

**REPORT OF THE  
VIRGINIA STATE CRIME COMMISSION ON**

**Special Needs and  
Conditions of  
Incarcerated Women**

**TO THE GOVERNOR AND  
THE GENERAL ASSEMBLY OF VIRGINIA**



**HOUSE DOCUMENT NO. 24**

**COMMONWEALTH OF VIRGINIA  
RICHMOND  
1993**



# COMMONWEALTH of VIRGINIA

## VIRGINIA STATE CRIME COMMISSION

General Assembly Building

FREDERICK L. RUSSELL  
EXECUTIVE DIRECTOR

November 17, 1992

TO The Honorable L. Douglas Wilder, Governor of Virginia  
and Members of the General Assembly

MEMBERS  
FROM THE SENATE OF VIRGINIA  
ELMO G. CROSS, JR., VICE-CHAIRMAN  
VIRGIL H. GOODE, JR.  
EDGAR S. ROBB

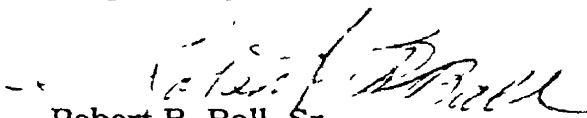
FROM THE HOUSE OF DELEGATES  
ROBERT B. BALL, SR., CHAIRMAN  
JAMES F. ALMAND  
JEAN W. CUNNINGHAM  
V. THOMAS FOREHAND, JR.  
RAYMOND R. GUEST, JR.  
CLIFTON A. WOODRUM

APPOINTMENTS BY THE GOVERNOR  
ROBERT C. BOBB  
ROBERT F. HORAN, JR.  
GEORGE F. RICKETTS, SR.  
ATTORNEY GENERAL'S OFFICE  
H. LANE KNEEDLER

House Joint Resolution 422, agreed to by the 1991 General Assembly directed the Virginia State Crime Commission to "study the special needs and conditions of incarcerated women in Virginia" and "to submit its findings and recommendations to the Governor and the 1993 Session of the General Assembly."

In fulfilling this directive, a study was undertaken by the Virginia State Crime Commission. I have the honor of submitting herewith the study report on the special needs and conditions of incarcerated women.

Respectfully submitted,

  
Robert B. Ball, Sr.  
Chairman

RBB sc

**MEMBERS OF THE VIRGINIA STATE CRIME COMMISSION 1992**

**From the Virginia Senate:**

Elmo G Cross, Vice Chairman  
Virgil H Goode, Jr  
Edgar S Robb

**From The House of Delegates:**

Robert B Ball, Sr , Chairman  
James F Almand  
Jean W Cunningham  
V Thomas Forehand, Jr  
Raymond R Guest, Jr  
Clifton A Woodrum

**Appointments by the Governor:**

Robert C Bobb  
Robert F Horan, Jr  
Rev George F Ricketts, Sr

**Attorney General's Office:**

H Lane Kneedler

**Crime Commission Study of:  
Special Needs and Conditions of Incarcerated Women  
HJR 422**

**Crime Commission Subcommittee Members**

Delegate V Thomas Forehand, Jr , Subcommittee Chmn  
Delegate Robert B Ball, Sr  
Senator Elmo G Cross, Jr  
Mr Robert F. Horan, Jr  
Reverend George F Ricketts, Sr.  
Delegate Clifton A Woodrum

**Crime Commission Staff**

Frederick L Russell, Executive Director  
D Robie Ingram, Staff Attorney  
Michael P Maddox, Staff Attorney  
Dana Schrad, Staff Attorney  
Susan Bass, Research Analyst  
Sylvia Coggins, Executive Assistant  
Gina Ford, Secretary

## TABLE OF CONTENTS

I	Authority For Study	1
II	Members Appointed To Serve	1
III	Study Design	2
IV	Background	3
V	Issues	4
VI	Discussion/Analysis	4
VII	Conclusions/Findings	9
VIII	Recommendations.	10

### Appendices

Appendix A House Joint Resolution No 422 (1991)

Appendix B Prison/Jail Surveys

Appendix C Survey Results Tabulated

## I. AUTHORITY FOR STUDY

House Joint Resolution 422 (HJR 422), sponsored by Delegate Marian Van Landingham and passed by the 1991 session of the Virginia General Assembly, requested the Virginia State Crime Commission to "study the conditions of incarcerated women in the state and local correctional facilities," specifically with regard to the "psychological, family, educational, treatment, vocational and reentry needs" of these women, and the programs that are made available to this segment of the incarcerated population in Virginia (See Appendix 'A')

Established by Section 9-125 of the *Code of Virginia*, the Crime Commission's legislative mandate is "to study, report, and make recommendations on all areas of public safety and protection " Section 9-127 of the *Code of Virginia* provides that "the Commission shall have the duty and power to make such studies and gather information in order to accomplish its purpose, as set forth in section 9-125, and to formulate its recommendations to the Governor and the General Assembly " Section 9-134 of the *Code of Virginia* authorizes the Commission to "conduct private and public hearings, and to designate a member of the Commission to preside over such hearings "

In fulfilling this legislative mandate, consistent with the directives of HJR 422, the Crime Commission undertook a study of the special needs and conditions of women in Virginia's jails and prisons

## MEMBERS APPOINTED TO SERVE

During the April 16, 1991 meeting of the Crime Commission, its Chairman, Senator Elmon T Gray, appointed Delegate V Thomas Forehand, Jr to serve as Chairman of the Corrections Subcommittee, to which HJR 422 was assigned At the April 21, 1992 meeting, Crime Commission Chairman Robert B Ball, Sr elected to retain the remaining members of this subcommittee The following members were appointed to serve on the subcommittee

Delegate V Thomas Forehand, Jr , Chesapeake, Chairman  
Howard P Anderson, Halifax (Retired from Senate after 1991 Session)  
Robert B Ball, Sr , Henrico  
Elmo G Cross, Jr , Hanover  
Robert F Horan, Jr , Fairfax  
Rev George F Ricketts, Sr , Richmond  
Delegate Clifton A Woodrum, Roanoke

### III. STUDY DESIGN

Coinciding with the Crime Commission's study of incarcerated women was a two-year study relating to family and community ties of all inmates in the Commonwealth (called for by House Joint Resolution 429, 1991) Because these studies shared some overlapping issues, the Corrections Issues Subcommittee Chairman, Delegate V Thomas Forehand, Jr , assembled a task force to incorporate participation as called for by the resolutions, conduct research on both studies, and report to the subcommittee on a periodic basis

Membership of the Task Force on Recidivism and Women's Correctional Issues was established as follows

George F Ricketts, Sr , Chairman  
Delegate Robert B Ball  
Delegate Gladys B Keating  
Delegate Marian Van Landingham  
Jean W Auldridge  
B J Brown Devlin  
Ann Hart  
Cynthia Holley  
Tom Karwaki  
Jim Mustin  
Scott Richeson  
Johanna Schuchert  
Janet Welch  
Susie White

Meeting throughout the course of these studies, the task force solicited input from concerned parties, conducted site visits to prisons and local jails across the Commonwealth, and received regular updates on continuing research by Crime Commission staff

Consistent with the directive of HJR 422 that the participation of incarcerated women be sought, the task force engaged in personal interviews with women at multiple state and local facilities and held a public hearing at the Virginia Correctional Center for Women (VCCW) at Goochland All VCCW inmates were invited to speak at the hearing, regarding designated issues within the scope of the study Following this forum, the task force received comments from VCCW staff as well

All local jails in Virginia were surveyed to determine the health care policies for female inmates at these facilities, and programmatic needs and availability for female inmates (particularly as distinguished from those for male inmates in the respective facility), as was the single state prison at Goochland

The operations of correctional facilities in other states and the District of Columbia were reviewed for programmatic schemes targeted at female inmates, and assessments were made as to the effectiveness of services and their potential adaptability to jails and prisons in the Commonwealth, should that prove desirable

This approach was adopted to achieve three primary objectives of HJR 422. Firstly, an assessment of current conditions of incarcerated women (particularly as they differ from men), secondly, a determination of the unique needs of this population and the degree to which they are presently being met, and, finally, an analysis of the means for addressing any deficiencies which are ultimately found to exist in Virginia's correctional system (at both the state and local level)

## BACKGROUND

A rapid increase in the rate of incarceration for female offenders has impacted upon corrections in two major ways. Firstly, because women have historically represented such a small percentage of the total inmate population, they have received relatively little attention as a group. With their numbers increasing, state and local corrections' officials are compelled to contend with a substantially larger (and growing) population pool. Additionally, as the percentage of the total inmate population is increasingly dominated by females, a demand for greater attention to the unique needs of this segment of the population is being heard more and more frequently.

Overcrowding in jails and prisons has prompted a nationwide drive to build new facilities, and at an ever increasing rate. But the dramatic increase of female inmates has required an even greater flurry of activity. Legislatures and corrections officials are contemplating appropriate methods to address a qualitatively different population group rather than simply a quantitatively greater one. Local jails often have no facilities for housing women, or very limited accommodations. Some states have had so little cause to incarcerate women that they maintained no prison space for them at all.

Virginia is sharing this problem with the rest of the country. While Virginia has for decades maintained a women's prison, it was not designed for anything close to the population it currently houses nor was it intended to be occupied by the type



of inmate now filling many of its cells. Like other jurisdictions, the Commonwealth has felt little cause to focus a great deal of attention towards female inmates. In asking the Crime Commission to investigate the needs of this segment of the inmate population, the General Assembly has joined the ranks of other states that are developing new policies directed at women behind bars.

## ISSUES

The following specific issues were identified for research and consideration:

1. Whether the health and treatment needs of incarcerated women are being met and, if not, what deficiencies exist.
2. Whether educational/vocational training programs for female inmates are conducive to providing satisfactory employment opportunities upon release.
3. Whether the extent and quality of contact currently permitted female inmates and their minor children is sufficient.
4. Whether unique conditions present in the female inmate population suggest other needs that remain unaddressed.

## DISCUSSION/ANALYSIS

The traditional approach of society in responding to female offenders has resulted in an unfortunate predicament for women today. In the past, all but the most serious female offender stood a lesser chance of incarceration than her male counterpart. This is changing. Women offenders are suffering the worst of both worlds now. While being incarcerated on par with men, they still aren't enjoying the programs and opportunities for reform of which male inmates may take advantage.

The rate of incarceration for female offenders is increasing more rapidly than for men. This statistic reflects, in part, the fact that a relatively small number of women have historically suffered incarceration. But it points to a disturbing trend away from this historical fact. The reasons for this shift may be manifold. Certainly changing perceptions of the woman's role in society would seem to play a part. But statistics indicate that the increased rate of incarceration for women is for non-violent offenses, primarily drug offenses and property crimes. Women are not necessarily committing more crime, but are being incarcerated when in the past they would not have been. This new class of inmates suggests a need for innovative approaches to dealing with female offenders.

As noted in the background discussion, part of the problem in dealing with the increasing female inmate population is finding facilities in which to put them. But as is exemplified by the Virginia Correctional Center for Women (Virginia's only state prison for women), the problem is not only where to house these inmates but also how to house them. VCCW was not intended to hold the type of inmate now confined in much of the prison and is wholly inadequate to do so. It was built (and remains) without any perimeter security (no walls or fences surround the grounds of the prison). Rather, the design was directed at a low security (and very limited) population. This alone substantially impairs the ability of the Department of Corrections to properly maintain security while meeting the needs of inmates. Though much of the population residing in the prison today is classified for a low security institution, accommodating different classifications of inmates compromises the ability to address the needs of all inmates. Compounding this problem is the tremendous overcrowding at the prison, which itself results in excessive female jail populations throughout the state.

In addition to these fundamental deficiencies is the well recognized reality that incarcerated women demonstrate substantively different characteristics than their male counterparts. Research shows that the female inmate is less aggressive, and more dependent. A 1990 survey by the American Correctional Association found that over half of women imprisoned nationally suffered sexual or other physical abuse for some period prior to incarceration. Other studies have found even higher percentages of major abuse in these women's history. The correlation between this and their proclivity towards crime is not always clear. On the other hand, victimization certainly plays a direct role in some cases. Women convicted of violent crimes were often acting against habitual abusers. This may or may not vitiate against criminal proceedings or sentencing, but it should be recognized as a salient issue for corrections once these women are incarcerated.

The majority of female offenders are incarcerated for non-violent crimes. But whether committing violent offenses or not, most of the women being incarcerated in our jails and prisons exhibit indications of addictive personalities, and this is likely to have had a role in the conduct that put them there.

A 1992 Bureau of Justice Statistics study on jail inmates reports that "female inmates [are] far more likely than male inmates to be in jail for a drug offense." The study goes on to emphasize that "female inmates used more drugs and used those drugs more frequently than male inmates." Likewise, a 1991 Bureau of Justice Statistics report on prison inmates shows a percentage of woman incarcerated for drug related offenses. The more recent report states that "a higher percentage of women than men used drugs daily in the month prior to the offense and at the time of the current offense." The proffered statistics confirm that this percentage is substantial.

These statistics suggest psychological attitudes that influence women not only in the crimes they commit but also in their behavior during and after incarceration, and argue for treatment that differs from that provided inmates in an exclusively male correctional institution. If addiction to drugs is a common trait among female offenders, it is symptomatic of a life-style suggestive of low self-esteem and an inability to function as an individual in society.

This dependent behavior is perhaps caused, but certainly reinforced, by the limited alternatives for women. Findings by Bureau of Criminal Justice Statistics' studies, as well as others, show that women who ultimately wind up in prison or jail are far less likely to have been employed prior to arrest than were men. Even those who were employed typically enjoyed lower wages. Yet, inmates at VCCW have only four options for vocational training, all of which have very limited capacity. And with traditional programs such as cosmetology and food services these women are not offered the diversity necessary to enable sufficient opportunities for employment when they leave prison. Contrast this with the myriad of training programs for men throughout the state prison system. This shortcoming is perhaps a result of the overcrowded conditions at the prison (and the fact that there is but a single facility for women). Nevertheless, it bodes badly for the opportunities of these women to break a cycle of behavior that resulted in their incarceration initially.

Just as there is a vital need to better prepare women to sustain themselves economically upon release, the fact of pervasive drug addiction and other mental health problems among these women demands response. While a federally funded Therapeutic Community appears to be enjoying a good deal of initial success, the capacity (as with other programs) is too limited.

Inmates suffering more severe mental health problems are confined (by necessity) to inappropriate rooms. Staff at the prison concur in this assessment but insist that no alternatives at the institution exist. Mental health professionals providing services to this segment of VCCW's population are stretched thin as well.

Medical services at VCCW were also found to be insufficient to meet needs at the institution. The on-site clinic is woefully small, something that the Department has said they seek to change but have heretofore not been funded to expand. This necessitates transporting women to medical facilities outside of the prison, creating an additional drain on staff resources. Routine gynecological care for women at VCCW is not routine but erratic. Examinations, conducted for each inmate as she enters the institution, are then neglected for that inmate for sometimes years on end. The Department of Corrections has also sought to correct this problem, making a Request For Proposal for medical services while this study has been on-going. But it is another example of the inadequate staffing at VCCW.

In fact, staffing deficiencies are pervasive in nearly all areas of the prison. Indications are that VCCW (relative to other DOC institutions) has been underfunded for some years and that this situation has been self-perpetuating. These factors combine to limit Virginia's female prison inmates in ways that men in the state correctional system often are not, while ignoring the conditions that call for alternative approaches to the woman inmate.

### Impact of Family on the Female Inmate

The foregoing discussion of factors differentiating male and female inmate populations focused on adverse conditions among women that tend to undermine their propensity for rehabilitation. A final factor prominent in nearly all research on incarcerated women can be viewed less as a negative (at least potentially) than as impetus for action, and that is the significance of family relationships.

Studies have consistently demonstrated that men and women alike benefit from continued contact with family members during incarceration. Research shows, however, that female inmates rely more heavily on a family structure. Indeed, upon incarceration women display a disposition towards recreating this environment with fellow inmates. It is the prospect of destruction (both short-term and, at least potentially, long-term) of their family that most distresses many women upon being sentenced to incarceration.

Statistical findings demonstrate that as many as 80% of incarcerated women nationally have minor children. Most of these mothers, at the time of incarceration, are in custody of those children. The impact of the custodial parent's incarceration on such children is indisputably substantial. Indeed, subsequent to the inception of this study, awareness of the consequences to children of incarcerated parents led to a General Assembly resolution directing a study of the effects on, and needs of, these children. Repercussions for the women who are separated from their children, and risk losing custody permanently, are dramatic as well. The precise percentage of women entering Virginia's jails and prisons with custody of minor children is not known. It would appear to mirror the national numbers fairly closely. For many of these women, the immediate separation from their children (and fear of losing custody) literally dominates and pervades their psyche, profoundly affecting their daily life.

Among the numerous concerns expressed by incarcerated women to Crime Commission staff during the course of this study, none were offered as strongly as those regarding inmates' children. Such findings merely reflect and reaffirm research throughout the United States.

A definitive conclusion is suggested by this research. As women continue to flood correctional institutions in Virginia, reliance on a system developed for and premised upon a male inmate population becomes untenable. If society has abandoned its traditional response to women convicted of crimes, it should implement new policies designed to address the needs of this inmate population.

Other states are endeavoring to do precisely that. In Kansas the Women's Activities and Learning Center at Topeka Correctional Facility is approaching policy development for the female inmate population based upon these identified needs and characteristics. Missouri's Parents and Their Children, and California's Mothers and Their Children programs are designed to maximize the rehabilitative benefit derived from enhancing these parent-child relationships. The District of Columbia, which until recently maintained no facilities for women inmates, now operates the Correctional Treatment Facility which boasts a comprehensive approach to dealing with special concerns of women, including intensive substance abuse treatment, a separate housing unit for pregnant women, and a soon to be implemented program for inmates with children.

Alternatives to incarceration allowing female offenders to continue to care for children have opened up in many states. The Summit House in North Carolina, which offers non-violent offenders with young children an alternative to prison, and the Women at Risk Program, also in North Carolina, which provides offenders suffering a history of abuse with parenting skills and other life-coping skills, are but two of the many examples of community based options that have appeared across the United States. Differing somewhat in scope and method of operation, they all have the objective of sustaining vital relationships between mother and child.

A model non-profit program for mothers operating inside the prison, first established and still functioning in Virginia, is being emulated by persons in other states and has received high marks from inmates and corrections officials alike. MILK (Mothers/Men Inside Loving Kids), sponsored by Virginians for Child Abuse Prevention, enables women at VCCW to access badly needed parenting skills and enjoy expanded interaction with their children. Yet, for all the accolades, MILK is only able to serve a relatively small portion of the total inmate population at the Women's Center.

What is shared by all these programs is a conceptual base that departs from the typical approach dominating much of the corrections establishment today, a system premised upon and (until recent years) almost exclusively serving the male offender. The rapidity with which a previously stable population of female inmates exploded into the current trend of unprecedented growth has resulted in a male oriented model prevailing by default. As this patchwork quilt of alternatives has developed, however, another common thread can be detected. They appear to be

effectively responding to the needs of women and, where clients were tracked and assessments made, have been found to significantly reduce recidivism among the program graduates as well

## CONCLUSIONS/ FINDINGS

Research in response to our designated study issues uncovered findings that can be grouped, respectively, in two ways

- Fundamental and concrete deficiencies in correctional facilities for women that require short term responses
- Specific cultural characteristics indicative of the need for innovative long-term programmatic approaches to women in corrections

Psychological and physical medical care, recreational opportunities, visitation policies and educational/vocational programs should be improved to assure both that the unique needs of women are met and that they enjoy comparable opportunities to similarly situated males in state and local facilities

At the same time, new approaches to administering female correctional programming should be considered. Substantial benefit in this regard may accrue from joint efforts by corrections and non-profit organizations. An example of the success in this direction can already be seen in the MILK program in Virginia and a number of other non-profit endeavors in other states. Specific emphasis should be placed on parenting skills and expanded parent-child interaction, enhanced life-skills training, and special attention to self-esteem and over-dependency problems

Consistent with these general conclusions, and based on the research and analysis referenced in this report, the following specific findings were made

- 1 Medical treatment at VCCW and some local institutions, specifically with regard to gynecological care, is not sufficiently comprehensive
- 2 Inmates with mental health conditions requiring segregation are housed inappropriately at VCCW
- 3 Vocational training at VCCW is neither sufficiently diverse, nor widely enough available, to provide most inmates adequate skills to gain employment upon release from prison

- 4 Demographic/cultural differences apparent between male and female inmates impact significantly upon both their behavior during incarceration and chances for success upon release. Because female inmates have been subjected to a system designed primarily for men, these distinctions remain largely unaddressed
  - a) Addictive behavior, including drug addiction, is more severe among female inmates than among males inmates
  - b) Women inmates are typically less aggressive than male inmates
  - c) The effect of separation from minor children is substantially greater for female inmates

## RECOMMENDATIONS

As noted already, this study was conducted congruent with a study of family and community ties of state and local inmates. Thus, while recommendations of that study regarding contact between inmates and their families (including children) are not echoed here, they are endorsed as being consistent with the findings of this study as well. Also referenced in this report was the study of Virginia's Commission on Youth, addressing the needs of children of incarcerated parents (pursuant to HJR 218) and encompassing issues relevant to this study as well.

- 1 That funding be appropriated by the General Assembly for adequate staff to provide expanded recreational, educational, psychological and substance abuse treatment, volunteer/religious, and family contact services at VCCW for FY 1993-94
  - a) That the Department of Corrections review the level of increased funding necessary to provide for regular outside recreation, and family visitation, for all women (all custody levels) at VCCW, as well as other programming and report to the Crime Commission by December 1992 on the most cost-effective means of implementing these services. Deliberations should include consideration of partial fencing of the facility in conjunction with the most cost efficient use, and increase, of correctional staff
- 2 That the American College of Obstetrics and Gynecology guidelines with regard to gynecological care be strictly adhered to in all correctional facilities holding female inmates

- 3 That the Director of DOC shall designate a full-time employee within the Director's Office whose function it is to address issues and concerns peculiar to the female inmate Policy and programming with regard to female inmates in state corrections should not be limited to administrators within VCCW (particularly since additional facilities are being planned for these inmates) The need for long-term planning for female inmates, and joint efforts between corrections and the community in addressing the needs of this segment of the population, can be best served by establishing such a position
- 4 That construction of a new state correctional facility for women be accomplished in a timely fashion, which facility shall encompass comprehensive programs for substance abuse treatment of all female inmates needing and desiring treatment, as well as appropriate facilities for mental health care of all female inmates, and other services deemed necessary for the female offender
- 5 That the Department of Corrections and the Department of Correctional Education jointly undertake a comprehensive approach to vocational programs for female offenders, with an expansion of vocational training and work release slots based upon a review of the needs and opportunities for women upon release
- 6 That local correctional facilities housing both a male and female population provide comparable opportunities for educational and vocational training, and that these institutions explore the potential for significantly expanded work release opportunities for the female offender



**APPENDIX A**

**HOUSE JOINT RESOLUTION NO. 422  
(1991)**

**1991 SESSION  
ENGROSSED**

**HOUSE JOINT RESOLUTION NO. 422**

House Amendments in [ ] - January 31, 1991

*Requesting the Virginia State Crime Commission to study the special needs and conditions of women incarcerated in state and local correctional facilities*

Patrons—Van Landingham, Crouch, Van Yahres, Keating, Woods, Stosch, Johnson, Woodrum, Dillard, Plum, Thomas, Almand, Callahan, Moss, Jones, J C, Smith, Byrne, Cooper, Cunningham, J W, Marks, Jackson, Croshaw, Christian, Andrews, Harris, R E and Parrish, Senators Truban, Saslaw, Gray, Calhoun, Miller, Y B, Earley, Lambert, Scott, Stallings, Cross, Waddell, Colgan and Michie

Referred to the Committee on Rules

WHEREAS, the number of women incarcerated in the correctional facilities of the Commonwealth is rapidly increasing, tripling nationally during the 1980s, and

WHEREAS, four out of five incarcerated women are mothers with custody of their children, and

WHEREAS, one out of four incarcerated women either is pregnant or has recently given birth, and

WHEREAS, incarcerated women do not have the same opportunities for high paying trade or vocational training and are therefore less equipped to earn an honest living than their male counterparts, and

WHEREAS, incarcerated women have different medical, health and psychological needs than incarcerated men, and

WHEREAS, incarcerated women have different security, educational, and family needs and concerns than incarcerated men, particularly concerning continued relationships their children, and

WHEREAS, women are generally incarcerated for different crimes than men, and are more than five times as likely to be the victims of sexual or domestic abuse than men, and

WHEREAS, recidivism can be reduced by improved cost-effective educational, vocational, community and family programs and activities, and

WHEREAS, the Commission on Prison and Jail Overcrowding did not specifically address the special needs and conditions of incarcerated women, now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Virginia State Crime Commission is requested to study the conditions of incarcerated women in the state and local correctional facilities, programs available to these women, and the psychological, family, educational, treatment, vocational and reentry needs of Virginia's incarcerated women. The Commission shall identify and examine the issues and confer and collaborate with legislative study committees which have been charged to study related issues and state and local agencies that are responsible for administering programs and services for these women. The Commission shall provide for the participation of educators, judges, sheriffs, probation officers, social workers, interested community groups, citizens, and women who are or have been incarcerated. The Commission may employ whatever methods of inquiry it deems necessary, including public hearings. All state agencies and institutions shall, if requested, assist the Commission in completing this study.

The Commission shall complete its work in time to submit its findings and recommendations to the Governor and the 1993 Session of the General Assembly as provided in the procedures of the Division of Legislative Automated Systems for the processing of legislative documents.

The costs of this study are estimated to be \$4,200 and such amount shall be allocated to the Virginia State Crime Commission from the general appropriations to the General Assembly for the conduct of this study. The Commission shall seek grants and assistance from appropriate federal agencies and non-profit institutions.

1     { Implementation of this resolution is subject to subsequent approval and certification by  
 2 the Joint Rules Committee- The Committee may withhold expenditures or delay the period  
 3 for the conduct of this study- }

4  
5  
6  
7  
8  
9  
10  
11  
12  
13  
14  
15  
16  
17  
18  
19  
20  
21  
22  
23  
24  
25  
26  
27  
28  
29  
30  
31  
32  
33  
34  
35  
36  
37  
38  
39  
40  
41  
42  
43  
44  
45  
46  
47  
48  
49  
50  
51  
52  
53  
54

Official Use By Clerks	
<b>Agreed to By</b> <b>The House of Delegates</b>	<b>Agreed to By The Senate</b>
without amendment <input type="checkbox"/>	without amendment <input type="checkbox"/>
with amendment <input type="checkbox"/>	with amendment <input type="checkbox"/>
substitute <input type="checkbox"/>	substitute <input type="checkbox"/>
substitute w/amdt <input type="checkbox"/>	substitute w/amdt <input type="checkbox"/>
Date _____	Date _____
Clerk of the House of Delegates	Clerk of the Senate

**APPENDIX B**

**PRISON/JAIL SURVEYS**

The Virginia State Crime Commission, pursuant to joint resolutions of the Virginia General Assembly, is conducting a study relating to the unique concerns of incarcerated women, and issues of community ties which affect all inmates. This questionnaire will substantially aid the Commission in its work. While space has been provided for your answers, please feel free to add additional sheets of paper as needed.

Name of Institution \_\_\_\_\_

Contact Person and Phone Number \_\_\_\_\_

1 What is the standard waiting processing time for visitors prior to being admitted to the visiting room, and seeing the inmate?

Less than 30 minutes \_\_\_\_\_  
30 to 60 minutes \_\_\_\_\_  
60 to 90 minutes \_\_\_\_\_  
Over 90 minutes \_\_\_\_\_

2 What reasons account for this waiting period (check all that apply)?

Number of visitors \_\_\_\_\_ Configuration of jail \_\_\_\_\_  
Number of staff \_\_\_\_\_ Other \_\_\_\_\_  
Security concerns \_\_\_\_\_

3 What measures could be taken to reduce this waiting period?

\_\_\_\_\_  
\_\_\_\_\_

4 How frequently may an individual visit a particular inmate?

Once per week \_\_\_\_\_  
Twice weekly \_\_\_\_\_  
More than twice weekly \_\_\_\_\_  
Other \_\_\_\_\_

5 How many persons may an inmate keep on his visiting list?

Five \_\_\_\_\_  
Five to Ten \_\_\_\_\_  
Over ten \_\_\_\_\_  
Other \_\_\_\_\_

6 What are the rules governing termination of visits?

\_\_\_\_\_

7 Do you encounter visitor complaints regarding lack of knowledge or understanding about visitation rules and, if so, how frequently?

Yes \_\_\_\_\_ No \_\_\_\_\_

Percentage of visitors lodging complaints \_\_\_\_\_

8 How are questions/comments by family members of inmates dealt with (to whom are they referred), and is this system effective in responding to family members' concerns?

\_\_\_\_\_  
\_\_\_\_\_

9 Are visitors permitted to transfer any articles during their visit and, if so, what?

Yes \_\_\_\_\_ No \_\_\_\_\_

Articles permitted \_\_\_\_\_

10 Does your facility make any special visiting arrangements for inmates with children?

Yes \_\_\_\_\_ No \_\_\_\_\_

Please describe \_\_\_\_\_

11 What do you consider to be your greatest problem with the visitation process (please offer an explanation where necessary)?

Contraband \_\_\_\_\_ Security \_\_\_\_\_ Other (explain) \_\_\_\_\_

\_\_\_\_\_

12 Do you have policies or programs which are specifically designed to encourage family communication or contact for inmates (Please describe such policies)?

Yes \_\_\_\_\_ No \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

13 Do you have inmate programs (vocational/educational/counseling) in which volunteers from the surrounding community, or among the inmate population itself, participate (provide a description)?

Yes \_\_\_\_\_ No \_\_\_\_\_

Program Description \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

14 Do you consider these programs to be effective and, if so, why?

Yes \_\_\_\_\_ No \_\_\_\_\_

Reason \_\_\_\_\_

15 Do you elicit participation from community organizations for volunteer efforts in your facility, or otherwise maintain interaction with community groups (please explain)?

Yes \_\_\_\_\_ No \_\_\_\_\_

---

16 Is there a community college geographically proximate to your institution and, if so, does it offer courses to inmates?

Yes \_\_\_\_\_ No \_\_\_\_\_

Types and Number of Courses \_\_\_\_\_

---

17 What types of educational and/or counseling programs are available to inmates within your institution?

---

---

18 What is the level of participation in these programs?

All programs are 100% filled \_\_\_\_\_  
Some programs are 100% filled \_\_\_\_\_  
Programs average 75% capacity \_\_\_\_\_  
Programs average under 75% \_\_\_\_\_  
Inmates seek greater capacity \_\_\_\_\_

19 What is the capacity of each program?

Programs can serve 100% of prison population \_\_\_\_\_  
Programs can serve over 75% of the population \_\_\_\_\_  
Programs can serve 50% to 75% of the population \_\_\_\_\_  
Programs can serve 25% to 50% of the population \_\_\_\_\_  
Programs can serve under 25% of the population \_\_\_\_\_

20 Do you offer parenting classes to inmates?

Yes \_\_\_\_\_ No \_\_\_\_\_

21 What types of work programs does your facility offer to inmates?

---

22 What is the disparity between available jobs and the number of inmates?

Jobs are available for over 75% of inmates who seek them \_\_\_\_\_  
Jobs are available for 50% to 75% of inmates \_\_\_\_\_  
Jobs are available for 25% to 50% of inmates \_\_\_\_\_  
Jobs are available for under 25% of inmates \_\_\_\_\_

23 Does your facility house women inmates?

Yes \_\_\_\_\_ No \_\_\_\_\_

(if you checked no there is no need to answer the last series of questions)

24 Does your facility house all women inmates for other jurisdictions?

Yes \_\_\_\_\_ No \_\_\_\_\_

What jurisdiction(s) \_\_\_\_\_

25 Are women subject to a different classification scheme than men and, if so, how does it differ?

Yes \_\_\_\_\_ No \_\_\_\_\_

Nature of differences \_\_\_\_\_

\_\_\_\_\_

26 Are you able to provide the same educational/counseling programs for women as you provide for men in your facility?

Yes \_\_\_\_\_ No \_\_\_\_\_

27 If not, what measures could be taken to remedy this deficiency and what resources would be required?

\_\_\_\_\_

\_\_\_\_\_

28 What is the standard gynecological, obstetrical and perinatal care provided women in your facility?

\_\_\_\_\_

\_\_\_\_\_

29 Who provides this care?

Medical Doctor \_\_\_\_\_

OB-GYN Nurse \_\_\_\_\_

Other (explain) \_\_\_\_\_

30 Are there other health care policies in your facility directed solely towards women (explain)?

Yes \_\_\_\_\_ No \_\_\_\_\_

31 Are there any other policies in your facility directed solely towards women (explain)?

Yes \_\_\_\_\_ No \_\_\_\_\_



32 Please note any other unaddressed problems associated with women inmates in your facility, as well as any suggestions to remedy these concerns

The Virginia State Crime Commission, pursuant to a Resolution of the General Assembly, is reviewing means of enhancing family and community ties with Virginia's state inmates. Your responses to the following questionnaire will substantially aid the Commission in its work. While space has been provided for your answers, please feel free to add additional sheets of paper as needed.

Name of Institution \_\_\_\_\_

Contact Person and Phone Number \_\_\_\_\_

Visitation Practices

1 What is the standard waiting/processing time for visitors prior to being admitted to the visiting room, and seeing the inmate?

- Less than 30 minutes \_\_\_\_\_
- 30 to 60 minutes \_\_\_\_\_
- 60 to 90 minutes \_\_\_\_\_
- Over 90 minutes \_\_\_\_\_

2 What reasons account for this waiting period (check all that apply)?

- Number of visitors \_\_\_\_\_ Configuration of prison \_\_\_\_\_
- Number of staff \_\_\_\_\_ Other \_\_\_\_\_
- Security concerns \_\_\_\_\_

3 What measures could be taken to reduce this waiting period?

\_\_\_\_\_  
\_\_\_\_\_

4 What are the rules governing termination of visits?  
(Kindly provide a copy of your IOP on this issue)

\_\_\_\_\_  
\_\_\_\_\_

5 Do you eliminate visitation during quarterly shakedowns?

Yes \_\_\_\_\_ No \_\_\_\_\_

6 What procedure is used to notify visitors of cancellation of normal visiting days (for whatever reason)?

- Inform prisoners \_\_\_\_\_
- Inform visitors during advance visits \_\_\_\_\_
- Inform visitors on day of cancellation \_\_\_\_\_
- Other \_\_\_\_\_
- Notice is provided how far in advance of cancellation \_\_\_\_\_

7 Do you encounter visitor complaints regarding lack of knowledge or understanding about canceled visiting days or other visiting rules and, if so, how frequently (please provide approximate numbers)?

Yes \_\_\_\_\_ No \_\_\_\_\_  
Percentage of visitors lodging complaints \_\_\_\_\_

8 How are questions/comments by family members of prisoners dealt with (to whom are they referred), and is this system effective in responding to family members' concerns?

\_\_\_\_\_  
\_\_\_\_\_

9 Are visitors permitted to bring any articles with them into the visiting room and, if so, what?

Yes \_\_\_\_\_ No \_\_\_\_\_  
Articles permitted \_\_\_\_\_

10 Does the warden/assistant warden make periodic reviews of the intake and visiting rooms on visiting days?

Yes \_\_\_\_\_ No \_\_\_\_\_  
How frequently \_\_\_\_\_

11 Does your facility maintain a designated play area for children of visitors?

Yes \_\_\_\_\_ No \_\_\_\_\_

12 What type of interaction is permitted between inmates and visitors (check all that apply)?

Remain seated \_\_\_\_\_ Move about in limited area \_\_\_\_\_  
Face-to-face \_\_\_\_\_ Move about visiting area without restriction \_\_\_\_\_  
Side-by-side \_\_\_\_\_ Other \_\_\_\_\_

13 What do you consider to be your greatest problem with the visitation process (please offer explanation where necessary)?

Contraband \_\_\_\_\_ Security \_\_\_\_\_ Other (explain) \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

14 How would you suggest this problem be alleviated, and what resources would be necessary to do so?

\_\_\_\_\_

---

15 Does your facility offer visitor picnics, "family days," or other special visitation practices and, if so, are these effective ways for enhancing quality family contact (why)?

Yes \_\_\_\_\_ No \_\_\_\_\_

---

---

16 Do you believe conjugal visits could be effective in your facility (please provide reasons for your response)?

Yes \_\_\_\_\_ No \_\_\_\_\_

Reason \_\_\_\_\_

17 What is your perception of transportation needs for visiting family members and how well are they being fulfilled?

---

---

Community Contacts

18 Do you have inmate programs (vocational/educational/counseling) in which volunteers from the surrounding community or among the inmate population itself participate (provide a description)?

Yes \_\_\_\_\_ No \_\_\_\_\_

Program Description \_\_\_\_\_

---

19 Do you consider these programs to be effective and, if so, why?

Yes \_\_\_\_\_ No \_\_\_\_\_

Reason \_\_\_\_\_

20 Do you elicit participation from community organizations for volunteer efforts in your facility, or otherwise maintain interaction with community groups (Please provide an explanation)?

Yes \_\_\_\_\_ No \_\_\_\_\_

---

21 Is there a community college geographically proximate to your institution and, if so, does it offer courses to inmates?

Yes \_\_\_\_\_ No \_\_\_\_\_

Types and Number of Courses \_\_\_\_\_

\_\_\_\_\_

22 Do you have policies or programs which are specifically designed to encourage family communication or contact for inmates (Please describe such policies)?

Yes \_\_\_\_\_ No \_\_\_\_\_

Nature of Policies \_\_\_\_\_

\_\_\_\_\_

23 What types of educational and/or counseling programs are available to inmates within your institution?

\_\_\_\_\_

\_\_\_\_\_

24 What is the level of participation in these programs?

All programs are 100% filled \_\_\_\_\_

Some programs are 100% filled \_\_\_\_\_

Programs average 75% capacity \_\_\_\_\_

Programs average under 75% \_\_\_\_\_

Inmates seek greater capacity \_\_\_\_\_

25 What is the capacity of each program?

Programs can serve 100% of prison population \_\_\_\_\_

Programs can serve over 75% of the population \_\_\_\_\_

Programs can serve 50% to 75% of the population \_\_\_\_\_

Programs can serve 25% to 50% of the population \_\_\_\_\_

Programs can serve under 25% of the population \_\_\_\_\_

26 What types of work programs does your facility offer to inmates?

\_\_\_\_\_

\_\_\_\_\_

27 What is the disparity between available jobs and the number of inmates?

Jobs are available for over 75% of inmates who seek them \_\_\_\_\_

Jobs are available for 50% to 75% of inmates \_\_\_\_\_

Jobs are available for 25% to 50% of inmates \_\_\_\_\_

Jobs are available for under 25% of inmates \_\_\_\_\_

**APPENDIX C**

**SURVEY RESULTS TABULATED**

*Prison Survey Responses*

Of 42 surveys disseminated by the Virginia State Crime Commission to state correctional institutions in the Commonwealth, 37 were completed and returned. The information provided below represents compilation of these responses. Because not all responses were quantifiable or meaningful, some survey questions may not be reflected here. When percentages fail to equal 100 this is due to multiple answers by each respondent or, alternatively, a failure by some respondents to answer the particular question.

**TABLE 1**

Standard waiting/processing time for visitors of prison inmates  
between reaching the institution and contact with the inmate

<u>Waiting Time</u>	<u>Percentage Reporting</u>
Less than 30 minutes	90.0%
30 to 60 minutes	7.5%
60 to 90 minutes	2.5%
Over 90 minutes	0.0%

**TABLE 2**

Causes for waiting period  
(respondents answered in more than one category)

<u>Causes</u>	<u>Percentage Reporting</u>
Number of visitors	70.0%
Limited staff	57.0%
Security concerns	57.0%
Prison configuration	45.0%

**TABLE 3**

Incidence of visitor cancellations due to shakedowns

<u>Cancellation of Visiting</u>	<u>Percentage Reporting</u>
Do cancel	10.0%
Do not cancel	87.0%

**TABLE 4**

Incidence of visitor complaints due to cancellation of scheduled visiting days

<u>Visitor Complaints</u>	<u>Percentage Reporting</u>
Received	57.5%
None	37.5%

**TABLE 5**

Number of institutions permitting articles to be brought into visiting rooms

<u>Introduction of Articles</u>	<u>Percentage Reporting</u>
Permitted	77.5%
Not permitted	17.5%

**TABLE 6**

Number of institutions possessing designated areas for child visitors

<u>Areas for Children</u>	<u>Percentage Reporting</u>
Not maintained	77.5%
Maintained	20.0%

**TABLE 7**

Number of institutions offering periodic family activity days

<u>Family Activity Days</u>	<u>Percentage Reporting</u>
Provided for	87.5%
Not provided for	10.0%



**TABLE 8**

Number of institutions utilizing community/inmate volunteers to operate programs

<u>Using Volunteers</u>	<u>Percentage Reporting</u>
Are	97.5%
Are not	0%

**TABLE 9**

Number of respondents realizing effectiveness of volunteer programs in their institutions

<u>Effectiveness of Programs</u>	<u>Percentage Reporting</u>
Are effective	92.5%
Are not effective	2.5%

**TABLE 10**

Number of institutions actively eliciting volunteer participation from community organiza

<u>Participation from Community Groups</u>	<u>Percentage Reporting</u>
Do elicit	95.0%
Do not elicit	2.5%

**TABLE 11**

Number of institutions in which area colleges offer courses to inmates

<u>Access of Inmates to College Courses</u>	<u>Percentage Reporting</u>
Available	72%
Not available	20%

**TABLE 12**

Number of institutions possessing programs designed to encourage family contact

<u>Programs to enhance family contact</u>	<u>Percentage Reporting</u>
Do possess	60 0%
Do not possess	32 5%

**TABLE 13**

Level of participation in educational/counseling programs reported by institutions

<u>Level of Participation</u>	<u>Percentage Reporting</u>
Programs 100% filled	57 5%
Some programs 100% filled	27 5%
Programs average 75% capacity	5 0%
Programs average under 75%	0 %
Inmates seek greater capacity	2 5%

**TABLE 14**

Capacity of educational/counseling programs reported by institutions

<u>Capacity</u>	<u>Percentage Reporting</u>
100%	20 0%
75% - 100%	15 0%
50% - 75%	17 5%
25% - 50%	22 5 %
Under 25%	17 5%

**TABLE 15**

Level of disparity between available jobs and inmates who seek them

<u>Job Availability</u>	<u>Percentage Reporting</u>
Available for over 75% of inmates	62 5%
Available for 50% - 75% of inmates	20 0%
Available for 25% - 50% of inmates	7 5%
Available for less than 25% of inmates	2 5%

### *Jail Survey Responses*

The Virginia State Crime Commission disseminated 123 surveys to sheriffs and administrators of regional jails in Virginia, and received 94 surveys back. The information provided below represents a compilation of these responses. Because not all responses were quantifiable or meaningful, some survey questions may not be reflected here. When percentages fail to equal 100 this is due to multiple answers by each respondent or, alternatively, a failure by some respondents to answer the particular question. Percentages are rounded to the nearest whole number.

**TABLE 1**

Standard waiting/processing time for visitors of prison inmates upon reaching the institution but prior to contact with the inmate

<u>Waiting Time</u>	<u>Percentage Reporting</u>
Less than 30 minutes	70%
30 to 60 minutes	27%
60 to 90 minutes	3%
Over 90 minutes	0%

**TABLE 2**

Causes for waiting period  
(respondents answered in more than one category)

<u>Causes</u>	<u>Percentage Reporting</u>
Number of visitors	82%
Limited staff	55%
Security concerns	32%
Jail configuration	58%

**TABLE 3**

Number of visitors permitted on an inmate's visiting list

<u>Number Permitted</u>	<u>Percentage Reporting</u>
Five	11%
Five to Ten	5%
Over Ten	15%
Other	64%

**TABLE 4**

Incidence of visitor complaints due to cancellation of scheduled visiting days

<u>Visitor Complaints</u>	<u>Percentage Reporting</u>
Received	45%
Not received	54%

**TABLE 5**

Number of institutions permitting articles to be brought into visiting rooms

<u>Introduction of Articles</u>	<u>Percentage Reporting</u>
Permitted	41%
Not permitted	59%

**TABLE 6**

Number of institutions possessing special provisions for child visitors

<u>Special Provisions</u>	<u>Percentage Reporting</u>
Made	45%
Not made	55%

**TABLE 7**

Number of institutions maintaining programs to encourage family contact

<u>Programs for Family Contact</u>	<u>Percentage Reporting</u>
Maintained	30%
Not maintained	69%

**TABLE 8**

Number of institutions utilizing community/inmate volunteers to operate programs

<u>Using Volunteers</u>	<u>Percentage Reporting</u>
Are	92%
Are not	8%

**TABLE 9**

Number of respondents realizing effectiveness of volunteer programs in their institutions

<u>Effectiveness of Programs</u>	<u>Percentage Reporting</u>
Are	86%
Are not	7%

**TABLE 10**

Number of institutions actively eliciting volunteer participation from community organizations

<u>Participation from Community Groups</u>	<u>Percentage Reporting</u>
Do elicit	69%
Do not elicit	30%

**TABLE 11**

Number of institutions in which area colleges offer courses to inmates

<u>Access of Inmates to College Course</u>	<u>Percentage Reporting</u>
Available	39%
Not available	54%

**TABLE 12**

Level of participation in educational/counseling programs reported by institutions

<u>Level of Participation</u>	<u>Percentage Reporting</u>
Programs 100% filled	22%
Some programs 100% filled	14%
Programs average 75% capacity	9%
Programs average under 75%	45%
Inmates seek greater capacity	1%

**TABLE 13**

Capacity of educational/counseling programs reported by institutions

<u>Capacity</u>	<u>Percentage Reporting</u>
100%	31%
75% - 100%	7%
50% - 75%	14%
25% - 50%	12%
Under 25%	23%

**TABLE 14**

Institutions offering parenting classes to inmates

<u>Parenting Classes</u>	<u>Percentage Reporting</u>
Offered	11%
Not offered	89%

**TABLE 15**

Number of available jobs vs number of inmates seeking jobs

<u>Job Availability</u>	<u>Percentage Reporting</u>
Over 75% of jail population	80%
Between 50% and 75% of population	0%
Between 25% and 50% of population	0%
Under 25% of population	0%

**TABLE 16**

Institutions housing women inmates

<u>Housing Women Inmates</u>	<u>Percentage Reporting</u>
Yes	69%
No	30%

**TABLE 17**

Institutions housing all women inmates for other jurisdictions

<u>House for Other Jurisdictions</u>	<u>Percentage Reporting</u>
Yes	32%
No	45%

*The following tables reflect information provided exclusively by jails that house female inmates*

**TABLE 18**

Institutions utilizing a different classification scheme for male and female inmates

<u>Classification Scheme</u>	<u>Percentage Reporting</u>
Different	16%
Same	55%

**TABLE 19**

Availability of programs for female inmates

<u>Provide Same Programs as for Men</u>	<u>Percentage Reporting</u>
Yes	65%
No	9%

**TABLE 20**

Provision of standard gynecological services for female inmates

<u>Care Provider</u>	<u>Percentage Reporting</u>
Doctor	59%
OB-GYN Nurse	15%

**TABLE 21**

Provision of other health services exclusively for female inmates

<u>Services Exclusively for Females</u>	<u>Percentage Reporting</u>
Do provide	8%
Do not provide	65%

**TABLE 22**

Other policies directed exclusively towards the female inmate population

<u>Policies Directed Exclusively at Females</u>	<u>Percentage Reporting</u>
Do have	5%
Do not have	65%