



STAFF REPORT INFORMATION ONLY

Police Training, Opportunities for Improvement - Toronto Police Service – Follow-Up Review

Date:	June 29, 2010
To:	Audit Committee, City of Toronto
From:	Alok Mukherjee, Chair, Toronto Police Services Board

SUMMARY

The purpose of this report is to provide the Audit Committee with the Toronto Police Service Police Training, Opportunities for Improvement – Follow-Up Review.

RECOMMENDATIONS

It is recommended that the Audit Committee receive this report.

Financial Impact

There are no financial implications with regard to the receipt of this report.

ISSUE BACKGROUND

At its meeting held on June 29, 2010, the Toronto Police Services Board was in receipt of a report, dated June 01, 2010, from Jeffrey Griffiths, Auditor General, City of Toronto, containing the Police Training, Opportunities for Improvement – Toronto Police Service – Follow-Up Review Report.

COMMENTS

The Board received the Auditor General’s report and agreed to forward a copy to the City of Toronto – Audit Committee for information.

A copy of Board Minute No. P169/10, in the form attached as Appendix “A” to this report, regarding this matter is provided for information.

CONTACT

Alok Mukherjee
Toronto Police Services Board
Telephone No. 406-808-8080
Fax No. 416-808-8082

SIGNATURE

Alok Mukherjee
Chair, Toronto Police Services Board

ATTACHMENT

Appendix A – Board Minute No. P16910

A: police training, opportunities for improvement_tps_follow-up review.doc

**THIS IS AN EXTRACT FROM THE MINUTES OF THE PUBLIC MEETING OF THE
TORONTO POLICE SERVICES BOARD HELD ON JUNE 29, 2010**

**#P169. POLICE TRAINING, OPPORTUNITIES FOR IMPROVEMENT
TORONTO POLICE SERVICE – FOLLOW-UP REVIEW**

The Board was in receipt of the following report June 01, 2010 from Jeffrey Griffiths, Auditor General, City of Toronto:

Subject: Police Training, Opportunities for Improvement – Toronto Police Service –
Follow-Up Review

SUMMARY

This report provides the results of our follow-up process regarding the status of audit recommendations made by the Auditor General to the Toronto Police Services Board in the report entitled “The Review of Police Training – Opportunities for Improvement” dated October 26, 2006. This review represents an independent evaluation by the Auditor General on the status of the recommendations contained in the report.

We concluded that 31 of the 39 recommendations from the original review have been fully addressed and implemented. Work is in progress to address the remaining eight recommendations.

RECOMMENDATIONS

The Auditor General recommends that:

1. The Toronto Police Services Board receive for information the attached report by the Auditor General as the follow-up audit to the original report entitled “The Review of Police Training – Opportunities for Improvement” issued at the January 2007 Board meeting.
2. The Toronto Police Services Board forward this report to the Audit Committee for information.

FINANCIAL IMPACT

The recommendations in this report have no financial impact.

DECISION HISTORY

The Auditor General issued a report entitled “The Review of Police Training – Opportunities for Improvement” at the January 2007 meeting of the Toronto Police Services Board. The report

contained 39 recommendations. The Toronto Police Services Board adopted all 39 recommendations and requested the Auditor General conduct a follow-up audit when appropriate.

This report responds to the request for a follow-up audit by the Toronto Police Services Board and represents an independent evaluation of the status of the implementation of each recommendation contained in the 2006 report. In determining the status of each recommendation discussions and meetings were held with certain police officers and a significant amount of supporting documentation was reviewed and evaluated.

The Chief of Police in a report to the Board in November 2009 indicated that “all 39 recommendations have been implemented”. Generally, we concur with the Chief’s conclusion, although in certain circumstances, we have indicated that the implementation of certain recommendations is a work in progress.

COMMENTS

Our follow-up confirmed that the Service has addressed 31 of the 39 recommendations and work is in progress towards the implementation of the remaining eight recommendations.

The Board received the foregoing report and agreed to forward a copy to the City of Toronto – Audit Committee for information

APPENDIX 1

Police Training, Opportunities for Improvement Toronto Police Service Follow-up Review

March 31, 2010



Auditor General's Office

Jeffrey Griffiths, C.A., C.F.E.
Auditor General
City of Toronto

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EXECUTIVE SUMMARY

*Report issued in
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The Auditor General issued a report entitled “The Review of Police Training – Opportunities for Improvement” at the January 2007 meeting of the Toronto Police Services Board. The report contained 39 recommendations. The Toronto Police Services Board adopted all 39 recommendations and requested the Auditor General perform a follow-up audit when appropriate.

This report responds to the request for a follow-up audit by the Toronto Police Services Board and represents an independent evaluation of the status of the implementation of each recommendation contained in the 2006 report. In determining the status of each recommendation numerous discussions and meetings were held with certain police officers and a significant amount of supporting documentation was reviewed and evaluated.

*Thirty one
recommendations
implemented and
eight
recommendations
a work in progress*

The Chief of Police in a report to the Board in November 2009 indicated that “all 39 recommendations have been implemented”. Generally, we concur with the Chief’s conclusion, although in certain circumstances, we have indicated that the implementation of 8 recommendations are a work in progress. In these cases, the recommendations have been addressed and work is underway towards full implementation.

Finally, in one particular case (recommendation 11), even though the recommendation has been implemented we identified a number of circumstances where directives of the Chief of Police were not complied with. This is an area where additional attention is required.

OBJECTIVE, SCOPE AND METHODOLOGY

Objectives of the Follow-Up Audit

This follow-up audit was conducted in order to review the progress made by the Toronto Police Service in implementing the recommendations made in the 2006 report entitled “Review of Police Training, Opportunities for Improvement Toronto Police Service”. The objective for this follow-up audit was to assess the status of implementation for each of the 39 recommendations.

Audit methodology

Our audit methodology included:

- a review of reports submitted by the Chief of Police to the Toronto Police Services Board entitled “Update on the Implementation of the City Auditor’s Recommendations – Training Audit” on:
 - March 30, 2009
 - November 19, 2009
- review of police service policies, procedures and guidelines
- review of police service reports, documents and personnel records
- discussions with staff at the Toronto Police College
- discussions with other Police Service staff

Independence of the Audit Process

This review represents an independent analysis and evaluation by audit staff who were involved in the original 2006 report. The conclusions in this report are based on a review, evaluation and analysis of information provided by the Police Service.

Compliance with generally accepted government auditing standards

We conducted this audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence that provides a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

IMPLEMENTATION STATUS OF 2006 AUDIT RECOMMENDATIONS

STRUCTURE OF REPORT

*Recommendation,
assessment and
commentary*

The structure of this report is as follows:

- Each individual recommendation from our 2006 report is restated at the outset
- Immediately following the recommendation is our conclusion in relation to the status of each recommendation
- After each audit conclusion a commentary is provided in support of our final assessment.

OUR FINDINGS AND CONCLUSIONS

THE ORGANIZATIONAL STRUCTURE OF THE TRAINING PROGRAM

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

*Management
structure
reviewed and
determined to be
appropriate*

The Chief of Police has reviewed the management structure of the training program at the Police Service. The training program is the responsibility of one of the Deputies who through the Superintendent in charge of staff planning has assigned the management of training and education throughout the service to a Superintendent. The Superintendent is responsible for the operation of the Toronto Police College. The Chief of Police has determined that this management structure is appropriate.

Administration of training is the responsibility of the Toronto Police College

Although the specialized policing units organize and conduct certain aspects of their own training, the administration and control of all training is retained by the Toronto Police College through the approval of each course training standard. The Toronto Police College is also responsible for ensuring training courses accredited by the province comply with required standards.

BUILDING RELATIONSHIPS – CHANGING WITH THE TIMES

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

Relationships formed with other police training agencies

Since our original report, formal relationships have been formed at a provincial, national and international level by the Service. As a result of these relationships the Service has reviewed best practices in other jurisdictions both nationally and internationally. Finally, an agreement allowing Toronto Police Service members access to e-learning modules was developed in consultation with the Canadian Police Knowledge Network.

THE COST OF TRAINING

2006 Audit 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.

2010 Audit Status: Work In Progress

Costs of police training difficult to determine in 2006

In 2006, we reviewed a number of internal Police Service reports, as well as various reports submitted to the Police Services Board relating to police training. These reports generally referred to the management of the training process, made reference to the effectiveness of training, the content of the training program and the delivery of training. However, we were unable to locate any report which summarized the total costs of police training.

Training at the Service was estimated at \$46.5 million

At the time of our original report, we estimated the annual costs of training at the Toronto Police Service to be in the range of \$46.5 million, excluding the specialized units who conduct their own training activities. At that time, it was not possible to assess whether the Police Service was receiving value for money on its investment in training, nor was it possible to benchmark training costs against other police services.

The Chief's response to the recommendation focuses on the difficulties in connection with comparative benchmarking with other jurisdictions rather than the determination of and accounting for total training costs which is the major basis for the recommendation.

Implementation of this recommendation is ongoing

At the moment costs continue to be accounted for throughout the service in a range of different accounts. Consequently, while it may be possible to collect and quantify these amounts, there is no one place within the Service to determine the total cost of training.

The Chief of Police indicated in 2009 that the "implementation of this recommendation commenced in January 2007 and is ongoing".

NON-COMPLIANCE WITH THE POLICE SERVICES ACT

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

Non-compliance in 2006

Our 2006 review found instances where the Toronto Police Service was not in compliance with the Police Services Act in relation to use of force training requirements. Officers, contrary to the legislated requirements, were 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.

Full compliance in 2010

Use of force training is now being conducted every 12 months in compliance with legislation.

NON-COMPLIANCE WITH INTERNAL PROCEDURES

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

Number of areas of non-compliance in 2006

In 2006, we identified a number of areas where the Toronto Police Service was not in compliance with its own internal policies and procedures in relation to training. While the focus of our review centred on police officer training, we also identified a number of cases where the Police Service was not in compliance with procedures which were not directly training related.

The Chief of Police has subsequently directed all Service members “to be familiar with and conduct themselves in accordance with all Service Governance”. The Service uses several ways to communicate, reinforce and direct members to comply with policies and procedures as well as directives approved and issued by the Toronto Police Services Board. Communications include Routine Orders issued by Chief as well as bulletins posted on the Service Intranet.

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

The Chief of Police has directed the independent Quality Assurance Group as well as a Risk Management Unit to conduct audits and report any incident where there is non-compliance with policies and procedures. Any such instances of non-compliance are dealt with through the appropriate chain of command.

THE TRAINING OF NEW POLICE OFFICERS

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

In 2006, unqualified police officers were used as coach officers

During our 2006 review, certain procedures in connection with the training and appointment of coach officers were not being followed. Specifically, officers who were not qualified, both in terms of rank and required training, were being inappropriately assigned as coach officers.

Various reports issued by the Chief of Police provided direction to Unit Commanders relating to a revised Coach Officer policy and the requirement for compliance with policies and procedures. Only first class constables are assigned as Coach Officers.

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

The Toronto Police College has developed a specific policy which directs administrative staff to verify that each member registered for a course meets the required prerequisite.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

The planning for coach officers is now structured

The Toronto Police College plans the number of Coach Officer courses based on the results of an annual demand Service wide survey as well as an analysis of the expected number of new recruits.

Police divisions determine how many officers require coach officer training based on a review of the number of qualified Coach Officers in each division, the expected transfer of officers to new positions and the anticipated number of new police officer recruits.

Further, in order to ensure that there are an adequate number of coach officers, procedures have been amended so that second class constables “may attend the Coach Officers course in anticipation of their reclassification to first class constables and their preparation for future coaching assignments”. Second class constables however, are not permitted to act as coach officers until they reach the rank of first class constables.

2006 Audit 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.

2010 Audit Status: Addressed and Implemented

In 2006, the length of classroom training provided to new recruits was above the average of other major municipal police services in Ontario. On the other hand, the length of field coaching time provided to Toronto Police Service recruits was one of the shortest.

Coach officer program reviewed

The Service has completed a review of the coach officer program. A specific policy for Probationary Constables was developed and outlines two parts of a development program for these officers. The first part is a proposed Field Training Program prescribed by the Police Training College followed by a period of close and supportive mentoring, supervision and evaluation by the local police division.

2006 Audit 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.

2010 Audit Status: Addressed and Implemented but instances of non-compliance with Service procedure identified

In 2006, instances were identified where new police officers were not being evaluated in accordance with Toronto Police Service procedures and, as such, it was not possible to determine if these officers had gained the appropriate level of experience prior to independently assuming responsibility for the duties of a police constable.

Coach Officer procedure updated

Service Procedure 14-03 (Coach Officers) was amended to direct supervisors to ensure that the Field Training Activity Evaluation Reports are completed during the coaching period and Unit Commanders are likewise directed to ensure that accurate records are maintained.

Certain Police Divisions could not provide Field Training Activity Evaluations

We contacted five police divisions to review completed Field Training Activity Evaluation forms. Of the five divisions only one division was able to provide the appropriate evaluation for the officer that we had requested for our review.

Even though procedures in regard to the preparation of Field Training Activity Evaluation Reports have changed, based on our review, there is a general non-compliance with the procedures.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

In the 2006 review, we identified instances where certain police officers were assigned to the position of coach or received coach officer training even though public complaints against them were substantiated.

Procedures have been changed

A proposed new policy identifies minimum requirements and qualifications for Coach Officers. Certain criteria explicitly addresses the officer's history regarding any instances of misconduct. For example, if an officer was found guilty of misconduct under the Police Services Act, within the last two years, then they would be ineligible to be a coach officer.

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

2006 Audit 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.

2010 Audit Status: Addressed and Implemented

Specialized Policing Function project undertaken

Under the direction of the Staff Superintendent of Staff Planning and Community Mobilization, the police have undertaken a Specialized Policing Functions project to identify specialized police functions. A significant amount of specialized policing functions were identified along with the mandatory qualifications required for the placement of a member into each of these specialized positions.

Included in this review is a determination of officers requiring training for each of these specialized positions.

2006 Audit 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.

2010 Audit Status: Work in Progress

Need to improve use of management information systems

In 2006, the police were not using the Human Resource Management Information System to effectively manage officers training. In order to meet individual management information demands, a number of organizational units had developed their own stand alone management information systems.

As part of the Specialized Policing Functions Project the information for each specialized police function will be entered into the Human Resources Information System. Job profiles will then be set up in the Human Resources Information System and competencies and training tracked. This is a first step in the more widespread use of the Human Resources Information Centre.

Once this is done training will be provided.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

The Police Service have been able to accommodate a significantly greater number of officers in the high priority General Investigators course as a result of introducing alternative forms of training for lower priority training courses.

2006 Audit Recommendation 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.

2010 Audit Status: Addressed and Implemented

In 2006, Police officer attendance at certain mandatory training courses was regularly below the maximum capacity allowed by the training facility. The average attendance at mandatory training was 69 per cent of the total capacity even though the Service was not in compliance with certain training regulations.

Training capacity significantly improved

In 2008, attendance at mandatory training for frontline officers to re-qualify for use of force was approximately 79 per cent. We were advised that 10 per cent of the vacant training spaces are attributable to officers that are registered for the training and then are a “no show” on the day of the training, generally because of operational requirements.

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

Course evaluated **The Advanced Patrol Training course was evaluated and restructured and re-named as Crisis Resolution Officer Safety in 2007. Originally, the course was three days long and in 2008 it was reduced to 2 days of classroom time plus five to six hours of e-learning.**

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

In 2006, police officers were allowed to attend certain training courses even though they did not have the required prerequisite qualifications.

Prerequisite qualifications for training courses reviewed and internal process ensures compliance

In the final report on the status of implementation of the audit recommendations the Chief of Police reported that the Service had undertaken a review of all prerequisite qualifications for training courses including re-examination of prerequisite courses, equivalency standards, experience, and acceptance of other courses.

All prerequisite standards for courses are communicated in the Training Calendar. The Calendar is available on-line. An internal process is in place at the Toronto Police College, through a Unit Specific Policy, to screen for compliance.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

In 2006, certain police officers were attending training courses which had no direct relevance to their job responsibilities. There were instances where officers attended training without knowing if or exactly when the training would be relevant to their responsibilities.

As indicated previously, a recent project at the police has identified specialized police functions and the required specific training, education or development for these positions. The specialized police functions will be entered into the human resources management information system and will allow for the determination of the appropriate time frame for officers to attend specific and relevant training.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

In 2006, we reviewed certain training courses offered by both Toronto Police Service and the Ontario Police College. At the time we questioned the length of the scenes of crime officer course offered by the Toronto Police Service because the duration of the equivalent course offered by the Ontario Police College was much less.

Duration of courses validated by Chief

The duration of each course at the Service was validated by the Chief particularly in the context of the unique needs of policing in a City as complex and diverse as the City of Toronto.

THE EVALUATION OF THE EFFECTIVENESS OF TRAINING

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

Course evaluations comments are electronically processed, summarized and annually considered by each training section when revising courses. All summaries are reviewed by senior staff.

2006 Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

In developing an evaluation for the effectiveness of the Police training program the Toronto Police Service consulted a number of other police training agencies to ensure the methodology adopted by the Service was appropriate.

ANNUAL INTERNATIONAL CONFERENCES AND SEMINARS

2006 Audit 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.

2010 Audit Conclusion: Work in Progress

At the time of our original review, the Toronto Police Service organized a total of seven international conferences and seminars. The full costs to organize these events were not known as the officers' salary costs in planning such events was not accounted for.

The Toronto Police Service has developed a Service Seminar Kit which allows for the budgeting and recording of anticipated revenues and expenditures. However, the seminar kit does not account for the salary costs of the officers who plan and organize these events. The Chief has indicated that the issue is still a work in progress.

2006 Audit 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."

2010 Audit Conclusion: Work in Progress

2006 Audit 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.

2010 Audit Conclusion: Work In Progress

Cost-benefit analysis not completed for all conferences

In the final status report to the Board the Chief reported that thorough evaluations of conferences are being conducted with the assistance of members assigned to the Toronto Police College. We requested the evaluations which analyzed the benefits, the content and structure as well as the costs for three different conferences organized by the Toronto Police Service. We were provided with a complete evaluation, including costs, for only one conference. We have been advised that this process is ongoing.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

Non-compliance in 2006 with procurement of goods and services

Our review in 2006 found that certain policies related to the procurement of goods and services were not complied with by officers responsible for the organizing certain conferences and seminars. For example, in one particular case, the venue for a conference was not selected based on a competitive process.

The Service maintains policies and procedures related to the procurement of goods and services. All police staff are required to comply with all policies and procedures. Although there is no explicit reference to conference planning in these policies and procedures, they apply when organizing conferences.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

Decentralized conference budgets in 2006

In 2006, conference and seminar budgets were decentralized by individual units throughout the police service. Attendance at these events was independently 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.

Budget are coordinated through the Command

The police reported that there is one central budget where the expenditures for conferences are approved through the command. One budget that all five command areas coordinate and must agree on how it is spent.

2006 Audit 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.

2010 Audit Status: Work In Progress

No written reports by members attending external conferences

The Toronto Police Service procedure on conference, seminar or course attendance requires all service members attending external courses, seminars or conferences to submit a written report within 14 days through their unit commander to the unit commander of the Training and Education Unit. At the time of our 2006 review, we were not able to locate any such written reports.

The Chief of Police has instructed members to conduct themselves in accordance with all directives. Due to the fact that the majority of all training is mandatory the Training and Education Unit is re-evaluating the merits of the current procedure.

ALTERNATE WAYS OF DELIVERING TRAINING

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

Explore more cost effective ways to train officers

In 2006, the majority of training was conducted in a classroom setting. Officers generally attend training during normal working hours and in certain cases may leave resource shortages that are generally filled by replacement officers earning overtime rates. As an alternative to classroom training, “web based training” or 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 in 2006. We suggested that the police explore alternative and more cost effective ways of delivering training.

To simplify the delivery of e-learning courses the Toronto Police College has formed an agreement with the Canadian Police Knowledge Network and is making use of their Learning Management System including the introduction of e-learning.

INSTRUCTORS AT THE POLICE COLLEGE

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

To ensure instructors are qualified, certain “train the trainer” courses were identified as prerequisites for instructors. In 2006, we identified a number of cases where officers who were instructors at the College did not attend the prerequisite course.

We were advised that while some instructors may not have had the prerequisite because they have other credentials which are equivalent to the prerequisite.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

Certain courses now delivered by civilians

Information contained in the 2009 Training Calendar indicates that certain of the Leadership and Business Systems training is taught by civilian staff.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

New instructor policy introduced

The Service has introduced a new instructor policy which requires a minimum tenure at the College of three years and maximum of four years including one year for training. This Policy also allows for extensions up to 6 years maximum for exceptional circumstances.

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

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

In 2006, an internal police procedure required that firearms should be returned to the Toronto Police Service when an officer is absent from the Service for more than 20 days. The Service was not in compliance with this procedure.

A revised Service Procedure was introduced to allow for 90 days before a member's firearm along with related equipment is returned to the Service.

We reviewed an activity report identifying specific weapons returned to the Service for 2009. All activity was in compliance with the new policy.

2006 Audit Recommendation 34

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

2010 Audit Status: Work In Progress

In 2006, a requirement to conduct annual safety inspections of the firing ranges was not complied with.

Inspection reports not available

In 2010, the police could not provide inspection reports for the firing ranges. We were advised by staff that the inspections may have been conducted but not documented. We have advised staff that all future inspections should be documented.

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

2006 Audit Recommendation 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.

2010 Audit Conclusion: Addressed and Implemented

In 2006, the Police Service's policy entitled "Donations" stated 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 outlined the reporting and accounting requirements for donations.

Reviewed policy, reports and registry of all donations

We reviewed the current Service policy on donations, reports submitted to the Toronto Police Services Board regarding donations and the registry of all donations received or declined. Based on this review both of these recommendations have been fully implemented.

2006 Audit 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.

2010 Audit Status: Addressed and Implemented

The Service is currently using the Time Resource Management Information System as a Performance Management tool.

2006 Audit 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.

2010 Audit Conclusion: Addressed and Implemented

In 2006, we noted certain instances where reimbursement of tuition fees to police officers was sometimes made for courses which had little or no relevance to police operations.

New policy to reimburse tuition fees when there is a direct benefit to policing

The Chief of Police has since developed a new Procedure 14-36 entitled "Participation in a Learning Opportunity." In accordance with this procedure it has been the practice of the Toronto Police Service to only reimburse tuition fees for courses that are of direct benefit to the Toronto Police Service.

2006 Audit 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.

2010 Audit Status: Work In Progress
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Cost recovery fees when training is provided

In 2006, the Training and Education Unit charged \$50 a day to individuals attending training courses at the Toronto Police Service who were not members of the Service. This fee did not have any relevance to the costs of training.

In the final status report the police reported that the practice of charging tuition fees to external parties has been deferred because it is currently under discussion with Toronto City Legal.

CONCLUSION

Our initial review in 2006 focussed on ensuring that the following question was answered: “is the right person learning that right content, to the right standard, at the right time, in the right way, at the right place, at the right cost?”

The original review in 2006 clearly indicated that in certain cases the answer to this question was “No”.

The Service has evaluated each one of the original recommendations and has addressed, or is in the process of addressing, each of the recommendations. The end result is a training program which has significantly improved since 2006.
