

Attention: Mike Bernier, Chair and Rick Glumac, 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 ¹	29/04/15	Prepared by: Dana Tadla, BC Corrections	Presented at Public Accounts Committee
1 st APPA ² Update	31/05/16	Prepared by: Dana Tadla, BC Corrections	Reviewed by: Brent Merchant, Assistant Deputy Minister
2 nd APPA ³ 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
3 rd APPA Update	27/02/20	Prepared by: Stephanie Macpherson, BC Corrections	Reviewed by: Elenore Arend, Assistant Deputy Minister
4 th APPA Update	17/02/21	Prepared by: Stephanie Macpherson, BC Corrections	Reviewed by: Lisa Anderson, Assistant Deputy Minister

¹ 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)

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

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

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Rec. # Accepted? Yes / No ⁴	OAG Recommendations	Actions Planned & Target Date(s) ⁵	Assessment of Progress to date ⁶ and Actions Taken ⁷ (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>BC Corrections Future Actions and Target Dates:</p> <ul style="list-style-type: none"> 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. Target date: March 2021 (revised from previous target of December 2020 due to contractor staffing) 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 population profile, and staffing changes has been completed. When the COVID-19 pandemic began, the division was in the process of drafting a framework addressing considerations in determining whether double-bunking is appropriate. The pandemic response led to reduced counts in correctional centres and provided a unique opportunity to study the impacts thereof. The division has undertaken an evidence-based analysis of impacts of reduced levels of double-bunking. Target date: September 2021 (revised from previous target date of June 2020 due to change in scope) 	<p>OAG Progress Audit Assessment: Partially implemented</p> <p>ACD Assessment: Partially implemented</p> <p>Actions Taken & Discussion:</p> <ul style="list-style-type: none"> The branch has updated its strategic plan, including its mission and priorities. The division has implemented a performance management framework for all business areas, including: <ul style="list-style-type: none"> Re-structuring its management sub-committees with new terms of reference; Establishing new key indicators; and Ensuring alignment with the strategic plan. <p>Data collection to support the performance management framework is ongoing. Division sub-committees began reporting key indicators quarterly in 2020, with the first quarter report presented to the Custody Division Management Committee (CDMC) in June 2020 (delayed slightly from the initial target date of April 2020 due to the division's COVID-19 response). The division has reviewed and refined key indicators, and these changes were reflected in the second quarter report presented to CDMC in December 2020. A report covering the third and fourth quarters is anticipated in March 2021.</p> <ul style="list-style-type: none"> The division has developed an evaluation framework as part of the Segregation Reform Project (SRP) that includes ongoing monitoring and reporting of key indicators. A baseline SRP Outcomes and Measures Report was presented to the SRP Steering Committee and to CDMC in October 2020. Future reports will be compiled semi-annually. With respect to occupancy levels, the division forecasts changes to the population of individuals in custody to guide facility planning, and facilities are designed to accommodate fluctuations in the population. 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 endeavours to ensure double-bunking is minimized. The division has received funding and is implementing facility changes to reduce double-bunking in segregation units.

⁴ 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.

⁵ 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.

⁶ 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.

⁷ 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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<p>2. Yes</p>	<p>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>	<p>BC Corrections Future Actions and Target Dates:</p> <ul style="list-style-type: none"> Conduct annual analyses of safety and security incidents at all centres, including violence between individuals in custody, to identify trends and use the results to examine ways to reduce the risk of reoccurrence. Target Date: First analysis September 2021 (revised from previous date of July 2020 due to expanded scope and COVID-19 resource limitations) The division is developing a provincial framework for incorporating right living/no-violence principles in all living units. A Living Unit Philosophy Statement has been approved by the divisional management committee (CDMC) and a Living Unit Framework is under development, including consultation with staff and individuals in custody. Target date: December 2021 (revised from previous date of December 2020 due to COVID-19 resource limitations and impact on correctional centre baselines) 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 start in April 2021, resource dependent. Develop centre-based and provincial strategy for expanding specialized living units based on evaluation results. Target date: April 2022, dependent on evaluation. 	<p>OAG Progress Audit Assessment: Partially implemented ACD Assessment: Partially implemented Actions Taken & Discussion:</p> <ul style="list-style-type: none"> All violence within correctional centres, including violence between individuals in custody, is closely tracked and reviewed every six months. 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. The division continues to conduct reviews of emerging safety issues. Recommendations and resulting actions are data-driven. <u>Operations</u> 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. 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. The division commenced a “no-violence” initiative pilot at Surrey Pretrial Services Centre (SPSC) and Okanagan Correctional Centre (OCC). Preliminary analysis of the SPSC no violence initiative showed a reduction in violent incidents in designated “no-violence” units. <u>Design</u> Examples of design changes made as a result of reviews of emerging safety issues include: retro-fitting food hatches, meal delivery carts, microwave switches, and upgrades to staff workstations on living units. The Segregation Infrastructure Project has funding in place for facility design changes to improve safety and security for individuals in custody and staff. Renovations are aligned with new policy requirements as well as national and international standards. Renovations to living, program, and recreation areas commenced in FY2020/21 and are expected to be complete in FY2021/22. The effectiveness of segregation changes will be evaluated as part of the division has developed an evaluation framework as part of the Segregation Reform Project (SRP) In all aspects of facility design, the division’s key focus is on flexibility to ensure responsiveness to the changing population of individuals in custody. Operational changes made in response to the COVID-19 pandemic that resulted in living unit reconfiguration and the ability to accommodate video visits demonstrate the success of this approach. <u>Occupancy</u> Operational changes in response to the pandemic have resulted in a significant decrease in correctional centres’ counts, eliminating the need to double-bunk in the majority of centres. There has also been a significant decrease in incidences of one-on-one violence among the incarcerated population and use of force beyond that which can be attributed to reduced counts due to COVID-19.
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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>OAG Progress Audit Assessment: Fully/substantially implemented</p> <p>Actions Taken & Discussion:</p> <ul style="list-style-type: none"> • 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. • 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. • 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.
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>OAG Progress Audit Assessment: Fully/substantially implemented</p> <p>Actions Taken & Discussion:</p> <ul style="list-style-type: none"> • The division is using its understanding of the correctional 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 individuals upon release. • 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.
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>OAG Progress Audit Assessment: Fully/substantially implemented</p> <p>Actions Taken & Discussion:</p> <ul style="list-style-type: none"> • BC Corrections has implemented policy to evaluate cognitive-behavioural programs every 3-5 years. All programs have been evaluated or have an evaluation planned. • 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. https://www2.gov.bc.ca/gov/content/justice/criminal-justice/corrections/research-evaluation

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<p>6. Yes</p>	<p>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>	<p>BC Corrections Future Actions and Target Dates: No further action planned</p>	<p>OAG Progress Audit Assessment: No action taken ACD Assessment: Fully/substantially implemented (revised) Actions Taken & Discussion:</p> <ul style="list-style-type: none"> • The division has implemented quality assurance mechanisms in several ways. • The terms of reference for all management sub-committees have been updated, including the setting of goals and key performance indicators. • The division has developed a quality management framework that enhances its internal inspection process and introduces an additional level of independent external inspections. <ul style="list-style-type: none"> ○ The enhanced internal inspections framework pilot began in January 2020. Following a review and a slight delay due to resource needs and the division’s COVID-19 response, graduated roll-out of the enhanced process began in July 2020 (initial target date: April 2020). The enhanced internal inspections process has now been fully implemented, including hiring a team of inspectors who are independent of correctional centres. ○ This new quality control process includes enhanced reviews of classification and case management to ensure compliance with policy and identify opportunities for improvement. ○ Implementation of the independent external inspections model is the responsibility of the Investigation and Standards Office, Ministry of Attorney General. • Correctional centres’ Standard Operating Procedures (including case management and classification sections) 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. • The branch has focused on implementing case management and quality assurance measures as part of the inspection process for segregated individuals first, as these are the highest risk/highest needs individuals most in need of case management. 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. This work began in FY 2019/20 and is being phased in over five years. • The work related to segregated individuals will provide a foundation for case management and quality assurance for all individuals in custody as staffing and resources permit. For example, the division has introduced a standardized case management plan to be completed for all individuals sentenced to 90 days or longer (July 2020). • The division has developed an evaluation framework as part of the Segregation Reform Project (SRP) that includes ongoing monitoring and reporting of key indicators. A baseline SRP Outcomes and Measures report was presented to the SRP Steering Committee and to CDMC in October 2020. Future reports will be compiled semi-annually. • 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. As part
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			<p>of ICaP's review of case management, BC Corrections contracted with business process experts to review the case management processes across the branch. The division has requested funding to fully implement the Integrated Case Planning (ICaP) project, which will increase information sharing and collaboration among staff by developing an application that will integrate risk assessment with case management. Once funding has been obtained, ICaP will be phased in over three years (anticipated implementation beginning FY 2021/22).</p> <ul style="list-style-type: none"> • While awaiting funding for ICaP, the division continues to explore avenues to improve classification and case management processes within existing budgetary constraints. An example are updates to the Inmate Assessment Form to improve the consistency of the classification process. For example, it now captures information related to individuals' mental health needs, Indigenous status, and incidents of violence against staff.

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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>BC Corrections Future Actions and Target Dates:</p> <ul style="list-style-type: none"> BC Corrections is pursuing policy and regulatory updates, as appropriate, to reflect placement decision criteria. Target date: December 2021 (revised from previous date of March 2021 to align updates with other initiatives in a coordinated approach) 	<p>OAG Progress Audit Assessment: No action taken ACD Assessment: Partially implemented Actions Taken & Discussion:</p> <ul style="list-style-type: none"> 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"> Remanded and sentenced individuals are often housed together; however, approximately half of our remand population is housed in our two dedicated remand facilities; 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 individuals in custody; and, 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 individuals with no criminal history and more individuals with more significant criminal histories entering the correctional system. Therefore, placement decisions in the centre need to consider much more than an individual's legal hold status. When determining where to house an individual, the classification process considers security risks, criminal history, mental health needs, gang affiliations, criminal peers, and other factors. 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. A draft report based on this review was shared with the Office of the Auditor General on October 9, 2019.

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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>BC Corrections Future Actions and Target Dates:</p> <ul style="list-style-type: none"> The division has developed a project initiation document about improving access to appropriate programming in custody centres. A review of program offerings and enrolment and client suitability is underway. Once complete, the division will develop a workplan to address barriers to programming. Target date for workplan: April 2021. Implementation dates dependent on workplan (new future action) Work is underway to develop a risk assessment and classification tool in three stages to ensure individuals in custody are directed to appropriate programming. Stage one of the risk assessment tool development will include identification of static factors that identify those who are highest risk at intake, stage two will identify and incorporate dynamic factors into the Inmate Assessment, and stage three will validate and incorporate the Inmate Needs Assessment into the overarching risk/needs tool. Target date for stage one: April 2022. Timelines for stages two and three are dependent on results from stage one (new future action) The division is developing a comprehensive strategy for case management for all individuals in custody as staffing and resources permit. The first stage of this action is a discussion paper that will outline options and contingencies. Target date for discussion paper: June 2021. Creation of workplan and implementation dates dependent on outcomes from discussion paper. (revised from previous date of June 2020 due to COVID-19 priorities) 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. Target date: phased in over five years, resource dependent. 	<p>OAG Progress Audit Assessment: No action taken</p> <p>ACD Assessment: Partially implemented</p> <p>Actions Taken & Discussion:</p> <ul style="list-style-type: none"> To support segregation reform, the division is: <ul style="list-style-type: none"> Improving correctional practices in classification, case management, alternative living units, and disciplinary hearings; and Researching the development of a risk/needs assessment tool to support consistent delivery of programs and services. Enhanced case management has been implemented as part of work to reform segregation. <ul style="list-style-type: none"> In October 2019, the division 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. A new requirement was introduced in October 2020 that case plans be completed for all individuals held in separate confinement or segregation for 5 days or longer. The division introduced Supported Integration Placement (SIP) in April 2020 for individuals in custody who require additional support to integrate to the least restrictive placement possible. Individuals on SIP are housed outside the segregation unit in less restrictive conditions than individuals on separate confinement, who are housed in the segregation unit. Preliminary evaluation data indicate that a significant number of individuals on long-term separate confinement have been transitioned to SIP, resulting in fewer individuals held in segregation for shorter periods of time. The division has introduced a standardized case management plan to be completed for all individuals sentenced to 90 days or longer (July 2020). 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. As part of ICaP, the Inmate Assessment has been updated to improve the consistency of the classification process. For example, it now captures information related to individuals' mental health needs, Indigenous status, and incidents of violence against staff. While awaiting funding for ICaP, the division continues to explore avenues to improve classification and case management processes within existing budgetary constraints.

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