

Breaking Cycles, Rebuilding Lives

**Gender Analysis of
Programs & Services for
Incarcerated Women
in Santa Clara County**

May 2008

County of Santa Clara Department of Correction
Commission on the Status of Women and the
Office of Women's Policy



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In Memoriam



*Captain Sandra Padget-Miles
1955 - 2007*

This report is dedicated to the memory of the late Captain Sandra Padget-Miles of the Santa Clara County Department of Correction. Her early support and acknowledgement that gender differences matter and the specific needs of women must be responded to were a significant contribution to this project. Her warmth, her leadership and her vision are greatly missed.

EXECUTIVE SUMMARY

Sirens, handcuffs, and a ride downtown. So begins the process for about 1,100 women per month here in Santa Clara County: Each is booked, searched, and locked-up, on average, for about 110 days, an abrupt departure from an often complex, stress-filled home life with great uncertainty for the children left behind.

In recent years, there has been growing interest among decision-makers and stakeholders to understand what circumstances lead these numbers of women to involvement with the Santa Clara County criminal justice system. Local data show an increase in arrests of women for domestic violence, more arrests of women for drug charges and female incarceration rates outpacing the rates of males. These trends, coupled with demographics showing a disproportionate confinement of poor women of color and media coverage of high profile cases of female offenders connected with unimaginably violent crimes, indicate that more research is warranted.

To understand better what is happening with women in our jail system so that more can be done to lower women's rates of incarceration, prevent recidivism, and improve other outcomes, the Office of Women's Policy (OWP), the Department of Correction (DOC), the Santa Clara County Commission on the Status of Women (CSW), and a team of community stakeholders with expertise and background in specific issues for incarcerated women launched Solution 14: the Women's Advocacy Initiative in January of 2006 with one-time funding from the Bureau of Justice Assistance (2005 Justice Assistance Grant).

The primary purpose of the Women's Advocacy Initiative is to assess to what degree programs and services meet the needs and life circumstances of female inmates at Elmwood. As such, this report provides baseline information about current programs for female inmates, women's experiences with these programs, and what these women believe they need in order to successfully exit the jail system. This report also contains information about what works with women, drawing heavily from Gender Responsive Theory pioneered through the works of several researchers including Barbara Bloom, Barbara Owen and Stephanie Covington. We have

also included information on current management issues for correctional systems that bear significantly on effective program and service delivery.

Through focus groups with incarcerated women and ex-offenders, a general survey of female inmates, examination of jail policies, procedures, program and training curricula, jail tours with stakeholders, and interviews with staff at varying levels (both inside and outside DOC), stakeholders were able to compile a considerable amount of data and learn much about the female population at the Elmwood Correctional Center for Women. In particular, we heard from special populations of women including monolingual and immigrant women, lesbian-bisexual-or transgender women, pregnant women, mothers, and victim defendants¹ who are at greater disadvantage because their needs are more complex and difficult to meet through current programs and services.

During November 2007, DOC met with 26 stakeholders to review the data compiled. The Department listened to input on ways to improve programs and services for women. As gaps were identified throughout this project, DOC responded immediately to some of these gaps, began the process of implementing others, and identified actions that required more analysis to determine feasibility of implementation.

The central findings of the Women's Advocacy Initiative are significant and include the following:

- Women at Elmwood are mostly unmarried mothers (78% of respondents) of young children. These women continue to cycle in and out jail and the effects of their incarceration are felt by even the youngest children, resulting in short-term and long-term negative outcomes. Significant numbers of women reported their children were experiencing problems at school, emotional disturbances, and substance abuse. Without some intervention, the cycle of incarceration will very likely be repeated by these children.

¹ Women who have been charged as the dominant aggressor for domestic violence but are actually the victims.

- While Latinas comprise only 11% of the total population in Santa Clara County, they make up 38% of the female inmate population.
- The majority of female inmates (85% of respondents) are victims of domestic violence and many of these women report they were also victims of childhood physical and sexual abuse. Their life circumstances are difficult to understand and the legal processes which they are involved with are complex, fast-moving and these women are at increased risk for losing their children to the child welfare system. They report that their experiences with the criminal justice system are often negative and 65% of victims reported they would not call the police again.
- Existing programs at Elmwood are very well-received by the women and rank high among 8 of the largest counties in California. However, only 30% of women participate in programs at any given time for numerous reasons.
- The population of women at Elmwood is surprisingly well educated (65% of respondents had at least a high school diploma).
- Comments from the women about custody health services were mixed. Mental health services were extremely positive. The most frequently mentioned concern of women was accessing health care in a timely manner. Limited custody health personnel who provide services to large numbers of inmates daily or weekly is the primary reason. Updates to the tracking system were recently implemented by custody health staff to improve tracking and responses to these requests.
- There are special groups of women present in the female inmate population whose needs are more complex and difficult to meet with existing programs and services, including pregnant women, immigrant women with limited English speaking ability, lesbian women, and victims of domestic violence. Negative perceptions of staff about working with female offenders point to gaps in training on effective strategies for management of diverse groups of female offenders.
- Gaps in women's access to the library and reading materials were noted, a result of the well-documented fact that since women are a significantly smaller percentage of the overall incarcerated population, their needs are often overlooked. Custody health staff reported a need for materials on women's reproductive health.

- Women reported the following program and service needs to help them successfully transition from jail back into the community: job skills (most frequently mentioned) and employment, housing (including shelter for domestic violence), social supports (emergency assistance, food, childcare, counseling programs and support groups for themselves and their children, especially older children)

Given the current fiscal situation for the County of Santa Clara, DOC and stakeholders worked together to identify and implement cost-effective, practical actions in response to these findings including:

- Providing information and resources for women with special needs at booking, such as pregnant inmates or inmates who are victims of domestic violence, given their special needs and involvement in time sensitive court proceedings.
- Initiating several partnerships with external partners to secure information and resources to support women's rehabilitation and transition back into the community, including a partnership with first-five to provide parenting packets for female inmates and a pilot program targeting 10 women for an in-custody orientation to a post-custody pre-apprenticeship program leading to a paid apprenticeship and ultimately a goal of enrollment in community college or a union job in carpentry
- Conducting training for applicable staff on gender responsive strategies for working with female offenders
- Installing bookshelves in the women's living quarters and providing new reading material on women's health, self-help and parenting, materials collected in a successful holiday book drive sponsored by CSW and DOC
- Development of a post-custody support group and a computer training course for women through Milpitas Adult Education
- DOC staff will continue to review and analyze female inmate grievances so that they can identify trends and respond to areas of concern
- Ongoing collaboration with the Office of Women's Policy and the Commission on the Status of Women to continue examining issues for female inmates at Elmwood.

Other actions being considered by DOC which require some additional funding include:

- Recommending the re-establishment of dedicated command staff for the Elmwood Correctional Center for Women, which will relieve the burden of command staff currently overseeing the entire Elmwood complex and ensure closer oversight of operations for the women's facility
- Conducting a training of trainers to institutionalize gender-responsive training for applicable staff to understand the specific needs of female inmates and build skills that will help them work more effectively with female inmates
- Development of a transitional packet for female inmates who will be exiting the jail system with resources and information that will connect them to a network of supportive services
- Explore contracting possibilities with domestic violence agencies for direct services to female inmates. These agencies have expertise and resources that best meet the specific and often complicated needs of victims of domestic violence (including transitional housing opportunities upon release).

Efforts to rethink management of female offenders are being made at every level of corrections (local, state and national). The challenges and issues identified in this report are not unique to Santa Clara County. They exist for counties across the nation. What is significant is the willingness of Santa Clara County Board of Supervisors, County Administration and the leadership of the Department of Correction to allocate resources for a current, in-depth examination of programs and services for female offenders that included the experiences and feedback of the women themselves. As a result of this effort, we better understand the gaps that exist and the additional challenges for special groups of women, which are difficult to meet through existing programs and services.

The information in this report will allow for better planning of programs and services to effectively meet the needs and life circumstances of women. This is a significant step forward in addressing the complex problem of an increasing female inmate population and finding solutions to break the cycle of incarceration in the lives of these women. This report, which confirms

some assumptions and offers new insight into the lives of female offenders, is an important tool to inform decision-making at multiple levels.

The Report: Solution 14, The Women's Advocacy Initiative

In order to understand the history and evolution of The Women's Advocacy Initiative, it is important to examine key local events leading up to the funding of this effort. Over the past few years, the County of Santa Clara has initiated several efforts focused on increasing effectiveness and efficiency in the criminal justice system. The ongoing problem of an increasing jail population, along with severe budget cuts in recent years to criminal justice agencies and other departments that provide services at the jail, prompted action from the County Administration to form a Jail Population Task Force in 2005. The Task Force brought together stakeholders in the criminal justice system for collaborative development of a new model for the disposition of criminal justice cases with the goal of reducing the jail population.

During the discussion among task force members, several disturbing trends about female inmates in Santa Clara County were noted:

- Although numerically, the percentage of incarcerated women is smaller than that of males, their numbers are increasing at a much faster rate than males. Additionally, the impact of incarcerating females is significant due to the ripple impacts on their children and families.
- Forty-five percent (or 5,832) of total female bookings in 2004 were drug-related (3,405 women were booked for "Other Drugs", 2,427 women were booked for DUI). Compared to 2000, this represents an increase of 18%.
- Four percent (or 504) of total female bookings in 2004 were for Domestic Violence. Compared to 2000, this represents a 62% increase.
- Law enforcement groups reported increased arrests of immigrant women for sex crimes, raising questions about the link between these increases and possible human trafficking, a recognized problem throughout the San Francisco Bay Area.

(Public Safety and Justice Committee, Nov. 11, 2005 - Agenda Item 11)

At the same time, the Commission on the Status of Women (CSW) continued to raise concerns about the needs of female inmates at the Elmwood facility and the Board of Supervisors recommended collaboration among the Department of Correction (DOC), the Commission on the Status of Women (CSW), and the Office of Women's Policy (OWP) on issues for female inmates (Board of Supervisors Meeting, May 2005, Item 38). Results of an observation tour with CSW of the Elmwood Correctional Center for Women were presented by the Office of Women's Policy to the Board of Supervisors and confirmed a need for vocational programming and closer examination of services and programs for women in our jail system (Public Safety and Justice Committee, September 2005 – Agenda Item 6).

In December 2005, the Board of Supervisors approved recommendations from the Jail Population Task Force for a series of solutions addressing different points across the criminal justice system with the ultimate goal of reducing the jail population. This included implementation of Solution 14: The Women's Advocacy Initiative. One-time funding in the amount of \$173,258 from the 2005 Justice Assistance Grant (Bureau of Justice Assistance) was granted to the Office of Women's Policy to identify the needs of women, via a gender analysis of jail programs and services for female inmates, who come into contact with the criminal justice system including incarcerated females and victims of human trafficking. The project activities commenced with the hiring of a part-time coordinator in January 2006 and continued through November 2007.

Through dialogue with correctional personnel and direct observation of jail operations, external stakeholders gained unique insight into the challenges of operating California's 5th largest jail system and the work involved in feeding, clothing, transporting, accommodating visitation, providing healthcare/dental/mental health services, and offering programs to roughly 4,700 male and female inmates 24 hours a day, 365 days a year.

Conversely, stakeholders with knowledge and understanding of key women's issues proved ideal partners in helping correctional administrators and personnel better understand the needs and life circumstances of women in jail, which research confirms is an institution designed for violent male inmates and in which women's needs and issues are often overlooked and go

unaddressed (Bloom, Owen and Covington, 2003; Morash, Bynum and Coons, 1998). The participation of these external stakeholders provided an invaluable gender perspective to this project.

What Works for Women? Gender Responsive Theory and Practices

Our study draws heavily on Gender-Responsive Theory, the most current body of research on effective practices for management, programming, and services for female offenders. This section highlights core elements of this theory.

The initial research to better understand female offenders emerged in the late 1970's, expanded tremendously during the 1990's, and evolved to the current body of knowledge known as Gender-Responsive Theory, pioneered by the works of women criminologists including Bloom, Owen and Covington. Gender-Responsive Theory emphasizes the importance of recognizing women's pathways to criminality as distinct from those of males and the need for deeper understanding of the life circumstances of women in developing effective policies and programs for correctional systems (Bloom, et al., 2003).

The goal of implementing gender-responsive policies and practices is to create an environment through site selection, staff selection, program development, content, and material that reflect an understanding of the realities of women's lives and their distinct pathways to criminality. Gender-responsive approaches are multidimensional and address social (e.g., poverty, race, class, and gender inequality) and cultural factors. Interventions address issues such as abuse, violence, family relationships, substance abuse, and co-occurring disorders and provide a strength-based approach to treatment and skill building. A strength-based approach measures the emotional and behavioral skills, competencies, and characteristics that create a sense of personal accomplishment and emphasize self-efficacy (Bloom, et. al, 2003).

Bloom and Covington outline six guiding principles for the development of gender responsive criminal justice policy and practice:

- 1) Gender: Acknowledge that gender makes a difference.
- 2) Environment: Create an environment based on safety, respect, and dignity.
- 3) Relationships: Develop policies, practices, and programs that are relational and promote healthy connections to children, family, significant others, and the community.
- 4) Services and Supervision: Address substance abuse, trauma, and mental health issues through comprehensive, integrated, and culturally relevant services and appropriate supervision.
- 5) Socioeconomic Status: Provide women with opportunities to improve their socioeconomic status.
- 6) Community: Establish a system of community supervision and reentry with comprehensive, collaborative services.

(For a fuller discussion of these principles, see Appendix B)

The Gender Analysis Process

Gender analysis is a tool to achieve a greater understanding of how policy, institutions and systems respond to the specific needs of women and men. The process allows decision-makers and administrators to have greater information about the different conditions women and men face and the varying effects that policies and programs may have on them because of their situations. The information obtained from a gender analysis can be used to improve the effectiveness of service delivery and inform decisions about budgeting, programming and development of policies and procedures. Analyzing the distinct needs of males and females makes for good decision-making. This report focuses on the needs of women in our local jail system simply because of the volume of research that documents women's needs as unidentified and unaddressed in most correctional systems.

A total of 72 stakeholders, including DOC staff, provided input on the development and implementation of the "gender analysis" process of jail programs and services for women. With research assistance from individuals at the University of Missouri at Kansas City, Santa Clara University, and Stanford University, focus group and survey protocols and instruments were developed. These were submitted and approved by the Institutional Review Boards of Santa

Clara University and the University of Missouri at Kansas City. The analysis focused on one overarching question: “To what degree do programs and services in the jail meet the needs and life circumstances of female inmates?”

Incarceration Statistics: National, State, and Local Data

In our review of criminal justice literature, we found an overall lack of research on female offenders at the jail level. However, we found studies of women incarcerated at the state and federal prison levels. In areas where local data are lacking, it is reasonable to assume that the national and state demographics serve as rough approximations for local figures. In our analysis, we found it helpful to use these proxies for the basis of comparison and for estimating the severity of particular needs.

The problem of a growing incarcerated population is a concern for decision-makers at every level. It is estimated that 1 in 100 people in the U.S. is in prison or jail (Pew Center on the States, 2008). At midyear 2005, California had the highest jail population in the nation (82,138 inmates) with 87% males and 13% females (USDOJ, Harrison & Beck, 2006). On February 11, 2008, the daily population of inmates incarcerated in Santa Clara County jail was 4,613, including 569 women or 12% of the total jail population (DOC Daily Population Report, February 2008).

Profile of Female Inmates at Elmwood

Who are the women at Elmwood Jail? Where do they come from? Why are they here? The unprecedented level of in-depth discussion with female inmates yielded important information about the characteristics of incarcerated females in Santa Clara County. Knowledge of clients is essential for targeting services for them. (Refer to Appendix A for Demographics)

Focus groups with several groups of women were held including groups with pregnant, Spanish-speaking, Asian Pacific Islander, women in programs, lesbian women, women who had been charged with domestic violence and post-custody offenders who had successfully avoided

re-offending for at least six months (59 women total). A general survey was administered to 346 women (approximately 60% of the population present that day).

While over half of the survey respondents lived in San Jose at the time of their arrests, the remainder lived in communities across Santa Clara County, from Gilroy to Palo Alto (see Appendix A). Contrary to the commonly held perception that increases in crime are due to activities of undocumented individuals, an overwhelming majority of females incarcerated at Elmwood are U.S. born citizens (86% of respondents). Most are single women (70% of respondents). Seventy-eight percent of respondents reported having children. Thirty-six percent of respondents who reported having children had children under the age of five. Their offenses were usually low-level, non-violent substance abuse and property crimes.

While over 60% of the women are in their twenties and thirties, inmates as young as 18 (2% of respondents) and women 50 years and older (8% of respondents) are present among the population. Despite only being 11% of the total population in Santa Clara County, Latinas comprise the largest ethnic group incarcerated (38% of the incarcerated female population).

Over 80% of survey respondents were repeat offenders, with almost half reporting they had been incarcerated five or more times as an adult. This is evidence of a cycle of incarceration and the high probability that women will re-offend.

Research shows that, in general, incarcerated populations have limited academic achievement and educational skills. While 35% of respondents report never having completed high school, a surprising majority of women (65%) reported having a high school diploma or some college education. Despite this, 24% reported being unemployed at the time of their arrests. Nationally, almost 30% of female inmates were receiving welfare assistance prior to their arrest while only 8% of male inmates were receiving welfare assistance prior to arrest. (Greenfield & Snell, 1999) The relatively higher levels of education have implications for the type of academic programs, skill building, and job training that are needed by a significant number of women in the female population at Elmwood.

Local Concerns about Women's Incarceration

Decision-makers in Santa Clara County expressed concerns about the rates of increase for female offenders, increased arrests for substance abuse, more women being arrested for domestic violence and the need for a better understanding of human trafficking and its possible relationship to jail overcrowding for women. While DOC personnel confirmed that there is not an apparent link between human trafficking and jail overcrowding for women, the emergence of this problem in the Bay Area and the scope of activities to address human trafficking in Santa Clara County merits further examination. A report on Human Trafficking in Santa Clara County has been developed as part of the Women's Advocacy Initiative and will be submitted separately from this report. Other concerns are addressed in the following sections.

Rates of Increase

Research shows the incarceration of women is increasing at a rate nearly twice that for men. Nationwide, from midyear 2004 to midyear 2005, the number of female jail inmates increased 8.0%, while the number of male jail inmates increased 4.3% (USDOJ, Harrison & Beck, 2006). Nationally, from 1995 – 2005, the adult female jail population increased an average of 6.2% annually, while the adult male jail population has increased an average of 3.7% annually (USDOJ, Harrison & Beck, 2006). In both California jails and prisons, the female felon population increased nearly 4% from 2004 – 2005, while the male felon population increased 2.4%, in the same time period (California Department of Corrections and Rehabilitation, 2005). Taken together, these data confirm that the rates of incarceration of females are outpacing that of males and reasons for this must be examined more closely.

Increased Drug Arrests for Women

Specific studies as to the reasons behind the increases in female incarceration at the jail level are limited. Despite the lack of local data, such research does exist regarding the female state and federal prison inmate population and indicates that the increase in female incarceration rates is not due to an increase in female offending, but rather the passage of legislation requiring

mandatory minimum sentencing for drug-related and non-violent property crime offenses. While conviction of such offenses previously did not warrant prison terms, mandatory minimum sentencing has now brought a new population of women to U.S. prisons and their pathway to criminality is systematically different from men (Wolf, 2006). For example, women are more likely to be arrested as minor participants in crime for driving a partner to a place where he buys drugs, or answering the phone at her house where her partner sells drugs. Women are less likely to provide the prosecutor with information to reduce their sentence, either because they do not have such information as minor participants or because they are protecting their partner. Additionally, the woman's personal relationship to the crime participant cannot be considered in her sentencing (Wolf, 2006).

Increased Arrests of Women for Domestic Violence

During 2005, the Jail Population Task Force reported that in Santa Clara County from 2000 to 2004, there was a 62% increase in arrests for women for domestic violence charges. There are four explanations for this that are widely accepted by the domestic violence community nationally, statewide, and locally. These include:

- Mandatory arrest laws (require police to detain a person based on a probable cause determination that an offense occurred and that the accused person committed the offense).
- Difficulties of law enforcement in determining the dominant aggressor (conflicting stories, batterers who present better to law enforcement than victims who are often highly emotional)
- A lack of or inappropriate interpretation at the scene for victims (particularly problematic for immigrant women and immigrant women who are victims of human trafficking)
- Batterers awareness of how to manipulate the criminal justice system to further abuse victims (e.g. being the first to report domestic violence to law enforcement, using the victim's legal status as a means of controlling her).

(Women's Justice Center, 2008; Henning, Renauer, and Holdford, Hunter, 2007)

Working with female inmates who are victims of domestic violence is often complicated due to the legal process involved, which may also include issues of child welfare. Staff often have a hard time understanding why women continue to stay involved in battering relationships. There is general frustration with such issues as women pressing charges then dropping charges and returning repeatedly to the same situation, putting themselves and often their children in physical danger. The complex ties between a woman and a batterer, the physical, emotional, and financial control he might exercise over her, and the strong positive feelings that she has toward him despite the battering is difficult for staff to comprehend (Surrey, 1985).

Who Pays? The Impact of Women's Incarceration on Children

While there is a lack of information about the impact on children of parents who are incarcerated at the jail level, there is a significant amount of research on the children of parents incarcerated at the prison level, which is long-term incarceration. It is important to note that due to complex family circumstances, not all of the children of incarcerated parents reside with the parents prior to the parents' incarceration. Because of life circumstances, these children are already at risk for increased negative outcomes, which parental incarceration only exacerbates (Johnston and Carlin, 2004).

The following research contained in this section is not specifically about the Elmwood female population. However, since jail is often the initial sentence leading to longer term prison incarceration and because the majority of women at Elmwood are repeat offenders who are separated for extended periods of time from their children, including this research is both appropriate and relevant.

Along with the overall growth of the federal and state incarcerated population from 1991-2000, the rates of parental incarceration doubled (Mumola, 2000). Gender is a significant factor in parental incarceration. When a father goes to prison, the mother continues (or assumes) the role of primary caretaker 90% of the time; men assume the primary caretaker role when the female parent is incarcerated only 28% - 31% of the time (Parke, et. al, 2001). Consequently,

when a mother becomes incarcerated, the impact on children is more significant than when the father is incarcerated.

It is estimated that 1 in 5 children witnesses his or her mother being arrested and taken away by law enforcement. Of that number, more than half are under the age of seven (Johnston, 1995). Jose-Kampner's work interviewing children who witnessed such a traumatic event showed that these children reported having nightmares and flashbacks of their mother's arrest (Jose-Kampner, 1995).

The effects of incarceration are felt even by the youngest children. There are few prison programs that permit mothers to keep their children with them during their incarceration and we found no such programs for women incarcerated at the jail level among the counties interviewed for this report. Women who give birth while incarcerated are typically permitted only a few days of contact with the infant (if that) before having to relinquish the infant and return to prison (Parke, et. al, 2001). Consequently, the mother is unable to bond with the baby and the baby cannot form an attachment to its mother, which are critical developmental tasks. This lack of initial bonding means that even when the mother is reunited with the child, there is limited or no attachment and a high potential for emotional and behavioral problems later in the child's life. Long-term effects on children of incarcerated parents can include developmental delays, emotional and psychological problems, hostility, aggression, and somatic problems. As children reach school age, they tend to experience behavioral and academic problems at school, difficulties with peer relationships, have increased instances of suspension and dropping out, and are at greater risk for involvement with the juvenile justice and foster care systems (Council on Crime and Justice, 2006).

Several factors impact children's responses to incarceration, including the quality of the parent-child relationship prior to incarceration and the quality of the relationship with extended family and friends, including those assuming caretaking responsibilities for the child (Parke, et. al, 2001). While not without its challenges, placement of children with extended family or friends tends to be more stable and culturally appropriate than placement in the foster care system and thereby less traumatic for the children (Parke, et. al, 2001). Therefore, it becomes

essential for female inmates to be connected with information and services to better understand and navigate the fast-moving, legal processes that could result in the inmate's losing custody of her children while incarcerated.

This same study described the deep stigma surrounding incarceration. Many caretakers find it difficult to talk to children about their parent's incarceration, instead maintaining a "silence" or giving children false information about where their parent is. From a therapeutic perspective, by avoiding the discussion, many children are not given an opportunity to express anger or grief about the incident. This often undermines both their trust in adults, their ability to cope with their parent's incarceration, and their potential to begin a process of reconciling their sense of parental abandonment (Parke, et. al, 2001).

The second factor is the contact children are able to keep with the parent. Several barriers exist to this ongoing contact, however, including institutional practices and attitudes, distance of the facility from where the child lives, difficulties of family members transporting children at the designated times and a lack of understanding of the importance of ongoing contact with the parent for these children. Often, child visitation areas are unfriendly and there is a lack of privacy. There is also a pervasive attitude that women do not deserve to see their children and caregivers are often unwilling to bring children for visitation with the incarcerated parent (Parker, et. al, 2001). Interviews with staff and stakeholders who observe visitation patterns for males and female offenders report that women get far fewer visits than males and that often, the caretakers (mostly women) are willing to bring children to see the male parent, but the same does not occur for females. According to a 1995 study, there may be some initial short-term excitability or hyperactivity seen in a child during a visit with the incarcerated parent, but there is no evidence of long-term effects (Johnson, 1995). Visitation can actually reassure a child about a parent's welfare and reaffirm the parent's feelings for the child (Sack, Seidler and Thomas, 1976).

Perhaps the most compelling issue for children of incarcerated parents is the prevalence of domestic violence among incarcerated women. There is widespread recognition of the co-occurrence of domestic violence and child maltreatment (Schechter and Edler, 1998). Children

who witness domestic violence are far more likely to become perpetrators in the future and thus continue the cycle of violence. While it is inviting to believe that simply removing children from homes in which violence occurs will take care of this problem, the reality is a bit more complex. Children love their families, whether or not they experience pain and suffering as a result of this love. Removing them from their homes, especially without specific interventions to address the trauma to which they have been exposed, results in additional and often irremediable damage (Carrion, Weems and Reiss, 2007). This underscores the critical importance of visits between the mother and the child.

Locally, a majority of respondents said that separation from family was the most difficult thing about jail and there were significant numbers who reported that their children were experiencing problems at school, emotional disturbances, and substance abuse.

Given all these dynamics, effective interventions, programs and services must be targeted to these multiple audiences: inmates, alternate caregivers and children themselves. These programs must be provided by staff and organizations, both in-custody and out of custody, and it is essential that such efforts be well coordinated given declining resources and funding.

How Does the County of Santa Clara Compare? Programs in Eight California Counties

In November 2007 phone interviews were conducted with jail personnel in seven other counties requesting information about current programs and services for females incarcerated at the local jail level for comparison with Santa Clara County: Los Angeles, Monterey, Orange, San Diego, San Francisco, San Mateo, and Santa Cruz counties. (Refer to Appendix C for the process)

For most counties, local school districts provide several academic opportunities to inmates with funding from the State of California through the Average Daily Attendance (ADA) monies. Academic programs include adult education to improve math, reading and writing skills, and GED preparation. Several correctional facilities offer English as a Second Language (ESL). Counties also reported that external organizations provide additional programs and services to female

inmates, such as writing programs, other programs that were therapeutic in nature, and legal services.

Most counties offer basic behavioral health classes on a variety of topics including substance abuse, domestic violence, anger management, and parenting to better understand misbehavior of children and build healthy communication skills.

Jail personnel from some of the counties reported that female inmates are provided the opportunity to learn a new vocation. Many of the programs commonly offered included ‘maternal’ programs such as industrial sewing, culinary services, and office skills. Some counties award a certificate verifying that the individual is qualified in a specific skill area. Most of the comments from various counties were that vocational programming was limited (or non-existent) due to the brief length of stay for women at the jail level.

Despite the limited number of women who participate in programs, it is clear from the survey and focus group responses of program participants that Santa Clara County ranks high both in terms of the number of programs offered to female offenders and the quality of these programs. There are 8 programs for women and 5 workshops offered by chaplains and worship services. Several programs at Elmwood stood out as highly “gender responsive” and the women reported being very satisfied with these programs and described the transformative effects of these programs. These included the Artemis Program, My STORI Program, Parents and Children Together (PACT) Program, and Regimented Corrections Program (RCP). Women named specific rehabilitation staff and instructors who they felt were a strong, positive influence during their time at Elmwood and specific ways in which they could understand their own behavior, identify unhealthy patterns, and increase their sense of self-esteem and morale as a result of their participation in programs. (See Appendix D for summary of Elmwood programming for female inmates)

Findings from Research at Elmwood

Upon review of the data from the various sources, eight findings emerged about the female population at Elmwood.

Finding # 1: The cycle of incarceration is real among female inmates at Elmwood and, for many women, this cycle is intergenerational. Women reported needing transitional and post-custody support and programming for their successful re-entry into the community.

Calculating recidivism rates is difficult. However, 83% of survey respondents were repeat offenders, with 46% of these reporting having been in jail five times or more. Nearly a third of survey respondents (32%) reported their involvement with the criminal justice system began as juveniles. Thirty-eight percent (38%) reported one or both parents also had a history of incarceration. Staff observations confirm intergenerational issues of incarceration for women. Several reported that they have seen grandmothers, daughters, and granddaughters incarcerated at the same time and some women have had partners on the male side while in jail. Staff observations suggest that women are ill-equipped to meet the challenges of finding a job, supporting a family, complying with probation conditions and other demands and that, many times, jail is the primary source of support and medical care that many of these women would otherwise not receive. Given the isolation of jail and lack of contact and support from family and friends on the outside, women who are repeat offenders sometimes seek and draw upon the support of the network of female offenders they have come to know over time. Staff observed that the environment for women at times feels somewhat like a “sorority”.

In the focus groups, women reported a lack of resources and information to help them prepare for the transition back into the community. Some of the women were faced with complex legal issues, including child custody issues, and reported little support to help them navigate through the process. While there is a process for women to receive background legal information about their cases, this information is difficult to comprehend. Women reported difficulties understanding the complex legal processes. Women who participated in programs reported that some resources and information were available and distributed through programs

such as Artemis and My STORI and that this was extremely helpful. Housing, job skills, training, and counseling for themselves and their family were among the most frequently mentioned post-custody needs.

Staff interviews, observation tours, focus groups, particularly the post-custody support group, and the survey all confirmed the need for transitional and post-custody support for female inmates to successfully transition into the community. Observations by stakeholders revealed little to no support for the majority of women who are leaving the jail system. Many leave in the same clothes they arrived in, without enough money to make a call much less use nearby public transportation. Women who have successfully stayed out of the system six months or longer reported that women's greatest needs upon release include housing, job training, employment, child care, and other family supports. Additionally, these women report that the My STORI post-custody support group was extremely important for them to maintain sobriety and remain drug free as well as an important source of information to help them meet their needs and comply with court mandates and conditions of probation. Staff interviews suggested that it is "almost impossible to keep them (female inmates) from coming back without delving into their personal life." Staff observations were consistent with our survey findings that women need substance abuse programs, transitional housing with particular consideration for mothers with children, trauma recovery/counseling, parenting skills, childcare, and vocational training.

Finding # 2: The women have a lack of access to books and reading materials. The women's library is opened for an average of 4.5 hours per week.

During observation tours at the Elmwood facility, stakeholders observed that the women's library was very small and some of the tables and chairs were broken. Books on the shelf were outdated. It was also noted that the library functions as a multi-purpose area for programs and staff meetings.

Finding # 3: Most female inmates at Elmwood are victims of domestic violence and many of them reported their victimization began as children. Women report and staff confirmed that mental health and substance abuse services and programs to help women deal with domestic violence and the unaddressed trauma from these experiences are vitally important.

In addition to the cycle of incarceration, a majority of women are also living with a cycle of violence. Eighty-five percent of survey respondents reported that they had experienced domestic violence. Seventy-six percent reported experiencing childhood physical abuse. Forty-seven percent reported childhood sexual abuse. These three scores were highly correlated; that is, women who experienced one type of violence were very likely to have experienced one of the other types of violence.

Women who experienced childhood physical and sexual abuse had significantly more post-traumatic stress disorders, episodes of depression, schizophrenia, and anxiety than women who did not experience such abuse. Thirty-five percent of survey respondents reported having been previously diagnosed for serious mental health conditions, including schizophrenia, bi-polar disorder, or post traumatic stress disorder.

Custody health services developed and provided trauma recovery services from 2001 to 2003 but these were eliminated during budget reductions. The funding for The Women's Advocacy Initiative paid for the Trauma Recovery component to existing programs from July 2006 to June 2007. This provided small group and individual counseling by a therapist with expertise in trauma recovery. The program exceeded its goal of reaching 100 women and served 259 women by the end of June 2007. Evaluations were exceptionally high and consistent with the gender responsive theory that addressing the core trauma that exists among many female offenders is vitally important to their rehabilitation and successful exit from the criminal justice system.

Finding #4: Most of the women at Elmwood are single mothers, many of them with children under age five. The impact of female incarceration is different from males and likely has more devastating effects on children.

The survey findings demonstrate that the population of incarcerated women is largely mothers. Seventy-eight percent of the women reported having children. Eighty-five percent of these women reported having children under the age of 18 years. Of those, 36% reported having children under age five.

It was noted by staff during interviews that women worry more about their children than themselves during their incarceration. Correctional Officers report this as do program staff, and they stated this was a pattern not observed among male inmates. When asked to identify the most difficult thing about being incarcerated, overwhelmingly women in the different focus groups reported that being separated from their children and families was the hardest thing. Some women reported that they had no knowledge of where their children were.

Finding # 5: Women who participated in programs had very positive feedback about them. When women actively participate in programs, there are benefits to both women and staff. However, special groups of women are present in the population whose complex needs are more difficult to meet through existing programs and services.

While programs offered at Elmwood are well-received and women report these are extremely beneficial to them, only 30% of the female population participate. For 62% of the female population housed in medium and maximum security, two programs are available for medium security inmates and none for females housed in the maximum security level. Lack of programs for women in higher security levels poses issues for inmates who, for reasons of personal safety and security, must be housed in isolation or at higher security levels.

Focus groups with women who did not participate in programming revealed a segment of the population with little to no information of the various offerings for inmates and a poor understanding of their rights and rules. These women reported that they relied heavily on word of mouth information, which was often inaccurate or incomplete. According to interviews and focus groups, women report not participating for a variety of reasons including: their security level might not allow them to participate (a majority of the classroom-based programming is for

minimum security inmates), staff did not allow them to, programs were full and they couldn't get in, or their stay is too short (most classes are based on 8-week programs that work for the average length of stay of most inmates, but not all) and a small number who simply chose not to participate.

Most program offerings are for the minimum security level and instructors come through Milpitas Adult Education at no charge to the County. Survey respondents (mostly in the minimum security level) who participated in programming resoundingly affirmed the positive impact that programs had during their stay. Many of these programs emphasize self-awareness and offer a strength-based approach to build parenting skills and increase women's level of self-efficacy, all of which are consistent with gender responsive theory.

There is one domestic violence support group in English through a local domestic violence agency, but this is limited and the agency is not compensated for the service. Domestic violence information is offered a subset of the My STORI and Artemis programs.

There are vulnerable populations of women whose needs are difficult to meet with current programs and services. Participants from focus groups who were dominant speakers in languages other than English (approximately 19% of the female population) expressed a great deal of frustration in trying to communicate their basic needs and cited times when other female inmates are used as translators. There were common themes of the lack of understanding about their legal processes and a lack of translation throughout their experiences in the criminal justice system. These women felt that their lack of English-speaking skills isolated them from other inmates and caused them to be ignored by staff. Women from the Asian/Pacific Islander focus group said that there is a strong stigma attached to being incarcerated and, like the Spanish-speaking women, perceived that they were treated worse by staff and other inmates because of their limited English-speaking skills. They noted that there are no programs in other languages offered at Elmwood. Lesbian women felt that programs were mainly targeted to heterosexual women and said that they felt demeaned by other inmates and staff for their sexual orientation. For women who were victims of domestic violence, a wide range of issues existed. Many of the women we spoke to who had been charged with domestic violence were actually victims of

domestic violence. Some of the women shared that their batterer often threatened to report them for domestic violence and that they were manipulated by the batterer. These women expressed difficulties getting help from law enforcement. A few women reported that through the process of reporting domestic violence, other criminal charges surfaced that they didn't recall having and they were booked because of these. Women who had previously diagnosed with mental health issues said that when law enforcement learned this (usually from the batterer) they were labeled as "crazy". Sixty-five percent of survey respondents who reported domestic violence to the police stated they would not contact the police again for help.

With regard to program needs, women specifically stated interest in job training and skill-building to help them when they begin looking for employment after release. The women also reported an interest in computer training.

Input from staff and stakeholders was consistent with research that females who participate in programs experience positive effects and are often easier for staff to manage and have fewer episodes of disruptive behavior. (Bloom, et. al, 2003)

Finding #6: Thirty-five percent of respondents reported they dropped out of school and 68% were unemployed at the time of arrest. Sixty-five percent of all female respondents report having at least high school diploma and some women reported having some college or a college degree.

Thirty-five percent of respondents reported being high school dropouts and the biggest program need cited was job skill training. However, given that 65% of the population have at least a high school diploma and have college hours or a degree, a majority of women have at least the basic academic preparation for programs that could build skills leading to job training or employment opportunities upon release. This has implications for the potential success of higher level skill building and job training programs for female inmates.

Finding #7: Custody health staff report that in general, many women lack basic knowledge and information about their reproductive health.

Custody health staff reports that many of the female inmates are lacking a basic knowledge of their own reproductive health and that colorful brochures in simple, straightforward language would be useful for the women to have. Several female inmates reported they would be interested in getting books on women's health, self-help, and parenting.

Finding #8: Health care received mixed reviews from female inmates and custody health staff have recently implemented a new white card system designed to track and respond to medical requests more effectively.

Medical care in general received positive feedback from pregnant women. Once identified (at booking) as pregnant and depending on their trimester and individual health status, these women receive prenatal visits with the doctor or nurse practitioner at least every two weeks and some are seen weekly. They report this care to be attentive and overall medical services to be better for them on the inside than outside. They are also given prenatal vitamins. Since the OB/GYN has secured a sonogram machine in his office (so inmates are not transported to VMC for such routine services) this has resulted in a saving of approximately \$300 per visit. However, there appears to be a gap in oversight of equipment and facilities related to the provision of medical services. For example, during one interview with custody health staff, there was an issue that a working fax was not available and had been broken for some time despite a work order being submitted promptly by custody health staff. Other faxes in the clinical area were utilized during this time.

Custody health staff reported that during FY07 they provided care for an average of 46 pregnant inmates per day whereas historically there have been about thirty (Health and Hospital Committee, February 2008, Agenda Item 16). Many times the expectant mother has had no prenatal care prior to incarceration and often there are issues around substance abuse. It is projected that approximately 32 women will deliver their newborn during their incarceration in

FY08. Historically, this figure has been closer to six. Of the 20 deliveries so far in FY 2008, four mothers provided breast milk: one mother breastfed and three pumped their milk for an average of nine weeks. Due to the research that indicates that even infants suffer negative effects from their mother's incarceration, more must be done to ensure that women have as much consistent contact with their infants and children as possible. This includes promoting breastfeeding for lactating women at Elmwood.

During booking, each inmate receives a medical screening and women of child-bearing age receive a pregnancy test. Tests for sexually transmitted diseases and HIV are provided if requested by the inmate and they are routinely ordered by medical staff based on inmates' lifestyle and if symptoms exist.

Staff reported they believed that the healthcare provided in jail was better than what the inmates received prior to incarceration. In fact, fewer than 40% of inmates reported having medical insurance at the time of their arrest. Despite this, the comments from non-pregnant females about healthcare in custody were less positive. Focus group and the survey findings point to a system of medical care that often is more focused on the paperwork than the person. Inmates reported extended periods of waiting between making a request and actually seeing a nurse, doctor, or dentist. Nearly 60% of respondents reported receiving health services while incarcerated and of those, 70% reported being dissatisfied with services received. The women reported a general lack of understanding about the process, frustration in not being able to find out test results, and medical staff who "treat me like an inmate first and a patient second". A few women with extremely serious mental health and medical issues are housed at the main jail in a ward with men experiencing similar conditions. Stakeholders who toured the facility observed that while males are separated from the females and there are standard privacy screens, there is an overall lack of privacy for the women and the close proximity to male inmates, which concerned some stakeholders. Custody health staff report this is due to the fact that a separate medical infirmary for women at Elmwood was never funded and women must come to the Main Jail to ensure access for acute medical and mental health services. It was also clarified that females and males are never out of their cells at the same time and there is complete privacy for bathrooms and showers.

In order to provide prescriptions previously given to inmates before coming to jail, staff are required to obtain medical records for the inmates. According to custody health staff, obtaining medical records is often a challenge, particularly when coming from an external provider or medical facility. This can delay medical care and access to medications that have been previously prescribed. If the female inmate is a current patient of Valley Medical Center, her records are easily accessible via fax. If she has been incarcerated at Elmwood in the last two years, her medical records are available on site. Otherwise, custody health personnel attempt to contact a family member or current doctor for specific medical information and current prescriptions. This takes time and the information is not always obtained.

Upon entry, inmates are given a copy of the Custody Health Services Information Handbook that specifies the process of accessing health care services. In our discussion with custody health staff we learned the process to request healthcare, also referred to as ‘white cards’, was revised during FY08. These are now triplicate forms that each inmate has access to and which correctional staff does not handle. When an inmate gives her ‘white card’ to the nurse, it is signed by the nurse and a copy is given to the inmate as a receipt. The response to the inmate’s issue is (usually) within the same day. However, treatment or a visit to a physician might not occur for some time. For example, a dental request may wait four to six weeks, a psychiatric appointment might be as long as two weeks, whereas a gynecological request could be met within days. This is largely a budget and resource issue. We noted that there is only one dentist providing care for all inmates at the Elmwood Complex, Main Jail, and Juvenile Probation (the Hall and the Ranch). Thus, delays in dental care are inevitable given the limited staffing available.

Improving Programs and Services for Women at Elmwood

Actions Being Implemented by Department of Correction

A meeting took place in November 2007 between the Department and 26 stakeholders. Data compiled and preliminary findings were discussed. Considering both the limitations of

staffing and the current fiscal climate in the County of Santa Clara, stakeholders gave input on possible improvements for women. Immediate actions by DOC include the following:

Findings	Response to Findings
#1 – Women have limited access to books and reading materials from the women’s library	<ul style="list-style-type: none"> • DOC has resolved gaps identified in library services for female inmates by installing new bookshelves and refurbishing older bookshelves in the living quarters of all females and, in partnership with CSW, organized a successful countywide book drive in January 2008 that yielded nearly 8,000 books on topics such as parenting, self-help, and women’s health. This gives women access to books at any time. Chairs and tables in the library were replaced.
#2 – Women need transitional and post-custody support and programming	<ul style="list-style-type: none"> • In response to the suspension of a successful post-custody support group, DOC entered into an agreement with Milpitas Adult Education for the development of a “Women’s Circle” post-custody group launched in March 2008 to provide ongoing peer support for women no longer in custody. • In an effort to create career opportunities and transitional support for women, DOC is collaborating with OWP, Habitat for Humanity Silicon Valley, and CSW to target 10 female inmates for post-custody involvement in a pre-apprenticeship stipend-based program, “Women Building HOPE (Homes, Opportunity, Personal Empowerment)”. Pending identification of necessary resources at the Department of Correction to identify and recruit 10 women and facilitate an initial orientation by an external agency, this program could be launched in the Fall of 2008. Upon release, 10 women would transition into a paid pre-apprenticeship with Habitat for Humanity, followed by a paid apprenticeship with the Carpenter’s Training Committee for Northern California. The goal for these women would be enrollment in higher education through the community college system or a union job in construction that pays a livable wage.
#3 Most women are victims of domestic violence and need programs and services to address this, as well as help to address underlying trauma	<ul style="list-style-type: none"> • In response to the specific needs and demands placed on women who are victims of domestic violence and in collaboration with the Santa Clara County Domestic Violence Advocacy Consortium, DOC will develop an entry brochure on Domestic Violence Jail Resources, which will connect women to trained legal advocates in their language of preference. • DOC, in collaboration with OWP, will develop gender responsive training for applicable DOC staff.
#4 Most women are single mothers of minor children, a significant number under age 5	<ul style="list-style-type: none"> • In response to the needs of mothers who are incarcerated, DOC, in collaboration with OWP, will develop an entry brochure to notify women of their right to have a suitable family member or friend present during the disposition hearing, which happens within 48 hours, so that their children may be placed with suitable, known individuals. This will lessen the child’s emotional trauma and avoid unnecessary placement of those children through Child Protective Services.

<p>#5 Women had positive experiences with programs but special groups of women are present in the jail population whose needs are complex and difficult to meet through current programs and services</p>	<ul style="list-style-type: none"> ● After observations and input about the physical discomfort experienced by pregnant inmates, DOC will develop and implement a policy so that all pregnant females will automatically receive thicker, four-inch mattresses instead of the standard 1-inch issue. ● To address the special needs of pregnant women and mothers with young children, under the leadership of Supervisor Kniss, DOC announced in March 2008 the implementation of a partnership with First Five to provide a parenting packet for all female inmates (with training for staff related to the distribution and use of the packets). ● To encourage breast-feeding among the women who give birth in custody, DOC will work with custody health staff to provide battery-operated breast pumps instead of manual pumps to express milk and DOC will provide a supply of batteries to the women.
<p>#6 Thirty-five percent of respondents reported they dropped out of school and 68% were unemployed at the time of arrest. Sixty-five percent of all female respondents report having at least high school diploma and some women reported having some college or a college degree.</p>	<ul style="list-style-type: none"> ● In response to gaps in vocational training for women, DOC will launch a computer-based vocational training program for “Career Vocational Class”, which will allow women to build skills that could apply toward jobs in medical records and billings, administrative assistant or clerk, and accounting related positions.
<p>#7 Women lack information on reproductive health and report interest in receiving information on women’s health, self-help, and parenting.</p>	<ul style="list-style-type: none"> ● To increase inmate access to health information and education, DOC, in collaboration with custody health staff and OWP, will develop and print attractive, easy-to-read packets on “Women’s Health” containing specific information on women’s reproductive health, the testing for and prevention of sexually transmitted diseases and HIV/AIDS, the availability of birth control for female inmates who request it, and information about the breast feeding policy and process.
<p>#8 Healthcare received mixed review and a new “white card” system has been implemented.</p>	<ul style="list-style-type: none"> ● In six months, members of the stakeholder team will meet with DOC to review implementation of the actions from this report, as well as examine the success of the new white card system.

Actions Currently Being Explored

The Department of Correction, The Commission on the Status of Women, The Office of Women’s Policy, and stakeholders are committed to ongoing collaboration about issues for female offenders and will meet periodically to discuss trends and issues for female inmates. As recommendations are developed they will be sent to the Department of Correction for Assessment and possibly forwarded to the Inmate Welfare Fund Committee for consideration.

The following actions will be explored:

- To relieve the considerable workload of the limited command staff overseeing the entire Elmwood complex, DOC will recommend the re-establishment of dedicated management

staff to the Elmwood Correctional Center for Women. This will allow for closer oversight of operations at the Elmwood Correctional Center for Women, facilitate specific staff training and skill building to work with female offenders, and more effectively address the specific needs of the female population.

- Explore the feasibility of conducting a “Training of Trainers” for DOC managers and training personnel during FY 2009 on gender responsive strategies for management of female offenders. This will help identify and build skills for staff that work best with female inmates. As resources permit, such training could also be extended to training personnel from law enforcement agencies throughout Santa Clara County and could include participation from service providers in an effort to raise awareness among correctional personnel and law enforcement officials about available community resources.
- To address the lack of exit planning, DOC will explore the feasibility of a transitional packet for women about to exit with the listings of resources for emergency assistance, bus passes, housing, and other resources to create a support system upon release.
- DOC staff will continue to review and analyze trends of complaints by female inmates in order to seek areas for improvement with programs and services.
- In order to provide consistent and sustainable services and programming for domestic violence victims, DOC will explore the feasibility of contracting directly with Domestic Violence Agencies for direct services to women, given their expertise in addressing the complex needs and legal issues of domestic violence victims. When women released, they would have access to immediate support and services that will facilitate a more successful re-entry to the community. The added benefit of working directly with domestic violence agencies is access to the Language Bank, which has over 100 trained advocates and capacity in 52 languages.

Other Considerations

Several issues surfaced during the course of this project that were not fully explored, but that are important considerations in creating an institutional environment, policies and practices that support women’s rehabilitation. These include addressing classification, management style,

services and supervision, staffing and training (For more information, see Appendix B). A second important issue discussed in this report was the importance of contact between the child and the incarcerated mother. This is directly related to the broader issue of developing local re-entry and alternative treatment facilities for low-level female offenders coming from the state and federal prison system. While there is limited public support due to safety concerns for placement of such facilities within the community, there is a benefit to both the mothers and the children in terms of greater opportunity for contact and regular visits. Future policy discussion of placement of facilities for women in Santa Clara County should include greater examination of these issues and their benefits for women and children.

Conclusion

While jail is fundamentally a punitive measure, programs and services are an important opportunity for intervention in the lives of these women and vital to the long-term success of their re-entry into the community. As a result of the considerable amount of research, information and data reviewed for this report, we conclude that programs and services not only benefit the women but are beneficial to staff as well. Women in programs are less likely to have infractions and less likely to need emergency medical or correctional intervention, and, in general, are easier to manage. (Bloom, et al., 2003) Upon release, they are more likely to be aware of community resources to support their success and with this additional support are less likely to re-enter the criminal justice system. The Women's Advocacy Initiative confirms that programs and services are the key to breaking the cycles of incarceration and creating a path for healthy families. The ongoing challenge is not solely to allot sufficient staff and resources for programs and services, but to create an institutional environment that supports women's rehabilitation and where staff can gain skills to more effectively manage female offenders.

While the Women's Advocacy Initiative was made possible through one-time grant funding, the goal of improving outcomes for female offenders requires more than a one-time effort. Through ongoing, productive collaboration among County decision-makers, DOC, and stakeholders we can move closer to the goal of helping women break the cycle of incarceration, reunite with their children, and lead productive fulfilling lives as members of the community.

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Appendix A: Survey Respondents Demographics

Age (N=346)

Categories	N	Percentage
<20	7	2.03
20's	123	35.65
30's	93	26.96
40's	95	27.54
50's	25	7.25
60's	2	.58

Race & Ethnicity (N=346)

Categories	N	Percentage
American Indian	9	2.6
Latino/Hispanic	131	37.9
African-American	37	10.7
Asian	12	3.5
White	99	28.6
Other	15	4.3
Unknown	2	.6
Bi-racial/Multi-racial	41	11.8

Birthplace (346)

Categories	N	Percentage
U.S.	285	86.10
Mexico/Latin-America	24	7.25
Europe	5	1.51
Asia/Pacific Islands	14	4.23
Africa	2	.60
Middle East	1	.30
	N Missing =	15

Length of Time in Country (338)

Categories	N	Percentage
Less than 1 year	2	.6
1-5 years	9	2.7
5-10 years	11	3.3
10 years or longer	313	92.6

Preferred Language (N=346)

Categories	N	Percentage
English	279	81.10
Spanish	23	6.69
Vietnamese	3	.87
Chinese	2	.58
Russian	1	.29
Other	3	.87
More than one	33	9.59

Marital Status (N=346)

Categories	N	Percentage
Never Married	143	41.3
Married	68	19.7
Common Law	35	10.1
Separated	38	11
Divorced	57	16.5
Widowed	5	1.4

Sexual/Gender Orientation (N=343)

Categories	N	Percentage
Straight	271	79
Lesbian	26	7.6
Bi-sexual	42	12.2
Transgendered	2	.6
Did not state a preference	1	.3
Missing	N=3	

Women with Children (N=270)

Categories	< 18yrs.	< 5 yrs.
Total number of women with children	230 (85%)	97 (36%)
1 child	83 (31%)	59 (22%)
2-3 children	106 (39%)	33 (12%)
4 or more children	41 (15%)	5 (2%)

Means of Support (N=340)

% of Women (Prior to Arrest)	N	Percentage
No personal income	80	23.5
Employment	109	32.1
Public assistance (food stamps, WIC, Section 8, etc.)	59	17.4
Alimony and/or child support	6	1.8
Illegal activity	47	13.8
Checked more than one (but no illegal activity)	12	3.5
Checked more than one (including illegal activity)	25	7.4
No response	6	1.8

Nationally, almost 30% of female inmates were receiving welfare assistance prior to their arrest, while only 8% of male inmates were receiving welfare assistance prior to arrest. (USDOJ, Greenfield & Snell, 1999)

Education

% of Women	N	Percentage
Dropped out of high school	121	35.1
H.S. diploma/GED	109	32.2
Some college	59	24.6
College degree	6	8.1
Missing	1	

Crimes charged with during current incarceration

% of Women	N	Percentage
Substance abuse	128	37
Violations of parole	128	37
Other	102	29.5
Warrants (failure to pay or show)	98	28.3
Theft	85	24.6
DUI	31	9
Assault	25	7
Domestic violence	19	5.5
Prostitution	14	4
Gang-related	13	3.8
Murder	3	.9

* Some respondents had multiple offenses selected

Adult Incarceration History (N=343)

% of Women	N	Percentage
1/first time	57	16.6
2	44	12.8
3	40	11.7
4	45	13.1
5 or more	157	45.8

Incarceration in Juvenile Justice System (N=341)

% of Women	N	Percentage
No involvement	231	67.7
Once	42	12.3
2 or more times	68	19.9

Parental Incarceration (N=333)

% of Women	N	Percentage
Mother	26	7.8
Father	47	14.1
Both	52	15.6
None	208	62.5

Survey Respondents Reported Zip Code Before Incarceration

	Frequency	Percent	Valid Percent	Cumulative Percent
	21	6.1	6.1	6.1
Alviso, CA	1	.3	.3	6.4
Ballico, CA	1	.3	.3	6.6
Campbell, CA	5	1.4	1.4	8.1
Capitola, CA	1	.3	.3	8.4
CHECK (gave invalid zip code)	4	1.2	1.2	9.5
Chico, CA	1	.3	.3	9.8
Cupertino, CA	2	.6	.6	10.4
Daly City, CA	1	.3	.3	10.7
Denair, CA	1	.3	.3	11.0
Emeryville, CA	1	.3	.3	11.3
Fairfield, CA/Suisun City, CA	1	.3	.3	11.6
Fremont, CA	1	.3	.3	11.8
Fresno, CA	1	.3	.3	12.1
Gilroy, CA	22	6.4	6.4	18.5

	Frequency	Percent	Valid Percent	Cumulative Percent
Greenfield, CA	1	.3	.3	18.8
Groveland, CA	1	.3	.3	19.1
Hayward, CA	2	.6	.6	19.7
Hollister, CA	4	1.2	1.2	20.8
Los Angeles, CA	1	.3	.3	21.1
Los Banos, CA	1	.3	.3	21.4
Manteca, CA	1	.3	.3	21.7
Menlo Park, CA	2	.6	.6	22.3
Merced, CA	1	.3	.3	22.5
Miami, FL	1	.3	.3	22.8
Milpitas, CA	10	2.9	2.9	25.7
Modesto, CA	3	.9	.9	26.6
Montara, CA	1	.3	.3	26.9
Morgan Hill, CA	11	3.2	3.2	30.1
Mountain View, CA	5	1.4	1.4	31.5
Oakland, CA	2	.6	.6	32.1
Pacific Grove, CA	1	.3	.3	32.4
Palo Alto, CA	1	.3	.3	32.7
Palo Alto, CA/East Palo Alto, CA	9	2.6	2.6	35.3
Pittsburg, CA	1	.3	.3	35.5
Redwood City, CA	1	.3	.3	35.8
Redwood City, CA/Woodside, CA	1	.3	.3	36.1
San Diego, CA	1	.3	.3	36.4
San Francisco, CA	4	1.2	1.2	37.6
San Jose, CA	184	53.2	53.2	90.8
San Juan Bautista, CA	1	.3	.3	91.0
San Leandro, CA	1	.3	.3	91.3
San Lorenzo, CA	1	.3	.3	91.6
San Martin, CA	3	.9	.9	92.5
San Pablo, CA	1	.3	.3	92.8
Santa Clara, CA	9	2.6	2.6	95.4
Santa Rosa, CA	1	.3	.3	95.7
Selma, CA	1	.3	.3	96.0
Silver Springs, NV	1	.3	.3	96.2
Stockton, CA	1	.3	.3	96.5
Sunnyvale, CA	10	2.9	2.9	99.4
Tracy, CA	1	.3	.3	99.7
Union City, CA	1	.3	.3	100.0
Total	346	100.0	100.0	

Appendix B: Gender Responsive Theory

(From Gender-Responsive Strategies: Research, Practice, and Guiding Principles
for Women Offenders by Bloom, Owen and Covington)

Gender Responsive Policies and Practices

The goal of implementing gender responsive policies and practices is to create an environment through site selection, staff selection, program development, content, and material that reflect an understanding of the realities of women's lives and that addresses and responds to their strengths and challenges. Gender responsive approaches are multidimensional and address social (e.g., poverty, race, class and gender inequality) and cultural factors, as well as therapeutic interventions. These interventions address issues such as abuse, violence, family relationships, substance abuse and co-occurring disorders. They provide a strength-based approach to treatment and skill building. A strength-based approach measures the emotional and behavioral skills, competencies, and characteristics that create a sense of personal accomplishment. The emphasis is on self-efficacy.

Bloom and Covington outline six guiding principles for a gender-responsive approach to the development of criminal justice policy:

- 7) Gender: Acknowledge that gender makes a difference.
- 8) Environment: Create an environment based on safety, respect, and dignity.
- 9) Relationships: Develop policies, practices, and programs that are relational and promote healthy connections to children, family, significant others, and the community.
- 10) Services and Supervision: Address substance abuse, trauma, and mental health issues through comprehensive, integrated, and culturally relevant services and appropriate supervision.
- 11) Socioeconomic Status: Provide women with opportunities to improve their socioeconomic status.
- 12) Community: Establish a system of community supervision and reentry with comprehensive, collaborative services.

Gender

“The foremost principle in responding appropriately to women is to acknowledge the implications of gender throughout the criminal justice system” There is evidence that indicates there are several differences between men and women in correctional facilities, most of which are a consequence of socialization and gender roles. Women are generally incarcerated for non-violent crimes, primarily drug offenses and economic crimes, of which most are low-level crimes. Their level of participation in such crimes is usually secondary or indirect, and the motivation behind the crime is oftentimes personal in nature. There is a strong correlation between physical and sexual abuse as in childhood and criminal offense. Drug abuse is more common among women offenders than men, and is related to the type of offense committed. While incarcerated, women present a very low risk of violence or attempts at escape, they have higher rates of disciplinary infraction for minor rule violations. They are very concerned with their children, and their relationship with other inmates and jail staff.

Environment

A primary objective of a correctional facility is behavior modification of inmates, so that they may successfully exit the jail system and avoid re-offending. As such, fundamental to behavior modification are safety, respect, and dignity. Many female inmates come from a background of abuse and poor home environments, only to find themselves in a continued environment of authoritarian treatment and stunted communication where often there is verbal degradation, punishment and control of female inmates. This environment is not conducive to modifying behavior but instead, indirectly encourages high-risk behavior. Instead, integration of the correction control model with the treatment model of behavior change is necessary.

Relationships

Relationships are very important to women. The criminal conduct of a woman usually stems from that woman’s relationship with a family member, a friend, or most often, a significant other. This is particularly true of women incarcerated for drug offenses. While in many classification instruments the risk factor for criminal conduct is peer association, this is true of men rather than women. While incarcerated, women will develop relationships with other inmates, while men generally do not. In fact, theories on female development cite “the

primary motivation for women through life is the establishment of a strong sense of connection with others.” Jail personnel often are not prepared to respond to the relationships, even pseudo families, created among women while incarcerated. As a result, they miss a powerful opportunity to tap into an area that has great potential to help women change their behavior and break the cycle of incarceration.

Services and Supervision

There is an interrelation of substance abuse, trauma and mental health among incarcerated women. Substance abuse may occur as the result of a trauma or mental illness as a form of numbing or self-medication. Mental illness may be the result of trauma, and substance abuse may be misdiagnosed as mental illness. It is important that the interrelation of substance abuse, trauma and mental health is recognized; as between 55% to 99% of substance abusers have a lifetime history of trauma. Sexual abuse often results in the abuse of drugs, depression, anxiety disorder, and Post Traumatic Stress Disorder (PTSD). Thus, it is essential that treatment is also interrelated, and is most effective when also culturally targeted.

Socioeconomic Status

Thirty-two percent of female heads of household live below the poverty line. Economic stability is essential to establishing a life apart from an abusive partner, or a significant other that brought the woman into crime.

Community

Challenges to reintegration in to the community include housing, transportation, childcare, employment needs, and the lack of coordination among community systems.

Factors That Impact Effectiveness of Programs and Services

Classification

In a national survey sponsored by the National Institute of Justice of state prisons and jails, the most commonly mentioned management problem was in the area of classification and

screening. (Morash et al., 1998) In 50 of the 54 jails surveyed, the same classification instrument was used for both male and female offenders. Because incarcerated women have different backgrounds and needs than incarcerated men, such as parental responsibilities, a history of physical and/or sexual abuse the classifications instruments proved inadequate as they lacked screening for needs related to children, spousal abuse, and childhood sexual abuse. The survey found that this lack of screening was most pronounced in jails. Jail administrators reported rarely using classification to match women to appropriate programs and services. (Morash et al., 1998).

Management Style

Although incarcerated women rarely attempt escape and exhibit little or no violent behavior while incarcerated, jail administrators often perceive women to be more difficult to manage than men. Women are more concerned with interpersonal relationships, both with other inmates and jail administrators as well as with family members, especially children, waiting for their release. In a national survey of correctional administrators sponsored by the National Institute of Justice of state prisons and jails, respondents described effective women's management as one that responds to expressions of emotion and open communication with offenders, a less authoritarian manner, and active listening. (Morash, et. al, 1998)

Morash's survey also reported the most commonly mentioned management problem was in the area of classification and screening. In 50 of the 54 jails surveyed, the same classification instrument was used for both male and female offenders. Because incarcerated women have different backgrounds and needs than incarcerated men, such as parental responsibilities, a history of physical and/or sexual abuse the classifications instruments proved inadequate as they lacked screening for needs related to children, spousal abuse, and childhood sexual abuse. The survey found that this lack of screening was most pronounced in jails. Jail administrators reported rarely using classification to match women to appropriate programs and services.

In summary, the data indicates that incarcerated women have different backgrounds than incarcerated men, are incarcerated for different crimes, behave differently once incarcerated, and

have different needs before, during, and after incarceration. Women's criminal justice facilities, however, are usually managed based on policies and procedures developed for the management of male offenders. Increasingly, jurisdictions are recognizing the differences between women and men offenders and are correspondingly changing the way they manage, supervise, and treat women offenders, implementing a gender-responsive approach to the incarceration of women.

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Appendix C: Comparison of 8 California Counties

In November, 2007, phone interviews were conducted with jail personnel in several counties requesting information about current programs and services for females incarcerated at the local jail level; Los Angeles, Monterey, Orange, San Diego, San Francisco, San Mateo, Santa Clara (face-to-face interview) and Santa Cruz County. Questions included the following:

- What is your daily census of women and the average length of stay?
- Can you provide a list and brief description of programs and services available to female inmates?
- How many female inmates are served in each of these programs annually?
- How do you fund these programs?
- Have any of your programs been particularly effective with improving outcomes for women? Which ones and why?

DEMOGRAPHICS

COUNTY	SIZE OF COUNTY	NO. OF EMPLOYEES	PERCENT OF STATE	RANK
Los Angeles County	10,331,939	91,622	27.43	1
San Diego County	3,098,259	17,000	8	2
Orange County	3,098,121	17,000	8.23	3
Santa Clara County	1,808,056	15,000	4.8	6
San Francisco County	808,844	28,000	2.15	12
San Mateo County	733, 496	5,820	1.95	14
Monterey County	425,960	4,587	1.13	19
Santa Cruz County	264, 125	2,700	0.7	24

DAILY CENSUS AND AVERAGE LENGTH OF STAY FOR FEMALE INMATES

COUNTY	DAILY CENSUS	OVERALL POPULATION	LENGTH OF STAY
Los Angeles County	2,200	19,968	29 days
San Diego County	891	4,788	24 days
Santa Clara County	600	4,606	108 days
Orange County	315	6,400-6,700	161.2 days
San Francisco County	233	2,148	four hours to several months
San Mateo County	148	1,101	17 days
Monterey County	146	1,161	28 days
Santa Cruz County	71	513	95 days

Summary of Jail Programming (As reported by 7 other counties)

Name of County & Program Funding Sources	Academic Programs	Behavioral Health Programs	Vocational Programs	Highlighted Programs or Efforts
Los Angeles County (General fund, govt. grants, IWF, ADA, non-profit funding, volunteer)	ABE, GED	Self improvement, parenting, AA/NA, Court ordered rehabilitation, domestic violence, anger management	Sewing, computer skills, painting, landscape, culinary arts	Harriet Bahai Center offers legal education to address child custody/welfare issues
Monterrey County (IWF, volunteer)	GED	“Liberties, Pride, Choices” – Re-entry program to build decision making skills		A former inmates serves as an instructor
Orange County (IWF, ADA, volunteer, independent funding)	GED, ESL, ABE, Citizenship, Basic literacy	AA/NA, Parenting, Health, anger mgt., DV, Church services, bible studies	Job development, computer, sewing, culinary arts	“Angels of Love” – inmates produce angels to distribute to families of children who have life threatening illnesses, victims of terrorist acts, and fallen peace officers
San Diego County	GED/Diploma, ABE, ESL	Parenting, substance abuse, DV, Anger Mgmt., Life skills, HIV/AIDS, Pregnant Inmate Program, Literacy, religious services	Sewing, landscaping, painting, office skills, culinary arts	
San Francisco County (General fund, govt. grants, IWF, private foundations, fundraising)	Five Keys Charter School (state certified high school)	“Sister Program” – substance abuse and behavior mgmt., Non-Sister Housing provides case mgmt., conflict resolution, trauma group, parenting and parent /child visits, yoga/meditation, theater		Drug treatment programs are highly successful due to in-house treatment and post-custody treatment component. Also developing exit packets which will include bus tokens, city map, Starbucks card
San Mateo County (Govt. grants, IWF)	ESL, GED, and Project READ (literacy)	AA/NA, Bridging the Gap, AIDS Education, Anger Mgmt., DV	Job search, resume preparation	New women’s facility under construction (will add vocational programs for female inmates)
Santa Cruz County	Basic skills, GED	GEMMA(substance abuse, PTSD, life skills, relationships, counseling, and housing assistance upon release), DV, HIV/HEP C testing and counseling, law library services, parenting, 12 step, women’s health, voting, religious services	Knitting/croche ting, career and job development, computer lab with applications (Word, Excel)	UC Santa Cruz Women’s Center provides writing workshops and grants certificates of completion. “Animal Bonding” (therapeutic, personal responsibility)

Appendix D. Summary of Jail Programming in SCC (As reported by Dept. of Correction)

Elmwood Women’s Programming

Name of Program	Provider or Facilitator	Frequency of Program	Capacity for Service	Brief Description
Regimented Corrections Program (RCP) – Phase 1, 2, and 3	MAE, DADS,	Everyday M-F 0800-1100 1300-1600 8-week program	54 Minimum Security Only	Regimented Program, focuses on behavior modification and Substance Abuse issues with after care transition to phases 2 & 3.
My STORI (Mentoring and Transition)	MAE, NEXT DOOR, DADS,	Everyday M-F 0800-1100 1300-1600 8-week program	30 Minimum Security only	Substance Abuse education with strong focus on after care support group
Artemis	MAE NEXT DOOR DADS	Everyday M-F 0800-1100 1300-1600	30 Minimum Security only	Substance Abuse education for Pregnant women with after care transition to phases 2 & 3.
WINGS (Women Investigating New Gates for Sobriety)	MAE	Everyday M-F 0800-1100 1300-1600	82 Medium Security only	Substance Abuse education. May transition to other in-custody or community programs
Parents and Children Together (PACT)	Pat Cibert	Thursday 0900-1100 Fridays 0800-1100 Friday Visit 1230-1500	20 Minimum and Medium Security	Positive Parenting Class and Visit
General Education (GED)	MAE	Everyday M-F 0800-1100 1300-1600	10 Minimum Security Only	General Education
Computer Lab	MAE	Everyday M-F 0800-1100 1300-1600	21 Minimum Security only	Computer Applications
AA/NA meetings	Alcoholics and Narcotics Anonymous	Mondays 2000-2100 Fridays 2000-2100	25 Minimum and Medium	Support Meetings
Loss and Grief Class	Chaplains	1 st Wednesday of the month	Minimum Only	Support Group
Job Skills	Chaplains	Every Tuesday	Minimum Only	Job Skills by Father Jim
Space and Spirituality	Chaplains	4 th Friday of each month	Minimum Only	Support Group
Faith and Spirituality	Chaplains	Wednesday evenings each week	Minimum Only	Support Group
Heart and Soul Classes	Chaplains	10-week cycles, four times/yr. Thursday 1300 – 1500	Minimum Only	For women under 25, addressing issues of identity, spiritual empowerment and

				healthy relationships with family, friends, community and God.
Weekly Religious Services	Chaplains	Weekly in different areas	Minimum and Medium	

Main Jail Programming

Name of Program	Provider or Facilitator	Frequency of Program	Capacity for Service	Brief Description
Breaking Barriers	MAE DADS	Substance Abuse M-F 0800-1100 Violence Prevention TH – 1300-1600 Health Realization F – 1300-1600	64 Medium Security	Substance Abuse Education
Get Right	MAE	Substance Abuse M,T, Th, F 1300-1600	64 Medium Security	Substance Abuse Education
AA/NA Meetings	Alcoholics and Narcotics Anonymous	Weekly in various areas	64	Support Meeting
Weekly Religious Services	Chaplains	Weekly in various areas	Medium and Maximum	

Elmwood Men's Programming

Name of Program	Provider or Facilitator	Frequency of Program	Capacity for Service	Brief Description
Regimented Corrections Program (RCP) – Phase 1, 2, and 3	MAE, DADS	Everyday M-F 0800-1100 1300-1600	80 Minimum Security Only	Regimented Program, focuses on behavior modification and Substance Abuse issues with after care transition to phases 2 & 3.
HOPE (Healing Opportunities in a Program Environment)	MAE	Everyday M-F 0800-1100 1300-1600	40 Minimum Security only	Substance Abuse and Behavior modification program without the regimentation. May transition to Phase 2 only.
Esperanza	MAE	Everyday M-F 0800-1100 1300-1600	Part of RCP and HOPE Minimum Security only	Substance Abuse education and English as a second language for Spanish speaking monolingual individuals
Choices	MAE	Everyday M-F 1300-1600	64 Medium Security Only	Substance Abuse education
New Life	MAE	Everyday M-F 0800-1100 1300-1600	64 Medium Security only	Substance Abuse education and GED
Un Dia A La Vez	MAE	Everyday M-F 0800-1100 1300-1600	64 Medium Security Only	Substance Abuse education in Spanish and ESL
Un Paso A La Vez	MAE	Everyday M-F 0800-1100 1300-1600	64 Medium Security Only	Substance Abuse education in Spanish and ESL
Bridge	MAE	Everyday M-F 0800-1100 1300-1600	64 Medium Security Only	Substance Abuse Exit Planning Communication Skills Parenting
Lifeline	MAE	Everyday M-F 0800-1100 1300-1600	64 Medium Security only	Substance Abuse Co-Dependency Domestic Violence Parenting Communication Skills
Pride	MAE	Everyday M-F 0800-1100 1300-1600	64 Medium Security Only	Substance Abuse Exit Planning Art Communication Skills Job Readiness
Strive	MAE	Everyday M-F 0800-1100 1300-1600	64 Medium Security Only	Substance Abuse GED
Gen. Ed (GED)	MAE	Everyday M-F 0700-0800 1300-1600	25 Minimum Security only	General Education and Math skills
Computer Lab	MAE	Everyday M-F 0800-1100 1300-1600	20 Minimum Security only	Computer Applications
AA/NA Meetings	Alcoholics and Narcotics Anonymous	Weekly in different areas	Minimum and Medium Security	Support Meetings
Weekly Mass and Worship Services	Chaplains	Weekly in different areas	Minimum and Medium Security	



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