

Women's Community Justice Reform Blueprint

*A Gender-Responsive, Family-Focused Approach to Integrating
Criminal and Community Justice*

Adult Probation Department and Sheriff's Department
City and County of San Francisco



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Five Keys Charter School

HealthRIGHT 360

Leaders in Community Alternatives

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San Francisco Adult Probation Department

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San Francisco District Attorney's Office

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San Francisco Sheriff's Department

The Bridging Group

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Introduction

The Women’s Community Justice Reform Blueprint, authored by Barbara Bloom, PhD and Barbara Owen, PhD offers a gender-responsive, family-focused approach to integrating criminal and community justice systems in San Francisco. Building on the growing body of evidence that demonstrates that the majority of female offenders can be more effectively managed in community settings that provide women-centered and gender-responsive services and programs, this Blueprint outlines multiple strategies to reduce recidivism and break the intergenerational cycle of crime and incarceration. Given the nonviolent nature of most women’s crimes and their low level of risk to public safety, this approach is consistent with the values of public safety, community investment, restorative justice and rehabilitation. With the opportunities created by state criminal justice realignment, the history of collaboration within the unique context of the City and County of San Francisco, and the emerging evidence that supports gender-responsive planning and programming, this Blueprint outlines an innovative approach to contemporary criminal justice policy and practice for women.

This Blueprint is organized into six sections:

- Section 1: *An Overview: Developing a Women-Centered Approach*
- Section 2: *The San Francisco Context*
- Section 3: *A Profile of Justice-Involved Women in San Francisco*
- Section 4: *The Evidence for Gender-Responsive Policy and Practice*
- Section 5: *The Blueprint: Strategies, Analysis, and Implementation*
- Section 6: *Appendix*

An Overview: Developing a Women- Centered Approach

Approach

Prioritizing alternatives to incarceration that promote community integration is a common goal of all San Francisco criminal justice efforts. Given the role of gender in pathways to and from crime and criminal justice involvement, this project specifically examined the situation of female offenders in developing a women-centered approach. Future projects should develop a separate analysis to explore the needs of male offenders.

This approach is grounded in San Francisco's commitment to improving justice for all offenders in two overlapping areas: 1) Promotion of the least restrictive alternatives to custody consistent with public safety by utilizing community services and placements first, and 2) Use of incarceration as the option of last resort. A women-centered approach for female offenders seeks to improve outcomes for justice-involved women and their children, with an additional goal of breaking the intergenerational cycle of incarceration by emphasizing community resources rather than criminal justice sanctions.

Addressing women's pathways to offending and structuring a safe and productive rehabilitative environment are essential to reducing recidivism and improving outcomes after custody or supervision. These non-custodial and community-based placements offer a number of advantages to our communities. Integrating the dual systems of criminal and community justice has the potential to serve women, their children and their families well beyond the limits of criminal justice custody and supervision. This approach offers the advantage of helping to break the cycle of intergenerational incarceration by serving women in the community, thus strengthening their bonds with children and family. Emphasizing community services—rather than criminal justice system programs—also strengthens communities by enhancing community resources available to all community members. Deemphasizing custodial placements has obvious cost-savings and promotes larger values of social and community justice. The principles of restorative justice are also embedded in this approach. Restorative justice recognizes that crime hurts everyone—victim, offender and community—and creates an obligation to make things right. The victim's perspective is central to deciding how to repair the harm caused by the crime. Accountability for the offender means

accepting responsibility and acting to repair the harm done. In reducing the reliance on all forms of incarceration, this strategy will expand community alternatives, and thus improve outcomes for justice-involved women and their children.

This approach is also based on the community reinvestment model by emphasizing community placement where relationships and social support are prioritized. Confinement or other custodial settings are not the first choice in this model. When custody is necessary, it should be invoked in the short-term and as a step toward moving women into community-based supervision and programming. A community reinvestment model strengthens communities and creates new opportunities for collaboration and public-private partnerships.

Developing the Blueprint

With its history of innovative policy and practice, San Francisco provides an ideal context and structure for this approach to integrating criminal and community justice. Collaboration between the San Francisco Sheriff's Department and the Adult Probation Department, in conjunction with other public and community organizations, provides a working framework for integrated collaboration across agency lines. Within this framework, several existing women-centered programs and services provide further foundation for this effort. This approach is conceptually grounded in current gender-responsive theory found in prior research supported by the National Institute of Corrections¹, and emerging empirical evidence that supports gender-responsive practice. This context specific to San Francisco and the theoretical and empirical foundation are detailed in *Section 2* of this report.

Section 3 summarizes available descriptive data on justice-involved women in San Francisco. The Appendix (*Section 6*) provides more detail on the descriptions.

Section 4 provides the rationale for gender-responsive policy and practice. This section outlines the foundation for gender-responsive approaches drawn from evidence-based practice and gender-responsive principles that have been found to be essential to improved outcomes for women enmeshed in the criminal justice system.

Section 5 summarizes our analysis of the processes, programs and services intended to address women's offending through rehabilitation and reentry efforts in San Francisco. This information was collected through observation and interviews in programs and at the women's jail; document collection and review; interviews with staff, providers and other related stakeholders; group interviews and discussion; and solicitation of written comments across the criminal justice system. Based on these findings and background, this Women's Community Justice Reform Blueprint focuses on five strategies that can accelerate San Francisco toward the goal of further decreasing reliance on the criminal justice system, reinvesting in communities, breaking intergenerational cycles, reducing costly incarceration and improving criminal justice and other outcomes for women by:

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¹ Bloom, B., Owen, B. & Covington, S. (2003). Gender-Responsive Strategies: Research, Practice, and Guiding Principles for Women Offenders. Washington, DC: National Institute of Corrections.

1. Integrating criminal justice and community services and programs through a collaborative leadership structure that plans, coordinates and oversees the development of an evolving women-centered multi-agency system. This process should be jointly led by the Adult Probation and the Sheriff's Departments, and overseen by the Community Corrections Partnership².
2. Developing sentencing and pretrial alternatives by expanding non-custodial and community alternatives including mother-child alternative sentencing programs.
3. Creating an intensive and coordinated case management system that follows women through every phase of the criminal justice process and into the community.
4. Expanding and enhancing programming that creates a continuum across custodial, residential and non-residential settings that combines criminal justice and community services and programs that support women during and after successful discharge from criminal justice supervision.
5. Designing an integrated data collection, evaluation and oversight process to monitor and improve system wide supervision and interventions.

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² The Community Corrections Partnership is created by California Penal Code § 1230, as added by Senate Bill 678. The community corrections program must be developed and implemented by probation and advised by a local Community Corrections Partnership, which is chaired by the chief probation officer and comprised of the following membership: the presiding judge of the superior court, or his or her designee; a county supervisor or the chief administrative officer for the county; the district attorney; the public defender; the sheriff; a chief of police; the head of the county department of social services; the head of the county department of mental health; the head of the county department of employment; the head of the county alcohol and substance abuse programs; the head of the county office of education; a representative from a community-based organization with experience in successfully providing rehabilitative services to persons who have been convicted of a criminal offense; and an individual who represents the interests of victims.

The San Francisco Context

Philosophically, the aim of this Blueprint is congruent with San Francisco’s policy of “locally self-reliant incarceration.” A report from the Center on Juvenile and Criminal Justice (CJCJ) found that San Francisco’s criminal justice agencies send offenders to state adult and juvenile prisons at well below the average for other counties, saving California taxpayers \$147 million to \$278 million in 2010³. San Francisco is home to 2.2% of California’s overall population, but represents less than 1% of California’s state prison population. San Francisco’s sparing use of the “Three Strikes and You’re Out” law has saved \$248 million to \$416 million in long-term liabilities for high-cost 25-years-to-life sentences. While these figures include both female and male offenders, only 82 women from San Francisco were incarcerated in the California Department of Corrections and Rehabilitation (CDCR) in 2011. However, San Francisco is home to a substantial number of women involved in the criminal justice system. From October 2011 to March 2012, for instance, between 287 and 396 women were released from county jail each month. During the same six-month period, 23 women were released from state prison to Post-Release Community Supervision; 24 women were released from state prison to parole supervision; and 6 women were released from federal correctional institutions to U.S. Probation. Nearly 1000 women were supervised by the San Francisco Adult Probation Department (APD) in Spring 2012.

Operationally, San Francisco is an ideal community for criminal justice innovation. The recent Public Safety Realignment Plan (2012) provides a structure for prioritizing community justice over incarceration⁴. As stated in this Plan:

San Francisco has a long history of providing innovative, quality alternatives to incarceration, problem solving courts, progressive prosecutorial programs, holistic indigent defense, rehabilitative in-custody programming, and evidence-based supervision and post-release services. Local partners have built upon successful models and are implementing promising new practices to responsibly meet the diverse needs of these additional individuals.

The Community Corrections Partnership Executive Committee (CCPEC) is committed to including these practices throughout the recommended implementation strategies:

Strength-based Strategies

Trauma-informed Strategies

Family-focused Strategies

Gender-responsive Strategies

3 Males, M. (2011) Research Brief. San Francisco’s Locally Self-Reliant Incarceration Policies Are Saving State Taxpayers Hundreds of Millions of Dollars A Year. San Francisco: Center on Juvenile and Criminal Justice.

4 City & County of San Francisco Public Safety Realignment & Post-Release Community Supervision, 2012 Implementation Plan.

Multiple components of this collaborative Public Safety Realignment Plan provide further support of decreasing reliance on incarceration by linking criminal justice status to community services. The components are outlined below.

1. Risk and needs assessment to inform sentencing and case planning:
 - * APD has integrated risk/needs assessment information from COMPAS⁵ and the Family Impact Statement into the Pre-Sentence Investigation (PSI) report.
 - * Staff from the Post Release Community Supervision (PRCS) and 1170(h) Unit administer the COMPAS risk/needs assessment tool to every Post-Release Community Supervision client, and use the information to develop Individual Treatment and Rehabilitation Plans (ITRP).
 - * APD staff use collaborative case planning involving the offender, his/her family, probation officer, law enforcement, family support services, and multiple service providers (e.g., housing, employment, vocational training, education, physical health, nutritional supports, behavioral health, and pro-social activities). Individual factors such as strengths, risk factors, needs, learning style, gender, culture, language and ethnicity are integral to determining appropriate interventions and services.

2. Enhanced services through collaborative partnerships:
 - * The Reentry Division of APD directs collaborative efforts to promote policy, operational practices, and supportive services to effectively implement Public Safety Realignment and coordinate reentry services for returning adults.
 - * Five Keys Charter School provides educational opportunities in custody and in the community, including at APD's Learning Center. Five Keys Charter School implements principles of restorative justice and encourages full participation in education, counseling, community and work-related programs. In addition to offering GED preparation and testing and coursework leading to a High School Diploma, Five Keys Charter School offers in-custody and post-release students the opportunity to concurrently enroll in high school coursework and college-level classes offered through an agreement with City College of San Francisco.
 - * The Community Assessment and Service Center (CASC), a model patterned after day reporting programs emphasizing collaborative case management, will provide assessments and services (delivered both in-house and on a referral basis). The CASC, a cornerstone of APD's strategy in the 2012 Public Safety Realignment Implementation Plan, is operated by Leaders in Community Alternatives, Inc. (LCA), in partnership with the Center on Juvenile and Criminal Justice, Anders and Anders Foundation, and the Senior Ex-Offender Program.
 - * A federal Department of Justice, Second Chance Act Planning and Demonstration Grant, Reentry SF, is a partnership of APD; HealthRIGHT 360; Goodwill Industries of San Francisco, San Mateo and Marin; Youth Justice Institute; and Bayview Hunter's Point Senior Services/ Senior Ex-Offender program. The program is focused on the pre-employment needs of the PRCS and 1170(h) populations.
 - * APD has also partnered with the Human Service Agency (HSA) of the City and County of San Francisco to provide rental subsidy services to PRCS/1170(h) homeless or temporarily housed clients with shallow rental subsidies, financial assistance, and supportive services.

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⁵ Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) is a research-based, risk and needs assessment tool for criminal justice practitioners to assist them in the placement, supervision, and case management of offenders in community and secure settings.

- * Modest funding created a partnership with the Office of Economic and Workforce Development (OEWD) to provide job training services to PRCS/1170(h) clients.
- * Parenting Inside Out, a program administered by Community Works West and the Sheriff's Department, is model of family-based treatment and wraparound case management services that acknowledge the challenges to the family presented by substance abuse and criminal behavior, while promoting new insights about family strengths, productive behaviors and healthy coping mechanisms. The program enhances recovery and family supportive services, both in jail and post release, providing a holistic, family-centered approach to treatment and reintegration, creating opportunities for family healing, and emphasizing family potential.

3. Alternative Sentencing:

- * In response to the Public Safety Realignment Act, the District Attorney's Office initiated two programs: the Alternative Sentencing Planner (ASP) and the Early Resolution Program (ERP). The ASP assesses alternative placement and sentencing options in individual cases. He develops sentencing options that protect public safety and reduce recidivism, taking into consideration best practices in recidivism reduction, restorative justice, victim rights, and what is known about offenders' risks and needs. The DA's Office has worked with justice partners, including SF Superior Court, the Public Defender and the defense bar, to expand the use of the ERP.
- * In February 2012, the City and County of San Francisco enacted new legislation to create the San Francisco Sentencing Commission, the first of its kind in the state. The purpose of the Sentencing Commission is to analyze sentencing patterns and outcomes, and to advise the Mayor, Board of Supervisors and other City departments on the best approaches to reduce recidivism, and make recommendations for sentencing reforms that advance public safety and utilize best practices in criminal justice.
- * San Francisco Intensive Supervision Court is designed to reduce recidivism through the use of early validated risk/needs assessments, evidence-based sentencing, evidence-based treatment and close judicial and community monitoring using the collaborative approach.
- * The Southeast Community College Program offers priority enrollment spots for Five Keys graduates who are under the supervision of APD. The Evans Campus offers coveted vocational training programs throughout San Francisco and the Bay Area. Training programs include automotive, construction, custodial, fashion and health care.

In addition to these general reform efforts, San Francisco has implemented several targeted strategies to directly serve women, their families, and their communities. Collectively, they are based on a gender-responsive foundation, addressing women's pathways through treatment, services and education.

Women-Centered Collaborative Efforts

Specific collaborative efforts addressing justice-involved women include:

- * San Francisco Women's Community Justice Advisory Group, which met throughout 2012 to inform and guide the development of this Blueprint.
- * Women-only probation caseloads and services through APD's Transitional Aged Youth (TAY) and PRCS Units.

- * With Open Arms, a FY09 U.S. Department of Justice Second Chance Act Adult Demonstration project serving women sentenced to state prison from San Francisco, which provides intensive case management and wraparound services. Community-based mentoring for With Open Arms participants is made possible through private foundation support.
- * Project ReMADE, a small pilot entrepreneurship program for formerly incarcerated women led by Stanford Law and Business Schools, the first cohort of which was served in San Francisco.
- * The Women's Resource Center (WRC), a multi-service center administered by the San Francisco Sheriff's Department, which features a variety of self-development and empowerment classes for formerly incarcerated women operated by Five Keys Charter School and Community Works.
- * The SISTER Project, an in-custody substance abuse treatment program for incarcerated women, founded by the San Francisco Sheriff's Department in 1993 in collaboration with HealthRIGHT 360 (then Walden House). This therapeutic community model program provides gender specific treatment for substance abuse and trauma, and supports women's recovery and reentry.
- * The Way Pass program at City College of San Francisco provides supportive services for formerly incarcerated women pursuing higher education.
- * In both the jail and at the WRC, Five Keys offers a gender-responsive program for women.

These initiatives reflect significant strengths. Informal collaboration and coordination, program-specific case management, and trauma-informed practice are the basis for the strategies contained in this Blueprint.

A Profile of Justice-Involved Women in San Francisco

Gender-responsive planning begins with a clear understanding of the background, characteristics and experiences of the women involved in the criminal justice system. A broad range of descriptive data was examined to develop a profile of women enmeshed in the criminal justice system in San Francisco. Although some differences can be found in a more detailed review of the data (contained in Section 6, the Appendix), four clear conclusions can be drawn from these data:

1. Women across all age groups are involved with federal, state and county criminal justice systems.
2. Drug and property crimes propel the majority of women into contact with the San Francisco criminal justice system.
3. African-American women are disproportionately represented at every phase of the criminal justice system.
4. The majority of women are at an early stage in their criminal justice careers.

In this section, these descriptive data are provided in narrative form.

Data sources and analysis

In Spring 2012, multiple agencies were asked to provide data on their female population. Agencies supplying data included: The California Department of Corrections and Rehabilitation (CDCR); the San Francisco Adult Probation Department; the U.S. Probation Office for the Northern District of California; San Francisco Pretrial Diversion Project; and the San Francisco Sheriff's Department. Each agency provided summary data (counts), rather than individual level data. Each variable submitted by the individual agency was sorted and aggregated where appropriate.

GENDER

The proportion of women involved in the San Francisco criminal justice system ranged from between 20% and 25% in the various pretrial programs to about 16% of the total probation caseload. Two individuals on probation were identified as transgender.

AGE

Custody: Among the CDCR in-custody subsample, the most common age group for in-custody females was age 40–44, followed by age 25–29. Approximately 21% were above 50 years of age. For women held in the County Jail, one-third (35%) was between the ages of 20–29, followed by another quarter between 30–39. More than one-third of the women in county jail were over 40 years of age.

Community supervision: Overall, the parole population was somewhat younger than the in-custody population; most women on parole ranged between age 25 to 44. Women on probation had a much greater age range: almost 40% were between 26–35 (37%), followed by almost one-quarter in the 36–45 age group and less than one-fifth in both the 46–55 and 18–25 age groups. Women on Post-Release Community Supervision (PRCS) appeared to be somewhat younger. Of the 269 women on federal probation, the most common age group was 31–40.

OFFENSE AND CHARGE CATEGORIES

Custody: Offenses differed according to type of criminal justice supervision. Of the 82 women in CDCR custody, nearly half were incarcerated for crimes against persons⁶. Property and drug offenders comprise the remaining women in CDCR custody. Of the drug offenses, most related to sales of controlled substances. In the SF County Jail, 37% had a felony charge. Misdemeanors accounted for 23%, with probation violations making up 38% of the total jail population. Just over one-quarter of the female inmates in the jail had drug-related charges.

In contrast to the prison population, only about one-quarter of the female jail population were held for crimes against persons. Property-related offenses accounted for one-fifth of the total. Warrants accounted for almost 15% of the total and holds accounted for 7.6%. Among the small 1170(h) population, the most common offense category was narcotic sales (n = 3), followed by property (n = 1).

Community supervision: The 181 women on CDCR parole had somewhat different offense profiles than the in-custody group. Only one-fifth of the females had been charged with offenses related to crimes against persons. Property offenders and drug offenders each represent about 40% of the total.

Among the almost 1000 female probationers, the vast majority (83.2%) had a felony charge with misdemeanors accounting for 16.7%. The most common offense category was narcotics sales, which accounted for 36.0% of the total. Also, 10.5% of the probationers had drug-related charges. Crimes against persons was the second highest category for the women on probation at almost one-third.

Of the few women on PRCS, the most common offense category was property (n = 7), followed by narcotic sales (n = 4) and drugs (n = 2). None had crimes against person offenses. The number of women on PRCS due to Realignment is expected to increase.

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⁶ Note that the number of violent offenses is somewhat disproportionate when compared to the overall profile of women in CDCR custody. Due to San Francisco's low rates of imprisonment overall, drug and property offenders who would otherwise be sentenced to prison in other counties are not sentenced to CDCR, thus skewing this proportion somewhat.

In the U.S. Probation group, representing women who had been convicted of federal crimes, the most common offense category was financial (almost half), with drug-related offenses making up another quarter.

In the Pretrial subsamples, all of the Own Recognizance (OR) females and almost all of the Supervised Pretrial Release (SPR) had felony charges. Almost all Pretrial Diversion (PTD) females had misdemeanor charges. Drug charges were also the most common offense category for the 121 OR females at over half, followed by one-third with property offenses.

RACE & ETHNICITY

Changes in the way race and ethnicity are recorded compromise the reporting of these demographics throughout all criminal justice systems. Categorizing race and ethnicity is an on-going challenge, particularly in terms of ethnicity. Unlike federal data reporting systems, most state and local criminal justice systems have only just begun to note ethnicity (typically Hispanic) in addition to racial categories. These figures, then, are offered with this caution in mind. In every agency, with the exception of the U.S. Probation group, Black women are disproportionately represented, compared to the county population of San Francisco (55% white, 34% Asian and only 6.3% Black).

Race: In the CDCR sample, the majority of the 82 women was Black (57%), followed by White (29%) and Hispanic (9%). On parole, the majority of the 181 women was Black (48%), followed by White (26%) and Hispanic (16%). The proportion of Hispanic women on parole is much larger than the in-custody population. In the jail, a similar pattern of disproportionality among Black women emerged among the 159 women in custody at the time of the snapshot: Sixty percent of the women in the jail were African-American.

Community supervision: This pattern of racial disproportionality continues in the community supervision sample. The most common race category for the 994 women on probation was Black, which accounted for over half of the total. White accounted for one-quarter followed by smaller numbers of Hispanic, Asian, and Pacific Islander women. In the smaller PRCS sample, the most common race category was Black (8), followed by White (4), Hispanic (2), and Asian (1). For the 1170(h) population, all the women were Black (n = 3). Again, the Hispanic figures should be viewed with caution due to changes in categorizing these data over time.

CHILDREN & FAMILIES

Of the 819 individuals with minor children for whom a Family Impact Statement was developed by the Adult Probation Department prior to sentencing, 119 (14.5%) were women and one was transgender (<1%). A total of 1,585 minor children were reported by Family Impact Statements. Forty six (38.7%) of the 119 women were primary caretakers, and 53 (44.5%) of them financially supported their child[ren]. Sixteen (13.4%) of these women reported an active child support case, and 19 (15.9%) reported an open child welfare case. These data were not available for the transgender parent interviewed. Clearly, understanding women's roles as parents and caretakers of minor children is essential in the development of appropriate services and alternatives to incarceration.⁷

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7 Data collected by the Family Impact Statement, as of January 2013, provided by the San Francisco Adult Probation Department.

PRIOR OFFENSE HISTORIES

About half of the women in CDCR custody and on parole were first-time offenders. In both groups, another quarter had only one previous admission. In the Pretrial subsamples, almost three-quarters of the OR women had only one prior conviction in the past five years. This information was not available from the other agencies.

RESIDENCE

Zip codes were supplied for the probation sample only. Neighborhoods with 50 or more women on probation at one point in time in 2012 include: Tenderloin; South of Market; Western Addition and Bayview/Hunters Point. A complete map of all female probationers is available in Section 6.

DATA LIMITATIONS

It should be noted that in addition to the lack of consistent information on ethnicity, data on the children of women involved in the San Francisco criminal justice system was particularly difficult to collect. A complete picture of the justice-involved women in San Francisco would include more specific information about their life experiences and pathways to crime and the criminal justice system. These data include marital and parenting status, trauma and violence histories, educational and employment background, mental and physical health conditions and substance abuse histories. Although data on women's background experiences were unavailable for analysis during this project, national and state data allows the assumption that women in San Francisco fit the profiles of other women enmeshed in the criminal justice system. These pathways have been found to be stable over time and form the empirical foundation for gender-responsive practice. Future analyses of emerging data gained from the Women's COMPAS will provide a more specific foundation for addressing the needs of women involved in the San Francisco justice system and their children. Given the current evidence on women's pathways to crime, justice-involved women in San Francisco most likely share these common experiences and challenges:

- * Disproportionately women of color
- * In their early to mid-thirties
- * Most likely to have been convicted of a property or drug offense
- * Fragmented family histories with other family members in the criminal justice system
- * Survivors of physical and/or sexual abuse
- * Significant substance abuse histories
- * Multiple physical and mental health problems
- * Single mothers of minor children
- * High school degree/GED
- * Limited vocational training
- * Low income and sporadic work histories

These common characteristics inform the foundation for this Blueprint. A women-centered approach provides the framework for developing and enhancing policies, programs and services that address the multiple realities of women in order to improve their life circumstances and support productive family and community involvement.

Section 4 describes the foundation and research for gender-responsive policy and practice.

The Evidence for Gender-Responsive Policy and Practice

Research on gender-responsive services and advances in theoretical understandings about women's pathways into and away from crime provide new insights for improving outcomes for women offenders. This section outlines the foundation for gender-responsive approaches drawn from evidence-based practice and gender-responsive principles that are essential to improved outcomes for women enmeshed in the criminal justice system.

In 2003, the National Institute of Corrections (NIC) published the report, *Gender-Responsive Strategies: Research, Practice and Guiding Principles for Women Offenders*, authored by Bloom, Owen, and Covington. This approach can be defined as:

Gender-responsive means creating an environment through site selection, staff selection, program development, content, and material that reflects an understanding of the realities of women's lives and addresses the issues of the participants. Gender-responsive approaches are multidimensional and are based on theoretical perspectives that acknowledge women's pathways into the criminal justice system. These approaches address social (e.g., poverty, race, class and gender inequality) and cultural factors, as well as therapeutic interventions. These interventions address issues such as abuse, violence, family relationships, substance abuse and co-occurring disorders. They provide a strength-based approach to treatment and skill building. The emphasis is on self-efficacy. (Bloom and Covington, 2000)⁸

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Bloom, B., & Covington, S. (2000), as cited in: Bloom, B., Owen, B., Covington, S. (2003). *Gender-Responsive Strategies: Research, Practice, and Guiding Principles for Women Offenders*. Washington DC: National Institute of Corrections.

This report has been incorporated into strategic plans and state and national standards in multiple jurisdictions throughout the country. Six guiding principles frame this approach:

1. **GENDER:**
Acknowledge that gender makes a difference.
2. **ENVIRONMENT:**
Create an environment based on safety, respect, and dignity.
3. **RELATIONSHIPS:**
Develop policies, practices, and programs that are relational and promote healthy connections to children, family, significant others, and the community.
4. **SERVICES AND SUPERVISION:**
Address substance abuse, trauma, and mental health issues through comprehensive, integrated, culturally relevant services, and appropriate supervision.
5. **SOCIOECONOMIC STATUS:**
Provide women with opportunities to improve their socioeconomic conditions.
6. **COMMUNITY:**
Establish a system of community supervision and re-entry with comprehensive, collaborative services.

Women's Pathways

Addressing female offending requires an understanding of the pathways women travel to criminal justice involvement and the context that shapes their lives. The Pathways Perspective frames the experiences women and girls travel to offending and correctional supervision and provides opportunities for intervention. Data on women and girls has been relatively stable over time. Their experiences and behaviors are shaped by a context of poverty, unemployment and under-education. They have grown up in fragmented families—often with other family members in prison or other forms of criminal justice supervision. Typically, women experience multiple marginalities from conventional institutions, having few attachments to the worlds of work and school. They have experienced trauma due to a constellation of abuse, often suffering from mental health and substance abuse conditions. Minority women are over-represented, particularly in custodial settings.

Knowledge of these gender-based life experiences and subsequent consequences should shape appropriate policy, operational and programmatic responses to women offenders. Research pertaining to female offenders suggests that all of these factors are interconnected. Most women offenders are nonviolent. For justice-involved women, the most common pathways to criminal behavior are based on issues of survival due to abuse and poverty, in conjunction with substance abuse (Bloom, Owen, & Covington, 2003). Childhood trauma and violent victimization that continues into adulthood is often a precipitating factor in a woman's criminality.

Gender-Responsive Research-Based Practice⁹

The key elements of current research that support the development of a gender-responsive approach to criminal and community justice are summarized below. A review of 38 studies with randomized and non-randomized comparison group designs identified the following treatment components associated with better outcomes for women:

- * Child care
- * Prenatal care
- * Women-only admissions
- * Supplemental services & workshops on women's focused topics
- * Mental health services
- * Comprehensive programming
- * Multi-component treatment model
- * Gender-sensitive or gender-specific treatment
- * Use of cognitive-behavioral approach
- * Use of pharmacologic agents where required (and in cases of women who are pregnant and are injecting drugs)
- * Collaborative case management approach
- * Appropriate client treatment matching
- * Provision of (practical) adjunctive services
- * Positive, hopeful, and empathic staffing
- * Specialized staff training
- * Empowerment model
- * Addressing sexual abuse and other experiences of victimization
- * Addressing family issues

Characteristics associated with gender: While gender itself may not be a predictor of outcomes, several characteristics associated with treatment outcomes vary by gender and may have a greater impact on women:

- * Co-occurring psychiatric disorders
- * History of abuse or trauma
- * Socio-economic status and employment
- * Parenting and childcare responsibilities

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9 Sources for this section were drawn from Messina, Nena (2011) TOWAR: Training for Women's Addiction and Recovery. Los Angeles: UCLA Integrated Substance Abuse Programs; Owen, Barbara. (2011) "Women and Evidenced Based-Practice." New Jersey: Rutgers University and Morash, Merry. (2010). Women on probation and parole. A feminist critique of community programs & services. Lebanon, NH: University Press of New England. Resources relating to women and criminal justice practice are available through the National Resource Center for Justice-Involved Women, a joint National Institute of Corrections/Bureau of Justice Assistance website: cjininvolvedwomen.org.

OUTCOME EVALUATIONS

The California Female Offender Treatment and Employment Program (FOTEP): Recidivism was correlated with length of stay in program. Program completion and aftercare was correlated with improved outcomes on multiple dimensions:

- * Drug use
- * Criminal behavior
- * Employment
- * Parental status
- * Psycho-social functioning

The Women Offender Case Management Model (WOCMM) in Connecticut: Intensive case management results in a decrease in overall dynamic risk factors & increase in protective factors, e.g.:

- * Social supports
- * Self-efficacy
- * Parenting skills
- * Use of success strategies

Increased contact with case managers was correlated with more positive outcomes and lower rates of recidivism when compared to a control group.

The 2nd Chance Women's Re-Entry Court Program (Los Angeles): Showed better outcomes when women received:

- * Appropriate women-focused substance abuse treatment
- * Access to clinical social workers and needs assessments and services
- * Health and wellness care
- * Mental health care
- * Education/Employment training and placement
- * Caseworker support and mentorship
- * Financial management and legal services
- * Child support and family reunification services
- * Domestic violence education and domestic violence and trauma counseling
- * Transportation and child care

This discussion concludes with some detail from Morash's 2010 study that explored the promise of gender-responsive programming in corrections. In *Women on Probation and Parole*, she found that women under community correctional supervision struggle with meeting their own needs and those of their families. In order to reduce recidivism and reintegrate women into communities, gender-responsive services must address all aspects of women's lives in order to produce successful outcomes. Effective community services must address both goals and needs of women and their families through providing coordinated services over time that address women's pathways away from crime. In comparing two counties, she found that the county that employed gender-responsive supervision tactics support improved outcomes through:

- * Emphasis on needs and feelings of women
- * Officers' relationship with women

- * Addressing relationship violence and abuse
- * Improving economic self-sufficiency
- * Supportive peer groups with female role models

This empirical evidence demonstrates that gender-responsive policy and practice decreases negative outcomes, such as criminal justice involvement, substance abuse, mental health problems and low self-esteem. Positive outcomes with partners, children and families, and employment also increased.

In sum, the emerging body of research on gender-responsive programs and services suggests the following essential elements are included as part of multi-agency collaboration with integrated programming across multiple service and treatment needs:

- * Gender-responsive theoretical foundation;
- * Assessment and intensive case management;
- * Services that address women's pathways;
- * Transitional planning and community reintegration;
- * Coordinated case management systems that are client (women) centered, including justice-involved women and peer mentors in the planning process;
- * Staff trained in gender-responsive practice, significance of relationships, trauma-informed treatment, and;
- * Material needs, such as housing, transportation and childcare.

Section 5 outlines the Blueprint for addressing women's criminal justice involvement by integrating criminal and community justice practice.

The Blueprint: Strategies, Analysis, and Implementation

This section summarizes our analysis of the processes, programs and services intended to address women's criminal justice involvement in San Francisco. This analysis is based on observations and interviews in programs and at the women's jail; document collection and review; interviews with staff, providers and other related parties; group interviews and discussion; and solicitation of written comments across the criminal justice system. Based on these analyses, this Women's Community Justice Reform Blueprint focuses on five strategies that can move San Francisco toward the goal of further decreasing overreliance on the criminal justice system, reinvesting in communities, breaking intergenerational cycles, reducing costly incarceration and improving criminal justice and other outcomes for women:

1. Integrate criminal justice and community services and programs through a collaborative leadership structure that plans, coordinates and oversees the development of an evolving women-centered multi-agency system. This process should be jointly led by the Adult Probation and the Sheriff's Departments, and overseen by the Community Corrections Partnership.
2. Develop sentencing and pretrial alternatives by expanding non-custodial and community alternatives, especially for pregnant and parenting women.
3. Create an intensive and coordinated case management system that follows women through every phase of the criminal justice process and into the community.
4. Expand and enhance programming that creates a continuum across custodial, residential and non-residential settings that combines criminal justice and community services and programs that support women after successful discharge from criminal justice supervision.
5. Design an integrated data collection, evaluation and oversight process to monitor and improve system wide supervision and interventions.

As highlighted above, many programs and services are available to women involved in the San Francisco criminal justice system. Key to these systems is a framework for collaboration in established relationships between the San Francisco Sheriff's Department and the Adult Probation Department.

Strategy 1

Create a collaborative leadership structure that plans, supports and monitors an integrated system of criminal justice and community services and programs through gender-responsive multi-agency collaboration.

ANALYSIS

While San Francisco is a service-rich locale where many effective programs and services are available to women involved in the San Francisco criminal justice system, our analysis found that disconnections and lack of integration between programs and services create and sustain a fragmented system for women. We found evidence of excellent programs and models, but the continuum itself is incomplete. This fragmentation impedes the development of a comprehensive and integrated system of services for women from arrest and pre-trial through re-entry and community supervision. Although a commitment to this goal exists throughout the City and County of San Francisco, we observed a critical need for coordinated leadership, collaboration and service delivery that integrates standalone programs, services and agencies.

Specifically, the Realignment Initiative could benefit from staff dedicated to oversee the implementation of women-centered services and programs proposed in this Blueprint. While the San Francisco Sheriff's Department and the APD have an excellent working relationship, there is need for a clearly defined mission and comprehensive approach to the development and oversight of women's services in San Francisco.

We also identified a need to better coordinate the resources and service deployment across the multiple grants and budgetary resources that exist across agencies and organizations.

IMPLEMENTATION

- > Define the mission and roles of the APD and the Sheriff's Department in implementing and revising the Blueprint.
- > Appoint a Women's Community Justice Reform Coordinator within the APD and the Sheriff's Department.
- > Place the authority for overseeing the implementation of the Blueprint within the Community Corrections Partnership (CCP).
- > Formalize collaborations toward meeting common goals in inter-agency agreements/ MOUs.
- > Develop a process for data collection, planning and evaluation.

Strategy 2

Further develop local sentencing alternatives by expanding non-custodial and community alternatives for women.

ANALYSIS

Our analysis found a promising, but unevenly distributed system of non-custodial sanctions/sentencing options for justice-involved women. Although we observed a willingness to develop a continuum of options throughout the system, especially in light of the realignment to local supervision under AB 109, there has been little awareness of gender at the beginning of the sanctioning process. Although some alternative sentencing options for women exist, judges, public defenders and prosecutors appear to lack a comprehensive understanding of these current options. Non-residential sentencing options are less available. Furthermore, there is little or no outcome data available to assess the impact of these options.

IMPLEMENTATION

- > Develop, through the Sentencing Commission, women-centered options in areas of pretrial, sentencing, custodial and non-custodial options, and residential and non-residential treatment.
- > Place a primary emphasis on community supervision (probation) and less on secure custody, e.g., non-custodial and treatment based-sanctions. This should include options such as intensive community supervision (e.g., Community Assessment and Service Center) with and without GPS and electronic monitoring.
- > Develop and utilize community residential alternatives to custody (e.g., CDCR Female Residential Multi-Service Center, Iris Center, HealthRIGHT 360). There is an overall need for alternative sentencing housing for pregnant and parenting women, in addition to housing for single women with wraparound services.
- > Repurpose the Women's Resource Center as a program site for women in custody as a step out model with programming to include survivor services during the day and evening programs in the jail.
- > Educate judges, prosecutors and public defenders in best practices for justice-involved women, including gender-responsive, trauma-informed programs and services that take into consideration families and children, when appropriate.
- > Include oversight and evaluation in the development of sentencing alternatives.

Strategy 3

Develop and enhance an intensive, coordinated continuum of care through integrated case management that follows women through every phase of the criminal justice process and into the community.

ANALYSIS

The present configuration of programs and services has great potential for completing an integrated continuum of care. Many programs, such as the With Open Arms Initiative and the Gender-Responsive Program at the Women's Resource Center and the Jail, contain the fundamental elements of gender-responsive/women-centered practice. Our analysis of the available data suggests that these programs, while promising, may be underutilized within a coordinated (integrated) continuum of care. Other programs may contain essential elements but may not provide a continuum of services and support to women within the criminal justice system and beyond. Other services appear to be fragmented and duplicated in the actual experience of women under supervision. In the midst of these services, there is a lack of coordination and collaboration across the various programs that serve justice-involved women. Programs and services are often site- or status-specific, rather than client-centered. There is a marked need to establish a client-centered case management model to reduce fragmentation and unnecessary duplication of services. Disconnection among the variety of services and programs creates gaps in service provision and undermines aftercare and follow up in the community. Excellent models for case management services exist but most are program-specific and thus somewhat limited. As such, they do not serve women's needs through a coordinated continuum throughout her involvement in the criminal justice system. That is, case planning appears to be duplicated across multiple agencies and multiple systems with little follow-through and updating. Also missing is a process that integrates women into community programs and services once they complete their criminal justice obligations. This fragmentation also impacts funding. In some cases, funding (and thus participation) may be limited by a woman's criminal justice status (e.g., state parole services terminated upon discharge from parole). Conversely, criminal justice status may be a barrier to receiving community services.

Related to the need for integrated case management is the need for a consistent assessment process and tool. Women are not consistently being properly assessed before leaving the jail or prisons. While there are numerous assessments conducted by various departments and programs, currently there is no consistent assessment tool that is being used system wide which could be used to connect justice-involved women with appropriate services. This results in duplication and does not contribute to a single comprehensive treatment plan for the client.

IMPLEMENTATION

- > Create a coordinated (seamless) multi-disciplinary continuum of care based on case planning.
- > Begin integrated case management at the contact with the criminal justice system through pre-trial services and continue case management throughout criminal justice involvement and community reentry.
- > Focus on gender-responsive plans and recommendations at probation presentence investigation assessment and case planning.
- > Create an integrated case planning process to target services based on women's needs, not based solely on their location in the system or criminal justice status.
- > Ground case planning in shared assessment and cross-system communication and integrated service plans and delivery.
- > Employ the Northpointe Womens COMPAS as a first step in integrated case planning for all participant's/agencies in case management.
- > Develop an integrated case plan through probation-based case management that follows women through criminal justice supervision and connects them to community services both during and after the supervision period.
- > Use a tool such as the Women Offender Case Management Model (WOCMM) for integrated case planning.
- > Tie service delivery to community-based programs and services at every stage of integrated case planning.
- > Remove barriers to accessing community services through MOUs, flexible funding streams and ongoing communication.

Strategy 4

Expand and enhance programming that creates a continuum across custodial, residential and non-residential settings that combines criminal justice and community services and programs that support women, while under supervision, through successful community reentry and integration.

ANALYSIS

San Francisco has created women-centered, gender-responsive and trauma-informed interventions throughout the system. The availability of these interventions, however, is not evenly distributed at every stage of the system (arrest, pre-trial, custody, probation, reentry, etc.). Many program models have excellent potential to create pathways away from criminal offending and towards community integration (e.g., With Open Arms Initiative, Community Assessment and Service Center).

IMPLEMENTATION

- > Expand access to and continuity of medical and mental health care through leadership by San Francisco Department of Public Health.
- > Expand and enhance transitional housing for women and children that provide safe and therapeutic environments.
- > Provide services that support parenting at every stage of the continuum (e.g., parenting education, contact visits, reunification services, and child care).
- > Expand Alternative Sentencing Programs at each stage of the criminal justice process.
- > Design and implement a “reentry pod” to bring women back from CDCR 90 days prior to their release to engage in reentry planning.
- > Expand residential programs for pregnant or parenting women or women in the process of reunification with their children.
- > Secure additional post-residential housing (sober living/satellite) for continued aftercare.
- > Employ principles of gender-responsive, trauma-informed practice at every stage of the criminal justice system; include models, staffing, training and curricula that reflect these principles.

IMPLEMENTATION (CONTINUED)

- > Design culturally and community appropriate services to address the disproportionate representation of women of color in the criminal justice system, particularly African-American women.
- > Address needs of the transgender population through additional research and policy efforts.
- > Increase and expand programs and services in these areas:
 - * Mentorship/peer support
 - * Life skills, job training and job placement
 - * Educational options as provided by Five Keys Charter School and higher education
 - * Victim/survivor groups
 - * Parenting programs for pregnant women and women with children
 - * Family-focused services and counseling
 - * Additional services for children that are developmentally appropriate
 - * Reunification services
 - * Outpatient wraparound services
 - * Sober living/satellite housing
 - * Transportation services or support

Strategy 5

Design an integrated data collection, evaluation and oversight process to monitor, inform and improve systems.

ANALYSIS

Although some programs have a formal evaluation component (e.g., With Open Arms through the Department of Public Health and an outdated SISTERS evaluation), few process or outcome studies were available for review. Therefore, no statement about program or service effectiveness can be made. This finding points to a critical need for evaluation of programs, services and system-wide efforts. In this era of evidence-based practice, evaluation data supporting a women-centered approach is crucial. These data should be used for program design and planning and serve as a guide to “real time” implementation.

As described in Section Three, the limitations of the data direct attention to the need to collect and analyze a wide range of data pertaining to justice-involved women. The COMPAS assessment has the potential to provide these descriptive data about women’s pathways to the criminal justice system, particularly in terms of programs, services and other interventions. Specifically, more information is needed about women and their children, including children’s ages, living situations, caregivers, etc. This data can provide a basis for family-focused community services.

IMPLEMENTATION

- > Partner with evaluation experts who have a proven track record in conducting research on women’s programs within criminal justice and the community.
- > Explore and encourage public/private partnerships to enhance resources for services and evaluation.
- > Pursue funding for both specific program and system-wide studies.
- > Establish process/action research and evaluation, including intermediate outcomes to improve programs during the evaluation process.
- > Conduct a “data-informed needs assessment” of women and their children.

Going Forward

These strategies can serve as a first step in the process of reducing women’s incarceration, expanding alternative sentencing options, developing a collaborative case management system, and enhancing programs and services for justice-involved women across the criminal justice and community continuum. In order to go forward, we suggest that the APD and Sheriff’s Department jointly create an implementation plan which will include a map of the existing programs and services for women in San Francisco, a description of programs that need “repurposing” (e.g., WRC), service enhancement, new programs/services that should be created, and specific policies and practices that need to be put in place in order to develop a continuum of care for women. The collaborative nature of the City and County of San Francisco provides the foundation for these efforts in developing a robust community justice model for justice-involved women.

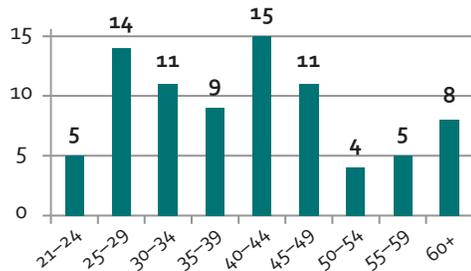
Appendix

Data from the CDCR

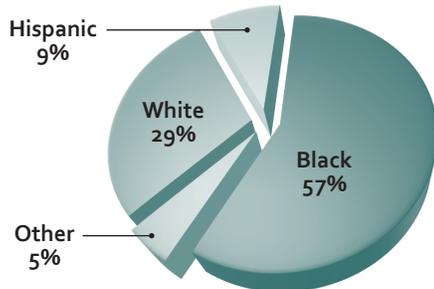
(data dated 2011)

In-Custody Population Profile (N = 82)

I. Age Distribution



II. Race



III. Offense Category

Category	Number (%)
Violent/Person-Related	40 (48.8)
Murder 1st	11
Murder 2nd	8
Manslaughter	5
Robbery	6
Assault Deadly Weapon	7
Other Assault/Battery	1
Possession of Weapon	1
Other Sex Offenses	1
Property-Related	18 (21.9)
Burglary 1st	3
Burglary 2nd	5
Forgery/Fraud	2
Grand Theft	4
Petty Theft with Prior	1
Vehicle Theft	3
Drugs	24 (29.3)
CS + Other	1
CS + Possess for Sale, etc.	6
CS + Possession	1
CS + Sales, etc.	16

CDCR In-Custody

AGE

The most common age group for in-custody females was age 40-44 (n = 15), followed by age 25-29 (n = 14). Approximately 21% were age above 50 (n = 17).

RACE

The majority of the population was Black (57%, n = 47), followed by White (29%, n = 24) and Hispanic (9%, n = 7).

OFFENSE CATEGORY

Nearly half of the females were incarcerated for violent/person-related offenses (48.8%, n = 40).

Among those in the violent category, 11 were for first degree murder and eight were for second degree murder.

Those with property offenses accounted for 21.9% of the total (n = 18). Among those, eight were incarcerated for burglary.

Drug-related offenses accounted for 29.3% of the total. Most of them were related to sales of controlled substances.

CDCR In-Custody

TIME IN CUSTODY

The average time in custody among the 82 females was 83.3 months with a median of 29.9. The range varied from zero to 424 months.

TIME IN PAROLE

The average time on parole was 24.5 months with a median of 3.5. The range varied from zero to 157 months.

NUMBER OF REVOCATIONS

The average number of revocations was 1.8, ranging from zero to 15.

NUMBER OF PRIOR ADMISSIONS

More than half of the population (58.5%) had no prior admissions. One female had 11 prior admissions.

NUMBER OF PRIOR PAROLES

Nearly half of the population (48.8%) was first-time parolees. One female had 11 prior paroles.

MENTAL HEALTH

27% (n = 22) had a record with the Correctional Clinical Case Management System (CCCMS) and 5% (n = 4) had been the Enhanced Outpatient Program (EOP).

IV. Time in Custody, on Parole and Revocations

	Mean	Median	Range
Time in Custody	83.2	29.9	0-424
Time on Parole	24.4	3.5	0-157
Number of Revocations	1.8	0	0-15

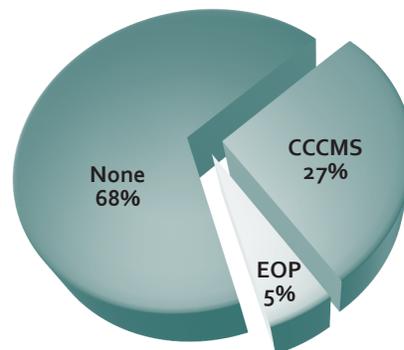
V. Number of Prior Admissions

Previous Admissions	Number (%)
0	48 (58.5)
1	16 (19.5)
2-5	17 (20.7)
11	1 (1.3)

VI. Number of Previous Paroles

Previous Paroles	Number (%)
0	40 (48.8)
1	24 (29.3)
2-5	16 (19.5)
6-10	1 (1.2)
11	1 (1.2)

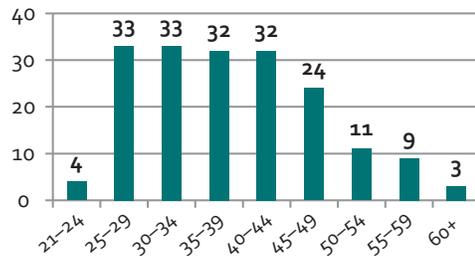
VII. Mental Health



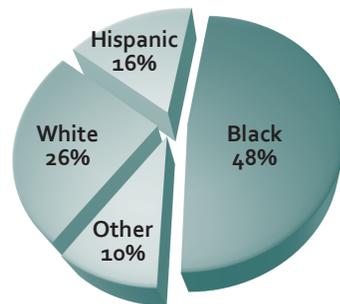
Category	Number (%)
None	56 (68)
CCCMS	22 (27)
EOP	4 (5)

Parole Population Profile (N = 181)

I. Age Distribution



II. Race



III. Offense Category

Category	Number (%)
Violent/Person-Related	38 (20.9)
Manslaughter	5
Vehicular Manslaughter	2
Robbery	10
Assault Deadly Weapon	15
Possession of Weapon	2
Other Assault and Battery	4
Property-Related	73 (40.3)
Burglary 1st	7
Burglary 2nd	15
Forgery/Fraud	13
Grand Theft	11
Petty Theft With Prior	11
Vehicle Theft	6
Receiving Stolen Property	8
Other Property Offenses	2
Drugs	67 (37.0)
CS + Other	1
CS + Possess for Sale, etc.	27
CS + Possession	17
CS + Sales, etc.	22
DUI	1 (0.5)
Other Offenses	2 (1.3)

CDCR Parole

AGE

Most of the parolees were age 25 to 44 (n = 131, 71.8%). Overall, the parole population was much younger than the in-custody population.

RACE

The majority of the population was Black and Hispanic (16%, n = 29). The proportion of Hispanic is much larger than the in-custody population.

OFFENSE CATEGORY

Approximately one fifth of the females had been charged with violent/person-related offenses (20.9%, n = 38).

Among those in the violent category, 10 females were charged with robbery and 15 were charged with assault with deadly weapon.

Property offenses accounted for 40.3% of the total (n = 73). Among those, 22 were incarcerated for burglary.

Drug-related offenses accounted for 37.0% of the total. Most of those were related to sales of controlled substances.

CDCR Parole

TIME IN CUSTODY

The average time in custody among the 181 females was 27.7 months with a median of 14. The range varied from zero to 233 months.

TIME IN PAROLE

The average time on parole was 41.8 months with a median of 28.5. The range varied from 0.3 to 177 months.

NUMBER OF REVOCATIONS

The average number of revocations was 2.6, ranging from zero to 20.

NUMBER OF PRIOR ADMISSIONS

Nearly half of the parolees had no prior admission (n = 85). Three females had 6 to 10 previous paroles.

NUMBER OF PRIOR PAROLES

Approximately half of the parolees had one prior parole status (n = 86), and the rest had mostly had 2 to 5 counts. Six females had 6 to 10 previous paroles.

IV. Time in Custody, on Parole and Revocations

	Mean	Median	Range
Time in Custody	27.7	14	0-233
Time on Parole	41.8	28.5	0.3-177
Number of Revocations	2.6	1	0-20

V. Number of Prior Admissions

Previous Admissions	Number (%)
0	85 (47)
1	47 (26)
2-5	46 (25)
6-10	3 (2)

VI. Number of Previous Paroles

Previous Paroles	Number (%)
1	86 (48)
2-5	89 (49)
6-10	6 (3)

Data from the SF Probation Dept.

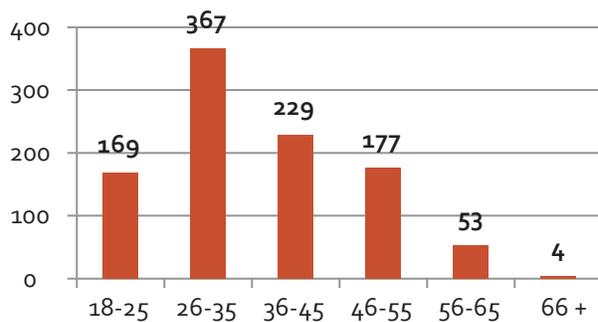
(data as of April 2012)

Active All Cases as of April 16, 2012

I. Gender

Gender	Active Probationers (%)	Pre-Release (%)	Total
Male	5,103 (83.7)	20 (80.0)	5,123 (83.7)
Female	994 (16.3)	5 (20.0)	999 (16.3)
Transgender	2	0	2
TOTAL	6,099	25	6,124

II. Age Distribution



Note: Transgender age 26–35 = 1; age 36–45 = 1

III. Race

Race	Number (%)	Transgender
Asian	30 (3.5)	
Black	481 (56.5)	1
Hispanic	75 (8.8)	
Pacific Islander	23 (2.7)	1
White	219 (25.7)	
No Race/Other	24 (2.8)	
TOTAL	852	2

SF Probation All Population

GENDER

As of April 16, 2012, the San Francisco Probation Department had 6,124 total active cases. Among those, 6,099 were active probationers. Females accounted for 16.3% (n = 994) of total active probationers. Among the 25 persons in the pre-release population, five were females. Two probationers were transgender.

AGE

The most common age group was age 26–35 (37%), followed by 36–45 (23%), 46–55 (18%), and 18–25 (17%). Four offenders were age 66 or older.

RACE

The most common race category was Black, which accounted for 56.5% of the total. White accounted for 25.7%, followed by Hispanic (8.8%), Asian (3.5%), and Pacific Islander (2.7%).

SF Probation All Population

SUPERVISION

The majority of female probationers were supervised by High/Med risk units (CS6 = 403 and CS3 = 343).

Eighty-six probationers were in the CS4GEN unit (18–25 years old) and 61 were placed in ISU (gang, mental health and drug treatment).

OFFENSE TYPE

Among female probationers, the vast majority (83.2%) had a felony charge.

Misdemeanors accounted for 16.7%.

Two transgender probationers had a felony charge.

OFFENSE CATEGORY

The most common offense category was narcotics sales, which accounted for 36.0% of the total. Also, 10.5% of the probationers had drug-related charges. The second highest category was crime against persons, which accounted for 27.0%.

IV. Population by Supervised Units

Unit	Female	Transgender	Notes
1170h	4	1	
CS3	343		High/Med risk
CS4GEN	86		18–25 years old
CS6	403	1	High/Med risk
DV	54		Domestic violence
Investigation	1		
ISU	61		Gang/MH/ Drug treatment
MULTI	18		
PRCS	21		
Pre-Release	5		
SOU	3		Sex offender unit

V. Offense Type (N = 995)

	Female	Transgender
Felony	826 (83.2)	2
Misdemeanor	166 (16.7)	
Wobbler	1 (—)	
TOTAL	993	2

Note: Six female cases missing information

VI. Offense Category (N = 1,001)

	Female	Transgender
PRCS	25 (2.5)	
Accessory	18 (1.8)	
Person	270 (27.0)	1
Drug	105 (10.5)	
Narcotics Sales	360 (36.0)	
Property	176 (17.6)	1
Other	45 (4.5)	
TOTAL	999	2

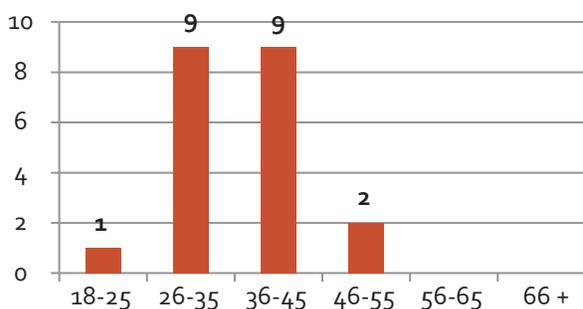
Note: We are currently updating our system with new/revised penal codes so these will be categorized in the above categories soon.

PRCS Only Cases (N = 261)

I. Gender

Gender	Active Probationers (%)
Male	240 (92.0)
Female	21 (8.0)
Transgender	0
TOTAL	261

II. Age Distribution



III. Race

Race	Number
Asian	1
Black	8
Hispanic	2
Pacific Islander	0
White	4
No Race/Other	0
TOTAL	16

IV. Offense Type

Category	Number
Felony	20
Misdemeanor	0
Wobbler	0
TOTAL	20

Note: One female case missing information

SF Probation PRCS Population

GENDER

Among the PRCS-only population, females accounted for 8.0% (n = 21).

AGE

The most common age group for female PRCS was 26–35 (n = 9), followed by 36–45 (n = 9). 46–55 (n = 2), and 18–25 (n = 1). None of them were above age 56.

RACE

The most common race category was Black (n = 8), followed by White (n = 4), Hispanic (n = 2), and Asian (n = 1).

OFFENSE TYPE

All of the female PRCS population had felony charges (n = 20).

SF Probation PRCS Population

OFFENSE CATEGORY

The most common offense category was property (n = 7), followed by narcotic sales (n = 4) and drugs (n = 2). None had accessory or crime against person offenses.

The data are currently being updated, and offenses under the other category will be classified later.

1170h Population

GENDER

Among the 1170h-only population, females accounted for 7.0%.

AGE

The most common age group for the female 1170h population was age 26–35 (n = 3), followed by 36–45 (n = 1).

All of the female 1170h population had felony charges (n = 4).

V. Offense Category

Category	Number
Accessory	0
Person	0
Drugs	2
Narcotic Sales	4
Property	7
Other	5
TOTAL	18

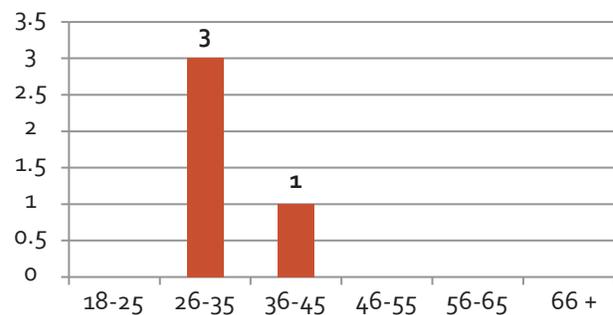
Note: We are currently updating our system with new/revised penal codes so these will be categorized in the above categories soon.

1170h Only Cases (N = 57)

VI. Gender

Gender	Active Probationers (%)
Male	53 (93.0)
Female	4 (7.0)
Transgender	0
TOTAL	57

VII. Age Distribution



1170h Only Cases (N = 57), continued

III. Race

Race	Number
Asian	0
Black	3
Hispanic	0
Pacific Islander	0
White	0
No Race/Other	0
TOTAL	3

IV. Offense Type

Category	Number
Felony	4
Misdemeanor	0
Wobbler	0
TOTAL	4

Note: One female case missing information

V. Offense Category

Category	Number
Accessory	0
Person	0
Drug	0
Narcotic Sales	3
Property	1
Other	0
TOTAL	4

*SF Probation
1170h Population*

RACE

All of the female 1170h population was Black (n = 3).

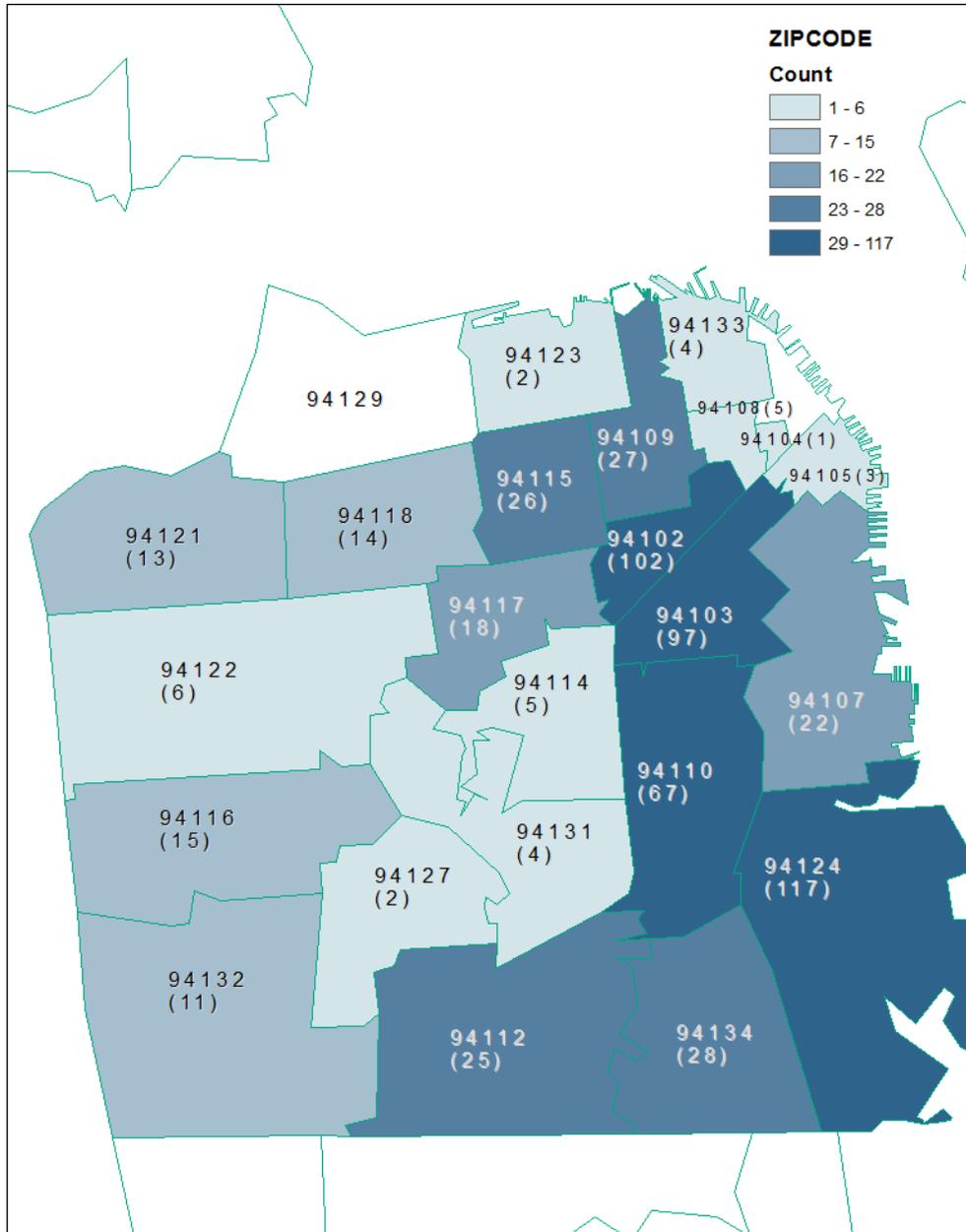
OFFENSE TYPE

All of the female 1170h population had felony charges (n = 4).

OFFENSE CATEGORY

The most common offense category was narcotic sales (n = 3), followed by property (n = 1).

Female Probationers' Residence by Zip Code: All Probationers with Complete Address Information Within SF Zips

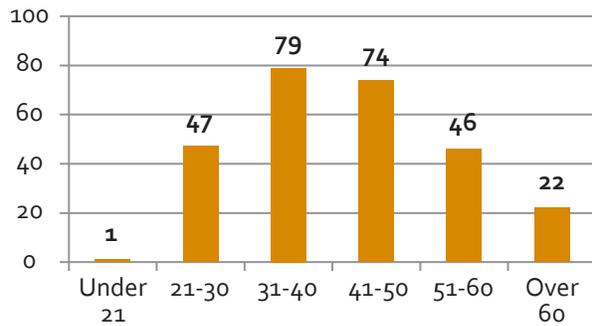


Note: This does not include those reporting being homeless. The homeless data will have to be pulled separately.

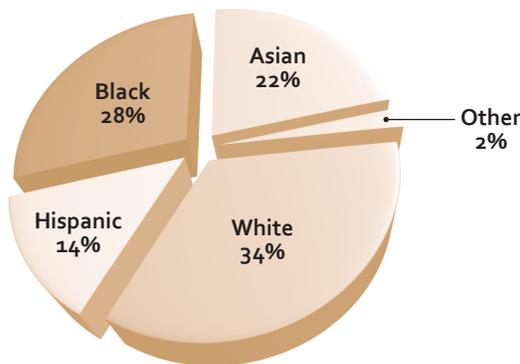
Data from the U.S. Probation Office for the Northern District of California

Female clients on active supervision on July 1, 2011

I. Age Distribution



II. Race



Note: The other category includes American Indian or Alaska Native (n = 3) and Native Hawaiian or Pacific Islander (n = 1).

III. Offense Type

Category	Number (%)
Felony	215 (80)
Misdemeanor	54 (20)
TOTAL	269

U.S. Probation

AGE

Of 269 U.S. female probationers, the most common age group was age 31–40 (29%, n = 79). Age peaked at 31–40 and declined thereafter.

Approximately one fourth (25.3%) of the population was age 51 and older.

RACE

White accounted for 34% (n = 92), followed by Black (28%, n = 75), Asian (22%, n = 59), and Hispanic (14%, n = 38). The proportion of Asian for the U.S. probationers is much higher than that of SF probationers.

OFFENSE TYPE

Felonies accounted for 80% of the total (n = 215).

U.S. Probation

OFFENSE CATEGORY

The most common offense category was financial offenses, which accounted for nearly half of the total (48.3%, n = 130).

The second most common category was drug-related offenses, which accounted for one fourth of the total population (24.9%, n = 67).

EDUCATIONAL LEVEL

The most common educational level for the female probationers was high school diploma (31%, n = 84).

About one fifth did not have a high school diploma or a GED (n = 54).

In contrast, seven had a master's degree and two had a doctoral degree.

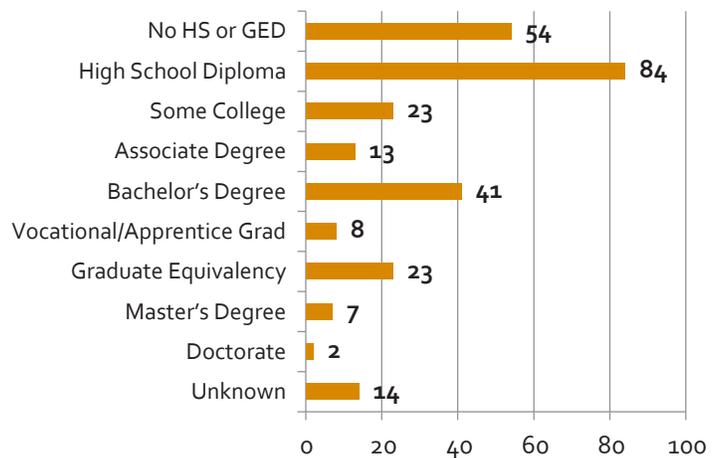
EMPLOYMENT STATUS

A majority of the offenders (72%) was employed (n = 194).

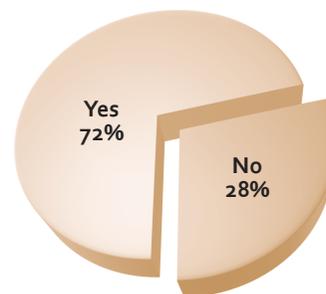
IV. Offense Category

Category	Number (%)
Drugs	67 (24.9)
Financial Offenses	130 (48.3)
Immigration	14 (5.2)
Obstruction/Escape	10 (3.7)
Public Order	11 (4.1)
Traffic/DWI	26 (9.7)
Violence/Sex Offense	10 (3.7)
Weapons/Firearms	1 (0.4)
TOTAL	269

V. Educational Level Attained

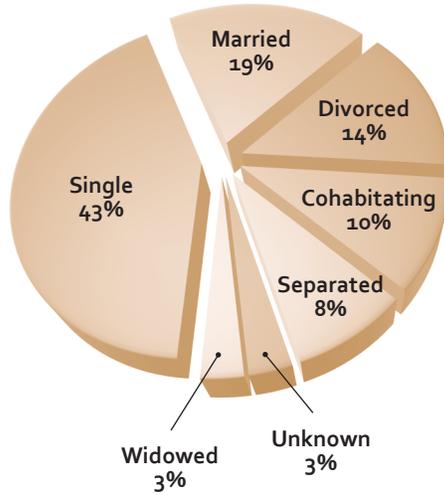


VI. Employment Status



continued

VII. Marital Status



Category	Number
Single	116
Married	51
Cohabiting	27
Separated	21
Divorced	38
Widowed	8
Unknown	8
TOTAL	269

U.S. Probation

MARITAL STATUS

Less than 20% mentioned that they were married (n = 51). Nearly half were single (43%, n = 116) and 22% were divorced or separated.

Data from the SF Pretrial

(January 2012)

SF Pretrial

GENDER

Of 516 own recognizance (OR), 23.4% (n = 121) were female.

Of 722 pretrial diversion (PTD), 21.9% (n = 158) were female.

Of 125 supervised pretrial release (SPR), 0.4% (n = 25) were female.

Of eight court accountable homeless (CAHS), 21.4% were female (n = 6) and two were transgender.

AGE

A typical pretrial female was between ages 26 and 50.

RACE

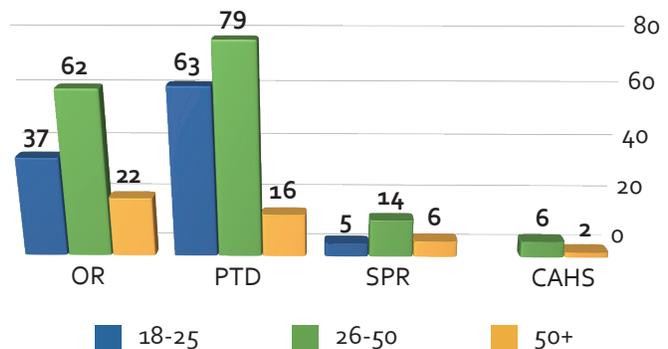
The majority of OR females was Black (51.2%, n = 62), followed by White (39.6%, n = 48).

Black and White were the two major race categories in the PTD population (36% for Black and 28% for White), but the Asian and Latino populations had a good portion (17% for Asian and 15% for Latino) compared with other pretrial release types.

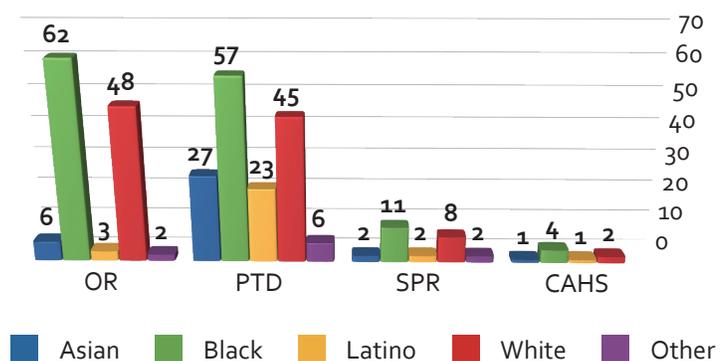
I. Gender

	OR	PTD	SPR	CAHS
Male	395 (76.6)	564 (78.1)	100 (96.0)	20 (71.4)
Female	121 (23.4)	158 (21.9)	25 (0.4)	6 (21.4)
Transgender	0	0	0	2 (7.2)
TOTAL	516	722	125	28

II. Age Distribution by Release Type



III. Race by Release Type

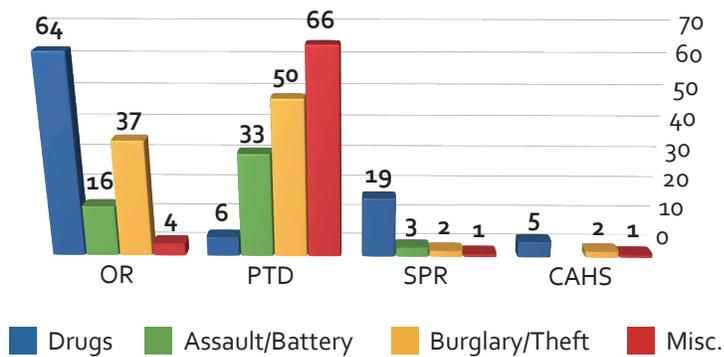


Note: OR: Own Recognizance; PTD: Pretrial diversion; CAHS: Court Accountable Homeless Services; SPR: Supervised Pretrial Release.

IV. Offense Type by Release Type

	OR	PTD	SPR	CAHS Female	Trans
Felony	121	1	24	5	2
Misdemeanor	0	157	1	1	0

V. Offense Category by Release Type



Note: Three unknown cases for the PTD offenders.

VI. Prior Arrest/Convictions Past 5 years

	OR	PTD	SPR	CAHS Female	Trans
1	88*		10	1	1
2–5	31*		9	2	0
6–10	2*		2	1	1
11+	0		0	2	0
Unknown		158	3		

*Number of priors in last five years; OR includes convictions only, SPR/CAHS includes arrests.

VII. Substance Abuse/Mental Health Diagnosis

	OR	PTD	SPR	CAHS Female	Trans
SA Diagnosis	Unknown	16 (10%)	18 (72%)	6 (100%)	1 (50%)
MH Diagnosis	Unknown	37 (23%)	8 (32%)	5 (83%)	1 (50%)

SF Pretrial

OFFENSE TYPE

All of the OR females and almost all of the SPR had felony charges. Almost all PTD females had misdemeanor charges. Among the CAHS category, five felons were female and two were transgender.

OFFENSE CATEGORY

The most common offense category for the OR females was drugs (53%, n = 64), followed by burglary/theft (31%, n = 37).

The most common offense category for the PTD females was misc. (43%, n = 66), followed by burglary/theft (32%, n = 50). Only a few drug offenders (n = 6) were among the PTD females.

The most common charge for the SPR and CHAS females was drugs.

PRIOR ARREST/CONVICTIONS

A majority of the OR females had one prior conviction in the last five years (73%, n = 88). Nearly half of the SPR females had 2–10 priors (n = 9). Two CAHS females had more than 11 priors.

SA/MH DIAGNOSIS

Ten percent of PTD females had a substance abuse diagnosis and 23% of them had a mental health diagnosis.

A vast majority of the SPR females (72%) and all the CAHS females had a substance abuse diagnosis.

SF Pretrial

SERVICE UTILIZATION

The most common service used by the PTD females was community service. Sixty percent (n = 15) of the SPR females received substance abuse service. All the CAHS females received physical and substance abuse services.

EMPLOYMENT STATUS

Of 121 OR females, 55% (n = 67) were unemployed.

Of 158 PTD females, 53% (n = 83) were unemployed.

Of 25 SPR females, 20% (n = 5) were unemployed.

All the CAHS females were unemployed.

HOUSING STATUS

A majority of the OR, PTD, and SPR females were housed.

All the CAHS females were homeless.

EDUCATIONAL LEVEL

The common educational level for pretrial offenders was a high school/GED or less.

VIII. Service Utilization

	OR	PTD	SPR	CAHS Female	Trans
Physical Health	N/A		9	6	1
Substance Abuse	N/A	13	15	6	2
Mental Health	N/A	26	2	5	2
Anger Management	N/A	16	1	0	0
Benefits Advocacy	N/A	0	0	4	1
Educational/Vocational	N/A	9	1	0	0
Unspecified Counseling	N/A	33	3		
Community Service	N/A	56			
Other	N/A	5			

IX. Employment Status

	OR	PTD	SPR	CAHS Female	Trans
Employed	42 (35%)	47 (30%)	19 (76%)	0	0
Unemployed	67 (55%)	83 (53%)	5 (20%)	6	2
Unknown	12 (10%)	28 (17%)	1 (4%)	0	0

X. Housing Status

	OR	PTD	SPR	CAHS Female	Trans
Housed	106	151	22	0	0
Homeless	3	7	2	6	2
Unknown	12		1	0	0

XI. Educational Level

	OR	PTD	SPR	CAHS Female	Trans
No HS		26 (17%)	7 (28%)	2 (-)	
GED/HS Diploma		46 (29%)	7 (28%)	2 (-)	
Some College		32 (20%)	4 (16%)	1 (-)	2 (-)
College Degree		24 (15%)	5 (20%)		
Post-Baccal.		2 (1%)	0 (-)		
Unknown	121	28 (18%)	2 (8%)	1	

XII. Marital Status

	OR	PTD	SPR	CAHS Female	Trans
Married	10 (8%)	17 (11%)	1 (5%)	0	0
Single	95 (79%)	118 (75%)	14 (58%)	6	2
Separated	0	3 (2%)	0	0	0
Divorced	3 (2%)	9 (6%)	2 (8%)	0	0
Partnered	0	1 (<1%)	0	0	0
Unknown	13 (11%)	10 (6%)	7 (29%)	0	0

XIII. Number of Children

	OR	PTD	SPR	CAHS Female	Trans
With Children	46 (38%)	88 (56%)	10 (40%)	4	0
Unknown	15		7		

XIV. Number with Custody of Children

	OR	PTD	SPR	CAHS Female	Trans
Custody of Children	Unknown	Unknown	Unknown	0	0

XV. History of Abuse or Trauma

	OR	PTD	SPR	CAHS Female	Trans
Abuse/Trauma	Unknown	Unknown	5	6	2

XVI. HIV Status

	OR	PTD	SPR	CAHS Female	Trans
Positive			2	2	0
Negative			21	4	2
Unknown	121	158	1		

SF Pretrial

MARITAL STATUS

A vast majority of pretrial females was single (79% for OR females, 75% for PTD females, 58% for SPR females, and 100% for CAHS females).

NUMBER OF CHILDREN

Approximately one third of OR females and a majority of PTD females (56%) had reported having children. Four out of six CAHS females reported having children.

NUMBER WITH CUSTODY OF CHILDREN

No sufficient information about the number with custody of children was available.

HISTORY OF ABUSE/TRAUMA

No information for OR and PTD females. Five out of 25 SPR females (20%) reported a history of abuse or trauma. All the CAHS females and transgender persons reported a history of abuse or trauma.

HIV STATUS

No information was available for OR and PTD females. Two SPR females and two CAHS females were HIV positive.

Data from the SF Sheriff's Dept.

(as of January 2012)

SF Sheriff

AGE

The most common age group was age 20–29 (35%), followed by 30–39 (26%), 40–49 (22%), and 50–59 (13%). Three inmates were above age 60 and five inmates were age 18–19.

RACE

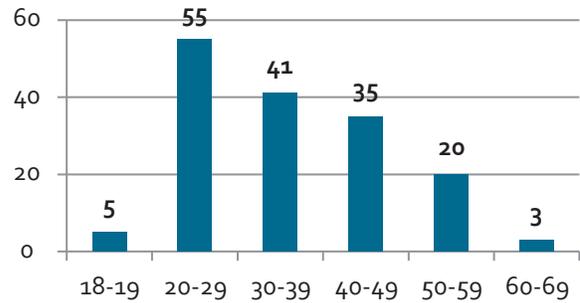
The majority of the population was Black (58%, n = 92), followed by White (33%, n = 53) and Asian/Pacific Islander (8%, n = 12).

OFFENSE TYPE

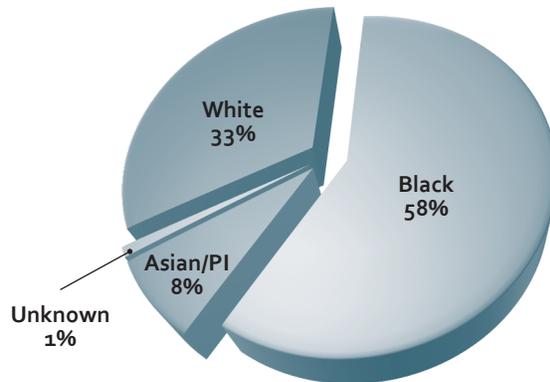
Among female inmates, 37% (n = 145) had a felony charge. Misdemeanors accounted for 23%.

Females with violations accounted for 38% of the total population (n = 157).

I. Age (N = 159)



II. Race (N = 159)



III. Offense Type (N = 407)

Category	Number (%)
Felony	145 (37%)
Misdemeanor	95 (23%)
Infraction	10 (2%)
Violations	157 (38%)
TOTAL	407

Note: Violations include local and out-of-county warrants, parole/probation violations and remands from court.

IV. Offense Category (N = 641)

Category	Number
Drug-Related	172 (26.8%)
Possession: Marijuana	8
Possession: Dangerous Nonnarcotic Drugs	29
Possession: Opium/Cocaine	21
Sales/Manufacturing: Dangerous Nonnarcotic Drugs	22
Sales/Manufacturing: Marijuana	6
Sales/Manufacturing: Opium/Cocaine	86
Violent/Person-Related	152 (23.7%)
Aggravated Assault	66
Manslaughter by Negligence	1
Murder and Non-Negligence Manslaughter	12
Other Assault-Simple, Not Aggravated	29
Robbery	21
Weapons Law Violation	23
Property-Related	126 (19.7%)
Arson	4
Burglary	29
Counterfeiting/Forgery	5
Embezzlement	2
Fraud	18
Larceny/Theft (Except Motor Vehicle Theft)	33
Motor Vehicle Theft	8
Stolen Property/Buying, Receiving, Possessing	23
Vandalism	4
Traffic/DUI	40 (6.2%)
Driving Under the Influence	4
Vehicle Codes	36
Other	9 (1.5%)
Prostitution and Commercialized Vice	7
Vagrancy	2
Hold	49 (7.6%)
Probation	40
Parole	9
Warrant	93 (14.5%)
Enroute Felony	13
Enroute Misdemeanor	15
Local Felony	31
Local Misdemeanor	12
Local Traffic	22
TOTAL	641

Notes: The original database categories did not have general offense categories. Individuals can be counted in multiple crime codes due to having multiple offenses.

SF Sheriff

OFFENSE CATEGORY

Approximately one fourth of the female inmates had drug-related charges (26.8%, n= 172).

The most common charge within the drug-related category was sales/manufacturing of opium and cocaine (n = 86).

Violent/person-related charges accounted for 23.7% (n = 152).

Among the violent/person-related offense category, aggravated assault was the most common offense (n = 66). Twelve females had murder or non-negligence manslaughter charges.

Property-related offenses accounted for 19.7% of the total. The most common category was larceny/theft (non-motor vehicle) (n = 33), followed by burglary (n = 29).

Warrants accounted for 14.5% of the total and holds accounted for 7.6%.

SF Sheriff

PRIOR ARREST

Of 160 female inmates, 23% (n = 51) were first-time arrestees. However, 37% of them (n = 59) had four or more arrests.

LENGTH OF STAY

The average time in custody was 158 days with a median of 82.

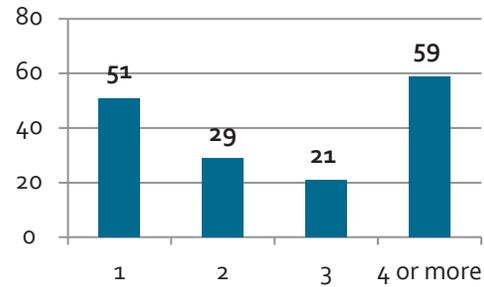
HOUSING

Thirty-nine females (24%) were not housed. Twelve females were released on CTOR (7.5%). Seven females were released to the mental health facility (4%).

RELEASE REASONS

Of 159 female inmates, 21% (n = 34) were released to a community program.

V. Total Arrests (Inclusive of Incarceration Captured on July 1, 2011)



VI. Length of Stay in Custody

	Mean Days	Median Days	Range
Length of Stay in Custody	158	82	1,823

VII. Housing Classification

	Number
Number of Individuals Not Housed	39
Number of Individuals Released on CTOR	12
Number of Individuals Released to Mental Health Facility	7

VIII. Release Reasons (N = 159)

Category	Number
Released	36
Other Agency	24
In Custody	15
CTOR	13
Cite	11
CDC	10
Napa/PES (Mental Health)	7
Drug Court	6
Bail	2
CYA	1
Unknown Program	13
County Parole	7
Jail Aftercare	5
SWP	4
Walden House	3
Electronic Monitoring	1
City Wide	1
TOTAL	159

Note: Items in bold reflect those released to a community program.

