



2014-2015 SANTA CLARA COUNTY CIVIL GRAND JURY REPORT

THE PUBLIC IS UNDERSERVED: EDUCATIONAL & VOCATIONAL NEEDS FOR WOMEN INMATES AT ELMWOOD

Summary

The issue of female inmates' access to the educational and vocational programs at the Elmwood Correctional Facility (Elmwood) has been addressed by previous Santa Clara County (County) Civil Grand Juries.¹ The 2014-2015 Santa Clara County Civil Grand Jury (Grand Jury) revisited the issue of programs available to women at Elmwood and addressed the following questions:

- Does inmate participation in educational and vocational programs result in a reduction in recidivism and a corresponding reduction in costs to the community?
- Is there a disparity between access to the educational and vocational programs available to male inmates and those available to female inmates in the County?
- What are the barriers, if any, to providing women inmates in the County with access to educational and vocational programs and can such barriers be overcome?

The Grand Jury found that inmate participation in educational and/or vocational programs reduces recidivism and re-incarceration costs. According to one study, for every dollar invested in prison education there may be a four or five dollar reduction in prison re-incarceration costs during the first three years after release of the inmate.² Because that study focused on prison populations, rather than jail populations, it may not accurately reflect the savings applicable to jail populations such as Elmwood.

¹ See, 2004-2005 Grand Jury Report, "Gender Gap in Vocational Training at Elmwood," (Gender Gap Report); see also, 2011-2012 Grand Jury Report, "Custody or Rehabilitation? The County's Approach to Women Inmates at Elmwood," (Custody or Rehabilitation Report).

² "Evaluating the Effectiveness of Correctional Education—A Meta-Analysis of Programs That Provide Education to Incarcerated Adults," sponsored by the Bureau of Justice Assistance, U.S. Department of Justice (2013) (Rand Study) at xviii.

California county jails, however, now house inmates convicted of non-serious, non-violent, or non-sex offenses that formerly would have been sent to State prisons.³

Investigating whether women inmates at Elmwood have sufficient access to educational and vocational programs, the Grand Jury found that women inmates face barriers to achieving access to such programs, including:

- The initial over-classification of the security risk of some female inmates,
- A delay in responding to inmate requests for reclassification,
- The design of women's housing units prevent educational opportunities for some women inmates,
- The failure of those charged with providing educational and vocational programs to work together to maximize women's access to programs,
- The limited number of vocational programs available to women inmates, and
- The failure to maintain a waiting list for educational and vocational programs.

The Grand Jury found that the Santa Clara County Department of Correction (DOC) should find means of expanding women inmates' access to educational and vocational programs by:

- Instituting gender responsive training to County jail personnel in order to reduce bias in assigning initial security classifications,
- Responding to women's requests for reclassification in a timely manner,
- Providing access to educational and/or vocational training to all women inmates, regardless of their classification and resultant housing,
- Requiring frequent interaction between the unit responsible for educational programs and the unit responsible for women's vocational training, in order to coordinate and maximize women's access to programs,
- Expanding the vocational offerings to all women inmates, enhancing their opportunities for post-release employment, and

³ See, California Assembly Bill (AB) 109 and AB 117.

- Maintaining statistics as to the number of women waiting to participate in programs in order to evaluate whether more classrooms and instructors are needed.

Background

Previous Grand Jury Reports

The 2004-2005 Santa Clara County Civil Grand Jury found that women inmates did not have sufficient access to vocational programs. It found that female inmates were not given the opportunity to participate in almost 90 percent of the vocational classes offered to male inmates.⁴ Seven years later, the 2011-2012 Santa Clara County Civil Grand Jury found that educational classroom space for women was limited to a small number of the female population. It recommended that the budget of the DOC be re-evaluated to determine the value of reallocating or increasing funding to provide more programs to a larger population of women at Elmwood.⁵

The Sheriff and the DOC responded to the 2011-2012 Civil Grand Jury Report stating that although additional funds would increase the ability to offer programs to all inmates, the programs offered to women were constricted by concerns related to classification and segregation needs, as well as facility space requirements.⁶

The Rand Study: The Impact of Educational and Vocational Training on Inmates

The 2011-2012 Grand Jury recommended that funding to Elmwood should be re-evaluated with respect to providing more educational programs to women inmates. A national study by The Rand Corporation (Rand),⁷ released in 2013, supported the 2011-2012 Grand Jury's assessment, finding that educational programs for prison inmates had positive benefits.

Rand received a grant from the United States Department of Justice to undertake a comprehensive examination of the effectiveness of correctional education programs in reducing recidivism and improving outcomes for incarcerated adults within United States prisons. Rand selected from more than 50 studies, released between 1980 and 2011, only those that it judged to be higher quality research studies. Selected were only those studies which well-executed, randomized, and controlled trials with low attrition or a quasi-experimental designed studies with very similar treatment and comparison groups.⁸ In 2013, Rand issued its final report which concluded:

⁴ Gender Gap Report, Finding 1.

⁵ Custody or Rehabilitation Report, Finding 2.

⁶ Office of the Sheriff/Department of Correction Response to the 2011-2012 Custody or Rehabilitation Report, August 27, 2012, Response to Recommendation 2A.

⁷ The Rand Corporation is a nonprofit institution, the goal of which is to help improve policy and decision making through research and analysis. <http://www.rand.org/about/history.html>.

⁸ Rand Study at 19.

- Inmates who participated in correctional education programs had 43 percent lower odds of recidivating than those inmates who did not.
- The odds of obtaining post-release employment among inmates who participated in academic or vocational programs were 13 percent points higher than the odds for those who had not participated.
- For every dollar invested in prison education, there is a four or five dollar reduction in reincarceration cost during the first three years after release.⁹

Elmwood's History

Elmwood was originally established as an all-male correctional facility run by the Sheriff. In 1964, women inmates began to be housed in the northeast portion of Elmwood. In the 1980's, the County Board of Supervisors (Board) reviewed several issues of finance and management of the County jails and decided that the jails would be better served if they were managed by a department other than the Sheriff.

The Board proposed the creation of a department of correction to manage the jails, believing that overhead costs would be lower and the care of inmates would be improved. This proposal was approved by County voters. Thus, the DOC was formed and began to run the County's penal facilities. Thereafter, because of an amendment to State law,¹⁰ the County was required to return management of the County's jail facilities to the Sheriff. Elmwood's staff is now composed of both DOC officers and County deputy sheriffs.

Elmwood's Physical Layout

As of September 2014, the County was housing slightly over 4,000 inmates: approximately 1,300 men at the Santa Clara County Main Jail Complex (Main Jail) in San Jose, and 2,700 men and women at Elmwood in Milpitas.¹¹ At Elmwood, about 2,200 men were housed in the Elmwood Men's Correctional Complex (Men's Facility) and 500 women in the adjoining Elmwood Complex Women's Facility (Women's Facility). The two Elmwood facilities are separated by fencing and the Men's Facility is correspondingly larger than the Women's Facility. See Appendix A for layout of the Elmwood facility.

The floor plans of the housing structures of the Men's Facility and the Women's Facility are different. Men, for the most part, are housed in living areas surrounding a central

⁹ Id. at xvi-xviii

¹⁰Government Code § 26605. "[T]he sheriff shall take charge of and be the sole and exclusive authority to keep the county jail and the prisoners"

¹¹ Department of Correction, Daily Population Statistics, September 3, 2014 (September 2014 Daily Population Report).

open area where educational classes can be conducted. This alleviates the need to transfer men from their housing area to a separate class area. In contrast, women are generally housed in dormitories without in-house access to where educational or vocational programs can be held. This necessitates more staff to secure the transfer of women inmates from their living areas to any of the four external classrooms.

Inmate Security Classifications

All arrestees are initially processed at the Main Jail. Those who are not released on their own recognizance are interviewed by jail personnel and given a security classification before they are admitted to County jails. Classification levels are: minimum (Level 1), medium (Level 2), high medium (Level 3), and maximum (Level 4). An inmate's classification level is based upon the interviewer's analysis of the interviewee's response to a formulated set of questions, past performance, inmate safety, and the safety of others. The DOC booking classification questions includes: a review of medical/mental health issues, a criminal history, prior incarcerated security history, and an interview. Assignment to a classification represents the arrestee's risk and needs. See Appendix B for a complete list of considerations.

Once assigned a classification level, inmates are transferred to a housing unit with similarly classified inmates. Security is tightened as the level of classification increases from Level 1 to Level 4. With the exception of those with serious medical or mental health issues, all women are transferred to the Women's Facility at Elmwood and housed according to their security classification. If space is not available at the assigned classification, the women are housed at a more secure classification.

Educational Programs Available to County Inmates

The County offers eighteen (18) educational programs to inmates under the direction of the DOC Support Services Unit. See Appendix C for a listing of programs. For more than 25 years, classes have been provided by the Adult Education Division of the Milpitas Unified School District (MAE) which receives funding from the State based upon the average daily student attendance. Although the programs have different names due to their location in different housing units, the content is essentially the same. The Level 3 and Level 4 inmates have only one program option. It is Roadmap to Recovery, a journaling program undertaken in an inmate's living quarters. Each of the other seventeen (17) educational programs consists of a 60-day program that includes behavior modification and reentry preparation.¹² Because the average length of stay at County jails is less than six months, the programs run continuously and an inmate may join a program at any point if eligible to do so. See Appendix D for an example of the DOC Daily Population Report.

¹²"Inmate Programs, Performance Measures Report, Fiscal Year 2014-2015," Office of the Sheriff/Department of Correction.

Each of the 18 educational programs has the capacity to accommodate approximately 60 inmates per class. Except for the Roadmap to Recovery program, the programs each include a “core” class that consists of five topics: substance abuse, criminal thinking, relationships, conflict resolution and anger management, and reentry preparation and job readiness. Added to the core program are elective classes that vary depending upon the selection by the inmate. The electives include: General Educational Development (GED) preparation,¹³ trauma recovery, and parenting classes.

Vocational Training Programs Available to Male and Female Inmates

Elmwood Vocational Training Programs		
Vocational Program	Male	Female
Landscaping	Y	Y
ServSafe	Y	Y
Food Service	Y	
Computer Training	Y	Y
Business		Y
Embroidery/Silk Screening		Y
Welding	Y	
Upholstery	Y	
Engraving	Y	
Woodshop	Y	

Vocational programs available to women include: landscaping, ServSafe (a program related to food service), computer training, business, and digital embroidery and silk screening. Additionally, women work in the laundry department, washing, folding, and packaging cleaned clothing for both the male and female inmate distribution. Other women are engaged in mending inmate clothing.

Vocational programs available to men include: landscaping, ServSafe, computer training, welding, woodshop, upholstery, engraving, and food service. The food service program utilizes an industrial kitchen that provides meals to all inmates within the Main Jail and Elmwood. It is staffed 24 hours a day by contractors and male inmates.

¹³ California has approved the use of the GED high school equivalency tests for the purpose of receiving a California High School Equivalency Certificate.

Because of security concerns regarding mixing men and women inmates, women are not permitted access to this potentially valuable vocational training experience.

Methodology

The Grand Jury toured the Main Jail and Elmwood Men's and Women's Facility. The jury also visited the County Re-Entry Resource Center. The Grand Jury interviewed members of the Sheriff's Office, members of the DOC, and individuals who provide oversight and other services to Elmwood. The Grand Jury also reviewed relevant studies and pertinent documents in reaching its findings.¹⁴

Discussion

The Impact of Educational and Vocational Training on County Inmates

In 2010, the Santa Clara County DOC initiated a study conducted by Huskey and Associates to measure the effectiveness of its educational and vocational programs in Santa Clara County jails and to document recidivism of inmates who participated in the programs as compared to the outcomes of a comparison group of inmates who did not. The resultant 2012 "Recidivism Study of the Santa Clara County Department of Correction's Inmate Programs, Final Report," found that individuals who participated in educational or vocational programs were significantly less likely to be re-arrested or re-convicted at 6, 12, and 24 months after release compared to similar individuals who did not participate in such programs.¹⁵

Moreover, the Huskey Report found that the greatest effect of participation in programs occurred in medium and high-risk inmates, while the least effect occurred in low-risk inmates.¹⁶ The Huskey Report defined inmates that were at a high-risk of future recidivism as those that met certain criteria *unrelated to their security classification*, criteria that included age at time of incarceration, gang membership, a previous drug offense, a prior arrest, and prior probation violations.¹⁷ The Huskey Report confirmed that access to educational and/or vocational training within the County penal system is potentially beneficial for all incarcerated adults.

Educational Programs

The Grand Jury has determined that the prime factor that limits a woman's eligibility to participate in programs is her security classification level. As of September 14, 2014, there were 178 women classified as minimum security risks (Level 1), 332 classified as

¹⁴ Studies and documents reviewed are listed in Appendix E.

¹⁵ "Recidivism Study of the Santa Clara County Department of Correction's Inmate Programs, Final Report," submitted by Huskey & Associates in association with University of Cincinnati Center for Criminal Justice Research (2012) (Huskey Report) at 28.

¹⁶ *Id.* at 11.

¹⁷ *Ibid.*

medium and high medium security risks (Levels 2 and 3), and 167 classified as maximum security risks (Level 4).¹⁸ The following summarizes which educational programs are available to women inmates.

- Only Level 1 women are eligible to attend the Re-Entry Correction Program (RCP). This program includes evidence-based behavior correction modules and access to a General Education Degree (GED) elective. Of Level 1 women, only 58 participated in RCP during the first half of fiscal year (FY) 2014-15.¹⁹ Unfortunately, the DOC does not keep statistics as to the number of women, if any, that may wish to participate in RCP but are unable to do so because of classroom space.
- Level 2 women may attend a program entitled Women Investigating New Gates to Sobriety (W.I.N.G.S). This program is similar to the RCP program which Level 2 women cannot attend because of security concerns related to mixing different security classifications of inmates. Of Level 2 women, approximately 39 participated in W.I.N.G.S. during the months from July through January (first half of FY 2014-15). The DOC also does not maintain a waiting list for women wishing to participate in W.I.N.G.S.
- Level 3 and Level 4 women have only one program available to them, Roadmap to Recovery. This program involves women writing journal entries which are periodically reviewed by rehabilitation officers.²⁰ The writing takes place in the inmate's living quarters. In the first half of FY 2014-15, the average number of women inmates participating in this program was 19.

The Grand Jury believes that providing Level 3 and Level 4 women with educational instruction is important and should be a priority for the Sheriff and the DOC. Therefore, consideration should be given to providing them with instruction through other means, e.g. written work, video conferencing, or by having an instructor conduct educational classes within a cordoned off area of Level 3 and Level 4 dormitories.

Tracking the Waiting List for Educational Programs

As described in the County sponsored Inmate Welfare Fund Audit Report of in December 2014, with respect to educational and vocational programs, the DOC do not track the number of inmates who “both want to participate and are eligible

¹⁸ Elmwood Daily Population Report, September 2014.

¹⁹ “Santa Clara County, Office of the Sheriff/Department of Correction, Inmate Programs, Performance Measures Report, Fiscal Year 2014-2015” at 75

²⁰ Rehabilitation officers are case managers, each tasked with assisting approximately 45 women in the low-risk housing units. They have limited interaction with higher risk inmates other than reviewing journal entries.

to participate.”²¹ The Grand Jury could not confirm how many women inmates are waiting for openings in educational classes and whether or not classes are limited by the number of eligible enrollees allowed or by the availability of classrooms. Because of the DOC’s failure to maintain a waiting list for educational programs, it is not possible to determine whether additional classroom space and teachers are needed.

Vocational Programs

Vocational programs that are available to women include landscaping, ServSafe, computer training, business skills, and digital embroidery/silk screening. These programs are available to only a small number of Level 1 women inmates and are limited in their applicability to post-release employment. The digital embroidery/silk screening program is also limited by the availability of only a single embroidery machine.

- The women’s landscaping program accommodates fewer than fifteen (15) inmates and requires a correctional officer to supervise the participants. It educates female inmates as to the needs of different plants and provides them with an opportunity to employ that knowledge by landscaping the grounds of the Women’s Facility.
- The embroidery/silk screening class has space for less than 10 inmates. The program consists of three classes: computer training, business skills, and embroidery/silk screening. The classes are taught by Milpitas Adult Education. Computer training is utilized for the business class, and the business class is designed as a part of the embroidery/silk screening class. Due to the lack of wait list information from the Office of the Sheriff’s Elmwood Custody staff, the Grand Jury could not determine how many female inmates have completed the first two classes and were now waiting for an opening in the embroidery/silk screening class.

Additionally, Level 1 women inmates can work in the laundry department, washing, folding, and packaging cleaned clothing for distribution or mending inmate clothing.

In contrast, male inmates have seven vocational programs—landscaping, ServSafe, computer training, welding, woodshop, upholstery, and engraving at Elmwood. As of September 2014, there were approximately 630 men classified as Level 1 who were eligible to participate in these vocational programs.

²¹ SCC Board of Supervisors Management Audit of the Inmate Welfare Fund, Dec 31, 2014, pg 15.

Barriers to Women's Access to Educational and Vocational Programs

The "Inmate Orientation and Rulebook" is given to incoming inmates and reads: "You have the right to participate in education, vocational training and work, as available, based on your classification, housing, interests, needs, and abilities."²²

The Security Classification System

The Grand Jury was told that there is a shortage of staff at Elmwood to transport inmates to and from classrooms and there are also security concerns related to mixing inmates of different security levels.

In 2014, the County Board selected MGT of America (MGT) to conduct a DOC needs assessment/facility study (MGT Report).²³ In one section of its report, MGT found that 20 percent of those inmates identified as maximum custody are classified that way due to their criminal offense and not their behavior in jail.²⁴ MGT of America noted that "at least one-half of these offenders could be reduced from a maximum security level to a high-medium or medium custody level."²⁵ The MGT Report also noted: "Custody classification systems work best when objective data are used to determine offender risk level *while using scoring systems unique to each gender* [emphasis added]."²⁶

A 2008 study by the County's Office of Women's Policy, "Breaking Cycles, Rebuilding Lives, Gender Analysis of Programs and Services for Incarcerated Women in Santa Clara County" (Breaking Cycles Report) noted: "Although, incarcerated women rarely attempt escape and exhibit little or no violent behavior while incarcerated, jail administrators often perceive women to be more difficult to manage than men."²⁷ Within the Breaking Cycles Report, the section "Factors That Impact Effectiveness of Programs and Services" contains this summation:

[T]he data indicates that incarcerated women have different backgrounds than incarcerated men, are incarcerated for different crimes, behave differently once incarcerated, and have different needs before, during, and after incarceration. Women's criminal justice facilities, however, are usually managed based on policies and procedures developed for the management of male offenders. Increasingly, jurisdictions are recognizing the differences between women and men offenders and correspondingly

²² Inmate Orientation and Rulebook, Elmwood and Main Jail Complex, revised June 2011, at 4 (emphasis added).

²³ "Final Report, Department of Correction Needs Assessment/Facilities Study," MGT of America (2014)

²⁴ MGT Report at 6.

²⁵ Ibid.

²⁶ MGT Report at 9 (emphasis added).

²⁷ "Breaking Cycles, Rebuilding Lives, Gender Analysis of Programs and Services for Incarcerated Women in Santa Clara County," Santa Clara County Department of Correction, Commission on the Status of Women, and the Office of Women's Policy (2008) at 45.

changing the way they manage, supervise, and treat women offenders, implementing a gender-responsive approach to the incarceration of women.²⁸

The Grand Jury was told by Elmwood staff and other agencies that monitor the jails on behalf of the County that, because of gender differences, women are more likely than men to be assigned a higher security classification than they warrant. Staff members and women inmates also told the Grand Jury that requests to lower an initial security classification are rarely granted.

The Sheriff and the DOC stated in their response to the 2011-2012 Grand Jury report²⁹ that they are committed to revisiting the method of determining the appropriate security classification for inmates so as to ensure that they are not over-classified and placed in more restrictive housing units. Although the DOC installed a new Correctional Assessment and Intervention System (CAIS), whether the CAIS tool is successful in addressing the differences between how men and women respond to incarceration after arrest is not clear. The effectiveness of CAIS needs to be reassessed by the DOC. If women inmates are over-classified, then this significantly impacts their eligibility to participate in educational and vocational programs.

The Grand Jury reviewed national prison studies that describe how gender responsive training is used to improve custody staff sensitivity and a better understanding of women inmates. This view was also reinforced by comments from Elmwood female inmates and volunteer jail monitors. Additional training for officers assigned to inmate classification could help reduce the bias in the initial security classification of women and any subsequent reassessment of the security classifications of women.

Reclassification Procedures

The 2014 Inmate Welfare Fund Audit (Audit) found that inmates, both male and female, have used the Inmate Request Form to request a lowering of their security classification and to be rehoused to an area of the jails where education programs are offered.³⁰ The Audit inspected 138 reclassification requests made in one week of August 2014 and found that about 27 percent of the requests were eligible for rehousing and should have been placed on a waiting list. The Audit found, however, that the DOC Support Services Division did not track how many and how long inmates waited to receive a response to their requests for reclassification. The Audit did not break out the number of men versus women waiting to be reclassified and rehoused. Additionally, the Grand Jury was told by female inmates and staff that requests for reclassification were not answered in a timely fashion and were seemingly ignored.

²⁸ Id at 46.

²⁹ County Response to Grand Jury Report: Custody or Rehabilitation? The County's Approach to Women Inmates at Elmwood, August 27, 2012, Recommendation 4.

³⁰ Mgmt Audit of the County of Santa Clara Inmate Welfare Fund, Dec 31, 2014, pg 15.

The Grand Jury believes the DOC should respond to women's requests for reclassification within one month of receipt and to then rehouse the inmate (where appropriate) as soon as space becomes available. The reduction in Level 3 and Level 4 women could serve to increase the number of women eligible to participate in educational and vocational offerings.

Housing Unit Design Restrictions

The MGT Report recognized that, because of security concerns, only inmates classified as minimum security risks are able to use space outside their housing units for educational and/or vocational programs.³¹ Although Level 2 women have in-house areas available for the W.I.N.G.S. program, Level 3 and Level 4 women are unable to participate in any programs that occur outside the confines of their housing units—units that are not designed to provide space for instructional classes.

The Grand Jury was told that it is not possible to move Level 3 and Level 4 women from their living quarters to outside classrooms because of security concerns and limited staffing. The inability of female inmates to take classes forces them to remain long hours within their cells or dormitories. The Grand Jury was told by Elmwood staff that extensive physical confinement of the female population has led to severe cases of depression and several attempted suicides.³² The depression can be so severe in some women, that they are placed in a 24 hour watch unit where correction officers check the cells every 15 minutes to confirm their well-being.

Regardless of the physical constraints of the housing units at the Women's Facility, the Sheriff should find a means to deliver programs to Level 3 and Level 4 women within the confines of their housing units. Whether this requires cordoning off a space within the unit for instruction, providing teleconferencing capabilities, allowing an educator to conduct programs from outside the unit, or other means, it is imperative that Level 3 and Level 4 women inmates have some access to educational or vocational programs.

Coordination between Departments

The Grand Jury believes that lack of coordination between DOC units has led to missed creative solutions to increase women's access to educational and vocational programs. The Grand Jury was told that the availability of programs is not well-coordinated between the Programs Services Unit, which coordinates contracted educational programs, and the Custody Unit, which provides vocational programs for women.³³ An example is that the Grand Jury was told there are time periods available to schedule classes on two days of the week; but, those days are not filled because of a lack of communication between the two departments. The Grand Jury concludes that regular

³¹ MGT Report at 73.

³² Program Measurement Data, Elmwood Complex office, Aug 29, 2014.

³³ Although MAE conducts educational and vocational programs for women inmates, which class are offered is a function of the Program Services Unit and the Custody Unit.

meetings between the Programs Services Unit and the Custody Unit would increase the opportunities for women to participate in educational and vocational classes.

Conclusion

Providing women inmates at Elmwood with access to more educational and vocational programs would benefit the community and the women themselves. The women would be better prepared to succeed on the outside, therefore, reducing recidivism and re-incarceration costs. There are, however, barriers to providing women inmates at Elmwood with access to such programs.

The primary barrier to women's access to educational and vocational programs is the initial over-classification of the security risk of some women inmates. Over-classification results in an inmate being housed in a housing unit that, because of greater security concerns, has less access to programs. This precludes the over-classified inmate's access to programs that are available to women with lower security classifications.

A secondary but related barrier is the failure to evaluate and respond in a timely manner to women inmates' requests for reevaluation of their security classifications. The delay results in those over-classified women inmates being confined in higher security housing and unable to partake in educational and vocational programs that otherwise would be available to them.

The design of housing units also is not conducive to providing educational or vocational programs to Level 3 and Level 4 women inmates. These women are housed within a single dormitory pod and, because of security concerns, are not allowed to leave their cells to participate in small class sessions. They are limited to one in-house journaling program. The failure to provide educational or vocational opportunities to Level 3 and Level 4 women is in contrast to the Huskey Report which concluded that the greatest benefit of educational and vocational training is to medium and high risk inmates.

Moreover, a lack of coordination between the Programs Services Unit and the Custody Unit to coordinate the scheduling of educational and vocational classes to efficiently utilize the available time and classroom space contributes to women inmates' lack of access to educational and vocational programs.

With respect to vocational programs available to women inmates, they are few in number, limited in their applicability to post-release employment, and accessible to only a few Level 1 women.

Lastly, the Department of Correction does not keep statistics regarding the number of eligible women inmates that are waiting to participate in educational and/or vocational programs. Thus, there are no means to evaluate whether more classrooms and instructors are needed for these programs

Increased access to educational and vocational programs is the single most significant change that would improve the future of women at Elmwood. The barriers to accomplishing that goal could be overcome by creative collaboration between the Program Services Unit and the Custody Unit.

Findings and Recommendations

Finding 1

Educational and vocational programs for incarcerated women in the Santa Clara County Elmwood Correctional Facility help reduce recidivism and re-incarceration costs.

Recommendation 1

Santa Clara County, through the Department of Correction, should find ways to expand women inmates' access to educational and vocational programs.

Finding 2

The Santa Clara County Department of Correction's initial over-classification of security levels of some women inmates creates an access barrier to educational and vocational programs at the Elmwood Correctional Facility.

Recommendation 2

Santa Clara County should evaluate the Correctional Assessment and Intervention System tool to determine whether it has been effective in processing the inherent differences between men and women inmates.

Finding 3

The Department of Correction does not respond to women inmate requests for lower security classifications in a timely manner, which delays their access to educational and vocational programs.

Recommendation 3

Santa Clara County, through the Department of Correction, should respond to requests from women inmates for reclassification within one month.

Finding 4

The Elmwood Women's Facility design for Level 3 and Level 4 housing units inhibits women inmates' access to educational and vocational programs.

Recommendation 4

Santa Clara County, through the Department of Correction, should find means to provide Level 3 and Level 4 women inmates with educational and vocational programs within their housing units.

Finding 5

The lack of coordination between the Department of Correction Programs Services Unit and the Custody Unit regarding classroom availability is a barrier to Level 1 and Level 2 women inmates' access to more educational and vocational classes.

Recommendation 5

Santa Clara County, through the Department of Correction, should require that the Programs Services Unit and the Custody Unit to meet regularly to discuss how to best utilize the available time and space for educational and vocational classes.

Finding 6

The Department of Correction only provides five vocational programs for Level 1 women inmates, compared to eight for men, which limits women inmate opportunities for post-release employment.

Recommendation 6

Santa Clara County, through the Department of Correction, should expand the offering of vocational programs to women inmates, enhancing their opportunities for post-release employment.

Finding 7

The Department of Correction does not keep statistics regarding the number of women waiting to participate in educational and vocational programs, precluding a means of evaluating whether more classrooms and instructors are needed.

Recommendation 7

Santa Clara County, through the Department of Correction, should keep statistics regarding the number of women waiting to participate in educational and vocational programs in order to evaluate whether more classrooms and instructors are needed.

Appendix A

Aerial map view of Elmwood Correctional Facility
Source: Google Maps



Appendix B

Source: MGT Report, December 2014, Section 3, page 75

DESCRIPTION OF THE OFFENDER CLASSIFICATION SYSTEM

As identified in the jail's Classification Unit Procedure No. 102, the purpose of the Classification Plan is to "provide for a systematic and continued risk assessment, which includes monitoring behavioral factors, management criteria and custody requirements. This task is accomplished by implementing a behavior-driven risk assessment classification system in accordance with the stated mission of SO/DOC. To this end, the jail's initial classification process includes six basic tasks. They are:

1. Review of the Medical/ Mental Health Screening Instrument completed during the booking process;
2. Review of the criminal history rap sheet to identify the number and type of any prior criminal convictions, the number and jurisdiction of any prior jail or prison incarceration, and any pending warrants, holds or open charges;
3. Review of prior SO/DOC housing/movement history, i.e., the housing units to which assigned, prior security level(s), and housing codes;
4. Interview of the Offender;
5. Assignment of the Classification Code (SPRB – Classification Profile composed of eight (8) digit alpha-numeric code that represents the offender's risk and needs); and
6. Assignment of the offender to a housing unit based on the Classification Code and bed availability.

The Classification Code, i.e., SPRB – is composed of eight digit alphanumeric codes. The intent of the System is to place the offender in the least restrictive security in accordance with facility management considerations and the individual offender's programmatic and custodial needs. The stated goal is a "Behavior Driven Risk Assessment" classification system.

Appendix C

Source: DOC NEEDS ASSESSMENT/FACILITIES STUDY FOR SANTA CLARA COUNTY, CALIFORNIA ; MGT of America, Tallahassee, FL, December 2014; section 3.0, pg 73.

<u>Programs</u>	<u>Housing Unit</u>	<u>Classroom Capacity</u>
RCP Phase I (Male)	Brks. 6 & 7	80
RCP Phase I (Female)	W2-C	65
W.I.N.G.S. (Female)	W2-E	70
Choices	M8-A	65
New Life	M8-B	65
Un Dia A La Vez	M8-C	65
New Horizons	M8-D	65
Bridge	M8-E	65
Lifeline	M8-F	65
Pride	M8-G	65
Strive	M8-H	65
PACE	M4-A	65
Empower (GED)	M4-C	30
New Directions	M5-D	65
Breaking Barriers	MJ-5C	60
Get Right	MJ-7B	60
Roadmap to Rec (M)	Main Jail	
Roadmap to Rec (F)	Elmwood	

Appendix D

Source: Santa Clara County Office of the Sheriff website: Daily Population Report

Office of the Sheriff Department of Correction Daily Jail Population Statistics

John Hirokawa, Chief Of Correction

Laurie Smith, Sheriff

Monday, April 06, 2015

At 5am on: 4/6/2015	Total Pop: 3,658	Avg. Length of Stay: 207 Days			
	Men: 3,167	Women: 491			
	#	Length of Stay	#	Length of Stay	
Felony Sentenced:	554 17%	217 days	119 24%	143 days	
Misd. Sentenced:	227 7%	63	49 10%	60	
Felony Unsentenced:	2041 64%	266	238 48%	202	
Misd. Unsentenced:	345 11%	27	85 17%	27	

Age Profile

<18:	0	0%
18-24:	828	23%
25-34:	1282	35%
35-44:	828	23%
45-54:	501	14%
55+:	219	6%

wgj

Appendix E Documents Reviewed

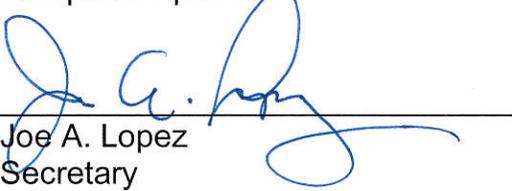
1. California. Assembly. AB 109 http://www.leginfo.ca.gov/pub/11-12/bill/asm/ab_0101-0150/ab_109_bill_20110329_enrolled.html
2. Breaking Cycles, Rebuilding Lives. Gender Analysis of Programs and Services for Incarcerated Women in Santa Clara County. May 2008. County of Santa Clara Department of Corrections Commission on the Status of Women and the Office of Women's Policy.
3. Santa Clara County Re-Entry Resource Center, Bridge To A Better Future brochure. , Rev. 6/2014
4. Catholic Charities of Santa Clara County. Inmate Support Services Program Description Handouts. (Formerly Friends Outside In Santa Clara County.) <http://www.catholiccharitiesscc.org/>
5. County of Santa Clara Office of the Sheriff-Custody Bureau Elmwood Correctional Complex. Complete Overview. September 2014.
6. The Santa Clara County Civil Grand Jury 2004-2005 Final Report. Gender Gap and Vocational Training at Elmwood
7. The Santa Clara Civil Grand Jury 2011-2012 Final Report. Custody Rehabilitation? The County's Approach to Women Inmates at Elmwood
8. Santa Clara County Department of Corrections Sheriff's Office Custody Bureau - Inmate Orientation and Rule Book, June 2011. English Version.
9. Santa Clara County Department of Correction Inmate Request Form. Rev. April, 1989
10. County of Santa Clara Inmate Welfare Fund Committee Meeting. . Full Report. Includes: *Inmate Programs, Statistics and Performance Reporting, Inmate Personal Fund Balance and Activity Report, Performance Measures.* October 15, 2014.
11. Santa Clara County Department of Corrections, the Santa Clara County Office of Women's Policy and the Santa Clara County Commission on the Status of Women. Memorandum of Understanding. September 2013.
12. Sasatelli, Brad and George Camp. Santa Clara County California Department of Correction Needs Assessment/Facilities Study. Final Report. Tallahassee, FL: MGT of America, January 21, 2015.

13. National Center for Trauma-Informed Care, Center for Mental Health Services (NCTIC). Creating A Place of Healing and Forgiving: The Trauma-Informed Care Initiative at the Women's Community Correctional Center of Hawaii.. http://nasmhpd.org/docs/NCTIC/7014_hawaiian_trauma_brief_2013.pdf
14. The Santa Clara County Office of the Sheriff/Department of Corrections – Inmate programs. Performance Measures Report. . 2015 Report.
15. Santa Clara County Public Safety Realignment Plan, 2011. . (Includes Office of the Sheriff and Department of Corrections.) August, 25, 2011.
16. Commission on Status of Women's Policy. 16 Quick Facts on Women and Girls in Santa Clara County, January 14, 2013.
17. Davis, Lois M., Robert Bozick, Jennifer L. Steele, Jessica Saunders and Jeremy N. V. Miles. Evaluating the Effectiveness of Correctional Education: A Meta-Analysis of Programs That Provide Education to Incarcerated Adults. Santa Monica, CA: RAND Corporation, 2013. http://www.rand.org/pubs/research_reports/RR266. Also available in print form.
18. Huskey and Associates in association with the University of Cincinnati Center for Criminal Justice Research. Recidivism Study of the Santa Clara County Department of Correction Inmate Programs. Final Report . . January 31, 2012
19. Barnes, Marilyn, Angela Irvine, and Natalie Ortega. Santa Clara County Adult Reentry Strategic Plan Ready to Change: Promoting Safety and Health for the Whole Community. Washington, D.C.: National Council on Crime and Delinquency, September 2012.
20. *Husky and Associate. Santa Clara County Inmate Recidivism and Program Evaluation Findings and Recommendations* (PowerPoint Presentation to SCC B.O.S) March 2012
21. Santa Clara County Office of the Sheriff Department of Correction - Sexual Assault Awareness Pamphlet.
22. Santa Clara County Office of Women's Policy, State of Women and Girls, 2012.Final Edition.pdf

This report was PASSED and ADOPTED with a concurrence of at least 12 grand jurors
on this 15th day of June, 2015.


Elaine K. Larson
Foreperson


Wilma Faye Underwood
Foreperson pro tem


Joe A. Lopez
Secretary


James L. Cunningham, Jr.
Secretary pro tem