

RE: PROPOSED WOMEN'S CORRECTIONAL CENTRE
BURNABY BIG BEND AREA

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendations of the Director Planning & Building Inspection be adopted.

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TO: MUNICIPAL MANAGER 1987 September 08

FROM: DIRECTOR PLANNING & BUILDING INSPECTION Our File: 15.607
X-Ref: 15.404

SUBJECT: PROPOSED WOMEN'S CORRECTIONAL CENTRE
BURNABY BIG BEND AREA

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RECOMMENDATIONS

1. THAT Council receive this report concerning the proposed establishment of a Women's Correctional Centre in Burnaby's Big Bend area and authorize staff to work with the applicant in the preparation of a suitable plan of development for presentation to a Public Hearing.
2. THAT the Ministry of Attorney General be requested to provide confirmation that the demolition and relocation of the existing regional correction facilities on the Oakalla lands will be undertaken in concert with the establishment of the proposed Women's Correctional Centre in Burnaby.
3. THAT arrangements be made with the BC Buildings Corporation for Council and senior staff to tour the Vancouver Island Regional Correction Centre.

SUMMARY

The following report advises Council that a conditional agreement between the CNR and BCBC has been obtained for the acquisition of a site for a Women's Correctional Centre in Burnaby's Big Bend area. The construction of this facility is seen as an integral component of the demolition and relocation of the existing regional correction facilities on the Oakalla lands.

The parameters for site selection are reviewed and preliminary site design considerations and other factors pertinent to the proposed correctional centre on the subject site are examined. It is concluded that support, in principle, can be given to the establishment of this facility on the proposed site, subject to the preparation and approval of a suitable plan of development and the attendant redesignation of zoning. Confirmation that the existing Oakalla facilities will be removed in concert with the establishment of the subject facility is also requested.

R E P O R T

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1.0 BACKGROUND

Council, on 1986 January 05, received the Municipal Manager's Report No. 1, Item #4, pertaining to the proposed Oakalla lands redevelopment, including the relocation of existing prison facilities. Council was advised that a Women's Correctional Centre has been proposed for the Big Bend area of the Municipality as one of the elements of the redevelopment of the Oakalla Prison facility. It was noted that this department has had preliminary discussions with the British Columbia Buildings Corporation concerning site criteria which led to the identification of three preferred sites in the Big Bend area, all of which require rezoning and the related opportunity for public review and input. Council was advised that municipal and provincial staff were reviewing these sites which are shown on the attached Figure 1 and that a further, more detailed report would be submitted concerning the total relocation program, including the question of the subject facility and its preferred siting.

2.0 PRISON RELOCATION PROGRAM

The demolition and relocation of the existing regional correction facilities on the Oakalla lands is a necessary and integral step in the residential redevelopment of these lands for low density, multi-family residential use. The Provincial Government has embarked on a program which will result in the replacement of the existing prison with three separate facilities distributed in different areas of the region. The Women's Correctional Centre which has been proposed for Burnaby's Big Bend area as one of these elements, will be reviewed in subsequent sections of this report.

A 254 bed men's facility is proposed for Maple Ridge and will be known as the Fraser Regional Correctional Centre. It is anticipated that tenders will be called for its construction in 1988 February.

The 150 bed remand function is proposed to be accommodated within the Justice Centre proposed for Surrey. This facility is proposed to be constructed under a long-term land lease presently being negotiated with the District of Surrey.

Additionally, the new correctional centre in Kamloops which is currently under construction, will provide maximum security facilities for more dangerous offenders that, due to space limitations, have been housed temporarily at Oakalla.

Confirmation should be requested from the Ministry of Attorney General that the complete relocation program outlined above will be implemented and will result in the demolition of the existing Lower Mainland Regional Correctional Centre. This assurance is necessary to avoid the potential situation whereby one of the components of the relocation program is not implemented with the result that there are the two correctional centres in Burnaby for an extended period.

3.0 SITE SELECTION

In reviewing the relative merits of the individual sites referenced on Figure 1, a number of factors were considered including the following:

- a) relationship (compatibility) to surrounding uses
- b) road access
- c) existing services
- d) soil characteristics
- e) parcel size
- f) availability of land

In all three sites the major service infrastructure is in place in that trunk sewer, water and road access are available. Albeit, servicing extensions are required to varying degrees for the individual sites. However, these factors were not considered as being determinant criteria as each site has the capability of being fully serviced to an urban standard. Sufficient lands are also available within each proposed area and therefore, the ability to successfully negotiate a site acquisition became a major factor.

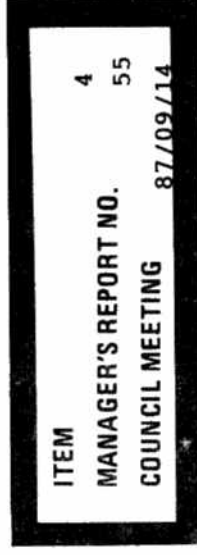
The other criteria which then needed to be more critically examined were the soil characteristics and the site compatibility to adjacent land use.

As all three sites are removed from residential areas, this aspect was not considered to be a factor in the selection process. All three sites do, however, interface proposed park areas and therefore, this aspect required particular attention as outlined in the following Section 4.5

Subsoil conditions are of paramount concern to the Ministry of Attorney General as its staff have advised that current day correctional facilities utilize a sophisticated system of electronically controlled internal and external gates and/or doors. This system cannot tolerate any residual settlements.

Site C referenced on Figure 1 is owned by the Municipality. The soil conditions at this particular site were found to not be satisfactory without a high-degree of remedial treatment. This site was therefore assigned the lowest priority of those under consideration.

Sites A and B are owned by the Canadian National Railway. Soil conditions for both sites were found to be superior to Site C, however certain remedial measures will still be required. The CNR determined that it was interested in pursuing the sale of Site B which effectively narrowed the options to this particular site. The situation with respect to the proposed development of the correctional centre at this site is examined in the following section.



4.0 PROPOSED FACILITY

4.1 SITE ACQUISITION

The Canadian National Railway and the B.C. Buildings Corporation (on behalf of the Ministry of Attorney General) have entered into a sales/purchase contract for an 18 acre site outlined on the attached Figure 2. This sale was approved by the CNR's Board of Directors on 1987 July 28 and remains conditional upon the following:

Purchaser's Board of Directors' Approval	1988 January 31
Rezoning to Third Reading	1988 February 29
Subdivision Approval	1988 March 15

The sale is scheduled to close on 1988 March 31.

4.2 DESCRIPTION OF PROPOSED FACILITY

This facility is to provide a modern correctional centre in the Lower Mainland to meet the needs of females sentenced to Provincially administered terms, females sentenced to Federal terms, and those remanded into custody. It is intended to house 140 remanded and sentenced persons in a secure facility. There is a design requirement that the institution can be enlarged in the future to accommodate up to 166 persons.

The facility is intended to have an estimated gross floor area of 10,140 square meters (115,600 sq. ft.) and is considered to be somewhat unique in that it will be a women's facility with no perimeter fencing (other than the playground areas). There are no perfect comparables, however it has been proposed that Council and senior staff may wish to visit the Vancouver Island Regional Correctional Centre (Wilkinson Road Jail in Saanich). Other similar facilities have been constructed in Alberta at Lethbridge and at Grande Cache.

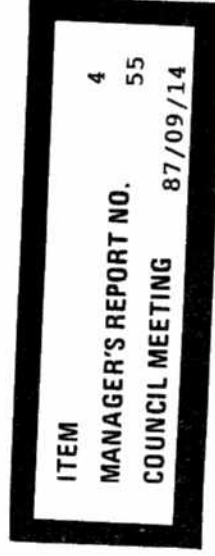
Staff from the Planning and Building Inspection Department have viewed the Vancouver Island facility and are of the opinion that it would be beneficial for Council to tour this facility to gain a better understanding of current-day correctional centres.

4.3 DEVELOPMENT SCHEDULE

Site preparation is proposed to commence by 1988 July 01 with a construction start scheduled for 1988 December 01 and a two year construction period running to 1990 December 01. It must be recognized that the development schedule must, of necessity, be flexible so as to accommodate any unexpected items encountered during construction.

Preliminary estimates would suggest a project cost of \$34 million.

One component of the terms of the sale/purchase agreement with the CNR provides for BCBC to service the remaining industrial lands west of the subject site to Tillicum Street as illustrated on the Figure 2. This fact will also benefit the Municipality as it will result in the provision of some 25 acres of serviced industrial land.



4.4 EMPLOYMENT CONSIDERATIONS

A total work force of 67 persons is projected for the facility.

Of these approximately 28 employees would work from 08:30h to 16:30h. In addition, about 12 employees would work from 06:45h to 15:00h, about 17 from 14:45h to 23:00h and about 10 from 22:45h to 07:00h. Automobile traffic will therefore not be concentrated during one time period helping minimize any impact to the surrounding area.

4.5 DESIGN CONSIDERATIONS

As can be seen on Figure 2 this site abuts the proposed extension of the Fraser River Foreshore Park. The Municipality is currently finalizing a land exchange with the CNR which will result in Burnaby acquiring title to these foreshore parklands.

The key aspect in locating a correctional facility in this area is its inter-relationship to the foreshore park area. A setback of 75m (246 ft.) is proposed from the Fraser Park Drive intersection which will be bermed and landscaped to screen the facility. In addition, Ministry guidelines require minimum setbacks from property boundaries. Additional landscaped buffer strips of 46m (150 ft.) on the west side and 31m (100 ft.) on the north and east sides will be provided. The facility will be designed in such a manner that open recreational areas and the like will be at the rear of the facility and screened from public view. The actual building, parking areas and principal landscaping will be located in the front portion of the site.

Staff is satisfied that incorporating the foregoing measures in the proposed design will mitigate any negative impact on the park area and adjacent future industrial uses. Particular attention will be paid to this aspect in the design process.

4.6 GENERAL COMMENTS

Conceptual site plans and renderings of the proposed facilities are attached for Council's reference (Figures 3 to 6). It should be recognized that they are preliminary in nature and staff will work with the applicant further in the preparation of a suitable plan of development for presentation to a Public Hearing.

The BC Buildings Corporation has also confirmed that, upon completion of the sale, it will be responsible for payment of grants-in-lieu of taxes.

5.0 CONCLUSIONS

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The agreement between BCBC and the CNR on the proposed site represents a significant step towards the demolition and relocation of the existing regional correction facilities on the Oakalla lands. Staff supports, in principle, the establishment of the Women's Correctional Centre at the proposed site in the Big Bend area, subject to the preparation and approval of a suitable plan of development and the redesignation of zoning to accommodate this use. This support is also predicated on the receipt of confirmation that the demolition and relocation of the existing Oakalla facilities will be undertaken in concert with the establishment of the proposed Women's Correctional Centre in Burnaby.



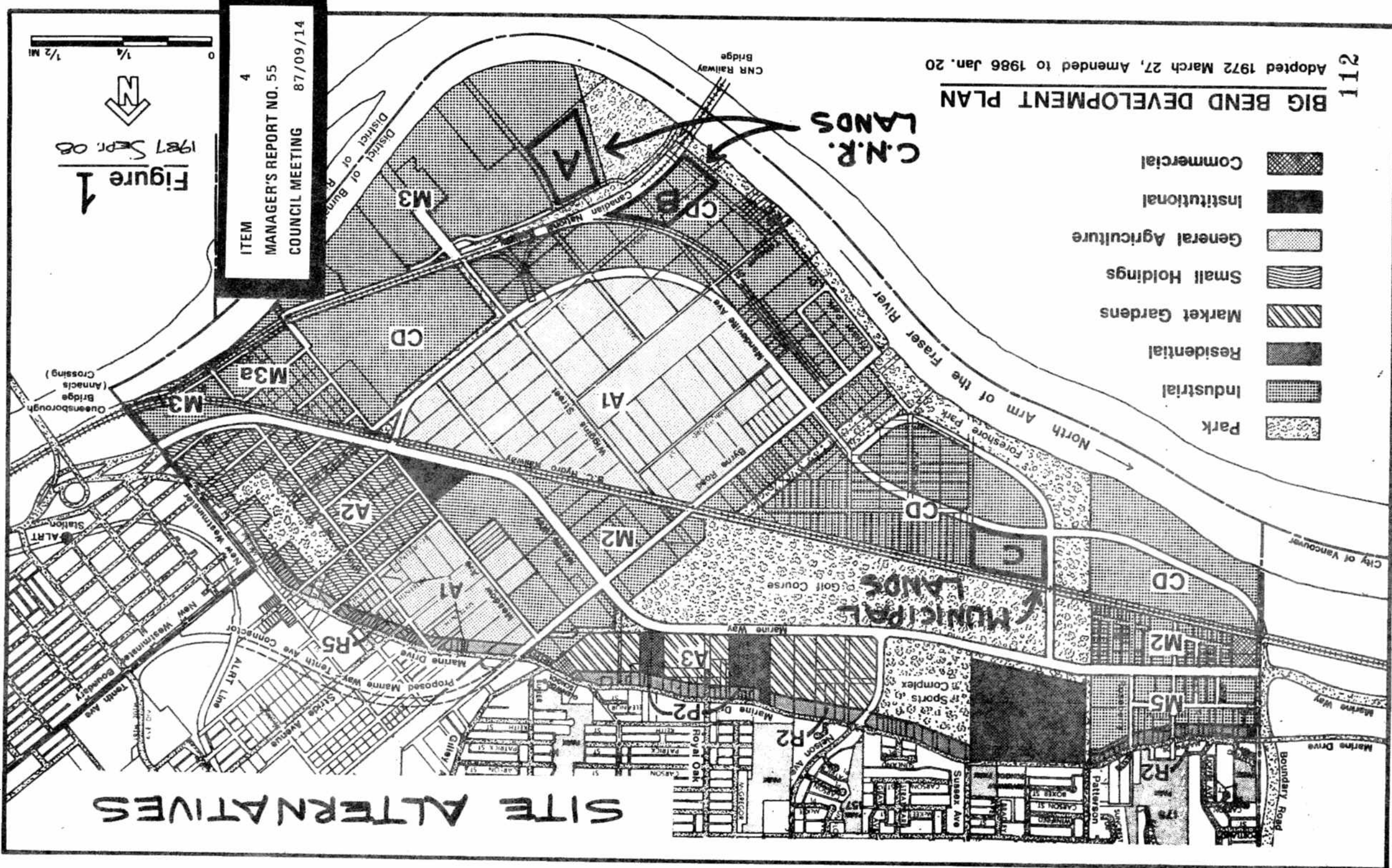
A.L. Parr
DIRECTOR PLANNING &
BUILDING INSPECTION

PB/mcb

Attachs:

cc: Director Administrative & Community Services
Director Finance
Director Engineering
Director Recreation & Cultural Services
Municipal Clerk

- Park
- Industrial
- Residential
- Market Gardens
- Small Holdings
- General Agriculture
- Institutional
- Commercial



SITE ALTERNATIVES

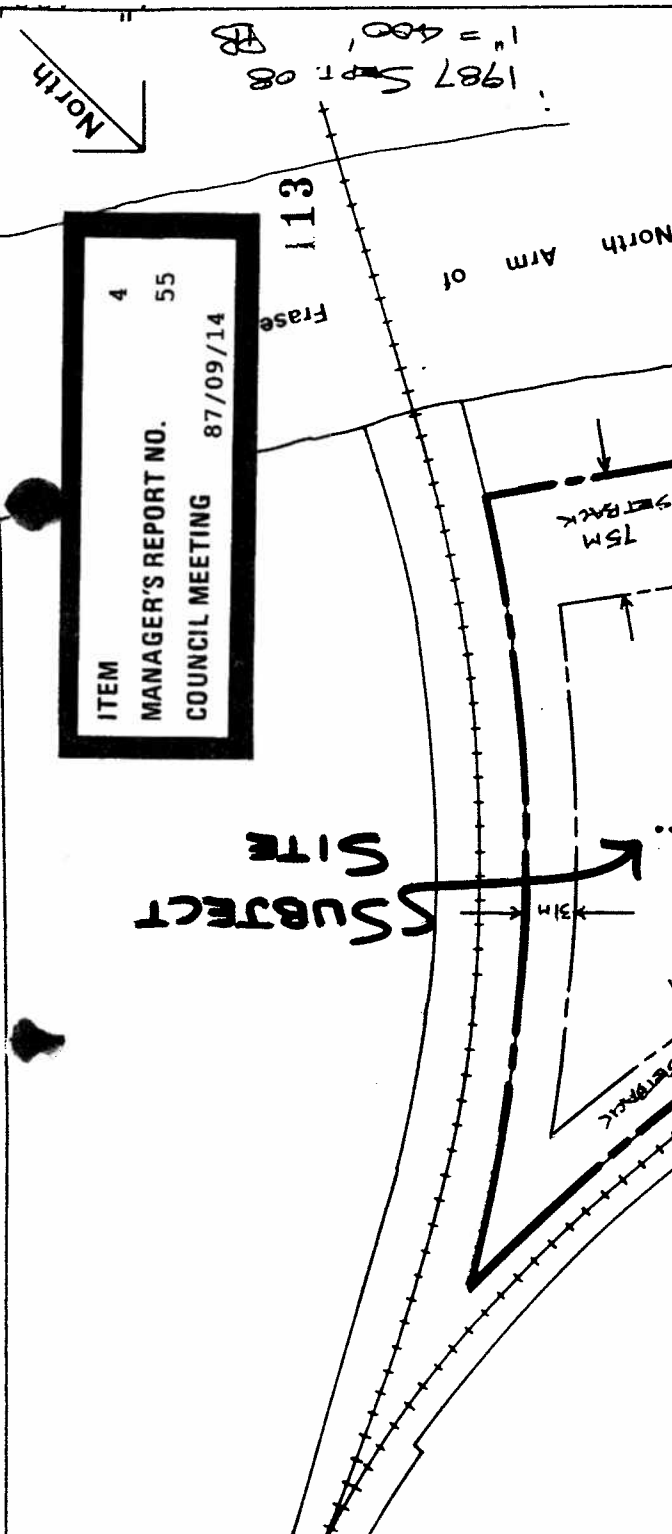
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Figure 1
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PROPOSED SITE OF WOMENS' CORRECTIONAL CENTRE.

FIGURE 2

1987 Scale 1" = 400' PB



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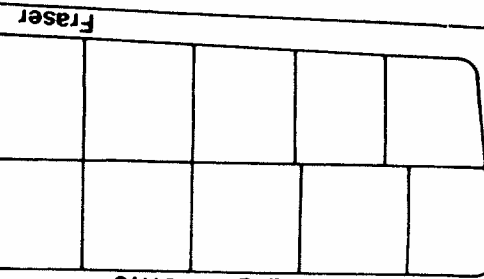
1. SUBJECT SITE

2. REMAINING LANDS TO BE SERVICED TO INDUSTRIAL STANDARD BY BCBC

LANDS TO BE RETAINED BY CUR

FRASER RIVER FORESHORE PARK

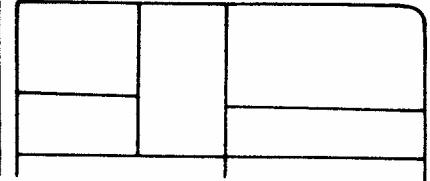
Park Drive



Byrne Road

Road

Mandeville Avenue



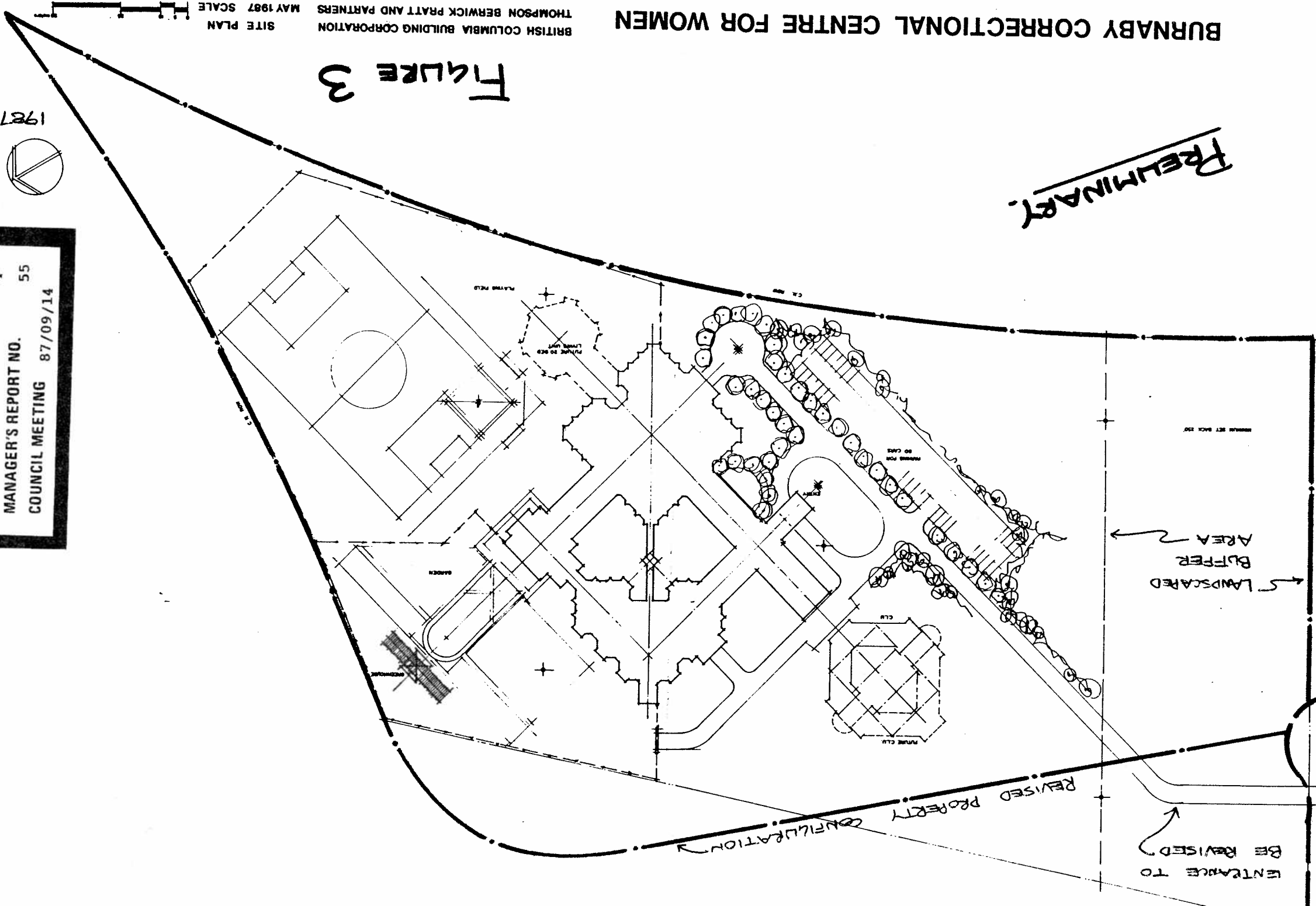
BURNABY CORRECTIONAL CENTRE FOR WOMEN

BRITISH COLUMBIA BUILDING CORPORATION
THOMPSON BERWICK PRATT AND PARTNERS
MAY 1987 SCALE

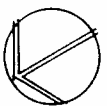
SITE PLAN

PRELIMINARY

FIGURE 3



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BURNABY CORRECTIONAL CENTRE FOR WOMEN

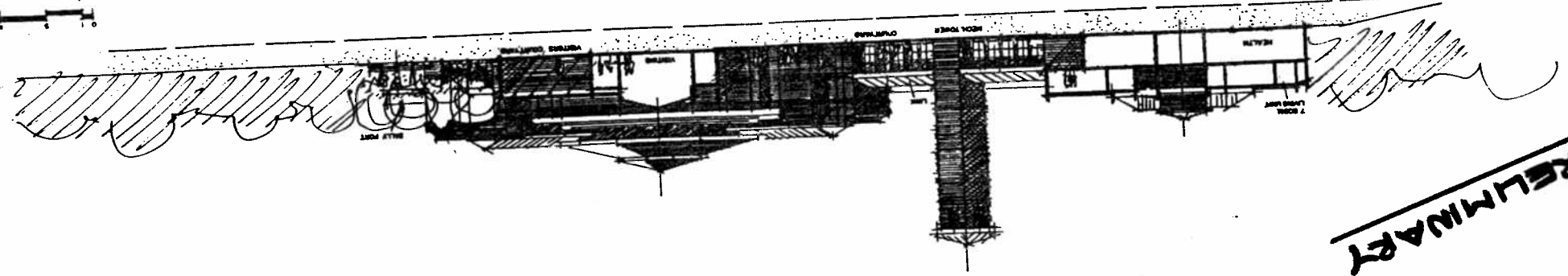
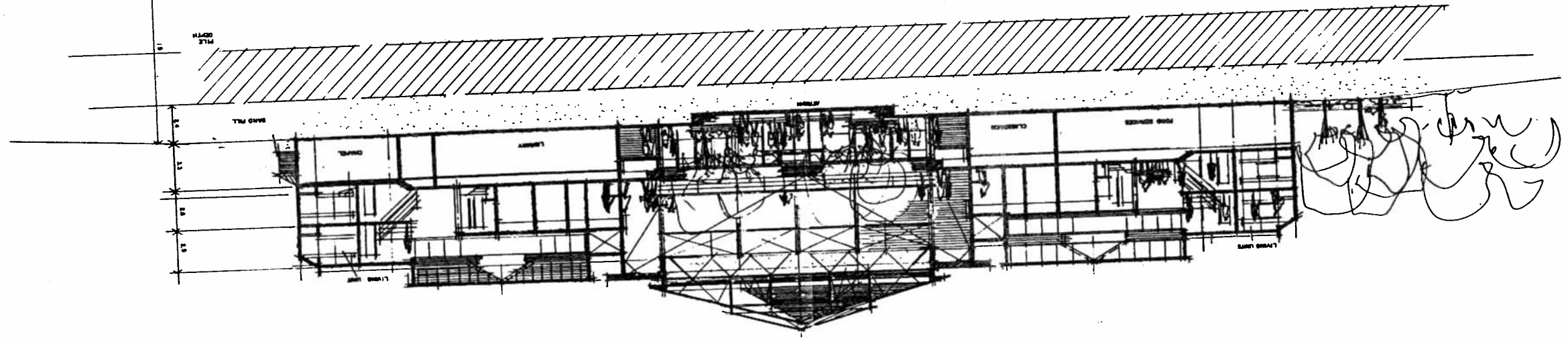
BRITISH COLUMBIA BUILDING CORPORATION
THOMPSON BERWICK PRATT AND PARTNERS

SECTIONS
MAY 1987 SCALE
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FIGURE 4

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RESUMMARY

BURNABY CORRECTIONAL CENTRE FOR WOMEN

BRITISH COLUMBIA BUILDING CORPORATION LOWER FLOOR PLAN
THOMPSON BERWICK PRATT AND PARTNERS MAY 1987 SCALE

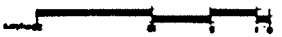
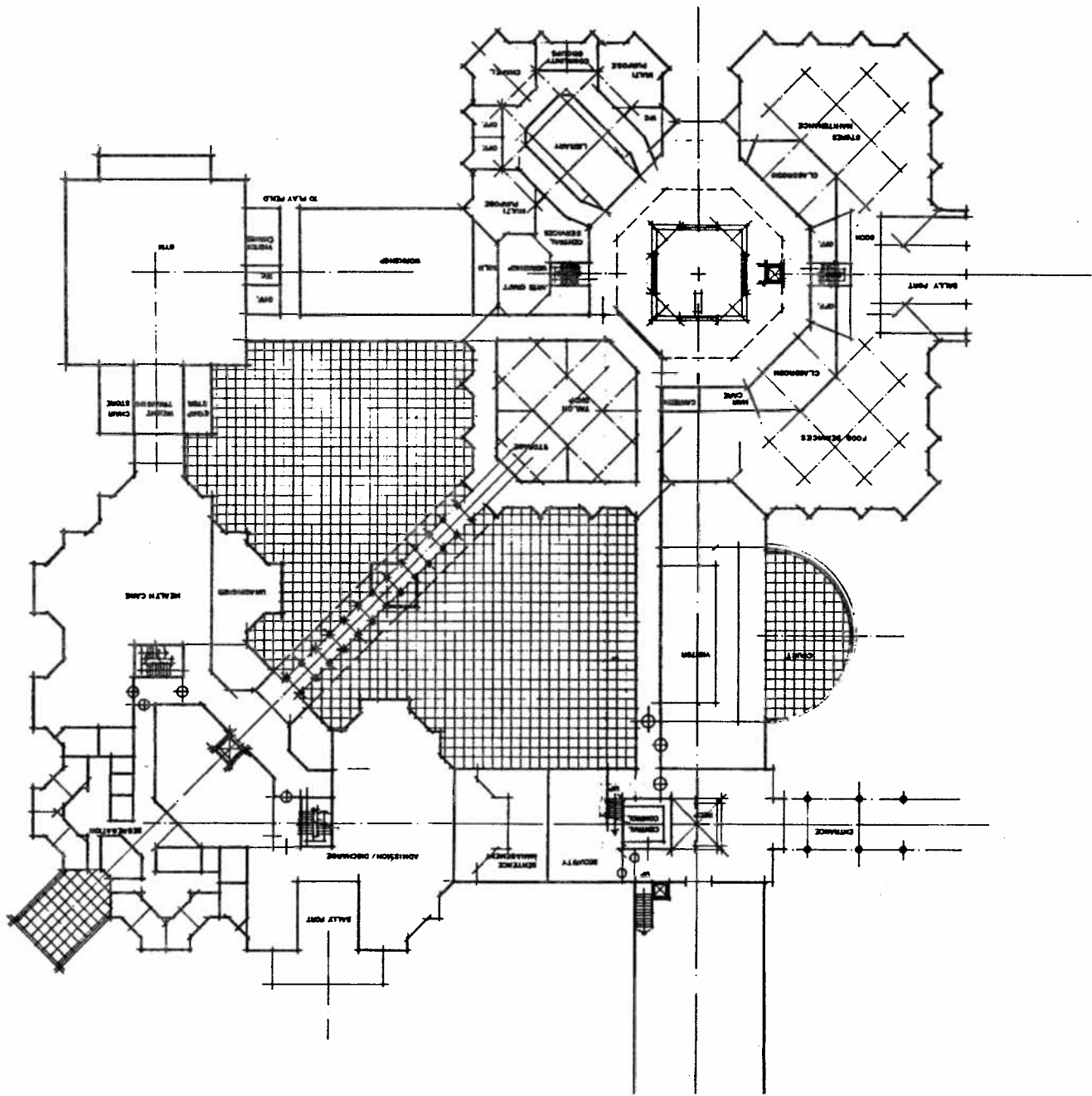


Figure 5

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PRELIMINARY

BURNABY CORRECTIONAL CENTRE FOR WOMEN

BRITISH COLUMBIA BUILDING CORPORATION
THOMPSON BERWICK PRATT AND PARTNERS
MAY 1987 SCALE

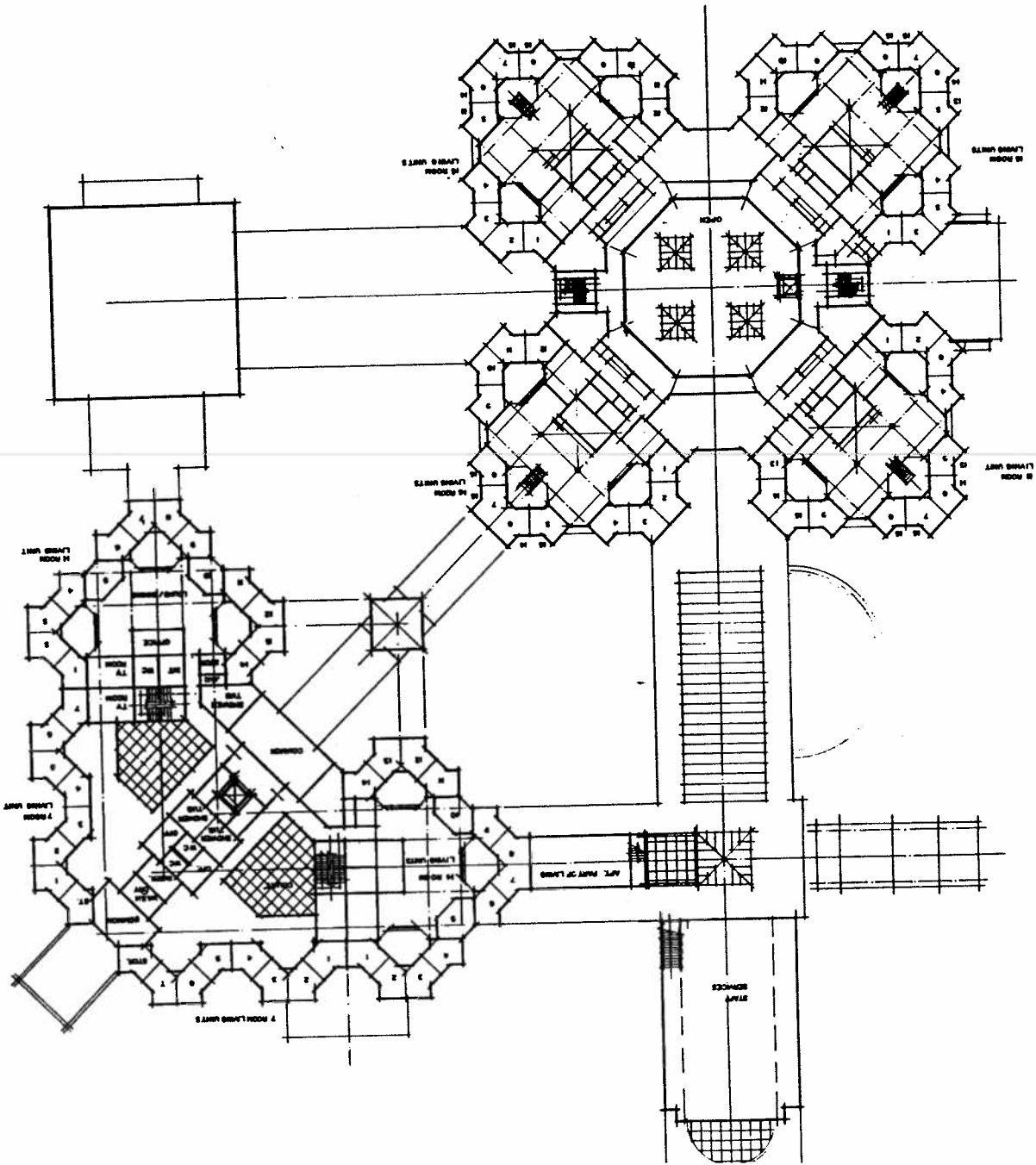
UPPER FLOOR PLAN



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Figure 6

PRELIMINARY



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