



County of San Mateo

**Detention Facilities Needs Assessment &
Master Plan**

January 25, 2008

**Appendix 1:
Maple Street Correctional Facilities
Female Offender Needs Assessment
Population & Program Needs Analysis**

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MAPLE STREET CORRECTIONAL FACILITIES NEEDS ASSESSMENT REPORT

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**I. INTRODUCTION AND
EXECUTIVE SUMMARY**



I. Introduction

The purpose of this Needs Assessment was to document for the San Mateo County Board of Supervisors the factors driving the increase in women's jail population, to identify the rehabilitative needs of women offenders and to project the future capacity and program needs for the Maple Street Correctional Facilities.

The women's jail is rated at 84 but there has been as high as 173 women housed, including women being housed in a separate pod at the Maguire facility. This severe crowding has prompted officials, the Jail Crowding Task Force and citizens to examine the factors driving the increase in the incarceration of women and to evaluate whether other options could be explored to reduce this increase.

The project team accomplished this objective through a systemic review of pretrial, jail, probation and community based services for women offenders in San Mateo County. Current and historical trend data, criminal justice policies, practices and programs, and needs of women housed in the San Mateo County Jail were examined. In addition, the philosophies and opinions of criminal justice officials, service providers and women inmates themselves were surveyed and nationally accepted best practices were consulted. These sources plus our experience in developing and evaluating female offender programs in other jurisdictions shaped the recommendations found within this report. Limited historical and program evaluative data prevented the project team from accomplishing a comprehensive analysis of existing programs for women.

A key component of the Maple Street Correctional Facility Plan is the development of a new Women's Justice Center that addresses not only the reentry needs of women inmates but also promotes the expanded use of and development of new alternatives to jail for non-violent women offenders. This needs assessment demonstrates that the County could mitigate the number of future maximum security beds for women by investing in expanded pretrial and sentencing sanctions and in the creation of a new minimum security treatment facility whereby women could learn job skills, parenting skills, cognitive behavioral skills and receive treatment for their addictions, and psychiatric disorders, including posttraumatic stress disorders. This recommendation is based on the findings from an analysis of the risk and needs of women confined in the San Mateo County Jail and on national evidence-based practices. This study found:

- Majority of women inmates are confined in San Mateo County Jail for non-violent drug possession and property offenses, only 12 percent are housed for violent/weapons charges. In fact, there are a higher percentage of women confined in San Mateo County on drug possession and theft/property offenses than in the nation's jails.¹
- 80 percent of all women (60 out of 75 women confined) reported that they had moderate to severe alcohol or drug problems.
- Nearly 90 percent of the women reported moderate and severe problems with alcohol and illegal drugs.

¹ U.S. Department of Justice, Bureau of Justice Statistics, *Profile of Jail Inmates. 2002.*



- Methamphetamines were the most commonly listed drug of choice.
- Very few inmates indicated that they were currently receiving substance abuse treatment and an average of 47 percent reported never having received substance abuse treatment.

These findings indicate that there are significant substance abuse and behavioral health care needs among the women in jail. The high incidence of substance use, particularly methamphetamine use, suggests the need for a long-term treatment continuum including residential and intensive outpatient treatment.

These and other characteristics of the women confined contributed to the project team's conclusion that there will be a potential pool of women offenders in the future who could be considered for expanded pretrial supervision and sentencing sanctions in lieu of confinement. National research demonstrates that many forms of community based treatment are effective.² However, supportive housing, child care services, job skills and treatment services will be needed to reduce their future involvement in the criminal justice system.

An innovative Women's Justice Center (WJC) is proposed to co-locate a variety of facility classifications (maximum, medium and minimum) and supportive services to women in custody. The San Mateo County Sheriff's Office will be responsible for all women in custody. However, as has been the tradition in the past, services to women will be provided in collaboration with the Probation Department, Correctional Health Services and with other public and privately operated community based organizations.

Another innovative feature of the proposed Women's Justice Center is the creation of designated space on campus for a mother and child visitation program, including day and overnight visits to nurture the bonds between mother and child. A Mother and Child Day Treatment Program is recommended for women released from custody to support them and their children during the first six months following release from jail. While this component may be collocated on site with the other components of the WJC, it will likely be coordinated through the San Mateo County Probation, Adult Division, the Department of Health and Human Services, Correctional Health Services, Shelter Network and with other organizations.

These components are recommended because it was determined that more than one-half of the pretrial women and one-third of the sentenced women housed in the San Mateo County Jail are responsible for young children. Numerous studies on female offenders and their children document that the separation of mothers from their children contributes to:

- Five to six times higher delinquency rates among their children.³

² Washington State Institute for Public Policy. Evidence-Based Adult Corrections Programs: What Works and What Does Not. January 2006.

³ Widom, Cathy S. & Michael G. Maxfield, An Update on the "Cycle of Violence," Research in Brief, National Institute of Justice, February 2001. These researchers found that children who have a history of being abused or neglected committed nearly twice as many offenses as juveniles not



- Inability for children who are separated from their mothers to form trusting relationships and attachments to society's standards.
- More children in foster care.
- Additional welfare costs to society.
- Higher rates of recidivism for women offenders.⁴

II. Summary of Key Findings

Based on an analysis of trends, the inventory of programs, and a review of philosophies, policies, and practices in San Mateo County, the following factors are contributing to the increase in women in jail.

Demographics

- California Department of Finance predicts that San Mateo County's population is projected to increase at an annual rate of 0.5 percent by 2025.

Arrests

- Female arrests during 2002-2003 (latest data available) grew faster than male arrests (15.1 percent for females vs. 4.8 percent for males).
- Misdemeanor arrests increased faster than felony arrests (8.4 percent vs. 3.1 percent).
- Increased arrests are correlated with higher jail admissions.

Jail Populations

- Female jail admissions increased 1.9 percent on an annual basis compared to a decrease in male jail admissions of 0.5 percent during FY98-06.
- Faster growth in female average daily jail population (3.6 percent annual increase) during 1997-2006 than female jail admissions (1.9 percent) has resulted in severe crowding in the Women's Correctional Center. ADP increased nearly 30 percent between 1997 and 2006.
- Between 2004 and 2006, female inmate's overall average length of stay in jail increased 6.7 percent which contributes to the increase in average daily population.
- Female housing units operate as high as 217 percent of their Corrections Standards Authority rated capacity of 84 beds. In November 2006, ADP of all women confined rose to 173 women. Operating above the facility's rated capacity has resulted in the following management problems:

abused or neglected and abused and neglected juveniles were arrested more frequently than companion cases.

⁴ Covington, Stephanie and Bloom, Barbara. 2002. *Gender-Responsive Strategies: Research, Practice and Guiding Principles for Women Offenders*. National Institute of Corrections. U.S. Department of Justice.



- Housing units contain twice the number of persons than they were designed for thus jeopardizing the health and safety of the women confined and the staff who are charged with offender supervision.
- No opportunities for the mother and their children to visit with one another thus potentially increasing juvenile delinquency rates among these children.
- Inadequate space for outdoor exercises and activities to properly accommodate the entire population therefore affecting the health of women and adding to the tension within the facility.
- Some counseling is available (mental health, religious, domestic violence, A.A., AIDS Prevention and HIV/Alcohol counseling) but it is limited because there is no designated space thus reducing the opportunities for rehabilitation.
- Insufficient space for education and treatment programs denies women the opportunity to learn needed skills for their successful reentry.
- More than one-half (50.4 percent) of the women confined in San Mateo County's Jail are sentenced compared to 37.3 percent in the jails across California as of FY06. This pattern varies from 7 jails located in the Bay Area underscoring the philosophy and gaps in services that currently exist for female offenders in San Mateo County.

Pretrial Release

- Decline in the number of female OR releases (12.2 percent) and SOR supervised releases (8.3 percent) during FY98-06 contributed to an increase in average daily population (ADP).
- More than one-half (53.1 percent) of the recommendations for release for females in FY06 were denied. In February 2007, of the 134 women presented to the Court for pretrial release, only 23 (17.2 percent) were recommended for release. Of the 23 recommended for release, 10 or 43.5 percent were released while 47.8 percent were denied. The high rate of denials for pretrial release suggests that there is not general acceptance with the release criteria.
- These patterns reflect a cautious philosophy regarding the use of pretrial release and supervision and they represent missed opportunities to free up jail beds, reduce average length of stay (ALOS), to maintain bonds between mother and child, to increase appearance rates and to enhance public safety.
- In November 2006, there were only 42 pretrial females given the opportunity for diversion and only 10 on Proposition 36, Deferred Entry of Judgment and Drug Court.
- Fewer pretrial women were involved in pretrial supervision than men (12 percent vs. 17 percent) in November 2006 suggesting that women are not given the same equal opportunity for these options. The inmate profile conducted in conjunction with this needs assessment document that most women are non-violent.

Probation and Intermediate Sanctions

- The admissions to Bridges declined by 50 percent between 2002 and 2005. Of the total probationers in Bridges, 46.2 percent are women, representing 23 percent of all women on probation



- No minimum security facility exists for women inmates as there is for male inmates so Work Furlough for women has been limited because all women are confined in maximum security housing.
- Very few of the women inmates surveyed in the research study were involved in PC1000, Proposition 36, Deferred Entry of Judgment, Bridges, and Drug Court, even though nearly 90 percent of these women exhibited moderate to severe substance abuse problems. Recent data provided by the Probation Department shows that for 2007, the percent of females in these programs are representative of the number of females on probation.
- Limited use of existing alternatives to jail, especially for female offenders.
- Limited availability of a range of intermediate sanctions for female probation violators.

Community-Based Services

- Limited availability of supportive housing options for female offenders.
- Limited availability of no-cost intensive outpatient and residential substance abuse treatment options for female offenders.
- Limited availability of no-cost intensive outpatient and residential treatment options for women offenders who have multiple diagnoses.
- Declining treatment funds to support public and private treatment providers has reduced the availability of treatment of special need offenders.

Criminal Justice Practices

- Lack of consensus among criminal justice officials on the most appropriate offenders to be targeted for pretrial supervision and for community-based sanctions.
- Philosophy of the use of jail for shelter for female offenders.

Summary of Gaps in Gender-Specific Programming for Women Offenders

- Space limitations prevent education, vocational, substance abuse treatment and visiting programs for women
- No dedicated space for Work Furlough, Educational Furlough, Sheriff's Work Program
- No Minimum Security Treatment Facility for Women
- Limited number of intermediate sanctions and services tailored to women on probation to reduce violations
- Limited number of community treatment providers that accept women with children
- Wait time for locating a provider is as long as 6 months
- Limited number of supportive housing availability for women and their children

An important gap exists in the lack of historical and evaluative information on existing programs and the lack of an integrated information system that allows officials to track individual cases through the criminal justice system and management information that officials can use for future management and planning decisions.



Key Systemic Recommendations

Based on the findings of this analysis, the project team recommends that a graduated continuum of supervision options, facilities and therapeutic services be developed and funded by the San Mateo County Board of Supervisors. The following continuum demonstrates a reentry program that begins while a woman is in custody and continues six months after their release from jail.

San Mateo County Sheriff's Office

Women's Correctional Center

- 16 beds for Maximum Security Housing (based on 5% nationally accepted standard)
 - 72 beds for Drug Treatment Unit
 - 70 beds for General Population Medium Secure Housing
 - 158 beds for a Minimum Security Treatment Facility
 - 316 beds (excluding the special need cells shown below)

 - Medical and Mental Health Housing
 - 1 Sobering Cell for 849.b2 and 647.F (4-12 hour medical holding with toilet, latex and telephone)
 - 2 Medical/Mental Health Isolation Cells with Anteroom, Shared Shower (Negative/Positive Air Pressure and latex)
 - 8 Double Room Sick Rooms (16 women)
- 19 special need beds
Note: These 19 cells are reserved for inmates with short-term medical and mental health treatment needs and thus are above the 316 regular beds)
- A new 6-9 month Minimum Security Treatment Facility is recommended on the same grounds as the Women's Correctional Center to serve as a "step-down" from maximum and medium security confinement. This facility will allow the Sheriff's Office to expand its opportunities for Women's Work Furlough, Women's Education Furlough, Community Work and to provide designated capacity for job training, job readiness preparation, drug and mental health treatment. Women will be allowed to work as a trustee in the Women's Justice Center and/or in community jobs while receiving treatment.
 - Mother and Child Visitation Program are recommended for both day and overnight visitation.

Probation Department

- 48 slots for Outpatient Day Treatment Center for Women and Children are recommended for women released from custody to probation.



Additionally, to implement other best practices for women offenders throughout the criminal justice system in San Mateo County, the project team recommends the following strategies operated by the San Mateo County Probation Department, Sheriff's Office, Superior Court, Correctional Health Services, Department of Health and Human Services and community based organizations:

- San Mateo County Sheriff's Office: Develop and obtain funding for a structured visiting program for women inmates and their children that strengthen the bond between mother and child and that provides parenting skills training to the mother and to her children's caregiver.
- San Mateo County Sheriff's Office and Correctional Health Services: Include a balance of licensed clinicians and paraprofessionals who are successful graduates from CHOICES to staff the drug treatment component in the Jail. Therapeutic standards should be developed and clinical supervision should be provided to paraprofessionals working in the drug treatment program to ensure that a standard of care is provided that will enhance women's growth. These components are present in evidence-based programs.⁵
- San Mateo County Probation Department: Continue to incorporate research-based and validated gender-sensitive and criminogenic assessment tools that assess risk, needs and readiness to change. The Level of Service Inventory is a nationally accepted assessment instrument that should be used as a primary assessment of risk, needs and readiness to change. Secondary treatment assessments should also be used to determine treatment needs and goals prior to entering treatment and to measure progress throughout the course of treatment. There are advantages for using objective assessment tools. These tools have been validated on women offenders in numerous national studies and can provide helpful guidance to the Court and to Probation Officers in determining the most appropriate target population that will be successful on pretrial supervision and in community-based sanctions.
- San Mateo County Superior Court: Consider targeting misdemeanants, technical probation violators (rule violators) and low-level drug possession and property offenders for expanded pretrial and community based supervision programs in lieu of confinement. Since these findings suggest that the majority of the women in the criminal justice system do not pose a risk to public safety, the project team recommends that current community based options should be expanded wherever feasible and additional options should be developed and funded so that confinement is used for those who are the most serious and violent. Additionally, a review of the length of time from arrest to sentencing should be conducted to determine which procedures could be expedited thus resulting in reduced length of stay for pretrial detainees.
- San Mateo County Superior Court, Probation Department: Expand the number of women participating in the following options:
 - Deferred Entry of Judgment
 - Proposition 36
 - PC1000

⁵ Koutsenok, Igor, Caetano, Izabel P.V., Ellet, Julie. *Professionalizing the Substance Abuse Field: An Invitation for Discussion*. January/February 2006. in Offender Substance Abuse Report. Vol VI. No.1.



- Pretrial Supervision
 - Drug Court
 - Bridges
- San Mateo County Probation Department and Sheriff's Office: Expand the number of women participating in:
 - Drug and Alcohol counseling programs
 - Trauma counseling programs
 - Mental health counseling programs
 - Work Furlough/Job Training programs
 - San Mateo County Probation Department, Adult Division: Expand the Reentry Program to provide a formal 6 months aftercare program for women released from custody to the Probation Department that provides them continued support in locating housing, education, job training, child care and other reentry needs upon release from custody.
 - San Mateo County Probation Department, Adult Division: Establish a Women's Wraparound/Outpatient Model for multiply-diagnosed women based on the nationally accepted *Assertive Community Team* model and on the assessed needs of the women in San Mateo County.
 - San Mateo County Probation Department Reentry Program: Enter into contractual arrangements with community shelter providers to provide supportive housing to homeless women upon release from custody to expand the number of family and single occupancy apartments for women leaving jail. Wherever feasible, relocate women who are at risk of relapse to new neighborhoods to provide them and their children a fresh start.
 - San Mateo County Probation Department and Sheriff's Office: Assess the women's eligibility for Medi-Cal before release from jail and link eligible women up with economic supports to assist them toward greater self sufficiency.
 - San Mateo County Probation Department and Sheriff's Office: Work with community-based organizations, including faith-based agencies to create a pool of women mentors to provide support to women leaving jail.
 - San Mateo County Probation Department and Sheriff's Office: Continue to fully maximize the Probation Reentry Specialist assigned to the Jail to identify women eligible for sentence modifications, to assess and address their reentry needs before release and link women up with necessary support services.



II. ANALYSIS OF TRENDS AND FACTORS AFFECTING JAIL POPULATIONS



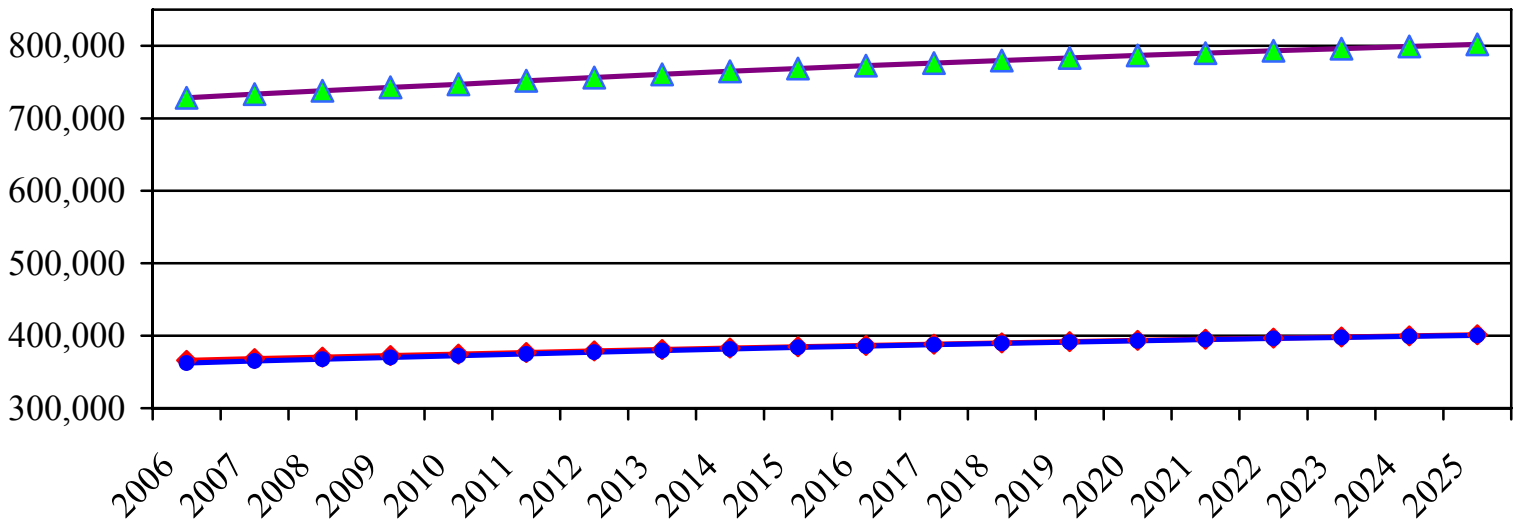
II.1 San Mateo County Population

II.1.1 County Population by Sex

Between 2006 and 2025, the California Department of Finance predicts that San Mateo County's adult female population will rise 9.6 percent compared to a 10.6 percent increase for adult males.

Overall, the total County population is expected to increase 10.1 percent, or at an annual rate of 0.5% between 2006 and 2025.

Figure II.1
San Mateo County, CA
Population Projections by Sex
2006-2025



	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025
Female	366,151	368,411	370,595	372,686	374,654	376,881	379,017	381,067	383,034	384,912	386,726	388,491	390,222	391,959	393,676	395,285	396,872	398,418	399,927	401,381
Male	362,373	365,080	367,670	370,138	372,480	374,989	377,379	379,658	381,822	383,871	385,825	387,702	389,525	391,315	393,064	394,692	396,265	397,775	399,232	400,617
Total	728,524	733,491	738,265	742,824	747,134	751,870	756,396	760,725	764,856	768,783	772,551	776,193	779,747	783,274	786,740	789,977	793,137	796,193	799,159	801,998

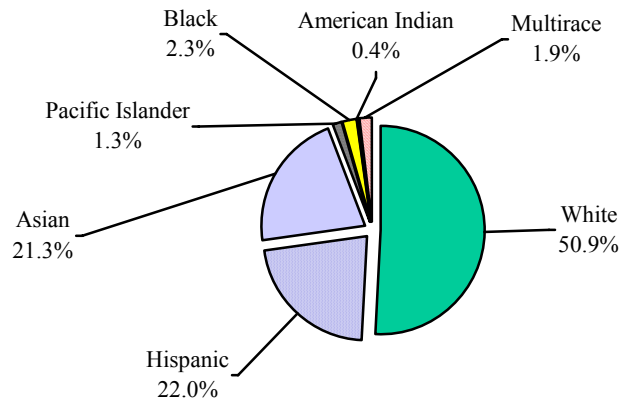
While the overall increase in the County's population is not dramatic, it provides evidence of a continuous growth for the next 20 years which will contribute to jail and probation populations in the future.



II.1.2 County Population by Race/Ethnicity

In 2005, the County's adult population was primarily represented in three racial groups—white (50.9 percent), Hispanic (22.0 percent) and Asian (21.3 percent). There was no quantifiable data from the Department of Finance to substantiate a change in this racial makeup within the County in the years to come. However, there is anecdotal evidence that Hispanic populations are growing. This may mean that future jail populations may likely become disproportionately Hispanic citizens unless more Hispanic have greater access to educational and job opportunities.

Figure II.2
San Mateo County, CA
County Population by Race/Ethnicity
2005
N = 556,984



Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.

II.2 San Mateo County Arrests

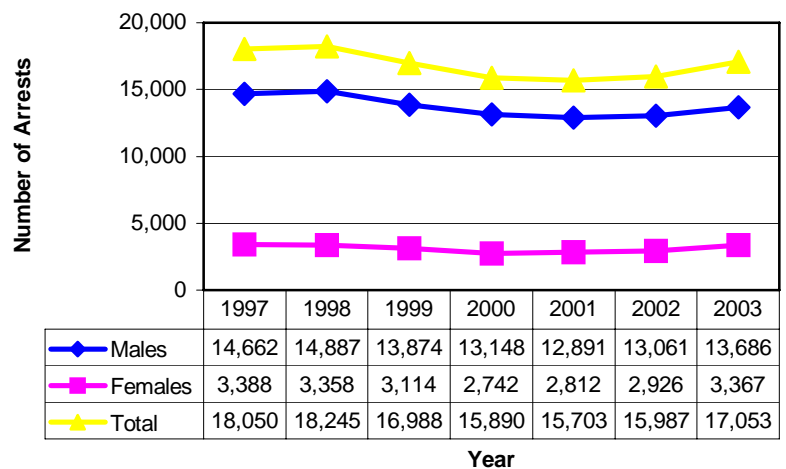
II.2.1 San Mateo County Crime Arrests by Gender

During 1997-2001, overall arrests declined. Beginning in 2001 arrests have increased. For example, between 2001 and 2002, annual arrests grew at a faster rate for females (4.1 percent) than for males at 1.3 percent.

This trend continued during 2002 and 2003 (latest data available). Annual arrests increased even higher for females (15.1 percent) than for males at 4.8 percent.

This increase in arrests correlates with higher jail admissions for female offenders.

Figure II.3
San Mateo County, CA
Crime Arrests by Gender
1997-2003



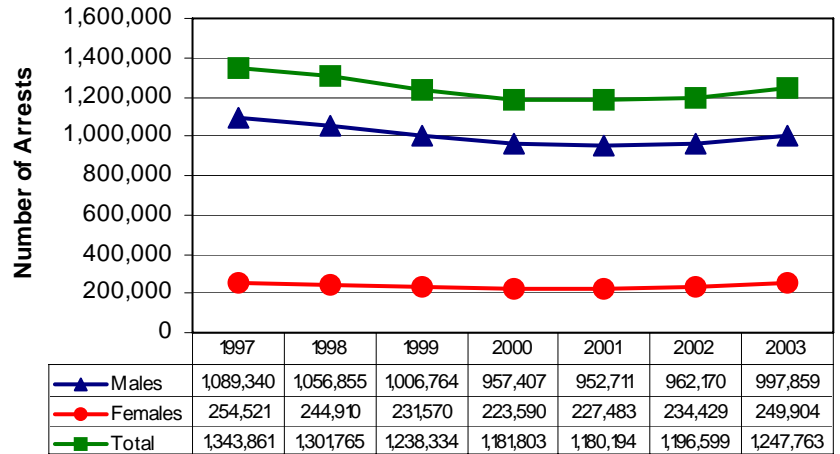
Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.



II.2.2 Crime Arrests in State of California by Gender

Similarly, statewide arrests for males and females increased beginning in 2001 and continued through 2003.

Figure II.4
Crime Arrests in State of California by Gender
1997-2003



Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.

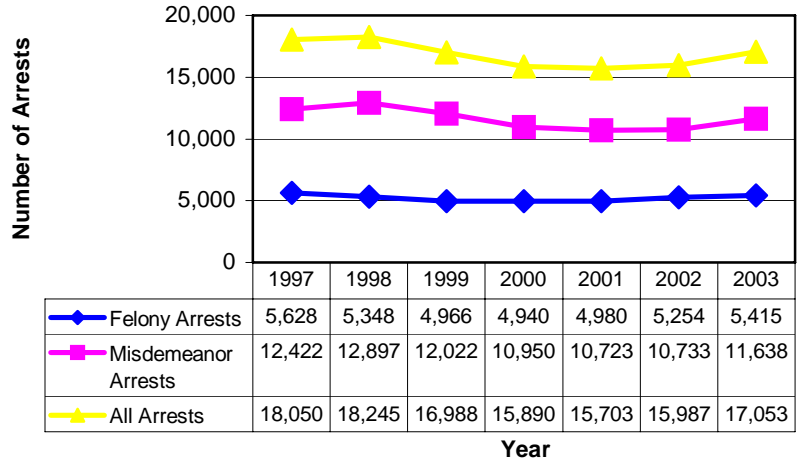


II.2.3 San Mateo County Adult Arrests by Category

During 2002 – 2003, more arrests were made for misdemeanor crimes than for felonies. Misdemeanor arrests grew at an average annual rate of 8.4 percent compared to 3.1 percent for felony arrests.

Increasing misdemeanor arrests has resulted in an increase in misdemeanor jail admissions as will be described later in this report. Misdemeanants are generally cited and released by law enforcement in the field. However, more misdemeanors are being booked into jail. The Sheriff's OR Bureau interviews misdemeanors and if they meet residency and criteria indicating community ties, they will cite and release them, thus freeing up beds and relieving congestion at the initial appearance court.

Figure II.5
San Mateo County, CA
Adult Arrests by Category
1997-2003



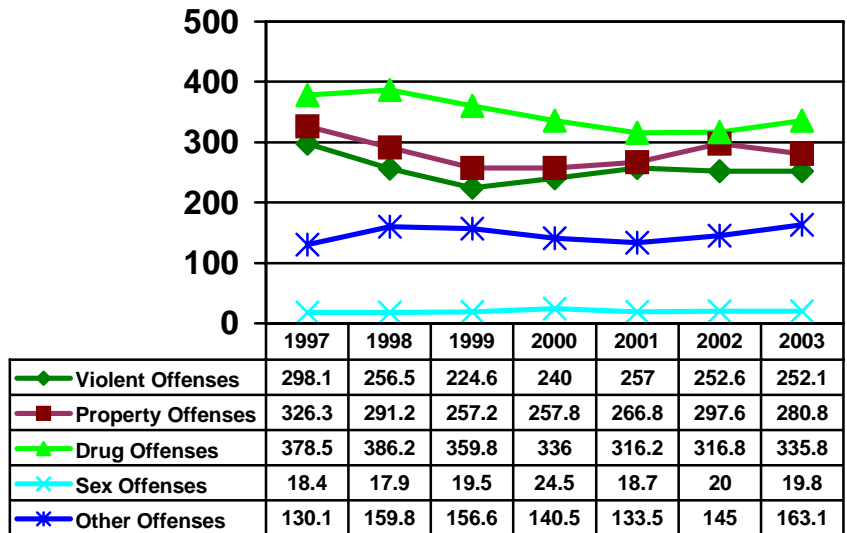
Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.



II.2.4 Felony Arrests in San Mateo County

During 1997-2003, average annual rates for some felony arrests declined (violent by 2.4 percent, drug by 1.9 percent, and property by 2.1 percent) while arrests for sex offenses increased 2.4 percent and other arrests increased 4.4 percent.

Figure II.6
San Mateo County, CA
Felony Arrests by Charge Type
1997-2003



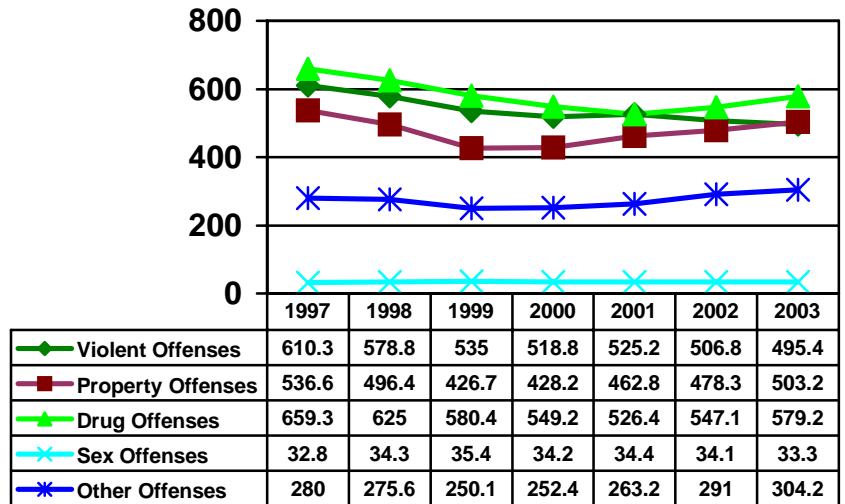
Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000–2050. Sacramento, CA, May 2004.



II.2.5 California Felony Arrest Rates by Charge Type

Similarly, arrests for violent (3.4 percent) drug (2.0 percent), and property (0.8 percent) declined while sex offenses (2.4 percent) and "other" offenses increased 1.6 percent.

Figure II.7
California Felony Arrest Rates by Charge Type
1997-2003



Source: State of California, Department of Finance, Race/Ethnic Population with Age and Sex Detail, 2000-2050. Sacramento, CA, May 2004.



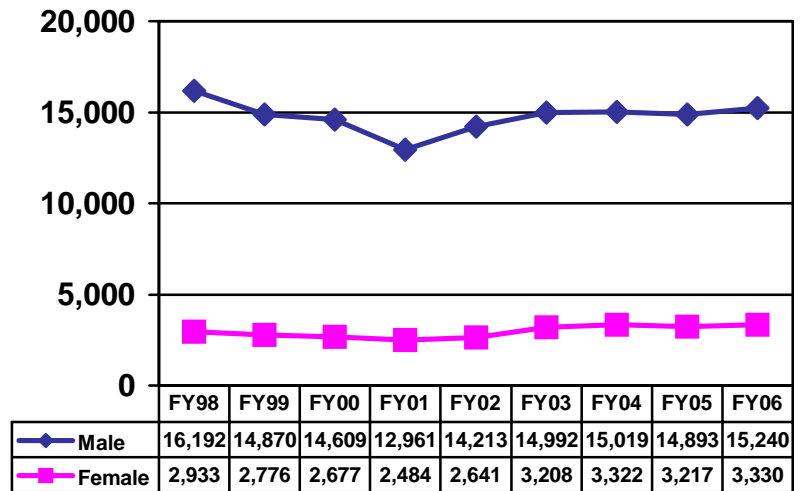
II.3 San Mateo County Jail Population

II.3.1 Admissions to the San Mateo County Jail by Gender

During FY98 – FY06, female admissions increased by an average annual rate of 1.9 percent. The increase in jail admissions for females is correlated with an increase in female arrests that occurred since 2001.

In contrast, male jail admissions declined 0.5 percent annually during this same time period.

Figure II.8
San Mateo County, CA
Admissions to the San Mateo County Jail
by Gender
FY98-FY06

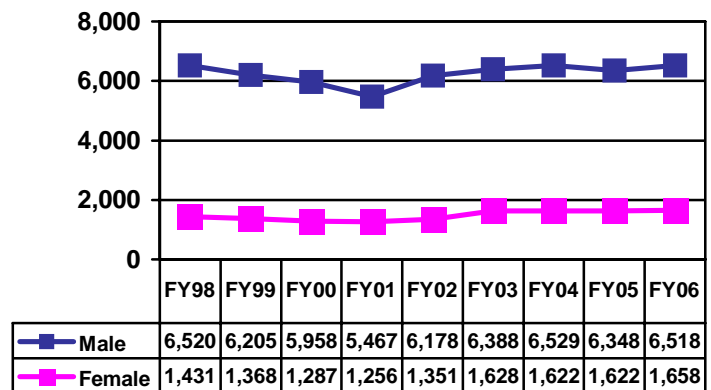


II.3.2 Misdemeanor Jail Admissions by Gender

Female jail admissions for misdemeanors increased by an average annual rate of 2.1 percent during FY1998 – 2006 documenting the increased use of jail for less serious crimes.

In contrast, male jail admissions for misdemeanors were largely unchanged.

Figure II.9
San Mateo County, CA
San Mateo County Misdemeanor Jail Admissions
by Gender
FY98-FY06



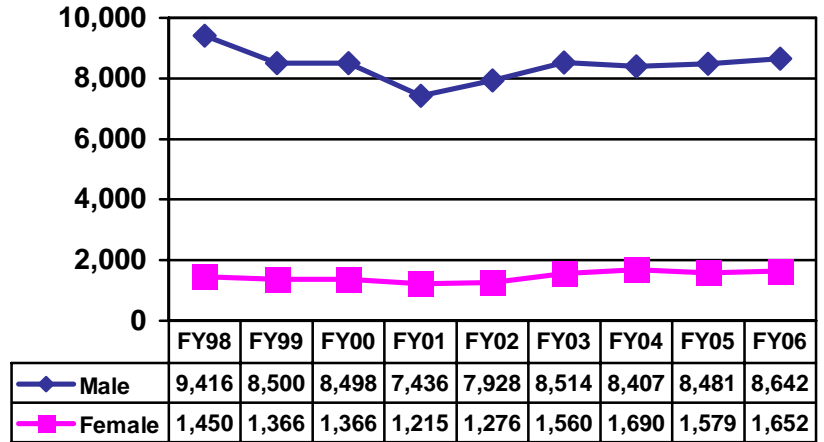


LI.3.3 Felony Jail Admissions by Gender

Felony admissions for females during FY98-06 increased by an average annual percentage of 2.1 percent.

In contrast, felony admissions for males declined by an average of 0.8 percent.

Figure II.10
San Mateo County, CA
Felony Jail Admissions by Gender
FY98-FY06



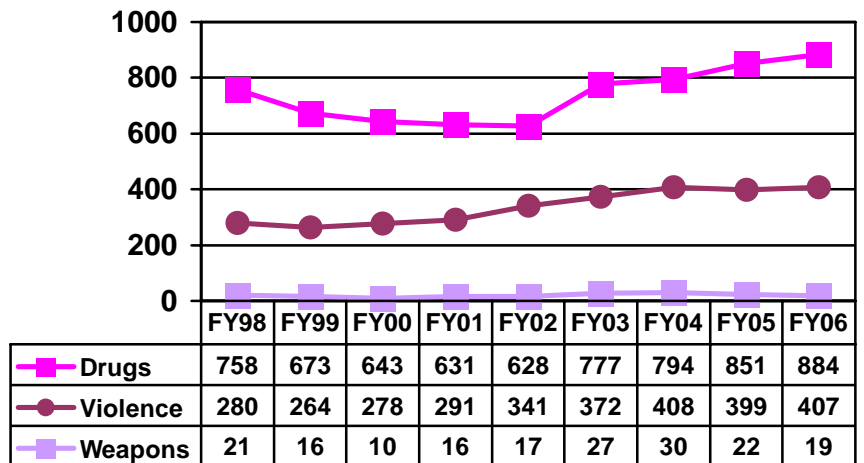
Source: San Mateo County Sheriff's Office

LI.3.4 Felony Admissions for Females

Admissions for drugs, violence and weapons charges increased during FY98-06 for women indicating more involvement by women in higher risk crimes, particularly crimes related to domestic violence.

Admissions to jail for violence and weapons charges increased the most, representing an average annual rate of 5.0 percent for violent offenses and 4.3 percent for weapons offenses.

Figure II.11
San Mateo County, CA
Felony Jail Admissions for Females by
Charge Type
FY98-FY06



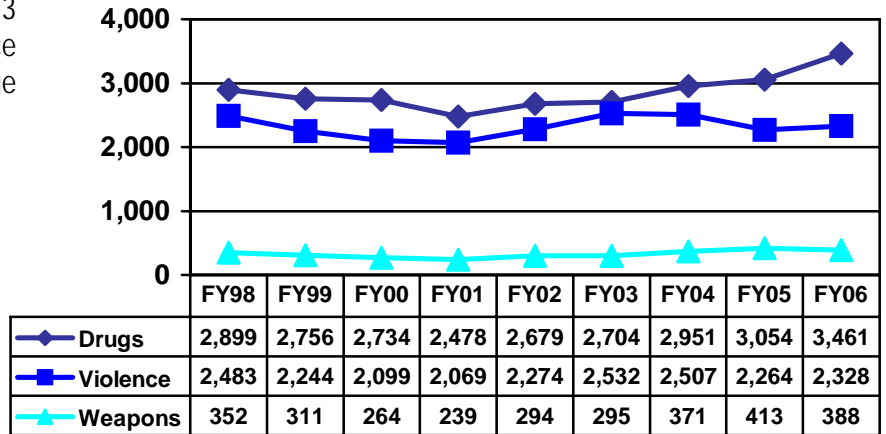
Source: San Mateo County Sheriff's Office



LI.3.5 Felony Admissions for Males by Charge Type

Felony admissions for males for drugs and weapons increased during FY98-06 by an average annual percentage of 2.5 percent and 2.3 percent respectively, while violence admissions decreased by an average annual percentage of 0.5 percent.

Figure II.12
San Mateo County, CA
Felony Admissions for Males by Charge Type
FY98-FY06



Source: San Mateo County Sheriff's Office

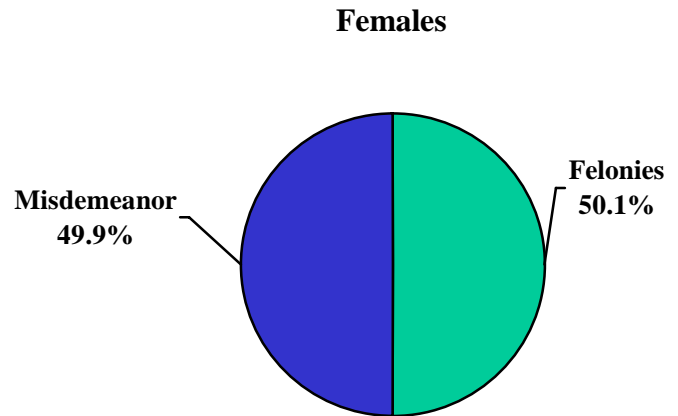


LI.3.6 Percent of Jail Admissions by Felonies and Misdemeanors by Gender

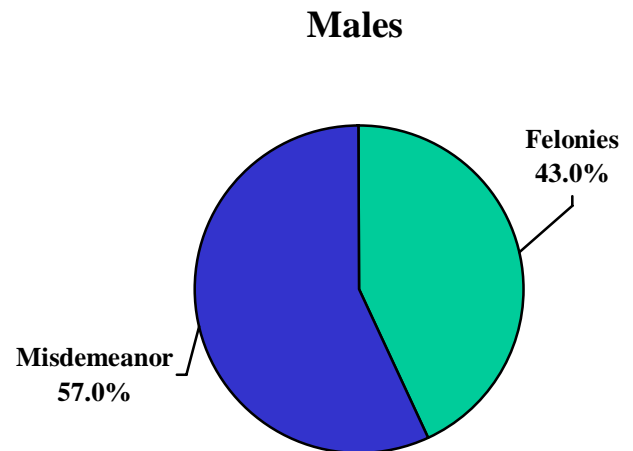
The increase in female jail admissions for felonies in FY06 resulted in a greater portion of the female jail population being held for felony crimes. Just over one-half of the female jail admissions were confined for felony crimes and 49.9 percent were confined for misdemeanor crimes.

In contrast, more males were admitted for misdemeanor crimes (57.0 percent) than for felonies. The percent of misdemeanor admissions by males exceeded their felony admissions by 14 percent.

Figure II.13
San Mateo County, CA
Felonies and Misdemeanors by Gender
FY06



Source: San Mateo County Sheriff's Office



Source: San Mateo County Sheriff's Office

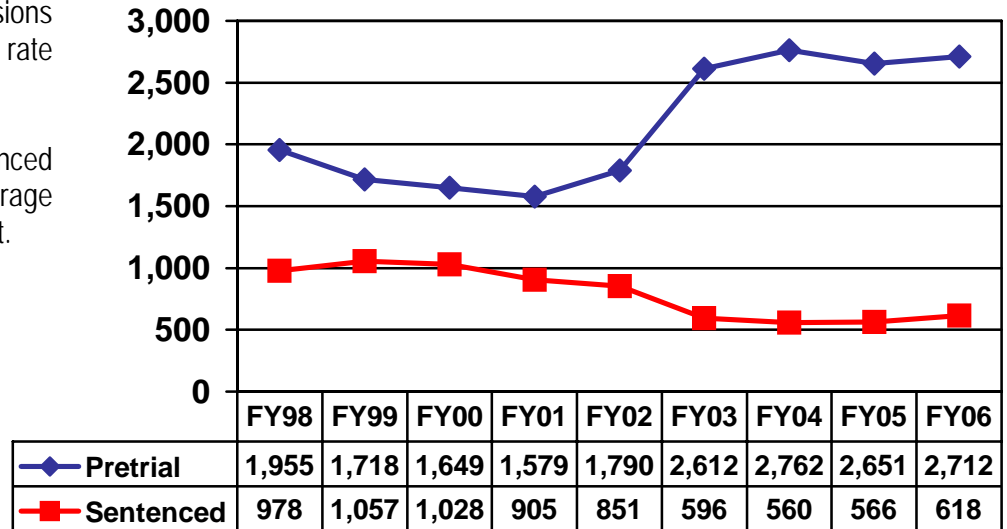


II.3.7 Jail Admissions by Legal Status

Figure II.14
San Mateo County, CA
Legal Status of Female Jail Admissions
FY98-FY06

Female pretrial admissions increased by an average annual rate of 5.5 percent during FY98-06.

In contrast, female sentenced admissions declined by an average annual percentage of 4.8 percent.

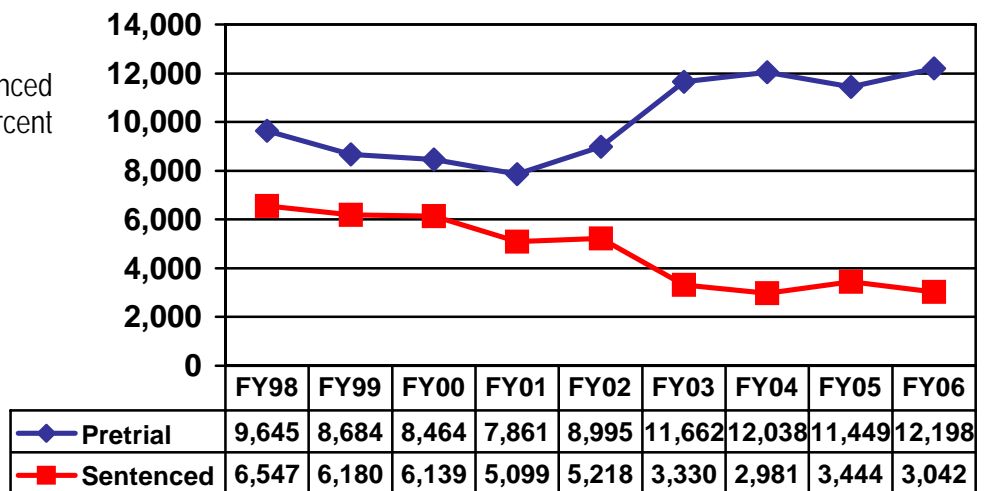


Source: San Mateo County Sheriff's Office

Figure II.15
San Mateo County, CA
Legal Status of Male Jail Admissions
FY98-FY06

Similarly, male pretrial admissions also increased by an average annual rate of 3.7 percent since 1997.

Like females, male sentenced admissions declined 8.0 percent annually.



Source: San Mateo County Sheriff's Office

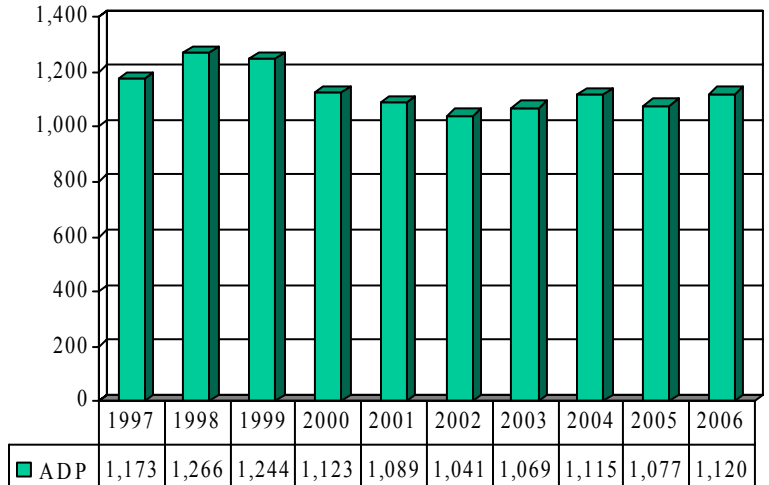


II.4. Average Daily Jail Population

II.4.1 Total Average Daily Population

Between 1997 and 2006, the total average daily population for all jail facilities declined 4.5 percent, or at an average annual rate of 0.4 percent for the 9 years.

Figure II.16
San Mateo County, CA
Total Average Daily Population (ADP) for All Facilities
1997-2006

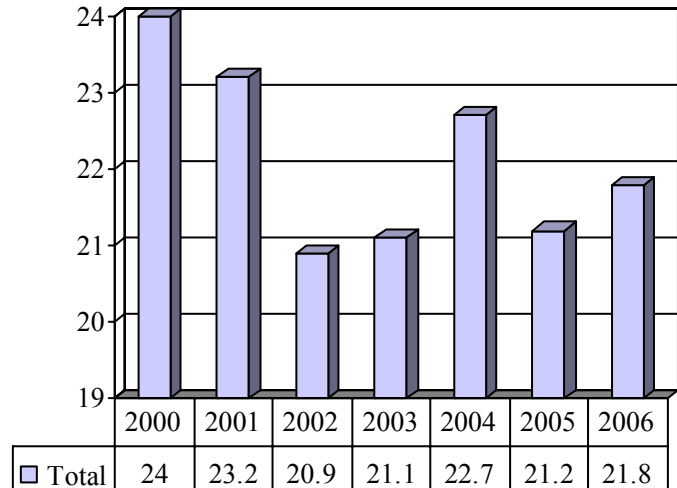


Source: San Mateo County Sheriff's Office ADP 1997-2006_update.xls
ADP=Average monthly ADP for that particular 12-month year calendar year (Jan-Dec)

II.4.2 Average Length of Stay for All Jail Inmates

Between 2000 and 2006, total average length of stay for all inmates declined 9.2 percent for an average annual rate of 1.4 percent.

Figure II.17
San Mateo County, CA
Average Length of Stay for All Inmates
1997-2006*



Source: San Mateo County Sheriff's Office. JCA WCC.xls
Note: ALS=Average monthly ALS for that particular 12-month year calendar year (Jan-Dec); 2006 average based on Jan-Mar; CLOSED JUN'03 MCC + WHC OPENED JUL'03 MST AUG'03 WKR



II.4.3 Average Daily Population of the Women’s Correctional Center

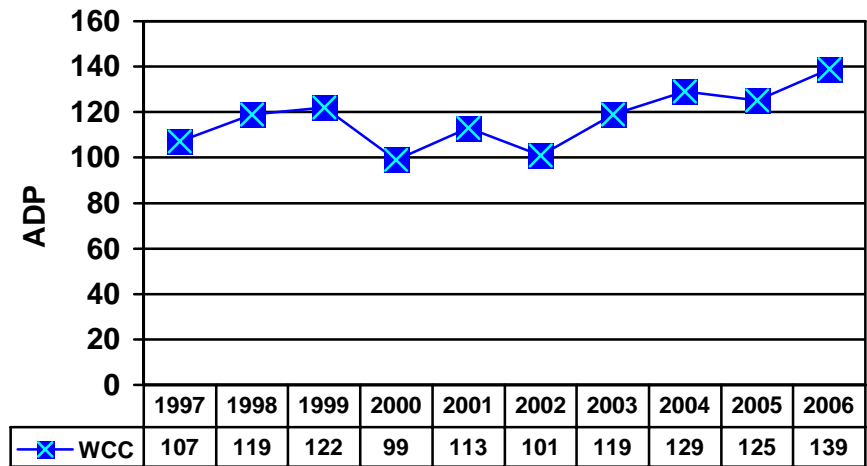
While female admissions grew at an average annual rate of 2 percent, average daily population for females increased by 3.6 percent on an annual basis during 1997-2006.

Between 1997-2006 the average daily population (ADP) of the Women’s Correctional Center (WCC) increased 29.9 percent, from 107 women inmates in 1997 to 139 inmates in October 2006. In November 2006, the average daily population for all women confined increased to 173. When the population reaches these limits, a pod at the Maguire facility is used.

Some of the reasons why ADP has increased include:

- Limited alternatives to jail for women offenders compared to men offenders. Space limitations have prevented fully maximized alternatives to full confinement such as Work Furlough, Educational Furlough, Sheriff’s Work Program and there is no Minimum Security Treatment Facility for Women.
- Limited intermediate sanctions options for women probation violators that involve supportive housing.
- Few drug treatment providers will accept women who are unable to pay for treatment.
- Limited number of treatment providers that accept women with children.
- Wait time for locating a provider is as long as 6 months resulting in longer average length of stay in jail before release.
- Lengthy process for probation violation hearings (estimated to be 3 weeks).
- Concern by the Court that there is no available supportive housing for women and that jail may be the only safe place.

Figure II.18
Women’s Correctional Center
Average Daily Population
1997 –2006



Notes: Annual ADP = Average Monthly ADP for the 12 month Calendar Year.
Source: San Mateo County Sheriff’s Office.



The California Corrections Standards Authority (CSA) rated the acceptable capacity for the Women's Correctional Facility at 84, documenting that this facility's daily population exceeded its capacity every year. Table II.1 illustrates that various housing units at the WCC exceeds the facility's CSA's rated capacity by 100-217 percent.

Table II.1
San Mateo County, CA
Female Inmate Count on August 24, 2006
By Housing Assignment
At the Women's Correctional Center

Housing Unit Assignment	Number Inmates Assigned	Rated Capacity	Maximum Capacity	Percent of Rated Capacity	Percent of Maximum Capacity
AA (Adm. Seg)	9	9	17*	100	53
BB (Dorms)	38	19	38	200	100
CC (Dorms)	37	19	40	195	93
DD (Dorms)	21	18	26	117	81
EE (Dorms)	39	18	45**	217	87
Total	144	84	166	171	87

Source: San Mateo County Sheriff's Office. February 2007.

Note: * Administrative segregation is now double bunked

** EE dorm is now triple bunked.

Operating above the facility's rated capacity has resulted in the following management problems:

- Housing units contain twice the number of persons than they were designed for thus jeopardizing the health and safety of the women confined and the staff who are charged with offender supervision.
- Double and triple bunking of housing units jeopardizes safety and security for staff and inmates.
- No opportunities for the mother and their children to visit with one another thus increasing the potential number of at risk youth.
- Inadequate space for outdoor exercises and activities to properly accommodate the entire population therefore resulting in a negative impact on women's health and adding to the tension within the facility.
- Some counseling is available (mental health, religious, domestic violence, A.A., AIDS Prevention and HIV/Alcohol counseling) but counseling is limited because there is no designated space thus reducing the opportunities for rehabilitation. Insufficient space for education and treatment programs denies women the opportunity to learn needed skills for their successful reentry.

In 2003, the Women's Honor Camp (capacity of 25 women) was closed thus exacerbating the crowding within the women's jail. This facility was later expanded to 46 beds and then reopened as a Minimum Security Transitional Facility for men.

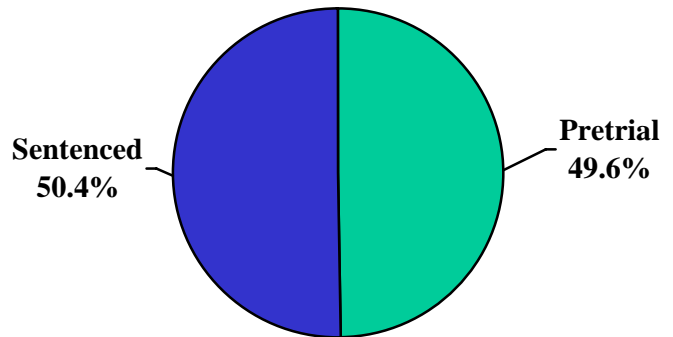


II.4.4 Average Daily Jail Population by Legal Status

While the number of female sentenced admissions declined during FY98-06, a larger portion of the women confined in the Women's Correctional Center (WCC) is sentenced rather than pretrial. In 2006, just over one-half of the women confined (50.4 percent) were serving a sentence to jail compared to nearly 49.6 percent who were waiting trial.

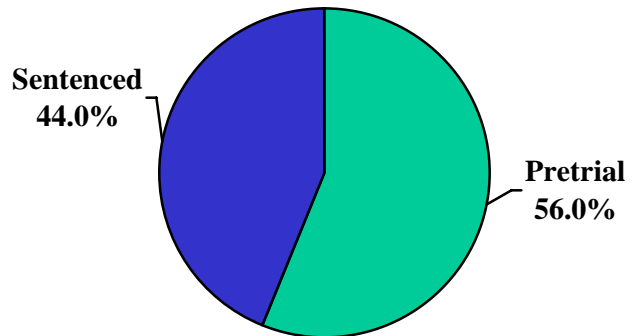
In contrast, less than one-half of the men are sentenced (44.0 percent) and more than one-half (56.0 percent) are waiting trial.

Figure II.19
San Mateo County, CA
Women's Correctional Center
Inmates by Legal Status
2006



Source: San Mateo County Sheriff's Office, San Mateo County Probation Department.

Figure II.20
San Mateo County, CA
Maguire Men's Correctional Facility
Inmates by Legal Status
2006



Source: San Mateo County Sheriff's Office, San Mateo County Probation Department.



While more than one-half of the women in jail in San Mateo County are sentenced, this is not the case across the State of California. Thirty-seven percent of the women confined in jails throughout California are sentenced. This finding suggests that there is a gap in available housing, community-based substance abuse treatment services and intermediate sanctions for women on probation in San Mateo County rather than the fact that women pose a risk to public safety. In another section of this report, the findings from the profile analysis of the women confined in San Mateo County's Jail are presented. The findings document that women in San Mateo County's Jail are charged with or convicted of non-violent offenses (mostly drug possession and property), and they have few prior felony convictions.

**Table II.2
California and San Mateo County
Legal Status of Women Inmates**

CHARACTERISTICS	PERCENT OF CALIFORNIA JAIL POPULATIONS	PERCENT OF SAN MATEO COUNTY JAIL POPULATION
Pre-trial	62.7%	49.6%
Sentenced	37.3%	50.4%
Total	100%	100%

Source: Corrections Standards Authority. *Jail Profile Survey, 2005*. San Mateo County Sheriff's Office.

The table on the following page demonstrates that San Mateo County uses its jail differently than 7 other counties in the Bay Area. In all jails but one (Santa Cruz County), more women are held pending trial rather than serving a sentence in jail.



Table II.3 Comparison of Type of Female Inmate Housed in Bay Area Jails

Characteristics	Percent of California Jail Populations	Percent of Alameda Jail Populations	Percent of Contra Costa Jail Populations	Percent of Marin Jail Populations	Percent of San Francisco Jail Populations	Percent of San Mateo Jail Populations	Percent of Santa Clara Jail Populations	Percent of Santa Cruz Jail Populations	Percent of Solano Jail Populations	Percent of Sonoma Jail Populations
Pre-Trial	62.7%	64.8%	75.9%	90.5%	76.9%	49.6%	66.3%	39.4%	71.6%	51.9%
Sentenced	37.3%	35.2%	24.1%	9.5%	23.1%	50.4%	33.7%	60.6%	28.4%	48.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Corrections Standards Authority. *Jail Profile Survey. 2005, 4th Quarter Survey Results.*

In contrast, the legal status of men confined in San Mateo County's Jail more closely mirrors the patterns for men confined in jails across the State of California.

**Table II.4
California and San Mateo County
Legal Status of Male Inmates**

CHARACTERISTICS	PERCENT OF CALIFORNIA JAIL POPULATIONS	PERCENT OF SAN MATEO COUNTY JAIL POPULATION
Pre-trial	73.6%	56.0%
Sentenced	26.4%	44.0%
Total	100%	100%

Source: Corrections Standards Authority. *Jail Profile Survey. 2005.* San Mateo County Sheriff's Office.



Male inmates in San Mateo County are also more similar to 7 Bay area county jails because the majority of the men confined in these jails are pretrial and not sentenced. Only Santa Cruz County has more of its males serving a jail sentence.

Table II.5 Comparison of Type of Male Inmate Housed in Bay Area Jails

Characteristics	Percent of California Jail Populations	Percent of Alameda Jail Populations	Percent of Contra Costa Jail Populations	Percent of Marin Jail Populations	Percent of San Francisco Jail Populations	Percent of San Mateo Jail Populations	Percent of Santa Clara Jail Populations	Percent of Santa Cruz Jail Populations	Percent of Solano Jail Populations	Percent of Sonoma Jail Populations
Pre-Trial	67.3%	78.4%	63.7%	91.7%	79.9%	56.0%	66.3%	44.7%	77.7%	60.5%
Sentenced	32.7%	21.6%	36.3%	8.3%	20.1%	44.0%	33.7%	55.3%	22.3%	39.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

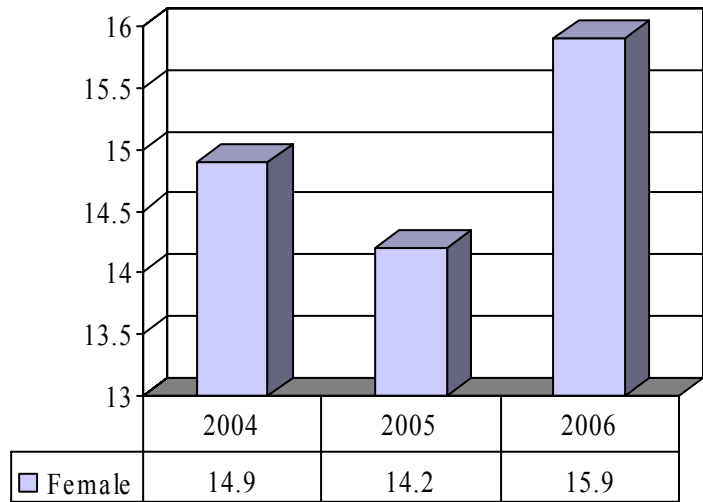
Source: Corrections Standards Authority. *Jail Profile Survey. 2005, 4th Quarter Survey Results.*



II.4.5 Average Length of Stay for Women

Between 2004 and 2006, female inmate's average length of stay increased 6.7 percent which contributes to the increase in the average daily population for women. Data was not available to calculate the average length of stay for a pretrial vs. sentenced inmate.

Figure II.21
 San Mateo County, CA
 Female Inmate Estimated Average Length of Stay
 2004-2006



Source: San Mateo County Sheriff's Office JCA WCC.xls
 *Note: ALS=Average monthly ALS for that particular 12-month year calendar year (Jan-Dec)



II.4.6 Average Daily Jail Population of Men’s Facilities

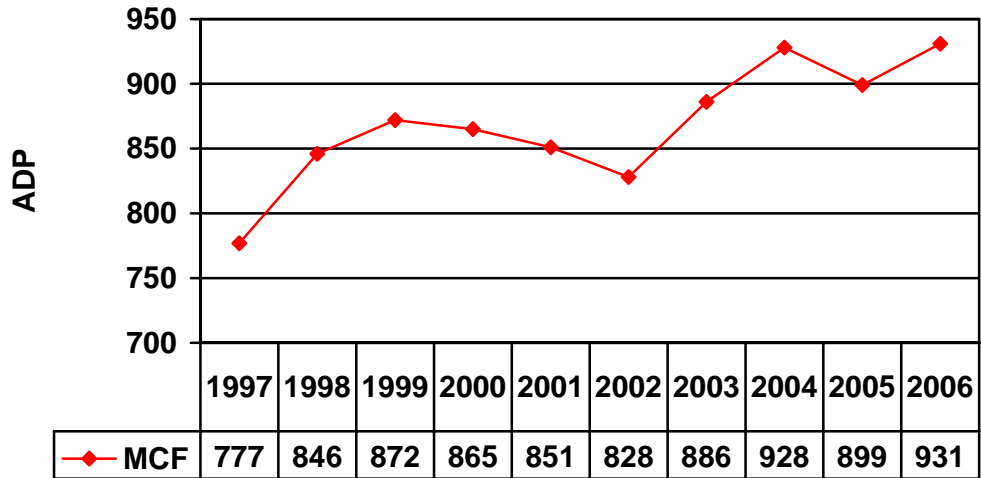
II.4.6.1 Maguire Correctional Facility Average Daily Population

The Maguire Correctional Facility (MCF) houses the intake, medical and mental health functions for both men and women and the general population housing for men in confinement.

Between 1997-2006 the average daily population of Maguire CF increased 19.8 percent, from 777 inmates in 1997 up to 931 inmates as of December 2006, a 2.1 percent average annual increase.

This compares with a 3.6 percent annual ADP growth rate for women.

Figure II.22
 San Mateo County, CA
 Maguire Facility Average Daily Population
 1997–2006



Notes: Annual ADP = Average Monthly ADP for the 12 month Calendar Year.
 Source: San Mateo County Sheriff’s Office.



The rated capacity of Maguire CF is 688 but as this table illustrates, the population confined in Maguire was 957 on August 24, 2006. Some housing units exceeded their rated capacity as high as 170 percent.

Table II.6
Male Inmate Count on August 24, 2006
By Housing Assignment
At The Maguire Correctional Facility

Housing Unit Assignment	Number Inmates Assigned	Rated Capacity	Maximum Capacity	Percent of Rated Capacity	Percent of Maximum Capacity
Holding	0	0	0	0	0
Transfer	4	0	0	0	0
2MCTMedical	0	0	10	0	0
2MMHospital	21	0	20	0	105
2MSL Seg	9	0	11	0	82
Medical Total	30	0	41	0	73
Old Maguire Dorms					
22 North	66	40	60	165	110
22 South	67	40	60	168	112
22N/S Total	133	80	120	166	111
33North	68	40	60	170	113
33South	67	40	60	168	112
33N/S Total	135	80	120	169	113
New Maguire Housing					
3East	62	64	96	97	65
3WestA	28	48	48	58	58
3WestB	15	32	32	47	47
3West C	8	0	16	0	50
3 West Total	51	80	96	65	54
4East	94	64	94	147	100
4West	87	64	96	136	91
5East	90	64	96	141	94
5West	89	64	96	139	93
6East	94	64	96	147	98
6West	92	64	96	144	96
Total	957	688	1,047		

Source: San Mateo County Sheriff's Office, August 2006.



II.4.7 San Mateo County Sheriff's Alternative Sentence Bureau

II.4.7.1 Sheriff's Work Program

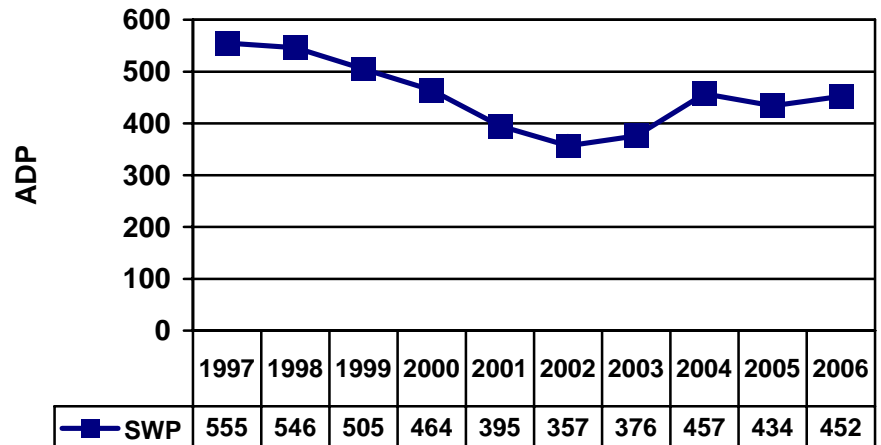
During 2006, a total of 3,467 inmates reported to the Sheriff's Work Program (842 or 24.3 percent were female and 2,625 or 75.7 percent were male). Eight inmates also participated in the Opportunities Industrialization Center West Job Training Program (3 or 38.0 percent were women and 5 or 62 percent were men).

These inmates report to the Jail to perform community work at municipal and private non-profit agencies. At the end of the day, the inmate returns home to sleep, thus freeing up jail beds. If this program was not in existence, these inmates would be housed in the San Mateo County Jail. The Sheriff and staff are commended for operating this program.

The figure to the right documents the total average daily population (males and females combined) who are on the program on any given day.

Between 1997 and 2006 the average daily population on the Sheriff's Work Program (SWP) declined by 18.9 percent, from 555 to 452 inmates. The number of inmates on the SWP increased from 2002-2006; however, during this 9 year period, the ADP declined at an annual rate of 2.0 percent.

Figure II.23
San Mateo County, CA
Sheriff's Work Program
Average Daily Population
1997 - 2006



Notes: Annual ADP = Average Monthly ADP for the 12 month Calendar Year.

Source: San Mateo County Sheriff's Office.



II.4.7.2 Electronic Monitoring Program

Of all of the alternatives to jail that currently exist in San Mateo County, electronic monitoring (EMP) is used the least.

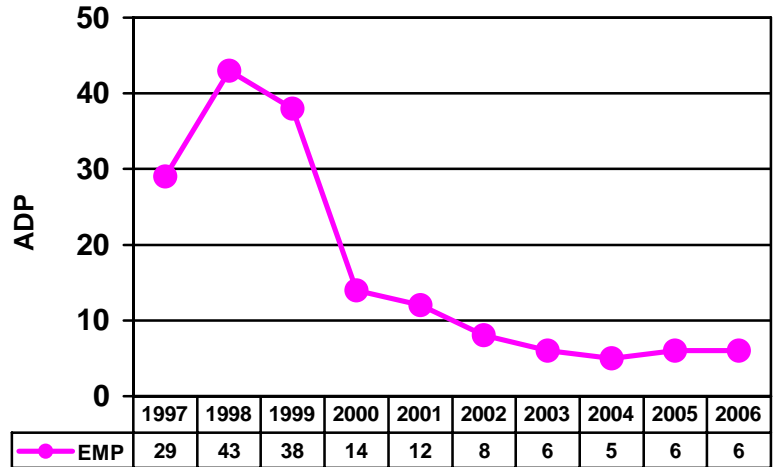
Between 1997 and 2006, the average daily population for EMP decreased 79.3 percent, or by an average annual decrease of 10.6 percent. The highest number of inmates who were on EMP was 43 in 1998 showing room for expansion.

During 2006, there were 18 participants in EMP, 6 or 33.3 percent were women and 12 or 66.6 percent were men.

This program is greatly underutilized in San Mateo County.

In contrast , Santa Clara County uses EMP for pretrial defendants as a condition of release on pretrial supervision. The Court refers defendants to Pretrial Services for EMP consideration. No other information was available at the time of this report on any other county in the Bay area.

Figure II.24
San Mateo County, CA
Electronic Monitoring Program
1997-2006



Notes: Annual ADP = Average Monthly ADP for the 12 month Calendar Year. Source: San Mateo County Sheriff's Office.



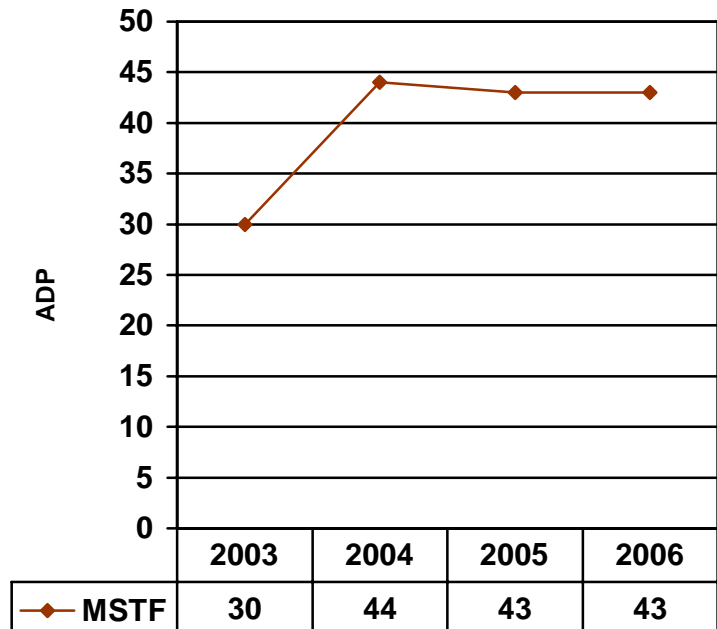
II.4.7.3 Minimum Security Transitional Facility

The Minimum Security Transitional Facility (MSTF) was opened in July 2003 for male offenders with a Board of Corrections rated capacity of 46 beds. This facility serves minimum security males whose classification determines they pose no risk to public safety and who are medically cleared to participate.

The average daily population increased from 30 in 2003 to 43 in 2006, a 43.3 percent increase.

During 2003-2006, there has been a 14.8 percent average annual increase in usage documenting the need for this program.

Figure II.25
 San Mateo County, CA
 Minimum Security Transitional Facility
 Average Daily Population
 2003-2006



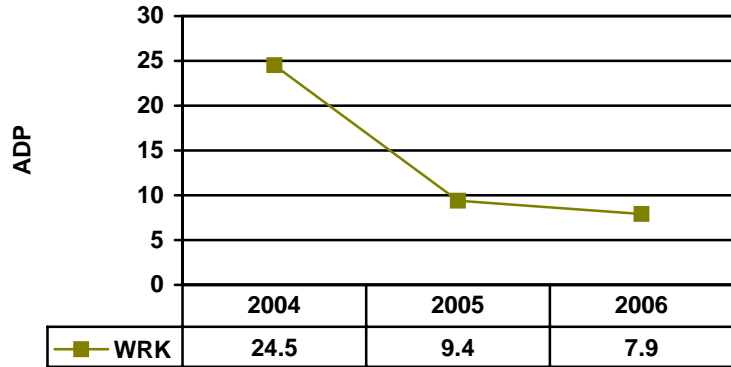
Notes: Annual ADP = Average Monthly ADP for the 12 month Calendar Year.
 SOURCE: San Mateo County Sheriff's Office.



II.4.7.4 Weekender Facility

The Weekender Facility has been an option for the courts for many years. The current capacity is 27 beds and it is operated from two locations- Male inmates are housed in the weekender dorm while female inmates are housed in the Women's Correctional Center. Its average daily population when in use declined from approximately 25 inmates in 2004 down to 8 inmates in 2006.

Figure II.26
San Mateo County, CA
Weekender Facility Average Daily Population
2004-2006



Notes: Annual ADP = Average Monthly ADP for the 12 month Calendar Year.
Source: San Mateo County Sheriff's Office.

In addition, Work Furlough is limited for men (average daily population of 15) and for women (average daily population of 3). Because there is no minimum security housing for women inmates, Work Furlough and Weekender programming is severely limited because these programs require capacity that allows inmates to be separated from high security inmates. It is commendable that even with these physical space restrictions, the San Mateo County Sheriff's Office has permitted eight women to participate in the Job Training Program and to attend job training classes at Opportunities Industrialization Center West (OICW).

During 1997-2006, the following men's facilities were discontinued due to lack of funding:

- Men's Correctional Center (Honor Camp): Capacity 144
- Medium Security Facility (Lahonda): Capacity 96
- North County Facility: Capacity 16
- Work Furlough Facility: Capacity 140
- Women's Honor Camp: Capacity 25
- Total: 421

The Sheriff added a 46-bed Minimum Security Transitional Facility for male offenders during this time resulting in a net loss of 375 beds. Also, when the Work Furlough Facility was closed, the Sheriff began a Sheriff's Work Program and an Electronic Monitoring Program to help relieve jail crowding and to protect public safety for those non-violent inmates released on day reporting and on community supervision.



II.4.8 Pretrial, Probation and Community Based Intermediate Sanctions and Services

II.4.8.1 Pretrial Release Interviews

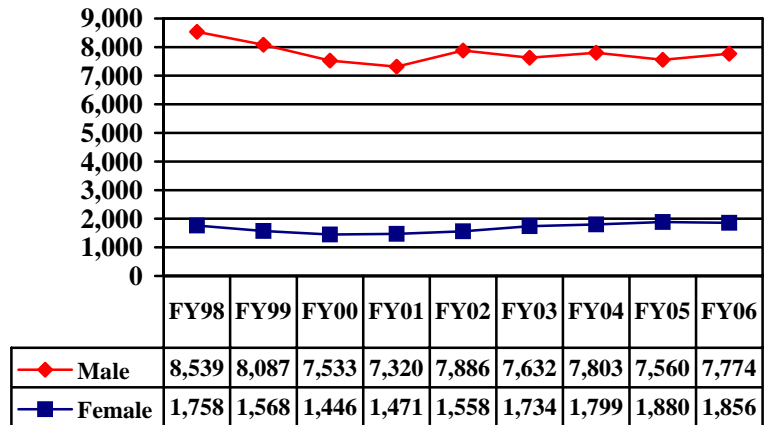
Defendants can be released from jail by the Superior Court on their own recognizance (OR) or through supervised release (SOR).

Interviews for OR and SOR for females increased minimally during 1997-2006, by an average annual rate of 0.9 percent indicating a low utilization of pretrial release for females.

Similarly, pretrial release considerations are underutilized for males as well. Interviews of males for OR during the same 9 years decreased by an average annual rate of 1.1 percent.

These findings demonstrate missed opportunities to manage the pretrial jail population in these 9 years.

Figure II.27
 San Mateo County, CA
 Individuals Interviewed for OR by Gender
 FY97-FY06



Source: San Mateo County Sheriff's Office



In FY06, of the total recommendations made by the Probation Department's Pretrial Services staff to the Court for OR or for Supervised OR for female defendants, 53.1 percent were denied and 46.9 percent were accepted and released.

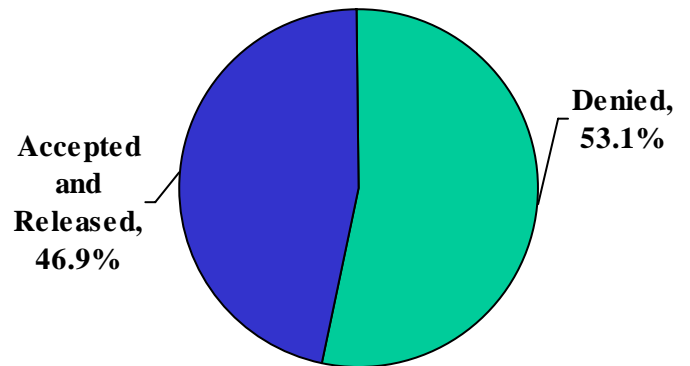
Similarly, 64.1 percent of the positive recommendations for OR or for supervised OR for males were denied and 35.9 percent were accepted and released.

In February 2007, of the 134 women presented to the Court for pretrial release, only 23 (17.2 percent) were recommended for release. Of the 23 recommended for release, 10 or 43.5 percent were released while 47.8 percent were denied.

The high rate of denials for pretrial release suggests that there is not general acceptance with the release criteria.

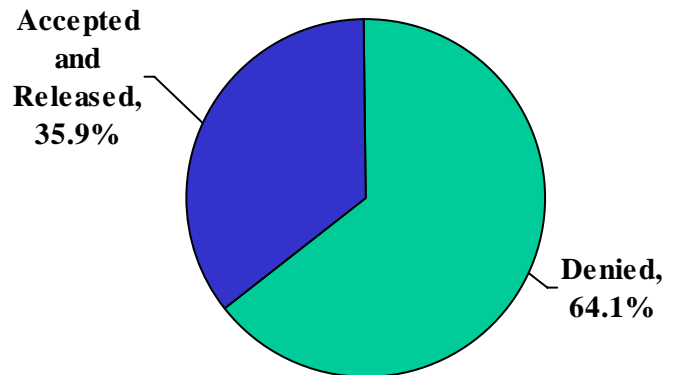
Pretrial supervision is an effective way to manage jail populations, ensure appearance in court and protect public safety through monitoring. The underutilization of pretrial supervision represents a missed opportunity for achieving these goals.

Figure II.28
San Mateo County, CA
Percent of Positive Recommendations for Pre-Trial Release for Female Defendants
Accepted vs. Denied
FY06



Source: San Mateo County Sheriff's Office

Figure II.29
San Mateo County, CA
Percent of Positive Recommendations for Pre-Trial Release for Male Defendants
Accepted Vs. Denied
FY06



Source: San Mateo County Sheriff's Office

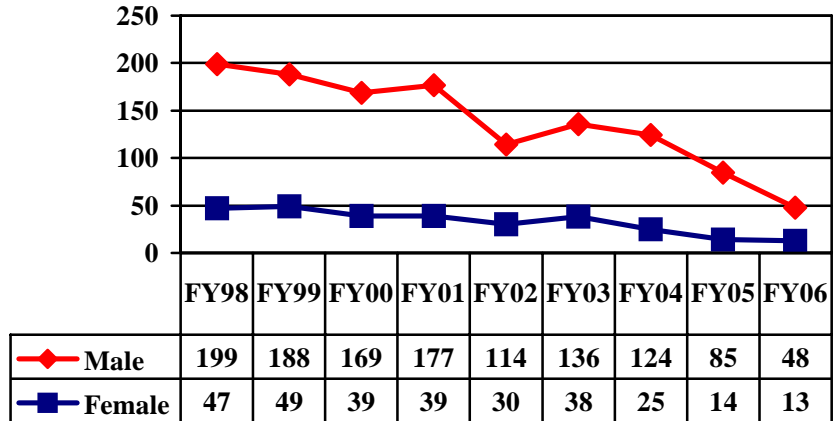


II.4.8.2 Pretrial Releases by Type

Release on OR has declined for both females and males in the last 9 years. Males declined at an average annual percent of 13.9 percent, compared to 12.2 percent for females.

This indicates the Court's concern about the appearance rate for defendants who promise to appear.

Figure II.30
 San Mateo County, CA
 Individuals Released on Straight OR by Gender
 FY98-FY06



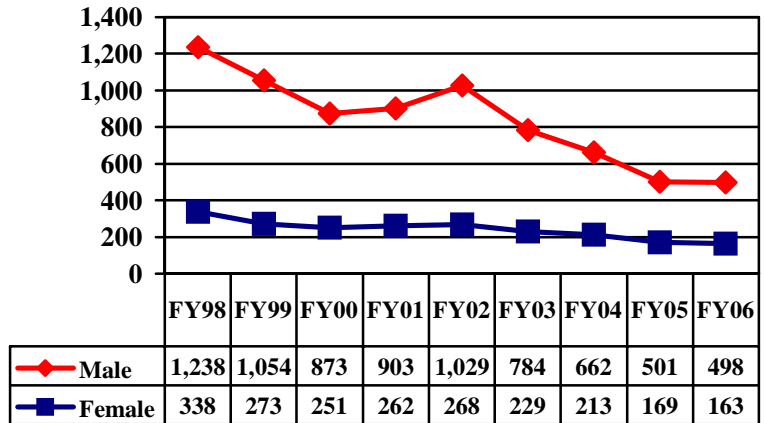
Source: San Mateo County Sheriff's Office



Similarly, releases to Supervised OR decreased in the last 9 years. Females released on supervision declined by an average annual percentage of 8.3 percent.

This compares with a 9.9 percent average decline for males.

Figure II.31
San Mateo County, CA
Individuals Released on Supervised OR
By Gender
FY98-FY06



Source: San Mateo County Sheriff's Office



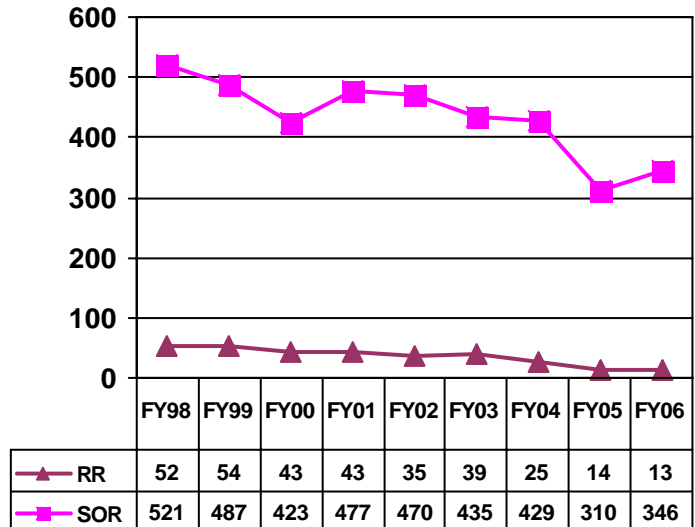
II.4.8.3 Female Defendants on Regular Release and Supervised Release by the Probation Department

Females supervised on Regular Release (RR) are not supervised but expected to appear in court when scheduled on their own promise to appear. Females given a RR release decreased by an average annual percentage of 13.8 percent since FY98.

During this time, females supervised on supervision (SOR) also decreased by an average annual percent change of 4.2 percent.

The underutilization of RR and SOR contributes to the pretrial jail population.

Figure II.32
San Mateo County, CA
Female Defendants on Regular Release and on Supervised Release by the Probation Department
FY98-FY06



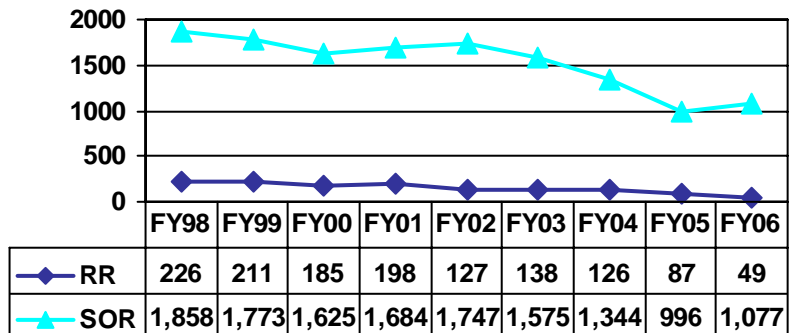
Source: San Mateo County Probation Department

II.4.8.4 Male Defendants on Regular Release and Supervised Release by the Probation Department

The number of males placed on RR decreased by an average annual percentage of 15.3 percent and the number of males placed on supervision declined an average annual rate of 6.0 percent.

This represents missed opportunities to manage the pretrial population, especially because nearly two-thirds of the male offenders are waiting trial

Figure II.33
San Mateo County, CA
Male Defendants on Regular Release and on Supervised Release by the Probation Department
FY98-FY06



Source: San Mateo County Probation Department



II.4.8.5 Percent of Pretrial Release by Regular Release vs. Supervised Release by Gender

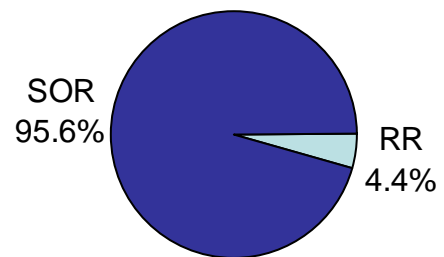
In FY06, 96 percent of the pretrial women and men released from jail were on supervised release. This finding documents that the Court believes that these individuals require supervision to ensure their appearance in court. This involved a total of 346 women and 1,077 men.

Four percent of both the women (13 women) and 49 men were on regular release.

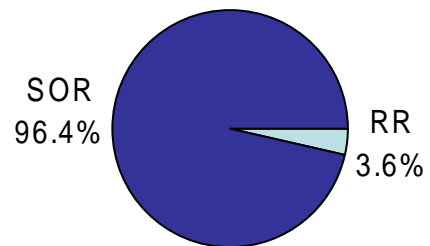
There was no evaluation data available to determine the appearance rate on RR vs. supervision. A recent study conducted in Maricopa County, AZ of pretrial defendants indicated that defendants released on ROR and on supervision had a higher appearance rate than those released on bond.

Figure II.34
San Mateo County, CA
Percent of Pretrial Release by Regular Release vs. Supervised Release by Gender
FY 06

Males



Females



Source: San Mateo County Probation Department



II.4.8.6 Defendants on Diversion and Pretrial Supervision by the Probation Department

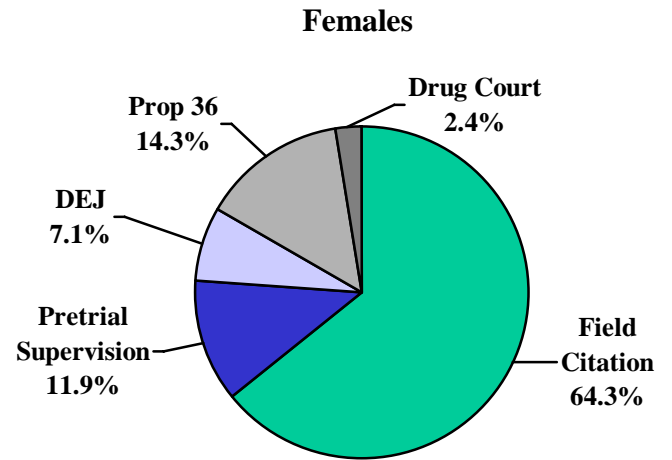
These figures present the number of pretrial defendants on some form of supervision by the Probation Department. On any given day, an average of 42 females and 292 males are involved in some form of diversion or pretrial supervision by the Probation Department. This represents approximately less than one-quarter (21.2 percent) of the overall inmates confined in the San Mateo County Jail, one-third of the women confined (30.2 percent of the women housed at WCC) and one-third (30.5 percent of the men housed at Maguire CF) indicating that there is room for expansion.

Of those that are granted release from jail, most defendants are on Field Citation /OR Release (70 percent of the males and 64 percent of the females). These defendants are considered low-risk and the Probation Department makes reminder telephone calls and tracks their court case.

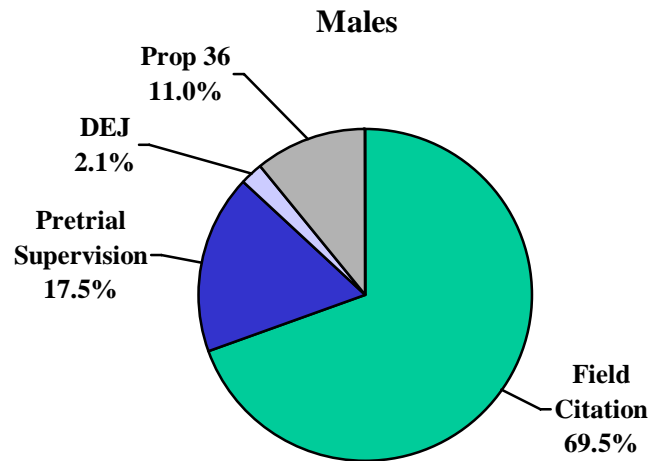
Fewer of the females were on pretrial supervision than were the males (12 percent vs. 17 percent) suggesting that women are not given the same opportunities as men.

Only 10 women were involved in Proposition 36, Deferred Entry of Judgment (DEJ) and on Drug Court per day compared to 38 men. Proportionately, more of the women were involved per day in these programs than men documenting higher addictive disorders among women offenders than men. In each of these dispositions, defendants are required to participate in a structured program of drug education, drug treatment and drug testing for either 3 months or for up to one year.

Figure II.35
San Mateo County, CA
Pre-Trial ADP
November 2006
Females (N=42); Males (N=292)



Source: San Mateo County Probation Department



Source: San Mateo County Probation Department



II.4.8.7 Persons on Probation Supervision

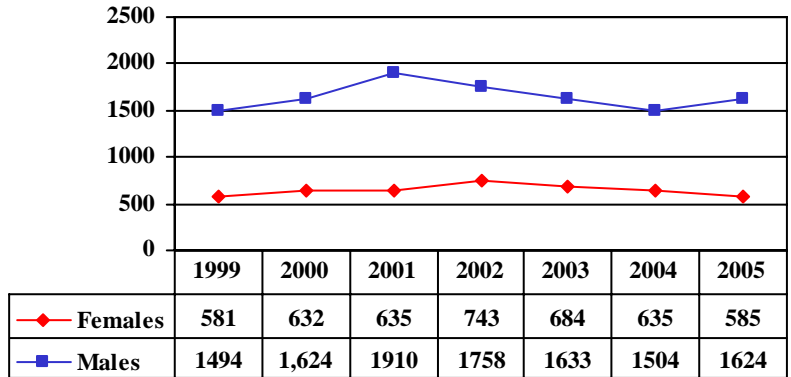
II.4.8.7.1 Probation Admissions by Gender

After an increase in female probation admissions during 1999-2002, fewer females were placed on probation from 2003-2005.

For the entire six-year period, female probation admissions changed very little. Female admissions increased annually less than one percent (0.5 percent) during 1999-2005.

On the other hand, male admissions grew at an annual rate of 1.9 percent indicating that more males than females were given the opportunity for probation supervision.

Figure II.36
 San Mateo County, CA
 Probation Admissions by Gender
 1999-2005



Source: San Mateo County Probation Department



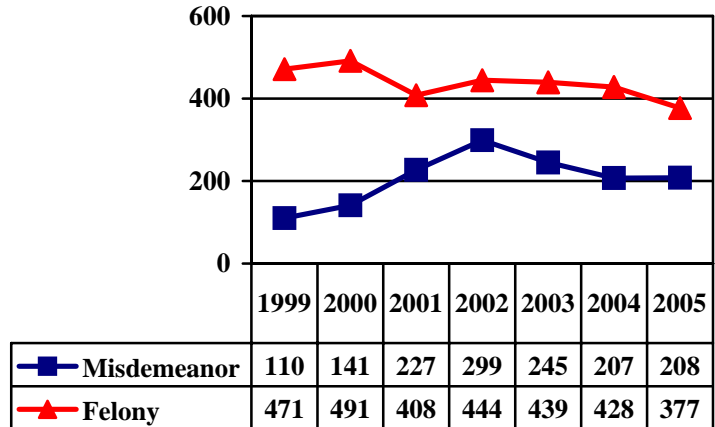
II.4.8.7.2 Female Probation Admissions by Category of Crime

Between 1999 and 2005, female admissions to probation for misdemeanors increased at an average annual rate of 14.6 percent.

In contrast, admissions for felony crimes decreased at an average annual decrease of 3.2 percent.

The higher number of misdemeanor admissions vs. felony admissions documents that most of the crimes women commit are non-violent. This is later substantiated in chapter 3 of the typical profile of women in the San Mateo County Jail.

Figure II.37
San Mateo County, CA
Female Probation Admissions by Category
1999-2005

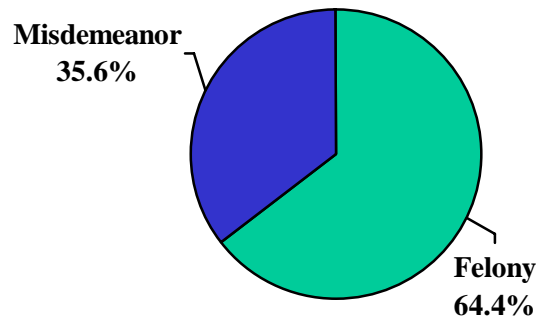


Source: San Mateo County Probation Department

II.4.8.7.3 Percent of Female Probation Admissions by Category

However, the greatest proportion of female admissions to probation was for felony crimes.

Figure II.38
San Mateo County, CA
Percent of Female Probation Admissions
by Misdemeanor vs. Felony



Source: San Mateo County Probation Department

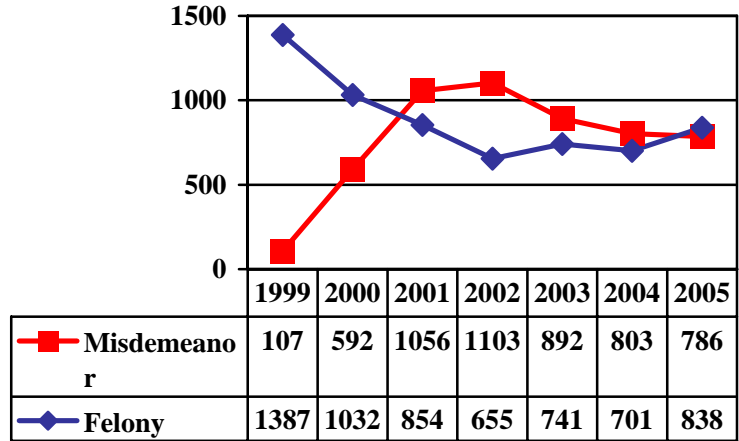


II.4.8.7.4 Male Probation Admissions by Category

Similarly, male admissions for misdemeanor crimes also increased during this time, and at a faster rate than for felonies. Misdemeanor admissions increased at an average annual increase of 84.1 percent during 1999-2005.

Like females, male admissions for felonies declined at an average annual decrease of 6.5 percent.

Figure II.39
San Mateo County, CA
Male Probation Admissions by Offense Type
1999-2005

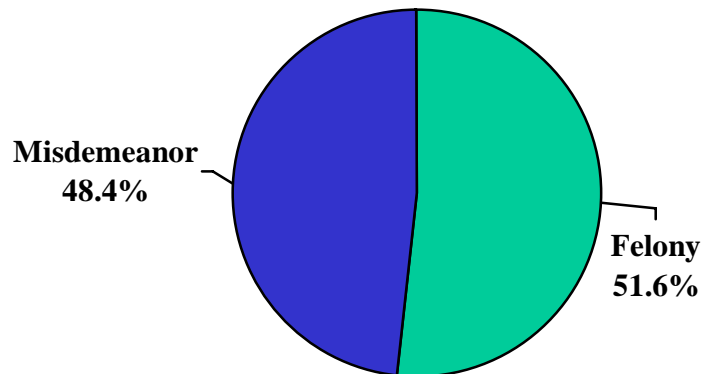


Source: San Mateo County Probation Department

II.4.8.7.5 Percent of Male Probation Admissions by Category

More males were admitted to probation for felony crimes (51.6 percent) than for misdemeanor crimes (48.4 percent).

Figure II.40
San Mateo County, CA
Percent of Male Probation Admissions by
Misdemeanor vs. Felony



Source: San Mateo County Probation Department



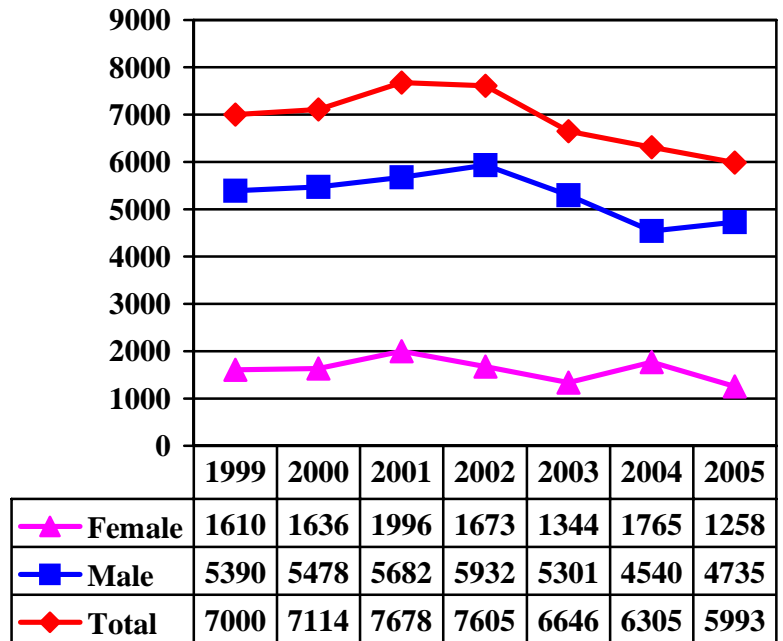
II.4.8.7.6 Average Daily Population on Probation by Gender

Probation ADP increased during 1999-2001 but then began to decline during 2002-2005. Between 1999 and 2005, overall average daily population on probation decreased by 14.4 percent or at an average annual decrease of 2.3 percent.

The number of females on probation declined 21.9 percent between 1999 and 2005. Probation ADP for females declined from an average of 1,610 in 1999 to 1,258 in 2005. However, over the six-year period, female ADP declined at an average rate of 1.6 percent per year.

Similarly, the number of males on probation declined an average annual percent decline of 1.8 percent. ADP for males declined from an average of 5,390 in 1999 down to 4,735 in 2005.

Figure II.41
San Mateo County, CA
Average Daily Population (ADP) on
Probation Supervision by Gender
1999-2005



Source: San Mateo County Probation Department



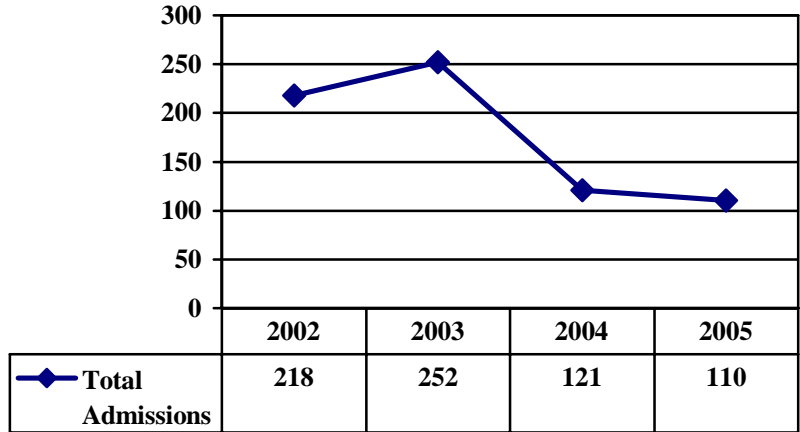
II.4.8.7.7 Admissions to the Bridges Probation Program

The Bridges Day Treatment Program is greatly supported by the Court as an intermediate sanctions program for high need probationers. However, admissions to the Bridges Program decreased during 2002-2005.

Between 2002 and 2005, admissions decreased 49.5 percent, or at an annual average decrease of 15.2 percent.

This program is a valuable intermediate sanction and treatment service for sentenced offenders that has a direct impact on reducing jail ADP provided that these offenders would have otherwise been confined. If this program were not in existence in the County, some of the participants would otherwise be confined in the San Mateo County Jail.

Figure II.42
 San Mateo County, CA
 Admissions to the Bridges Program
 2002 - 2005



Source: San Mateo County Probation Department



II.4.8.7.8 Average Daily Population in Alternatives to Jail Options by Gender

The following table presents the number of offenders who are participating in alternatives to jail in San Mateo County on a daily basis. Limited data were available on these programs at the time of this report. As this table shows, there are very few jail alternatives for female offenders.

Table II. 7
Existing Pretrial and Sentencing Options in San Mateo County

Alternatives to Jail	Average Daily Population (Males)	Average Daily Population (Females)
Pretrial Options		
Field Citation/OR	203	27
Supervised Release	51	5
Deferred Entry of Judgment	6	3
Proposition 36	32	6
Drug Court	-0-	1
Total Pretrial Defendants	292	42
Sentencing Options and Intermediate Sanctions		
Probation	4,735	1,342
<ul style="list-style-type: none"> • Court Work Program • DUI Court Caseload • Drug Court Caseload • Domestic Violence Caseload • Sex Offender Caseload • Intensive Supervision • Bridges Program (40 Capacity) 		
Sheriff's Work Program	344	108
Electronic Monitoring	4	1
Weekender Program	4	4
Work Furlough Program	15	1*
Total Sentenced Offenders	5,394	1,498

Source: San Mateo County Sheriff's Office. San Mateo County Probation Department. * Program began in June 2006



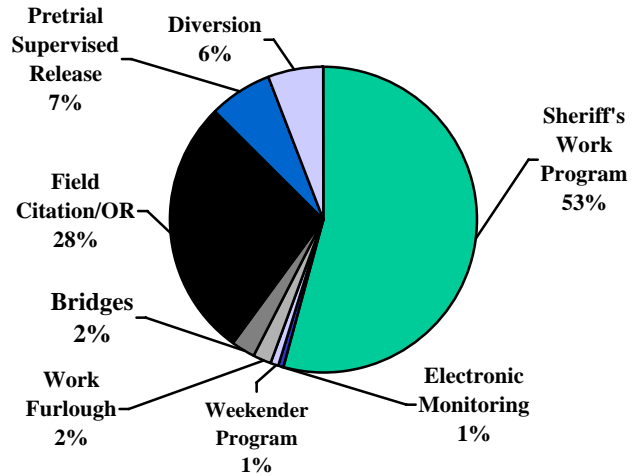
II.4.8.7.9 Comparison of Use of Jail Alternatives to National Studies

The figure to the right shows the average daily population for 2006 of males and females combined who are involved in alternatives to jail in San Mateo County. Just over one-half are involved in community work which is comparable to national studies (shown below).

However, this graph underscores the underutilization of diversion, pretrial supervised release, electronic monitoring, Bridges, work furlough and weekender programs.

These findings once again point out opportunities for enhancement and new program expansion to avoid the use of jail for non-violent offenders and to enhance the supervision of offenders in the community.

Figure II.43
San Mateo County, CA
Percent of All Offenders Involved in
Alternatives to Jail by Type
2006

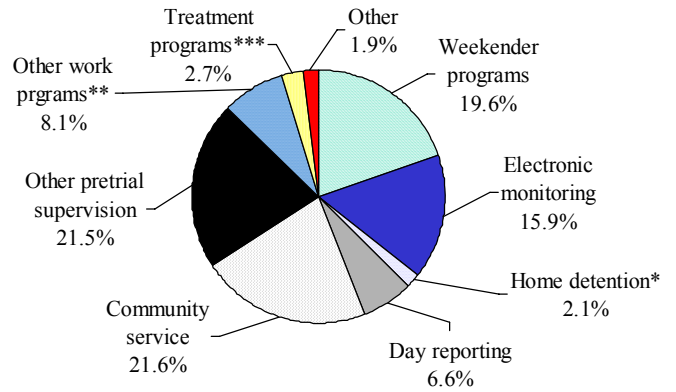


Source: San Mateo County Sheriff's Office. San Mateo County Probation Department.



Similarly, the most frequently used alternative to jail nationally is community service work followed by pretrial supervision.

Figure II.44
Percent of Persons Supervised in Alternatives to Jail
by Type of Program in the U.S.
2005



Source: US Department of Justice. Office of Justice Programs. Bureau of Justice Statistics Bulletin. Prison and Jail Inmates at Midyear 2005. Table 8.

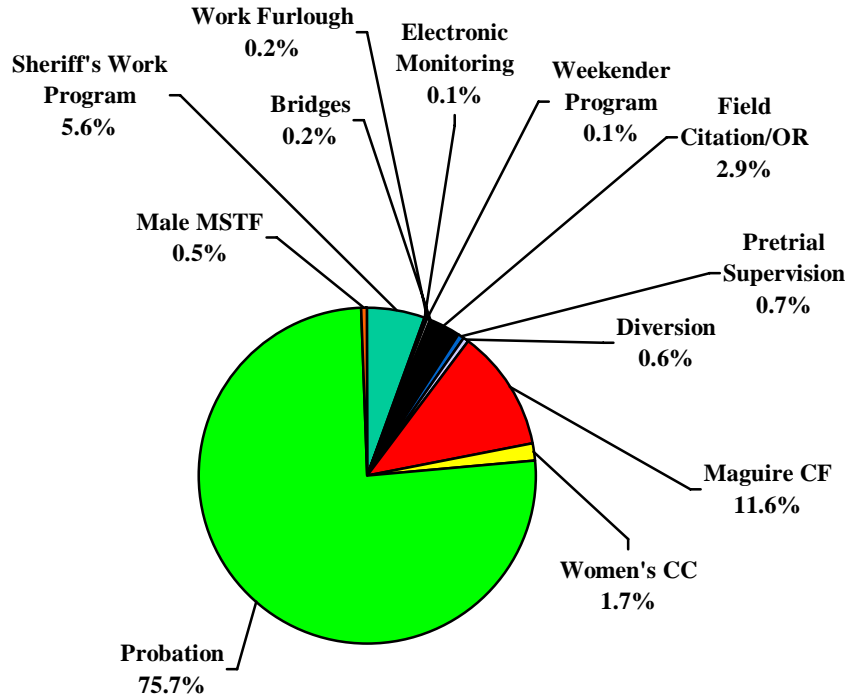
Note: *Includes only those without EM, **Includes persons in work release programs, work gangs, and other work alternative programs, ***Includes persons under drug, alcohol, mental health, and other medical treatment



II.4.8.7.10 Number of San Mateo County Offenders in All Program Types

This figure includes offenders on probation and in jail. It shows that most offenders are on some form of community supervision.

Figure II.45
San Mateo County, CA
Percent of Offenders Involved in
All Program Types

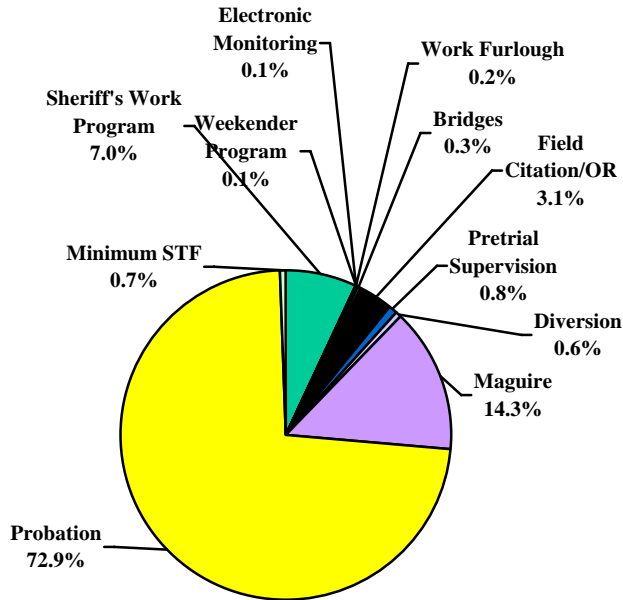


Source: San Mateo County Sheriff's Office. San Mateo County Probation Department.



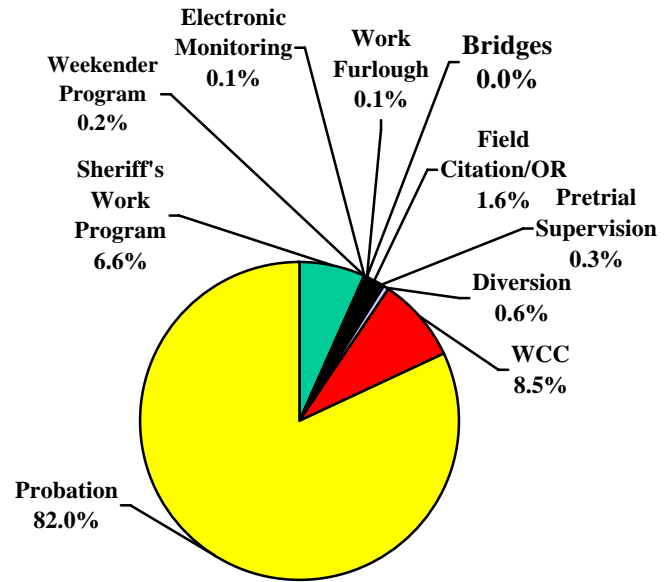
Both of these figures show that when including all program types, most of the offenders are on some form of community supervision. However, this shows that the options for female offenders are more limited than for male offenders.

Figure II.46
San Mateo County, CA
Percent of Men Offenders Involved in All Program Types



Source: San Mateo County Sheriff's Office. San Mateo County Probation Department.

Figure II.47
San Mateo County, CA
Percent of Women Offenders Involved in All Program Types



Source: San Mateo County Sheriff's Office. San Mateo County Probation Department.



II.4.8.7.11 Availability of Substance Abuse Treatment and Transitional Beds in San Mateo County

There are limited treatment beds in the County, especially for women. The cost ranges from \$65.00-\$120.00 per day.

Residential											Transitional Housing			Range of COUNTY RATE
ProviderName	Specific Population Served (AOD, Womens, Mens, Dual Diagnosis, etc.)	Specific Languages Available	Location	Average Program Length	Actual capacity for Men Res	Actual Capacity for Women Res	Child Ages	Capacity funded by SMCO.	Capacity Available to General population or FFS contracts	TOTAL Capacity	# of beds for singles	# if beds for Families	Standard Monthly Rate	
Daytop Village	Therapeutic Community, Probation and Parolees,	English	EPA	180-365 Days	20	12	0	12 men 5 women	15	32	10	0	500	\$ 70-\$100
Free At Last	Accepts Methadone Patients, Dual Diagnosis, Targets Parolee and probationers, Targets EPA, MP & RWC high control risk areas, DV, DUI, HIV/HEP C, Drug Trafficking, Gangs	English, Spanish, Tagologe,	EPA	180-365 Days	18	14	Birth- 17 yo	9 women 12 men	14 women 16 men	32	24	5	279	\$65-80
Latino Commission	Accepts Methadone Patients, Dual Diagnosis, Targets Parolee and probationers, Focus on the Latino population	Spanish English	North County	120-180 Days	15	15	0	11 women 10 men	4 women 5 men	30	12	0	550	\$65-100
Project 90	Dual Dignosis program, Working mens program,	English, Spanish, Tagologe,	SM & SSF	90 Days	94	-	0	52	42	94	56	0	550	\$65-100
Service League	Non Smoking, Targets CJ system	English	RWC	120-180 Days	-	16	Birth- 1 yo	6.91	9	16	4	0	500	\$70-100
WRA	Methadone Patients accepted, Dual Dignosis program,	English	SM	90 Days	-	27	Birth- 17 yo	17	10	27	8	0	575	\$70-120
				TOTAL	147	84		86 men 49 women	115	231	114	5	Average \$493	

Source: San Mateo County Health Department, Mental Health Services. 2006



II.4.8.7.12 Factors Affecting Jail Population

Based on the findings of this needs assessment, the factors that have affected jail populations include:

1. Continued increase in the County population has expanded the potential pool of adults who are arrested and booked to jail.
2. Increase in arrests, especially for misdemeanor crimes.
3. Increase in jail admissions.
4. Increase in average daily jail population.
5. Increase in the average length of stay.
6. Underutilization of pretrial supervision driven by a cautious philosophy on the use of pretrial release, lack of consensus on the criteria for release and lack of an objective pretrial release screening and assessment instrument.
7. Limited number of gender-specific assessments to match treatment resources with offender needs and readiness to change.
8. Reduction in the use of probation.
9. Disproportionate number and variety of pretrial, sentencing and "step-down" options for women offenders as compared to men.
10. Limited use of existing alternatives to jail, especially for female offenders.
11. Philosophy of the use of jail for shelter, especially for female offenders.
12. Limited availability of a range of intermediate sanctions for probation violators.
13. Limited availability of supportive housing options, especially for female offenders.
14. Limited availability of no-cost intensive outpatient and residential substance abuse treatment options, especially for female offenders.
15. Limited availability of no-cost intensive outpatient and residential treatment options for dually diagnosed offenders.
16. Lack of consensus among criminal justice officials on the most appropriate offenders to be targeted for pretrial supervision and for community-based sanctions.
17. Declining treatment funds to support public and private treatment providers.



III. CHARACTERISTICS OF WOMEN CONFINED



III. Characteristics of Women Confined in the San Mateo County Jail

III.1 Introduction and Research Methodology

The project team conducted an analysis of the characteristics of the women housed in the San Mateo County Jail during August-October, 2006 to achieve the following objectives:

- Estimate a potential pool of non-violent women inmates who could be released on OR, supervised OR and on an alternative to jail.
- Document the type of special need beds that need to be planned in the future (e.g. medical, mental health, substance abuse and temporary holding beds).
- Determine the treatment needs of women in custody.
- Determine the reentry needs of women to aide them in their successful integration to the community.

Working with the Sheriff's Office and the Service League, a structured questionnaire was developed that surveyed demographic, current and prior charge and convictions, and information pertaining to the rehabilitative and reentry needs of the women in jail. The national literature was consulted to ensure that the needs of women offenders found in the research were incorporated into the survey instrument.

A sample of 50 pretrial and 50 sentenced women was proposed and accepted by the Sheriff's Office. However, because of the number of women released during the study period, a smaller sample was actually examined. A sample of 37 pretrial inmates was finally examined, representing 53.6 percent of the total pretrial women inmates confined on any given day. A total of 40 sentenced women were evaluated, representing 71.4 percent of the total sentenced women housed in the San Mateo County Jail on any given day. The participants were chosen based on the number of persons housed in each legal status and based on the number of women who consented to be interviewed by the Service League.⁶

Study Methodology

Sampling Procedures

At the beginning of the data collection period, a list of all female inmates housed in the San Mateo County Jail by booking number and legal status was generated by the Jail. To maintain confidentiality of the women sampled, a unique identifier was assigned to each of the survey participants.

⁶ The female inmate population confined in the San Mateo County Jail was analyzed during 2002-2005. This review found that the average daily population is 125, 69 pre-trial and 56 sentenced. The greater the sample size, the closer the sample is representative of the actual population and the smaller the standard error.



A random list of unique identifiers was generated by the project team. The master list of unique identifiers was maintained by the Jail to ensure that no woman was interviewed twice and to provide a mechanism for follow up.⁷

No identifying information (names, social security numbers) was on this list to protect the confidentiality of the survey participant. Only this unique identifier was used on the Individual Data Collection Form. Once all data was collected, the list linking the unique identifier and the inmates' id number was destroyed.

A pre-trial inmate was defined as a woman who had open charges with no disposition reached. If a woman was sentenced to jail on one charge but had a pending warrant on another charge, this woman was considered to be pre-trial. A sentenced inmate was defined as a woman whose disposition was to serve their sentence in jail and they had no other open charges.

Data Collection Procedures:

The purpose of the research and an Informed Release of Information was presented to the women by the Service League. The Service League Research Assistants interviewed each inmate and recorded answers to questions on the Individual Data Collection Form and then on the Summary Sheets.

Correctional Health Services was asked to provide medical, mental health and substance abuse information but they declined due to concerns over confidentiality.

Prior criminal history information was obtained by Jail staff through a review of official records. All Individual Data Collection Forms and Summary Sheets were sent to Huskey & Associates for their analysis.

⁷ Lasley, J. (1999). *Essentials of Criminal Justice and Criminological Research*. N.J.: Prentice Hall. Neuman, L. & B. Wiegand. (2000). *Criminal Justice Research Methods*. Boston: Allyn & Bacon. Conner, T. *Research Methods* 308. North Carolina Wesleyan College.



III.2 Key Findings

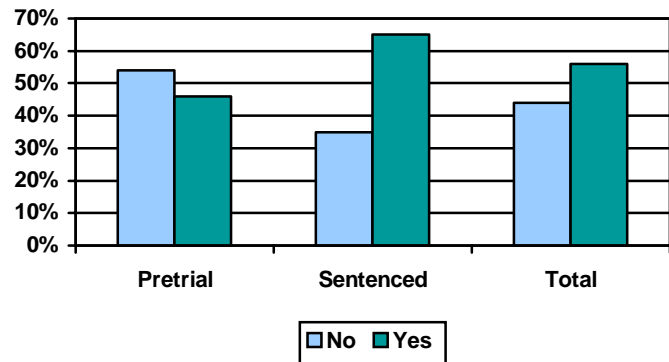
The following findings describe the demographic, offense, treatment and reentry needs of women confined in the San Mateo County Jail.

III.2.1.1 Residency

Within the entire sample, 56 percent of the women inmates were residents of San Mateo County indicating that there is a potential pool of women to consider for pretrial supervision and community-based sanctions.

Two-thirds of the sentenced women were residents and 54.0 percent of the pretrial women were residents.

Figure III.1
Residents of San Mateo County Jail
Females



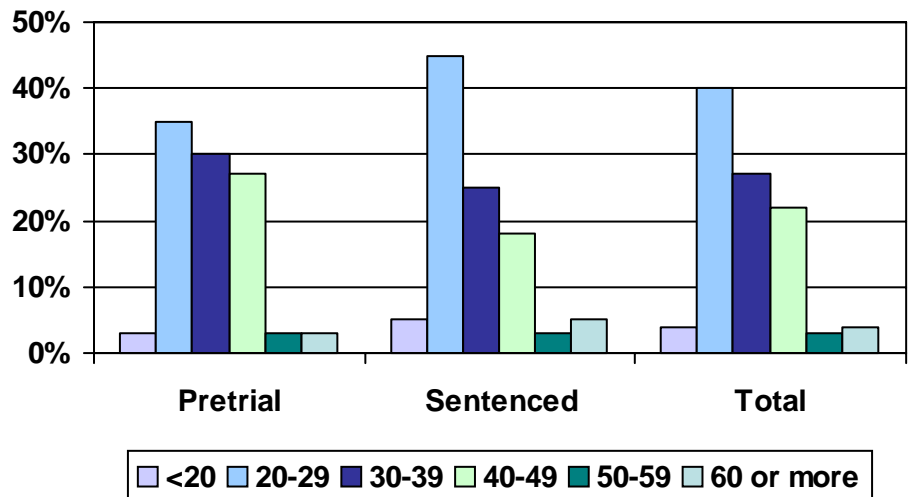
Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

III.2.1.2 Age

Most respondents were in the 20-29 age group for both the pretrial and sentenced inmate groups.

In total, the majority of inmates were less than 40 years old, however, 29 percent were 40 or older.

Figure III.2
San Mateo County Jail
Respondent Age
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

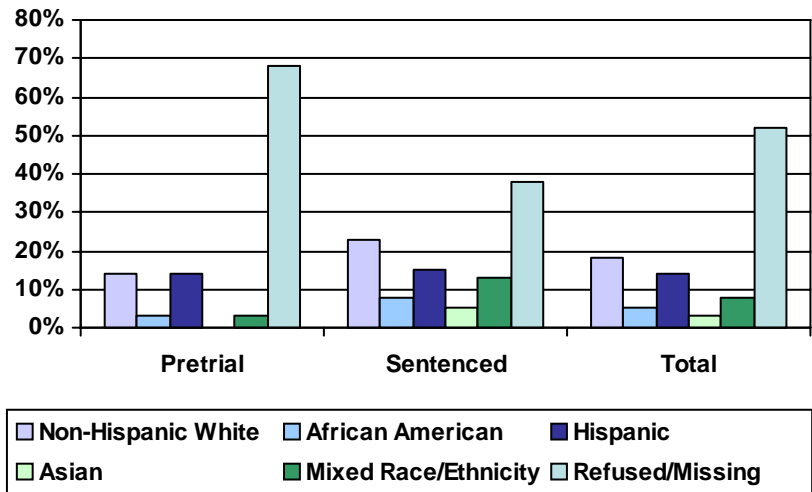


III.2.1.3 Race/Ethnicity

Of the individuals who provided information on their race/ethnicity, most were non-Hispanic White and Hispanic which reflects the County population.

A larger percent of Non-Hispanic Whites were in the sentenced group than in the pretrial group.

Figure III.3
San Mateo County Jail
Race / Ethnicity
Females



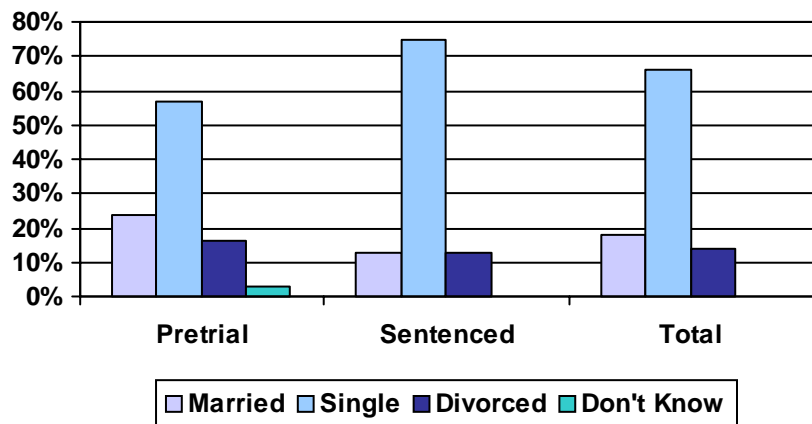
Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

III.2.1.4 Marital Status

The majority of women in both groups described themselves as single.

Fifty-seven percent of the pretrial women indicated that they were single compared to 75 percent of the sentenced inmates.

Figure III.4
San Mateo County Jail
Marital Status
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



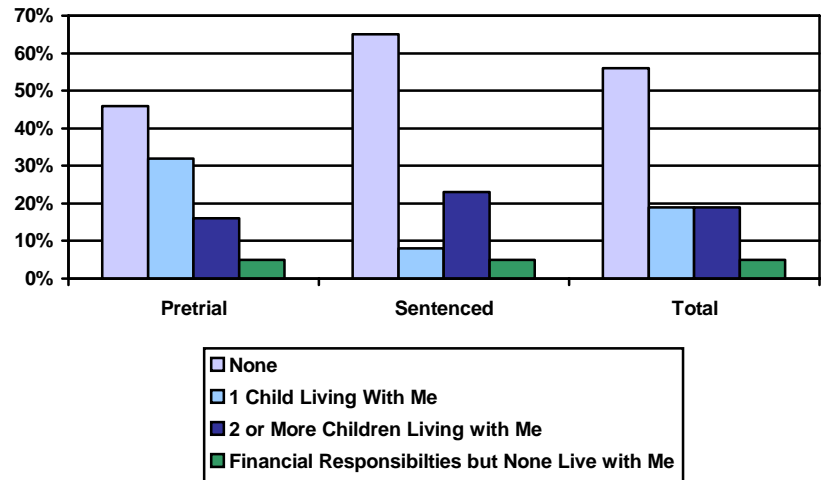
III.2.1.5 Responsible for Children under Age 18

More than one-half of the pretrial respondents (54 percent) indicated that they were responsible, in some way, for children under the age of 18.

In contrast, nearly two-third (65 percent) of the sentenced inmates reported that they were not responsible. Long histories of incarceration contribute to the loss of parental rights and separation of mothers from their children.

Overall, 44 percent of all women housed admitted to being responsible for small children.

Figure III.5
San Mateo County Jail
Responsible for Children Under 18
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

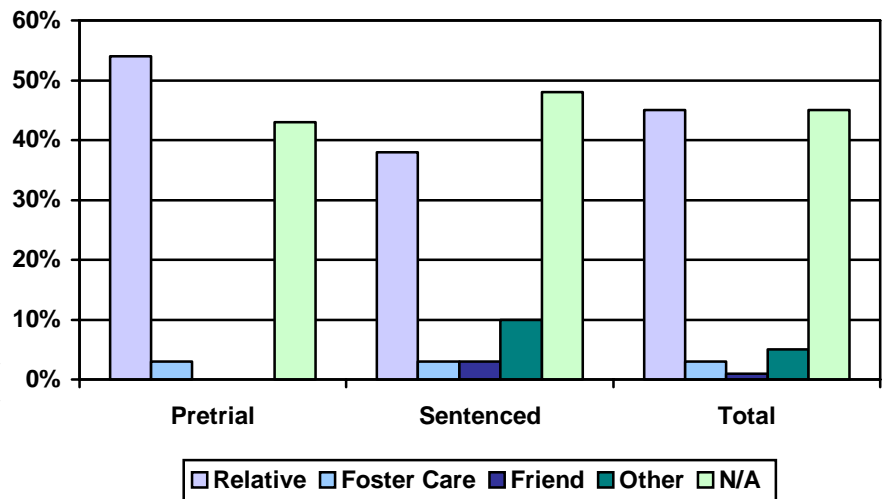
III.2.1.6 Caretakers of Women Inmate's Children

Most inmates in both groups responded that their children was living with a relative while they are incarcerated.

Only 3 percent of the respondents indicated that their children were in foster care, and none indicated that their children were in a group home.

Interviews with caretakers of women inmates' children in Delaware often revealed resentment and anger over the burden of taking care of their daughter's children. This resentment was displayed to the children thus contributing to the children's low self-esteem.

Figure III.6
San Mateo County Jail
Caretakers for Inmate's Children Under 18
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

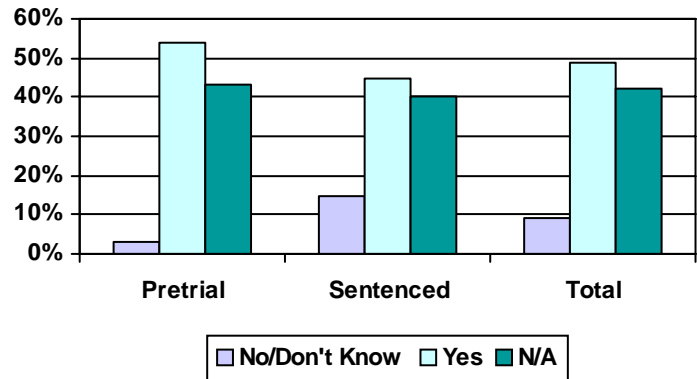


III.2.1.7 Reunited After Release

Majority of the women in both groups responded that they expected to be reunited with their children after release. Since this information is self-report, it is difficult to know if this reflects fact or whether the women are embarrassed to admit that they would not be reunited.

However, 3 percent of the pretrial inmates and 15 percent of the sentenced inmates responded that they would not or were unsure. Once again, incarceration separates the woman from her children thus contributing to the harm done to small children.

Figure III.7
San Mateo County Jail
Reunited After Release
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

III.2.1.8 Summary and Implications

In summary, most of the women inmates:

- Were residents of San Mateo County and could be potentially eligible for community supervision
- Ranged in age between 20 and 40, but 29 percent were over 40
- Were non-Hispanic White or Hispanic
- Identified themselves as being single (66 percent), however a number of inmates were still responsible for children under the age of 18 (44 percent).
- Have relatives assuming the care of their children while they were detained and most expected to be reunited after release.



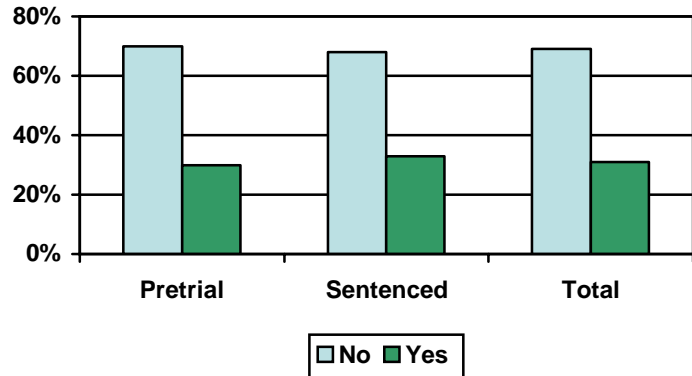
III.2.2 Financial and Reentry Needs

III.2.2.1 Employment at Time of Admission

The majority of inmates in both groups responded that they were not lawfully employed at the time of admission to jail.

Only 30 percent of the pretrial inmates and 33 percent of the sentenced inmates reported that they were lawfully employed.

Figure III.8
San Mateo County Jail
Employed Prior to Admission
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

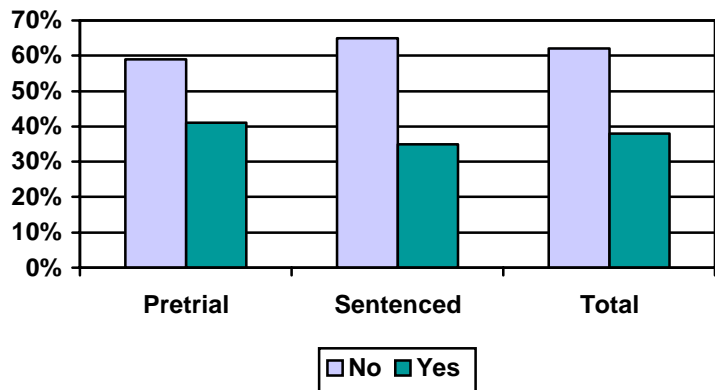
III.2.2.2 Receiving Government Assistance

The majority of inmates were not receiving government assistance.

However, a large portion of the pretrial inmates (41 percent) and one-third of the sentenced inmates (35 percent) were receiving assistance.

Employment and/or government assistance are two important factors for participating in pretrial and community supervision programs.

Figure III.9
San Mateo County Jail
Government Assistance
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

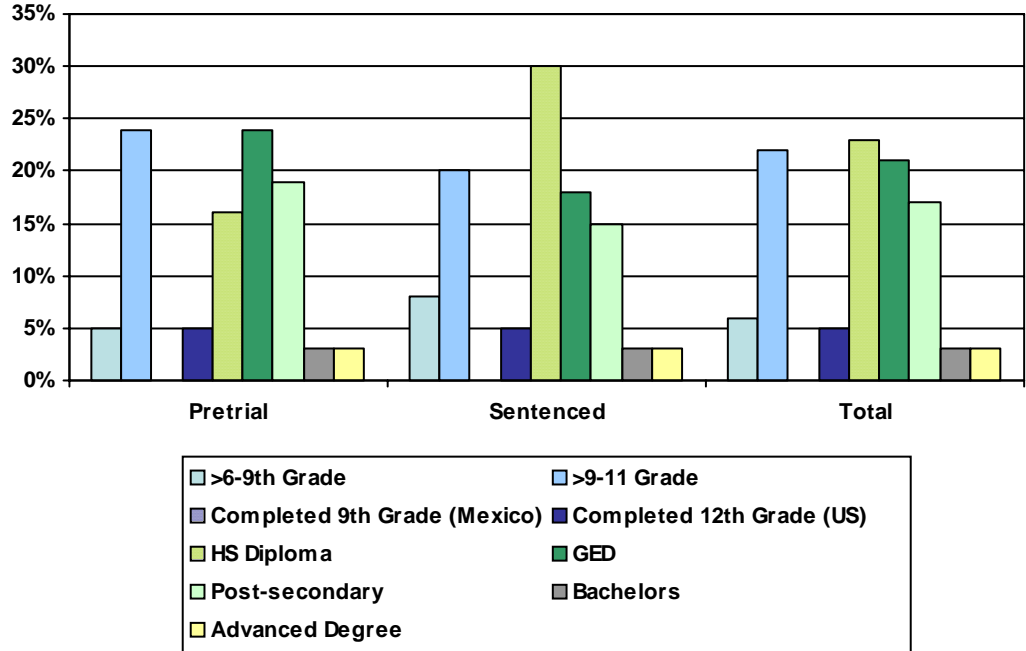


III.2.2.3 Educational Achievement

Figure III.10
San Mateo County Jail
Highest Level of Education Attained
Females

The majority of inmates in both groups responded that they had a high school degree/GED certificate or higher demonstrating that they are minimally marketable.

However, at least one third of the pretrial (35 percent) and sentenced inmates (33 percent) did not have either a high school degree or a GED certificate. This lack of educational attainment presents barriers to employment and self-sufficiency.



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



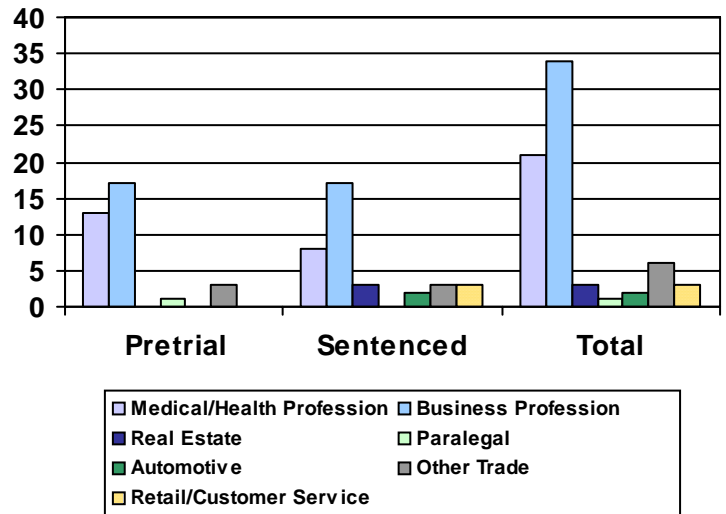
III.2.2.4 Vocational Education Interest

The most popular vocational training women expressed interest in obtaining was business skills, including accounting and computer training. Thirty four inmates expressed interest in receiving this training.

The second most popular profession was medical/health care, including, nursing, social work, and medical billing. Twenty-one women expressed interest in this training.

Jobs in these professions are in demand in the San Mateo County regional area. The results of a survey on jobs in demand in the San Mateo County area is included in the Appendix of this report. With the approval of the Jail staff, these jobs were posted on the bulletin boards in the Women's Correctional Center and they were discussed during the focus groups held with inmates at WCC.

Figure III.11
San Mateo County Jail
Interest in Vocational Training
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

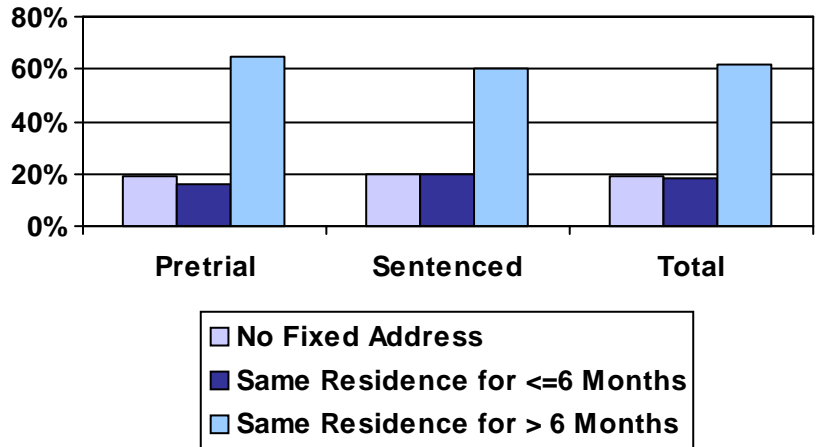


III.2.2.5 Housing Arrangements at Time of Admission

The majority of individuals responded that they had lived at the same address for more than 6 months prior to arrest suggesting that they may be good candidates for conditional release.

However, 19 percent of the pretrial inmates and 20 percent of the sentenced inmates reported that they had no fixed address suggesting that they are homeless.

Figure III.12
 San Mateo County Jail
 Housing Status Prior to Admission
 Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

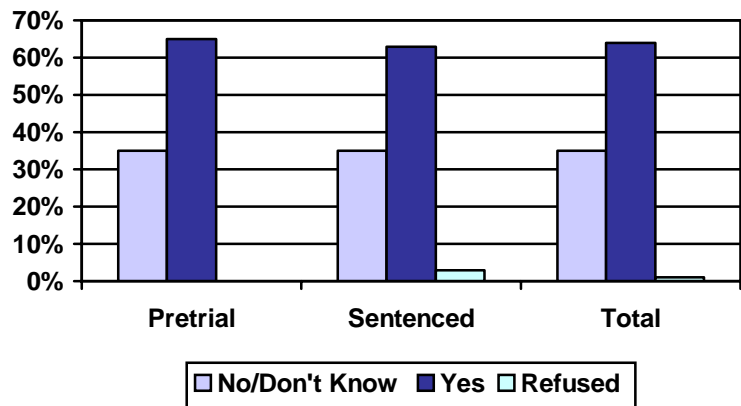


III.2.2.6 Suitable Housing after Release

The majority of women in both groups indicated that they expected to have suitable housing after release suggesting that they will likely reside with a relative.

However, 14 percent of the pretrial inmates and nearly one third (30 percent) of the sentenced inmates indicated that they would not have suitable housing or were unsure documenting the need for supportive housing for these women. It is expected that more of the sentenced women would not have suitable housing since they often lose their support after long periods of incarceration.

Figure III.13
San Mateo County Jail
Suitable Housing after Release
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



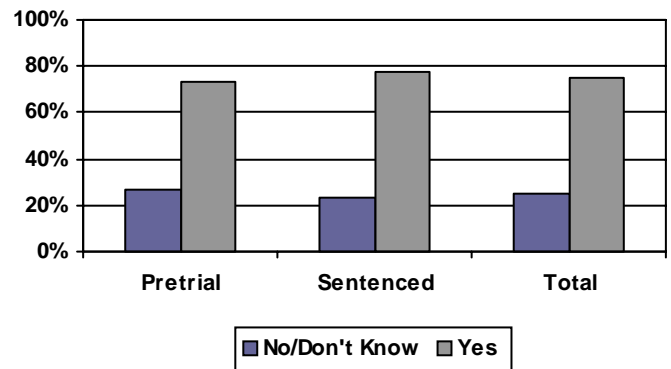
III.2.2.7 Family Support after Release

The majority of individuals in both groups indicated that they expected to have family support after release.

However, 27 percent of the pretrial inmates and 23 percent of the sentenced inmates reported that they would not or were unsure.

There is evidence that family support is a critical factor for success for inmates recently released from incarceration. Findings from research studies* indicate that family support is associated with a reduction in drug use and return to incarceration.

Figure III.14
 San Mateo County Jail
 Family Support after Release
 Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

*Reentry Policy Council. *Incarceration, Reentry and Child Support Issues: National and State Research Overview*. 2006. www.reentrypolicy.org

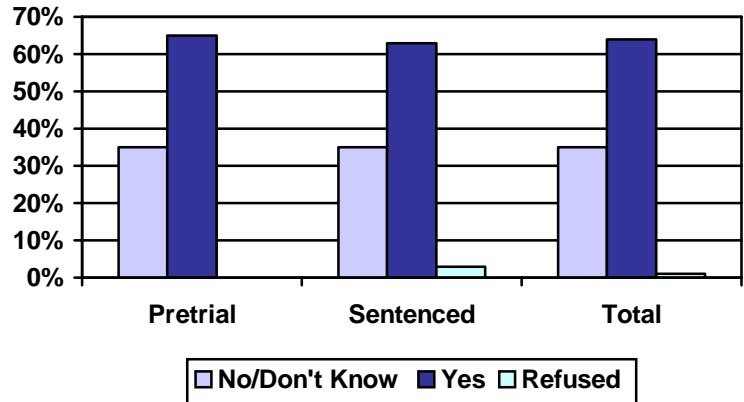


III.2.2.8 Employment after Release

The majority of both pretrial and sentenced inmates believed that they would be lawfully employed after release. This is a sign of distorted thinking because the majority of women were not lawfully employed at the time of admission to jail.

However, one-third of the pretrial and sentenced inmates did not think they would or were unsure.

Figure III.15
San Mateo County Jail
Employment after Release
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



III.2.2.9 Summary of Findings

Findings from this analysis indicate:

- Most of the women were not lawfully employed (69 percent) at the time of admission to jail indicating the high rate of unemployment among these women.
- Some were receiving government assistance indicating that women have some form of financial support after release.
- Most women inmates had at least a high school degree/GED certificate which would contribute to their marketability after release but one-third of them did not. In reality, most of these women are marginally employable because they lack skills and experience in the workplace. These women will require a great deal of remedial training to permit them to be marketable.
- Most women inmates indicated that they would be interested in vocational training, particularly in the health and business fields, which are marketable professions.
- Majority of the women indicated that they thought they would be employed after release which is likely wishful thinking since most of the women were not employed at the time of admission, majority had suitable housing after release, and majority believed they would have support from their families after release. However, one-third did not think or were unsure about whether they would be employed, 22 percent did not have nor were unsure whether they would have suitable housing and 25 percent did not expect nor were unsure whether they would have support from their families.

This profile documents the following reentry needs for women:

1. Educational and vocational assistance after release
2. Short-term government assistance
3. Job readiness skills
4. Supportive housing for them and their children (estimated that 50 percent of the women are homeless or do not have suitable housing upon release)
5. Parenting skills training for mothers and their child caregivers
6. Support to the children of these women to reduce future juvenile delinquency

These findings also point out the need to have sufficient space created in the new Women's Justice Center. to permit the provision of education, job training and job readiness skills, drug and alcohol counseling, trauma counseling and mental health counseling so that these women will be prepared for release.



III.2.3 Substance Abuse Problems

III.2.3.1 Incidence of Alcohol and Drug Problems

The majority of both pretrial and sentenced inmates indicated that they had some level of substance abuse problem.

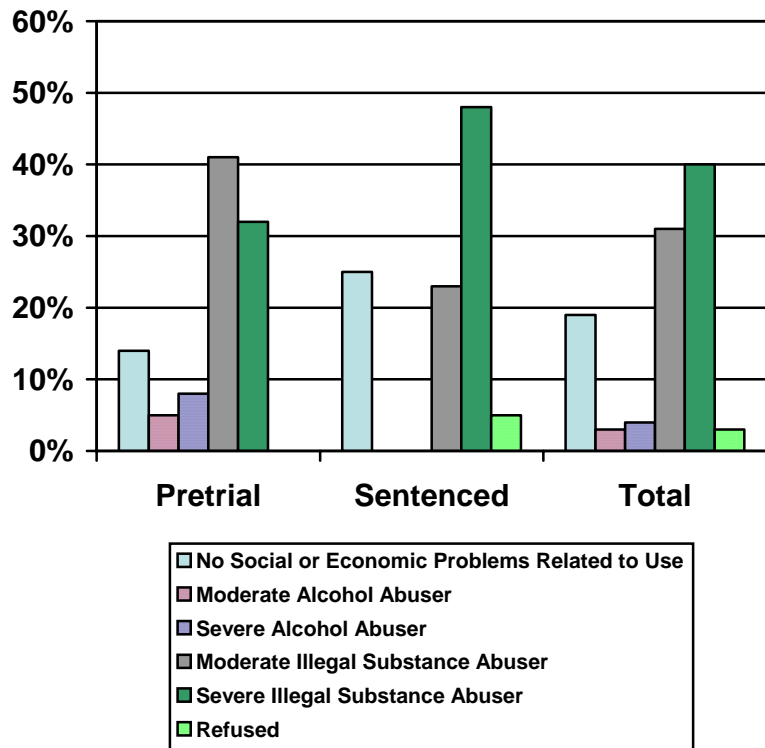
In fact, 80 percent of all women (60 out of 75 women confined) reported that they had moderate to severe alcohol or illegal drug problems.

National studies document that women misuse drugs and alcohol to reduce the loss and pain in their lives. (Covington, Stephanie 1998).

These findings are consistent with national studies that document 72.6 percent of female arrestees in a national sample test positive for any of 9 drugs at the time of admission to jail (2003 Arrestee Drug Abuse Monitoring Annual Report).

Dr. Richard Hayward, Director of Correctional Health Services for San Mateo County, confirms that between 80%-90% of the jail population has a drug and/or alcohol problem that may manifest itself as the inmate experiences withdrawals during detoxification.

Figure III.16
San Mateo County Jail
Substance Abuse Problems
Females



Covington, Stephanie. *Women in Prison: Approaches in the Treatment of Our Most Invisible Population*. *Women and Therapy Journal*, Haworth Press, Vol. 21. No.1. 1998.



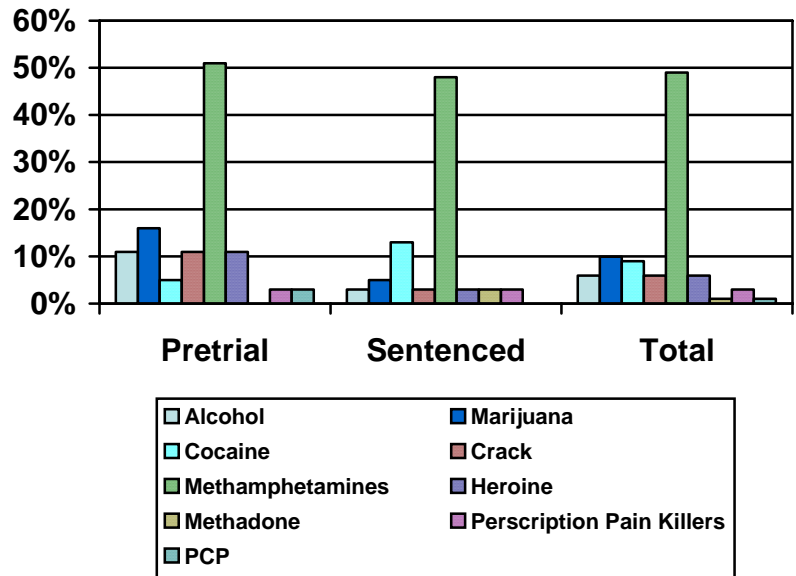
III.2.3.2 Drug of Choice

Methamphetamine was the most frequently listed drug of choice.

More than one-half (51 percent) of the pretrial and 48 percent of the sentenced inmates indicated that this was their drug of choice.

Meth addiction is a chronic, relapsing disease, characterized by compulsive drug-seeking and drug use which is accompanied by functional and molecular changes in the brain. In addition to being addicted to methamphetamine, chronic methamphetamine abusers exhibit symptoms that can include anxiety, confusion, and insomnia. They also can display a number of psychotic features, including paranoia, auditory hallucinations, mood disturbances, and delusions. The paranoia can result in homicidal as well as suicidal thoughts (NIDA Research Report - Methamphetamine Abuse and Addiction: NIH Publication No. 02-4210, Printed April 1998, Reprinted January 2002. Available at : <http://www.drugabuse.gov/Research/Reports/methamph/methamph.html>)

Figure III.17
San Mateo County Jail
Drug of Choice
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



III.2.3.3 Involved in Substance Abuse Treatment

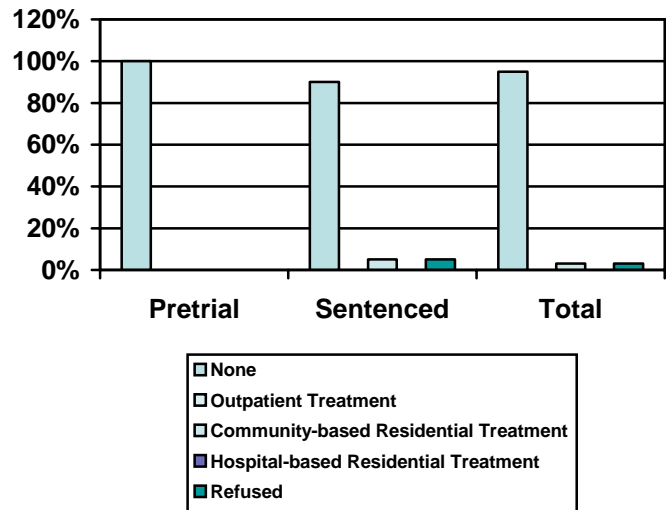
Although many women exhibited moderate to severe problems with substances, very few indicated that they were currently receiving any substance abuse treatment.

In fact, only 3 percent of the entire sample indicated that they were currently involved in substance abuse treatment. Untreated addictive disorders leads to continued use and abuse, increased reoffending behavior, more health and mental health problems, increased costs to society and abuse of children.

According to Correctional Health Services, 40 percent of the women drug offenders confined in November 2006 who were also pregnant has an additional charge of violence against their children.

Between 2000 and 2004, the child abuse rate in San Mateo County increased 8.3 percent, from 24 in 1,000 to 26 in 1,000 population, or at an average annual rate of 2.1 percent indicating that child abuse is a continuing issue in the County (www.kidscount.org/clik).

Figure III.18
San Mateo County Jail
Currently Involved in Substance Abuse Treatment
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

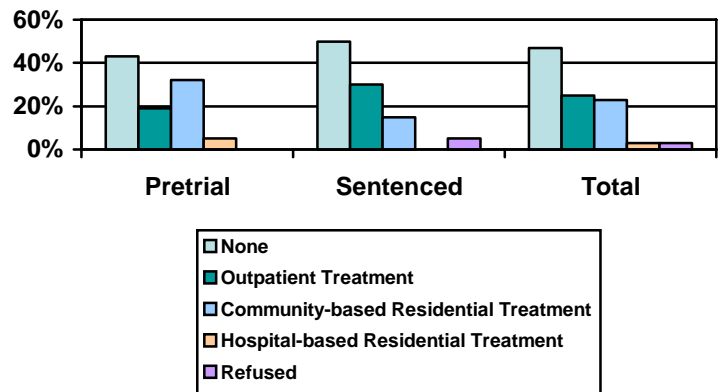


III.2.3.4 Prior Substance Abuse Treatment

Similarly, few women inmates reported receiving substance abuse treatment in the past.

In fact, 43 percent of the pretrial inmates and 50 percent of the sentenced inmates indicated no previous substance abuse treatment.

Figure III.19
San Mateo County Jail
Received Substance Abuse Treatment in the Past
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

III.2.3.5 Summary of Findings

These findings document a chronic problem with alcohol and drugs:

- 80 percent of the total women confined reported moderate and severe problems with alcohol and illegal drugs.
- Methamphetamines were the most commonly listed drug of choice.
- Very few inmates indicated that they were currently receiving substance abuse treatment and an average of 47 percent reported never having received substance abuse treatment.

These findings indicate that there are significant substance abuse and behavioral health care health needs among the women in jail. The high incidence of substance use, particularly math use, suggests a long-term treatment continuum including residential and intensive outpatient treatment.



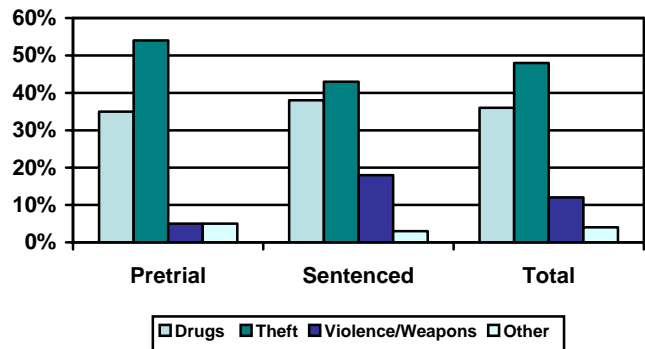
III.2.4.1 Offense Profile

Drugs and theft were the most serious offenses for the women in this sample. National studies confirm the same offense profile.

Only 12 percent of the overall population studied (5 percent of the pretrial inmates and 18 percent of the sentenced inmates) was in jail for violence or weapons charges.

This finding documents that most of the offenses women are charged with are non-violent, particularly related to drug additions.

Figure III.20
San Mateo County Jail
Most Serious Offense: Current Charge
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

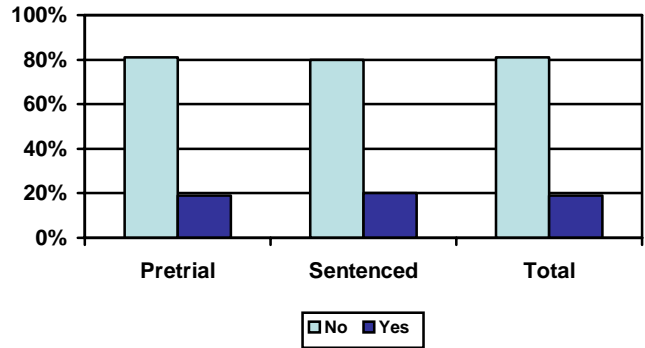


III.2.4.2 Warrants in Other Jurisdictions

Most inmates did not have current warrants, petitions, or holds from other jurisdictions.

Approximately 19 percent of the pretrial inmates and 20 percent of the sentenced inmates had pending charges in other jurisdictions.

Figure III.21
San Mateo County Jail
Involvement in Other Jurisdictions
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

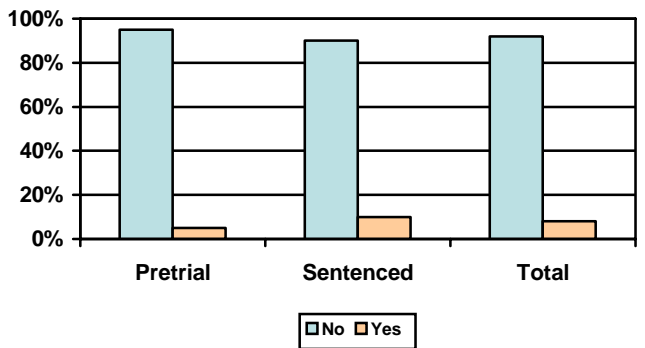
III.2.4.3 Proposition 36 Involvement

Although many women were heavily involved in substance use, very few women were involved in Proposition 36 at the time of their admission.

Only 5 percent of the pretrial inmates and 10 percent of the sentenced inmates were on Proposition 36 at the time of their admission.

Data provided by the Probation Department for 2007 shows that 23.6 percent of the total probationers involved on Proposition 36 were females.

Figure III.22
San Mateo County Jail
Proposition 36 Involvement
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

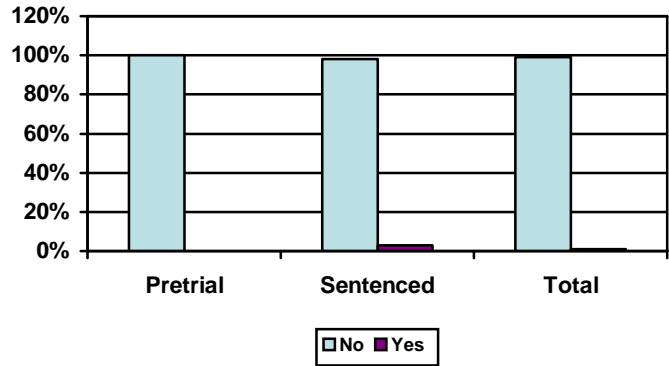


III.2.4.4 PC1000 Diversion Involvement

Very few women were involved in PC1000 diversion at the time of their admission.

None of the pretrial inmates and only 2 percent of the sentenced inmates was on PC1000 at the time of their admission.

Figure III.23
San Mateo County Jail
PC1000 Diversion Involvement
Females



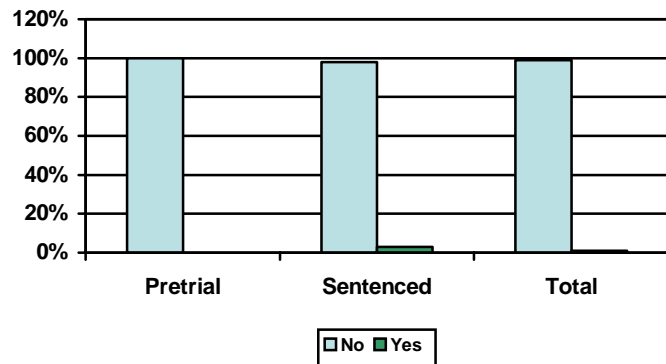
Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

III.2.4.5 Deferred Entry of Judgment Involvement

Very few women were involved in deferred entry of judgment at the time of their admission.

None of the pretrial inmates and only 2 percent of the sentenced inmates was on deferred entry of judgment at the time of their admission.

Figure III.24
San Mateo County Jail
Deferred Entry of Judgment
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

Data provided by the Probation Department for 2007 shows that 27.7 percent of the total probationers involved in DEJ were females.



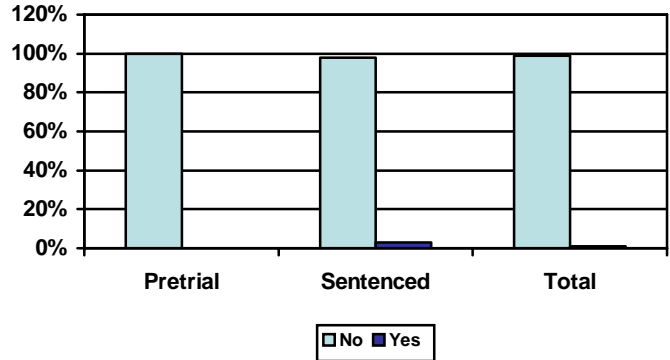
III.2.4.6 Drug Court Involvement

While most women exhibited a substance abuse problem, few women were involved in Drug Court at the time of their admission.

None of the pretrial inmates and only 2 percent of the sentenced inmates was involved in Drug Court.

Data provided by the Probation Department for 2007 shows that 35.1 percent of the total probationers involved in Drug Court were females.

Figure III.25
San Mateo County Jail
Drug Court Involvement
Females



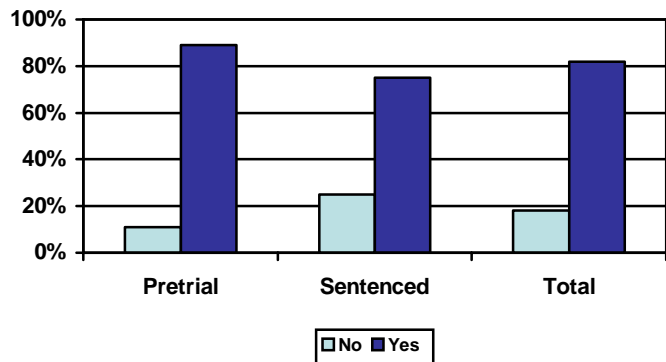
Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

III.2.4.7 Probation Status

The vast majority of women inmates were on probation at the time of their admission.

Of the pretrial inmates in this sample, 89 percent were on probation at the time of admission and 75 percent of the sentenced inmates were on probation at the time of their admission.

Figure III.26
San Mateo County Jail
Probation Involvement
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



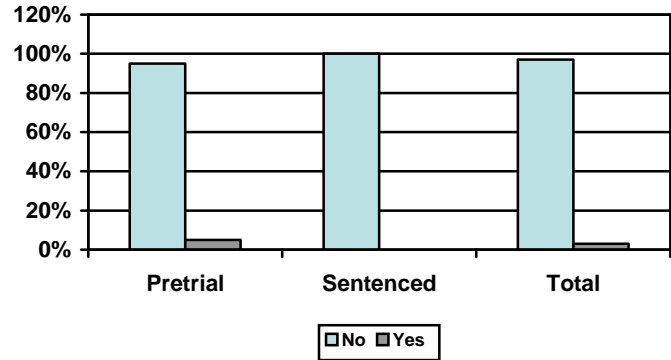
III.2.4.8 Bridges Involvement

Very few women in this sample were involved in Bridges at the time of their admission.

Only 5 percent of the probation violators (counted in pretrial) and none of the sentenced inmates were involved in Bridges.

Data provided by the Probation Department for 2007 shows that 46.1 percent of the total probationers involved in Bridges were females.

Figure III.27
San Mateo County Jail
Bridges Involvement
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

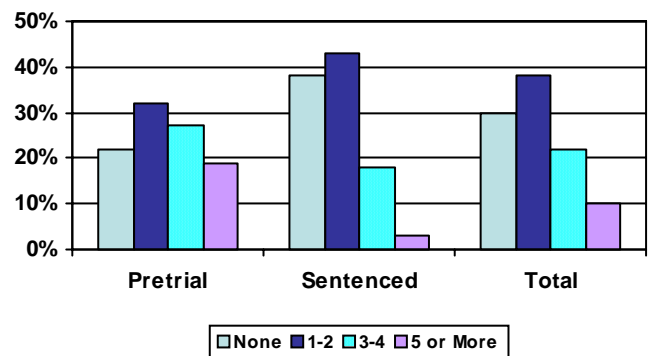
III.2.5. Prior Criminal History

III.2.5.1 Prior Misdemeanor Convictions

Most women had prior misdemeanor convictions.

Eight out of ten (88 percent) of the pretrial inmates and nearly two-thirds of the sentenced (62 percent) inmates had at least one prior misdemeanor conviction.

Figure III.28
San Mateo County Jail
Prior Misdemeanor Convictions
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

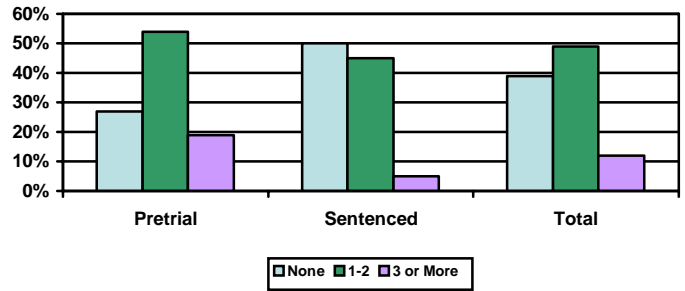


III.2.5.2 Prior Felony Convictions

Many inmates also reported prior felony convictions; however, most of these crimes were non-violent.

Nearly three-quarter (73 percent) of the pretrial inmates and 50 percent of the sentenced inmates had at least one prior non-violent felony conviction.

Figure III.29
San Mateo County Jail
Prior Non-Violent Felony Convictions
Females



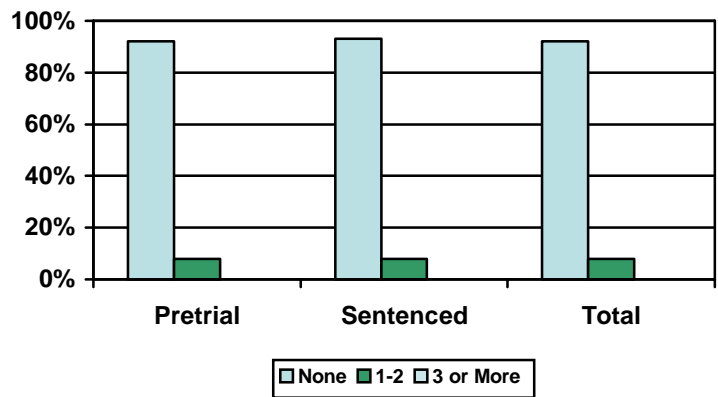
Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

However, very few inmates had prior violent felony convictions.

Only 8 percent of the pretrial inmates and 7 percent of the sentenced inmates had at least one prior violent felony conviction.

Once again this finding documents that most of the crime for which women are charged is non-violent.

Figure III.30
San Mateo County Jail
Prior Violent Felony Convictions
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)

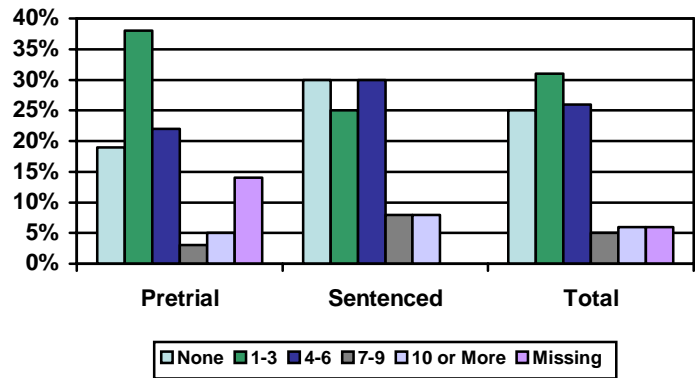


III.2.5.3 Prior Jail Bookings in the Last Three Years

The vast majority of inmates had been in jail previously in the past 3 years showing that jail has not rehabilitated these women.

Eight out of ten (81 percent) of the pretrial inmates and 70 percent of the sentenced inmates had at least one prior jail booking in the past 3 years.

Figure III.31
San Mateo County Jail
Prior Bookings in Past 3 Years
Females



Source: Female Inmate Profile Analysis (Pretrial N=37, Sentenced N=40)



III.2.5.4 Criminal History Summary

- Eight out of ten (84 percent) of the most serious offenses for the women in this sample was drug possession and property/theft indicating that these women are charged/convicted of non-violent offenses.
- Eight out of ten (82 percent) of the women were on probation at the time of admission indicating that current probation supervision was insufficient for the vast majority of these women.
- Few women were found to be involved in various drug diversion and intervention programs such as Proposition 36, Drug Court, PC1000 or Bridges. Recent data provided by the Probation Department suggests a higher percentage of involvement within these programs suggesting that the sample period is not reflective of the patterns throughout the year.
- Most women inmates in the sample had prior misdemeanor and non-violent felony convictions but very few (8 percent) were convicted of prior violent felony convictions.
- Three quarter of the women inmates in this sample (74 percent) were booked more than 3 times in the past 3 years.

III.2.6 Comparison of San Mateo County Female Offenders with National Profiles

Based on these findings, a comparison of the characteristics of women inmates can be made with national profile data to document risk and treatment needs of the women in San Mateo County.



TABLE III.1
COMPARISON OF NATIONAL PROFILE WITH SAN MATEO COUNTY WOMEN JAIL INMATES

CHARACTERISTICS	% OF NATION'S JAIL POPULATIONS	% OF SAN MATEO COUNTY JAIL POPULATION*
Drug Possession Offenses	14.5%	36.4%
Drug Trafficking Offenders	10.9%	N/A*
Theft/Property Offenders	32.4%	48.0%
Public Order Offenders	20.8%	N/A*
Violent/Weapons Offense Offenders	17.1%	12.0%
Moderate to Severe Problem with Alcohol and/or Drugs	56.5%	89.0%
No High School/GED Diploma	45.0%	33.8%
Unemployed At Time of their Arrest	60.0%	69.9%
Has Income from Wages/Salary	25.0%	31.2%
Receiving Government Assistance Prior to Incarceration	30.0%	37.7%
No Fixed Address		19.5%
Single	48.0%	66.0%
Married	15.0%	18.2%
Responsible for children younger than 18 years of age	66.0%	44.0%
Physically Abused	44.9%	N/A*
Sexually Abused	35.9%	N/A*
Abused by an Intimate Partner	68.0%	N/A*
Abused before Age 18	48.0%	N/A*
Has a Serious Psychiatric Disorder	12.2%	N/A*
Receiving Psychiatric Medication While in Jail	17.0%	N/A*
Lived with Their Children Prior to Incarceration	64.0%	N/A*

*Source: San Mateo County Jail Snapshot Analysis (2006). Huskey & Associates. Note: N/A means not available in this sample, missing data or psychiatric information was available but not attainable.

Sources for national statistics: Offense data extracted from Bureau of Justice Statistics, Profile of Jail Inmates, 2002. Office of Justice Programs. July 2004. Karen M. Abram, Ph.D., Linda A. Teplin, Ph.D. and Gary M. McClelland, Ph.D. Comorbidity of Severe Psychiatric Disorders and Substance Use Disorders Among Women in Jail. American Journal of Psychiatry 160:1007-1010, May 2003. Barbara Bloom, Ph.D, Barbara Owen, Ph.D., Stephanie Covington, Ph.D., Myrna Raeder, J.D. Gender-Responsive Strategies: Research, Practice, and Guiding Principles for Women Offenders. National Institute of Corrections. 2002. A. Greenfeld and Tracy L. Snell, Women Offenders. Bureau of Justice Statistics. December 1999.



Women inmates in San Mateo County are similar with national profile data in the following ways:

- Are convicted of a non-violent crime such as drug possession and property.
- Property crimes are correlated with substance abuse and poverty.
- Are significantly less violent than men.
- Have a limited employment history and a high unemployment rate.
- Have a moderate to severe substance abuse history.
- Have income from wages/salaries.
- Are receiving government assistance.

However, they are different in some ways. Compared to national profiles, fewer women in San Mateo County:

- Have a higher percentage of addictive disorders.
- Have a higher percentage of single mothers.
- Are responsible for children younger than 18 years of age.
- Are convicted of violent/weapons offenses.
- Have dropped out of high school.

Based on these findings, the project team believes there is a potential pool of women offenders who would be eligible in the future for expanded pretrial supervision and for community based treatment programs if women were given greater access to these programs and if more gender-specific options were developed and funded.



IV. BEST PRACTICES FOR WOMEN OFFENDERS



IV.1 Eleven Principles of Evidence-Based Programs for Women Offenders

Nationally accepted practices recommend using 11 principles to guide the development of a continuum of programs for women offenders. They are:

- Develop interventions based on the non-violent nature of women offenders: The profile of San Mateo County women indicated that the majority of women are charged with or convicted of non-violent crimes suggesting that most of the women involved in the justice system do not require high security beds.
- Research-based and validated assessment tools are used to assess need and readiness to change: San Mateo County Jail, Probation and Correctional Health Services officials already use some objective assessment instruments to determine custody classification and to assess medical, mental health and probation supervision needs.
- Provide economic support toward self sufficiency: San Mateo County women inmates were not employed at the time of admission to jail indicating the need for educational and vocational assistance and short-term government assistance after release.
- Create ongoing social supports upon release: Women who are assigned mentors upon release have lower relapse and recidivism rates (Buell, Maureen 2006. Women's Prison Association, Rhode Island Women Mentoring Program).
- Establish wraparound models: Because women are often receiving services from more than one service delivery system, Dr. Stephanie Covington and Dr. Barbara Bloom recommend that gender-specific wraparound case management models be established for women released from jails that involve representatives from various service delivery systems.
- Create motivations for change using connections with their children: Research in California and in Delaware demonstrates that when mothers are given opportunities to visit with their children while they are incarcerated, positive behaviors increase.
- Use Cognitive Behavioral Methods: Dr. Edward Latessa and Dr. Chris Lowenkamp from the University of Ohio document reduction in future reoffending when programs are based on cognitive behavioral therapeutic approaches and cognitive skills development.
- Provide gender-specific programming in safe, supportive and respectful environments: Numerous studies cited by Dr. Stephanie Covington and Dr. Barbara Bloom in their Gender-Responsive Strategies: Research, Practice, and Guiding Principles for Women Offenders. National Institute of Corrections. 2002 demonstrate the importance of programs that are sensitive to the past victimization, domestic violence, trauma, and care giver needs of women offenders.
- Sufficient duration and dosage in programs: Dr. Edward Latessa and Dr. Chris Lowenkamp document that criminogenic patterns will likely change when women are involved in programs that are at a minimum of 3 months in duration and when 60 percent of the day is spent in programming. The profile of women in jail in San Mateo County and



- confirmed by Dr. Richard Hayward of Correctional Health Services documents chronic substance abuse problems requiring between 6-18 months of treatment.
- Staffs are trained in evidence-based practices and them role model pro-social behavior: To adequately transfer knowledge of evidence-based practices (EBP), staff working with women will need to be fully trained in EBP.
 - Measure change in offender behavior: Best practices involve the development of performance metrics, on-going monitoring of offender behavior at the beginning of treatment, at midpoint, at discharge and at 6, 12 and 18 months following discharge from treatment.

IV.2 Women’s Needs for Successful Reentry from Jail

Based on extensive research, the following areas need to be addressed before women are released from jail:

- Pre-release Planning At Intake
- Transition Housing
- Income Support (Gov. Benefits)
- Transportation
- Employment
- Job Readiness and Job Retention Training
- High School/GED
- Access to Health Care
- Pre-natal Services
- Child Welfare Services
- Alcohol/Drug Counseling
- Psychiatric Medication
- Mental Health Counseling
- Family Services
- Social/Spiritual Supports
- Cognitive Thinking Skills
- Life Skills

Few of these needs are addressed currently due to lack of available capacity.



IV.3 Examples of Model Programs for Women Offenders

The following are examples of evidence-based programs for women offenders in selected jurisdictions that have resulted in significant findings that the consultant team recommends for San Mateo County’s consideration:

IV.3.1 Delaware’s Key-Crest Continuum of Substance Abuse Treatment

Delaware’s correctional system operates a successful continuum of substance abuse treatment that demonstrates the positive outcomes of a phased treatment approach. The treatment is in the following three phases:

- Phase I: 12 month in-custody cognitive behavioral Therapeutic Community
- Phase II: 6 months in a Minimum Security Transitional Reentry Center
- Phase III: 6 months aftercare supervision (intensive outpatient and individual counseling and 1 day a month at the Transitional Reentry Center for booster sessions)

The following table shows the positive outcomes when women complete the full continuum of substance abuse treatment. Women who complete the full continuum have lower rearrests and drug use than women who complete one component of the continuum.

Delaware’s Key-Crest Drug Treatment Continuum Success Rates

Key-Crest Participants Tended to Remain Drug-Free and Arrest-Free Longer				
After 6 Months	Key-Crest	Crest Only	Key Only	HIV-Education
Drug -Free	94%	84%	54%	38%
Arrest Free	92%	85%	82%	62%
After 18 Months	Key-Crest	Crest Only	Key Only	HIV-Education
Drug -Free	75%	46%	34%	17%
Arrest Free	72%	60%	46%	36%

Source: Delaware Department of Corrections. Lipton, Douglas S. *The Effectiveness of Treatment for Drug Abusers Under Criminal Justice Supervision*. National Institute of Justice. Office of Justice Programs.

Note: Key is the in-custody portion of the program and Crest is the community based phase.



IV.3.2 Cook County's Reentry Programs

Cook County, IL (Chicago) has developed three female reentry programs that assist pretrial women in their release from the Cook County Jail. The Day Reporting Program, In-custody Drug Treatment Program and a Community Based Transitional Center for pregnant women who are also addicted serve non-violent pretrial women. These programs demonstrate that 80 percent of the pretrial women can be supervised in the community in Day Reporting without any new arrests.

Cook County, IL (Chicago) Women's Reentry Programs

On-site Programs

Day Reporting

- 175 Capacity
- 8:00 a.m.-3:00 Mon-Friday
- Gender-Specific Programming
 - Trauma
 - Health Education & Literacy
 - Alcohol/Drug Counseling
 - Mental Health Counseling
 - Parenting Classes
 - Life Skills
 - Job Skills Training
 - Drug Screening
 - Health Care Through Cook CO. Bur. Of Health Services

On-site Drug Treatment Program

- 100 Beds
- Supportive Therapeutic Community
- 13% Reduction in Depression
- 8% Reduction in Trauma
- 13% Reduction in State-Trait Anxiety
- Each Defendant Has Transition Plan and Case Management Plan Prior to Release
- Continue Treatment When Placed on Probation

Outcomes

- LOS: 4 Months
- 17.0% Rearrest Rate
- 75.5% Placed in Jobs/School
- \$ 103.58 Per Day



Cook County, IL
MOM's Residential Drug Program (16 Beds)

Off-site Community Drug Treatment

- Pre-trial Pregnant Women with Newborns
- Contract with Private Agency
- Licensed Level III and Day Care
- Medicaid Funded
- Certified OB/GYN & Pediatrician
- Provide Well-Baby Exams, Immunizations

Outcomes

- 176 Drug Free Babies Born saving \$25,000 Care in Neo-Natal Unit
- \$127.00 Per Day
- 17.0% Return to Jail

In addition, the Cook County Jail identifies non-violent mentally ill women who are housed in the Jail and links them up with a non-profit agency (Thresholds Jail Reentry Project) prior to release. Women who are seriously mentally ill, have co-occurring disorders, are homeless, have had multiple hospitalizations, and have chronic prior arrests are eligible for this program.



Thresholds uses the nationally accepted *Assertive Community Team* model to assist chronically mentally ill women upon release. The ACT has the following components:

Thresholds Jail Reentry Project

Assertive Community Team EBT

- Each Person Assigned to AC Team:
(Psychiatrist, Nurse, Outreach Worker,
Peer Support Worker) Employment
Specialist is Needed
- Hotel Vouchers for Emergency Housing
- 25 Supportive Housing Apartments for
Participants (Funded by HUD/
Residents Pay 1/3 of Rent)
 - 5:1 for the ACT
 - On-site Supportive Services 5 days a
Week
 - 24 Group Counseling Sessions Per
Week
 - 2 Outreach Visits Per Week
 - Individual Counseling
 - \$5.00 Per Day Allowance
- 24-7 Crisis Hot Line

Outcomes

- Awarded Gold Award by the American Psychiatric Association
- Number of jail days for participants has declined 80%
- Number of psychiatric hospital days for participants has dropped 83%
- Avoided \$157,000 in jail days
- Avoided \$917,000 in hospital stays

San Mateo County received funding from the Mentally Ill Offender Crime Reduction Grant Program to implement *Pathways for Women* based on the Assertive Community Treatment model.



IV.3.3 Alameda County, CA

Another successful woman's reentry program is the one in operation in Alameda County, CA. Women inmates begin in a treatment program within the jail and receive the following services:

On-site Services

- 8-Week Educational Component
- Contact Visits
- Mother-Child Constructive Activities/Parenting Skills
- Alcohol/Drug Individual and Group Counseling
- Pre-natal/Post-partum Services
- Regional Occupational Program
- Attached Educational Center
- Adult Basic Education
- Cognitive Behavioral Skills
- Pre-Release Services
- Case Manager

Following this phase, women are placed in independent living apartments with local shelter care providers. A total of 12 apartments (3-4 bedroom apartments for homeless MOMS are provided for up to 18 months. This program is funded by the Inmate Welfare Fund, County Behavioral Health Care Services and the California Legislature.

Outcomes

- 546 mothers/1,164 children have received services since program began
- 10% are rearrested and return to jail
- 56 women have been reunited with their children



IV.3.4 Promising Program Models

The following is a promising program model in Santa Clara County that the consultant team recommends for San Mateo County's consideration. Currently there is no available evaluation information on this program.

IV.3.4.1 Santa Clara County, CA

Addicted women inmates begin in a Community Reentry Facility which provides the following program components on-site:

On-site Therapeutic Programs

- Health Education
- Literacy
- Alcohol/Drug Counseling
- Mental Health Counseling
- Family Reunification
- Anger Management
- Criminal Thinking Errors
- Life Skills
- Computer Lab
- Job Readiness Training
- Master Gardeners
- Bank/Credit Counseling
- Children Housed on Weekends

During the second phase of treatment, women are in intensive outpatient status and participate in the following services off site:

Off-site Programs

- College (Educational Furlough)
- Parenting Classes with their Children
- Adult Education/GED Program (Andrew Hill Adult Education)
- Community Service Work
- Physical Fitness 5k-10 Walk/Runs
- DMV for ID Cards
- Social Security Office for SS Cards
- Job and Career Fairs
- Contract with Transitional Housing and Outpatient



V. PROPOSED BEDSPACE PROJECTIONS AND
SPACE PROGRAM RECOMENDATIONS



V.1 Proposed Bed space Projections for Female Inmates

The following presents the baseline projections for future jail beds for women offenders. The baseline projections illustrate the number of beds that are expected if no new policies or alternatives to jail are implemented in the future. If additional alternatives to jail are developed and funded, the consultant team believes that the baseline projections could be lowered.

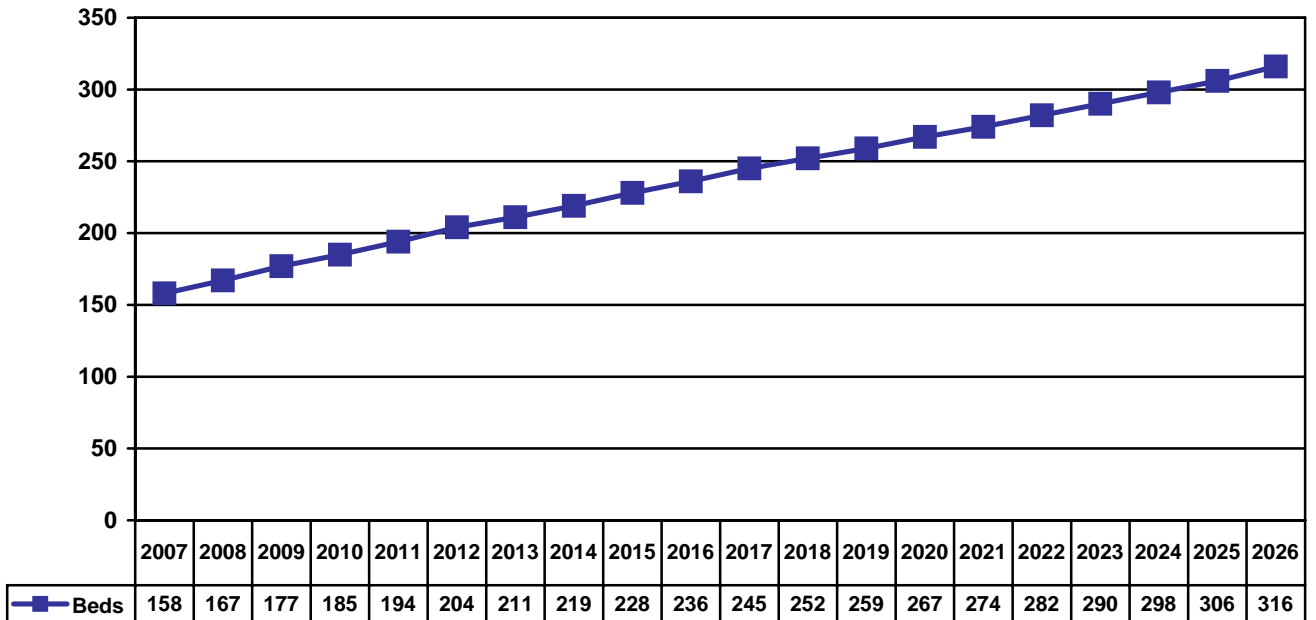
The baseline projections were developed using a simulation model and based on the following assumptions:

- San Mateo County's population rate is expected to grow at 0.5 percent annually during 2006-2025.
- Female admissions are projected to increase 3.8 percent per year based on historical trends during recent years (2000-2006).
- Female jail population average length of stay projected to stay constant at 14.7 days.
- Projections factor in a 12 percent peaking factor for fluctuations and for special inmate classifications.
- Classification of general population are based on current practices:
 - 29.2 % minimum custody (93 beds)
 - 46.4% medium custody (146 beds)
 - 24.2% maximum custody (77 beds)

Based on these conservative assumptions, the number of jail beds for women are projected to be 316 by 2026, up from a rated capacity of 84 beds in 2006.



Figure V.1
Women’s Jail Baseline Bedspace Forecast: 2007 - 2026



Source: Huskey & Associates

V.2 Proposed Modifications in Future Bedspace Projections

However, the County could mitigate the need to build high security beds for women if it considered a step-down minimum security facility for female inmates like there is for men. This facility can be used for Work Furlough, Educational Furlough, Work Program, Job Training Program and Treatment for women in custody. This facility would allow women to work on site or in the community thus gaining practical work skills they will need upon release.

Also on site, we recommend a Women and Children Day Treatment Program that would serve as a reentry program for women released from custody. Opportunities exist for this program to be operated through a partnership between the Department of Health and Human Services, Correctional Health Services, Probation Department and community treatment providers.



V.2.1 Facility and Program Planning Assumptions for Modified Projections

A Women's Justice Center is proposed that will be operated by the San Mateo County Sheriff's Office.

Based on the findings of this analysis, the project team recommends that a graduated continuum of supervision options, facilities and therapeutic services be developed and funded by the San Mateo County Board of Supervisors. The following continuum demonstrates a reentry program that begins while a woman is in custody and continues six months after their release from jail.

San Mateo County Sheriff's Office

Women's Correctional Center

- 16 beds for Maximum Security Housing (based on 5% nationally accepted standard)
- 72 beds for Drug Treatment Unit
- 70 beds for General Population Medium Secure Housing
- 158 beds for a Minimum Security Treatment Facility
- 316 beds(excluding the special need cells shown below)

- Medical and Mental Health Housing
 - 1 Sobering Cell for 849.b2 and 647.F (4-12 hour medical holding with toilet, latex and telephone)
 - 2 Medical/Mental Health Isolation Cells with Anteroom, Shared Shower (Negative/Positive Air Pressure and latex)
 - 8 Double Room Sick Rooms (16 women)
 - 19 special need beds

Note: These 19 cells are reserved for inmates with short-term medical and mental health treatment needs and thus are above the 316 regular beds)

- A new 6-9 month Minimum Security Treatment Facility is recommended on the same grounds as the Women's Correctional Center to serve as a "step-down" from maximum and medium security confinement. This facility will allow the Sheriff's Office to expand its opportunities for Women's Work Furlough, Women's Education Furlough, and Women's Community Work and to provide designated capacity for job training, job readiness preparation, drug and mental health treatment. While in this facility women will be allowed to work as a trustee in the Women's Justice Center and/or in community jobs while receiving treatment.

- Mother and Child Visitation Program are recommended for both day and overnight visitation.



Probation Department

- 48 slots for Outpatient Day Treatment Center for Women and Children are recommended for women released from custody to probation.

V.3 Recommended Modifications to Women’s Classification System

Based on the findings from the Women’s Snapshot Analysis, we recommend the following modifications to the women’s classification system to support the new Women’s Justice Center.

Current Classification Method

- 29.2 % minimum custody
- 46.4% medium custody
- 24.2% maximum custody

Proposed Future Classification Method

- 50.0% minimum custody
Combination of in-custody and out of custody programming
- 45.0% medium custody
- 5.0% maximum custody



V.4 Proposed Components for the Women's Justice Center

Based on the findings of this analysis, the project team recommends a graduated continuum of facilities and services be developed and funded by the San Mateo County Board of Supervisors. The following continuum demonstrates a reentry program that begins while in custody and continues after release when the woman is on probation:

A Women's Justice Center is proposed that will be operated by the San Mateo County Sheriff's Office. The following components are recommended within the Women's Justice Center.



Figure V.2
San Mateo County, CA
National Demonstration Site
Women's Correctional Center
Phase I
Functions On-Site

<p align="center"><u>Housing Units</u> <u>Phase I</u></p>	<p align="center"><u>Core Spaces for Programs</u></p>	
<p><u>High Security/Disciplinary Unit (16 beds)</u> <u>General Population Medium Security Beds (70 beds)</u> <u>Drug Treatment (72 beds)</u> <u>Medical/Psychiatric Unit</u></p> <ul style="list-style-type: none"> • 1 Sobering Cell for 849.b2 and 647.F (4-12 hour medical holding with toilet, latex and telephone) • 2 Medical/Mental Health Isolation Cells with Anteroom, Shared Shower (Negative/Positive Air Pressure and latex) • 8 Double Room Sick Rooms (16 women) • Staff Offices (24/7 Nurse) <p><u>Spaces in Housing Units</u></p> <ul style="list-style-type: none"> • (Podular-design 24-bed units with double occupancy) • Attached Day Room/Activity Room • Attached Mini-Kitchen with Work Area for Volunteer Activities (with 2 computers, double sink, counter space, work table, cabinets) • Staff Offices in Housing Unit • 1 Shift Supervisor • 1 Program Counselor • Laundry Room (Personal Laundry) • Attached Outdoor Recreation 	<p><u>Functions</u></p> <ul style="list-style-type: none"> • Intake Holding and Classification • Nurse Station/Office • (Mother-Child-Childcare Giver) Therapeutic Contact Visiting Space • Education visits with mother-child and their caregivers (shared large group and small group rooms) • Large Group & Small Group Rooms • Supervised Child Friendly Child Play Area • High School/GED Preparation and Achievement • Educational Classes (12 to a classroom) • Cognitive Behavioral Skills Development Classrooms • Criminal Thinking Errors, Responsible Behavior, Anger Management, Decision Making, Problem Solving, Healthy Relationships, Parenting, Child Development, Life Skills, Healthy Relationships, etc. • Mental Health, Substance Abuse, Family Counseling Rooms • Group Therapy Rooms – one room with two-way mirror • Multipurpose/Serenity Room • Spiritual Counseling & Enrichment • Multipurpose Room 	<ul style="list-style-type: none"> • Wellness Room (Women Inmates & Staff) • Tread Mill • Bicycle • Universal Equipment • Shower & Lockers • Jail Staff (Individual Staff Offices) • 1 Facility Commander Office • 1 Secretary Office • 1 Transportation Officer Office • 1 Release on Recognizance Officer • 1 Maintenance Coordinator • Treatment Staff (Staff Offices) • 2 Choices Program Director • 2 Choices Clinical Program Manager • 1 Community Program Services Supervisor • 2 Medical Office Assistant • 2 Choices Program Counselors • 1 ½ time Program Counselor • 1 ½ time Marriage & Family Therapist • 1 Community Program Specialist • 1 Professional Office (shared by Psychiatrist, Psychologist, Social Worker) • 2 Assertive Community Team Coordinator • Community Agency Partners (Staff Offices) • 2 Probation Reentry Office (Case Manager) • 1 Service League Office • Aftercare Alumni Program • Alumni Mentors to Meet • Women Discharges to Meet for Relapse Prevention & Booster Sessions • Multipurpose Room – (used weekly)



Figure V.3
National Demonstration Site
Women's Reentry Programs Adjacent to Women's Correctional Center
Functions Delivered On-Site in a Separate Building

Career Education Classrooms & Lab Space

Job Readiness and Retention Training

- Computer/Telephone Bank for Job Seeking/Resume

Career Academy (4 hours Academic/4 Hours Employment)

Delancy Street Service Industries

- Data Entry
- County's E-Reuse Computer Refurbishing
- Food Services for County Agencies
- Café
- Utility Workers for Emergency Setup and Event Preparation
- Landscaping/Groundskeeping
- Commercial Cleaning
- Carpentry
- Word Processing
- Software Programming

Vocational Education in High Growth Jobs

- Computer Refurbishing
- Business Skills/Office Management
- Culinary Skills
- Landscaping/Groundskeeping
- Commercial Cleaning
- Medical/Dental Assistant
- Carpentry
- Auto Body
- Alcohol/Drug Recovery Specialists
- Cosmetology
- Biotech Assistants

2 Job Placement Specialists

Multipurpose Room for Mock Interviews



Figure V.4
Women's Reentry Program
Phase II
Functions On-Site

<u>Minimum Security Facility (158 beds)</u> <u>(San Mateo County Sheriff)</u>	<u>Licensed Mother and Children Day Treatment Center (48-person capacity)</u> <u>(DHHS/Probation Department/CHS)</u>
<p><u>Women transitioned to Minimum Security Facility:</u></p> <ul style="list-style-type: none">--On a modified sentence--On Education/ and Work Furlough--In Drug Treatment <ul style="list-style-type: none">• Housing -24-bed housing units double occupancy rooms• Attached Living Room• Attached Mini-Kitchen• Staff Offices in Housing Unit• 1 Shift Supervisor• 1 Program Counselor• Laundry Room (Personal Laundry)• Mother-Child-Childcare Giver Therapeutic Contact Visiting Space• Contact visits with mother-child and their caregivers (medium and small group rooms)• Child friendly child play area• Attached apartments for overnight visiting	<ul style="list-style-type: none">• Women Day Treatment and Infants and Toddler Day Care for Women Who Are Working (Funded by Head Start/First 5/Department of Health/Social Services Agency/Foundations/State Legislature) • 8:45 a.m.-3:30 p.m. Mon-Friday• Cognitive Behavioral Skills Development Classrooms (Reasoning and Rehabilitation)• Substance Abuse Group, Family and Individual Counseling Rooms• Job Readiness• Computer Skills• High School/GED Preparation• Workplace Literacy• Health Education• Parenting Skills• First 90 Days on EM• Drug Testing• 6 Months Aftercare• Staff Offices• 1 Women's Reentry Bridges Coordinator• 1 Secretary• St. Anthony Provides 1 Meal • Mother-Child & Childcare Giver Visiting Room • Cognitive Behavioral Skills Development Classrooms• Parenting/Discipline Skills, Child Development, Nutrition, Health Education, Anger Management/Problem Solving/Healthy Relationships• Staff Offices• 1 Child Care Coordinator• 1 MFT• 1 Secretary



Figure V.5
Phase III: Community Transitional for Women Released to Probation
Functions Off-Site
Women's Resettlement into New Neighborhoods
Breaking the Cycle of Returning to Negative Environments
and Reducing Relapse
Under Contract with Qualified Shelter Private Housing Provider

Single Women & <u>Mother-Child Supportive Housing</u>
<ul style="list-style-type: none">• Housing (2 Bedroom Apartments)• Attached Living Room• Attached Full-Size Kitchen• Staff Offices in Housing Unit<ul style="list-style-type: none">▪ 1 Shift Supervisor▪ 1 Program Counselor• Laundry Room (Personal Laundry)• Contact Visiting Room and Attached Child Friendly Child Play Area



V.5 Key Systemic Recommendations

Additionally, to implement other best practices for women offenders throughout the criminal justice system in San Mateo County, we recommend the following strategies operated by the San Mateo County Probation Department, Sheriff's Office, Superior Court, Correctional Health Services, Department of Health and Human Services and community based organizations:

- San Mateo County Sheriff's Office: Develop and obtain funding for a structured visiting program for women inmates and their children that strengthen the bond between mother and child and that provides parenting skills training to the mother and to her children's caregiver.
- San Mateo County Sheriff's Office and Correctional Health Services: Include a balance of licensed clinicians and paraprofessionals who are successful graduates from CHOICES to staff the drug treatment component in the Jail. Therapeutic standards should be developed and clinical supervision should be provided to paraprofessionals working in the drug treatment program to ensure that a standard of care is provided that will enhance women's growth. These components are present in evidence-based programs.⁸
- San Mateo County Probation Department: Continue to incorporate research-based and validated gender-sensitive and criminogenic assessment tools that assess risk, needs and readiness to change. The Level of Service Inventory is a nationally accepted assessment instrument that should be used as a primary assessment of risk, needs and readiness to change. Secondary treatment assessments should also be used to determine treatment needs and goals prior to entering treatment and to measure progress throughout the course of treatment. There are advantages for using objective assessment tools. These tools have been validated on women offenders in numerous national studies and can provide helpful guidance to the Court and to Probation Officers in determining the most appropriate target population that will be successful on pretrial supervision and in community-based sanctions.
- San Mateo County Superior Court: Consider targeting misdemeanor, technical probation violators and low-level drug possession and property offenders for expanded pretrial and community based supervision programs.
- San Mateo County Superior Court, Probation Department and Sheriff's Office: Consider expansion of the number of women participating in the following options:
 - Deferred Entry of Judgment
 - Proposition 36
 - PC1000
 - Pretrial Supervision
 - Drug Court
 - Bridges

⁸ Koutsenok, Igor, Caetano, Izabel P.V., Ellet, Julie. *Professionalizing the Substance Abuse Field: An Invitation for Discussion*. January/February 2006. in Offender Substance Abuse Report. Vol VI. No.1.



- San Mateo County Probation Department and Sheriff's Office: Expand the number of women participating in:
 - Drug and Alcohol counseling programs
 - Trauma counseling programs
 - Mental health counseling programs
 - Work Furlough/Job Training programs
- San Mateo County Probation Department: Expand the Reentry Program to provide a formal 6 months aftercare program for women released from custody to the Probation Department that provides them continued support in locating housing, education, job training, child care and other reentry needs upon release from custody.
- San Mateo County Probation Department: Establish a Women's Wraparound/Outpatient Model for multiply-diagnosed women based on the nationally accepted *Assertive Community Team* model and on the assessed needs of the women in San Mateo County.
- San Mateo County Probation Department Reentry Program: Enter into contractual arrangements with community shelter providers to provide supportive housing to homeless women upon release from custody to expand the number of family and single occupancy apartments for women leaving jail. Wherever feasible, relocate women who are at risk of relapse to new neighborhoods to provide them and their children a fresh start.
- San Mateo County Probation Department and Sheriff's Office: Assess the women's eligibility for Medi-Cal before release from jail and link eligible women up with economic supports to assist them toward greater self sufficiency.
- San Mateo County Probation Department: Work with community-based organizations to create a pool of women mentors to provide support to women leaving jail.
- San Mateo County Probation Department and Sheriff's Office: Continue to fully maximize the Probation Reentry Specialist assigned to the Jail to identify women eligible for sentence modifications, to assess and address their reentry needs before release and link women up with necessary support services.

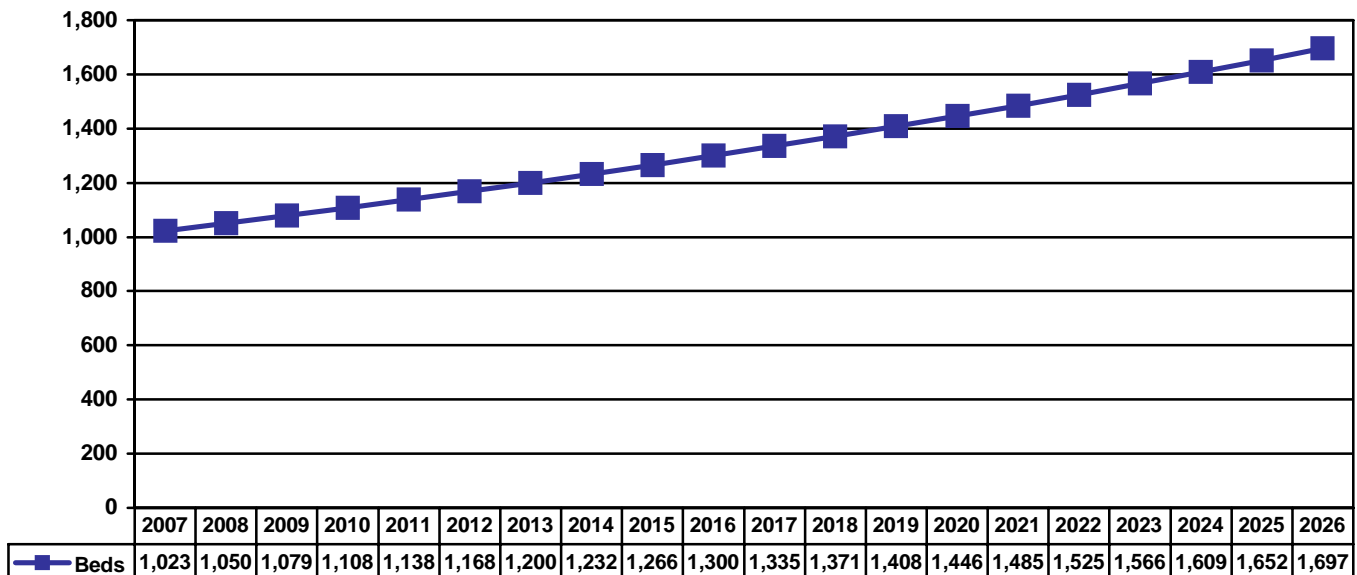


V.6 Baseline Bedspace Projections Men’s Jail

The following planning assumptions were used to project the baseline projections for male inmates.

- Male demographic rate expected to grow 10.6% through 2026
- Male jail average daily population admissions is projected to increase at a rate of 2.1% per year because no new policies or community-based programs are projected in the next 20 years
- Males are projected to maintain an average length of stay of 22.4 days
- Projections factor in a 12% peaking factor for population fluctuations and for special circumstances
- Classification of general population are based on current practices:
 - 22.8% minimum custody: 387 beds
 - 44.3% medium custody: 752 beds
 - 32.9% maximum custody: 558 beds
 - Note: We believe that this classification scheme is overly weighted toward maximum custody as nationally accepted practice is to classify approximately 15 percent as maximum.

Figure V.6
San Mateo County, CA
Proposed Men’s Jail Bedspace Forecast: 2007-2026



Source: Huskey & Associates

An additional analysis would need to be conducted to develop recommendations for modified bedspace projections for men.



VI. APPENDIX



**PROFILE OF WOMEN INMATES IN THE
SAN MATEO COUNTY, CA JAIL**

NOTE: DO NOT RECORD INFORMATION ON INS HOLDS, OUT OF STATE RESIDENTS, INMATES WAITING TO BE TRANSFERRED TO CDCR OR TO THE FEDERAL BUREAU OF PRISONS.

Date of Recording: _____

ANSWER EACH QUESTION, UNLESS OTHERWISE NOTED.

1. Status (CHECK ONE)

- _____ Pre-trial
- _____ Sentenced

2. Date of Birth: Mo _____ Date _____ Year ____; Current Age:

3. Are you a resident of San Mateo County? (Self-Report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____

4. Race/Ethnicity (CHECK ONE)

- a. White (not Hispanic) _____
- b. African-American (not Hispanic) _____
- c. Hispanic _____
- d. Asian _____
- e. Native American _____
- f. Mixed race/ethnicity _____
- g. Refused _____

5. READ: Tell me about where you have been living and how long you had been living there before you were incarcerated?

Length of Current Residence at time of Admission to Jail (Self-Report; CHECK ONE)

- a. No local fixed verified address/considered homeless (including homeless shelter) _____
- b. Lived at same address less than 6 months prior to booking (including shared housing/halfway house/treatment center) _____
- c. Lived at same address >6 months prior to booking including halfway house/treatment center _____



- d. Don't know _____
- e. Refused to answer _____

6. How would you describe your CURRENT marital status (Including common law)? (Self-Report; CHECK ONE)

- a. Married _____
- b. Single _____
- c. Divorced _____
- d. Widowed _____
- e. Don't know _____
- f. Refused to answer _____

7. READ: Tell me about where you will be staying after you are released from jail.

Has Suitable Housing When Released From Jail (Exclude homeless shelter) (Self-report: CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't Know _____
- d. Refused to answer _____

8. READ: Tell me about how much and what kind of help you can expect from your family after you are released.

Has Family Support System When Released From Jail (Self-report: CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____

9. Are you responsible for children under Age 18? (Self-report: CHECK ONE)

- a. No _____
- b. 1 child who lives with me _____
- c. 2 or more who lives with me _____
- d. Financial support but no child lives with me _____
- e. Don't know _____
- f. Refused to answer _____

10. Who are your children living with while you are in jail? (Self-Report; CHECK ONE)

- a. Relative _____
- b. Foster Care _____
- c. Group Home _____



- d. Friend _____
- e. Other _____
- f. Not Applicable/not responsible for children under 18 _____

11. Do you expect to be reunited with your children upon release? (Self-Report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____
- e. Not Applicable _____

12. Were you lawfully employed at time of admission? (Self-report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____

13. Were you Enrolled in School At Time of Admission? (Self-report; CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____



14. What was the LAST grade you completed (at time of admission)? (Self-report; CHECK THE HIGHEST GRADE COMPLETED)

- a. <6th grade _____
- b. >6-9th _____
- c. >9-11th grade _____
- d. Completed 9th (Mexico) Grade but does not have a H.S. Diploma _____
- e. Completed 12th Grade (US)/does not have a High School Diploma _____
- f. Has a High School Diploma/Certificate _____
- g. Has a GED _____
- h. Has Post-secondary _____
- i. Has a Bachelors Degree _____
- j. Has Advanced Degree _____
- k. Don't know _____
- l. Refused to answer _____

15. What vocational skill(s) are you interested in learning? (Self-Report: LIST ALL)

16. Prior to incarceration did you receive Government Assistance (Self-report: CHECK ONE)(NOTE: DO NOT COUNT Unemployment Insurance)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____

17. When released from jail, do you expect to be lawfully employed? (Self-report: CHECK ONE)

- a. No _____
- b. Yes _____
- c. Don't know _____
- d. Refused to answer _____



18. READ: Tell me a little bit about how often you drink alcohol and how much you typically drink.

Alcohol use (Self-report; CHECK ONE)

- a. Does not use alcohol _____
- b. Drinks socially (on weekend or special occasions) _____
- c. Moderate alcohol use drinks 4 beers daily) _____
- d. Heavy alcohol use (drinks a 12-pack/4 40oz daily) _____
- e. Don't know _____
- f. Refused to answer _____

19. READ: Has drinking alcohol ever caused problems for you socially, economically, or legally?

Alcohol related problems (Self-report; CHECK ONE)

- a. No _____
- b. Don't know _____
- c. Refused to answer _____
- d. Yes _____

▶ If yes, describe (LIST ALL):

20. READ: Tell me a little bit about how often you use drugs and how much you typically use

Drug use (Self-report; CHECK ONE)

- a. Does not use drugs _____
- b. Uses occasionally (every one in a while/special occasions) _____
- c. Frequent use (on weekends or several times a month) _____
- d. Regular use (daily or several times a week) _____
- e. Don't know _____
- f. Refused to answer _____

21. READ: Tell me which drugs you are currently using.

Drugs of choice (Self-Report; LIST ALL)



22. READ: Has using drugs ever caused problems for you socially, economically, or legally?

Drug related problems (Self-Report; CHECK ONE)

- a. No _____
- b. Don't know _____
- c. Refused to answer _____
- d. Yes _____

▶ If yes, describe (LIST ALL):

23. Are you currently involved in substance abuse (alcohol or drug) treatment? (Self-report; CHECK ALL THAT APPLY)

- a. No _____
- b. Current out-patient treatment _____
- c. Current community-based residential treatment _____
- d. Current hospital-based residential treatment _____
- e. Don't know _____
- f. Refused to answer _____

24. Have you previously been involved in substance abuse (alcohol or drug) treatment (Self-report; CHECK ALL THAT APPLY)

- a. No _____
- b. Prior out-patient treatment _____
- c. Prior community based residential treatment _____
- d. Prior hospital based residential treatment _____
- e. Don't know _____
- f. Refused to answer _____



Date of Recording: _____

CRIMINAL RECORD

Booking Number: _____

Unique Identifier: _____

25. Pre-trial Release Status of Defendant at Time of Current Booking to Jail (Record)

- a. Jail Citation _____
- b. Field Citation _____
- c. Unsupervised OR _____
- d. Supervised OR _____
- e. Bond _____
- f. Not Available _____
- g. Not Applicable _____

26. Warrants/Holds Pending from Other Jurisdictions (Include INS Holds) (Record)

- a. No _____
- b. Yes _____
- c. Not Available _____

27. Current Bond Amount Ordered: _____ (Record)

28. Most Serious California Offense for the Current Charge (in San Mateo County) (Record)

- a. _____
- b. Not Available _____

29. Was on Proposition 36 at the Time of This Admission (Record)

- a. No _____
- b. Yes _____
- c. Not Available _____

30. Was on PC1000 Diversion at the Time of This Admission (Record)

- a. No _____
- b. Yes _____
- c. Not Available _____



- 31. Was on Deferred Entry of Judgment at the Time of This Admission (Record)
 - a. No _____
 - b. Yes _____
 - c. Not Available _____

- 32. Was on Probation at the Time of This Admission (Record)
 - a. No _____
 - b. Yes _____
 - c. Not Available _____

- 33. Was in Drug Court at the Time of This Admission (Record)
 - a. No _____
 - b. Yes _____
 - c. Not Available _____

- 34. Was in Domestic Violence Court at the Time of This Admission (Record)
 - a. No _____
 - b. Yes _____
 - c. Not Available _____

- 35. Was in DUI Court at the Time of This Admission (Record)
 - a. No _____
 - b. Yes _____
 - c. Not Available _____

- 36. Was in the Bridges Program at the Time of This Admission (Record)
 - a. No _____
 - b. Yes _____
 - c. Not Available _____

- 37. Was in the Court Work Program at the Time of This Admission (Record)
 - a. No _____
 - b. Yes _____
 - c. Not Available _____



38. Most Serious California Offense for the Current Charge (in San Mateo County) (Record)

- a. _____
- b. Not Available _____

39. Number of Prior Misdemeanor Convictions per Inmate: (Record)

40. Number of Prior Felony Convictions per Inmate: (Record)

- a. Violent _____
- b. Non-Violent _____

41. Number of Prior Bookings to Jail In the . Last Three Years Per Inmate: (not including the current conviction, not including 2006): (Record) _____

42. Number of Prior Failures to Appear In the Last Three Years Per Inmate: (not including the current conviction, not including 2006): (Record) _____



MEDICAL RECORD

Date of Recording: _____

Booking Number: _____

Unique Identifier: _____

43. Health Status at time of Admission (May choose more than 1 answer per person)

- a. May require medical housing _____
- b. May need short-term medical observation (e.g. detox, negative air pressure cell) _____
- c. May need short-term mental health observation (e.g. safe cell) _____
- d. May not require special medical housing _____
- e. Not Available _____

44. Woman is Pregnant

- a. No _____
- b. Yes _____
- c. Don't know _____

45. Evidence of Hallucinations and Delusions to Cause Harm to Self and Others and May Require Inpatient Mental Health Treatment

- a. No _____
- b. Yes _____
- c. Not Available _____

46. Person Has a DSM-IV Diagnosis-

- a. Number DSM-IV Diagnosis _____
Please specify the number and type of diagnoses, including substance disorder per person)

- b. No Diagnosis _____
- c. Not Available _____

47. Currently on/or Subscribed Psychotropic Medication

- a. No _____
- b. Yes _____



- c Don't know _____
- d. Refused to answer _____

48. Evidence of Victim of Spousal Abuse by a Family Member

- a. No _____
- b. Yes _____
- c Don't know _____
- d. Refused to answer _____

49. Evidence of History of Physical and/or Sexual Abuse and Trauma

- a. No _____
- b. Yes _____
- c Don't know _____
- d. Refused to answer _____

50. Previous Mental Health Treatment in the Past 5 Years (including current)

- a. None _____
- b. Prior Out Patient Treatment _____
- c. Prior Community based Residential Treatment _____
- d. Prior Hospital-based Residential Treatment _____
- e. Don't know _____
- f. Refused to answer _____
- g. Not Available _____



INFORMED CONSENT FORM FOR RESEARCH STUDY

You are invited to take part in a research study. This consent form provides information about our research. If you agree to be part of this study, you will be asked to sign a consent form. The consent form indicates that you agree to be interviewed.

Your decision to take part in this study is voluntary. You are free to decide whether or not you want to participate. There are no penalties for not participating and this will not affect your case.

A team of researchers are conducting a survey of the characteristics of the women housed in the San Mateo County Jail. These individuals are independent researchers and neither of them are employees of the Sheriff’s Office or any other San Mateo County Agency.

The survey is designed to identify the program needs of the jail population. It will take about xx minutes to complete the survey. The questions we will ask will focus on services an individual will need to prepare for successful release from jail. Any changes coming from our study may not happen quickly, meaning that they may not affect your current situation. But, your input is very important to the way these policies are developed in the future.

These interviews are confidential, meaning that whatever information you share with us during the interview will be kept private. Your name will not be on the questionnaire when submitted to the researchers to protect your privacy. And, when we report the findings of our research, we will not use your name or other information that could specifically identify you. Your responses to the survey will be sent immediately to the researchers. No copies of the questionnaires will be kept by the Sheriff’s Office. All surveys will be destroyed after the project is completed.

By signing this consent form, you are agreeing that you have read/understand fully this consent form, the study has been explained to you, your questions have been answered, and you agree to take part in this study.

Participant (print name) _____ Signature _____
Date _____

Interviewer (print name) _____ Signature _____
Date _____



**Occupations with the Most Job Openings*
2002-2012
San Francisco Metropolitan Statistical Area
(Marin, San Francisco, and San Mateo Counties)**

SOC Code	Occupational Title	Job Openings [1]	Median Hourly Wage [2]	Education and Training Levels [4]
41-2031	Retail Salespersons	13,390	\$10.95	30-DAY OJT (11)
41-2011	Cashiers	12,280	\$10.30	30-DAY OJT (11)
35-3031	Waiters and Waitresses	11,060	\$8.49	30-DAY OJT (11)
35-3021	Combined Food Preparation and Serving Workers, Including Fast Food	6,880	\$8.60	30-DAY OJT (11)
35-3022	Counter Attendants, Cafeteria, Food Concession, and Coffee Shop	6,860	\$9.39	30-DAY OJT (11)
43-9061	Office Clerks, General	4,950	\$13.42	30-DAY OJT (11)
33-9032	Security Guards	3,980	\$11.99	30-DAY OJT (11)
35-2021	Food Preparation Workers	3,840	\$8.99	30-DAY OJT (11)
43-6011	Executive Secretaries and Administrative Assistants	3,790	\$22.03	1-12 MO OJT (10)
37-2011	Janitors and Cleaners, Except Maids and Housekeeping Cleaners	3,770	\$11.56	30-DAY OJT (11)
53-7062	Laborers and Freight, Stock, and Material Movers, Hand	3,570	\$11.56	30-DAY OJT (11)
43-4051	Customer Service Representatives	3,160	\$17.11	1-12 MO OJT (10)
43-5081	Stock Clerks and Order Fillers	3,030	\$11.79	30-DAY OJT (11)
43-3031	Bookkeeping, Accounting, and Auditing Clerks	2,960	\$19.07	1-12 MO OJT (10)
43-4171	Receptionists and Information Clerks	2,940	\$14.49	30-DAY OJT (11)
35-2014	Cooks, Restaurant	2,600	\$11.95	12-MO OJT (9)
43-1011	First-Line Supervisors/Managers of Office and Administrative Support Workers	2,600	\$24.41	WORK EXPER (8)
41-4012	Sales Representatives, Wholesale and Manufacturing, Except Technical and Scientific Products	2,500	\$24.38	1-12 MO OJT (10)
37-2012	Maids and Housekeeping Cleaners	2,490	\$12.06	30-DAY OJT (11)
41-1011	First-Line Supervisors/Managers of Retail Sales Workers	2,290	\$18.31	WORK EXPER (8)
35-9011	Dining Room and Cafeteria Attendants and Bartender Helpers	2,190	\$8.19	30-DAY OJT (11)
35-1012	First-Line Supervisors/Managers of Food Preparation and Serving Workers	1,990	\$15.06	WORK EXPER (8)
47-2031	Carpenters	1,990	\$26.61	12-MO OJT (9)
49-9042	Maintenance and Repair Workers, General	1,920	\$18.19	12-MO OJT (9)
35-9021	Dishwashers	1,900	\$8.44	30-DAY OJT (11)
43-6014	Secretaries, Except Legal, Medical, and Executive	1,890	\$18.17	1-12 MO OJT (10)



SOC Code	Occupational Title	Job Openings [1]	Median Hourly Wage [2]	Education and Training Levels [4]
43-3071	Tellers	1,880	N/A	30-DAY OJT (11)
35-3011	Bartenders	1,870	\$8.87	30-DAY OJT (11)
37-3011	Landscaping and Groundskeeping Workers	1,860	\$13.74	30-DAY OJT (11)
41-2021	Counter and Rental Clerks	1,830	\$10.07	30-DAY OJT (11)
25-9041	Teacher Assistants	1,360	[3]	30-DAY OJT (11)
35-2015	Cooks, Short Order	1,350	\$9.67	30-DAY OJT (11)
33-3051	Police and Sheriff's Patrol Officers	1,320	N/A	12-MO OJT (9)
31-9091	Dental Assistants	1,260	\$14.61	1-12 MO OJT (10)
31-9092	Medical Assistants	1,180	\$16.62	1-12 MO OJT (10)
49-3023	Automotive Service Technicians and Mechanics	1,180	\$23.34	POST-SEC VOC-ED (7)
43-4081	Hotel, Motel, and Resort Desk Clerks	1,170	\$14.16	30-DAY OJT (11)

Source: * California Employment Development Department. March 2003 Benchmark;

N/A - Information is not available.

Excludes "All Other" categories. Some occupations may have declining employment during the projection period due to industry change, however, they have a substantial number of job openings due to the need for replacements. Net Replacement openings are an estimate of the number of job openings expected because people have permanently left an occupation. It estimates the net movement of 1) experienced workers who leave an occupation and start working in another occupation, stop working altogether, or leave the geographic area minus 2) experienced workers who move into such an opening. It does not represent the total number of jobs to be filled due to the need to replace workers.

[2] Median Hourly Wage is the estimated 50th percentile of the distribution of wages; 50 percent of workers in an occupation earn wages below, and 50 percent earn wages above the median wage. The wages are of the first quarter of 2005.

[3] In occupations where workers do not work full-time, or year-round, it is not possible to calculate an hourly wage.

[4] Education & Training Levels:

- (1) LLD/MD DEGREE=FIRST PROFESSIONAL DEGREE
- (2) PHD DEGREE=DOCTORAL DEGREE
- (3) MA/MS DEGREE=MASTER'S DEGREE
- (4) BA/BS + EXPER=BACHELOR'S DEGREE OR HIGHER AND SOME WORK EXPERIENCE
- (5) BA/BS DEGREE=BACHELOR'S DEGREE
- (6) AA DEGREE=ASSOCIATE DEGREE
- (7) POST-SEC VOC-ED=POST-SECONDARY VOCATIONAL EDUCATION
- (8) WORK EXPER=WORK EXPERIENCE
- (9) 12-MO OJT=LONG-TERM ON-THE-JOB-TRAINING
- (10) 1-12 MO OJT=MODERATE-TERM ON-THE-JOB-TRAINING
- (11) 30-DAY OJT=SHORT-TERM ON-THE-JOB-TRAINING



**Fastest Growing Occupations*
2002-2012
San Francisco Metropolitan Statistical Area
(Marin, San Francisco, and San Mateo Counties)**

Occupational Title	Average Annual Employment		Percent Change	Median Hourly Wage [1]	Education & Training Levels [3]
	2002	2012			
Medical Assistants	2,340	3,090	32.1	\$16.62	1-12 MO OJT (10)
Respiratory Therapists	490	640	30.6	\$28.95	AA DEGREE (6)
Social and Human Service Assistants	2,080	2,680	28.8	\$14.40	1-12 MO OJT (10)
Biological Technicians	1,010	1,270	25.7	\$21.07	AA DEGREE (6)
Personal Financial Advisors	1,670	2,090	25.1	\$44.07	BA/BS DEGREE (5)
Surgical Technologists	450	560	24.4	\$22.92	POST-SEC VOC-ED (7)
Computer Software Engineers, Systems Software	5,820	7,230	24.2	\$43.66	BA/BS DEGREE (5)
Refuse and Recyclable Material Collectors	600	740	23.3	\$24.64	30-DAY OJT (11)
Management Analysts	5,480	6,700	22.3	\$39.88	BA/BS + EXPER (4)
Drywall and Ceiling Tile Installers	600	730	21.7	\$30.83	1-12 MO OJT (10)
Database Administrators	1,770	2,150	21.5	\$40.71	BA/BS DEGREE (5)
Medical Records and Health Information Technicians	890	1,080	21.3	\$18.30	AA DEGREE (6)
Occupational Therapists	400	480	20.0	\$37.42	BA/BS DEGREE (5)
Heating, Air Conditioning, and Refrigeration Mechanics and Installers	520	620	19.2	\$23.89	12-MO OJT (9)
Veterinary Technologists and Technicians	480	570	18.8	\$16.69	AA DEGREE (6)
Dental Hygienists	700	830	18.6	\$36.81	AA DEGREE (6)
Pharmacy Technicians	970	1,150	18.6	\$17.81	1-12 MO OJT (10)
Plasterers and Stucco Masons	550	650	18.2	\$26.86	12-MO OJT (9)
Security Guards	9,960	11,770	18.2	\$11.99	30-DAY OJT (11)
Computer Software Engineers, Applications	9,870	11,640	17.9	\$44.27	BA/BS DEGREE (5)
Home Health Aides	2,120	2,490	17.5	\$9.96	30-DAY OJT (11)
Detectives and Criminal Investigators	760	890	17.1	N/A	WORK EXPER (8)
Tile and Marble Setters	470	550	17.0	\$17.40	12-MO OJT (9)
Medical and Public Health Social Workers	530	620	17.0	\$28.42	BA/BS DEGREE (5)
Painters, Construction and Maintenance	2,960	3,460	16.9	\$21.99	1-12 MO OJT (10)
Combined Food Preparation and Serving Workers, Including Fast Food	11,420	13,350	16.9	\$8.60	30-DAY OJT (11)
Fitness Trainers and Aerobics Instructors	1,550	1,810	16.8	\$31.46	POST-SEC VOC-ED (7)
Natural Sciences Managers	600	700	16.7	\$60.45	BA/BS + EXPER (4)
Dental Assistants	2,810	3,280	16.7	\$14.61	1-12 MO OJT (10)



Occupational Title	Average Annual Employment		Percent Change	Median Hourly Wage [1]	Education & Training Levels [3]
	2002	2012			
Registered Nurses	13,830	16,110	16.5	\$38.41	AA DEGREE (6)
Computer and Information Systems Managers	5,020	5,840	16.3	\$61.30	BA/BS + EXPER (4)
Public Relations Specialists	2,850	3,310	16.1	\$29.55	BA/BS DEGREE (5)
Appraisers and Assessors of Real Estate	660	760	15.2	\$32.91	POST-SEC VOC-ED (7)
Self-Enrichment Education Teachers	2,310	2,660	15.2	\$17.27	WORK EXPER (8)
Real Estate Brokers	600	690	15.0	>\$70.01	WORK EXPER (8)
Architects, Except Landscape and Naval	2,270	2,610	15.0	\$33.03	BA/BS DEGREE (5)
Food Preparation Workers	7,640	8,780	14.9	\$8.99	30-DAY OJT (11)
Computer Systems Analysts	5,870	6,740	14.8	\$38.21	BA/BS DEGREE (5)
Network and Computer Systems Administrators	3,170	3,630	14.5	\$34.97	BA/BS DEGREE (5)
Massage Therapists	900	1,030	14.4	\$13.38	POST-SEC VOC-ED (7)
Cement Masons and Concrete Finishers	700	800	14.3	\$25.46	12-MO OJT (9)

*March 2003 Benchmark

N/A - Information is not available

Excludes "All Other" Categories

Occupations with employment below 400 are excluded.

[1] Median Hourly Wage is the estimated 50th percentile of the distribution of wages; 50 percent of workers in an occupation earn wages below, and 50 percent earn wages above the median wage. The wages are from the first quarter of 2005.

[2] In occupations where workers do not work full-time, or year-round, it is not possible to calculate an hourly wage.

[3] Education & Training Levels:

(1) LLD/MD DEGREE=FIRST PROFESSIONAL DEGREE

(2) PHD DEGREE=DOCTORAL DEGREE

(3) MA/MS DEGREE=MASTER'S DEGREE

(4) BA/BS + EXPER=BACHELOR'S DEGREE OR HIGHER AND SOME WORK EXPERIENCE

(5) BA/BS DEGREE=BACHELOR'S DEGREE

(6) AA DEGREE=ASSOCIATE DEGREE

(7) POST-SEC VOC-ED=POST-SECONDARY VOCATIONAL EDUCATION

(8) WORK EXPER=WORK EXPERIENCE

(9) 12-MO OJT=LONG-TERM ON-THE-JOB TRAINING

(10) 1-12 MO OJT=MODERATE-TERM ON-THE-JOB TRAINING

(11) 30-DAY OJT=SHORT-TERM ON-THE-JOB TRAINING



Cook County Jail Women's Division Chicago, Illinois

Types of Programs Offered

- Sheriff's Female Day Reporting
- Maternity Objectives Management Program (MOM's)
- Gender Responsive Drug Treatment Program

Sheriff's Day Reporting Program

Average Daily Population: 100 women

The SFFP (Day Reporting) enables women who are incarcerated at the Cook County Jail to leave the facility and return to their homes each evening to care for their families. The program is designed to treat female offenders and address their unique needs and to help preserve the bond between female inmates and their children.

Only women who are brought to the Jail on nonviolent offenses are allowed to participate in the program. Those assigned to SFFP must report to the Jail each morning to participate in a regimen of gender responsive programming that includes random drug screening, job skills training, parenting classes, life skills, health education and literacy classes. Because the majority of women have been arrested on drug-related charges and have a history of trauma, substance abuse counseling and mental health counseling are also significant components of the program.

All of the women in the program are released on electronic monitoring and must remain in their homes until returning to the jail the next morning. If participants fail to follow the rules of the program, they can be returned to the general population in the women's division in the Jail. Transition Planning and Aftercare (case management) is developed prior to discharge of each participant and is critical for the successful progression of a SFFP participant's reintegration into the community. There are currently about 100 women assigned to the program on a daily basis.

Maternity Objectives Management Program

Average Daily Population: 16 women

The Sheriff's MOM's Program is a therapeutic community-based non-residential drug treatment program for female pre-trial Cook County Jail detainees at various stages of pregnancy. The program is funded by the Cook County Sheriff's Office and supplemented by Medicaid. The off-site program is designed to accommodate 16 eligible pregnant and/or postpartum offenders and their children (up to pre-school age).



The MOM's Program fosters an atmosphere conducive for proper prenatal, postpartum and infant care thus facilitating a nurturing mother-child bonding. The program is delivered in a gender responsive culturally sensitive manner by using proven programming modalities. Supportive Medical Services are provided to the program participants and their infants. An OB/GYN certified by the American Academy of Obstetricians and Gynecologists provide OB care. A pediatrician, certified by the American Academy of Pediatrics, provides services including well baby examinations, immunizations and other health-related issues. The nursing staff consists of a Supervising RN, and LPN. The medical staff also provides health education to the participants either individually or in a group.

Gender Responsive Drug Treatment Program

Average Daily Population: 100 beds

The Gender Responsive Drug Treatment Program is a 100-bed comprehensive therapeutic substance abuse treatment program for female pre-trial detainees within the Cook County Jail. Participants of the program are treated on a cognitive level (cognitive restructuring), an affective level (safe, nurturing environment and women's issues groups) and on a behavioral level (recovery tools, therapeutic community, twelve step program and life / interpersonal skills education).

Contact Information

Cook County Sheriff's Office
Department of Women's Justice Services
Executive Director Terrie L. McDermott
3026 South California Avenue
Chicago, Illinois 60608
773-869-7731
Fax: 773-869-5441
dwjs@cookcountysheriff.org

References:

Cook County Sheriff's Office Department of Women's Justice Services
<http://www.cookcountysheriff.org/womensjustice/index.html>
National Institute of Corrections
<http://nicic.org/pubs/2000/period189.pdf>



**San Francisco Sheriff's Office County Jail #8
San Francisco, CA**

Sisters in Sober Treatment and Empowered Recovery (SISTER) TC Program

Capacity: 56 beds

The SISTER Program is a modified therapeutic community for women located in a separate pod in the jail and has a capacity of 56. The average length of stay is 53 days.

Services provided:

- Group and individual counseling
- Parenting programs
- GED, literacy, and writing training
- HIV education and counseling
- Counseling for prostitutes
- AA/NA meetings
- Vocational and educational assessment
- Job training
- Relapse prevention

Outcomes:

- Women treated in SISTER Program were rearrested 50 percent less often than comparison group
- SISTER women were rearrested for less severe or violent crimes than the comparison group

Contact Information

Ramona Massey
Program Director
SISTER Project
425 Seventh Street
San Francisco, CA 94103
415-522-8000
415-522-8056 (fax)



Las Colinas Detention Facility San Diego, California

Capacity: 64 beds

Stepping Out Therapeutic Community Project

This residential treatment program for women is operated by the Community Resource Center. It is a 64-bed modified therapeutic community for inmates who have at least 52 days left to serve. The average length of stay is 62 days but has been as long as 179 days.

Participants are provided with the following services:

- Educational and process groups
- Individualized case management, including aftercare treatment planning
- Comprehensive medical screening, including tests for STDs and other communicable diseases, health education
- Intensive outpatient treatment services
- Halfway house following release

Contact Information

Las Colinas Detention Facility
9000 Cottonwood Avenue
Santee, CA 92071-3093
Information (619) 258-3176

Anita Paredes
Deputy Director
Community Connection Resource Center
4080 Centre Street
San Diego, CA 92103
619-291-4790
619-291-4704 (fax)



Santa Rita Jail Alameda County, California

Types of Programs

- Substance abuse
- Parenting classes
- Anger management
- English as a Second Language
- Adult Basic Education
- Independent study
- G.E.D.
- Literacy
- Regional Occupational Programs – food service, bakery, cosmetology, employability
- N.A., A.A.
- MOMS (Maximizing Opportunities for Mothers to Succeed)
 - Works to promote healthy parenting and reduced recidivism for incarcerated mothers
 - Works to reunite families
 - Case manager assigned to assist mothers to transition from a custodial setting to the community
 - Housing opportunity available for women who have successfully completed the program

Contact Information

Sheriff Charles Plummer
Santa Rita Jail
5325 Broder Blvd
Dublin, CA 94568
(925) 551-6500

References:

Alameda County Sheriff's Office
www.alamedacountysheriff.org



Ada County Jail Boise, Idaho

Capacity: 68 beds

Types of Programs

- Alcoholics Anonymous
- Buddhist Meditation
- Physical Fitness
- Health Education
- Narcotics Anonymous
- Job Search Information
- Religious Services and Bible Studies
- Smart Money Management
- General Education Development (GED)
- Substance Abuse Treatment Program (SATF)
- Active Behavior Change Program (ABC)
- Sewing Program – females only

Contact Information

7200 Barrister Dr.

Boise, ID 83704

Phone: (208) 577- 3000

Fax: (208) 577-3009

References:

Ada County Sheriff's Office

<http://www.adasheriff.org/contact.asp>



BRIEF JAIL MENTAL HEALTH SCREEN

Section 1

Name: _____ <small>First MI Last</small>	Detainee #: _____	Date: ___/___/_____	Time: _____ AM PM
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Section 2

Questions	No	Yes	General Comments
1. Do you <i>currently</i> believe that someone can control your mind by putting thoughts into your head or taking thoughts out of your head?			
2. Do you <i>currently</i> feel that other people know your thoughts and can read your mind?			
3. Have you <i>currently</i> lost or gained as much as two pounds a week for several weeks without even trying?			
4. Have you or your family or friends noticed that you are <i>currently</i> much more active than you usually are?			
5. Do you <i>currently</i> feel like you have to talk or move more slowly than you usually do?			
6. Have there <i>currently</i> been a few weeks when you felt like you were useless or sinful?			
7. Are you <i>currently</i> taking any medication prescribed for you by a physician for any emotional or mental health problems?			
8. Have you <u>ever</u> been in a hospital for emotional or mental health problems?			

Section 3 (Optional)

Officer's Comments/Impressions (check <i>all</i> that apply):		
<input type="checkbox"/> Language barrier	<input type="checkbox"/> Under the influence of drugs/alcohol	<input type="checkbox"/> Non-cooperative
<input type="checkbox"/> Difficulty understanding questions	<input type="checkbox"/> Other, specify: _____	

Referral Instructions: This detainee should be referred for further mental health evaluation if he/she answered:

- YES to item 7; OR
- YES to item 8; OR
- YES to at least 2 of items 1 through 6; OR
- If you feel it is necessary for any other reason

Not Referred

Referred on ___/___/_____ to _____

Person completing screen _____

INSTRUCTIONS ON REVERSE

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INSTRUCTIONS FOR COMPLETING THE BRIEF JAIL MENTAL HEALTH SCREEN

GENERAL INFORMATION:

This Brief Jail Mental Health Screen (BJMHS) was developed by Policy Research Associates, Inc., with a grant from the National Institute of Justice. The BJMHS is an efficient mental health screen that will aid in the early identification of severe mental illnesses and other acute psychiatric problems during the intake process.

This screen should be administered by Correctional Officers during the jail's intake/booking process.

INSTRUCTIONS FOR SECTION 1:

NAME: Enter detainees name — first, middle initial, and last
DETAINEE#: Enter detainee number.
DATE: Enter today's month, day, and year.
TIME: Enter the current time and circle AM or PM.

INSTRUCTIONS FOR SECTION 2:

ITEMS 1-6:

Place a check mark in the appropriate column (for "NO" or "YES" response).

If the detainee REFUSES to answer the question or says that he/she DOES NOT KNOW the answer to the question, do not check "NO" or "YES." Instead, in the General Comments section, indicate REFUSED or DON'T KNOW and include information explaining why the detainee did not answer the question.

ITEMS 7-8:

ITEM 7: This refers to any *prescribed* medication for any emotional or mental health problems.

ITEM 8: Include any stay of one night or longer. Do NOT include contact with an Emergency Room if it did not lead to an admission to the hospital

If the detainee REFUSES to answer the question or says that he/she DOES NOT KNOW the answer to the question, do not check "NO" or "YES." Instead, in the General Comments section, indicate REFUSED or DON'T KNOW and include information explaining why the detainee did not answer the question.

General Comments Column:

As indicated above, if the detainee REFUSES to answer the question or says that he/she DOES NOT KNOW the answer to the question, do not check "NO" or "YES." Instead, in the General Comments section, indicate REFUSED or DON'T KNOW and include information explaining why the detainee did not answer the question.

All "YES" responses require a note in the General Comments section to document:

- (1) Information about the detainee that the officer feels relevant and important
- (2) Information specifically requested in question

If at any point during administration of the BJMHS the detainee experiences distress, he/she should follow the jails procedure for referral services.

INSTRUCTIONS FOR SECTION 3:

OFFICER'S COMMENTS: Check any one or more of the four problems listed if applicable to this screening. If any other problem(s) occurred, please check OTHER, and note what it was.

REFERRAL INSTRUCTIONS:

Any detainee answering YES to Item 7 or YES to Item 8 or YES to at least two of Items 1-6 should be referred for further mental health evaluation. If there is any other information or reason why the officer feels it is necessary for the detainee to have a mental health evaluation, the detainee should be referred. Please indicate whether or not the detainee was referred.



The National GAINS Center Re-entry Checklist: A Practical Tool for Transition Planning for Detainees with Mental Illness

In the July/August 2004 edition of *American Jails*, The National GAINS Center described recently developed mental health resources for jails and communities. In this follow-up article, we examine outcomes from our Re-entry Initiative, specifically focusing on the lessons learned from pilot testing the National GAINS Center Re-entry Checklist in Rensselaer County Jail, NY and Montgomery County Jail, MD.

National Focus on Re-entry

As incarceration rates within the United States have increased steadily in recent years, so too have the number of individuals returning to the community from the criminal justice system. Each year, over 7 million individuals are released from local correctional facilities, with an additional 650,000 returning to community from State Prisons.⁹ Of those individuals, it is estimated that approximately 6.4% of males and 12.2% of females have a current severe mental illness.¹⁰ While jails have a constitutional obligation to provide minimum psychiatric care, the assurance that such services will continue upon re-entry is rarely made.¹¹ In a review of jail services, Steadman and Veysey found that transition planning is the least frequently provided mental health service within jail settings.¹² In fact, the larger the facility, the less likely individuals diagnosed with mental illness are to receive transition planning.

While the provision of such services may be infrequent, transition planning has long been considered a key component of psychiatric care for incarcerated individuals, a position that is increasingly recognized in the nation's courts. In 2000, the New York State Supreme Court ruled that the City of New York was required to provide transition planning services for individuals diagnosed with mental illness leaving New York City Jails.¹³ This lawsuit and the increasing number of individuals diagnosed with mental illness entering and leaving our nation's jails has produced a growing acceptance of the need for appropriate transition planning for detainees diagnosed with mental illness.

This recognition is evidenced by a growing number of initiatives from national organizations and Federal and State government agencies designed to assist jails in improving their transition planning services. Examples of such initiatives include:

⁹ Re-Entry Policy Council (2004). *Report of the Re-Entry Policy Council: Charting the Safe and Successful Return of Prisoners to the Community*. Washington DC: US Department of Justice.

¹⁰ National GAINS Center for People with Co-Occurring Disorders in the Justice System. (2001). *The Prevalence of Co-Occurring Mental Illness and Substance Use Disorders in Jails* Fact Sheet Series: Delmar NY: The National GAINS Center.

¹¹ Osher, F., Steadman, H.J., Barr, H. (2002). *A Best Practice Approach to Community Re-entry from Jails for Inmates with Co-occurring Disorders: The APIC Model*. Delmar, NY: The National GAINS Center.

¹² Steadman, H.J., and Veysey, B. (1997). *Providing Services for Jail Inmates with Mental Disorders*. National Institute of Justice: Research in Brief.

¹³ Brad H. v. City of New York (2000). 712 N.Y.S. 2d 336, N.Y. Misc. LEXIS 305.



- The U.S Department of Justice, Office of Justice Programs' Serious and Violent Offender Re-entry Initiative (SVORI);
- The Council of State Government's Re-Entry Policy Council;
- The National Governor's Association's Prisoner Re-entry Policy Academy;
- The *Mentally Ill Offender Treatment and Crime Reduction Act*, which was approved by the Senate and signed by the President on October 29, 2004; and
- The National GAINS Center for Persons with Co-Occurring Disorders in Contact with the Justice System's Jail Re-Entry Initiative.

The National GAINS Center's Re-entry Initiative

The National GAINS Center's re-entry efforts began with the 2002 publication of *A Best Practice Approach to Community Re-entry from Jails for Inmates with Co-Occurring Disorders: The APIC Model*. This monograph, written by Fred Osher, MD, Henry J. Steadman, PhD and Heather Barr, JD, MA, outlines an approach to transition planning that involves:

- **Assessing** the inmate's clinical and social needs, and public safety risks;
- **Planning** for the provision of treatment services and community supports;
- **Identifying** the community and correctional programs that will be providing those services, post-release; and
- **Coordinating** the transition plan to ensure implementation and avoid gaps in care.

Seeking to build upon the APIC Model by providing jails with a tool to assist in transition planning, the GAINS Center developed the *GAINS Re-Entry Checklist for Inmates Identified with Mental Health Services Needs* in 2003.

The National GAINS Center Re-entry Checklist

Developed and revised with the input of experts from both the criminal justice and mental health fields, the GAINS Re-Entry Checklist is a quadruplicate form offering a centralized record of the individual's potential needs and of the steps taken by jail staff to ensure those needs are met upon re-entry. The Checklist's ten domains include:

- Mental Health Services
- Psychotropic Medications
- Housing
- Substance Abuse Services
- Health Care
- Health Care Benefits
- Income Support/Benefits
- Food/Clothing
- Transportation, and
- Other (a category which can be assigned as needed).

Check boxes are included to outline steps undertaken by jail staff and the final discharge plan and referral contact information for the detainee. The four copies of the form can



be distributed to the files of the correctional facility, the mental health unit, the medical unit, and to the detainee themselves.

Study Design

The pilot tests were conducted during the summer of 2004 in two jails selected on their past involvement with the National GAINS Center, their role in assisting in the development of the Checklist, and their willingness to participate. The pilot test design included a period of approximately six weeks with staff from the Mental Health Units of both facilities using the Checklist with inmates on their caseloads. Data collection was preceded by a brief introduction to the Checklist delivered by GAINS Center Staff or Consultant. After the testing period, a second meeting was held to collect the impressions of the jail staff on the Checklist's utility and ease of implementation. Completed Checklists were collected, absent identifying information, for review.

The following provides an overview of the participating facilities, as well as a summary of their experience and recommendations.

Rensselaer County Jail—Troy, New York

The Rensselaer County Jail is located in Troy, NY, part of upstate New York's Capital District (along with Albany and Schenectady). In 2003 it booked a total of 2,450 individuals, with an average daily census of 227 men and 21 women. Approximately 16% of inmates are sentenced, with the remaining in pre-trial detention.

The jail's Mental Health Unit holds a maximum of 20 individuals, with an average enrollment of 10 mental health patients and 10 with medical needs. At any given time, 10-15 of the individuals housed in the jail are administered psychotropic medications. Individuals diagnosed with mental illness are generally identified at booking through the suicide risk screen, classification, or medical screening. Those admitted to the Mental Health Unit are first assessed by the Unit's staff.

The Rensselaer County Jail has long been an innovator in its response to individuals with mental illness, as evidenced by their work with the National GAINS Center on the establishment of a comprehensive Forensic Task Force. The jail's assignment of a full-time staff member to provide transition planning for individuals diagnosed with mental illness sets it apart as a leader in responding to reentry planning.

Montgomery County Department of Corrections and Rehabilitation—Rockville, Maryland

Montgomery County Maryland Department of Corrections and Rehabilitation operates correctional facilities that provide progressive and comprehensive correctional services through the use of pretrial supervision, secure incarceration and community treatment and reintegration programs. The Montgomery County Detention Center includes a central booking facility in Rockville and a separate post booking and sentenced detention facility located 10 miles away in Clarksburg, Maryland.



The Detention Center has an average daily census of 960 and books over 14,000 inmates annually. Approximately 1/3 of the inmates are sentenced and 2/3 are pre-trial detainees. At any given time, approximately 15% of the inmates are administered psychotropic medications. A smaller number of more seriously ill inmates with mental illnesses are housed in a 40 bed segregated unit.

Inmates are screened for mental illness at several stages in the booking process. Those that screen positive are referred to Clinical Assessment and Triage Services (CATS) staff who recommend detention housing placement. The County has recently implemented a transitional mental health services component for inmates released from the detention center. The CATS psychiatrist, who has experience serving inmates from the detention center, also works at the community-based transition site facilitating continuity of care.

Lessons Learned from the Pilot Test

Rensselaer County Jail and Montgomery County Department of Corrections and Rehabilitation credit the Checklist with providing clear documentation of the efforts made by their staff to provide transition planning to detainees with mental illness. “[the Checklist] gives the plan in a clear picture,” explained Don Hogan, Forensic Mental Health Coordinator of Rensselaer County Jail. Both facilities saw the need for and value in comprehensive transition planning and found the GAINS Re-Entry Checklist to be supportive of such efforts.

Checklist Design

Both participating facilities agreed that the categories included on the GAINS Re-entry Checklist were comprehensive. While referrals to services might not be available in all domains, the discharge planners indicated that it was helpful to have the boxes included to provide a record of what attempts were made. Both facilities made use of the *Other* box, with Rensselaer County documenting referrals to additional services (including a domestic violence prevention group), while Montgomery County reported using the box to list the detainee’s upcoming court dates or probation appointments. The participants also appreciated the boxes at the bottom of the page where they were able to record whether or not the detainee agreed to the plan.

Administration of the Checklist

Both facilities made the decision to utilize the Checklist with *only those individuals with serious mental illness admitted to their Mental Health Units*. Additionally, in both facilities use of the Checklist was limited to only those individuals who were to be released into the community, as those leaving the jail to go to other facilities or to transfer to a state prison were subject to different procedures.

The rapid turnover of inmates posed challenges for the completion of the Checklist in both facilities. In particular, pre-trial detainees often have an unpredictable course through court processing, making their release dates difficult to estimate. If released directly from court, the detainee may not receive transition planning using the Checklist as originally envisioned. This challenge could be resolved through additional coordination with court personnel. For example, Rensselaer County’s discharge planner



reported contacting defense attorneys in an effort to estimate release dates, although those efforts did not always yield the requested information.

In a facility as large as Montgomery County, coordinating both the ongoing collection of information on the Checklist and the handoff of collected information to different facility staff was difficult. The situation was further complicated by the logistical challenge of coordinating care across the two geographic locations.

The presence of dedicated staff and resources for the task of transition planning eases the establishment and nurturing of the linkages needed for an individual's successful community re-entry. The competing priorities faced by jail mental health personnel often contribute to the overlooking of transition planning and relationship-building with community-based service providers. In Rensselaer, the presence of a sole full-time discharge planner facilitated the use of the Checklist.

Conclusion

Since Montgomery County had previously developed their own system for conducting and documenting transition planning, they found the Checklist to be duplicative of their current efforts. However, they found the form to be effective in paper reduction as its format consolidated several forms into one. Rensselaer County Jail, which had no formal procedure for documenting the discharge plan, found that the GAINS Re-Entry Checklist fit their needs well and indicated that they would continue its use past the pilot test period.

Clearly, the value of the Checklist is dependent on the facility's capacity for transition planning. While the Checklist, in combination with the APIC Monograph, can help facilities to identify the potential needs of individuals diagnosed with mental illness, it cannot establish linkages that are not already in place. Good transition planning requires partnership between the correctional facility and the service providers within the community.

Copies of the GAINS Re-entry Checklist may be requested while supplies last by contacting The National GAINS Center at 1.800.311.GAINS or by email: gains@prainc.com. A PDF of the form may also be requested, although it will not be in quadruplicate form.

This article was prepared by Adam Kirkman, MPP and Lori Schatzel, MSW of the GAINS EPB Center and Fred Osher, MD of the Center for Behavioral Health, Justice and Public Policy.

Using the Re-entry Checklist in a Jail Diversion program—Shelby County, TN

In 2003, the Substance Abuse and Mental Health Services Administration awarded a Targeted Capacity Expansion grant to Shelby County, Tennessee to establish a post-booking jail diversion program, to be operated by the Shelby County Public Defender's



Office, in collaboration with Pre-trial Services and Foundations Associates, a community-based mental health and substance abuse treatment provider. The program targets people with serious mental illness and co-occurring substance use disorders who are eligible for pretrial release or conditional release from the Shelby County jail, as well as those who are in the community but are at risk of violating court ordered terms.

After an individual is identified as eligible for diversion, he or she is referred to a “roundtable” workgroup attended by representatives of the Public Defender’s Office, Pre-trial Services, and Foundations Associates. This workgroup makes the final determination of an individual’s eligibility for diversion, and then collaborates in the development of a mental health linkage plan which is presented to the court for approval.

The roundtable members requested permission to use the GAINS Re-entry Checklist as a template for the diversion program’s community linkage plans, with jail diversion staff completing the Checklist in conjunction with the identified diverttee. The identified needs then become the focus for development of a community service plan.

After six months, the diversion staff report the GAINS Re-entry Checklist has allowed for a comprehensive review of essential services required for community integration. This use of the Checklist in a select group of individuals, whose release is dependent on the development of an adequate linkage and diversion plan, has the potential to improve community supports and reduce recidivism.

For more information on jail diversion, please contact The TAPA Center for Jail Diversion at 1.866.518.TAPA or by email: tapacenter@prainc.com



CURRICULUM FOR WOMEN OFFENDERS ADDRESSING SUBSTANCE ABUSE, TRAUMA AND MENTAL HEALTH ISSUES

- Helping Women Recover: A Program for Treating Substance Abusers: Stephanie Covington and Barbara Bloom

Based on the author's more than twenty years of experience focusing on the mental-health issues of chemically dependent women, the Helping Women Recover program is groundbreaking in its recognition of the special needs of women in recovery. Covington has isolated four major areas in a woman's life that need attention for recovery to happen: self, relationships, sexuality, and spirituality, and the program is organized to address each of these complex issues. There is also a special edition of Helping Women Recover for use in correctional settings. The program has two components. The Facilitator's Guide is for use by the practitioner, and it includes, for every group session, a session overview, a suggested script, and in-depth notes. A Woman's Journal is for use by the women outside the group, and it includes exercises and guidelines for processing and writing about life patterns and experiences.

Seeking Safety: Seeking Safety is a present-focused therapy to help women attain safety from trauma/PTSD and substance abuse. The treatment is available as a book, providing both client handouts and guidance for clinicians.

The treatment was designed for flexible use. It has been conducted in group and individual format; for women, men, and mixed-gender; using all topics or fewer topics; in a variety of settings (outpatient, inpatient, residential); and for both substance abuse and dependence. It has also been used with people who have a trauma history, but do not meet criteria for PTSD.

It was begun in 1992, under grant funding from the National Institute on Drug Abuse. It was developed by Lisa M. Najavits, PhD at Harvard Medical School/McLean Hospital.

Seeking Safety consists of 25 topics that can be conducted in any order:

Introduction/Case Management, Safety, PTSD: Taking Back Your Power, When Substances Control You, Honesty, Asking for Help, Setting Boundaries in Relationships, Getting Others to Support Your Recovery, Healthy Relationships, Community Resources, Compassion, , Creating Meaning, Discovery, Integrating the Split Self, Recovery Thinking, Taking Good Care of Yourself, Commitment, Respecting Your Time, Coping with Triggers, Self-Nurturing, Red and Green Flags, Detaching from Emotional Pain (Grounding). Life Choices, and Termination. For a brief description of all topics, [click here](#).



The key principles of Seeking Safety are:

- 1) Safety as the overarching goal (helping clients attain safety in their relationships, thinking, behavior, and emotions).
 - 2) Integrated treatment (working on both PTSD and substance abuse at the same time)
 - 3) A focus on ideals to counteract the loss of ideals in both PTSD and substance abuse
 - 4) Four content areas: cognitive, behavioral, interpersonal, case management
 - 5) Attention to clinician processes (helping clinicians work on countertransference, self-care, and other issues)
- Beyond Trauma: Beyond Trauma: A Healing Journey for Women is an integrated curriculum for women's services based on theory, research, and clinical experience. While the materials are designed for trauma treatment, the connection between trauma and substance abuse in women's lives is a theme throughout. The program has been developed for use in residential and outpatient treatment settings, domestic violence programs, mental health clinics, and criminal justice settings. Beyond Trauma has a psychoeducational component that teaches women what trauma is, its process, and its impact on both the inner self (thoughts, feelings, beliefs, values) and the outer self (behavior and relationships, including parenting). The major emphasis is on coping skills with specific exercises for developing emotional wellness. The Beyond Trauma program materials include a facilitator's guide, participant's workbook, and three videos (2 facilitator's training videos and 1 client video). The program uses cognitive-behavioral techniques (CBT), expressive arts, and is based on the principles of relational therapy.

The Facilitator's Guide has two parts. The first part gives group leaders some background information about trauma. Having a basic understanding of the depth and complexity of the issues helps facilitate the group process. The second part of the guide includes session outlines that are like lesson plans. There are 11 sessions total in the 3 modules: (A) Violence, Abuse, & Trauma; (B) Impact of Trauma; and (C) Healing from Trauma.

Beyond Trauma can also be used with Helping Women Recover to extend and deepen the trauma work introduced in Helping Women Recover.



- The Sanctuary Model:
<http://www.sanctuaryweb.com/main/Sanctuary%20model.htm>

Physical Safety	Physically safe from harm
Psychological Safety	Ability to keep oneself safe in the world - includes self-discipline, self-esteem, self-control, self-awareness, self-respect
Social Safety	Ability to be safe with other people in relationships and in social settings
Moral/Ethical Safety	Ability to maintain a set of standards, beliefs, and operating principles that are consistent, that guide behavior, and that are grounded in a respect for life

The Sanctuary Model represents a [trauma-informed method](#) for creating or changing an [organizational culture](#) in order to more effectively provide a cohesive context within which healing from psychological and social [traumatic experience](#) can be addressed