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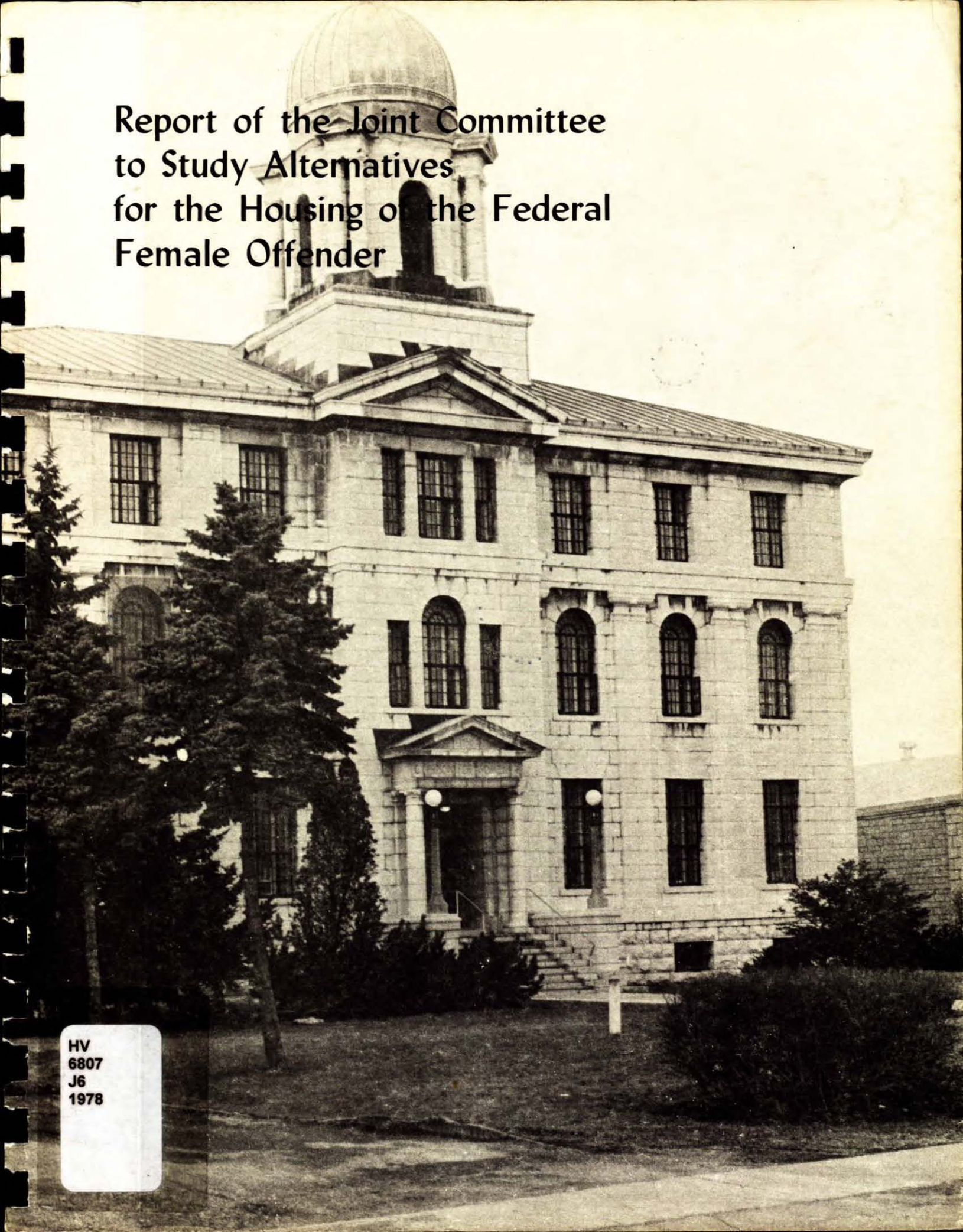
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Report of the Joint Committee
to Study Alternatives
for the Housing of the Federal
Female Offender



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REPORT OF THE JOINT COMMITTEE
TO STUDY ALTERNATIVES
FOR THE HOUSING OF THE FEDERAL
FEMALE OFFENDER

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October 1978



TO
A

Commissioner of Corrections

FROM
DE

Director,
Prison for Women.

SECURITY - CLASSIFICATION - DE SÉCURITÉ
OUR FILE - N/RÉFÉRENCE
YOUR FILE - V/RÉFÉRENCE
DATE October 5, 1978.

SUBJECT
OBJET

REPORT OF THE JOINT COMMITTEE STUDYING THE ALTERNATIVES
RE THE HOUSING OF FEDERAL FEMALE OFFENDERS.

- In accordance with your instructions the Joint Committee is herewith submitting its Report after carefully reviewing a wide range of options, including those identified in the Clark Report.
- Needless to say, we were unable to identify any option that would totally meet all of the objectives we would wish to achieve in the treatment of female offenders. Past experience has shown that in striving for the perfect situation, nothing is accomplished. Thus our approach was to screen out unrealistic and impractical options in order to arrive at a point where the remaining options could be thoroughly related to, and assessed against, our identified objectives.
- From all available material and from visits to U.S. facilities, it soon became clear that a central facility with a fair degree of security was essential. Although we have included a new facility as an option, we are suggesting that existing facilities be first considered. While we recognize the need to provide adequate accommodation, we are also aware that additional facilities tend to lock us in to the institutional mode at the expense of alternatives to incarceration.
- Since we agreed that a central facility is essential, and since we agreed that it should be centrally located from a geographical standpoint, we considered available facilities in Ontario. In order to make some provision for Western inmates that would be practical from a cost-benefit point of view, we have included options involving a co-correctional program at Mission Institution.
- The Ontario facilities considered suitable are Vanier Institution (proposal is to negotiate purchase) and the existing Prison for Women (rebuilt).
- The acceptable options are:-

Vanier	+	Co-Correctional Mission
Prison for Women	+	Co-Correctional Mission
Vanier		No Mission
Prison for Women		No Mission
New Facility		Kingston Location

Commissioner of Corrections

October 5, 1978

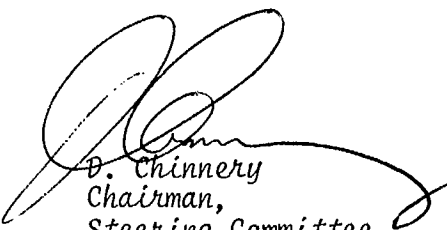
7. While Vanier is the preferred option, it should be noted that the Prison for Women after suitable rebuilding is preferred to a new facility.

8. In suggesting the foregoing options, we would stress the point that existing Federal-Provincial Exchange of Services Agreements must not only remain in effect, but there must be ongoing efforts to expand these Agreements to meet the particular needs of individual inmates where such needs are indicated and where facilities exist which can best provide for these needs. In this regard we feel that the Federal Government should support initiatives developed by the various Provinces in providing adequate facilities, but we do not see it as a Federal responsibility to initiate such action or proposals.

9. Your Committee recognizes the fact that its recommendations involve some unknowns, such as availability, costs, etc. relating to some options. However, we feel that in reaching consensus in the elimination of many previously suggested options, and in avoiding minority opinions on the accepted options, we have progressed to the point where a final decision can now be made on the basis of non-controversial factors by those charged with such responsibility. The significant point being that your Committee was composed of persons representative of the major interested groups, who previously were not unanimous in approach. The data collected by the Work Group has served to clarify many considerations which previously were the subject of divergent opinions.

10. Towards the end of our deliberations we were asked to consider the suggestion that Bath Institution be modified for use as a Female Facility. Your Committee does not find this an acceptable option for several reasons (which can be discussed when we appear before you and your senior staff). The Committee wishes to state that the Female Offender represents a National problem and that a solution designed to accommodate a Regional housing problem is not in keeping with the spirit of its mandate.

11. We very much appreciate the task to which we were assigned and the opportunity to meet with you to discuss in depth the contents of our Report.



D. Chinnery
Chairman,
Steering Committee.

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Preamble

In reaching the recommendations presented here for housing the Federal female offender, the members of the steering committee, in partnership with the working group have shared some assumptions, based on factual analysis, of trends in the Federal female population and have had the benefit of a great deal of information. We have shared, too, some common ideals about the objectives of any programme or institution designed for the female offender. We have also been aware of the needs of the taxpayers who must pay for these programmes and institutions and will, we hope, benefit from them as the female offender is given the chance to become a productive member of the community.

Analysis of the trends in sentencing patterns for female offenders shows only a small increase in numbers, and certainly does not suggest a need for building any large, new institutions.

The committee worked on the premise that any institution for women must, as far as possible, within the constraints imposed by current legislation, provide levels of security which are appropriate to the individual needs of the inmate. These must also provide opportunities for programmes and treatment geared to ensuring the successful return of the inmate to the community. With this in mind, we stress the need for normalization of institutional life: "you don't learn to fly in a submarine." A positive step in this direction is the suggestion that a western facility should be co-correctional.

We have not seriously suggested the building of any new institutions for the Federal female inmate, but at the same time re-iterate the statement, made in earlier reports and by the Parliamentary Sub-Committee, that the Prison for Women in its current state cannot meet the security or programme needs of female inmates. We have not suggested replacing the present prison with shiny, new

buildings for several reasons.

1. We do not wish to see long range planning for women locked into the institutional mode because of large capital expenditures in the short term.
2. We believe that neither government nor taxpayers want such capital expenditures, especially when alternatives are readily available.

We believe the suggestions we have made for rehousing women should be implemented as soon as possible; at the same time there must continue to be maximization of the use of community based facilities for women able to take advantage of them and of Federal-Provincial exchange of services agreements.

1. Background

1.1 Mandate

The Joint Committee to Study the Alternatives for the Housing of the Federal Female Offender was established by the Commissioner of Corrections in July 1978. The committee was given the following mandate:

To explore in detail the various options for the housing of federal female offenders, and to assess these options based on a careful analysis of the special needs of women offenders along with the facility and operational costs, and to make specific recommendations to the Commissioner of Corrections by September 30, 1978.

As an aid to the Steering Committee, a Working Group was established to respond to the data requirements as identified and to provide assistance in the analysis of the various options.

The Steering Committee was chaired by Mr. Doug Chinnery, the Director of the Prison for Women, and had a membership which consisted of Mr. Jack Holder, Regional Coordinator of Education and Training for the Ontario Region of the Canadian Corrections Service, Ms. Gillian Sandeman, Executive Director of the Toronto Elizabeth Fry Society, representing the Canadian Association of Elizabeth Fry Societies, and Ms. Lynn Good, Chairperson of the Prison for Women Citizen Advisory Committee. It is worthy of note that this Committee is to our knowledge the first of its kind established by the Corrections Service to involve equal private sector representation in a matter which so directly effects decision making in such a critical area.

The working group was headed by André Frommer, Project Manager, Special Projects Division, and included Ms. Sheelagh Dunn, the current Coordinator of Female Offender Programmes, and Ms. Lorraine Berzins, the former Coordinator of Female Offender Programmes.

In addition, a group of consultants from the academic community assisted the Committee during its deliberations. The consultants included Cyril Greenland, McMaster University, Marie-Andrée Bertrand, Université de Montréal, and Alice Propper, York University.

1.2 Review of Previous Work

Several studies have been conducted in the past few years about the female offender. The most significant study being the National Advisory Committee on the Female Offender (NACFO).

Evolving from the NACFO, was the National Planning Committee on the Female Offender (NPCFO), which had provincial and federal representation.

The NPCFO rejected the alternative that the provinces take responsibility for female offenders serving two years or more, but favored a plan whereby the federal government would provide regional facilities. The NPCFO also recommended the closure of the Prison for Women.

Generally speaking previous reports have focussed on the following factors:

- a) Geographic displacement: Many of the female offenders are housed far from their homes.
- b) Inadequacy of the current facility: The condition of the building, the living accommodations, the available program space.
- c) Security Classification: The feeling that the appropriate degree of security was not provided (too secure a setting).

The Joint Committee set out to collect and analyse data to address these concerns, and to arrive at options that best reflected them.

2. Methodology

In order to put the findings and recommendations of the Committee into context, it is important to explain the approach followed.

2.1 Development of Objectives

At the outset the Committee developed a list of objectives and needs for the female offender that should be met. This list formed the basis of the assessment of the options. The prime objective of the Committee was to provide levels of security and program opportunities that are appropriate to the individual needs of the inmates. The needs of the inmates include maintenance needs, security needs, program needs, geographic and locational needs and costs to the Canadian taxpayers (Table 1, page 9)

The Committee developed ("brainstormed") options for consideration, starting with those already recommended in previous reports. The development of options was a continuing process during the study.

The options were put through a screening process to arrive at a list of acceptable options. Two screens were used to filter the list of options to a manageable size: (Figure 1, page 8)

- a) "objectives screen": to assess whether the option met the objectives and needs laid down by the committee, and a
- b) "constraints screen": to assess the likelihood of success given the current constraints (today's reality)

The acceptable options were then rated on the assessment criteria, examined as to advantages and disadvantages, subjected to a cost analysis and ranked in order of preference.

2.2 Data Collection

The Committee then directed the Working Group to collect data that would assist the Committee in its deliberations. The data collection process

centered on three factors:

- a) Population prediction and trends
- b) Current population profile
- c) Standards prevailing elsewhere

a) Population prediction and trends:

In order to plan appropriately the anticipated number of female offenders that would have to be accommodated was estimated. Two sources were used in arriving at a prediction.

- i) A study of trends in the federal female offender population conducted by the Bureau of Management Consultanting Services (BMCS) of the federal government. This study was subsequently reviewed by the academic consultants.
- ii) The responses of the provinces as to their future plans and projected use of exchange of service agreements.

b) Current Population

In order to establish the profile of the current population of federal female offenders (particularly the security and programs needs) two questionnaires were administered.

- i) The classification officers at the Prison for Women and classification coordinators in the Regions, were asked to complete a questionnaire on security and program needs of each federal female offender.
- ii) The female inmates at the Prison for Women and in provincial institutions were asked to complete a questionnaire on demographic details, program preferred, previous job history, criminal record and other pertinent data.

c) Standards Prevailing Elsewhere

An inventory of programs was drawn from the Federal Corrections Agency study and the LEAA study into the female offender. In addition, groups outside of corrections were asked for program ideas that could be useful to correctional planners.

One of the Committee members toured four U.S. institutions and gathered information on security and special programs, including a co-correctional program.

2.3 Data Analysis

The data were used to answer some key questions:

- i) What are the appropriate security needs of the inmates by home province?
- ii) What are the program needs of the inmates by home province?
- iii) What will the number of female inmates be in 1985 and at what rate will it grow?

The answers to these questions enabled the Committee to assess the needs of the female offender, and subsequently to screen out those options that did not meet the initial objectives. Other options were screened out due to current constraints, resulting in a group of acceptable options.

These acceptable options were subjected to a cost analysis. The Committee felt strongly that the cost to the taxpayer was an important factor in assessing the options. The cost analysis estimated the construction and operating (salary and other) costs.

The advantages and disadvantages of each option were examined, the options were ranked and the Committee's recommendations were finalized.

Figure 1
SCREENING PROCESS

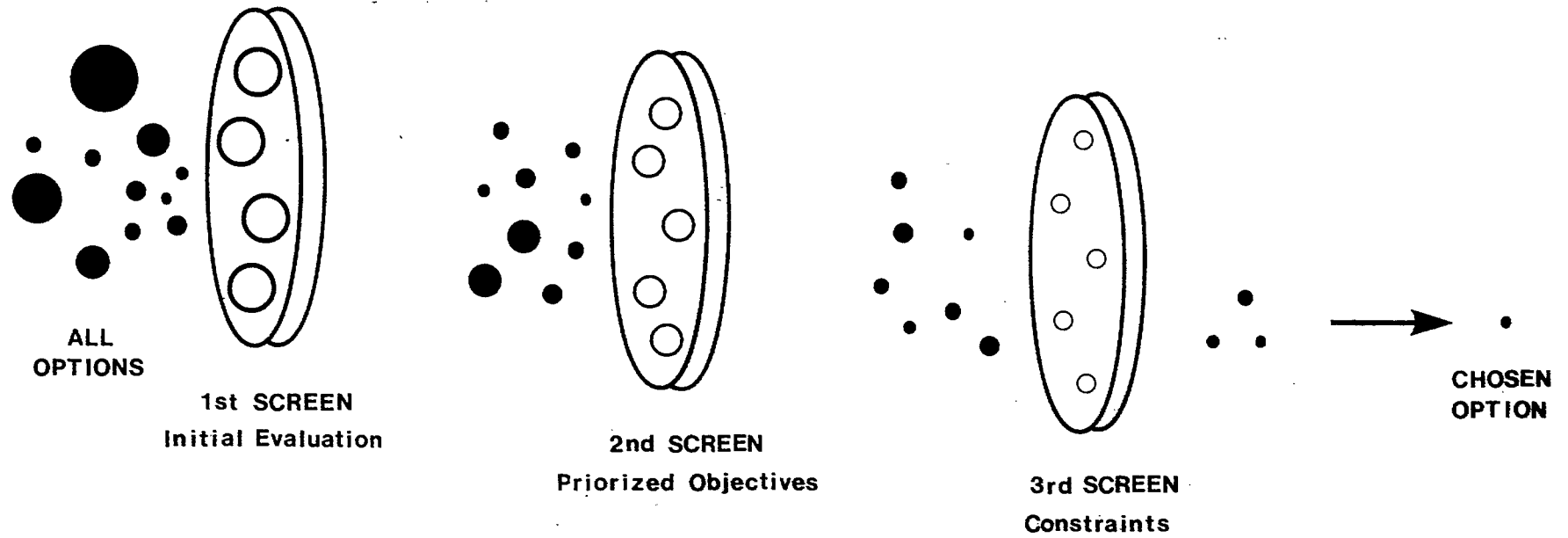


TABLE I: OBJECTIVES AND NEEDS

Maintenance Needs

The objective is to provide adequate food, clothing, shelter and health care services to comply with established standards.

Wherever possible, normalization (to simulate the outside world) will be attempted.

Security Needs

Facilities should be such as to permit inmates to serve their sentences in the appropriate level of security.

The use of minimum security will be maximized as much as possible.

No inmate who can handle a lesser degree of security should be restricted by the security level of the facility in which she is housed.

There should be an opportunity for a continuum of treatment ranging from maximum to minimum.

Program Needs

The objectives are to provide program opportunities which are designed to:

- a) offset the negative aspects of incarceration by allowing the inmate to usefully occupy her time
- b) assist in the development of a better self-image based on more realistic and appropriate values
- c) relate to the future plans involved on release
- d) maximize diversity and adequacy of programs for women serving long sentences

Program needs also include:

- treatment needs (psychiatric assistance, mental retardation treatment counselling for child-abuse and drug-related problems)
- educational needs (provision of educational opportunities)
- occupational development needs (reflecting job market opportunities and preferences of individual inmates)
- emotional needs (provision of qualified staff to meet these needs)
- social needs (contacts within the institution and the community should be encouraged and maintained)

Geographic Needs

Where positive family and community ties exist women should be housed close to home communities in order to promote such positive factors.

Location of Facilities

Facilities for female offenders should be located in areas which provide maximum benefits and resources, taking into consideration the need for family visiting, citizen participation, educational support facilities, medical support facilities, staff training support facilities, and availability of staff.

Economic Factor

To provide the optimum correctional facilities and programs at the most economic cost to the Canadian taxpayer.

Future Needs

To provide adequate suitable facilities for future needs.

3. Findings & Conclusions

3.1 Trends Analysis

A prediction of the size of the federal female inmate population within the period 1978-85 was conducted by the Bureau of Management Consulting Service (BMCS). Their prediction was that the annual growth rate can be expected to range from 3.33% to 5% in the next eight years.

The academic consultants stated that the assumptions embodied in the BMCS report were reasonable. The Canadian experience to date does not indicate any large increases in numbers of female offenders. As Marie Andréé Bertrand said to the Committee: "Dealing leniently with the female offender has not posed a problem, so there is no need to expect any change".

The Committee was however somewhat concerned about the influence of new institutions (more bedspace) on sentencing patterns.

The Committee expects a federal female inmate population of approximately 250-285 inmates. Assuming that the exchange of service agreements with the provinces continue at the current rate (49%), the Federal Government can expect to be housing about 125-150 female inmates by 1985.

Provincial Positions

The provinces (Directors of Corrections) were asked about their future plans regarding female offenders (except Ontario). The responses indicate that the current rate will continue and may increase. Quebec, in particular, intends to assume responsibility for all their federal women (through the exchange of service agreements).

British Columbia has expressed a willingness to negotiate a cost-shared federal/provincial facility.

3.2 Security Needs

In order to decide what security facilities were required, data were collected on:

-security classification: as assessed by the Classification Officers at the

Prison for Women and checked against a classification conducted by the Regional (Ontario) Classification Coordinator.

-incidents at the Prison for Women during the period August 1977 to August 1978.

a) Security Classification

It was found that of the 137 women currently on register at the Prison for Women, 28 were considered not to require a perimeter fence as a security measure, 13 of these are already on day parole. Only 3 of the inmates were classified as requiring strong perimeter and close observation.

Excluding the inmates on day parole, 106 of the 124 women (about 85%) at the prison require a perimeter security with either freedom of movement (55%) or limited movement (30%). The data are presented in Appendix A.

b) Incidents Analysis

In examination of the occasional and sporadic incidents at the Prison for Women during the period August 1977 to August 1978 there were incidents involving 40 inmates (13 of whom are no longer at the Prison).

The incidents involving the women (those leading to the use of dissociation, institutional disturbances, UAL's, etc.) who are often capable of movement within the perimeter point out the need for flexible security features ranging from a closely supervised containment area to unsupervised areas.

This range of security needs can best be accommodated by the more flexible campus design.

3.3 Program Needs

The classification officers at the Prison for Women were asked to assess the program needs of the inmates as the information for some inmates was often not available, the numbers of inmates assessed on each question vary).

-56 of 117 inmates (49%) require treatment for drug abuse/addiction

-41 of 117 inmates (35%) require treatment for alcoholism

-41 of 117 (35%) require psychiatric counselling, with 9 inmates requiring counselling directly related to child abuse

-75 of 117 (64%) would benefit from a life skills program

-the education needs of 95 inmates are :

- i) Primary education: 8 inmates
- ii) Secondary education: 60 inmates
- iii) Community College Level Courses: 17 inmates
- iv) University Level Courses: 10 inmates

-Geographic Needs: for 34 inmates, the current location met the need for family proximity, for 31 inmates (9 West/7 Ontario/9 Quebec/2 N.S./ 4 no fixed address) this need was not met, for an additional 44 inmates this need was not seen as of prime importance.

- Vocational training requirements were difficult to assess.

Facility requirements to fulfill the program needs of the female offender have been included in the cost analysis presented in Appendix B cost analysis.

3.4 Co-correctional Options

A Western co-correctional option is included as a pilot project to meet the geographical needs of Western inmates whose numbers do not warrant a new facility. It is considered a progressive step towards normalization.

The information gathered from U.S. experience indicates that success is closely related to selectivity of participants. In addition, the ratio of male-female inmates should not exceed 5 to 1.

Should the co-correctional experience prove successful, it could be expanded to meet the geographic needs of an increased number of female inmates.

4. Assessment of the Options

4.1 Options Screened Out

A list of the options considered and the reasons for screening them out is presented in Appendix A. Two of these options deserve mention because they have been recommended in previous reports:

- Provincial takeover of female offenders, and
- Placing all female offenders in community-based facilities

a) Provincial takeover of female offenders

The committee did agree that there were benefits to be gained from this option, particularly in meeting the geographic needs of the inmates.

However, the current provincial facilities were not seen as appropriate in terms of physical adequacy, normalcy, and the program opportunities (especially for long term offenders).

In addition, a major constraint was that some of the provinces refused to accept responsibility for their female offenders sentenced to two years or more. The position of the federal government was that this plan needed unanimous provincial approval to be acceptable.

This option was, therefore, screened out.

b) Placing all female offenders in community-based facilities

The Committee felt that this option did not meet the security objective. The majority of incarcerated federal female offenders need a more secure setting than current community-based facilities could offer.

In addition, current legislation would not allow for all females to be so placed and was a constraining factor.

This option was, therefore, screened out.

It should be noted that, while these options were not seen as acceptable solutions by themselves, the maximum use of provincial institutions (through

exchange of service agreements) and community-based facilities, where appropriate, is a part of all the acceptable options.

4.2 Acceptable Options

Five options which met the objectives and were realistic in view of current constraint are:

- a) Buy Vanier Institution from Ontario Government and convert Mission Institution into a co-correctional institution
- b) Rebuild the Prison for Women and convert Mission Institution into a co-correctional institution
- c) Buy Vanier Institution from the Ontario Government
- d) Rebuild the Prison for Women
- e) Build a new institution in the Kingston area

Coupled with each of these options is the optimal use of exchange of service agreements and community-based facilities to meet the needs of each female offender.

4.3 General Discussion

a) Buy Vanier Institution

This idea would involve negotiating with the Province of Ontario. As negotiations for an exchange of service agreement are currently underway, the Committee did not wish to officially approach the Ontario Government at this time to assess the cost and likelihood of success of this idea. The Committee realized that there are several important unexplained factors (Appendix C). The Committee, however, had enough knowledge of Vanier to assess its suitability for the female offender. Also, the Committee discovered that as of the end of August, 1978, Vanier was operating at less than half its capacity.

b) Convert Mission into a co-correctional institution

The federal experience with co-correctional institutions is limited. The Committee, after examining the U.S. experience, felt that a

co-correctional institution is a feasible idea.

Mission Institution was considered because of

- i) its size and current population (capacity of 180 inmates and a population of 147 as of August 31, 1978)
 - ii) the ratio of males to females (the ratio would be 4:1 which is within the range experienced successfully in the U.S.)
 - iii) its newness
 - modern campus-style design
 - lack of a long-standing male tradition
 - iv) its good community volunteer program
 - v) its industrial, non-sexist opportunities
 - vi) its relative proximity to Vancouver
- c) Rebuild the Prison for Women

A rebuilding program (part of which has been approved) has already been prepared. This program would up-grade the facilities to an acceptable level.

d) Build a new institution

A new institution has the advantage of flexibility in that most of the objectives could be met. The location of the institution was of concern. The Committee felt that the institution should be in the Kingston area. Building close to Toronto, which already has a relatively modern female institution would be a duplication of services. The Kingston area is central, (equi-distant from Montreal and Toronto), has established community acceptance, and could supply qualified staff.

4.4 Assessment Criteria

The developed set of objectives was used to assess the acceptable options. From the objectives the criteria and ratings as presented in Table 3, page 18 were derived.

The criteria include:

- (a) Maintenance Needs
 - Physical Adequacy
 - design
 - condition of Living Units
 - Normalization
 - normalcy
- (b) Security Needs
- (c) Program Opportunities
- (d) Location
 - staff
 - inmates
- (e) Geographic Needs

4.5 Assessment

Each option had been rated against the criteria shown in Table 3. The overall assessment appears in Table 4, page 19. The next few paragraphs represent the Committee's rating of each option.

a) Maintenance Needs

i) Design

The Committee felt that a campus (cottage style) institution was best suited for the female offender. Vanier, Mission and the new institution were rated as "Very Good" because they have such a design. The rebuilt Prison for Women was rated as "Good" because it would consist of a group of buildings.

ii) Condition of Living Units

The options were assessed on a continuum ranging from excellent to poor. The new institution would be well designed and was given a "Very Good"

TABLE 3: ASSESSMENT CRITERIA

RATINGS	VERY GOOD	GOOD	AVERAGE	POOR	VERY POOR
CRITERIA	GOOD				POOR
MAINTENANCE NEEDS					
- Phys. Adeq.					
- Design	Campus/ Cottage Style	Group of Buildings	Single Building	Section of Building	
- Condition	Excellent	Above Average	Average	Below Average	Poor
- Normalization					
- Normalcy	Normalized	← Somewhat Normalized		→ Obviously Correctional	
SECURITY NEEDS					
Meets appropriate security needs of	80-100%	60-80%	40-60%	20-40%	less than 20%
PROGRAM OPPORTUNITIES					
Program facilities (external and internal) to meet needs of	80-100%	60-80%	40-60%	20-40%	less than 20%
LOCATION					
- Staff	- excellent facilities - good public transportation - staff training facilities	←		- poor facilities - poor transportation	
- Inmates	- excellent facilities - community acceptance - major airport - major hospitals	←		- poor facilities - poor community acceptance	
GEOGRAPHIC NEEDS					
	Central Facility & Western Facility		Central Facility		

TABLE 4: ASSESSMENT OF OPTIONS

OPTIONS OBJECTIVES	VANIER & (MISSION)	REBUILT P for W &(MISSION)	VANIER	REBUILT P for W	NEW INSTITUTION
MAINTENANCE NEEDS					
- Phys. Adeq.					
- Design	VG(VG)	G(VG)	VG	G	VG+
- Condition	G(G)	AVG+(VG)	G	AVG+	VG
- Normalization					
- Normalcy	G(G)** +	AVG+ (G)** +	G	AVG+	VG
SECURITY NEEDS	VG(VG)	VG(VG)	VG	VG	VG
PROGRAM OPPORTUNITIES	VG(VG)	VG(VG)	VG	VG	VG
LOCATION					
- Staff	G(G)	VG(G)	G	VG	?*
- Inmates	VG(G)	G(G)	VG	G	?*
GEOGRAPHIC NEEDS	VG	VG	G	G	G

* Although the Kingston area has been suggested for the new institution, the Committee felt that it could not adequately rate the new institution on the "Location" objective.

VG = Very Good

G = Good

AVG = Average

** The options that included Mission were rated higher on normalization because of the co-correctional aspect.

rating. Vanier and Mission are above average in condition and were rated as "Good".

The rebuilt Prison for Women would have many new portions that comprise the living unit, (kitchenette, launderette, common rooms), however, the "ranges" would still exist. The rating for the rebuilt Prison for Women was "Average+".

iii) Normalcy

The range for this criterion was from "normalized" to "obviously correctional". The new institution was rated as "Very Good", as a normalized environment could be envisioned (to the degree that normalization is possible in an institution). Vanier and Mission were rated as "Good" because they are somewhat normalized. The rebuilt Prison for Women was rated as "Average+", due to the correctional nature of the ranges.

b) Security

It was felt that meeting the appropriate security needs of 80-100% of the inmates would be "Very Good". Each of the options provides too much security for the approximate fifteen per cent of inmates designated as needing no perimeter. It was felt that provision within the institution could be made for the few inmates that needed close supervision with strong perimeter.

All the options met the security needs of approximately 85% of the inmates and were rated "Very Good".

c) Program Opportunities

Each of the options, utilizing internal and available external facilities would meet the program needs of 80-100% of the inmates. All options were rated "Very Good".

d) Location

i) Staff

Excellent staff are a vital component of the correctional environment. To ensure high quality employees, it was felt that excellent facilities and support services (including good public transportation) and an appropriate staff training facility were important.

The rebuilt Prison for Women was rated "Very Good" because of its public transportation (the Prison is in the middle of the city) and distance from the homes of staff, and also because the Regional Staff College is across the street from the Institution.

Vanier and Mission were ranked as "Good" due to estimated distance from the homes of staff and the distance from a staff college.

The new institution was not rated.

ii) Inmates

The important factors here were the excellent facilities, the community acceptance and the accessibility. Vanier was rated "Very Good" because of proximity to a major airport, to many facilities (including many community-based post-release facilities), and the established community acceptance.

Mission and the rebuilt Prison for Women were rated as "Good" due to somewhat fewer activities and the distance to a major airport.

e) Geographic Needs

The combination of using exchange of service agreements and having a central and Western facility was seen as very good. The options including the Western facility (Mission) were rated as "Very Good". The other options were rated as "Good".

4.6 Cost Analysis

The Committee asked the Technical Services Division of the Canadian Corrections Service to calculate the cost of each option. The cost figures shown in Table 5 represent a comparative cost for each option and should not be construed as an anticipated cost.(A detailed breakdown is presented in Appendix B)

TABLE 5 - COST ANALYSIS

Option	Vanier & Mission	Rebuilt PW & Mission	Vanier	Rebuilt PW	New Institution
Construction/ Purchase Cost	? (4.5M+)*	8M+	? (4.5M+)	8.M	15.3M
Operating Cost					
-staffing	3.1M	3.1M	3.1M	3.1M	3.1M
-Other O&M	1.0M	.7M	1.0M	.7M.	.7M

*Actual construction cost at Vanier when built

It has been suggested that a campus-style institution requires more staff than a single building or group type institution. However, the assumption has been made that the staffing requirements for all options would be within 10%.

The operating cost of Vanier was costed as one third more than other options to account for possible premium rates charged for professionals and utilities in the Toronto area. No increase in operational cost was allocated to Mission.

It was impossible to estimate the cost of Vanier. However, it is known that the cost to build Vanier was \$4.5 million. The Committee felt that minor modifications to Vanier might be necessary.

Mission, with its current population, should have enough space to free up a living unit. There may be minor modifications to a 36 inmate living unit to make it more suitable for women. There may also be a requirement for additional female staff. However, this may be achieved without increasing the total staff complement.

The rebuilding of the Prison for Women was costed by the firm of Cluff and Cluff and the first phase approved. The cost analyst felt that the figures for the total rebuilding were reasonable.

The new institution was costed based on the space allocations in the rebuilt Prison for Women, in a campus design consisting of four living units of 36 inmates each.

The cost of adding a living unit was also calculated. This cost was \$800,000. (.8M) and should be added to the final negotiated cost of the Vanier alone option, as Vanier would require an additional living unit to house the anticipated number of female offenders.

5. Recommendations

The Committee felt a strong commitment to using existing facilities to house federal female offenders. Vanier Institution emerged as the most suitable facility. In addition, Mission Institution was considered a good choice to start a co-correctional program with the female offenders occupying one of the existing living units.

Even though the willingness of the Ontario Government to sell Vanier cannot be gauged the offer of the Ontario Minister of Corrections to take all federal female offenders (indicating that there is adequate space) and the information that the Institution is running at less than 50% capacity have led the Committee to believe that this is a sensible option.

Although the purchase price of Vanier is not known, the Committee feels that it is an option well worth pursuing, and recommends that

1. The Federal Government immediately approach the Ontario Government and offer to purchase Vanier Institution.

Assuming that the Ontario Government indicates a willingness to enter into negotiations, the Committee would like the opportunity to meet with the federal negotiators in order to brief them on the Committee's deliberations and would like to remain informed of the progress of the negotiations.

The Committee has not suggested an upper cost limit or time limit. However, in its consulting role to the federal negotiators, the Committee would like to assess the progress of negotiations with a view to likelihood of timely success and is prepared to suggest an end to negotiations and adoption of the second option. The Committee, therefore, further recommends that

2. The Committee be involved during ongoing negotiations in a consulting role.

Should the Ontario Government not wish to sell Vanier, the Committee's second option should be implemented.

In order to meet the geographic needs of the Western female inmates, the Committee recommends that

3. Mission Institution be converted to a co-correctional institution (with one living unit being transferred into a female unit).

APPENDIX A
LIST OF OPTIONS

LIST OF OPTIONS

1. Maintain the existing Prison for Women
 - a) by itself
 - b) with an additional facility elsewhere
 - c) and maximize the use of community-based alternatives
 - d) with a co-correctional facility in the West
 - e) and utilize resources that serve the male population in the area to increase program opportunities.

The committee agreed that the Prison for Women in its current state could not meet the maintenance (physical adequacy) or program objectives and this screened out these options.

2. Rebuild the Prison for Women
 - a) by itself
 - b) with an additional facility elsewhere
 - c) and maximize use of community-based alternatives
 - d) with a co-correctional facility in the west
 - e) and utilize resources that serve the male population to increase program opportunities.

A rebuilt Prison for Women was found acceptable and has been discussed in the report.

3. Build two new female regional facilities, one in the east and one in the West

This option was screened out because of the cost of building a new facility in the West for a relatively small number of female inmates.

4. One central maximum plus regional medium facility.

This option was screened out primarily because there are not enough maximum inmates and because of the cost of a new institution.

5. Two or more regional co-correctional facilities.

This option has been screened out, at this time, because it was felt that a central female facility was required. However, the Committee can see this type of situation evolving should initial co-correctional experience prove positive.

6. Convert male federal institutions into female facilities.

This option was screened out because the Committee did not see a suitable male facility in the central area, and Mission, the suitable Western facility would increase the distance from home of the majority of female inmates who come from Ontario and the East.

7. Transfer to Provincial Jurisdiction (Plan II)

This option was screened out because the current provincial facilities do not meet the program and maintenance (physical adequacy) objectives, and also because of the position of the provinces.

8. Transfer inmates to willing provinces (B.C., Ontario, Manitoba) with cost sharing.

This option was rejected because the position of the Ministry is that in a transfer the inmate and both governments must all agree. However, it should be noted that the Committee supports any cost-sharing agreements that would increase adequate available facilities for female offenders. It is felt that the initiative for such cost-sharing should come from the provinces.

9. House female offenders in community-based facilities.

This option was rejected because of the need for containment in a secure setting for the majority of inmates, and also because current legislation does not permit many of the inmates from being so placed. However, the committee feels that the idea of using community-based facilities as much as possible should be part of the solution.

10. Buy Vanier Institution from the Ontario Government.

This option was found acceptable and has been discussed in the report.

11. Build new institutions.

Appendix B
Detailed Cost Analysis



1) REBUILT PRISON FOR WOMEN

Review off program as prepared by Cluff & Cluff and additional works.

(a) Cost as programmed Folio 753-776 attached.	\$6,705,000
(b) Estimate of repairs to existing perimeter wall	\$ 800,000
(c) Allowance for renewing exterior mechanical and electrical services.	\$ 200,000
	<hr/>
	\$7,705,000
Add Contingencies	<hr/> 295,000
Round Off	<hr/> <u>\$8,000,000</u>

New Institution

Living Units	\$ 2,916,000
Cluff & Cluff Program	6,143,389
Addition to Cluff & Cluff program	1,900,000
Design Contingency (5%)	504,785

Construction Costs	11,467,174
Management Fee & Overhead	1,146,717
Managerial Fees	250,000
Architect & Engineers Fee	800,000
D.P.W. Fees	50,000
Building program	150,000
1. Equipment and Furnishings	1,500,000
Land Purchase	Nil
	<u>\$15,363,891</u>

1. No allowance made for existing furniture and facilities.

Detailed Construction Costs:

(a) Estimate for Construction of new Facility to accommodate 144 inmates and activities. As Cluff & Cluff program based on a campus design of 36 inmate units.

(b) Living units 144 x 255 = 32400 = \$2,916.000

Includes:

- Inmate Rooms
- Lounge/Meeting
- Television Viewing
- Quiet Games
- Hobbies
- Canteen & Kitchen
- Washer/Dryer
- Showers
- Janitor
- L.U. Supervisor
- L.U. Development Officer
- L.U. Coordination
- Interview
- Wiring/Filing
- Staff Washrooms

Cluff & Cluff program		
Directors Complex	860 x 1.50 x \$100 =	\$ 129,000
Organization & Administration	4415 1.50 x \$ 90 =	596,025
Finance	600 x 1.50 x \$ 90 =	81,000
Health Care	3070 x 1.50 x \$120 =	552,600
Technical Services	11225 x 1.50 x \$ 80 =	1,347,000
Inmate Program	14410 x 1.50 x \$ 80 =	1,729,200
Occupational development	6610 x 1.50 x \$ 80 =	793,200
Security	2730 x 1.50 x \$150 =	563,970
Inmate Facilities Included		

\$6,143,389

Addition to Cluff & Cluff Program

Sewers & Services	\$ 275,000
Electrical Works	\$ 275,000
Site Clearing	\$ 100,000
Paving	\$ 150,000
Site Concrete	\$ 150,000
Land Scaping	\$ 150,000
Access Road	\$ 100,000
Perimeter Fencing	\$ 400,000
Vehicle Sally Port	\$ 100,000
Guard Houses (4)	\$ 200,000
	<u>\$1,900,000</u>

New Western Facility

Self contained 60 inmates satellite institution in
Western Region

Directors Complex	860 - 1290 x \$100 -	129,000
Organization & Admin	2965 - 4447 x \$ 90 -	400,230
Finance	460 - 690 x \$ 90 -	62,100
Health Care	2675 - 4012 x \$120 -	481,440
Technical Services	7325 -10987 x \$ 80 -	878,960
Inmate program	10390 -15585 x \$ 80 -	1,246,800
Occupational Development	4350 - 6525 x \$ 80 -	522,000
Security	2630 - 3945 x \$150 -	591,750
Segregation & Disassociation	2216 - 3324 x \$110 -	365,640
Inmate Facilities	7590 -11385 x \$ 90 -	1,024,650
	Sub Total	<u>5,701,570</u>

External Works

625,000

Sewers & Services	60,000
Electrical Distribution	60,000
Site Clearing	70,000
Paving & concrete	75,000
Landscaping	10,000
Site Fencing	200,000
Sally Port	50,000
Guard Houses	<u>150,000</u>

6,327,570

Design Contingency (10% of 6,327,570)

632,757

Construction Costs	\$6,960,327
Management Fee & Overhead	696,032
Architects & Engineers Fees (8)	560,000
D.P.W. Fees	50,000
Building Program	25,000
Equipment & Furnishings	120,000
Land Purchasing	Nil
	<u>\$8,411,359</u>

Per Inmate Cost \$140,189

Area for Family Visits

Basic family accommodation consisting of 1 bedroom, bathroom, kitchenette & living room - 4 units combined bungalow style.

3000 sq. ft. @ \$50	=	\$150,000
plus egt.		5,000
Landscaping, paving,		5,000
etc.		<u>\$160,000</u>

Appendix C

Questions on the Vanier Option



PURCHASE VANIER (Questions Requiring Clarification)

1. Cost
2. Staffing (Should present prov. staff be given first choice)
Note: The rights of present Fed. Staff at Prison for Women should be protected but it is unlikely that a significant number would wish to transfer. They could probably be absorbed within the Ontario Region either by transfer to male facilities or by remaining at Prison for Women if alternative use is contemplated. The take over of Bowden Inst. could be used as a precedent in some respects.
3. Would Ontario be permitted to purchase services for their inmates requiring secure housing?
4. Cost of modifications to Vanier (especially to provide adequate security)
5. Parole Board involvement (Fed & Prov Boards should be invited to comment on Proposal)
6. Time frame for possible take over.
7. Procedures for transfer from Prison for Women to Vanier (gradual or mass)
8. Services provided by other provincial institutions (maintenance - program, etc.)
9. Psychiatric and medical services both internal & external.
10. Staff training (Fed or Prov training facilities?)
11. Visiting rights for women with family members in Ontario Fed. male institutions.
12. Reporting Relationships (Reg. Director - Liaison with Prov. Inter Prov. liaison).
13. Legal rights of Prov. inmates (present Fed-Prov agreements involve mutual consent including inmates consent except in severe disciplinary cases. If Ontario purchases service their inmates would not have that choice. How would the courts rule? Judges have been reluctant to sentence some women to penitentiary terms and might object to a loss of discretion.)

