

**Attention: Shirley Bond, Chair and Mitzi Dean, Deputy Chair of the Select Standing Committee on Public Accounts**

An Audit of the Adult Custody Division's Correctional Facilities and Programs Released 01/15

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PAC Meeting Plan <sup>1</sup>	29/04/15	Prepared by: Dana Tadla, BC Corrections	Presented at Public Accounts Committee
1 <sup>st</sup> APPA <sup>2</sup> Update	31/05/16	Prepared by: Dana Tadla, BC Corrections	Reviewed by: Brent Merchant, Assistant Deputy Minister
2 <sup>nd</sup> APPA <sup>3</sup> Update	20/11/17	Prepared by: Dana Tadla, BC Corrections	Reviewed by: Elenore Arend, Assistant Deputy Minister
Follow-up Audit	19/02/19	Prepared by: BC Auditor General	Submitted to Minister Farnworth & Speaker of the House
PAC Update	16/10/19	Prepared by: Elenore Arend, BC Corrections	Presented at Public Accounts Committee

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<sup>1</sup> The audited organization will be required to present their initial action plan at this meeting (i.e. First three columns completed for each OAG recommendation included in the audit report)

<sup>2</sup> This predates the APPA; the update submitted to the OAG was a Detailed Action Plan.

<sup>3</sup> This predates the APPA; the update submitted to the OAG was a Detailed Action Plan.

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Rec. # Accepted? Yes / No <sup>4</sup>	OAG Recommendations	Actions Planned & Target Date(s) <sup>5</sup>	Assessment of Progress to date <sup>6</sup> and Actions Taken <sup>7</sup> (APPA update)
1. Yes	That the Adult Custody Division develop and implement a complete performance management framework of goals, objectives, strategies, performance measures and targets to achieve safe and secure custody, and reduce criminal behaviour. This would include defining appropriate occupancy levels for correctional centres.	<p><b>BC Corrections Future Actions and Target Dates:</b></p> <ul style="list-style-type: none"> <li>• Data collection is underway to support the performance management framework (added since progress audit).                             <ul style="list-style-type: none"> <li>○ Division sub-committees will begin reporting KPIs and key achievements, quarterly to the divisional management committee in <b>April 2020</b>.</li> <li>○ The division will continue to refine key indicators and targets with respect to safety and security, changing behaviour and capacity levels. Semi-annual reviews will begin in <b>July 2020</b>.</li> </ul> </li> <li>• Regarding changing behaviour and reducing re-offending, in 2017 the branch discovered a problem with the business intelligence tool that generates the recidivism rate and work has been underway to address the issue. Once the issue is resolved we will be able to monitor trends and report publicly on our recidivism rates. <b>Target date: December 2020</b></li> <li>• With respect to correctional centre occupancy levels, the division is developing a strategy that addresses the dynamic and complex considerations involved in housing individuals in custody. Analysis of factors impacting occupancy levels including capacity of current facilities, the changing inmate profile, and staffing changes is underway. As a first step, a jurisdictional scan of double bunking has been completed to determine whether additional action to define suitable targets can be implemented based on other jurisdictions' experiences. A framework addressing considerations in determining whether double-bunking is appropriate will be complete in <b>June 2020</b> (revised since progress audit).</li> </ul>	<p><b>OAG Progress Audit Assessment:</b> Partially implemented</p> <p><b>ACD Assessment:</b> Partially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>• The branch has updated its strategic plan, including its mission and priorities.</li> <li>• The division is implementing a performance management framework for all business areas, including:                             <ul style="list-style-type: none"> <li>○ Re-structuring its management sub-committees with new terms of reference;</li> <li>○ Establishing new key indicators; and</li> <li>○ Ensuring alignment with the strategic plan.</li> </ul> </li> <li>• The division has developed an evaluation framework as part of the segregation reform project that includes ongoing monitoring and reporting of key indicators.</li> <li>• With respect to occupancy levels, the division forecasts changes to the inmate population to guide facility planning, and facilities are designed to accommodate fluctuations in the population of individuals in custody. As the population fluctuates, double-bunking is used as required. Current unit closures are used as a tool to manage populations of individuals in custody due to staffing pressures and population fluctuations. In every case possible, BC Corrections tries to ensure double-bunking is minimized.</li> <li>• The division has received funding and is implementing facility changes to reduce double-bunking in segregation units.</li> </ul>

<sup>4</sup> For each recommendation, the audited organization should state whether or not they have accepted the recommendation and plan to implement it fully by typing either "Yes" or "No" under the number of the recommendation.

<sup>5</sup> Target date is the date that audited organization expects to have "fully or substantially implemented" the recommendation. If several actions are planned to implement one recommendation, indicate target dates for each if they are different.

<sup>6</sup> The Select Standing Committee on Public Accounts (PAC) will request that the audited organization provide a yearly update (i.e. completed "Assessment of Progress and Actions Taken" column) until all recommendations are fully implemented or otherwise addressed to the satisfaction of the PAC. This is for the APPA update.

<sup>7</sup> This action plan and the subsequent updates have not been audited by the OAG. However, at a future date that Office may undertake work to determine whether the entity has implemented the recommendations. The results of that work will be reported in a separate report prepared by the OAG.

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2. Yes	That the Adult Custody Division periodically assess trends in safety and security within and across correctional centres to understand how differences in operation, design or occupancy contribute to incidents and use the results to reduce the risk of reoccurrences.	<p><b>BC Corrections Future Actions and Target Dates:</b></p> <ul style="list-style-type: none"> <li>Conduct annual analyses of safety and security incidents at all centres, including inmate on inmate assaults, to identify trends and use the results to examine ways to reduce the risk of reoccurrence. <b>Target Date: First analysis July 2020.</b></li> <li>The division has struck a working group to develop a provincial framework for no violence initiatives within correctional centres. An analysis of the impacts of existing no-violence initiatives is underway and will be complete by <b>December 2020.</b></li> <li>Evaluate specialized units (e.g., complex needs units) and consider expanding to other correctional centres where the facility design supports such measures. The research unit is putting into place the measures that will allow such evaluations to proceed and an evaluation of right living units will <b>start in April 2021, resource dependent.</b></li> <li>Develop centre-based and provincial strategy for expanding specialized living units based on evaluation results <b>Target date: April 2022, dependent on evaluation.</b></li> </ul>	<p><b>OAG Progress Audit Assessment:</b> Partially implemented</p> <p><b>ACD Assessment:</b> Partially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>All violence within correctional centres, including inmate-on-inmate violence, is closely tracked and reviewed every six months.</li> <li>The division continues to regularly conduct critical incident and operational reviews that investigate the cause of serious incidents and identify changes to prevent future incidents.</li> <li>The division continues to conduct reviews of emerging safety issues. Recommendations and resulting actions are data-driven. Examples of actions taken as a result of such reviews include: retro-fitting food hatches, meal delivery carts, microwave switches, and upgrades to staff workstations on living units.</li> <li>The division conducted an in-depth analysis of contraband incidents and introduced measures to reduce the risk of reoccurrence, including adding body scanners to detect and prevent contraband from entering into correctional centres.</li> <li>The Segregation Infrastructure Project has funding in place for facility design changes to improve safety and security for individuals in custody and staff. Renovations to living, program, and recreation areas will commence in FY2020/21 and are expected to be complete in FY2021/22.</li> <li>The division has also expanded the use of specialized living units (e.g. right living units, complex needs units) and used trauma informed practice and segregation reform to reduce incidents of violence, as well as commenced a “no-violence” initiative pilot at Surrey Pretrial Services Centre (SPSC) and Okanagan Correctional Centre (OCC).</li> </ul>

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3. Yes	That the Adult Custody Division develop and implement an approach to forecasting facility space and program needs that accounts for the complexity of the inmate population, such as changes in population groups or shifts in population trends.	No further action required.	<p><b>OAG Progress Audit Assessment:</b> Fully/substantially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>BC Corrections regularly examines key drivers that influence operations within correctional centres and analyzes the impact these factors have on the type of facilities and programs it provides.</li> <li>These factors include the increasing complexity of the custody population, the proportion of individuals with mental health and substance use needs, the number of Indigenous individuals in custody, and the increase in the remand population.</li> <li>BC Corrections uses evidence to ensure facilities and programs meet the needs of the changing profile of our custody population. This is reflected in initiatives such as Complex Needs and Right Living Units and the current Capital Asset Management Plan, which includes replacement of the aging facility in Nanaimo and segregation reform related renovations.</li> </ul>
4. Yes	That the Adult Custody Division ensure that decisions regarding facility space and programs fully reflect key characteristics of the inmate population (such as security designation, population classification, legal status, etc.).	No further action required.	<p><b>OAG Progress Audit Assessment:</b> Fully/substantially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>The division is using its understanding of the inmate population to inform modifications in segregation and living units, as well as broader changes to case management. This includes the introduction of Right Living Units to enhance the successful reintegration of offenders upon release.</li> <li>The division's Capital Asset Management Plan includes projects that reflect current drivers in the custody population, including changes in segregation, the growing proportion of individuals on remand, the proportion of individuals with mental health and substance use needs, and the complexity of the custody population.</li> </ul>
5. Yes	That the Adult Custody Division periodically assess the effectiveness of all programs intended to reduce re-offending and use the results to identify and implement improvements in programming.	No further action required.	<p><b>OAG Progress Audit Assessment:</b> Fully/substantially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>BC Corrections has implemented policy to evaluate cognitive-behavioural programs every 3-5 years. All programs have been evaluated or have an evaluation planned.</li> <li>The BC Corrections Branch's Performance, Research and Evaluation Unit (PREv) conducts evaluation and research activities to support the Branch in assessing the effectiveness of our programs. <a href="https://www2.gov.bc.ca/gov/content/justice/criminal-justice/corrections/research-evaluation">https://www2.gov.bc.ca/gov/content/justice/criminal-justice/corrections/research-evaluation</a></li> </ul>

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6. Yes	That the Adult Custody Division implement a quality assurance system across correctional centres to monitor and continuously improve the classification and case management of inmates.	<p><b>BC Corrections Future Actions and Target Dates:</b></p> <ul style="list-style-type: none"> <li>The enhanced internal inspections framework pilot began in <b>January 2020</b>. Following a review, graduated roll-out is anticipated in <b>April 2020</b> (revised since Progress Audit).</li> <li>The independent external inspections model will be piloted in <b>September 2020</b>. Following an evaluation of the model, an implementation plan is anticipated in <b>March 2021</b> (revised since Progress Audit). <b>Full implementation of the enhanced internal inspections framework and the pilot and implementation of the independent external inspections model are resource dependent.</b></li> <li>The branch has focused on implementing case management and quality assurance measures as part of the inspection process for segregated inmates first, as these are the highest risk/highest needs inmates most in need of case management. The work related to segregated inmates will provide a foundation for case management and quality assurance for all individuals in custody as staffing and resources permit. <b>Target Date: Phased in over five years, resource dependent.</b></li> <li>The Integrated Case Planning (ICaP) project will increase information sharing and collaboration among staff by developing an application that will integrate risk assessment with case management. <b>Target Date: FY 2020/21, resource dependent.</b></li> <li>Both the Segregation Reform Project (SRP) and ICaP are dependent on the branch obtaining additional resources. <b>Target Date: ICaP implementation in FY 2020/21, resource dependent. SRP enhanced case management phased in over five years, resource dependent.</b></li> </ul>	<p><b>OAG Progress Audit Assessment:</b> No action taken <b>ACD Assessment:</b> Partially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>The division is implementing quality assurance mechanisms in several ways.</li> <li>The terms of references for all management sub-committees have been updated, including the setting of goals and key performance indicators.</li> <li>The division has developed a quality management framework that enhances its internal inspection process and introduces an additional level of independent external inspections.</li> <li>Correctional centres' Standard Operating Procedures have been updated and streamlined to ensure provincial consistency and alignment with Adult Custody Policy. In addition, an Assistant Deputy Warden of Standards has been appointed at each centre to implement this standardization and to assist with ongoing policy and procedure compliance, and a provincial Standards Committee has been established and meets monthly to address policy consistency and compliance on an ongoing basis.</li> <li>To support segregation reform, the division has created a standardized case management plan and a quality assurance process that are being implemented at all correctional centres.</li> <li>The division has developed an evaluation framework as part of the segregation reform project (SRP) that includes ongoing monitoring and reporting of key indicators.</li> <li>There is a regular quality assurance process in place to review classification and case management (correctional management oversight and correctional centre inspections).</li> <li>As part of the Integrated Case Planning (ICaP) project, the Inmate Assessment Form has been updated to improve the consistency of the classification process. For example, it now captures information related to inmates' mental health needs, Indigenous status, and incidents of violence against staff.</li> </ul>

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7. Yes	That the Adult Custody Division examine the impact of housing sentenced and non-sentenced inmates together and implement an appropriate approach for meeting the requirements of the Corrections Act Regulation.	<p><b>BC Corrections Future Actions and Target Dates:</b></p> <ul style="list-style-type: none"> <li>BC Corrections will proceed with policy and regulatory updates, as appropriate, to reflect placement decision criteria. <b>Target date: March 2021</b> (revised since Progress Audit)</li> </ul>	<p><b>OAG Progress Audit Assessment:</b> No action taken</p> <p><b>ACD Assessment:</b> Partially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>BC Corrections has taken action since the progress audit and conducted a review of the current housing practices that found:                             <ul style="list-style-type: none"> <li>Remanded and sentenced individuals are often housed together; however, approximately half of our remand population is housed at one of our two dedicated remand facilities;</li> <li>Legal hold status, that is whether someone is being held on remand or has already been sentenced, is not indicative of the risk they pose to the staff or other inmates; and,</li> <li>The remand population has become increasingly more complex in recent years, and individuals are often remanded as a result of either being accused of a serious crime, or having an extensive criminal history. Our research has confirmed that there are fewer first time offenders and more prolific offenders entering the correctional system. Therefore, placement decisions in the centre need to consider much more than someone's legal hold status.</li> </ul> </li> <li>When determining where to house an inmate, the classification process considers security risks, criminal history, mental health needs, gang affiliations, criminal peers, and other factors.</li> <li>The majority of these factors are risk factors that have been identified in research literature as being the most indicative of risk and predictive of recidivism and institutional misconduct.</li> <li>A draft report based on this review was shared with the Office of the Auditor General on October 9, 2019.</li> </ul>

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8. Yes	That the Adult Custody Division review the case management process to identify and address the barriers to offenders getting timely access to the programs they need to reduce criminal behaviour. This would include evaluating and improving the reliability of the risk/needs assessment used to identify programs for offenders.	<p><b>BC Corrections Future Actions and Target Dates:</b></p> <ul style="list-style-type: none"> <li>• Work underway to reform segregation will lay the foundation for enhanced case management to support all inmates receiving timely access to programs. <b>Target Date: SRP enhanced case management phased in over five years, resource dependent.</b></li> <li>• The division is developing a strategy for case management for all individuals in custody as staffing and resources permit. <b>Target date: June 2020</b></li> <li>• Should the ICaP project receive the necessary funding, additional business process enhancements will be implemented. <b>Target Date: FY 2020/21, resource dependent.</b></li> <li>• The Segregation Reform Project (SRP) and ICaP will result in a robust case management process that is built on a link between identified needs and interventions to address those needs. <b>Target Date: ICaP implementation in FY 2020/21, resource dependent. SRP enhanced case management phased in over five years, resource dependent.</b></li> </ul>	<p><b>OAG Progress Audit Assessment:</b> No action taken</p> <p><b>ACD Assessment:</b> Partially implemented</p> <p><b>Actions Taken &amp; Discussion:</b></p> <ul style="list-style-type: none"> <li>• To support segregation reform, the division is: <ul style="list-style-type: none"> <li>○ Improving correctional practices in classification, case management, alternative living units, and disciplinary hearings; and,</li> <li>○ Researching the development of a risk/needs assessment tool to support consistent delivery of programs and services.</li> </ul> </li> <li>• The division has introduced requirements for a Segregation and Separate Confinement Case Plan to be completed for all individuals held in separate confinement or segregation for 15 days or longer.</li> <li>• As part of ICaP's review of case management, BC Corrections contracted with business process experts to review the case management processes across the branch.</li> <li>• As part of ICaP, the Inmate Assessment Form has been updated to improve the consistency of the classification process. For example, it now captures information related to inmates' mental health needs, Indigenous status, and incidents of violence against staff.</li> </ul>

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