



## ARCHIVED - Archiving Content

### Archived Content

Information identified as archived is provided for reference, research or recordkeeping purposes. It is not subject to the Government of Canada Web Standards and has not been altered or updated since it was archived. Please contact us to request a format other than those available.

## ARCHIVÉE - Contenu archivé

### Contenu archivé

L'information dont il est indiqué qu'elle est archivée est fournie à des fins de référence, de recherche ou de tenue de documents. Elle n'est pas assujettie aux normes Web du gouvernement du Canada et elle n'a pas été modifiée ou mise à jour depuis son archivage. Pour obtenir cette information dans un autre format, veuillez communiquer avec nous.

This document is archival in nature and is intended for those who wish to consult archival documents made available from the collection of Public Safety Canada.

Some of these documents are available in only one official language. Translation, to be provided by Public Safety Canada, is available upon request.

Le présent document a une valeur archivistique et fait partie des documents d'archives rendus disponibles par Sécurité publique Canada à ceux qui souhaitent consulter ces documents issus de sa collection.

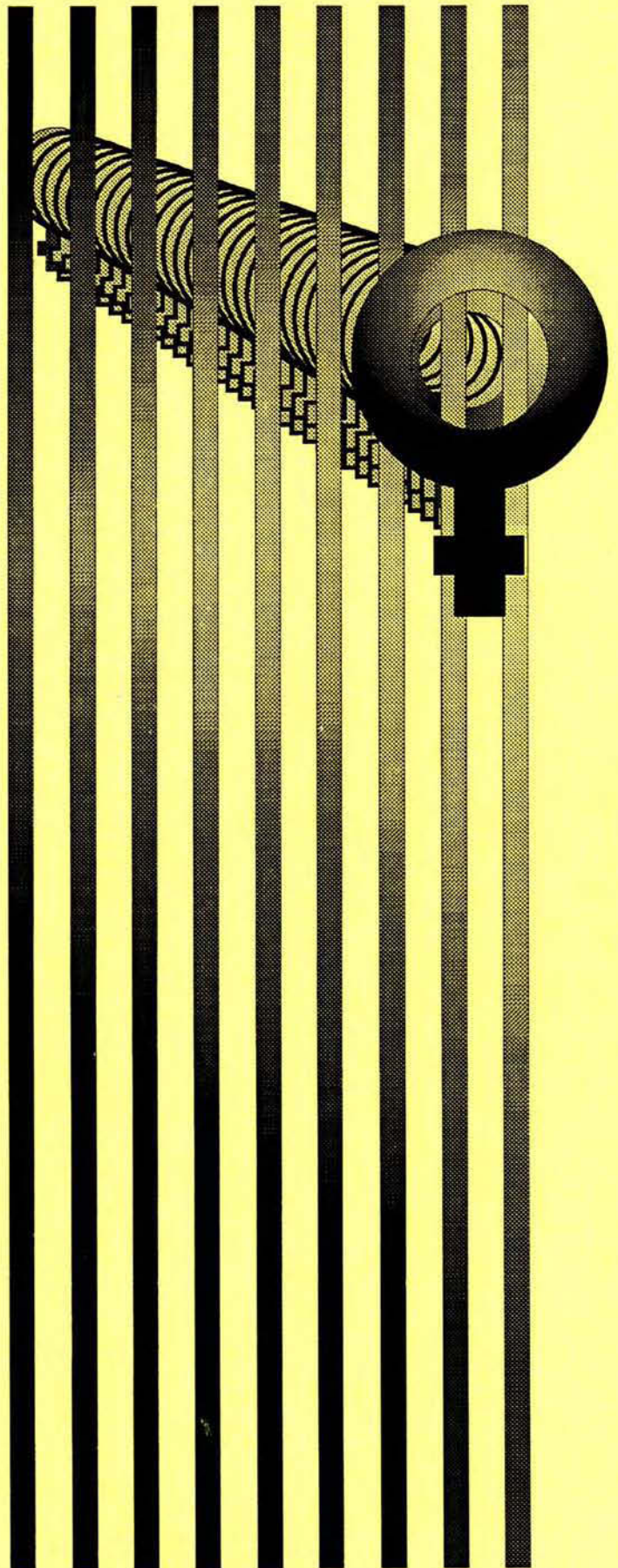
Certains de ces documents ne sont disponibles que dans une langue officielle. Sécurité publique Canada fournira une traduction sur demande.

WOMEN'S  
VOICES

WOMEN'S  
CHOICES

REPORT  
OF  
THE  
WOMEN'S  
ISSUES  
TASK  
FORCE

JANUARY 1995



HV  
9509  
.05  
W6  
1995

The views expressed in this document reflect those of the Women's Issues Task Force, and not necessarily those of the Ministry of the Solicitor General and Correctional Services.

HV  
9509  
.05  
W6  
1995

June 22, 1994

Ms Michele Noble  
Deputy Solicitor General  
and Deputy Minister of Correctional Services  
175 Bloor Street East  
Suite 400, North Tower  
Toronto, Ontario  
M4W 3R8

Dear Ms Noble:

We are pleased to provide you with the Report of the Women's Issues Task Force.

Preparation of this document provided a unique opportunity for community agency and ministry staff to work together addressing the needs of women in the provincial correctional system.

As you know, their needs have been subsumed by responses to meet the requirements of the overwhelming numbers of males who are under the ministry's jurisdiction. Recent efforts to begin the process of addressing the needs of women, including research papers by Margaret Shaw (1992, 1994) and Shelley Wine (1991, 1993) and the ministry's own committee work which produced Agenda For Change (1991), gave the Task Force a basis for examining the issues.

During our institutional visits across the province, we were continually confronted with the inappropriateness of incarceration for the majority of provincially sentenced women, the inadequacy of the physical facilities and the dearth of appropriate programs available to women. In many instances, women were clearly disadvantaged in comparison to men in their access to ministry services. We were encouraged by the willingness of many staff to work with us in identifying gaps in services.

Women who are, or have been involved in the provincial correctional system, provided a great deal of relevant information and feedback to our proposals. We are grateful to all the women to whom we spoke, who shared their experiences and their hopes and needs with us as we moved around Ontario. The women represent a diversity of cultural, racial, socio-economic backgrounds, and they all share in the inadequacy of the criminal justice system's response to their needs.

Copyright of this document does not belong to the Crown.  
Proper authorization must be obtained from the author for  
any intended use.

Les droits d'auteur du présent document n'appartiennent  
pas à l'État. Toute utilisation du contenu du présent  
document doit être approuvée préalablement par l'auteur.

SOLICITOR GENERAL LIBRARY  
SOLICITOR GENERAL CANADA  
MAY 14 1996  
SOLICITEUR GÉNÉRAL  
SOLICITEUR GÉNÉRAL CANADA

Discussion sessions in communities throughout Ontario exposed a frustration with the absence of a cohesive network of service responses to the needs of women in conflict with the law. We were impressed by the dedication of community-based workers and ministry staff in trying to meet the many needs of women in the absence of fiscal and public support. Clearly, local solutions will be needed to target the development of appropriate programs within the context of ministry policies and guidelines.

Our efforts to involve other ministries in our process have resulted in the development of some exciting opportunities for collaboration among government services which we anticipate can continue under the auspices of an ongoing interministerial working group.

We submit this report with the expectation that it will serve to improve conditions and gender appropriate responses to women in the correctional system. We acknowledge that some of the suggestions will take time to implement and that some proposals, not strictly within the ministry's mandate, will involve the ministry in an advocacy role. However, we urge you to accept the principles set out in our policy statement immediately as they will establish a climate in which together the ministry and the community can better respond to women in conflict with the law in Ontario. The context of that service provision must be in the community rather than in the institutions.

There was an overwhelming concern expressed by all those with whom we met during this process, that this report would not yield results that would positively affect the lives of women in conflict with the law. In a spirit of optimism and good faith, we assured everyone that the ministry was committed to improving the service delivery system for women and that we were confident that positive changes would be forthcoming commencing this year.

On behalf of the task force members, we thank you for your sustained interest in and support for this work, and look forward to meeting with you in the near future to discuss the report and future progress for women in the provincial correctional system.

Yours very truly,



Elizabeth White  
Co-Chair



Marg Welch  
Co-Chair

## ACKNOWLEDGEMENTS

Members of the Women's Issues Task Force gratefully acknowledge everyone who contributed to the creation of this report.

First and foremost, we extend our thanks to the women in conflict with the law who met with us openly and honestly and shared their thoughts, experiences and hopes.

We would also like to thank those who contributed through written submissions and through organizing and participating in the institutional and community sessions. The writing assistance provided by Dace Kuze, Rebecca Anweiler and Kelly Hannah-Moffat was invaluable.

Thanks also to Apple Lee, Rick Looy and Valerie Smith for their special support.

**TABLE OF CONTENTS**

**BACKGROUND** ..... 3

**INTRODUCTION** ..... 4

**PRINCIPLES AND POLICY OBJECTIVES** ..... 8

**POLICY RECOMMENDATIONS AND ACTIONS** ..... 10

**ABORIGINAL WOMEN IN CONFLICT WITH THE LAW** ..... 31

**POLICY RECOMMENDATIONS AND ACTIONS FOR ABORIGINAL WOMEN** ..... 32

**FEMALE YOUNG OFFENDERS** ..... 39

**POLICY AND ACTIONS FOR FEMALE YOUNG OFFENDERS** ..... 40

**NOTES** ..... 45

**BIBLIOGRAPHY** ..... 47

**APPENDICES**

**APPENDIX I      WOMEN'S ISSUES TASK FORCE MEMBERS**

**APPENDIX II     TASK FORCE TERMS OF REFERENCE AND OBJECTIVES**

**APPENDIX III    LETTER AND QUESTIONNAIRE FROM ORIGINAL  
INFORMATION PACKAGE**

**APPENDIX IV     SCHEDULE OF REGIONAL DISCUSSION SESSIONS AND  
INSTITUTIONAL VISITS**





## BACKGROUND

The Women's Issues Task Force was established by the former Ministry of Correctional Services (now the Ministry of the Solicitor General and Correctional Services) to formulate long-term policy recommendations for women in the provincial correctional system and specific action plans to address the policy direction.<sup>1</sup> It has been acknowledged that female offenders have needs which are distinct from the needs of male offenders and that the ministry's current correctional strategy does not provide an adequate or sufficient range of programs, services and rehabilitative opportunities. The Women's Issues Task Force developed this report in partnership with others who are involved with the system, including the women themselves, ministry staff, community agencies, volunteers and the wider community.

An information package and questionnaire were drafted by the Women's Issues Task Force and sent out in April 1993 to approximately 160 government and community organizations which were either involved directly with or had some experience with the issues central to women in conflict with the law. The questionnaire was predicated by the Task Force's terms of reference and a summary of three recent papers on women in the correctional system: *Agenda for Change* (1992), *Blueprint for Change* (1992), and the draft of *Ontario Women in Conflict with the Law - A Survey of Women in Institutions and Under Community Supervision* (1992).

The recommendations and ideas received in response to the Women's Issues Task Force questionnaire were collected and correlated with current research to produce a discussion paper that was available in October 1993.<sup>2</sup> Rather than a standard statistical analysis, the discussion paper reflected a qualitative analysis of the questionnaire responses to reflect the respondents' experiences, perceptions and interactions with women in conflict with the law.<sup>3</sup> The discussion paper then served as the basis for a series of regional discussion sessions, institutional visits and follow up meetings through the fall and winter of 1993/94.

Following this process, the Task Force prepared this final report to the ministry. This report sets out the vision for women in conflict with the law in Ontario that the members of the Womens Issues Task Force hold. Included is a statement of principles with their attendant objectives and specific recommendations for actions to the ministry to attain these goals.<sup>4</sup>

## INTRODUCTION

Throughout the history of corrections, little action has been taken to identify and fulfil the specific needs of women in conflict with the law, primarily because women represent a minority in a much larger male system (Shaw, 1994). Over the last few decades efforts have been made to address this, but they have tended to focus on equal treatment rather than equal consideration.<sup>5</sup> While this has meant increased access for women to some of the program alternatives available to men, these alternatives have been inadequate at meeting women's needs because their designs are based on white male standards and norms.

The average length of provincial incarceration of women in Ontario is 56 days; 87% of these women receive a sentence of less than 4 months (Shaw, 1994). As a result, women undergo total disruption of their lives for usually short but significant periods of time with little attempt made to address the issues that brought them into conflict with the law in the first place.

While the Vanier Centre for Women in Brampton provides some appropriate programming, women often have to forfeit opportunities for early release and remain at a long distance from family and community to take advantage of these. In reality though, short sentences and bureaucratic hold-ups mean most women never get to Vanier.

The majority of women in conflict with the law in Ontario are held around the province in 32 different jails and detention centres under conditions that are at best, inadequate. Many of the institutions<sup>6</sup> were designed to house only male offenders and the space available to incarcerated women is usually an inappropriate adjunct with minimal facilities. Across the province, the Task Force found women being held in unacceptable conditions; including, cells that were cold, dirty, lacked space, light, and program and recreational opportunities. Shaw's survey (1994) of provincially incarcerated women confirmed that poor physical living conditions, the lack of programming and resources, and their treatment by those who had authority over them, were major concerns.

Dealing with women who come into conflict with the law in this manner is unwarranted. Sensationalism in the media, fear of crime, and stereotypes about female offenders all contribute to an inaccurate representation of their numbers and threat to public safety. In 1992, fewer than two of every thousand women in Ontario came into conflict with the law.<sup>7</sup> Less than three women in every ten thousand in the province committed violent offenses. Those few who do come into conflict with the law are most likely to be charged with property offenses such as theft or fraud, breach of court order or probation, soliciting or Liquor Control Act offenses.

The differences between male and female criminality are profound and range from psychological and socioeconomic characteristics to institutional behaviour, affecting everything from their security risk to their program requirements (Blueprint for Change, 1992). Shaw (1994) notes that

*"the backgrounds and circumstances of women who end up in court differ in a number of ways from those of men. They are more likely to be living in conditions of poverty, to be single parents and economically dependent, to have left school earlier, and to have fewer job skills or training than men. They are also more likely to have experienced both physical and sexual abuse at some stage in their lives than men. They present different problems in relation to substance abuse and its recognition and treatment".*

Numerous other studies concur with this characterization of the female offender.<sup>8</sup> Once incarcerated, female prisoners experience further difficulties as a result of the criminal justice system's failure to acknowledge their realities of poverty, abuse, dependency, and parental obligations.<sup>9</sup>

A woman's status of motherhood is rarely recognized or accommodated within the criminal justice system. Research has shown that up to 70% of female offenders are mothers and primary care givers (Wine, 1992; Shaw, 1994). The Task Force found that incarcerated mothers are very concerned about their families and deeply affected by the separation from their children and this is consistent with other studies (Wine, 1992; Carlen, 1991). The impact on children can be equally as damaging. Research has shown that the children of imprisoned mothers suffer from family disruption and social stigmatization, and are five times more likely than their peers to be labelled and processed as delinquents (Kinsey, 1993).

As high as 90% of women who come into conflict with the law have experienced some form of physical, emotional or sexual abuse in their lives.<sup>10</sup> Substance abuse and a range of behavioral conditions are often a response to women's experiences of violence and suggest the importance of a holistic approach to their treatment (Shaw, 1994). Many women are further demeaned, marginalized, and victimized by criminal justice agents or processes through racism, sexual harassment, intolerance, and inhumane conditions.

The acknowledgement of Aboriginal self-determination as a right, and the Statement of Political Relationship which recognizes the government to government relationship between Ontario and the First Nations, required a change in how the ministry considers Aboriginal peoples. Therefore, a separate section on the issues specific to Aboriginal women in conflict with the law is contained in this report. This section draws on the information gathered by the Task Force and on the work of the Ontario Native Council on Justice.

The change in relationship with First Nations plus the changes in demographics in Ontario have resulted in challenging dilemmas within corrections. Problems faced by Aboriginal and visible minority women extend far beyond questions of language and culture to experiences of overt racism, intolerance, cultural differences in communication, and differences in lifestyles (Shaw, 1994). It is also true that their needs are not homogenous.

Because they are often from the poorest social-economic sector, and as women are more likely to have even lower status and fewer resources, Native women and visible minority women suffer from "double jeopardy" in Canadian society (Shaw, 1994). As a result, it is crucial that any policy initiatives and development regarding women not merely turn Aboriginal and visible minority women's realities into an adjunct to the historically white ethnocentric system of corrections.<sup>11</sup> Women's experiences are informed by their culture, race and sexual orientation, as well as by their gender. At times, discrimination based on these variables is more significant than gender-based discrimination. Correctional policy for women must be designed to reflect the unique experiences and needs of all women.

It is no longer possible to ignore these issues within the criminal justice system, nor their specific impact on women. The Commission on Systemic Racism in the Ontario Criminal Justice System has raised concerns to be addressed in their report on *"The Treatment of Black and Other Racial Minority Prisoners in Ontario Prisons"* (1994). The Women's Issues Task Force has also recommended policy and action to begin challenging systemic racism as it impacts women, but it would only perpetuate that racism to suggest that this report represents the final word. Support for more involvement on the part of community agencies and initiatives that represent the diverse population of women in conflict with the law are long overdue.

The tendency of correctional administrators to apply white male concepts to women in conflict with the law has been a major impediment in the development of relevant services and programs for women (*Blueprint for Change*, 1992). For a new correctional policy for women to be meaningful, it must acknowledge that the wider systemic barriers such as poverty, unemployment, lack of education, racism and sexism are related to women's involvement with the law and to their rehabilitation. Furthermore, a shift from the emphasis on restructuring correctional institutions is necessary as it has impaired the ideas and development of alternatives to prison, despite a plethora of publications in the last ten years which point to the waste of human potential and fiscal resources caused by women's incarceration and the inappropriateness of penal sanctions for all but a tiny minority of female offenders (Carlen, 1990).

The findings of the Task Force on Women's Issues are supported by the work of other task forces, committees, and researchers who have studied women's issues and offending. As a result of these efforts, it is now clearly recognized that women in conflict with the law have different life experiences and, as a result, different rehabilitative needs than male offenders.<sup>12</sup> Their range of needs as a result of the diverse make-up within the population only exacerbates the lack of adequate programs, services and facilities for women.

It is also time to recognize that the ministry and its contracted agencies cannot, in isolation, provide the varied and specialized services required by women in conflict with the law in order to address their issues and needs. While other ministries, organizations, businesses and the community at large offer many of the diverse programming and service needs of this population, they often lack the coordination and support to deliver them. In our discussions with various groups and organizations, the Task Force found that there is a willingness to become involved but the linkages must be developed and strengthened.

If crime prevention and integration is a goal, the specific context of a woman's offending and the reality of her life experiences must be taken into consideration. Given the inadequacy of present institutions and services, the wide range of needs for a small number of women from diverse backgrounds who pose no physical threat to themselves or others, and the necessity of shared responsibility to meet those needs, further development of corrections in the community is required. Enhancement of corrections in the community is viable because it avoids the duplication of services already available and reduces the costs involved in incarceration. In addition, it encourages women to assume responsibility for themselves, maintain community contacts and engage in socially productive activities.

Crime prevention can be effected by addressing the very issues that relate to women's criminality. Given the present climate of economic instability and concern with deficits and bureaucratic inefficiencies, it is a very difficult time to recommend forward-looking initiatives in corrections even if they are cost effective. This is made especially challenging given the public's perception of an increase in violent crimes and leniency in the criminal justice system's treatment of offenders. In order to effect success, serious attention must be paid by the Ministry to the education of the public and members of the criminal justice system regarding the need for, and benefits of, corrections in the community for women in conflict with the law.

The significance of the contribution of women in conflict with the law to the development of meaningful reforms must also be acknowledged. The Ministry of the Solicitor General and Correctional Services, to this end, should actively ensure a place for women's voices and solicit their participation in the reform process.

## **PRINCIPLES AND POLICY OBJECTIVES**

We strongly recommend that the guiding spirit that oversees the implementation of the report be woman-centred. This will entail consideration of women's total life experiences as informed by their diversity and individuality. It acknowledges that continuing discrimination against women has resulted in a failure to provide adequate services that address their needs.<sup>13</sup>

We believe a woman's total life experience must be kept at the forefront of all decisions throughout her involvement with the criminal justice system. Women who come into conflict with the law in Ontario should remain in their home community whenever possible and be given access to the resources and support required to meet their unique and special needs.

Recognizing that the success of any policy for women will depend on local community action, this report promotes a ministry role of providing the policy and guidelines through which local communities can resource and develop solutions to meet the needs of women in conflict with the law. The ministry should also provide guidance in the implementation of the programs developed.

The following principles and policy objectives are proposed to direct the future policy of women in the provincial correctional system. They were developed in the context that acknowledges that incarceration is rarely, if ever, an appropriate placement for women in the provincial correctional system.

### **PRINCIPLE I**

**Reform of the current system of female corrections in Ontario shall be supported by the removal of systemic barriers, the promotion of shared responsibility for the provision of services, and education of the public.**

#### **OBJECTIVES:**

1. Promote the use of community dispositions for women within all levels of the criminal justice system.
2. Promote and organize the involvement of other ministries and community organizations in the provision of services to women in conflict with the law.
3. Educate the broader community about the issues surrounding women's conflict with the law.

## **PRINCIPLE II**

**The principles of respect, dignity and empowerment shall be the basis of all policy and programs for women. Women shall be enabled to make responsible and meaningful choices as they identify and address individual needs and goals.**

### **OBJECTIVES:**

1. Support measures in the community for women in conflict with the law.
2. Ensure the least restrictive option for every woman.
3. Enable women to make responsible choices towards their own rehabilitation.<sup>14</sup>

## **PRINCIPLE III**

**Women shall be provided with holistic, healing and culturally-sensitive environments that acknowledge their needs and life experiences at all stages of their involvement in the criminal justice system.**

### **OBJECTIVES:**

1. Develop a holistic approach to programming and ensure that all components of programming and services are provided in the context of the woman's specific experience and reality.
2. Ensure service providers are sensitive to the issues, and representative of the women they serve.
3. Provide decent care for every woman in a residential setting or institution, including appropriate family contact, housing, food, clothing, bedding, and recreation.

## POLICY RECOMMENDATIONS AND ACTIONS

The policy and action recommendations contained in this section apply to all women in the provincial correctional system. Suggestions for immediate actions are highlighted. Additional recommendations for Aboriginal women and female young offenders are contained in later sections.

<b>PRINCIPLE I</b>	
Reform of the current system of female corrections in Ontario shall be supported by the removal of systemic barriers, the promotion of shared responsibility for the provision of services, and the education of the public.	
<b>Objective 1:</b> Promote the use of community dispositions for women within all levels of the criminal justice system,.	
POLICY RECOMMENDATIONS	ACTIONS
<ul style="list-style-type: none"> <li>- support and implement the recommendations set out by the Federal/Provincial/Territorial Working Group of Attorneys General Officials on Gender Equality in the Canadian Justice System (1992), regarding women in conflict with the law, which are consistent with the recommendations contained in this report.</li>   <li>- support and encourage federal and provincial government initiatives to develop and enhance community sanctions.</li> </ul>	<ul style="list-style-type: none"> <li>- utilizing Communications Branch, Legal Branch and the interministerial committee, develop and implement a plan to educate court officials and other justice system personnel on issues relating to the diversity of women in conflict with the law and encourage the development and use of alternatives to incarceration.</li>   <li>- advocate for discontinuing the use of fine sanctions for economically disadvantaged persons charged with <u>Criminal Code</u> offenses. As an immediate step and until the <u>Criminal Code of Canada (CCC)</u> is amended, use administrative release programs for women jailed for fine default for CCC offenses.</li> </ul>



<b>Objective 2: Promote and organize the involvement of other ministries and community organizations in the provision of services to women in conflict with the law.</b>	
<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<p><b>Other Ministries</b></p> <ul style="list-style-type: none"> <li>- support the coordinated involvement of all ministries whose mandates cover the needs of women in conflict with the law</li> <li>- develop stronger linkages between the criminal justice system and other social and mental health services in society.</li> <li>- acknowledge that institutionalization has an impact far beyond its intended sanction on the functioning of women in the community; e.g., loss of employment, loss of social assistance/mother's allowance upon incarceration, breakdown of the family</li> <li>- ensure that programs and services for women developed by other ministries and community initiatives also provide for women in conflict with the law</li> <li>- ensure that all government initiatives relating to women are coordinated to avoid duplication of service</li> <li>- consult with the wider community including other levels of government, women clients, community women's groups and agencies, other provincial ministries, and other correctional authorities across the country</li> </ul>	<ul style="list-style-type: none"> <li>- establish a steering committee on Women in Conflict with the Law, with representation from the community and the ministry, which will oversee this reform process to ensure change occurs which is meaningful and beneficial to women in conflict with the law. The committee would: <ul style="list-style-type: none"> <li>- report to the Deputy Minister</li> <li>- facilitate policy implementation and monitor progress</li> <li>- develop a model for the ongoing review and evaluation of programs and policies relating to women (<b>Immediate</b>)</li> </ul> </li> <li>- establish an interministerial committee that includes community members to ensure effective coordination and service delivery to women in conflict with the law: <ul style="list-style-type: none"> <li>- this committee to consist of representatives from Ministries of the Solicitor General and Correctional Services, Health, Education and Training, Housing, Citizenship, Labour, Community and Social Services, Native Affairs, Attorney General, and the Ontario Women's Directorate;</li> <li>- committee to meet quarterly</li> <li>- develop a communication strategy to inform these ministries of the vision and purpose of this policy and these action plans; how issues that concern women in conflict with the law fall within the mandate of each particular ministry; and to develop a plan of action to support community initiatives that meet the needs of women in conflict with the law goals and purpose of this policy and these action plans (<b>Immediate</b>)</li> </ul> </li> <li>- request that the Social Assistance Review Project examine the policy regarding women in conflict with the law in order that women's lives are not unduly disrupted and subject to the economic abuse that contributes to their conflict with the law (<b>Immediate</b>)</li> </ul>

POLICY RECOMMENDATIONS	ACTIONS
<p><b>Community Involvement</b></p> <ul style="list-style-type: none"> <li>- recognize and support the involvement of non-governmental agencies and community organizations that work with women in conflict with the law and involve them in all stages of policy, planning and programming;</li> <li>- relevant groups must be active partners at the beginning and throughout the process of developing and implementing all initiatives to address the needs of provincially sentenced women, as well as in any exercise to review and modify existing programs and services</li> <li>- acknowledge that local community solutions can better address the diverse needs of women</li> </ul>	<p><b>Community Involvement</b></p> <ul style="list-style-type: none"> <li>- host an annual Interministerial Community Forum on women in conflict with the law with government participation consisting of senior level representatives from the Ministries of Health, Community and Social Services, Women's Directorate, Native Affairs, and the Attorney General's Office. Ensure community participation in the forum reflects as broadly as possible the cultural, economic, and social diversity of women in conflict with the law. In particular, include representatives of Aboriginal women, immigrant women, women who are members of linguistic and visible minorities, lesbian women, and women with disabilities. Include the involvement of all community organizations who have a commitment to the issues faced by women in conflict with the law and consult with researchers and academics who are committed to women's issues</li> <li>- provide the necessary resources and guidance to non-governmental agencies and community organizations for the maintenance, expansion and further development of alternative residential settings and services for women</li> <li>- advocate for the enhancement of community organizations and programs that meet the diverse needs of women from various racial and ethnocultural backgrounds, lesbians, and women with disabilities, so that they meet the needs of women in conflict with the law</li> <li>- provide guidance and support to local communities to ensure better coordination and integration of programs and services for women such as supporting a wide range of justice system and community representatives working together</li> <li>- encourage local ministry offices and institutions to coordinate local meetings with service providers to ensure women have access to appropriate services</li> </ul>

**Objective 3: Educate the broader community about the issues surrounding women's conflict with the law.**

- embrace and promote the philosophy that women in conflict with the law have different life experiences and issues, and as a result, different rehabilitative needs than male offenders
- develop links to improve the education throughout the criminal justice system regarding women in conflict with the law

- contact the National Judicial Institute's Executive Director to:
  - commend the courses done in the pilot project providing federal and provincial judges with an in-depth exposure to the realities of incarceration and a gender-specific analysis
  - ask to work with them to develop workshops on women's issues  
**(Immediate)**
- familiarize employees of other ministries, community groups, and professionals with respect to women's experiences, issues and offending
- create and implement a community education campaign about women in conflict with the law that addresses the myths and realities of their lives

**PRINCIPLE II**

The principles of respect, dignity and empowerment shall be the basis of all policy and programs for women. Women shall be enabled to make responsible and meaningful choices as they identify and address individual needs and goals.

**Objective 1: Support measures in the community for women in conflict with the law.**

<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<ul style="list-style-type: none"><li>- endorse and actively support the development and greater use of community initiatives;</li><li>- review and assess community programs in other jurisdictions for their viability in meeting the needs of women in conflict with the law in Ontario</li><li>- ensure women have access to community resources as a way of effectively addressing the situation and life experiences that influence a woman's offending patterns</li><li>- give consideration to a woman's preexisting responsibilities and concerns, such as employment and parenting, in addition to women's vocational and rehabilitative needs, to ensure the successful completion of her sentence</li><li>- acknowledge that, given the reality of the non-violent nature of most women, institutionalization need not be the response to a woman's infraction of a sanction. Support the involvement of the woman and her closest workers in developing, if possible, continual community placement</li><li>- provide adequate financial and other resources to private sector agencies serving women in conflict with the law.</li></ul>	<ul style="list-style-type: none"><li>- evaluate the current network of community support services for their potential and ability to serve the diverse needs of women in conflict with the law</li><li>- allocate sufficient funding to ensure equitable compensation to private sector agencies providing services to women</li><li>- in conjunction with other ministries further develop and implement mediation, pre- and post-trial diversion programs and other sanctions</li></ul>

**Objective 2: Ensure the least restrictive option for every woman.**

<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<ul style="list-style-type: none"><li>- as 40% of incarcerated women were being held on remand in 1992/93, the use of pretrial custody must be examined and credible alternatives must be developed</li><li>- stress the inappropriateness of intermittent sentences for women</li><li>- provide female clients who must be incarcerated with the opportunity to participate in appropriate community-supported programs so they may make responsible choices towards their rehabilitation</li><li>- the ministry shall support and ensure the gradual integration back to the community for women in custody through the use of community measures.<sup>15</sup></li></ul>	<ul style="list-style-type: none"><li>- establish a pilot project to develop and assess a client specific planning program to provide individualized community sentence planning for women who would otherwise be incarcerated</li><li>- in conjunction with the Ministry of the Attorney General, undertake a review of the criteria for bail or seeking custody to determine whether it results in systemic discrimination against women given the emphasis on employment and residence.</li><li>- assess current bail verification and supervision programs to ensure that they effectively utilize community resources to meet the needs of women in conflict with the law including child care, employment, housing and treatment needs.</li><li>- examine the feasibility of temporary absence passes for women on remand, the development of bail hostels and the use of open detention for women.</li><li>- review and revise the current security classification system which tends to emphasize a women's offence more than the context or circumstances surrounding it</li><li>- evaluate the eligibility criteria and the process for the administrative release of women for community supervision.</li><li>- ensure superintendents utilize administrative release programs wherever possible</li><li>- ensure the provision of more frequent and extended Temporary Absence passes to allow women to maintain or establish community ties, to find a place to live, to seek or maintain employment, and to enrol or participate in community programs</li><li>- review the draft report of the Adult Residential Services Project Report, Ministry of Correctional Services, 1992, for recommendations which are compatible with this report and explore the implementation of same</li></ul>

<b>Objective 3: Enable women to make responsible choices towards their self-defined rehabilitation.</b>	
<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<p><b>SELF-DEFINED REHABILITATIVE PLANNING</b></p> <ul style="list-style-type: none"> <li>- ensure the woman is present and fully participating at all decision making points impacting on her</li> <li>- individualized planning for women should be established and utilized throughout the system.</li> <li>- all correctional staff must be trained to develop individual plans with and for women</li> <li>- ensure links with the community are initiated prior to release</li> </ul>	<ul style="list-style-type: none"> <li>- all individualized plans must be organized and detailed, and include assuring social assistance where appropriate, and making available a list of all community resources including those services that are culturally and racially-specific and those available to lesbian women and women with disabilities</li> <li>- for incarcerated women, implement individualized planning as soon as a woman is sentenced focusing on the earliest possible release date and on all aspects of a woman's needs in order to successfully return to her community. In formulating the plan, ensure staff consult with the woman herself to develop an agreed upon plan, including whether consultation should include other persons in the community who will be supporting her family,</li> <li>- develop curriculum and training for all correctional staff on individualized planning with women.</li> </ul>

POLICY RECOMMENDATIONS (continued)	ACTIONS (continued)
<p><b>INSTITUTIONAL PROGRAMS</b></p> <ul style="list-style-type: none"> <li>- all current program initiatives should support the development and enhancement of corrections in the community.</li> <li>- consult with women in conflict with the law and their advocates and consider their input in all planning and evaluation of programs</li> <li>- ensure that women on release may continue to participate in programs or therapy that began while they were institutionalized or in a community residence</li> <li>- ensure accommodation and equal access to programs and services for women with disabilities.</li> </ul>	<p><b>INSTITUTIONAL PROGRAMS</b></p> <ul style="list-style-type: none"> <li>- evaluate and review projects and programs to ensure their consistency with reducing the number of incarcerated women and the goal of improving services for women;</li> <li>- program cutbacks should not be implemented without considering the value of the program to the women involved</li> <li>- establish and expand anti-fraud programs tailored to meet the specific needs of women</li> <li>- include an instructional programming focus on non-academic or skills training courses in all institutions where women are held; these could include, but need not be limited to basic first aid, child illness nursing and home accident prevention among others and could be provided immediately at minimal cost.</li> <li>- pursue the Ministry of Culture, Tourism and Recreation's offer of assistance for institutional libraries through the public library system and access to the Community Information Centre network for women</li> </ul>

**PRINCIPLE III**

Women shall be provided with holistic, healing and culturally-sensitive environments that acknowledge their needs and life experiences at all stages of their involvement in the criminal justice system.

**Objective 1:** Develop a holistic approach to programming and ensure that all components of programming and services are provided in the context of the woman's specific experience and reality.

<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<p><b>PHYSICAL, SEXUAL AND/OR EMOTIONAL ABUSE</b></p> <ul style="list-style-type: none"><li>- recognize that as high as 90% of women who come into conflict with the law have been abused physically, sexually and/or emotionally at some time in their lives</li><li>- recognize women in a correctional facility are in a state of crisis and given that incarceration can trigger the re-experience of suffered trauma, establish an environment of safety and healing in all aspects of service delivery</li><li>- recognize the prevalence and consequences of violence against women as a fundamental part of the assessment and treatment program for women in conflict with the law. This includes tempering and downgrading the use of control as it creates a barrier to healing (Blueprint for Change, 1992)</li></ul>	<ul style="list-style-type: none"><li>- develop a registry of women-centred therapists, psychologists and psychiatrists in conjunction with the women, community agencies, corrections, and other relevant ministries (<b>Immediate</b>)</li><li>- recommend to the ministry's Staff Training and Recruitment Review that it give specific consideration to women's abuse issues in all orientation and training of staff (<b>Immediate</b>)</li><li>- review contracts and recruitment criteria for the employment of therapists, psychiatrists and psychologists, ensuring they have the skills which will enable them to work with abused women from a women-centred approach</li><li>- initiate peer counsellor training and programs</li><li>- provide abuse survivors with access to individual counselling with women-centred therapists, psychologists and/or psychiatrists, and group/peer counselling supervised by trained professionals.</li><li>- support continuity of care upon release by linking women to therapists in the community</li><li>- teach staff as a component of basic training to recognize and deal appropriately with behaviours that are symptomatic of abuse issues</li></ul>



## SUBSTANCE ABUSE

- |   |   |
|---|---|
| <ul style="list-style-type: none"><li>- recognize that drug and alcohol abuse in women is frequently related to experiences of physical, sexual and/or emotional abuse</li><li>- develop and implement programs that utilize holistic approaches to treatment with the input of women who struggle with addictions</li><li>- recognize that incarceration is not the most appropriate disposition for substance addicted offenders.</li><li>- recognize that current institutional settings for dealing with substance abuse issues, with the possible exception of Hochelaga Cottage at the Vanier Centre, were not developed with due consideration given to women's life experiences and realities</li><li>- continue to support and encourage the expansion of community-based addictions education, awareness and small-scale treatment programs for women</li><li>- make available a wider variety of treatment programs to incarcerated women through access to community resources as many women find present programs such as A.A., N.A., and coeducational opportunities to be inappropriate and not responsive to their needs.</li></ul> | <ul style="list-style-type: none"><li>- immediately institute a humane and clinically appropriate response to women undergoing withdrawal for drug and/or alcohol dependency, with particular consideration to remand settings, and include appropriate supportive aftercare supervised by a health care professional trained in this field</li><li>- assess current training and ensure all staff are skilled in dealing humanely and professionally with substance withdrawal and recovery</li><li>- facilitate the move of women with serious drug or alcohol dependencies to appropriate treatment programs in the community</li><li>- support addictions-related training of staff in community-based agencies using materials such as those generated by the LINK network organized by the Addictions Research Foundation</li><li>- reallocate the funding from the four female bed spaces at the Northern Treatment Centre to support small scale treatment residences for women in each region of the province to be developed in conjunction with the Ministry of Health,</li><li>- immediately make known to staff and improve access to the Metro Addictions and Assessment Referral Service in the Metro Toronto area, which provides assessment and referral services by telephone and can be accessed by women from the community or correctional institutions</li><li>- expand the addictions assessment and referral service for women in conjunction with the Addiction Research Foundation which has 27 access points around the province</li><li>- liaise with, and support where possible, the Addictions Research Foundation in its current focus on researching and developing treatments for women</li><li>- liaise with, and support the work of, the Addictions Research Foundation in conjunction with the interministerial committee on substance abuse in developing strategies to address the treatment needs of women in conflict with the law</li><li>- liaise with the Women's Focus Group of the Metro Toronto Addictions Group which coordinates addictions programs and services for women</li></ul> |
|---|---|

**SENSITIVITY IN PROGRAMMING**

- develop and deliver programs and services in a way that is sensitive to gender, race, culture, class, sexual orientation, disability and spirituality; Aboriginal women, visible minority women, Francophones, women with disabilities, lesbian women and mothers all have unique needs which should be addressed through specialized programs and services
- given that the women's community is varied and it is not possible to provide for all their needs in residential settings because of small numbers, provide funding and access to community programs and resources developed and run by members of the communities that represent women's diversity
- increase the involvement of those who are representative of the population of women in conflict with the law at all levels of corrections and in the community

- recruit staff who are representative of the population of women in conflict with the law at all levels of corrections and in the community <sup>16</sup>
- in partnership with community agencies such as the Harriet Tubman Centre and Black Inmates and Friends Assembly develop a plan and facilitate the provision of culturally sensitive programs and services in the community and in residential settings to meet the needs of the diverse population of women in conflict with the law
- proposed Steering Committee to evaluate the ministry's response to the Report on the Treatment of Black and Other Racial Minorities in Prisons by the Commission on Systemic Racism and how it is being implemented with regard to women in conflict with the law
- ensure the Anti-Racism Coordinator is knowledgeable in issues specific to women in conflict with the law
- evaluate all programs and facilities for their accessibility to women with disabilities; remedial steps to be taken where required

<b>EDUCATION AND TRAINING PROGRAMS</b>	
<ul style="list-style-type: none"> <li>- acknowledge that the education and training of women in conflict with the law is crucial if the cycle of economic abuse that contributes to women's poverty is to be addressed.</li> <li>- broaden access to community programs for women who must remain in residential settings in order to avoid duplication of services and attendant costs</li> <li>- enable women to continue programs once sanctions are completed</li> <li>- programs provided by corrections shall meet the requisite degree of skill development to ensure accreditation</li> <li>- recognize that many of the educational programs are only available to women under 21 and that women over the age of 21 require access to education and literacy.</li> </ul>	<ul style="list-style-type: none"> <li>- in consultation with the Ministry of Education and Training, follow up with Contact North to develop and enhance distance educational and training programs so that women in remote communities have access to these opportunities; the programs are also able to address the special needs of Native and Francophone women (Immediate)</li> <li>- ensure that educational and literacy training are available for all women in conflict with the law</li> <li>- in consultation with the Ministry of Education and Training, develop short term intensive courses which are flexible and accommodating to diverse cultural needs</li> <li>- connect women to community resources for education and training where possible</li> <li>- ensure access to English as a Second Language programs for women</li> <li>- implement testing for women with learning disabilities and develop programs to meet their educational needs</li> </ul>

## HEALTH CARE

- provide women with access to voluntary, confidential testing and treatment for sexually transmitted diseases and HIV in order to support accountability and responsible decision making
- ensure health care practitioners providing services to the ministry treat women's concerns with respect and legitimacy
- women in residential settings must have the same rights to access health care as the community at large, including the right to choose alternative medical treatments, receive a second opinion, or refuse treatment
- women in residential settings shall have, on request, access to a physician within 72 hours
- women in residential settings shall have access to doctors of their choice if they are not satisfied with the ministry options
- where an examination is of an intimate nature, women must have the choice of having their examination performed by female physicians and nursing staff if at all possible
- issue a directive that no other person should be present during any consultation or discussion between a woman and her doctor except at her request: in exceptional circumstances, with clearly identified security concerns, senior administrators may overrule this directive (**Immediate**)
- provide sanitary napkin and tampon dispensers in women's living units (**Immediate**)
- review ministry contracts with health-care providers and develop guidelines in place to ensure an empowering approach to women's health concerns
- train correctional staff to be responsive to women's health concerns
- ensure a continuum of care by letting women maintain contact with family doctors or specialists so they can continue to treat her in conjunction with residential health care professionals if necessary
- ensure that the medical policy is adhered to in all institutions so that women are provided with private consultation and examination within 72 hours of admission by a physician to assess health problems such as injury, infection, psychiatric illness or substance withdrawal
- provide information and education on women's health issues such as PMS, menopause, pregnancy and other concerns
- ensure pregnant women have information on, and support with, prenatal and postnatal care and nutritional guidance
- process the early release of women with AIDS and immediately ensure that they are able to meet specific dietary needs while still in residential settings

### **MENTAL HEALTH CARE**

- recognize that a large percentage of women who come into conflict with the law have mental and/or emotional difficulties as a result of the impact of their incarceration, and invest resources to develop a plan to accommodate their therapeutic needs
- given that preexisting psychiatric problems may be exacerbated by imprisonment, women who have more serious mental illnesses should not be incarcerated
- support the development of small-scale community-based treatment facilities in all regions of the province to accommodate women with serious mental illnesses
- acknowledge and support the importance of ongoing self-directed contact with family and significant others to mental well-being

### **SPIRITUALITY**

- provide choice in spiritual support and activities to women of all faiths and welcome culturally relevant spiritual guidance within residential settings at all times
- respect a women's spirituality and provide opportunities for her to observe her faith

- liaise with the Ministry of Health through the Mental Health Reform Strategy in the development of a care delivery system in the community which is culturally-sensitive, therapeutic, and empowering (**Immediate**)
- assist the Ministry of Health Women's Mental Health Work Group in their examination of issues relating to women in conflict with the law in phase two of their planning (**Immediate**)
- make resources immediately available to develop, in consultation with community agencies, more effective and therapeutic programming for women under mental and emotional stress in all institutional settings
  
- make spiritual counsel available at all times and particularly on admission
- ensure the provision of gay-positive religious services and counselling to lesbian women

**Objective 2: Ensure service providers are sensitive to the issues, and representative of the women they serve.**

POLICY RECOMMENDATIONS	ACTIONS
<p><b>STAFFING</b></p> <ul style="list-style-type: none"> <li>- recruit staff more representative of the female population with respect to gender, race, ethnicity, class, and sexual orientation</li> <li>- ensure all staff are trained in understanding women's issues and reasons for offending, and that they are committed to women's healing and self-development</li> <li>- awareness and training programs should involve developing sensitivity and awareness of issues related to gender, race, ethnicity, class, sexual orientation and disabilities</li> <li>- ensure the educational backgrounds of staff are relevant so that they are able to recognize women as adults, survivors, mothers, and valuable members of the community, not only as stereotyped "offenders"</li> <li>- in consultation with women who have had conflict with the law and community agencies, continue to develop awareness and training programs for staff utilizing trainers who are affected by the issues themselves as one of the identified problems with current sensitivity training is that trainers do not have an intimate understanding of the issues they are addressing because they do not experience those issues firsthand.</li> <li>- the primary responsibility of all staff who work with women shall be positive interaction and role-modelling, therefore enabling women to develop self-esteem and self-reliance</li> </ul>	<ul style="list-style-type: none"> <li>- enforce the directive that male staff give adequate warning when entering women's sleeping and toiletry areas until a decision is made about the female only staffing recommendation (<b>Immediate</b>)</li> <li>- monitor and evaluate training and recruitment to increase understanding of women's abuse survival, addiction, poverty, and oppression, and to increase sensitivity to women's, culture, race and sexual orientation, with the goal of employing only women-centred culturally-sensitive staff</li> <li>- review and implement quickly those recommendations of the ministry's Staff Training and Recruitment Review which address women's issues and support this report</li> <li>- include a significant component on women's experiences and issues related to offending in core training for all levels of institutional and non-institutional staff and management, including medical and psychiatric staff</li> <li>- encourage the hiring of women who have had conflict with the law by developing and providing employment training programs and opportunities in the field of community corrections specifically for them</li> </ul>

POLICY RECOMMENDATIONS	ACTIONS
<p><b>STAFFING (continued)</b></p> <ul style="list-style-type: none"> <li>- assist staff in balancing the often difficult and contradictory roles of care and custody to ensure that a balance is maintained between security concerns and therapeutic issues</li> <li>- As endorsed by a majority of the Women's Issues Task Force members, it is recommended that male officers should not be assigned to women's living units. The responses received from women in conflict with the law, the rationale of the <i>Conway v. Canada (Attorney General)</i> decision, and other perspectives presented to the Task Force were all considered in making this decision.</li> </ul> <p>While acknowledging that some women do not object to the presence of male staff, anecdotal evidence strongly indicates that a majority of women prefer not to have men in the area while they sleep or attend to toiletry functions. Privacy and personal dignity were often cited. Certain male staff may have a positive impact on women's experiences while under ministry mandate, but these benefits can be obtained by interactions in other locations.</p> <p>The Task Force believes that the arguments which support the Conway decision regarding the presence of female staff on male units because of their ameliorating influence, may also be used to support the position of having only female staff on female living units. Up to 90% of women in conflict with the law have been abused by men and need healing environments in order to address those issues.</p>	

**Objective 3:** Provide decent residential care for every woman where required, including appropriate family contact, housing, food, clothing, bedding, and recreation.

POLICY RECOMMENDATIONS	ACTIONS
<p><b>SMALL-SCALE RESIDENTIAL SETTINGS FOR WOMEN</b></p> <ul style="list-style-type: none"> <li>- premise all residential services on the knowledge that women function better in small groups when it comes to programs and cooperative efforts<sup>17</sup>, a therapeutic environment is best facilitated by the lowest possible number of women in one place, and by highly flexible and non-intrusive security methods</li> <li>- in partnership with community agencies and organizations, develop additional community residences and resource centres providing supervision and programming appropriate to the needs of women in conflict with the law</li> <li>- move away from the institutional model of corrections and enhance and develop in each region of the province, in conjunction with community resources that advocate on behalf of women in conflict with the law, small-scale residential settings<sup>18</sup> for those female offenders who pose a threat to themselves or others</li> </ul>	<ul style="list-style-type: none"> <li>- review waiting lists on a geographic regional basis and allocate funding to ensure availability of adequate community services (<b>Immediate</b>)</li> <li>- review current contract provisions to ensure an adequate base of guaranteed funding to secure proper community services</li> <li>- ensure that the facilities provide privacy, optimum levels of space and light, and sufficient outdoor area to allow maximum access to fresh air; accommodate space for programming, spiritual, recreational, child care and study needs</li> </ul>



## INSTITUTIONAL SETTINGS

- recognize that institutional settings cannot adequately meet the specific needs of the diverse population of women who come into conflict with the law; short and long-term planning should be directed towards development and enhancement of corrections in the community while relieving some of the more obvious shortcomings in the present system
- avoid increasing bed space from the present capacity in any institution and establish a firm policy that women never be "double bunked"
- ensure sufficient bed space is available under contract with the community to accommodate women in their communities
- where possible, provide women with a choice in their place of residence
- guarantee women the right and privacy to consult with advocacy and support organizations of their choice
- do not house young offenders with adult sentenced females in correctional centres
- apply rules and regulations fairly and consistently in all residential settings
- during the phase of development of small-scale residential services around the province, it is important that women whose destination is Vanier be sent there as soon as the decision is made in order that the women may access the existing services of the institution. This is premised on the development in all cases of an individual plan which considers whether such a placement is appropriate given such factors as distance from home community and familial supports. In all cases, community based programs and services should be considered first, whether on their own or in conjunction with supervision by local jails and detention centres.
- ensure adherence to and enforcement of current Ministry policies concerning living conditions for inmates (**Immediate**)
- review the classification process as it relates to women and increase its relevance; Steering Committee to be consulted at least quarterly; Steering Committee to review status and make further recommendations if required (**Immediate**)
- review canteen items to ensure directives on canteens are followed in all institutions; Superintendents to review current canteen items to ensure cultural and gender specific items of good quality and reasonable prices are available to women (**Immediate**)
- evaluate the living conditions in all detention and correctional centres where women are housed and upgrade as required; review these facilities for adequate and appropriate space, light, food, exercise, clothing, and ensure that they support women's healing and health; monitor regularly to ensure necessary changes
- review the context of and offenses for all incarcerated women and determine whether the appropriate placement for individual women is a community-based setting, a substance abuse treatment program, a mental health facility or in ministry operated, small-scale women's residential setting in her home region of the province
- replace current security methods by a system which is not static but dynamic; keep security at a minimum and as non-intrusive as possible through the use of supportive staff and a good planning process
- enhance programs at the Vanier Centre for Women to ensure support for individuality, promotion of self-esteem, and encouragement of participation in decision-making by residents; fund upgrades to Ingleside Cottage providing more appropriate and suitable accommodation

## FAMILY AND COMMUNITY CONTACT

- recognize that a woman's incarceration does not mean that she is a bad mother and in some cases, women's offending is related to attempts to provide for their children; and acknowledge and support their status as mothers
- acknowledge that the myth of incarcerated mothers being bad mothers has had many unduly harsh consequences for women, particularly in relation to custody and access, and that women need to maintain ties with their children
- mothers should be allowed to remain in the community with appropriate supports whenever possible
- support the development of community residential settings to accommodate mothers with dependent children
- in institutional settings, provide opportunities to maintain supportive familial and community ties through the improvement of visitation programs
- provide sufficient space and resources to facilitate frequent quality contacts where the mother and children can maintain physical and emotional contact for family support
- avoid unduly harsh levels of security during visits with children as this is only required in exceptional circumstances
- ensure that withdrawal of contact with children is never used as a punishment
- ensure that the relationship status in family visiting programs recognize and are inclusive of lesbian women, their partners and children
- implement the proposals of the Wine report which includes a detailed and thoughtful list of recommendations about women and children (Wine, 1992)
- review the Family and Corrections Network's Directory of Programs Serving Families of Adult Offenders<sup>19</sup>, an inventory of family oriented programs for inmates and their families, which includes an outline of programs which could be implemented at little cost eg. WomenCare, a volunteer mentoring program for women released from institutional settings in New York State
- implement extended Temporary Absence programs whenever possible to ensure the maintenance of contact with family and community
- eliminate long-distance separation of women in custody from their families and communities where possible and support their reintegration through liaison with the community
- ensure that the individualized plan is developed cooperatively with the mother, child, significant others, staff, and child welfare representatives(if necessary), and that it balances the requirements of legal sanctions and the family
- investigate alternate means of keeping the woman close to her place of residence where the community is unable or unwilling to provide assistance
- immediately revise the institutional policy on visits in order to properly facilitate quality touch visits with all children at all institutions that house women
- provide a visiting area which includes toys, books, and a non-threatening atmosphere in order to minimize trauma
- provide more flexibility and privacy for telephone calls to and from children to encourage the maintenance of meaningful contact and communication

<p><b>BEDDING</b></p> <ul style="list-style-type: none"> <li>- women are entitled to adequate and appropriate bedding and mattresses</li> </ul>	<ul style="list-style-type: none"> <li>- ensure that every woman has adequate and appropriate bedding</li> <li>- develop and ensure compliance with a policy not to have women sleeping on mattresses on the floor</li> <li>- ensure adequate mattresses are being used in all institutions, especially for overweight and pregnant women</li> </ul>
<p><b>CLOTHING</b></p> <ul style="list-style-type: none"> <li>- women should be provided with adequate changes of proper clothing and underwear of the proper size that has not been worn</li> </ul>	<ul style="list-style-type: none"> <li>- provide women with adequate changes of seasonally appropriate, non-uniform clothing including proper clothing for exercise; ensure that it is all clean and in good repair</li> <li>- provide undergarments of the proper size that have not been previously worn</li> <li>- provide washers and dryers in all residential settings and ensure access for women so they may launder their underwear</li> <li>- provide footwear designed for females and in appropriate sizes for women and with laces or velcro closings</li> <li>- develop agreements with similar clothing manufacturers as the one the ministry had with Northern Reflections for the provision of women's clothing</li> </ul>

<p><b>FOOD</b></p>	<ul style="list-style-type: none"> <li>- provide women with nutritional information and allow them to have input on menu planning within the reasonable financial limitations of the ministry</li> <li>- improve the palatability and appropriateness of the daily menu for many ethno-cultural women through the provision of rice and different types of spices in all residential settings as per the current pilot project at Vanier Centre for Women</li> </ul>
<p><b>RECREATION</b></p> <ul style="list-style-type: none"> <li>- recognize the therapeutic merits of recreation by helping women in leisure planning and providing recreational choices, particularly those which are low cost and can be supplied by the community</li> </ul>	<ul style="list-style-type: none"> <li>- provide more access to exercise equipment and space, outdoor activity and team sports</li> <li>- offer arts and crafts programs in recreation since not all women enjoy or can participate in physical exercise but still require rewarding and fulfilling ways to use their time</li> <li>- provide at least one hour yard time daily regardless of scheduling issues and let women choose whether they will or will not go out during bad weather</li> </ul>

## **ABORIGINAL WOMEN IN CONFLICT WITH THE LAW**

The journey towards Aboriginal self-government includes important implications for the planning and delivery of provincial correctional services. An increasing number and variety of services and programs are being devised and delivered by the Aboriginal community to address the needs of Aboriginal people, and major initiatives have been undertaken to continue this development. A recent example is the Aboriginal Family Healing Strategy which "attempts to address Aboriginal family violence in a manner which is culturally appropriate, holistic, on-going and community based." In the long term, the Strategy seeks the negotiated devolution of control and authority for programs and services to the Aboriginal community.

It is within this context of growing self-determination and change that the needs of Aboriginal women in conflict with the law must be viewed.

Aboriginal women are disproportionately represented in Ontario corrections. Recent studies indicate that Native<sup>20</sup> women compose 12.9% of all female admissions to correctional facilities, and that they are more likely than non-Native women to be incarcerated for fine default and liquor offenses.<sup>21</sup>

A study by the Ontario Native Council on Justice, based on data provided by the then Ministry of Correctional Services, indicated that 69% of Native female admissions were for sentences of less than 30 days, and that 46.5% of the Native female sentenced admissions were for liquor offenses. In some institutions - the Kenora Jail, for example - 95% of all the women admitted on sentence were Native women (Ontario Native Council on Justice, 1990). The time is past due to address this situation.

## POLICY RECOMMENDATIONS AND ACTIONS FOR ABORIGINAL WOMEN

The policy and action recommendations in this section are in addition to those contained in the main body of the report and are specific to the Aboriginal community.

<p><b>PRINCIPLE I</b></p> <p>Reform of the current system of female corrections in Ontario shall be supported by the removal of systemic barriers, the promotion of shared responsibility for the provision of services, and the education of the public to the issues surrounding women's conflict with the law.</p>	
<p><b>Objective 1: Promote the use of community dispositions for women within all levels of the criminal justice system.</b></p>	
POLICY RECOMMENDATIONS	ACTIONS
<ul style="list-style-type: none"> <li>- Support ongoing Aboriginal community development and mobilization to address justice issues</li> </ul>	<ul style="list-style-type: none"> <li>- become familiar with Aboriginal community development initiatives such as the Aboriginal Family Healing Strategy and the Justice Development Worker Program Proposals</li> </ul>

<b>Objective 2:</b> Promote and organize the involvement of other ministries and community organizations in the provision of services to women in conflict with the law.	
<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<b>Community Involvement</b> <ul style="list-style-type: none"> <li>- Recognize and support the right and responsibility of the Aboriginal community to develop initiatives to address the needs of provincially-sentenced Aboriginal women</li> <li>- Support the involvement of Aboriginal organizations and agencies that work with women in conflict with the law in all stages of policy, planning, programming and evaluation</li> <li>- Acknowledge the importance of Aboriginal community solutions as better meeting the needs of Aboriginal women</li> </ul>	<ul style="list-style-type: none"> <li>- provide the necessary resources to Aboriginal organizations and agencies for the development, maintenance, and expansion of alternative residential settings, such as healing lodges, and other services for Aboriginal women</li> <li>- develop a process, in conjunction with Aboriginal organizations, for their involvement in all stages of policy, planning, programming and evaluation; beginning with the Native Policy Framework for the Ministry of the Solicitor General and Correctional Services</li> </ul>
<b>Objective 3:</b> Educate the broader community about the issues surrounding women's conflict with the law.	
<b>Education</b> <ul style="list-style-type: none"> <li>- Recognize that the Aboriginal community has a distinctive view of rehabilitation that is specific to the Aboriginal community, and assist the Aboriginal community to share that view</li> </ul>	<ul style="list-style-type: none"> <li>- in conjunction with Aboriginal organizations, develop public education strategies</li> </ul>

**PRINCIPLE II**

The principles of respect, dignity and empowerment shall be the basis of all policy and programs for women. Women shall be enabled to make responsible and meaningful choices as they identify and address individual needs and goals.

**Objective 1:** Support measures in the community for women who pose no risk to society.

<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<ul style="list-style-type: none"><li>- Support the development, implementation, and evaluation of Aboriginal culture - and community-based mediation, pre-trial, and post-trial diversionary programs</li></ul>	<ul style="list-style-type: none"><li>- assess the current network of Aboriginal community support services for their potential and ability to serve the needs of Aboriginal women in conflict with the law</li></ul>

**Objective 2:** Ensure the least restrictive option for every woman.

<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<ul style="list-style-type: none"><li>- Enhance and develop, in conjunction with Aboriginal community resources, small-scale residences for those Aboriginal female offenders who pose a threat to themselves or others</li></ul>	<ul style="list-style-type: none"><li>- with Aboriginal community resources, explore the development of a small-scale residence located in Kenora or Thunder Bay</li></ul>



<b>Objective 3: Enable women to make responsible choices towards their self-defined rehabilitation.</b>	
<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<ul style="list-style-type: none"> <li>- Ensure the rehabilitative plan for individual Aboriginal women includes family and community reintegration opportunities and encourage networking with Aboriginal community support systems</li> </ul>	<ul style="list-style-type: none"> <li>- develop, in conjunction with Aboriginal organizations and agencies, training for program staff in institutions and in the community, to learn about Aboriginal community resources and services, and how to appropriately access these</li> </ul>

**PRINCIPLE III**

Women shall be provided with holistic, healing and culturally-sensitive environments that acknowledge their needs and life experiences at all stages of their involvement in the criminal justice system.

**Objective 1:** Develop a holistic approach to programming and ensure that all components of programming and services are provided in the context of the woman's specific experience and reality.

<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<p><b>Healing</b></p> <ul style="list-style-type: none"><li>- Recognize that for Aboriginal people, wellness includes physical, mental, emotional, and spiritual well-being.</li><li>- Recognize the important role of Elders in traditional teachings, healing circles, use of ceremonies and medicines</li><li>- Welcome the spiritual guidance in residential settings provided by Elders</li><li>- Acknowledge the role of the Aboriginal community in planning and delivering programs and services</li></ul>	<ul style="list-style-type: none"><li>- support the development of healing lodges in regions across the province</li><li>- ensure the involvement of Elders in the treatment plans of Aboriginal women, particularly those who are incarcerated</li><li>- ensure Aboriginal women in residential settings can access traditional healers, if they wish</li><li>- provide funding to support Elders visits to residential settings</li><li>- encourage and support the development and delivery of community-based programs and services by the Aboriginal community</li><li>- initiate joint planning of programs and services with the Aboriginal community</li><li>- for Aboriginal women suspected of being mentally ill, ensure an Elder is available for consultation to assist the examining physician in correctly interpreting the behaviour</li><li>- meet with the Ministry of Health and Aboriginal organizations to discuss the implications for correctional services of the Aboriginal Health Policy</li><li>- clarify with Health and Welfare Canada the provision of Non-Insured Health Benefits to status Indian inmates in provincial correctional institutions</li></ul>

<p><b>Substance Abuse</b></p> <ul style="list-style-type: none"> <li>- Recognize the high involvement of alcohol in the lives of Aboriginal women</li> </ul>	<ul style="list-style-type: none"> <li>- expand the Native Inmate Liquor Offender Program currently being delivered at the Kenora Jail to other residential settings</li> <li>- support the development and use of Aboriginal alcohol counsellors in the community</li> </ul>
<p><b>Sensitivity in Programming</b></p> <ul style="list-style-type: none"> <li>- Support the development of programs and services that are Aboriginaly-initiated, Aboriginaly-delivered, and Aboriginaly-controlled</li> <li>- Provide funding and access to programs and services offered by Aboriginal agencies and organizations in the community</li> </ul>	<ul style="list-style-type: none"> <li>- expand and enhance the Native Inmate Liaison Worker Program</li> <li>- enable Aboriginal women in residential settings to access community-based programs in the community</li> </ul>

<b>Objective 2:</b> Ensure service providers are sensitive to the issues, and representative of the women they serve.	
<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<b>Staffing</b> <ul style="list-style-type: none"> <li>- Recruit Aboriginal staff for positions throughout corrections, including management</li> <li>- Acknowledge the importance of efforts to retain staff, once recruited</li> <li>- Continue to support Aboriginal awareness training programs for staff</li> </ul>	<ul style="list-style-type: none"> <li>- involve the Aboriginal community in the development of strategies to recruit Aboriginal staff</li> <li>- encourage the formation of peer-support groups for Aboriginal staff</li> <li>- continue to fund and promote Aboriginal awareness workshops developed and delivered by Aboriginal organizations</li> <li>- include a specific section on Aboriginal women's experiences and issues in the component on women's experiences and issues related to offending in core training for all levels of institutional and non-institutional staff</li> </ul>
<b>Objective 3:</b> Provide decent residential care for every woman where required, including appropriate family contact, housing, food, clothing, bedding, and recreation.	
<b>Family and Community Contact</b> <ul style="list-style-type: none"> <li>- Recognize that the Aboriginal definition of family is very broad</li> <li>- Recognize the difficulties involved in terms of literacy and distance in written communication with family members</li> </ul>	<ul style="list-style-type: none"> <li>- use of flexible interpretation of family in reviewing requests for T.A.P.'s for funerals, visits, etc.</li> <li>- encourage Aboriginal women to maintain contact with their families through providing access to telephones</li> </ul>

## **FEMALE YOUNG OFFENDERS**

As with the adult population very few young women come into conflict with the law in Ontario. Shaw (1994) found that they have similar ethnic and cultural backgrounds to adult women in conflict with the law and also share the same general offending patterns. The majority of their charges are for property and public order offenses.

Most of the young women also suffered from physical and/or sexual abuse at some stage in their lives, and they mention specific mental health concerns more often than the adult population. Just under half of the sample of young female offenders in Shaw's study (1994), compared to a third of the adult population, had slashed themselves or attempted suicide at some time.

Female young offenders are less often mothers than in the adult population (Shaw, 1994). The majority who do have children are single parents and some have put their children in their mothers care or given them up for adoption. Like the adult female population most of the young women are poorly educated and have no job training. Compared with adult women they reported less hard drug use and had fewer concerns about the extent of their drug or alcohol use.

From interviews with Task Force members some of the root issues in corrections defined by young women were lack of alternatives to custody, the lack of continuity of care, and the lack of aftercare such as housing. The young women expressed deep concern about over-medication by doctors to control their behaviour. They also tended to have poor self-esteem and to feel a pervasive hopelessness about the future. Many of the young black women struggled with internalizing negative stereotypes promoted by the media.

The Task Force on Women's Issues had insufficient time and resources to adequately look at all the issues faced by, and the needs of, young offender women. Nonetheless the same vision and principles apply to younger women as to the adult population, and for the same reasons. The following recommendations and actions are intended to increase awareness of the needs of young women, and to address their expressed concerns.

## POLICY AND ACTIONS FOR FEMALE YOUNG OFFENDERS

The policy and action recommendations presented in this section are in addition to those in the main body of the report and are specific to the female young offenders.

<b>PRINCIPLE I</b>	
Reform of the current system of female corrections in Ontario shall be supported by the removal of systemic barriers, the promotion of shared responsibility for the provision of services, and education of the public.	
<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<ul style="list-style-type: none"><li>- develop and promote sanctions for young offender women that keep them in the community</li><li>- ensure all standard community programs are designed and delivered with attention paid to the unique needs and issues of young women, including addiction programs like N.A. and A.A.</li></ul>	<ul style="list-style-type: none"><li>- through the Office of Youth Justice, recommend a review of and address the sentencing disparities that exist for women who are young offenders compared to male young offenders</li></ul>

**PRINCIPLE II**

The principles of respect, dignity and empowerment shall be the basis of all policy and programs for women. Women shall be enabled to make responsible and meaningful choices as they identify and address individual needs and goals.

<b>POLICY RECOMMENDATIONS</b>	<b>ACTIONS</b>
<p><b>TREATMENT PROGRAMS</b></p> <ul style="list-style-type: none"><li>- eliminate over-medication as a solution to modifying behaviour</li><li>- provide a range of relevant therapeutic support groups and counselling services that are dedicated to the specific needs of young women</li><li>- ensure continuity of care to women in residential settings and in the community</li></ul> <p><b>EDUCATION AND TRAINING PROGRAMS</b></p> <ul style="list-style-type: none"><li>- expand, in conjunction with the Ministry of Education, available short-term relevant educational programs in residential settings and the community. Ensure they are designed to provide immediate successes in order to reinforce the learning process</li><li>- provide relevant and applicable job training programs in residential settings and in the community</li><li>- provide life skills and parenting skills programs relevant to the needs of young women</li><li>- provide testing and educative support to young women with learning disabilities</li></ul>	

**PRINCIPLE III**

Women shall be provided with holistic, healing and culturally-sensitive environments that acknowledge their needs and life experiences through all stages of their involvement in the criminal justice system.

**POLICY RECOMMENDATIONS**

**IMMEDIATE ACTIONS**

**Relevant Programming**

- contact appropriate community and government agencies (eg. ARF) to open dialogue regarding program design of N.A. and A.A. to meet the needs of young women
- liaise with the Office for Youth in order to establish working relationship between same and community agencies

**Evaluation and Review of Programming**

- review programming and immediately initiate a survey of female young offenders to discover their programming needs and issues
- Steering Committee to closely monitor the design and content of the survey, and the responses to it, with regards to its implementation in future programming
- liaise with the Office of Youth Justice to search out any relevant information gathered by the Justice Review Project
- ensure programming in parenting, life skills, healthy sexuality, budgeting, self-esteem and for victims of violence are relevant to the issues faced by young women



<b>POLICY RECOMMENDATIONS</b>	<b>IMMEDIATE ACTIONS</b>
	<p><b>TREATMENT SERVICES</b></p> <ul style="list-style-type: none"> <li>- initiate a review of the existing system of treatment services in residential settings</li> <li>- immediately initiate a review of female young offender secure facilities to determine future requirements to meet objectives</li> <li>- contact Office of Youth Justice to open dialogue aimed at establishing residential settings dedicated to therapeutic treatment for female young offenders</li> <li>- Steering Committee representatives to monitor progress monthly and liaise with female young offenders in residential settings to determine success of initiatives</li> </ul>
<p><b>RESIDENTIAL SETTINGS</b></p> <ul style="list-style-type: none"> <li>- accommodate young women in residential settings separate from adults and from young offender males</li> <li>- provide young women access to a continuum of safe, affordable housing with supportive counselling available upon request and ensure there are adequate numbers of facilities for living with their children</li> </ul>	<p><b>Housing for Young Women with Children</b></p> <ul style="list-style-type: none"> <li>- meet with interministerial advisory committee to initiate: <ul style="list-style-type: none"> <li>. looking into the possibility of a project</li> <li>. conducting a study of young women to ascertain need</li> <li>. development of a project and establishment of a comprehensive plan</li> </ul> </li> </ul>



## NOTES

1. The Women's Issues Task Force recognizes that some of its policy recommendations may apply to males in the correctional system and hopes that this document influences correctional policy for men.
2. Kuze, Dace & Hannah-Moffat, Kelly, Women's Issues Task Force Discussion Paper (Draft), October, 1993.
3. Respondents were encouraged to express their views on the issues presented in these summaries in addition to other concerns deemed relevant to women in the provincial correctional system. There were 46 responses submitted: 24 from the Ontario Ministry of the solicitor General and Correctional Services, two from community agencies contracted with by the ministry, 12 from organizations and individuals associated with issues surrounding women in conflict with the law, and eight from other ministries and other parts of the government. A list of respondents is available upon request.
4. The Task Force acknowledges that some of the policy recommendations will take time to implement and has highlighted plans to address some of those that may be immediately effected.
5. For an argument regarding the difference between equal treatment and equal consideration, please refer to Scully-Whitaker, Mary, "Principle of Parity", IARCA Journal of Community Corrections, June, 1993.
6. Jails and detention centres where women are held on remand and under sentence will be referred to as institutions rather than facilities. For the most part, they are unable to facilitate anything for women.
7. Statistics are based on a low estimate of a population of five million women in Ontario, of whom less than 98,000 faced charges in 1992 (the latest year for published statistics) and only 7.2% of those were charged with violent offenses.
8. Blueprint for Change, Ministry of the Solicitor-General, Nova Scotia, 1992; Creating Choices: The Report of the Task Force on Federally Sentenced Women, Correctional Services Canada, Ottawa, 1990; Carlen, Pat, Alternatives to Women's Imprisonment, Open University Press, London, 1990; Carlen, Pat, "Women's Imprisonment: Current Issues", Prison Services Journal, April, 1988; Adelberg, Ellen and Currie, Claudia, eds., Too Few to Count: Women in Conflict with the Law, Press Gang Publishers, Vancouver, B.C., 1987.

9. Blueprint for Change, op.cit.; Hannah-Moffat, Kelly, "Creating Choices or Repeating History: Canadian Female Offenders and Correctional Reform", Social Justice, Vol. 18, No.3, 1991; Carlen, 1991, op.cit.; Grace, Sharon, "The Needs of Women Prisoners", Research Bulletin, No. 29, 1990.
10. Shaw, 1994, op cit.; Blueprint for Change, op.cit.; Agenda for Change, op.cit.
11. Sugar, Fran and Fox, Lana, Survey of Federally Sentenced Aboriginal Women in the Community, Ottawa, Correctional Services of Canada, January, 1990; Rice, Marnie, Feminist Perspectives in Criminology, Milton Keynes: Open University Press, 1990; Creating Choices, op.cit.; Adelberg and Currie, op.cit.
12. Shaw, op.cit.; Blueprint for Change, op.cit.; Agenda for Change, op.cit.
13. Women-centred is an overall philosophy which specifically takes into account women's life experience and needs from a female perspective. We realize that the phrase "women-centred" may be problematic for some; however, we use the term to include work which integrates knowledge of discrimination against women and their generally inferior status socio-economically and does not necessarily imply an analysis grounded on the ethic of care.
14. Reintegration and rehabilitation do not adequately describe the experiences and processes of all women on their return to the community because many of them have never felt part of the mainstream community in the first place. As a result, integration and habilitation are probably more accurate terms.
15. Support for this recommendation is contained in the Pepino Report, Solicitor General of Canada, 1992; this report endorsed temporary absence programs as a means of rehabilitation.
16. This is supported by the Report of the Employment Systems Review Task Force, Ministry of the Solicitor General and Correctional Services, 1994.
17. Blueprint for Change, op.cit.; Creating Choices, op.cit.
18. The use of the phrase residential setting/service will refer to both community and ministry run housing services unless otherwise specified.
19. Family and Corrections Network's "Directory of Programs Serving Families of Adult Offenders", as cited in Lillis, Jamie, "Family Service Groups and Programs", Corrections Compendium, Nebraska, January, 1994.
20. The term "Native" is used to refer to status Indians, non-status Indians, Metis and Inuit.
21. Ministry of Correctional Services, Research Services, 1991; Ontario Native Council on Justice, 1986, cited in Shaw, op.cit.

## BIBLIOGRAPHY

Adelberg, Ellen, and Currie, Claudia, eds., Too Few to Count: Canadian Women in Conflict with the Law, Press Gang Publishers, Vancouver, B.C., 1987.

Axon, Lee, Model and Exemplary Programs for Female Inmates: An International Review, Ministry of the Solicitor General, Ottawa, 1989.

Beckerman, Adela, "Women in Prison: The Conflict Between Confinement and Parental Results", Social Justice, Vol.18, 1991.

Berzins, Lorraine, and Cooper, Sheelagh, "The Political Economy of Correctional Planning for Women: The Case of the Bankrupt Bureaucracy", Canadian Journal of Criminology, No.24, October, 1992.

Bloom, Barbara, "Female Offenders in the Community", Perspectives, American probation and Parole Association, Spring 1993.

Canadian Criminology and Corrections Association, Brief on the Woman Offender, June, 1968.

Canadian Panel on Violence Against Women, Changing the Landscape - Ending Violence Achieving Equality: Final Report, Ottawa, Supply and Services, 1993.

Carlen, Pat, "Women's Imprisonment: Current Issues", Prison Service Journal, April, 1988.

Carlen, Pat, Alternatives to Women's Imprisonment, Open University Press, London, 1990.

Correctional Services of Canada, Creating Choices: The Report of the Task Force on Federally Sentenced Women, Minister of Supply and Services, April, 1990.

Correctional Services Canada, Forum on Corrections Research: Women in Prison, Vol.6 (1), January, 1994.

Darke, J.L., and McLean, H.M., Prison for Women, Correctional Service of Canada, Invisible Women: The Treatment and Research Needs of Female Offenders, research paper, September, 1991.

Final Report of the Aboriginal Family Healing Joint Steering Committee, For Generations to Come: The Time is Now - A Strategy for Aboriginal Family Healing, September, 1993.

Federal/Provincial/Territorial Working Group of Attorneys General Officials on Gender Equality in the Canadian Justice System, Proposals for Action by Attorneys General to Promote Gender Equality in the Canadian Justice System, Department of Justice, Canada, April, 1992.

Grace, Sharon, "The Needs of Women Prisoners", Research Bulletin, No. 29, 1990.

Hannah-Moffat, Kelly, "Creating Choices or Repeating History: Canadian Female Offenders and Correctional Reform", Social Justice, Vol.18, No.3., 1991.

Hannah-Moffat, Kelly, "Dilemmas of Difference: Construction of Women in Penal Reform", unpublished, M.A. Thesis, University of Toronto, Centre of Criminology, 1991.

Heney, Jan, Report on Self-Injurious Behaviour in the Kingston Prison for Women, Ottawa, 1990.

Interim Report of the Commission on Systemic Racism in the Ontario Criminal Justice System, Racism Behind Bars: The Treatment of Black and Minority Prisoners in Ontario Prisons, January, 1994.

Jensen, K., memo to J.T. O'Brien, Director Offender Programming Branch, Review of Vanier Correctional Centre for Women - Educational Programs, Ontario Ministry of Correctional Services, July, 17, 1992.

Kinsey, Karen, "The Female Offender", IARCA Journal of Community Corrections, June, 1993.

Lillis, Jamie, "Family Service Groups and Programs", Corrections Compendium, Nebraska, January, 1994.

Nova Scotia Solicitor General, Blueprint for Change, Report of the Solicitor General's Special Committee on Provincially Incarcerated Women, April, 1992.

Ontario Ministry of Correctional Services, Agenda for Change, Discussion paper prepared by the Women in Conflict with the Law Committee, August, 1991.

Ontario Ministry of the Solicitor General and Correctional Services, Report of the Employment Systems Review Task Force, 1994.

Ontario Native Council on Justice, Fact Sheet on the Disproportionate Imprisonment of Native People in Ontario 1988-89, Toronto, May, 1990.

Solicitor General of Canada, Pepino Report, 1992.

Price, A.M., "Managing Women - A Probation Officer's Perspective", Prison Service Journal, April, 1988.

Report of the Standing Committee on Justice and Solicitor General on its Review of Sentencing, Conditional Release and Related Aspects of Corrections, Daubney, David, M.P., Chairman, Taking Responsibility, Supply and Services Canada, Ottawa, August, 1988.

Rice, Marnie, Feminist Perspectives in Criminology, Milton Keynes: Open University Press, 1990.

Ross, Dr. Robert and Fabiano, Liz, Correctional Afterthoughts: Programs for Female Offenders, Ottawa, November, 1985.

Shaw, Margaret, Ontario Women in Conflict With the Law - A Survey of Women in Institutions and Under Community Supervision, Ministry of the Solicitor General and Correctional Services, 1994.

Sugar, Fran and Fox, Lana, Survey of Federally Sentenced Aboriginal Women in the Community, Ottawa, Correctional Service of Canada, January, 1990.

Wine, Shelley, A Motherhood Issue: The Impact of Criminal Justice System Involvement on Women and their Children, Solicitor General Canada, Supply and Services Canada, 1992.

Wine, Shelley, Childcare and the Correctional System - A Case for Service, Council of Elizabeth Fry Societies of Ontario and Solicitor General of Canada, December, 1992.

**APPENDIX I**



## **CORRECTIONAL SERVICES: WOMEN'S ISSUES TASK FORCE**

**Marg Welch (Co-Chair)**

Area Manager, Probation and Parole Services  
Acting Senior Assistant Superintendent  
Metropolitan Toronto West Detention Centre  
Ministry of the Solicitor General and Correctional Services

**Elizabeth White (Co-Chair)**

Executive Director  
Council of Elizabeth Fry Societies of Ontario

**Major Donna Howell** (Major Jean Moulton: September, 1992 - October, 1993)

National Coordinator of Programs  
Correctional and Justice Services  
The Salvation Army

**Iain Leithead**

Superintendent  
Mimico Correctional Centre  
Ministry of the Solicitor General and Correctional Services

**Carol Montagnes**

Executive Director  
Ontario Native Council on Justice

**Randi Pickering**

Superintendent  
Vanier Centre for Women  
Ministry of the Solicitor General and Correctional Services

**Linda Spears** (Amanel Iyogun: September - November, 1992)

Policy Advisor  
Ministry of the Solicitor General and Correctional Services

**Joan Winchell**

President  
Ontario Association of Community Correctional Residences

**APPENDIX II**

# **CORRECTIONAL SERVICES: WOMEN'S ISSUES TASK FORCE**

## **TERMS OF REFERENCE**

- PURPOSE:** To develop a long-term policy to address the special needs of women in the provincial correctional system.
- To develop an implementation plan that includes specific actions and time lines to address the long term policy.
- MEMBERSHIP:** The Task Force will report to Michele Noble, Deputy Solicitor General and Deputy Minister of Correctional Services.
- The Task Force will be co-chaired by:
- Elizabeth White - Executive Director, Council of Elizabeth Fry Societies of Ontario
- Marg Welch - Area Manager, Probation and Parole Services, Ministry of the Solicitor General and Correctional Services
- Membership on the Task Force also includes representatives from community organizations - Ontario Native Council on Justice, Salvation Army, and Ontario Association of Community Correctional Residences - ministry staff and a female client/offender.
- The Task Force will utilize an advisory group consisting of representatives from other appropriate ministries, health and social service organizations and diverse communities.

**OBJECTIVES:**

In order to achieve the stated purpose, the Task Force will undertake the following:

- conduct a review of relevant reports and documents
- review existing research and evaluate follow-up needs
- review existing policies and programs relating to women
- seek input from relevant service providers and the community
- establish principles which will serve as a foundation for long-term policy
- set out long-term policy directions that complement the Strategic Plan
- establish criteria for female specific program development
- develop an implementation plan that ensures effective service delivery to women
- develop a model for the ongoing review and evaluation of policies and programs for women

**APPENDIX III**



Office of the  
Deputy Minister

Bureau du  
Sous-ministre

Telephone: (416) 326-5060  
Facsimile: (416) 326-5052

Téléphone: (416) 326-5060  
Télécopieur: (416) 326-5052

April 13, 1993

## **CORRECTIONAL SERVICES: WOMEN'S ISSUES TASK FORCE**

Correctional Services has created a Women's Issues Task Force to develop a long-range policy framework for female offenders in the provincial correctional system which will complement the current strategic planning process for corrections. The mandate of the Task Force is twofold:

- To develop a long-term policy to address the special needs of women in the provincial correctional system.
- To develop an implementation plan that includes specific actions and recommended timelines to address the long term policy.

The Task Force is co-chaired by Marg Welch, Area Manager, and Elizabeth White, Executive Director of the Council of Elizabeth Fry Societies of Ontario. The committee is also comprised of representatives from community organizations and corrections staff.

The Women's Issues Task Force is seeking your views on how the policy should look and how you think that we can make this happen. An information package is attached which contains the Task Force's Terms of Reference, a summary of three recent papers on women in the correctional system, and some key questions on the issues. We are eliciting information from a broad range of government and community organizations. Please share this information with anyone you think would be interested.

The work of the Task Force is being undertaken in the context of a major review of policies and procedures with respect to women in the correctional system. Both long- and short-term initiatives are being addressed. Short term initiatives, including a review of programs and services currently available to female offenders in our care, are underway.

Based on the input received, a discussion paper will be developed and circulated to those who participated in the process. In the Fall of 1993, Task Force members will travel to regional locations to meet with interested groups.

The final report of the Task Force is scheduled for completion by the Spring of 1994. That report will be informed by the current financial constraints in the Province of Ontario.

.../2

Correctional Services: Women's Issues Task Force  
Page two

If your organization is interested in participating in this planning process, please submit written comments by May 31, 1993, to:


Marg Welch, Area Manager      or  
Probation and Parole Services  
60 Queen Street West, Room 321  
Toronto, Ontario  
M5H 2M4

Elizabeth White, Executive Director  
Council of Elizabeth Fry Societies of  
Ontario  
122 St. Patrick Street, Suite 205  
Toronto, Ontario  
M5T 2X8

For those unable to provide written responses, alternate arrangements can be made.

If you have any questions, please contact Marg Welch (Tel. 416-965-6527) or Elizabeth White (Tel. 416-585-2842).

We invite you to share your comments with us.

  
Michele Noble  
Deputy Solicitor General and  
Deputy Minister of Correctional Services

## CORRECTIONAL SERVICES: WOMEN'S ISSUES TASK FORCE

The following questions are intended only as guidelines. Your comments on all issues relevant to women in the provincial correctional system are welcomed.

1. Current research in this area indicates that community placement is appropriate for most provincially sentenced women.

Do you agree? Please explain.

2. a) The ministry's Agenda for Change proposed a set of principles to address the needs of women under the mandate of the ministry.

Do you support these principles as the basis for future ministry directions? Please explain.

- b) Nova Scotia's Blueprint for Change has certain principles in common with Agenda for Change and some differences.,

What principles do you think should inform a policy framework for women under the mandate of the ministry? Please explain.

- c) Blueprint for Change finds that provincially sentenced women in general should not be incarcerated.

Do you agree? Please explain.

3. In order to make a policy framework effective, action plans need to be developed and implemented.

How would you put into operation the principles which you support?

4. Some alternatives to incarceration are available for use in Ontario.

Which alternatives do you support? Why?

Thank you for your time and effort. Your comments are important to us.



**APPENDIX IV**

**CORRECTIONAL SERVICES: WOMEN'S ISSUES TASK FORCE**  
**Regional Discussion Sessions and Institutional Visits**

<b>DATE</b>	<b>LOCATION</b>	<b>TASK FORCE MEMBERS</b>	<b>COMMUNITY DISCUSSION SESSION</b>	<b>INSTITUTIONAL VISITS</b>
October 20, 1993	Kenora	Carol Montagnes Elizabeth White	Ne Chee Friendship Centre	Kenora Jail
October 21, 1993	Thunder Bay	Carol Montagnes Elizabeth White	Thunder Bay Indian Friendship Centre (satellite office)	Thunder Bay Jail
October 26, 1993	Ottawa	Donna Howell Marg Welch	Elizabeth Fry Society of Ottawa	Ottawa-Carlton Detention Centre
	Hamilton	Elizabeth White Randi Pickering Linda Spears	Salvation Army - Rebecca Street Church	Hamilton-Wentworth Detention Centre
October 27, 1993	Kingston	Donna Howell Marg Welch	The Learning Centre	Quinte Detention Centre
October 27 & December 7, 1993	London	Elizabeth White Randi Pickering	YM/YWCA of London	Elgin-Middlesex Detention Centre
November 2, 1993	Southern Region	Joan Winchell Randi Pickering		Barrie Jail
		Donna Howell Marg Welch		Vanier Centre for Women
November 2 & 17, 1993		Elizabeth White Linda Spears		Metropolitan Toronto West Detention Centre

November 3, 1993	Toronto	All Members	2 Discussion Sessions (am & pm): Regent Park Community Centre	
November 25, 1993	Peterborough	Elizabeth White Linda Spears	Mount Saint Joseph's	Woodland's Residence Peterborough Jail Kawartha House St. Vincent de Paul Open Custody Residence
February 8, 1994	Toronto	All Members	Interministerial Meeting on Women in Conflict With the Law	
	Toronto	Elizabeth White Marg Welch	Ontario Board of Parole	



