

NATIONAL INSTITUTE OF CORRECTIONS
CRITICAL ISSUES IN MANAGING WOMEN OFFENDERS
SEPTEMBER 7 - 12,1997

For five days in September 1997, the Women's initiative of the National Institute of Corrections presented a training program session at NIC's Training Academy in Longmont, Colorado. The Initiative brought together participants from across the country, representing courts, jails, community corrections and prisons. These notes are the output from several small group exercises during the week and 'reminders' of the content of formal presentations.

MONDAY, SEPTEMBER 8, 1997

SELECTED NOTES FROM KAY HARRIS' PRESENTATION:
HISTORY OF CORRECTIONS' RESPONSE TO WOMEN OFFENDERS

- Early prisons for women in England were little more than brothels
- By the 19th century in the U.S. distinction was made according to offenses: lesser offenses to local, short-term confinement.
- Pre-civil war women were held in common living areas with men.
- Men were given single cells before women were.
- Providing facilities for women was an afterthought.
- After 1900, the reason for separate housing was discipline; easier to manage men apart from women.
- Dualist view of women: good women.. . bad women worse than men.
- In the US a law was passed in 1828 to separate women/men. Not implemented easily but was accomplished during the century.
- No history of non-incarcerated women-i.e., not written.
- After 1820, states started building penitentiaries.
- Advent of penitentiary era gave rise to greater differences in how men and women were handled: e.g., Auburn-prevent contamination by separating men from women.
- In early 1800's women were held in the attic, left to themselves in one room without supervision.
- After one woman was flogged for being pregnant-and subsequently died from the flogging, NY established separate confinement.
- Women were first in separate units in general populations; separate floor; then into independent facilities.
- Often neglected, female offender was considered worse than male. Sometimes paid a price for exceptions they were given-less separation but less protection.

- First separate facility for women in NY in 1835. Matrons supervised. Some were reform minded. Kay gave example of one, resulted in closing of facility.
- Regional variations: e.g., Tennessee returned offenders to fields in which they had been previously engaged as Slaves; Illinois- separate building within the compound. In 1870, moved to Admin. Building. Work, silence, discipline. No rationale for why different buildings. After 1914 had an outside yard.
- Very little reform effort apart from Dorothea Dix, because race and class separated reformers. Race affected handling and attitude of keepers. African American women considered not to be "Victorian ladies", "more masculine", "loose morals".
- Started to see reform in early 1900: women in domestic training- beginning of attitude of 'unfortunate' women.
- 1870-1900: Beginning of Women's Reformatory movement-women's reformatory different from previous confinement.
- Compared to handling of men...Started to incarcerate women for less serious crimes.
- In Illinois, development of cottage; several slides on different types of facilities.
- Unique characteristics of Reformatories-focus on "wayward women" & on social control re: sexual and vocational regulation.
- Race, class, sexual orientation, and prescribed societal role of women continue to influence their handling. [Gender assumption continues to apply in contemporary women's corrections.]

SOME THINGS WE KNOW FROM THIS HISTORY SESSION [THOUGHTS OF PARTICIPANTS]

- History shows us the tendency to widen the net.
- History raises question for us: e.g., did any of those models [reformatories, etc.] work?
- Still see women coming under correctional supervision for "offenses" not punished when men do them.
- Touched by effect of race and gender bias.
- Surprised to see children in prison environment so early in prison history
- Theme: prisons historically have been trying to improve women as domestic folks.
- Doing much without benefit of research.
- Redemption thru training.
- Attempting to control sexual activity.
- Gender-specific...not in a good sense.
- Using folks in custody as part of the economy: cheap source of exploitable labor
- Female inmate as an "afterthought".
- Even old newspaper articles are cutesy: "here the females are sewing".
- Call for correctional leadership similar through the years....
- Developing women offenders as "proper women".
- Use of language--e.g., "re-training" discounts/dismisses the women.

- Language we use even now: life skills, parenting, cognitive restructuring.
- Much is not very different from what we do now.
- Historically: preparing women to return home. Now: think of many women as growing old in prison.
- Blatant sexual exploitation.
- Not much forward thinking...and typically followed by uproar/concern re: are we doing the same for men?
- Need to understand/study the history of women offenders in the context of history of the entire criminal justice system.
- Remember that we are a chapter in this history...many courageous leaders have gone before us.

FIRST SMALL GROUP EXERCISE: CRITICAL ISSUES

Break out by 4 functional groups- 1 courts, 2 jails, 3 community corrections, and 4 prisons. The task is to identify critical issues and problems affecting your functional area as it concerns women offenders. Identify both what is going well and what is not going well.

GROUP ONE: COURTS

CRITICAL ISSUES CONCERNING WOMEN OFFENDERS

- "Suspect" there may be different "handling" of women offenders with dependent children--perhaps not holding women offenders as accountable. Want information if we are or not. Not an issue of right or wrong. Need to open up for discussion to arrive at intentional policy and practice.
- Attempts to portray women as "victims" in their criminal conduct. Calls into question disparity in sentencing.
- In drug court disposition-programming without carrying additional complications--additional psychological treatment, job, children housing
- Length of time under sanctioning varies between men and women: women take longer because of complex life issues...but do they have to be under court supervision?
- Minnesota: Good time for focus on woman offender (tags into greater cultural/ societal interest in "family?") Children, political viability, but how do we assure it isn't a flash?
- What is impact on women offenders of having "corrections" history? How is this experienced? Generally they see it as another failure.
- Place for pairing defendants with "system players" with whom they can identify--Is this important with women?
- Balance in sanctioning based on "fairness" vs sanctioning based on "individualized interventions"; latter may be effective in subsequent criminal conduct.

GROUP TWO: JAILS

CRIMINAL ISSUES CONCERNING WOMEN OFFENDERS

- Can (should) we treat women differently from men?
- Equality/equity does not mean 'sameness', but equal opportunity to get needs met
- Assessment systems should be tailored to routinely evaluate women's needs (gender-specific?) (e.g., children, trauma of abuse).
- Not enough basic information about volume of women coming through the system.
- Cultural diversity, staff and inmates.
- Staff training to work with women offenders (e.g., domestic violence, sexual abuse)
- Imposing male models of behavior management on women.
- Some staff have negative views of women offenders in jail.
- "Standard issue" for personal items not sufficient for women.
- Need to pay attention to follow-up after release from jail: release planning, linkage to external services, housing (safe and sober).
- Not enough structured, residential, supportive staff-secure facilities for women leaving secure confinement.
- Need to collaborate with other non-justice agencies.
- Need to address the fact that many women inmates are victims of domestic violence.
- Jail staff rotation--especially for direct supervision--conflicts w/ need for continuity of relationships, specialized training, staff preference/ability to work with women.
- Need for case management system for women who link with other agencies to serve/meet women's needs. Also communicate regularly with correctional officers.
- Changes in public policy could create or eliminate barriers to serving women offenders. Need to pay attention, work to influence systemic policies in positive direction.

WHAT'S NOT GOING WELL

- Cultural diversity of staff and community (Vermont) staff doesn't match community.
- Language barriers (Cook).
- Inadequate staff training on female offender management.
- Smoking/non-smoking complicates program and classification issues (Cook, Vermont).
- Crowding impacts: not able to do appropriate release planning, follow-up (Vermont).
- Staff not able to deal with women's issues of sexual abuse, domestic violence, parenting.

WHAT IS GOING WELL

- Cultural diversity training for staff (Larimer): e.g., race, rituals, lifestyles, customs, language, religion, ethnic.
- More attention being paid to women's health issues (Cook) (e.g., prenatal and post-partum).
- Substance abuse treatment is improving (accessibility especially) (Mecklenburg).
- Are finally acknowledging that there are issues regarding women offenders in jail.

- Specialized Mental Health treatment (dual diagnosis, post-traumatic stress) for women (Vermont).
- For some women, transition from custody is gradual, supported by housing, treatment, supervision (Vermont).
- Collaborate with other agencies to provide programs in jail and continuity after release (Area mental health, school system, community college, public health, cooperative extension service) (Mecklenburg).
- Citizen and community involvement (grants, volunteers, churches-safe houses) (Mecklenburg) More willingness on the part of volunteers to work one-to-one with women (Vermont, Cook, Larimer).
- Positive treatment by media of jail programs in general "Everything we do promotes public safety." (Mecklenburg) Bring media into jail to educate and involve them (Larimer, Mecklenburg) Accredited by ACA - positive press (Cook).
- Have begun to institute a case management system for women (Vermont) Linkage with correctional officer staff who observe female behaviors, needs.
- Multidisciplinary staff (medical, counseling, program, detention officers, on-duty supervisor) meet daily (regarding a unit) with a neutral facilitator!

GROUP THREE: COMMUNITY CORRECTIONS

CRIMINAL ISSUES CONCERNING WOMEN OFFENDERS

- Educating other parts of Criminal Justice System / public is part of our role.
- Lack of gender specific programming (women have different issues/complexity).
- Criminal Justice System fosters dependence, goal should be greater self-sufficiency.
- Bum-out (workers).
- Too often focus only on failures (negative attention) . . . Should also focus on client successes: courts and others should see these too.
- Large caseloads / need to look for underlying issues-abuse is a common problem.
- Relationship issues are major concerns.
- Treatment (non-residential and inpatient) for moms where they can bring kids; have to address child-related needs.
- "Shotgun" approach to sanctions is problematic.
- Over-intensive supervision.
- Too many problems/expectations identified.
- Conditions: to "succeed", not "fail".
- Problems accessing services .
- Imposed conditions should be related to the offense.
- Lack of funding-sometimes 'penny-wise and pound foolish'.
- Money from government can be more effectively used.
- Legislators influenced by financial analysis.
- 'Measuring' prevention is difficult.
- Hostile regulations: within criminal justice system, from related systems.
- Women are involved in different systems: communication between them is minimal.
- Need for team approach (coordination) in many applications: within criminal justice

- system, between criminal justice system and other service systems.
- Duplication of services should be avoided.
- Need for “good” case management-short term and long term goals.
- Consistency-equitable.
- Role of men in clients’ lives must be considered-positive involvement should be supported.
- Women clients need to be part of decision-making process as it relates to case plan.
- Motivation to change should be fostered and supported.

GROUP FOUR: PRISONS

CRIMINAL ISSUES CONCERNING WOMEN OFFENDERS

- Staff on board re: different needs/programming for women (training).
- Developing gender specific programs (when you have resources).
- Getting input of women prisoners when doing program development (needs assessment).
- Devaluation of women offenders and those who work with them (area seen as not “real” corrections work) dead-end for career.
- Education of executive staff re: issues of women (directors, deputies, program staff) so that they can share with policy makers/ decision makers.
- Lack of training throughout system in terms of women’s needs, opportunities for women.
- Effective use of resources, linkages, program planning.
- Standards/guidelines need to be specifically spelled out for accreditation.
- Sexual abuse/exploitation (laws, policies, regulations, protocols).
- Look at how and if laws will be implemented/acted upon (issues of burden of proof, threshold for determining if abuse/exploitation is present).
- Growing numbers of violent youthful offenders (attitude problems, fatalism).
- Programming for youthful offenders who will get out eventually.
- Older women who need programs/ services (mandatory sentencing, lower sentences causing influx).
- Older women issues: health, hospice, staff trained to work with dying.
- Concern over backlash for doing female programming (work with women may require entire system to be reformed).
- Leadership training (using focus groups) to help all levels including executive management staff..
- How to identify underlying issues that affect women and types of programs/ services they receive.
- Begin to look at assumptions which guide our thinking regarding women and programming.
- Managed care implications for women in particular (behavioral care, e.g., drug treatment).
- Mental health issues of women and staff who need education/training in how to

deal with mental health issues.

- Issues concerning disciplinary problems for mental health prisoners and ability to make parole.
- Removal of Pell grants/educational opportunities.
- Co-occurring disabilities/dually diagnosed women.
- After care programming/transition programs: need for programs & concern over high threshold to get and stay in.

SOME THINGS WE [PRISONS] ARE DOING WELL:

- Designed institutions especially for women.
- Addressing sexual misconduct claims and providing services for women who have been violated.
- Providing medical services in Federal system (mental health, psychiatric needs).
- Contracting with vendors/service providers/domestic abuse/sexual abuse.
- Gender specific programming (parenting, jobs).
- Access to work opportunities at federal level (BOP).
- Use of “volunteer” work inside prison/outside prison: road crews, road shows to schools, speaking engagements.
- Literacy programs in Federal system (GED tied to job opportunities).
- Female institutions are positive, safe, & sanitary (work conditions, environment).
- Female institutions fully accredited by ACA.
- Integration of values and responsibility along with service provision.
- Capacity building of people/women so they can do the work/be more involved as “success stories/examples”.
- We are Creative and Innovative.
- Congruity/still doing work under unfavorable/trying circumstances.
- More programs/institutions across country for women in federal system (Mint Program).

CRIMINAL ISSUES CONCERNING WOMEN OFFENDERS AS IDENTIFIED BY OUR TWO GUESTS

- Education: People who are short term don't have access; people with longer time get classes
- Medical Care: HIV/AIDS people sick
- Lack of Training: Officers need to be trained to work with women
- Effective Use of Resources: Have resources and determine who should get access to materials
- Mental Health: stress, negativity, psychotropic medicine
- Family Issues: children, re-connection with family
- Lack of Skills: Women not prepared - no classes; need basic life skills, i.e., filling out job application; if not mandatory...optional; women don't go
- Counseling for women: Nothing to help deal with what's new for the woman who is coming out

SELECTED NOTES FROM STEPHANIE COVINGTON'S PRESENTATION:
WHO ARE THE WOMEN? WOMEN & SUBSTANCE ABUSE:
CREATING AN EFFECTIVE RESPONSE

[These notes represent only flip chart content; please refer to Dr. Covington's handouts in your seminar binder for a fuller reflection of presentation content.]

- Working on three levels: behavioral, cognitive, and affect.
- Key issues for women in recovery: self, relationships, sexuality, spirituality.
- Women can do well in gender specific groups. Women must find relationship with self. Life as a journey.
- People, places and events that have brought them to who they are today.
- Women speak then of common elements and then differences. Honor the differences as strength.
- Self-Psychology--mirroring, idealizing, twinship.

What are some examples of things you are addicted to?

- Nicotine
- Coffee
- Ice Cream
- Relationship with dog
- TV
- Relationship with daughters
- Beer
- Diet Coke in a can
- Activity-driven
- Intimate relationships
- Shopping
- Silence

Stephanie led the group through a guided fantasy of male/female role reversal. Then asked how men and women in the group felt during the scenario:

Women's Experience:

- wonderful
- empowering
- couldn't do it [felt like Saturday Night Live]
- didn't like it
- free
- unbalanced

Men's experience:

- part of it not bad
- low self-esteem
- subordinate
- abused
- unique
- suppressed
- body image issues
- like retirement
- co-dependency

SELECTED NOTES FROM TERI MARTIN'S PRESENTATION ON DATA & INFORMATION

[These notes represent only flip chart content; please refer to Dr. Martin's handouts for a fuller reflection of presentation content.]

What is "Information"?

- One definition; Information is data endowed with relevance and purpose.
- Important to remember that it can be both Qualitative and Quantitative

Information is:

- All The Stories
- Historic perspectives
- Policies
- Events
- Capacities
- Decision makers (who)

Note: Correlation is not causation

- Controlling for the effects of other factors
- Stated as "informal" criteria in decision-making
- Why do you want this particular piece of information?
- Deficits? Needs? Strengths?
- Who will have access to the information?

Why do we need Information?

- Justify programs to funding bodies
- Shape policy and assign resources
- Find out what works
- Plan/design programs
- Make informed decisions re: women and system
- ID existing criminal justice and other resources
- Build a research base

- Tracking offenders
- Trend Analysis
- Validate perceptions
- Meet offender's needs
- Develop responses to victims

WEDNESDAY, SEPTEMBER 10, 1997

SELECTED NOTES FROM TERI MARTIN'S PRESENTATION ON SENTENCING GOALS

Why should we clarify goals?

- Create a Vision that pulls you toward it
- Shapes what will be done with what we have
- Can measure progress toward goals-specific outcomes
- Helps to resolve apparent contradictions of purpose
- Fosters creativity

What are some of the competing sentencing goals in our society today?

- | | | | |
|-------------------------|-----------------------|----------------------------|-------------------------|
| • deterrence | • incapacitation | • complexity | • victims' rights |
| • welfare reform | • fairness | • punishment | • cultural issues |
| • truth in sentencing | • political climate | • mandatory guidelines | • community corrections |
| • three strikes | • cost | • retribution | • special conditions |
| • structured sentencing | • reatorative justice | • intermediate sanctioning | • judicial reviews |
| • family values | • morality | • restitution | • crowding |
| • just deserts | • habilitation | • alternate sentencing | • criminal history |
| • gender specific | • objectivity | | |
- If you don't know where you're going, it doesn't matter which road you take
 - Intention creates impacts
 - How do we deter?
 - Thru punishment?
 - Community boards: citizens who hear cases, community-based courts, police, probation and parole
 - Victim involvement

Some Characteristics of “Real” Justice:

- Visible, meaningful consequences
 - Process is powerful
 - individualized
 - Circle sentencing
 - “Community justice”
 - Victim’s rights
 - Labor-intensive
 - Grass-roots
 - “Balanced Approach”: Victim / Community / Offender
-
- Women present a low risk of violence, requiring no or few resources from the Criminal Justice System
 - Women present a high risk of *re-offending*: women are *often* high risk of with “minor” offenses (or non-violent)
 - Revolving door is costly too
 - Risk measurement
 - Structures and policies not conducive to providing (consistent with) real opportunities for effective interventions
 - Too many requirements?
 - Not enough? (while under supervision)
 - Linkages to community?
 - Setting them up (sentencing them) to failure?
 - Our goals, not theirs - need more work at front end to consider women’s goals

Some Characteristics of Gender-Responsive Sanctions:

- balance between sentencing goals and treatment goals
- women-only (necessary, not sufficient?)
- participation by women in their program design
- interactive groups
- advocacy by staff for women/for systems change
- safe environment
- parent-child interactions
- opportunity to personalize
- developmentally (timing) appropriate wed groups
- male participation, leadership
- caring environment
- staff training is gender-specific

What “works” in reducing recidivism?

- Focus on Risk:
 - Assess risk
 - Focus interventions on high-risk offenders
- Focus on Criminogenic Needs:
 - Criminal associations

- Financial status/employment
- Reducing chemical dependency
- Cognitive factors
- Use Criminal Justice system as an “intervention”, a “hammer”?
- Dynamic [i.e., available for change]
- Responsivity: Match mode and type of intervention to offender’s learning styles, developmental issues

Protective Factors	Risk Factors			
	Substance Abuse	Delinquency	Teen Pregnancy	School Failure
Personal				
Peer				
Family				
Community				

Choose the “Threads” that you would use to create a preferred vision for women:

- Education/training for Criminal Justice professionals re: Gender responsive issues
- Assess current status
 - using criteria for working with women (programs)-look for system gaps
 - statutes that support or direct philosophy i.e., “least restrictive
 - clarify philosophy
- On-going advocacy and stakeholder building for:
 - legislative
 - community
 - victims’ groups
 - systems work

SECOND SMALL GROUP EXERCISE: WEAVING A GENDER-RESPONSIVE SYSTEM

Break into four groups. Select your ‘threads’ - philosophies, sanctioning policies, practices. How will you weave them together? Consider opportunities, constraints, obstacles. Try to envision a well balanced system:



GUIDING PRINCIPLES

- Continuum of care--moving back and forth
- Interagency approaches
- Cross-training of staff re: gender responsive approaches (security and treatment, male and female)
- Gender responsive assessment and classification
- Flexible
- Consider the severity/seriousness of offense-just deserts
- Research: what works for women
- Determining what we have--assessing its gender-responsivity
- Assess costs and balance with effectiveness
- Be aware of unintended consequences of change
- Work to eliminate public policy barriers to gender-responsive approaches
- Looks beyond traditional criminal justice boundaries - forge linkages
- Teaching system (like teaching hospitals)
- Facilities that are gender-responsive--design (space: form follows function), staffing
- Range of facilities, housing options
- System based on incentives more than punishment/sanctions
- "Indeterminate" sentencing? - Flexible (e.g., drug courts?)
- Using sanctions to promote behavior change?
- People learn to be responsible, take responsibility
- Accountability-to the community, victim, criminal justice system (politically correct)
- Programs should be accountable too!!
- Empowerment--related to responsibility
- Developing competencies-becoming independent?
- Developing support systems-interdependent
- Focus not just on offenders → include victim, community
- Community advisory groups:
 - advise on policies, programs
 - bring resources to the table
 - keep community informed
 - advocates for criminal justice system
 - involve a sectors of community-business, neighborhoods
- Commitment from legislative and executive branches to "empower" citizens
- Citizens must be educated to accept risks involved in effective practices
- Keep citizens, community informed continuously-use media as advocates?
- Reintegrate, reconnect offenders to their communities as empowered, competent people
- **Prevention is a priority! -working ourselves** out of a job. Work with young children
- Intervene early to maximize long-range impacts

- Balancing prevention with necessary interventions
- Investment in continuing staff training that is responsive to the staffs concerns and needs
- Empowering staff, practitioners-respect all equally
- Multidisciplinary, criminal justice system-wide policymaking, program design
- Build in recognition of accomplishments successes that recognize everyone - staff, offenders, community
- Mechanisms for revisiting vision, goals, and assessing progress toward them. Refreshing, reinvigorating
- “Results-Driven” management-ID results to be achieved, process and product, continuous feedback and checks and balances.

PLANNING FUTURES

- Continuous process, carefully define “success” for women offenders-goals and objectives
- Integrating values and motivations of all
- Define action steps, “interim indicators”
- who needs to be involved?
 - political
 - community
- What will they bring to the table? What will they get out of it? How soon?
- Examine what public sector can do best, or must do, and what others (community, other agencies, private sector) need to do?
- Increasing interest in children (& women?) on the part of community, foundations, businesses
- Impacts of private sector involvement mixed
- Need a marketing plan and message!!

GROUP TWO: WEAVING A GENDER-RESPONSIVE SYSTEM

THREADS

- Individual needs-issues that caused the lawbreaking-rehabilitation as goal, incapacitation for people who present danger (violent behavior, drug dealers?) to selves or community
- Safe and just community
- People held accountable and accountability relates to offense
- Least restrictive/punitive intervention
- Least restrictive intervention affords an opportunity for positive change: i.e., to be a peaceful, law abiding citizen

ISSUES

- Determinate vs. Indeterminate-&o makes decisions regarding progress? folks working with them?
- What are implications of saying “deal with everyone individually”?
- System’s reliance on plea bargaining is problematic

- More judicial review of plea bargaining might be helpful
- Restore meaningful pre-sentence reports

[Note: Group Two began to use this chart as one way of organizing their **thinking...** subsequently abandoned it.]

Women Offenders	Judge - Penalty	DOC/Prob/Parole/CC Needs/Services
Misdemeanants Prostitution Drugs Minor Property Offenses	Mediation First	
Fairness Swiftness Certainty	Diversion: nonviolent, no weapon	
Felon: First Offender Multiple		
Drug: Possession Sales		
Murder. Co-defendant Family		
Property Crimes		
Child Abuse		

GROUP THREE: WEAVING A GENDER-RESPONSIVE SYSTEM

Threads	Weave	Constraints/Challenges
Retributive Penalty: offense: Low ——— High penalty: Low ——— High	Restrain Punishment; Loss of Freedom & Privilege	<ul style="list-style-type: none">• Re-examine offense/penalty scales• Re-examine practices• Alternate methods for responding to those who don't fulfill penalty
Crime Control - affect rise of subsequent criminal conduct	<ul style="list-style-type: none">• Early & ongoing• Community extension (change relationships, turf)	<ul style="list-style-type: none">• Assessment (information, constraints)• Can reduce penalty but not extend

GROUP FOUR: WEAVING A GENDER-RESPONSIVE SYSTEM

- Need to look at history of women and impact of issues (domestic vs. sexual abuse etc.) before incarceration
- Need to address implications of relational theory related to criminal justice response
- Refined classification process
- Identifying with other groups that have “stake” in working with women
- Ethical issues related to inconsistencies in “doing time”
- Using “resource mix” to meet true “readiness” for various responses to women (halfway house? more treatment? how are we defining and considering risk?)
- Avoid “doing to” and “for” women-rather provide tools for independence
- Effective Use and Collection of Data
- Redefining risks - i.e., impact of women's children and further offending
- Structural Change/Community Corrections: Redefine role of first appearances for women in the criminal justice system with traditionally low risk but high need profiles-to one of assessment and access to human service/community support
- Cultural responsiveness/identification of cultural realities
- Community justice thread: changing role for corrections-part community outreach ➡ more human service

THIRD SMALL GROUP EXERCISE: REALITIES AND CHANGES

1. Identify within your group's functional area five predominant realities/ characteristics of existing practice.
2. What policies and practices would you recommend changing in order to be successful with women offenders?
3. What do you need from other parts of the system to be effective with women offenders in your functional area?

RESPONSE FROM THE COURTS GROUP

PREDOMINANT REALITIES:

- For low-level cases, limited amount of information available: police report and a rap sheet-high volume of cases are here
- Assessments are not done at this level
- Strain from multiple arrests for same offender
- Change in the philosophy of prosecution with each new person: e.g., get tough on prostitution cases
- Brand new, inexperienced lawyers--no training--don't know how to analyze and assess cases
- Judges are making decisions (sometimes inappropriate) because they don't have enough information
- At felony level--entirely different and enhanced information stream; better assessments, victim information; many more attorneys at felony level and fewer cases
- Huge caseloads
- Peer and community pressure; "surveys of judges": concern regarding judges taking an advocacy role
- Defense counsel don't know about programs or what they are about

RECOMMENDED POLICY CHANGES [AND/OR PROMISING PRACTICES]:

- Use of pre-plea investigation for selected female cases; pre-plea assessments and interventions
- More use of diversion for low-level cases (at county attorney level): saves time for lawyers and judges
- Legislative/statutory changes to delete mandatory minimums for repeat offenders misdemeanor cases--increases flexibility
- Educate and train public defenders and bar and new judges; re: options/ programs re: low level offenses
- Judicially developed bench-books
- Share resources and ideas through articles
- Expand use of dispositional advisors/sentencing advocates
- Link to mental health information

NEED FROM REST OF SYSTEM:

- Know from jails, probation, community corrections and prisons what they expect of us: what is our responsibility? do you want recommendations to specific programs, or not??
- Information - accurate and current
- an assessment unit
- access to all but the private information
- a shared information system/joint MIS all systems
- Communication and Cooperation-no whining/stop bitching, come prepared
- How do jailers handle their low level cases - concerning cite and release practices?
- For defense, knowing what probation and prosecutors recommendations are likely to be in a timely manner-also to know if defense has a plan
- Have an organization (probation?) evaluate all the cases at a pre-plea level - get a probation officer in the courtroom with a specialty in alcohol/drug abuse, etc.
- Joint calendaring, better and quicker options for discrete categories of offenders e.g., (Nancy) drug involved women with property offenses and children

RESPONSE FROM THE JAILS GROUP

PREDOMINANT REALITIES:

- Jails are recipients of everybody else's problems, difficult populations-"dumping grounds"
- Crowding
- Jail facilities are not designed with women in mind [especially architecture: design is critical to managing behavior, providing programs...not specifically designed for women]
- Staffing issues: e.g., training, diversity (cultural, racial, gender)
- Small numbers of women leads to inadequate resources, difficulties in classification, separation
- Inmate rules respond to male inmates
- Inconsistencies in policies, practices of jails with other criminal justice agencies

RECOMMENDED POLICY CHANGES [AND/OR PROMISING PRACTICES]:

- Provide leadership (marketing) in systemic change
- Inmate handbook-re-examine purposes of rules
- Visitation, especially children
- Assessment and classification (gender-specific)
- Staff rotation
- Staff training
- Access for women to services, and access for service providers to jail
- Staff rules, specialization
- Clarify authority, and responsibilities of staff
- Create an environment that is safe and humane for women (may be different from that for men): gender-responsive
- Encourage multidisciplinary approaches, teamwork-providing mechanism for

- routine collaboration
- Utilize case management approach for women
- Support positive citizen involvement (especially volunteers)
- Clear, defined, feasible mission for the jail

NEED FROM REST OF SYSTEM:

- Jail should be a community institution--belong to the entire community
- Shared information with and within criminal justice system, and with other agencies) about women inmates
- Cooperate on technology-especially MIS systems
- Common language, definition of terms, data elements
- Input and assent regarding appropriate mission of the jail in the system
- Willingness to listen
- Understanding that jails don't *do* punishment-jail as punishment, not for punishment-punishment is deprivation of liberty only; incapacitation, not harm.

THURSDAY, SEPTEMBER 11, 1997

RESPONSE FROM THE COMMUNITY CORRECTIONS GROUP

PREDOMINANT REALITIES:

- Cultural diversity training--clients and community change
- Continuum of care--range of sanctions-empower PO's not judges
- Prevention: education makes fiscal sense; quality of life arrests-NYC model: murders down.. .Giuliani did it!
- Target our efforts [e.g., high risk]-can't be everything to everybody
- Encourage more responsivity in related systems: e.g., better use of schools [Interns: natural social labs, opportunity to be creative & to publish]
- Promote systemic planning
- Results driven management *is* not the *same* as Clarity of our goals
- Must display willingness to change, admit when things don't work, liberating [build and they will come]
- Complement not duplicate services
- Share information/respect confidentiality, information collected by trained competent professionals
- Community-based (neighborhood based) work [services where clients are]
- Earlier ID of problems

SUMMARY OF REALITIES:

- Politics: "get tough", "war on Drugs", "victims"
- Overcrowding: both creates opportunity & sucks money
- Requires team work/collaboration
- Media focus on dramatic cases; little attention to success; lack of comparison

- data on recidivism from different parts of system
- Drive to reduce taxes, lock up more people--less money for services

RECOMMENDED POLICY CHANGES [AND/OR PROMISING PRACTICES]:

- Assessments-identify -& verify needs of women; per research, etc. (forms)
- Continual re-evaluation of our policies and practices
- Continual re-evaluation of our policies and practices re: client validation-focus on confidence and success, professional accomplishments
- Outreach to public--education; consistent message; messages that sell
- Provide "cover" for politicians
- Community Corrections people more involved in politics
- Most cost effective/bargain-for-your-bucks programs allow offenders to remain and pay taxes (compare to costs of incarceration)
- Reduced caseloads, increase program services; focus on outcomes
- Education for staff: "caring" [focus on success, strengths]
- Putting a "face" on women offenders
- Use of the Community [e.g., volunteers, different players, additional services/resources, bridge gaps...graduation, recognition, bring in resource people: *Refocus "control" to productive intervention*]
- Address victims more effectively: e.g., citizen volunteers; advisory groups/advocates, training for staff-Professional Training Staff Development
- Carefully evaluate use of wed groups
- Network with "specialized" services-DV (victims), Child Welfare, Substance Abuse, Sex offender, Housing, Education, Health, HIV/AIDS
- Focus: Developmental ➡ Timing of services

NEED FROM REST OF SYSTEM:

- Money/more staff
- Network
- Identify shared goals/cooperation
- Data shared/move effective shared MIS systems
- Team approach to client transition planning
- Input into law-making with intermediate sanctions--lesser offenders may not need supervision and services
- Political leadership to define/design effective community corrections system
- Cross Training
- Trained Judges--and systems cross training
- Enforcement support/integrity in alt.
- Interstate compact--enforced
- Accountability
- Support for our successes
- "McGruff" for Community Corrections
- Acknowledgment
- Parity with other parts of system

RESPONSE FROM THE PRISONS GROUP

PREDOMINANT REALITIES:

- Overcrowding
- Crisis Management: e.g., “movie of the week”, spaghetti, hair brushes, rooms-lock down, property
- Gender-specific vendors
- Warden caught in the middle between Consent Decrees and Departmental norms
- Resource mix doesn't often meet needs & Money is not always the issue
- Health-mental, physical, addiction issues
- Priorities: 1 safety, 2 security, 3 programs

RECOMMENDED POLICY CHANGES [AND/OR PROMISING PRACTICES]:

- Procedure and review for policy: implications for women within general departmental policy: i.e., furlough, visitation, property, food service, release policies, custodial practices: transport of pregnant women, property
- Staff training-gender-specific
- Youthful offenders-separate
- Law, policy, training on staff-offender relationships

NEED FROM REST OF SYSTEM:

- Exchange of information: receive & give
- Compatible Information “Tracking”
- Opportunities for collaboration (mutual problem solving)

Resources Equality Staff/Inmate Relations Programs Education Caring Training
--

SELECTED NOTES FROM REVISITING A **SYSTEMS PERSPECTIVE:**

PHYLLIS **MODLEY** & LINDA ADAMS ·

COMMON ASPECTS OF WHAT I/WE NEED FROM THE SYSTEM:

- Information: Consistent, timely, better, accurate...which flows through entire Criminal Justice system
- Capacity to develop data; use information to support functioning; including

- planning and policy development
- Develop integrated information systems
- Re: information-Develop common language
- Voice in political environment with politicians
- Establish forum for inter-agency policy development, strategy
- Inter-agency understanding
- Be clear about what is expected, what's involved?
- Must be a safe place for speaking openly or it could be my job: reinforce anti-turf relationships
- Define purpose & clarify values
- Safe environment-low risk of rejection
- Leadership
- Build on existing relationships
- Would my reputation with my constituents be destroyed? would I be taken seriously?
- Where's the commitment?
- Issues of political correctness, careful structure...sincerity?
- Identify goals, roles, handle woman offender other than jail

MUSINGS ON COLLABORATION

- Cooperation
- Coordination
- Collaboration
- Partnership

SUCCESSFUL WHEN:

- Establish group effort as a safe place to express ideas, challenge others, suffer "loss" without judgement
- Establish goals, purpose, and framework of values for engaging this effort
- Bring variety from all across Criminal Justice and Community and other Social Services
- Focus around an "issue"
- Have support from key political forces/persons
- Leadership/authority to bring it together
- Facilitate group's process
- Utilize spinoff group
- Careful construction of group membership mandates appropriate level of policy planning
- Identify roles, set ground rules
- Establish milestone for accomplishment and completion; make intermediate success possible
- Find ways to bring key folks to table through collective action: make win-win possible
- Must engage the authority to take action, make decisions
- Arouse interest in women offenders

- Tap other sources for raising “heat”
- “Step up” / get in touch with your personal courage
- Adequate staffing/resources
- Leadership: authority to draw, compel; get folks involved from beginning-first meetings are important
- Pull in political leadership
- Careful about substitution
- Careful construction of membership: represent diversity, i.e., criminal justice perspective, race, gender, different segments of community
- Use facilitation especially during “storming”/ forming, when appropriate
- Need capacity for follow-through: staff and resource group support
- Once group formed and preliminary step-marshal existing available resources
- Organize information: Keep a LONG VIEW
- Establish “mechanism” or vehicle for policy development
- Cross training among agencies
- Clarification of mission
- Flexibility/discretion to make decisions in individual cases
- Offender assessment tools/strategies & infrastructure throughout system
- Tools: assessment, classification which are valid for women
- System evaluation
- Networking within the Criminal Justice System and externally
- Relating to community
- Public relations: media, public education
- RESPECT: credibility & support for our successes.

SELECTED NOTES FROM SANDRA BARNHILL’S PRESENTATION

How CAN PUBLIC SYSTEMS AND COMMUNITIES DO A BETTER JOB OF ADDRESSING THE NEEDS AND IMPROVING THE OUTCOMES FOR CHILDREN WHOSE PARENTS ARE INCARCERATED?

Primary Objective:

- ◆ Mitigate consequences of parent’s incarceration by utilizing existing service, delivery systems to mobilize sense of community responsibilities

Developed survey; administered to 50 state child welfare systems. Preliminary Findings:

- ◆ No state knows how many children or the age, race or sex of the children
- ◆ Only five states of 24 reporting think these children have special, unique needs
- ◆ Most likely to collaborate with Corrections

CRITICAL ISSUES:

- ◆ Family - Caretaker
- ◆ Cultural diversity/competency
- ◆ Capacity Building
- ◆ Intergenerational Crime
- ◆ Interconnectedness of Systems

SELECTED NOTES FROM LINKAGES WITH THE COMMUNITY:

ANN JACOBS

Presentation Format:

- Challenges
- Guiding Principles
- Components/Aspects of a Model
- - Working with Individual
- - Working at Systems Level
- WPA as an Example
- Current Issues

CHALLENGES

- How to be “strength-based” when dealing with so many deficits
- Each client can equal six
- Have to work on many fronts simultaneously
- There is no “there” there

GUIDING PRINCIPLES

- ◆ Distinguish between
 - *Sanction*: i.e., tools to enforce or monitor the sanction [e.g., supervision, electronic monitoring, urinalysis]
 - Services
- ◆ Services can be further distinguished:
 - address criminogenic needs: i.e., needs associated with the criminal behavior being sanctioned
 - in someone’s judgement, the offender needs this service to be a better person or to live a better life
- ◆ Avoid overloading with conditions: support “success”
- ◆ Regularly acknowledge accomplishment
- ◆ Be willing to “not know”
- ◆ Build empowering environment

BUILDING LINKAGES

Our interventions should provide:

- ◆ Crisis intervention
- ◆ Capacity building
 - longer lasting tangibles
 - life skills development
 - even more abstract achievements

BUILDING A “NEST”

- Continuum of care
- Graduated structure
- Mistakes as opportunity for learning
- Mid-level responses
- Client participation in design; delivery and evaluation of own service plan
- Encouragement of self expression
- Opportunities to contribute to others

Our practice should include:

- Cultural sensitivity and competence
- Honoring the client
- Flexibility and range of response
- Awareness of others' demands on our clients
- Strategic use of direct service
- “Borrowing” from others

SYSTEMS - PUBLIC, PRIVATE

- Public Assistance: cash assistance, food stamps, vouchers, work fare,
- Child Welfare: protective, family court, adoption, preventive family preservation
- Child Support
- Child Care & Early Childhood Development
- Education - Public/children, trade schools, community college and higher education loans, after school program, programs re: dealing with relationships, Twelve Steps, TC/residential, OP. HIV/AIDS
- Youth Services
- Alcohol & Drug Treatment
- Medical and Public Health
- Homelessness
- Public Housing
- Domestic Violence
- Immigration
- Employment
- Legal Advocacy
- Social Security

WORKING WITH OTHER AGENCIES

- Written MOV's, affiliation agreements, etc.:
- Define services, eligibility

- Expedite access to services
- ID contact person in each agency
- Collaborative Case Conferences
 - Clear definitions of roles, responsibilities, times frames
- Periodic Meetings to Evaluate the relationship
 - Compare “cultures” and “philosophies”

SYSTEMS LEVEL WORK

- Learn what's driving them
- Teach them what's driving you
- Accommodate others when we can
- Work with other systems to:
 - recognize needs of our population
 - change their practices to better serve them

Women's Prison Association

- Founded in 1844 - \$1 million privately raised
- 1997 - \$5,000,000
 - **\$1.m - CJ⇒Atl⇒"displacement"**
 - **\$1.5m - HIV & AIDS \$ ⇒ "TSO"**
 - **\$1.m - Homelessness ⇒ SPHH**
 - **\$65K - HRAP ⇒ Aftercare**
 - **\$250K - HUD ⇒ STI**
 - **\$250K - DSSCW ⇒ Family Preservation**
- Unfunded Programs
 - Incarcerated Mother's Law Project
 - 2000 by 2000
 - Women's Justice Alliance vs. Coalition for Women Prisoners

CURRENT ISSUES

- Welfare Reform: Must opt out
 - Gramm A : exclusion of drug felons
 - Probation/Parole Violations: Eligible for P.A.
- Managed Care: access to drug treatment
 - CW
- Medicaid
- Immigration
- Work Force

FOURTH SMALL GROUP EXERCISE: TAKIN' IT ALL BACK HOME

Share with the Group:

One resource you will take away from this seminar

One definite action you will take to move your system/jurisdiction toward being more gender-responsive

Something that would be helpful to you in supporting your future efforts concerning women offenders

AN ARRAY OF THE GROUP'S POST-SEMINAR FOLLOW-THROUGH ACTIONS:

- ◆ Retrain Staff to be more gender responsive
- ◆ Revise Inmate Handbook - Gender responsive
- ◆ Linkage with Community Resources
- ◆ Participate on interagency Sanctions Women Offenders policy group
- ◆ Division of Child & Human Services: improve information
- ◆ Improve community linkage
- ◆ Assess gender-specific programs with oversight
- ◆ Report back to policy committee with recommendations for expanded unit and critical issues for women offender population
- ◆ Commit to visiting women's programs particularly the SAFP facilities
- ◆ Establish a comprehensive method of accessing/assessing information on women offenders; educate staff
- ◆ Would like to see this group together again
- ◆ Need to review female offender programs
- ◆ Transition housing for women and their children coming out of institutions: initiate task force to assess resistance to and come up with money for transition project
- ◆ Implement an awards program for women: reward them as they progress - will address this with community corrections
- ◆ Truly assess impact of sentencing realities for women-Question indeterminate sentencing.
- ◆ Initiate a conversation on policy level-systems view-not paternalistic re: overstatement of 'women's needs'
- ◆ Policy development that is responsive to gender-specific needs
- ◆ List of resources for women offenders for courts
- ◆ Jail design: gender-specific - current opportunity
- ◆ Linkage with community resources, etc.: [Sandra's projects in' Illinois, Georgia, Maryland, BOP, California, New York]
- ◆ Networking
- ◆ Annoy! - i.e., linkage, support, review, assess, "BE INTENTIONAL"

- ◆ Review data collection instruments with more gender responsive variables in mind
- ◆ Design an evaluation strategy with more gender-relevant variables for women offender programs
- ◆ Share five-year plan for women offenders, plus '97 update
- ◆ Acknowledge that being totally gender neutral [in courts] may not be the way: can be both gender neutral and gender responsive...need to convene a group to incorporate this into policy, as appropriate
- ◆ Lots I can do--need to prioritize: need a policy team - explore districts - how can we have groups on the issue? involve community...explore with new women's prison warden gender responsive policy...sexual misconduct need to get some help to determine the extent of the problem...cowde of ethics in mental health, and especially around women's issues...hold a reunion at APPA - Norfolk
- ◆ Use "infant community board" to begin to have some impact with women offenders...review program (MRT and others) to ensure gender responsiveness... review the staff running selected programs to ensure appropriateness... consider new classification system in light of some of this week's content
- ◆ Talk to the "institution operators" to determine their gender responsiveness... review training of new probation staff to incorporate appropriate topics...begin to network, network, network...get my African American Organization involved with corrections... use my new resources... take a field trip to New York - maybe farther north...educate my personal staff gradually...field trip to see Kim
- ◆ Research on children coming through mental health system whose mothers are offenders
- ◆ FBOP - Look at continuum of care among many different current programs
- ◆ In reconstructing probation in NYC - no attention paid to women, focus is entirely on violent offenders. Look at MIS to learn about violent women and then conduct focus groups
- ◆ Conduct program reviews with an eye toward assessment of gender-responsive aspects
- ◆ Briefing at bi-weekly management meeting on what I've learned - DC [In the midst of explosive change in DC; which means many opportunities for program change, to keep these learnings in mind]
- ◆ Educate and tour staff within the corrections department; e.g., parole, probation, and parole officers
- ◆ Expand hours of training re: women offenders at Academy from 3 to 8
- ◆ Dispel myths and misunderstandings about what DOC does with women
- ◆ Put together information for the courts on the programs in prison
- ◆ Focused on developing a small facility for women (new); now have a sense that she can do both - develop community programs & redesign the custody program. More risk taking!!!
- ◆ Meet with staff to share materials and ideas; ask them to digest them, and then look at programs and make changes that will make a difference to women in Mecklenburg county jail
- ◆ Convene a study group to look at and develop information on Criminal Justice

System women - all aspects. Convener is best someone outside the Criminal Justice System, possibly from League of Women Voters

- ◆ Need to pay attention to the little things: the small eroding of freedoms for women