

Corrections, Public Safety and Policing

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Corrections, Public Safety and Policing

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Main points

The Ministry of Corrections, Public Safety and Policing (Ministry) and its related funds complied with authorities governing their activities relating to financial reporting, safeguarding public resources, revenue raising, spending, borrowing, and investing. The financial statements of the Corrections Facilities Industries Revolving Fund and the Sask911 Account are reliable. There are seven areas of internal control that require improvement including the following. The Ministry:

- ◆ should ensure its internal audit function focuses on activities where the Ministry is at greatest risk
- ◆ needs to ensure that the policies and procedures for paying amounts owed to employees are followed
- ◆ needs to establish written policies and procedures for making payments to First Nations for policing services
- ◆ needs to comply with the terms of its shared service agreement with the Ministry of Justice and Attorney General, adequately protect its information technology systems and data, and complete its business continuity plan

The chapter also provides an update on the status of 14 recommendations agreed to by the Standing Committee on Public Accounts.

Monitor municipal policing audit

This chapter includes an audit of the Saskatchewan Police Commission's processes to monitor municipal policing to ensure that municipal police services uniformly safeguard the communities they serve. We also examined the Ministry's processes, where applicable. We concluded that for the 12 months ended August 31, 2011, the Ministry and the Saskatchewan Police Commission (Commission) should have had more effective processes to monitor municipal policing to ensure that municipal police services uniformly safeguard the communities they serve.

The Police Act, 1990 makes the Commission and the Ministry responsible for promoting policing throughout Saskatchewan. To help the Commission and the Ministry effectively monitor municipal policing, we recommend that:

- ◆ the Ministry and the Commission have a written agreement that set out their respective roles and responsibilities
- ◆ the Ministry ensure the Commission has adequate resources to fulfill its mandate
- ◆ the Commission work with the Ministry to develop strategic and operational plans
- ◆ the Commission and the Ministry implement a process for monitoring compliance with municipal police standards and ensure action is taken to address non-compliance
- ◆ the Commission ensure policies and procedures of municipal police services comply with the Commission's policy manual
- ◆ the Commission meet regularly to carry out its roles and responsibilities

Process to rehabilitate adult inmates—a follow up

This chapter also includes a follow up of recommendations from our 2008 audit of processes to rehabilitate adult inmates. The Ministry implemented one recommendation in 2010. At August 31, 2011, the Ministry had not yet implemented the remaining three recommendations. It does not consistently follow its policies to assess inmates' rehabilitation needs, know whether inmates have sufficient access to rehabilitation programs, or know whether its rehabilitation programs are working as intended.

Introduction

The Ministry of Corrections, Public Safety and Policing (Ministry) seeks to advance safe, secure communities through enhanced crime prevention and reduction. It provides corrections, rehabilitation and treatment services and programs. For public safety, it does emergency planning and communication, monitors building standards, fire prevention and disaster assistance programs, and provides licensing and inspection services. The Ministry seeks to advance public order, safety and security by working with various communities and organizations and by ensuring that effective policing and private security programs uphold the rule of law and protect society and the rights of individuals.¹

The Ministry focuses on activities in five main areas: adult corrections, young offenders programs, policing services, public protection and emergency services, and licensing and inspections.

Financial overview

The following is a list of major programs and spending for the year ended March 31, 2011:

	<u>Original Estimates²</u>	<u>Actual</u>
	(in millions of dollars)	
Central Management & Services ³	\$ 20.5	\$ 21.8
Adult Corrections ³	98.1	103.7
Young Offenders Programs ³	50.3	50.4
Public Safety	12.6	57.3
Policing Services	154.3	151.9
Capital asset amortization	<u>0.3⁴</u>	<u>5.0</u>
Total expense	<u>336.1</u>	<u>390.1</u>
Capital acquisitions	<u>17.3</u>	<u>11.9</u>
	<u>\$ 353.4</u>	<u>\$ 402.0</u>

¹ Ministry of Corrections, Public Safety, and Policing, *10-11 Annual Report*, p.6.

² *Saskatchewan Provincial Budget 10-11 Estimates* – Corrections, Public Safety and Policing Vote 73: Government of Saskatchewan.

³ Original estimates amount shown is net of the estimate for capital acquisitions.

⁴ Amortization is not included in the appropriation.

The Ministry had revenue of \$65.1 million including transfers from the Federal government of \$46.7 million. The Ministry's annual report explains significant differences between actual and estimated revenues and expenses⁵.

Related special purpose funds

At March 31, 2011, the Ministry was responsible for the following special purpose funds:

	<u>Year-end</u>
Correctional Facilities Industries Revolving Fund	March 31
Sask911 Account	March 31

Audit conclusion and findings

Our office worked with KPMG LLP, the appointed auditor, to carry out the audit on the Sask911 Account. We followed the framework in the *Report on the Task Force on Roles, Responsibilities and Duties of Auditors*.⁶

In our opinion, for the year ended March 31, 2011:

- ◆ **the Ministry and the above-listed special purpose funds had adequate rules and procedures to safeguard public resources except as described in this chapter**
- ◆ **the Ministry and the above-listed special purpose funds complied with the following authorities governing its activities relating to financial reporting, safeguarding public resources, revenue raising, spending, borrowing, and investing:**

The Correctional Services Act
The Correctional Services Trust Account Regulations
The Youth Justice Administration Act
The Emergency Planning Act
The Provincial Disaster Assistance Program
Regulations, 2011
The Fire Prevention Act, 1992

⁵ See www.cpsp.gov.sk.ca for Corrections' 2010-11 Annual Report.

⁶ To view this report, see our website at www.auditor.sk.ca/rrd.html.

The Amusement Ride Safety Act
The Amusement Ride Safety Regulations
The Boiler and Pressure Vessel Act, 1999
The Boiler and Pressure Vessel Regulations
The Electrical Licensing Act
The Electrical Licensing Fees Regulations (Section 3)
The Gas Licensing Act
The Gas Licensing Regulations (Section 12)
The Passenger and Freight Elevator Act
The Passenger and Freight Elevator Regulations, 2003
The Police Act, 1990
The Police Regulations
The Public Service Act, 1998
The Public Service Regulations, 1999
The Purchasing Act, 2004
The Technical Safety Authority of Saskatchewan Act
(Section 25)
The Crown Employment Contracts Act
The Government Organization Act
The Financial Administration Act, 1993
The Saskatchewan Telecommunications Holding
Corporation Act (section 22.1)
The Saskatchewan Telecommunications Act (sections
9(1), 45.1, 45.2, 46)
The Sask911 Fees Regulations, 2003
The Emergency 911 System Act
Orders in Council issued pursuant to the above
legislation

- ◆ **the financial statements of the above-listed special purpose funds are reliable**

In this chapter, we report the results of our work on the Ministry's and the Saskatchewan Police Commission's processes to monitor municipal policing. We also report the results of our follow up work on the Ministry's processes to rehabilitate adult inmates. An update on the status of previous recommendations agreed to by the Standing Committee on Public Accounts (PAC) is included in this chapter.

Internal audit needs strengthening

We recommended that the Ministry of Corrections, Public Safety and Policing follow its policy for its internal audit function to focus on the activities where the Ministry is at greatest risk. (2009 Report – Volume 1)

On February 2, 2010, PAC agreed with our recommendation.

A formal risk assessment is essential so the Ministry's staff focus audit resources on areas of greatest significance. In January 2008, the Ministry approved an internal audit policy. The policy requires a risk assessment to ensure audits focus on the areas with the highest risk. The internal audit policy also establishes an Audit Committee to oversee internal audit. This committee is to provide direction to internal audit, approve the annual audit plan based on a risk assessment, and review semi-annual summary audit reports.

The Audit Committee met three times during 2010-11. However, it did not approve a formal risk assessment. The committee plans to hire a Director, Risk Management and Audit. This position's responsibility is to include preparing and presenting a risk-based audit plan to the Audit Committee for approval.

Status – We continue to make this recommendation.

Need to follow payroll guidance

We recommended that the Ministry of Corrections, Public Safety and Policing supervise its employees to ensure they follow the Ministry's policies and procedures for paying amounts owed to employees. (2010 Report – Volume 1)

On May 11, 2011, PAC agreed with our recommendation.

The Ministry spent about \$135 million on salaries and wages for the year ended March 31, 2011.

The Ministry paid employees based on timecards that were not properly approved or supported. During 2010-11, consistent with prior years,

supervisors did not always approve timesheets or approved timesheets without having adequate support to show that the employee worked the time claimed on the timesheet. We found 40% of the timesheets we tested were either not properly approved or were not properly supported. Further, the Ministry did not always approve overtime in advance or ensure proper support existed to verify the overtime.

Not following approved procedures could result in the Ministry overpaying employees.

This issue is consistent with findings we reported in our 2010 Report – Volume 1 (Chapter 4). On May 11, 2011 and June 7, 2011, PAC agreed with our recommendations.

During 2010-11, the Ministry implemented two policies entitled “Commitment to Excellence & Code of Professional Conduct” and “Attendance Management Policy.” Management told us that it expects these policies will help improve payroll accuracy.

Status – We continue to make this recommendation.

Comply with terms of First Nations policing agreements

We recommended that the Ministry of Corrections, Public Safety and Policing establish adequate written policies and procedures for making payments to First Nations for policing services. (2010 Report – Volume 2)

On June 7, 2011, PAC agreed with our recommendation.

At March 31, 2011, the Ministry had not established written policies and procedures for addressing situations when information (e.g., reports, audited financial statements) under the policing services agreements is not received from First Nations as expected. These policies and procedures should provide guidance as to when to withhold payments or when to make them in full or in part. Such policies and procedures must consider the risk that First Nations will not have sufficient funds to carry out their policing services and must recognize that the lack of receipt of audited financial statements increases the risk the Ministry may pay First Nations incorrect amounts.

The Ministry has entered into about 35 policing agreements with First Nations. Under the terms of the agreements, the Ministry agreed to provide approximately \$1.6 million to First Nations for policing each year through quarterly advance payments. First Nations, in turn, agreed to give the Ministry their audited annual financial statements and return any unspent surplus funds at the end of each fiscal year.

During 2010-11, the Ministry continued to receive unaudited financial statements from some First Nations and did not receive financial statements from a few other First Nations. As a result, the Ministry has not consistently made the quarterly advance payments to First Nations. At March 31, 2011, the Ministry had not advanced \$1.7 million to First Nations.

The Ministry told us it is working with First Nations to determine the correct amounts owed based on audited financial information so that the Ministry can pay the required amounts.

Status – We continue to make this recommendation.

Follow shared services agreement

We recommended that the Ministry of Corrections, Public Safety and Policing comply with the terms of the Shared Services Agreement with the Ministry of Justice and Attorney General. (2010 Report – Volume 1)

On May 11, 2011, PAC agreed with our recommendation.

In April 2002, the Ministry approved a memorandum of understanding with the Ministry of Justice and Attorney General (Justice) identifying the protocols for the operation of the Shared Services Branch. The Shared Services Agreement (Agreement) establishes a Shared Services Operations Sub-Committee. Under the Agreement, the Sub-Committee is to perform an annual review and evaluation of the terms, conditions, services, and information provisions within the Agreement. The last formal review was in 2006. Without timely review of the Agreement, the Ministry does not know if shared services are operating effectively.

The Ministry told us it is in the process of updating the terms of the Agreement.

Status – We continue to make this recommendation.

Better information technology processes needed

We recommended that the Ministry of Corrections, Public Safety and Policing sign an adequate agreement on disaster recovery and security with the Information Technology Office. (2009 Report – Volume 1)

On February 2, 2010, PAC agreed with our recommendation.

During 2010-11, the Ministry did not sign a new disaster recovery and security agreement with the Information Technology Office (ITO). The Ministry's current agreement with ITO does not identify all security requirements. For example, the agreement does not set out what security policies and procedures the Ministry's employees need to follow. Nor does it identify disaster recovery plans for significant applications. The Ministry told us it is working on a new agreement with ITO.

Status – We continue to make this recommendation.

We recommended that the Ministry of Corrections, Public Safety and Policing adequately monitor the security of its information technology systems and data. (2009 Report – Volume 1)

On February 2, 2010, PAC agreed with our recommendation.

During 2010-11, the Ministry continued to receive monthly reports from ITO. The content of the reports is unchanged from prior years. Although the reports include information on ITO's activities such as service levels and costs, they include limited information on the security or availability of its systems and no information about the adequacy of ITO's controls or how weak controls at ITO could impact the Ministry's systems and data. Consequently, the Ministry does not know if ITO is meeting the Ministry's security and disaster recovery needs.

Consistent with the prior year, the Ministry did not follow its processes for promptly removing user access from individuals who no longer work for the Ministry. We found that in 7 out of 10 instances users did not have their access removed promptly. If former employees do not have access

removed promptly, it increases the risk of inappropriate access to the Ministry's systems and data.

Status – We continue to make this recommendation.

Business continuity plan needed

We recommended that the Ministry of Corrections, Public Safety and Policing complete and implement its business continuity plan. (2007 Report – Volume 1)

On June 25, 2007, PAC agreed with our recommendation.

The Ministry needs to update its approved business continuity plan (BCP)⁷ to ensure continuity of services that ITO provides. As stated earlier, the Ministry does not know if ITO's disaster recovery processes meet the Ministry's needs. During 2010-11, the Ministry completed some BCP testing. The Ministry focused on continuing critical business processes related to young offender operations.

The Ministry needs to continue to test all its critical business processes and work with ITO to ensure it can meet its system recovery needs.

Status – We continue to make this recommendation.

Process to monitor municipal policing

Background

Policing in the Province is provided through municipal police services and agreements with the RCMP. In our 2009 Report – Volume 1, we reported on processes of the Ministry to monitor provincial policing services delivered by the RCMP. In this audit we focused on monitoring of municipal police services by the Saskatchewan Police Commission (Commission) or, as applicable, by the Ministry. The Commission does not monitor the RCMP.

⁷ **Business Continuity Plan (BCP)**-Plan by an organization to respond to unforeseen incidents, accidents, and disasters that could affect the normal operations of the organization's critical operations or functions.

The Saskatchewan Police Commission (Commission) exists by reason of section 3 of *The Police Act, 1990* (Act). The Commission consists of three or more commissioners appointed by Cabinet. The Commission focuses on training (through the Saskatchewan Police College); and on public complaints and on matters of internal discipline (through monitoring of complaints, appointment of hearing officers, conducting reviews, and hearing appeals).⁸

According to section 19(1) of the Act, the Commission shall promote adequate and effective policing throughout Saskatchewan. The Act imposes the same responsibility on and the same powers to the Minister of Corrections, Public Safety and Policing. In practice, the Ministry supplies staff to the Commission. The Act gives the Commission various powers to carry out its purpose, including the right to conduct research studies, facilitate co-ordination of police activities to ensure uniform law enforcement, set policy and procedure instruction manuals for police services, and audit whether police services meet the requirements of the Act. Subject to approval of Cabinet, section 12 of the Act gives the Commission power to make regulations on a range of policing matters. Also, section 89(1) of the Act gives the Commission power to conduct inquiries, subject to approval by the Minister of Corrections, Public Safety and Policing.

In 2010-11, Saskatchewan's municipal police services were responsible for providing police services to about half of Saskatchewan's population. Municipal police services had over 1,000 police officers in 13 municipalities.⁹ According to the Act, these 13 municipalities shall establish boards of police commissioners that provide general direction, policy and priorities to their police services. The Ministry provides grants totalling about \$13 million to municipal police services for targeted enforcement strategies and initiatives. These grants fund over 100 positions tied to specific programming objectives like serious crime, missing persons, and child sexual exploitation. The municipal police services report to the Ministry on the use of grants. The Ministry undertook a program review of this grant funding in May 2011.

⁸ Saskatchewan Police Commission, *10-11 Annual Report*, p. 8.

⁹ *Ibid.*, p. 6.

Exhibit 1—Number of police officers in municipal police services (at March 31, 2011)

<u>Location of municipal police services</u>	<u>Sworn Officers</u>
Regina	391
Saskatoon	497
Moose Jaw	54
Prince Albert	90
Estevan	27
Weyburn	19
Caronport	1
Dalmeny	2
Luseland	1
Corman Park	5
Vanscoy	1
Wilton	3
File Hills First Nations	7

Source: Saskatchewan Police Commission, *2010-11 Annual Report*, p.6.

If the Commission or the Ministry does not have adequate processes to monitor municipal policing, law enforcement may not be delivered uniformly in municipalities and could contribute to less effective policing and loss of public confidence.

Audit objective, criteria, and conclusion

The objective of this audit was to assess for the 12 months ended August 31, 2011, whether the Saskatchewan Police Commission had effective processes to monitor municipal policing to ensure that municipal police services uniformly safeguard the communities they serve. We also examined the Ministry’s processes, where applicable. We did not evaluate policing provided by the Royal Canadian Mounted Police (RCMP) because the Commission does not monitor the RCMP.

To conduct this audit, we followed the *Standards for Assurance Engagements* published in the *CICA Handbook - Assurance*. To evaluate the Commission’s processes, we used criteria (see Exhibit 2) based on reviews of literature listed in the selected references and consultations with management. The Commission agreed in principle with the criteria in Exhibit 2.

Exhibit 2—Audit criteria for monitoring municipal policing

1. Establish a framework for monitoring municipal policing
 - 1.1 Implement a policy for monitoring municipal policing
 - 1.2 Develop a plan for monitoring
 - 1.3 Evaluate monitoring processes
2. Set municipal policing standards
 - 2.1 Research practices for effective policing
 - 2.2 Document standards
 - 2.3 Communicate municipal policing standards
3. Evaluate compliance with municipal policing standards
 - 3.1 Identify non-compliance
 - 3.2 Take corrective action
 - 3.3 Report compliance results

We concluded that for the 12 months ended August 31, 2011, the Ministry of Corrections, Public Safety and Policing and the Saskatchewan Police Commission should have had more effective processes to monitor municipal policing to ensure that municipal police services uniformly safeguard the communities they serve.

The Ministry has been considering the future of policing in Saskatchewan and has been taking steps to improve policing effectiveness. For example, the Ministry along with various partners¹⁰ signed a “Building Partnerships to Reduce Crime” charter in September 2011 that described a shared commitment and new approach to reducing crime and violence. The goal of the initiative is to build local capacity to reduce crime and provide programs to reduce re-offending. These targeted crime reduction strategies are still in their early stages.

In the next section, we set out our findings and recommendations related to these criteria.

¹⁰ Members of the project Building Partnerships to Reduce Crime include representatives from the Ministries of Corrections, Public Safety and Policing, Justice and Attorney General, Social Services, Advanced Education, Employment and Immigration, Education, First Nations and Métis Relations, Health, Municipal Affairs, Tourism, Parks, Culture and Sport, as well as the Saskatchewan Association of Chiefs of Police, RCMP, Estevan Police Service, File Hills First Nations Police Service, Moose Jaw Police Service, Prince Albert Police Service, Regina Police Service, Saskatoon Police Service, and Weyburn Police Service.

Key findings and recommendations

We describe below what we expected (in italics) and our key findings for each of our three criteria, together with our recommendations.

Need a framework for monitoring municipal policing

We expected the Commission to implement a policy for monitoring municipal policing and then develop plans to carry out that policy. We expected the Commission to evaluate its processes for monitoring municipal policing.

The Saskatchewan Police Commission (Commission) was created under *The Police Act, 1990* (Act). The Act makes the Commission responsible for promoting policing throughout Saskatchewan. The Act also assigns the same responsibility to the Minister of Corrections, Public Safety and Policing. This dual responsibility creates clarity issues as to who does what to monitor municipal policing to ensure uniform safeguarding of communities. We note that the Commission currently has no employees employed by it. The Ministry currently provides only a part-time employee to the Commission. There is no agreement between the Ministry and the Commission that outlines the duties that the Ministry employees are to fulfill on behalf of the Commission.

The Commission was budgeted to receive \$50,000¹¹ for administration expenses for 2010-11 and \$1.1 million¹² for the Saskatchewan Police College in the Commission's 2010-11 budget. Under the Act, the Commission may conduct audits and reviews of municipal police services to ensure compliance with standards. However, given the Commission's limited resources, such reviews are not taking place. The Ministry is also not undertaking such reviews. Therefore, the Commission and the Ministry could more effectively assess municipal policing in the Province. The Ministry, under the Building Partnerships to Reduce Crime charter, has begun work to ensure those serving common clients share information and use standard measurement tools.

¹¹ Saskatchewan Police Commission, *10-11 Annual Report*, p.8. The Ministry of Corrections, Public Safety and Policing, *10-11 Annual Report*, p. 23 showed 2010-11 actual expenses for the Saskatchewan Police Commission of \$1.2 million.

¹² *Ibid.*, p. 8.

- 1. We recommend that the Ministry of Corrections, Public Safety and Policing and the Saskatchewan Police Commission have a written agreement that sets out their respective roles and responsibilities for promoting adequate and effective policing throughout Saskatchewan.**
- 2. We recommend that the Ministry of Corrections, Public Safety and Policing ensure that the Saskatchewan Police Commission has adequate resources to fulfill its mandate under *The Police Act, 1990*.**

The focus of the Commission is the public complaint process, the police discipline process, and police training as offered through the Saskatchewan Police College. The Commission does not have a strategic plan that outlines its strategic goals and objectives for monitoring municipal policing. The Commission does not monitor municipal police services to ensure compliance with standards.

The Ministry received a consultant's report in January 2010 on the future of policing (project). The project began in 2008 with a mandate from the Premier to "...develop a long-term provincial policing strategy that clearly identifies the current and emerging needs of local police services and guides provincial government support for crime-fighting initiatives."¹³ The consultant's report noted an opportunity to review the roles and functions of the Commission and potentially expand the scope of police service accountability. As noted earlier, the Ministry has also recently entered into a new Building Partnerships to Reduce Crime charter. Therefore, the Commission should work with the Ministry to develop strategic plans and operating plans that reflect these directions.

- 3. We recommend that the Saskatchewan Police Commission in partnership with the Ministry of Corrections, Public Safety, and Policing develop strategic and operational plans for effective monitoring of municipal policing.**

¹³ The Ministers' mandate letters are available on the Ministry of Finance's website.

Set municipal policing standards

We expected the Commission to use its or the Ministry's research to identify effective policing practices. We expected the Commission would document and communicate municipal policing standards based on its research and monitoring processes.

The Saskatchewan Police Commission has created a policy standards manual for Saskatchewan municipal police services. The policy manual is available on the Ministry's website. The manual requires each municipal police service to operationalize policies in the manual through written procedures (i.e., develop local policies and procedures) and include them in the policy manual. However, the Commission does not receive and review local policies and procedures developed by municipal police services to ensure they comply with the policy manual. The intent for the policy manual is uniformity in the application of policing policy in Saskatchewan.

4. We recommend that the Saskatchewan Police Commission ensure policies and procedures of municipal police services comply with the Saskatchewan Police Commission's policy manual.

The policy manual is dated 2004. Changes occur on an as needed basis. According to the Ministry's management, future manual changes will occur in late 2011. Management also told us all municipal police services will receive instructions about the noted changes.

The Commission relies on the Ministry to perform research to determine effective policing practices. For example, the Ministry hired a consultant to research the health effects of the use of "conducted energy devices", also referred to as tasers. The Commission required the research before further consideration of the general use of tasers by municipal police services. Also, the Ministry received a research report in January 2011 to support its work in developing a strategy for the future of policing.

The Commission makes regulations to standardize police services. Regulations set provincial standards for clothing, ranks, equipment, reporting, recruiting, training and discipline for all municipal police

services. For example, regulations outline forms that must be completed by municipal police services for record-keeping and reporting purposes.

The Commission also provides centralized training for municipal police services through the Saskatchewan Police College (College) at the University of Regina. Each municipal police force determines the number of recruits that it needs trained to meet its needs. The College provides training to recruits and to municipal police officers throughout their careers. An advisory committee, that includes a member of the Commission, recommends the College's training programs to the Commission for approval.

Evaluate compliance with municipal policing standards

We expected the Commission to identify non-compliance with municipal policing standards through reports from municipal police services, compliance audits, and complaints. We expected the Commission to take corrective action when non-compliance issues were identified and report compliance results.

The Commission needs to meet on a regular basis in order to monitor municipal police services. The Commission told us that it plans to meet three to four times per year. During Commission meetings, representatives from the Saskatchewan Police College attend and inform the Commission of recent activity. The Commission will need to approve its 2010-11 Annual Report.

5. We recommend that the Saskatchewan Police Commission meet regularly as planned to carry out its roles and responsibilities.

The Act requires municipal police services to provide statistical reports to the Commission. Reports are to include the number of internal discipline incidents, firearm discharge occurrences, and the number of police personnel. The internal discipline report outlines the number and type of discipline offences, and the penalties or remedial actions that resulted. The Ministry reviews all discipline reports, and where necessary, will notify the Commission of concerns. As indicated above, the Commission and the Ministry do not have a written agreement that sets out roles and responsibilities.

Management at the Ministry also told us it has developed a form that will require reporting on the use of force and any resulting action required. The Commission and the Ministry should determine what additional information about municipal policing they require from municipal police services to carry out their responsibilities. The Ministry also reviews crime statistics including police case loads and clearance rates.

Part of evaluating compliance with municipal police standards involves the Public Complaints Commission (PCC).¹⁴ The PCC receives, investigates and reviews complaints against municipal police. The Commission receives a copy of all complaints that the PCC investigates. Complaint investigations are required to be completed within a certain timeframe. Otherwise, the investigating party must apply to the Commission for an extension to continue the investigation. The PCC advises the Commission and the complainant of its decision and any action taken.

The Commission is the final appeal body in disciplinary and dismissal matters. The Commission, as an appellate body reviews appeals from chiefs of police or police officers on these matters. If the Commission has made an order or decision, then the police officer, Chief of Police and/or PCC shall comply with that order or decision.

The Commission under the Act may conduct audits and reviews of municipal police services. However, neither the Commission nor the Ministry conducted audits or reviews. As a result, the Commission does not know if municipal police services are complying with standards. The Ministry also does not know if municipal police services comply with policing standards.

- 6. We recommend that the Saskatchewan Police Commission and Ministry of Corrections, Public Safety, and Policing implement a process for monitoring compliance with municipal policing standards and ensure action is taken to address non-compliance.**

¹⁴ The Public Complaints Commission is an independent body created under *The Police Act, 1990*.

Selected references

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Processes to rehabilitate adult inmates—a follow up

Saskatchewan's provincial correctional centres house inmates sentenced for terms of less than two years. Before releasing inmates into the community, the Ministry aims to rehabilitate inmates to reduce the rate of re-offending and make the community safer.

In 2008, we assessed the Ministry's processes to rehabilitate adult inmates.

Our 2008 Report – Volume 1, Chapter 2 (pp. 26-35) concluded that the Ministry had adequate processes to rehabilitate sentenced adult inmates in provincial correctional centres except for completing timely assessments and case plans, and monitoring the delivery of rehabilitation

programs. We made four recommendations. On August 28, 2008, PAC agreed with our recommendations.

We conducted our first follow up in 2010 to assess the Ministry's progress in addressing our past recommendations. We found that the Ministry had met our recommendation to facilitate inmates' access to key programming related to their offences prior to their release into the community, particularly if the offences were related to assault or bodily harm. The Ministry still had work to do for the remaining three recommendations.

The following sections set out the remaining three recommendations (in bold italics) and the Ministry's actions up to August 31, 2011. We found that the Ministry still has work to do.

Assessing inmates' needs not yet timely

We recommended that the Ministry of Corrections, Public Safety and Policing consistently comply with its policies to assess inmates' needs (primary and secondary) and plan relevant programs.¹⁵ (2008 Report – Volume 1)

We expected the Ministry to have adequate processes to monitor whether case managers completed assessments and case plans on a timely basis. This would allow the Ministry to offer inmates appropriate rehabilitation programs.

The Ministry continues to increase its capacity to complete timely assessments of inmates' rehabilitation needs for case planning. It has trained unit supervisors in the use of two new secondary needs assessment tools (Ontario Domestic Assault Risk Assessment, Static-99R – sex offender risk assessment). It has also been working to implement a new primary needs assessment tool (Saskatchewan Primary Risk Assessment), starting in one of the four provincial correctional centres. The Ministry's reviews show that both quality and timeliness of the needs assessments do not yet meet the Ministry's case management standards.

¹⁵ Primary assessments consider an inmate's needs in terms of health, education, relationship skills, etc. Secondary assessments relate to the nature of an inmate's offence (e.g., use of violence).

The Ministry also continues implementation of new programming designed to improve access to rehabilitation for high-risk, violent offenders (e.g., Courage to Change¹⁶). Needs assessments and case plans identify the offenders who should participate in this programming. Therefore, implementation of this programming supports more timely needs assessments and case planning.

The Ministry does not have a process to report to senior management about compliance with case management policies, including inmate needs assessments. As discussed above, reviews conducted by the Ministry show that both quality and timeliness of the needs assessments do not yet meet the Ministry's case management standards.

Status – We continue to make this recommendation.

Monitoring inmates' use of relevant programs evolving

We recommended that the Ministry of Corrections, Public Safety and Policing monitor the proportion of inmates accessing planned rehabilitation programs before the inmates are released into the community and enhance access to rehabilitation if required. (2008 Report – Volume 1)

We expected the Ministry to analyze inmates' access to programs and keep management informed. For example, periodic reports to management should explain the percentage of inmates completing priority programs before their release into the community, the number of inmates waiting to attend specific programs, and the timeliness of inmate referrals to relevant community programs. With this information, the Ministry would be better able to adjust access to specific programs in time to meet inmates' needs before their release into the community.

The Ministry continues to work on increasing its capacity to report about timely inmate access to programs. In 2009, the Ministry purchased specialized software to help with data collection needed to create better reports, and then trained two clinical directors in the use of the software.

¹⁶ Courage to Change is a research based curriculum that incorporates stages of change theory and a cognitive behavioral approach. It allows for individualized treatment and for offenders to gain personal insight into areas of identified need like family issues, antisocial patterns and thinking errors. Source: Ministry of Corrections, Public Safety, and Policing, *08-09 Annual Report*, p. 9.

Programs have been written and will be implemented contingent upon establishing the necessary hardware infrastructure. The Ministry is also in the early development stage for the replacement of its main adult corrections information system. The new system is expected to improve both the integration of information with justice partners and the Ministry's ability to analyze and report inmate data.

Until implementation of the new systems, the Ministry continues to use reports about inmate program completion. These reports include the number of inmates who enrol in each program and the number that successfully complete each program. They do not show information about program capacity issues, such as how many inmates are waiting to attend specific programs, how many do not receive the program before their release into the community at the end of their sentence, and timeliness of referrals to relevant community programs.

Status – We continue to make this recommendation.

Evaluation of inmate rehabilitation programs improving

We recommended that the Ministry of Corrections, Public Safety and Policing monitor re-offending rates in relation to rehabilitation programs to better evaluate its rehabilitation of inmates. (2008 Report – Volume 1)

We expected the Ministry to have adequate processes to monitor re-offending rates and evaluate the impact of participation in its rehabilitation programs. This information would help the Ministry revise its programs to better rehabilitate inmates.

The Ministry has some processes to help evaluate its rehabilitation of inmates, but still has work to do. The Ministry continues to monitor the general rate of re-offending. Its annual report includes the percentage of sentenced offenders that are not re-admitted to any correctional centre within 24 months. While useful, this does not provide information about the effectiveness of specific rehabilitation programs.

The Ministry uses research done by others to select rehabilitation programs expected to be effective. For recently developed programs with less research support, the Ministry may also evaluate the program effectiveness after implementation. These evaluations may study

re-offence rates if data can be collected, while others may use interim measures (e.g., behaviour changes) until sufficient data exists about re-offences. As noted above, the Ministry is implementing specialized software to help with data collection and analysis. The Ministry also signed an agreement with the University of Saskatchewan to provide funding to students to help with research projects for rehabilitation programs.

Status – We continue to make this recommendation.

Status of previous recommendations of the Standing Committee on Public Accounts

The following exhibit provides an update on recommendations previously agreed to by PAC that are not yet implemented and are not discussed earlier in this chapter.¹⁷ Our intent is to follow up outstanding recommendations in upcoming reports.

PAC REPORT YEAR ¹⁸	OUTSTANDING RECOMMENDATION	STATUS
Cross-Government - Managing for Results (2005 Report – Volume 3)		
2007	10-1 that the Department of Corrections and Safety (CPS) ... should analyze and report quarterly to executive managers the departments' progress toward planned outcomes.	Partially implemented (as at March 31, 2011).

¹⁷ For definitions of the Key Terms used in the exhibit, see Chapter 27 – Standing Committee on Public Accounts.

¹⁸ “PAC Report Year” refers to the year that PAC first made the recommendations in its report to the Legislative Assembly.

Chapter 4 – Corrections, Public Safety and Policing

PAC REPORT YEAR ¹⁸	OUTSTANDING RECOMMENDATION	STATUS
Ministry of Corrections, Public Safety and Policing - RCMP Policing Contract (2009 Report – Volume 1)		
2011	<p>3-8 that the Ministry of Corrections, Public Safety and Policing establish an adequate provincial policing services agreement with the Royal Canadian Mounted Police that:</p> <ul style="list-style-type: none"> - includes performance targets to measure progress towards planned objectives - allows for verification that costs charged by the Royal Canadian Mounted Police for provincial policing are accurate - requires adequate written explanations of differences between planned and actual results - describes processes for resolving disputes 	<p>Not implemented (as at January 31, 2009). However, a new agreement was signed in 2011. We plan to follow up in 2012.</p>
2011	<p>3-9 that the Ministry of Corrections, Public Safety and Policing ensure it communicates to the Royal Canadian Mounted Police in writing its provincial policing service level objectives and priorities each year.</p>	<p>Not implemented (as at January 31, 2009). However, a new agreement was signed in 2011. We plan to follow up in 2012.</p>
2011	<p>3-10 that the Ministry of Corrections, Public Safety and Policing obtain regular reports from the Royal Canadian Mounted Police on progress towards service level objectives and priorities, including explanations of differences between actual and planned results.</p>	<p>Not implemented (as at January 31, 2009). However, a new agreement was signed in 2011. We plan to follow up in 2012.</p>
2011	<p>3-11 that the Ministry of Corrections, Public Safety and Policing verify that costs charged by the Royal Canadian Mounted Police for provincial policing are accurate.</p>	<p>Not implemented (as at January 31, 2009). However, a new agreement was signed in 2011. We plan to follow up in 2012.</p>
2011	<p>3-12 that the Ministry of Corrections, Public Safety and Policing identify and treat all significant risks to police service delivery by the Royal Canadian Mounted Police.</p>	<p>Not implemented (as at January 31, 2009). However, a new agreement was signed in 2011. We plan to follow up in 2012.</p>

PAC REPORT YEAR ¹⁸	OUTSTANDING RECOMMENDATION	STATUS
Ministry of Corrections, Public Safety and Policing - Labour costs related to absenteeism (2010 Report – Volume 1)		
2011	4-4 that the Ministry of Corrections, Public Safety and Policing communicate to employees guiding principles such as personal accountability and fiscal responsibility.	Not implemented (as at December 31, 2009).
2011	4-5 that the Ministry of Corrections, Public Safety and Policing set formal thresholds to monitor sick leave and excessive hours worked and communicate these thresholds to corrections workers.	Not implemented (as at December 31, 2009).
2011	4-6 that the Ministry of Corrections, Public Safety and Policing monitor and control changes to work schedules to minimize labour costs in correctional centres (e.g. approval of shift trades, pay out of overtime).	Not implemented (as at December 31, 2009).
2011	4-7 that the Ministry of Corrections, Public Safety and Policing pay corrections workers for actual hours worked.	Not implemented (as at December 31, 2009).
2011	4-8 that the Ministry of Corrections, Public Safety and Policing establish processes to verify accurate data-entry of hours worked into the payroll system before paying employees.	Not implemented (as at March 31, 2011).
2011	4-9 that the Ministry of Corrections, Public Safety and Policing periodically analyze absenteeism patterns and regularly report to senior management the risk factors that influence labour costs in correctional centres. The analysis should include all types of absenteeism (e.g. use of sick leave, shift trades) and related overtime costs.	Not implemented (as at December 31, 2009).

Chapter 4 – Corrections, Public Safety and Policing

PAC REPORT YEAR ¹⁸	OUTSTANDING RECOMMENDATION	STATUS
2011	4-10 that the Ministry of Corrections, Public Safety and Policing establish adequate supervisory roles and responsibilities so that supervisors take prompt action on excessive absenteeism and overtime in correctional centres.	Not implemented (as at December 31, 2009).
2011	4-11 that the Ministry of Corrections, Public Safety and Policing implement an attendance management policy.	Not implemented (as at December 31, 2009).