



Quality Assurance Review Report - 2017

Policing Standards and Contract Management
Public Safety



New Brunswick
Nouveau Brunswick

Fredericton Police Force

Overview

Pursuant to paragraph 1.1(2)(c) of the New Brunswick *Police Act*, the Minister of the Department of Public Safety (DPS) may establish a system of inspection and review of police forces. The *Policing Standards – New Brunswick* are issued as ministerial directives pursuant to subsection 1.1(3) of the *Police Act*. The Standards set out the police force Quality Assurance (QA) program in ORG 5 with the current QA Program in place since 2013. The system of inspection and review of police forces is conducted by policing consultants Jennifer Smith and Rick Votour of the Policing Standards and Contract Management (PSCM) branch of the Department of Public Safety (DPS).

While the QA program follows a cyclical process, it is flexible enough to respond to any newly identified risk activities facing municipal police forces. The program examines facts and realities facing modern day law enforcement agencies to identify gaps as well as best practices.

Objective

The purpose of the QA review is to assess adequacy and effectiveness of the policing services provided by the police force by examining common risks to police agencies on behalf of the Minister.

The report is intended to summarize the data collected from the police force, analyze the findings, identify gaps, and present any recommendations and observations that could improve police service to the Director of Policing Standards and Contract Management.

Scope

The QA Program operates on an annual cycle beginning in the fall when the PSCM Director announces to the New Brunswick Association of Chiefs of Police (NBACP) those activities that are mandatory to risk. The 2017 risk activities announced were:

- Sex crimes investigations;
- UCR scoring (data integrity); and
- Community policing.

Members of the police force in collaboration with the PSCM review team conduct a fall risking exercise that examines the mandatory risk activities and any police force specific risks that could benefit from an examination.

In January police forces begin their reviews using either review guides created by the

PSCM review team or developed by the police force. The police force can also employ any other review technique they deem appropriate. All documentation is submitted to the PSCM review team.

In the spring of 2018, the PSCM review team conducted an internal risking exercise to identify municipal police forces that will be scheduled for an on-site review.

This report serves as an overview of the police force QA program performance for the 2017 cycle to ensure the management of selected risk activities is in compliance with the *Policing Standards – New Brunswick*, the Municipal/Regional Police Forces Operational and Administrative Manuals (Operational Manual and Administrative Manual, respectively) and legal requirements. The PSCM review team monitors recommendations to completion.

A snapshot of the reviewed activities is summarized in this report (see table 2) and includes a rating based on the following scale (table 1).

TABLE 1	
Rating	Description
Needs Improvement (NI)	Practices and controls are not adequate to ensure the objectives are achieved effectively in this activity.
Meets Expectations (ME)	The activity's management meets current provincial policing requirements. Any issues/opportunities for improvement noted are not major in that they do not affect the ability to achieve its objectives.

Findings		
TABLE 2 – Summary of findings		
Review by police force		
NI	ME	Comments
Sex crimes		
		The majority of sex crimes were investigated by an experienced investigator with specialized training. FPF have trained some officers in trauma informed principles in providing services to victims; FPF excels in victim referrals. <i>See recommendation #1</i>
UCR scoring (data integrity)		
		FPF is proficient in UCR scoring and data integrity and place a high priority on the accuracy of their crime stats; use of civilian validators is recognized as a good practice in NB; FPF currently employs a practice regarding the generation of GOs, however it is not included in policy. <i>See recommendation #2</i>
Exhibits		
		Solid exhibit handling processes in place; full audit completed on transition of bond room custodians; FPF reviewer recommending upgrades to current process and storage. <i>See recommendation #3</i>
Community Policing		
		FPF have robust contemporary community policing practices; all workgroups within FPF have a role to play and officers understand the principles and embrace them; analysis and evaluation

		of the current programs in place is the next logical step in focusing FPF's direction of community programming. See recommendations #4 and 5
Pursuits		
		More than half of the FPF pursuits reviewed were initiated as a result of an initial <i>Motor Vehicle Act</i> violation. This does not meet the requirements for pursuit initiation as set out in the Policing Standards. See recommendation #6
VICLAS		
		VICLAS booklets are not being submitted within 30 days of start of investigation as per policy. There are currently 3 coordinators. Supervisors need to be diligent in ensuring accurate completion of booklets of their members before the booklets are submitted to the coordinators. See observation #1 See recommendations #7 and 8

Sex crimes

Objective:

To ensure that appropriate investigative procedures and established protocols are followed, documented and where appropriate, charges laid in cases surrounding sexual crime incidents.

Findings:

This review was completed by the sergeant in charge of the major crime team who used the PSCM review guide and matrix to complete an examination of all sex crime files covering the full range of incidents from the UCR 1300 series. The majority of victims were between the ages of 19-40 with 95% of all victims being female. In every case, officers obtained a statement or made an attempt to obtain a statement. Officers are diligent in ensuring victim service referrals are made and that victims are kept apprised of the status of the investigation. The majority of victims knew the offender who was most often between the ages of 19-40, with 95% of all offenders being male. FPF informs named suspects that they are subject to an investigation, however only 50% of the time was a suspect statement obtained or an attempt was made to obtain a statement. FPF Major Crime Team handled the majority of the sex crime investigations. 23% of the sex crime files were flagged as intimate partner violence.

Recommendation #1:

The Chief or delegate will ensure that trauma informed training is implemented to assist officers in providing services to the victim.

UCR scoring (data integrity)

Objective:

To ensure that data entered into the Records Management System (RMS) is complete, consistent, accurate and void of duplication while conforming to policies, legislation and the Uniform Crime Reporting (UCR) Incident Based Survey reporting to Statistics Canada.

Findings:

This review was conducted by the acting manager of the Central Records and Informatics team using the PSCM review guide. The PSCM review team followed up with an examination of this activity when on-site and interviewed the reviewer to clarify findings noted in the QA Guide.

The 2017 total calls for service was 29009 and the total number of those incidents that required the creation of a general occurrence (GO) within the RMS was 8430. A call for service requires the creation of a GO for a number of reasons suffice it to say that this type of call for service usually involves additional investigative steps before matters can be concluded. Events of a minor nature such as 911 hang-ups, alarm response and animal complaints are examples of requests for assistance that do not require a GO.

FPF has thorough policies and routine orders regarding the recording and reporting of incidents. The Operations & Informatics Team is responsible for the overall validation of information, conclusion of files and liaising with the Canadian Centre for Justice Statistics (CCJS). FPF employs civilian validators who are well trained, experienced and consistent in their application of the UCR rules. While there is no succession plan in place for the RMS coordinator or the validator, the risk is mitigated by cross training other staff in a variety of areas.

FPF conducts a comprehensive 1.5 day training session to new recruits on the RMS and UCR. As RMS updates occur, all members receive additional training. Supervisors entering new roles are provided written work instructions and in person training to assist them with their new functions. Supervisors are responsible for CCJS input with validators confirming the correct status. FPF has two full-time civilian validators, one full-time police officer reader and one part-time civilian former Crown prosecutor reader.

FPF uses 10 out of the 13 detail pages available on the RMS. CCJS edit reports are used diligently by officers and validators. In addition, validators run a monthly validation report. Edit & Imputation Reports from CCJS are followed up by validators upon receipt of report.

UCR compliance and data integrity meets policing standards, policies, legislation and requirements set out in the UCR incident-based survey guide.

Recommendation #2:

The Chief or delegate will ensure that the FPF policy be updated to include expectations surrounding the timely submission of files as well as instruction on the generation of a file. The FPF reviewer indicated that in practice, charge files are to be entered at the end of the shift whereas other files are only due at the end of the officer's set of shifts.

Exhibits

Objective:

To ensure articles seized or otherwise coming into police custody are properly reported, securely stored, and properly disposed of.

Findings:

This review was completed by the newly appointed civilian bond room custodian, who also performs the functions of quartermaster and custodian of found property. As the transition occurred between custodians, a complete audit was done on all exhibits currently in the bond room. The new custodian is thorough, organized and experienced with the FPF records management system (RMS), which includes the property control subsystem.

In 2014, an independent exhibit audit was conducted by the PSCM review team with the results indicating that the FPF exhibit handling process with respect to seized property was solid.

FPF recommendation #3:

The Chief or delegate will ensure that FPF consider a bar coding system for processing exhibits, an upgrade to the storage room with better shelving and a modernization of the refrigerators/freezers.

Community policing**Objective:**

To ensure that the police force responds to the needs of the community based on the principles of partnership, ownership and problem solving with a focus on delivering quality service. The police force will maintain an ongoing dialogue by working in collaboration with others for the purpose of remaining proactive and will strive to achieve a contemporary community policing service delivery model that is evidence based, flexible and responsive.

Findings:

The review was conducted by the inspector in charge of FPF NAT who has occupied that position for the past two and a half years. The PSCM review guide was used to complete this review. FPF is very active within their community and the Chief and her management team practice and promote community policing in all facets of operations. FPF produce both an annual report and a report specific to the Saint Mary's First Nation on its activities. Under the leadership of the current Chief the FPF has promoted an inclusive and open dialogue with citizens, clients and stakeholders from all walks of life that contributes in maintaining the city as a safe place to live and work.

The review revealed that FPF is performing at a "Contemporary" level of community policing and most employees are engaged and involved in setting reduction and prevention goals. A confirmation of this is revealed when FPF employees at all levels can describe both their individual efforts and team efforts at promoting the police force's mission, vision and values. Platoons members not only understand the impact they can have on the communities' sense of safety but they plan their enforcement and proactive time on shift effectively. Visibility is important in the community and employees take pride in building its reputation in responding quickly and efficiently to calls for service.

The difference between a “contemporary” and a “contemporary plus” evaluation is most easily summed up around the level of community and stakeholder ownership and engagement directed towards the drivers of crime within a community such as addiction, mental health, poverty, employment, housing and literacy. FPF have robust practices in delivering on initiatives that address the drivers of crime and at their current pace could achieve “contemporary plus” within the next three to five years. An action plan that specifically targets chronic repeat offenders and youth at high risk to offend is an important marker of contemporary plus performance.

FPF maintain a strategic plan and working plans that advance evidence based crime reduction initiatives such as curfew checks. A crime analyst is available as and when needed. Other community based initiatives included rolling out a Youth at Risk/ Mental Health coordinator position in 2017 and maintaining a Crime Prevention officer position. The police force works with schools and universities to ensure that there are current Safe Plans. In total the FPF maintain 12 separate community based initiatives in addition to leading six community-based policing committees and participating with no fewer than 35 other interest groups.

FPF recommendation # 4:

The Chief or delegate will ensure that more focus is applied on the analysis and review of crime prevention and reduction programs to assist in determining the purpose of police presence and the effect the FPF wants to have from deploying to these types of events.

FPF recommendation # 5:

The Chief or delegate will ensure that the Performance and Development Process include the competency of Contemporary Policing.

Pursuits

Objective:

To ensure the reporting procedures in these matters are followed and that the pursuit is in compliance with policies and the *Policing Standards – New Brunswick*.

Findings:

This review was completed by the Inspector in charge (OIC) of the primary response team (PRT) using the PSCM review guide and matrix. The reviewer found that out of the seventeen there was one pursuit where the policy was not followed and an incident review was completed and submitted to the Chief and the office of professional standards. All pursuits are reviewed by the OIC of PRT and followed up on when there are issues identified. The reviewer also found that the FPF pursuit policy and standard operating procedures comply with the Policing Standards. No recommendations were made by the reviewer.

The PSCM review team also reviewed the seventeen pursuits when on-site. The operational narratives within the occurrence file and in the reports submitted to PSCM are documented properly. The FPF reviewer indicated that all submitted reports were signed off by a senior reviewer; however, the PSCM team located one form that did not have an

oversight signature.

Pursuits due to a *Motor Vehicle Act (MVA)* violation should be rare. In ten of the seventeen pursuits, the pursuit resulted from a *MVA* violation.

Recommendation # 6:

The Chief or delegate will ensure that all police officers are informed of the Policing Standards, Operations (OPS) 7 that reads in part:

“There are limited circumstances where a motor vehicle pursuit is necessary and at a minimum a driver and or passenger of a vehicle being pursued must have committed, or is about to commit, an indictable (dual procedure) offence and immediate apprehension is required to prevent imminent harm to a person.”

ViCLAS

Objective:

To ensure the policy and procedures governing submissions to ViCLAS are being strictly applied and responsibly monitored.

Findings:

This review was completed by the officer responsible for Professional Standards using the PSCM review guide and matrix. The PSCM review team followed up on this activity during the on-site review.

The reviewer noticed that out of all the UCR incidents flagged “Y” (yes) within the RMS system that may require a ViCLAS booklet submission, not even half of those incident actually submitted a booklet to ViCLAS. FPF has three ViCLAS coordinators: the reader, the NCO of Major Crime and NCO of Special Crime. The reader was interviewed and indicated that if there is an exemption to completing the ViCLAS booklet, that the “Y” flag should then be changed to “N” (no).

When a general occurrence (GO) is generated, if it warrants a ViCLAS submission, the reader will stamp the file cover with “ViCLAS” to indicate that a booklet needs to be completed. FPF is maintaining a chart of those files that require a ViCLAS booklet, who is required to submit the booklet and when it has been submitted. As of the date of the on-site review, there were 6 booklets from 2017 and 18 booklets from 2018 that have not yet been completed and submitted even though the ViCLAS policy reads that all booklets should be submitted to the Provincial Coordinator within 30 days of the investigation starting.

The FPF reviewer stated that due to the complexity of the cases that require a ViCLAS submission, the 30-day requirement is not always accomplished. Submitting a booklet within 30 days of the start of the investigation is a Policing Standards policy requirement and that information can be updated on the ViCLAS submission and that it is critical to submit the information as soon as is possible so that any potential linkages may be made right away.

Observation # 1:

The ViCLAS coordinator is currently the head reader and this can present challenges to timely completion and submission of the ViCLAS booklet because of the reader's current workload. Booklets currently being submitted to the reader are not always complete and create extra work for the reader who is reviewing and correcting the booklets. Supervisors should be ensuring the accurate and timely completion of the ViCLAS booklets prior to them being submitted to the ViCLAS coordinator. Consideration may be given to re-assigning the role of the ViCLAS coordinator and re-affirming the responsibility of supervisors reviewing files.

Recommendation # 7:

The Chief or delegate will ensure that due to the Coordinators current workload that one person from FPF be identified to take ownership and responsibility for ViCLAS submissions.

Recommendation # 8:

The Chief or delegate will ensure that ViCLAS booklets are being submitted to the ViCLAS Provincial Coordinator within 30 days of starting the investigation pursuant to the Policing Standards OPS 3.19 and the Operational Manual Policy 3.15, paragraph 3.0. Further, the Chief or designate will ensure that all 2017 and 2018 ViCLAS booklets that remain outstanding are completed and forwarded to the Provincial ViCLAS Coordinator without delay.

Concluding summary

The PSCM review team would like to thank the Fredericton Police Force for their contribution during the 2017 QA review process. As a result of the review, FPF has created an action plan to track recommendations to completion. The PSCM review team remains available to FPF for assistance and looks forward to continued collaboration for the fall 2018 risking process.

Policing Standards and Contract Management (PSCM)

Quality Assurance (QA) Review Team

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