

# AMERICAN JAIL ASSOCIATION

## 22ND ANNUAL TRAINING CONFERENCE & JAIL EXPO

ALBUQUERQUE, NM  
May 4-8, 2003

workshop title:

### NIC COSPONSORED--EFFECTIVE MANAGEMENT OF FEMALE INMATES: APPLYING THE RESEARCH ON GENDER RESPONSIVE CORRECTIONAL STRATEGIES TO LOCAL JAILS

Tuesday, May 6, 2003  
2:00 pm - 4:00 pm

018812

# Gender-Responsive Strategies: Research, Practice, and Guiding Principles

Effective Management of Female Inmates: Applying the Research  
on Gender Responsive Correctional Strategies to Local Jails

American Jail Association  
22<sup>nd</sup> Annual Training Conference  
Albuquerque, New Mexico  
May 6, 2003

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## Definitions

### Gender-Responsiveness

Creating an environment through site selection, staff selection, program development, content, and material that reflects an understanding of the realities of women's, and is responsive to the issues of the women participants.

### Theoretical Framework

The theories related to gender and substance abuse (and any other relevant treatment services) that create the framework of thought for program development. This is the knowledge base that creates the foundation upon which the program is developed.

### Treatment Modalities

The approaches used in the program that create the therapeutic process. These are the ways in which theory is operationalized (how theory is applied).

## Gender-Responsive: What does it mean?

- Safe, supportive and nurturing woman-centered environment that encourages trust, bonding and connection.
- Theoretical perspective/s that incorporate women's pathways into the criminal justice system.
- Programmatic approaches based on theory/theories that fit the psychological and social needs of women.
- Therapeutic modalities/approaches (e.g., relational) that address issues such as physical, sexual and emotional abuse; family relationships, substance abuse, eating disorders and co-occurring disorders.
- Opportunities to develop skills in a range of educational and vocational areas (including non-traditional vocational skills).
- A strength or asset-based approach to treatment and skill building.
- Staff that reflect the client population in terms of gender, race/ethnicity, sexual orientation, language (e.g., bilingual) ex-offender and recovery status.
- Female role models and mentors that reflect the racial/ethnic and cultural backgrounds of the clients.
- Utilization of gender-responsive assessment tools and individualized treatment plans which match appropriate treatment with the identified needs/assets of each client.
- Utilization of bilingual program materials.
- An emphasis on activities that focus on empowerment and self-efficacy.
- Education and counseling relating to health (e.g., pregnancy, nutrition, stress management, HIV/AIDS, STDS) and mental health (e.g., PTSD, depression).
- Emphasis on parenting education, child development, and relationships/reunification with children (if relevant).
- Child friendly environment with age-appropriate activities designed for children.
- Linkages to community based agencies re: sober housing, employment, substance abuse treatment, 12-step support groups, child welfare, domestic violence, parenting, childcare, peer support groups, health, mental health, HIV/AIDS, day treatment, and other aftercare.
- Gender-responsive and culturally competent in-service staff training.

—Source: Adapted from "Gender-Specific Programming for Female Offenders: What is it and Why is it Important?" B. Bloom & S. Covington, American Society of Criminology, 1998.

## **Guiding Principle 1: Acknowledge That Gender Makes A Difference**

The first and foremost principle in responding appropriately to women is to acknowledge the implications of gender throughout the criminal justice system. The criminal justice field has been dominated by the rule of parity, with equal treatment to be provided to everyone. However, this does not necessarily mean that the exact same treatment is appropriate for both women and men. The data are very clear concerning the distinguishing aspects of female and male offenders. They come into the criminal justice system via different pathways; respond to supervision and custody differently; have differences in terms of substance abuse, trauma, mental illness, parenting responsibilities, and employment histories; and represent different levels of risk within both the system and the community. In order to successfully develop and deliver services, supervision and treatment for women offenders, we must first acknowledge these gender differences.

### **Guiding Principle 1: Implementation**

- Make women's issues a priority.
- Allocate both human and financial resources to create women-centered services.
- Designate a high-level administrative position for oversight of management, supervision, and services.
- Recruit and train personnel and volunteers who have both the interest and the qualifications needed for working with women who are under criminal justice supervision.

## **Guiding Principle 2: Create an Environment Based on Safety, Respect, and Dignity**

Research from a range of disciplines (e.g., health, mental health, and substance abuse) has shown that safety, respect, and dignity are fundamental to behavioral change. In order to improve behavioral outcomes for women, it is critical to provide a safe and supportive setting for supervision. A profile of women in the criminal justice system indicates that many have grown up in less than optimal family and community environments. In their interactions with women offenders, criminal justice professionals must be aware of the significant pattern of emotional, physical, and sexual abuse that many of these women have experienced, and every precaution must be taken to ensure that the criminal justice setting does not reenact those types of earlier life experiences. A safe, consistent, and supportive environment is the cornerstone of a corrective process. Because of their lower levels of violent crime and their low risk to public safety, women offenders should, whenever possible, be supervised with the minimal restrictions required to meet public safety guidelines.

## **Guiding Principle 2: Implementation**

- Conduct a comprehensive review of the institutional or community environment in which the women are supervised to provide an ongoing assessment of the current culture.
- Develop policy that reflects an understanding of the importance of emotional and physical safety.
- Understand the effects of childhood trauma in order to avoid further traumatization.
- Establish protocols for reporting and investigating claims of misconduct.
- Develop classification and assessment systems that are validated on samples of women offenders.



**Guiding Principle 3: Develop Policies, Practices, and Programs That are Relational and Promote Healthy Connections to Children, Family, Significant Others and the Community**

Understanding the role of relationships in women's lives is fundamental as the common theme of connections and relationships threads throughout the lives of female offenders.

When the concept of relationship is incorporated into policies, practices, and programs, the effectiveness of the system or agency is enhanced. This concept is critical when addressing the following:

- Reasons why women commit crimes
- Importance of children in the lives of female offenders
- Impact of interpersonal violence on women's lives
- Relationships between women in an institutional setting
- Process of women's psychological growth and development
- Environmental context needed for programming
- Challenges involved in reentering the community

Attention to the above issues is crucial to the promotion of successful outcomes for women in the criminal justice system.

### **Guiding Principle 3: Implementation**

- Develop training for all staff and administrators in which relationship issues are a core theme. Such training should include the importance of relationships, staff-client relationships, professional boundaries, communication, and the mother-child relationship.
- Examine all mother and child programming through the eyes of the child (e.g., child-centered environment, context), and enhance the mother-child connection and the connection of the mother to child caregivers and other family members.
- Promote supportive relationships among women offenders.
- Develop community and peer-support networks.

**Guiding Principle 4: Address the Issues of  
Substance Abuse, Trauma, and Mental Health  
Through Comprehensive, Integrated, and Culturally  
Relevant Services and Appropriate Supervision**

Substance abuse, trauma, and mental health are three critical, interrelated issues in the lives of women offenders. These issues have a major impact on a woman's experience of community correctional supervision, incarceration, and transition to the community in terms of both programming needs and successful reentry. Although they are therapeutically linked, these issues have historically been treated separately. One of the most important developments in health care over the past several decades is the recognition that a substantial proportion of women have a history of serious traumatic experiences that play a vital and often unrecognized role in the evolution of a woman's physical and mental health problems.

### **Principle 4: Implementation**

- Service providers need to be cross-trained in three primary issues, substance abuse, trauma, and mental health.
- Resources, including skilled personnel, must be allocated.
- The environment in which services are provided must be closely monitored to ensure the emotional and physical safety of the women being served.
- Service providers/criminal justice personnel must receive training in cultural sensitivity so that they can understand and respond appropriately to issues of race, ethnicity, and culture.

**Guiding Principle 5: Provide Women with Opportunities to Improve Their Socioeconomic Conditions**

Addressing both the social and material realities of women offenders is an important aspect of correctional intervention. The female offender's life is shaped by her socioeconomic status; her experience with trauma and substance abuse; and her relationships with partners, children, and family. Most women offenders are disadvantaged economically and socially, which is compounded by trauma and substance abuse histories. Improving outcomes for women requires providing them with preparation through education and training to support themselves and their children.

### **Guiding Principle 5: Implementation**

- Allocate resources within both community and institutional correctional programs for comprehensive, integrated services that focus on the economic, social, and treatment needs of women. Ensure that women leave prison and jail with provisions for short-term emergency services (subsistence, lodging, food, transportation, clothing).
- Provide traditional and nontraditional training, education, and skill-enhancing opportunities to assist women in earning a living wage.
- Provide sober living space in institutions and in the community.

## **Guiding Principle 6: Establish a System of Community Supervision and Reentry With Comprehensive, Collaborative Services**

- Women offenders face specific challenges as they reenter the community from jail or prison. Women on probation also face challenges in their communities. In addition to the female offender stigma, they may carry additional burdens such as single motherhood, decreased economic potential, lack of services and programs targeted for women, responsibilities to multiple agencies, and a general lack of community support. Navigating through a myriad of systems that often provide fragmented services and conflicting requirements can interfere with supervision and successful reintegration. There is a need for wraparound services – that is, a holistic and culturally sensitive plan for each woman that draws on a coordinated range of services within her community. The types of organizations that should work as partners in assisting women who are reentering the community include the following:
  - mental health systems
  - alcohol and other drug programs
  - programs for survivors of family and sexual violence
  - family service agencies
  - emergency shelter, food, and financial assistance programs
  - educational organizations
  - vocational and employment services
  - health care
  - the child welfare system, child care, and other children's services
  - transportation
  - self-help groups
  - consumer-advocacy groups
  - organizations that provide leisure and recreation options
  - faith-based organizations
  - community service clubs

## **Guiding Principle 6: Implementation**

- Create individualized support plans and wrap the necessary resources around the woman and her children.
- Develop a “one-stop shopping” approach to community services, with the primary service provider also facilitating access to other needed services.
- Use a coordinated case management model for community supervision.



## Overarching Strategies That Can be Applied to Each Guiding Principle

**In order to implement the guiding principles, the following overarching strategies are applicable to all of the principles:**

### **Adopt**

Each principle should be adopted as policy on a system-wide and programmatic level.

### **Support**

Principle adoption and implementation should receive full support of the administration.

### **Resources**

An evaluation of financial and human resources should occur to ensure adequate implementation and allocation adjustments made to accommodate any new policies and practices.

### **Training**

Ongoing training is essential to the implementation of gender-responsive practices.

### **Oversight**

Oversight of the new policies and practices should be included in management plan development.

### **Congruence**

Procedural review is essential in order that procedures are adapted/deleted/written for new policies.

### **Environment**

Ongoing assessment and review of the culture/environment should occur to monitor attitudes, knowledge, and behavior of administration, management, and line staff.

### **Evaluation**

An evaluation process should be developed to consistently assess management, supervision, and services.

Source: Bloom, Owen, & Covington (2002). NIC Gender-Responsive Project. Draft

**Welcome**

**Gender Responsive Strategies  
Workshop**

American Jail Association Annual Training Conference  
Albuquerque, NM ~ May 6, 2003

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**The Resource Providers**

- **Barbara Bloom**
  - Primary Researcher
  - Professor, Sonoma State University
- **Susan McCampbell**
  - Author: *Gender Responsive Strategies for Jail Operations*
  - President, Center for Innovative Public Policies, Inc.
  - Former jail administrator - Broward County, FL.
- **Sergeant Joan Johnson**
  - Sheriff's Office, Alameda County, CA
  - Women's Programs and Services Manager
- **Elizabeth Belzer**
  - Sheriff's Office, Alameda County, CA
  - Women's Program Coordinator

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**Moderator ~ NIC Representative**

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# Gender-Responsive Strategies

Research, Practice,  
and Guiding Principles  
for Women Offenders

Barbara Bloom, Ph.D.  
Barbara Owen, Ph.D.  
Stephanie Covington, Ph.D.

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## What Does Gender Responsive Mean?

Gender responsive means creating an environment through site selection, staff selection, program development, content, & material that reflects an understanding of the realities of women's lives & addresses the issues of the women participants

(Bloom & Covington, 2000)

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## Making the Case for Appropriate Policy & Practice for Women Offenders

Gender responsiveness is key to meeting the goals of the criminal justice system by:

- Acknowledging differences between men & women
- Targeting pathways to offending
- Developing policy & practice

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## Our Premise

- Recognizing & responding to gender & gender differences improves correctional efficiency in managing women offenders
- Making an investment in gender-responsive policy produces dividends in the long run for systems & the community, as well as women offenders & their families

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## Characteristics of Women in the Criminal Justice System

- More than one million women are currently under criminal justice supervision in the U.S.
- Women now comprise 17% of the total number of offenders under CJ supervision

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Offenders Under Correctional Control by Gender

	1990	2000	% Change
<b>Probation</b>			
Females	480,642	844,697	76
Males	2,189,592	2,924,835	37
<b>Jail</b>			
Females	27,198	70,414	89
Males	365,821	543,120	48
<b>Prison (State and Federal)</b>			
Females	44,065	91,612	108
Males	729,840	1,290,280	77
<b>Parole</b>			
Females	42,513	87,063	105
Males	488,894	638,464	31
<b>Total</b>			
Females	604,418	1,093,786	81
Males	3,774,147	5,466,699	45

Sources: Bureau of Justice Statistics (2001d) Prison and Jail Inmates at Midyear 2000; Bureau of Justice Statistics (2001c) Prisoners in 2000; Bureau of Justice Statistics (2001b) National Correctional Population.

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### Offenses of Women in Jail or Prison

Offense	Jail	%	State Prison	%	Federal Prison	%
Violent	7,655	12	21,056	28	642	7
Property	21,869	34	20,304	27	1,104	12
Drug	19,137	30	25,568	34	6,624	72
Public-Order	15,310	24	8,272	11	736	8
Total	63,791	100	75,200	100	9,108	100

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### Offense Profiles

- The number of women under CJ supervision has risen disproportionately to arrest rates
- Women have not become more violent as a group
- More likely to have been convicted of crimes involving property or drugs
- Drug offenses represent the largest source of population growth for women, as opposed to violent offenses for men

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### Profiles of Women in the CJ System

- Disproportionately women of color, low income, undereducated, & unskilled with sporadic employment histories
- They face gender-specific circumstances such as sexual abuse & assault, domestic violence, & primary caregiver of dependent children
- Women in the CJ system represent a population marginalized by race, class & gender

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**Characteristics of Women Under  
Correctional Supervision**

	% Community Supervision	% Jail	% Prison
<b>Race/Ethnicity</b>			
White	62	48	44
African American	27	33	36
Hispanic	10	15	15
<b>Median Age</b>	32	33	31
<b>High School/GED</b>	60	55	56
Single	42	47	48
Unemployed	--	60	62
<b>Mother of Minor Children</b>	72	65	62

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**Summary**

**Characteristics of  
Women Offenders**

- **Disproportionately women of color**
- **In their early to mid-thirties**
- **Most likely to have been convicted of drug or drug-related offense**
- **Fragmented family histories with other family members in the CJ system**
- **Survivors of physical and/or sexual abuse**

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**Summary**

- **Significant substance abuse problems**
- **Multiple physical & mental health problems**
- **Unmarried mothers of minor children**
- **High school degree/GED**
- **Limited vocational training**
- **Sporadic work histories**

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### Effects of Gender on Current CJ Practice

- **Classification & assessment procedures**
- **Women's services & programs**
- **Staffing & training**

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### Classification and Assessment Procedures

- **Influence of gender on CJ decision-making processes**
- **Classification, screening, & assessment are critical management issues in women's programs**
- **Concerns regarding reliability & validity of risk assessment & classification instruments as they relate to women & people of color**
- **Most risk-assessment instruments are developed & validated for white males**

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### Services and Programs for Women Must Acknowledge Gender Issues

- **Substance abuse programs**
- **Education & vocational training**
- **Mental health**
- **Life skills**

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## Staffing and Training

- There is a need for gender-specific training
- Staff lack information or training about dealing with female caseloads
- Perception that female offenders are more difficult to work with than male offenders
- Staff come to jail/prison expecting to work with men
- Male-based images of violence, discipline, authority

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## The Context of Women's Lives: A Multidisciplinary Review of Research & Theory



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## Theoretical Perspective

- Pathways Perspective
- Relational Theory & Female Development
- Trauma Theory
- Addiction Theory

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## Pathways Perspective

- Women's crimes embedded in the conditions of their lives
- Examines the specific life course events that place women at risk for offending
- Triple jeopardy: The impact of race, class & gender (Bloom)
- Multiple marginality: From families, school, work (Owen)
- Trauma & addiction (Covington)

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## Relational Theory and Female Development

- Stone Center Relational Model: Connection with others guides growth for females
- Gilligan's theory of female "moral" development
- Communication

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## Trauma Theory

- Trauma is the injury done by violence & abuse
- Trauma occurs on multiple levels
- Trauma recovery (Herman)
- Trauma-informed services

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**Theory of Addiction**

- Holistic health model
- Relational aspects of addiction
- Incorporation of trauma & relational theories

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**A New  
Vision**

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**Guiding Principles for a Gender-Responsive Criminal Justice System**

- Gender
- Environment
- Relationships
- Services & Supervision
- Socioeconomic Status
- Community

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Principle 1

## **Gender**

Acknowledge that gender makes a difference

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Principle 2

## **Environment**

Create an environment based on safety, respect, & dignity

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Principle 3

## **Relationships**

Develop policies, practices & programs that are relational & promote healthy connections to children, family, significant others, & the community

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Principle 4

**Services & Supervision**

Address the issues of substance abuse, trauma, & mental health through comprehensive, integrated, culturally-relevant services & appropriate supervision

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Principle 5

**Economic & Social Status**

Provide women with opportunities to improve their socioeconomic conditions

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Principle 6

**Community**

Establish a system of community supervision & reentry with comprehensive, collaborative services

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## Policy Considerations

- Create Parity
- Commit to Women's Services
- Develop Procedures that Apply to Women Offenders
- Respond to Women's Pathways
- Consider Community
- Include Children and Family

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## To Conclude . . .

- Understand & acknowledge the differences between female & male offenders
- Connect data to policy in "making the case"
- Use guiding principles & strategies as a blueprint for developing gender-responsive policy & practice
- The ultimate goal of gender-responsive practice is to improve outcomes for systems/agencies and women offenders

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## Stay Tuned ...

The final report should be available on the  
National Institute of Corrections  
Website:

<http://www.nicic.org>

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Alameda County Sheriff's Office

## Effective Management of Female Inmates: Applying the Research on Gender Responsive Correctional Strategies to Local Jails

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## Gender Responsive Strategies Applied

- Gender
  - A New Beginning
    - Sandy's Story
    - Criminal Justice Oversight Committee
    - Inmate Welfare Fund Committee

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## Mission Statement

Maximizing Opportunities for Mothers to Succeed (MOMS) is dedicated to promoting the healthy development of children by increasing the capacity of their mothers for self-sufficiency and parent-child bonding. Empowered with new knowledge, treated with respect and dignity, and assisted by community resources, incarcerated women can reverse adverse effects of previous behaviors, life circumstances, build solid foundations to fulfill futures for themselves and their children, avoiding repeat incarcerations.

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## Environment

- **Santa Rita Jail**
  - Program House
  - Cardinal Sins
- **Sandy Turner Educational Center**
  - Learning Environment
- **Community ReEntry Center**
  - Link to the Community
- **Seminary Avenue Apartments**
  - Oakland Housing Authority

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## Relationships

- **Goals**
  - Self-Sufficiency
  - Parent-child bonding
  - Reunification of children with their parent(s)
  - Reduce repeat incarcerations

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## Services/Supervision

- **Intensive Individual and Group Case Management**
- **Continuum of care**
  - Cornerstone of Program
- **Community-Based post-release services**
- **Program Staffing**
  - Sworn/Non-sworn Staff

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## Economic and Social Status

- Educational Training
  - Gender Responsive Curriculum
  - Groups/Alumni
- Bridge to the Community
  - Community-Based Programs
  - Education/Vocational Training
- Individualized Services
  - Individual Action Plan

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## Community

- Sheriff's Office
  - Women's Programs and Services Manager
- Community-Based Organizations/Partnerships
  - Boss
  - Second Chance
  - Eden I & R
  - Oakland Housing Authority

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## Current Status

- Program Results
  - 2002
    - 215 Clients Served
    - 537 Children Served (114 under five)
    - 29 Residential Treatment
    - 44 Outpatient Treatment Services
    - 14 Referred to Mental Health Services
    - 19 Reunified with Children (No Prior Custody)
    - 26 Obtained Permanent Housing
    - 22 Entered Emergency Housing from Custody
    - 94 Applied for housing while in Custody
    - 10% Recidivism Rate

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## Related Information

- Funding Sources
  - Sheriff's Office
  - Inmate Welfare Fund
  - Public Health
  - Behavioral Health
  - Grants
  - California State Legislature



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## Getting Out the Word: Development of a Bulletin for Jail Administrators

- Objectives of "Bulletin"
- Report of Focus Group
- Contents of "Bulletin"
- Time Frame

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## Development of "Bulletin"

- Objective - Create a concise document that will aid sheriffs and jail administrators to:
  - Learn about the gender-responsive research;
  - Triage their own operations;
  - Identify gaps and needs;
  - Assess resources; and
  - Develop implementation plans

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## Focus Group – January 2003

- Gathering input and thoughts of your peers
  - 10 jail administrators from small and medium sized jails
  - Worked together for a day and a half to consider and debate the Guiding Principles
  - Accepted all Guiding Principles
    - Revised Principle #5

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## Gender Responsive Research: Thoughts of Jail Administrators

- “Once we make the acknowledgement that gender makes a difference, it is empowering – frees you from having to worry about treating people the same – is more logical.”
- “It is not all or nothing – even if you do only part of it – it’s better than nothing.”

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- “Jails can’t do it alone.”
- “Each jail is unique. We’ll implement in our own way.”
- “We will do the best with the resources we have.”
- “Improving services to females in jail improves the jail’s operations overall.”

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## Biggest Challenges:

- Funding
- Legal issues (parity/equality)
- Medical/mental health
- Facility crowding
- Staff shortages
- Staff training
- Gaining support of stakeholders
- Lack of programs or access to programs
- Developing effective program goals/objectives
- Politics

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## Strategies to Overcome Challenges:

- Do homework
- Collaborate, collaborate, collaborate
  - Identify and Involve stakeholders, advocates, local providers
  - Establish partnerships, "what's in it for politicians?"
- Clearly define objectives
  - Develop alternatives, develop pilot programs
- Gain staff buy-in
  - Training, "what's in it for me", define why changes

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## Advantages to Jails Who Implement Gender Responsive:

- Improve facility management
- Improve community relations
- Decrease jail population
- Improve alternative sentencing
- Improve staff morale
- Improve risk management
- Enhance professionalism of corrections

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### Format of Bulletin:

1. Summarize the research;
2. Identify applicable Guiding Principles;
3. Connect the Guiding Principles to operational practice;
4. Discuss challenges and barriers to adoption of Guiding Principles;
5. Highlight potential impact on jail operations;
6. Identify resources and "model" program

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### Time Frame:

- Available for field review by July
- Completion by end of August 2003
- Will be on NIC web site at "nicic.org"

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### Questions?

- Contact:
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  - Susan McCampbell at 239.597.5906 or cippinc@aol.com
  - Barbara Bloom at 707.664.3928 or bloom@SONOMA.EDU

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