FEMALE OFFENDER CASE PLANNING & CASE MANAGEMENT

The Minnesota Department of Corrections Advisory Task Force on Female Offenders

July, 2006

MINNESOTA DEPARTMENT OF CORRECTIONS

CENTRAL OFFICE
Contributing to a Safer Minnesota

MEMO

TO: Corrections Practitioners

FR: Commissioner Joan Fabian

I am pleased to endorse the Female Offender Case Planning & Case Management recommendations of the Minnesota Department of Corrections Advisory Task Force on Female Offenders. The recommendations pose a model to assist field agents in supervising adult female offenders. They include relevant research information, design principles, concrete goals with objectives, and sample case plans. Agents' use of the recommendations will provide more effective, individualized planning for adult female offenders and will assist field agents in gender responsive supervision. It is this state's first comprehensive plan for adult female offender supervision.

This document was initially developed by the Office of Planning for Female Offenders in 2002. At that time, a subcommittee composed of Freddie Davis-English, Anne McDiarmid, Justine Phillips and Sharen Southard drafted the plan. In 2005-2006, other subcommittee participants, Roxanne Humenik, Mary Kay Koenig, Jennifer Pierskalla, Julie Rud, Susan Stacey and Sharen Southard enhanced the plan. Since then, John Klavins, Eric Johnson and Swantje Willers have made additional contributions on behalf of the Evidence-Based Practices Policy Team and the statewide Offender Risk Assessment Network.

The Minnesota Department of Corrections Advisory Task Force on Female Offenders and the Evidence-Based Practices Policy Team endorse the recommendations.

I urge all field services agencies in Minnesota to adopt these recommendations and to design and implement related outcome measures as important steps to providing effective, gender responsive supervision.

Note: This report is also available at
www.forums.doc.state.mn.us/fo/Reports/Forms/AllItems.aspx.

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FEMALE OFFENDER CASE PLANNING & CASE MANAGEMENT

Introduction

The following case planning and case management strategies are designed to assist field agents in supervising adult female offenders. Strategies based in best practices and evidence-based principles begin with offender assessment. Client-directed case planning focused by the results of a research-validated risk/needs assessment instrument and combined with motivational interviewing principles, has been shown by research to facilitate behavior change. The goal here is to add to current case planning models by offering specific suggestions that are particularly pertinent to the needs of adult female offenders. This model focuses on services to enhance public safety, build competence and facilitate offender accountability. It also recognizes that gender and culturally responsive issues must be utilized in planning and implementing supervision services. It is not an all-inclusive list or a "cookie cutter" approach to supervision, given individualized planning is recognized as the best approach for case management and offender buy-in. Instead, it is a starting point for field agents, allowing them flexibility and creativity for case planning and case management based on female offenders' risks and needs.

When working and developing case plans with female offenders, it is important to have a basic theoretical knowledge of the issues that surround them. The model in the forthcoming pages is grounded in current research on the adult female offender. First and foremost, the research encourages practitioners/field agents to start by acknowledging gender differences and having an awareness of female offenders' pathways to crime. In addition, it is important to understand the relational theory of psychosocial development and the utmost importance of a woman's desire to maintain relationships and connections in her life. Within the framework of evidence-based practices, it is very important to begin with an assessment of actuarial risks and needs. Most often, the majority of attention is focused on risk areas, however when working with female offenders it is imperative that field agents give equal consideration for need areas. If needs are addressed, risk of reoffending is diminished. (See attached Appendix for more complete research information.) Effective case management

and motivational interviewing principles have been shown to be more effective with all offenders; with female offenders, who tend as a group to be marginalized, it is even more important to use a strengths-based, client-directed, planning process so as to help the client build needed capacities while increasing her ability to change her behavior.

Agencies are invited to evaluate their current case planning efforts. Whenever possible, staff interested in working with female offenders should have concentrated caseloads specializing in supervision of this special population. Developing a relationship with a single agent that lasts through pre-trial and post-disposition supervision is especially effective in working with females. The relational theory of psychosocial development indicates women have increased capacity to change in the context of a trusting, healthy, professional relationship. Offering services that meet the needs of female offenders is also important. To that end, community agencies and organizations whose mission is to meet the needs of women should be identified and used in case planning and case management for female offenders.

FEMALE OFFENDER CASE PLANNING DESIGN PRINCIPLES

- Involve client fully in process – use a *client directed* development plan so that each plan is individualized.
- LIMIT the number of goals for development; don't overwhelm the person you are trying to help.
- Be clear and specific about necessary steps for goal completion.
- Encourage client to place tasks in priority.
- Involve family and other support persons in the process.
- Address both high risk and *high needs* in planning.
- Utilize gender and culturally responsive primary services.
- Emphasize client's strengths in case planning.
- Encourage community collaborations in working with clients and whenever possible, use a 'one-stop-shop' approach.
- Create the plan in a team environment, involving all service providers involved with the client.
- Use incremental sanctions, making incarceration the last possible option.
- Understand that tasks in various categories may overlap into other categories of case management plan.
- Use a strength-based or motivational planning process.
- Remember the case plan is a work in progress; changes can be made. Goals or objectives that are not required by the Court can also be incorporated into the case plan.

GENDER-RESPONSIVE CASE PLANNING GOALS

GOAL I: BUILD COMPETENCY IN RISK/NEEDS AREAS BY UTILIZING COMMUNITY RESOURCES.

Examples of objectives for gender responsive competency development:

- Substance abuse treatment and aftercare counseling
- Gender-separate and culturally responsive cognitive behavior interventions, such as "Moving On" and the "Girl's Circle" curricula
- Assertiveness skill building, conflict management and problem solving skills
- Financial planning and stability
- Childhood and adult trauma experiences addressed through education, counseling, psychological services and medication education, compliance and competency
- Education: Individual Educational Plan, vocational, GED/high school, post-secondary
- Job readiness training (appearance, demeanor, applications, interviewing)
- Employment, retention and advancement
- Healthy relationships
- Mentorship programs
- Household management skills training
- Positive leisure activities with pro-social attitudes and associates
- Parenting skills and education
- Access to appropriate housing resources, such as chemical treatment, sober housing, supportive, transitional, half-way, etc.
- Improved self-esteem and body image
- Reproductive education and resources
- Referral to problem-solving courts, if available

GOAL II: DEMONSTRATE EFFORTS TO REPAIR HARM TO CRIME VICTIMS AND THE COMMUNITY.

Examples of objectives for a gender responsive approach to victim and community restoration:

- Apology to victim (written or other), victim impact programming, victim/offender restorative justice meetings, including peacemaking circles with victims and/or other affected community members
- Meaningful community service, work crews
- Restitution payment plans
- Volunteer work, service learning, offender public speaking obligations with the goal of restoration
- Repair of harm to children: a strong focus on parenting including participation in child-mother programming and relationship building or reunification with children

GOAL III: BUILDING CONNECTIONS IN COMMUNITY AND UTILIZING COMMUNITY RESOURCES.

Examples of objectives that promote healthy relationships:

- Identify resources and develop relationships:

  Medical/mental health

  Housing

  Transportation

  Child care

  Prosocial leisure/recreation

  Circles of support and accountability, transitional circles

  Professional and peer support systems

  Spiritual and/or religious connection

  Clothing/household needs
- Establish mentor connection or sponsors, when appropriate
- Secure assistance with job readiness, retention, skills training, and resources for employment clothing
- Access educational resources

SAMPLE CASE PLANS

Case planning formats are in the infancy of development. Agencies across Minnesota use a variety of forms to focus case planning for offenders. Nationally, formats are being evaluated in terms of efficiency and layout. The following pages contain two sample case planning formats – each first displayed as a set of blank forms and then as completed for a fictitious offender. Each sample format displays recommended goals and objectives for female offender case management planning. Your agency may have its own case management format. You are encouraged to incorporate the previously stated goals in your own organization's format or to use one of the examples attached.

The first format includes both a Summary and Conceptualization Form (filled out by the supervising agent) and a Case Plan Goal Sheet (filled out by the client with the agent's assistance). The Summary and Conceptualization Form is designed to follow offender assessment using the Level of Service Inventory-Revised instrument. The Case Plan identifies a long-term goal as chosen by the female offender and lists one short-term goal to be accomplished through specific action steps. This case planning format focuses on one goal at a time.

The second format includes a Case Plan Long Term Goals sheet and a Short Term Goals sheet, to be filled out by the female offender with an agent's motivational interviewing assistance. The first form is designed to summarize the results of a Level of Service Inventory-Revised assessment and focus the female offender's long-term goal planning. The Short Term Goals Sheet details the specific action steps necessary to achieve an offender's goals and sets time limits for each action step. This form can focus on single or multiple short-term goals.

FEMALE OFFENDER CASE PLAN FORM - FORMAT #1[1]

[1] Developed from the forms of Carver County Court Services, in grateful collaboration with that agency.

FEMALE OFFENDER CASE PLAN FORM - FORMAT #1
SUMMARY AND CONCEPTUALIZATION FORM –WOMEN

Date: PO/Agent:

Client name, DOB/age:

Recent offenses (past year):

Case expiration or projected discharge date:

Risk assessment date_____

Score: LSI-R _____; Other Assessment - type/score _____

Mark all of the **high risk domains and needs** for this client as identified via the assessment process and add any important summary comments:

LSI-R Domains	Gender-Specific Needs
__ Criminal History	__ Past & current trauma & victimization
__ Education/Employment	__ Self efficacy
__ Financial	__ Self esteem
__ Accommodation	__ Safety
__ Peers/Companions	__ Health & sexuality
__ Family/Marital	__ Gender discrimination & harassment
__ Substance Abuse – Alcohol/Drugs	__ Parenting
__ Leisure/Recreation	__ Child care/child custody
__ Personality/Emotional Behavior	
__ Attitudes/Orientation	

Comments:

List any other significant concerns or service barriers:

List any **strengths** or protective factors for this client, which may have a positive impact on any of the above risk domains or special needs/challenges:

1)

2)

3)

4)

5)

List any positive & supportive persons that may help with accomplishing identified goals:

Current conditions of probation supervision:

Summary of prior interventions:

FEMALE OFFENDER CASE PLAN FORM - FORMAT #1
CASE PLAN: PRIMARY GOAL (1) FOR WOMEN

Goals should be: dynamic, related to high risk predictive domains and recent offense(s), and should reflect on client strengths, motivation & stage of change.

Client Name: _____ High risk domain(s) related to this Goal: _____ Goal Date: _____

What is the long-term goal (6 – 12 months)?

Identify long-term goal below, and then develop a shorter-term goal with very specific action steps, timelines, responsibilities and necessary resources.

☐ **Build competencies in risk/need areas by utilizing community resources**
☐ **Demonstrate efforts to repair harm to victims of crime and understand community impact**
☐ **Build connections in the community and utilize community resources**

Other: _____

What incentives are there for achieving this goal, & making a change? _____

_____

_____

What barriers or problems may interfere with achieving this goal? _____

_____

_____

* What is the short-term goal (30-60 days) as related to the long-term goal above?

* *See list of specific examples for women developed by the Minnesota Department of Corrections Advisory Task Force on Women Offenders (2006).*

_____

_____

What are specific action steps that need to be taken within the next 30 days? What are the target dates? Who is responsible for each step, and identify any community resources which may help in achieving an action step?

1) _____

_____

_____

2) _____

_____

_____

Continued: What are specific action steps that need to be taken within the next 30 days? What are the target dates? Who is responsible for each step, and identify any community resources which may help in achieving an action step?

3)_____

4)_____

5)_____

What is the client's current **"Stage of Change"** as related to this goal? Pre-Contemplation; Contemplation; Preparation; Action; Maintenance; ***Relapse?**

What tools/strategies would help considering the current Stage/Situation?
Build Rapport – Provide more info – Use Feedback Wheel, Decisional Balance, PMI, Scaling (1-10).
Assess Importance, Confidence and Readiness. ID Risks – Relapse Planning.
Motivational Interviewing Principles – Express Empathy, Develop Discrepancy, Roll with Resistance, Support Self-Efficacy.

FEMALE OFFENDER CASE PLAN FORM - FORMAT #1
CASE EXAMPLE - JOAN
CASE PLAN: PRIMARY GOAL (1) FOR WOMEN

Goals should be: dynamic, related to high risk predictive domains and recent offense(s), and should reflect on client strengths, motivation & stage of change.

Client Name: Joan Petterson High risk domain(s) related to this Goal: Family/Marital Goal Date: 04/26/06

What is the long-term goal (6 – 12 months)?

Identify long-term goal below, and then develop a shorter-term goal with very specific action steps, timelines, responsibilities and necessary resources.

X **Build competencies in risk/need areas by utilizing community resources**

☐ **Demonstrate efforts to repair harm to victims of crime and understand community impact**

☐ **Build connections in the community and utilize community resources**

Other:

What incentives are there for achieving this goal, & making a change? Be able to keep my kids, decrease my stress about parenting, and have a better relationship with my children.

What barriers or problems may interfere with achieving this goal? Transportation to programs, program costs, and daycare.

* What is the short-term goal (30-60 days) as related to the long-term goal above?

** See list of specific examples for women developed by the Minnesota Department of Corrections Advisory Task Force on Women Offenders (2006).*

To begin parenting classes within 30 days.

What are specific action steps that need to be taken within the next 30 days? What are the target dates? Who is responsible for each step, and identify any community resources which may help in achieving an action step?

1) I will explore various parent program options within one week and with the help of my agent.

2) I will choose a program and then make contact with the program to find out about the cost, meeting schedule, and their expectations.

Continued: What are specific action steps that need to be taken within the next 30 days? What are the target dates? Who is responsible for each step, and identify any community resources which may help in achieving an action step?

3) I will contact my social worker this week to find out if I can get a volunteer driver to take me to classes and find out about funding for the parenting program.

4) I will call my mom as soon as I know when the classes start and ask her to watch my kids for at least the first class. Within 2 weeks.

5) I will attend the first class as scheduled within the next three weeks.

What is the client's current **"Stage of Change"** as related to this goal? Pre-Contemplation; Contemplation; Preparation; Action; Maintenance; ***Relapse?**

What tools/strategies would help considering the current Stage/Situation?
Build Rapport – Provide more info – Use Feedback Wheel, Decisional Balance, PMI, Scaling (1-10).
Assess Importance, Confidence and Readiness. ID Risks – Relapse Planning.
Motivational Interviewing Principles – Express Empathy, Develop Discrepancy, Roll with Resistance, Support Self-Efficacy.

FEMALE OFFENDER CASE PLAN FORM - FORMAT #2[2]

[2] Developed from the draft forms of Washington County Community Corrections, in grateful collaboration with that agency.

FEMALE OFFENDER CASE PLAN FORM - FORMAT #2
CASE PLAN: LONG TERM GOALS

Probationer:_____ **Case Number:** _____
Date of LSI-R:_____ **Probation Officer:** _____
Score:_____

HARM DONE

PERSON (S) OR ENTITY HARMED:	IMPACT ON PERSON OR ENTITY:	VICTIM (S) NEEDS:

PLAN TO RESTORE VICTIM, ENTITY, AND COMMUNITY:

- ☐ Build competencies in risk/need areas by utilizing community resources
- ☐ Demonstrate efforts to repair harm to victims of crime and understand community impact
- ☐ Build connections in the community and utilize community resources

LSI-R SUMMARY

Risk/Need Area (s)	Definition of Behavior/Choice/Situation	Strengths/Supports Related to Risk/Need	Barriers

LONG-TERM GOALS

Stage of Change
PC C D A M

_ _ _ _ _ 1_____
_ _ _ _ _ 2_____
_ _ _ _ _ 3_____
_ _ _ _ _ 4_____

ADDITIONAL INFORMATION

_____

_____

_____

_____

_____

_____

_____

_____

FEMALE OFFENDER CASE PLAN FORM - FORMAT #2
CASE PLAN: SHORT TERM GOALS

SHORT TERM GOAL: _____

Date: _____

Tied to Long Term Goal (1,2,3,4…)_____

Action Steps: (SMART) Small, Measurable, Attainable, Realistic, Timely

1._____
_____ Due:_____

2._____
_____ Due:_____

3._____
_____ Due:_____

SHORT TERM GOAL:_____

Date: _____

Tied to Long Term Goal (1,2,3,4…)_____

Action Steps: (SMART) Small, Measurable, Attainable, Realistic, Timely

1._____
_____ Due:_____

2._____
_____ Due:_____

3._____
_____ Due:_____

Probation Officer:_____ **Probationer:**_____

Date:_____ **Date:**_____

FEMALE OFFENDER CASE PLAN FORM - FORMAT #2
CASE EXAMPLE - JOAN
CASE PLAN: LONG TERM GOALS

Probationer: Joan Petterson
Case Number: 99-K3-839388
Date of LSI-R: 7-1-2006
Probation Officer: Janice Smith
Score: 31

HARM DONE

PERSON (S) OR ENTITY HARMED:	IMPACT ON PERSON OR ENTITY:	VICTIM (S) NEEDS:
My children Myself My neighbors	They didn't have a mom that wanted to help them. I've ignored my health. They had to put up with all the noise and craziness at my house.	Need a mom that's there for them. I need to feel better about myself. They need to know that I'm sorry and won't let it happen again.

PLAN TO RESTORE VICTIM, ENTITY, AND COMMUNITY:

- ☒ Build competencies in risk/need areas by utilizing community resources
- ☐ Demonstrate efforts to repair harm to victims of crime and understand community impact
- ☐ Build connections in the community and utilize community resources

LSI-R SUMMARY

Risk/Need Area (s)	Definition of Behavior/Choice/Situation	Strengths/Supports Related to Risk/Need	Barriers
Family/ Marital	I've been ignoring my children and usually just respond to them by yelling and screaming.	I love my kids. My mother was a good example of how a mom should be.	How they will react to me.
Emotional/ Personal	I need to consider therapy or counseling for my current relationship. He has hit me in the past.	I know that I do not deserve to be hit and that my kids shouldn't have to see it happen.	I don't think I need to drag up all that private stuff.
Alcohol/ Drug	I've been using methamphetamine for three years to keep up with all the things I have to do.	I don't even like getting high anymore and know I need help to stop.	Hanging around old friends. No medical insurance.
Accommo-dation	I've let my house go. It looks like a slum and my neighbors are always complaining.	I can still rent there and it's in an OK neighborhood. It could be a nice place with some effort.	Money to start fixing things.

Female Offender Case Plan Form – Format #2 – Case Example Joan
Case Plan: Long Term Goals

LONG-TERM GOALS

Stage of Change
PC C D A M

_ _ _ x _ 1 Be able to keep my kids, decrease my stress about parenting, and have a better relationship with my children.
x _ _ _ _ 2 Consider attending therapy so I feel better.
_ _ _ x _ 3 Get and stay sober.
_ x _ _ _ 4 Maintain stable housing.

ADDITIONAL INFORMATION

Joan is a trauma survivor. Physical and sexual abuse began before the age of 9 and continued through her intimate relationships into adulthood. The abuse has been largely untreated and contributes to her methamphetamine dependency.

FEMALE OFFENDER CASE PLAN FORM - FORMAT #2
CASE EXAMPLE: JOAN
CASE PLAN: SHORT TERM GOALS

SHORT TERM GOAL: To begin parenting classes within 30 days.

Date: 7-1-2006

Tied to Long Term Goal (1,2,3,4…) 1

Action Steps: (SMART) Small, Measurable, Attainable, Realistic, Timely

1. I will explore various parenting program options with the help of my agent.
   Due: 7-7-06
2. I will choose a program and then make contact to find out about cost, meeting schedules, and expectations.
   Due: 7-14-06
3. I will contact my social worker to find out if I can get a volunteer driver to take me to the parenting classes and to find out about funding for the program.
   Due: 7-1-06
4. I will call my mom as soon as I know when the classes start and ask her to watch the kids for at least the first class.
   Due: 7-14-06
5. I will attend the first class as scheduled within the next three weeks.
   Due: 7-21-06

Probation Officer:_____ **Probationer:**_____

Date:_____ **Date:**_____

APPENDICES

I. **Gender-Responsive Strategies for Women Offenders – Barbara Bloom, Barbara Owen, and Stephanie Covington, National Institute of Corrections, U.S. Department of Justice (May, 2005)**

II. **Characteristics of Women in the Criminal Justice System - Roxanne Humenik, MSW, LICSW (2004)**

III. **Gender-Responsive Programming for Female Offenders - Roxanne Humenik, MSW, LICSW, Probation Officer/Ramsey County Community Corrections (Fall 2004)**

IV. **"Why Case Plans" - Eric D. Johnson, Supervisor, Carver County Court Services (November 2005)**

V. **Excerpt from Training in Case Planning - Presenters: Jane Johncox, Dakota County Community Corrections & Sandi Sostak, Stearns County Community Corrections (June 7, 2001)**

VI. **Excerpts from Minnesota Department of Corrections 8 Point Plan (January 2001)**

APPENDIX I:

Gender-Responsive Strategies for Women Offenders

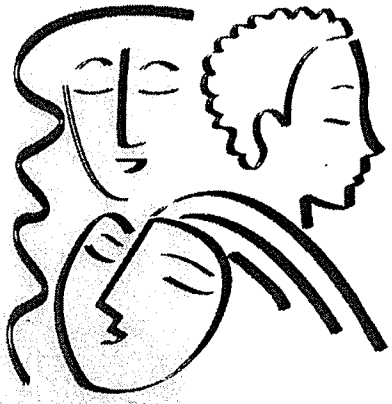
Barbara Bloom, Barbara Owen, and Stephanie Covington
National Institute of Corrections
U.S. Department of Justice
(May, 2005)

U.S. Department of Justice
National Institute of Corrections

GENDER-RESPONSIVE STRATEGIES

FOR WOMEN OFFENDERS

MAY 2005



A Summary of *Research, Practice, and Guiding Principles for Women Offenders*

BY BARBARA BLOOM, BARBARA OWEN, AND STEPHANIE COVINGTON

FROM THE DIRECTOR

This is the first in a series of bulletins to address the needs of women offenders with regard to gender-specific policies, programs, and services. Like their pathways to crime, the challenges faced by women offenders differ from their male counterparts. Many women entering the criminal justice system are victims of domestic and sexual violence, suffer from psychological trauma, are substance abusers, are unmarried mothers of children under the age of 18, or a combination thereof.

Being responsive in the criminal justice system requires the acknowledgment of the realities of women's lives, including the pathways they travel to criminal offending and the relationships that shape their lives. Moreover, for women offenders to successfully navigate the criminal justice system and remain free citizens in the community requires providing a continuity of services that meet their specific needs.

–Morris L. Thigpen, Sr.

The Gender-Responsive Strategies Project: Approach and Findings

Women now represent a significant proportion of all offenders under criminal justice supervision in the United States. Numbering more than 1 million in 2001, women offenders make up 17 percent of all offenders under some form of correctional sanction.

To improve policy and practice regarding women offenders in corrections, the National Institute of Corrections undertook a 3-year project—titled Gender-Responsive Strategies: Research, Practice, and Guiding Principles for Women Offenders—to collect and summarize multidisciplinary research and practitioner expertise on gender-responsive strategies. The final report summarizes the following:

- The characteristics of women in correctional settings.
- The ways in which gender makes a difference in current criminal justice practice.
- Multidisciplinary research and theory on women's lives that have significant implications for managing women in the criminal justice system.

The National Institute of Corrections (NIC) is a center of correctional learning and experience. NIC advances and shapes effective correctional practice and public policy that respond to the needs of corrections through collaboration and leadership and by providing assistance, information, education, and training.

- Guiding principles and strategies for improving the system's responses to women offenders.

This bulletin summarizes the major findings of the report[1] and offers guidance to those throughout the criminal justice system who seek a more effective way to respond to the behavior and circumstances of women offenders. Policymakers from legislative, executive, and judicial branches of government and agency administrators should find this summary particularly useful. All are encouraged to obtain the full report for a more complete analysis of gender-responsive research and practice.

Approach

To construct a knowledge base that provides a foundation for gender-appropriate policy and practice, project staff reviewed multidisciplinary research literature in a broad range of areas, including health, family violence, substance abuse, mental health, trauma, employment, and education. This literature was analyzed to determine its application to gender responsiveness in criminal justice practices (see sidebar "Defining Gender Responsiveness").

Additional data pertinent to managing women offenders within the criminal justice framework were collected through national focus groups and interviews with experts representing various criminal justice agencies. Project staff conducted more than 40 individual and group interviews with policymakers, managers, line staff, and women offenders in all phases of the criminal justice system throughout the country. Written documents that included official and technical reports concerning women offenders, policies and procedures, and existing academic research were then collected and analyzed. Finally, the Practitioner Advisory Group, representing community corrections, jail, prison, and parole professionals, reviewed multiple drafts of these findings.

Potential Benefits of Gender-Responsive Practice

Study findings indicate that paying attention to the differences in male and female pathways into criminality and their differential responses to custody and supervision can lead to better outcomes for both men and women offenders in institutional and community settings. Policies, programs, and procedures that reflect empirical, gender-based differences can—

Defining Gender Responsiveness

Being gender responsive in the criminal justice system requires an acknowledgment of the realities of women's lives, including the pathways they travel to criminal offending and the relationships that shape their lives. To assist those who work with women in effectively and appropriately responding to this information, Bloom and Covington developed the following definition:

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, B., and Covington, S. (2000). Gendered justice: Programming for women in correctional settings. Paper presented to the American Society of Criminology, San Francisco, CA, p. 11.

- Make the management of women offenders more effective.
- Enable correctional facilities to be more suitably staffed and funded.
- Decrease staff turnover and sexual misconduct.
- Improve program and service delivery.
- Decrease the likelihood of litigation against the criminal justice system.
- Increase the gender appropriateness of services and programs.

National Profile of Women Offenders

A national profile of women offenders reveals they are—

- Disproportionately women of color.
- In their early- to mid-thirties.
- Most likely to have been convicted of a drug-related offense.
- Individuals with fragmented family histories; other family members also may be involved with the criminal justice system.
- Survivors of physical and/or sexual abuse as children and adults.
- Individuals with significant substance abuse problems.
- Individuals with multiple physical and mental health problems.
- Unmarried mothers of minor children.
- Individuals with a high school degree or GED but with limited vocational training and sporadic work histories.

The Foundation for the Principles

To develop guiding principles and strategies, the gender-responsive strategies project reviewed and integrated the characteristics of women offenders, the key elements of criminal justice practice, and theories related to women's lives.

Characteristics of Women in the Criminal Justice System

The significant increase in the number of women under criminal justice supervision has called attention to the status of women in the criminal justice system and to the particular circumstances they encounter. The increasing numbers have also made evident the lack of appropriate policies and procedures for managing women offenders. Women offenders typically have low incomes and are undereducated and unskilled. They have sporadic employment histories and are disproportionately women of color. They are less likely than men to have committed violent offenses and more likely to have been convicted of crimes involving drugs or property. Often, their property offenses are economically driven, motivated by poverty and by the abuse of alcohol and other drugs (see sidebar "National Profile of Women Offenders").

Women Offenders and Criminal Justice Practice

Two key findings emerge from an examination of the state of criminal justice practice regarding women. First, because of the overwhelming number of male offenders, the issues relevant to women are often overshadowed. Second, criminal justice agencies often have difficulty applying to women offenders the policies and procedures that have been designed largely for the male population. Most systems lack a written policy on the management and supervision of women offenders. Further, in focus groups, a number of managers reported resistance to modifying policies to reflect more appropriate and effective responses to the behaviors and characteristics of women under supervision.

Gender differences in behavior, life circumstances, and parental responsibilities have broad implications for almost every aspect of criminal justice practice. The differences between men and women involved with the criminal justice system have been documented in terms of the levels of violence and threats to community safety in their offense patterns, responsibilities for children and other family members, interactions with staff,

and relationships with other offenders while incarcerated or under community supervision.

Women are more vulnerable to staff misconduct and have different programming and service needs, especially in terms of physical and mental health, substance abuse, recovery from trauma, and economic/vocational skills. While all offenders must confront the problems of reentry into the community, many of the obstacles faced by women offenders are specifically related to their status as women. The majority of women in correctional institutions are mothers, and a major consideration for these women is reunification with their children. The obstacles for these women are unique because their requirements for safe housing, economic support, medical services, and other needs must include the ability to take care of their children. These obstacles include system-level characteristics, such as the lack of programs and services designed and targeted for women, women's involvement with multiple human service agencies, and lack of community support for women in general.

In the full report, issues related to gender differences and their effects are described with regard to the following:

Criminal justice processing: Gender differences have been found in all stages of criminal justice processing, including crime definition, reporting, and counting; types of crime; levels of harm; arrest; bail; sentencing; community supervision; incarceration; and reentry into the community.[2] For example, women as a group commit crimes that are less violent than the crimes committed by their male counterparts. The Bureau of Justice Statistics reports that, according to victim accounts, only one of seven violent offenders is female. Drug offenses account for a greater proportion of the imprisonment of women than men, women have fewer acts of violence or major infractions in prison, and children play a more significant role in the lives of incarcerated women than those of men.

Classification and assessment procedures: Most of the classification and assessment instruments in use today were developed and validated for male offenders. Because these instruments were based on the behaviors of a male offender population, they are often unable to accurately assess either the risks or the needs of women offenders and tend to overclassify women, placing them at higher levels of custody or supervision than necessary. Moreover, most instruments do not assess the specific needs of women that are tied to their pathways to offending, specifically the interconnected problems of substance abuse, trauma and victimization, mental illness, relationship difficulties, and low self efficacy.

Women's services and programs: Substance abuse, family violence, and their struggle to support themselves and their children are the main factors that drive women into crime. More often than their male counterparts, women need gender-specific services such as protection from abusive partners, childcare services, access to reliable transportation, and realistic employment opportunities that allow for self-support. In general, research shows an insufficient number of programs for women under any type of supervision that will help them prepare for career-oriented training and address issues common to women offenders such as sexual abuse, victimization through violence, and low self-esteem.

Staffing and training: In terms of staff training, standard training protocols often neglect or minimize information about woman offenders. There is a perception among correctional staff that women offenders are more difficult to work with than their male counterparts. Preparing staff to work with women offenders requires increased knowledge about women that will help staff members develop the constructive attitudes and the interpersonal skills necessary for working with women under correctional supervision.

Staff sexual misconduct: In the past decade, the problems of staff sexual misconduct have received significant attention from the media, the public, and many correctional systems. Most of the published work describes the problem in the institutional setting; however, the problem exists throughout the criminal justice system. Although

the more publicized pattern of misconduct appears to involve male staff with female inmates, it is important to note that female officers have also been involved in serious misconduct. Sexual harassment may retraumatize women with a history of abuse and diminish their ability to heal and engage in programming. Further, standard procedures in correctional settings (e.g., searches, restraints, and the use of isolation) can act as triggers to retraumatize women who have histories of abuse.

Theoretical Perspectives Related to Women's Lives

Gender-responsive principles and strategies are grounded in three intersecting perspectives: the pathways perspective, relational theory and female development, and trauma and addiction theories.

The Pathways Perspective

Research on women's pathways into crime indicates that gender has a significant role in shaping criminality. Women and men enter the criminal justice system via different pathways. Among women, the most common pathways to crime are based on survival of abuse and poverty and substance abuse. Recent research establishes that, because of their gender, females are at greater risk of experiencing sexual abuse, sexual assault, domestic violence, and single-parent status. For example, girls and young women often experience sexual abuse in their homes; in adulthood, women experience abuse in their relationships with significant others. Pathways research has identified key issues in producing and sustaining female criminality, such as histories of personal abuse, mental illness tied to early life experiences, substance abuse and addiction, economic and social marginality, homelessness, and dysfunctional relationships.

Relational Theory and Female Development

Theories that focus on female development, such as the relational model, posit that the primary motivation for women throughout life is the establishment of a strong sense of connection with others. Relational theory developed from an increased understanding of gender differences and, specifically, of the different ways in which women and men develop psychologically. According to relational theory, females develop a sense of self and self-worth when their actions arise out of, and lead back into, connections with others. Therefore, connection, not separation, is the guiding principle of growth for girls and women.

The importance of understanding relational theory is reflected in the recurring themes of relationship and family in the lives of women offenders. Disconnection and violation rather than growth-fostering relationships characterize the childhood experiences of most women in the criminal justice system. Women are far more likely than men to be motivated by relational concerns. For example, women offenders who cite drug abuse as self-medication often discuss personal relationships as the cause of their pain. The relational aspects of addiction are also evident in research indicating that women are more likely than men to turn to drugs in the context of relationships with drug-abusing partners to make themselves feel connected.

A relational context is critical to successfully address the reasons why women commit crimes, the motivations behind their behaviors, how they can change their behavior, and their reintegration into the community.

Trauma and Addiction Theories

Trauma and addiction are interrelated issues in the lives of women offenders. Although they are therapeutically linked, these issues historically have been treated separately. Trauma and addiction theories provide the integration and foundation for gender responsiveness in the criminal justice system. Trauma has been the focus of a number of studies, and various experts have written about the process of trauma recovery.[3] Because the traumatic syndromes have basic features in common, the recovery process also follows a common pathway. A generic definition of addiction as "the chronic neglect of self in favor of something or someone else" is helpful when working with women.[4] Some

women use substances to numb the pain experienced in destructive relationships.[5] Women who abuse substances are also vulnerable targets for violence.

A New Vision: Guiding Principles for a Gender-Responsive Criminal Justice System

NIC's report on gender-responsive strategies documents the need for a new vision for the criminal justice system—one that recognizes the behavioral and social differences between men and women offenders that have specific implications for gender-responsive policy and practice.

Principles and Strategies

Empirically based evidence drawn from a variety of disciplines and effective practice suggests that addressing the realities of women's lives through gender-responsive policy and programs is fundamental to improved outcomes at all criminal justice phases. The following guiding principles are designed to address concerns about the management, supervision, and treatment of women offenders in the criminal justice system. Together with the general strategies (see sidebar "General Strategies for Implementing Guiding Principles"), the guiding principles provide a blueprint for a gender-responsive approach to the development of criminal justice policy.

Guiding Principle 1: Acknowledge That Gender Makes a Difference

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

The Evidence

The differences between women and men are well documented across a variety of disciplines and practices, and evidence increasingly shows that the majority of these differences are due to both social and environmental factors. Although certain basic issues related to health, such as reproduction, are influenced by physiological differences, many of the observed behavior disparities are the result of gender-related differences, such as socialization, gender roles, gender stratification, and gender inequality. The nature and extent of women's criminal behavior and the ways in which they respond to supervision reflect such gender differences, including the following:

- Women and men differ in levels of participation, motivation, and degree of harm caused by their criminal behavior.
- Women's crime rates, with few exceptions, are much lower than men's crime rates.
- Women's crimes tend to be less serious (i.e., less violence, more property- and drug-related offenses) than men's crimes. The gender differential is most pronounced in violent crime, where women's participation is profoundly lower.
- The interrelationship between victimization and offending appears to be more evident in women's lives. Family violence, trauma, and substance abuse contribute to women's criminality and shape their patterns of offending.
- Women respond to community supervision, incarceration, and treatment in ways that differ from those of their male counterparts. Women are less violent while in custody but have higher rates of disciplinary infractions for less serious rule violations. They are influenced by their responsibilities and concerns for

their children, by their relationships with staff, and by their relationships with other offenders.

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

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

The Evidence

Research from the field of psychology, particularly trauma studies, indicates that environment cues behavior. There is now an understanding of what an environment must reflect if it is to affect the biological, psychological, and social consequences of trauma. Because the corrections culture is influenced by punishment and control, it is often in conflict with the culture of treatment. The criminal justice system is based on a control model, whereas treatment is based on a model of behavioral change. These two models must be integrated so that women offenders can experience positive outcomes. This integration should acknowledge the following facts:

- Substance abuse professionals and the literature report that women require a treatment environment that is safe and nurturing. They also require a therapeutic relationship that reflects mutual respect, empathy, and compassion.
- A physically and psychologically safe environment contributes significantly to positive outcomes for women.
- Safety is identified as a key factor in effectively addressing the needs of domestic violence and sexual assault victims.
- Custodial misconduct has been documented in many forms, including verbal degradation, rape, and sexual assault.
- Assessment and classification procedures often do not recognize the lower level of risk to public safety presented by women both in the nature of their offenses and in their behavior while under supervision. This can result in placement of women in higher levels of custody than necessary in correctional institutions and in inappropriate assessments of their risk to the community.
- Women offenders' needs for personal safety and support suggest the importance of safe and sober housing.

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

Understanding the role of relationships in women's lives is fundamental because the theme of connections and relationships threads throughout the lives of women offenders. When the concept of relationship is incorporated into policies, practices, and programs, the effectiveness of the system or agency is enhanced. This concept is critical when addressing the following:

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

- Challenges involved in reentering the community.

The Evidence

Studies of women offenders highlight the importance of relationships and the fact that criminal involvement often develops through relationships with family members, significant others, or friends. This is qualitatively different from the concept of "peer associates," which is often cited as a criminogenic risk factor in assessment instruments. Interventions must acknowledge and reflect the impact of these relationships on women's current and future behavior. Important findings regarding relationships include the following:

- Developing mutual relationships is fundamental to women's identity and sense of worth.
- Women offenders frequently suffer from isolation and alienation created by discrimination, victimization, mental illness, and substance abuse.
- Studies in the substance abuse field indicate that partners, in particular, are an integral part of women's initiation into substance abuse, continuing drug use, and relapse. Partners can also influence the retention of women in treatment programs.
- The majority of women under criminal justice supervision are mothers of dependent children. Many women try to maintain their parenting responsibilities while under community supervision or while in custody, and many plan to reunite with one or more of their children on their release.
- Studies have shown that relationships among women in prison are also important. Women often develop close personal relationships and pseudo families as a way to adjust to prison life. Research on prison staff indicates that correctional personnel often are not prepared to provide appropriate responses to these relationships.

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

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

The Evidence

The salient features that propel women into crime include family violence and battering, substance abuse, and mental health issues. Other considerations include the following:

- Substance abuse studies indicate that trauma, particularly in the form of physical or sexual abuse, is closely associated with substance abuse disorders in women. According to various studies, a lifetime history of trauma is present in approximately 55 to 99 percent of female substance abusers.[6]
- Research shows that women who have been sexually or physically abused as children or adults are more likely to abuse alcohol and other drugs and may suffer from depression, anxiety disorders, and posttraumatic stress disorder.
- Co-occurring disorders complicate substance abuse treatment and recovery. An integrated program concurrently addresses both disorders through assessment, treatment, referral, and coordination.
- Research conducted by the National Institutes of Health indicates that gender differences, as well as race and ethnicity, must be considered in determining appropriate diagnosis, treatment, and prevention of disease.
- Experience in the substance abuse field has shown that treatment programs are better able to engage and retain women clients if programs are culturally targeted.

Guiding Principle 5: Provide Women With Opportunities To Improve Their Socioeconomic Conditions

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

The Evidence

Most women offenders are poor, undereducated, and unskilled. Many have never worked, have sporadic work histories, or have depended on public assistance. Additional factors that affect their socioeconomic conditions include the following:

- Most women offenders are heads of their households. In 1997, nearly 32 percent of all female heads of households lived below the poverty line.
- Research in the field of domestic violence has shown that availability of material and economic necessities—including housing, financial support, educational and vocational training, and job development—is essential to women's ability to establish lives apart from their abusive partners.
- Research on the effectiveness of substance abuse treatment has noted that, without strong material support, women presented with economic demands are more likely to reoffend and discontinue treatment.
- Recent changes in public assistance due to welfare reform (e.g., Temporary Assistance for Needy Families programs created under the Welfare Reform Law of 1996) affect women disproportionately. They negatively affect women's ability to support themselves and their children by making them ineligible for benefits. Even when eligible, women may not be able to apply for benefits until they have been released from custody or community supervision. They cannot gain access to treatment or medical care without Medicaid. Additionally, their convictions may make them ineligible for public housing or Section 8 housing subsidies.

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

Women offenders face specific challenges as they reenter the community from jail or prison. Women on probation also face challenges in their communities. In addition to the stigma of being identified as an offender, they may carry additional burdens, such as single-parent status, decreased economic potential, lack of targeted services and programs, responsibilities to multiple agencies, and a general lack of community support. Navigating through myriad systems that often provide fragmented services and have conflicting requirements can interfere with supervision and successful reintegration. There is a need for wraparound services—that is, a holistic and culturally sensitive plan for each woman that draws on a coordinated range of resources in her community. Types of organizations that should work as partners to assist women who are reentering the community include the following:

- Mental health providers.
- Alcohol and other drug treatment programs.
- Programs for survivors of physical and sexual violence.
- Family service agencies.
- Emergency shelter, food, and financial assistance programs.
- Educational organizations.
- Vocational training and employment services.
- Health care.
- The child welfare system, childcare, and other children's services.
- Transportation.
- Self-help groups.
- Consumer-advocacy groups.
- Organizations that provide leisure and recreation options.

- Faith-based organizations.
- Community service clubs.

The Evidence

Challenges to successful completion of community supervision and reentry for women offenders have been documented in the research literature. These challenges can include housing, transportation, childcare, and employment needs; reunification with children and other family members; peer support; and fragmented community services. There is little coordination among community service systems linking substance abuse, criminal justice, public health, employment, housing, and child welfare. Other considerations for successful reentry and community supervision include the following:

- Studies from such fields as substance abuse and mental health have found that collaborative, community-based programs offering a multidisciplinary approach foster successful outcomes among women. Research has shown that women offenders have a great need for comprehensive, community-based wraparound services. This coordinated or case management approach has been found to work effectively with women because it addresses their multiple treatment needs.
- Substance abuse research shows that an understanding of the interrelationships among the women, the program, and the community is critical to the success of a comprehensive approach.
- Data from woman offender focus groups indicate that failure to meet the following needs puts women at risk for criminal justice involvement: housing, physical and psychological safety, education, job training and opportunities, community-based substance abuse treatment, and economic support. All of these factors—in addition to positive role models and a community response to violence against women—are critical components of a gender-responsive crime prevention program.

Policy Considerations

As agencies and systems examine the impact of their operations, policy-level changes are a primary consideration (see sidebar "Gender-Responsive Policy Elements").

General Strategies for Implementing Guiding Principles

The following general strategies can be applied to implementation of each guiding principle:

Adopt	Adopt each principle as policy on a systemwide and programmatic level.
Support	Provide full support of the administration for adoption and implementation of the gender-responsive principles.
Resources	Evaluate financial and human resources to ensure that implementation and allocation adjustments are adequate to accommodate any new policies and practices.
Training	Provide ongoing training as an essential element in implementing gender-responsive practices.
Oversight	Include oversight of the new policies and practices in management plan development.
Congruence	Conduct routine procedural review to ensure that procedures are adapted, deleted, or written for new policies.
Environment	Conduct ongoing assessment and review of the culture/environment to monitor the attitudes, skills, knowledge, and behavior of administrative, management, and line staff.
Evaluation	Develop an evaluation process to access management, supervision, and services.

Gender-Responsive Policy Elements

Create parity: Develop an understanding of parity or "equal treatment" that stresses the importance of equivalence (of purpose and effort) rather than sameness (in content).

Commit to women's programs: Create an executive-level position and provide appropriate resources, staffing, and training to ensure that women's issues are a priority.

Develop procedures that apply to women offenders: Review existing policies and procedures and develop operating procedures that address the needs of women offenders in such areas as clothing, personal property, hygiene, exercise, recreation, and contact with children and family.

Respond to women's pathways: Develop policies, programs, and services that respond specifically to women's pathways in and out of crime and to the contexts of their lives that support criminal behavior.

Consider community: Develop strong partnerships for community and transitional programs that include housing, training, education, employment, and family support services.

Include children and family: Facilitate the strengthening of family ties, particularly between mothers and their children.

Conclusion: Addressing the Realities of Women's Lives Is the Key to Improved Outcomes

This bulletin documents the importance of understanding and acknowledging differences between men and women offenders and the impact of those differences on the development of gender-responsive policies, practices, and programs in the criminal justice system. Analysis of available data indicates that addressing the realities of women's lives through gender-responsive policy and practice is fundamental to improved outcomes at all phases of the criminal justice system. This review maintains that consideration of women's and men's different pathways into criminality, their differential responses to custody and supervision, and their differing program requirements can result in a criminal justice system that is better equipped to respond to both men and women offenders.

The guiding principles and strategies outlined in the full report and this bulletin are intended to be a blueprint for the development of gender-responsive policy and practice. They can serve as the foundation for improving the ways in which criminal justice agencies manage and supervise women offenders in both institutional and community settings.

Ultimately, commitment and willingness on the part of policymakers and practitioners will be needed to actualize the vision and implement the principles and strategies of a gender-responsive criminal justice system. Reducing women's involvement in the criminal justice system will benefit the women themselves, their communities, and society. Such efforts will develop a more effective criminal justice system and generate positive effects for generations to come.

Notes

1. See Bloom, B., Owen, B., and Covington, S. (2003). *Gender-Responsive Strategies: Research, Practice, and Guiding Principles for Women Offenders.* Washington, DC: National Institute of Corrections. NIC accession no. 018017.

2. Harris, K. (2001). "Women offenders in the community: Differential treatment in the justice process linked to gender." Information session on supervision of women offenders in the

The full text of *Gender-Responsive Strategies: Research, Practice, and Guiding Principles for Women Offenders* may be obtained free of charge from the National Institute of Corrections Information Center. The Information Center can be reached at 800–877–1461. Information on this report and other available documents can be found on NIC's Web site at www.nicic.org.

www.nicic.org

community. Lexington, KY: National Institute of Corrections, Community Corrections Division, Networking Conference.

3. Herman, J. (1992). *Trauma and Recovery.* New York, NY: Harper Collins.

4. Covington, S. (1998b). Women in prison: Approaches in the treatment of our most invisible population. *Women and Therapy Journal* 21(1): 141–155.

5. Covington, S., and Surrey, J. (1997). The relational model of women's psychological development: Implications for substance abuse. In S. Wilsnack and R. Wilsnack (Eds), *Gender and Alcohol: Individual and Social Perspectives* (pp. 335–351). New Brunswick, NJ: Rutgers University Press.

6. See Brown, V., Melchior, L., and Huba, G. (1999). Level of burden among women diagnosed with severe mental illness and substance abuse. *Journal of Psychoactive Drugs* 31(1): 31–40. Browne, A., Miller, B., and Maguin, E. (1999). Prevalence and severity of lifetime physical and sexual victimization among incarcerated women. *International Journal of Law and Psychiatry* 22(3–4): 301–322. Najavits, L.M., Weiss, R.D., and Shaw, S.R. (1997). The link between substance abuse and post-traumatic stress disorder in women: A research review. *American Journal on Addictions* 6(4): 273–283. Owen, B., and Bloom, B. (1995). Profiling women prisoners: Findings from national survey and California sample. *The Prison Journal* 75(2): 165–185. Teplin, L.A., Abram, K.M., and McClelland, G.M. (1996). Prevalence of psychiatric disorders among incarcerated women. *Archives of General Psychiatry* 53(6): 505–512.

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APPENDIX II:
Characteristics of Women in the Criminal Justice System
Roxanne Humenik, MSW, LICSW
(2004)

- In 2001, female offenders under supervision numbered more than one million (National Institute of Corrections, 2002).
- Women comprised 17 percent of the total number of offenders on supervision or one in every six offenders (National Institute of Corrections, 2002).
- Eighty-five percent of these women are under community supervision (National Institute of Corrections, 2002).
- From 1990 to 2000, the number of women under correctional supervision increased 81 percent compared to a 45 percent increase for men. This significant increase has called attention to the status of women in the CJS and to the particular circumstances that bring them to the system (National Institute of Corrections, 2002).
- Research has established that female offenders differ from males regarding specific characteristics and their pathways to crime (Belknap, 1996).
- Women face life circumstances that tend to be specific to their gender, such as sexual abuse, sexual assault, domestic violence, and the responsibility of being the primary caregiver for dependent children (NIC, 2002).
- Women involved in the criminal justice system thus represent a population marginalized by race, class and gender (Bloom, 1996).

Single Mothers

- Female offenders are more likely to be the primary caretakers of children at time of their arrest (National Institute of Corrections, 2002).
- Two thirds of the women incarcerated in the United States have children under the age of 18 (National Institute of Corrections, 2002).

Histories of Trauma

- The Bureau of Justice Statistics (1999) found a dramatic gender difference: 40 percent of women versus 9 percent of men reported being abused at some point in their life.
- One study on female prisoners found that 80 percent had experienced some form of abuse prior to incarceration. Twenty-nine reported being physically abused as children and 60 percent were physically abused as adults. Thirty-one percent experienced sexual abuse as

children and 23 percent as adults. Forty percent reported that they were emotionally abused as children and 48 percent as adults (Owen & Bloom, 1995).

- Women's substance abuse has been shown to be highly correlated with physical and sexual abuse (Bremmer, Southwick, Darnell & Charney, 1996).

Substance Abuse

- Up to 80 percent of women offenders in some state prison systems now have sever, long-standing substance abuse problems (CSAT, 1997).

- Female offenders suffer from substance abuse problems at a rate of 10 to 4 compared to the general population (CSAY, 1997).
- Nearly one in three women serving time in state prisons reported committing the offense to obtain money to support a drug habit. About half described themselves as daily users (BJS, 1999).

- The "War on Drugs" has translated to the "War on Women" arrest rates between 1985 & 1994 have increased 100 percent for women compared to 53 percent for men (Chesney-Lind, 1997).

APPENDIX III:
Gender-Responsive Programming for Female Offenders

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Gender Responsive programming is "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 women participants." (Bloom & Covington, 1998)

A parity statute was passed in Minnesota in 1981 that states:

> MS 241.70m subd. 1: Adult women charged with or convicted of crimes and juvenile females charged with an offense that would be a crime if committed as an adult or adjudicated delinquent, shall be provided a range and quality of programming substantially equivalent to programming offered male persons charged with or convicted of crimes or delinquencies. Programs for female offenders shall be based on the special needs of the female offenders.

The Minnesota Planning for Female Offender Unit (PFO), the Advisory Task Force on the Female Offender and the Interagency Adolescent Female Subcommittee (IAFS) of the Minnesota Department of Corrections Advisory Task Force on Female Offenders spent time dedicated to promoting and advocating for gender and culturally-responsive services for girls and women in the criminal and juvenile justice systems. They recognize the racial and gender disparities within the criminal justice system and advise correctional administrators and direct service staff to intentionally address these disparities in the delivery of services.

Acknowledging Gender Differences: One of the essential issues in targeting services for female offenders is to acknowledge gender differences. To say we do not have biases or act on stereotypes is to deny our innate tendencies as humans. Remaining "gender-neutral" would be more accurate to say "male-orientated" (Covington, 2002). Gender differences are determined by society and socially constructed. Therefore, we are doing a tremendous disservice by not acknowledging gender differences in the criminal justice system as gender directly relates to the reality of women's lives: e.g. primary caretakers of children and likely to have distinctive physical and mental health needs (Bloom, Covington & Owen, 2003). Gender differences are most apparent when we look at offenders' pathways into crime.

Women's Pathways to Crime: For the most part, theory and research on criminality has focused on crimes perpetrated by males, with male offenders viewed as the norm. Hence, correctional programming for women has been based on profiles of male criminality. Research has shown that women's pathways into crime have "profound differences" from men's (Steffensmeier & Allen, 1998). Among women, the most common pathways into crime are based on survival from abuse and poverty and substance abuse. Pollock (1998) notes that women offenders have histories of sexual and/or physical abuse that appear to be precursors to

subsequent delinquency, addiction and criminality. The link between female criminal behavior and drug use is very strong, with research indicating that women who use drugs are more likely to be involved in crime (Pollock, 1998). Eighty percent of women in state prisons have substance abuse problems (Center for Substance Abuse Treatment, 1999).

Approximately 75 percent of women who have serious mental illness also have a co-occurring substance abuse problem and about one in four of all women in state prisons are receiving medication for psychological disorders (Bloom, Covington & Owen, 2003). Abusive families and battering relationships are also prevalent in the lives of female offenders (Chesney-Lind, 1997). In such situations, prostitution, property crime and drug use become a way of life and not surprisingly, addiction, abuse, economic vulnerability and severed social relations often result in homelessness. To note the importance of relationships as another pathway into crime for female offenders and the criminal involvement that often results from these relationships with family members, significant others or friends (Chesney-Lind, 1997). The importance of pathways into crime and women's personal histories have significant implications for targeting interventions. As corrections staff, we need to consider them to address the impact on women's current and future behavior.

Relational Theory of Psychosocial Development: The relational theory of psychosocial development is crucial in order to develop effective services and to avoid re-creating, in correctional settings, the same kinds of growth-hindering and/or violating relationships that women experience in society at large (Covington, 2002). Relational theory is one developmental theory stemming from research that challenges the assumption that a person develops in his or her early life by separating and individuating in a process leading to maturity, at which point he or she will be equipped for intimacy. Jean Miller (1990) established the Stone Center in 1981 to examine the qualities of relationships that foster growth and development. According to this model, such connections are so crucial that many of women's psychological problems can indeed be traced to disconnections or violations within their family, personal or societal relationships. "Females are far more likely than males to be motivated by relational concerns…situational pressures such as threatened loss of valued relationships play a greater role in female offending" (Steffensmeier & Allen, 1998, p. 16). The culture of corrections is often in conflict with the culture of treatment. One way to alter corrections aspect of treatment is to apply relational theory on a system-wide basis. If women are to grow and change, they must be involved in programs and environments that foster relationships and mutuality; specifically healthy relationships with staff and with one another (Miller, 1990)

Importance of Evidence-Based Practices and Wrap-Around Services: The importance of "Evidence Based Practices" in working female offenders begins with the assessment of actuarial risks and needs. Under current risk/needs assessment models, correctional programming is focused on criminogenic risks and needs that are directly related to recidivism and that interventions should be concentrated on those offenders who represent the greatest risk (Andres, Bonta & Hoge, 1990). Certain academics have raised concerns about the reliability and validity

of risk assessment instruments as these relate to women and to people of color (Hannah-Moffat, 2000). "Classification systems that prioritize risk often give limited consideration to needs. When needs are considered in the context of risk, they are often redefined as risk factors that must be addressed (Hannah-Moffat, 2000).

Successful programming for female offenders clearly needs a holistic and culturally sensitive plan that draws on "wrap-around services" which is a coordinated continuum of services located within a community.

As Jacobs notes: "Working with women in the criminal justice system requires ways of working more effectively with the many other human service systems that are involved in their lives" (Jacobs, 2001, p. 41). The types of organizations that must work as partners to assist women's re-entry into the community include mental health systems, alcohol and other drug programs, programs for survivors of family and sexual violence, family service agencies, emergency shelters, food and financial assistance programs, education, vocational and employment services, health care services, the child welfare system, transportation, child care, children's services, educational organizations, self-help groups, organizations concerned with subgroups of women, consumer advocacy groups, organizations that provide leisure options, faith-based organizations and community service clubs (Jacobs, 2001).

Effective programming for female offenders needs to be responsive and supportive in terms of gender and culture. Service providers need to focus on women's strengths and they need to recognize that a woman cannot be treated successfully in isolation from her social support network (Covington, 2002). A gender-responsive approach includes services that in content and in context (i.e. structure and environment) are comprehensive and relate to the reality of women's lives. While the over-arching standard for gender-responsive practice is to do no harm, the specific guidelines that follow can be used in the development of services in both institutional and community-based settings (Bloom & Covington, 1998):

1. The theoretical perspectives used consider women's particular pathways into the criminal justice system, fit their psychological and social needs and reflect their actual lives (e.g. relational theory, trauma theory).
2. Treatment and services are based on women's competencies and strengths and promote self-reliance.
3. Programs use a variety of interventions – behavioral, cognitive, affective/dynamic and systems perspectives – in order to fully address women's needs.
4. Homogeneous groups are used, especially for primary treatment (e.g. trauma, substance abuse).
5. Services/treatment address women's practical needs, such as housing, transportation, childcare and vocational training and job placement.

6. Participants receive opportunities to develop skills in a range of educational and vocational (including non-traditional) areas.
7. Staff members reflect the client population in terms of gender, race/ethnicity, sexual orientation, language (bilingual) and ex-offender and recovery status.
8. Female role models and mentors are provided who reflect the racial/ethnic/cultural backgrounds of the clients.
9. Cultural awareness and sensitivity are promoted using the resources and strengths available in various communities.
10. Gender-responsive assessment tools and individualized treatment plans are utilized, with appropriate treatment matched to each client's identified needs and assets.
11. Programs emphasize parenting education, child development and relationships/reunification with children (if relevant).
12. The environment is child friendly, with age-appropriate activities designed for children.
13. Transitional programs are included as part of gender-responsive practices, with a particular focus on building long-term community support networks for women.

More remarkable are the women themselves, who are the true experts in understanding what works for them. Galbraith (1998) interviewed women who had successfully transitioned from correctional settings to their communities. These women said that what had really helped them do this were: relationships with people who cared and listened, and who could be trusted; relationships with other women who were supportive and who were role models; proper assessment/classification; well-trained staff, especially female staff; proper medication; job training, education, substance abuse and mental health treatment, parenting programs; inmate-centered programs; efforts to reduce trauma and re-victimization through alternatives to seclusion and restraint; financial resources; and safe environments.

To summarize, the reasons why the majority of criminal justice programming is still based on the male experience are complex, and the primary barriers to providing gender-responsive treatment are multi-layered. These barriers are theoretical, administrative and structural, involving policy and funding decisions. There are, therefore, many of us in a diversity of professions who play a role within the continuum of care for women in the criminal justice system and who can do more (Covington, 2002).

APPENDIX IV:
"Why Case Plans"
Eric D. Johnson, Supervisor
Carver County Court Services
(November 2005)

It took me a while to accept it, but simply enforcing court orders has not and will not reduce recidivism or change behavior. I think I recall that probation alone, with sanctions of course, makes about an 8% difference overall on recidivism. This includes the lower risk people who probably wouldn't have gotten in trouble again regardless of the court response.

There are many advantages of case planning, as opposed to simple enforcement of a court order:

1. Target criminogenic needs areas.
2. Provide format for more focused probation appointments.
3. Staff motivation, as they may feel as though they are agents of change.
4. Provides an opportunity for probation officers to reward successes of clients as opposed to just "hammering home" probation conditions.

As a supervisor, I've seen some reluctance to case planning by some very energetic and excellent probation officers. However, when they actually sit down and create a case plan with a client and actually see the successes, they are better probation officers, period.

APPENDIX V:
Excerpt from
Training in Case Planning
(St. John's University - June 7, 2001)

Presenters: Jane Johncox, Dakota County Community Corrections & Sandi Sostak, Stearns County Community Corrections

Case Plans

- Explain to the agent what are the agency's beliefs
- Are the glue that holds together the mission, values, research, and expected outcomes
- Build strengths to increase resiliency and add protective factors that prevent future crime
- Improve public safety by reducing risk and recidivism

Case plans provide a social-ecological approach. Individuals are viewed as growing entities that actively restructure in their environment (people are able to change). The environment (family, friends, associates, neighbors, communities) also influence the individual, resulting in mutual accommodation. Behavior is influenced by settings and persons who do not come in direct contact with the individual.

APPENDIX VI:
Excerpts from
Minnesota Department of Corrections
8 Point Plan
(January 2001)

CASE PLANS

Description: The use of case plans ensures that the case manager channels a sundry of information and diverse mission objectives into a purposeful interaction. The plans target the purpose of supervision and hold the offender, staff, and service provider accountable. To be effective, the plan should be written, time and goal driven, realistic, and dynamic in nature.

Recommended Practices: Each high-risk offender should have a case plan completed on him/her, incorporating the core supervision objectives and conducted through motivational interviewing techniques.

Claim Statement: A case plan that is developed with the offender through motivational interviewing techniques, is clear, and has realistic goals attached to criminogenic and restorative goals will produce better outcomes when compared to traditional supervision techniques.

Research Validation: Just as an agency improves outcomes when it is clear what its objectives are and how those objectives are best measured (Boone, 1993), case workers can improve supervision outcomes by increasing offender buy-in through motivational interviewing (Miller & Rollnick, 1991) and written case plans.

RESTORATIVE JUSTICE

Description: An intervention is deemed to be restorative when it answers the questions of what was the harm, what is needed to repair the harm, and who is responsible for the repair. It focuses on the needs of the three stakeholders (community, victim, and offender) and gives all parties affected by the crime the opportunity for input. The offender is held accountable by understanding the harm and "making things right" to the degree possible.

Recommended Practices: Restorative justice techniques should be made available in all appropriate cases.

Claim Statement: When all affected parties are given the opportunity for meaningful involvement, the offender is held responsible to make amends and the community accepts its responsibility to address crime, then fear is reduced, satisfaction increases, and justice outcomes are improved.

Research Validation: When restitution is paid in full, victim and offender satisfaction is increased and fear is reduced (Smith et al. 1989). Mediation increases levels of victim satisfaction, increases likelihood of restitution payment, and fear is reduced (Umbreit and Coates, 1992).

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