Advocacy Priorities for Incarcerated Females

Report by Lindsey Freeland
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ACKNOWLEDGMENTS

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Disclaimer: The judgements and conclusions of the analysis are solely those of the author, and are not necessarily endorsed by any of the individuals named above.
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2018 Survey of Females at the Elmwood Correctional Complex for Women

Summary of survey results on their backgrounds and experiences while incarcerated

177 of 411 females (43%) participated in the survey

Demographics

Compared to Santa Clara County’s population (a), Black and Latinx females are overrepresented in the jail population (b).

When individuals who selected more than one race or ethnicity are separated as mixed race (d), the survey underrepresents all racial groups. After incorporating the mixed race individuals into the larger race and ethnicity categories (c), the survey better reflects the overall jail population. However, Latinx and Black females are still underrepresented in the survey. For more information on methods, see additional notes at the end.

### Age

- Under 20: 2%
- 20's: 36%
- 30's: 31%
- 40's: 16%
- 50's: 14%
- 60's: 1%
- 70's+: 0%

### Gender

- 99% women
- 1% gender non-binary

### Sexual Orientation

- 73% heterosexual
- 26% lesbian, gay, or bisexual

### Foster Care

- 26% were placed in foster care as children

### Marital Status

- 13% Married
- 10% Common Law
- 51% Never Married
- 12% Divorced
- 13% Separated
**Children**

- 75% are mothers
- 83% of mothers have at least one child under eighteen
- 39% of mothers have at least one child under five
- 7 females surveyed are currently pregnant

**Education**

<table>
<thead>
<tr>
<th></th>
<th>Survey Average</th>
<th>Black</th>
<th>Latinx</th>
<th>Asian</th>
<th>White</th>
<th>American Indian</th>
<th>Middle Eastern</th>
<th>N. African</th>
<th>Pacific Islander</th>
<th>Mixed Race</th>
</tr>
</thead>
<tbody>
<tr>
<td># Responses</td>
<td>170</td>
<td>15</td>
<td>46</td>
<td>6</td>
<td>33</td>
<td>3</td>
<td>2</td>
<td>55</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Dropped Out</td>
<td>27%</td>
<td>13%</td>
<td>46%</td>
<td>17%</td>
<td>12%</td>
<td>67%</td>
<td>50%</td>
<td>0%</td>
<td>22%</td>
<td></td>
</tr>
<tr>
<td>High School Diploma/GED</td>
<td>32%</td>
<td>47%</td>
<td>28%</td>
<td>17%</td>
<td>18%</td>
<td>33%</td>
<td>0%</td>
<td>100%</td>
<td>40%</td>
<td></td>
</tr>
<tr>
<td>Some College</td>
<td>30%</td>
<td>40%</td>
<td>15%</td>
<td>67%</td>
<td>48%</td>
<td>0%</td>
<td>50%</td>
<td>0%</td>
<td>29%</td>
<td></td>
</tr>
<tr>
<td>College Degree</td>
<td>11%</td>
<td>0%</td>
<td>11%</td>
<td>0%</td>
<td>21%</td>
<td>0%</td>
<td>0%</td>
<td>0%</td>
<td>9%</td>
<td></td>
</tr>
</tbody>
</table>

**Employment**

- Majority Unemployed at Time of Arrest
  - Working two or more jobs: 7%
  - Working full-time: 13%
  - Working part-time: 15%
  - Disabled and not working: 15%
  - Unemployed: 51%

**Means for Supporting Self and Family Before Arrest:**

- 42% Public Assistance
- 31% Employment
- 30% No Income
- 19% Illegal Activity

*prompted to check one

**Housing**

Before Being Arrested, 39% Reported Experiencing Homelessness

- Residential treatment: 1%
- Shelter: 7%
- Friends: 17%
- Spouse/partner: 26%
- Family: 36%
- Homeless: 39%

Upon Reentry, 24% Expect to be Homeless and 31% Plan to Live with Family

- Shelter: 6%
- Friends: 7%
- Residential treatment: 15%
- Spouse/partner: 16%
- Homeless: 24%
- Family: 31%

*prompted to check all that apply
Grievance

83% understand how to file a grievance
63% have filed a grievance
76% were unsatisfied with their grievance outcome
86% were unsatisfied with their grievance outcome
56% report their basic needs are not being met

Programming and Services

Substance Abuse Programs and Computer Classes
Identified as the Most Useful Upon Reentry, Top 7 Shown

<table>
<thead>
<tr>
<th>Service</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction Classes</td>
<td>26%</td>
</tr>
<tr>
<td>Post Custody Support Groups</td>
<td>31%</td>
</tr>
<tr>
<td>Parenting Classes</td>
<td>34%</td>
</tr>
<tr>
<td>Anger Management</td>
<td>38%</td>
</tr>
<tr>
<td>Health Services</td>
<td>43%</td>
</tr>
<tr>
<td>Computer Classes</td>
<td>46%</td>
</tr>
<tr>
<td>Substance Abuse Programs</td>
<td>50%</td>
</tr>
</tbody>
</table>

Top Three Reasons for not Participating in Programs:

51% could not participate due to their security level
21% were not staying in jail long enough
18% reported programs were full, and they could not get in

History of Incarceration

69% were 18 or older at time of first arrest
62% were never in juvenile detention
86% have been in jail more than once
54% have been in jail 5 or more times
53% had at least one parent incarcerated

73% of Black and 2 out of 3 American Indian females have been in jail 5 or more times

Substance Abuse

72% have a history of drug or alcohol abuse
49% have received treatment for substance abuse in the past

Survivors of Abuse

84% experienced physical abuse as children
47% experienced sexual abuse as children
81% have experienced partner abuse as adults
### Health

- **71%** had health insurance when arrested
- **50%** of Asian, **63%** of Latinx, and **1 out of 3** American Indian females had insurance
- **81%** have received treatment for a mental health condition

<table>
<thead>
<tr>
<th>Mental Health</th>
<th>General Health</th>
</tr>
</thead>
<tbody>
<tr>
<td>Percent who have received services</td>
<td>73%</td>
</tr>
<tr>
<td>Satisfied with services</td>
<td>52%</td>
</tr>
<tr>
<td>Didn’t receive requested services</td>
<td>20%</td>
</tr>
<tr>
<td>Didn’t understand the process</td>
<td>12%</td>
</tr>
<tr>
<td>Didn’t get their test results</td>
<td>3%</td>
</tr>
<tr>
<td>Didn’t like how they were treated</td>
<td>20%</td>
</tr>
</tbody>
</table>

#### Additional Notes on Methodology

The Survey Weighted Adjustment was calculated by dividing each respondent by the number of racial and ethnic groups they selected. For example, if they selected two groups, they would be weighted .5 in each category.

Variations across race and ethnicity were calculated considering mixed race separately and not the weighted adjustment. However, variations were calculated using both methods to consider the stability of those differences.

There were variations in response rates across questions. All percentages reflect the percent of responders for each question. Numbers were reported instead of percentages if there were concerns about misrepresenting the data. Most questions had high response rates of 165 or above. More sensitive questions, such as those concerning history of abuse, had response rates between 149-155. Questions that only pertained to some responders, such as those with children, had lower response rates.

All security levels were surveyed. Factors during the administration of the survey, such as the interruption of programming in one of the housing units, are discussed in the larger appendix as sources of potential selection bias.
Executive Summary

Over the past decade, the Office of Women’s Policy (OWP) has produced twenty-two recommendations for gender-responsive and trauma-informed practices and policies for incarcerated females in Santa Clara County (SCC). This push is grounded in substantial academic literature that demonstrates that the needs of incarcerated females and their pathways to the criminal justice system are fundamentally different than males.¹

Of the twenty-two OWP recommendations only seven, or 32%, have been fully implemented. Updating the status of the past OWP recommendations is particularly relevant considering the current window of reform in SCC regarding the jails. Currently, SCC is considering over 530 recommendations for jail operations broadly.² Of these initial 530 recommendations, only thirteen referred specifically to women or females, equating to just 2.4% of the body of recommendations. In contrast, incarcerated females make up approximately 13% of the average daily jail population in SCC. This lack of representation in the current reform dialogue endangers the unique needs of incarcerated females being overlooked during a time of major jail reform in SCC.

This report outlines five priorities for OWP advocacy to help ensure the unique needs of incarcerated females are not overlooked moving forward.

1) Create structures to position OWP as a strong voice and partner
2) Monitor the new classification system’s impact on female classification levels and ensure the newly dedicated classification deputy is maintained
3) Build coalitions for the rededication of deputies at the female facility
4) Expand opportunities for vocational programming that lead to employment
5) Support development of new programming to maintain mother-child contact and better support mothers and pregnant females incarcerated

If implemented, these five priorities will help OWP build on their history of advocacy for incarcerated females and work in greater partnership with the Office of the Sheriff and other stakeholders. If actualized, these priorities will help improve the experiences of females while incarcerated and, ultimately, their outcomes upon reentry.

¹ Bloom, Barbara and Stephanie S. Covington. Addressing the Mental Health Needs of Women Offenders. 2008. (6, 10-11)
National Trends Reflected Locally: Females Incarcerated Have Different Needs Than Males

Since 2008, the Office of Women’s Policy (OWP) and the Commission on the Status of Women (CSW) have released two reports containing twenty-two recommendations regarding incarcerated females in Santa Clara County (SCC). These recommendations aim to make policies, practices, and programs for incarcerated females more gender-responsive and trauma-informed.³

The push for gender-responsive and trauma-informed policies and practices is grounded in substantial academic literature that demonstrates that the needs of incarcerated females and their pathways to the criminal justice system are fundamentally different than males. Incarcerated females have higher rates of mental health conditions and are more likely to have a history of physical, sexual, and emotional abuse than their male counterparts. Since many survivors of abuse experience trauma that impacts their ability to cope in normal and triggering situations, prioritizing trauma-informed practices with female survivors incarcerated is essential.⁴

Additionally, females are more likely to be charged with nonviolent offenses when compared to males. While many males incarcerated are fathers, most females incarcerated are mothers and the primary caregiver.⁵ Research has demonstrated the negative impact a mother’s incarceration can have on their children’s mental, emotional, and physical health, especially when contact is not maintained.⁶

These national trends for females incarcerated are considered below in comparison to local survey results of females in-custody at the Elmwood Correctional Complex for Women (CCW). The results of this survey demonstrate that the female-male differences in national data are reflected in the local context of Santa Clara County.⁷

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³ In recognition that not all females identify as women, the term female will be used throughout this report when referring to the broader jail population. Women or woman will be reserved for discussion about academic research related to gender-responsive policies and practices that use the term women/woman in their research.
⁴ Bloom, Barbara and Stephanie S. Covington. 2008. (6, 10-11)
⁷ Survey was administered on February 3, 3018. For more information on survey administration and data analysis, see Survey Methods Appendix.
<table>
<thead>
<tr>
<th>National</th>
<th>OWP Survey</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Mental Health</strong></td>
<td>68% of females in jail self-reported being told they had mental disorder.</td>
</tr>
<tr>
<td></td>
<td>75% of females in local jails had mental health problems in another study.</td>
</tr>
<tr>
<td><strong>History of Abuse</strong></td>
<td>77% of females in jail had experienced partner violence.</td>
</tr>
<tr>
<td></td>
<td>86% had experience sexual violence.</td>
</tr>
<tr>
<td></td>
<td>60% had experienced caregiver violence as children.</td>
</tr>
<tr>
<td><strong>Nonviolent Charges</strong></td>
<td>82% of females are in jail for nonviolent offenses including property, drug, and public order offenses.</td>
</tr>
<tr>
<td><strong>Children</strong></td>
<td>80% of females in jail are mothers.</td>
</tr>
<tr>
<td></td>
<td>70% are the primary caregiver</td>
</tr>
<tr>
<td></td>
<td>5% are pregnant during incarceration.</td>
</tr>
</tbody>
</table>

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9 James, Doris, Lauren Glaze. Mental Health Problems of Prison and Jail Inmates. U.S. Department of Justice, Bureau of Justice Statistics. December 2006. (1)
10 These results are consistent with the findings in the 2016 SCC Civil Grand Jury Report: Civil Grand Jury: Addressing Mental Illness in Santa Clara County Jails. 2016. (6)
11 Shannon M. Lynch et al., Women’s Pathways to Jail: The Roles and Intersections of Serious Mental Illness and Trauma. U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. 2012. (32)
12 Swavola Elizabeth, Kristine Riley, and Ram Subramanian. 2016. (9-10)
13 Swavola Elizabeth, Kristine Riley, and Ram Subramanian. 2016. (7)
Capitalizing on the Current Window of Reform

### Summary Status of Past Recommendations

<table>
<thead>
<tr>
<th>Recommendation Status</th>
<th>Number</th>
<th>Percent of Total (22)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Implemented</td>
<td>7</td>
<td>32%</td>
</tr>
<tr>
<td>Partially Implemented</td>
<td>8</td>
<td>36%</td>
</tr>
<tr>
<td>Not Implemented</td>
<td>7</td>
<td>32%</td>
</tr>
</tbody>
</table>

Of the twenty-two recommendations given by OWP over the last decade, only seven, or 32% have been fully implemented. Updating the status of these past recommendations is particularly relevant considering the current window of reform in SCC regarding the jails. Currently, SCC is considering over 530 recommendations for improving policies and practices in the jail operations broadly. Of these initial 530 recommendations, only thirteen referred specifically to women or females, equating to just 2.4% of the body of recommendations. In contrast, incarcerated females make up approximately 13% of the average daily jail population in SCC. This lack of representation in the current reform dialogue endangers the unique needs of incarcerated females being overlooked during a time of major jail reform in SCC.

One of the 530 initial recommendations called for the review of the status of recommendations given in the 2015 Commission on the Status of Women report on incarcerated females. This report responds to that request, and additionally includes a review of the recommendations given in the 2008 Office of Women’s Policy report on incarcerated females. Detailed status updates of the twenty-two recommendations are provided at the end of the report. Considering recommendations that have not been implemented, or are only partially implemented, this report also identifies five priorities for OWP to continue their advocacy for incarcerated females.

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Priority Recommendations Moving Forward

1) Create structures to position OWP as a strong voice and partner

Summary: To continue to build on its history of advocacy for females incarcerated, OWP should implement new structures to facilitate deep collaboration with the Sheriff and other departments to ensure priorities are actualized. OWP should establish a primary staff contact with the Sheriff to represent OWP at all meetings and manage data requests and analysis. Additionally, OWP should push to institutionalize structures for bimonthly or, minimally, quarterly progress mapping of priorities with key stakeholders.

Through publishing reports, developing a jail monitoring program, conducting surveys, hosting the 2017 Adult and Juvenile Female Offenders (AJFO) Conference, sponsoring book drives, and more, OWP has established itself as an advocate for justice involved females in SCC. The jail monitoring program provides volunteers trained by OWP the opportunity to engage with females in-custody monthly about their experiences while incarcerated. After visiting, volunteers record their observations in a survey that is analyzed by OWP to identify trends and priorities. This has led to changes in the jail facilities that benefit both the females in-custody and the Sheriff staff.

Setting up and maintaining the jail monitoring program has required partnership and trust between OWP and the Office of the Sheriff. Like the jail monitoring program, many of the recommended priorities in this report require deep and sustained collaboration with the Sheriff and other departments to actualize. To develop structures for collaboration and to continue to build on their history of advocacy for incarcerated females, OWP should consider the following:

1) Establish a primary staff contact with the Sheriff to represent OWP at all meetings and manage data requests and analysis.

OWP currently has only seven staff members, but will be adding two staff members in the coming fiscal year. This provides OWP the opportunity to dedicate a staff member to manage their relationship with the Office of the Sheriff, which will create a consistent and clear channel of communication. This individual would attend all relevant meetings and facilitate the sharing of information and collection of data. Some areas for potential data requests and analysis are recommended in subsequent priorities.
2) **Institutionalize structures for bimonthly or, minimally, quarterly progress mapping of priorities with key stakeholders.**

A team of key stakeholders from the Office of the Sheriff and OWP met recently as part of a newly formed “Women’s Intervention Team.” While this group has only met once, institutionalizing bimonthly, or at least quarterly, meetings would provide a forum for sharing data and information, mapping key priorities, and holding stakeholders accountable to planned actions. This structure would enable OWP to work in partnership on priorities from recommendation to implementation.

The San Diego County Sheriff’s Office has experienced a great wave of reform, specifically related to incarcerated females, in recent years. A Reentry Supervisor for the San Diego Sheriff emphasized the importance of getting the right people together to push for reform. San Diego County takes advantage of consistent and extensive meetings with key stakeholders to see reform through. Institutionalizing the Women’s Intervention Team would help set an underlying structure to similarly support greater reform in Santa Clara County.

During interviews with Sheriff staff, it was clear that OWP is considered a strong advocate for females incarcerated, but there also appeared to be an opportunity for closer partnership and collaboration. The above actions will create structures to facilitate a stronger and more consistent relationship with the Office of the Sheriff and other departments, that will ultimately strengthen the ability of OWP to ensure priorities for improving the experiences of females incarcerated are actualized.

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2) Monitor the new classification system’s impact on female classification levels and ensure the newly dedicated classification deputy is maintained

Summary: The new classification system purchased by SCC is not validated by gender. However, steps have been taken during implementation, such as dedicating a Classification Deputy to the female facility, to modify the system to ensure the declassification of females incarcerated, the underlying goal of classification systems that are validated by gender.

To effectively monitor the new system, OWP should request bimonthly or quarterly summary data on classification levels from the Sheriff. To supplement this data, OWP jail monitors should start asking females during their visits about their satisfaction with their classification level. OWP should also ensure the newly dedicated Classification Deputy at the female facility is maintained.

One of the recommendations from the 2015 Commission on the Status of Women report called for implementing a classification system validated by gender. Typically, classification systems originally designed for males and then applied to females over-classify females, prescribing “a more austere custody or supervision level for women than their behavior warrants.”\(^{18}\) Since an individual’s classification level dictates their opportunities for programming and other services while in-custody, over-classification negatively impacts their experiences while incarcerated and outcomes upon reentry.

Research into gender-responsive classification systems call for greater integration of challenges specific to the needs of females, including “mental health, children and parenting, poverty, relationships, self-esteem, self-efficacy, abuse and trauma, personal safety, mental health, and substance abuse.”\(^{19}\) The National Institute of Corrections worked with the University of Cincinnati to develop a free classification system validated by gender, which OWP recommended to SCC when new classification systems were being considered for implementation, but it was not adopted.

Instead, SCC purchased a gender-neutral classification system developed by Dr. James Austin. The Austin system is considered gender-neutral because there are not additional or specific questions related to the unique needs and experiences of females. While gender-neutral systems have been shown to lead to worse outcomes for females


\(^{19}\) Ibid.
incarcerated than gender-responsive systems, research shows they do perform better than systems that were made for males and then applied to females.\textsuperscript{20} One-time funding totaling $55,000 was allocated in FY 2016 and FY 2017 to purchase and implement the new system.\textsuperscript{21} The impetus for adopting a new system came from litigation and the high volume of grievances from incarcerated individuals related to their classification level.

Implementation of the new system began with a pilot in the female facility. The sheriff decided to start with the female facility due it its more manageable population size. Part of the new system includes an institutionalized 60-day review of all individual’s classification levels, which can move their classification level up or down depending on their behavior. An additional deputy has been assigned to the female facility for the duration of the pilot.

Before the new tool was implemented, two Classification Deputies were assigned to the entire Elmwood facility (male and female). Upon implementing the new tool, Sheriff staff decided to dedicate a Classification Deputy to just the female facility, in addition to maintaining two Classification Deputies at the male facility. This has enabled that Classification Deputy to be more connected with the female population, respond quicker to grievances and request forms, and work closer with the Rehabilitation Officers that are assigned at the female facility. Before there was a dedicated Classification Deputy at the female facility, requests and other communications had to go through the male facility and were often delayed.\textsuperscript{22} **OWP should continue to monitor this position to ensure it is maintained after the initial implementation process.**

Since implementing the new system, there has been major movement towards declassification of females. Whereas the old system required unsentenced individualized charged with felonies to be housed no lower than a medium-security level. The new system allows them to be housed at the minimum-security level. Before the new system was implemented, the female facility had three housing units that housed Level 1 (minimum) inmates and three units that housed Level 2 (medium) inmates. The new system has highly increased the Level 1 population, leading to one of the Level 2 housing units being transformed into a fourth Level 1 housing unit.

\textsuperscript{20} Ibid.


\textsuperscript{22} Interview with Lieutenant Thomas Duran. March 19, 2018. Classification Unit, Office of the Sheriff.
Additionally, they have changed the classification system from a 1-4 security level system to a 1-3, “low-medium-high” designation. Before this change, they had high numbers of females housed in their highest security units, which can house 48 individuals at capacity. The population in the maximum-security unit has decreased to about 20 females. In the mental health units, W4-A, they have suspended the classification of all individuals, so all individuals are security level compatible. This allows for available programming time to be maximized since all individuals can have programming at the same time, instead of needing to be grouped by classification level. This also enables mental health to provide longer group therapy.\(^2\)

Sheriff staff report that these changes, and others, have increased the overall out of cell time for the females, led to the declassification of females, and increased access to programming and services. Increasing access to services and programs has been shown to ultimately improve outcomes upon reentry and slows the rate of recidivism.\(^3\)

Therefore, the new system seems to be meeting the underlying goal of classification systems validated by gender, the declassification of females. However, OWP should continue to monitor the implementation of this new system to ensure that females continue to be classified at the lowest classification level possible.

To effectively monitor the status, OWP will need **bimonthly or quarterly summary data on classification levels from the Classification Unit in the Office of the Sheriff.** To supplement this data, OWP should add an additional question to their jail monitor survey to ask females during their visits about their satisfaction with their classification level.

With the recent fiscal and implementation investment in the new classification system, it is unlikely the Sheriff would consider adopting a new, gender-specific system at this time. However, if the suggested data collection and analysis above reveals that classification levels are not remaining low, or the survey results from the jail monitors demonstrate that females are consistently unsatisfied with their classification level, OWP will be able to develop support for considering a gender-responsive supplement to the classification system, or adoption of a female-specific system, in the future.\(^4\)

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\(^4\) In addition to providing a female-specific classification system, NIC and the University of Cincinnati also developed a free gender-responsive supplement that can be combined with the existing Austin system.
3) Build coalitions for the rededication of deputies at the female facility

**Summary:** In response to financial constraints during the Great Recession, the female facility was integrated with the male facility ten years ago. Deputies are fluid between facilities, which has led to deputies from the female facility being pulled to the male facility when there are staffing shortages or other issues, along with revolving staff generally. This leads to less consistency for females incarcerated and potentially contributes to higher grievance volume.

There has been movement toward rededicating staff at the female facility, including rededicating a command staff five years ago and the recent dedication of a Classification Deputy. However, there is resistance to dedicate the entire deputy staff. Moving forward, OWP should build a coalition with Sheriff personnel, including the incoming new commanding lieutenant at the female facility, to gain their support for the change.

Ten years ago, the female facility at Elmwood ran autonomously, with a dedicated deputy staff, its own booking and processing centers, and a dedicated captain. However, when the Great Recession hit, the female facility was merged with the male facilities to save money. This included merging the booking and processing centers, making the deputy staff fluid so that they could be pulled between facilities, and removing a dedicated command staff at the female facility.26

About five years ago, a dedicated command staff was reinstated at the female facility, but only to the lieutenant level, as opposed to the captain level that exists at the male facilities.27 During interviews, the importance of the dedicated lieutenant at the female facility was emphasized repeatedly. Specifically, the most recent lieutenant, Lieutenant Etheridge, was noted to be a strong advocate for resources and staffing of the female facility. Lieutenant Etheridge recently retired in December of 2017 and has yet to be replaced.

**Benefits of Dedicated Deputies**

Captain Hoyt, who has been with the Sheriff Department for 30 years, believes there should be a rededication of deputy staff. After the facilities were merged, it became frequent practice to pull deputies from the female facility to the male facility when there were staffing shortages or issues at the male facilities. This was reportedly less of

27. Interview with Lieutenant Amy Le. March 15, 2018.
an issue once Lieutenant Etheridge came into command because she protected her staff from this pulling. However, with the current leadership transition, it could become a widespread practice again.28

Lieutenant Amy Le, who works in the grievance unit, believes the pulling of female deputies to the male facilities leads to a greater number of grievances from females incarcerated. When a deputy is pulled from the female side, the deputy capacity at the female facility becomes stretched and less able to accommodate the requests of females incarcerated in a timely manner, thus leading to grievances. Lieutenant Le believes a dedicated staff would lead to less grievances from the females incarcerated since there would be fewer instances when staff is stretched.29

Moving to a dedicated staff at the female facility would enable deputies to establish stronger relationships with the individuals they supervise, and females incarcerated to benefit from greater consistency. Prioritizing consistency between deputies and females incarcerated is supported by gender-responsive research that emphasizes the fundamental relational nature of women, who often become involved in the criminal justice system because of dysfunctional relationships. To be most successful in the correctional setting, females need “respectful, mutual, and compassionate relationships with correctional staff,” which cannot be fully developed without consistent deputy staffing.30

Since individual deputies vary in their practices, steady staffing would allow the females incarcerated to learn what to expect from their daily routine, such as when they will get personal time and access to phones. Lieutenant Rocha-Sanchez believes this would help stabilize the concerns of the females incarcerated.31 In San Diego County (SDC), the staffing at the female facility is dedicated. Jessica Barawed, a reentry supervisor in SDC, believes this leads to greater investment, understanding, and ownership among deputies over the facility and the females there.32

Concerns about Dedicated Deputies
Lieutenant Rocha-Sanchez reported that when the staff at the female facility was dedicated in the past, there was an issue of limiting the placement of female deputies to

28 Interview with Captain Hoyt. April 5, 2018. On the committee with First Five for new programming for incarcerated women.
29 Interview with Lieutenant Amy Le. March 15, 2018.
the female facility. This led to frustration among female deputies who wanted to gain experience working in the men’s facility, which they believed would help bolster their case for later promotion.33

San Diego County had a similar practice of limiting female deputies to the female facility in the past, but has since moved away from the mindset that you must have female deputies in a female facility to be gender-responsive. While there is a greater need for female deputies at the female facility for placement in housing modules and for specific practices, all genders work at the facility. If Santa Clara County moved to a dedicated deputy staff, they could continue to allow for all genders to work at the female facility. San Diego County prioritizes deputies of all genders for the female site that are excited to work with the female population and understand the unique challenges they face.34

Captain Hoyt disagrees with the perception that having a dedicated staff at the female facility would limit deputy opportunity for promotion. In her experience, the female facility is a fast track facility for promotion since deputies work with every classification level. Female deputies at the female facility can also engage in all interactions with incarcerated females, such as strip searching. Female deputies cannot engage in such practices in the men’s facilities.35 Currently, deputy staff are often placed on an assignment for six months to one year at a facility, but with the practice of pulling staff there is greater movement between the facilities.36 If the Sheriff moved toward dedicating staff at the female facility, there would still be the opportunity to keep assignments to about one year, which would allow for staff to transition to other facilities. In that way, staff would be more consistent, but the opportunity to work in all the facilities would be maintained.

Resistance Expected – Build Coalitions to Move Forward
While many of the individuals interviewed for this report were in support of rededicating deputy staff at the female facility, Captain Hoyt cautioned there would likely be strong resistance to the change. The concern is reportedly not financial. While there is a general shortage of deputy staff across the entire department, moving to a

33 Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.
34 Interview with Jessica. March 7, 2018.
35 Interview with Captain Hoyt. April 5, 2018.
dedicated staffing at the female facility should not exasperate those issues or require extra funding.\textsuperscript{37}

One barrier is the resistance to losing the convenience of pulling deputies from the female site when needed. This flexibility is useful, particularly in the context of staffing shortages in the Sheriff department generally. Dedicated staffing at the female facility has reportedly been brought up several times by Captain Hoyt and others, but has not gained traction. To make a permanent policy shift, the impending new lieutenant at the female facility would need to request and advocate for the change, with eventual approval by the Sheriff.\textsuperscript{38}

Recent rededications of staff to the female facility demonstrates that dedicating staff to the female facility often makes sense and can be implemented quickly. As mentioned above, a command staff was rededicated to the facility five years ago and a Classification Deputy was recently assigned to serve just the female facility. These dedicated staff were mentioned many times in my interviews as sources of stability, consistency, and efficiency, since they can devote all their time and attention to one facility.\textsuperscript{39}

To work toward rededication of deputy staff at the female facility, \textbf{OWP should work to build a coalition with Sheriff stakeholders that support the change}. This can be included in the committee structure in the first recommended priority. Once the new lieutenant is chosen for the female facility, OWP should communicate the anticipated benefits for a dedicated deputy staff for incarcerated women, including providing consistent expectations, opening opportunities for relationship building, and potentially decreasing the volume of grievances from the female facility.

\textsuperscript{37} Interview with Captain Hoyt. April 5, 2018.
\textsuperscript{38} Ibid.
\textsuperscript{39} Interview with Lieutenant Thomas Duran. March 19, 2018.
4) Expand opportunities for vocational programming that lead to employment upon release

Summary: While program participation between the male and female facilities is proportional, females have access to fewer and poorer quality vocational programs. SCC Board of Supervisors recently allocated $250,000 for vocational contracts. OWP should partner with the Sheriff to insure an equitable amount of that funding goes towards providing vocational opportunities at the female facility.

Females incarcerated identified computer classes as a top priority in the OWP survey. In the search for new vocational providers, OWP should advocate for a new computer vocational contract that provides more rigorous and applicable training than what is currently provided. OWP should also advocate for contracts with partners that can provide rigorous in-custody training that leads to strong job opportunities upon reentry.

Most females incarcerated in SCC reported being unemployed at the time of their arrest. Unemployment is a high predictor of recidivism for both males and females. Therefore, developing vocational skills while in-custody that are applicable to the workforce can help reduce recidivism.

Program participation data suggests that participation in programs between the female and male facilities at Elmwood are proportional, at approximately 34% and 33% respectively. However, the female facility has fewer vocational opportunities and, those that do exist, do not provide rigorous training to lead to employment upon release. For example, there is a computer class, but it is limited to basic skills like typing and resumes. The vocational programs offered are also gendered. For example, the males have a construction class while the females have embroidery.

<table>
<thead>
<tr>
<th>Employment Status at Arrest (OWP Survey)</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Working two or more jobs</td>
<td>7%</td>
</tr>
<tr>
<td>Working full-time</td>
<td>13%</td>
</tr>
<tr>
<td>Working part-time</td>
<td>15%</td>
</tr>
<tr>
<td>Disabled and not working</td>
<td>15%</td>
</tr>
<tr>
<td>Unemployed</td>
<td>51%</td>
</tr>
</tbody>
</table>

*prompted to check one

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40 Van Voorhis, Patricia, Emily Salisbury, Emily Wright, and Ashley Bauman. January 28, 2008. (17)
41 It unlikely that this data means 34% of the population is engaging in programs, since there is no information on whether individuals are double counted between programs. Other reports have put total population participation at 20%. See: Huskey & Associates. Recidivism Study of the Santa Clara County Department of Correction’s Inmate Programs. January 2012.
42 Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.
The SCC Board of Supervisors just approved $250,000 for the FY 2018 budget to be funneled towards vocational programming at the jail facilities broadly.\textsuperscript{43} Lieutenant Rocha-Sanchez, who heads jail programming, has identified increasing vocational opportunities for females as a major priority with these new funds.\textsuperscript{44} **OWP should partner with the Office of the Sheriff to ensure an equitable amount of that funding is allocated to the female facility for vocational opportunities.**

Computer classes were selected as the second most useful resource upon reentry by females incarcerated in the OWP survey. Lieutenant Rocha-Sanchez, who manages programs, agreed that it would be better if the content was more useful for developing skills for employment opportunities. Security concerns over internet access was identified as a major barrier to improving computer training content. **In the search for new vocational providers, OWP should advocate for a new computer vocational contract that has overcome these security concerns at other facilities.**

Currently, Goodwill provides in custody programming that covers creating a resume typing, and mock interviews. Upon reentry, formally incarcerated individuals that complete the in-custody training can report to Goodwill when released and receive further support in finding a job, including a formally incarcerated mentor that will help them complete applications and attend interviews. This type of a model is a positive example of how support during custody can lead to better employment opportunities and outcomes upon reentry. **OWP should advocate for similar programs that provide a rigorous handoff between in-custody training to reentry employment opportunities.**

To increase opportunities further, **OWP should discuss with stakeholders the possibility of changing current vocational programming to be more rigorous.** For example, switching embroidery to a different vocational. A newly enacted GROW program, a collaboration between the Office of Reentry Services, Sheriff, and Probation, is working to create structures for a smoother transition from custody to reentry for females. The GROW committee would be a strategic place for OWP to build a strong coalition to push for meaningful vocational opportunities.\textsuperscript{45}

\textsuperscript{43} County of Santa Clara, Jail Reforms Programs (PGM). PGM 2. As of March 20, 2018. www.sccgov.org/sites/jr/summarized-recommendations/Pages/Programs.aspx.
\textsuperscript{44} Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.
\textsuperscript{45} Gender-Responsive Opportunities for Women (GROW), is funded through the state realignment funding and is housed in the Office of Reentry Services under their Community Recidivism Reduction Program. SSC received $750,000, which they used to launch the GROW program which provides gender-responsive wrap-around service. Cross-collaboration between the Sheriff/DOC, Probation, and Reentry is a key component of the program.
5) Support development of new programming to maintain mother-child contact and better support mothers and pregnant females incarcerated

**Summary:** OWP should work with the Sheriff Department and Captain Hoyt to determine how they can best support new efforts to maintain mother-child contact and better support mothers and pregnant females who are justice involved. Due to the significant research supporting the positive impacts of maintaining mother-child contact during incarceration, and the unimplemented recommendations related to this area that OWP has made in the past, OWP should insert themselves in the effort to offer new programming and resources for incarcerated mothers.

Recently, efforts have begun to improve the maintenance of mother-child contact while a mother is incarcerated in SCC. First Five has facilitated this effort by gathering dozens of stakeholders from the Sheriff, Probation, Social Services and other departments to strategize how to overcome existing barriers to mother-child contact, particularly for females with children ages six and under. As demonstrated in the OWP survey, 75% of females incarcerated in SCC are mothers, and 39% have children under five years old. Therefore, this new programming effort is extremely relevant and responsive the jail population.

The focus on mothers as opposed to fathers stems from the higher barriers to maintaining mother-child contact as opposed to father-child contact. Sheriff staff report that fathers tend to receive consistent visits from their children and spouses or partners. Mothers, on the other hand, tend to be primary caregiver before incarceration. Once a mother is incarcerated, their child will often be in the care of a grandparent, other relative, or foster care, which can make it more difficult to coordinate visits. Vast research has demonstrated the negative impacts of incarceration of mothers on their children, as well as the importance of maintaining mother-child contact and providing parenting support to mothers incarcerated to boost parenting-confidence upon reentry.

The scope of the new First Five collaboration is wide and still forming. They hope to address many barriers to visitation for mothers incarcerated, such as access to transportation and collaboration with Social Services to coordinate visits from children.

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46 Interview with Captain Hoyt. April 5, 2018.
in foster care. They are also considering best practices for bridging information gaps for incarcerated mothers and pregnant females, such as informing incarcerated mothers of their rights regarding custody proceedings and providing parenting packets informed by First Five resources, both recommendations that have been given in the past by OWP. **OWP should work with the Sheriff Department and Captain Hoyt to determine how they can best support these new efforts to maintain mother-child contact and better support and inform mothers and pregnant females that are justice involved.**

While there are many key stakeholders involved in the formulation of the new programming, Captain Hoyt, who is the representative from the Sheriff in these efforts, worries that the initial motivation from key stakeholders will eventually wear down, which will make maintenance of implementation challenging for the Office of the Sheriff. There is currently no funding allocated towards this new program, and the mechanisms for the different components have not yet been settled. Therefore, it is a prime opportunity for OWP to insert themselves into the conversation and help maintain energy, focus, and accountability of stakeholders moving forward.
Status of Past Recommendations

Breaking Cycles, Rebuilding Lives: Gender Analysis of Programs and Services for Incarcerated Women in Santa Clara County.
County of Santa Clara Department of Correction, Commission on the Status of Women, Office of Women’s Policy. May 2008. (BCRL – 16 Recommendations)


<table>
<thead>
<tr>
<th>Summary Status of Past Recommendations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recommendation Status</td>
</tr>
<tr>
<td>Number</td>
</tr>
<tr>
<td>Percent of Total (22)</td>
</tr>
<tr>
<td>Implemented</td>
</tr>
<tr>
<td>7</td>
</tr>
<tr>
<td>32%</td>
</tr>
<tr>
<td>Partially Implemented</td>
</tr>
<tr>
<td>8</td>
</tr>
<tr>
<td>36%</td>
</tr>
<tr>
<td>Not Implemented</td>
</tr>
<tr>
<td>7</td>
</tr>
<tr>
<td>32%</td>
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</table>

Sub-Category | Report | Original Recommendation Text | Status |
-------------|--------|------------------------------|--------|
Classification |
Gender-Responsive Classification System | CSW - 1 | Implement a classification system validated by gender. | Not Implemented |

*In December of 2016, a new gender-neutral classification tool, the Austin system, was purchased. At least $55,000 has been allocated to purchase the new system and train staff. The tool is not validated by gender, but the Sheriff and DOC are taking steps to tailor the system for women. Continuing to monitor the impact of implementation on females incarcerated is discussed in priority (2) moving forward.*

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Grievances

<table>
<thead>
<tr>
<th>Grievance Trends</th>
<th>BCRL - 1</th>
<th>Implemented</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>DOC staff will continue to review and analyze female inmate grievances so that they can identify trends and respond to areas of concern.</td>
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</table>

*After the Blue Ribbon Commission recommendations in 2016, the process for grievances was reformed to make the process more confidential. There is a dedicated grievance unit that is tasked with reviewing all grievances filed and ensuring they are responded to within 30 days. One analyst is dedicated to reviewing and identifying trends of grievances from the female facility at Elmwood.*

Reentry Resources

<table>
<thead>
<tr>
<th>Post-Custody Support Groups</th>
<th>BCRL - 5</th>
<th>Partially Implemented</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Development of a post-custody support group and a computer training course for women through Milpitas Adult Education.</td>
<td></td>
</tr>
</tbody>
</table>

*A post-custody support group does exist through probation. There is no computer class offered post-custody, though there is a computer class available to females while in-custody. The computer course was described as limited in scope, with the majority of instruction on resumes and typing as opposed to more rigorous skill development.*

<table>
<thead>
<tr>
<th>Transitional Packet/Exit Plan</th>
<th>BCRL - 6</th>
<th>Partially Implemented</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>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.</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CSW - 3</th>
<th>Partially Implemented</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Ensure that all inmates leave the facility with an exit plan that includes preparation and orientation about support programs for re-entry.</td>
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</tbody>
</table>

*Transitional packet and exit plans are the same system. Rehabilitation Officers (ROs) develop these plans with individuals so that it includes resources and information most relevant to them. The status of the*

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49 Interview with Lieutenant Amy Le. March 15, 2018.

50 Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.
<table>
<thead>
<tr>
<th>External Partnerships</th>
<th>BCRL – 4</th>
<th>Partially Implemented</th>
</tr>
</thead>
<tbody>
<tr>
<td>Initiate 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.</td>
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</table>

The Office of Reentry has expanded partnerships in recent years to provide greater support to all females upon reentry. The partnership with First Five has recently expanded with efforts to create new programming for maintaining mother-child contact. However, there are currently no apprenticeship programs in place that lead to an opportunity for direct employment upon reentry.

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51 Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.
<table>
<thead>
<tr>
<th>Programming, Vocational Training, and Resources</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Gender-Responsive, Trauma-Informed Programming</strong></td>
</tr>
</tbody>
</table>

Implementing gender-responsive and trauma-informed training for staff has helped to establish a mindset that females incarcerated have unique needs that require different approaches. There have been additions to programming for the female population, such as yoga and meditation. However, the programming still is not as structured or directly responsive to the unique needs of females.\(^{52}\)

| Computer Based Vocational Programming | BCRL - 16 | 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. | Partially Implemented |

There is a computer class for in-custody females that is offered. The focus of the instruction is on typing and resumes, as opposed to more specific skills that could be transferrable to the jobs originally envisioned in this recommendation. Expanding the vocational programming is considered above under priority (4).

| Resources at Booking for Special Populations | BCRL – 8 | Provide 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. | Not Implemented |

When females are booked, they are given an orientation booklet. This includes rules, information about programs, and processes for submitting requests. It does not include information for special populations described in this recommendation.\(^{53}\)

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\(^{52}\) Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.

\(^{53}\) Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.
<table>
<thead>
<tr>
<th>Contract with Domestic Violence Agencies for Direct Service</th>
<th>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).</th>
</tr>
</thead>
<tbody>
<tr>
<td>BCRL – 3</td>
<td><strong>Not Implemented</strong></td>
</tr>
<tr>
<td><strong>There are currently no contracts with domestic violence agencies for services to females in-custody or upon reentry with the Office of Reentry Services.</strong>[^54]</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Updated and Relevant Access to Books</th>
<th>Installing bookshelves in the women’s living quarters and providing new reading material on women’s health, self-help and parenting</th>
</tr>
</thead>
<tbody>
<tr>
<td>BCRL – 2</td>
<td><strong>Implemented</strong></td>
</tr>
<tr>
<td><strong>The Office of Women’s policy helped get bookshelves were installed and sponsors book drives annually to ensure the books are as updated and relevant as possible.</strong></td>
<td></td>
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</table>

<table>
<thead>
<tr>
<th>Staff and Staff Training</th>
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</thead>
<tbody>
<tr>
<td><strong>BCRL - 10</strong></td>
</tr>
<tr>
<td>Training for applicable staff on gender responsive strategies for working with female offenders</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th><strong>Gender-Responsive Training</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>CSW - 6</strong></td>
</tr>
<tr>
<td>Gender-responsive training for all staff beginning at the Academy level.</td>
</tr>
<tr>
<td><strong>BCRL - 11</strong></td>
</tr>
<tr>
<td>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.</td>
</tr>
</tbody>
</table>

[^54]: Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018.
[^55]: Interview with Lieutenant Maria Rocha-Sanchez. March 8, 2018. Program manager responsible oversight of programs and data for reentry.
This year, a “Training of Trainers” program was initiated. This will enable trained Sheriff personnel to train other applicable staff on gender-responsive and trauma-informed strategies. Currently gender-responsive training is not part of the academy training.

**Gender-Responsive Protocol**

| CSW - 5 | Develop and implement a department-wide gender-responsive protocol. | Not Implemented |

**Elmwood Women’s Staff**

| BCRL - 9 | 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. | Implemented |

| CSW - 4 | Explore the feasibility of staffing the women’s section as an autonomous facility. | Not Implemented |

Five years ago, there was a rededication of command staff at the female facility to the lieutenant level (as opposed to the captain level that existed before the facilities were merged and is still the top position at the men’s facilities). Lieutenant Etheridge, who retired in December of 2017, has yet to be replaced. The merits of considering a return to a fully dedicated deputy staff is considered under the priority (2).

**Collaboration with OWP and CSW**

| BCRL - 7 | 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. | Implemented |

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The Sheriff and Office of Women’s policy continue to collaborate in many areas, including the jail monitoring program that allows volunteers into the facility to monitor the treatment and experiences of females incarcerated. Room to grow the relationship further is considered under the priority (1).

Pregnant Women and Mothers Incarcerated

| Mattress Thickness for Pregnant Women | 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. | Partially Implemented |

| First Five Parenting Packet | 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). | Partially Implemented |

Pregnant inmates get a medical Krono for an extra mattress, which provides a two-inch mattress instead of the recommended four-inch.\(^{57}\)

There are parenting packets given out through the programs unit and medical, but they are not provided by First Five. Sheriff is currently working with First Five to update packets and programming available for mothers incarcerated.\(^{58}\)

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\(^{57}\) Interview with Captain Hoyt. April 5, 2018.

\(^{58}\) Ibid.
<table>
<thead>
<tr>
<th>Supply Battery-Operated Breast Pumps</th>
<th>BCRL - 15</th>
<th>Implemented</th>
</tr>
</thead>
<tbody>
<tr>
<td>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.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Nursing inmates get a medical Krono for electronic Breast pump.**

<table>
<thead>
<tr>
<th>Notification of Rights During Deposition</th>
<th>BCRL - 12</th>
<th>Not Implemented</th>
</tr>
</thead>
<tbody>
<tr>
<td>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.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**There is no packet available at booking that explains their rights regarding their children and the legal progress. Females are also not asked at booking if they are mothers. Sheriff staff explained that there is often a lack of trust at booking, so females are unlikely to give information about their families at that time.**

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59 Ibid.
60 Ibid.
Appendix A - Survey Methods

On February 3, 2019, sixteen volunteers administered the survey to 177 females in Elmwood Women’s Facility, 43% of the total 411 females in the jail that day. Most volunteers were experienced jail monitor volunteers who visit and interact with incarcerated females regularly and have been trained on gender-responsive and trauma-informed practices. Additionally, there were a few county staff present as well as two new volunteers.

Survey Coordination and Administration

There has been a recent leadership transition at the Elmwood Women’s facility, with the retirement of Lieutenant Etheridge in December of 2017. Her position has yet to be replaced, which led to some coordination difficulties between OWP and the Department of Correction (DOC) for the survey administration. Additionally, the person OWP did coordinate with about the survey was not at the facility on the day the survey was administered. This led to some confusion among DOC staff the morning of the survey.

The DOC staff escorted the volunteers and allowed them to administer the survey to all residential areas and all security levels. For maximum security units, the females had to remain in their dorm, so the paper survey was slid under the door for them to fill out, or, if needed, the survey was read aloud to females who remained in their dorm unit. Unfortunately, due to coordination difficulties leading up to the survey administration, one dorm was put on lockdown to complete the survey since it was administered during their normal non-structured programming time. In all other housing areas, females were able to interact face-to-face with volunteers.

Concerns About Bias

As stated above, 43% of females completed the survey. There are a few concerns about selection bias. Those who administered the survey reported that the women who chose to participate were more engaged and in a better space that the women who chose not to participate. Therefore, the results may disproportionately include females who are accessing program or struggling less with mental health.

The dorm that was put on lockdown during their programming time for the survey had females who were reasonably upset that their personal time had been disrupted. Those who administered the survey reported many refused to take the survey initially, but that after communicating the purpose and content of the survey they were able to convince many of the females to participate. However, the disruption may have caused females
to rush through the survey, skip more questions than they would have without the
disruption to their personal time, or respond more negatively to some questions.
Overall, participation in the interrupted dorm was lower than other housing units.

The survey was translated into Spanish and there was a county staff member available
to translate the survey verbally into Vietnamese. Although those who administered the
survey didn’t observe any females not taking the survey due to language barriers, of the
177 who took the survey, English and Spanish were the only reported primary
languages. This leads to a concern that those comfortable with other languages were
unable to access the survey. Translating the survey in the future to additional languages
will help ensure equal access to the survey, regardless of preferred language.

Finally, there seemed to be incorrect information given to the females regarding the
survey, which likely stemmed from the difficulty in pre-administration communication
and coordination between OWP and DOC. The females were told about the survey the
night before, but were under the impression it was not a personal survey. This led to
many females expressing surprise at the content of the survey, or expressing initial
disinterest in the survey because they perceived it as unimportant. This may have led to
lower response rates.

Representation by Race and Ethnicity
The survey allowed individuals to select more than one race or ethnicity category,
resulting in 33% of survey respondents reporting two or more race or ethnicity
categories. When these individuals were considered separately as mixed race, the
survey underrepresented Black, White, Latino, and Asian categories when compared to
the racial and ethnic breakdown of the full female jail population provided by the DOC.
American Indian was selected by 2% of the survey group even though the DOC reported
zero Native Americans in the overall jail population. The survey also included additional
categories not in the DOC report, including Native Hawaiian/Pacific Islander and Middle
Easter/North African, which were selected by 2% and 1% of the survey group
respective.

To better consider how representative the survey group was in comparison to the
overall female jail population, a “Survey Weighted Adjustment” was calculated by
dividing each respondent by the number of racial and ethnic groups they selected. For
example, if an individual selected two groups, they would be weighted .5 in each
category. After this method was applied to all individuals, the survey group better
represented the overall jail population. However, Latinx, Black, and Asian females were
still underrepresented by approximately 7%, 5%, and 1% respectively. Underrepresentation is partly attributable to the survey expanding racial and ethnic categories. For example, Pacific Islander was listed as a separate category when it would often be encompassed under Asian.

There was an overreporting of American Indian, which represented 7% of the survey group after the weighted adjustment. This is a trend seen by the Census Bureau and Pew Research as they move toward allowing individuals to select more than one race. Pew Research found that white and Native American were the most common selection nationally for multiracial adults, but their “ties to their Native American heritage are often faint: Only 22% say they have a lot in common with people in the U.S. who are American Indian.”\(^{61}\) This context should be considered when interpreting the significant percent of the survey group that selected American Indian.

Variations across race and ethnicity were calculated considering mixed race separately and not the weighted adjustment. However, variations were calculated using both methods to consider the stability of those differences.

**Sensitive Topics in the Survey**

The survey contains personal questions that may trigger and upset both the females taking the survey and the volunteers administering the survey. The survey was updated to include a trigger warning at the beginning of the survey, that also emphasized that the survey was completely voluntary and that participants could stop at any time or skip any questions that made them uncomfortable.

After the survey was administered, an additional trigger warning has been added before the abuse history section for future survey takers. It may be appropriate to consider adding additional trigger warnings throughout the survey. Working with the DOC and Mental Health Services to provide processing time, meditation, or programming after survey administration for females in-custody that complete the survey would also be a more trauma-informed approach. A similar post-survey administration practice to allow for processing should be considered for volunteers. The Office of Reentry Services (ORS) did a similar survey of incarcerated women about six months prior to this survey. The analysis that was done for the ORS survey also included these trigger and trauma considerations as a next step for future surveys.\(^ {62}\) Collaborating with ORS in the future


\(^{62}\)Santa Clara County Office of Reentry Services. Santa Clara County Office of Reentry Services. October 2018. (2)
to potentially combine the surveys, as they are very similar, may help maximize resources.

Sources of Error in Survey
After the survey was administered, a few errors were found that have since been corrected.

An additional question about the individual’s sex at birth was added to the survey by OWP. However, the wording of the question, “What was your sexual orientation at birth,” did not make sense. This has been updated for future surveys to say, “What was your assigned sex at birth (sex on birth certificate)?” Due to the confusing nature of the question, the results were discarded for this analysis.

Additionally, when the question above was added, the numbering of questions throughout the rest of the survey were thrown off. This may have led to confusion in the domestic violence portion of the survey, leading to respondents that were not arrested for domestic violence to answer a question about calling police in the future that was only meant for those who had been arrested for domestic violence.

The programming questions may have contained programs that are not currently provided to females incarcerated. OWP attempted to reach out to the Office of the Sheriff for a list of current programming but ended up with two contradictory lists. This may have led to some confusion. Additionally, the prompt in the programming question to “check if satisfied” may not have been clear. The language for this portion of the survey has also been updated for the future.

The yes/no boxes were dropped from the fourth question on the survey when OWP staff moved the survey to a larger paper size, which asked respondents if their basic needs were being met. While many women wrote in a yes or no response, the response rate to that question was lower than the questions preceding it, with only 138 respondents.

There were variations in response rates across questions. All percentages reflect the percent of responders for each question. Numbers were reported instead of percentages if there were concerns about misrepresenting the data. Most questions had high response rates of 165 or above. More sensitive questions, such as those concerning history of abuse, had response rates between 149-155. Questions that only pertained to some responders, such as those with children, had lower response rates.
# Appendix B - List of Interviewees

<table>
<thead>
<tr>
<th>Name</th>
<th>Department</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lieutenant Maria Rocha-Sanchez</td>
<td>Programs Unit - Office of the Sheriff</td>
</tr>
<tr>
<td>Captain Eric Taylor</td>
<td>Administration - Office of the Sheriff</td>
</tr>
<tr>
<td>Sergeant Jennifer Mallet</td>
<td>Women's Administrative Sergeant - Office of the Sheriff</td>
</tr>
<tr>
<td>Julie Posadas Guzman</td>
<td>Evidence Based Practices Program Manager - Probation Department</td>
</tr>
<tr>
<td>Nellie Lee</td>
<td>Program Manager - Office of Reentry Services</td>
</tr>
<tr>
<td>Captain Blanca Hoyt</td>
<td>Programming Unit for Women and Children - Office of the Sheriff</td>
</tr>
<tr>
<td>Lieutenant Amy Le</td>
<td>Grievance Unit - Office of the Sheriff</td>
</tr>
<tr>
<td>Lieutenant Thomas Duran</td>
<td>Classification Unit - Office of the Sheriff</td>
</tr>
<tr>
<td>Jessica Barawed</td>
<td>Reentry Supervisor - San Diego County Sheriff</td>
</tr>
</tbody>
</table>