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**Impact of  
Proposed Medium Security  
Correctional Facility  
Maple Ridge, B.C.**

**April 1974**

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**P. S. ROSS & PARTNERS**  
MANAGEMENT CONSULTANTS

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IMPACT OF  
PROPOSED MEDIUM SECURITY  
CORRECTIONAL FACILITY  
MAPLE RIDGE, B.C.

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TABLE OF CONTENTS

LETTER OF TRANSMITTAL	
OBJECTIVE OF THE STUDY	1
SUMMARY OF FINDINGS	2
INTRODUCTION	4
THE SETTING: THE ECONOMIC AND SOCIAL CHARACTER OF MAPLE RIDGE AND SURROUNDING REGION-CHARACTERISTICS OF THE PROPOSED INSTITUTION	8
A. Provincial Population & Crime Rates	8
B. Economic & Social Character of Maple Ridge and Surrounding Region	11
C. Relevant Characteristics of Proposed Facility	15
D. Definition of Medium Security - Organization and Operation of the Facility	18
COMMUNITY IMPACT OF EXISTING CORRECTIONAL FACILITIES IN SITUATIONS COMPARABLE TO MAPLE RIDGE	24
A. Matsqui, British Columbia	24
B. Drumheller, Alberta	27
C. Prince Albert, Saskatchewan	31
D. Conclusions	34
POTENTIAL IMPACT ON MAPLE RIDGE OF THE PROPOSED MEDIUM-SECURITY FEDERAL CORRECTIONAL INSTITUTION	
1. Economic Impact	35
2. Social Impact	44
APPENDIX "A" - Map	

# P. S. ROSS & PARTNERS

MANAGEMENT CONSULTANTS

BOARD OF TRADE TOWER

1177 WEST HASTINGS ST. / VANCOUVER 1, B.C. / CANADA / 682-2844

April 30, 1974

Mr. Jim Murphy  
Regional Director  
Canadian Penitentiary Service  
8th Floor - Pacific Centre  
700 West Georgia Street  
Vancouver, B.C.

Dear Sir:

We are pleased to submit our final report on the socio-economic impact of the medium security correctional facility proposed for the District of Maple Ridge, British Columbia. We believe that the study results provide a comprehensive, objective analysis which will be of substantial assistance in considering the establishment of the facility. We have found this study to be interesting and informative, and are happy to have had the opportunity to undertake it.

We wish to acknowledge the valuable assistance which we have received from many sources. Officials of the District of Maple Ridge and other municipalities together with representatives of both Provincial and Federal government agencies have been particularly helpful in providing data and in discussing the subject of our investigations. The cooperation of these and other individuals has facilitated our work and significantly enhanced the results of the study.

Yours very truly,

P.S. ROSS & PARTNERS



David E. Park  
Principal

OBJECTIVE OF THE STUDY

To assess the economic and social impact on the the Municipal District of Maple Ridge, British Columbia, of the construction and operation of a Federal medium-security correctional institution within the District.

SUMMARY OF FINDINGS

1. The continuing growth in population and the incidence of crime coupled with new approaches to facility design have given rise to the requirement for an additional new Federal medium-security correctional institution in the Lower Mainland area of British Columbia.
2. The Maple Ridge area is well suited for the establishment of this facility, particularly since the Haney Correctional Institute will be phased out within the next five years.
3. The Municipal District has a strong need for additional sources of employment and additions to the municipal tax base. The proposed new facility would be a major contributor in both of these respects.
4. The new institution would hold approximately 180 inmates housed in small "living units" within the general site. Modern correctional theory and past experience with larger institutions suggests that this approach should result in a higher rate of success in rehabilitating inmates.
5. A medium-security inmate is defined as one who is not likely to attempt to escape, and who would not be considered dangerous if he did escape.
6. A review of three communities generally comparable to Maple Ridge and having existing Federal correctional facilities indicates that these facilities create some relatively minor social problems which are outweighed by the positive economic impact of the institutions.
7. The new facility would have a total staff of approximately 200, and a payroll of some \$2,000,000 annually. More than \$500,000 would be spent annually in employee benefits, purchases of goods and services, and capital items. This would substantially offset closure of the Haney Correctional Institute.

8. Through the "employment multiplier" effect the new Federal facility indirectly would create an additional 130 to 200 jobs locally. Total local employment resulting from establishment of the institution would be 330 to 400. Total regional employment created would be in the range of 400 to 600 jobs.
9. The new facility would not be likely to significantly increase welfare, policing or court costs to the municipality.
10. Establishment of the institution would result in a grant in lieu of taxes to the municipality of approximately \$94,000 annually.
11. Some additional positive effects would be likely in terms of the availability of staff and facilities in the community.

## INTRODUCTION

The Canadian Penitentiary Service is the corrections arm of the Department of the Solicitor-General of the Government of Canada. As of March 1974 the Service was operating fifty Federal correctional institutions across Canada; fourteen classified as maximum-security institutions, nine as medium-security, and twenty-seven as minimum-security. Of the total Federal facility inmate population of approximately 9,200, thirty-five per cent are held in maximum-security institutions, fifty per cent in medium-security prisons, and fifteen per cent in minimum-security facilities. Total present staff of the Service is approximately 6,000.

The Service presently operates ten correctional institutions in British Columbia. Maximum-security facilities are located at Abbotsford (the Regional Medical Centre) and at New Westminster. There are medium-security facilities at Agassiz and Matsqui, and minimum-security at William Head, Agassiz, Vancouver, Mission City and Victoria. As of March 31, 1973, a total of 1,484 inmates were being held in these facilities.

Three important factors shape the Service's evaluation of its requirements for penitentiary capacity in British Columbia:

- (i) the projected continuation of the rapid growth of the Province's population (including the population of the "Lower Mainland" area in which Maple Ridge is contained)
- (ii) a Provincial crime rate above the national average (significantly higher for certain categories of offences)
- (iii) new directions in the design and administration of Federal correctional facilities across Canada.

The Service has estimated that three new medium-security institutions will be required in British Columbia in the next five years. Construction of a facility of this type at Mission is expected to commence in the summer of 1974. A second medium-security institution has been proposed for the Municipal District of Maple Ridge.

Among alternative possible locations for the latter facility, the Service has discussed the south-west corner of the University of British Columbia Research Forest. The Research Forest is located in the north-west corner of Maple Ridge (see map, Appendix A). The Director of the Research Forest, while willing to consider in principle the location of the facility in the Research Forest, has stated that any decision concerning this would depend upon the Board of Governors of the University of British Columbia and upon the position taken by the residents, Mayor and Council of Maple Ridge.

The Municipal Council of Maple Ridge discussed the proposal of the Canadian Penitentiary Service on February 5, 1974, and voted to request that the Service undertake a study of the impact upon the community of the presence of such a facility. Subsequently P.S. Ross & Partners were retained by the Canadian Penitentiary Service to undertake an objective analysis of the social and economic effects which the proposed institution would have on the area. In addition to a general impact appraisal the study was required to take into consideration the specific concerns raised by Municipal representatives.

The study has involved two concurrent streams of information collection. One has included the gathering and compilation of

information from secondary sources, including publications, policy statements and reports of the Canadian Penitentiary Service; reports and policy statements of the Corrections Branch of the Department of the Attorney-General of the Province of British Columbia; statistics on crime and corrections as reported by Statistics Canada, and reports resulting from other studies of the economic and social impact of various institutions and facilities upon communities. All relevant references have been noted, and are listed in footnotes throughout the report.

The other grouping of information comprises results of direct contact with a variety of sources. Interviews with appropriate managerial staff of the Municipal Governments of Maple Ridge and Matsqui, B.C.\* and Drumheller, Alberta\* were undertaken during the study. Provincial welfare and probation personnel in Maple Ridge and Abbotsford, B.C., Drumheller, Alberta, and Prince Albert, Saskatchewan\* were contacted. Police officials in Maple Ridge, Matsqui, and Drumheller were interviewed. Officials of the Canadian Penitentiary Service and of the Federal Department of the Environment also provided information.

Special interviews were conducted in Ottawa with Mr. John Braithwaite, Deputy Commissioner, Inmate Programs, of the Canadian Penitentiary Service, and in Victoria with Mr. Edgar W. Epp, the Deputy Minister of Corrections for the Province of B.C., and with Mr. Peter Rolston, the Member of the Provincial Legislature representing Maple Ridge.

\* These communities are sites of existing Federal correctional facilities.

An analysis of the impact upon a community of a new industry, type of economic activity, or institutional facility necessarily involves analyzing the present "setting": the geographic, economic and social character of the community and of the region in which it is located, and forces shaping the community's and region's future (in economic and social terms). It also is essential to define as fully as possible the characteristics of a proposed facility, in terms of persons institutionalized, employment level, goods and services which it will require, and physical requirements (including land area, utilities and transportation access). The following section of the study is intended to provide the "setting" for the subsequent evaluation of the potential community impact of the proposed medium security correctional institution at Maple Ridge.

Two factors related to policies of the Government of British Columbia have major implications for the development of the Maple Ridge area and directly or indirectly for the proposed new Federal correctional facility. One of these factors is the agricultural land reserve legislation and regulations restricting areas which may be developed for non-agricultural use. The other factor is the planned reform of the provincial correctional system, including the complete "phasing-out" of the Haney Correctional Institute within five years.\* In this report it is assumed that both of these initiatives will remain in effect for the foreseeable future.

\* An alternate, non-correctional and less labour-intensive use of the facility appears likely.

THE SETTING: THE ECONOMIC AND SOCIAL CHARACTER  
OF MAPLE RIDGE AND SURROUNDING REGION  
CHARACTERISTICS OF THE PROPOSED INSTITUTION

A. Provincial Population and Crime Rates: Present and Projected

British Columbia's population has virtually doubled in the past twenty years, and its share of the population of Canada as a whole has increased to over ten per cent. The Economics and Statistics Branch of the Provincial Department of Industrial Development, Trade and Commerce has projected that the Province's population will increase from 2.14 million people in 1970 to at least 4.81 million people in the year 2000.

While the Lower Mainland is expected to grow in population at a rate below that of the Province as a whole, it is foreseen that the Lower Mainland will experience the greatest absolute population growth (that is, the largest increase in the number of people of any region). The Provincial Government predicts that, based on a conservative rate of migration to the Province, the population of the Lower Mainland (which includes Greater Vancouver, and communities along the Lower Fraser Valley such as Maple Ridge), could increase from approximately 1.12 million in 1970 to over 2.4 million at the end of this century. It should be noted that this projection is based upon the expectation that single and newly-married persons will continue to migrate to the central areas of Vancouver. It is expected that families and industry will continue to move outward toward communities like Maple Ridge, which have maintained a rural and suburban character in a period of rapid population growth.

While British Columbia's population increased by approximately one-third from 1962 to 1970, the Province experienced a one hundred per cent increase in crime. Crime statistics for 1971 published by Statistics Canada, including violations of Federal and Provincial statutes and Municipal by-laws, indicate that British Columbia's crime rate is almost fifty per cent higher than the overall Canadian average. When Criminal Code offences only are examined, the Province's rate in 1971 was more than fifty per cent higher than the national rate.<sup>1</sup> The British Columbia Task Force on Correctional Services and Facilities reported in early 1973 that offences against the person (that is, crimes of violence) more than doubled from 1962 to 1971, and that this total doubled again in 1972.<sup>2</sup> Stated the Task Force:

"In the offences against the person, it can be seen that the incidences of attempted murder have increased more than one hundred per cent in ten years; rape offences have nearly tripled, as have 'other sexual offences'; assaults are more than doubled and incidences of robbery have more than tripled."<sup>3</sup>

"Property offences have all more than doubled, with 'Theft over fifty dollars' offences having tripled."<sup>4</sup>

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1. Crime Statistics (Police) 1971; Statistics Canada, Judicial Division, Ottawa, September, 1973, page 26
  2. B. C. Task Force on Correctional Services and Facilities; B. C. Government, Victoria, B. C., 28 February, 1973, page 3.
  3. ibid, Page 7
  4. ibid, Page 7

With respect to the distribution of criminal activity across the Province, the Task Force concluded that -

"....the degree to which persons charged with offences are spread about the Province... follows closely the distribution of British Columbia's population. For example, the lower mainland and Greater Vancouver area which has fifty-four per cent of the Province's population also has half the number of persons charged." 5

It is especially relevant to note the projection of the Task Force respecting criminal activity in British Columbia up to 1980:

"one could conservatively expect another doubling of the number of Criminal Code offences in the next seven years." 6

This prediction is based upon the fact that Criminal Code offences in British Columbia doubled between 1962 and 1970, and that the degree of urbanization of the Province's population is increasing. It is also based on the expectation that the population growth will be greatest in the highest crime risk categories. Almost three-quarters of the population growth in the Province since 1965 has resulted from migration. A higher proportion of migrants to British Columbia are of prime labour force age (which corresponds to the highest incidence of crime) in comparison with the existing provincial population.

The third factor influencing the future needs of the Canadian Penitentiary Service for correctional facilities in British Columbia is the evolution of new policies for the Service, translated into novel design of facilities and new approaches to the rehabilitation of inmates. The development of new approaches by the Service will be explained later in this section,

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5. ibid, page 17

6. ibid, page 43

with discussion of the proposed facility in terms of its design, projected staff and inmate population, and planned rehabilitative activities.

B. The Economic and Social Character of Maple Ridge and Surrounding Region

The Municipal District of Maple Ridge is located on the northern side of the Fraser River, approximately twenty-five miles east of downtown Vancouver.\* Maple Ridge, located between Pitt Meadows on the west and Mission on the east, has a total area of 70,500 acres. Of this 27,000 acres in the northern area of the Municipality were classified in 1971 as uninhabitable.<sup>7</sup> The major settled area of the Municipality is the area in the western section of Maple Ridge bounded by the Fraser River to the south and the floodplain of the Alouette River to the north.\* It is estimated that over seventy per cent of the Municipality's population lives in "West Maple Ridge". The principal trend of population growth in Maple Ridge has been in an east-west direction along the southern boundary. The major reasons identified for this trend in the planning study on Maple Ridge published in 1971 were the existence of major transportation routes along the southern edge of Maple Ridge; the floodplain areas of the north-west portion of the Municipality; and the presence of the Coast Mountain Range, the University of British Columbia Research Forest, Golden Ears Provincial Park and the Haney Correctional Institute.

Of direct relevance to this study is the fact that sustained population growth of Maple Ridge has not been matched by employment creation within the Municipality. The statement of the Lower Mainland Regional Planning Board in its Maple Ridge Study (1967) that -

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7. Planning Goals and Guidelines for Maple Ridge: 1972-76; Dewdney Alouette Regional District Planning Department, Municipal Planning Service, 1971, page 2

\* See map - Appendix A.

"the economic base of Maple Ridge, then, in terms of employment, is clearly of dependence on Metropolitan Vancouver." 8 would seem to be just as valid in 1974.

It is estimated that the Municipality's population increased by twenty-seven per cent between 1966 and 1971, when the population of Maple Ridge had increased to approximately 24,500. The Planning Department of the Municipal Government has projected that the 1974 population will stand at over 29,000. This would represent an increase of almost twenty per cent in three years, and would give the Municipality a population density of over 260 people per square mile. In comparison, the estimated average population density in the Lower Fraser Valley is approximately 1,100 people per square mile.

The Planning Department of Maple Ridge has projected that the population of the Municipality will increase to at least 43,000 residents in 1980, and could reach as high as 55,000 by the beginning of the next decade. It is anticipated that the bulk of this growth will constitute a "filling-in" of the south-western portion of the area. The Planning Department estimates that a doubling of the population of Maple Ridge could be absorbed in the south-west section of Maple Ridge through this "filling-in".

The impact of a continued annual level of housing construction of up to one thousand units would be an annual population increase of up to 3,500 people, including as many as 525 children of school age (elementary and secondary). Because the bulk of newcomers to Maple Ridge

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8. Maple Ridge Study; Lower Mainland Regional Planning Board, Municipal Planning Service, October, 1967, page 5

are young families employed in Greater Vancouver, a sustained influx of people places increased demand on the local educational system. The Planning Department fears that a "time-lag" effect will lead to a significant increase in demand for school capacity within five years. Accompanying population growth of this magnitude is increased demand for other forms of municipally financed services: health clinics and hospitals; physical services (sewer, water, roads, street lighting); recreation facilities (parks, swimming pools, rinks, athletic fields); and public protection (police and fire protection). Although other sources of funds may be of assistance in meeting the cost of these services, real property taxation within the Municipality is the major source.

As with other municipalities in proximity to major cities across Canada, the financial burden of growth falls largely on existing residents of the community. There is an absence in Maple Ridge of industrial and commercial activity on a scale sufficient to provide a significant share of the tax base required to support increasingly expensive municipal services. The Planning Department has estimated that only thirteen per cent of the assessment base of Maple Ridge is non-residential. At present, at least part of the costs associated with new residential development are recovered by the Municipality through impost fees of \$1,000 or more per lot which are charged developers for the provision of services. It is not certain that the Provincial Government will allow municipalities to continue this practice.

Although the various forms of municipal services are discussed in

more detail later in this report, two potential future problem areas warrant mention here. First, Maple Ridge still has a Volunteer Fire Department. As the population grows, some form of a permanent force will be required, at significantly higher cost to the Municipality than the present volunteer force. Second, recent rapid population growth and the necessary diversion of municipal expenditures to other more immediately critical services have put Maple Ridge's existing recreational facilities under more pressure. As public expectations regarding recreation, culture and athletic facilities increase, increased budgets for these facilities and services will also be required.

The previously mentioned 1967 Maple Ridge Study stated that -

"an important objective for future development might be to encourage the growth of local employment opportunities. Success in this objective would produce a broader, more diversified municipal tax base, reduce dependence on other Metropolitan Area centres, and eliminate some of the time losses in long journeys to work. Financing of local services for this local population, based on the Municipality's real property assessment, would be strengthened by this growth in municipal 'self-reliance'.<sup>9</sup>

It is obvious that a Federal medium-security institution would create employment locally (as Federal and Provincial correctional institutions have done in the past), and that through its payroll and expenditures it would stimulate business in Maple Ridge. It also would contribute "taxes" (in the form of a 'grant in lieu of taxes').

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9. ibid, page 8

C. Relevant Characteristics of the Proposed Facility

Beginning approximately 1960, the Canadian Penitentiary Service began to plan, construct and operate maximum and medium-security institutions with accommodation for approximately 450 inmates each. This entailed a considerable reduction in size compared to institutions constructed in the past, many of which had grown to hold as many as one thousand inmates. This reduction in size of institutions was an initial step towards more modern correctional practices. In recent years many new directions in facilities and programs have been proposed, and some major changes have taken place.

Of particular relevance to this study is the development of the "Living Unit Concept". Fundamentally, the Living Unit Concept entails the establishment of small inmate groups in corresponding sized physical units with living unit officers who serve as counsellors. Because it has been found that large institutions tend to instill and reinforce an inmate "culture" which hampers efforts at rehabilitation of the inmate on an individual basis, the Service has adopted the living unit concept.

In the past it was considered that institutions should be large complexes where a number of central services could be utilized, especially when remote from municipal water and sewer services. Locations were based upon regional economic needs for new resource activity, rather than on inmate needs. In contrast it is now intended that institutions be located as close as possible to the communities from which the inmates came and to which they will return after sentences

are completed. The facility proposed for Maple Ridge would be located relatively close to most of the Lower Mainland area, from which most of the inmates would originate.

The Canadian Penitentiary Service has provided P.S. Ross & Partners with specific information on the facility proposed for Maple Ridge.

This information has been integrated into a comprehensive description in terms of size, budget, physical requirements, and planned inmate programs.

The facility would be constructed for a maximum of 180 inmates. Construction would be undertaken in one phase, and the inmates would be moved to the new prison as soon as it was completed. No provision has been made by the Service for expansion of the size or population of the institution in later years.

A number of "living units" on a common site would form the basis of the institution, with a maximum of 18 people per unit. The development would see the construction of 13 buildings located on an area of land approximately 900 ft. by 900 ft. A double fence would enclose the building site, and a road would be built fifty feet from the outside fence for perimeter patrol. In total approximately fifteen to twenty acres of land would be required for the facility, with the exact area depending upon the availability of municipal services such as water supply and sewage disposal.

The buildings would be placed in four distinct groups to meet functional needs. The administrative and community groups would be linked together by weather protected walkways where high traffic frequency occurs. Each building would have its own heating plant. Besides three-phase electrical power from B.C. Hydro, a standby diesel generator would be installed to provide essential power (for perimeter lighting and other critical loads) during power outages. Water would be obtained from the most appropriate source as determined following selection of the site for the prison. If garbage removal is not available, an incinerator would be built; for sewage disposal and treatment, a lagoon or treatment plant would be required. If the prison were not connected to the municipal system, the sewage system employed at the prison would conform to Environment Canada standards (which are reported to be more strict than prevailing provincial standards).

With respect to fire protection, all buildings would conform to Dominion Fire Commissioner standards. All staff would receive first aid and fire training. A fire crew would be recruited from the staff and would operate like a volunteer fire crew; it is also possible that an inmate crew might be trained. The Service would sign a contract with Maple Ridge's Volunteer Fire Department for back-up service, if this were possible.

Based upon the most recent estimate (late February, 1974) of the cost of the medium-security institution to be constructed at Mission, the total cost of a facility at Maple Ridge would be at least \$6.5 million. With equipment and furnishings included, total cost would be in the area of \$6.85 million. As has already been indicated, the prison would be constructed to completion in one stage.

D. Definition of Medium Security; Organization and Operation  
of the Facility

A medium security inmate is defined by the Canadian Penitentiary Service as one who is not likely to attempt to escape, and who would not be considered dangerous if he did escape.

In a medium security institution such as is proposed for Maple Ridge, security would be minimal within the site. Perimeter security, however, would be emphasized to assure that inmates remain within the facility.

There would be a normal work day, five days a week. The inmate is expected to put in regular work periods, either on industrial work, building maintenance, or academic or vocational training. There would be extensive evening and weekend activities in lieu of idle time in living units. Opportunities to enjoy recreation and group events would be arranged. Visiting would be expanded to assure that good communication is kept with family and friends so that a high level of socialization can be maintained. The living unit officers would appreciate the needs of the inmates and attempt to correct problems leading to anti-social activity, to reduce tension and thus avoid those activities that disrupt a program such as fights, disturbances and escapes.

In any new medium-security institution, temporary absences would be granted. The granting of temporary absence is a practice which has grown over the last four or five years as a method of treatment whereby the inmate is re-integrated into society after sentencing.

Residents of institutions are not granted temporary absences until they have been in a penitentiary for a period of at least six months, and they have been satisfactorily assessed by classification officers. Inmates serving life sentences, kidnappers, habitual criminals and inmates affiliated with organized crime, do not receive temporary absence privileges until at least three years of the sentence have elapsed, and the Regional Director of the Penitentiary Service has given his approval.

The Service estimates that the percentage of inmates who have received temporary absences and who have not returned to the institution has been approximately .05% of the total since the program began. The Service has also calculated that the percentage of inmates who have committed a criminal offence while on temporary absence has been approximately .001% of the total.

Many inmates on temporary absence are in a group and under the escort of a penitentiary officer. Some inmates on temporary (day) parole engage in casual work in the community where the institution is located. Others participate voluntarily in community or humanitarian projects. As an example of volunteer work, at Matsqui a number of inmates on temporary parole are engaged in the care and teaching of mentally retarded children.

The Canadian Penitentiary Service has estimated that the total regular staff required for the proposed correctional facility at Maple Ridge would be from 165 to 185 persons. The proposed breakdown of staff for the maximum level is:

Medical Services	7
Religious Services	2
Classification and Psychology	9
Academic Programs	1
Trades Training	10*
Social Services	8
General Training	2
Security	54
Living Unit Officers	55
General Supervision	2
Food Services	4
Administration	18**
Utilities	2
Works	9
Total	183 employees

An additional number of persons equal to approximately 10 per cent of the above total would be employed in temporary and casual categories, winter works programs, or as teachers (at least four) or as other instructors on contract. Total direct employment at the institution therefore would be approximately 200.

Although it is now difficult to predict exactly what percentage of the staff will be hired locally, the following points can be made, and some tentative conclusions may be drawn:

1. The Service anticipates that approximately twenty-five per cent of the above positions would be filled through the transfer of existing Service staff to the new prison. The remaining positions would be filled by governing regulations and competitions open to the public.

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\* Including instruction in industrial arts and crafts; woodwork; metal-work; drafting; wood products; metal products; painting and finishing; and small engine repairs.

\*\* Including procurement, personnel and finance.

2. In the case of positions which might be filled by promotion from within the Service (especially top level administrative and professional positions), present employees of the Service would have first opportunity to fill them.
3. In the case of "entry level" positions (especially lower level administrative, instructional, service, custodial and security positions) first opportunity would be given to people referred to the Service by the Canada Manpower Centre serving Maple Ridge.

Women may fill jobs as librarians, office workers, teachers or counsellors, and may compete for all positions except security staff. It is anticipated that a minimum of 25 positions would be filled by females, and this total could be significantly higher. Although the Service prefers high school graduates for Correctional Officers, applicants with Grade X education are eligible for hiring if they are considered suitable candidates. Correctional Officers may qualify for Living Unit Officer positions in competition.

The Service has not yet begun planning the training and staff development program for the new facility, but such a program will be developed once final plans for establishing the institution are approved. The Service carries out in-service and out-service training programs. At present, for instance, thirty persons on full salary with the Service are attending University.

The approximate annual payroll for a permanent staff level of 183 persons would include:

Security Staff (109)	\$ 1,079,100
Services (28)	315,640
Social Services & Classification (17)	177,290
Training (13)	136,500
Administration (16)	144,000
	<hr/>
Approximate total annual permanent payroll	\$ 1,852,530
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Taking into consideration that total employment would be approximately 200, the total payroll for the proposed facility would be close to \$2,000,000 annually. In addition, fringe benefits involving further transfers of government funds on behalf of these employees would total approximately \$120,000 annually.

The annual estimated budget for the purchase of supplies and materials would include:

Food	\$ 80,000
Clothing	20,000
Workshop supplies	50,000
Canteen supplies	15,000
Other supplies & materials	110,000
	<hr/>
Approximate total annual purchases of supplies	\$ 275,000
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Estimated annual budget for the purchase of services for the prison includes:

Medical services	\$ 10,000
Utilities	30,000
Education	25,000
Other	16,000

Approximate total annual purchases of services \$ 81,000

On an annual basis, the prison's capital budget for construction, repairs, maintenance, as well as replacement or addition of equipment, would equal approximately \$50,000.

Approximate total annual prison budget with potential on-going economic impact on the community (total of payroll, fringe benefits plus purchases of materials, supplies and services) would be \$2.53 million.

COMMUNITY IMPACT OF EXISTING CORRECTIONAL FACILITIES  
IN SITUATIONS COMPARABLE TO MAPLE RIDGE

Before conclusions are drawn respecting the potential community impact of the Federal correctional facility proposed for Maple Ridge, information collected by P. S. Ross & Partners concerning three western Canadian communities with existing Federal facilities will be presented. Through personal and telephone interviews and from secondary sources of information such as Federal Government reports and statistics, information has been obtained regarding Matsqui in the Province of British Columbia, Drumheller in the Province of Alberta, and Prince Albert in the Province of Saskatchewan. The experience of these communities provides a general indication of the impact which might be expected from the new facility proposed for Maple Ridge.

A. Matsqui, British Columbia

The Municipal District of Matsqui, with a population estimated at approximately 25,000, is located on the southern shore of the Fraser River approximately 35 miles east of central Vancouver. Located at Matsqui are a medium-security correctional institution and a maximum-security Regional Medical Centre of the Canadian Penitentiary Service. As of March, 1974, the total inmate population of these facilities was approximately 386 and 122 respectively.

In the opinion of the Chief of Police at Matsqui, because of the high proportion of inmates with drug dependencies the earlier impact of the Federal institution there included greater availability and use of drugs in Matsqui by residents and inmates alike. He also believes

that instances of crime resulted from overly permissive temporary absences and day releases from the prison, as well as from the tendency of some inmates to stay in Matsqui or Abbotsford after release. As a result, increased police activity was required (although this has not been directly reflected in additional policing costs and staffing).

The Chief of Police stated that since temporary absences and security have been tightened at the prison, there has been less of a problem. In addition, Matsqui police keep a close watch on released inmates who have stayed in the area.

Matsqui's police force includes 25 men, patrolling close to 85 square miles. Although escapes and other disturbances have increased the police force's workload to some extent, this is offset by staff of the penitentiary who serve as auxiliary to the force. At present, approximately fifteen employees of the prison help the regular police force with week-end patrols, and crowd control at the Abbotsford Air Show.

The Municipal Treasurer of Matsqui stated that on an overall basis the impact of the institution has been good. The Municipality received a "grant in lieu of taxes" of \$167,923 in 1973 from the Federal Government, based upon a total assessed value of \$2,321,460. Substantial local hiring was undertaken when the institutions opened, and is continuing. There are currently approximately 275 employees at the Matsqui Institution and 175 at the Regional Medical Centre.

Inmates at Matsqui are involved in a number of activities which are beneficial to the community. They build park benches, picnic tables, and other recreation equipment. Several are constructing playgrounds, coaching Little League Baseball, and refereeing or umpiring in community sports leagues. Others participate in the local "Big Brother" program and projects. As mentioned previously, a number of inmates on temporary (day time) absence are engaged in the care and teaching of mentally retarded children.

The offices of the Provincial Department of Human Resources in Abbotsford estimated that as many as sixty to seventy wives and girlfriends of inmates at Matsqui have moved to Matsqui, and currently are on social assistance (they represent approximately 10% of the total number of persons on social assistance). The office also stated that a significant number of released inmates stay in the area, because of job opportunities, pleasant surroundings, and/or meeting local girls. According to the case worker interviewed (whose caseload is constituted mainly of one-parent families), inmates who have been employed through day paroles and temporary absences and others who have received vocational training at the facility, have found employment in construction, poultry farming and mechanical work.

The case worker emphasized that the presence of the institution is not the major reason for welfare in Abbotsford-Matsqui. It was stated that family breakdowns, especially young families, and the movement of divorced or separated wives from Vancouver to communities like Abbotsford (with a lower cost of living) are more common reasons for families receiving social assistance. Also, it was stated that there is no evidence of increased juvenile delinquency resulting from the institution and the people moving to the area because of it.

In the opinion of the case worker, the influx of wives, girlfriends and families of inmates has accentuated the shortage of low to middle income housing in the area. However, the Municipal Treasurer stated that the presence of the Federal prison has not impeded housing development around it. Housing immediately north and north-east of the prison has been built and occupied, although housing prices have been slightly lower there. In addition, a special sewer line was laid to the prison by the Federal Government and could be utilized for other development in the future.

In summary, there have been problems created (or at least, aggravated) by the presence of the correctional facilities at Matsqui. Local opinion, however, as interpreted by the Chief of Police and the Treasurer of the Municipality, is generally positive toward the institution. There is little evidence of breakdown of the community's social fabric.

B. Drumheller, Alberta

Drumheller, with a population of approximately 5,800, is located 80 miles east of Calgary. Formerly the centre of extensive coal production, the Drumheller area experienced economic hardship in the early 1960's as the result of extensive mine closings. Drumheller's role as the service and shopping centre for the surrounding area was virtually all the economic activity left in the community.

The City Manager of Drumheller indicated that by the mid-1960's, Drumheller actively sought industry or any other form of job and payroll producing activity. As a result, Drumheller sought and received

the new medium-security institution planned for Western Canada by the Canadian Penitentiary Service. The facility has been open for approximately seven years. It presently employs 260 persons, and holds between 400 and 450 inmates.

The City Manager believes that since establishment of the Drumheller institution, the economic decline of the community has halted. Moderate population growth has occurred as a result of the presence of the facility, the annexation of adjacent villages, and the general trend of people from rural areas migrating to urban centres.

Inmates at Drumheller make signs and playground equipment for the City. They also repair and repaint vehicles for non-profit organizations in the area. A local youth camp and an addition to a golf clubhouse have been built as training or volunteer projects. A variety of other community projects and non-profit agencies benefit from supporting activities of inmates. Of particular interest to Maple Ridge, there is a reciprocal understanding with the City Fire Department.

The City Manager stated that the institution has placed little burden on Drumheller's municipal budget. The community already possessed adequate educational and health facilities. The Federal Government paid for servicing of the penitentiary with sewer, water and roads. The City last year received over \$190,000 from the Federal Government as a grant in lieu of taxes on the facility.

It is estimated that approximately 30 per cent of the penitentiary staff have been hired locally, with a higher proportion hired from the entire Drumheller region. At present a number of the staff live outside of Drumheller because of a shortage of housing in the community.

The Head of the Drumheller RCMP Detachment stated that the penitentiary has not added any appreciable amount to police staffing and associated costs, although approximately one man-day per week is taken up by police staff interviewing convicts about offences committed before their imprisonment.

In his opinion, there has been little problem to date with inmates either on temporary absence or on day parole. Approximately one escape per year has occurred, with no violence resulting from any escapes.

The location of the prison has resulted in a higher number of parolees living in Drumheller, since a small number of released inmates stay in the area. In the opinion of the detachment head, the prison has led to an increase in crime and to more violent crime in Drumheller, although the institution's impact is difficult to measure. He stated that Drumheller traditionally has had a higher crime rate than other Alberta centres of comparable size, even before the facility was built there. According to the detachment head, some persons in the community believe that increased use of "hard" drugs is due to the presence of the institution.

The Administrator of the local office of the Alberta Department of Health and Social Development estimates that between fifteen and twenty families of inmates who have moved to Drumheller to be close to inmates are on public assistance at any one time. He stated that the number of families in this category would be higher except for the shortage of housing in Drumheller. He observed that because very few of the families stay in or around Drumheller after the inmate's release, the number of families remains fairly constant and their "turnover" is fairly steady.

It was also stated that many of the families which come to Drumheller because the family head is imprisoned there tend to be "problem families" and put pressure on community social service agencies. Among problems mentioned were alcoholism, psychiatric problems, child abuse, and a generally high level of dependency upon government and community agencies. Because most families are very young, juvenile delinquency among this group is not relevant.

The administrator indicated that inmates' wives who are living at Drumheller tend to be isolated from one another and from the community. They are not encouraged by the Penitentiary Service to come to Drumheller, but the Service can do very little to stop them from coming. It has been suggested that inmates' wives have smuggled drugs into the prison, but there has been no proof of this allegation.

In summary, it appears that the impact of the prison on Drumheller generally has been beneficial. Establishment of the institution did accentuate the area's housing shortage, and has led to a larger welfare roll. However, the facility helped to save the community from economic decline. The relatively large payroll and the grant in lieu of taxes have been a significant stimulant to the local economy. Drumheller is isolated from major generators of economic activity. Nearby coal deposits eventually will be exploited again, but for the foreseeable future the prison will remain important to the community.

C. Prince Albert, Saskatchewan

Prince Albert, Saskatchewan, with a population of some 28,500, is located eighty miles south of the geographic centre of the province.

Like Maple Ridge, Prince Albert has a variety of correctional institutions. These include an older Federal maximum-security institution with a 1973 inmate population of approximately 560; a Provincial Correctional Centre for men (roughly 250 inmates); and a Provincial Correctional Centre for women (approximately 30 inmates). Prince Albert also contains a number of "half-way houses" for alcoholics, juveniles, and ex-prisoners on probation.

Interviews with a former Director of Provincial Social Services in Prince Albert and with a probation officer at Prince Albert have revealed that the presence of three prisons in one community the size of Prince Albert does put pressure on community and social services, and on the limited supply of adequate low and middle income housing.

However, like Maple Ridge, Prince Albert has been slow to attract industry. Unlike Maple Ridge, Prince Albert is not experiencing significant population growth. The three institutions provide a substantial proportion of the city's employment base, and are relatively more important since there are limited job opportunities in the vicinity.

Both persons interviewed indicated that the presence of the Federal penitentiary has resulted in a fairly high number of wives and girlfriends moving to Prince Albert in order to be close to inmates. It was estimated that anywhere from 25 to 30 women on social assistance at any one time are in this category.

Both of those interviewed stated that a very large majority of released inmates tend to return to their place of origin. Some inmates do remain in the community after being released if their wives (and children) have become established successfully in Prince Albert. It was mentioned that the community has the highest number of parolees per capita in Saskatchewan. However, neither of those with whom the matter was discussed believed that the presence of the correctional facilities has led to an identifiable increase in the local crime rate.

The probation officer interviewed stated that small "networks" of criminal activity develop from time to time which smuggle drugs and other contraband into the prisons. He also stated that the

families of inmates who move to Prince Albert tend to be more likely to require social assistance, to have health problems, and that the children tend to have more "run-ins" with the police.

There has been an influx to Prince Albert of native people from northern Saskatchewan. This influx is generally unrelated to the presence of the correctional facilities, and has aggravated the city's economic and social problems far more than the institutions have.

Inmates of the Prince Albert Penitentiary provide a variety of services and products which are beneficial to the community. A community participation program has involved activities such as tree planting and painting an orphanage. An inmate group repairs children's toys as Christmas gifts for the Salvation Army. Inmates who have qualified as St. John's Ambulance instructors give courses in outlying communities. Playground and recreational equipment is manufactured for municipal governments and non-profit organizations. Furniture is manufactured for churches, schools, libraries, and other institutions. Several dozen inmates on temporary parole are successfully employed, including such activities as reforestation and forest fire suppression.

In summary, the presence of the three correctional facilities in Prince Albert does cause some pressure on community services and the local housing supply. On the other hand, the closing of these facilities would lead to economic disaster for the city.

D. Conclusions from Analysis of Existing Correctional Facilities  
in Situations Comparable to Maple Ridge

In general, a Federal correctional institution in this type of situation has a positive economic effect locally through the provision of employment, income, and grant in lieu of taxes. There tends to be some impact on local social agencies and a minor impact on lower income housing locally from a limited number of inmates' "problem families" which migrate to the community. No appreciable increase in crime or local policing costs appears to be caused, although some observers believe there may be increased local use of illicit drugs. Almost all released inmates leave the area, and there is not evidence of any significant strain on the fabric of the community. Inmates tend to be involved in a variety of activities which are beneficial to nearby communities. Local observers see the net impact as being positive.

POTENTIAL IMPACT ON MAPLE RIDGE OF THE PROPOSED MEDIUM-  
SECURITY FEDERAL CORRECTIONAL INSTITUTION

The primary concern of this report is assessment of the likely impact of the new medium security correctional facility which it is proposed to establish in the District Municipality of Maple Ridge. Of particular importance is the local impact, in terms of both economic and social factors. The following sections of this report draw upon the information and analysis presented earlier, and outline the likely impact in these areas of prime concern in a way which will facilitate an appreciation of the projected institution by all of those who may be concerned.

1. Economic Impact:

(a) Direct Job Creation

The Canadian Penitentiary Service has estimated that at least 60 of the permanent new positions at Maple Ridge (out of a total of approximately 180) could be filled through local hiring. The average salary at Maple Ridge is expected to be approximately \$10,000.

Given past trends of local hiring for new Federal penitentiaries (where the Service has estimated that approximately seventy-five per cent of new positions have been filled locally), it is probable that local hiring would total over one hundred positions, and might account for as many as 120 of the new jobs.

There are several reasons for this estimate:

1. Nearly one-half of the project's 109 new positions involved

with security are to be Living Unit Officers and other positions involved with internal operation of the living units. The other half are not, and many of these fifty-four positions could be filled by new employees of the Service.

2. A high proportion of lower level administrative, maintenance and training positions will likely be available to new employees of the Service, rather than involving the transfer of existing Service staff from elsewhere. Thus, as many as twenty-five new positions in the services, training and administrative categories may be filled by local residents.
3. There will be an average of 20 positions associated with the new facility which will be of temporary, casual or contract status. A majority of the individuals filling these jobs would be hired locally.
4. The announcement by the Provincial Government that Haney Correctional Institute is to be phased out over the next five years would almost certainly have profound implications for local hiring at all levels of experience and qualifications.

The Provincial Government has announced a new corrections policy for British Columbia, under which institutions are to be as small as possible (from ten to twenty beds, if possible) and located as near as possible to the inmate's place of domicile. The five year program approved by the Provincial Government includes the "phasing out" of the Haney Correctional Institute, to begin in 1976 and to be completed by 1979. It is doubtful whether Maple Ridge would receive more than one of the new small-scale provincial correctional facilities. No definite indication has yet been given as to whether the Province plans to make changes respecting Twin Maples Farm and the Alouette River Unit.

As of April, 1974, Haney Correctional Institute employed 292 persons full-time (274 men and 18 women); the Alouette River Unit had 56 employees (50 men and 6 women); and Twin Maples Farm, 20 (19 women and 1 man).

It is likely that many of those presently employed at the Haney Correctional Institute would prefer to remain in Maple Ridge (a provincial government source estimates that approximately 75 per cent of the Correctional Institute employees live in the municipality). There also may be a shift in the qualifications required for the new provincial correctional facilities. These circumstances indicate that there will be a pool of qualified persons available in Maple Ridge who likely would seek employment at the proposed Federal correctional facility. Accordingly, the proportion of employees for the new institution which would be hired locally would be relatively high.

In summary, a total of approximately 200 jobs would be created directly in Maple Ridge through establishment of the proposed Federal correctional facility. Of these, perhaps 120 would be filled by local residents.

(b) Direct Impact Through the Purchase of Goods and Services

As previously stated, the projected operating budget of the proposed institution would include approximately \$275,000 for the purchase of supplies and materials, and over \$80,000 for the purchase of services. In addition, a capital amount of approximately \$50,000 would be spent annually on construction, repairs and maintenance as well as the

replacement or addition of equipment. In total, there would be approximately \$400,000 in purchases annually. Based on past experience, the Penitentiary Service estimates that over \$100,000 of this might be spent in the local area. A large proportion of the remaining purchases would be made in the Lower Mainland region.

(c) Impact upon the Maple Ridge Municipal Budget

A British Columbia municipalities' share of the cost of income assistance and other forms of social welfare is calculated on the basis of a per capita levy which is uniform across the province. The levy currently stands at \$1.20 per month per resident of each municipality. Therefore, even if Maple Ridge were to attract a larger welfare roll because of the presence of the facility, the impact on the municipal budget would only show up minimally in administration costs (processing of cheques and accounting of payments). In fact, a community with a welfare roll which is higher per capita than the Provincial average is in effect receiving a net income. In such a situation, the local economy would benefit to some degree, depending upon the extent to which the local welfare roll exceeds the Provincial average.

Court and judicial costs became a fully provincial responsibility on April 1, 1974, so that increased demand for court facilities (which was not indicated at Matsqui, Drumheller or Prince Albert) would not result in increased municipal budgetary spending.

There was no evidence in Matsqui or Drumheller of additional costs of police protection because of the presence of federal penitentiaries in the two communities. An annual one to two man increase in the R.C.M.P. establishment in Maple Ridge is anticipated over the next two years because of population growth. A local R.C.M.P. officer stated that major crimes in Maple Ridge are usually committed by outsiders, and added that he would foresee no need for additional staff if a new federal institution were well guarded. Although there are three correctional facilities in Maple Ridge, the per capita cost of policing to the community was only about fourteen dollars in 1973.

The costs of released Federal prisoners travelling back to their communities of origin are borne by the Canadian Penitentiary Service.

As noted earlier, the institution would have its own fire protection equipment, a trained staff to deal with fires, and possibly a trained inmate volunteer fire department. The Canadian Penitentiary Service has confirmed that the fire protection services it provides could be shared with the Municipality. There is also a possibility that staff of the facility could form the basis for an auxiliary police unit.

Until a specific location has been chosen for the proposed institution, it is not possible to determine the impact on Maple Ridge's municipal budget of the provision of roads, utilities, and other physical requirements to the facility. In other locations these services have been provided or paid for by the Federal Government.

The impact of the institution's payroll and purchases upon the local economy would stimulate the community's commercial sector, and therefore the Municipality's commercial assessment base. While the residential assessment base would be increased whether or not new residents are employed locally, the "grant in lieu of taxes" paid by the Federal Government to the municipality would provide revenue from a non-residential source.

The cost of construction of the institution (including the cost of machinery and equipment) is estimated to be \$6.85 million. The stated policy and observed practice of the Federal Government is to pay a grant in lieu of taxes which is calculated on the same basis as for other taxpayers in general. In the case of the District Municipality of Maple Ridge, the grant in lieu of taxes for the proposed new correctional facility would be as follows:

Estimated Value of Improvements	\$ 6,850,000
Assessed Value of Improvements (24% of estimated value)	1,644,000

Estimated Value of Land:

Assuming that the proposed new facility will require 19 acres and that the value of the land is \$2,000 per acre (a reasonable assumption for the area), the estimated value of the land involved would be \$38,000.

The local real property tax rate recently was 73.64 mills. Land is taxed on the basis of 100 per cent of assessed value, and improvements on 75 per cent of assessed value.

Calculation of real property tax -

On land =	$\$38,000 \times 100\% \times .07364 =$	\$ 2,798
On improvements =		
	$\$1,644,000 \times 75\% \times .07364 =$	\$ 90,798
Total Tax		<u>\$ 93,596</u>

The grant in lieu of taxes paid by the Federal Government would be approximately the above amount.

In summary, if the costs of providing utilities and road access to the proposed institution were borne by the Federal Government (as they have been elsewhere), the municipality would receive a significant cash flow with little corresponding increase in the cost of providing services. In addition, cooperation in such areas as the provision of fire protection and utilization of prison shops could further assist the municipality.

(d) Indirect Economic Effects

The economic base of a community is defined as those activities in that community which provide the basic employment and income on which most of the rest of the community's economy depends; "basic" industries make up the economic base of a community. The expenditures (including payroll and purchases) associated with the proposed institution would be paid for with Federal Government funds. Since virtually all of these funds originate outside of Maple Ridge, the new facility would constitute a "basic" industry. Thus, the new prison would be one of the fundamental activities supporting the other employment and income in the area.

A common method of measuring the economic impact of a basic industry is called the employment multiplier. This is defined as the total number of jobs created in other industries or economic sectors as the result of jobs in a basic industry, usually expressed in terms of a ratio.

The employment multiplier effect arises from employees in the basic industry spending their incomes and from the purchases of goods and services by the basic industry. These dollars partly flow into local businesses and local taxes, thus helping to pay the incomes and support the jobs of other local residents. These income dollars and business purchases are spent and respent in a chain reaction fashion, until the proportion which is saved (i.e. not spent) or which is spent outside of the area absorbs the basic amount.

In past studies, the employment multiplier has been found to vary from industry to industry, and from location to location. No known studies have been undertaken to determine a prison's multiplier effect. However, based upon a number of studies which have been carried out concerning small to medium-sized communities in Western Canada and others in the United States, a reasonable estimate of the local employment multiplier for the proposed correctional facility in Maple Ridge would be between 0.65 and 1.0. In other words, the 200 jobs which would be created directly through establishing the facility would be accompanied by another 130 to 200 jobs which would be induced in the local economy, for a total of 330 to 400 jobs created locally. Depending upon the housing situation

in the area and local geographic configurations, some of these indirectly created jobs might be in neighbouring municipalities. On the other hand, a majority would almost certainly be in Maple Ridge.

The total regional employment multiplier associated with the proposed prison likely would be between 1.0 and 2.0. Thus the 200 jobs at the institution would result in 200 to 400 additional jobs (including those in Maple Ridge) being created by the induced effect in the Lower Mainland region. Of course, the regional employment multiplier effect would occur regardless of where in the region the facility is constructed. The total of 400 to 600 jobs created directly and indirectly in the region would be created in any event if the institution were build elsewhere than in Maple Ridge but still in the Lower Mainland area.

An income multiplier effect obviously parallels any employment multiplier effect. For purposes of illustration, the magnitude of this effect will be estimated for the Federal correctional facility proposed for Maple Ridge.

Earlier it was shown that the total payroll for the new institution would be approximately \$2,000,000 annually. Assuming that the jobs induced in the local economy had incomes of \$10,000 per annum (the same average income as the jobs at the prison), then an additional \$1,300,000 to \$2,000,000 in income would be created indirectly. The total income impact in the local area (largely in Maple Ridge) therefore would be \$3,300,000 to \$4,000,000 annually. For the

regional economy, a total of \$4,000,000 to \$6,000,000 in direct plus induced employment income would be created.

In addition to the income of employees, the new facility would introduce expenditures of over \$500,000 in the cost of employee benefits, supplies and materials, services, and capital items, and almost \$100,000 in grant in lieu of property taxes. These expenditures are a part of the reason for the employment multiplier effect. They obviously induce similar spending by the local businesses or government agencies which are recipients of these funds, and thus have a similar "multiplier" effect. This could be expressed in a total dollar economic contribution to the local economy, but unlike the employment multiplier effect the required economic parameters are not available to calculate this.

## 2. Social Impact

### (a) Attraction of Inmates' Families and Released Inmates to Maple Ridge

It would appear from research on the impact of correctional facilities at Matsqui, Drumheller and Prince Albert that there is a pronounced tendency for a correctional institution to attract wives (and children) and girlfriends of inmates, many requiring social assistance. A tendency of released inmates to stay in the community where they are imprisoned is evident, but to a minor extent.

It is difficult to predict how many inmate families requiring social assistance would move to Maple Ridge if the new correctional facility were located there. Given the location of Maple Ridge relatively

close to Greater Vancouver, perhaps fifteen to twenty families of inmates would require social assistance at any one time in Maple Ridge.

Interviews with staff of the Maple Ridge offices of the Department of Human Resources and of the Provincial Probation Services indicated no trend for families of inmates of Haney Correctional institute, Twin Maples and the Alouette River Unit to move to Maple Ridge, and receive welfare. However, with a higher proportion of older inmates probable, and with a longer average prison sentence certain, a Federal prison in Maple Ridge could be expected to have an effect comparable to other Federal institutions.

There is no apparent tendency for inmates released from the existing correctional facilities at Maple Ridge to remain in the community. Virtually all persons on probation in Maple Ridge were originally from the area. However, inquiries concerning Matsqui, Drumheller and Prince Albert indicated that some inmates whose families have moved to the community where the penitentiary is located likely would stay after being released if their families have successfully settled in the community, and if the released inmate has found employment opportunities.

These two concerns relate to one another, namely that the presence of another correctional institution would "saturate" Maple Ridge, and place an undesirable squeeze on low and middle income housing and on community services. This concern would seem to lose any

validity given the Province's decision to close the Haney Correctional Institute as a correctional facility within five years.

(b) Availability of Prison Facilities to Maple Ridge Residents

The Canadian Penitentiary Service has stated that workshops, gymnasias, classrooms and other facilities of the proposed institution would be available to Maple Ridge residents, either as individuals or non-profit groups. The Service has also indicated a willingness to make the prison kitchen available for the local "Meals on Wheels" program. In addition, shop facilities could be made available to the Municipal Government for maintenance and repairs to equipment and vehicles belonging to the Municipality. As an illustration, the school board at Matsqui uses the shops at the Matsqui institution for night school classes. The Fraser Valley Community College at Chilliwack has requested the use of the Matsqui institution's shops for instructional purposes. It is the stated policy of the Service that participation of the community in inmate programs and participation of prison staff and inmates in community activities is to be encouraged. This policy has worked well at Matsqui, Drumheller and Prince Alberta.

It is a policy of the Canadian Penitentiary Service that a Citizen Advisory Committee be selected in the community where a correctional facility is located, or is to be located. The Committee, consisting of from four to ten persons representing a cross-section of the community, would assist the Director and staff of the institution in developing programs and activities which will contribute to the welfare and rehabilitation of those in custody. This would include the encouragement

of volunteer participation in programs, both inside and outside the institution. The Committee thus would be concerned with the general development of institutional and community programs (including religious, social, occupational, cultural and recreational activities).

(c) Impact of the Prison Upon the University of British Columbia Research Forest

A possible location mentioned for the prison in Maple Ridge is the south-west corner of the University of British Columbia Forest. The Research Forest has expressed interest in employing as many as 50 inmates at any point in time.

In its 1971-72 Annual Report the Research Forest stated,

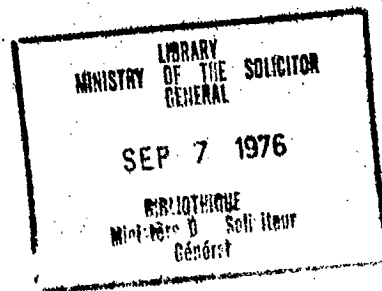
".....there is an increasing demand for forest environment for recreation, water supply, and as filters of noise and dust pollution, and sewage effluents"

"Traditional attitudes of forest management must be supplemented or replaced by new attitudes recognizing the forest for its importance in the supply of goods and services in addition to wood. In certain regions and on certain land forms such alternative uses of the forest as recreation, water, and living space may be prime." 11

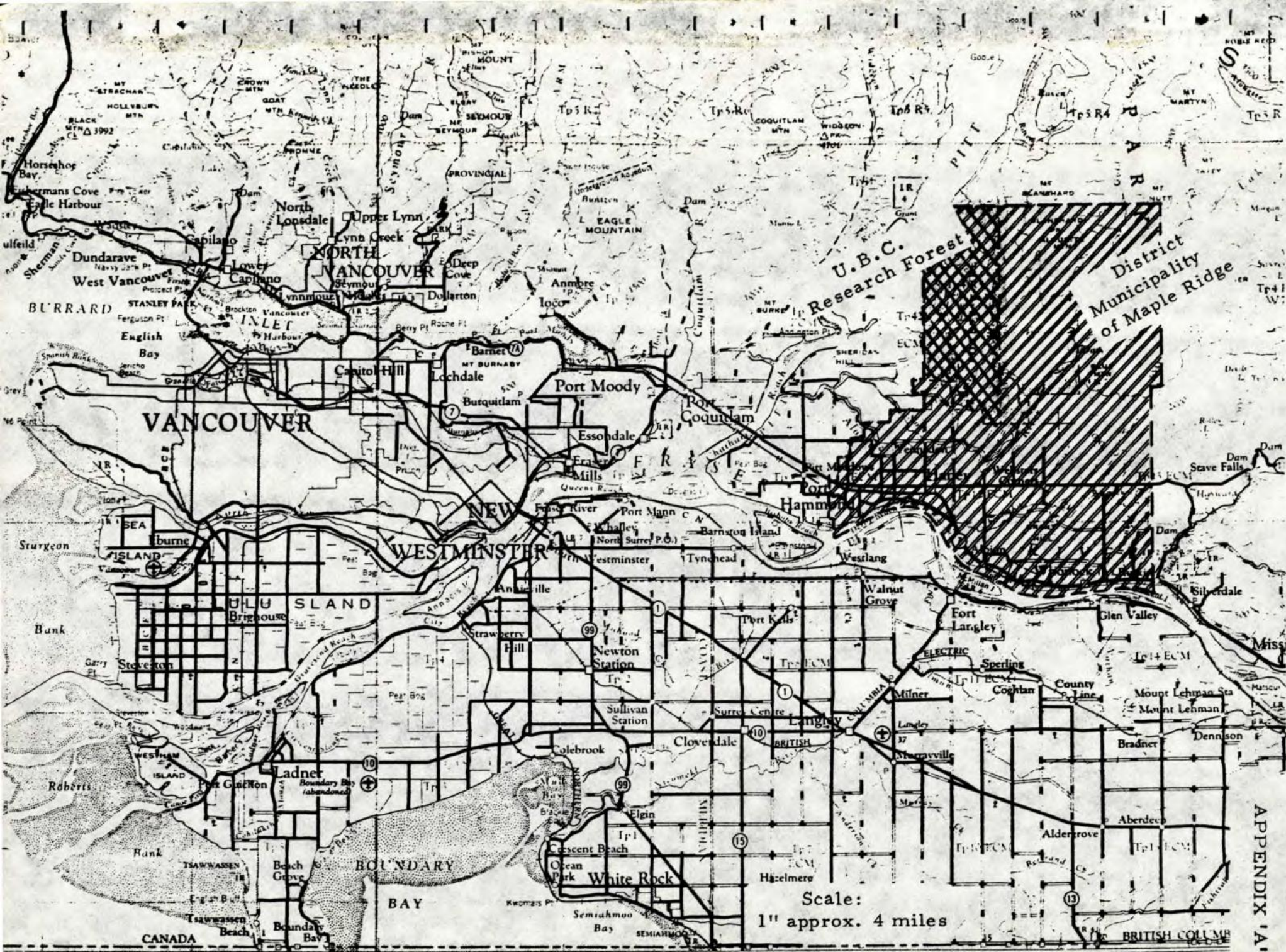
In following this concept of "best use" forestry, the Research Forest would be developed for research and education in applied and basic fields of forest-land management (experimental plantations and ecological studies); educational programs (including camps for environmental education of pre-university students); hunting and

11. U.B.C. Research Forest, Annual Report - April 1, 1971-March 31, 1972  
John Walters, Director, October, 1972, page i

APPENDIX "A"



MAP SHOWING LOCATION OF  
MAPLE RIDGE AND U.B.C. RESEARCH FOREST



U.B.C. Research Forest  
District Municipality of Maple Ridge

Scale:  
1" approx. 4 miles

APPENDIX 'A'

SOL. GEN CANADA LIB/BIBLIO  
0000001226

LIBRARY  
SERIALS  
SECTION  
UNIVERSITY OF TORONTO  
LIBRARY  
130 St. George Street  
Toronto, Ontario  
M5S 1A5

HV  
8829  
C2  
P4  
R6  
c.2

13371

Date Due

<del>AUG 1 6 1970</del>		
<del>AUG 8 5 1970</del>		

