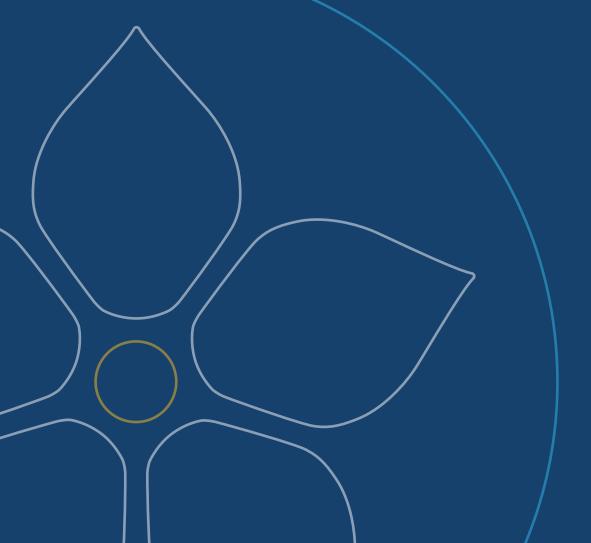
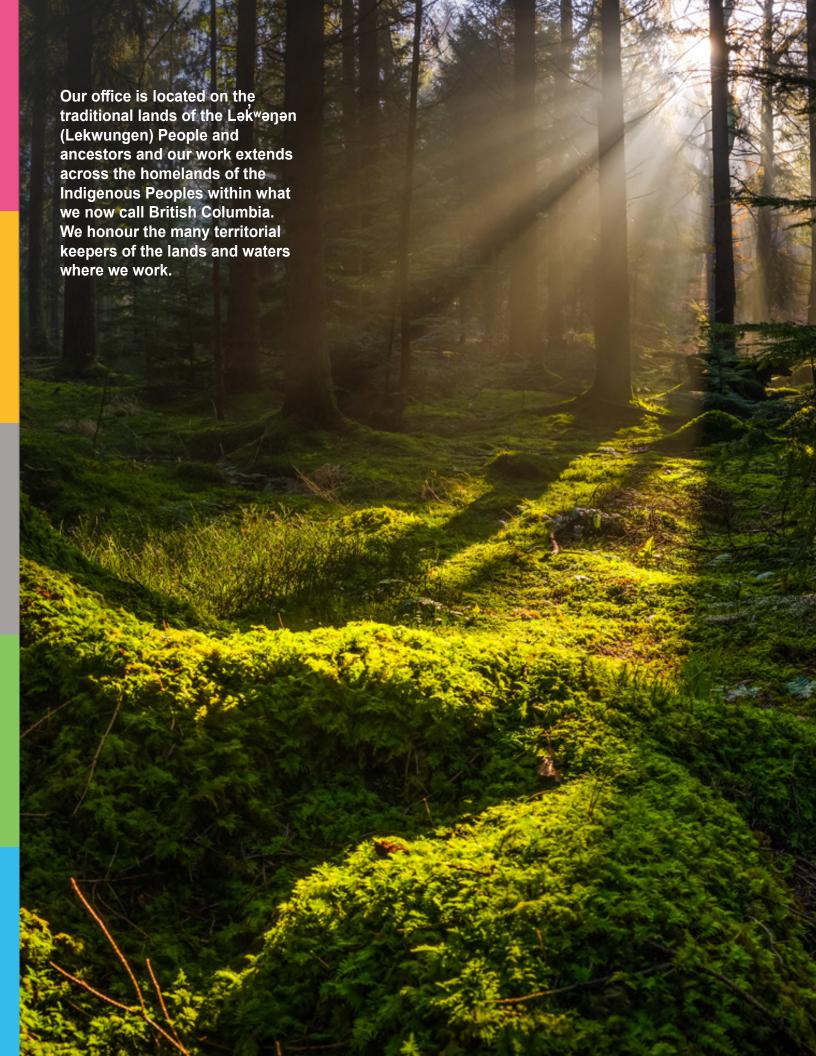


SERVICE PLAN 2025/26-2027/28

Presented to the Select Standing Committee on Finance and Government Services

March 2025







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March 2025

I have the honour to present the 2025/26–2027/28 Service Plan for the Office of the Ombudsperson.

Included within this plan is an interim report on progress on our 2024/2025 initiatives, a discussion of our work on outcome-based performance measures, and a plan setting out our priorities and initiatives for 2025/26 and the following two years. This Service Plan is the fourth issued within the strategic framework set out in our 2021–2026 Strategic Plan.

Jay Chalke

Ombudsperson

Province of British Columbia

2021-26 STRATEGIC PLAN: SUMMARY

VISION	MANDATE	GUIDING PRINCIPLES
Fairness and accountability in British Columbia's public services	British Columbia's independent voice for fairness and accountability	Fairness Accountability Integrity Respect Impartiality Service

2021-26 STRATEGIC PLAN: GOALS

- 1. Deepen our connection with the public
- 2. Enhance and modernize our services
- 3. Expand our investigative impact on fairness in public services
- 4. Help authorities to prevent unfairness before complaints arise
- Support implementation of whistleblower protections across the broader public sector
- Advance and support reconciliation through our work with Indigenous peoples
- 7. Be an inclusive, supportive and engaged workplace

OUR PLANNING FRAMEWORK

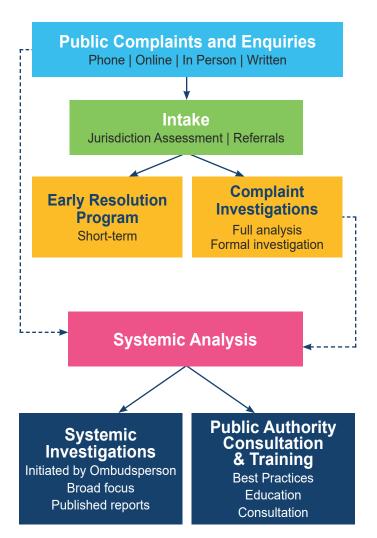
We carry out our work in accordance with the guiding principles and objectives set out in our 2021–26 Strategic Plan. Within this broad framework, our five targeted plans identify specific goals and outcomes that will enable us to meet our strategic goals.



HOW WE DO OUR WORK

Ombudsperson Act operations

We carry out our statutory mandate under the *Ombudsperson Act* through an integrated, teambased approach to receiving and investigating complaints and enquiries from the public, conducting individual complaint investigations into complaints about > 1,000 provincial and local BC public bodies (including, where appropriate, early resolution), systemic investigations and public reporting, and voluntary consultation and training with public bodies.



Public Interest Disclosure Act operations

The Public Interest Disclosure Act (PIDA)mandates the Ombudsperson to provide advice to current and former employees of specific public bodies who may have experienced or witnessed wrongdoing in the workplace and to receive and investigate disclosures of wrongdoing. Disclosers are protected from reprisal and our office has the sole mandate to investigate allegations of reprisal. These functions — providing advice, conducting intake and assessment of new disclosures, conducting and reporting on investigations — are carried out by a specialized team.

In December 2024, the seven-phase implementation of PIDA to public sector bodies, announced in 2021, was completed. Well over 300,000 current public employees now have disclosure rights under PIDA. The Act will be reviewed by a special legislative committee in 2025.

Preventative Ombudship

In addition, the Public Authority Consultation and Training team provides voluntary consultation and training to public bodies that are subject to PIDA.

Corporate shared services

The Office of the Ombudsperson provides support to four Offices of the Legislature through a cost-effective Corporate Shared Services model. These shared support services include finance, human resources, facilities and IT services.

PERFORMANCE MEASUREMENT: UNDERSTANDING OUR IMPACT

In our 2021–26 Strategic Plan, we committed to the development of outcome-based performance measures that aim to assess the broad impact of our services and identify key areas for improvement.

As a result of this work, we continue to transition, where possible, from output performance measures to outcome-based measures. Through surveys and other impact-focused evaluation processes we are developing, including peer review, we are gaining a deeper understanding of how we are meeting our strategic and operational goals and making meaningful improvements to our service delivery.

These outcome-focused measures are informed by the 2019 Venice Principles and the 2020 United Nations Resolution, which outline elements fundamental to effective Ombuds work: independence; impartiality, objectivity and fairness; and transparency. These are aligned with the core principles of fairness, accountability, integrity, respect, impartiality and service that are set out in our current Strategic Plan. For example, the questions we have asked in our surveys measure perceptions of our independence, transparency and impartiality and as such, offer insight into how closely our work aligns with these core principles.

At present, our primary tool for measuring outcomes is through a set of three target-audience surveys: the general public, public authority employees and people who have made complaints to our office.

We have done one of these surveys each year for the past three fiscal years, and we are establishing baseline measures and targets for improvement.

SURVEY	Baselines completed	Follow-up scheduled
General public	2021/22	2024/25 (in progress)
Public authorities	2022/23	2025/26
Users of our service	2023/24	2026/27

General public survey

In 2021/22, we surveyed the general public about awareness and understanding of our role, as well as perceptions of our office, and we reported on the outcome of that survey in our 2021/22 annual report and 2023/24–2025/26 service plan. The key finding was low public awareness of our office, which we are seeking to address through our pilot Outreach Plan. We have repeated this public perception survey in 2024/25 and are targeting an increase in awareness of our office's role and mandate. Results from the most recent follow-up survey will be published in our upcoming 2024/25 annual report and subsequent service plan.

Public authorities survey

In 2022/23, we surveyed representatives from public authorities on key questions related to awareness of our office and our work.

The results are detailed in our 2022/23 annual report and 2024/2–2026/27 service plan. Overall, authority perceptions of our office are positive. The survey demonstrated the value of our Public Authority Consultation and Training team's services, as those who had taken our training were more likely to have a positive perception of our office.

While the survey also showed that public officials believe we have work to do to improve the timeliness of our investigations, it made clear that our professional, thorough and respectful service and our integrity are strengths. Overall, authorities were clear that what matters most to them is our approachability. Based on these results, we will develop strategies that continue to build relationships with authorities and improve our timeliness. At the same time, with the increasing complexity of complaints, we will need additional resources to meet our timeliness goals while continuing to strengthen our capacity in delivering our impartial and thorough investigations.

Users of our service survey

In 2023/24, we conducted an online survey of people who had made a complaint to our office under the *Ombudsperson Act* and whose files were closed within the survey period. The details of this survey can be found in our 2023/24 annual report, with some key findings highlighted in the graphics below on pages 8 and 9.

Of 1,008 closed files, we received 197 valid responses, a 19.5 percent response rate. Two-thirds of the people who we invited to complete the survey had their files closed at intake, and the rest went to investigations.

The questions in the survey were primarily focused on our service, not complaint outcomes. We did not link any specific survey results back to the person's file. We also asked some socio-demographic questions to help us better understand who we are serving.

The results show that there are a number of areas where we are providing good service to complainants. We are explaining our process and possible outcomes, and we are accessible, professional and treat people with respect and fairness. At the same time, we have an opportunity to improve complainants' perceptions of our independence and impartiality. Often, people contact our office wanting us to advocate for their concerns. The survey shows the importance of us communicating with complainants about our role throughout our process and demonstrating our impartiality in all of our communications with them. We also heard that complainants want us to improve our timeliness. Based on our complaint data, we know that we triage and quickly address urgent complaints. At the same time, we aren't always able to respond to non-urgent complaints as quickly as we, and complainants, would like. The survey results reiterate themes that we are working to address and have informed our strategic priorities for fiscal year 2025/26.

Users of our service survey 2023/24: Key performance indicators

I = Indicator | Q = Question 2023/24 Results I: Percent of surveyed Yes. complainants who believe I think it is we are independent independent Not sure 34% Q: To the best of your knowledge, 39% do you think the Office of the Ombudsperson is independent of the provincial and local public sector organizations it investigates? No. I don't think it is independent I: Percent of surveyed 1% Not sure complainants who agree Very or somewhat that our office is accessible Not accessible accessible. Q: Based on your recent experience 36% with our office, how accessible did you find our services? I: Percent of surveyed Not sure complainants who understand Agree we explained our complaints process our process and possible Did not agree **Q**: Based on your recent experience outcomes we explained with our office, how much do you 59% our process agree or disagree that we explained and possible our process and possible complaint outcomes outcomes?

I = Indicator │ Q = Question	2023/24 Resu	Its
I: Percent of surveyed complainants who think the Office of the Ombudsperson demonstrates the following attributes: Respectful, professional, treated fairly,	Respectful Professional	82 % 77 %
impartial, timely, thorough Q: Based on your recent experience with our office, how much do you agree or disagree with the following statements about staff you interacted with?	Treated fairly	65 [%]
	Troutou fairty	00"
	Impartial	49%
Respectful, professional, treated fairly, impartial, timely, thorough		
	Timely	44%
	Thorough	39%

Peer review

Peer review provides an opportunity to meaningfully reflect on the way in which we conduct our work. For example, engaging with experts in Ombuds work, such as an Ombuds from another Canadian organization, can help to identify ways to improve our work and increase our impact on the fair delivery of public services.

In 2023/24, we engaged a consultant to conduct in-depth research on Ombuds offices in other jurisdictions that have successfully adopted a peer review approach to outcomebased performance measurement. Based on this research as well as extensive internal engagement, the consultant developed a detailed strategy and process for conducting our first peer review.

We anticipate initiating the peer review in fiscal year 2025/26.

2024/25 PRIORITIES AND INITIATIVES

Our 2023/24 Annual Report contains a detailed report on work completed last fiscal year.

In fiscal year **2024/25**, we are continuing to implement actions related to our 2021-26 Strategic Plan priorities.



Deepen our connection with the public

We continued to implement our Outreach Plan through hiring a Community Liaison who will develop a plan and approach for engaging specifically with underserved groups and people who face particular challenges with accessing public services. In 2025, this includes people with disabilities and people experiencing low-income and/or houselessness. As a part of this work, we have begun engaging with community-serving organizations to build awareness and understanding of our office.

Additionally, we used virtual and in-person opportunities to raise awareness of our work amongst relevant organizations. We spoke at the Network of Emergency Support Services Teams' annual conference about our recent systemic report, *Fairness in a Changing Climate*.

We connected with community members at the Inclusion BC conference in May and at the BC Non-profit Housing Association's Housing Central conference in November.

We continue to conduct site visits to custodial and residential sites across BC, including adult and youth custody centres, mental health facilities and psychiatric hospitals. These visits are important for our staff who investigate concerns related to these sites. It provides them with a deeper understanding of the context of complaints that come to us and an opportunity to meet with employees and people at these sites who may have concerns they want to raise in person.



2 Enhance and modernize our services

We are continuing to review and revise our operational policies and practices to better support culturally aware and equitable service delivery. In accordance with our Accessibility Plan, we are also focused on ensuring that our services are accessible to people with disabilities, by identifying and removing barriers. Our communications with the public will be enhanced through the development of a new writing guide that focuses on accessible, plain language communication.

To support these operational improvements, we are piloting a continuous improvement model, led by staff with expertise in continuous improvement and change management. Through this initiative, we have done a risk assessment of our existing policies, practices and tools and are implementing recommendations — including new tools — to help us measure the ways in which complexity arises in our investigative work and to increase efficiency and effectiveness.

As complaints increase in complexity, we also continue to implement comprehensive in-house training for new operational staff and ongoing professional development opportunities for experienced staff. This includes training in plain language writing, administrative fairness and responding to people who, while complaining to our office about public authorities, express thoughts of self-harm or violence.

We are seeing fewer non-jurisdictional complaints, reducing staff time spent responding to complaints outside our mandate. We attribute this, in part, to the availability of our website's Complaint Checker tool. However, this has also resulted in an increase to our jurisdictional complaints. With these comes added complexity and time required by our intake and investigations teams to assess, respond to, and investigate.

As well, we continue to focus on timely assessments and investigations, identifying ways in which we can respond more quickly to people who we cannot assist, and to gather information that supports a timely assessment once a complaint is assigned to an investigator.



Expand our investigative impact on fairness in public services

Our individual complaint investigations make a difference for people all over the province every day. Similarly, when we devote resources to large-scale systemic investigations, we want to ensure that they have a meaningful impact on the way British Columbians experience the delivery of public services. Our work this year has largely focused on monitoring the implementation of outstanding recommendations from past systemic investigations. This monitoring is essential in holding public bodies to account for their commitments.

So far in 2024/25, we have released three monitoring reports and an update statement to the public. In April, we released an update on *Alone: The prolonged and repeated isolation of youth in custody.* This report disappointingly concluded that the Ministry of Children and Family Development had made no progress on most of our 2021 recommendations, including critical law reform to significantly limit the use of separate confinement in youth custody.

In July, we released our second update report on *Under Inspection: The Hiatus in BC Correctional Centre Inspections*. This report

¹ While 2024/25 statistics were not yet finalized at the time of publication of this service plan, estimates are an approximate 8% decrease in non-jurisdictional complaints and a approximate 13% increase in jurisdictional complaints from 2023/24.

assessed the progress of both BC Corrections and the Investigation and Standards Office (ISO) in implementing an inspection process for BC Correctional Centres that is consistent with the internationally-recognized Mandela Rules — intended to support a safe and humane prison system. While acknowledging that both authorities have done significant work on a revised inspections process, we identified some important gaps for the ISO to address to ensure its inspections are compliant with the Mandela Rules.

In September, we issued a statement on government's apology and compensation to Sons of Freedom Doukhobor children who were confined at New Denver in the 1950s. This was the latest step in our monitoring of government's implementation of our 1999 report, *Righting the Wrong: The Confinement of the Sons of Freedom Doukhobor Children*. We acknowledged that government had apologized in February 2024 and had made some progress on compensation. We called on government to better communicate with survivors, descendants and their families, and to complete the compensation process in a timely way.

Most recently, we released an update on our 2022 report Short-changed: Ensuring federal benefits reach the caregivers of children with disabilities. This report focused on the federal Child Disability Benefit which the province received on behalf of certain types of kinship caregivers, but did not pass on to them. The funds are intended to support families who have taken on the important responsibility of raising children with disabilities, when those children aren't able to live with their birth parents. The Ministry of Children and Family Development agreed to pay the benefit to kinship caregivers, and we were pleased to learn that, as a result of our report and monitoring, the ministry retroactively paid over \$1 million to these families and is including an amount equivalent to the Child Disability Benefit.

We anticipate releasing further public reports in the coming months.

An important part of our investigative work under the *Ombudsperson Act* is to resolve complaints via settlements. This year, we are on track to settle approximately one-third of our investigations. Settlements occur when we make a preliminary assessment that a public body may have treated a person unfairly and the public body agrees to provide redress that we suggest. Those resolutions make a significant difference for people all over BC. They also help employees at public bodies to identify ways they can deliver services more fairly. Our settlements may result in improvements to public bodies' policies and practices, apologies and reimbursements or better communication with the public, to name a few.

We are working to improve our settlement tracking so that we can better understand the impacts of our investigations on individuals and public bodies. Our case tracking system allows us to track the kinds of settlements we reach, and we anticipate including aggregate data on settlements in our public reporting.



Help authorities to prevent unfairness before complaints arise

We have continued to deliver our popular Fairness in Practice workshops, usually virtually, to public servants throughout the province and to consult on authorities' policies and practices to help make them more fair. We are working on enhancing the Fairness in Practice training

materials to incorporate Indigenous perspectives and accessibility considerations. In addition, we continue to provide training support on the implementation of the *Public Interest Disclosure Act* as it has expanded to cover additional public bodies.

We are continuing our work with the Nisga'a Lisims Government to provide administrative fairness, advice and capacity-building and, at their request, to review their *Administrative Decisions Review Act*. In June, we travelled to Nisga'a Lands, at the invitation of the Nisga'a Lisims government, to support that review.

More broadly, we are examining the range of services we provide to identify areas where we have the greatest impact and identify any service shifts required to maximize effectiveness over the long-term.



Support implementation of whistle blower protections across the broader public sector

In 2024/25, the public bodies to which the *Public Interest Disclosure Act* (PIDA) applies, has further expanded to include public post-secondary institutions, WorkSafeBC, various health agencies and boards and commissions. Almost 320,000 current public sector employees are covered by PIDA, up from 180,000 in November 2023. This completed the seven-phase implementation of PIDA announced by the Attorney General in 2021.

We continue to address the impact of this expansion on our capacity, while also assisting public bodies in understanding and implementing their own responsibilities under PIDA.

In June, we released our first public investigation report under PIDA, Hire Power: The appointment of ineligible candidates to temporary assignments in the BC public service. Issuing a public investigation report is an important part of implementing the goal of the legislation to bring cases of wrongdoing to light. This report arose from our investigation into an employee's disclosure of wrongdoing and focused on the systemic failure of the Public Service Agency (PSA) to follow a policy intended to fairly manage the development of public service employees. As a result, 64 public servants lost out on career advancement opportunities from 2013 to 2023. We found that the PSA's failure to ensure adherence to its policy represented systemic mismanagement, which is wrongdoing under PIDA. We made four recommendations to the PSA, all of which it accepted.

We are also preparing for the five-year review of PIDA, which is being carried out by a special legislative committee in 2025/26. We will be submitting proposals for changes to PIDA to support the effective operation of the legislation. To inform the committee's deliberations, our submissions will also include the outcome of a public service employee survey on awareness and trust in the legislation, a report about the required messaging of the Act by organizations to their employees, and a report on provincial disclosure data and trends in BC's PIDA work along with case summaries of our office's investigations that have resulted in recommendations for improvement in public administration.



Advance and support reconciliation through our work with Indigenous Peoples

We have recently transitioned to phase two of our Indigenous Communities Services Plan. The goals and strategies in this plan represent a longterm commitment to meaningful reconciliation with Indigenous Peoples and communities. It requires material staff commitment and resources to implement.

In this second phase of work, we have strategically shifted our outreach model for long-term sustainability. We continue to prioritize creating general awareness about our office, while focusing on building relationships with Indigenous leaders, communities and organizations. We are taking the lessons we have learned in our previous outreach work in phase one and looking at the populations we have yet to reach. This outreach model will take a distinctions-based approach that respects diverse cultural protocols as we renew existing relationships and build new ones.

A welcome development, arising from our outreach efforts, is that complaints from Indigenous People about public authorities that we can investigate have continued to increase. This opens more opportunities for recommendations by our office for public administration improvements in service to Indigenous people. In response, we are working to ensure we are providing culturally safe services through policy and practice direction, training opportunities and external expertise.



Be an inclusive, supportive and engaged workplace

Our 2024 Workplace Environment Survey results demonstrate that we have built a strong, respectful and healthy office culture. At the same time, we are committed to continuous improvement. Our survey results put our office in the 95th percentile of public bodies surveyed.

This year, we have developed a Workforce Plan that identifies key strategic organizational priorities, with a particular focus on training and capacity-building for our supervisory staff, including sessions delivered by our Corporate Shared Services team. In addition, we are supporting the development of a supervisory community of practice, intended to build consistent decision-making and opportunities for cross-team collaboration and problem-solving.

The development of an office-wide Learning Framework reflects our commitment to ongoing professional development and employee retention. We want to ensure that all employees have the skills and competencies needed to provide service in an increasingly complex public administration and societal environment.

In accordance with our Accessibility Plan, we have also implemented some of the initial recommendations from an accessibility audit of our workspace, including changes to our building entrance, meeting rooms and employee common areas.

2025/26 PRIORITIES AND INITIATIVES

2025/26 will be the fifth and final year under our 2021–26 Strategic Plan.
Our areas of focus include:

- Enhancing our agility in responding to the demands of more complex and challenging complaints and disclosures coming to our office and continuing to identify, assess and manage operational risk in a rapidly shifting landscape through an innovative continuous improvement model
- Building our expertise in digital fairness as public authorities increasingly use artificial intelligence in service delivery
- Developing and piloting tailored, strategic outreach plans and activities to identified underserved communities

In addition, we will conduct an evaluation to assess progress over the last five years and establish an evidence-based foundation for developing a new Strategic Plan.

Responding to complexity and timely service delivery

Our office is seeing an increase in the number of people contacting us in crisis or experiencing mental health challenges. These complaints require time and care to process, in line with our trauma-informed approach and our commitment to operate in a culturally safe manner. Similarly, our public interest disclosure teams have seen a

significant increase in the number of disclosures, each of which takes significant time to assess, and some have resulted in complex, time-consuming investigations — putting a strain on capacity. A priority in 2025/26 will be to build our capacity to respond to these complex complaints and disclosures by addressing the workload challenges they present.

Converging societal crises — from housing and healthcare to climate change and affordability — are impacting the public we serve. We have also seen a increase in challenging and abusive behaviour towards our staff. Responding to such behaviour takes additional time, including time to support staff, manage the risk and ensure safety. We need to provide frontline staff opportunities to balance direct service with other work to maintain their mental and physical wellbeing. Because we are often peoples' last opportunity to raise a complaint, while we make necessary changes arising from the changing complaint profile, we need to ensure that our assessment of their complaint remains thorough and fair. Similarly, when public employees come to us with a disclosure under the Public Interest Disclosure Act, they trust that we will appropriately and carefully consider their concerns.

At the same time, we recognize the importance of ensuring our services are timely. We want to tell people at the earliest possible opportunity if we can't assist them, and when we do begin an investigation, we aim to balance thoroughness with a timely outcome. But we are also hearing from public bodies that they are facing delays in their own processes, which can make it hard for us to promptly investigate and resolve complaints.

We will be using the information from our continuous improvement initiative to identify ways we can make our service delivery more efficient and effective, and to address operational risks.

We are renewing our policies to better support staff in managing and responding to complex behaviour from the public.

Ensuring timely and responsive service over the long term will require additional resources. This includes additional frontline staff to help manage an increasingly complex caseload. It also requires additional staff to support our frontline teams under both the *Ombudsperson Act* and *Public Interest Disclosure Act* to provide effective services to a diverse public.

Building our expertise in digital fairness

Public bodies are responding to calls to reduce costs and increase efficiency by integrating automated decision-making systems into their processes. Our oversight under both the *Ombudsperson Act* and *Public Interest Disclosure Act* must keep pace with the many ways in which artificial intelligence (AI) systems are and will be used by public bodies.

This requires us to allocate resources to developing a sophisticated understanding of the complex interplay between administrative fairness and AI systems, including identifying fairness issues, understanding the opportunities and limits of AI in public service delivery, ensuring we can investigate the fairness of public authority decisions made by AI and have a sufficiently deep understanding to make meaningful recommendations. By leveraging the expertise of a digital fairness specialist to advise our teams, we can ensure that we are addressing the new and complex fairness issues that arise through the use of AI by public authorities. We will also equip our public interest disclosure team with the tools and expertise necessary to investigate disclosures that may involve the use of Al systems.

Strategic and sustainable outreach to underserved communities

Through our engagement, outreach and Indigenous Initiatives, we are strategically building awareness of our services among underserved populations across the province.

Our community liaison will be identifying strategies for outreach to community-serving groups and organizations, with a particular focus on groups that serve people with disabilities and people experiencing low-income and/ or houselessness. We will also be enhancing our accessibility to underserved populations across BC in compliance with the Accessible BC Act and the Declaration on the Rights of Indigenous Peoples Act. We anticipate that this work will result in increased complaints to our office from these communities. This work is also in alignment with our Strategic Plan, Outreach Plan, Indigenous Communities Services Plan, Accessibility Plan and the Anti-Racism Act. For example, we will be making language translation and accessibility enhancements to our publicfacing resources and communications.

In addition, with the transition to phase two of our Indigenous Communities Services Plan complete, our office will focus on implementing the goals, strategies and activities we have identified. Through this work, we are strategically creating awareness of our services among Indigenous People, but this will require us to ensure our services are accessible to all.

We are committed to further integrating a rights-based, distinctions-based approach into all of our work, so that we can provide culturally appropriate and safe services to Indigenous Peoples across the province. Integrating a distinctions-based approach throughout our work will require additional resources to support our frontline teams. More broadly, we have

conducted a review of the *Ombudsperson Act* which has identified ways in which its provisions can be better aligned with the *Declaration on the Rights of Indigenous Peoples Act*. A priority in the coming year will be to consult with rightsholders and Indigenous governing bodies on these proposed amendments, with the goal of producing a report to the Legislative Assembly.

2026/27 AND 2027/28 STRATEGIC DIRECTION

Based on the evaluation of our 2021-2026 strategic plan, which will take place in 2025/26, a new five-year strategic plan will be developed and released in 2026/27. As we develop this strategic plan, we will continue to invest in four core areas to ensure our services remain relevant and accessible to all: building relationships, modernizing and adapting our services for a diverse public, supporting fairness and accountability in public services through our investigations and prevention work and being a supportive and inclusive workplace. We will also continue to implement, review and revise our Accessibility Plan and phase three of our Indigenous Communities Services Plan.

