Correctional Service Canada

Service correctionnel Canada

SAFETY, RESPECT
AND DIGNITY
FOR ALL

LA SÉCURITÉ,
LA DIGNITÉ
ET LE RESPECT
POUR TOUS

File # 394-2-28

Evaluation Report:

The Evaluation of the Impact of Uniforms in

Women Offender Facilities

Evaluation Branch
Performance Assurance Sector
December 2006

Canada

ACKNOWLEDGEMENTS

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Evaluation of the Impact of Uniforms in Women Offender Facilities
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EXECUTIVE SUMMARY

Introduction

In February 2003, the Commissioner announced that the implementation of the new uniform would ensure that <u>all</u> Correctional Officers were to be in uniform[1], including front line staff in women offender facilities (except Healing Lodges).

Research reviewed at the time on the effect of uniforms in women offender facilities was inconclusive. The Performance Assurance Sector was asked to evaluate the impact of the implementation of uniforms in women offender facilities, with a particular focus on the impact on the interaction between staff and offenders, and its influence on corporate results in the areas of security and reintegration.

Evaluation Strategy

Given the nature of this initiative and the specific scope approved in the evaluation framework, issues regarding the impact of uniforms on safety and security, reintegration and relationships were the only areas of focus for this evaluation.

Quantitative analyses were performed on the following variables:

1) Escorted Temporary Absences: Total number of ETAs; personal development ETAs; family related ETAs; medical; administrative ETAs; and compassionate ETAs.
2) Disciplinary offences: All charges that resulted in a guilty finding for 'disrespect staff' and 'disobey orders'.
3) Complaints: first level of the process.
4) Program enrolment: All correctional programs offenders have enrolled in the following domains: Living Skills; Sex Offender Programs; Substance abuse; Women Programs; Education; and Personal Development.
5) Security Incidents: all Level I and Level II security incidents.

Regression analyses were performed on these variables using the rate for a period of 12 months prior to implementation of uniforms and for 12-months post-implementation. This type of

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[1] Correctional Service of Canada (2003). National Labour/Management Committee, February 7, 2003.

analysis was used to examine trends across time, to provide an indication of whether various measures changed significantly following the implementation of uniforms.

Interviews were conducted by the evaluation team in person with CSC staff members, volunteers, and women offenders at 2 facilities pre-implementation in May, 2005 (N=87, 52 at Nova Institution and 35 at Fraser Valley Institution [FVI]) and post-implementation in February, 2006 (N=87, 49 at Nova Institution and 38 at FVI) at Fraser Valley Institution and Nova Institution.

Considering the potential staff and offender movement during the time period, the evaluation team conducted a review of offenders' risk, need, reintegration potential and motivation level profiles to assess if these factors had changed enough to influence the situation. Only one significant difference (employment domain) was found between women offender at pre and post.

Several limitations influenced the conduct and analysis of this evaluation. The most significant limitation deals with the issue of attribution. As such, results in the report are cited as trends, and correlations, but not as cause and effect links where one event caused changes to other events. Even those trends cannot be attributed to one factor with any level of certainty. Furthermore, given that data were collected for a relatively small population (5 women offender facilities), only overall analyses could be performed.

Key Findings

The Evaluation Team performed quantitative analysis for several factors that were assessed as factors that would potentially be affected by the implementation of uniforms in women offenders' facilities. Only one factor, the participation of women offenders to personal development and family related Escorted Temporary Absences, was found to have changed (decreased) significantly during the period under review. Variables such as disciplinary offences (2 specific categories), offender complaints, security incidents, administrative/medical/ compassionate ETAs and participation in correctional programs were all found to have remained constant during the period under review.

Interviews conducted with key people provided qualitative information on perceptions surrounding the implementation of uniforms. Respondents have indicated that they found staff more visible with the presence of uniforms. The overall support for the presence of uniforms for front line staff has remained unchanged among groups with one-quarter of women offenders supporting, three-quarter of uniformed staff supporting and 39% of non-uniform staff supporting.

The perception of a majority of respondents that the presence of uniforms would affect dynamic security is still present at post reading, but in a lower percentage (from 77% to 53%). Forty-two percent of women offenders expressed during the post interview that they felt that staff attitude had changed, but that it depended on the staff member ("Staff attitudes changed/more condescending/depends on staff member"). The percentage of respondents that expected the presence of uniform to impact the overall safety and security of the institution went from 62% to 44%, and the quantitative data analysis does not indicate a change in that area.

The staff/other group expected that the presence of uniforms would increase group cohesion in the order of 60% ("Increase cohesion/positive impact/more of a team/common goals and interests/identity"). This percentage was at 47% after the implementation of uniforms ("Part of same team/camaraderie/increased cohesiveness/solidarity"). Thirty-one percent of respondents indicated that they felt the relationship between uniformed staff and non-uniformed staff had changed.

Measuring the impact of a single change in an operational environment is always subject to several limitations, which have been described in the Evaluation Method section of this report. The main issue for this evaluation was the limits of being able to attribute any change identified to the variable under study. Front line staff members have started to wear uniforms in women offender facilities at a time where other changes may have occurred. For example, if the resources (actual O&M, staff availability) available to perform Escorted Temporary Absences changed during the period, or if some decision-making processes have been modified, the decrease in the participation found with personal development and family related ETAs could potentially result from these other factors, which cannot be controlled in the equation.

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LIST OF ACRONYMS

CAC	Citizens Advisory Committee
CCRA	Corrections and Conditional Release Act
CSC	Correctional Service Canada
ETA	Escorted Temporary Absence
FVI	Fraser Valley Institution
OMS	Offender Management System

INTRODUCTION

Context and Background

Uniforms have long been worn in Correctional Service Canada's (CSC's) men's institutions but have only recently been introduced into its women's facilities.

Prior to the decision to implement uniforms in women offender facilities, a literature review prepared by the Women Offender Sector on the impact of uniforms in correctional environments provided many theoretical arguments for and against the implementation of uniforms. However, the review provided a limited amount of documented applied research performed on this specific subject matter[2]. As indicated in the review, arguments in favor of uniforms were varied. Some of the reasons cited were that they increased staff visibility; provided staff with a sense of pride, belonging, and group cohesion; commanded immediate respect; reduced cost for staff that would otherwise have to purchase suitable civilian working attire; and allowed staff to enforce discipline more effectively. Arguments against uniforms were equally varied. Some of the more commonly cited reasons against uniforms were that they reduced compliance and increased aggressive behaviour directed toward the wearer of the uniform; represented authoritarian structure that negatively impact staff/inmate relations; intimidated offenders, other staff and visitors thus creating a barrier; and promoted an 'us versus them' mentality between staff and inmates. Given that most of the information cited was theoretical, the review could not conclude what direct impacts could be expected as a result of the implementation of uniforms in women offender facilities.

In December 2002, the decision was made at Executive Committee to redesign uniforms for those employees who were at the time required to wear them[3]. At that time, staff members in women offender facilities were not issued uniforms. In a subsequent National Labour/Management Committee meeting held in February 2003, the Commissioner announced that the implementation of the new uniform would ensure that <u>all</u> Correctional Officers were to

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[2]Correctional Service of Canada (2003). Literature Review: Research positions pertaining to correctional staff in uniform: Prepared by Women Offender Sector.
[3] Correctional Service of Canada (2002). Executive Committee Minutes, December 11-12, 2002.

be in uniform[4]. This decision to uniform all Correctional Officers included front line staff in women offender facilities, except Healing Lodges.

As indicated, previous research on the effect of uniforms in women offender facilities was inconclusive. The Performance Assurance Sector was asked to evaluate the impact of the implementation of uniforms in women offender facilities, with a particular focus on the impact on the interaction between staff and offenders, and its influence on corporate results in the areas of security and reintegration.

The evaluation was limited to the 5 women offender facilities that implemented staff uniforms. Evaluations typically follow Treasure Board guidelines of a Results-Based Management and Accountability Framework and examine 5 areas of effective project management (relevancy, success, cost-effectiveness, implementation, and unintended findings). However, given the nature of this initiative and the specific scope approved in the evaluation framework, issues regarding the impact of uniforms on safety and security, reintegration and relationships are the only areas of focus for this evaluation.

Policy and Legislation

The face of women offender corrections was transformed in the 1990s with the release of Creating Choices[5], a guiding document used to enhance social justice and rehabilitation efforts for the women incarcerated in federal institutions. One of the main tenets of this approach was to eliminate barriers between the women offenders and staff, to strengthen efforts to heal and reintegrate.

"In order to help women take responsibility for their lives, in prison and prepare for self-sufficiency upon release, staff must create an environment where relationships based on role-

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[4] Correctional Service of Canada (2003). National Labour/Management Committee, February 7, 2003.
[5] Correctional Service of Canada (1990). Creating Choices: A report of the task force on federally sentenced women.

modeling, support, trust, and democratic decision making can thrive between staff and federally sentenced women."[6]

This report's recommendations were used to outline specific elements of CSC's Commissioner's Directives and Standard Operating Practices on how women offenders were to be managed. Although the Corrections and Conditional Release Act (CCRA) provides direction related to programs and searches for women offenders (s. 77 and s. 53(2)), it does not provide specifics for other elements of their incarceration.

Logic Model

The logic model for the implementation of uniforms describes the main activities, outputs, and outcomes of the initiative. It establishes an expected association between activities and outcomes. The logic model also illustrates the expected results of the implementation of uniforms as it relates to CSC's corporate performance in the areas of safety, security and reintegration. For details of the logic model, please refer to the Appendix 2.

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[6] Correctional Service of Canada (1990). Creating Choice: The report of the task force for federally sentenced women: Chapter IX, Issues and dilemmas.

EVALUATION METHOD

Sample Composition

Key Sources

Interviews were conducted with CSC staff members, volunteers, and women offenders at 2 sites; Nova Institution and Fraser Valley Institution (FVI). The Evaluation Team conducted interviews at these sites both before and after the implementation of uniforms. Pre-implementation interviews were conducted in May, 2005 (N=87, 52 at Nova Institution and 35 at FVI), while post-implementation interviews occurred in February, 2006 (N=87, 49 at Nova Institution and 38 at FVI). Considering the movement of staff and women offenders over this time period, the pool of participants varied between visits. However, of the 174 interviews conducted, 34 participants were the same at pre- and post-implementation. Pre-implementation interviews consisted of 22 interviews with women offenders, and 65 interviews with staff/other, of which 33 were going to be in uniform. At post-implementation, there were 87 interviews conducted, where 29 interviews were conducted with women offenders, 58 were conducted with staff/other, of which 33 were uniformed. For a summary of interviews conducted, see Tables 1 and 2 below.

Table 1: Pre-Implementation Interviews

	Nova	FVI	Total
Total interviews	52	35	87
Total offender interviews	10	12	22
Total staff/other interviews*	42	23	65
Total uniformed staff interviewed	25	8	33
Total other staff	17	15	32

Average length at CSC**:
   Staff
   Offenders
	
	 7 years
	 n/a***
		
		 7 years
		 2.5 years	

* Site interviews conducted with CAC members and Elizabeth Fry Society representatives have been included in the "staff/other" category to respect confidentiality.
** Self-reported information
*** Information not available

Table 2: Post-Implementation Interviews

	Nova	**FVI**	**Total**
Total interviews	49	38	87
Total offender interviews	15	14	29
Total staff/other interviews*	34	24	58
Total uniformed staff interviewed	20	13	33
Total other staff	14	11	25
Average length at CSC**:			
Staff	9 years	7 years	
Offenders	4 years	3 years	

* Site interviews conducted with CAC members and Elizabeth Fry Society representatives have been included in the "staff/other" category to respect confidentiality.
** Self-reported information

Measures

Semi-Structured Interviews

The institutional consultation began with a pre-scan of issues conducted at 2 facilities (Joliette and Grand Valley Institutions – March 2005) in order to gain a sense of the issues and assist the evaluation team in the development and design of the interview instrument. Following this initial consultation, semi-structured interviews were incorporated into the methodology to understand and report on the opinions and perspectives of women offenders, staff, Citizens' Advisory Committee members, and representatives from the Elizabeth Fry Society at the facilities. Institutional visits occurred at Nova and Fraser Valley Institutions, at pre- and post-implementation phases. Site interviews conducted with representatives of Citizens' Advisory Committees and Elizabeth Fry Society are referred to in the report as "staff/other" where appropriate. The semi-structured interviews used generated both results of a categorical nature (i.e. yes/no) and qualitative results from open-ended questions. Refer to the Appendix 3 and 4 for the pre- and post-implementation semi-structured interview guides.

All staff and women offenders were notified of the evaluation team's impending visit and encouraged to participate in an interview to voice their opinion. Prior to arrival, staff and women offenders were contacted through institutional correspondence (i.e. emails for staff, posters in common areas, communication with inmate committee representatives, etc.) with the assistance of a site visit co-ordinator. Upon arrival at the institution, evaluation teams participated in walk-

around introductions, participation in morning briefings, and inmate committee introductions. Participation was completely voluntary.

Procedures

As per the approved evaluation design, the evaluation team measured the impact on the various indicators of relationships, safety and security, and reintegration through pre-post implementation analyses. Front line staff in women offender facilities began wearing uniforms in June 2005. Front line staff included Primary Workers, Admission and Discharge Officers, Visit and Correspondence Officers, Dog Handlers, Security Maintenance Officers, and Assistant Team Leaders. There were some supply delays where not all staff received their uniforms on-time. These supply issues resulted in a more gradual roll-out of uniforms than was originally expected. Interviews were conducted by the evaluation team in person at 2 facilities pre-implementation in May, 2005 and post-implementation in February, 2006 (Fraser Valley Institution [FVI] and Nova Institution).

Qualitative data collected at Nova and FVI through on-site interviews during the pre- and post-implementation phases were analyzed using an inductive thematic method. Once data were entered, organized, and quality controlled, a preliminary analysis of each individual question was completed during which themes were identified. Each open-ended response was then carefully reviewed and coded according to the final themes generated through the analysis. Frequencies and percentages were then calculated to provide an overview of results. Numbers presented might not add to 100% given that some respondents provided more than one response. Appendix 5 presents results generated from the yes/no questions, and Appendix 6 and 7 present the themes generated through the analysis of answers to the open-ended questions.

Analyses

Given the numerous factors that may impact reintegration, safety & security, and relationships, attributing any changes in these areas specifically to the implementation of uniforms is challenging. For example, changes in disciplinary offences pre and post uniform implementation may be due to the demographic of the offender population at various points in time. In order to establish if any changes observed during the evaluation was attributable to the decision to

implement uniforms, there was a need to consider other competing factors. As such, the evaluation team conducted a review of offenders' risk, need, reintegration potential and motivation level profiles for that period.

The evaluation team found no significant differences for the above noted factors, from pre- to post-implementation of uniforms, with the exception for one factor (employment need). The profile was conducted using the Offender Management System (OMS), Offender Intake Assessment, completed for all offenders at intake. Data was extracted for all women offenders incarcerated at pre-implementation (6 months pre-implementation in December 2004, n=373) and post-implementation of uniforms (six-months post implementation in December 2005, n=380). Data were collected on static and dynamic factors. Static factors (risk factors) are determined by an offender's current offence(s) and criminal history. Dynamic factors (need factors) are identified through the systematic assessment of seven domains: employment, marital/family, associates/social interaction, substance abuse, community functioning, personal/emotional orientation, and attitude. These were analysed to compare populations before and after uniforms were implemented. It also provided a context for the quantitative data presented further in the report. For comprehensive results, refer to Appendix 1.

Overall Risk and Need

There were approximately an equal number of women at pre and post implementation, with 373 women incarcerated in the 5 women offender facilities at pre and 380 women incarcerated at post. There were no significant differences found between women offenders at pre and post on overall risk and overall need. The largest proportion of women offenders was found to be high risk (40% at pre and post) and high need (54% at pre and post).

Dynamic Need Factors

Only one significant difference (employment domain) was found between women offender at pre and post. As a group, women offenders are typically high need as assessed by the intake assessment process. The highest needs identified for the women offenders were personal and emotional functioning (87% at pre and 86% at post with some or considerable need) and substance abuse (71% at pre and 72% at post with some or considerable need). The majority of

women also had needs in employment (60% at pre- and 71% at post- with some or considerable), and marital/family relations (60% at pre- and post- with some or considerable). These results are similar to dynamic needs reported in another research completed recently by CSC[7].

Reintegration Potential and Motivation Levels

Reintegration potential gauges the extent to which the offender is expected to adapt successfully to community life upon release. Overall, the highest proportion of women offenders received a medium rating on their reintegration potential (35% pre and 36% post). As for motivation levels, over 40% (46% pre and 43% post) of the women offender population scored high and over 40% (46% pre and 48% post) scored medium. There were no significant differences found between these measures at pre and post-implementation of uniforms, indicating similarity in the population of women before and after uniforms were implemented.

Next, there were multiple methods used to measure the impact of the implementation of uniforms in women offender facilities. Respondents at the pre-implementation phase were asked to identify areas of performance or institutional adjustment that they foresee changing as a result of the implementation of uniforms. These responses were taken into account in the choice of indicators for the quantitative analysis, pointing toward escorted temporary absences (ETAs), complaints, disciplinary offences, and participation in correctional programs. Where possible, multiple data sources were accessed (i.e., interviews and quantitative analysis).

Quantitative variables of interest included:

1) Escorted Temporary Absences: Total number of ETAs; personal development ETAs; family related ETAs; medical; administrative ETAs; and compassionate ETAs.
2) Disciplinary offences: All charges that resulted in a guilty finding for 'disrespect staff' and 'disobey orders'.
3) Complaints: first level of the process.
4) Program enrolment: All correctional programs offenders have enrolled in the following domains: Living Skills; Sex Offender Programs; Substance abuse; Women Programs; Education; and Personal Development.
5) Security Incidents: all Level I and Level II security incidents.

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[7] Delveaux, K., Blanchette, K & Wickett, J. (2005). Employment needs, interests and programming for women offenders, R-166. Correctional Service of Canada.

Regression analyses were performed on these variables using the rate for a period of 12 months prior to implementation of uniforms and for 12-months post-implementation. This type of analysis was used to examine trends across time, to provide an indication of whether various measures changed significantly following the implementation of uniforms. The dependent variable was the calculated frequency of the number of women who were involved in the particular outcome variable in the institution for each month. For example, with respect to ETA participation, frequencies represented the total number of women offenders who participated in at least one ETA at Nova for June 04 over the number of women incarcerated at the facility for that month (i.e. total inmate population for Nova in June 04). To determine the number of women incarcerated at the facility for each month, the population snapshot represented the number of women incarcerated on the first day of each month. The independent variable is time, where these rates were measured for each of the 12-months prior to the implementation of uniforms and for each of the 12-months following the implementation.

In addition, analyses were performed on incidents that occurred at these facilities for the same time period. Regression analyses were performed on Level I and Level II incidents. For the purpose of this evaluation, level I incidents include; assault on inmate, assault staff, assault visitor, forcible confinement, sexual assault, hostage-taking, inmate fight, major disturbance, minor disturbance and murder. Level II incidents include; property damage, disciplinary problems, fire setting, intelligence, theft, unauthorized item and being under the influence. The dependant variable used is the actual total number of incidents, regardless of the number of offenders involved in these incidents. The independent variable is time. All findings reported as being significant in this document were significant at $p < 0.05$.

Limitations

Several limitations influenced the conduct and analysis of this evaluation. The most significant limitation deals with the issue of attribution. Given that the implementation of uniforms occurred in an operational environment with many other changes taking place prior to the implementation of uniforms and directly after, it is difficult to determine with any certainty that a specific event caused the changes. Isolating variability and attributing it to a change in policy is therefore difficult in an operational rather than an experimental environment. As such, results in

the report are sited as trends, and correlations, but not as cause and effect links where one event caused changes to other events. Even those trends cannot be attributed to one factor with any level of certainty. Furthermore, given that data were collected for a relatively small population (5 women offender facilities), only overall analyses could be performed.

Secondly, pre- and post-implementation interviews were conducted at 2 sites, rather than all 5. However, women offender profile data from all sites was incorporated and all sites had similar profiles. As well, all other data (from all 5 sites) on disciplinary offences, complaints, escorted temporary absences, program enrolments, and security incidents were included in the analysis. In addition, consultation was sought with Citizens' Advisory Committee (CAC) members at all 5 facilities.

Finally, some aspects of the arguments in favour of or against the implementation of uniforms are not directly measurable. Measuring for example the impact on the dynamic security of the institutions can only be done with a few indicators that, although are related, do not represent the full spectrum of the concept. Similarly, when trying to evaluate the impact on relationships, the only tangible source of information available was the input provided by staff members, offenders, CAC members, and Elizabeth Fry Society representatives during the interviews.

The reader should note that all results reported have been rounded to the nearest full percentage to ease comprehension.

KEY FINDINGS

The following results are presented along three evaluation objectives as per the initial evaluation framework: 1) safety/security, 2) reintegration, and 3) relationships. Data presented within each of these areas include: women offender responses to interviews pre- and post-implementation; staff/other responses to interviews pre- and post-implementation (which also includes all 5 women offender facility Citizens' Advisory Committees and Elizabeth Fry Society); OMS data include some categories of disciplinary offences, complaints, security incidents, Escorted Temporary Absences, and program enrolments. Full data tables can be found in Appendices 5, 6, and 7.

> ### *Objective 1: Safety/Security:*

> ***Static Security defined as:***
>
> *The physical/visible presence of security personnel, particularly static posts and rounds around the facility, as well as staff presence during offender escorted temporary absences. Static security also includes the presence of cameras, door locks and alarms, etc.*

❖ *FINDING 1: The implementation of uniforms in women offender facilities has resulted in a perceived increase in the visibility of security staff members.*

An increase in staff visibility at the institution was noted with the implementation of uniforms by both staff and women offenders. When asked if the implementation of uniforms had an impact on staff visibility, the vast majority of respondents reported that staff visibility in the institution increased at post-implementation (95%). Increased staff visibility in the community was also reported by the majority of respondents at post-implementation (87%).

> **Dynamic Security defined as:**
>
> *Dynamic security is fostered through relationships, where institutional security and the safety of staff, offenders and the public is maintained through positive relationships between staff and offenders, as well as the sharing of information among all parties[8].*

⚏ *FINDING 2: An examination of dynamic security indicators revealed no significant changes pre and post uniform implementation.*

During the pre-implementation interviews, staff/other and offenders suggested 2 indicators of dynamic security that might be impacted as a result of the implementation of uniforms: i) disciplinary offences and ii) offender complaints.

i) Disciplinary Offences

Disciplinary offences were examined for all 5 sites that implemented uniforms, for the 12-month period prior to the implementation (June 2004) of uniforms until the 12-month period following the implementation of uniforms (May 2006). Two categories of disciplinary offences were selected for the purposes of this evaluation. These categories are the most directly related to the potential perceived impact of the implementation of uniforms – 'disobey orders' (CCRA definition [a] disobeys a justifiable order of a staff member) and 'disrespect staff' (CCRA definition [f] is disrespectful or abusive toward a staff member in a manner that could undermine a staff member's authority). Disciplinary offence rates were examined to identify if a trend occurred indicating that there may have been an impact after the implementation of uniforms.

Results from the rate of disciplinary offences indicated very little change across the 24-month period. Average rates across the 5 sites range from 1.9% to 7.9%, however results from a regression analysis reveal that disciplinary offences have remained relatively constant across time ($r^2 = 0.05$). When the disciplinary offences are calculated separately, 'disrespect staff' had a slightly higher coefficient of determination ($r^2 = 0.15$) than 'disobey orders' ($r^2 = 0.01$) but both are quite small and not statistically significant. These results suggest no change between these 2 disciplinary offence categories following the implementation of uniforms.

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[8] Correctional Service of Canada (1987). Commissioner's Directive 560: Dynamic security.

Figure 1: Disciplinary Offences Rates Across Time – "Disobey Orders"
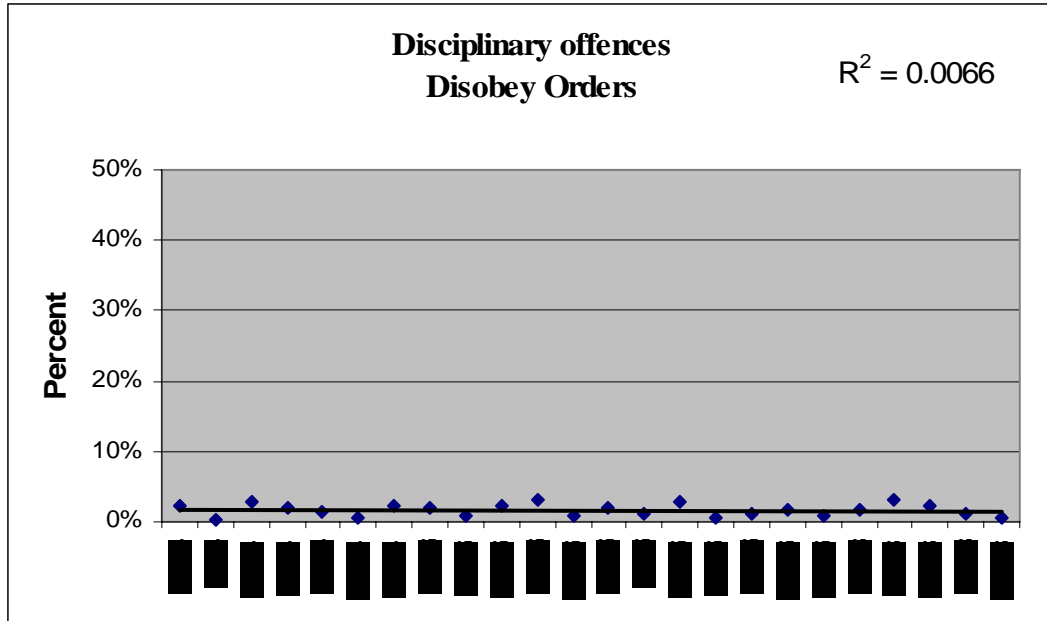
**Disciplinary offences
Disobey Orders**

$R^2 = 0.0066$

Regression analysis of the relationship between the number of offender who incurred a disciplinary offence of "disobey orders" and time, which is from June 2004 to May 2006.

Figure 2: Disciplinary Offences Rates Across Time – "Disrespect Staff"
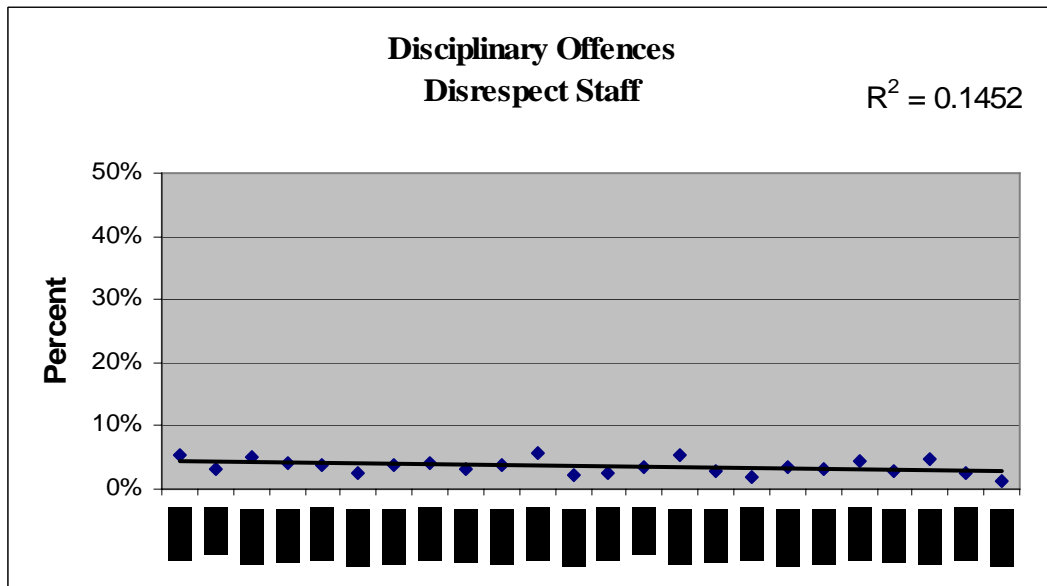
**Disciplinary Offences
Disrespect Staff**

$R^2 = 0.1452$

Regression analysis of the relationship between the number of offender who incurred a disciplinary offence of "disrespect staff" and time, which is from June 2004 to May 2006.

ii) Offender Complaints

Offender complaints were also analyzed in the 12-months prior and 12-months after the implementation of uniforms. Average complaint rates across institutions range from 7.0% to 12.8%. This was calculated on a per person basis where if an offender entered 1 or 10 complaints that month, it would be counted as 1. Results from the regression analysis reveal that although rates are slowly increasing, the proportion of variance accounted for by time is minimal ($r^2 = 0.13$). These results suggest that complaints have been relatively constant across the 24-months of analysis (see Figure 2).

Figure 3: Complaint Rates Across Time
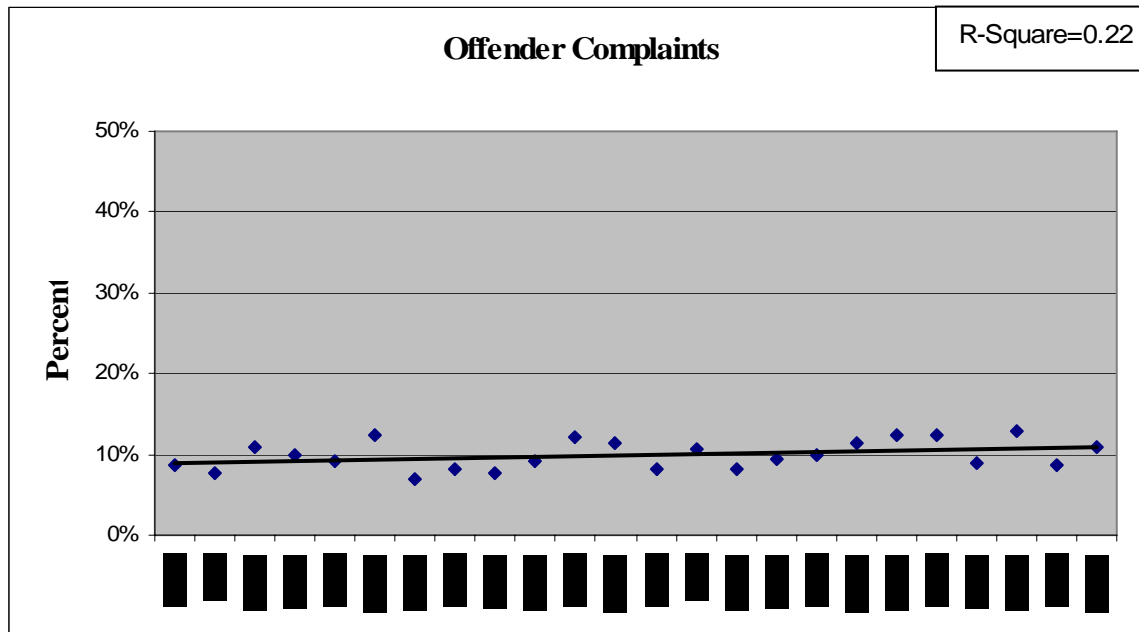
Regression analysis of the relationship between the number of offender who submitted complaints and time, which is from June 2004 to May 2006.

Respondents were asked if they thought uniforms would have an impact on dynamic security. Initially, the majority (77%) of respondents thought uniforms would impact dynamic security. At post-implementation, 53% of respondents (down from 77% at pre-implementation) thought dynamic security had been impacted by uniforms.

The majority (63%) of women offenders interviewed at the pre-implementation phase indicated that it would create an 'us versus them' barrier, but that boundaries would be clearer ("Will create an 'us versus them' barrier/boundaries will be clearer"). Almost half (42%) of women

offenders interviewed at the post-implementation phase reported that they felt that staff attitudes had changed, that some were more condescending, but that also it depended on the staff member ("Staff attitudes changed/more condescending/depends on staff member").

Overall Safety & Security:

♯ *FINDING 3: An examination of security incidents as an indicator of the overall safety and security revealed no significant changes pre and post implementation.*

Prior to the implementation of uniforms, results from interviews indicate that the majority of staff/other and offender respondents (62%) thought that uniforms would impact one way or another the overall safety and security of the institution. At post implementation, fewer staff/other and offender respondents thought the overall safety and security of the institution was impacted by the implementation of uniforms (44% down from 62%). At post-implementation, the most frequent reasons given for the impact on the overall safety and security was ease of differentiation between staff and women offenders (40% of staff/other and 31% of women offenders ["Easier to know who's who (e.g. if emergency, outside people)"]) and women offenders thought the uniforms made staff more controlling and intimidating (31% ["Staff more controlling/power trip/intimidating"]).

A good indicator of the overall safety and security is the number of security incidents encountered. Security incident frequency was extracted from OMS and analyzed using regression analysis. For this analysis, the actual number of incidents that occurred between the 24-month period (pre- and post-implementation) was used. Level I and Level II incidents were examined separately (see methodology section for definitions).

The numbers of Level I incidents for the period examined ranged from 5 to 17, with an average of 9 incidents per month. Results of the regression analysis revealed that the proportion of variance accounted for by time was extremely low and not statistically significant.

Figure 4: Number of Level I Incidents Across Time
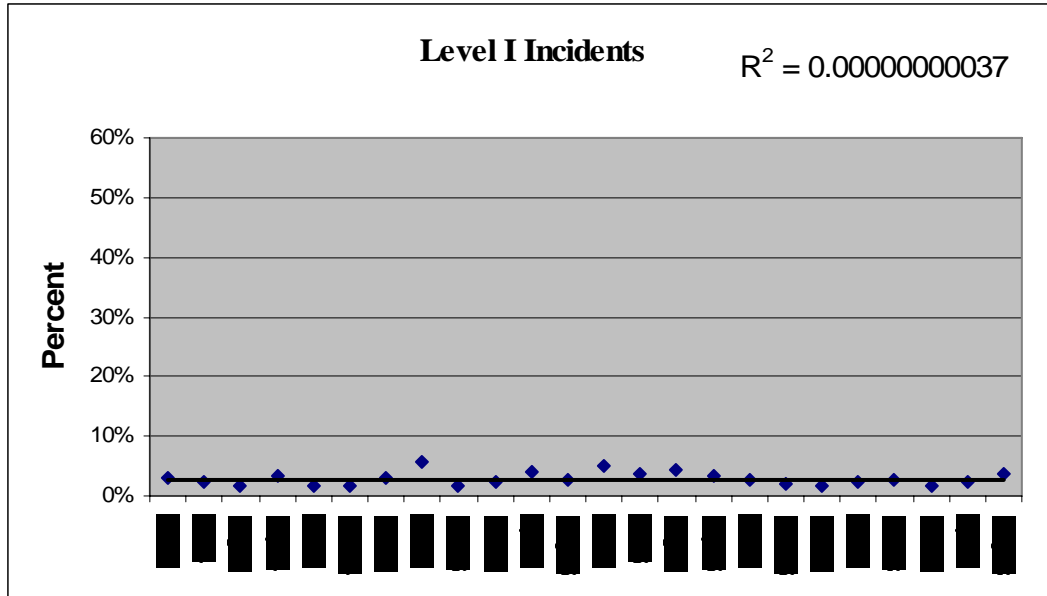
Regression analysis of the relationship between the number of Level I incidents and time, from June 2004 to May 2006.

The numbers of Level II incidents for the period examined range from 26 to 68, with an average of 48 incidents per month. The regression analysis revealed that the coefficient of determination was $r^2 = 0.0196$. A coefficient of determination equaling 0.0196 means that approximately 2% of the variance in the number of Level II incidents was attributable to time. This amount of variance being accounted for is not statistically significant.

Figure 5: Number of Level II Incidents Across Time
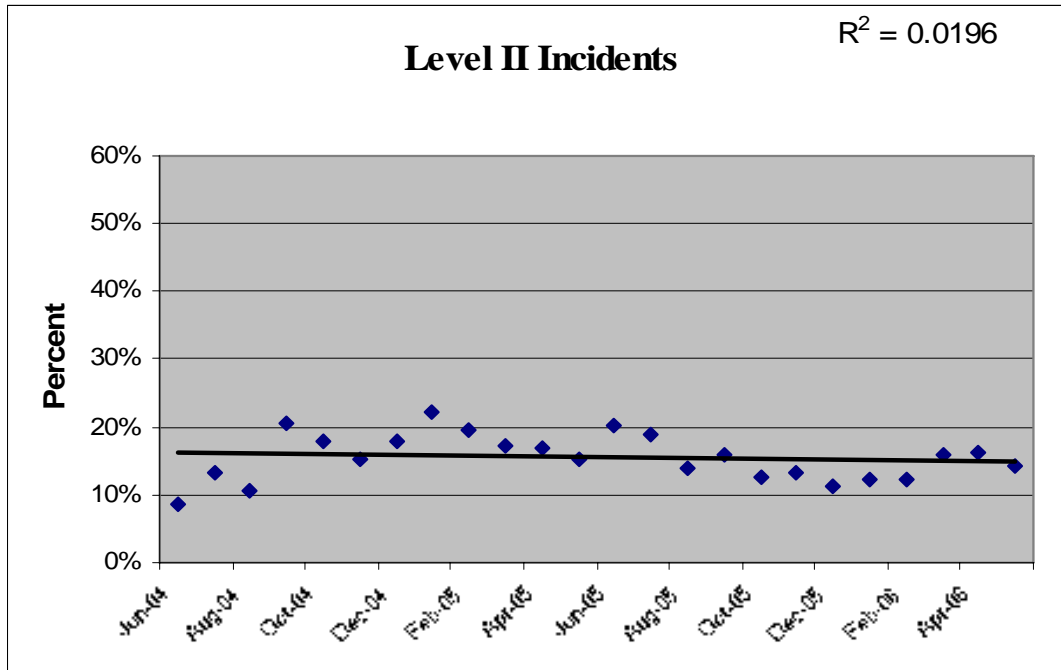
Regression analysis of the relationship between the number of Level II incidents and time, from June 2004 to May 2006.

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Objective 2: Reintegration:

Reintegration *was explored in the context of determining if various activities were impacted by the implementation of uniforms. The specific reintegration activities examined were i) Escorted Temporary Absences (ETAs), ii) correctional program enrolment, and iii) volunteer guided activities.*

</div>

i) Escorted Temporary Absences (ETAs)

FINDING 4: Offender participation in Personal development and Family related escorted temporary absences has decreased since the implementation of uniforms.

At post-implementation, respondents were asked if staff wear uniforms on ETAs. While 46% of respondents indicated "yes", 54% said that it depends. The most often cited reason (85%) by staff for not wearing a uniform on ETAs was that the uniform was not mandatory for certain types of ETAs (i.e. family contact, compassionate, personal development) ("No uniforms for family contact/compassionate and personal development ETAs"). The majority (69%) of women

offenders indicated that staff wear uniforms all the time on ETAs unless the offender being escorted is classified as a minimum-security offender ("All the time unless minimum-security offenders").

The largest anticipated and identified impact on reintegration in the period following the implementation of uniforms by respondents was participation in ETAs. The majority (67%) of women offenders interviewed at the pre-implementation stage anticipated a decrease in participation in ETAs and, due to a reduced participation rate, a negative impact on reintegration ("Will decrease/some due to community perception/negative impact on reintegration"). Fifty percent of staff/other interviewed had similar expectations, indicating that participation would decrease.

At post-implementation, 64% of respondents thought that ETA participation had been impacted by the presence of uniforms. The vast majority of women offenders (83%; 20 out of 24) and non-uniformed staff (64%; 7 out of 11) interviewed at post-implementation indicated that uniforms did have an impact on ETA participation. Forty-six percent (13 out of 28) of uniformed staff thought ETA participation had been affected by uniforms at post-implementation. Women offenders expressed varied reasons for the reduced participation. The most frequently cited reason for this decline was that women offenders had increased feelings of embarrassment, discomfort, and humiliation going out into the community with a uniformed officer.

Rates of various ETAs were extracted from OMS and calculated during the 12-month period before and after implementation of uniforms. A total ETA participation rate was calculated and analysed. This was calculated on a per person basis where if an offender attended four different ETAs that month, it would be counted as 1 (e.g., Number of women going on ETA at Nova in June 04/ Number of women at Nova in June 04).

The average total ETA participation rate ranged from 40% to 54%. The regression analysis revealed that the coefficient of determination was $r^2 = 0.24$. A coefficient of determination equaling 0.24 means that 24% of the variance in total ETA participation is attributable to time. This amount of variance being accounted for is statistically significant. In an operational

environment, it is however difficult to attribute these findings to any particular event, but what can be said is that ETA participation has declined since the implementation of uniforms.

Figure 6: Total ETA Participation Rates Across Time
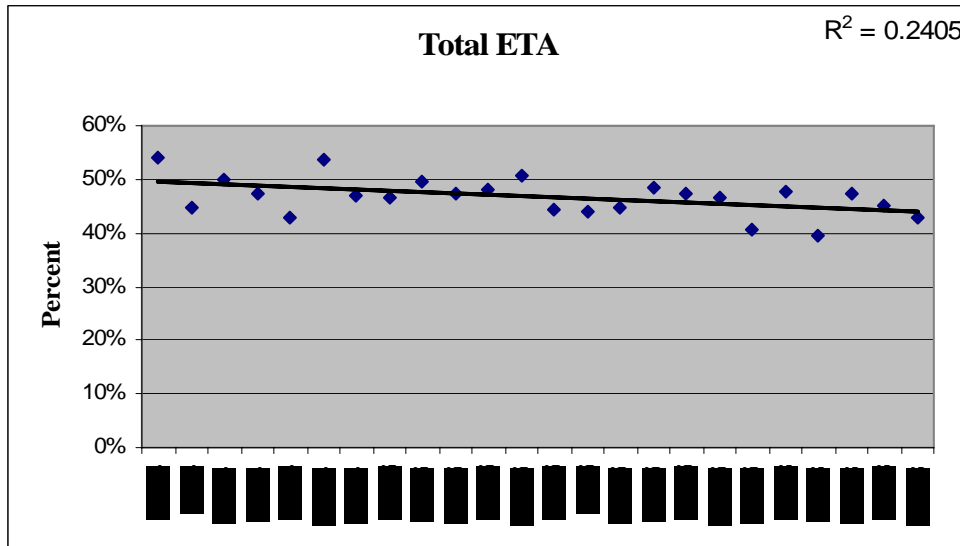
Regression analysis of the relationship between the number of women offenders receiving ETAs and time, from June 2004 to May 2006.

Personal development ETAs were also examined. This was calculated on a per person basis where if an offender attended 2 personal development ETAs that month, it would be counted as 1 due to the rate calculation (e.g., Number of women going on personal development ETA at Nova in June 04/ Number of women at Nova in June 04).

Personal development ETA participation rates ranged from 10.2% to 13.9%. The regression analysis revealed an $r^2 = 0.46$, meaning that 46% of the variance in personal development ETA rates are attributable to time. This amount of variance being accounted for is statistically significant. The scatter shows that rates have dropped since the implementation of uniforms, however, given the operational environment, it is difficult to attribute these findings to the implementation of uniforms, but what can be said is that Personal development related ETA participation has declined since the implementation of uniforms.

Figure 7: Personal Development ETA Rates Across Time

ETA
Personal Development

$R^2 = 0.4608$
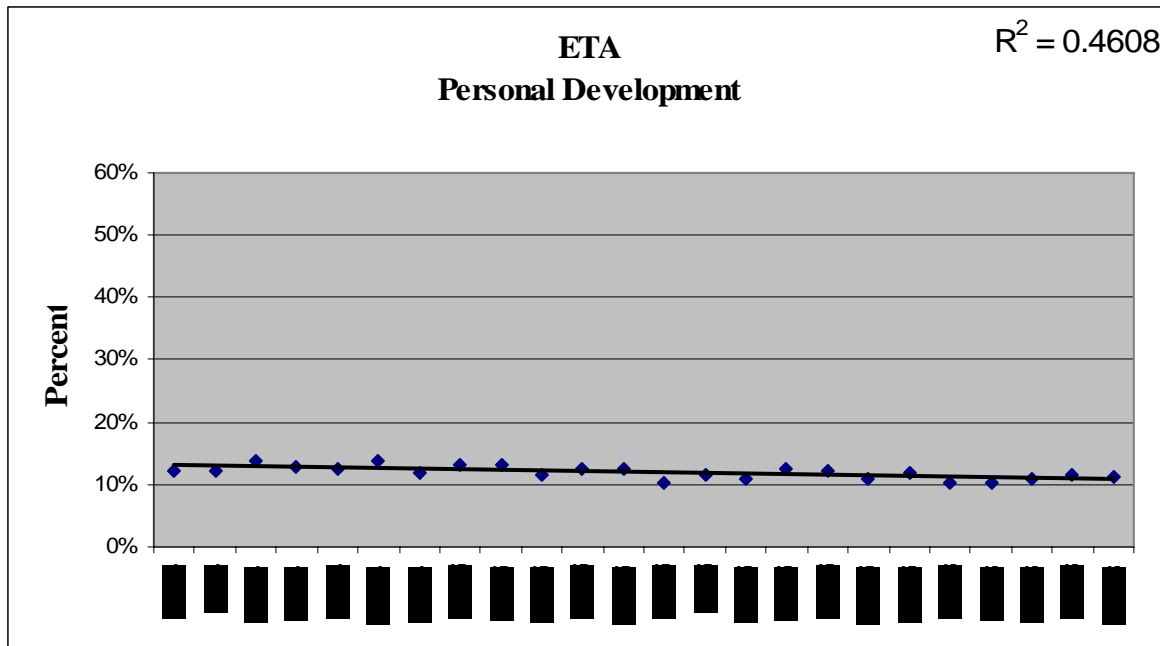
Regression analysis of the relationship between the number of Personal Development ETA and time, from June 2004 to May 2006.

Family related ETAs were also examined. This too was calculated on a per person basis. Average participation rates for this type of ETA were quite low, ranging from 3% to 7%. Results from the regression analysis revealed a r^2 of 0.38, meaning that 38% of the variance in family related ETA participation is attributable to time. This amount of variance being accounted for is statistically significant. In an operational environment, it is difficult to attribute these findings to any particular event, but what can be said is that family related ETA participation has declined since the implementation of uniforms.

Figure 8: Family Related ETA Rates Across Time
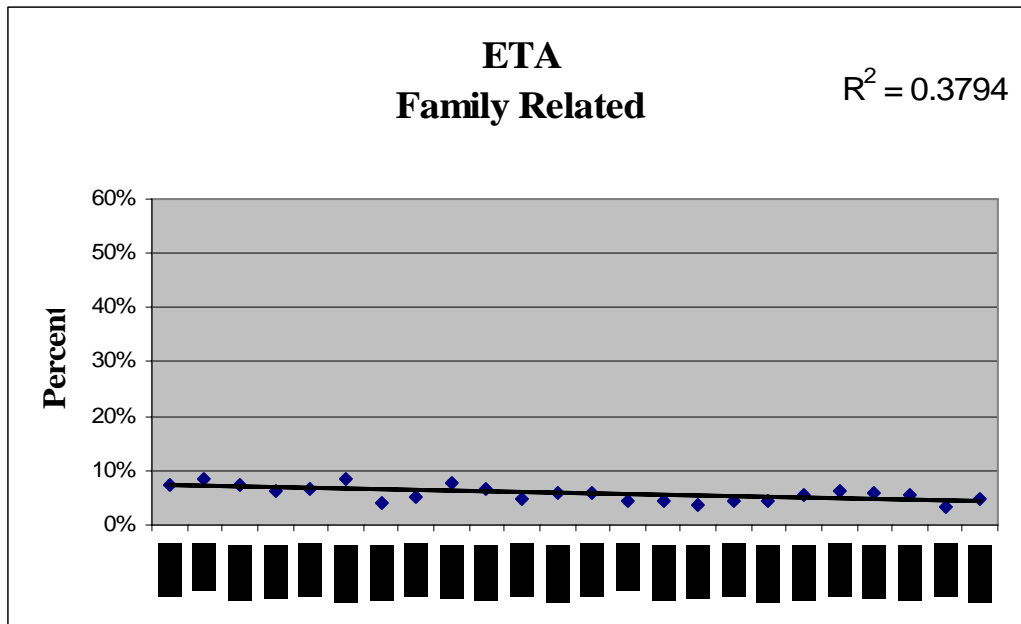
Regression analysis of the relationship between the number of Family Related ETAs and time, from June 2004 to May 2006.

⬧ *FINDING 5: Women offenders' participation in medical, administrative and compassionate ETAs have stayed relatively constant pre and post uniform implementation.*

Other types of ETAs were examined but appeared to have no change in rate across time. Medical ETAs were examined and no relationship was found between ETA participation rate and time ($r^2 = 0.06$). A similar result was found with administrative ETAs ($r^2 = .03$), and compassionate ETAs ($r^2 = 0.001$). These results seem to suggest that time has made no impact on these types of ETAs, and that they have stayed relatively constant across the 24-month study period.

ETA Behaviour

Expectations were mixed as to whether or not offender attitudes and behaviour would change if escorted by a uniformed staff. At pre-implementation, 36% of staff/other and 61% of women offenders interviewed indicated that they expected women offenders would be more embarrassed, stressed and a predicted decrease in communications if escorted by a uniformed officer ("More embarrassed/increased stress, insecurity/decrease communication/distance

relationships"). Half (50%) of women offenders expected that women offenders would be less compliant and that it would increase conflict, animosity, and risk for offender and staff safety ("Less compliant/increase conflict, animosity/more defiant/risk for offender and staff safety").

A review of security incidents and offence reports during Escorted Temporary Absences revealed that there was no significant difference during the period under review. The number all along were very low.

Figure 9: Incidents while on ETAs
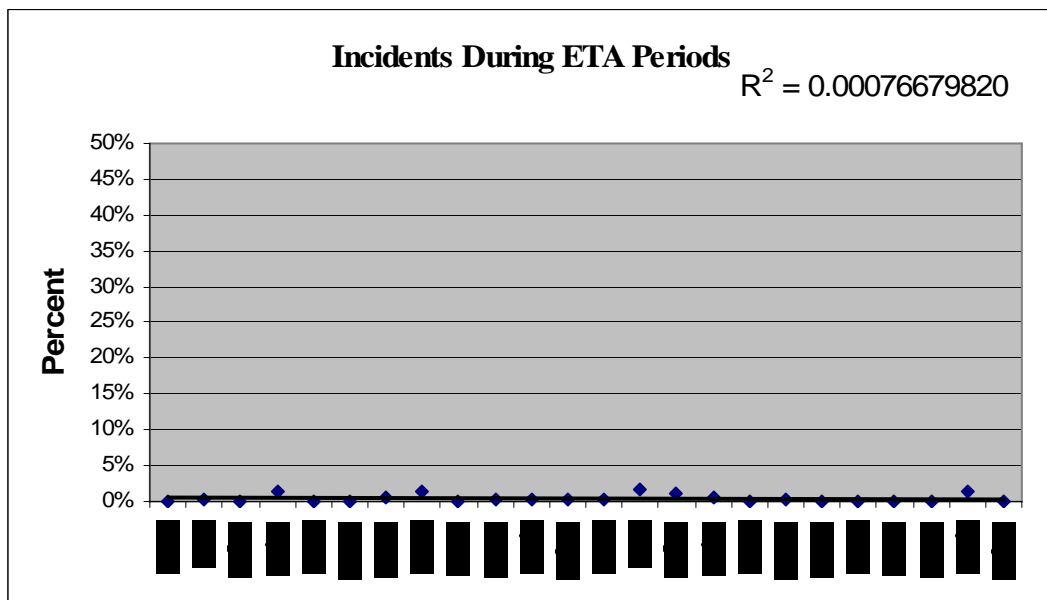
Regression analysis of the relationship between the number of incidents per 100 ETAs and time, from June 2004 to May 2006.

Incidents that occurred during ETAs were observed from June 2004 to May 2006. The analysis included all types of ETAs (except those which were cancelled), and any incidents that happened when offenders were on ETAs. Results revealed that 0 to 1.63 incidents happened on every 100 ETAs. A regression analysis for a 24-month period of observation showed that the number of incidents during ETA time did not change significantly across time ($r^2 = 0.00076679820$).

ii) Correctional Program Participation

☷ *FINDING 6: There were no changes in women offenders' participation in correctional programs between the pre and post implementation of uniforms.*

About 10% of all respondents in the pre-implementation phase suggested that correctional program participation may be impacted, because the Primary Workers who were managing the women offenders' correctional plan and referring them to correctional programming would be in a uniform ("Negative response to Correctional Plan/referrals done by Primary Worker"). They felt that relationships may be impeded by the uniform and women offenders may be reluctant to participate in programs. During the post-implementation phase, a similar number of respondents (11%) reported that they felt that the implementation of uniforms had an impact on correctional program participation. This area was explored using program enrolment data from OMS on all 5 facilities across the 24-month period of analysis. Program enrolments were used, rather than successful completions, in order to be most sensitive to the timing of program initiation coinciding with the implementation of uniforms. Results revealed that program enrolment rates have not changed across time ($r^2 = 0.003$) in the 24-month period of analysis.

Figure 10: Correctional Program Participation
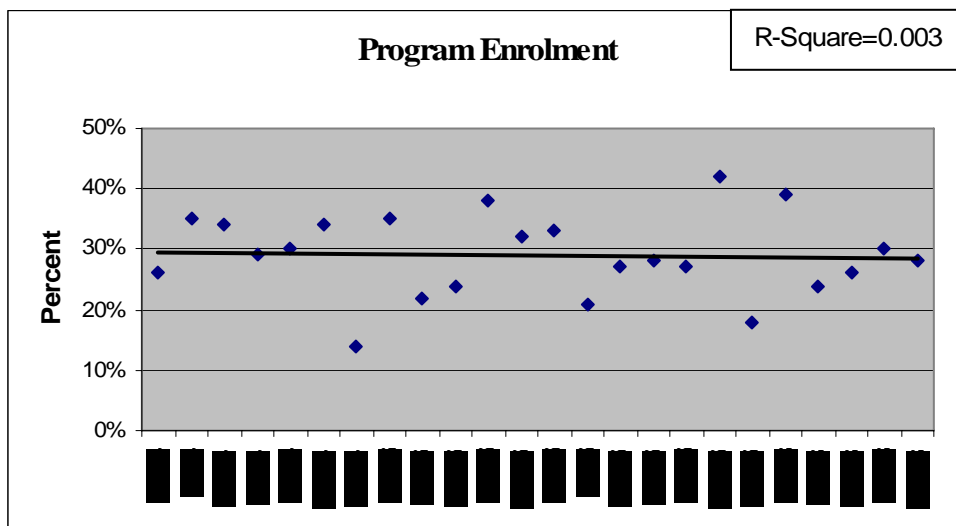
Regression analysis of the relationship between program enrolment and time, from June 2004 to May 2006.

iii) Participation in Volunteer Guided Activities and Other Reintegration Activities

Answering to a series of questions regarding other reintegration activities, the vast majority of both staff/other and women offenders participating in the pre- and post-implementation interviews did not expect and report any major impact on women offenders' participation in social programs, volunteer guided activities, or other temporary absence programs such as work release.

Objective 3: Relationships:

Impacts on relationships were explored because of their direct correlation with dynamic security and the potential impact on the level of support provided to offenders in their reintegration. Part of the Creating Choices philosophy includes making staff accessible, open and responsive to the needs of women offenders; establishing effective relationships between staff and women and between all staff.

Measuring the impact on relationships for the purpose of this evaluation was done by examining the level of support for the implementation of uniforms before and after the implementation, the perceived changes in the level of support provided to women offenders by uniformed staff, as well as the perceived changes in aspects such as communication, trust and attitudes towards authority, respect and volume of interaction.

Support for the Implementation of Uniforms

■ *FINDING 4: The support (or lack of) for the implementation of uniform for front line staff in women offenders' facilities has remained relatively constant pre and post implementation.*

All respondents were asked at pre- and post-implementation if they were in favour of uniforms being implemented in women offender facilities. Of the women offenders interviewed, only one-quarter (25% at pre- and 23% at post-implementation) were in favour of uniforms being implemented. The results were opposite for uniformed staff, where about three-quarters (71% at pre- and 75% at post-implementation) were in favour of uniforms being implemented. About one-third of non-uniformed staff were in favour of uniforms being implemented (approximately 39% in pre- and post-implementation). See Table 3 below for details. These results show that

there was no notable difference between the before and after readings in the support for the implementation of uniforms, among offenders and staff/other members.

Table 3: Support for the Implementation of Uniforms

		Women offenders	Uniformed Staff	Non-uniformed Staff
Pre	Yes	5 (25%)	22 (73%)	10 (39%)
Post	Yes	6 (23%)	24 (75%)	7 (39%)
Pre	No	15 (75%)	8 (27%)	16 (62%)
Post	No	20 (77%)	8 (25%)	11 (61%)

Support Given to Women

Respondents were asked if they anticipated (pre) or had witnessed (post) any changes to the support and assistance offered to women offenders by uniformed staff. The majority of women offenders interviewed at pre-implementation (81%) mentioned that they might be less receptive, more hesitant and uncomfortable accepting the support and assistance offered by uniformed staff ("Harder to reach women and do dynamic security because uniforms = barrier/trust issues/ receptiveness of women will be impacted"). In response to the same question at post-implementation, about one-third of women offenders (33%) reported that they felt that there was less support and assistance offered and that staff were less accessible since the implementation of uniforms ("Some staff changed/power & control/security-focused/less support and assistance").

45% of staff/other did not anticipate any impact on the support and assistance offered to women offenders at pre-implementation ("No impact/only initially") and 62% did not witness any impact on the amount of support offered at post-implementation ("No impact/only initially").

Relationships between Women Offenders and Uniformed Staff

At pre-implementation, 94% of respondents (staff/other and women offenders) thought uniforms would impact the way staff are viewed by women offenders.

One-third (33%) of women offenders thought that uniforms would negatively impact relationships, decrease communication and trust, and expected uniforms would create an "us versus them" barrier ("Negative attitude towards security staff/decrease respect, trust,

communication/power differentiation"). At pre-implementation, many women expressed, through their answers to a series of questions, a concern that they would feel uncomfortable speaking freely with a Primary Worker in uniform.

Half (52%) of women offenders interviewed at post-implementation reported that since the implementation of uniforms, there has been an "us versus them" barrier, that the gap between staff and offenders was much wider and that they perceived staff as being more authoritarian ("Authority/created an "us versus them" mentality/ peer pressure if talking to a 'guard'"). Three-quarter of women offenders (79%) also reported that communication, trust, respect and the number of interactions have all decreased since the implementation of uniforms ("Decrease communication and support/decrease interactions, trust and respect/disregard for staff").

During the pre-implementation phase, a common theme throughout many of the responses made by staff/other and some of the responses from women offenders was that there may be an initial transition period where staff and women will interact differently, but this effect will quickly be reduced once people become accustom to the uniform (47% for staff/other and 13% for women offenders ["No impact/only initially"]). Another common theme was that there would be a greater impact on new admissions. Specifically, it was suggested that women offenders entering the federal system who did not have a chance to get to know their Primary Worker without a uniform might have an increased difficulty forming a trusting relationship with him or her (17% for staff/other and 13% for women offenders ["Depends on personalities/some positive and some negative/harder for new admissions"]).

Staff results changed from pre- to post-implementation. At pre-implementation, 93% (56 out of 60) of staff thought how staff are viewed by women offender would change. However, by post-implementation, this number dropped to 54% (26 out of 48). Half the staff/other (48%) noted that uniforms created a barrier, and there was a decrease in interaction, trust and respect regarding the overall relationship between women offenders and uniformed staff ("Created a barrier/decrease interaction, dynamic security/less trust and respect").

Uniformed Staff and Group Cohesion

One of the outcomes expected by the proponents of implementing uniforms was an enhanced sense of group cohesion amongst those wearing a uniform. During the pre-implementation interviews, many staff/other (60%) reported that the implementation of uniforms would increase group cohesion and camaraderie amongst staff ("Increase cohesion/positive impact/more of a team/common goals and interests/identity"). At post-implementation, 47% of staff/other indicated they perceived that relationships and group cohesion between uniformed staff has been increased ("Part of same team/camaraderie/increased cohesiveness/solidarity"). They expressed that there was an enhanced feeling of solidarity such that uniformed staff felt like they were all part of the same team. It was noted by approximately one-fifth of staff/other that they perceived that uniforms caused a separation between staff for and against uniforms ("Caused a separation: those for and those against/new staff versus older staff").

Relationships between Uniformed and Non-uniformed Staff

Relationships between uniformed staff and non-uniformed staff were also explored. At pre-implementation, only one-quarter (26%) of respondents thought the relationships between uniformed staff and non-uniformed staff would change. When respondents were asked at post-implementation if relationships had changed, the percentage rose to 31% where they believed the relationships had changed. The most frequently cited change (32%) was that uniforms created a division between uniformed and non-uniformed staff ("Clarifies role/created a division/'us versus them'").

CONCLUSION

The Evaluation Team performed quantitative analysis for several factors that were assessed as factors that would potentially be affected by the implementation of uniforms in women offenders' facilities. Only one factor, the participation of women offenders to personal development and family related Escorted Temporary Absences, was found to have changed (decreased) significantly during the period under review. Variables such as disciplinary offences (2 specific categories), offender complaints, security incidents, administrative/medical/ compassionate ETAs and participation in correctional programs were all found to have remained constant during the period under review.

Interviews conducted with key people provided qualitative information on perceptions surrounding the implementation of uniforms. Respondents have indicated that they found staff more visible with the presence of uniforms. The overall support for the presence of uniforms for front line staff has remained unchanged among groups with one-quarter of women offenders supporting, three-quarter of uniformed staff supporting and 39% of non-uniform staff supporting the implementation of uniforms in women offender facilities.

The perception of a majority of respondents that the presence of uniforms would affect dynamic security is still present at post reading, but in a lower percentage (from 77% to 53%). Forty-two percent of women offenders expressed during the post interview that they felt that staff attitude had changed, but that it depended on the staff member ("Staff attitudes changed/more condescending/depends on staff member"). The percentage of respondent that expected the presence of uniform to impact the overall safety and security of the institution went from 62% to 44%, and the quantitative data analysis does not indicate a change in that area.

The Staff/other group expected that the presence of uniforms would increase group cohesion in the order of 60% ("Increase cohesion/positive impact/more of a team/common goals and interests/identity"). This percentage was at 47% after the implementation of uniforms ("Part of same team/camaraderie/increased cohesiveness/solidarity").

Thirty-one percent of respondents indicated that they felt the relationship between uniformed staff and non-uniformed staff had changed.

Measuring the impact of a single change in an operational environment is always subject to several limitations, which have been described in the Evaluation Method section of this report. The main issue for this evaluation was the limits of being able to attribute any change identified to the variable under study. Front line staff members have started to wear uniforms in women offender facilities at a time where other changes may have occurred. For example, if the resources (actual O&M, staff availability) available to perform Escorted Temporary Absences changed during the period, or if some decision-making processes have been modified, the decrease in the participation found with personal development and family related ETAs could potentially result from these other factors, which cannot be controlled in the equation. During post-implementation interviews, respondents were asked if there had been any operational or organizational changes within the institution, since the implementation of uniforms, that might have had an impact on the safety and security of the institution and on reintegration. Forty-three percent of staff/other indicated that there had been changes in the physical layout of the institution and in the offender population movement schedule ("Changes in physical layout of institution/movement schedule"). In addition, a similar proportion of staff/other noted (38%) that the offender population/profile was different, and that there was an increase in the number of offenders ("Different offender population, profile/increased in number of offenders"). Another 38% of staff/other and 47% of women offenders did not report any changes. The next most common change cited by women offenders (21%) was the implementation of the smoking ban. These operational and organizational changes could have had an impact on the results found through this evaluation.

APPENDICES

Appendix 1: Participant Profile

Dynamic Need Factors	ASSET OR NO DIFFICULTY				SOME OR CONSIDERABLE DIFFICULTY			
	PRE		POST		PRE		POST	
	n	%	n	%	n	%	n	%
Employment**	139	39.82	102	29.06	210	60.2	249	70.9
Marital/Family	137	39.25	141	40.17	212	60.8	210	59.8
Associates	141	40.4	130	37.04	208	59.6	221	63
Substance Abuse	101	28.94	97	27.64	248	71.1	254	72.4
Community Functioning	227	65.05	219	62.39	122	35	132	37.6
Personal/Emotional	46	13.18	48	13.68	303	86.8	303	86.3
Attitudes	219	62.75	215	61.26	130	37.3	136	38.7

** sign. difference p< .01

	PRE		POST		PRE		POST		PRE		POST	
	n	%	n	%	n	%	n	%	n	%	n	%
	Low				Medium				High			
Overall Risk	83	22.25	89	24.25	139	37.27	132	35.97	151	40.48	146	39.78
Overall Need	46	12.33	45	12.26	125	33.51	123	33.51	202	54.16	199	54.22
Reintegration Potential	116	31.1	118	32.07	132	35.39	131	35.6	125	33.51	119	32.34
Motivation Level	31	8.31	35	9.51	170	45.58	176	47.83	172	46.11	157	42.66

	PRE		POST		PRE		POST		PRE		POST	
	n	%	n	%	n	%	n	%	n	%	n	%
	Minimum				Medium				Maximum			
Security Level	102	34.11	98	32.34	164	54.85	166	54.79	33	11.04	39	12.87
Custody Rating Scale	128	35.96	129	36.44	171	48.03	157	44.35	57	16.01	68	19.21

Appendix 2: Logic Model

Logic Model

Impact of Uniforms for Front-line Staff in the Women's Institutions on CSC Performance

Pre-implementation Activities

| Review of the Report of the Task Force on Federally Sentenced Women (Creating Choices Principles) | Environmental Scan to determine the voice of Research on the Effects of Uniforms in Correctional Facilities | Meeting of the National Labour Management Committee |

Activities

Front-line staff wearing uniforms

Output

| All Front-line staff Performing reintegration activities (Case Conference, ETA's Counseling) are uniformed | All Front-line staff performing Security related duties (Searches, Urinalysis, Counts) are uniformed |

Immediate Impacts

| Maintained supportive Environment (including relationships) | Maintained inmate successful participation rates in Institution and Community Based Programs and reintegration activities | Improved visibility of Front-line Staff |

Intermediate Impacts

Enhanced Safety and Security within the Institution while having no negative impact on the reintegration potential of the offenders

Long Term Impact

Offenders are safety and effectively accommodated and reintegrated into society

Appendix 3: Pre-implementation Interview Guide for Staff and Women Offenders

Interview: Uniforms in Women Offender Facilities

Name: _____

ID: _____

Position (staff only): _____

Length of time with CSC: _____

Length of time at facility: _____

Date: _____

Site: _____

Interviewer: _____

Will you be wearing a uniform? (*Note: Ask only to staff*)
[0] No [1] Yes

Section A

1. Do you think there will be any impact on the following with the implementation of uniforms in women's facilities:

a)	the overall safety and security of the institution	[0] No [1] Yes
b)	dynamic security (for the evaluation, dynamic security is defined as "methods of observing and communicating with offenders in order to prevent incidents either in the facility or the community")	[0] No [1] Yes
c)	the physical protection offered to staff wearing uniforms (e.g., from infectious disease)	[0] No [1] Yes
d)	staff visibility in the institution	[0] No [1] Yes
e)	staff visibility in the community	[0] No [1] Yes
f)	how uniformed staff are viewed by others in the community	[0] No [1] Yes
g)	how uniformed staff are viewed by other uniformed staff in the institution	[0] No [1] Yes

h)	group cohesion among uniformed staff (group cohesion – characterized by consistency in behaviour and belief and by mutual support among members)	[0] No [1] Yes
i)	how uniformed staff are viewed by non-uniformed staff in the institution	[0] No [1] Yes
j)	relationships with non-uniformed staff	[0] No [1] Yes
k)	how uniformed staff are viewed by women offenders	[0] No [1] Yes
l)	the respect women offenders have towards uniformed staff	[0] No [1] Yes
m)	women offenders' attitudes towards uniformed staff	[0] No [1] Yes
n)	the overall relationship between women offenders and uniformed staff	[0] No [1] Yes
o)	women offenders' participation in ETAs	[0] No [1] Yes
p)	women offenders' behaviour while on ETAs	[0] No [1] Yes
q)	women offenders' participation in correctional programs	[0] No [1] Yes
r)	women offenders' participation in social programs	[0] No [1] Yes
s)	women offenders' participation in volunteer-guided activities	[0] No [1] Yes
t)	women offenders' participation in other temporary absence programs, including work release programs, etc.	[0] No [1] Yes
u)	the support and assistance offered to women offenders by uniformed staff	[0] No [1] Yes
v)	the conflict resolution process (i.e., staff mediating with women offenders)	[0] No [1] Yes

2. If changes are expected how can they be measured? Where can we look for changes on OMS? *(Note: Ask only to staff)*

3. Are you in favour of frontline staff wearing uniforms?
[0] No [1] Yes [2] Neutral/No opinion

   a. Please describe (*Note: do not prompt but write only if answer is spontaneously generated*):

4. Do you have anything else you would like to add?

Thank you for your time and your contribution!

Appendix 4: Post-implementation Interview Guide for Staff and Women Offenders

**Follow-up Interview – Post Implementation
Uniforms in Women Offender Facilities**

Name: _____

ID: _____

Position (staff only): _____   Uniformed [0] No   [1] Yes

Length of time with CSC: _____

Length of time at facility: _____

Date: _____

Site: _____

Interviewer: _____

Did you participate in an interview with Evaluators to discuss the implementation of uniforms last May?
[0] No [1] Yes

Is respondent currently wearing a uniform? (Do not ask question.)
[0] No [1] Yes

When did you start wearing your uniform? ____/____/____ (Day/Month/Year)

Instruction to interviewer: Seek examples for each question.

Section A

1. I would like to review with you some aspects of life at (your institution name) and get your opinion on how the introduction of uniforms may have had an impact. For each aspect, please explain why you feel that way and, if possible, provide some examples:

a)	the overall safety and security of the institution	[0] No [1] Yes
b)	dynamic security (for this purpose, we define dynamic security as methods of observing and communicating with offenders in order to prevent incidents either in the facility or the community)	[0] No [1] Yes

c)	the physical protection offered to staff wearing uniforms (e.g., from infectious disease)	[0] No [1] Yes
d)	staff visibility in the institution	[0] No [1] Yes
e)	staff visibility in the community	[0] No [1] Yes
f)	how uniformed staff are viewed by the community	[0] No [1] Yes
g)	how uniformed staff are viewed by other uniformed staff in the institution	[0] No [1] Yes
h)	group cohesion among uniformed staff (group cohesion – characterized by consistency in behaviour and belief and by mutual support among members)	[0] No [1] Yes
i)	how uniformed staff are viewed by non-uniformed staff in the institution	[0] No [1] Yes
j)	relationships between uniformed and non-uniformed staff	[0] No [1] Yes
k)	how uniformed staff are viewed by women offenders	[0] No [1] Yes
l)	the respect women offenders have towards uniformed staff	[0] No [1] Yes
m)	women offenders' attitudes towards uniformed staff	[0] No [1] Yes
n)	the overall relationship between women offenders and uniformed staff	[0] No [1] Yes
o)	women offenders' participation in ETAs Do staff wear uniforms on ETAs? [0] No [1] Yes [2] Sometimes/Depends If "no", or "sometimes/depends", please provide information on context:	[0] No [1] Yes
p)	women offenders' behaviour while on ETAs	[0] No [1] Yes
q)	women offenders' participation in other temporary absence program, work release programs, etc	[0] No [1] Yes
r)	women offenders' participation in correctional programs (e.g., WOSAP, R&R, etc.)	[0] No [1] Yes
s)	women offenders' participation in social programs (e.g., visitation with family and social activities at the institution)	[0] No [1] Yes
t)	women offenders' participation in volunteer-guided activities (e.g., visitations, ethno-cultural development, etc.)	[0] No [1] Yes
u)	the support and assistance offered to women offenders by uniformed staff	[0] No [1] Yes
v)	how conflicts with/between offenders are being resolved by staff (i.e., staff mediating with women offenders)	[0] No [1] Yes

2. What kinds of procedures (both formal and informal) are in place for different situations in which staff may wear uniforms:

a) at the institution:

b) in the community:

3. In your opinion, what kinds of procedures (both formal and informal) should be put in place and adhered to for different situations in which staff may wear uniforms:

a) at the institution:

b) in the community:

4. How would you describe the "pulse of the institution":

a) in June 2005, immediately after uniforms were implemented?

b) now, 9 months after uniforms were implemented?

Note for Interviewer: If respondents indicate that there hasn't been any changes in the "pulse of the institution", do NOT ask the question.

c) Do you think this change may be attributed to uniforms?

5. Have there been any operational or organizational changes within the institution, since the implementation of uniforms, that might have had an impact on the safety and security of the institution and on reintegration?

6. Now that uniforms have been implemented, are you in favour of keeping them in women's facilities?
[0] No [1] Yes

a. Please explain:

7. Initially, were you in favour of frontline staff wearing uniforms?
[0] No [1] Yes

a. Please explain:

8. Do you have anything else you would like to add?

Thank you for your time and your contribution!

Appendix 5: Dichotomous Interview Responses

Do you think there will be any impact on the following with the implementation of uniforms in women's facilities?

SAFETY & SECURITY

Overall Safety & Security of the Institution

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	10 (50%)	21 (65.63%)	18 (69.23%)	1 (33.33%)	50 (61.73%)
No	10 (50%)	11 (34.38%)	8 (30.77%)	2 (66.67%)	31 (38.27%)
Total	20 (100%)	32 (100%)	26 (100%)	3 (100%)	81 (100%)
Post-implementation					
Yes	6 (21.43%)	20 (64.52%)	8 (47.06%)	2 (33.33%)	36 (43.9%)
No	22 (78.57%)	11 (35.48%)	9 (52.94%)	4 (66.67%)	46 (56.1%)
Total	28 (100%)	31 (100%)	17 (100%)	6 (100%)	82 (100%)

Dynamic Security

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	16 (76.19%)	24 (75%)	21 (80.77%)	2 (66.67%)	63 (76.83%)
No	5 (23.81%)	8 (25%)	5 (19.23%)	1 (33.33%)	19 (23.17%)
Total	21 (100%)	32 (100%)	26 (100%)	3 (100%)	82 (100%)
Post-implementation					
Yes	15 (51.72%)	15 (45.45%)	11 (61.11%)	5 (83.33%)	46 (53.49%)
No	14 (48.28%)	18 (54.55%)	7 (38.89%)	1 (16.67%)	40 (46.51%)
Total	29 (100%)	33 (100%)	18 (100%)	6 (100%)	86 (100%)

Physical protection offered to staff wearing uniforms

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	2 (10.53%)	12 (38.71%)	5 (20.83%)	1 (33.33%)	20 (25.97%)
No	17 (89.47%)	19 (61.29%)	19 (79.17%)	2 (66.67%)	57 (74.03%)
Total	19 (100%)	31 (100%)	24 (100%)	3 (100%)	77 (100%)
Post-implementation					
Yes	7 (25.93)	12 (36.36%)	3 (20%)	2 (40%)	24 (30%)
No	20 (74.07%)	21 (63.64%)	12 (80%)	3 (60%)	56 (70%)
Total	27 (100%)	33 (100%)	15 (100%)	5 (100%)	80 (100%)

Staff visibility in the institution

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	18 (85.71%)	32 (96.97%)	27 (96.43%)	3 (100%)	80 (94.12%)
No	3 (14.29%)	1 (3.03%)	1 (3.57%)	0 (0%)	5 (5.88%)
Total	21 (100%)	33 (100%)	28 (100%)	3 (100%)	85 (100%)
Post-implementation					
Yes	27 (93.1%)	32 (96.97%)	17 (94.44%)	5 (100%)	81 (95.29%)
No	2 (6.9%)	1 (3.03%)	1 (5.56%)	0 (0%)	4 (4.71%)
Total	29 (100%)	33 (100%)	18 (100%)	5 (100%)	85 (100%)

Staff visibility in the community

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	18 (90%)	32 (96.97%)	23 (92%)	3 (100%)	76 (93.83%)
No	2 (10%)	1 (3.03%)	2 (8%)	0 (0%)	5 (6.17%)
Total	20 (100%)	33 (100%)	25 (100%)	3 (100%)	81 (100%)
Post-implementation					
Yes	24 (88.89%)	29 (87.88%)	13 (86.67%)	3 (75%)	69 (87.34%)
No	3 (11.11%)	4 (12.12%)	2 (13.33%)	1 (25%)	10 (12.66%)
Total	27 (100%)	33 (100%)	15 (100%)	4 (100%)	79 (100%)

How uniformed staff are viewed by others in the community

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	14 (87.5%)	22 (75.86%)	18 (75%)	3 (100%)	57 (79.17%)
No	2 (12.5%)	7 (24.14%)	6 (25%)	0 (0%)	15 (20.83%)
Total	16 (100%)	29 (100%)	24 (100%)	3 (100%)	72 (100%)
Post-implementation					
Yes	17 (80.95%)	27 (93.1%)	14 (87.5%)	4 (80%)	62 (87.32%)
No	4 (19.05%)	2 (6.9%)	2 (12.5%)	1 (20%)	9 (12.68%)
Total	21 (100%)	29 (100%)	16 (100%)	5 (100%)	71 (100%)

RELATIONSHIPS

How uniformed staff are viewed by other uniformed staff in the institution

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	6 (46.15%)	17 (56.67%)	14 (63.64%)	1 (50%)	38 (56.72%)
No	7 (53.85%)	13 (43.33%)	8 (36.36%)	1 (50%)	29 (43.28%)
Total	13 (100%)	30 (100%)	22 (100%)	2 (100%)	67 (100%)
Post-implementation					
Yes	4 (20%)	14 (43.75%)	10 (76.92%)	3 (75%)	31 (44.93%)
No	16 (80%)	18 (56.25%)	3 (23.08%)	1 (25%)	38 (55.07%)
Total	20 (100%)	32 (100%)	13 (100%)	4 (100%)	69 (100%)

Group cohesion among uniformed staff

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	13 (81.25%)	19 (67.86%)	18 (75%)	1 (100%)	51 (73.91%)
No	3 (18.75%)	9 (32.14%)	6 (25%)	0 (0%)	18 (26.09%)
Total	16 (100%)	28 (100%)	24 (100%)	1 (100%)	69 (100%)
Post-implementation					
Yes	8 (38.1%)	15 (48.39%)	11 (73.33%)	4 (80%)	38 (52.78%)
No	13 (61.9%)	16 (51.61%)	4 (26.67%)	1 (20%)	34 (47.22%)
Total	21 (100%)	31 (100%)	15 (100%)	5 (100%)	72 (100%)

How uniformed staff are viewed by non-uniformed staff in the institution

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	8 (66.67%)	19 (61.29%)	17 (62.96%)	0 (0%)	44 (62.86%)
No	4 (33.33%)	12 (38.71%)	10 (37.04%)	0 (0%)	26 (37.14%)
Total	12 (100%)	31 (100%)	27 (100%)	0 (0%)	70 (100%)
Post-implementation					
Yes	4 (20%)	10 (38.46%)	11 (57.89%)	4 (80%)	29 (41.43%)
No	16 (80%)	16 (61.54%)	8 (42.11%)	1 (20%)	41 (58.57%)
Total	20 (100%)	26 (100%)	19 (100%)	5 (100%)	70 (100%)

Relationships with non-uniformed staff

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	4 (33.33%)	5 (15.63%)	8 (34.78%)	1 (100%)	18 (26.47%)
No	8 (66.67%)	27 (84.38%)	15 (65.22%)	0 (0%)	50 (73.53%)
Total	12 (100%)	32 (100%)	23 (100%)	1 (100%)	68 (100%)
Post-implementation					
Yes	6 (28.57%)	5 (17.86%)	8 (47.06%)	3 (60%)	22 (30.99%)
No	15 (71.43%)	23 (82.14%)	9 (52.94%)	2 (40%)	49 (69.01%)
Total	21 (100%)	28 (100%)	17 (100%)	5 (100%)	71 (100%)

How uniformed staff are viewed by women offenders

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	20 (95.24%)	29 (90.63%)	27 (96.43%)	3 (100%)	79 (94.05%)
No	1 (4.76%)	3 (9.38%)	1 (3.57%)	0 (0%)	5 (5.95%)
Total	21 (100%)	32 (100%)	28 (100%)	3 (100%)	84 (100%)
Post-implementation					
Yes	22 (84.62%)	13 (41.94%)	13 (76.47%)	5 (83.33%)	53 (66.25%)
No	4 (15.38%)	18 (58.06%)	4 (23.53%)	1 (16.67%)	27 (33.75%)
Total	26 (100%)	31 (100%)	17 (100%)	6 (100%)	80 (100%)

The respect women offenders have towards uniformed staff

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	17 (85%)	22 (73.33%)	24 (96%)	3 (100%)	66 (84.62%)
No	3 (15%)	8 (26.67%)	1 (4%)	0 (0%)	12 (15.38%)
Total	20 (100%)	30 (100%)	25 (100%)	3 (100%)	78 (100%)
Post-implementation					
Yes	20 (74.07%)	7 (24.14%)	11 (64.71%)	4 (80%)	42 (53.85%)
No	7 (25.93%)	22 (75.86%)	6 (35.29%)	1 (20%)	36 (46.15%)
Total	27 (100%)	29 (100%)	17 (100%)	5 (100%)	78 (100%)

Women offenders' attitudes towards uniformed staff

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	18 (90%)	24 (75%)	27 (100%)	3 (100%)	72 (87.8%)
No	2 (10%)	8 (25%)	0 (0%)	0 (0%)	10 (12.2%)
Total	20 (100%)	32 (100%)	27 (100%)	3 (100%)	82 (100%)
Post-implementation					
Yes	22 (81.48%)	9 (29.03%)	13 (68.42%)	5 (83.33%)	49 (59.04%)
No	5 (18.53%)	22 (70.97%)	6 (31.58%)	1 (16.67%)	34 (40.96%)
Total	27 (100%)	31 (100%)	19 (100%)	6 (100%)	83 (100%)

Overall relationship between women offenders and uniformed staff

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	15 (78.95%)	17 (54.84%)	21 (87.5%)	3 (100%)	56 (72.73%)
No	4 (21.05%)	14 (45.16%)	3 (12.5%)	0 (0%)	21 (27.27%)
Total	19 (100%)	31 (100%)	24 (100%)	3 (100%)	77 (100%)
Post-implementation					
Yes	19 (67.86%)	9 (29.03%)	10 (66.67%)	3 (60%)	41 (51.9%)
No	9 (32.14%)	22 (70.97%)	5 (33.33%)	2 (40%)	38 (48.1%)
Total	28 (100%)	31 (100%)	15 (100%)	5 (100%)	79 (100%)

Conflict resolution process

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	13 (68.42%)	16 (53.33%)	21 (84%)	1 (50%)	51 (67.11%)
No	6 (31.58%)	14 (46.67%)	4 (16%)	1 (50%)	25 (32.89%)
Total	19 (100%)	30 (100%)	25 (100%)	2 (100%)	76 (100%)
Post-implementation					
Yes	11 (50%)	4 (13.33%)	9 (50%)	3 (75%)	27 (36.49%)
No	11 (50%)	26 (86.67%)	9 (50%)	1 (25%)	47 (63.51%)
Total	22 (100%)	30 (100%)	18 (100%)	4 (100%)	74 (100%)

REINTEGRATION

Women offenders' participation in ETAs

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	15 (75%)	20 (66.67%)	15 (71.43%)	3 (100%)	53 (71.62%)
No	5 (25%)	10 (33.33%)	6 (28.57%)	0 (0%)	21 (28.38%)
Total	20 (100%)	30 (100%)	21(100%)	3 (100%)	74 (100%)
Post-implementation					
Yes	20 (83.33%)	13 (46.43%)	7 (63.64%)	4 (66.67%)	44 (63.77%)
No	4 (16.67%)	15 (53.57%)	4 (36.36%)	2 (33.33%)	25 (36.23%)
Total	24 (100%)	28 (100%)	11 (100%)	6 (100%)	69 (100%)

Do staff wear uniforms on ETAs?

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Post-implementation					
Yes	17 (80.95%)	9 (30%)	3 (27.27%)	-	29 (46.03%)
No	-	-	-	-	-
Sometimes/Depends	4 (19.05%)	21 (70%)	8 (72.73%)	1 (100%)	34 (53.97%)
Total	21 (100%)	30 (100%)	11 (100%)	1 (100%)	63 (100%)

Women offenders' behaviour while on ETAs

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	12 (66.67%)	16 (57.14%)	14 (58.33%)	2 (66.67%)	44 (60.27%)
No	6 (33.33%)	12 (42.86%)	10 (41.67%)	1 (33.33%)	29 (39.73%)
Total	18 (100%)	28 (100%)	24 (100%)	3 (100%)	73 (100%)
Post-implementation					
Yes	16 (64%)	9 (33.33%)	3 (33.33%)	4 (80%)	32 (48.48%)
No	9 (36%)	18 (66.67%)	6 (66.67%)	1 (20%)	34 (51.52%)
Total	25 (100%)	27 (100%)	9 (100%)	5 (100%)	66 (100%)

Women offenders' participation in correctional programs

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	5 (23.81%)	2 (6.06%)	2 (6.9%)	0 (0%)	9 (10.47%)
No	16 (76.19%)	31 (93.94%)	27 (93.1%)	3 (100%)	77 (89.53%)
Total	21 (100%)	33 (100%)	29 (100%)	3 (100%)	86 (100%)
Post-implementation					
Yes	6 (22.22%)	1 (3.23%)	1 (5.26%)	1 (20%)	9 (10.98%)
No	21 (77.78%)	30 (96.77%)	18 (94.74%)	4 (80%)	73 (89.02%)
Total	27 (100%)	31 (100%)	19 (100%)	5 (100%)	82 (100%)

Women offenders' participation in social programs

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	6 (28.57%)	2 (6.06%)	0 (0%)	1 (33.33%)	9 (10.59%)
No	15 (71.43%)	31 (93.94%)	28 (100%)	2 (66.67%)	76 (89.41%)
Total	21 (100%)	33 (100%)	28 (100%)	3 (100%)	85 (100%)
Post-implementation					
Yes	12 (52.17%)	3 (9.68%)	6 (35.29%)	3 (50%)	24 (31.17%)
No	11 (47.83%)	28 (90.32%)	11 (64.71%)	3 (50%)	53 (68.83%)
Total	23 (100%)	31 (100%)	17 (100%)	6 (100%)	77 (100%)

Women offenders' participation in volunteer-guided activities

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	7 (35%)	1 (3.03%)	0 (0%)	0 (0%)	8 (9.88%)
No	13 (65%)	32 (96.97%)	25 (100%)	3 (100%)	73 (90.12%)
Total	20 (100%)	33 (100%)	25 (100%)	3 (100%)	81 (100%)
Post-implementation					
Yes	9 (32.14%)	1 (3.13%)	1 (5.88%)	2 (40%)	13 (15.85%)
No	19 (67.86%)	31 (96.88%)	16 (94.12%)	3 (60%)	69 (84.15%)
Total	28 (100%)	32 (100%)	17 (100%)	5 (100%)	82 (100%)

Women offenders' participation in other temporary absence programs, including work release programs, etc.

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	6 (28.57%)	5 (16.67%)	2 (9.52%)	1 (50%)	12 (18.92%)
No	15 (71.43%)	25 (83.33%)	19 (90.48%)	1 (50%)	60 (81.08%)
Total	21 (100%)	30 (100%)	21 (100%)	2 (100%)	74 (100%)
Post-implementation					
Yes	13 (56.52%)	0 (0%)	0 (0%)	2 (50%)	15 (21.13%)
No	10 (43.48%)	29 (100%)	15 (100%)	2 (50%)	56 (78.87%)
Total	23 (100%)	29 (100%)	15 (100%)	4 (100%)	71 (100%)

Support and assistance offered to women offenders by uniformed staff

	Women Offenders	Uniformed Staff	Non-uniformed Staff	Other	Total Respondents
Pre-implementation					
Yes	12 (63.16%)	9 (27.27%)	12 (46.15%)	1 (50%)	34 (42.5%)
No	7 (36.84%)	24 (72.73%)	14 (53.85%)	1 (50%)	46 (57.5%)
Total	19 (100%)	33 (100%)	26 (100%)	2 (100%)	80 (100%)
Post-implementation					
Yes	12 (42.86%)	3 (9.38%)	3 (17.65%)	3 (75%)	21 (25.93%)
No	16 (57.14%)	29 (90.63%)	14 (82.35%)	1 (25%)	60 (74.07%)
Total	28 (100%)	32 (100%)	17 (100%)	4 (100%)	81 (100%)

Appendix 6: Pre-Implementation Themes from Staff/Other and Women Offender Interviews

PRE-IMPLEMENTATION - Do you think there will be any impact on the following with the implementation of uniforms in women's facilities:

SAFETY & SECURITY	Staff/Other		Offenders	
	n	**%**	**n**	**%**
a) The overall safety and security of the institution	55		16	
Easier to identify who's who	16	29.09%	2	12.50%
Increase safety & security, less incidents	11	20.00%		
Increase respect for authority/ PWs taken more seriously	5	9.09%		
Will create "us vs them" barrier, more institutional/ negative impact, power-control issues	9	16.36%		
Decrease in communication & information sharing/impact on dynamic security, relationships	8	14.55%	5	31.25%
Increase in confrontation/ verbal assaults/ negative reaction from some offenders	13	23.64%	3	18.75%
Increase in use of force/ Institutional charges	1	1.82%	2	12.50%
Only if staff let it go to their heads/power trip			3	18.75%
Offenders won't feel as comfortable/feel more distressed/won't feel safe			2	12.50%
Other			3	18.75%
No impact/minimal/only initially	16	29.09%	6	37.50%
Don't know			1	6.25%
b) Dynamic Security	57		19	
Positive impact for staff and new offenders	3	5.26%		
Increase in staff confidence/ increase respect, offenders will listen more	2	3.51%		
Will create an "us vs them" barriers/ boundaries will be clearer	19	33.33%	12	63.16%
Less information sharing/ decrease in communication	8	14.04%		
Negative impact on dynamic security/ increased tension and static security	22	38.60%	4	21.05%
Offenders feel intimidated, afraid and uncomfortable/ perceive staff differently, more paramilitary	19	33.33%	5	26.32%
Some staff's attitude will change/ power trip			5	26.32%
Will know who is who			1	5.26%
Depends on how staff's personality changes (i.e. power trip)/minimal/only initially	19	33.33%	3	15.79%
c) Physical protection offered to staff wearing uniforms	44		9	
Minimal increase/better protection (e.g. thicker clothing, footwear, more easily identified)	29	65.91%	2	22.22%
May increase incidents towards staff because of the figure (inside and outside)	5	11.36%	1	11.11%
No impact, already take universal precautions	16	36.36%	4	44.44%
Other			2	22.22%
d) Staff visibility in the institution	49		13	
Increased visibility/good to know who's who/easier for people coming from outside	48	97.96%	8	61.54%
Increase in staff safety/increased visibility for security staff	9	18.37%		
Uniforms can be intimidating for visitors	1	2.04%		
Will change staff's attitude/too authoritarian/won't be as casual/not as much interaction			4	30.77%
Already visible/know who's who			6	46.15%

SAFETY & SECURITY (con't)	Staff/Other		Offenders	
	n	**%**	**n**	**%**
e) Staff visibility in the community	52		13	
Increased visibility/ know who's who/ less anonymity	34	65.38%	3	23.08%
Public will feel safer/ increased confidence and awareness/ will look more professional	19	36.54%	1	7.69%
Positive impact in emergency situations during ETAs/ offenders will behave better	8	15.38%		
Will add stress on community/ security risk (for staff and offenders)	3	5.77%	4	30.77%
Negative impact on offenders & reintegration/enhance shame & humiliation	10	19.23%	10	76.92%
Staff will be reluctant/negative perceptions	8	15.38%		
No impact	2	3.85%	1	7.69%
Don't know	1	1.92%		
f) How uniformed staff are viewed by others in the community	54		15	
Increased awareness/ openness and visibility/ community will feel safer	32	59.26%	8	53.33%
Opportunity to do more liaison work/ public education	4	7.41%		
More professional/ increase respect and cooperation from community	17	31.48%	1	6.67%
Give perception of more control/ force/ authority/ mistaken for police, security guards	5	9.26%	3	20.00%
May have some impact (positive and/or negative)/ depends on how staff behave	12	22.22%		
Will make community nervous, fearful/ will create a negative image/ stigmatized as "guards"			5	33.33%
No impact/minimal impact	3	5.56%		
Other	4	7.41%	3	20.00%
Don't know	1	1.85%		

RELATIONSHIPS

	Staff/Other		Offenders	
g) How uniformed staff are viewed by other uniformed staff in the institution	45		6	
More of a team/ will create bonds/ cohesion/ pride/ sense of identity	13	28.89%		
Increase respect/ seen as equal by staff at other institutions/ more professional	10	22.22%		
More authoritarian/ lose individuality/ negative group thinking	4	8.89%		
Lose respect/ viewed more as guards	2	4.44%		
Increased tension between staff for and against uniforms and at different levels/ identify hierarchy	10	22.22%	4	66.67%
Depends if personalities change /guessing game	7	15.56%	1	16.67%
No impact/everyone is professional	6	13.33%	1	16.67%
Don't know	2	4.44%		
h) Group cohesion among uniformed staff	57		14	
Increase cohesion/positive impact/more of a team/common goals and interests/identity	34	59.65%	2	14.29%
Increased professional feeling, self-esteem, self-respect and pride	4	7.02%		
Increased tension between staff for and against uniforms/"us vs them" mentality/division	13	22.81%	3	21.43%
Problematic if define themselves as uniform (not necessarily cohesed)	3	5.26%		
Will feel more empowered in a negative way/power trips/possibly create cliques/"us vs them"			4	28.57%
Could be positive or negative/minimal impact/already exists	17	29.82%	5	35.71%
Other (Positive examples for new recruits/increased understanding of hierarchical chain)	4	7.02%		
Don't know	1	1.75%		

RELATIONSHIPS (con't)	Staff/Other		Offenders	
	n	**%**	**n**	**%**
i) How uniformed staff are viewed by non-uniformed staff in the institution	58		8	
Improved perception/ increased respect/ seen as professionals/ taken more seriously	6	10.34%	3	37.50%
Will create barriers/ more isolated/ less communication between uniformed and non-uniformed staff	15	25.86%	3	37.50%
Less respect/ negative comments	2	3.45%		
Increased visibility/ awareness	6	10.34%		
Authority more pronounced/ creates hierarchy/non-uniformed staff uncomfortable, not as important	3	5.17%	2	25.00%
Could be positive or negative/ depends if personalities change/ will define roles	15	25.86%	1	12.50%
No impact/only initially	22	37.93%	1	12.50%
j) Relationships with non-uniformed staff	44		5	
Increased respect for uniformed staff/ more professional	2	4.55%		
Depends on individuals/ personalities/ could be positive or negative	10	22.73%	2	40.00%
Create "us vs them" mentality/ more division between groups/ more security-focused	8	18.18%		
No impact/minimal impact	31	70.45%	3	60.00%
k) How uniformed staff are viewed by women offenders	55		19	
Women may feel intimidated, threatened/ uniforms=authority/ power imbalance/ shift to security (vs case management)/ more acting out	31	56.36%	10	52.63%
Creates "us vs them" barrier/ decrease information sharing/ trust/ therapeutic relationships	30	54.55%	13	68.42%
Negative impact	15	27.27%	4	21.05%
Will vary – depends on personalities/ perceptions will change	10	18.18%	2	10.53%
Women might feel safer/ staff more visible/ will clarify roles	1	1.82%	2	10.53%
Will be more professional/ increase in respectful communication	2	3.64%		
No impact/ only initially	15	27.27%		
l_1) The respect women offenders have towards uniformed staff	59		20	
Decreased respect/some might use it as an excuse to act out	16	27.12%	10	50.00%
Will create barriers (especially with male staff)/"us vs them" mentality/decrease communication/viewed more as authority	5	8.47%	12	60.00%
Increased animosity, resistance, testing & challenging, anger & fear, acting out/if problems with authority, will impact/negative perception of uniform	19	32.20%	3	15.00%
Will vary, depends if personalities change/harder for new admissions/good reminder of reality/boundaries	6	10.17%	3	15.00%
Increased respect	5	8.47%		
No impact/only initially	24	40.68%	5	25.00%
Don't know	1	1.69%		
l_2) Women offenders' attitudes towards uniformed staff	56		14	
Decrease in information sharing/ contradictory to Creating Choices/ impact on dynamic security	10	17.86%	4	28.57%
Decrease respect/ "us vs them" mentality/ will clarify roles & responsibilities	8	14.29%	4	28.57%
Increase negative attitude towards security staff/ reinforce authority/ depends on personalities	36	64.29%	11	78.57%
Will have an impact, either positive or negative/ bigger impact on new admissions	16	28.57%	1	7.14%
Increased respect	1	1.79%		
No impact/ only initially/ won't change dynamics	15	26.79%	1	7.14%

RELATIONSHIPS (con't)	Staff/Other		Offenders	
	n	**%**	**n**	**%**
m) The overall relationship between women offenders and uniformed staff	53		15	
Some may feel intimidated/ uncomfortable/ will add complexity to relationships	14	26.42%	4	26.67%
Create "us vs them" barrier/ will clarify boundaries	10	18.87%	5	33.33%
Negative attitude towards security staff/ decrease respect, trust, communication/ power differentiation	10	18.87%	5	33.33%
Increase resistance/compliance issues	2	3.77%		
Increase verbal confrontations, security incidents (e.g. self-harm)	2	3.77%		
Depends on personalities/ some positive & some negative/ harder for new admissions	9	16.98%	2	13.33%
More professional/ will set positive authority figure/ increase respect	5	9.43%		
Power trips/ changes in staff's attitude			1	6.67%
No impact/only initially	25	47.17%	2	13.33%
u) The conflict resolution process	57		15	
Decrease in information sharing/ uncomfortable	8	14.04%	7	46.67%
Deterioration of informal resolution/ adversarial approach/ negative impact/ increased grievances	27	47.37%	3	20.00%
Create "us vs them" barrier/ power differentiation/ increase in tension/ confrontation	15	26.32%	3	20.00%
Greater authority to uniformed staff/ positive impact/ more formal, bureaucratic	4	7.02%	1	6.67%
Depends on individuals/minimal impact	21	36.84%	4	26.67%

REINTEGRATION

	Staff/Other		Offenders	
	n	**%**	**n**	**%**
n) Women offenders' participation in ETAs	58		15	
Women & staff may feel uncomfortable/ embarrassed/ impact on offenders' self-esteem	12	20.69%	5	33.33%
Depends on type of ETAs and on person	23	39.66%		
Will decrease/ some due to community perception/ negative impact on reintegration	29	50.00%	10	66.67%
Will single them out/ put labels on offenders and staff			7	46.67%
No impact/only initially	13	22.41%	4	26.67%
Don't know	2	3.45%		
o) Women offenders' behaviour while on ETAs	58		18	
More embarrassed/ increased stress, insecurity/ decrease communication/ distance relationships	21	36.21%	11	61.11%
Less compliant/increase conflict, animosity/more defiant/risk for offender & staff safety	6	10.34%	9	50.00%
Depends on individuals/could go both ways	9	15.52%	1	5.56%
More compliant/improve behaviour/increased respect and professionalism	12	20.69%		
No impact	15	25.86%	4	22.22%
Don't know	2	3.45%		
p) Women offenders' participation in correctional programs	28		10	
Increased communication with programs staff	1	3.57%	1	10.00%
Less communication			1	10.00%
Changes only if facilitated by uniformed staff	1	3.57%	4	40.00%
Negative response to Correctional Plan/ referrals done by Primary Worker	3	10.71%	3	30.00%
Will use programs to get out/increased participation	2	7.14%		
No impact	25	89.29%	2	20.00%

REINTEGRATION (con't)	Staff/Other		Offenders	
	n	%	n	%
q) Women offenders' participation in social programs	27		6	
Decrease participation/ less comfortable	1	3.70%	1	16.67%
Changes only if facilitated by uniformed staff			2	33.33%
Impact on family/kids when in for socials			1	16.67%
No impact, non-uniformed staff	24	88.89%		
Other	5	18.52%	2	33.33%
r) Women offenders' participation in volunteer-guided activities	27		7	
Increase in volunteers-escorts	1	3.70%	1	14.29%
Impacted only if uniformed staff involved	4	14.81%	2	28.57%
Less communication/ less comfortable			1	14.29%
Decrease in participation/ less activities/ volunteers won't want to come in			3	42.86%
No impact (no uniforms)	21	77.78%		
Other	1	3.70%		
s) Women offenders' participation in other temporary absence programs, including work release programs, etc.	43		14	
Increased participation	2	4.65%		
No impact as no uniformed staff present	26	60.47%	10	71.43%
Might not consider other temporary absences if have to go through Primary Worker			2	14.29%
Will be uncomfortable/ less communication			3	21.43%
Change community dynamic/ atmosphere			2	14.29%
Minimal impact/ will be a transition period/ depends if uniformed officer present	15	34.88%		
Don't know	1	2.33%		
t) The support and assistance offered to women offenders by uniformed staff	47		16	
Depends on individuals/ power differentiation/ as long as staff don't change	13	27.66%	3	18.75%
Harder to reach women and do dynamic security because uniforms = barrier/ trust issues/ receptiveness of women will be impacted	2	4.26%	13	81.25%
Will create a "us vs them" mentality	5	10.64%		
Will have an impact			3	18.75%
No impact / only initially	21	44.68%	2	12.50%
Don't know	1	2.13%		

Appendix 7: Post-Implementation Themes from Staff/Other and Women Offender Interviews

POST-IMPLEMENTATION - Do you think there has been any impact on the following with the implementation of uniforms in women's facilities:

SAFETY & SECURITY	Staff/Other		Offenders	
	n	%	n	%
a) The overall safety and security of the institution	48		13	
More balance between security & case management	1	2.08%		
Increase authority/ increase static security/more security-conscious	9	18.75%		
Easier to know who's who (e.g. if emergency, outside people)	19	39.58%	4	30.77%
Decreased response time to incidents	1	2.08%		
Division between offenders & staff/ negative impact on dynamic security	9	18.75%		
Increased incidents (assaults, number of charges)/offenders more aggressive	7	14.58%	3	23.08%
Elevates situations/stress levels up			2	15.38%
Staff more controlling/power trip/intimidating			4	30.77%
Positive impact			1	7.69%
No impact/minimal	11	22.92%	3	23.08%
b) Dynamic Security	53		19	
Staff more visible/staff & offenders more conscious	9	16.98%		
Perceived as power & control/ created a barrier/decrease respect & trust	16	30.19%		
Decrease dynamic security/losing Creating Choices philosophy/decrease interaction/ communication/ "us & them barrier"	24	45.28%	5	26.32%
Offenders more standoffish/challenging/increased charges, incidents	3	5.66%		
Staff attitudes changed/more condescending/depends on staff member			8	42.11%
Seen as a threat/ increased hostility/ offenders more aggressive			6	31.58%
Other			2	10.53%
Minimal/only initially/depends on individuals/some uniformed staff changed	30	56.60%	5	26.32%
Don't know	1	1.89%		
c) Physical protection offered to staff wearing uniforms	40		10	
Maybe/if get stab-proof vests/ somewhat/ possibly	3	7.50%	2	20.00%
Uniformed staff have more confidence in their role	1	2.50%		
Boots give more protection	8	20.00%		
Only in terms of physical coverage	7	17.50%		
Might trigger assaults/more defensive	5	12.50%	3	30.00%
Less: boots uncomfortable/slows down – uniforms hot – heat stroke	3	7.50%		
Less germs going around			1	10.00%
Easier to know if breaking up fight			2	20.00%
No impact	18	45.00%	3	30.00%
Don't know	1	2.50%	1	10.00%

SAFETY & SECURITY (con't)	Staff/Other		Offenders	
	n	**%**	**n**	**%**
d) Staff visibility in the institution	53		21	
Increased visibility/know who's who	52	98.11%	15	71.43%
Created "us & them" mentality	2	3.77%		
More institutional-like			1	4.76%
Negative impact			5	23.81%
No impact			1	4.76%
Don't know	1	1.89%		
e) Staff visibility in the community	45		23	
Increased visibility on ETAs if have uniform/reminder for community that there are prisons around	38	84.44%	6	26.09%
Taken more seriously/quicker service	2	4.44%		
Easier to deal with incidents	3	6.67%		
Safety risk for staff and offenders/negative impact	3	6.67%	9	39.13%
Embarrassing/everyone staring/humiliation/demeaning			13	56.52%
No impact	4	8.89%	3	13.04%
Don't know	3	6.67%	1	4.35%
f) How uniformed staff are viewed by others in the community	51		20	
More professional, more credibility/ increased respect & recognition/ more authoritative	14	27.45%	7	35.00%
Clarifies roles/ public less confused/ increased awareness of institution	13	25.49%		
Public feels safer	3	5.88%	3	15.00%
Different perceptions, viewed as correctional staff/authority/control	10	19.61%		
Public moving away/ nervous/ fear/ curiosity/ not as open/ apprehensive/ created barriers	17	33.33%	14	70.00%
Attracts attention/raises concerns			3	15.00%
No impact	6	11.76%		
Don't know	4	7.84%	4	20.00%
g) How uniformed staff are viewed by other uniformed staff in the institution	31		12	
Greater acceptance from other institution/increased respect	6	19.35%		
Camaraderie/increased solidarity and cohesion	6	19.35%		
Depends on individuals/some staff changed/stripes affect mindset	5	16.13%	2	16.67%
Division between those who support the uniform and those who don't	7	22.58%		
Has to have had an impact re: hierarchy			1	8.33%
No impact	10	32.26%		
Don't know		0.00%	9	75.00%

RELATIONSHIPS

	Staff/Other		Offenders	
h) Group cohesion among uniformed staff	47		16	
Part of same team/camaraderie/increased cohesiveness/solidarity	22	46.81%	5	31.25%
Depends on personalities/some staff changed	2	4.26%	5	31.25%
Caused a separation: those for and those against/new staff vs older staff	9	19.15%		
More organized/formalized			2	12.50%
No impact	16	34.04%	2	12.50%
Don't know	1	2.13%	5	31.25%

RELATIONSHIPS (con't)	Staff/Other		Offenders	
	n	%	n	%
i) How uniformed staff are viewed by non-uniformed staff in the institution	49		14	
Non-uniformed staff feel more comfortable/ safer	2	4.08%		
Clarifies roles/ created "us & them" barrier	15	30.61%	4	28.57%
Depends on individuals/ non-uniformed staff feel sorry for them	5	10.20%		
Non-uniformed staff see PWs just as "guards"/ security-minded/feel excluded	9	18.37%		
Uniformed staff more authoritative			2	14.29%
No impact/minimal	15	30.61%	2	14.29%
Other	5	10.20%		
Don't know	2	4.08%	5	35.71%
j) Relationships with non-uniformed staff	38		18	
Clarifies roles/ created a division/ "us vs them"	12	31.58%	4	22.22%
Depends on individuals/some people changed	5	13.16%		
Change in the atmosphere/attitudes	4	10.53%		
Non-uniformed staff not always treated with respect	5	13.16%		
Uniformed staff more aggressive/tensions between the 2 groups			3	16.67%
No impact/ if respect before, hasn't changed	20	52.63%	8	44.44%
Don't know	2	5.26%	4	22.22%
k) How uniformed staff are viewed by women offenders	58		29	
Uniform represents safety & security for offenders/positive reactions	4	6.90%	1	3.45%
Depends on individuals	4	6.90%		
Authority/ created an "us & them" mentality/ peer pressure if talking to a "guard"	14	24.14%	15	51.72%
Confusion on PW's dual role (security & helping role)	5	8.62%		
Decrease communication and support/ decrease interactions trust and respect/ disregard for staff	31	53.45%	23	79.31%
Increase in confrontations/ aggressiveness	4	6.90%	7	24.14%
No impact/minimal/only initially	25	43.10%	4	13.79%
Don't know	2	3.45%	1	3.45%
l) The respect women offenders have towards uniformed staff	48		26	
Increased respect	3	6.25%		
Depends on individuals/some staff power tripping	11	22.92%	4	15.38%
Increased defensiveness	2	4.17%		
Created an "us vs them" division/ more institutional	2	4.17%	5	19.23%
Disrespectful comments/ issues with authority	23	47.92%	10	38.46%
Relationships and attitudes changed/ decrease trust			7	26.92%
Staff not seen as PW anymore/"guards – screws"			4	15.38%
No impact/only initially	18	37.50%	7	26.92%
m) Women offenders' attitudes towards uniformed staff	49		24	
Depends on individuals	4	8.16%	4	16.67%
Created a division/ seen more as security staff, not PW/ "guards, screws"	19	38.78%	5	20.83%
Decrease trust, communication/ increased defiance, disrespect / fear talking to uniformed staff	18	36.73%	2	8.33%
Negative attitude/us & them division/barrier/increase hostility, frustration			12	50.00%
Some staff powertrip/authoritarian/attitudes changed			7	29.17%
No impact/minimal/only initially	21	42.86%	5	20.83%
Don't know	1	2.04%		

RELATIONSHIPS (con't)	Staff/Other		Offenders	
	n	**%**	**n**	**%**
n) The overall relationship between women offenders and uniformed staff	42		24	
Increased respect	1	2.38%	1	4.17%
Depends on individuals/changes in attitudes	3	7.14%	3	12.50%
Staff more security-focused/ power imbalance	7	16.67%	12	50.00%
Created a barrier/decrease interaction, dynamic security/ less trust and respect	20	47.62%	6	25.00%
Increased confrontation, anger, and frustration	2	4.76%	6	25.00%
Peer pressure if offender talks to uniformed staff too long			2	8.33%
No impact/only initially	21	50.00%	3	12.50%
Don't know	3	7.14%		
v) How conflicts with/between offenders are being resolved by staff	41		19	
Staff less involved/ harder to mediate when wearing a uniform	10	24.39%		
Offenders more resistant, defensive/ power imbalance/created barrier	11	26.83%	7	36.84%
Incidents & charges have increased/ informal resolution doesn't exist	7	17.07%	6	31.58%
Negative impact			3	15.79%
Depends on individual/some staff powertrip			4	21.05%
No impact	22	53.66%	4	21.05%
Don't know	1	2.44%	1	5.26%

REINTEGRATION

	n	**%**	**n**	**%**
o) Women offenders' participation in ETAs	51		27	
Increased participation	1	1.96%		
Go regardless but different attitude/ offenders uncomfortable/ apprehensive, embarrassed	20	39.22%	9	33.33%
Depends on individuals and on type of ETA/some have refused	26	50.98%		
Decreased participation (but also short-staffed)/ negative impact	9	17.65%	12	44.44%
Public perception/ centres out offenders/ negative attention			8	29.63%
Traumatizing if have children/negative impact on them			3	11.11%
No impact	12	23.53%	2	7.41%
Don't know	2	3.92%	2	7.41%
Do staff wear uniforms on ETAs? If "no" or "sometimes/depends", please provide information on context	33		16	
All the time unless minimum security offenders	3	9.09%	11	68.75%
Non security/if planned in advance = no uniforms	4	12.12%		
No uniforms for family contact/ compassionate and personal development ETAs	28	84.85%	3	18.75%
Other			2	12.50%
Don't know	2	6.06%		
p) Women offenders' behaviour while on ETAs	35		19	
More compliant, respectful/ less likely to run	4	11.43%	1	5.26%
Participation might decrease	1	2.86%		
Embarrassed/uncomfortable/afraid/increased aggressiveness	6	17.14%	11	57.89%
Offenders more withdrawn, intimidated	3	8.57%	9	47.37%
Some might act out for attention/ defensive /agitated	5	14.29%		
Had an impact			3	15.79%
No impact	15	42.86%	3	15.79%
Don't know	5	14.29%		

REINTEGRATION (con't)	Staff/Other		Offenders	
	n	%	n	%
q) Women offenders' participation in other TA programs, work release programs, etc.	25		13	
Might increase/maybe	2	8.00%	5	38.46%
Yes if escorted by staff			4	30.77%
No impact	20	80.00%	2	15.38%
Don't know	3	12.00%	2	15.38%
r) Women offenders' participation in correctional programs	25		15	
Only if uniformed staff present or facilitate programs	1	4.00%	4	26.67%
Maybe negative impact in SLE – DBT	2	8.00%		
Staff not in uniforms			9	60.00%
Minimal or no impact	23	92.00%	7	46.67%
Other			3	20.00%
Don't know			1	6.67%
s) Women offenders' participation in social programs	28		20	
Decreased participation (visits, family days, etc)	13	46.43%	10	50.00%
Uncomfortable for visitors/changes the tone			10	50.00%
Other			3	15.00%
No impact	12	42.86%	2	10.00%
Don't know	3	10.71%	1	5.00%
t) Women offenders' participation in volunteer-guided activities	17		18	
Increased participation	2	11.76%		
Volunteers aren't coming in as much/decreased participation	3	17.65%	5	27.78%
Depends on individual			5	27.78%
Other			2	11.11%
No impact	11	64.71%	7	38.89%
Don't know	1	5.88%	1	5.56%
u) The support and assistance offered to women offenders by uniformed staff	39		18	
Some staff changed/ power & control/ security-focused/ less support and assistance	8	20.51%	6	33.33%
Created a barrier/decrease in dynamic security/decrease trust, interaction, communication	15	38.46%	10	55.56%
Depends on individual			4	22.22%
No impact/only initially	24	61.54%	5	27.78%
Don't know	1	2.56%	1	5.56%
5) Have there been any operational or organizational changes within the institution	42		19	
Staff turnover/shortage	5	11.90%		
Smoking ban	4	9.52%	4	21.05%
Different offender population, profile/increased in number of offenders	16	38.10%		
New Warden/SIO	6	14.29%	3	15.79%
New policies/guidelines/procedures/post orders	6	14.29%		
Change in overall philosophy (away from Creating Choices)	10	23.81%		
Changes in physical layout of institution/movement schedule	18	42.86%	3	15.79%
Inconsistencies in policy interpretation and treatment			2	10.53%
No changes	16	38.10%	9	47.37%

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