

Chapter 26

Corrections and Policing—Planning for Inmate Capacity in Correctional Facilities

1.0 MAIN POINTS

By August 2020, the Ministry of Corrections and Policing had implemented the three outstanding recommendations we made in our 2016 audit of its processes to plan for inmate capacity at its adult correctional facilities.

The Ministry finalized its Adult Custody Long-term Capacity Plan for strategic planning at its correctional facilities in April 2020. The plan captures definitions for operational capacity and ideal program space.

With its forecast of increased numbers of adult inmates in Saskatchewan's correctional facilities over time, the Ministry has also forecasted the associated demand for rehabilitation program space.

Having a written long-term plan to manage inmate capacity in adult correctional facilities is important to inform Ministry decision-making and determine the correct space to provide adequate housing and rehabilitation programs for adult inmates.

2.0 INTRODUCTION

The Ministry of Corrections and Policing is responsible for promoting safe and secure communities, and providing supervision and rehabilitation services for adult offenders.¹ Under *The Correctional Services Act, 2012*, it is responsible for:

- Establishing, administrating, maintaining, and operating correctional facilities
- Co-ordinating, developing, implementing, and promoting policies and programs with respect to correctional facilities and correctional services
- Providing correctional services and programs including the assessment, supervision, treatment, training, control, custody, rehabilitation, or reintegration of inmates

Significant growth in average daily count of individuals in provincial custody is creating challenges in planning facility capacity for housing and rehabilitating adult inmates. Over the last 10 years (i.e., from 2010 to 2020), the average daily count for adult females in custody increased 61%, and the average daily count for adult males in custody increased 25%. Over the next 10 years, the Ministry estimates the average daily count for both adult females and males in custody to increase between about 16% and 120%.² At August 2020, the Ministry has four adult correctional facilities across the province (i.e. Regina, Saskatoon, Prince Albert and Pine Grove).³

¹ *Adult Custody Long-term Capacity Plan*, Ministry of Corrections and Policing, 2020. p. 6.

² *Ibid.*, pp. 16-18

³ *Adult Custody Long-term Capacity Plan*, Ministry of Corrections and Policing, 2020. p. 12.



2.1 Audit Focus

This chapter describes our second follow-up audit of management's actions on recommendations we first made in 2016.⁴ In 2016, we reported the Ministry of Corrections and Policing had effective processes to plan for inmate capacity at provincial adult correctional facilities other than those areas where we made six recommendations. By July 2018, the Ministry implemented three and partially implemented one of these recommendations.⁵

To conduct this audit, we followed the standards for assurance engagements published in the *CPA Canada Handbook—Assurance* (CSAE 3001). To evaluate the Ministry's progress toward meeting our recommendations, we used the relevant criteria from the original audit. Ministry's management agreed with the criteria in the original audit.

To perform our follow-up audit, we discussed actions taken with Ministry management, and reviewed the Ministry's guidance and documentation related to adult inmate capacity planning.

3.0 STATUS OF RECOMMENDATIONS

This section sets out each recommendation including the date on which the Standing Committee on Public Accounts agreed to the recommendation, the status of the recommendation at July 31, 2020, and the Ministry's actions up to that date.

3.1 Adult Long-term Capacity Plan Documented

We recommended the Ministry of Corrections and Policing develop a written long-term plan to manage inmate capacity in its adult correctional centres.

(2016 Report – Volume 2, p. 16, Recommendation 6; Public Accounts Committee agreement September 21, 2017)

Status—Implemented

The Ministry of Corrections and Policing has developed its Adult Custody Long-term Capacity Plan to manage inmate capacity in its correctional facilities. In developing the Plan, the Ministry consulted with Custody Services, Corporate Services, and Central Services within the Ministry on the contents of the Plan.

In April 2020, the Ministry completed the Adult Custody Long-Term Capacity Plan. We found the Plan includes capacity and program space for each of its correctional facilities. It defines operational capacity as the number of beds a facility has in place to accommodate the day-to-day fluctuations in demand.

The Plan also sets out the ideal program space to be 16 inmates to one program room and eight inmates to one staff member (space definition). It includes the Ministry's forecasted needs for correctional facilities based on this space definition.

⁴ 2016 Report – Volume 2, Chapter 28 auditor.sk.ca/publications/public-reports.

⁵ 2018 Report – Volume 2, Chapter 29 auditor.sk.ca/publications/public-reports.

We further found the Ministry is using the Plan to guide its strategy and daily operations. For example, the Plan guided the development of the Ministry's 2020-21 Capital Asset Plan. It expects to review the Adult Custody Long-term Capacity Plan annually and update it as needed.

Having a written long-term plan to manage inmate capacity in its adult correctional facilities decreases the risk of the Ministry not having the space necessary to provide adequate housing and rehabilitation programs for adult inmates.

3.2 Inmate Capacity Defined

We recommended the Ministry of Corrections and Policing define how it will determine the inmate capacity of its existing adult correctional facilities to guide facility capacity planning decisions. (2016 Report – Volume 2, p. 12, Recommendation 2; Public Accounts Committee agreement September 21, 2017)

Status—Implemented

The Ministry of Corrections and Policing has defined its operational capacity in the Adult Custody Long-term Capacity Plan. It defined operational capacity as the number of beds a facility has in place to accommodate day-to-day fluctuations in demand.

We found the Ministry developed facility parameters of bed-space capacity. It included space for contingency should the need arise. The Ministry expects to conduct annual reviews to confirm capacity.

We selected 12 dates for review of capacity numbers at the four adult correctional facilities. For the dates tested, each capacity number was within the operational capacity set out in the Plan.

Having clearly defined inmate capacity for each adult correctional facility assists in making long-term decisions about the Ministry's facilities and resident inmates.

3.3 Rehabilitation Program Demand Forecasted

We recommended the Ministry of Corrections and Policing promptly forecast demand for rehabilitation program space in its adult correctional facilities. (2016 Report – Volume 2, p. 13, Recommendation 3; Public Accounts Committee agreement September 21, 2017)

Status—Implemented

The Ministry of Corrections and Policing has forecasted demand for rehabilitation program space.

The Ministry's Adult Custody Long-Term Capacity Plan forecasts demand for rehabilitation program space. The forecast demand for rehabilitation space is 70 to 133 program spaces over the next 10 years in the four adult secure facilities. The Ministry based the forecast on assumed ratio of 16 inmates to one program and eight inmates to one staff member.

Having processes to forecast demand reduces the risk of the Ministry not having adequate space to deliver rehabilitation programming to inmates.

