

February 2019



## PROGRESS AUDIT: CORRECTIONAL FACILITIES AND PROGRAMS

An independent audit report

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OFFICE OF THE  
**Auditor General**  
of British Columbia

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The Honourable Darryl Plecas  
Speaker of the Legislative Assembly  
Province of British Columbia  
Parliament Buildings  
Victoria, British Columbia  
V8V 1X4

Dear Mr. Speaker:

I have the honour to transmit to the Speaker of the Legislative Assembly of British Columbia the report, *Progress Audit: Correctional Facilities and Programs*.

We conducted this audit under the authority of section 11(8) of the *Auditor General Act* and in accordance with the standards for assurance engagements set out by the Chartered Professional Accountants of Canada (CPA) in the CPA Handbook – Canadian Standard on Assurance Engagements (CSAE) 3001 and Value-for-money Auditing in the Public Sector PS 5400.



Carol Bellringer, FCPA, FCA  
Auditor General  
Victoria, B.C.  
February 2019

The Office of the Auditor General of British Columbia would like to acknowledge with respect that we conduct our work on Coast Salish territories. Primarily, this is on the Lkwungen-speaking people's (Esquimalt and Songhees) traditional lands, now known as Victoria, and the WSÁNEĆ people's (Pauquachin, Tsartlip, Tsawout, Tseycum) traditional lands, now known as Saanich.

# AUDITOR GENERAL'S COMMENTS

**IN 2015, WE CARRIED OUT AN AUDIT** of the Adult Custody Division's (division) correctional facilities and programs because of concerns raised about overcrowding in the province's correctional centres. Through that audit, we examined whether the division was effectively managing capacity to ensure safe and secure custody, and providing programs to reduce re-offending. We identified risks to its performance and made eight recommendations to help the division better meet its mandate and comply with its own policies.

This report captures the follow-up work my office has to done to examine the division's progress in implementing the recommendations from our 2015 audit. Overall, progress is mixed. We found that the division has implemented three of our original eight recommendations, is working on another two and has yet to take action on the remaining three.

Much of the division's progress can be traced to its growing use of inmate population data - be it through incident data, forecasts or program evaluations - to drive decisions on the facilities and programs it offers. For example, recognizing the number of inmates with substance use issues, the division introduced new living units at each of its correctional centres that encourage and reward inmates for adhering to a set of community rules, which include being substance-free. The division has also developed a new program for female inmates, following poor results from an evaluation of the previous program, and has implemented body scanners at each of its centres to address a growing number of contraband incidents.

Although the division has yet to take action on three of our recommendations, it recognizes their importance and has work planned to address two of them. This includes planning on several projects that may enhance quality assurance over inmate classification and case management.



**CAROL BELLRINGER, FCPA, FCA**  
*Auditor General*

## AUDITOR GENERAL'S COMMENTS

In contrast, we did not find any planned work to address recommendation 7 - to examine the impact of housing sentenced and non-sentenced inmates together. The division did tell us, towards the end of the audit, that it intends to carry out a study in this area, but the work was too preliminary for us to determine whether it will address the recommendation.

The Adult Custody Division plays an important role in our criminal justice system. In 2017/18, the division supervised 2,620 inmates a day, seeking to provide them with a safe environment where they can access programs that will change their offending behaviour. This is an important step in reducing their likelihood to re-offend upon release.

I would like to thank the staff at the Adult Custody Division for their cooperation and assistance during our work on this progress audit.



Carol Bellringer, FCPA, FCA  
Auditor General  
Victoria, B.C.  
February 2019

# SUMMARY OF RECOMMENDATIONS FROM 2015 AUDIT

## WE RECOMMENDED THAT THE ADULT CUSTODY DIVISION:

- 1** 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.
- 2** 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.
- 3** 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.
- 4** 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.).
- 5** Periodically assess the effectiveness of all programs intended to reduce re-offending and use the results to identify and implement improvements in programming.
- 6** Implement a quality assurance system across correctional centres to monitor and continuously improve the classification and case management of inmates.
- 7** 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*.
- 8** 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.

# RESPONSE FROM BC CORRECTIONS

**AS AN ORGANIZATION** that is dedicated to continually reviewing our practices and policies to ensure we are providing the best supports and services to individuals in our care, we understand there is always more that can be done. As such, we appreciate the work undertaken by the Office of the Auditor General to further our efforts to make meaningful changes in the lives of the men and women in custody, and thereby safer communities for all British Columbians.

Since the initial report, BC Corrections has made concerted efforts towards implementing all of the recommendations that resulted from the findings. We appreciate the acknowledgment of the work done with respect to recommendations 3, 4 and 5. While there is work that still needs to be done, given the extensive planning and resources that are required to bring about effective improvements, we believe we have made significant strides towards achieving the desired outcomes, and plans are in place to address each of the Auditor Generals' recommendations.

For example, substantial focus has been placed on implementing a multi-faceted 5-year project to develop a new case management system – the Integrated Case Management Project - that will greatly enhance how we support individuals by integrating case management and risk assessment and enable the consistent delivery of programs and services each individual needs. This project will also build on a number of mechanisms that were put in place to enhance quality assurance. In addition, net new resources specifically focus on improving practices in the areas of classification, progressive case management and violence reduction initiatives through implementing Right Living

Programs, Complex Needs Units, and changing the inmate discipline process. We are also developing plans to reform the use of segregation with a focus on alternative placements and enhanced case management to better support high-risk, high-needs inmates.

Moving forward, a review to consider options to ensure the physical placement of sentenced and remand inmates is in line with regulations has been initiated. Plans are in place to analyze and address the barriers to inmates getting timely access to programs. In addition, the division will expand the key indicators that are monitored in the areas of safety and security concerns and enhance its current analysis of incidents involving violence by correctional centre to identify trends as they relate to the differences in each centre.

Our 2018-21 strategic plan has a clearly identified mission and goals in the areas of staffing, advancing correctional supervision, supporting inmates with complex needs and addressing the issue of Indigenous over-representation. BC Corrections remains steadfast in its dedication to improving our approaches in order to attain our goals and create better outcomes for the men and women under our supervision.

# ABOUT THE AUDIT

## INTRODUCTION

**THIS IS A** progress audit that examines whether the Adult Custody Division in the Ministry of Public Safety and Solicitor General has implemented the recommendations from our January 2015 audit, *An Audit of Correctional Facilities and Programs*.

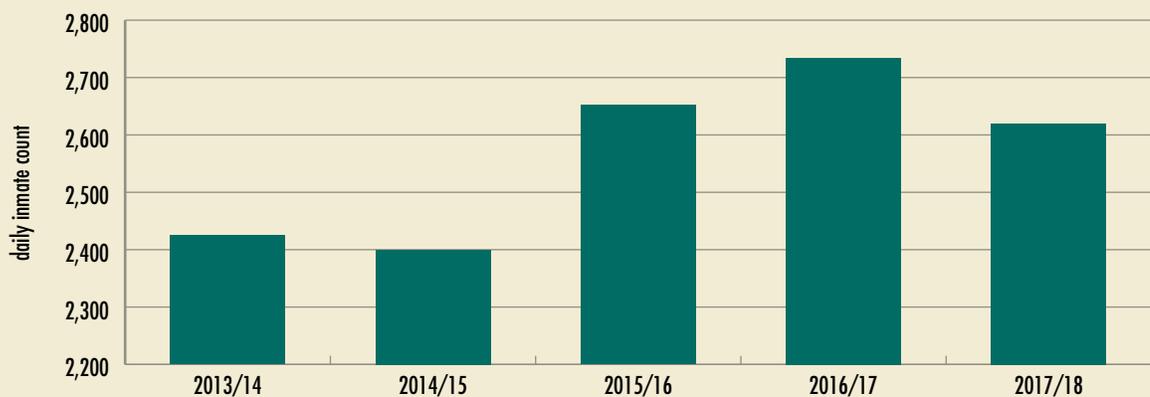
In this report, we provide up-to-date information on the program area, summarize our original audit findings and highlight the progress the division has made since 2015.

## BACKGROUND

In B.C., the Adult Custody Division (division) is responsible for all adult offenders who are sentenced to a jail term of two years less a day, as well as those awaiting trial, sentencing or an immigration review. In 2017/18, the division supervised an average of 2,620 individuals each day—an increase of 195 inmates since 2013/14 (see Exhibit 1).

The division operates 10 correctional centres across the province, housing male and female inmates at a variety of security levels—secure, medium and open. In 2017/18, it relied on 1,750 staff to manage and operate these facilities and had an annual operating budget of \$166 million.

**Exhibit 1:** Adult daily inmate count between 2013/14 and 2017/18



Source: Office of the Auditor General of British Columbia, based on data from the B.C. Adult Custody Division. Figures have not been audited.

# ABOUT THE AUDIT

## Inmate profile

The inmate population is not homogenous. Individuals who are held in custody differ in terms of the type of supervision they are under, their length of stay and the type of crime they have been charged with. In 2017/18:

- ◆ remand inmates (those awaiting trial or sentencing) accounted for roughly 62% of the population
- ◆ the average length of stay was 41 days for remand inmates and 61 days for sentenced inmates
- ◆ 15% of inmates were charged with domestic violence offences, 13% with sexual offences and the remainder with general offences

While inmates differ in a number of ways, they also share some similarities. A report published by the Somers Research Group at Simon Fraser University (2015) notes that the inmate population tends to be younger, less educated and poorer when compared with the general population. They also exhibit specific risk factors that make them more likely to be involved in criminal activity, including substance use, mental illness and homelessness.

## Inmate assessment and case management

The division employs several practices to minimize the inherent risks in a correctional centre and help inmates address their criminal behaviour.

First is the inmate assessment, which determines the level of security that inmates require while they are incarcerated. According to division policy, all inmates should be assessed within the first 24 hours of admission (or transfer to a facility) to determine where they will be housed while in custody. Based on this assessment, inmates are placed in a unit that reflects their assessed security level (secure, medium or open) and population designation (general population or protective custody).

Inmates sentenced to 90 days or more are required to have a case management plan that identifies and addresses the factors that contribute to their criminal behaviour. This plan is driven by an inmate needs assessment (different from the inmate assessment described above), which rates offenders according to their need (no difficulty, some difficulties or severe difficulties) in 10 different areas (e.g., drug usage, attitude, emotional stability). Correctional staff then develop a case management plan that identifies how the inmate will address those needs through the centre's programs and activities.

## Correctional programming

The division offers inmates a range of programs and activities to engage them while they are in custody and better prepare them for release. These include the following:

- ◆ Work—to develop practical job skills that are intended to assist with reintegration into the community (e.g., bicycle and eyeglass repair)

## ABOUT THE AUDIT

- ◆ Education and training—partnerships with educational institutes to help inmates acquire diplomas and certificates
- ◆ Life skills—programs to reinforce life skills for individuals with short-term stays (e.g., preparing a resume and finding housing)
- ◆ Cognitive-behavioural programs—designed to reduce an inmate’s risk of reoffending (termed “core programs”); current programs include Respectful Relationships/Relationship Violence Treatment, Living without Violence, Substance Abuse Management, and Thinking Leads 2 Change

The division also provides religious, spiritual and recreational programming, as well as centre-specific programs and services to support mental health and addictions.

## AUDIT OF CORRECTIONAL FACILITIES AND PROGRAMS

In 2015, we completed an audit that assessed whether the division was planning for, and providing, the facilities and programs it needs to deliver safe, secure custody and reduce criminal behaviour.

We found that the division:

- ◆ could not demonstrate that it was planning for, or providing, the facilities it needs to deliver safe and secure custody
- ◆ was not planning for, or providing, the programs inmates need to reduce their criminal behaviour

We made eight recommendations to help the division better meet its mandate and comply with its own policies and procedures. The division accepted these recommendations and submitted two action plan updates to the Select Standing Committee on the Public Accounts (PAC) detailing its progress toward implementation.

# PROGRESS AUDIT OBJECTIVE AND CONCLUSION

**Exhibit 2:** The Adult Custody Division’s progress in implementing our recommendations from 2015

Recommendation	1	2	3	4	5	6	7	8
Progress	●	●	●	●	●	●	●	●

● Fully/substantially implemented   ● Partially implemented   ● No action taken

## PROGRESS AUDIT OBJECTIVE

We carried out this progress audit to determine whether the Adult Custody Division has implemented recommendations from our *Audit of Correctional Facilities and Programs*.

inmate forecasts, project proposals and program evaluations—to determine whether the division had implemented our recommendations. We also spoke to staff to gain insight into the work undertaken since our report was published and explore some of the challenges associated with implementation. Although we looked at the division’s overall progress against our recommendations, we did not verify the effectiveness of its actions in addressing our original audit findings.

## PROGRESS AUDIT CONCLUSION

We concluded that the Adult Custody Division has fully/substantially implemented three of our eight recommendations and partially implemented another two. It has taken no action on the remaining three recommendations (see Exhibit 2).

The progress audit covered the period from the date on which our original audit report was published (January 2015) to January 2019.

## PROGRESS AUDIT CRITERIA

We concluded against our progress audit objective based on eight criteria that reflect the recommendations from our original audit (see the Summary of Recommendations on [page 5](#)).

## PROGRESS AUDIT SCOPE AND METHOD

We reviewed a number of documents—including strategic plans, committee minutes, terms of reference,

# KEY FINDINGS

**THIS SECTION OUTLINES** our progress audit findings for each of the eight recommendations we made in our original audit. Under each recommendation is a summary of what we found in 2015, followed by a summary of the division's progress since.

**RECOMMENDATION 1:** *We recommend that the 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.*

OAG assessment: ● Partially implemented

In our 2015 audit, we found that the division had not defined how it would achieve its mission to “provide safe and secure custody of inmates and deliver programs that promote public safety and reduce criminal behaviour.” It had not established goals, objectives or strategies that described how the organization would meet its mission, nor had it developed performance measures or targets to gauge its success.

We also found that the division had not defined how its current occupancy level, and occupancy target, affected safe, secure custody and behavioural change. As a result, we recommended that the division develop and implement a complete performance management framework, which would include defining appropriate occupancy levels for correctional centres.

## Progress audit findings

Our progress audit found that the division has partially implemented recommendation 1. The division now has goals, objectives and strategies that outline how it will achieve its mission (which has changed since our original audit) to “protect communities by safely supporting adults under supervision and using evidence-based approaches to change their behaviour.” It has also recently assigned responsibility for implementing strategies and developing performance measures to a variety of provincial committees that oversee different functions of correctional supervision and administration (such as operations, standards and programs).

Despite progress in these areas, the division has not established targets that operationalize its mission. For example, it has not defined the degree of safe supervision or behavioural change that it is aiming for. It has also not defined appropriate occupancy levels for correctional centres. The division continues to aim for the same benchmark that it had in place during our original audit (no more than 32% double-bunking), without validating whether the target or double-bunking in general is consistent with its mission. This is important to do given recent unit closures (due primarily to staff shortages) that have resulted in six of the 10 correctional centres operating above 32% double-bunking (see [Exhibit 3](#); shaded cells show where the target was exceeded).

The division reports that it would like to reduce this target but needs to do more work to define its approach.

## KEY FINDINGS

Exhibit 3: Impact of unit closures on double-bunking, August 2018		
Correctional centre	Unit closures	Percentage of inmates double-bunked
Facilities for females		
Alouette Correctional Centre for Women	4	0%
Okanagan Correctional Centre	0	0%
Prince George Regional Correctional Centre	0	17%
Facilities for males		
Ford Mountain Correctional Centre	0	0%
Fraser Regional Correctional Centre	4	56%
Kamloops Regional Correctional Centre	1	52%
Nanaimo Correctional Centre	0	0%
North Fraser Pretrial Centre	0	48%
Okanagan Correctional Centre	2	22%
Prince George Regional Correctional Centre	3	36%
Surrey Pretrial Services Centre	3	49%
Vancouver Island Regional Correctional Centre	2	66%

Source: Office of the Auditor General of British Columbia, based on data from the B.C. Adult Custody Division. Figures have not been audited.

## KEY FINDINGS

**RECOMMENDATION 2:** *We recommend that the 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.*

OAG assessment: ● Partially implemented

When we completed our original audit, we found that the division was tracking safety and security incidents at each of its centres, by incident type (see examples in Exhibit 4). At that time, the total number of incidents had peaked at 5,980.

While we found that the division was tracking incidents, it was not analyzing trends in the data to understand how differences in operation, design or occupancy were contributing to their occurrence. As a result, we recommended that the division undertake a more detailed assessment of trends to understand these differences and implement improvements to reduce the risk of reoccurrence.

### Progress audit findings

Our progress audit found that the division has partially implemented recommendation 2. The division has assessed trends related to staff assaults (which totalled 117 in 2016) and contraband and introduced reforms to reduce the risk of reoccurrence, including new body scanners to better detect contraband coming in and out of facilities. The division also continues to conduct critical incident and operational reviews that investigate the cause of serious incidents (e.g., inmate death, medication errors, overdose, escape).

When we looked at the individual correctional centres, we found that the Surrey Pretrial Services Centre (SPSC) had carried out an in-depth review of all violent inmate-on-inmate incidents at its centre. The SPSC identified patterns in the data (i.e., the location, demographic profile) and used the results to introduce a new No Violence Initiative in its centre.

While these are examples of how the division has used its data to understand and address trends in safety and security, they only account for a quarter (25%)

**Exhibit 4:** Examples of incidents the division tracks, by type

Incident type	Examples of incidents
Behavioural	Sexual, suspicious, mental health, abusive, hunger strike, peer problem
Critical event	Riot, escape, attempted escape, inadvertent release, hostage, fire, natural disaster
Contraband	Marijuana, heroin, pharmaceuticals, cocaine, tobacco, needles, methamphetamine, weapons
Injury/illness	Self-harm, death, accident, serious illness, overdose
Security	Damage to property, intelligence, search, false code, maintenance, inmate communication
Violence	Assault, attempted assault, threat, fight

Source: Office of the Auditor General of British Columbia, based on data from the B.C. Adult Custody Division.

## KEY FINDINGS

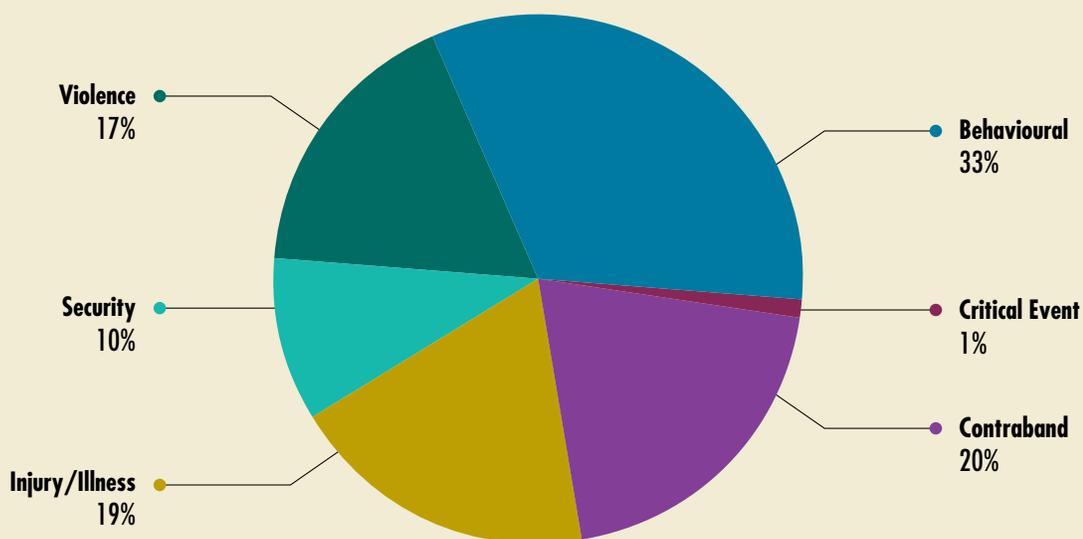
of all incidents that occurred in 2017 (see Exhibit 5 for a breakdown of total incidents). The division has not examined trends related to behavioural incidents, injuries/illnesses, security and other types of violence (including inmate-on-inmate assaults across all of its centres) to reduce their risk of reoccurrence.

The division told us that it focused its initial assessment on areas with the most significant impact on safety and security, given the resources that are required to carry out an in-depth review. It acknowledged that inmate-on-inmate assaults are an

area of concern, but that it must balance reviewing these incidents with other research priorities.

The correctional environment is inherently unpredictable. On any given day, staff and inmates can be exposed to a variety of incidents, ranging from property damage to a physical assault. In 2017, these reached a high of 9,100. Proactively assessing the full range of incidents would help the division better understand contributing factors and minimize risks to staff and inmates.

**Exhibit 5:** Proportion of safety and security incidents, by type (2017)



Source: Office of the Auditor General of British Columbia, based on data from the B.C. Adult Custody Division. Figures have not been audited.

## KEY FINDINGS

**RECOMMENDATION 3:** *We recommend that the 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.*

OAG assessment: ● Fully/substantially implemented

When we carried out our original audit, we expected to find that the division identified, collected and used inmate data to inform its planning for facilities and programs, in both the short and long term. This would include the use of forecasting data to plan for long-term needs.

We found that the division used forecasting information to predict the amount of space it needed (for example, when it needed to build a new facility), but not the type. In particular, its model did not account for changes in the inmate population, such as the number with mental health needs or the number on remand, despite recent shifts.

### Progress audit findings

Our progress audit found that the division has substantially implemented recommendation 3. It has examined key drivers that influence operations within correctional centres and explored the impact these factors have on the **type** of facilities and programs it provides. These drivers include the increasing complexity of the inmate population, the proportion of inmates with mental health and substance use

needs, the number of Indigenous inmates and the increase in remand inmates.

The division has also begun collecting information on the impact these drivers might have on its long-term population forecast—which is used to predict the **amount** of space required. For example, the impact courthouse expansions in the Lower Mainland might have on the number of inmates on remand. While we found that the division has recently gathered this data, it has not incorporated it in its subsequent forecasts. Doing so will help the division estimate the number of programs and facilities it needs.

**RECOMMENDATION 4:** *We recommend that the 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.).*

OAG assessment: ● Fully/substantially implemented

In our original audit, we found that the division did not consistently use its understanding of the inmate population to drive decisions on facility space and programs. Instead, decisions were often based on short-term needs, what was possible in the moment, staff judgment, and other factors that the division considered.

For example, the design of new correctional centres was based on the division's judgment that a generic facility, built to the highest security level, would allow the greatest flexibility at the lowest cost. But

## KEY FINDINGS

the division could not demonstrate how important elements, such as the ability to separate different groups, had been integrated into the design decisions for new facilities. As a result, we recommended that the division ensure that decisions regarding facility space and programs fully reflect key characteristics of the inmate population.

### Progress audit findings

Through our progress audit, we reviewed several key decisions regarding facility space and programs and found that the division has fully implemented this recommendation. The division has used 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 at each of its correctional centres to enhance the successful reintegration of inmates upon release. Participants on Right Living Units make a commitment to change the unhealthy lifestyle that contributed to their behaviour by abiding by a set of community rules (such as remaining drug free and actively participating in community routines).

We also found that the division's capital plan includes four projects for its facilities that reflect current drivers in the inmate population, including changes in segregation, the growing proportion of inmates on remand, and the complexity of the inmate population.

**RECOMMENDATION 5:** *We recommend that the division periodically assess the effectiveness of all programs intended to reduce re-offending and use the results to identify and implement improvements in programming.*

OAG assessment: ● Fully/substantially implemented

The division has a variety of programs and activities to engage inmates while they are in custody and prepare them for reintegration into the community. Among these are a set of cognitive-behavioural programs (referred to as “core programs”) that target factors related to inmates’ criminal behaviour and, if the programs are effective, reduce re-offending.

When we conducted our original audit, the division had five core programs in place to address the primary offending factors in its population. We found that the division had only evaluated the effectiveness of three of these programs, and only one was found to be effective at reducing the likelihood to re-offend (see [Exhibit 6](#)). Despite these results, the division continued to offer all five core programs. As a result, we recommended that the division assess the effectiveness of its core programs and use the results to identify and implement improvements.

### Progress audit findings

Our progress audit found that the division has substantially implemented recommendation 5. It has evaluated the two programs that it had not evaluated

## KEY FINDINGS

at the time of our original audit and re-evaluated another program that was found to have had no impact on re-offending (see Exhibit 6). The division has also used the results from these evaluations to implement improvements. For example, it developed and implemented a new core program for female offenders

after its evaluation of the former programs found that participation increased the likelihood to re-offend.

Despite this progress, we found that the division waited ten years to re-evaluate its Respectful Relationships/Relationship Violence Treatment

<b>Exhibit 6:</b> The division's progress in evaluating its core programs (original and progress audit)			
Core program		Status of division's evaluation work during our original audit	Status of division's evaluation work during our progress audit
Substance Abuse Management	Date of evaluation	2007	2016
	Evaluation results	No impact on reducing likelihood to re-offend	No impact on reducing likelihood to re-offend among men; decrease in the likelihood to re-offend among women
	Program improvements	No revisions	Revisions implemented in 2017
Respectful Relationships and Relationship Violence Treatment	Date of evaluation	2009	In progress (expected in 2019)
	Evaluation results	No impact on reducing likelihood to re-offend	N/A
	Program improvements	No revisions	No revisions
Violence Prevention Program (now Living Without Violence)	Date of evaluation	2012	No evaluation (expected in 2020)
	Evaluation results	Decrease in likelihood to re-offend	N/A
	Program improvements	N/A	Revisions made in 2016/17 to reflect evolving literature in anger management
Emotion Management for Women Offenders	Date of evaluation	No evaluation	2015
	Evaluation results	N/A	Significant increase in likelihood to re-offend
	Program improvements	N/A	Program was discontinued and new program was introduced in 2017
Relationship Skills for Women Offenders	Date of evaluation	No evaluation	2015
	Evaluation results	N/A	Significant increase in likelihood to re-offend
	Program improvements	N/A	Program was discontinued and new program was introduced in 2017

Source: Office of the Auditor General of British Columbia, with information from the B.C. Adult Custody Division. Figures have not been audited.

## KEY FINDINGS

program even though its 2009 evaluation showed that the program had no impact on reducing the likelihood to re-offend. The division told us that the results were invalid due to the size and composition of the sample, but did not do any work to verify this or improve the program. Carrying out a timelier program evaluation will minimize the risk of inmates participating in a program that may or may not be effective in addressing their criminal behaviour.

**RECOMMENDATION 6:** *We recommend that the division implement a quality assurance system across correctional centres to monitor and continuously improve the classification and case management of inmates.*

OAG assessment: ● No action taken

In 2015, we looked to see whether the division complied with its legislation and policy on inmate classification and case management by reviewing 132 inmate files. We looked at a number of requirements, including whether inmates were housed according to their classification decision, whether they had a case management plan in place, whether they received the core programs outlined in their case plans, and whether they completed their core programs.

We found that the division did not meet its own policy expectations in these areas and recommended that it implement a quality assurance system to monitor and improve the classification and case management of inmates.

## Progress audit findings

Our progress audit found that the division has taken no action on this recommendation and, as a result, still does not know whether inmates are being consistently classified and accommodated, and whether they are receiving the programs they need to address their criminal behaviour.

The division recently started planning several projects that may enhance the quality assurance of classification and case management. Among these is the Integrated Case Planning (ICaP) project that is expected to include a quality assurance component. The project was initiated in 2015 but has been delayed for a number of reasons. The division's updated timeline puts implementation in 2020/21, should the project receive the necessary funding (estimated at roughly \$4 million).

### INTEGRATED CASE PLANNING (ICAP) PROJECT

The Corrections Branch launched the ICaP project in 2015 to increase information sharing and collaboration between all Corrections Branch staff. The project is expected to include a technological solution that will integrate risk assessment with case management, enabling consistent delivery of programs and services for all Corrections Branch clients.

## KEY FINDINGS

**RECOMMENDATION 7:** *We recommend that the 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.*

OAG assessment: ● No action taken

The division supervises both sentenced and non-sentenced (remand) inmates in its correctional centres. Separating these inmates is considered good correctional practice, as per the *Corrections Act Regulation*, which stipulates that, where circumstances allow, inmates who are sentenced should be separated from those who are not. Despite this, we found that the division was not separating inmates during our original audit. We heard mixed reactions to this practice at the time; some staff said it did not have an impact, while others said it did. As a result, we recommended that the division examine the impact of housing sentenced and non-sentenced inmates together.

### Progress audit findings

Our progress audit found that the division has taken no action on this recommendation. Instead, the division continues to base its accommodation decisions on risk factors such as inmate compatibility and mental health status.

The division recognizes that separate accommodation is important to provide remand inmates with protection and privacy (so they can prepare for court), but believes that its current practice manages any

significant risks that come from mixing populations. However, as we began wrapping up the audit, the division told us that it intends to carry out a study in this area, but the work was too preliminary for us to conclude whether it will address the recommendation.

**RECOMMENDATION 8:** *We recommend that the division review the case management process to identify and address barriers to offenders getting timely access to the programs they need to reduce criminal behaviour. This would include evaluation and improving the reliability of the risk/needs assessment used to identify programs for offenders.*

OAG assessment: ● No action taken

Our original audit examined the division's approach to inmate programming, and in particular whether inmates were being assigned, and enrolled in, core programs. These decisions begin with the inmate needs assessment, which rates offenders according to their need in 10 predefined categories (e.g., behavioural and emotional stability, drug usage, attitude). Offenders with a sentence of 90+ days are then provided with a case management plan that identifies how they will address those needs through programs and activities.

The results from our file review, in our original audit, showed that less than half of the offenders sampled had a completed case management plan, and only 27% of files contained core program recommendations that aligned with a case management plan. We identified

## KEY FINDINGS

a number of potential causes for case management falling short (e.g., offender challenges, core program availability, insufficient staff training, etc.), but recommended that the division review the process in more detail to identify and address the barriers to offenders getting timely access to programs. We also recommended that it evaluate and improve the reliability of the inmate assessment and inmate needs assessment tools that it uses to identify programs.

### Progress audit findings

Our progress audit found that the division has taken no action on this recommendation. The division told us that it knows offenders are not getting timely access to the programs they need, bringing the value of an in-depth review into question. It told us that ongoing staff shortages are impacting its ability to meet operational expectations, including case management and inmate programming.

The division also acknowledged the importance of using an evidence-based risk/needs assessment tool to identify the right programs for inmates and intends to develop one as part of the ICaP project and ongoing changes in segregation.

Failing to provide inmates with the programs they need represents a lost opportunity to effect behavioural change, which is central to the division's mission. It also increases the risk that offenders will re-offend after they are released.

# AUDIT QUALITY ASSURANCE

**WE CONDUCTED THIS AUDIT** under the authority of section 11 (8) of the *Auditor General Act* and in accordance with the standards for assurance engagements set out by the Chartered Professional Accounts of Canada (CPA) in the CPA Handbook – (CSAE) 3001. These standards require that we comply with ethical requirements and conduct the audit to independently express a conclusion on whether or not the subject matter complies in all significant respects to the applicable criteria.

The office applies the CPA Canadian Standard and Quality Control 1 (CSQC) and, accordingly, maintains a comprehensive system of quality control, including documented policies and procedures regarding compliance with ethical requirements, professional standards and regulatory requirements. In this respect, we have complied with the independence and other requirements of the code of ethics applicable to the practice of public accounting issued by the

Chartered Professional Accountants of B.C., which are founded on the principles of integrity, objectivity, professional competence and due care, confidentiality and professional behaviour.

The report is dated January 11, 2019. This is the date the audit team finished obtaining evidence used to base the findings and conclusions of the report.

## AUDIT TEAM

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