Royal Newfoundland Constabulary

Management of Inventory & Employee Training

Independent Auditor's Report

July 2025

OFFICE OF THE AUDITOR GENERAL
NEWFOUNDLAND AND LABRADOR

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Audit Overview

OFFICE OF THE AUDITOR GENERAL
NEWFOUNDLAND AND LABRADOR

Objective
To determine whether the Royal Newfoundland Constabulary effectively managed its inventories and its employee training.

Audit Scope Period
April 1, 2022 to March 31, 2024

Why this Audit is Important
The Royal Newfoundland Constabulary (RNC) is responsible for ensuring public safety for approximately 47 per cent of the province's population. As such, it is imperative for the RNC to have well designed and effective systems and controls in place to ensure inventory is protected and available when needed. Many RNC inventory items are highly sensitive and potentially dangerous if access, maintenance, and security are not managed properly. Similarly, the RNC must have well designed and effective systems in place to appropriately manage the extensive training required to ensure officers have the ability to maintain public safety.

Conclusions
The RNC did not effectively manage its inventories or its employee training. Consistent failure to comply with its own inventory and training policies over the course of our audit scope period was underscored by inconsistent, informal, outdated and incomplete policies and procedures.

The public expects the RNC to ensure both the accuracy and security of its inventories through sound policies, procedures, and regular monitoring. However, the RNC's policies and procedures were lacking in clarity and completeness, especially regarding inventory management, monitoring controls, record keeping and documentation. Additionally, existing inventory policies did not always cover all classes of inventory and were not consistently followed.

There was a lack of compliance with mandatory training requirements, with almost every employee we examined missing at least one mandatory training course, including basic training like first aid. The RNC did not have a comprehensive, up-to-date mandatory training list, training documentation requirements or monitoring processes. The RNC didn't know which trainings were required for which officers, and when it did, if that training had been completed. Outside of firearms qualifications, centralized training monitoring was minimal or non-existent.

Summary of Recommendations
1. The RNC should ensure inventory management and security policies, procedures and processes are complete, implemented consistently across the province, communicated and updated in a timely manner.
2. The RNC should ensure that use of force and quartermaster inventories are consistently issued in accordance with their policies and procedures.
3. The RNC should complete firearms and firearms storage areas inspections in accordance with their policy, including the timely reporting of results to the Office of the Chief of Police.
4. The RNC should consistently adhere to the government of Canada's firearms registration, reporting and timeline requirements, with the information submitted federally reconciled with the RNC's inventory records.
5. The RNC should ensure training policies, procedures, processes, documentation and reports are complete, implemented and used consistently, appropriately communicated and updated in a timely manner.
6. The RNC should ensure mandatory training requirements for employees are met, and enforce the consequences of missed mandatory trainings, as required by their policies and procedures.
7. The RNC should ensure the completeness of training needs assessments across the organization and use this information for training planning purposes.

What We Found
Inventory Management
Policies and Procedures
- No specific procedures existed to support the inventory management policies for quartermaster and fleet inventories.
- While most inventory management policies and procedures included inventory monitoring, gaps existed.
- Some inventory management policies and procedures were dated.

Inventory Issuances
- Use of force equipment was not always issued in accordance with policy.
- The process for issuing replacement quartermaster equipment was inconsistent.
- There were three instances in our sample where quartermaster equipment was issued without documentation to demonstrate officers had completed the required training to use the equipment or that it was required for their duties, as required by policy.

Security of Inventory
- We found inconsistencies existed in the safeguarding of use of force, quartermaster, and property and exhibit inventory in all provincial regions.
- Combinations for locks for the shared use of force equipment in the Corner Brook region gun room had not been changed in years.
- Property and exhibit inventory processes were not followed consistently throughout the province.

Inspections of Firearms and Firearms Inventory Storage Areas

- Inspection of firearms and firearm storage areas was not conducted in accordance with policy.
- The annual reports of firearm inspections were not completed and forwarded to the Office of the Chief of Police, as required by policy, for either fiscal year in our audit scope period of April 1, 2022, to March 31, 2024.

Inventory Records

- The RNC's inventory records were not always complete or accurate, with discrepancies noted between records and physical inventory for every inventory type.

Inventory Tracking and Counts

- Quartermaster inventory tracking was inconsistent throughout the province.
- There was no quartermaster inventory tracking performed in the Corner Brook region for our entire audit scope period. All inventory information obtained from this region was manually created for this audit.
- Use of force and quartermaster inventory counts throughout the province were not completed in accordance with policy.
- The RNC had never counted the Explosive and Disposal Unit's use of force inventory, even though required by policy.

Federal Firearm Registration Requirements

- Four of 31 (13 per cent) protected firearms samples we examined had not been registered as required by Federal regulations.
- The RNC did not reconcile its firearms inventory and protected firearms to confirm all were registered federally for 2022 or 2023, for any of its regions, as required by the RNC's firearms policy.

Acquisition of Inventory

- Quartermaster equipment inventory was not always acquired in accordance with policy.

Management of Employee Training

Policies and Procedures

- The RNC did not have a comprehensive list of all mandatory trainings.
- On average, policies that referenced training were 10 years old.
- Policies and procedures that pertained to mandatory trainings lacked detail and clarity.

Provision of Training

- The RNC did not provide all training mandated by its policies.
- Nine (15 per cent) trainings had not been offered at all during our audit scope period.
- The RNC did not always offer trainings at the frequency outlined in policy.
- Thirty-six of 38 (95 per cent) employees sampled were missing at least one mandatory training over our audit scope period. For officers, the number of mandatory trainings required to complete ranged from nine to 29, with officers missing anywhere from one to 13 mandatory trainings. For civilian employees, the number of mandatory trainings required to complete ranged from four to six, with them missing anywhere from one to five trainings over our two-year audit scope period.
- For the 11 use of force trainings, we found an average non-completion rate of 28 per cent, and an additional 15 per cent could not be verified due to missing documentation.
- One officer operating in the Explosives Disposal Unit had expired Police Explosive Technician credentials. We were also not provided evidence of Police Explosive Technician Assistant training for that employee.
- Only one of two (50 per cent) officers of the Tactics and Rescue Unit in our sample had completed the required training in the use of chemical agents.
- Twenty-seven per cent of the Tactics and Rescue Unit and Explosives Disposal Unit did not attend all mandated monthly two-day and bi-annual four-day training sessions during the audit scope period.

Removal of Firearms

- Firearms, including access to shared firearms, were not removed when required.

Planning

- Training needs assessments were not used as intended to identify and plan for mandatory training.

? After reading this report, you may want to ask the following questions of government:

1. What actions are being taken to ensure that RNC employees are appropriately trained?
2. What will be done to ensure all types of inventory are properly safeguarded?
3. What actions are being taken to deal with the findings from this audit regarding policies, procedures and processes?

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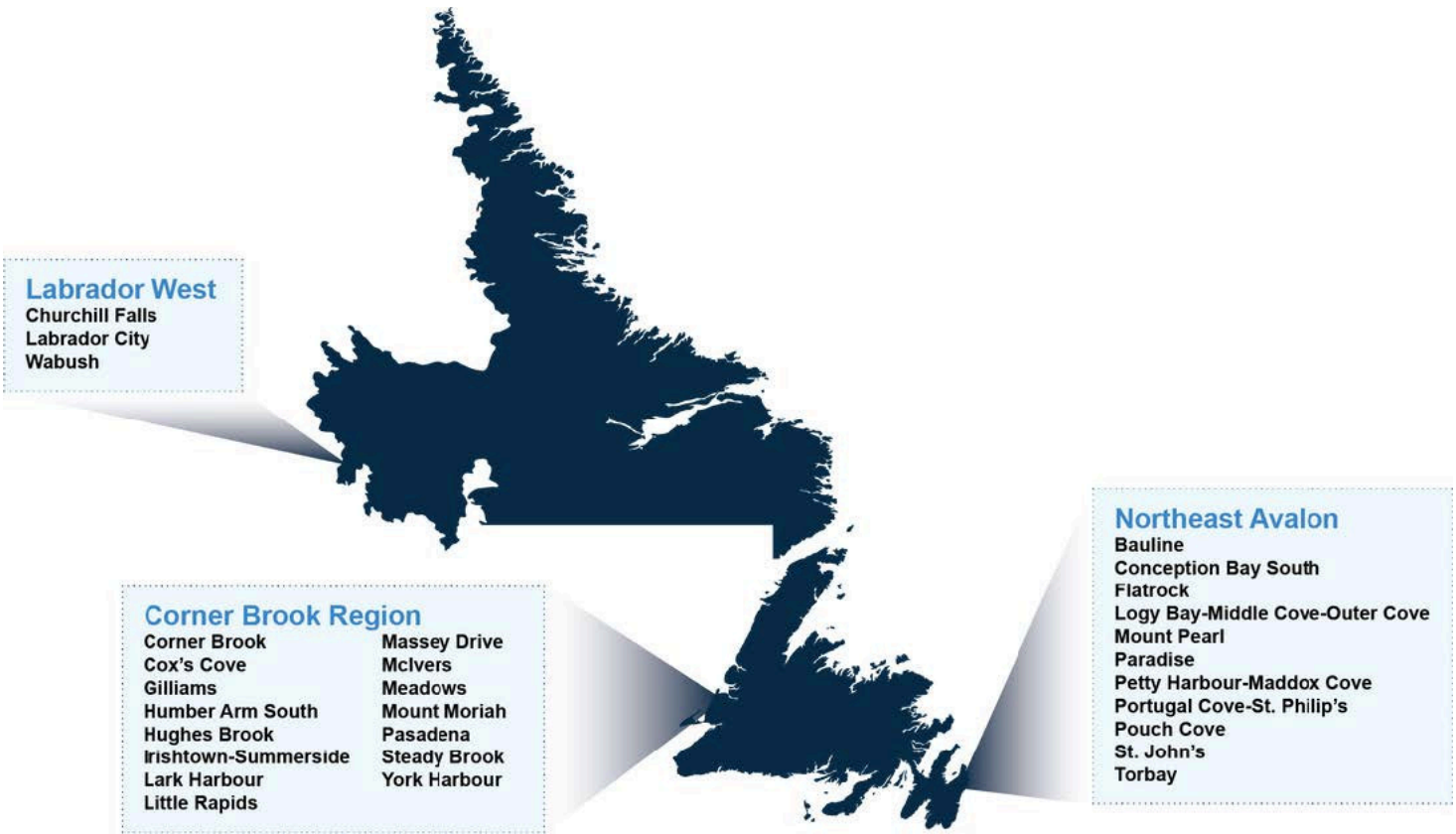
Background

The Royal Newfoundland Constabulary (the RNC) is Newfoundland and Labrador's provincial police service, and operates in three regions: the Northeast Avalon, Corner Brook and Labrador West, collectively serving 29 communities with approximately 257,000 residents.



Source: Provided by the RNC

The RNC police service is made up of approximately 420 police officers and approximately 100 civilian employees, with budgeted expenditures for the year ended March 31, 2025 of approximately $68.0 million. The RNC is a part of the Department of Justice and Public Safety's Public Safety and Enforcement branch and operates under the authority of the Royal Newfoundland Constabulary Act, 1992 and its Regulations. The RNC's policing services are categorized by:

- Operational Patrol Services – consists of first responders who protect the safety and security of residents. It is the largest division of the RNC and also includes traffic services, accident investigation and the mounted unit;
- Operational Support Services – provides support to the Operational Patrol Services division. It includes the telephone reporting centre, community services, the mobile crisis response team, and police dog services;
- Criminal Investigation – investigates serious crime reports and is comprised of multiple units including major crime, weapons and drug enforcement, and forensic identification; and
- Specialized Services – includes multiple units such as marine, tactics and rescue, and explosives disposal.

Inventory held by the RNC, as of March 31, 2025, was worth approximately $1.9 million and included:

- use of force equipment - firearms, tasers, ammunition, and batons; and
- quartermaster inventory (non-use of force equipment) - equipment and uniforms used to execute duties, such as restraints and protective clothing.

The RNC also have a fleet of vehicles such as patrol vehicles, marine vessels, and snowmobiles. They are also responsible for storing property and exhibits, which are items found or seized during policing duties.

Use of force equipment not assigned to officers is held in an armory, while equipment assigned and used in daily operations is stored in gun rooms. Property Control Centres receive, store, and track found property as well as seized property confiscated by officers under the authority of court warrants or other judicial authority. The RNC has electronic inventory management systems for use of force, quartermaster and property, and exhibits inventory; the quartermaster inventory management system was implemented in December 2023.

Training is defined in RNC policy as all courses, conferences, and learning events related to employee duties, with all RNC employees, uniformed and civilian, required to have mandatory training. For civilian staff, mandatory training includes fraud prevention and detection, and access to information and privacy protection. For uniformed officers, in addition to the training required for civilians, there is a series of training that must be completed in order to handle use of force equipment, such as pistol recertification.

Our audit scope period covered April 1, 2022, to March 31, 2024, and included two lines of inquiry: to determine whether the RNC effectively managed its inventories and its employee training. Six criteria were established to assess these lines of inquiry.

Summary of Key Findings

Inventory Management

Policies and Procedures

- Deficiencies existed with the RNC's inventory management policies and procedures. (page 11)
- No specific procedures existed to support the inventory management policies for quartermaster and fleet inventories. (page 11)
- While most inventory management policies and procedures included inventory monitoring, gaps existed. (page 12)
- Some inventory management policies and procedures were dated. Six of 12 (50 per cent) RNC inventory policies and procedures had not been updated as per the RNC's review cycle. Two of the six (33 per cent) had not been updated in over 10 years. (page 12)

Inventory Issuances

Use of Force Equipment

- Use of force equipment was not always issued in accordance with policy. (page 13)
- For two of the 32 (six per cent) officers in our sample that had been issued firearms, there was no evidence they had completed annual recertification training, and the firearms had been removed from their possession. (page 13)
- It is possible an officer can go almost two years between firearms recertification. (page 13)

Quartermaster Equipment

- The process for issuing replacement quartermaster equipment was inconsistent. (page 13)
- For 17 of 37 officers (46 per cent), there had been at least one issuance granted without the completion of the Request for Equipment Replacement form. (page 13)
- When forms were used to facilitate inventory issuances, they were not always complete. Specifically, 17 of 37 (46 per cent) officers had at least one issuance that was not signed by the officer to confirm receipt; and 32 of 37 (86 per cent) officers had at least one issuance that was not signed by a storekeeper/issuer to confirm sign-out. (page 13)
- There were three instances in our sample where quartermaster equipment was issued without documentation to demonstrate officers had completed the required training to use the equipment or that it was required for their duties, as required by policy. (page 14)
- There were two instances where replacement quartermaster equipment had been issued twice. (page 14)

Security of Inventory

- Inconsistencies existed in the safeguarding of use of force, quartermaster, and property and exhibit inventory in all provincial regions. (page 14)

Use of Force Equipment

- Combinations for locks for the shared use of force equipment in the Corner Brook region gun room had not been changed in years. (page 14)

Quartermaster Equipment

- Quartermaster inventory was not centralized within the Corner Brook region until May 2024, subsequent to our audit scope period. (page 14)
- It was common practice to leave the quartermaster store door open at the Churchill Falls detachment in the Labrador West region. (page 14)

Property and Exhibit Inventory

- Property and exhibit inventory processes were not followed consistently throughout the province. (page 14)
- In all the detachments outside St. John's, the return date was not logged when items were retrieved and there was no formal follow-up process to ensure inventory was returned. (page 14)
- There was no safe or vault in the Churchill Falls detachment for securing highly sensitive items, including confiscated currency. (page 14)

- The combination for the lock of the vault in the Property Control Centre in the Corner Brook region had not been changed in years. (page 14)
- Refrigerators were not always used appropriately to maintain property and exhibit inventory. (page 14)
- There was no locked drug bin in the Labrador West region. (page 14)

Inspections of Firearms and Firearms Inventory Storage Areas

- Inspections of firearms and firearm storage areas were not conducted in accordance with policy. (page 15)
- Five of 12 (42 per cent) inspections had not been conducted during our audit scope period. (page 15)
- Two of seven (29 per cent) completed inspections had no supporting documentation to confirm that ammunition discrepancies and unaccounted use of force equipment were immediately reported to the Office of the Chief of Police, as required by policy. (page 15)
- All seven completed inspections (100 per cent) included no evidence to indicate appropriate segregation of duties, which ensures officers did not inspect their own storage lockers. (page 15)
- For all seven completed inspections (100 per cent), the inspection officers did not specify the follow-up actions/resolutions required for the discrepancies found during the inspections. (page 15)
- The annual reports of firearm inspections were not completed and forwarded to the Office of the Chief of Police, as required by policy, for either fiscal year in our audit scope period. (page 15)

Inventory Records

- The RNC's inventory records were not always complete or accurate, with discrepancies noted between records and physical inventory for every inventory type. (page 15)

Use of Force Equipment

- Three of 57 (five per cent) use of force equipment inventory samples were overstated in the inventory records compared to what physically existed. (page 15)
- For seven of 57 (12 per cent) samples the physical location of the equipment did not match the assigned location in the inventory system. (page 15)

Quartermaster Equipment

- Eleven of 24 (46 per cent) quartermaster inventory samples differed between the physical counts and the inventory records, with some samples being overstated and some understated. (page 15)

Fleet

- There were errors in 14 of 39 (36 per cent) fleet inventory samples tested. (page 15)

Property Control Centre Inventory

- Confiscated jewelry was not found in the Property Control Centre, even though it was listed on the report. (page 15)
- Two sums of confiscated money, one totalling $2,195 and the other totalling $615 had been removed from the Property Control Centre but remained on the inventory listing. (page 15)
- One box containing several exhibits was in the Property Control Centre since 2006, but the items in the box were not included in the inventory report. (page 15)

Inventory Tracking and Counts

- Quartermaster inventory tracking was inconsistent throughout the province. (page 16)
- There was no quartermaster inventory tracking performed in the Corner Brook region for our entire audit scope period. All inventory information obtained from this region was manually created for this audit. (page 16)
- Use of force and quartermaster inventory counts throughout the province were not completed in accordance with policy. (page 16)
- There were 34 of 48 (71 per cent) quarterly inventory counts that had not been completed. (page 16)
- Of the 14 quarterly inventory counts completed, 12 (86 per cent) had not been reviewed and signed off by a supervisor, as required by policy. (page 16)
- The RNC had never counted the Explosive and Disposal Unit's use of force inventory, even though required by policy. (page 16)
- In all detachments outside St. John's, there were no detailed inventory count procedures, including investigation and reporting of discrepancies for quartermaster or use of force inventory. (page 16)
- For all detachments outside the St. John's region, there were no annual inventory counts completed for the Property Control Centres. (page 16)

Federal Firearm Registration Requirements

- Four of 31 (13 per cent) protected firearms samples we examined had not been registered as required by Federal regulations. (page 17)
- The RNC did not reconcile its firearms inventory and protected firearms to confirm all were registered federally for 2022 or 2023, for any of its regions, as required by the RNC's firearms policy. (page 17)

Acquisition of Inventory

- Use of force equipment inventory was acquired in accordance with existing policies and procedures. (page 17)
- Quartermaster equipment inventory was not always acquired in accordance with policy. (page 17)
- A deficiency existed in the receipt process for use of force and quartermaster equipment inventory. (page 17)

Electronic Inventory Management Systems

- Weaknesses existed with user access processes for existing inventory management systems. (page 17)
- The RNC did not carry out periodic reviews of user access. (page 17)

Management of Employee Training

Policies and Procedures

- The RNC did not have a comprehensive list of all mandatory trainings. (page 19)
- Some examples of trainings referenced in policy but not reflected in the RNC's mandatory training list provided included approved drug screening equipment training; standard field sobriety testing training; radar training; amber alert training; use of chemical agents training; and child interviewing training. (page 19)
- There were 21 of 43 (49 per cent) mandatory trainings identified by the RNC that were not captured by any policy or procedure, for example, crisis intervention and de-escalation training. (page 19)

Outdated Policies and Procedures

- There were 18 of 45 (40 per cent) policies that referenced training and had not been updated in accordance with the RNC's five-year policy review requirement. On average, these 18 policies were 10 years old. (page 19)

Policy and Procedure Completeness and Clarity

- Policies and procedures that pertained to mandatory trainings lacked detail and clarity. (page 21)
- There were 43 of 45 (96 per cent) training policies that did not include requirements to report to the RNC's executive that training had been completed. (page 21)
- There were 38 policies (84 per cent) that did not clearly outline the consequences for non-completion or non-compliance with training requirements. (page 21)
- There were 32 policies (71 per cent) that did not indicate the required frequency of the training. (page 21)
- There were 30 policies (67 per cent) that did not indicate monitoring requirements for the training. (page 21)
- There were 25 policies (56 per cent) that did not clearly outline the specific training required. (page 21)

Provision of Training

- The RNC did not provide all training mandated by its policies. (page 21)
- Nine (15 per cent) trainings had not been offered at all during our audit scope period. (page 21)
- Two (three per cent) trainings had been partially offered. (page 21)
- Three trainings (five per cent) that the RNC indicated were delivered could not be confirmed because no documentation was available. (page 21)
- The RNC did not always offer trainings at the frequency outlined in policy. (page 21)
- Thirty-six of 38 (95 per cent) employees were missing at least one mandatory training over our audit scope period. For officers in our sample, the number of mandatory trainings required to complete ranged from nine to 29, with officers missing anywhere from one to 13 mandatory trainings. For civilian employees, the number of mandatory trainings required to complete ranged from four to six, with them missing anywhere from one to five trainings over our two-year audit scope period. (page 21)
- We could not confirm completion of at least one training due to lack of documentation for 21 of 30 (70 per cent) uniformed and four of eight (50 per cent) civilian staff. (page 21)
- For our sample of 38 employees, 249 trainings (35 per cent) had not been completed over the scope period. (page 21)
- For the 11 use of force trainings, we found an average non-completion rate of 28 per cent, and an additional 15 per cent could not be verified due to missing documentation. (page 22)

- One officer operating in the Explosives Disposal Unit had expired Police Explosive Technician credentials. We were also not provided evidence of Police Explosive Technician Assistant training for that employee. (page 23)
- Only one of two (50 per cent) officers of the Tactics and Rescue Unit in our sample had completed the required training in the use of chemical agents. (page 23)
- Twenty-seven per cent of the Tactics and Rescue Unit and Explosives Disposal Unit did not attend all mandated monthly two-day and bi-annual four-day training sessions during the audit scope period. (page 23)

Removal of Firearms

- Firearms, including access to shared firearms, were not removed when required. (page 23)
- Three officers in our sample of 30 (10 per cent) did not complete mandatory. annual firearms training but did not have the firearm, or access to the firearm, removed. (page 23)

Planning

- Training needs assessments were not used as intended to identify and plan for mandatory training. (page 23)

Record Keeping and Monitoring

- Record keeping related to mandatory trainings was insufficient. (page 24)
- There was no comprehensive tracking for each employee which detailed the trainings they had completed. (page 24)
- There were deficiencies in the monitoring of mandatory trainings. (page 24)
- Formal monitoring procedures often did not exist, even when specific mandatory training requirements existed. (page 24)
- For the Police Explosive Technicians, certification expiry was not formally monitored, and the annual training requirements were not monitored for part of our audit scope period. (page 24)
- No training monitoring occurred for new hire training. (page 24)
- Monitoring of the mandatory training, centrally monitored by the Employee Health Safety and Training Division, was manually tracked in a spreadsheet and no checks were done to ensure the information entered was correct. (page 24)
- Training monitoring spreadsheets, which calculated the percentage completions of use of force trainings to determine compliance rates and verify training completion prior to weapon issuance, were not accurate. (page 24)
- There were inconsistencies between the training monitoring spreadsheets and the physical attendance records and certificates. (page 24)
- There were deficiencies with record keeping and monitoring within units responsible for delivering their own specialized training even though it was required by policy. (page 24)
- The Marine Unit did not maintain training records for required trainings, such as vessel operator or marine radio certification. The Marine Unit also did not maintain a training log for its regular internal monthly and annual training. (page 24)

Reporting

- Mandatory training information was not always reported when required and was not always accurate. (page 25)
- Four officers in 2022 and one officer in 2023 that had not completed their pistol training were not identified in the reports that were submitted to the Chief of Police. (page 25)
- The Tactics and Rescue Unit Team submitted seven of the eight quarterly reports required during the audit scope period, however, they were not always submitted in a timely manner. (page 25)
- The Tactics and Rescue Unit did not submit annual fitness and firearms training reports as required by policy during the audit scope period. (page 25)

Instructor Qualifications

- The RNC did not adequately oversee the qualifications of their own internal instructors. (page 25)

Findings - Inventory Management

Objective 1 To determine whether the Royal Newfoundland Constabulary effectively manages its inventories.

Criteria 1 The RNC's inventory policies and procedures are clear and complete.

Criteria 2 The RNC ensures that inventory issuances are in accordance with policies and procedures.

Criteria 3 The RNC ensures the security of its inventories.

Criteria 4 The RNC ensures the completeness and accuracy of its inventory records.

What We Expected

We expected the RNC to have formalized policies and procedures for all types of inventories. We expected policies and procedures to be clear and complete to facilitate effective inventory management. We also expected the RNC's inventory policies and procedures to be up to date.

It is reasonable to expect that inventory would be issued to employees in accordance with policies, procedures or established processes. We expected the process for issuing inventory to be formalized and consistent throughout the province. We also expected employees to only be issued inventory once training pre-requisite requirements were satisfied, per established policies.

We expected the RNC to have appropriate measures in place to maintain the security of inventory and for those measures to be consistent throughout the entirety of the province. It is reasonable to expect the RNC to carry out service firearms and firearms storage inspections as required by, and in accordance with, policy.

Finally, we expected the RNC would maintain complete and accurate inventory records in all regions, especially for use of force and property and exhibits. To expect the RNC to have consistent inventory tracking processes throughout the province and conduct inventory counts would be reasonable. We expected all relevant firearms inventory would be registered as required per federal firearms regulations. We expected the RNC would acquire inventory in accordance with policies and procedures, including appropriate approvals and that they would have appropriate access restrictions to its electronic inventory management systems.

What We Learned

Policies and Procedures

We found deficiencies in the RNC's inventory management policies and procedures. We found some formal inventory management policies existed for the four types of inventories included in our audit; however, we found **no specific procedures existed to support these policies for quartermaster and fleet inventories.** We found most inventory management policies and procedures were incomplete, and did not contain guidance in key areas such as ordering, receiving, issuing, returning/retrieving, transferring, and inventory disposal (see Figure 1).

Figure 1
Inventory Management Policy and Procedure Gaps

Policies/ Procedures Name	Inventory Name	Key Areas Addressed by Policy/Procedure					
		Ordering	Receiving	Returning/ Retrieving	Issuing	Transferring	Disposing
Equipment and Uniform Secondary Duties	Quartermaster	Yes	Yes	Yes	Yes	N/A	Yes
Ballistic Body Armour	Quartermaster	No	No	Yes	Yes	No	No
Firearms	Use of Force	No	No	Yes	Yes	Yes	No
Use of Force Equipment- Retrieval & Return	Use of Force	N/A	Yes	Yes	Yes	N/A	N/A
Patrol Carbine	Use of Force	N/A	N/A	Yes	Yes	N/A	No
Inventory Control	Quartermaster Use of Force	No	Yes	No	Yes	Yes	No
Vehicle Management [1]	Fleet	Yes	Partial	Yes	Yes	Yes	Partial
Vehicle Usage	Fleet	N/A	Yes	Yes	Yes	N/A	N/A
Property & Exhibit Handling Procedure	Property & Exhibit	N/A	Partial	Yes	Partial	N/A	Yes
Currency Handling	Property & Exhibit	N/A	Yes	Yes	N/A	N/A	N/A
Drug Investigation Exhibits	Property & Exhibit	N/A	Yes	No	Yes	N/A	Yes
Found or Seized Firearms	Property & Exhibit	N/A	Yes	Yes	N/A	Yes	Yes
Property Control Centre Officer's Guide Book	Property & Exhibit	N/A	Yes	Yes	No	N/A	Yes

Note 1: This policy is from the Department of Transportation and Infrastructure who are responsible for all vehicles within government.
Source: Prepared by the Office of the Auditor General based on information provided by the RNC.

While most inventory management policies and procedures included inventory monitoring, gaps existed. We found multiple policies that did not document how identified discrepancies should be investigated and reported, and what evidence should be retained to demonstrate appropriate monitoring. While conducting our audit, the RNC developed and implemented an internal "General Guide to Good Inventory Practices."

We also found some inventory management policies and procedures were dated. Specifically, **we found six of 12 (50 per cent) RNC inventory policies and procedures had not been updated as per the RNC's review cycle. Two of the six (33 per cent) had not been updated in over 10 years** (see Figure 2). The RNC's internal policy development standard operating procedure requires each policy to be reviewed every five years .

Figure 2
Outdated Inventory Management Policies and Procedures
As at March 31, 2024

Policy Name	Inventory Type	# of Years since Updated
Currency Handling Procedures	Property & Exhibits	10
Drug Investigation Exhibits	Property & Exhibits	10
Found or Seized Firearms	Property & Exhibits	6
Equipment and Uniform - Secondary Duties	Quartermaster	6
Property & Exhibit Handling Procedures	Property & Exhibits	6
Use of Force Equipment- Retrieval & Return Process	Use of Force	5

Source: Prepared by the Office of the Auditor General based on information provided by the RNC

Inventory Issuances

Use of Force Equipment

We found use of force equipment was not always issued in accordance with policy. We examined all use of force inventory issuances within our audit scope period for 37 officers, totalling 95 issuances. For our sample, 32 officers were issued firearms. The firearms policy requires recertification training each calendar year and if training is not completed, firearms are supposed to be removed from the officer. **We found for two of the 32 (six per cent) officers that had been issued firearms, there was no evidence they had completed annual recertification training, and the firearms had been removed from their possession.** We also found that due to the wording of the firearms policy being 'calendar year,' **it is possible an officer can go almost two years between recertification.**

We found, for 21 of 33 (64 per cent) officers, there was at least one issuance that was missing the required signatures on stock cards, as required by RNC standard operating procedures. For one of the 21 (five per cent) officer files, at least one stock card was missing the receiving officer's signature; for 20 of the 21 (95 per cent) officer files, at least one stock card was missing the issuing officer's signature.

Quartermaster Equipment

The process for issuing replacement quartermaster equipment was inconsistent. We found it was a manual process in which multiple forms could be used to track issuances. The use of different forms resulted in inconsistency in issuing equipment; for example, some forms required different signatures while others required no signatures at all.

In the absence of detailed procedures, we reviewed all quartermaster inventory issuances for 37 officers, totalling 146 issuances, to determine whether they were completed in accordance with informal processes. **For 17 of 37 officers (46 per cent), there had been at least one issuance granted without the completion of the Request for Equipment Replacement form.** We found five of the 17 (29 per cent) were considered emergency issuances, yet the form was not completed afterwards. We found 11 of the 17 issuances (65 per cent) that did not have a Request for Equipment Replacement form were from the Corner Brook and Labrador West regions where use of the form was not enforced during our audit scope period.

When forms were used to facilitate inventory issuances, we found they were not always complete. Specifically:

- **17 of 37 (46 per cent) officers had at least one issuance that was not signed by the officer to confirm receipt; and**
- **32 of 37 (86 per cent) officers had at least one issuance that was not signed by a storekeeper/issuer to confirm sign-out.**

We found three instances where quartermaster equipment was issued without documentation to demonstrate officers had completed the required training to use the equipment or that it was required for their duties, as required by policy. We also found two instances where replacement quartermaster equipment had been issued twice. The duplicate issuances included patrol jackets, arctic gloves, slash gloves, and summer boots.

Security of Inventory

We found inconsistencies existed in the safeguarding of use of force, quartermaster, and property and exhibit inventory in all provincial regions. We found the Corner Brook region had no dedicated space for quartermaster inventory during our audit scope period. We also found there was no key fob access, which enables tracking of entry, for the armories, Property Control Centres, or the gun rooms in the Corner Brook and Labrador West regions, while key fob access was common with the Northeast Avalon region. We also found weaknesses existed in the safeguarding of each different type of inventory throughout the province:

Use of Force Equipment

Shared use of force equipment includes shotguns and conducted energy weapons (tasers) that are not issued to individual officers but are shared among a group. This equipment is stored in separate cabinets in the RNC's gun rooms, with combination locks to ensure only officers with appropriate training had access to these weapons. The RNC indicated that standard process is for combinations to be changed annually and given to only qualified members, so that those who failed to requalify in any of the shared use weapons in the previous year could not access them. However, **we found combinations for locks for the shared use of force equipment in the Corner Brook region gun room had not been changed in years.** We also found there was no established standard for the frequency of lock combination changes in this region.

Quartermaster Equipment

We found the quartermaster inventory was not centralized within the Corner Brook region until May 2024, subsequent to our audit scope period. Previously, it was stored in various locations throughout the building, such as cabinets, closets, and offices. **We also found it was common practice to leave the quartermaster store door open at the Churchill Falls detachment in the Labrador West region.** Quartermaster storage rooms usually contain non-use of force equipment and uniforms, but in Churchill Falls, it contained items such as personal protective equipment, including flares and goggles.

Property and Exhibit Inventory

We found property and exhibit inventory processes were not followed consistently throughout the province. When an officer removes property from the Property Control Centre, they are assigned a return date; it is used to ensure property is returned in a timely manner. **We found in all the detachments outside St. John's, the return date was not logged when items were retrieved and there was no formal follow-up process to ensure inventory was returned.**

We found there was no safe or vault in the Churchill Falls detachment for securing highly sensitive items, including confiscated currency. We also found the combination for the lock of the vault in the Property Control Centre in the Corner Brook region had not been changed in years and there was no standard established for the frequency of changing lock combinations.

We found refrigerators were not always used appropriately to maintain property and exhibit inventory. Refrigerators are sometimes required to preserve exhibits and are usually found in the Property Control Centres in the detachments. We found in the Labrador West region, two evidence refrigerators and a temporary refrigerator were not connected to an alarm. As such, there would be no warnings if the temperature of the refrigerators was not appropriate to maintain the contents. **We also found in the Labrador West region that there was no locked drug bin.** In addition, in the Labrador West region there was no humidity temperature monitor, another evidence preservation mechanism, in the Property Control Centres.

Inspections of Firearms and Firearms Inventory Storage Areas

We found inspection of firearms and firearm storage areas was not conducted in accordance with policy. Policy requires these inspections to be completed on a semi-annual basis. **We found five of 12 (42 per cent) inspections had not been conducted during our audit scope period.** We found the RNC did not complete firearms storage area inspections for the Churchill Falls detachment.

While seven of 12 firearms inspections were completed, they were not always done in accordance with policy. **Two of seven (29 per cent) inspections had no supporting documentation to confirm that ammunition discrepancies and unaccounted use of force equipment were immediately reported to the Office of the Chief of Police, as required by policy.** Additionally, we also found:

- **all seven inspections (100 per cent) included no evidence to indicate appropriate segregation of duties, which ensures officers did not inspect their own storage lockers.** For example, for five of seven (71 per cent) inspections, the name of the officer who carried out the inspection and the date it was performed was not documented; and
- **for all seven inspections (100 per cent), the inspection officers did not specify the follow-up actions/resolutions required for the discrepancies found during the inspections.**

We also found the annual reports of firearm inspections were not completed and forwarded to the Office of the Chief of Police, as required by policy, for either fiscal year in our audit scope period of April 1, 2022, to March 31, 2024.

Inventory Records

We found the RNC's inventory records were not always complete or accurate, with discrepancies noted between records and physical inventory for every inventory type:

Use of Force Equipment

We found three of 57 (five per cent) use of force equipment inventory samples were overstated in the inventory records compared to what physically existed. All three instances related to ammunition, with the range of the overstatement ranging from 54 to 595 rounds. **We found seven of 57 (12 per cent) samples where the physical location of the equipment did not match the assigned location in the inventory system.**

Quartermaster Equipment

We found 11 of 24 (46 per cent) quartermaster inventory samples differed between the physical counts and the inventory records, with some samples being overstated and some understated. Examples of misstated inventory items included road flares, shirts, and disposable forensic suits.

Fleet

We found errors in 14 of 39 (36 per cent) fleet inventory samples tested. For example, a trailer donated to an external organization was not removed from the RNC's inventory listing. Similarly, two trailers were recorded in inventory records but could not be located; RNC officials eventually provided documentation to support that one trailer had been sold in 2014, but could not provide any information related to the other trailer. Eleven fleet inventory sample details did not match inventory records; for six samples, the vehicle identification numbers did not match inventory records, for three, the vehicle license plate numbers did not match inventory records, and for two, the fleet unit numbers did not match the inventory records.

Property Control Centre Inventory

We found issues with four of 20 (20 per cent) exhibit samples examined:

- **confiscated jewelry was not found in the Property Control Centre, even though it was listed on the report.** RNC officials noted the Criminal Investigation Division signed it out in 2004. However, there was no record of it being disposed, signed back in, or returned to the owner. The case file was concluded in 2005;
- **two sums of confiscated money, one totalling $2,195 and the other totalling $615 had been removed from the Property Control Centre but remained on the inventory listing;** and
- **one box containing several exhibits was in the Property Control Centre since 2006, but the items in the box were not included in the inventory report.**

Inventory Tracking and Counts

We found quartermaster inventory tracking was inconsistent throughout the province. For example, in the Labrador West region, quartermaster inventory was tracked manually on a spreadsheet, however, **there was no quartermaster inventory tracking performed in the Corner Brook region for our entire audit scope period. All inventory information obtained from this region was manually created for this audit.**

We found use of force and quartermaster inventory counts throughout the province were not completed in accordance with policy. Policies require quarterly inventory counts for both types of inventories; however, **we found 34 of 48 (71 per cent) quarterly inventory counts were not completed**. (see Figure 3). **Further, we found of the 14 quarterly inventory counts completed, 12 (86 per cent) had not been reviewed and signed off by a supervisor, as required by policy.**

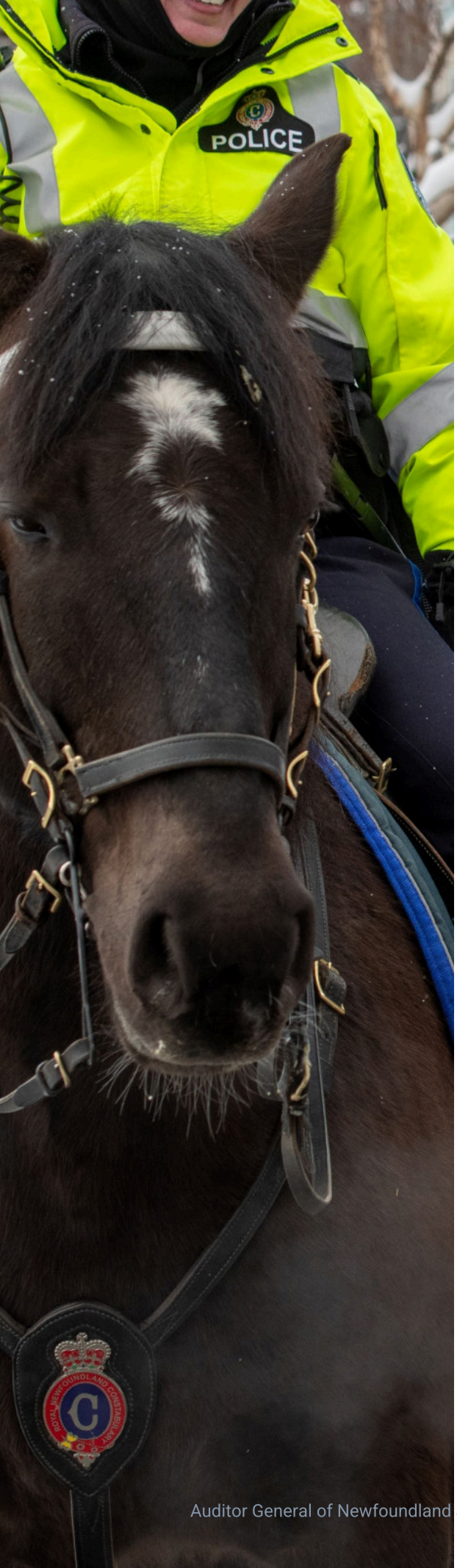
Figure 3
Inventory Counts Completed by Region
April 1, 2022 – March 31, 2024

	April 2022 - March 2023				April 2023 - March 2024			
	April - June	July - September	October - December	January - March	April - June	July - September	October - December	January - March
Quartermaster Equipment								
North East Avalon	No	No	No	Yes	No	No	Yes	No
Corner Brook	No	No	No	No	No	No	No	Yes
Labrador West	No	No	No	No	No	No	Yes	Yes
Use of Equipment								
North East Avalon	Yes	No	Yes	Yes	No	Yes	Yes	Yes
Corner Brook	No	No	No	No	No	No	No	Yes
Labrador West	No	No	No	No	No	No	Yes	Yes

Source: Prepared by the Office of the Auditor General based on information provided by the RNC.

Further to what is noted above, **we found the RNC had never counted the Explosive and Disposal Unit's use of force inventory, even though required by policy.** This inventory includes items used to disable or neutralize explosive devices and smoke grenades.

We found in all detachments outside St. John's, there were no detailed inventory count procedures, including investigation and reporting of discrepancies for quartermaster or use of force inventory. We also found **for all detachments outside the St. John's region, there were no annual inventory counts completed for the Property Control Centres.**



Federal Firearm Registration Requirements

We found the RNC did not always register protected (confiscated) firearms in accordance with legislation. **We found four of 31 (13 per cent) protected firearms samples we examined had not been registered as required by Federal regulations.** Of the 27 that were registered, we found six (22 per cent) firearms were not registered within 30 days of coming into the RNC's possession.

We also found the RNC did not reconcile its firearms inventory and protected firearms to confirm all were registered federally for 2022 or 2023, for any of its regions, as required by the RNC's firearms policy. The RNC must reconcile its firearms inventory and confirm that all firearms are registered in the federal firearm inventory each calendar year.

Acquisition of Inventory

We found use of force equipment inventory was acquired in accordance with existing policies and procedures. We found all 29 use of force acquisitions (100 per cent) were appropriately approved and certified for payment; had requisitions that were in line with procurement policy; accurate inventory system postings; complete and accurate stock cards; and evidence of appropriate segregation of duties.

However, we found quartermaster equipment inventory was not always acquired in accordance with policy. For our sample of 21 quartermaster purchases, we found:

- two instances where requisitions (10 per cent) were approved by an employee who did not have the proper authority;
- one purchase (five per cent) had an invoice certified for payment by an employee who did not have the appropriate signing authority;
- two purchases (10 per cent) had items included on the invoices that were not included on the respective requisition form; and
- two purchases (10 per cent) did not abide by the public procurement policy, as there was insufficient documentation on file to confirm how a fair and reasonable price was determined.

We found a deficiency existed in the receipt process for use of force and quartermaster equipment inventory. RNC process was to use a packing slip to ensure all items had been received; it was compared to the purchase order to confirm what was ordered was received. However, we found that when a packing slip was not included, they did not always confirm that items received were compared to the original purchase order. We found for 18 of 29 (62 per cent) use of force acquisitions and 14 of 21 (67 per cent) quartermaster acquisitions a packing slip was not provided.

Electronic Inventory Management Systems

We found weaknesses existed with user access processes for existing inventory management systems. We found there was no user access management procedures in the RNC that provided guidelines for the management of user access and periodic reviews of user access for any inventory management systems. As such, **we found the RNC did not carry out periodic reviews of user access.** We also found there were six unauthorized users in the armory inventory system - two were retired and four had changed teams and roles. We also found there were two unauthorized users in the network system used for managing property and exhibits inventory.

What We Recommend

1. The RNC should ensure inventory management and security policies, procedures and processes are complete, implemented consistently across the province, communicated and updated in a timely manner.

2. The RNC should ensure that use of force and quartermaster inventories are consistently issued in accordance with their policies and procedures.

3. The RNC should complete firearms and firearms storage areas inspections in accordance with their policy, including the timely reporting of results to the Office of the Chief of Police.

4. The RNC should consistently adhere to the government of Canada's firearms registration, reporting and timeline requirements, with the information submitted federally reconciled with the RNC's inventory records.

Why It Matters

Robust inventory policies and procedures are critical in every organization but are especially critical to police service organizations like the RNC. The RNC holds a large amount of sensitive, valuable and potentially dangerous inventory. Strong policies and procedures that are up to date support accountability and transparency; promote cost effectiveness; ensure operational readiness; and help prevent theft, loss and unauthorized access to sensitive items like firearms and evidence. Gaps in policies and procedures can lead to inconsistent handling of sensitive inventory and potentially pose a safety risk to RNC employees and the public.

Proper inventory security ensures only authorized users have access to various types of inventories, including firearms, as well as evidence involved in criminal investigations, and dangerous items like seized drugs. When inventory security measures are nonexistent or inconsistent, the risk of inventory loss increases, which may increase the risk to public safety. Inspections of firearms and firearms inventory storage areas ensure adherence to security protocols while at the same time promoting safety. When inspections are not completed, the risk of security measures not being followed increases and violations may go undetected.

Keeping accurate and complete inventory records is fundamental to effective inventory management. Doing so ensures the RNC has a clear understanding of what type of inventory is on hand and where it is located. Conducting inventory counts while maintaining detailed and consistent tracking across the province is key. This is especially important as it relates to use of force and property and exhibits inventory given their sensitive and potentially dangerous nature.

Findings - Management of Employee Training

Objective 1 To determine whether the Royal Newfoundland Constabulary effectively manages its employee training.

Criteria 1 The RNC's training policies and procedures are clear and complete.

Criteria 2 The RNC ensures its training policies and procedures are followed.

What We Expected

We expected the RNC would have comprehensive policies defining the mandatory training for all civilian and uniformed staff. We expected those policies to be clear, complete, and consistent, outlining details that would allow for effective training management, such as monitoring, reporting and consequences associated with failed or missed mandatory training. It is reasonable to expect the RNC to have a thorough understanding of mandatory training requirements for all staff.

We expected the RNC would follow its training related policies and procedures and offer mandatory trainings at the required frequency. We expected the RNC would ensure all employees receive mandatory trainings within prescribed timeframes. It is reasonable to expect the RNC to appropriately plan for the provision of mandatory trainings by utilizing needs assessments and enforce consequences related to incomplete training, including the removal of firearms and other use of force equipment. Finally, we expected the RNC to maintain complete and accurate training documentation and report training results when required by policy or legislation.

What We Learned

Policies and Procedures

We found the RNC did not have a comprehensive list of all mandatory trainings. Throughout the course of our audit, the RNC provided multiple versions of training lists. The final list provided by the RNC identified 43 different mandatory trainings. However, we examined all RNC policies and procedures and found 67 different mandatory trainings. **Some examples of trainings referenced in policy but not reflected in the RNC's mandatory training list provided included approved drug screening equipment training; standard field sobriety testing training; radar training; amber alert training; use of chemical agents training; and child interviewing training.**

We found mandatory training requirements were not always documented within policies. **We found 21 of 43 (49 per cent) mandatory trainings identified by the RNC were not captured by any policy or procedure, for example, crisis intervention and de-escalation training.**

Outdated Policies and Procedures

We found some policies and procedures that referred to mandatory trainings were outdated (see Figure 4). **Specifically, we found 18 of 45 (40 per cent) policies that referenced training had not been updated in accordance with the RNC's five-year policy review requirement. We found, on average, these 18 policies were 10 years old.**

Figure 4
Outdated Training Policies and Procedures
As at March 31, 2024

Policy and Procedures	Mandatory Training Referenced in Policy	Policy Last Updated
Computer Aided Dispatch	• communications centre training	1998
Crowd Management and Control	• use of chemical agents	2004
Technical Services Section	• affidavit composition	2009
Explosives Disposal Unit	• police explosives technician • police explosives technicians' assistant • use of chemical biological radiological nuclear explosive • joint and multi-agency • disposal of explosive materials	2011
Radar	• in-service radar • stationary mode radar equipment • radar instructor	2011
Tactics and Rescue Unit	• various unspecified	2011
Amber Alert	• amber alert	2012
Labour Disputes/Unlawful Assemblies/Disturbances	• public order unit	2013
Informants	• source handler • informant sources	2013
Police Vehicle Collisions	• Remedial driver training	2015
Patrol Watercraft Operations	• small craft course • Canadian coast guard rigid hull inflatable operator • restricted radio operator certificate • restricted radio operator certificate – maritime commercial qualification • operator certificate - maritime commercial qualification • marine unit training	2015
Snowmobile and All-Terrain Vehicles	• certified snowmobile and ATV operator's course	2015
Law Enforcement Justification	• law enforcement justification provisions	2016
Armed and Barricaded Persons/Hostage Situations	• incident commander • hostage negotiator	2016
Naloxone and Fentanyl Safety	• naloxone nasal spray administration	2017
Mental & Behavioural Health Crisis Response	• crisis intervention	2018
Mobile Crisis Response Team	• crisis intervention	2018
Police Mounted Unit	• police mounted unit	2019

Source: Prepared by the Office of the Auditor General based on information provided by the RNC.

Policy and Procedure Completeness and Clarity

We found policies and procedures that pertained to mandatory trainings lacked detail and clarity. We examined 45 RNC policies and procedures that mandated training for clarity and completeness and found:

- **43 of 45 (96 per cent) training policies did not include requirements to report to the RNC's executive that training had been completed.** For example, we found the firearms policy included reporting requirements for annual pistol requalification training, however, no reporting requirements existed in policies for other use of force training, such as the annual conducted energy weapon and patrol carbine training;
- **38 policies (84 per cent) did not clearly outline the consequences for non-completion or non-compliance with training requirements;**
- **32 policies (71 per cent) did not indicate the required frequency of the training;**
- **30 policies (67 per cent) did not indicate monitoring requirements for the training;**
- **25 policies (56 per cent) did not clearly outline the specific training required;**
- 15 policies (33 per cent) did not clearly outline responsibilities of individuals involved in training coordination; and
- one policy (2 per cent) did not clearly outline the specific employees or group of employees required to take the training noted.

Provision of Training

We found the RNC did not provide all training mandated by its policies. As previously stated, we identified 67 mandatory trainings through our review of RNC policy and procedures. We found eight of the 67 (12 per cent) had not been offered because the RNC determined that no staff required those particular trainings during our audit scope period or were for units with minimal turnover. For the remaining 59 mandatory trainings, we found:

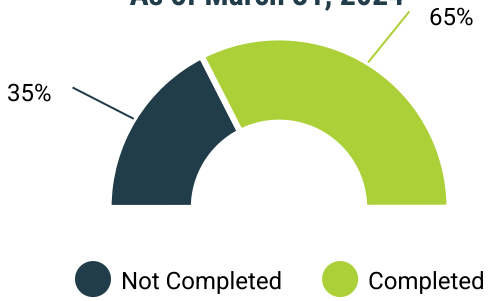
- **nine (15 per cent) trainings had not been offered at all during our audit scope period.** Two of those nine should have been offered annually. Examples of trainings not offered included various types of radar training, training in the use of chemical biological radiological nuclear explosive equipment, and training on preventing spread of diseases, biohazards and infestations;
- **two (three per cent) trainings had been partially offered.** For example, spike belt training was only offered to officers stationed on the Northeast Avalon and not to officers in the other regions; and
- **three trainings (five per cent) that the RNC indicated were delivered could not be confirmed because no documentation was available.**

We also found the RNC did not always offer trainings at the frequency outlined in policy. Of the 59 mandatory trainings, 11 noted a specific frequency in policy, ranging from one-time to annually. We found two of those 11 courses (18 per cent) were not offered at the required frequency. Further, we could not make a determination for another training because the RNC was unable to provide documentation demonstrating if the training was delivered.

We sampled 38 employees, seven per cent of the total population, including 30 officers and eight civilian staff, for compliance with mandatory training requirements. **We found 36 of 38 (95 per cent) employees were missing at least one mandatory training over our audit scope period. For officers in our sample, the number of mandatory trainings required to complete ranged from nine to 29, with officers missing anywhere from one to 13 mandatory trainings. For civilian employees, the number of mandatory trainings required to complete ranged from four to six, with them missing anywhere from one to five trainings over our two-year audit scope period.** Examples of missed mandatory training included annual firearms requalification, crisis intervention & de-escalation training, and harassment free workplace training. Further, **we found we could not confirm completion of at least one training due to lack of documentation for 21 of 30 (70 per cent) uniformed and four of eight (50 per cent) civilian staff.** The types of trainings included pistol requalifications, taser training, and crisis intervention and de-escalation.

For our sample of 38 employees, 708 trainings should have been completed from April 1, 2022 to March 31, 2024. **We found 249 trainings (35 per cent) had not been completed.** RNC officials indicated that for 78 of those 249, either the employee was not required to complete the training or had completed the training, however, they could not provide supporting documentation.

Figure 5
Training Completion Rates
As of March 31, 2024



Source: Prepared by the Office of the Auditor General based on information provided by the RNC.

We also found completion rates for each mandatory training varied significantly among our sample (see Figure 6). **For the 11 use of force trainings, we found an average non-completion rate of 28 per cent, and an additional 15 per cent could not be verified due to missing documentation.**

Figure 6
Mandatory Training Completion Rates
As at March 31, 2024

Type of Mandatory Training	Mandatory Training	Required Frequency	Employee Group	% Complete	% Not Complete	% Unable to Determine
Use of Force	High Risk Vehicle Stops	Every 3 years	All Officers	0	92	8
	Containment	Every 3 years	All Officers	22	63	15
	Crisis Intervention & De-Escalation	Every 3 years	All Officers	22	48	30
	2023 Less Lethal Shotgun Recertification	Annual	Some Officers	53	40	7
	2022 Shotgun Recertification	Annual	Some Officers	60	40	0
	National Use of Force Framework	Every 3 years	All Officers	48	33	19
	2022 Patrol Carbine Recertification	Annual	Some Officers	53	27	20
	2022 Less Lethal Shotgun Recertification	Annual	Some Officers	80	20	0
	2023 Shotgun Recertification	Annual	Some Officers	80	20	0
	2023 Patrol Carbine Recertification	Annual	Some Officers	58	16	26
	Rapid Entry Active Criminal Threat	Every 3 years	All Officers	48	15	37
	2022 Conducted Energy Weapon Recertification	Annual	Specified Officers	60	13	27
	Control Tactics	Every 3 years	All Officers	59	11	30
	2022 Pistol Recertification	Annual	All Officers	81	11	8
	2023 Conducted Energy Weapon Recertification	Annual	Some Officers	81	5	14
	2023 Pistol Recertification	Annual	All Officers	97	0	3

Type of Mandatory Training	Mandatory Training	Required Frequency	Employee Group	% Complete	% Not Complete	% Unable to Determine
Other	First Aid	Every 3 years	All Officers + Some Civilian	39	40	21
	Death Notification	Once	All Officers	58	38	4
	Cyber Security Awareness	One time	All Employees	63	37	0
	Access to Information and Privacy Protection	Every 2 years	All Employees	76	24	0
	Interviewing Foundations	One time	All Officers	69	17	14
	Harassment Free Workplace	One time	All Employees	84	16	0
	Crisis Intervention & De-Escalation	Once	All Officers	85	11	4
	Fraud Prevention & Detection	One time	All Employees	89	11	0
	Naloxone Nasal Spray Administration	Once	All Employees	89	4	7
	Approved Screening Device	One-time	All Officers	87	0	13

Note 1: Completion rates considered required frequency when necessary.
Source: Prepared by the Office of the Auditor General based on information provided by the RNC.

Some employees in our sample were also part of units that performed specialized work that required specialized mandatory trainings. We found some officers did not have the necessary mandatory trainings to work in those units. Specifically, we found:

- **one officer operating in the Explosives Disposal Unit had expired Police Explosive Technician credentials. We were also not provided evidence of Police Explosive Technician Assistant training for that employee; and**
- **only one of two (50 per cent) officers of the Tactics and Rescue Unit in our sample had completed the required training in the use of chemical agents.**

Additionally, **we found 27 per cent of the Tactics and Rescue Unit and Explosives Disposal Unit did not attend all mandated monthly two-day and bi-annual four-day training sessions during the audit scope period.**

Removal of Firearms

We found firearms, including access to shared firearms, were not removed when required. The firearms policy requires the removal of firearms from officers who have not met mandatory training requirements. **We found three officers in our sample of 30 (10 per cent) did not complete mandatory annual firearms training but did not have the firearm, or access to the firearm, removed.**

Planning

We found training needs assessments were not used as intended to identify and plan for mandatory training. Needs assessments were normally used by the RNC to identify training needs and inform planning. We found training needs assessments were not completed for calendar 2022 due to the COVID-19 pandemic. We also found 41 per cent of the assessments required to plan for 2023 and 35 per cent of the assessments required to plan for 2024 training were not submitted. Additionally, we found that the ones that were submitted had not been used for training planning purposes.

Record Keeping and Monitoring

We found record keeping related to mandatory trainings was insufficient. As previously stated, we found the RNC could not provide a comprehensive listing of which mandatory trainings were required for each employee. **We also found there was no comprehensive tracking for each employee which detailed the trainings they had completed.** Physical employee training files were also incomplete. RNC officials indicated a digital training file existed for each employee via the provincial government's Centre for Learning and Development - but the Employee Health Safety and Training Division advised it was only about 60 per cent accurate overall due to lack of employee compliance in submitting required documentation and manual data input. As a result, provided information on courses and course completion had to be gathered manually and produced for our audit testing. We found the manually created data provided by the RNC was incomplete and contained inconsistencies and errors.

We found deficiencies in the monitoring of mandatory trainings. We completed an extensive review of the RNC's internal monitoring of mandatory training, comparing the RNC's practices with established policy and procedure. **We found formal monitoring procedures often did not exist, even when specific mandatory training requirements existed.** For example, policy dictates that Police Explosive Technicians, officers who handle explosives, are required to complete a specialized course that expires every three years plus various other training to be completed throughout the year. **We found the certification expiry was not formally monitored and the annual training requirements were not monitored for part of our audit scope period.**

We found the only mandatory trainings that were centrally monitored by the Employee Health Safety and Training Division was use of force training, which included firearms requalification and other use of force adjacent and operational training and first aid. We found the use of force policy required the use of an annual training log in accordance with approved training documentation procedures, however, these procedures did not exist. In the absence of these procedures, **we found monitoring of the mandatory training, centrally monitored by the Employee Health Safety and Training Division, was manually tracked in a spreadsheet and no checks were done to ensure the information entered was correct. We also found no monitoring occurred for new hire training.**

We found training monitoring spreadsheets, which calculated the percentage completions of use of force trainings to determine compliance rates and verify training completion prior to weapon issuance, were not accurate. For example, we found when new officers or units were selected to receive training, they were not added to the total required to complete the training, just to the total of who received it. This created inaccurate data regarding the overall percentage of officers trained. Further, RNC officials estimated the sheets were only about 80 - 90 per cent accurate due to officer operational status not being current.

We found inconsistencies between the training monitoring spreadsheets and the physical attendance records and certificates. For example, we found examples where officers completed training in 2024 but were recorded in the 2023 spreadsheet. We also found training attendance sheets contained inconsistent information, such as attendees not signing attendance sheets and one sheet being used for two courses which called into question the accuracy of the sheets as a means for tracking training.

We also found deficiencies with record keeping and monitoring within units responsible for delivering their own specialized training even though it was required by policy. We found the Marine Unit did not maintain training records for required trainings, such as vessel operator or marine radio certification. We also found the Marine Unit did not maintain a training log for its regular internal monthly and annual training. We also found the Explosives Disposal Unit did not maintain training monitoring records for 2022.

The Tactics and Rescue Unit and the Marine Unit policies had consequences for regularly missing training sessions when a valid reason was not provided, up to and including suspension or dismissal from the unit, making it especially important to monitor mandatory training attendance. We found the Tactics and Rescue Unit did not require officers to provide reasons for missed training for the majority of our audit scope period and the Marine Unit did not keep training attendance records for the same duration. As a result, consequences for missed mandatory trainings could not be easily enforced.

Reporting

We found mandatory training information was not always reported when required and was not always accurate. Policy requires firearm qualification training information to be reported to the Chief of Police annually. We found both annual reports required in our audit scope period were submitted, however, the 2022 report was not provided within 30 days after the calendar year as required by policy. We also found errors in the information that was reported. **We found four officers in 2022 and one officer in 2023 that had not completed their pistol training were not identified in the reports that were submitted to the Chief of Police.**

We found the Tactics and Rescue Unit submitted seven of the eight quarterly reports required during the audit scope period, however, they were not always submitted in a timely manner. For example, the reports for the first three quarters of 2023 were not submitted until January 2024. We also found some of the reports were incomplete as they did not identify any problems with training or requests for additional training. Finally, **we found the Tactics and Rescue Unit did not submit annual fitness and firearms training reports as required by policy during the audit scope period.**

Instructor Qualifications

We found the RNC did not adequately oversee the qualifications of their own internal instructors. We found there was no internal documentation that clearly outlined qualifications to instruct mandatory trainings. Due to poor record keeping and available documentation, we found it very difficult to complete audit work in this area. For example, multiple attendance sheets had the instructor also listed as an attendee. We found one instance where a training session was taught by an instructor who was not certified. We also found 47 trainings (24 per cent) where the RNC did not have a copy of the instructor's training certificate on file; the RNC had to obtain evidence of completion from the external training provider to confirm certification for our audit.

What We Recommend

5. The RNC should ensure training policies, procedures, processes, documentation and reports are complete, implemented and used consistently, appropriately communicated and updated in a timely manner.

6. The RNC should ensure mandatory training requirements for employees are met, and enforce the consequences of missed mandatory trainings, as required by their policies and procedures.

7. The RNC should ensure the completeness of training needs assessments across the organization and use this information for training planning purposes.

Why It Matters

All employees of the RNC have a role to play in ensuring our communities are protected and residents are safe. Ongoing training helps officers stay up to date on the latest tools and methods to perform their duties effectively and safely. As part of their regular duties, RNC officers may utilize deadly weapons and equipment, are often involved in complex situations, and are routinely expected to make serious and often life-or-death decisions. Accordingly, it is critical that RNC employees are sufficiently trained. Robust and current training policies and procedures, that detail mandatory requirements and expectations, lay the foundation for an effective training management program – that program ensures the people entrusted to protect their populations receive the correct type and amount of training.

When training is not provided at the required frequency or not delivered by qualified instructors, members may miss opportunities to maintain or improve those specialized skills. When you cannot confirm mandatory training was complete, or show documentation that training requirements are continuously met, or confirm consequences for missed training were enforced, the integrity of the RNC's operations could be questioned.

Conclusions

We concluded that the RNC did not effectively manage its inventories or its employee training. Consistent failure to comply with its own inventory and training policies over the course of our audit scope period was underscored by inconsistent, informal, outdated and incomplete policies and procedures.

Due to the sensitive and often dangerous nature of items held in the RNC's inventories – ranging from in-service weapons to seized drugs and other evidence used in criminal proceedings – the public expects the RNC to ensure both the accuracy and security of its inventories through sound policies, procedures, and regular monitoring. However, the RNC's policies and procedures were lacking in clarity and completeness, especially regarding inventory management, monitoring controls, record keeping and documentation. Additionally, existing inventory policies did not always cover all classes of inventory and were not consistently followed. For example, the majority of quarterly inventory counts required by policy were not completed in any of the three regions. There were also deficiencies when it came to physical security for inventories, and lower standards for physical security in the regions outside the Northeast Avalon region.

As the organization responsible for law enforcement, the public expects the RNC to have processes in place that allow it to deliver and maintain a high standard of service. However, there was a lack of compliance with mandatory training requirements, with almost every employee we examined missing at least one mandatory training course, including basic training like first aid. The RNC did not have a comprehensive, up-to-date mandatory training list, training documentation requirements or monitoring processes. The RNC did not know which trainings were required for which officers, and when it did, if that training had been completed. Outside of firearms qualifications, centralized training monitoring was minimal or non-existent.

Appendix I - About This Audit

Why this Audit is Important

The Royal Newfoundland Constabulary (RNC) is responsible for ensuring public safety for approximately 47 per cent of the province's population. As such, it is imperative for the RNC to have well designed and effective systems and controls in place to ensure inventory is protected and available when needed. Many RNC inventory items are highly sensitive and potentially dangerous if access, maintenance, and security are not managed properly. Similarly, the RNC must have well designed and effective systems in place to appropriately manage the extensive training required to ensure officers have the ability to maintain public safety.

Objectives

Objective 1 – Inventory Management
To determine whether the Royal Newfoundland Constabulary effectively manages its inventories.

Objective 2 – Employee Training
To determine whether the Royal Newfoundland Constabulary effectively manages its employee training.

Criteria

The Office of the Auditor General developed criteria based on discussions with RNC officials, review of relevant documentation, guidelines, legislation, RNC policies and procedures, literature reviews including internal and external reports, past audit reports from our office, and reports of other legislative auditors related to the subject matter. The Office of the Auditor General defined six criteria regarding the objectives. RNC representatives accepted the criteria as suitable.

The Office of the Auditor General assessed whether the RNC effectively managed its inventories against the following criteria:

1. The Constabulary's inventory policies and procedures are clear and complete.
2. The Constabulary ensures that inventory issuances are in accordance with policies and procedures.
3. The Constabulary ensures the security of its inventories.
4. The Constabulary ensures the completeness and accuracy of its inventory records.

The Office of the Auditor General assessed whether the RNC effectively managed its employee training against the following criteria:

5. The Constabulary's training policies and procedures are clear and complete.
6. The Constabulary ensures its training policies and procedures are followed.

Scope and Approach

Our audit began in October 2023 and covered the period April 1, 2022, to March 31, 2024. It examined whether the RNC effectively managed its inventories and employee training. We conducted our audit using a risk-based approach based on our understanding of the responsibilities, systems, risk factors and activities of the RNC as they relate to the effective management of inventories and employee training.

Our audit procedures included discussions with Constabulary officials and an examination of information related to inventories and training contained in the RNC's electronic and manual records management systems; policies, procedures, guidelines and legislation; meeting minutes; reports and correspondence.

Our audit of inventory included, but was not limited to, examining the policies, procedures and related systems used to account for and secure its use-of-force equipment, quartermaster's store stock, vehicle fleet inventory and seized assets for all regions. It also included how well the constabulary monitors and controls its inventory through its inventory records and its security and issuance of inventory. It did not include office equipment, furniture or supplies or information technology equipment. Our audit included all training courses for uniformed officers and civilian staff in all regions. We evaluated the tracking and timeliness of training courses completion. We did not evaluate course content or effectiveness, nor training required prior to hiring.

We did not include other administrative operations, such as strategic planning, audit and compliance. We focused on two critical operational areas, inventory and training, given the high-risk nature of the RNC's inventory, including police uniforms and weapons, and the training required to use those weapons. Proper processes to record, monitor and secure inventory and processes to plan, offer, and monitor training ensures the safety of the RNC's employees and the public.

Audit Standards

This independent assurance report was prepared by the Office of the Auditor General of Newfoundland and Labrador. Our responsibility was to independently audit the RNC's management of their inventory and employee training through our audit objectives and criteria, and to provide objective information and recommendations. The senior management of the RNC acknowledged their responsibility for the audit subject matter and the terms of the audit, including audit objective, scope and approach.

The audit was performed to a reasonable level of assurance in accordance with the Canadian Standard on Assurance Engagements 3001 – Direct Engagements set out by the Chartered Professional Accountants of Canada and under the authority of the Auditor General Act, 2021.

The Office applies the Canadian Standard on Quality Management. This standard requires the Office to design, implement and operate a system of quality management, including policies and procedures regarding compliances with ethical requirements, professional standards, and applicable legal and regulatory requirements.

In conducting our audit work, we have complied with the independence and other ethical requirements of the Rules of Professional Conduct of the Association of Chartered Professional Accountants of Newfoundland and Labrador.

Management Representations

The Chief of Police of the RNC confirmed that the senior management had provided the Office of the Auditor General with all the information they had been aware of that had been requested or that could significantly affect the findings or conclusions of the audit report on behalf of the RNC.

Date Conclusion Reached

We obtained sufficient and appropriate audit evidence on which to base our conclusions on July 25, 2025 in St. John's, Newfoundland and Labrador.

DENISE HANRAHAN, CPA, MBA, ICD.D
Auditor General

Appendix II
Response to Recommendations

Recommendation 1
The RNC should ensure inventory management and security policies, procedures and processes are complete, implemented consistently across the province, communicated and updated in a timely manner.

Response:
The Royal Newfoundland Constabulary accepts this recommendation.

Recommendation 2
The RNC should ensure that use of force and quartermaster inventories are consistently issued in accordance with their policies and procedures.

Response:
The Royal Newfoundland Constabulary accepts this recommendation.

Recommendation 3
The RNC should complete firearms and firearms storage areas inspections in accordance with their policy, including the timely reporting of results to the Office of the Chief of Police.

Response:
The Royal Newfoundland Constabulary accepts this recommendation.

Recommendation 4
The RNC should consistently adhere to the government of Canada's firearms registration, reporting and timeline requirements, with the information submitted federally reconciled with the RNC's inventory records.

Response:
The Royal Newfoundland Constabulary accepts this recommendation.

Recommendation 5
The RNC should ensure training policies, procedures, processes, documentation and reports are complete, implemented and used consistently, appropriately communicated and updated in a timely manner.

Response:
The Royal Newfoundland Constabulary accepts this recommendation.

Recommendation 6
The RNC should ensure mandatory training requirements for employees are met, and enforce the consequences of missed mandatory trainings, as required by their policies and procedures.

Response:
The Royal Newfoundland Constabulary accepts this recommendation.

Recommendation 7
The RNC should ensure the completeness of training needs assessments across the organization and use this information for training planning purposes.

Response:
The Royal Newfoundland Constabulary accepts this recommendation.

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About Us

Vision
Promoting positive change and accountability in the public sector through impactful audits.

Mission
To promote accountability in government's management and use of public resources and encourage positive change in its delivery of programs and services.

Values
Above all else, the Office of the Auditor General must have independence, credibility and integrity. These are essential to everything we do; and critical to our success. The Office of the Auditor General complies with professional and office standards to produce relevant and reliable audit reports. The Office of the Auditor General's independence of government, in fact, and in appearance, provides objective conclusions, opinions and recommendations on the operations of government and crown agencies. Our staff work in a professional and ethical manner, ensuring respect, objectivity, trust, honesty and fairness.

Audit Team
The Auditor General and Deputy Auditor General wish to thank the diligent audit team who performed their work with independence, credibility and integrity:

Lindy Stanley, CPA – Assistant Auditor General
Jennifer Tuttle – CPA, Audit Principal
Lynette Hann – Audit Manager
Andrea Gunn – Audit Senior
Anna Smith – Auditor I
Tracy Pelley, CPA – Engagement Quality Reviewer

The Auditor General also would like to thank Chrysta Collins, Manager of Communications, for report editing and design, as well as stakeholder management.

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