



Audit Report 2006

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Executive Summary

The Quality Assurance Unit of the Peterborough Lakefield Community Police Service supports the delivery of adequate and effective policing by conducting internal inspections and monitoring service compliance with applicable legislative and regulatory requirements.

To accomplish this goal, the Peterborough Lakefield Community Police Service has, based on recommendation from the Ministry of Community Safety and Correctional Services, established a list of policies to review. The policies of the Service have been prepared as a four-year cycle of review. For 2006, Year Two of the cycle was assessed.

Generally, the Peterborough Lakefield Community Police Service is compliant with the requisite guidelines. This is of particular significance when it is noted that the Police Services Act, including the Adequacy Standards Regulations, actually impose an excess of one thousand five hundred individual requirements upon a police service.

The rate of compliance to the reviewed policies was high with very few systemic issues identified. The findings in the report are primarily related to areas of wording clarification, enhancement to policy and changes that have occurred in practice, process and organizational structure. Adequacy Standards concerns generally fell within the Skills Development and Learning Plan areas. Throughout the audit process, recommendations were made by the reviewer to improve service in these areas. The Chief of Police and other senior administrators have reviewed these recommendations and responded to the needs of the organization.

The members of the Peterborough Lakefield Community Police Service demonstrated a strong commitment to and enthusiasm for their role and responsibilities in servicing the communities of Peterborough and Lakefield. This report is an informed assessment of the Peterborough Lakefield Community Police Service in relation to the areas covered by this review and is based upon the professional judgment of the reviewer.

Sgt. Marilyn Gandy
Quality Assurance / Audits

AI-002 - Skills Development and Learning

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance with the Adequacy Standards Regulation; and
- A review of the training and skills development process to ensure the delivery of adequate and effective policing.

Section 33 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service to have a skills development and learning plan that addresses the plan's objectives; the implementation of a program to coach or mentor new officers; and the development and maintenance of knowledge, skills and abilities of members.

The Peterborough Lakefield Police Services Board has developed Board Policy AI-002 – Skills Development and Learning. The Peterborough Lakefield Community Police Service has established General Order AI-002 - Skills Development and Learning for these purposes.

Objectives:

- To ensure that a Skills Development and Learning Plan has been implemented in accordance with the Adequacy Standards.
- To verify that the skills development and learning objectives are identified and are being achieved.
- To ensure that a career development process is in place and offered to members to develop and maintain their knowledge, skills, abilities and general qualifications in accordance with Board Policy AI-002 and General Order AI-002.

Methodology:

- a) Board Policy AI-002 was compared with General Order AI-002 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) Review of the Skills Development and Learning Plan of 2004-2006.

- c) An inspection of the record of training conducted within the past two years was reviewed to determine the number of members sent on courses or training opportunities.
- d) An inspection of the record of training conducted within the past two years was reviewed to determine the type and number of courses offered.
- e) Supervisors were interviewed for the purpose of determining compliance with Section 2.2 of General Order AI-002 regarding the initiatives offered to members.
- f) A random sampling of ten members' evaluation assessments were examined to determine if individual needs of the member were identified and married to those needs of the service.
- g) A review of the short and long-range planning for resource allocation and training was conducted, as outlined in Section 4.5 and Section 7.0 of General Order AI-002.
- h) A tally of members continuing or pursuing formal post secondary education was completed.
- i) The recommendations made in the 2002 audit of AI-002 were reviewed.

Findings:

1. General Order AI-002 is compliant with the intent of Board Policy AI-002.
2. Section 7.1.5 of the General Order indicates that The Skills Development and Learning Plan is to identify the method utilized to provide ongoing training and information sharing with officers, communicators and supervisors on local protocols, conflict resolution and use of force related to persons who are emotionally disturbed, have a mental illness or developmental disability.

The plan does not clearly outline how the service provides the training to officers, communicators and supervisors regarding conflict resolution and the use of force training relating to persons who are emotionally disturbed, have a mental illness or developmental disability. This training is recommended under the Adequacy Standards Regulation guidelines.

The Skills Development and Learning Plan of 2007-2009 has been developed and includes the commitment that “all members shall receive maintenance training when required to comply with the Adequacy Standards”. The plan has also expanded the available training delivery methods, which will facilitate training for members of the service, particularly those who are not required to attend the annual mandatory in-service training sessions. This will result in the delivery of

ongoing training and information sharing to all members on this aspect and other training issues as required.

3. Section 2.2 of the General Order is complaint. Job shadowing, job rotations, expansion or increase of responsibilities, assignments to projects or special work groups, lateral transfers, courses and seminars associated with new placements are offered to members regularly.
4. A review of material posted in the lunchroom and briefing room bulletin boards revealed that information on continuing education was readily accessible to all members. This supports the commitment to encourage members to pursue formal education, as stated in Section 3.1 of this Order. Records indicate that six individual members have taken courses in the past two years through post secondary school institutions for which the member received reimbursement from the Service upon successful completion of the program.
5. Requests for various courses and training opportunities were granted to eligible members where available in 2006 and 2005, as outlined in Section 6.0 and Section 4.0 of the General Order.
6. Short and long-range planning for resource allocation and training is completed annually, as required in Section 4.5 of the General Order. Additionally, the Skills Development and Learning Plan for 2007-2009 has been completed as required in Section 7.0 and is compliant with the General Order.
7. The Adequacy Standards Regulation for Communications and Dispatch recommend that the skills development and maintenance training for communications/dispatch operators and communications supervisors be set out in the police service's skills development and learning plan.

The Skills Development and Learning Plan for 2005-2007 addresses the requirement for communicators to complete the Service Communicator Training program; the Ministry accredited Advanced Communications Techniques course and the Advanced CPIC Operators Course.

The plan does not acknowledge the Adequacy Standards recommendation to provide maintenance training for Communications. The only responsibility indicated, beyond the initial training, is that the Communicator will annually review assigned General Orders.

The Skills Development and Learning Plan of 2007-2009 addresses this area of responsibility through the changes described above in Finding 2. It includes the commitment that "all members shall receive maintenance training when required to comply with the Adequacy Standards". The plan allows for other formats for training, such as e-Learning, which will provide a convenient and cost effective method of training Communications staff.

8. The first recommendation from the 2002 audit of AI-002, to complete a Skills Development and Learning Plan, was reviewed. The Skills Development and Learning Plan for 2004-2006 was completed following the audit.
9. Recommendation number two from the 2002 Audit of AI-002 was reviewed.

The Auditor stated, "Members' evaluation forms often contain comments regarding what the member should do to increase his skills and/or experience. This section should be enlarged to encompass a course of action to be taken by the member that is larger in scope than simply the next three months to a year. It is the opinion of the auditor that long term career planning between the supervisor and the member should be an essential aspect of the evaluation process."

The current Annual Evaluation Report form includes two sections that prompt the member to set an "objective for the following year to improve both skills and performance". There are no prompts for the member or supervisor to address long-term career planning and to outline any steps or course of action to achieve these goals.

This information has been forwarded to the Annual Evaluation Review Committee for their consideration and recommendation.

10. Recommendation number three from the 2002 Audit of AI-002 was reviewed.

The Auditor recommended that the police service, "implement a formal system of listing members interested in specific opportunities for career development, i.e. specific courses. This list is then to be utilized when making appropriate decisions."

Following this recommendation, a formal process was implemented using Application for Transfer and Application for Specialized Training forms. These forms allow for a correlation between the member development recommendations which are made by a member's supervisor to be considered by the person(s) making selection decisions for courses, transfers, long-term planning, etc.

Emergency Response Services

ER-002 -Tactical Units

ER-003 - Hostage Rescue

ER-006 - Explosives

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review is to include:

- Review of present Board Policies and General Orders for compliance to the Adequacy Standards Regulation; and
- Review of investigations for compliance with the General Orders to ensure the delivery of adequate and effective service.

Section 21(1) of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires the police service to provide emergency response services in the area of hostage rescue, tactical unit, police explosive forced entry and explosive disposal.

Section 29 of the Adequacy Standards Regulation requires a police service board to have a policy on these services. Therefore, the Peterborough Lakefield Community Police Services Board has established Board Policy ER-002 – Tactical Units, ER-003 – Hostage Rescue and ER-006 – Explosives.

Section 25 of the regulation requires the Chief of Police to establish procedures on these services. Thus, the Peterborough Lakefield Community Police Services has established General Orders ER-002 – Tactical Units, ER-003 – Hostage Rescue and ER-006 – Explosives.

Objectives:

- To ensure that processes and procedures are in place to provide hostage rescue, tactical response, police explosive forced entry and explosive disposal services.
- To review investigations for compliance to the General Orders ER-002 – Tactical Units, ER-003 – Hostage Rescue and ER-006 – Explosives.

Methodology:

- a) Board Policies ER-002 – Tactical Units, ER-003 – Hostage Rescue and ER-006 – Explosives were reviewed and compared to General Orders ER-002 – Tactical Units, ER-003 – Hostage Rescue and ER-006 – Explosives to ensure that the Orders were compliant with the intent of the Board Policies.

- b) Incidents involving the use of or the potential use of the Tactical Response Units or Hostage Rescue Teams were reviewed.
- c) Investigations involving explosives or the suspicion of explosives were reviewed.
- d) The Divisional Commander of Operations was consulted.
- e) The ERT Supervisor was consulted.

Findings:

- 1. General Orders ER-002 – Tactical Units, ER-003 – Hostage Rescue and ER-006 – Explosives are compliant with the intent of the Board Policies.
- 2. Section 7 of the Police Services Act, R.S.O. 1990 allows a board to enter into an agreement to provide any emergency response services through another police force.

The Peterborough Lakefield Community Police Service has entered into an agreement with the Ontario Provincial Police to provide these emergency response services under General Order AI-049. *The Framework Agreement for Services between the Peterborough Police Services Board and The Commissioner of the Ontario Provincial Police* is valid until the year 2010.

Similarly, an *Agreement of Understanding for Tactical Response between the Regional Municipality of Durham Police Services Board and the City of Peterborough Police Services Board* exists for these emergency response services. A general review of the agreement by both administrations is planned for November 2007.

- 3. The services of a Tactical Response Unit (TRU) were not required in 2006.
- 4. The services of a Hostage Rescue Team were not required in 2006.
- 5. Section 5.1 of General Order ER-002 – Tactical Units and Section 5.1 of General Order ER-003 – Hostage Rescue requires the Divisional Commander of Operations to ensure that the police service's major incident commanders and crisis negotiators train with the Tactical Response Units and Hostage Rescue Teams who may provide assistance to our Service.

On September 28, 2006, a hostage-taking practical training exercise was conducted involving the police service's major incident commander, crisis negotiators and the Emergency Response Team (ERT).

This exercise included response from the Tactical Response Unit and Hostage Rescue Team from Durham Regional Police Service. However, they were unexpectedly forced to cancel their participation on that date due to an incident response in their jurisdiction. The exercise continued and was completed by the Peterborough Lakefield Community Police responders. Future training initiatives with Durham are planned.

In the fall of 2005, a similar exercise was successfully conducted with full participation from the major incident commanders, crisis negotiators, the Emergency Response Team and the OPP Tactical Response Unit and Hostage Rescue team.

6. All occurrences were reviewed for 2006 relating to General Order ER-006 – Explosives, which involved the threat of or the presence of an explosive (five incidents). In one incident, a member of the public touched a suspicious package, which is contrary to Section 3.9.1 of the Order.
7. Section 3.10 of General Order ER-006 – Explosives, requires Communications to perform various functions upon receiving notification that a suspicious package has been located.

There was no requirement by Communicators to notify the Communications Shift Supervisor of this information as soon as possible. An amendment was made to the General Order during this audit review and included a responsibility to the Communications Shift Supervisor to notify the Office-In-Charge of the information.

8. Section 7.1 of General Order ER-006 – Explosives, requires Communications to perform various functions upon receiving notification of found or suspected explosives.

There was no requirement by Communicators to notify the Communications Shift Supervisor of this information as soon as possible. An amendment was made to the General Order during this audit review and included a responsibility for the Communications Shift Supervisor to notify the Office-In-Charge of the information.

LE-001 - Community Patrol

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of the present Board Policies and General Orders for compliance with the Adequacy Standards Regulation; and
- A review of the Community Patrol process to ensure the delivery of adequate and effective policing.

Section 29 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service board to establish policies with respect to Community Patrol. The Peterborough Lakefield Police Services Board has thus established Board Policy LE-001 titled Community Patrol.

Section 4(3) of the Adequacy Standards Regulation requires the Chief of Police to establish procedures and processes on community patrol, including considerations for the use of directed patrol. Additionally, written arrangements must be in place with other police services to obtain assistance in enhancing this function in extraordinary circumstances. The Peterborough Lakefield Community Police Service has therefore established General Order LE-001 – Community Patrol for that purpose.

Objectives:

- To verify that general patrol and directed patrol functions are performed in accordance with the General Order.
- To confirm that the service delivery expectations of Community Patrol are stated and supported in policy.
- To determine whether the Community Patrol members identify problems, implement strategies in response and monitor initiatives relating to crime, community safety, public disorder and road safety.

Methodology:

- a) The Board Policy LE-001 was compared with General Order LE-001 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) A sampling of various officer monthly activity reports, yearly platoons statistics, platoon schedules, duty rosters and incident reports from 2006 were reviewed.

- c) The NCO Annual Meeting minutes and Team/Unit Annual Reports for 2006 were reviewed.
- d) Interviews were completed with officers and supervisor associated with the Community Patrol, Foot Patrol and Traffic units.

Findings:

1. General Order LE-001 was determined to be compliant with the intent of Board Policy LE-001.
2. As outlined in Section 1.1 of the Order, the police service is committed to working with the community to identify problems relating to crime, community safety, public disorder and road safety; to develop and implement initiatives to respond to the identified problems in partnership with the community; and to monitor and evaluate the effectiveness of the initiatives in addressing the problem.

These functions are performed continuously through the various divisions, units, teams and services provided within the organization. A number of documents were reviewed which detailed analysis, planning, implementation and evaluation of these initiatives. The police service is compliant with this section.
3. Community Patrol members regularly promote good relationships with the public, educate and encourage citizens in the use of crime prevention techniques while performing general patrol, responding to calls for service and while participating in team projects or assignments, as required in Section 2.1 of the Order.
4. Investigations are conducted in accordance with our Service General Orders as required under Section 2.2 of the General Order LE-001. Supervision and quality assurance reviews also assist in this regard.
5. Officers conduct proactive patrols of their areas as time permits, develop plans and programs to resolve problems and reduce the potential for crime. Officers set and achieve personal objectives that subsequently benefit and enhance the police services efforts. This is in compliance with Section 2.3 of the Order.
6. The Community Traffic Unit complies with all requirements under Section 3.0 of the Order and demonstrates work in cooperation with other individuals, teams, platoons and community members/groups to assist with traffic issues.
7. The Lakefield patrol zone is routinely assigned to a member and patrols are dedicated to a minimum of eighteen (18) hours each day as described in Section 4.3 of the Order.

8. Due to service demands, officers indicate that they have not been consistently able to return to the Lakefield zone for two or more additional patrols during the remaining six-hour time period, as outlined in Section 4.4 of the Order.
9. Community Foot Patrol officers demonstrate participation in proactive strategies to resolve problems within the foot patrol area and in developing cooperative links with the businesses and residents of the area as required in Section 5.0 of the Order.
10. General and Directed Patrol is regularly provided to the community as described in Section 6.0 and Section 7.0 of this General Order.
11. Directed Patrol and/or targeted enforcement initiatives are based on a proactive and reactive approach to identified problems and are reflective of crime, call, public disorder analysis; criminal intelligence and the road safety considerations under Section 7.0 of this Order. They also reflect the principles under General Order CP-001 – Problem-Oriented Policing and General Order CP-002 – Crime Prevention. Supervisors do provide relevant information to undertake these assignments.
12. As required by the Adequacy Standards Regulation, a written agreement exists with another police service to provide assistance under extraordinary circumstances. Section 8.0 of this Order references the *Framework Agreement for Services between the Peterborough Police Services Board and The Commissioner of the Ontario Provincial Police* which is valid until the year 2010.
13. Section 10.1 of the General Order requires a Supervisor to maintain a complement of seven drivers on Community Patrol. Based on the sampling of documentation examined and through interviews with members, supervisors are achieving this minimum number. However, there are many occasions where the ability to meet this number is at risk despite the use of shift changes, overtime and call-out where necessary.

LE-002 - Communications and Dispatch

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance with the Adequacy Standards Regulation; and
- A review of the processes in place to ensure proper delivery of services.

Section 29 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service board to have a policy on communications and dispatch services in accordance with the legislative/regulatory requirements of the Act. Thus, the Peterborough Lakefield Police Services Board has created Board Policy LE-002 - Communications and Dispatch.

Section 6 of the regulation requires every police chief to establish procedures on communications and dispatch services; ensure communications operators/dispatchers and supervisors have successfully completed Ministry accredited training, ensure supervision and provide portable two-way communication to the communications center when officers are away from the patrol vehicle. The Peterborough Lakefield Community Police Service has therefore created Policy LE-002 - Communications and Dispatch for that purpose.

Objectives:

- To determine whether the Communications Centre operating procedures are performed as directed under General Order LE-002.
- To verify that the training required for communications/dispatch operators and their supervisors has been provided.
- To ensure that the selection process and the standards for the supervision of the Communications Center are identified and incorporated into the police service's General Orders.

Methodology:

- a) Board Policy LE-002 was compared with General Order LE-002 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) General Order LE-002 was examined and areas relating to the delivery of service, procedures, systems capabilities, training and supervision were identified for review.

- c) The General Order AI-002 - Skills Development and Learning Plan and LE-025 - Supervision was referenced.
- d) Interviews were conducted with randomly selected Communicators and Communications Shift Supervisors.
- e) An interview was conducted with the Administrative Support Manager.
- f) The recommendations made in the 2002 audit of AI-002 were reviewed.
- g) The training records for randomly selected personnel were reviewed to determine if documentation exists to verify the receipt of Ministry accredited training.

Findings:

1. General Order LE-002 was last amended on December 03, 2002. Since that time, the Peterborough Lakefield Community Police Service has completed a restructuring of the organization; changed position titles and redefined responsibilities; added new positions; and changed some procedures that impact the Communications and Dispatch policy.

A comprehensive review of the Order was recommended. Subsequently, the General Order has been examined and amended. The updated order of July 5th, 2007 now reflects the current organizational structure; positions; roles and responsibilities; current procedures and recommendations from this audit report.

2. The guidelines in the Adequacy Standards Regulation recommend that every communications and dispatch center should establish the selection processes for communications operators, dispatchers and those supervising them, including ensuring that members meet the requirements of the Adequacy Standards Regulation.

The position description for the Communications Shift Supervisor identifies the necessary skills, education, experience and efforts required of the position, however, the selection process for the position had not been identified in the Skills Development and Learning Plan.

The Skills Development and Learning Plan for 2007-2009 does incorporate these prerequisites for promotion for the Communications Shift Supervisor position.

3. The legislated requirement to ensure that communications operator/dispatchers and those supervising them have successfully completed the required Ministry accredited training or acquired the Ministry approved equivalent competencies

has not been met by the police service, however, the established training schedule indicates that compliance will be achieved by September 2007.

The police service is required under the Adequacy Standards Regulation to ensure that supervisors have the knowledge, skills and abilities to supervise. All Communications Shift Supervisors will have completed the Communications Centre Supervisor Course by September 2007.

All Communications staff have completed the accredited Advanced Communications Techniques course.

4. The Adequacy Standards Regulation recommends that the skills development and maintenance training for communications/dispatch operators and communications supervisors be set out in the police service's skills development and learning plan.

This plan addressed the requirement for communicators to complete the Service Communicator Training program; the Ministry accredited Advanced Communications Techniques course and the Advanced CPIC Operators Course.

The plan did not acknowledge the Adequacy Standards recommendation to provide maintenance training for Communications. The only responsibility indicated, beyond the initial training, is that the Communicator will annually review assigned General Orders.

The Skills Development and Learning Plan of 2007-2009 was developed and does include the commitment to provide maintenance training for Communications/Dispatch operators and Communications Shift Supervisors.

5. Although it is not identified within the General Order LE-002, the police service does provide a communications system that can record radio and emergency telephone communications, and has the capability for immediate playback of recorded telephone and radio conversations while maintaining a continuous recording of radio transmissions as recommended by the Adequacy Standards Regulation guidelines and is therefore compliant with the intent of the regulation.

General Order LE-002 was amended to include the systems capability requirements as suggested by the Adequacy Standards guideline.

6. Although it is not identified within the General Order LE-002, the communications and dispatch center does use a multi-channel mobile and/or portable radio equipment capable of two-way operation on a joint public safety frequency or frequencies as recommended by the Adequacy Standards Regulation guidelines and is therefore compliant with the intent of the regulation. The police service does review systems and maintain or replace equipment where necessary. The draft proposal of the 2007-2010 Business Plan includes the objective to evaluate the radio system to ensure it meets present and future needs.

The systems capability requirements as suggested by the Adequacy Standards Regulation guidelines were included in the amendments to General Order LE-002.

7. As outlined in Section 9.3 of the General Order, the police service has an alternate source of electrical power available for its communications system that is sufficient to ensure continued operation of emergency communication equipment in the event of failure of the primary power source, and which is inspected and tested on a regular basis.

Communications staff interviewed were familiar with the system and knowledgeable on response procedures in the event of a primary power source failure.

LE-003 - Crime Call & Public Disorder Analysis

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance with the Adequacy Standard Regulations; and
- A review of the processes in place to ensure proper delivery of services.

Section 29 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service board to establish policies with respect to crime, call and public disorder analysis. The Peterborough Lakefield Police Services Board has thus established Board Policy LE-003 titled Crime, Call and Public Disorder Analysis.

Section 13 (1)(d) of the Adequacy Standards Regulation requires the Chief of Police to develop procedures and processes in respect of crime, call, and public disorder analysis. The Peterborough Lakefield Community Police Service has therefore created General Order LE-003 – Crime, Call and Public Disorder Analysis for that purpose.

Objective:

To review the systems, procedures and equipment of the crime analysis process to determine its compliance to policy and to ensure that delivery of adequate and effective crime, call and public disorder analysis is achieved according to the General Order LE-003.

Methodology:

- a) Board Policy LE-003 was compared with General Order LE-003 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) Random samplings of various analysis projects were reviewed.
- c) The Crime Analyst was interviewed to ascertain the analysis methods and use of the equipment provided.
- d) The Inspector of Operational Support was interviewed regarding analysis projects including approvals, tracking, feedback, recording and use of information.

Findings:

1. General Order LE-003 was determined to be compliant with the intent of Board Policy LE-003.
2. Section 3.1 of General Order LE-003 requires that a Crime Analysis System shall be implemented that will assist in identifying patterns of crime; linked offences; high crime or high occurrence places/areas and times; methods of offending; prolific criminal offenders and organizations who are active in the community; type of individuals, business or property that may be at risk and repeat victimization.

This identification process was completed through the use of RMS Niche and the Microsoft Excel program. Although this is in compliance with the section, the effective use of the Analyst's time is compromised because of the lengthy research phase and the manual transfer of the data to a software application for interpretation.

Appropriate analysis software programs tailored for police use were approved for the 2007 budget. The software (I2) has been purchased and the Analyst is currently developing proficient use of the resource.

3. Section 3.3 of General Order LE-003 requires that a Public Disorder Analysis System shall be implemented that will assist in identifying geographic locations where there are high occurrences of vandalism and graffiti; street prostitution, drug-dealing, loitering, aggressive solicitation, public drunkenness; and unruly crowds.

Section 3.1.3 also requires analysis referenced by geographic locations.

The ability to provide this service in a timely and accurate manner by the Analyst was notably impaired for a period of time in 2006 due to provincially administered system coding issues within RMS Niche. Analysis generated by others within the organization would also have been affected by this conflict involving location codes. The issue has been addressed and resolved.

4. Section 5.1 of the General Order LE-003 states that the Crime Analyst shall have the necessary knowledge, skills and abilities to perform the responsibilities and functions of the position.

The Ministry has not mandated any specific level of training or course requirements for the position. The Analyst has completed the Investigative Analysis course, Crime Intelligence Analysis course and I2 software training. In keeping with the responsibility to stay current on emerging trends and new techniques for analysis, the Analyst has requested the Strategic Intelligence

course. The Crime Analyst participates in the Ontario Crime Analysts Network and the International Association of Law Enforcement Intelligence Analysts.

5. In addition to the officers' notebook records, a customized monthly report has been developed to track the requests made for the service of the Analyst including the task details, source and resources used, as required by Section 5.1.6
6. Section 5.1.10 outlines the requirement for feedback on the analysis function. The Analyst has not developed specific client feedback forms or procedures for measuring the degree of use of analysis information.

The Divisional Commander of Operational Support reviews, approves and monitors the requests for the analysis service to ensure the most effective and appropriate use of the resource. Clarification and feedback is an ongoing process between the Analyst and the client in order to produce the intended information.

This section of the order was updated and replaced with a description of the current acceptable practice of feedback and usage analysis.

7. Section 5.1.11 of the General Order LE-003 states that the Crime Analyst shall have the necessary equipment to perform the listed responsibilities and functions of the position and recommend hardware and software tools.

The hardware and software equipment provided to perform these functions was reviewed. The Analyst is able to perform the required functions reasonably with these tools. However, it is important for periodic reviews of system requirements to ensure that appropriate software applications can operate efficiently and in conjunction with each other for specific analysis functions.

LE-012 - Search of Persons

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance with the Adequacy Standard Regulations; and
- A review of incident occurrences for compliance with the General Orders to ensure the delivery of adequate and effective service.

Section 29 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service board to establish a policy on the search of persons. The policy should address legal, constitutional and case law requirements; the circumstances in which such searches are undertaken, frisk/field searches; strip/complete searches; body cavity searches; consent searches; supervision; documentation and maintenance of knowledge. The Board has thus established Board Policy LE-012 titled Search of Persons.

Section 13(1)(h) of the Adequacy Standards Regulation requires the Chief of Police to establish procedures and processes in respect of the search of persons. The Peterborough Lakefield Community Police Service has therefore established General Order LE-012 – Search of Persons for that purpose.

Objectives:

- To review incidents and determine the type of searches performed by members.
- To ascertain whether the various searches conducted by members are carried out as required in the General Orders.
- To verify that the results of all searches of persons are documented.
- To ascertain whether members are informed of changes in the law with respect to the search of persons.

Methodology:

- a. Board Policy LE-012 was compared with General Order LE-012 to ensure that the General Order was compliant with the intent of the Board Policy.
- b. A sampling of arrest reports, officer notebooks and Prisoner Complete Strip Search Reports were reviewed for 2006.

- c. Officers and supervisors were interviewed.
- d. Occurrence book notices, e-mails and Routine Orders were reviewed.

Findings:

1. Board Policy LE-012 contained an error under Section 1(a)(vii). This section was intended to be “the supervision of searches of persons; and” as recommended by the guidelines under the Adequacy Standards. Instead it duplicated the requirement already stated in Section 1(a)(viii) which is “the documentation of searches of persons”.

Section 1(a)(vii) of the Board Policy LE-012 – Search of Persons has been amended to “the supervision of searches of persons; and”.

2. General Order LE-012 was determined to be compliant with the intent of Board Policy LE-012.
3. During this audit process, no consent searches were noted. Although there were some searches conducted through investigative detention, most searches were performed subsequent to an arrest.
4. Due to the lack of related documentation in notebooks and incident reports, except in cases of strip/complete searches, the auditor was unable to assess whether searches were carried out in accordance with the practices and methods described in the Order.

Section 3.3 of General Order LE-012 – Search of Persons has been amended to require that officers must indicate the type of search, reason for the search and the results of any search in notebooks and reports.

5. Strip/complete searches are conducted in accordance with Section 5.5 of the Order.
6. The Prisoner Complete Strip Search Report was forwarded to and signed by the Divisional Commander of Operations in 44% of the occurrences reviewed.

As a result of the findings, supervisors were subsequently reminded of the requirements of this section by the Divisional Commander to ensure that reports are forwarded and reviewed for compliance in all cases.

7. Members have been informed of changes in the law with respect to the search of persons as per Section 8.1 of General Order LE-012.

LE-014 - Court Security

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance with the Adequacy Standard Regulations; and
- A review of court security processes and available documentation to ensure the delivery of adequate and effective service.

Section 137 of the Police Services Act requires that where a police service board has court security obligations, the board is responsible for ensuring the security of the court proceedings and all persons participating.

Section 29 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service board with court security responsibilities to establish policies with respect to court security. The Peterborough Lakefield Police Services Board has thus established Board Policy LE-014 titled Court Security for this purpose.

Section 16 of the Adequacy Standards Regulation requires that, where a police service board has court security obligations under section 137 of the Act, the Chief of Police shall prepare a court security plan; establish procedures on court security that address supervision and training and ensure that court security personnel have the knowledge, skills and abilities to perform court security functions. The Peterborough Lakefield Community Police Service has therefore created policy LE-014 – Court Security for these purposes.

Objectives:

- To determine whether a Court Security Plan has been established, maintained and reviewed annually.
- To check compliance on the physical inspection of all buildings, court rooms, prisoners box, cell areas and other secure areas as described in the policy prior to and/or at the completion of any court proceeding, shift or work day.
- To check compliance with security and levels of staffing required while performing the functions of prisoner movement, transportation and control.

- To review the training requirements, programs and instruction provided to court security members intended to ensure that they possess the necessary knowledge, skills and abilities to perform the required functions of the positions.

Methodology:

- a) Board Policy LE-014 was compared with General Order LE-014 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) The Court Security Plan was obtained and reviewed.
- c) A review of the minutes of meetings from the Local Courts Management Advisory Committee (LCMAC) relating to court security issues was completed.
- d) The Supervisor of Court Operations for the Provincial Court was interviewed.
- e) Interviews with the police Court Supervisor and police Court Liaison Officer regarding applicable daily practices, performance and participation in the Court Security Plan and training objectives were completed.
- f) Random sampling of various functional logs and work schedules were reviewed to determine compliance regarding physical security inspections and staffing for various tasks, as set out in the various sections of General Order LE-014.
- g) Interviews with Special Constables were conducted regarding applicable daily practices, performance of security functions, training issues and officer safety practices.
- h) Officers were observed performing prisoner movement, transportation, control functions and safety procedures.
- i) A review of training records and lesson plans were conducted and interviews were held with the Training Officer and Use of Force Instructors.

Findings:

1. General Order LE-001 was determined to be compliant with the intent of Board Policy LE-014.

2. The Court Security Plan has been established, maintained and reviewed annually and is therefore compliant with Section 4.2 of General Order LE-014.
3. The Court Security staff had not been conducting consistent physical checks of all buildings in which security is provided prior to, and at the completion of any court proceeding, as required by Section 5.7 of General Order LE-014.

To assist with thorough, uniform and routine practices, the policy was amended to direct the Court Supervisor to designate these areas of search and identify who shall complete the searches. The searches will be documented in the member's notebook.

4. The prisoner box area of each court, the area between Courts 2 and 3 and the Security Area were not consistently being searched at the start and/or end of each shift or day as outlined in Section 8.6 of General Order LE-014.

This responsibility was reviewed with all staff at a meeting on January 11, 2007. Members were directed to document the completed inspections.

5. Prisoner(s) being brought into custody as a result of their appearance in court were being searched properly when taken into custody. Staff is therefore compliant with Section 8.6(3) of General Order LE-014.
6. Some outside agencies were not searching their prisoners prior to the admittance into the cell area. In response, the Court Supervisors provided specific instruction to the involved agencies around proper search procedures. These prisoners are now searched in the presence of court staff to ensure that a search has been properly completed. This is in compliance with Section 8.6.13 of General Order LE-014.
7. Officers have periodically opened cell doors and escorted prisoners in and out of the cells while not accompanied by another officer during periods of staffing strain/shortages. This is in violation of Section 8.6.15 of General Order LE-014.

This issue was addressed with staff on the January 11, 2007 meeting during the review of General Order LE-016 – Prisoner Care and Control.

8. Section 8.1.6 of General Order LE-014, specifies that when prisoners are lodged in the Court Cells or court, no fewer than three Court Special Constables and/or Police Officers remain within the court building (including lunch recess).

When court proceedings have concluded for the day, there were often only two officers in the court building when prisoners were lodged in the Court cells. Therefore, this does not comply with this section of the policy.

This was reviewed with the Court Supervisor to ensure that minimum staffing is provided during final hours of operation. Duties and schedules were discussed at the staff meeting of January 11, 2007 to satisfy these requirements.

9. Section 12.1 of the General Order LE-014 identifies the need for police officers and special constables to have the knowledge, skills and abilities to perform the functions of their position. Specific subject areas are identified in the policy.

All members of the Court Unit annually attend mandatory Use of Force and bi-annual First Aid/CPR training provided by the service to comply with this section.

Training regarding emergency procedures has been provided in 2006 through the use of field booklets, instruction and fire evacuation drill training.

At the time of the internal audit, there were no records indicating that the required knowledge, as specified in the order, had been provided to any of the court staff in relation to:

- Persons who are emotionally disturbed, have a mental illness or a developmental disability;
- Search of persons consistent with General Order LE-012 – Search of Persons; and
- Care and control of prisoners consistent with General Order LE-016 – Prisoner Care and Control.

The members interviewed received varied training and orientation upon joining the Service through observation and job shadowing. All but two members of the Court Security staff attended the Durham Regional Police Service's Special Constable training course within the past two years. The course syllabus and documentation to support their attendance, however, was not available.

Within our police service, there is no formal, recorded, standardized and consistent training program given to members upon appointment to the organization or in relation to specific training for their position.

A new member orientation policy is currently being developed by the service that will serve as an introduction to the organization for all new members.

Recommendation 1: *Establish a formal, standardized and documented training and maintenance program for the assigned positions in the organization that fall under the scope of Adequacy Standards.*

LE-018 - Witness Protection

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance to the Adequacy Standards Regulation; and
- A review of investigations for compliance with the General Orders to ensure the delivery of adequate and effective policing.

Section 29 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service board to have a policy on witness protection and security. The Peterborough Lakefield Police Services Board has thus established Board Policy LE-018 - Witness Protection for this purpose.

Section 13(1)(f) of the Adequacy Standards Regulation requires the Chief of Police to establish procedures and processes in respect of witness protection and security. The Peterborough Lakefield Community Police Service has established General Order LE-018 – Witness Protection for undertaking and managing the Witness Protection Program.

Methodology:

- a) Board Policy LE-018 was compared with General Order LE-018 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) Inspector Vandervelde of the Criminal Investigation Branch was consulted as well as Detective Constable Campbell of the Intelligence Branch.

Findings:

1. General Order LE-018 was determined to be compliant with the intent of the Board Policy LE-018.
2. The members of the Intelligence Branch have not received Ministry accredited training as stipulated by the Adequacy Standards Regulation for this program therefore, it is acknowledged that the services of the Ontario Provincial Police are utilized where potential candidates or cases are considered for the Witness Protection program.

LE-045 - Suspect Apprehension Pursuits

The Chief of Police of the Peterborough Lakefield Community Police Service directed the reviewer to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulations. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance to the Adequacy Standards Regulation; and
- A review of investigations for compliance with the General Orders to ensure the delivery of adequate and effective policing.

Section 6 of the Suspect Apprehension Pursuits Regulation (Ontario Regulation 546/99, Police Services Act) requires a police services board to have a policy on suspect apprehension pursuits that is consistent with the regulation. Thus, the board has created Board Policy LE-045 – Suspect Apprehension Pursuits.

Section 7(2) of the regulation requires the Chief of Police to establish written procedures on approved tactics; management and control of suspect apprehension pursuits; responsibilities and equipment. The Peterborough Lakefield Community Police Service has therefore implemented General Order LE-045 – Suspect Apprehension Pursuits.

Objective:

- To determine the level of compliance in pursuit occurrences, specifically in the areas of pursuit authority; alternatives and risk reduction; training and member responsibilities in accordance with the requirements of General Order LE-045.

Methodology:

- a) Board Policy LE-045 was compared with General Order LE-045 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) A sampling of incidents that occurred between January and November 2006 were reviewed.
- c) The sources of incident information include RMS Niche reports, Computer Assisted Dispatch (CAD) records, notebook documentation, Ministry of Public Safety's Fail to Stop Reports, officer interviews and incident patch tapes.
- d) A risk assessment template was used to gauge compliance with the General Order in the areas of pursuit authority; use of firearm; alternative and risk reduction measures; training; and member, Officer-In-Charge and Communicator responsibilities.

Findings:

1. The occurrences reviewed were compliant with Section 4.1 – Authority to Pursue.
2. The occurrences reviewed were compliant with Section 4.3 – Use of Firearm.
3. Section 5.0 of the General Order requires that members shall consider the use of one or a combination of alternatives to pursuit throughout the course of a suspect apprehension pursuit. The pursuits reviewed were in compliance with this section. All occurrences indicated the use of ‘Strategic Following’ as a tactical response to pursuit. Other alternatives used were consideration to a Tire Deflation Device and termination by the Officer-In-Charge.
4. Supervisors were compliant in reviewing General Order LE-0045 with their work group during the first month of each calendar year as required in Section 6.2 of the Order.
5. The duties and responsibilities of the pursuing member were generally compliant with Section 7.1 of the Order. All relevant factors that applied to particular occurrences were addressed.
6. Section 7.3 did not address the role of the Communications Shift Supervisor as required by the Adequacy Standards guidelines. The Communications Shift Supervisor was not included in the pursuit notification process.

General Order LE-045 has been amended to direct Communicators to notify the on-duty Communications Shift Supervisor of the initiation and termination of a pursuit. This notification is to be recorded in the CAD system.

7. The involvement of an Officer-In-Charge was evident in 40% of the pursuits that were reviewed. Section 7.4 of the General Order outlines the duties of the Officer-In-Charge upon receiving information that a suspect apprehension pursuit is in progress. Compliance with the Order by the Officer-In-Charge was evident in those pursuits.

In 40% of the occurrences where there was no indication that the Officer-in-Charge was available, it was noted that a Patrol Sergeant or Criminal Investigation Sergeant was involved and did monitor the incident. They did not, however, clearly and formally assume control of the pursuit by identifying their control over the radio system. Section 7.4 does allow another police supervisor to fulfill the role of the Officer-In-Charge if he or she is unavailable.

The nature of the remaining 20 % of the occurrences were of very short duration and therefore did not allow the opportunity for the notification or for response by the Officer-In-Charge or any other supervisor.

The policy has been amended to direct that the supervisor responsible for the command of the pursuit must identify and communicate this as soon as possible. Communications shall make a CAD entry indicating and documenting which supervisor was notified or established control of the pursuit.

8. Section 7.4.10 of the Order stipulates that upon the conclusion of a suspect apprehension pursuit, the Officer-In-Charge will ensure that a debriefing is conducted and that all police service personnel who participated in the incident will be present at the debriefing.

These pursuits were not compliant with this section of the General Order, as debriefings were not evident in any of the incidents. Members advised the auditor they are generally unable to hold such debriefings in the format outlined due to the continual deployment of officers on priority calls for service. They indicated that some informal discussion and review does frequently occur at some point following the incident.

The section has been amended to direct that “incident briefings are conducted when required and that all involved police service personnel who are available are present at the debriefing.”

VA-001 - Victims' Assistance

The Chief of Police of the Peterborough Lakefield Community Police Service directed the auditor to perform a quality assurance review as per Section 35 of the Adequacy Standards Regulation. The scope of this review includes:

- A review of present Board Policies and General Orders for compliance to the Adequacy Standard Regulations; and
- A review of investigations for compliance with General Orders to ensure the delivery of adequate and effective policing.

Section 29 of the Adequacy Standards Regulation (Ontario Regulation 3/99, Police Services Act) requires a police service board to establish policies with respect to Victims' Assistance. The board has thus established Board Policy, VA-001 - Victims' Assistance.

Section 17 of the Adequacy Standards Regulation requires the Chief of Police to develop procedures on providing assistance to victims that reflect the principles of the Victim's Bill of Rights, 1995 and to set out the roles and responsibilities of members of the police force in providing assistance to victims. The Peterborough Lakefield Community Police Service has therefore created policy VA-001 – Victims' Assistance for that purpose.

Objective:

To verify that victims are provided with information, referrals and support and to determine whether the services relating to victim safety are provided.

Methodology:

- a) Board Policy VA-001 was compared with General Order VA-001 to ensure that the General Order was compliant with the intent of the Board Policy.
- b) A randomly selected sample of investigations that occurred between January and November 2006 were reviewed to determine the level of compliance with the General Order in the areas of victim safety; providing support to victims; and providing information and referral to victims as applicable.
- c) An interview was conducted with the Victim Services Unit Coordinator to ascertain the use of the unit by clients and officers and to verify the services that are provided to victims.
- d) Interviews were conducted with the patrol officers to ascertain their use of the Victim Services unit and the service provided in relation to the General Order.

Findings:

1. General Order VA-001 was determined to be compliant with the intent of Board Policy VA-001.
2. Resources are provided to officers to assist in the referral process as directed in Section 1.4 of the General Order VA-001. Resource information is available and accessible to officers in the Victim Services office area, Community Services and Training Unit. Referral agencies are often invited to participate in various aspects of police training and related printed materials are often distributed.
3. As required in Section 1.5 of the Order members have full access to community and social service agency contact information at all times. This is available through the Communications Centre, Officer-In-Charge, Victim Services, Victim Impact Statements forms and in telephone directories. Additionally, most officers surveyed indicated that they carry referral listings in their notebook or briefcase.
4. Section 2.1 of General Order VA-001 requires that the Victim Services Unit provide comprehensive and efficient services to victims as set out in seven crimes/situations in the Order.

Of the one hundred randomly selected Assault cases reported to police, eighty-seven were referred to the Victim Services Unit (87% compliance).

Of the one hundred randomly selected Domestic Incidents reported to police, ninety-six of them were referred to the Victim Services Unit (96% compliance).

Of the fifty randomly selected Residential Break and Enter cases reported to police, forty-seven of them were referred to the Victim Services Unit (94% compliance).

Of the twenty-five randomly selected Criminal Harassment cases reported to police, twenty-one were referred to the Victim Services Unit (84% compliance).

Recommendation 2: *Examine whether the Task Flow function or an enhancement of RMS Niche can efficiently generate automatic notification to Victim Services for those occurrences under the Victim Assistance mandate in order to enhance the delivery of this service.*

5. Investigating officers shall provide victims with a safe environment with no imminent threats present to the victim and shall arrange for transportation for the victim to a place of safety where necessary. From a review of domestic violence cases, interviews with officers and consultation with the Victim Services

Coordinator, these services are being provided, as required under Sections 3.4 and 3.5 of the Order.

6. As per Section 5.2 of General Order VA-001, members are consistently advising victims that the Victim Services Unit may contact them.

In each of the incidents reviewed where Victim Services received a referral, a supplementary report had been submitted indicating the type of service that was provided to the victim. This is in compliance with section 6.2 of the Order.

7. Section 7.0 of General Order VA-001 requires that in cases of violence or threats of violence where an accused is subsequently released on bail, the member responsible for the release shall immediately contact the victim to inform the victim of the release and associated conditions.

As determined through occurrence reviews and interviews with police officers, court staff and the Victim Services Coordinator, immediate verbal notification is regularly made to victim regarding the offender's release and the associated conditions of that release.

In many cases, officers are unable speak with the victim directly to communicate the notification. As a result, some victims do not receive the information or they do not receive it in a timely or accurate manner.

The General Order has been amended to support quality in victim notifications. The section now specifies "when members are unable to make a direct notification to the victim, the information will be forwarded to the Officer-In-Charge who will designate further notification efforts and documentation on RMS Niche".

8. The members responsible for the release of an accused have been compliant with the duty to immediately contact the victim to inform the victim of the release of the accused and the related terms as required by Section 7.1 and Section 7.3 of the Order.

The sections also required that the member must advise the victim that they will receive a copy of the release forms by mail. However, the responsibilities for victim notification were redefined in January 2005 under an agreement between the Ontario Provincial Police, Crown Attorney and Peterborough Lakefield Police Service. The *Bail Victim Notification Protocol* directs that where possible, the victim will be given a copy of the recognizance or portion relevant to them.

Sections 7.1 and Section 7.3 of the Order have been changed to reflect the practices outlined in the *Bail Victim Notification Protocol*.

9. According to Section 7.2 of the Order, the Criminal Investigation Unit secretary will obtain copies of the release forms of an accused person pursuant to Section 7.0, prepare a letter and forward the letter to Victim Services for signing. The package is then mailed to the victim.

Again, the responsibilities for victim notification were redefined in January 2005 under an agreement between the Ontario Provincial Police, Crown Attorney and Peterborough Lakefield Police Service. This *Bail Victim Notification Protocol* acknowledges that police will as soon as possible notify the victim of the release of an accused from a bail hearing and include the terms of the release. Where possible, the victim will be provided with a copy of the recognizance or portions relevant to them.

The policy has been amended in order to reflect the practices outlined in the *Bail Victim Notification Protocol*.

10. Section 7.3 does not address a responsibility to inform victims of the outcome of a court proceeding where police have held an accused in custody and have requested a bail hearing. Where the court remands an accused into custody, it may impose protective measures relating to the victim. The victim should be notified of these conditions as soon as possible.

The policy has been amended and directs the Special Constable or Court Supervisor to notify the victim of such proceedings and conditions as soon as possible.

11. A written protocol does not exist between the Crown and the police service as described in Section 8.0 of the Order. The Adequacy Standards Regulation guidelines recommend such a protocol between the Crown, VWAP and the police.

Recommendation 3: *Review this guideline and consult with the associated agencies regarding the advisement.*