |

4. HOME MANAGEMENT

- |  |     |    |
|--|-----|----|
| (a) Do you have a work plan for yourself?  | Yes | No |
| (b) Do you plan other people's daily activities, including children?   | Yes | No |
| (c) Underline your regular housekeeping chores:<br>dusting, vacuuming, laundry, make beds, wash dishes,<br>clean bathroom, clean windows, empty garbage, ironing |     |    |
| (d) Do you choose your clothes for the following day?  | Yes | No |
| (e) Are you responsible for children?  | Yes | No |
| (f) Are you responsible for adults?  | Yes | No |
| (g) Can you sew?   | Yes | No |
| (h) Underline what you can do: Sew on buttons, Stitch hems,<br>repair tears, dressmake, make alternations, darning   |     |    |
| (i) Do you have a washer?  | Yes | No |
| (j) Underline how you usually dry clothes:<br>dryer, indoor line, outdoor line   |     |    |
| (k) Do you know how to remove stains and creases?  | Yes | No |
| (l) Do you have a list of emergency phone numbers?   | Yes | No |
| (m) Do you have safety rules in your home?   | Yes | No |

5. BUDGETING

- |   |     |    |
|---|-----|----|
| (a) Do you handle the household money?      | Yes | No |
| (b) Do you have money of your own to spend? | Yes | No |
| (c) Do you owe money?                       | Yes | No |

Home Management/Lifestyle/Life Skills

.... 4

- (d) Are you responsible for paying bills such as rent, utilities, loans? Yes No
- (e) Do you have a bank account? Yes No
- (f) Do you know how to bank? Yes No
- (g) Underline how you budget. Daily Weekly BiWeekly Monthly
- (h) List by number in order where you money goes:
- Rent
  - Food
  - Utilities
  - Entertainment
  - Clothing
  - Babysitting
  - Drugs/medication/alcohol
  - Transportation
  - Other (such as furniture/travel)

6. LIFESTYLE

- (a) If you read, underline what you read the most:  
Newspaper TV Guide Magazine Books Junk Mail
- (b) Do you like music? Yes No
- (c) Do you play a musical instrument? Yes No
- (d) Do you go to music concerts? Yes No Sometimes
- (e) Do you go to the Theatre? Yes No Sometimes
- (f) Do you drink alcohol? Yes No Sometimes
- (g) Do you take drugs? Yes No Sometimes
- (h) Underline how often you frequent bars:
- 3 or more times a week
  - once or twice a week
  - occasionally
  - never
- (i) Do you have dealings with people whom you think might create any kind of trouble for you? Yes No
- (j) Do you take part in fitness activities? Yes No
- (k) Do you watch more than 20 hours of TV a week? Yes No
- (l) Are you an outdoors person? Yes No
- (m) Do you prefer to be indoors? Yes No

(n) List the hobbies or activities you enjoy:

(o) Are you a loner? Yes No

(p) Do you prefer to be with others? Yes No

#### 7. PERSONAL

(a) Do you keep a diary? Yes No

(b) Have you travelled much? Yes No

(c) Lived in many areas? Yes No

(d) Do you use the social services system? Yes No

(e) Are you responsible in keeping appointments? Yes No

(f) Do you enjoy dressing up? Yes No

(g) Would you like to learn how to apply make-up? Yes No

(h) Would you like to advice on hair care? Yes No

(i) Do you remember childhood experiences? Yes No

(j) Are they: pleasant unpleasant bad?

(k) Do you frequent a place of worship? Yes No

(l) Do you drive? Yes No

#### 8. THE FUTURE - IT'S YOURS!

You are responsible for being in control of your life.

Tell us what you would like to do to improve your personal life, your family life, or your career plans.

Don't be shy in telling us if we can help you medically, psychologically, educationally, socially, in life skills, relationships, and parenting.

You have just made a major step by filling out this questionnaire. It will help you and us if you tell us which areas you would like to focus on. Tick off those you feel will benefit YOU.

NUTRITION

COOKING

SHOPPING

HOME MANAGEMENT

BUDGETING

LIFESTYLES

PERSONAL

APPENDIX O

Chapter 4

COMMUNITY TREATMENT PROGRAMS

- Sec.  
3410. Community.  
3411. Establishment and implementation; eligibility.  
3412. Pediatric care; standards; programs.  
3413. Cost efficient methods; contracts; law applicable to prisoners.  
3414. Rules and regulations.  
3415. Notice; provisions of chapter; desire for admission; transmittal.  
3416. Admission and retention; eligibility.  
3417. Children born prior to receipt of inmate; admission; eligibility requirements; appeal procedure.  
3418. Notice; provisions of chapter; specified inmates.  
3419. Birth after receipt of inmate; declaration of eligibility.  
3420. Notice of application; caretaker or guardian of child; local social services agency; challenge to entry into program; filing of petition; presumption.  
3421. Maximum age of child for participation; disposition.  
3422. Payment of costs; other funding sources.  
3423. Transfer to hospital for childbirth; charges; care.  
3424. Evaluation and report; cost efficiency; effect of chapter; recommendations.

*Chapter 4 was added by Stats.1978, c. 1054, p. 3255, § 4.*

§ 3410. Community

The term "community" shall, for the purposes of this chapter, mean an environment away from the prison setting which is in an urban or suburban area.

(Added by Stats.1978, c. 1054, p. 3255, § 4.)

Historical Note

Section 2 of Stats.1978, c. 1054, p. 3255, provides: "The Legislature finds that the separation of infants from their mothers, while their mothers are in prison, can cause serious psychological damage to such infants. To alleviate the harm to such infants, consistent with the interest of public safety and justice, the following pilot program is enacted."

Library References

Prisons C-13.5(1).

C.J.S. Prisons § 19.

§ 3411. Establishment and implementation; eligibility

The Department of Corrections shall on or before January 1, 1980, establish and implement a community treatment program under which mother inmates who have one or more children under the age of six years, whether born prior to or after January 1, 1976, shall be

**§ 3411****FEMALE PRISONERS**

Part 3

eligible to participate within the provisions of this section. The community treatment program shall provide for the release of the mother and child or children to a public or private facility in the community suitable to the needs of the mother and child or children, and which will provide the best possible care for the mother and child. In establishing and operating such program, the department shall have as a prime concern the establishment of a safe and wholesome environment for the participating children.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 3, eff. Feb. 17, 1982.)

**Historical Note**

The 1982 amendment substituted "six years" and "January 1, 1978" for, respectively "two years and two months" and "January 1, 1978".

**Law Review Commentaries**

Single mother as criminal defendant: of incarceration. (1978-1979) 9 Golden Practitioner's guide to the consequences Gate L.Rev. 507.

**§ 3412. Pediatric care; standards; programs**

The Department of Corrections shall provide pediatric care consistent with medical standards and, to the extent feasible, shall be guided by the need to provide the following:

(a) A stable, care giving, stimulating environment for the children as developed and supervised by professional guidance in the area of child development.

(b) Programs geared to assure the stability of the parent-child relationship during and after participation in the program, to be developed and supervised by appropriate professional guidance. These programs shall, at a minimum, be geared to accomplish the following:

(1) The mother's mental stability.

(2) The mother's familiarity with good parenting and house-keeping skills.

(3) The mother's ability to function in the community, upon parole or release, as a viable member.

(4) The securing of adequate housing arrangements after participation in the program.

(5) The securing of adequate child care arrangements after participation in the program.

(c) Utilization of the least restrictive alternative to incarceration and restraint possible to achieve the objectives of correction and of this chapter consistent with public safety and justice.

(Added by Stats.1978, c. 1054, p. 3255, § 4.)

Title 2                    **COMMUNITY TREATMENT PROGRAMS**                    **§ 3415**

**Library References**

Infants ⇐13.

C.J.S. Infants §§ 5, 92, 93, 95 to 98.

**§ 3413. Cost efficient methods; contracts; law applicable to prisoners**

In determining how to implement this chapter, the Department of Corrections shall be guided by the need to utilize the most cost-efficient methods possible. Therefore, the Director of Corrections may enter into contracts, with the approval of the Director of General Services, with appropriate public or private agencies, to provide housing, sustenance, services as provided in subdivisions (a) and (b) of Section 3412, and supervision for such inmates as are eligible for placement in community treatment programs. Prisoners in the care of such agencies shall be subject to all provisions of law applicable to them.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 4, eff. Feb. 17, 1982.)

**Historical Note**

The 1982 amendment inserted "services as provided in subdivisions (a) and (b) of § 3412".

**Library References**

Prisons ⇐9, 13.5(1).

C.J.S. Prisons §§ 11, 19.

**§ 3414. Rules and regulations**

The department shall establish reasonable rules and regulations concerning the operation of the program.

(Added by Stats.1978, c. 1054, p. 3255, § 4.)

**§ 3415. Notice; provisions of chapter; desire for admission; transmittal**

(a) The probation department shall, no later than the day that any woman is sentenced to the state prison, notify such woman of the provisions of this chapter, if the term of the state imprisonment does not exceed six years on the basis of either the probable release or parole date computed as if the maximum amount of good time credit would be granted. The probation department shall determine such term of state imprisonment at such time for the purposes of this section.

(b) The woman may, upon the receipt of such notice and upon sentencing to a term in state prison, give notice of her desire to be

**§ 3415****FEMALE PRISONERS****Part 2**

admitted to a program under this chapter. The probation department or the defendant shall transmit such notice to the Department of Corrections, and to the appropriate local social services agency that conducts investigations for child neglect and dependency hearings.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 5, eff. Feb. 17, 1982.)

**Historical Note**

The 1982 amendment inserted "no later than" and substituted "six years" for "two years" in subd. (a); and in subd. (b) inserted the words "and upon sentencing to a term in state prison".

**Library References**

Prisons ←13(1).

C.J.S. Prisons §§ 18, 19.

**§ 3416. Admission and retention; eligibility**

If any woman received by or committed to the Department of Corrections has a child under six years of age, or gives birth to a child while an inmate under the jurisdiction of the Department of Corrections, such child and his or her mother shall, upon her request, be admitted to and retained in a community treatment program established by the Department of Corrections subject to the provisions of this chapter.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 6, eff. Feb. 17, 1982.)

**Historical Note**

The 1982 amendment substituted "six years" for "two years".

**Library References**

Prisons ←13.5(1).

C.J.S. Prisons § 19.

**§ 3417. Children born prior to receipt of inmate; admission; eligibility requirements; appeal procedure**

Subject to reasonable rules and regulations promulgated pursuant to Section 3414, the Department of Corrections shall admit to the program any applicant whose child was born prior to the receipt of the inmate by the department, if all of the following requirements are met:

(a) The applicant has a probable release or parole date with a maximum time to be served of six years, calculated after deduction of any possible good time credit.

Title 2                    COMMUNITY TREATMENT PROGRAMS                    § 3417

(b) The applicant was the primary caretaker of the infant prior to incarceration. "Primary caretaker" as used in this chapter means a parent who has consistently assumed responsibility for the housing, health, and safety of the child prior to incarceration. A parent who, in the best interests of the child, has arranged for temporary care for the child in the home of a relative or other responsible adult shall not for that reason be excluded from the category, "primary caretaker."

(c) The applicant had not been found to be an unfit parent in any court proceeding. An inmate applicant shall not be denied the opportunity to participate in the program based in whole or in part on a determination that she is an unfit mother unless that decision is made pursuant to Section 232 of the Civil Code, Section 2625 of the Penal Code, or Section 600 of the Welfare and Institutions Code.

(d) The Department of Corrections shall determine if the applicant meets the requirements of this section within 30 days of the parent's application to the program. The department shall establish an appeal procedure for the applicant to appeal an adverse decision by the department.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 7, eff. Feb. 17, 1982.)

Historical Note

The 1982 amendment substituted, in subd. (a) "six years" for "two years"; and recast, as subds. (b), (c) and (d), former subds. (b) to (f) which had read:

"(b) The applicant had no prior convictions for which she served a state prison term.

"(c) The applicant was the primary caretaker of the infant prior to incarceration. If the infant was living with anyone other than the applicant and was receiving primary care from that person, the applicant is not eligible.

"(d) At the date                    If the applicant's  
of the mother's                    release or parole  
application the in-                    date is:  
fant cannot be  
older than:

2 months .....	2 years
8 months .....	16 months
16 months .....	5½ months

"(e) The applicant had not been found to be an unfit parent in any court proceeding, and the mother's fitness is not

challenged pursuant to Section 3420 or she is found to be fit in a court proceeding. An inmate applicant shall not be denied the opportunity to participate in the program based in whole or in part on a determination that she is an unfit mother unless that decision is made pursuant to Section 232 of the Civil Code, Section 2625 of the Penal Code, or Section 600 of the Welfare and Institutions Code.

"(f) Not more than 30 days has elapsed from the receipt of the mother by the Department of Corrections to the date of her application.

"The Department of Corrections shall determine if the applicant meets the requirements of this section. The department may establish an appeal procedure for the applicant to appeal an adverse decision by the department. However, given the need to quickly place the child, the department's first determination shall govern the applicant's initial status as to these eligibility requirements."

Library References

Prisons §=13.5(1).

C.J.R. Prisons § 19.

**§ 3418**

**FEMALE PRISONERS**

**Part 3**

**§ 3418. Notice; provisions of chapter; specified inmates**

In the case of any inmate who gave birth to a child after the date of sentencing, and in the case of any inmate who gave birth to a child prior to such date and meets the requirements of Section 3417 but has not yet made application for admission to a program, the department shall, at the earliest possible date, but in no case later than the birth of the child, or the receipt of the inmate to the custody of the Department of Corrections, as the case may be, notify the inmate of the provisions of this chapter.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 8, eff. Feb. 17, 1982.)

**Historical Note**

The 1982 amendment, preceding "Sec- and (c) of"; and inserted "at the earliest tion 3417", deleted "subdivisions (a), (b) possible date, but in no case later than".

**Library References**

Prisons ⇐ 13.5(1).

C.J.S. Prisons § 19.

**§ 3419. Birth after receipt of inmate; declaration of eligibility**

In the case of any inmate who gives birth after her receipt by the Department of Corrections, the department shall, subject to reasonable rules and regulations promulgated pursuant to Section 3414, upon her request, declare the inmate eligible to participate in a program pursuant to this chapter if all of the requirements of Section 3417 are met.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 9, eff. Feb. 17, 1982.)

**Historical Note**

The 1982 amendment, preceding "Sec- tion 3417", deleted "subdivisions (a), (b), (c), (d), (e) and (f) of".

**§ 3420. Notice of application; caretaker or guardian of child; local social services agency; challenge to entry into program; filing of petition; presumption**

(a) Within five days after the receipt of an inmate by the Department of Corrections who has already applied for admission to a program, or of her application for admission to a program, whichever is later, the department shall give notice of her application to the child's current caretaker or guardian, if any, and if it has not already been notified pursuant to Section 3415, the appropriate local social services agency that conducts investigations for child neglect and dependency hearings.

**Title 2                    COMMUNITY TREATMENT PROGRAMS                    § 3420**

(b) The department and the individuals and agencies notified shall have five days from the date of such notice to decide whether or not to challenge the appropriateness of the applicant's entry into the program. Lack of a petition filed by that time shall result in a presumption that the individuals and agencies notified do not challenge the appropriateness of the applicant's entry into the program.

(c) The local agency which has been notified pursuant to Section 3415 shall not initiate the process of considering whether or not to file until after the sentencing court has sentenced the applicant.

(d) The appropriate local agency that conducts investigations for child neglect and dependency hearings, the Department of Corrections, and the current guardian or caretaker of the child, shall have the authority to file for a fitness proceeding against the mother after the mother has applied in writing to participate in the program.

(e) The determination of whether or not to file shall be based in part on the likelihood of the mother being a fit parent for the child in question both during the program and afterwards. Program content shall be taken into account in this determination. There shall be a presumption affecting the burden of producing evidence in favor of filing for a fitness proceeding under the following circumstances:

(1) The applicant was convicted of one or more of the following violent felonies:

(i) Murder.

(ii) Mayhem.

(iii) Kidnapping as defined in Section 207 or 209.

(iv) Lewd acts on a child under 14 as defined in Section 288.

(v) Any other felony in which the defendant inflicts great bodily injury on a person other than accomplices which has been alleged and proven.

(vi) Forceable rape in violation of subdivision (2), (3), or (4) of Section 261.

(vii) Sodomy by force, violence, duress, menace, or threat of great bodily injury.

(viii) Oral copulation by force, violence, duress, menace, or threat of great bodily injury.

(2) The applicant was convicted of child abuse in the current or any proceeding.

(f) Fitness petitions shall be resolved in the court of first instance as soon as possible for purposes of this section. Given the need to place the child as soon as possible, the first determination by the court as to the applicant's fitness as a mother shall determine her

**§ 3420**

**FEMALE PRISONERS**

**Part 3**

eligibility for the program for the current application. Outcomes of appeals shall not affect eligibility.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 10, eff. Feb. 17, 1982.)

**Historical Note**

The 1982 amendment rewrote subd. (b) which had read: "The department and the individuals and agencies notified shall have five days from the date of such notice to decide whether or not to challenge the mother's fitness. Lack of a petition filed by that time shall result in an assumption of the mother's fitness for the purpose of this chapter."; deleted from the end of

subd. (c) the words "to state prison."; deleted subd. (e)(2) which had read: "The applicant was known to be addicted to any drug immediately prior to the date of her crime leading to prison sentence and the mother is not under the care of a doctor who has prescribed such drug."; and renumbered former subd. (e)(3) to be subd. (e)(2).

**Library References**

Prisons ⇨ 13.5(1).

C.J.S. Prisons § 19.

**§ 3421. Maximum age of child for participation; disposition**

Children of women inmates may only participate in the program until they reach the age of six years, at which time the Board of Prison Terms may arrange for their care elsewhere under any procedure authorized by statute and transfer the mother to another placement under the jurisdiction of the Department of Corrections if necessary; and provided further, that at its discretion in exceptional cases, including, but not limited to cases where the mother's period of incarceration is extended, the board may retain such child and mother for a longer period of time.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1979, c. 255, p. 562, § 30; Stats.1980, c. 1117, § 14; Stats.1982, c. 42, § 11, eff. Feb. 17, 1982.)

**Historical Note**

The 1979 amendment substituted "Board of Prison Terms" for "Community Release Board" (see following amendment notes).

Legislative intent that Stats.1979, c. 255 only effect a change of name from the community release board to the board of prison terms. see Historical Note under Gov.C. § 11501.5.

The 1980 amendment substituted "the Department of Corrections may arrange" for "the Board of Prison Terms may arrange" and "the department" for "the board".

The 1982 amendment substituted "six years", "Board of Prison Terms" and "board" for, respectively, "two years and two months", "Department of Corrections" and "department".

**Library References**

Infants ⇨ 13(1).

C.J.S. Infants §§ 5, 18, 19, 22, 23, 25 to 26.

Title 2            COMMUNITY TREATMENT PROGRAMS            § 3424

§ 3422.    Payment of costs; other funding sources

The costs for care of any mother and child placed in a community treatment program pursuant to this section shall be paid for out of funds allocated to the department in the normal budgetary process. The department shall make diligent efforts to procure other funding sources for the program.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 12, eff. Feb. 17, 1982.)

Historical Note

The 1982 amendment rewrote the second sentence and deleted the third sentence which had read:  
"The department shall make diligent efforts to procure the allocation of sufficient funds and shall limit its use of the

General Fund to meet the matching fund requirements of other funding sources. However, in no event shall General Fund moneys exceed 25 percent of the overall costs of the project."

§ 3423.    Transfer to hospital for childbirth; charges; care

Any woman inmate who would give birth to a child during her term of imprisonment may be temporarily taken to a hospital outside the prison for the purposes of childbirth, and the charge for hospital and medical care shall be charged against the funds allocated to the institution. The board shall provide for the care of any children so born and shall pay for their care until suitably placed, including, but not limited to, placement in a community treatment program.

(Added by Stats.1978, c. 1054, p. 3255, § 4.)

Library References

Prisons § 13.5(1).

C.J.S. Prisons § 19.

§ 3424.    Evaluation and report; cost efficiency; effect of chapter; recommendations

On or before March 30, 1983, the Department of Corrections shall evaluate the cost efficiency and effect of this chapter and shall report back to the Legislature on efforts to procure outside funding sources together with the department's recommendations as to whether or not this chapter should be altered or repealed and if so, why.

(Added by Stats.1978, c. 1054, p. 3255, § 4. Amended by Stats.1982, c. 42, § 13, eff. Feb. 17, 1982.)

Historical Note

The 1982 amendment substituted, at the beginning of the section, "On or before March 30, 1983" for "On or before March 30, 1980, and on or before March 30,

1981"; and inserted following "Legislature" the words "an efforts to procure outside funding sources together".

APPENDIX P

# LEGAL SERVICES FOR PRISONERS WITH CHILDREN

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SAN FRANCISCO, CALIFORNIA 74103

Director  
ELLEN BARRY  
ATTORNEY AT LAW

Telephone  
(415) 543-3300

## MEMORANDUM

TO: Interested Parties

FROM: Ellen M. Barry, Director

RE: Summary of the California Community Prisoner  
Mother-Infant Care Program

DATE: September 4, 1985

### Introduction

Recent statistics reveal that approximately 10% of the increasing population of prisoners are women. Of this number, between 70-75% of the incarcerated women are mothers of dependent children under the age of 18; of which 75% are effectively single mothers (i.e. they are raising the children without any means of support from the fathers of the children). Prior to incarceration, over 80% of the women had legal custody of their children and were the primary source of financial and legal support for their children. One can easily imagine the agonizing consequences which the children must fare when their mothers are incarcerated, causing the separation of the mothers and children, and thus threatening familial integrity.

When a woman is arrested, in most cases, she is not given time to make arrangements for the care of her children before she is detained, or to explain to them why she is going away, and when she will be home again. After the arrest, the Department of Social Services is called in to arrange for foster care if the father or another close relative is unavailable. According to statistics gathered by the agency, Legal Services for Prisoners with Children (LSPC), 50% are forced to place their children through the state foster care system. And, once the children are placed in foster care, "intolerable burdens are placed on these women to get them back--many spend years trying." But the mothers are not the only ones who suffer from the separation. Child development and pediatric experts agree that needless and unwanted separation between mothers and their young children may lead to emotional, psychological and physical trauma for the children, and to severe damage to the maternal/infant relationship.

These children who are often placed in the foster care system might well become part of the juvenile delinquency problem. According to a probation officer handling juvenile delinquents, 50% of the young children she has had contact with have been through the foster care or adoption services. Perhaps one of the solutions to the problem of juvenile delinquency is to prevent the entry of these young infants into the foster care or adoption system at the beginning of the cycle, rather than perpetuating the cycle.

Some of the problems incarcerated parents must deal with are the infrequent visits from their children, the visiting conditions of the institution, the lack of legal aid in child-custody cases (which produces a lot of anxiety on the part of the parent), and the lack of transportation necessary for family visits. Also, the relatives or foster care parents may be reluctant to allow the children any contact with their incarcerated parents.

There are currently 1800 women prisoners at the California Institute for Women (CIW) and almost 500 women at the California Rehabilitation Center (CRC). It is evident that there is a severe problem when these women have been incarcerated and separated from their young children. What is the solution?

The California legislature enacted a statute to establish Community Treatment Programs throughout the state in recognition of the fact that the separation of infants and young children while their mothers were in prison could cause serious psychological damage to such infants. The Mother-Infant Care Program (MIC) was designed to alleviate any harm to these children, consistent with the interests of public safety and justice. 92% of the women are serving sentences for non-violent crimes. Many of them are "economic" crimes, i.e., 25% of the women are serving sentences for forgery or petty theft, resulting from the mother's need to provide for her kids. Also, the majority are from ethnic minorities and 2/3 have incomes below \$8,000/year. The primary advantage of the MIC Program is that it offers a clear and workable alternative to the traumatic separation that the young child experiences during the period of maternal incarceration.

### History

Acknowledgment by the California legislature of the need to preserve the maternal/infant bond began over 40 years ago. In 1941, Penal Code (P.C.) §3401 allowed incarcerated mothers in California state prisons the option to keep their young children with them in a prison nursery for a specific length

of time. However, in spite of the legislation, incarcerated mothers were never allowed by prison administrators to keep their infants in prison with them. In 1976, a woman prisoner at CIW filed suit, arguing that by statute she had the right to keep her infant son with her until her son reached the age of two but the California court did not rule in her favor.

The Community Prisoners MIC Program was first conceived of in 1979, after that unsuccessful suit which brought the need for a working prison nursery program into public awareness. Out of concern over the lack of such a program, community members and legislators drafted and passed the legislation to create the MIC Program in California's state prisons. The MIC Program was designed to reunite qualified incarcerated mothers with their young children in specially designed half-way-house setting in the community for the duration of the mother's sentence.

Innovative and exciting as the program had been, the language of that first bill was confusing and its requirements were unnecessarily restrictive. During the year after its passage, only eight women qualified to participate in the program. Some of the problems in the language of that bill were corrected in 1982, and after months of preparation by legislators and concerned community members, attorneys and organizations like LSPC the amended legislation was passed that year. The new statute under P.C. §3410 et seq. clarified much of the confusion and relaxed the criteria for admission to the program.

#### The Program

The language of P.C. §3410 mandates the creation of the MIC Program and establishes standards for notification, application, selection and implementation of the MIC Program administered by the California Department of Corrections (CDC). There are currently three halfway house facilities throughout the state--in Los Angeles, San Diego and San Jose. A woman prisoner qualified for participation in the Program if she meets the following criteria:

- 1) The mother has a child or children under the age of six, or she has given birth to a child while in custody.
- 2) The mother has been the primary caretaker of the child prior to incarceration.
- 3) The current caretaker of the child consents to the child's participation in the Program.

- 4) The mother must be sentenced to a term of less than six years or within six years of her release date.
- 5) The applicant must not have been found an unfit parent by any court, and the mother's fitness is not challenged pursuant to P. . §3417(c), or she is found to be fit in a court proceeding. An applicant will not be denied the opportunity to participate in the Program based on a determination that she is an unfit mother unless that decision is made pursuant to Civil Code §232, the statute which governs the termination of parental rights.
- 6) The applicant must qualify under certain regulations set by the CDC. These regulations must be reasonable.

The last requirement is the most vague and allows the CDC considerable discretion. The CDC Classification Manual Chapter 5000 §5037, lists three pages of screening criteria which excludes prisoners from re-entry placement consideration, such as any conviction as a violent offender or for arson, escape, or sex offenses. CDC uses these additional exclusionary criteria (similar to those used in work-release programs) to screen applicants for the MIC Program. This is being challenged in court. There is pending litigation, Rios v. McCarthy, which claims that the CDC has been illegally denying women prisoners access to the MIC Program by failing to notify inmates of their right to live with their children, made it difficult for women to apply, and used improper criteria for rejecting applicants.

According to §3415, the probation department is supposed to notify any woman who is sentenced to state prison if her term of imprisonment is six years or less, that she may apply to the MIC Program. CDC is also required to notify the women prisoners of the existence of the MIC Program:

- 1) prior to or at the time of sentencing,
- 2) at the time a potentially eligible mother arrives at CIW or CRC through verbal as well as written means,
- 3) where a prisoner is pregnant; prior to the delivery of her baby (and if she delivers her baby while under the jurisdiction of CDC, she does not need to show a birth certificate to prison authorities),
- 4) CDC must also advise women of the status of their applications within a statutorily mandated 30-day time period. Some women prisoners have waited up to 18 months to receive a decision about their applications, and the average wait is five months.

If the woman is interested in applying for the program (regardless of whether she is likely to qualify under eligibility criteria), her caseworker is supposed to assist her in completing the appropriate forms. Within five days of the woman's application, the caseworker will give notice of her application to the MIC Program, by letter, to the child's current caretaker or guardian, and the local child welfare agency which conducts investigations for child neglect and dependency hearings. The letter advises that they may file a petition challenging the mother's fitness within five days of receipt of notice, if they feel the mother would not be a fit parent.

The determination of whether or not to file for a fitness proceeding should be based, in part, on the likelihood of the mother being a fit parent for the child during the program and afterwards, and also on program content. There is also a presumption affecting the burden of producing evidence in favor of filing for a fitness proceeding under the following circumstances:

- 1) The applicant was convicted of one or more of the following violent felonies: murder, mayhem, kidnapping, lewd acts on a child under 14, any other felony which the defendant inflicts great bodily injury on a person other than accomplices, forcible rape sodomy by force, or oral copulation by force.
- 2) The applicant was convicted of child abuse in any proceeding.

Lack of a petition filed by the five-day time limit results in the presumption that the individuals and agencies notified do not challenge the appropriateness of the applicant's entry into the program. The caseworker will then screen the case and apply CDC's criteria, and notify the applicant of the decision. If the applicant does not meet the screening criteria, she has the right to appeal the regional eligibility determination to the Regional Re-Entry Coordinator via the regional administrator.

If the woman does meet the criteria, she will be notified that her final eligibility is subject to (1) the results of any petition for fitness hearings and (2) receive and acceptance by the appropriate parole region. Finally, if she passes these requirements, she is transferred to the halfway house. The mother is responsible for arranging for the actual transportation and arrival of her child/ren within 10 working days of her placement at the facility. The women placed in the Program retain "inmate status" until paroled or discharged.

Although the women prisoners who are able to participate in the MIC clearly benefit because they are able to be with their children, it must be emphasized that they are still prisoners subject to rigorous rules and regulations established by the CDC MIC facility. The women are closely supervised, and head counts are taken throughout the day. There is a standard wakeup time everyday and a highly structured program. Mothers are required to care for their children full time and are not allowed passes to leave the facility until they have been in the MIC Program for a substantial period of time, or qualified supervisors accompany them.

Adjustment to life outside the halfway house is accomplished through a four phase program which also defines the pass policy for the women:

- 1) Restricted Phase - This is the first 120 days after the women are transferred to the facility. The prisoner mother is only allowed to leave the facility under the escort of authorized personnel for purposes specifically related to bringing her child/ren into the program. Her activities are directed towards making arrangements for the child to be housed at the halfway house, unless she is eligible for work furlough, which would allow her to seek employment.
- 2) Escorted Pass Phase - This is 1/2 of the remaining days which the woman has to serve after subtracting the days from the restricted phase of work furlough phase. In this phase, the mother's movement, by escort, is less restrictive, and "Significant Others" are allowed to act as escorts. The focus of this phase is directed towards obtaining the best possible care for the mother and child, developing the mother's parenting skills, and establishing a safe and wholesome environment for the participating child/ren.
- 3) Sponsored Assignment Phase - This is the other 1/2 of the remaining days as calculated above. The mother is assigned to community service or placed in an off-site academic or vocational training program as long as she has submitted a verifiable child care plan (at her cost) to facility officials. She is also allowed unescorted passes if she has exhibited a continuing pattern of stability and responsibility to re-establish family ties.
- 4) Work Furlough Phase - This is the last 120 days or the last 1/6 of the time period she is assigned to the program, whichever is the largest. Now, the mother is allowed to participate in the work furlough program (if she has not already) which requires her to

pay participation fees once she is employed and cover her own child care costs. This phase provides the women the opportunity to attain the capacity to support herself and the child through employment or preparation for employment.

The facility also offers programs geared to assure the stability of the parent-child relationship during and after participation in the program, as well as pediatric care for the child/ren. The specific program include: (1) pre-natal classes, (2) childbirth classes, (3) attendance at the local college, (4) consultation privately or in groups with counselors or psychologists to insure the mother's mental stability, (5) parenting classes, (6) vocational rehabilitation, (7) field trips, and (8) crafts. The facility is also responsible for encouraging these mothers to make viable plans for their children upon parole or release by helping the mothers to secure adequate housing and child care arrangements.

### Conclusion

The MIC Program was designed as a preferred alternative to incarceration, allowing women to serve their state sentences in the supportive halfway house environment in lieu of incarceration in state prison. Under §3412, the CDC is statutorily mandated to utilize "the least restrictive alternative to incarceration and restraint possible to achieve the objectives of correction and consistent with public safety and justice."

Alternatives like the MIC Program are more cost-effective because it is substantially less expensive to house these mothers in the community halfway house facility, with their child/ren, than incarcerate them in state prison. Why spend millions of dollars to build a new women's prison when those funds could be used to provide alternative placements which actually can successfully rehabilitate these women and help them become productive members of society? Most of the women require light security and are non-violent. Money can also be saved by placing the child with the incarcerated mother because she and her family contributes to the child's expenses. The child also receives the relatively lower Aid to Families with Dependent Children payments instead of the more costly foster care placement reimbursement.

As seen by CDC's past implementation of the MIC Program, CDC has failed to properly notify the mothers, process applications, and implement the program properly. Because of this, other methods to circumvent the unnecessary delay of the application process should be investigated. In order for the program to continue to be most effective, the mothers should be reunited with their child/ren as soon as possible, to lessen the traumatic effects of separation. One alternative which should be encouraged is the direct sentencing by the courts of women prisoners who have short-term, non-violent offenses and who are mothers of young children into the MIC Program. If judges would issue specific

orders which would place eligible mothers into the program at the time of sentencing, this would reduce or eliminate the tedious application process and hasten the entry of the mother into the program. Or, as soon as a pregnant prisoner delivers, the mother and child could be transferred to the halfway house together when released from the hospital, bypassing the unnecessary separation of the mother and child. Thus, infants would proceed to establish the maternal-infant bond immediately during the first critical months and years, and maintain these ties without the mother or child suffering the detrimental effects of separation.

With the joint cooperation of the community, judges, social workers, and CDC, this innovative MIC Program can become even more effective and successful as it has thus far. The community MIC Program not only encourages and facilitates the child's emotional well-being, but can also act as powerful motivation for the rehabilitation of the incarcerated mother, removing the mother from the state's criminal justice system and removing the child from the juvenile justice system so both are integrated into our society.

IF YOU WISH TO OBTAIN ADDITIONAL INFORMATION ABOUT THE MOTHER-INFANT CARE PROGRAM, PLEASE CONTACT:

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APPENDIX Q

## QUESTIONS AND OBSERVATIONS: FACTS, PERCEPTIONS AND BELIEFS

Discontent and leeriness about global 'motherhood statements' and desire to have concrete evidence of strides being made led a number to concentrate on the specificity of goals and objectives and the measures taken to ascertain whether they were being met. Moreover, beyond questions that individuals could pose to themselves, note was made of the potential value of individuals with different perspectives joining together to identify matters of concern and, vis-a-vis them, determining appropriate courses of action.

1. In determining the target group(s), course(s) of action and who should be involved, how can one know whether the operating assumptions are well founded? More to the point, and leading to a host of other questions such as those presented below, what may be done to help heighten the potential that this is, or will be, the case?

While the broad lead-in question could apply to any program or service, it might be useful to select for illustration extremely touchy areas that were noted as being particularly troubling. There was concern that, even without conscious awareness, some people might be acting on deeply ingrained and shared prejudices. The perceived nature of these varied considerably. In addition to such well known areas of discrimination as race, colour, cultural or ethnic background, and sex, it encompassed such aspects as socio-economic status, which may be tied to one or more of these. For example, differences in childrearing practices and beliefs held, or believed to be held, by different socio-economic, racial and cultural groups were identified as a matter of considerable concern to some. Given this situation and the volatile, sensitive nature of specific subjects, all that could be pulled out were such general questions as, "Are impressions based on actual personal interactions and honest, real, two way communication with individuals belonging to the group about which one has formed opinions"; and "Have personal opinions about particular individuals or groups coloured one's actions toward others who may, or may not, share one or more of their characteristics"?

2. What efforts were made and are being made to obtain all the relevant facts? For example, before a program was introduced was the 'target' population appropriately identified and consulted or was it based solely on others' views of the needs of a given group? Was information emanating from others accepted without question or was there due scrutiny of the limits upon its generalizability and its application to the specific group of individuals at hand? What type of steps were taken to obtain, analyze and weigh input from the 'target' population and other relevant parties? Were they superficial 'one shot' efforts or did they encompass continued participation of all relevant people

and maximum use of all feasible ways to ensure the ongoing collection of information deemed to be meaningful to those involved?

3. What measures were or should be taken in the presentation of facts and beliefs to ensure that sight was/is not lost of the full context? Were/are estimates or actual statistics about the number of inmates with a given characteristic or experience presented and considered alone or within the framework of those for the general population and/or pertinent subunits of the latter? As implied by this illustration, also tied into such questions were concerns about whether adequate attention was given not only to the circumstances prior to incarceration but those to which an inmate will return upon completion of sentence. Implicit in a number of such enquiries and comments was the feeling that the view of a program and beliefs about the direction it should, or could, take may be dependent on the context in which statistics and other information about inmates is placed. It was emphasized by a number that as invaluable as sound statistics can be, it is critical to ensure that everyone is cognizant, and has a real appreciation, of their limitations and this is especially important if they are sufficiently impressive to lead to the contemplation or actual introduction of, or changes in, practice, programs, directives, policies, or legislation. In particular, ways must be found to prevent a 'net' from being thrown too wide; for no matter how rigorously research is conducted and statistics are gathered and analyzed, those based on any collection of people cannot inform one about a specific member of that population.

4. What definitions are being used; by whom, how and why? Although not necessarily immediately apparent, language posed a number of problems. Words that are used so frequently that one might easily assume that there is no need to examine the different meanings that may be attached to them provide a buoy for a number of trouble spots. The earlier mentioned long list of definitions for "mother" is but one example.

While noted worries associated with terminology ranged considerably, it was quite clear that they were 'cut from the same cloth'. For example, they encompassed concerns about:

- possible impediments to achieving better understanding that can arise when there are significant differences between the parties. Whether the specific aspect(s) to which attention was drawn was academic, religious, socio-economic, cultural, philosophical, age, shared experience, or mother tongue, variations in backgrounds was identified as a major hurdle. In considering these, the sensitivity of participants was reflected in their keen awareness that non-verbal communication can

be as important as, or even more important than, the actual words spoken, especially when the subject deals with matters of the heart which may be difficult for many to share even under the best of circumstances.

- the potential for unwittingly speaking at cross purposes or the development of other misunderstandings that might impede or prohibit the attainment of goals. Here attention was drawn to the various ways in which different individuals or groups may go about defining words and variations in conventions about their use. For example, atypical of the way words may arise or be used in common parlance, people like scientists, philosophers and lawyers may spend years ensuring the precision of shared terminology. Consequently, the very same words may not only convey different meanings or significant subtleties but their power to influence behaviour will be determined in part by the setting in which they are used. In this context, the precision or elasticity that may be attached to such key terms as 'recidivism' and 'child abuse' was seen as worrisome for it was recognized by a number of participants that statistics (which are highly dependent on the wide range of definitions that may be given these words) might provide the impetus for action or perceptions about the success of efforts made to address them.
  
- subtle modifications or shifts in the meaning of existing terminology, changes in the emphasis given them and/or the introduction of new words or phrases. A pertinent example was provided by the parade of "in" terms such as 'diversion', 'alternative sentencing' and 'community corrections' that in some way entail community involvement in corrections. While the coming and going of words or phrases were seen to offer the advantage of signalling changes in orientation and/or key personnel (which might, optimistically, also suggest increased prospects of rallying support and/or obtaining resources) some worried that they might inhibit full appreciation of the circumstances by, for example, merely placing new labels on old doors. As implied, some of the latter revealed suspicions that such usage of words might, purposively or unwittingly, be misleading, especially with respect to shared clarity or understanding of purpose.

In addition to the mixed blessings noted above, attention was drawn to how words, clearly defined by the dictionary, may, for a variety of reasons, undergo transitions. The ridicule that some have attached to the word 'feminist' furnished an illustration of how the manner in which a word is employed, or voiced, by some may make its use untenable or dicey in other

settings. It was pointed out that the effect is not limited to whether a given word will, or will not, be used in certain quarters, it may extend to undermining the attention and value given to information that, correctly or incorrectly, is identified as emanating from, or associated with, the word in question. For example, it was suggested that even within scientific circles (so given to the dissection of words and insistent upon empirical proof) the word 'feminist' might provide a 'red flag' that might cause some scientists, publishers, bureaucrats, media people, or members of the general public to pause, halter or overlook possibly relevant information, data or insights. Thus, the treatment accorded a single word might have a profound and pervasive influence on the accepted knowledge base.

In short, underlying many of the other questions raised here was a concern about the meaning of words. As tiresome and unwelcomed as it may be during the course of normal conversation and written communications to determine the definitions being used by the different parties involved, a number of participants pointed out the pivotal role they could play. The lack of sufficient attention to ensure awareness and mutual understanding of the different meanings of words central to discussions and decision-making forums was seen to hold the potential to erect a silent and possibly unrecognized barrier to effective two way communication and appropriate action.

5. Upon which premises are/should one's actions be based?

No one needs much imagination to suspect the amount of soul searching that formed the basis for enquiries that could be summarized in this fashion. If necessary, however, ample illustrations may be found by considering vis-a-vis inmate parent-child initiatives the four main reasons given for corrections - retribution, rehabilitation, punishment, and deterrence. Take, for example, the quandaries of those who truly believe that those convicted by the courts of an offence should be punished. This does not necessarily mean that they also contend that the measures taken should impose a punishment on others, including children. They face the dilemma of how one might appropriately punish convicted offenders without hurting others. Those who pursue other beliefs about the appropriate role of corrections (or other pertinent central issues) face similarly perplexing and disturbing questions.

6. Who is involved in setting influential priorities?

This was a recognized 'landmine' question that actually had a number of subcomponents that are equally potentially explosive:

- who is involved,
- how and why did they become involved,

- how are those involved interconnected, and
- who 'calls the shots' that may influence people whether or not they are involved in the critical decision-making?

Riding through such questions was a concern that without due consideration and action, traditional groupings (e.g. inmates, correctional staff, community members) might harden into we/they mindsets or approaches that might not be mutually beneficial.

Just taking one set of observations by way of illustration, attention might be focused on inmates and ex-inmates. Who becomes involved in what, why and how? Are they selected, volunteers or self starters? Is their participation contingent upon satisfying others' perceptions of their needs, abilities and circumstances or is it based exclusively or, in part, on their own ideas and experiences? How abundant or limited are the avenues for their meaningful participation within information sharing and decision-making forums? Generally speaking, those who raised such questions recognized that others might not agree with (in fact, might even resist) the notion that inmates or ex-inmates might be a source of information, insights or expertise.

What might be lost sight of by the provision of this single example is the essential underlying concern. Is adequate attention given to fostering appropriate involvement by all pertinent people or groups? A broad definition of "relevant" expertise, experience and need, allows one to consider the potential of a wide variety of individuals and approaches. For example, it would permit one to entertain inmate parent-child initiatives fashioned after programs premised on the view that those who have successfully faced a given problem might be in the best, or at least a good, position to offer sound advice to others, (as witnessed in those initiatives where 'ex-heads' help 'heads' or former drinkers assist alcoholics). As readers will readily appreciate, however, such programs merely hint at the wide range of options that might be overlooked with a limited definition of "pertinent" people and "relevant" expertise, experience and need.

It was suggested by many that it might not be possible within all current circumstances for all pertinent people to sit down together to identify needs and possible solutions; thus a fair amount of attention was given to the nature of the links between and among groups. There was some concern that the perspective of one group (or, more rarely, one individual) might dominate and this might not serve well either the decision-maker(s) or others. Consequently, there was noticeable interest in ascertaining how various decision-making forums might best be developed and aligned to take maximum advantage of the full range of pertinent perspectives and experiences. In sum, while the

lead-in question appropriately implies that decidedly different backgrounds and circumstances and, hence, opinions, exist, it may not reveal at first glance the emphasis given to finding ways in which people may combine their independent and collective resources and search for common ground that many believe might be fruitfully explored.

7. What are possible negative consequences of assigning priority? This question obviously related to points already raised elsewhere in this report. Concern was expressed about the possibility that heightened awareness or attention to a given issue or approach might reduce that given to other areas. For example, will a drive to introduce or augment institutionally-based programs have a negative impact on efforts and fundraising for those within the community? Will attention to parenting roles and responsibilities undermine efforts to help women to increase their earning power? Since this report contains a number of illustrations of this line of questioning, here attention will be given to an area which may be too subtle to see easily within program descriptions but, which, nevertheless, seems to exert an influence.

It would appear that the essence of one set of concerns relates to the lifespan of "in" issues, which in some quarters may be quite transitory. "Gung ho" responses to correct perceived wrongs once an area is identified as a priority, (and thus worthy of attention and resources) was a particularly worrisome matter. There was a palatable tension between those who urged that haste be made slowly and those who felt that every opportunity to proceed must be grabbed with both hands.

Nevertheless, regardless of orientation, the source of encouragement seemed to be in finding ways that might serve to prolong the lifeline of a project or initiative. The compromise was found among those who suggested that sufficient timeframes and 'checks and balances' must be built into major initiatives to allow for appropriate development and evolution of concepts or programs from the broadest spectrum of all with the potential to produce ameliorative responses.

The prospects of the latter situation dominating influential forums seemed bleak however. For example, although major initiatives, especially those requiring widespread and/or 'grass roots' awareness and support, were deemed to require at least five to ten years to prepare the ground before fruitful results could be realistically anticipated, generally speaking, traditional funding sources were not seen to be receptive to such timeframes nor were they perceived as considering themselves to be in the position to do so. In addition, such sources were not typically seen to welcome experimentation which, although it may be essential to advancement, by its very definition carries the built-in potential for some failures or journeys down roads that

might turn out to be deadends. Empathetically, it was recognized that without appropriate steps to develop a full appreciation of the values of experimentation "backing the wrong horse" might have serious long term repercussions for the project at hand, as well as the organization that sponsored it.

It was noted that these characteristics did not coincide well with those of one of largest sets of funding bodies -- the various levels of government. The timeframes, priorities and perceived constraints of politicians and other influential decision makers may make it difficult to ensure the longevity of experimental or innovative programs. While this problem was certainly not identified as being unique to government circles and some groups do not seek or accept government monies, the need and potential advantages of successful efforts in addressing this quandary in this 'age of science' was well recognized by many participants.

8. What are the pros and cons associated with the different routes that may yield essential resources? Two major areas of concern (which are not as distinct and separate as their independent consideration for the purpose of discussion may suggest) were the source of such questions.

The first pertained to deliberations that dealt with the various avenues open for obtaining human resources. The weighing of the use of volunteers, paid program personnel, inmates, and/or correctional staff (which, albeit superficially, has already been touched upon in the program descriptions) reveals the many complexities, controversies and concerns. Add to these, consideration of the possible impact of the involvement of specific individuals or groups (e.g. those with particular religious or philosophical points of view, other members of the criminal justice system such as peace officers and judges) and one can readily see room for many lively and thought provoking discussions.

The second focused on the implications and possible repercussions of encouraging or accepting financial or in-kind material support. Leaders of well organized groups with considerable experience were particularly conscious of this issue and its subtleties. The primary concern seemed to revolve around integrity and perceptions of it. Each of the different funding arrangements had its own set of spoken and/or unspoken obligations and the potential to enhance or jeopardize desired roles or goals - directly or through others' views of the association between the parties.

As already noted, en passant, within the program descriptions, the type of thorny questions that can arise are extremely prickly. Can one be an effective advocate for change in an organization from which one is receiving money? Can one be

perceived as a trustworthy person by recipients of one's efforts if one is receiving funding from a group that is distrusted? The answers, of course, appear to lie both in the nature of arrangements made and how they might be perceived by those significant to the advancement of one's goals.

What a pickle all this seems to present - for both the problems and solutions seem to point in the same direction. On the one hand, if, for example, maintaining a certain arm's length from others is critical, then one's credibility or ability to perform a given function might be questioned if an opening is left for the development of perceptions that even imply that one has been co-opted or compromised by that very group. On the other hand, if, as the preceding considerations seem to suggest, it is important to involve the widest range of those with pertinent interests and experiences, then to exclude them might disadvantage the very people who may have greatest qualms about, or the most negative initial response to, their involvement. In sum, one can readily appreciate why so much sophisticated thinking has gone into examining the possible implications and repercussions of pursuing or accepting various resource options.

9. What are one's expectations? This question brings us full circle. Concerns about how one's actions might be perceived directed attention to a number of areas that indicated that there is ample room for misperceptions. The discussion hinted at some curious twists that may be involved. For example, low opinions of inmate parents might translate into higher expectations or demands being placed on incarcerated parents than other mothers and fathers, while at the same time reducing the ameliorative potential of the actions taken. Even those who may not share the same perspectives might have found common ground in, for example, the voluminous literature on the voluntary nature of participation which recommended itself whether the focus was on treatment, education or self help. Thus, while how others see one's actions may have an important bearing on the results, pursuit of most, if not all, avenues of consideration eventually lead back to one's own expectations; and facts, perceptions and beliefs.

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