



**MIP**  
**WOMEN, INTEGRATION AND PRISON.**  
**Analysis of the socio- labour integration processes of**  
**women prisoners in Europe.**

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**National Report on recommendations and political proposals.**

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## INTRODUCTION

This document constitutes one of the main results of the MIP Project in which an analysis was made of the processes of social-labour integration of women prisoners in Europe from the year 2002 to 2005. The document presents the study's conclusion as well as proposals for changes in the penitentiary policies and social policies that are affecting women inmates in Spain.

In the last ten years there has been little changes or initiatives in penitentiary policies that have had an impact on the women prisoners in regards to their processes of social integration, nor in reducing the level of recidivism or the growth of the penitentiary population.

It has only been recently that the newly elected socialist government has made some declarations regarding intentions to modify the system of penal intervention. This proposal for change is motivated in part by the necessity to take urgent measures to confront the current problematical situation of Spain's prisons.

Some of the most important realities of the system is the overcrowding of the prisons due to a constant increase in the number of inmates; the lack of resources to face this increase and the constant legal modifications that have provoked a toughening up of the treatment of prisoners; the effects that the elimination of benefits for prisoners that had in the past reduced the time served by working in the prisons; legal changes that imply that for some crimes the full sentence must be served with no chance of parole; the scarce, or non-existent alternative measures to prison; the restricted use of the third degree open regime and the lack of resources that imply that open regime cannot be provided in all of the autonomous regions of Spain; the third degree open regime and parole can only now be granted if the inmates satisfy the monetary payment of civil responsibilities; the legally mandated lengthening of sentences for certain crimes that actually represent 89% of the crimes for which women inmates have sentenced; and the failure of the reinsertion function within the penitentiary framework that is demonstrated by the fact that 60% of men inmates and 56% of women inmates are repeat offenders.

In this setting, it is even more discouraging that so little attention has been given to the constant increase in the number of women inmates, in contrast to what has occurred in other European countries such as United Kingdom and Germany. This increase was most notable in the years 1980 to 1994 when the ratio of female to male inmates went from one woman to 29 men, to one woman to nine men. From 1993 to 2004 the female inmate population continued to increase from 3.754 to 4.559 women. Throughout most of 2004 women represented 8% of the total number of prisoners, and only at the end of 2004 did the percentage decrease slightly to 7.7%. The stabilization of percentage of women prisons is explained by the fact that since 1993 to 2004 the male prisoner population has also suffered a very large increase, growing by 13.000 persons.

The lack of attention to women prisoners and to their specific needs can be basically, explained (as been seen in numerous studies and by various reports of the People's Ombudsmen) by the discriminatory treatment of women in the prisons in regards to such factors as lack of access to resources oriented to social and labour integration; to

the lack of specific resources oriented to gender needs, and due to the lack of material resources and infrastructures that worsen their living conditions in prisons. This lack of resources has not been addressed in recent years by any proposal or programmes to transform this situation, nor have there been initiatives for new policies and strategies directed specifically to women prisoners and ex-prisoners. Nor has the administration developed specific programmes aimed at reducing the use of prison, nor for more adequate programmes to meet the needs of women inmates.

In spite of this period of neglect, some studies on the situation of women prisoners in Spain and in the different autonomous regions have been carried out, which have shed much light on this reality. These studies represent a first step towards opening up debate and for proposing and developing possible actions and policies for the future.

## PRINCIPLES

Before proposing recommendations regarding policies and specific actions to improve the processes of socio-labour integration for women inmates, it is necessary to point out the need to carry out a series of more general recommendations for a profound reform of the Spanish penitentiary system.

*1- Gender differences must be attended to; there is an urgent need to place much more emphasis on integrating the gender mainstreaming and promoting equality between men and women in the plans and policies of the penitentiary and judicial system.*

The measures that the prisons offer reproduce and often increase **gender** inequality. We have seen throughout this project how gender represents multiple social and economic disadvantages for women in all areas that have been examined; family, health, education, economic resources, drug dependence, work and housing. We have also noted the consequences that are the result of women inmates representing a small percentage of the total prison population. The measures oriented to integration of the women rarely incorporate in their design or application a gender mainstreaming that corresponds to the particularities and the necessities of the women, or take into consideration the inequality that they suffer from the start.

Women ex-prisoners share personal and social needs with many women who have not committed crimes<sup>1</sup> and from this gender mainstreaming measures must be designed. Maternity, situations of lone-parent family, women's situation in the labour market, the domestic violence, differences in the use of drugs and their consequences, the social role that women are supposed to develop, differences in social and family support that women receive, the responsibilities that they have, prostitution, etc., all of these aspects that, among many others, configure a reality and different needs due to gender, and demand responses based on gender mainstreaming. The women in prison accumulate disadvantages of class, gender and, in many cases, of ethnicity and nationality. This

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<sup>1</sup> Rungay, 1999, citado en Prison Reform Trust (2000) *Justice for Women: The Need for Reform* (The Wedderburn Report), London: Prison Reform Trust.

reality is shared with many other women, and, at the same time, the experience of imprisoned women is substantially different from men.

*2- Define the objective and functions of penitentiary reinsertion to meet the needs for resettlement and not towards trying to promote psychological changes in the women. In consequence, restructure the plans and policies addressed to reinsertion of women inmates.*

The model of penitentiary treatment cannot be based on the principal objective of psychological change of the women if the objective is reinsertion. To change this exclusively psychological approach it is necessary to intervene in the social and structural factors that affect the situation of social exclusion that these women face. If this change and its consequent juridical, penal and penitentiary reforms are not carried out, the result will be to guarantee the custody and the continuity of a penitentiary model that fails in its objective of social reinsertion, and fails or reduces recidivism of women prisoners.

*3- Recognize and accept the incompatibility between security measures and reinsertion.*

As we have seen throughout this project the prisons do not have the capacity to reduce the distance between exclusion and integration, nor are they designed for this task. For this reason we insist in the need for participation and opening the prisons to the community; integration is a task that transcends the walls of the prisons. These walls should never become barriers or obstacles to integration. If this does not happen, we will find ourselves facing the danger, or the reality, of a penitentiary administration becoming simply “poverty managers”, substituting social assistance and support of the poverty by penal management of the poverty<sup>2</sup>. We also insist on the need to act on the processes of penal selection, breaking down the existing relation between social exclusion and imprisonment, and re-establishing the treatment of poverty and inequality through public and social policies.

*4 - The need for global coordination that provides answers not only to the penal problematical but to distinct social, political and economic problems, many of which are of a structural nature; this implies coordination and practical continuity between different resources and departments and ministries in order to face the problem of recidivism of the inmate population.*

The penitentiary administrations must participate in the assuming the political and social responsibility in relation to the exclusion that characterizes the majority of the inmate population, and must rethink their role of simple custodial care. The period of imprisonment must contemplate integral long-term planning for the insertion process of the women, a process that transcends their time in prison. The lack of support for women when they leave prisons, the lack of support when they return to their former environment, the lack of support when they face moments of risk and crisis, is a reality denounced by all the countries. If the women do not have opportunities to access housing, work, or adequate drug treatments, successful insertion is extremely difficult. If there is no change produced in the situation of exclusion that was lived before

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<sup>2</sup> Loïc Wacquant, “Deadly symbiosis. When ghetto and prison meet and mesh”, *Punishment and society* Vol. 3 (1): 95-134

entering prison, and even can become more acute due to imprisonment, insertion will remain a distant reality for these women who accumulate disadvantages of class, gender and often ethnicity, race or being foreigners (nationality).

*5 - Decentralization of the prison as a basic response, and the search and implementation of another penal reaction to crime.*

The penal policies should count on the community. Being consequent and redefining the policies and plans for the resettling of the condemned women with the loss of liberty, favouring the most the city participation of the inmates. There are, in this sense, very favourable penitentiary policies and measures for the social integration processes of the women prisoners as it is the existence of the third degree regime, alternatives in third degree and second degree regimes, special departments, dependent units and, in Catalonia, the innovative possibility of the penal mediation. According to this, it must be favoured in an urgent way, another penal response to the loss of liberty in the sentence. Therefore, the governments should assume a political and social stance clear, because the penitentiary population is not the sum of criminals, but the result and the mirror of a society.

## **POLITICAL RECOMMENDATIONS.**

### **INCLUSION OF THE GENDER MAINSTREAMING IN THE PENITENTIARY ADMINISTRATION**

#### **MINISTRY OF INTERNAL AFFAIRS**

**RECOMMENDATION:** Introduce the gender mainstreaming in the penal and penitentiary intervention through the initial creation of a specific department with negotiating power, and intervention and development of every penitentiary measure or policy affecting the women prisoners. The action fields of this department in relation to the insertion would be:

- The creation and development of specific programmes in the prisons and in alternative measures attending to the needs and problems of the women prisoners.
- Intervention in the coordination with other ministries and/or departments for the creation and development of the programmes addressed to women prisoners.
- The location and infrastructures of the women modules and the prisons designed for women. Tend to the elimination of the women modules and extend the mixed units to all the autonomous regions.
- Research and development in relation to the women prisoners and effectiveness of the penitentiary policies and measures addressed to their needs and to the reduction of their imprisonment.
- Development of equality indicators in the penitentiary framework, and total development of the statistics disintegrated by sex.
- Distribution of budgets.

- Development of programmes of training and sensitising for the penitentiary administration staff and technicians.
- Correction and intervention facing the gender inequalities inside the prisons (salaries, feminisation of the training and labour offer, health attention, etc.)

#### MINISTRY OF EMPLOYMENT AND SOCIAL AFFAIRS

**RECOMMENDATION:** Inclusion of the women prisoners and ex-prisoners in the plans of equal opportunities as target group that requires attention. Putting special emphasis in:

- The need of increasing the benefits of the family help, housing and widowhood in order to favour the situation of the majority of the women prisoners in a grave situation of social exclusion, as well as working as a social tool to mitigate the increasing feminisation of the poverty.

**RECOMMENDATION:** Development of an equal opportunities plan from the invitation drawn up in “2004 Report on Equal Opportunities” of the Commission of European Commissions for integrating the gender mainstreaming in the Justice and Internal Affairs Administrations.

#### MINISTRY OF HEALTH AND CONSUMPTION

**RECOMMENDATION:** Integration of the gender mainstreaming in the drug addiction intervention in the prisons and in the alternative measures. Generate support programmes paying special attention to the specific needs that the women have, inside and outside the prisons.

- Development of quantitative and qualitative information that collects the gender differences in the use, the treatment and the implementation of the existing programmes.
- Development of qualitative gender indicators in the field of the drug use and implementation of treatments.
- Bigger development of the statistics detached by sex, especially in the field of the implementation of treatments.

**RECOMMENDATION:** Development of resources for the attention of the specific or more common health problems in the women in prisons. Special and urgent attention to:

- Major prominence and staff for the attention in gynaecology and family planning.
- Reduction of the prescription of sedatives and tranquillizers and a major implementation of psychological support.

- Implementation of the precaution and advise HIV programmes for men and women, paying special attention that this measure must be also implemented in men prisons to promote the preventive behaviours in relation to the sexual transmitted diseases.

## MINISTRY OF JUSTICE

**RECOMMENDATION:** reform of penitentiary regulations in order to allow an improvement of the socio-labour integration processes.

- Reform of the current articles of the national and Catalan penitentiary regulation on the preparation programmes for the release.
- Development in the penitentiary regulations of the implementation of alternatives measures in second degree regime, as well as the mechanisms needed for their execution.
- Expansion, in the legal framework, of the release possibilities from the prisons through different support and follow-up social and labour programmes, for women who are in a second degree regime.
- Promote the timetables freedom, as well as the mechanisms needed for its implementation in second and third degree regimes for women who are carrying out a labour integration process.
- Introduce legal regulations in the penitentiary legislation that require the elaboration of clear and effective protocols for the drawing up of reports on follow-up and the possibility of release in the second degree regime (by the treatment teams responsibility) to the Judges of Penitentiary Surveillance.
- Inclusion in the work plans of the responsible ministries the legally binding of evaluation of the penitentiary policies and practices. Development of the mechanisms and institutions needed for its implementation.
- Inclusion in the Penitentiary Regulation the necessity of promotion, information and development of the penal mediation for the women who are in preventive detention or during the sentence time.

**RECOMMENDATION:** reform of the penal code in order to allow an improvement of the socio-labour integration processes.

- Legislative development of intervention and coordination processes between the office of the public prosecutor and the Judges of Penitentiary Surveillance for the follow-up of the integration plans of the women prisoners who are in a second degree and third degree regime.
- Legislative development of the implementation of alternative measures to the loss of liberty in the sentence.

- Legislative development of the penal mediation and promotion of its implementation, apart from expanding the list of cases in order to be able to apply them, specially for the small scale trafficking crimes.

## **ATTENTION AND INTERVENTION ON THE GENDER VIOLENCE**

### MINISTRY OF SCIENCE AND TECHNOLOGY

**RECOMMENDATION:** Urgent need of giving support to the researches on the violence against women and the specific consequences in the opportunities limitation with special attention to:

- Women prisoners.
- Gender violence and its relation to the social exclusion and the generational effects.
- Consequent intervention proposals and creation of social and penitentiary policies.

### MINISTRY OF INTERNAL AFFAIRS

**RECOMMENDATION:** Special training for the educational and social services staff to work on the violence situations that the women, who are in prison, have lived.

**RECOMMENDATION:** Elaboration of specific programmes inside the prisons, giving bigger therapeutic, social and economic support for the preparation to the release by the external staff and organizations specialized in this intervention.

- Elaboration of agreements between the penitentiary administration and these organizations.
- Continuity of this follow-up programme and support when release, during the exits in the second and third degree regime and parole in the community attention network.

### MINISTRY OF HEALTH AND CONSUMPTION

**RECOMMENDATION:** Support for the research oriented to the analysis between the violence against women and the drug use to generate clear proposals and strategies of action and intervention in the drug addiction programmes and their relation to the social support programmes, inside the prisons as well as in the external attention network.

### MINISTRY OF EMPLOYMENT AND SOCIAL AFFAIRS

**RECOMMENDATION:** Include in the plans on violence against women the group of women prisoners and ex-prisoners.



- Inclusion in the next plan the need of giving support through specific programmes and initiatives inside the prisons to the women who are victims of the violence, offering information inside the prisons on the legal processes to carry out, and the attention points for these women after release.

## FAMILY RELATIONS

### LONE-PARENT FAMILY

#### MINISTRY OF EMPLOYMENT AND SOCIAL AFFAIRS

**RECOMMENDATION:** Promote specific support programmes to the labour insertion for lone-parent family women in risk of social exclusion and invigorate these programmes with more urgency in the places or districts that are segregated from the social and economic web.

**RECOMMENDATION:** Impulse of specific benefits for lone-parent family women who are a long time outside from the labour market in order to make the change to the labour insertion and to be able to guarantee in this period the subsistence of the these mothers and these children.

#### MINISTRY OF INTERNAL AFFAIRS

**RECOMMENDATION:** Implement specific support programmes for the social and labour insertion of the lone-parent family women, women prisoners and ex-prisoners, inside the prisons and with a continuity and coordination when they release the prison in the external community network (2nd degree, 3rd degree regime, parole and definitive freedom). These programmes would require:

- Support in the process of recovering the children who have been given in reception in a temporary way, or who have been taken in by relatives or near people.
- Need of facilitating timetables of entrance and exit to/from prison in the second degree regime to women who participate in this programme, to guarantee the success of the women's insertion.
- Support network for the childcare in labour or training timetables.

### WOMEN WITH CHILDREN IN PRISON;

#### MINISTRY OF JUSTICE

**RECOMMENDATION:** Following the big number of the existing European recommendations, (highlighting the Recommendation 1469 (2000) of the Assembly of the European Council), the custodial sentence should be always substituted by alternative measures to the prison in pregnant women and women in charge of children under 3 years old who have committed minor offences. Even in cases of more serious offences, sanctions that do not involve loss of liberty, as the semi-liberty or parole, should be applied in these cases.

- As long as this recommendation is not put into effect, we recommend a legislative change allowing those women to accede automatically to dependent units. This would involve the creation of those dependent units of mothers in charge of children under three years old in each autonomous region.

#### **WOMEN WITH CHILDREN OUTSIDE THE PRISON;**

#### **MINISTRY OF INTERNAL AFFAIRS**

**RECOMMENDATION:** Change and improvement of the visits' conditions of the children over three years old inside of the prisons:

- Urgent change of the visiting places of the children over three years old in the prisons. The current places for these visits are not affable to favour the relations mother-children, or to reduce the negative impact of these visits on the children.
- Establish legally the possibility of an external visits regime in second degree regime for the women with children over three years. The organism in charge of establishing this bridge between inside-outside and the visits follow-up would be the Ministry of Social Affairs in coordination with the Ministry of Internal Affairs and with the support of external organizations that already exist to carry out this support programme to the family and the preparation of the prison release.

#### **MINISTRY OF EMPLOYMENT AND SOCIAL AFFAIRS**

**RECOMMENDATION:** Perception of a specific benefit for the child over three years who has the mother or the parents in prison.

- This benefit should cover the maintenance of the child and also the school needs.
- The welfare departments of each autonomous region would be the organs in charge of making the follow-up of these benefits through the children attention services.

## **BENEFITS TO THE FAMILY:**

### **MINISTRY OF EMPLOYMENT AND SOCIAL AFFAIRS**

**RECOMMENDATION:** the need of individualizing the support benefits for the family and favouring the support to the women who lead “de facto” those families and who use to be the people in charge of the care of the members belonging this family is repeated.

- These benefits should also go together with a community and individual socio-labour insertion plan, with a strong impact in certain districts to break, at the same time, the unemployment dynamics of the female population and the excessive dependence on the currently social security model in certain places and districts.

### **MINISTRY OF INTERNAL AFFAIRS**

**RECOMMENDATION:** Implementation of a specific follow-up programme with the family or near people inside the prisons by the social services with the support of the external organizations, allowing to act with bigger precision in the improvement of the family and social situations that are favourable for the social and labour insertion of the women prisoners.

- Inclusion of this programme as *a bridge between inside and outside* in second degree regime.
- The follow-up and the participation of the family in all this process is established as a right of the family in compensation for the social, economic, affective and labour support that these families are in the social integration processes of the women prisoners in the framework of the Spanish Welfare State.
- Include into the hired staff for this programme gypsy women who make all the process of family-prison mediation with the women prisoners who belong to the gypsy ethnic group.

## **LABOUR INSERTION**

### **WORK INSIDE THE PRISONS:**

### **MINISTRY OF INTERNAL AFFAIRS**

**RECOMMENDATION:** Promote the equal opportunities and the non-discrimination by reasons of gender in the whole process and intervention for the labour insertion. In this sense:

- Include variations of the labour offer to produce a distance from the labour segregation dynamics that the women who are in the prisons suffer in a serious way.

- For the reduction of the discrimination by reasons of gender inside the prisons, promote the salaries equality between women and men prisoners as well as provide in the same way the best-paid jobs in the prisons or modules of women.
- Correct the extreme feminisation of the offer of occupational training inside the women prisons and guarantee the access of all the women to other courses.
- Development of equality indicators to evaluate the existing inequalities and the elaboration and transparency of the quantitative data in the annual reports of the penitentiary administration.
- Implementation of the occupational equality policies in the enterprises in charge of the labour management for the women prisoners and an evaluation of those policies and practices.
- Guarantee within a period of four years that the 60% of the women prisoners accedes to a job inside the prisons.

**RECOMMENDATION:** Establish a bridge-programme of occupational training outside with the women who are classified in second degree regime. In this sense:

- Guarantee coordination and follow-up of the occupational training between inside and outside the prison, and also coordination and follow-up of the received training and the future labour insertion outside.
- Promote the labour insertion enterprises of the community network for the women prisoners and establish them as bridge for the labour integration when they leave the prison. Create an intervention and coordination plan for the vocational training and the labour insertion in these enterprises inside the prisons, in the framework of the preparation for the release in the period of second degree regime. Introduce labour insertion enterprises specialized in insertion with gypsy women.
- Need of introducing inside the prisons the organizations that are specialized in labour insertion of women and that are established in the external network, as measure for the development of coordination and follow-up plan of the labour trajectory from the inside to the external labour market. Need of introducing expert organizations in insertion of gypsy women, with people who insert belonging to the gypsy community.
- Coordinate and establish protocols for the release in second degree regime for women prisoners who are following these labour insertion plans.
- The penitentiary administration, with the support of external organizations, in charge of carrying out this task, should guarantee jointly coordination network with other external resources as the social, health, education and vocational training services.
- Major implementation of the possibility of release in second degree regime to work outside the prison or to participate outside in normalized vocational training courses.

## SOCIAL INTEGRATION

### INFORMATION;

#### MINISTRY OF INTERNAL AFFAIRS

**RECOMMENDATION:** Inclusion of a continuous information and support programme inside the prisons and for the preparation for the release of prison with action outside the prisons in the releases of second degree and third degree regime;

- Activities: Information on benefits, existing resources (training, housing, economic resources, etc.), formalities to carry out, bureaucratic processes, documentation, from the places where the prison is located, but also from the rest of the territory or place where the woman is going to go during the release.
- Every women prisoner should be able to accede to this service during her term of imprisonment and before the classification of third degree regime.
- The team of social services should coordinate this programme.

### HEALTH AND CONSUMPTION

#### MINISTRY OF INTERNAL AFFAIRS

**RECOMMENDATION:** Urgent need of moving the competences of the detoxification programmes inside the prison to the National Health System, to be treated as a public health issue, and not as a security one.

**RECOMMENDATION:** Need of basic reforms for an improvement in the attention/assistance of drug addictions in the centres of women.

- Guarantee a bigger number of places for the access of the women to these programmes.
- Establish coordination with the external network for those women prisoners who begin a programme inside the prison and who want to continue it outside.
- Establish the legal framework favouring the release in second degree regime to women who participate in detoxification programmes to make possible the continuity of the treatment in external centres.
- Financing for a bigger number of places in the detoxification centres of the community network that take in more women in alternative measure and in alternative measure in third degree regime.

- Implementation in all the women prisons and modules of the interchange programmes of syringes.

#### MINISTRY OF SCIENCE AND TECHNOLOGY

**RECOMMENDATION:** Research and development on the type of health attention inside the women prisons.

- Special attention to: Obstacles and opportunities for an improvement of the health attention in the women prisons. Paying special attention in the research on the causes and effects of the over-medication done in the women prisons and change proposals.
- Research on the reduced access of women to the treatment programmes outside the prison. Social, political, institutional and personal factors that affect in the participation or not participation of the women in those treatments and change proposals and the adaptation to the needs of the women consumers.

#### Foreign women

#### MINISTRY OF SOCIAL AFFAIRS

**RECOMMENDATION:** Modify the legislation in relation to the alien status and the dispositions to omit the obstacles to the socio-labour integration of the women prisoners, once they have ended their sentence.

- Guarantee the fulfilling of the re-insertion and rehabilitating function of the prison for the women prisoners, who, when they have completed their sentence, are automatically expelled.
- Allow the obtaining of residence and work permits to the foreign people during their third degree regime and, once they have completed their prison sentence, and not only during the serving of itself.

#### MINISTRY OF INTERNAL AFFAIRS

**RECOMMENDATION:** Avoid the existing obstacles in the penitentiary legislation and practice to the women prisoners, just because they are foreigners.

- Eliminate the requisites of having a family outside the prison, or a stable housing just to obtain permits and the third degree regime; that in the case of the foreign women constitute discriminatory elements.
- Guarantee the information and advice on legal matters of alien status (e.g. Law on aliens) and labour matters for the foreign women beginning when they entry to prison.

## MINISTRY OF JUSTICE

**RECOMMENDATION:** Modify the penal legislation to formally guarantee the rehabilitating function of the prison and avoid then the expelling of those women.

### Education

## MINISTRY OF EDUCATION, CULTURE AND SPORTS

**RECOMMENDATION:** Generate in this ministry a specific department for the educational management inside the prisons. And for the management and organization of all the educational, cultural and sports activities inside, too. And then:

- Guarantee the access of these women to these activities.
- Introduce in the prisons educational staff depending on the Ministry.
- Establish solidier processes of coordination and transference to the external network.
- Guarantee the continuity of the educational activities outside the prison for the women who have begun them inside.
- Guarantee, for the secondary school and the university degree, a major attention outside the prison for the guardianships and establish specific telephone communications inside to talk to the teachers for the registered women. Include the current technological means that allow a long-distance communication, without affecting the security in the prisons.
- Establish coordination in this department with the treatment team and maintain the competences of this department as main motor of management, execution and follow-up of the inmates.
- Introduce training to the bureaucracy about the culture and the reality of the gypsy community.
- Establish coordination with the gypsy organizations for the elaboration of training courses.

### Housing

## MINISTRY OF EMPLOYMENT AND SOCIAL AFFAIRS

**RECOMMENDATION:** Elaboration of a strategy for the improvement of the housing support of the women prisoners. Paying special attention to:

- Development of the housing benefits for the women prisoners and ex-prisoners in charge of children under three years old or in period of reception.
- Include specific benefits for the maintenance of the housing outside the prison in the case of sentences that have duration less than one year.

- Guarantee that the access to the housing resources when release is done according to the needs of the women prisoners, and not because of their profile and reinsertion prediction. And guarantee the principle of wilfulness for the access.
- Develop a global housing strategy and policy to offer a solidier and more effective housing support to the home and foreign women who have been deprived of freedom in the prisons of the Spanish State.

## PENITENTIARY ADMINISTRATION STRUCTURE

### Budgets

MINISTRY OF INTERNAL AFFAIRS

**RECOMMENDATION:** Each Ministry or Department should have an independent budget for the intervention in its own field.

### Structure

**RECOMMENDATION:** Change in the organizing structure to guarantee at national level that the penitentiary administration and institutions stay under the Ministry of Justice, not under the Ministry of Internal Affairs.

## REFERENCES

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