
Review of Police Training, Opportunities for Improvement
Toronto Police Service

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 **Auditor General**

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TORONTO POLICE SERVICE**

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AUDIT REPORT IN BRIEF

INTRODUCTION

The training of police officers in the Toronto Police Service must meet standards to ensure that training is relevant, effective, current and properly delivered in a consistent and cost-effective manner. For the needs of the Police Service and the public of the City of Toronto to be met, it is essential that police officers are appropriately, effectively and efficiently trained. In today's society, more than ever before, police officers require a wide range of skills. All police officers require training to develop the skills, knowledge, attitudes, creativity and understanding to deliver a quality and effective service to members of the public. Police officers need to acquire and develop a wide range of skills in such diverse areas as the law, self defence, information technology and first aid; they require the ability to effectively deal with members of the public sometimes in difficult, violent and stressful circumstances, while acting with integrity, impartiality, compassion and sensitivity; they need to be thorough and innovative in the way they conduct investigations and, at the same time, document their actions throughout the investigations in a clear, accurate and concise manner so that, if required, it can be presented as evidence in a court of law. In addition, all of these skills are required in a dynamic environment where there are ongoing advancements in technology and an increasing number of new case law decisions, as well as judicial reviews and inquiries. In order to be effective in each one of these skills, the training of police officers is of paramount importance.

Training is the heart of effective and responsive policing and is fundamental to the running of any organization and the development of its staff, but the time spent on training must be balanced against the financial and opportunity costs. The opportunity costs for any police service is the impact of police training on the availability of police officers for day-to-day policing duties.

This review of police training, to the best of our knowledge, is the first such review of the training program of a major Canadian police service. The Auditor General of Canada has reviewed certain aspects of the operations of the Royal Canadian Mounted Police and the

Auditor General of Ontario has conducted similar work on the Ontario Provincial Police. None of this work has been focused exclusively on the training of police officers.

A number of major studies on police training programs have been conducted in the US over the past number of years. These studies generally have been conducted in response to significant events such as the Rodney King affair in Los Angeles in the early 1990s, resulting in the Christopher Commission Report as well as the Report of the Rampart Independent Review Panel commissioned in 2000 in the wake of the Rampart scandal again in the Los Angeles Police Department. These studies contain a significant number of recommendations relating to training.

In the UK, a structured “best value review” on police services’ operations is conducted by Her Majesty’s Inspectorate of Constabulary under the Local Government Act of 1999. Each police service in the UK is required to undergo ongoing best value reviews. In conducting best value reviews relating to police training, the major focus has centred on ensuring that value for money is being attained by each police service. In order to evaluate the effectiveness and efficiency of various training programs, certain best value reviews in the UK have placed emphasis on ensuring that:

“The right person is learning the right content, to the right standard, at the right time, in the right way, in the right place, at the right cost.”

During this review, we have been mindful of the approach taken during best value reviews of police training in the UK.

Our audit included a review of various reports on police training including the Christopher and Rampart Reports, as well as certain of the best value reviews conducted in the UK. Publications reviewed during the preparation of this report are included in Appendix 1 attached to this report.

We appreciate that resources are limited at the Toronto Police Service and in this report we have attempted to avoid recommendations that require significant additional funding. To provide the Toronto Police Service with a series of recommendations that require increased funding would

do little other than serve as a basis for frustration. However, in our view, there are areas of non-negotiation in terms of increasing or reallocating training resources, especially in one area where the Service is not in compliance with provincial legislation. While there may be situations where increased resources need to be directed to certain training, it is likely that this can be done by reducing or eliminating certain non-mandatory lower priority training. This, of course, is an area which requires further review and evaluation by the Chief of Police.

In our view, the implementation of the recommendations contained in this report will further improve the training process at the Toronto Police Service. The Chief of Police is ultimately accountable for the training of his officers, as well as the safety of all officers in the Toronto Police Service. Consequently, the implementation of the recommendations is at the discretion of the Chief of Police.

IN SUMMARY – WHAT DID WE FIND?

The Toronto Police Service commits considerable effort and resources into the design and delivery of training. The Police Service must now make similar effort into improving the way it manages its training of police officers at the Training and Education Unit, as well as at the divisional level and in the specialized units.

The following is a summary of the key issues identified during the course of our review. Additional information in relation to each one of the following issues is contained in more detail in the balance of the report.

The Organizational Structure of the Training Program at the Toronto Police Service

While the Chief of Police is accountable for the training of all police officers in the Toronto Police Service, he has delegated the responsibility of different components of the training program to specific organizational units. The delegation of responsibilities to the Training and Education Unit, the specialised units within the Service as well as the various divisional units has

resulted in a situation where no one has overall responsibility for all police officer training at the Service.

Many of the issues identified throughout this review are directly attributable to the fact that no one person is familiar with, has responsibility for and has the authority to make decisions for all training throughout the Service.

Building Relationships – Changing With the Times

The Training and Education Unit operates within an environment which does not appear to encourage innovation and creativity in the areas of identifying better practices, not just on a national basis but also on an international basis. While we appreciate that budgetary restraints are a concern in the identification and development of better practices, the long-term benefits of being proactive in this area likely far outweigh the short-term costs, particularly in an area as important as training. In our view, management responsible for training at the Toronto Police Service should be encouraged to review police training practices throughout the world, build relationships with international training organizations and police services, identify and implement better practices, not “reinvent the wheel” and, where appropriate, take advantage of training resources available elsewhere. The Training and Education Unit should be further encouraged to facilitate the coordinated exchange of ideas, technology, procedures and specific training information.

While there is much to be learned from international police services, relationships with police training organizations closer to home, such as the Canadian Police Knowledge Network, also need to be further encouraged and developed.

Finally, there is also a need to develop and expand relationships with the academic community, as well as private sector training organizations, particularly in relation to the development and implementation of an effective training evaluation process.

The Cost of Training

Good decisions require good information. The cost of training at the Toronto Police Service is significant but has never been fully determined. Consequently, it is not possible to assess whether the Police Service is receiving value for money for its investment in training, nor is it possible to benchmark training costs against other police services.

Non-compliance With the Police Services Act

Our review identified instances where the Toronto Police Service is not in compliance with the Police Services Act in relation to use of force training. Officers, contrary to this legislation, are not receiving use of force training every 12 months. We identified instances where a number of police officers had not been trained anywhere from three to fourteen months beyond the time period required by legislation.

In the Police Service's Annual Report on the 2005 Training Programs dated May 23, 2006, it was reported to the Toronto Police Services Board that "the Toronto Police Service training is fully compliant with all government regulations." This is not the case.

Non-compliance With Internal Procedures

We have identified a number of areas where the Toronto Police Service is not in compliance with its own internal procedures in relation to training. While the focus of our review has centred on police officer training, we have also identified a number of cases where the Police Service is not in compliance with procedures which are not directly training related. Further, where procedures are no longer appropriate or out of date they should be revised.

The Training of New Police Officers

The future of the Toronto Police Service, to a great extent, depends on the effectiveness of its training of new officers. The training of new police officers is critical in shaping the future of

the Police Service as well as the officer. Assigning coaches or mentors to assist in the training of new officers requires that coach officers be the “best and the brightest”. Coach officers should also be appropriately trained to fulfil such an important role. The Police Service has developed comprehensive procedures to ensure that appropriate, experienced and trained officers are appointed as coach officers.

During the course of our review, we noted that certain procedures in connection with the training and appointment of coach officers are not being followed. Specifically, officers who are not qualified, both in terms of rank and required training, are being inappropriately assigned as coach officers. We have been advised that this situation occurs generally due to an absence of qualified coach officers even though the ongoing and future demand for coach officers is readily determinable.

Further, in a number of instances new police officers are not being evaluated in accordance with Toronto Police Service procedures and, as such, it is not possible to determine if these officers have gained the appropriate level of experience prior to carrying out their duties independently.

Finally, our review identified that the mix of classroom and field training of new officers at the Toronto Police Service is somewhat at odds with most other Police Services within Ontario. Generally, classroom training at the Toronto Police Service is higher than other police services while field training is somewhat lower. This area requires review, particularly as there are effective alternatives available to supplement classroom training.

The Management of the Training Program at C. O. Bick College

Our review identified the following issues in relation to the management of the police training program. Additional information on each one of these issues is included in the body of this report.

- The demand for training courses is identified annually based on information provided by unit commanders. However, there are no longer-term projections for training

requirements of the Service. For example, there is no information available to determine how many officers require training for any of the specialized positions within the Police Service. Consequently, it is not possible to determine if too few or too many officers have been trained for certain responsibilities.

- The frequency and availability of a number of training courses are not meeting the demands of unit commanders. In certain cases, the number of high demand courses held throughout the year is inadequate to meet the needs of unit commanders. Further, a number of low demand courses are being held at the expense of meeting higher demand requirements.
- Police officer attendance at certain training courses is regularly less than capacity even though legislative training requirements are not being met.
- Police officers are being allowed to attend certain training courses when they do not have the pre-requisite qualifications.

The Evaluation of the Effectiveness of Training

Substantial amounts of money, resources and time are dedicated to training police officers each year. Such significant effort is only worthwhile if training can be shown to have a positive effect on individual workplace performance and on the delivery of police services to the public. In view of the substantial resources devoted to police training, the Service should not restrict itself to evaluating training at the most basic level.

The current evaluation of the effectiveness of police training by the Toronto Police Service generally centers on obtaining immediate feedback from students on each training course (known as a reactive evaluation) and also an assessment as to whether there is an increase in the student's knowledge and skills at the end of the course or at the end of each training component (known as a learning evaluation).

While both of these evaluation methods are effective in terms of their objectives, little evaluation work is being conducted to determine whether or not training has had an impact on how each officer conducts himself in the “real world” nor has any evaluation been conducted to measure the impact of training on the Police Service as a whole. The overall value of the training program at the Police Service can not be measured unless there is an effective and complete evaluation process in place.

Annual International Conferences and Seminars

The Toronto Police Service organizes a number of annual international conferences. While a significant amount of staff time is devoted to the organization of these conferences, the extent of this time has not been determined. Even though it has been reported that the majority of these conferences operate in a surplus position, this is not the case if organizational costs are included in the operating results of each conference. In order to determine the actual costs incurred of organizing these conferences, all costs should be appropriately accounted for.

Further, each of these international conferences attracts attendees external to the Toronto Police Service. The total attendees at these conferences in 2005 were in the range of 1,300, of whom over 70 per cent were non Toronto Police Service staff. While we appreciate the networking benefits of such events, the Toronto Police Service has no mandate to train officers from outside Toronto. The networking benefits of hosting these conferences should be weighed against the actual costs of training a relatively small number of Toronto police officers.

Alternate Ways of Delivering Training

The potential exists to provide effective training outside the classroom or at least blend classroom training with alternate forms of learning. One of the training challenges facing the Toronto Police Service relates to providing an adequate level of training to police officers while at the same time ensuring that day-to-day front-line officer duties are not compromised. Alternate ways of delivering training, such as e-learning or distance learning, have the potential to reduce classroom time for certain types of training and, at the same time, provide an effective

training alternative. There are also opportunities to “blend” classroom and e-learning training. While the concept of e-learning and distance learning are avenues being pursued by the Training and Education Unit, their introduction to ongoing training programs at the Police Service has been limited. An evolution in police training towards greater use of alternative learning methods and technology based training solutions must be accompanied by clear policies on support mechanisms, monitoring of achievement and “on and off duty” requirements.

Simulation or immersive training is an area requiring further evaluation by the Toronto Police Service. One of the benefits of simulation or immersive training is to bring police training to life and provide officers with experiences within real life settings that are readily transferable to the day-to-day world of live policing. Current simulation training in the Toronto Police Service involves largely role playing with minimal use of new technology. Simulation training in the UK, for example, is much further advanced than Toronto and as such requires further review.

Instructors at the Police College

Certain police officers providing training at the C. O. Bick College have not attended various “train the trainer” courses. Attendance at these courses would likely improve their effectiveness as trainers. In addition, the delivery of certain non police related training courses by police officers should be evaluated to determine if they could be more effectively delivered by civilians.

The rotation of teaching staff at the C. O. Bick College should be considered. A number of police officers currently assigned to C. O. Bick College have been in their positions for a significant period of time. Rotating the best police officers from day-to-day operational duties through to training instructor’s positions brings fresh perspectives into the classroom and ensures that officers with relatively recent operational experience are teaching at the College. The utilization of officers with fairly recent field experience also has the potential to increase the credibility of the training process with participants

Other Issues Identified During the Review – Some Training Related, Others Not

During the course of our review, we identified a number of further issues which we have reported separately. Certain of these pertain directly to training while others are only tangentially related to the training of police officers. Some of the issues we have identified such as non-compliance with both Police Service procedures and Police Services Board policy are important and need to be addressed immediately. Other issues, while less important require attention over the longer period.

Conclusion

Even though this review is, in our view, comprehensive, it has not been possible to address all components of the training program at the Police Service. For example, we have not reviewed the content of individual training courses. Further, even though we have conducted a certain level of benchmarking with other police services, this exercise has been limited in its scope only because of the general absence of detailed benchmarking material and information. In particular, the benchmarking of training costs with other police services has been difficult due to the fact that it is not possible to determine how training costs at other police services have been accounted for. Even in the UK where independent best value reviews on police training have been conducted for a number of years, the consistency in regards to the accounting for training costs has been problematic.

The recommendations contained in this report are a first step towards improving the training process at the Police. The next step, as indicated in many of our recommendations, is for the Chief of Police to evaluate the relevance and appropriateness of each one of the recommendations. A genuine commitment from senior staff will be required to evaluate and address the implementation of the recommendations. It is important that the implementation of the recommendations be given an appropriate level of attention. This, in certain circumstances, has not been the case with previous audit recommendations.

The Auditor General's Office has initiated a comprehensive follow-up process of all audit recommendations at the City. This follow-up process has been designed to ascertain the status of the implementation of audit recommendations and is being extended to the City's Agencies, Boards and Commissions, including the Toronto Police Service. Over the next 12 to 18 months, the Auditor General's office will review the status of the implementation of all recommendations contained in this report, as well as other audits conducted at the Toronto Police Service, and will report the status to the Toronto Police Services Board.

Finally, the objectives in any audit process are to identify areas for improvement. In many cases, an audit process does not specifically address or comment on areas of excellence. The training process at the Toronto Police Service has areas where it excels, particularly in terms of the high level of satisfaction of its students with many of the training courses provided. It now needs to better manage the training process to ensure that the Police Service is receiving maximum value for every dollar invested in training. The implementation of the recommendations contained in this report will assist the Toronto Police Service in achieving this objective.

AUDIT OBJECTIVES, SCOPE AND METHODOLOGY

What Were the Objectives of the Audit?

The main objectives of the audit were to review the training activities at the Toronto Police Service in order to identify opportunities for improving the management, administration and effectiveness of the police training program.

What Did the Audit Include?

Our review encompassed training activities conducted by the Toronto Police Service during the period from January 2004 to October 2006 and focused on the following areas:

- a review of provincial legislation and regulations to determine whether or not the Police Service was in compliance with legislation;
- a review of the Toronto Police Services Board and Police Service policies and procedures in order to determine whether or not the Police Service was in compliance with policies and procedures; and
- a review of the internal processes related to the identification of training needs, training costs and the evaluation of the effectiveness of training.

The scope of this review did not include an evaluation of the content of each of the police training courses delivered by the Training and Education Unit or by the specialized units. The review also did not include an in-depth review of the management information system supporting the administration of the training function.

How Did We Conduct this Audit?

Our audit methodology included the following:

- review of the Ontario Police Services Act and associated regulations;
- review of Police Service and Police Services Board policies and procedures;
- review of various audit reports issued by the Auditor General of Canada;
- review of various audit reports issued by the Auditor Generals of various Canadian Provinces;
- review of various audit reports issued by local government organizations both in Canada and the US;
- review of the Report on the Inspection of the Toronto Police Service dated October 2005 issued by the Ministry of Community Safety and Correctional Services;
- review of certain “best value” reviews conducted by Her Majesty’s Inspectorate of Constabulary in the UK;
- review of various work performed by the Audit and Quality Assurance Unit, Toronto Police Service;
- interviews with a significant number of Toronto Police Service personnel;
- discussions with the Toronto Police Services Board;
- meeting with Members of the Education and Training Issues Sub Committee – Police Services Board

- interview with the woman known as Jane Doe, in her capacity as a member of the Sexual Assault Steering Committee;
- interview with representatives of the Ontario Police College;
- review of a sample of course training standards which describe course information such as course objectives, topics, learner group and course length;
- attendance at the Advanced Patrol Training and the Effective Presentation training courses conducted by the Training and Education Unit;
- review and analysis of various management reports and data generated from police service information systems;
- surveys of certain other police jurisdictions;
- review of various reports submitted to the Toronto Police Services Board including the “Annual Report – Skills Development and Learning Plan”; and
- review of a wide range of publications as outlined in Appendix 1 attached to this report.

This audit was conducted in accordance with generally accepted government auditing standards.

BACKGROUND INFORMATION

The Audit of Police Training – Why?

During the Auditor General's Review of the Investigation of Sexual Assaults – Toronto Police Service in late 1999, a recurring theme throughout the audit was the issue of police training. The 1999 review made 18 recommendations in relation to training. In a follow-up report entitled “The Auditor General’s Follow-up Review on the October 1999 Report Entitled: Review of the Investigation of Sexual Assaults, Toronto Police Service”, in October 2004 many of the recommendations relating to training had not been implemented or were only partially implemented. In this context and in view of the significant funds expended on training as well as the findings of previous audit reports, it was determined that a review of training at the Toronto Police Service should be included in the Auditor General’s 2006 work plan.

The Terms of Reference for this particular review were submitted to the Toronto Police Services Board in early 2006.

Toronto – The Largest Municipal Police Service in Canada

The Toronto Police Service provides policing services to a diverse urban population of 2.7 million people living in a City that spans approximately 640 square kilometres. The Toronto Police Service is Canada’s largest Municipal Police Service with a total workforce of approximately 7,600 employees. Some 5,300 uniformed police officers perform a wide variety of police activities throughout the City supported by 2,300 civilians.

Toronto Police Service Operating Budget – 93 per cent of its Budget Relates to Human Resources.

Approximately 93 per cent or \$699 million of the Police Service’s 2006 annual operating budget of \$752 million is related to human resources.

The delivery of training at the Toronto Police Service is provided by a number of different units within the Police Service.

Training is delivered by the Toronto Police Service in a number of diverse ways. The Training and Education Unit has the primary responsibility to provide core training to its officers. In addition, other training is provided by the specialized units within the Service. Training is also delivered at each of the Divisions by designated training sergeants. Finally, officers attend external training courses and attend conferences either developed internally or provided by external parties.

The key provider of training at the Toronto Police Service – The Training and Education Unit.

The Training and Education Unit of the Toronto Police Service, reports to the Chief of Police through the Human Resources Command. The Mission Statement of the Training and Education Unit is as follows:

“through partnerships and contemporary adult learning initiatives, the Training and Education Unit will deliver quality and relevant training to members of the Toronto Police Service in a timely and effective manner.”

The Training and Education Unit is also responsible for the maintenance and central administrative control of police officer training records in the Corporate Human Resource Management Information System.

The Unit Commander of the Training and Education Unit is a Police Superintendent, who has an authorized staff complement of 106 positions, 91 of whom are police officers with the balance of 15 being civilians. The organizational structure for the unit consists of the following seven training sections.

Recruit Training: Responsible for the delivery of training to all new recruits.

Officer Safety Training: Responsible for defensive tactics, use of force and advanced patrol training.

Tactical Training - Firearms: Responsible for all firearms training.

Investigative Training: Responsible for general criminal investigative training including crime scene management, victim issues, sexual assault and child abuse investigations.

Police Vehicle Operations, Traffic and Provincial Statutes: Responsible for vehicle operations training.

Human Relations Training: Responsible for training in ethics and diversity management.

Leadership/Outreach/Information Systems Training: Responsible for training in management principles and instructional techniques. Outreach training involves front-line video training and “roll call” training. The section is also responsible for training related to information technology.

A Staff Sergeant oversees the training within each section. The majority of instructors at C. O. Bick College are police officers. Civilians generally teach non policing specific courses.

The primary facility used by the Training and Education Unit is C. O. Bick College. The College occupies approximately 93,000 square feet. Approval was given by Toronto City Council for the construction of a new training facility as part of the 2006-2010 capital programs. The new training facility will be approximately 250,000 square feet and is scheduled to be operational in 2009. The capital budget approved for the new facility is \$66 million.

In 2005, the Toronto Police Service partnered with City Fire Services and Emergency Medical Services to share a portion of a new facility on Toryork Road which is used as the Vehicle Operation Center for driver training.

OUR AUDIT WORK – WHAT DID WE FIND?

This section of the Report contains the findings from our audit work followed by specific recommendations.

THE ORGANIZATIONAL STRUCTURE OF THE TRAINING PROGRAM

While the Chief of Police is accountable for the training of all police officers in the Toronto Police Service, he has delegated the responsibility of different components of the training program to specific organizational units. However, the responsibility for the training program of police officers throughout the Police Service is not clearly defined. Many of the issues identified throughout this review are directly attributable to the fact that no one has complete responsibility for all training at the Police Service. Training throughout the Police Service is not well coordinated or controlled.

Early on in our review it became apparent that many of the issues we identified in the training program at the Toronto Police Service share a common foundation. Even though the issues identified during our review encompass many varied topics and training challenges, they are systemic in nature and relate to the way the training program at the Police Service is structured.

Training at the Toronto Police Service is complex, decentralized, fragmented and the responsibility of a number of different organizational units throughout the Service. The Training and Education Unit has responsibility for the training activities at the C. O. Bick College. In addition, there are other significant areas of training at the Police Service which are separate and independent from the Training and Education Unit. For example, training unique to the specialized units within the service is conducted by these units; conferences and seminars are organized by certain units within the Service; attendance at various other courses are approved by individual unit commanders; and training sergeants in the divisions organize their own regular information sessions.

There is no one individual responsible for the overall training policy and direction of the Toronto Police Service. Many training issues and decisions facing the Police Service cut across the Training and Education Unit, the various divisions and the specialized units. These issues and decisions cannot be dealt with effectively unless there is one person who is familiar with the overall training process and who has the authority to make decisions for all training throughout the Service. At the present time that level of authority does not exist. This is evident, even more so, when one considers that no one at the Police Service is responsible for, or even aware of the extent of, the significant funds spent on training.

The restructuring of the management of the training program will be a critical first step towards addressing many of the issues identified during this review.

Recommendation:

- 1. The Chief of Police review the management structure of the training program at the Police Service in order to ensure that accountability and responsibility for the training program throughout the Police Service are clearly defined and, if considered appropriate, assigned to one individual. This individual should be at the appropriate command level, be capable of providing leadership to ensure and enforce appropriate management, compliance, integration of information technology support, and financial controls in all areas of the training program.**

BUILDING RELATIONSHIPS – CHANGING WITH THE TIMES

“Our Service is committed to being a world leader in policing through excellence, innovation, continuous learning, quality leadership and management” (An extract from the Vision Statement of the Toronto Police Service – 2005 Annual Report).

Technological changes over the last number of years have made the world a much more accessible target and market for criminal activity and have created extraordinary challenges for policing. The training of police officers to meet those challenges is fundamental to effective policing. Meeting these challenges requires training managers to look beyond traditional training opportunities available within Ontario and Canada.

The Toronto Police Service needs to take advantage of the training experience, knowledge, expertise and resources available from other police organizations around the world. The Toronto Police Service will have difficulty in being a world leader in policing if it is unaware of international best practices in training.

While the Toronto Police Service is active in a number of international organizations such as the US based International Association of Chiefs of Police, this involvement has not included any focused attention on police training organizations such as the International Managers of Police Academies and College Trainers (a sub-committee of the International Association of Chiefs of Police) and the Interpol Symposium for Heads of Police Training (an international training forum for professional training managers formed by Interpol). Likewise, there has been little communication with training units of other major police services outside of North America.

While we appreciate that training resources and funding are limited, the participation of the Toronto Police Service in international training organizations is fundamentally important in keeping current with the latest training methods and technologies. The Toronto Police Service is a world class police organization and it needs to be involved when training issues are being reviewed and debated by other major international police services training organizations.

It is, therefore, incumbent upon senior management at the Toronto Police Service to review police training activities available throughout the world, build relationships with international training organizations and police services, identify and implement best practices, not “reinvent the wheel” and where appropriate take advantage of training resources available elsewhere.

There are significant police training resources available in the UK through an organization called Centrex (the central police training and development authority). One of the objectives of Centrex is to develop policing by identifying good practice and sharing this knowledge nationally and internationally. The use of the resources available by Centrex needs to be pursued.

The review of practices internationally and, in particular, the technology developed by Centrex in areas such as e-learning and simulation based training would be of significant benefit to the Toronto Police Service.

Involvement of the Toronto Police Service in training organizations closer to home.

While there is much to be learned from international police services, relationships with police training organizations closer to home also need to be further developed. For example, the Canadian Police Knowledge Network (CPKN), established in 2004 as a partnership between government and private industry, is mandated to assist police services meet their evolving training requirements in a cost-effective and efficient manner and is a leading provider of on-line training for police officers in Canada. CPKN recently announced a new partnership with the Ontario Police College which will enable police officers to access the Ontario Police College training on-line for the first time. The development of its training resources has been done in collaboration with many police organizations across Canada. The Toronto Police Service is currently not a member of CPKN. While we understand that there are costs involved in becoming a member of CPKN, the involvement of the Toronto Police Service in such an organization is important.

Recommendation:

- 2. The Chief of Police assess the Toronto Police Service's relationships with police training organizations both within and outside Canada. The Training and Education Unit be directed to investigate best practices in all areas of police training including e-learning and simulation training and develop working relationships with other major international police service training organizations. Such a relationship to concentrate on the exchange of training practices, information and training technology. Further, the Chief of Police evaluate the costs and benefits of joining the Canadian Police Knowledge Network (CPKN). The Training and Education Unit be required to report to the Chief of Police on a regular basis with details of the relationships formed along with information collected on best practices.**

THE COST OF TRAINING

Good decisions require good information. The cost of training at the Toronto Police Service is significant but has never been fully determined. Consequently, it is not possible to assess whether the Police Service is receiving value for money for its investment in training.

We have reviewed a significant number of internal Police Service reports, as well as various reports submitted to the Police Services Board relating to police training. These reports generally refer to the management of the training process, make reference to the effectiveness of training, the content of the training program and the delivery of training. We have not been able to locate any report which makes reference to the total costs of police training.

The total cost of training consists of the following:

- the costs relating to the Training and Education Unit at the C. O. Bick College. These costs are accounted for separately and include the salary costs of all police trainers and various support staff;
- the salaries of training sergeants within each Division;
- the costs to organize annual international conferences and seminars. In 2005, there were seven separate international conferences organized by the Toronto Police Service; and
- costs incurred in relation to police officers attending external conferences and seminars, as well as costs incurred in relation to the reimbursement of tuition fees paid by police officers to attend various university or college courses.

These costs, except for those relating to the Training and Education Unit, have not been quantified and for the most part are included as salary expenditures in individual budgets of the various units.

In addition to the above costs, an important and significant component of the total amount of funds spend on police training are the salary costs for all officers attending such training including those officers in the specialized units. This amount has not been quantified by the Police Service, although based on a report presented to the Police Services Board dated March 17, 2004, entitled: “2004 Toronto Police Service Operating Budget – Final Reduction Strategies”, it has been estimated that approximately five per cent of a police officers total time is devoted to training.

Based on the above information, we have estimated the total cost of training at the Toronto Police Service to be in the range of \$46.5 million. Details supporting this estimate are attached as Appendix 2 to this report. This amount is very much an approximation and represents approximately 6.3 per cent of the Police Services annual budget.

Without a process to identify, capture and accurately account for the total costs of training, it is extremely difficult to set realistic training budgets or to identify any opportunity for efficiency savings. It is also impossible to benchmark and conduct meaningful comparisons with other police services both within Canada and internationally. Comparisons with other police services will at least determine whether or not the funds expended by the Toronto Police Service on training are at an appropriate level.

We appreciate the difficulties in comparing costs with other police organizations, particularly in circumstances where it is not possible to determine if the accounting for such costs is comparable. Specific benchmarking conducted by our office during this review was problematic for this very reason. However, in the UK Her Majesty’s Inspectorate of Constabulary has estimated that an average police officer receives as much as 14 days training in a year. The estimate by the Toronto Police Service that approximately five per cent of a police officer’s time is devoted to training equates to approximately 13 days. This amount is not out of line with the UK.

Recommendation:

- 3. The Chief of Police ensure that the total costs of all training are summarized, accounted and budgeted for and disclosed separately. The training costs should include all training provided by the Toronto Police Service including training provided by the specialized units, training provided by divisional training sergeants, and costs relating to the organization of various conferences and seminars. Such training costs should be benchmarked against other major police services within Canada, the US and the UK.**

NON-COMPLIANCE WITH THE POLICE SERVICES ACT

A Major Concern – Non-compliance with legislation is exposing the Toronto Police Service to unnecessary risk. The Police Service is not in compliance with the use of force Provincial regulation relating to training. This matter requires immediate attention.

The requirement to deliver initial and subsequent annual use of force training is set out in Ontario Regulation 926, “Equipment and Use of Force” under the Police Services Act. This Regulation stipulates under Section 14.2 and 14.3, “Training in the Use of Force”, that:

“14.2 (1) A member of a police force shall not use force on another person unless the member has successfully completed a training course on the use of force.

14.2 (2) A member of a police force shall not carry a firearm unless, during the twelve previous months, the member has successfully completed a training course on the use of firearms.

14.3 (1) Every police force shall ensure that at least once every twelve months,

- (a) every member of the police force who may be required to use force on other persons receives a training course on the use of force.
- (b) every member of the police force who is authorized to carry a firearm receives a training course on the use of firearms.”

Our review of training records identified instances where the Toronto Police Service is not in compliance with the Police Services Act in regard to use of force training. Officers, contrary to this legislation, are not receiving the minimum training every 12 months. In our review of a sample of training records relating to the status of officer training requirements, we found situations where a number of officers had not been trained anywhere from three to fourteen months beyond the time period provided by legislation.

Senior staff of the Training and Education Unit has indicated that the practice of the Toronto Police Service regarding firearm re-qualification is that officers re-qualify once every calendar year and not once every 12 months. Consequently, it is possible that an officer who was trained in the use of force in January 2004 would not require re-qualification until sometime between January 2005 and December 2005. Training, in these circumstances, received subsequent to January 2005 is contrary to legislation.

We have discussed the issue of non-compliance with senior staff at the Training and Education Unit and have been advised that instances of non-compliance exist in “most of the large” police services in Ontario. We have also been advised that the logistics of bringing the Toronto Police Service into compliance with legislation will be difficult. The Manager of the Training and Education Unit has also indicated that “we will have to re-examine this training to come up with a plan to ensure that members are trained every 12 months. With the current facility, this issue is far from a simple fix and will significantly increase the cost and time spent away from front-line duties to complete this training. My rough estimate is that it will increase the amount of training by about 20 to 25 per cent. Even with the new facility, the amount of additional training will be 15 to 20 per cent”.

We have not been able to determine the basis for the additional training time required as estimated by the Manager of the Training and Education Unit. It seems that based on the above estimates, at the present time approximately 20 to 25 per cent of officers are not receiving mandatory training in compliance with regulatory requirements. Use of force legislation has been in effect for a number of years and while the time requirements to provide this training are an operational issue, the Police Service is nonetheless required to comply with legislation.

While there may be operational concerns in connections with meeting legislative requirements, there are opportunities to increase use of force of training. Use of force training is included in the annual advanced patrol training course. The advanced patrol training course was held 39 times during 2005. The maximum attendance capacity for each course is over 100 officers. On average, only 75 officers attended each course during the year. Consequently, there is the capacity to train almost 1,000 additional officers. We have commented further on this matter in

the section of the report entitled “The Management of the Training Program at C. O. Bick College”.

In regard to compliance with use of force legislation, we have had discussions with the Ontario Auditor General who identified similar issues of non-compliance at the Ontario Provincial Police during a 2005 audit. The Auditor General of Ontario recommended in his 2005 Annual Report that the “Ontario Provincial Police should ensure that every officer receives firearms training at least once every 12 months as required by legislation”. It appears, based on the written response of the Ontario Provincial Police, that compliance did not seem to be a major issue as their response to the Auditor Generals recommendation simply indicated that “the OPP will ensure that every officer receives firearms training at least once every 12 months.”

The Annual Report on the 2005 Training Programs presented to the Police Services Board in July 2006 stated that, “The Toronto Police Service is fully compliant with government regulations.” The findings identified during our review are contrary to information reported to the Toronto Police Services Board.

There is, in our view, a risk to the Toronto Police Service in relation to non-compliance with legislation. When officers are not trained according to minimum standards in use of force training, it presents a safety risk to both the police officer and the general public. In situations where the risk becomes a reality, there is the added risk of litigation. This matter requires immediate attention and, consequently, has been reported to and discussed separately with the Chief of Police.

Recommendation:

- 4. The Chief of Police ensure that the Toronto Police Service is in compliance with the Equipment and Use of Force Regulation of the Police Services Act. The training program at the Training and Education Unit be amended to accommodate legislative requirements.**

NON-COMPLIANCE WITH INTERNAL PROCEDURES

A Major Concern – Non-compliance with internal procedures is exposing the Toronto Police Service to unnecessary risk.

The Toronto Police Service has developed comprehensive procedures in relation to training activities. Many of the issues identified during the course of this review centre around the fact that existing policies and procedures in many cases are not being followed.

The issue of non-compliance with procedures is similar to our findings in connection with our follow-up review on the 1999 Report entitled “Review of the Investigation of Sexual Assaults – Toronto Police Service”. Our follow-up report is entitled “The Auditor General’s Follow-up Review on the October 1999 Report Entitled: Review of the Investigation of Sexual Assaults – Toronto Police Service” and is dated October 2004. Our 2004 report stated that:

The requirement that police officers comply with Procedures is, of course, one of the fundamental and basic duties of all officers and is paramount to an effective and efficient police service. Indeed, in the Chief’s response to the 1999 report, he indicated that “there is a clear expectation by the Chief that all members of the Toronto Police Service will comply with all Rules, Regulations, Procedures, Directives and Policies of the Service.” The Chief further states that the failure of members to comply with directives “shall be deemed to be disobeying, omitting or neglecting to carry out a lawful order, and such members may, if they are police officers be subject of a complaint under the Police Services Act”.

Over the past number of years, in addition to the above report, we have conducted a number of major reviews at the Toronto Police Service including:

- Review of the Investigation of Sexual Assaults
- Performance Audit – The Public Complaints Process
- Review of the Enterprise Case and Occurrence Processing System (eCOPS) Project

Each of these reports makes reference to non-compliance with Police Service policies and procedures. It is disconcerting that this current report continues to identify the same problems.

Regulation 3/99 of the Police Services Act entitled, “Adequacy and Effectiveness of Police Services”, Section 35, makes reference to the fact that “Every board and Chief of Police shall implement a quality assurance process relating to the delivery of adequate and effective police service, and compliance with the Act and its regulations.” Even though the Toronto Police Service has established an internal quality assurance process, it appears as if minimal work is being done to ensure that the Police Service is in compliance with its own policies and procedures. The role of the Internal Audit and Quality Assurance Unit should be re-evaluated to take into account the need for the establishment of an ongoing compliance function.

Specific instances of non-compliance in regard to Police training procedures have been reported in various sections throughout this report.

Recommendations:

- 5. The Chief of Police direct all members of the Toronto Police Service that they are required to comply with all policies and procedures issued by the Chief, as well as directives approved and issued by the Toronto Police Services Board.**
- 6. The Chief of Police consider the implementation of an internal control process where compliance with legislation, as well as compliance within policies and procedures, is verified on a sample basis by the Internal Quality Assurance Group. Such a sample be determined on a priority/risk basis. Instances of non-compliance be reported to the Chief of Police and dealt with through the disciplinary process.**

THE TRAINING OF NEW POLICE OFFICERS

Where it all starts - The training of new police officers – The future of the Toronto Police Service. Non-compliance with procedures has the potential to adversely impact the training of new police officers. Certain procedures in connection with the training and appointment of coach officers are not being followed.

Once hired, new police recruits attend a two-week orientation training course at the C. O. Bick College. Subsequent to the orientation course, recruits are required to attend a provincially mandated 12-week basic constable course at the Ontario Police College, in Aylmer Ontario. On graduation from the Ontario Police College, recruits attend C. O. Bick College for a further five weeks of additional training.

Subsequent to the final five weeks of training at C. O. Bick College, new police officers spend the next ten weeks as “probationary officers” paired with more senior police officers. These senior police officers are called “coach officers.” Coach officer responsibilities in accordance with procedure are restricted to first class constables who have attended coach officer training at the C. O. Bick College. First class constables who possess the necessary skills and qualities are selected by their unit commander as coach officers and are entitled to additional compensation for this responsibility.

Police officers assigned to coach probationary police officers have a huge responsibility. Coach officers should be the “best and the brightest”. In addition, coach officers should be trained to be effective coaches.

The training of new police officers is critical in the shaping of the future of the Toronto Police Service and as such requires the attention of police officer trainers and police coaches who are “the best and the brightest”. The selection and training of the right coach officer translates into positive and long-term benefits for the Police Service. Alternatively, assigning coach officer responsibility to officers who are incapable of instilling the Services’ organizational and community values to probationary officers will likely result in a less effective police officer.

Coach officers guide new officers' first contacts with the public and "with the streets" and have primary responsibility for introducing new officers to the culture and traditions of the Service. Coach officers thus have enormous influence over the development of new officers' skills, work habits and attitudes. This influence will likely extend throughout an officer's career. Coach officers should reinforce lessons learned in the classroom by helping the new officer put into practice the various methods and strategies learned during training.

In view of the importance of the role of the coach officer, it is therefore imperative that the appropriately qualified officers are assigned this responsibility. Training of coach officers is one of the most important components of the training curriculum.

A number of coach officers have not attended the required coach officer training course. Nevertheless, contrary to procedures, they continue to coach probationary officers.

Procedures relating to the appointment and training of police coach officers are specified in the Toronto Police Service's Policy and Procedure Manual, issued in March 2003. The Policy states that "coach officers are first class constables selected by their Unit Commander to coach probationary constables during their field training and are responsible for evaluating the probationary constable's performance. As such, the coach officer is an important influence in the development of knowledgeable police officers, who will be able to perform their duties to the high standards expected by the Police Service and the Community we serve."

Coach officers are trained at C. O. Bick College for a three-day period. The coach officers training course is designed "to assist potential coach officers in successfully mentoring, evaluating and influencing the development of probationary officers". The training session covers a range of topics including, conflict resolution, communication skills, coaching skills, stress management and ethics.

In order to qualify as a coach officer, the procedure requires officers must be first class constables and have successfully completed the coach officer course. The procedure further provides that second-class constables may attend the coach officers course although they cannot

engage in the coaching of probationary officers until they have achieved the status of a first class constable.

Finally, the procedure indicates that officers must commit one year to the assignment and may remain in the assignment for three years unless a longer period of time is authorized in writing by their unit commander.

There are many highly committed, capable and qualified police coach officers. However, our review indicated that there are a number of officers who should not be assigned to this responsibility due to the fact that their appointment is not in compliance with Police Service's procedure.

Our review identified the following instances in connection with the appointment of coach officers which are contrary to the Police Service's procedures:

- In both 2004 and 2005, a number of officers who had not received coach officer training were assigned as coach officers. While these officers may have been capable, police officers who have not taken the specialized training should not be coach officers.
- In a number of cases, second-class officers have been assigned coach officer responsibilities. Furthermore, a number of second class constables have been assigned as coach officers while at the same time these officers have not received coach officer training.
- A number of third class constables received coach officer training in both 2005 and 2006. Police Service procedure requires that such training be restricted to first and second-class constables with only first class constables eligible for coaching responsibilities.
- Certain officers are continuing as coach officers beyond the three year term limit without the written approval of Unit Commanders.

Recommendations:

- 7. The Chief of Police direct all Unit Commanders that under no circumstances should there be any contravention of the Policy (Policy 14-03) relating to coach officers. Only first class constables who are qualified and trained pursuant to Policy 14-03 should be assigned as coach officers.**
- 8. The Chief of Police direct the Training and Education Unit to set up an internal control management information process to ensure that only qualified officers attend the coach officers course. Non-qualified officers not be permitted to attend the coaching course.**

The number of coach officers being trained has little relationship to training needs. The number of recruits is known well in advance and, as a result, the number of coach officers required is easily determinable.

Management in the division have raised the issue of a lack of adequate qualified coaches as a reason for non-compliance with Police Service procedure. According to divisional management staff, a shortage of qualified coaches may occur due to sick leave, vacations and job transfers. The frequency of non-qualified police officers being assigned as coach officers throughout the divisions indicates a need for better long-term planning. The projected number of recruits is known many months in advance and as such the Training and Education Unit in consultation with unit commanders should be in a position to forecast the need for specific numbers of coach officers and an appropriate level of “back up” officers. The number of coach officer courses should be amended to reflect demand.

Recommendation:

- 9. The Chief of Police determine, on an ongoing basis, the projected longer term requirements for trained police coach officers. The analysis takes into account those police officers who have received coach officer training but who are no longer eligible to perform coaching responsibilities. The Training and Education Unit be required to amend the number of training courses provided for coach officers in order to meet projected demands.**

While the amount of classroom training provided to new recruits is above the average of other major municipal police services in Ontario, the amount of field coaching time provided to Toronto Police Service recruits is one of the shortest. Further, the amount of coaching time provided to Toronto Police recruits when compared with other major Canadian police services is also one of the shortest. Consequently, is the amount of coaching time provided to new police officers at the Toronto Police Service appropriate considering the complexity, diversity and size of the City of Toronto?

Training provided to new police recruits is a combination of classroom and field training. The training provided by various police services (in days), both in Ontario and Canada is as follows:

Ontario Police Services	Provincial Classroom Training (mandated)	Local Classroom Training	Total Classroom Training	Field Training (Coaching Period)	Total Training
Windsor	60	23	83	75	158
Peel	60	36	96	60	156
York	60	35	95	60	155
Ottawa	60	25	85	60	145
Toronto	60	35	95	50	145
Halton	60	22	82	60	142
Hamilton	60	20	80	60	140
Durham	60	30	90	30	120

Canadian Police Services	Provincial Classroom Training	Local Classroom Training	Total Classroom Training	Field Training	Total Training
Edmonton	-	115	115	70	185
Winnipeg	-	105	105	80	185
Vancouver	110	-	110	65	175

(Source: Extracts from Internal Correspondence from the Manager Training and Development to then Superintendent Keith Forde dated April 30, 2004)

During probationary field training, each new Toronto Police officer is coached by a coach officer for a five-week cycle (25 days). For the next five-week cycle (25 days), a second coach officer is assigned to mentor the probationary officer. When the 10 weeks (50 days) of field training is complete, the probationary officer is considered by the Service as fully functional and is expected to carry out regular policing duties independently. The five-week coaching cycles coincide with the compressed workweek schedule in operation for front-line officers. In reviewing the length of time new officers are coached by coach officers at other police jurisdictions, it is apparent that the Toronto Police Services procedure of 10 weeks (50 days) of coaching is less than all the jurisdictions reviewed except for one.

The length of time a probationary officer is supervised by a coach officer should be sufficient for the officer to obtain an appropriate level of experience in a range of operational situations and should not be arbitrarily tied in with a compressed work week schedule which may or may not provide the officer with an appropriate range of experience.

The coaching period of 10 weeks has been identified by senior staff of the Training and Education Unit as a concern. They have indicated that the length of the coaching period is dictated by “virtue of Section 16:04 of the uniform collective agreement” with the Toronto Police Association. We have reviewed Section 16:04 of the collective agreement which states that a “first class constable who is assigned to coach a recruit during the first ten (10) weeks of the recruits initial assignment shall receive, in addition to his/her regular salary, four per cent of the salary of a first class constable during the time when the constable is coaching the recruit.”

We are of the view that this section of the uniform collective agreement does not preclude increasing the recruit coaching period.

Further, classroom time provided to probationary officers is relatively high compared to other Ontario police services. Possibilities may exist to reduce this time by substituting classroom learning with alternate teaching methods such as e-learning.

Recommendation:

- 10. The Chief of Police review the length of the coaching time provided by coach officers to probationary police officers in order to ensure that it is at an appropriate level. Further, the amount of classroom time provided to probationary police officers be reviewed with a view to substituting classroom learning with alternate training methods such as e-learning.**

Probationary police officers are not being evaluated in accordance with Toronto Police Service procedures.

A coach officer is responsible for guiding, monitoring, and assessing the performance of the probationary officer. At the end of the field training, and in accordance with procedure, the coach officer is responsible for appraising and documenting the probationary officer's performance and training using two forms:

- Field Training Activity Report; and
- Performance Appraisal for Probationary/4th Class Constables.

Each of these two forms serves a specific purpose in the evaluation of probationary officers.

The Field Training Activity Report is designed to record the probationary officer's abilities to perform eight separate policing activities:

- Unit Orientation;
- Personal Safety;
- Arrest and Release of Persons;
- Report Writing;
- Investigative Procedures;
- Court Procedures;
- Crisis Intervention; and
- Traffic.

In certain cases, field training activity reports were not completed by coach officers even though their completion is required by procedure. The completion of this report is important as it evaluates the abilities of probationary officers to deal with a range of practical and administrative responsibilities, highlights any weaknesses in the recruit's performance and can serve as a vehicle to address training needs.

The Performance Appraisal form for Probationary/4th Class Constables requires each probationary officer be assessed in four competency areas:

- Community Policing (e.g., relationship building, flexibility dealing with diversity);
- Personal Skills (e.g., assertiveness, oral communication);
- Results Orientation (e.g., analytical thinking, self-control); and
- Other (e.g., written communication, driving skills).

Performance appraisal forms are routinely completed for each probationary officer by coach officers and reviewed by supervisory staff at divisions. However, unless field activity reports are concurrently reviewed, there is no assurance that recruits have been exposed to the required operational responsibilities, nor is there any process in place to address any deficiencies in the abilities of these officers.

Recommendation:

- 11. The Chief of Police ensure that field training activity evaluation reports for probationary officers are completed by all coach officers on a timely basis, reviewed, and authorized by appropriate supervisory staff. For those probationary officers who have not been exposed to the operational or administrative activities required in the field training report, unit commanders be required to adjust coaching periods to ensure that all appropriate training is completed. Probationary officer training should continue until all such operational or administrative activities contained in the field training activity report are completed.**

Should police officers who have been the subject of a substantiated public complaint be appointed coach officers? The coach officer procedure should be amended to take into account circumstances where substantiated public complaints have been made against either current coach officers or prospective coach officers.

There does not appear to be any formal relationship between the public complaints process and the selection of those police officers eligible for coaching responsibilities. Certain police officers were assigned to the position of coach or received coach officer training after public complaints against them were substantiated.

Recommendation:

- 12. The Chief of Police review the current procedure concerning the appointment of coach officers to specifically address circumstances where such officers are the subject of a substantiated public complaint. The procedure should also address the steps to be taken when existing coach officers are the subject of a public complaint.**

THE MANAGEMENT OF THE TRAINING PROGRAM AT C. O. BICK COLLEGE

Longer term strategic planning does not take place. Training requirements in the short term are identified annually by unit commanders in consultation with the Training and Education Unit.

There is no long term strategic training plan nor are there long term objectives in terms of how many officers should be trained in the various specialized units within the Toronto Police Service. Consequently, it is not possible to determine if too few or too many officers are trained for specific responsibilities.

Training requirements for the most part are based on an annual demand survey coordinated by the Training and Education Unit and submitted by unit commanders to the Training and Education Unit. These requests are reviewed by the Training and Education Unit who base their annual training calendar, including the frequency and the number of courses, on this information. We have been advised by the Training and Education Unit that the requests provided by certain of the units are often incomplete, sometimes inaccurate and therefore unreliable. In certain cases the demand analysis is not completed by a number of units.

Given the complex legislative training requirements, as well as ongoing training needs arising from emerging issues, the Toronto Police Service should consider the development of a long-term, multi-year, strategic training plan to ensure the efficient and effective use of training resources and officer training time. Staff in charge of planning need to evaluate the different training needs in view of service priorities in conjunction with the various training processes currently in place. These include regular courses provided by C. O. Bick College, training provided by the specialized units, video training and monthly “roll-call” bulletins distributed to divisions, divisional staff training sessions, as well as conferences and external courses.

Recommendation:

- 13. The Chief of Police be required to develop a long term strategic training plan to address the number of police officers required to be trained for various specialized units within the Toronto Police Service.**

The Human Resource Management Information System should be enhanced as it has the capability of providing a wide range of useful training management information. Its reporting capabilities are not being maximized.

The Human Resource Management Information System is not being used effectively to assist in the determination of training demands. We have had discussions with staff, both in the Training and Education Unit as well as staff in the divisions and have been advised that many staff are unaware of the reporting capabilities of the Human Resource Management Information System. As a result, and in order to meet individual management information demands, a number of organizational units have developed their own stand alone management information systems.

Recommendation:

- 14. The Chief of Police evaluate the Human Resource Information System in order to ensure that the capabilities of the system are being used appropriately and to their full potential. Once determined, such information be communicated to all appropriate staff and, in addition, training specific to the reporting capabilities of the system be provided to all appropriate staff.**

Once the demand for training is determined, is it being met? This is not the case. Lower priority courses are being provided at the expense of meeting high priority courses.

Training requirements are prioritized by the Training and Education Unit as follows:

<u>Priority</u>	<u>Rationale</u>
1	Required by law or Toronto Police Service Standard
2	Required to ensure member or public safety
3	Training allowing member to perform current duties better and is cost effective
4	Training is desirable to develop member for future probable work assignment
5	Personal interest – anything else

Source: Annual Report – Skills Development and Learning Plan, Report to the Toronto Police Services Board August 18 2004

We have reviewed the classification of courses provided by the Training and Education Unit as well as details relating to training demands identified by unit commanders and the actual number of police officer attendees at these courses. We identified the following:

- the demand for certain high priority courses were not met by the Training and Education Unit. For example, the demand for the General Investigators course in 2005 required the training of 396 officers. The actual attendance was 326 attendees which represented a shortfall of 70 officers; and
- the demand for certain low priority courses was less than the actual attendees. In the case of a course relating to provincial statutes the demand for officer attendance was 62 and the actual attendance was 217.

It is apparent that certain low priority training courses were delivered even though there were shortfalls in meeting the demand for high priority courses.

High priority courses as defined by the Police Service require that all training demands for these courses should be met.

Recommendation:

- 15. The Chief of Police ensure that training is being provided for all high priority courses. Lower priority courses not be provided when there are shortfalls in meeting demands for high priority courses.**

Police officers attendance at certain training courses is regularly less than capacity even though legislative requirements are not being met.

The Advanced Patrol Training course is one of the critical courses held by the Training and Education Unit and attendance is required annually for all front-line officers. The course is four days in duration, held throughout the year and includes a number of modules which are mandated by legislation or required by the Police Services Board. One of the most important components of this course is the use of force training which is required by legislation to be provided at least once every 12 months to all officers.

During 2005, 39 advanced patrol training courses were held and attended by 2,929 officers. On average there were 75 attendees in each course. The maximum attendance capacity for each course is over 100 officers. Consequently, there are on average over 25 positions not being utilized in each course held at the College. While we appreciate that emergencies or other operational demands may have an impact on officer attendance at various training courses, opportunities exist to train more officers on use of force requirements. If legislative requirements in relation to use of force training are to be met, it is important that attendance at each of these courses is maximized.

Another issue identified during our attendance at the Advanced Patrol Training Course relates to the fact that even though this particular course is held annually certain of the topics included in the course are not required to be taught every year. In these circumstances, there are

opportunities to reduce the number of hours expended on the Advanced Patrol Training Course with the result that officers can spend more time on day-to-day policing activities. It is possible that the training topics not required annually could be delivered through alternate means such as e-learning or by divisional training sergeants.

Recommendations:

- 16. The Chief of Police ensure that, wherever possible, Toronto police officer attendance at each Advanced Patrol Training Course is maximized taking into account operational requirements.**
- 17. The Chief of Police review the content of the Advanced Patrol Training Course in order to ensure that the training provided is relevant and required on an annual basis. For non-mandatory training, consideration be given to providing such training either through an e-learning facility or by training sergeants at the divisions.**

Police officers are being allowed to attend certain training courses when they do not have the prerequisite qualifications. This is a less than effective use of both officer time and training resources.

Certain specific training courses require qualifications such as attendance at a prerequisite course as a condition of enrolment. In reviewing the attendance records of a course requiring a prerequisite, we noted that a number of officers who completed the course did not have the prerequisite qualifications prior to attending. Attendance at these courses without the necessary qualifications reduces the effectiveness of training, is an inefficient use of resources and should not be permitted. The Human Resources Information System has an automated feature to identify students without the prerequisite from enrolling into the course. However, this feature was not activated.

Recommendation:

18. The Chief of Police ensure that Toronto police officers be permitted to attend training courses only if the required prerequisite qualifications have been met. Prerequisite qualifications include attendance at a prior course or a requirement that officers be at a certain rank within the Toronto Police Service. The Training and Education Unit be assigned responsibility to ensure that this takes place.

Certain police officers are attending training courses which have no direct relevance to their job responsibilities. Are the right numbers of police officers being trained at the right time?

During the course of our audit we reviewed a survey recently conducted by the Training and Education Unit of the 210 police officers who attended the General Investigators Course in 2006. According to this particular survey it was noted that:

- 40 per cent (84 officers) had recently been assigned general investigator responsibilities;
- 21 per cent (44 officers) were due to be assigned to general investigator responsibilities within 6 months after taking the training; and
- 39 per cent (82 officers) were not aware when, or if, they would be assigned to general investigator responsibilities.

Based on the above statistics, 84 of the 210 officers required this specific training at the time it was provided. It could be argued that another 44 of the officers likely received training at the appropriate time. However, the value of training the other 82 officers is questionable when the training being provided was not being used for in excess of six months if at all.

Further, in 2005, a total of 121 Police officers received the Scenes of Crime Officer training from the Forensic Identification Services Unit. One full-time coordinator position in the Forensic Identification Services Unit is dedicated to training. There is no standard or guideline for a minimum number of Scenes of Crime Officers required in each police division. Staff has suggested to us that each platoon within a division should have two to three qualified Scenes of Crime Officers. These requirements would result in a staffing level of approximately 20 Scenes of Crime Officers for each division. Based on 17 Divisions this translates into 340 trained officers.

According to training records in the Human Resources Management System, there are currently 775 qualified Scenes of Crime officers in the Toronto Police Service. Consequently it appears that the overall number of qualified Scenes of Crime officers in the Toronto Police Service is more than adequate to meet demand. Further in 2003, the Toronto Police Service Audit and Quality Assurance Unit conducted a review entitled “Audit of Accreditation for Specialized Policing Functions”. This audit identified that 62 per cent of the then 515 Scenes of Crime officers were not regularly performing scenes of crime responsibilities at that time. The report stated that “it appears that there are an extremely large number of trained personnel who are inactive.”

Recommendation:

- 19. The Chief of Police direct that attendance by Toronto police officers for specific training be verified based on a predetermined approved demand. Toronto Police officers not be provided training in areas which are not relevant to their current and short-term future responsibilities. Criteria be established to determine the most appropriate time period for required training prior to an officer assuming the relevant responsibilities.**

Is the length of certain training courses appropriate? Could these courses be reduced to increase the time officers spend on front-line duties?

Our review included a limited comparison of certain training courses offered by the Toronto Police Service with similar training provided by the Ontario Police College. In view of the duration of the scenes of crime officer training program, we selected this particular training course for comparison.

Toronto is the only police service in Ontario which provides its own scenes of crime officer training. Officers in all other police services in Ontario attend the scenes of crime officer training provided by the Ontario Police College.

The Forensic Identification Services Unit of the Toronto Police Service provides Scenes of Crime Officer training. The Toronto Police Scenes of Crime Officer course is a five-week course consisting of eight days of class lectures and 17 days of field training. During field training, students gain practical experiences by “shadowing” officers from the Forensic Identification Services Unit.

The Ontario Police College training for the scenes of crime officer course is significantly shorter than the Toronto Police Service equivalent course. Officers who take the Ontario Police College scenes of crime officer course complete the training in two weeks. The training includes class lectures and scenario simulations. According to our discussions with staff from the Ontario Police College, once officers have completed training they are equipped to perform scenes of crime duties except for the need to become familiar with any unique operational requirements relative to their own police service.

Officers in the Toronto Police Service Forensic Identification Unit are responsible for handling crime scenes of a serious nature, such as a homicide or sexual assault. While some of the knowledge and experience gained during the field training may be relevant for future responsibilities of the scenes of crime officer, certain of this training may likely be in excess of requirements. The scenes of crime officers in police divisions are required to attend only crime

scenes of a minor nature such as a break and enter. The overall need and value of the extensive field training provided by the Toronto Police Service requires review.

Recommendation:

- 20. The Chief of Police evaluate all training courses at the Toronto Police Service, including those courses delivered by the specialized units in order to ensure that the length and content of all such courses is appropriate. In particular, the Chief of Police review the scenes of crime officer training to determine the need and the value of the extensive field training provided by the Toronto Police Service.**

THE EVALUATION OF THE EFFECTIVENESS OF TRAINING

Substantial amounts of money, resources and time are dedicated to training police officers each year. Such significant effort is only worthwhile if training can be shown to have a positive effect on individual workplace performance and on the delivery of police services to the public.

The current evaluation of the effectiveness of police training by the Toronto Police Service generally centers on obtaining immediate feedback from students on each training course and also an assessment as to whether there is an increase in the students' knowledge and skills at the end of the course or at the end of each training component. Minimal evaluation work is being conducted to determine whether or not training has had an impact on how each officer conducts himself in the "real world" nor has any evaluation been conducted to measure the impact of training on the Police Service as a whole.

To ensure its effectiveness all training should be evaluated. Such an evaluation process should identify ways in which police training can be improved, to ensure that any such improvements are built into future training and, where appropriate, eliminate training which is unnecessary.

In 1975, Donald Kirkpatrick formalized a model for the evaluation of training that has since become the standard in the training industry and is regarded as best practice. Even after over 30 years, many training organizations continue to evaluate their training based on the Kirkpatrick model. According to the Skills Development Learning Plan submitted to the Toronto Police Services Board in August 2004, it was indicated that the "Service evaluates training based on the four levels proposed by the Kirkpatrick Hierarchy of Evaluation".

The four different levels of assessment developed by Kirkpatrick include an evaluation of training in each of the following areas:

- (1) **Reaction:** Did participants find the training positive and worthwhile in terms of its content, format, facilitator, physical facilities and audio-visual aids?

- (2) **Learning:** Did participants learn anything? For example, to what extent did attitude change, knowledge improve or skill proficiency result from the training?
- (3) **Transfer of Learning:** Did the learning translate into changed behaviour or practices in the “real world”?
- (4) **Results of Learning:** Did the training program have the desired impact on the organization?

Level 1 and 2 evaluations are being done but require improvement.

Training courses provided by the Training and Education Unit are evaluated routinely for students’ immediate “**reaction**” at the end of the training by means of a course feedback or survey form. The format and questions on each form are customized according to the specific course. However, information on the feedback forms is not accurately summarized or analyzed for management review and as a result changes were appropriate are not being made to course content or delivery in response to student feedback.

The Training and Education Unit evaluates the “**learning**” of students by either a written examination or by instructor observation and evaluation of student competency at the conclusion of each training course or training component.

Level 3 and 4 evaluations – Minimal work is being done.

Even though the Toronto Police Service has reported that training is evaluated using the four stages of the Kirkpatrick evaluation process, minimal evaluation work has been done on levels three and four. In this context, however, it is important to understand that Kirkpatrick clearly indicates that in the case of the “**transfer of learning**”, the “evaluation of training programs in terms of job behaviour is more difficult than the reaction and learning evaluations”. Further, in regard to measuring training programs in terms of the “**results of training**”, as required under

Level 4, Kirkpatrick, again points out that “there are so many complicating factors that make it extremely difficult if not impossible to evaluate certain kinds of programs in terms of results”.

Based on our research, particularly in regards to best value reviews conducted in the UK, a certain amount of work is currently being done in the UK on the evaluation of the effectiveness of police training at levels 3 and 4. However, the organization responsible for conducting best value reviews, the Inspectorate of Constabulary, have very clearly identified concerns with the lack of progress relating to the evaluation of training at both the “transfer of learning” and the “results of learning” stages. Further, in one of the best value reviews conducted in the UK (the Essex Police Authority) reference is made to the fact that “evaluation of all levels of the Kirkpatrick model is difficult, time consuming and therefore costly. For this reason it is not possible to carry out evaluation of training to this degree in all cases. A method of prioritization is required to determine what level of evaluation is to be carried out in each case”. The Essex Police Authority in developing its own evaluation methodology use a sample template as a guide for its evaluations. We have produced extracts from the template as Appendix 3 attached to the report.

The Research and Evaluation Unit of the Ontario Police College provides research and evaluation support to the College and the police community in a number of areas including program evaluation. We understand that the evaluation of the effectiveness of training at levels three and four are in the early stages of development.

The ability to gauge and report regularly on the effectiveness of training beyond immediate participant reaction and whether or not the participant learned what was being taught is critical to the success of any training program.

In view of the significant investment in training at the Toronto Police Service, it is extremely important to ensure that all such training is meeting the Service’s objectives. The fact that an evaluation process may be difficult does not absolve the Toronto Police Service from conducting such evaluations. Evaluation processes already implemented by other training organizations, not necessarily all police related, should be reviewed and where appropriate adopted.

Recommendations:

- 21. The Chief of Police review the training evaluation process to ensure that evaluations submitted by course participants are appropriately summarized and analyzed for management analysis and review. All summaries be reviewed by the Manager of the Training and Education Unit to ensure that all suggestions for change or amendment to course content are considered and where appropriate incorporated into future training courses.**
- 22. The Chief of Police review the evaluation process relating to the effectiveness of training particularly in regards to the impact of training for on-the-job performance as well as its impact on the Toronto Police Service as a whole. Consultation be initiated with the Ontario Police College, major international police services and private sector training organizations in order to ensure that the Toronto Police Service can take advantage of the evaluation methodology being developed and used elsewhere.**

ANNUAL INTERNATIONAL CONFERENCES AND SEMINARS

Internally organized annual international conferences and seminars – The costs to organize international conferences are significant.

We have reviewed, at a fairly high level, the administration and management of international conferences and seminars organized by the Toronto Police Service. The Police Service in 2005 organized a total of seven international conferences and seminars. Many of these conferences and seminars are held annually. The organization of conferences and seminars are governed by Police Service procedure which states that “In keeping with policing initiatives, units may from time to time find it necessary to host or plan Service authorized seminars.” The procedure further requires that “all seminars hosted by the Service shall be budgeted on a cost recovery basis. The hosting unit will be responsible for any deficits which may occur as a result of the holding of a seminar.”

The 2005 conferences and seminars along with the financial results and details of participants at each of the conferences and seminars were as follows:

Conference/Seminar	Profit or (Loss)	Number of Internal Participants	Number of External Participants	Total Participants	Percentage of External Participants
Sex Crimes	\$9,800	128	241	369	65%
Fugitive Task Force	\$(1,400)	64	231	295	78%
Internal Affairs	\$10,000	102	157	259	61%
Fraud Squad	\$21,900	86	252	338	75%
Traffic Unit	\$2,100	4	41	45	91%
Forensic Identification	\$13,000	82	155	237	65%
SIS Organized Task Force (Guns & Gangs)	*\$0	94	142	236	60%
Total	\$ 55,400	560	1,219	1,779	71%

* Even though this conference shows a break even position, the conference actually incurred a loss of approximately \$2,300

Source: Information provided by Toronto Police Service - Financial Management Unit

While we have not conducted an audit of the financial results of each conference, it is apparent, based on the above table, that the majority of them appear to operate on a profitable basis. Profits generated in accordance with Service procedure, are required to be used towards following years conference expenses. On occasion, a conference may operate in a deficit position. In these circumstances, Service procedure requires that the deficit be funded from the unit responsible for the organization of the conference. Irrespective of which unit funds the deficit, the Police Service and ultimately the City of Toronto taxpayer is funding the deficit.

While the amounts are not significant, the Service's procedure in relation to the "carry forward" of conference profits should be reviewed. Such a procedure is contrary to accepted accounting practices which require that all surplus be retained and accounted for by the City for its future year's operating budget.

The profits of each of the above conferences, however, are overstated (and in the cases of the conferences in a loss position, the losses are understated) as they do not take into account the significant amount of time spent by Toronto police officers in organizing such events. It is not possible to determine the amount of officer time spent on these conferences as this time is not segregated and accounted for. In some cases, the time spent organizing these conferences detracts from the day-to-day operational responsibilities of these police officers. It is likely that each one of the above conferences operated in a loss position after taking into account the amount of time involved in organizing each conference.

An internal review completed by the Homicide Squad in 2001 on the amount of time invested in organizing its annual international conference estimated that it would require approximately 2,000 police officer hours to plan and organize such an event. If this estimate is applied to the seven conferences organized in 2005, along with an average salary of \$100,000 for a sergeant, then the Toronto Police Service spent in the range of \$700,000 in officer time to plan and organize conferences.

From a cost benefit perspective, it is important to determine how much it costs to organize annual conferences at the Police Service. The results of this analysis should determine the viability of continuing these conferences.

Recommendation:

23. The Chief of Police ensure that all costs incurred in organizing annual international conferences are accurately and properly accounted for. Such costs to include all Toronto police officers salaries and any other administrative costs. The results of this analysis determine the viability of continuing to host international conferences. In any event, conference registration fees be determined after taking into account all organizational costs. Further, the Chief of Police review the procedure in connection with the carry forward of individual conference surpluses to future years.

Why has the Toronto Police Service assumed the responsibility to train other police services in Canada and the US? Is it time for other North American cities to organize annual international conferences?

As can be seen from the information provided earlier, many of the conferences organized by the Toronto Police Service are for the benefit of attendees who are not members of the Toronto Police Service. The percentage of external participants for all conferences is 71 per cent. While these conferences provide participants an opportunity to network and share experiences with police officers from other major jurisdictions, the extent of participation by Toronto Police officers is an issue that requires review and evaluation.

The mandate and responsibilities of the Toronto Police Service do not include a requirement to train officers from other jurisdictions. The Toronto Police Service appears to have taken it upon itself to organize “International Conferences” on behalf of the Canadian and US policing community on an annual basis. For example, the International Fraud Investigator’s Conference and the International Conference on Sex Crimes Investigations are being held in 2006 for the

16th and 13th year respectively. The specific procedure at the Service as indicated earlier makes reference to the fact that “units from time to time may find it necessary to host or plan Service authorized seminars”. Time to time is not in our view, every year.

As indicated previously, in late 2001, an internal evaluation was conducted on the value of continuing with the annual Homicide Squad International Conference. The comments raised in this evaluation have relevance to many of the other conferences which continue to be organized by the Toronto Police Service. For example, comments included in the homicide squad conference evaluation included the following: *“from front to back, the operation of this event requires thousands of man hours and although many of the duties are performed as on duty functions, hundreds of hours are given freely by the executive and volunteers who assist them with little or no recognition or recompense. Further, “in the year 2001, foreign attendees accounted for 20 per cent of enrolment. The problem with this approach, from a strict training perspective, is that it forces organizers to select presentations which may be very generic from a legal stand point i.e. presentations dealing with legal issues specific to the Toronto experience would constitute unsuitable fare for an international audience”.* In conclusion, the evaluation states that *“in the context of the working environment in which the homicide squad presently finds itself, with increased work and court demands, it is impossible for the Squad to justify the time and effort required to run the seminar versus the return to the Squad itself. It would be appropriate at this time to abandon the international development format of the seminar, in its stead, a smaller more regional skills based training format could be delivered in segments throughout the year and will still be co - joined to a social event to encourage networking and professional exchange. It could be delivered in partnership with other Greater Toronto Area police services and/or the Training and Education Unit of the Toronto Police Service”.*

The evaluation of the Homicide Squad International Conferences was a comprehensive evaluation and was well done. The comments contained in this evaluation likely have relevance to certain of the other conferences organized by the Toronto Police Service and as such they should be considered in the evaluation of these conferences.

All such evaluations should be appropriately documented and be available for review. In the 1999 report on the “Review of the Investigation of Sexual Assaults”, we recommended that an evaluation of the Sexual Assault Investigation Conference be conducted to determine its effectiveness, relevance and costs.” The response from the Police Service was that “an evaluation of the Sexual Assault Investigators Seminar was conducted. The seminar was found to be a cost effective means to supplement the training of investigations.” While such an evaluation may have been conducted, it was likely informal as we were not able to locate any documentation in support of the evaluation nor were we able to locate any documentation supporting the complete costs of the conference.

Recommendation:

- 24. The Chief of Police review the benefits of the Toronto Police Service organizing annual international conferences for the benefits of a majority of participants who are external to the Toronto Police Service. Such an evaluation be documented and take into account the costs and the relative merits of training both internal and external participants. Further, the Chief of Police give consideration to determining whether or not it is the role of the Toronto Police Service to organize international conferences on an annual basis, particularly when the Toronto Police Service procedure states that “units may from time to time find it necessary to host or plan Toronto Police Service authorized seminars.”**

How do participants rate conferences and seminars?

The evaluation of the content of conferences and seminars by participants are not formalized. In one particular conference, evaluation forms were not available for our review and in all likelihood were never completed. The Police Service procedure relating to conferences and seminars does not address the requirement for detailed evaluations. The “Conference Critique” documents for a number of conferences are elementary and do not contain an appropriate level of information to be of benefit to future conference organizers.

Recommendation:

- 25. The Chief of Police ensure that evaluations are completed for all future annual conferences and seminars organized by the Toronto Police Service. Evaluations be independently collated and summarized by the Training and Education Unit and results communicated to conference and seminar organizers. Such evaluations be one of the determinants for continuing future conferences and seminars.**

Police Service policies in connection with the procurement of conference related goods and services are not being followed.

All purchasing and procurement policies at the Toronto Police Service are relevant to the procurement of goods and services relating to conferences and seminars. Our review indicated that certain of these policies were not complied with by officers responsible for the organization of certain conferences and seminars. For example, in one particular case, the venue for the conference was not selected based on a competitive process.

Recommendation:

- 26. The Chief of Police direct that those Toronto police officers responsible for organizing conferences and seminars be required to comply with all Toronto Police Service policies and procedures including those relating to the procurement of conference related goods and services.**

Attendance at external conferences, seminars or courses – approvals and attendance should be centrally coordinated and prioritized.

Conference and seminar budgets exist in individual units throughout the police service. Attendance at these events are approved by unit commanders. The lack of a central coordinating and approval process for conference budgets may result in certain police officers being approved

to attend conferences which are not a priority from a Service wide perspective. Attendance at other higher priority conferences may be denied due to limited budgets in the requesting unit.

Recommendation:

27. The Chief of Police give consideration to the coordination and consolidation of all conference related budgets. Attendance at conferences be approved subject to the attendance meeting the overall priorities of the Toronto Police Service.

Attendance at external conferences, seminars or courses – benefits and conference content need to be widely communicated as required by Toronto Police Service procedure.

The Toronto Police Service procedure on conference, seminar or course attendance requires that all service members attending courses, seminars or conferences other than at C. O. Bick College are required to submit a written report within 14 days through their unit commander to the unit commander of the Training and Education Unit. Each report should include an outline of the “course content, the benefits derived by the member and to the Service and a recommendation for future attendance”.

During our review, we were not able to locate any such written reports and as a result presume that this procedure is not being complied with.

Recommendation:

28. The Chief of Police direct that the procedure in connection with the reporting requirements for Toronto police officers, in connection with conference, seminar or course attendance, be complied with.

ALTERNATE WAYS OF DELIVERING TRAINING

Is there a more efficient and cost effective way to train police officers and at the same time increase the amount of time officers spend on front- line duties? The potential exists to provide effective training outside the classroom or at least blend classroom training with alternate forms of learning.

There is no one best way to deliver training because:

- people learn in different ways and at different speeds;
- certain types of training can only be delivered in one way;
- some training may be delivered in a variety of ways; and
- there may be financial and other restraints.

However, greater use can be made of the range of training delivery options available if the Police Service is to demonstrate best value in training. Significant scope remains for the Service to invest in alternative training methodologies and potentially achieve efficiency savings.

E-learning - Training Anytime, Anywhere

Traditionally training has been done in a classroom setting. Officers generally attend class during normal working hours and in certain cases may leave resource shortages that are possibly filled by replacement officers earning overtime rates. As an alternative to ongoing classroom training, “web based training” or “distance learning” (collectively known as e-learning) is an area requiring further review. E-learning adds a degree of flexibility for officers to take advantage of learning opportunities when it suits them and their work schedule.

Increasingly, organizations are realizing the benefits of either a blended or stand alone e-learning approach which reduces the high cost of classroom training while improving access to learning. Any further movement in police training towards greater use of e-learning should be

accompanied by clear policies, monitoring of achievement and “on and off duty” learning requirements.

Starting in early 2007, police officers across Ontario will have access to Ontario Police College courses online for the first time ever. The accessibility of these courses was due to a partnership between the Ontario Police College and the Canadian Police Knowledge Network (CPKN). CPKN was created by a group of senior police training professionals as a way to overcome emerging training challenges. CPKN provides e-learning training opportunities for police officers.

Both the UK and Australia have embraced e-learning as a means to increase the effectiveness and accessibility of training to its police officers. A UK organization called “Centrex” (Central Police Training and Development Authority) which has similar objectives to CPKN and has developed a significant number of e-learning training courses which are in use at police services throughout the UK. In Australia, similar advances have been made in the wide scale introduction of e-learning.

The UK and Australia have been leading advocates and practitioners of e-learning for the training of police officers for a number of years and have been instrumental in promoting e-learning as an alternative, effective and efficient way to conduct training for police officers. E-learning appears to be more readily available and in much greater use in the UK and Australia than at the Toronto Police Service. The Toronto Police Service should give consideration to reviewing the way police services in both the UK and Australia have implemented and utilize e-learning in its training of police officers.

Simulation or Immersive Training - Bringing Training to Life

The UK is one of the leading proponents of simulation or immersive training for police officers. Simulation or immersive training brings police training to life and provides officers with experiences within real life settings that are readily transferable to the day-to-day world of live policing.

In order to conduct such training, a number of the UK police services use a state of the art simulation technology model called “Minerva” and “Hydra”. These models were both developed in the UK by the National Centre for Applied Learning Technologies which is a partnership between the UK Metropolitan Police Service and Centrex.

While we have not done any research on Minerva or Hydra simulation-based training, the Greater Manchester Police Service in the UK utilizes this technology on a fairly large scale to train its police officers. The following excerpt from the internet web site of the Greater Manchester Police Service is particularly informative.

“Simulation Training – The Minerva and Hydra simulation system is one of a handful operated in the UK. It is designed to explore leadership, command and control and decision making, all of which are key factors during the management of critical incidents.

Students are able to develop skills in leadership and decision making by being immersed into the complexity, chaos and ultimate challenge of policing. The Minerva and Hydra system at the Greater Manchester Police has developed a number of operational and investigative simulations at various command levels, which have been highly praised throughout the country.

The Minerva and Hydra simulation systems bring police training to life and provide officers with experiences of incident command within settings that are readily transferable to the real world of policing. Feedback from students suggests that the high realism and immersion they experience on the Minerva and Hydra Systems provided them with a true sense of ‘being there for real’”.

We are not in a position to determine whether or not this technology would be beneficial to the Toronto Police Service. It does demonstrate, nevertheless, the increased use of simulation-based training in the police training communities.

Learning, which simulates real life occurrences, is viewed by many trainers as the most effective tool for students to acquire and use them in their work environment.

Recommendation:

- 29. The Chief of Police assess the training programs delivered by the Training and Education Unit to determine whether or not there are alternative and more cost effective methods of delivery. All new training requirements be evaluated in regard to the most appropriate method of delivery. In addition, the concept of e-learning should be further developed particularly for “refresher” training. Procedures be developed in regards to the evaluation of e-learning opportunities, as well as the scheduling of such training. In addition, the increased use of simulation training should also be reviewed and special consideration be given to an evaluation of the simulation training technology currently in use in the UK and elsewhere.**

INSTRUCTORS AT THE POLICE COLLEGE

Police officers know policing; teachers know teaching. Only police officers who have taken the various “train the trainer” courses should have responsibility for providing training.

One of the challenges facing the Toronto Police Service is to ensure that teachers have the appropriate skills and experience and are able to develop those skills to the students being taught. Training instructors at the Training and Education Unit, for the most part are police officers. Civilian instructors are available to teach non policing skills such as information technology.

Police officers are rarely hired for their teaching abilities and as a result police trainers need to be trained to be effective educators. In order to attain these skills police trainers are required to attend “train the trainer” courses organized by the Training and Education Unit. These courses include topics such as “Effective Presentations” (four days in duration) and “Instructional Techniques” (10 days in duration).

In order to ensure that training is provided effectively it is important that officers who have teaching responsibilities have in fact attended each of these courses. We have identified a number of cases where officers who had instructed at the College had not attended either of these courses.

Recommendation:

- 30. The Chief of Police ensure that Toronto police officers who have been assigned instructional responsibilities have attended the required “train the trainer” courses or their equivalent.**

Could certain training courses be delivered more effectively by civilian instructors?

The majority of training courses are delivered by police officers. Certain courses particularly, in the area of information technology are delivered by civilian instructors. There are a number of

courses on topics such as Effective Presentations and Ethics and Diversity, which are currently being delivered by police officers. The delivery of such courses could be assigned to civilian instructors.

Recommendation:

- 31. The Chief of Police review all non police related training courses to determine if their delivery could be conducted more effectively by civilian instructors.**

The rotation of training staff at the C. O. Bick College should be considered.

A professional police service requires teaching instructors who are experienced, current and practical. Those teaching instructors must stand as examples of what the Police Service wants those learning to emulate. Procedures, or a lack of procedures that leave teaching instructors in teaching positions for long periods, may be contrary to this objective. Rotating the best police officers from day-to-day operational activities through to instructor positions brings fresh perspectives into the class room and ensures that officers with relatively recent operational experience are teaching at the College, provides the Service an opportunity to further enhance the communication and teaching skills of their best officers and gives management an opportunity to observe its best officers as they interact with other officers throughout the Service.

Recommendation

- 32. The Chief of Police consider restricting the length of time Toronto Police Officers are assigned as training instructors to the Training and Education Unit at the C. O. Bick College. Police instructors from the C. O. Bick College be reassigned to police divisions.**

**OTHER ISSUES IDENTIFIED DURING THE REVIEW –
SOME TRAINING RELATED, OTHERS NOT**

A Major Issue – Internal procedure requires that firearms should be returned to the Toronto Police Service when an officer is absent from the Service in excess of 20 days. The Service, in certain cases, is not in compliance with this procedure.

The Toronto Police Service procedure on Use of Force and Equipment Service Firearms requires the return to the Service of firearms when an officer is away for an extended leave of absence (over twenty working days). Our review found several instances where this procedure is not being complied with.

Recommendation:

33. The Chief of Police ensure that the Toronto Police Service is in compliance with its Use of Force and Equipment Service Firearms Procedure which requires that when a police officer is absent from duty for an extended leave of absence (over 20 working days) or a serious illness or injury, the firearm along with the related equipment shall be retrieved under the direction of the Unit Commander and delivered to the Armament Office for safekeeping.

A Major Issue – Annual safety inspections of the firing ranges are not being conducted in accordance with Toronto Police Service procedure.

The Toronto Police Service operates a number of firing ranges across the City. The ranges are located at the C. O. Bick College, the Emergency Task Force Unit and at four other police divisions. The Service Firearms procedure requires that the Services' Armament Officer "shall conduct annual safety inspections of the firing ranges."

We have been advised that the ranges are informally inspected daily by firing range personnel under the authority of the Armament Officer. When deficiencies are found, requests for repairs are made immediately. We were not able to verify the frequency of the inspection of the ranges as inspection reports are not prepared.

We have also been advised that the Armament Office does not have adequate staff resources to conduct annual inspections of firing ranges at all locations, even though the number of locations is minimal.

Recommendation:

34. The Chief of Police ensure that the procedure requiring an annual inspection of firing ranges is complied with.

A Major Issue – The Toronto Police Service is not in compliance with its policy in relation to the receipt of donations towards the cost of conferences and seminars.

The Police Service’s policy entitled “Donations” states that “Acceptance of donations valued at \$1,500 or less requires approval of the Unit Commander. Acceptance of donations valued at more than \$1,500 requires the approval of the Police Services Board.” The policy also outlines the reporting and accounting requirements for donations.

Donations Received for Internationally Organized Conferences and Seminars

Our review of the Police Service’s various revenue accounts was not a part of this particular audit. However, during our review of conference related revenues for three conferences in 2005, we identified a number of cases where donations were received as contributions towards the operating expenses of these conferences. While in aggregate these donations were not significant, the receipt of the donations was not approved in accordance with policy. In one case, a donation of \$2,500 did not receive the approval of the Board. In other cases, approval was not received from the Unit Commander.

Donations Received/Solicited on Account of the FBI National Academy Associates Conference

In 2006, the Toronto Police Service, on behalf of the FBI National Academy Associates hosted its Annual Training Conference. The location of this particular conference is rotated annually throughout major Cities in North America. As the host City for the conference the Toronto Police Service was responsible for organizing the conference. One of the requirements in organizing this conference was the need to solicit donations/sponsorships towards the conference and this solicitation was the responsibility of the Toronto Police Service. We have been advised that much of the success of previous conferences has been due to the amount of sponsorship revenue raised by the organizing city.

In a report to the Board on October 14, 2005 entitled “42nd Annual FBI National Academy Associates Training Conference – July 15-19, 2006” the Board was advised that *“the budget for the conference is set at about \$1.3million. While a considerable portion of the conference expenses are covered through delegate registrations and support from the FBI National Academy Associates National office, additional financial support is derived through private and public sector sponsorships. Toronto Police Service Directive 18-08 requires that the Board be notified of corporate donations that exceed \$1,500. Our conference planning team is currently negotiating with a number of Corporations who have expressed interest in sponsoring the conference in a number of ways. At the conclusion of the conference, and after all expenses and funding activities have been reconciled, the Board will be provided with a financial summary which will meet the requirements of Service Directive 18-08”.*

It is our understanding that significant donations were solicited and received from a wide range of Corporate sources. The financial summary relating to this particular conference is not available at the moment so we are not aware of the actual extent of the donations received. Nevertheless, the reporting of such donations to the Board after their receipt in our view is not in compliance with directive 18-08, which requires that “acceptance of donations valued at more than one thousand five hundred dollars requires the approval of the Police Services Board.” While the solicitation of donations was for the benefit of the FBI National Academy Conference, donations were in fact being solicited by police officers in their capacity as Toronto Police Service members.

Further, there is a requirement, as provided for in the Donation Policy, that a central registry of all donations, including those that have been declined, be maintained in the office of the Executive Officer of the Chief's staff. It is further required that the information maintained in this registry be reported to the Board semi-annually. This policy is not being complied with.

Recommendations:

- 35. The Chief of Police direct that any sponsorships or donations received for conferences or for any other specific purpose are properly approved, in accordance with Policy 18-08, by the Unit Commander or by the Toronto Police Services Board as required. The Chief of Police further ensure that all other provisions of the Policy are complied with.**
- 36. The Chief of Police ensure that, in accordance with policy, a central registry of all donations is maintained by the Chief's Executive Office and details of all donations received or declined is reported to the Toronto Police Services Board semi-annually. Unit Commanders of all Divisions be advised of this requirement and a protocol be set up for the regular reporting of all such information to the Executive Office.**

A Major Issue – The Training and Education Unit and other units responsible for the delivery of training have not developed performance standards.

Performance standards for police training have not been developed by the Service. The tools to determine, monitor and report on performance standards are available through the Services' Time Resource Management Information System which became operational in 2003. The system is designed to provide performance management information by tracking specific time spent on the planning and delivery of training, as well as attendance time at training activities, which are variously categorized as mandatory, discretionary, internal or external. Management however, has not used the information to measure or monitor performance relating to training.

The recording and tracking of training time and the associated costs within the Time Resource Management Information System is of minimal value if it is not used by management as a tool to monitor and evaluate the amount of time spent on different facets of the training program.

Recommendation:

- 37. The Chief of Police ensure that performance standards are developed for all training activities throughout the Toronto Police Service. Such standards to apply to the Training and Education Unit, other training conducted by specialty units and training conducted at the divisional level.**

A Minor Issue – Reimbursement of tuition fees to police officers is sometimes made for courses which have little or no relevance to police operations.

University or college courses attended by police officers are approved by unit commanders. The Toronto Police Service reimburses members for 50 per cent of the cost of tuition for designated university or college courses. During 2005, an amount of approximately \$77,000 was reimbursed to police officers. While the amounts in question were not significant, on a number of occasions tuition fee reimbursements were made for university or college courses which had little or no relevance to police operations. The appropriateness of approving attendance and reimbursement of tuition fees for such courses requires evaluation.

Recommendation:

- 38. The Chief of Police review the policy relating to the reimbursement of tuition fees for Toronto police officers attending university or college courses and direct that any reimbursement of tuition fees to Toronto police officers be restricted to those university or college courses directly related to the policing responsibilities of the officer.**

A Minor Issue – Increasing the level of fees charged to external students attending courses provided by the Toronto Police Service should be considered.

The Training and Education Unit charges \$50 a day to officers or other organizations attending training courses at the Toronto Police Service who are not members at the Service. We were not able to locate the basis or justification for the charge of \$50. This fee does not appear to have any relevance to the costs of the training provided.

In certain circumstances, the fee of \$50 may be waived by senior staff. Our calculations of projected revenue based on attendance of non Toronto Police Service participants were in the range of \$22,000. A significant amount of attendance fees were waived as the revenue earned in 2005 was only in the range of \$5,000. We were unable to locate any written approval for the waiving of these fees.

Recommendation:

- 39. The Chief of Police review the level of tuition fees charged to police officers from other police services or from other organizations attending courses organized by the Toronto Police Service with a view to charging amounts which are more in line with actual training costs. In addition, any tuition fees waived for police officers attending from other police services or organizations be appropriately authorized in writing.**

CONCLUSION

This review of Police Training is intended to bring a fresh independent perspective on the current training activities in place at the Toronto Police Service and to make practical, constructive and cost effective recommendations. In conducting this review, significant research has been conducted on a wide range of publications and information relating to police training. While this research has provided us with significant background information, this review is not a comprehensive analysis of all facets of police training at the Toronto Police Service. This review is limited to the scope outlined in the section of the report entitled “Audit Objectives, Scope and Methodology”. We have not, for instance, reviewed the content of various training courses taught at either C. O. Bick College or by the specialized Units, nor have we reviewed, in detail, the functionality of the management information system supporting the training program.

We have attempted to develop recommendations which are practical and can be implemented with minimal or no costs. Where there may be additional costs in certain areas such as the need to comply with training relating to the use of force legislation, we are of the view that there are likely cost savings elsewhere which compensate for this. The recommendations contained in this report are a first step towards improving the training process at the Police. The next step, as indicated in many of our recommendations is for the Chief of Police to evaluate the relevance and appropriateness of each one of the recommendations. Further, it is important that the implementation of the recommendations is given an appropriate level of attention, a process which has not always been the case with previous audit recommendations. We are of the view that the implementation of the recommendations will further improve the training process at the Toronto Police Service.

This review was conducted in a manner similar in some ways to the way best value reviews in the UK are conducted. As indicated earlier in this report, our review also focused on ensuring that the following question was answered:

“Is the right person learning the right content, to the right standard, at the right time, in the right way, at the right place, at the right cost?”

Our review identified instances where the answer to this question is simply “No”. In general terms it is fair to say that a “value for money culture” while existing in many other areas within the Toronto Police Service is not as evident in the training area. Having said that, the objectives in any audit process are to identify areas for improvement and in many cases such a process does not specifically address or comment on areas of excellence. The training program at the Toronto Police Service has areas where it excels, particularly in terms of police officer satisfaction with many of the training courses provided. The Police Service now needs to focus on more effectively managing the resources allocated to the training program. The implementation of the recommendations contained in this report will assist the Toronto Police Service in achieving this objective.

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APPENDIX 2

Estimated Annual Total Costs of Training for 2005 at the Toronto Police Service

	<u>Millions \$</u>
1. Costs relating to the Training and Education Unit at the C. O. Bick College	17.6
2. Costs of training sergeants within each police division (30 sergeants at approximately \$100,000 for salaries and benefits)	3.0
3. Costs to organize annual international conferences and seminars (this amount is an approximation and is based on the comments contained in the evaluation of the Homicide Squad international conference. Estimate the equivalent of one full time employee for each conference – 7 conferences at \$100, 000 each	0.7
4. Actual costs incurred in relation to police officers attending conferences	<u>1.4</u>
Sub Total	22.7
Assumptions:	
Salary costs of police officers attending training estimated to be 5% of a police officer's time.	
Total salary costs of service:	\$699 million
Total number of Service employees:	7,600
Total number of police officers:	5,300
Calculation as follows:	
\$699 million less Training and Education Unit budget of \$17.6 million = \$681.4 million	
\$681.4 m x 5% x $\frac{5,300}{7,600}$	<u>23.8</u>
Grand Total	<u>\$46.5</u>

Objectives and Methodologies for Evaluation of Training

Extracts from the Essex Police Authority (UK) – Best Value Review 2003

Level	Objective	Activities/Methodologies
One. Reaction	Measure participants' qualitative and quantitative reactions to the training provided at the point of delivery.	<ul style="list-style-type: none"> - Questionnaires/Reaction sheets - Structured debrief - Classroom Observation, use of 'day books', etc. - Discussion with participants
Two. Learning.	<p>Measuring learning outcomes.</p> <p>There must be some evidence of what the students reaction was (Level one), what their learning acquisition level was (Level 2), and what action if any was taken. There should be a clear audit trail that shows how the quality loop has been closed.</p>	<ul style="list-style-type: none"> - Pre and post course knowledge checks - Examinations - Questionnaires - Structured Debrief
Three. Transference of learning to the workplace	Measuring the transference of learning into the workplace against pre-evaluation objectives.	<ul style="list-style-type: none"> - Personal interviews with participants/Line Managers. - May also include – - conduct a post-training appraisals/questionnaire at an appropriate time after training so that the participants have had an opportunity to put into practice what they have learned. - Appraisals/Performance Development Reviews - Observation in the workplace - Statistical analysis to compare before and after performance and to relate changes in the training
Four. Results	Measuring the impact of training on organization performance.	<ul style="list-style-type: none"> - Measure performance against desired results such as reduced costs, higher quality, increased effectiveness and lower rates of employee turnover and absenteeism