



# AUDITOR GENERAL'S REPORT ACTION REQUIRED

## Improving the Administration of City Training Programs

<b>Date:</b>	May 1, 2015
<b>To:</b>	Audit Committee
<b>From:</b>	Auditor General
<b>Wards:</b>	All
<b>Reference Number:</b>	

### SUMMARY

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The Auditor General's 2014 Audit Work Plan included an audit of City-wide training activities and operational controls. The Human Resources Division provides corporate training initiatives and related support to City Divisions and employees. The purpose of the audit was to determine if training services delivered by the Human Resources Division are effective and efficient.

As the City has been involved in the development and implementation of an Enterprise Learning Management System we also reviewed controls over the planning, development and implementation of the first phase of this information technology project.

This report focuses on the administration of Corporate training services provided by the City Human Resources Division. A separate report addresses controls over the planning, development and implementation of the Enterprise Learning Management System and will be tabled at the June 2015 Audit Committee.

The City of Toronto's workforce is a key resource for the City. The labour costs for a workforce of over 34,500 employees accounts for almost half of the City's operating budget. A properly trained workforce has been shown to be more productive.

Addressing the recommendations in this audit report will strengthen the controls to ensure the City's investment in Corporate training initiatives is being effectively and efficiently used to improve on the knowledge and skills of the City's workforce. The actions taken by management will align certain divisional training requirements with the Corporate training plan. This will support the achievement of City Council's strategic directions for the workforce as outlined in the Talent Blueprint.

This report contains ten recommendations along with management's response to each recommendation.

## **RECOMMENDATIONS**

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1. City Council request the City Manager to ensure that Divisional Service plans include training plans which address compliance requirements, Corporate priorities and Talent Blueprint objectives. Divisions will share their plans with Human Resources Division to develop an overall Corporate Training Plan.
2. City Council request the City Manager to develop performance measures to evaluate progress in achieving Talent Blueprint goals and objectives and provide annual reports to City Council.
3. City Council request the City Manager to update City training costs and cost per employee to reflect actual City costs.
4. City Council request the Executive Director, Human Resources in consultation with City Divisions to review and update the Corporate core competency model.
5. City Council request the Executive Director, Human Resources in consultation with City Divisions to support the identification of employee learning and development needs and related actions.
6. City Council request the Executive Director, Human Resources in consultation with City Divisions to formalize a City-wide needs assessment process to identify gaps between actual and required core competencies for employees.
7. City Council request the Executive Director, Human Resources in consultation with City Divisions to formalize and implement an evaluation framework measuring training effectiveness.
8. City Council request the City Manager in consultation with City Divisions to evaluate courses with low attendance and if deemed necessary and useful, consider alternative methods of delivery.
9. City Council request the City Manager to establish a Corporate reporting protocol clearly outlining roles and responsibilities for systematic reporting on City training activities, achievements and costs.
10. City Council request the City Manager to ensure compliance with legislated training requirements of the Occupational Health and Safety Act and the Accessibility for Ontarians with Disabilities Act by September 2015 and such compliance be reported to City Council.

## Financial Impact

The implementation of recommendations in this report will strengthen controls and ensure the City's investment in Corporate training initiatives is being effectively and efficiently used. The extent of any resources required or potential cost savings resulting from implementing the recommendations in this report is not determinable at this time.

## DECISION HISTORY

The Auditor General's 2014 Audit Work Plan included an audit of City training activities and controls. This audit was selected due to the significance of both the City's workforce size and the labour expenditures in the City's operating budget.

## ISSUE BACKGROUND

The 2003 *People Strategy* prioritized training and development. The 2008-2011 Toronto Public Service *People Plan* and the *Learning Strategy* was designed to respond to the challenges of a maturing workforce, skill shortages, a decreasing labour supply and a diverse and multi-generational workforce.

In 2014, City Council adopted the 2014-2018 *Talent Blueprint: Building a Great Toronto Public Service*. This is the corporate strategic workforce plan that identifies four key objectives for employee growth and development. An effective and efficient corporate training program is critical to achieving the objectives in the *Talent Blueprint*.

## COMMENTS

Although Human Resources was aware of many of the issues identified in this review, adequate measures were not in place to ensure Corporate training is delivered efficiently and effectively. The issues identified in our review include the following:

- Business plans and performance measures are needed to ensure City-wide and divisional training plans align with the Talent Blueprint
- City training costs are not tracked so comparative analysis and value for money cannot be evaluated
- Corporate Core competencies are 16 years old and should be updated
- City-wide training needs assessment should be formalized
- Methods to improve training efficiency and effectiveness should be reviewed
- Consistent reporting protocol is needed
- Non-compliance with legislatively mandated training

During the course of the audit, management was taking action to address many of these issues. The implementation of recommendations included in this report will improve Corporate training programs.

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## **SIGNATURE**

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Beverly Romeo-Beehler, Auditor General

## **ATTACHMENTS**

Appendix 1: Improving the Administration of City Training Programs

Appendix 2: Management's Response to the Auditor General's Report - Improving the Administration of City Training Programs

**AUDITOR GENERAL'S REPORT**

**Improving the Administration of City  
Training Programs**

**April 16, 2015**

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**Beverly Romeo-Beehler, CPA, CMA, B.B.A., JD**  
**Auditor General**



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## EXECUTIVE SUMMARY

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The Auditor General's 2014 Audit Work Plan included an audit of City training activities and controls. The Human Resources Division provides training and related support to City employees.

***Purpose and scope of the audit***

The purpose of the audit was to determine if training services delivered by the Human Resources Division are effective and efficient.

As the City has been involved in the development and implementation of an Enterprise Learning Management System we also reviewed controls over the planning, development and implementation of the first phase of this information technology project.

***Separate report on Enterprise Learning Management System***

This report focuses on the administration of Corporate training services provided by the City Human Resources Division. A separate report addresses controls over the planning, development and implementation of the Enterprise Learning Management System and will be tabled at the June 2015 Audit Committee.

***Background***

The City of Toronto's workforce is a key resource for the City. The labour costs for a workforce of over 34,500 employees accounts for almost half of the City's operating budget.

A properly trained workforce has been shown to be more productive.

***City Council direction***

City Council has endorsed training and development of the City workforce to maximize the performance of employees in the Toronto Public Service.

***Strategic  
Workforce Plans  
2003-2011***

The 2003 *People Strategy* prioritized training and development.

In February 2008, the Mayor's City of Toronto Independent Review Panel completed a report entitled *Blueprint for Fiscal Sustainability and Economic Prosperity - A Call to Action*. The Panel's recommendations included developing a strategy for "systematic and comprehensive training" to create a "flexible and adaptable workforce."

The 2008-2011 Toronto Public Service *People Plan* and the *Learning Strategy* was designed to respond to the challenges of a maturing workforce, skill shortages, a decreasing labour supply and a diverse and multi-generational workforce. One of the pillars of the Council approved *People Plan* was learning technology.

City Council adopted a report by the City Manager on "*Advancing Council's Strategic Plan – Strategic Actions for 2013-2018*," in October 2013. This report included 26 strategic actions. A key action under the Good Governance theme was "to develop and implement a workforce plan to ensure an engaged, diverse, high performing, adaptive and productive workforce to meet current and future City needs."

***2014-2018 Talent  
Blueprint***

City Council adopted the 2014-2018 *Talent Blueprint: Building a Great Toronto Public Service* in 2014. The *Talent Blueprint* is the corporate strategic workforce plan that identifies four key objectives for employee growth and development:

1. **Employee Engagement:** employees who are fully involved, proud and committed to their work.
2. **Diversity:** a public service that reflects the population we serve and promotes diversity, access, inclusion and respectful behavior.
3. **Workforce Capacity:** adaptable and high performing employees with the right skills in the right job at the right time to meet our current and future needs.
4. **Effective Leaders:** managers with the leadership skills and knowledge to build a high-performing organization that has high quality programs for effective delivery of City services.



***City Divisions,  
Agencies and  
Corporations  
provide their own  
training***

The Corporate Learning and Leadership Development (CLLD) Unit in the Human Resources (HR) Division is responsible for City-wide training. Divisions are responsible for technical training related to the division's core business.

The CLLD Unit does not provide training support to all City Agencies and Corporations. The Toronto Police Service and the Toronto Transit Commission, for example, employ 16,000 staff. Each of these organizations maintain their own human resources staff that dedicate resources to fulfill their own training requirements.

***Classroom and  
online training  
sessions***

In 2014 the City training calendar included over 200 different learning opportunities. A total of 836 in-class training sessions were provided City-wide. An additional 322 team based training sessions were provided directly to divisions. These sessions provided training for 6,340 City employees. In addition, 25,400 City employees received training from 18 online courses.

***Audit Results***

The "Audit Results at a Glance" table provides a summary of audit results. The table includes a brief description of what we expected to see in relation to Corporate training during the audit and what we actually observed.

Issues identified in this report are not new. Many have been raised in various reports in the past. Details of our audit observations are included in the Audit Results section of this report.

**AUDIT RESULTS AT A GLANCE  
CORPORATE TRAINING**

<b>WHAT WE EXPECTED TO FIND</b>	<i>Results</i>		
	<i>Yes</i>	<i>Work in Progress</i>	<i>No</i>
<b>A) Business Plans at All Levels in the City</b> <ul style="list-style-type: none"> <li>• Corporate Strategic Workforce Plan – Corporate Talent Blueprint</li> <li>• Training Plans for Each Division</li> <li>• Corporate Training Plan</li> <li>• Performance Measures to Evaluate Progress</li> </ul>	√	√	√ √
<b>B) Tracking of Annual Training Costs</b> <ul style="list-style-type: none"> <li>• Human Resources Division Training Costs</li> <li>• Costs for External Training (Tuition, Conferences and Seminars)</li> <li>• Costs for Divisional Training Activities</li> <li>• Training Facility Costs</li> </ul>	√ √	√	√
<b>C) Corporate Core Competencies</b> <ul style="list-style-type: none"> <li>• Corporate Core Competency Requirements</li> <li>• Employee Learning Plans</li> </ul>		√ √	
<b>D) Formalized Corporate Needs Assessment</b> <ul style="list-style-type: none"> <li>• Formalized Corporate Needs Assessment Process</li> <li>• Gap Analysis of Required Versus Actual Skills</li> </ul>		√	√
<b>E) Evaluation Framework for Training Activities</b> <ul style="list-style-type: none"> <li>• Corporate Training Evaluation Framework</li> <li>• Effectiveness of Training Activities Measured</li> <li>• Effectiveness Measures Utilized to Improve Training</li> <li>• Monitor Efficiency of Training Activities</li> </ul>	√	√	√ √
<b>F) Corporate Reporting Protocol for Training</b> <ul style="list-style-type: none"> <li>• Clear Divisional Roles and Responsibilities</li> <li>• Systematic Reporting on Training Activities, Achievements and Costs</li> </ul>			√ √
<b>G) Legislated Training</b> <ul style="list-style-type: none"> <li>• Compliance With Legislated Training Requirements</li> </ul>		√	

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## AUDIT OBJECTIVES, SCOPE AND METHODOLOGY

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***Auditor General's  
2014 Work Plan***

In accordance with the 2014 Annual Audit Plan, the Auditor General's Office initiated a review of Corporate training.

***Audit objective  
and scope***

The overall objective of this review was to assess the effectiveness of Corporate training and identify opportunities to achieve greater efficiencies in providing training to the City workforce.

The audit objectives were to review:

- compliance with selected legislative training requirements
- training practices of other municipal governments
- City processes to assess training needs and delivery methods
- evaluation methods used to assess training initiatives
- reporting methods and accountability for City training

The audit reviewed Corporate training programs and records for the period between January 2011 and March 2015.

***Audit  
Methodology***

Our audit methodology included the following:

- review of strategic planning and governance of City training initiatives
- review of relevant legislation, policies and procedures
- review of Corporate training programs provided by other municipalities including Ottawa, Peel Region, Mississauga and Hamilton
- review of training evaluation methods and reports
- interviews with City staff

***Compliance with generally accepted government auditing standards***

We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide 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.

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## **AUDIT RESULTS**

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### **A. Service Plans Needed to Ensure City-Wide and Divisional Training Plans Align With the Talent Blueprint**

#### **A.1 Align and Coordinate Corporate and Divisional Learning Strategies**

***Lack of coordination between divisional and Corporate training has been ongoing for years***

In October 2011, a procurement document signed by a Human Resources Director indicated that training was not coordinated across the Corporation. The document noted that:

*“Currently, learning in the City is characterized by significant variations in approach, funding, business processes, systems... Reporting and collaboration and coordination are significantly hampered by these dispersed approaches to learning management. The consequences of this approach includes duplicated efforts, fragmented goals and objectives, and sporadic and short-term initiatives.”*

***Alignment of learning strategies to City goals does not exist***

In 2011, HR hired a consultant to provide advice on enterprise-wide elearning and a learning management system. The consultant’s report indicated that:

- responsibility for employee training initiatives was not formalized. Clarity was needed regarding who owned divisional training initiatives, Human Resources or the Divisions
- direction requiring divisions to develop organizational learning strategies and ensure alignment with City goals did not exist

At the time of our review there was no Corporate-level plan with measurable goals reflecting how the City will achieve strategic goals identified in the Talent Blueprint. Nine of 48 City divisions have formal training plans. Coordination between Corporate and divisional training is an issue.

With the lack of divisional and Corporate plans, and the lack of coordination in training plans, we cannot confirm whether training needs are being met, whether course offerings are coordinated properly, and whether training provided aligns with the Corporate direction set forth in the *People Plan* and now the *Talent Blueprint*.

*An effective Corporate training plan is based on Divisional training requirements*

In order to establish an effective Corporate training plan each Division in the City needs a training plan. Divisional training plans will address technical training requirements which will be addressed by the Division.

In addition, Divisional training plans will address workforce training requirements, such as leadership or customer service which are corporately supported. The Corporate training plan will then be based on shared corporate training needs. In addition, the Corporate plan should include measurable targets related to achieving the strategic vision in the *Talent Blueprint*.

**Recommendation:**

- 1. City Council request the City Manager to ensure that Divisional Service plans include training plans which address compliance requirements, Corporate priorities and Talent Blueprint objectives. Divisions will share their plans with Human Resources Division to develop an overall Corporate Training Plan.**

**A.2 Establish Performance Measures to Evaluate Progress Toward Achieving Talent Blueprint Goals and Objectives**

*Measures needed to evaluate training*

Establishing performance measures to monitor progress provides management with a tool for adjusting course offerings based on results achieved. According to the Society for Human Resource Management (SHRM) the development and inclusion of performance measures to evaluate value of money for training costs is a best practice.

The 2009 Auditor General’s audit report “Information Technology Training” referred to the need for performance measures, as did a 2011 consultant employed by Human Resources.

The City should have a process to regularly assess City training needs and determine if training activities are fulfilling actual training gaps.

***Previous plan had performance measures and reporting protocols***

The previous workforce plan for 2008-2011 included performance measures and a reporting protocol. However, a report made in 2011 was the only performance report provided between 2008 and 2011. That report stated that “For the future, we will develop measures that will correlate service improvements and results with actions implemented under the plan.”

***“Progress indicator” provides limited value***

The 2013 report adopted by Council requesting an update to the workforce plan also stated that

*“ ...Leads would be assigned to ensure clear accountability....They will also be responsible for ensuring indicators are established and targets set for providing regular data collection and reporting.”*

Preliminary “progress indicators” were identified in 2013, however no further developments have been made to establish performance measures or a reporting protocol in relation to the City workforce plan.

***Talent Blueprint needs performance measures***

Our review of the Talent Blueprint noted the plan includes actions and expectations anticipated in 2014 and 2015. However, the plan lacks performance measures. Our benchmarking with other Ontario municipal human resource organizations indicates that performance measures are reported in order to support value for training costs.

**Recommendation:**

- 2. City Council request the City Manager to develop performance measures to evaluate progress in achieving Talent Blueprint goals and objectives and provide annual reports to City Council.**

## **B. City Training Costs Are Not Tracked so Comparative Analysis and Value for Money Cannot Be Completed**

*Total City training costs unknown*

The management of City training programs is a shared responsibility between the Human Resources Division and each division. Training costs are not tracked at a Corporate level.

*Canadian organizations invested \$705 per employee for training*

In 2012, the Conference Board of Canada reported that on average Canadian organizations invested approximately \$705 per employee on training. The data reported by the Conference Board of Canada is based on self-reported information from each organization. Using this average training cost per employee the City would be expected to spend approximately \$24 million on training across City divisions.

*City reported training costs of \$468 per employee in 2012*

In the Talent Blueprint management reported that the City was significantly lagging with a 2012 investment of \$468 in training costs per employee.

We contacted the Conference Board of Canada to identify the nature of costs included in the “training expenditure per employee” reported. We then reviewed City costs included in developing the cost per employee reported in 2012.

*2012 training cost per employee did not include all training costs*

City training costs and the cost per employee are not tracked at a Corporate level. The reported cost per employee was incomplete as all City-wide training costs were not included. The \$468 cost per employee reported in 2012 did not include facility costs and divisional training costs.

*Divisional training costs not known*

For example, the Fire Services Training Program spent \$6.5 million in training, in 2014. This type of information for each of the 48 divisions was not readily available and was not included by Human Resources in determining how much was spent on employee training.

*Value for money cannot be determined*

Value for money cannot be determined as total costs are not tracked against outcomes.

### **Recommendation:**

- 3. City Council request the City Manager to update City training costs and cost per employee to reflect actual City costs.**

## **C. Corporate Core Competencies Are 16 Years Old and Should Be Updated**

The Society of Human Resource Management (SHRM) recommends the use of core competencies and the development of learning plans as tools to narrow the gap between expected and actual staff performance.

### ***Core competencies focus employee development***

Core competencies define the combination of knowledge and abilities essential for City positions. Well defined core competencies provide clear expectations for employees to strive toward and assist management in guiding the workforce in achieving measureable performance goals and objectives.

Each position in the Toronto Public Service requires a certain level of general knowledge, discipline and skill. Core competencies have been defined for several general classes of City positions from director to front line worker.

Core competencies for Corporate positions include customer service, fiscal accountability, innovation, teamwork and results orientation. Each division identifies additional competencies or skills related to operational requirements.

### ***City core competencies were defined 16 years ago***

The City of Toronto's Corporate core competencies have not been updated since established in 1999. Core competencies need to evolve as organizations change and new skills are needed.

Given the changes in technology and organizational structure over the past 16 years, core competencies should be updated.

### ***Divisional success story***

An example where defining core competencies and the use of learning plans supported employee development relates to a 2009 Auditor General report entitled "Review of Information Technology Training." In implementing the recommendations from the audit, the Information Technology Division reported that 75 per cent of their workforce were able to develop individual learning plans based on required core competencies. Of those staff with learning plans 66 per cent stated that learning plans supported their respective job needs and 71 per cent experienced success in developing a career path.



**Recommendations:**

- 4. City Council request the Executive Director, Human Resources in consultation with City Divisions to review and update the Corporate core competency model.**
- 5. City Council request the Executive Director, Human Resources in consultation with City Divisions to support the identification of employee learning and development needs and related actions.**

**D. A City-Wide Training Needs Assessment Should Be Formalized**

Once business plans are established within the City, identifying the required skill-level and competencies is a key part of getting the job done.

The Talent Blueprint identifies following key actions to develop workforce capacity:

- establish an annual needs assessment process to identify emerging corporate-wide learning needs
- strengthen the performance management culture by linking learning, development, potential and career aspirations and performance for all employees

*City training needs assessment is inadequate*

We expected to find a City-wide training needs assessment. The assessment would start with understanding the core competencies for positions and divisions, then factor in areas where employees need additional training.

This information would be captured in annual learning plans, analyzed by divisions and forwarded to the Human Resources Division for consideration when designing training plans. The needs assessment would then identify the gaps between actual and required competencies. Addressing training gaps would then drive the development of meaningful training.

A 2011 consultant's report identified that criteria for determining course offerings did not exist. Recommendations in relation to this issue were not implemented.

Criteria for determining courses was neither clear nor aligned with the current skill gaps across the City. There was no formal documented procedure outlining the process used to determine training subject matter or delivery method.

*Informal course  
selection process  
for non-legislated  
Corporate courses*

According to management the criteria used to determine whether a non-legislated training course is offered depends on several factors including:

- Employee demand for the training
- Course relevancy and validity
- Alignment with Talent Blueprint
- “Soundness” of the course

The course selection criteria are not clear, specific or measurable and fail to provide a systematic approach to ensure the skills-gap is closed. Employee and divisional learning plans are not considered by the Human Resources Division in developing training curricula.

Clear and measurable criteria based on missing skills needed to achieve the strategic plan are required. Criteria should include weighted qualitative and quantitative rating factors.

Characteristics to consider in the design and delivery of potential training opportunities might include:

- skills and knowledge deemed City priorities
- rationale for training need and demand
- cost effectiveness
- optimal delivery method
- length of time
- minimum or maximum number of participants for group learning environments.

These characteristics could be considered when evaluating the need for new training opportunities or the continuation of existing initiatives.

**Recommendation:**

- 6. City Council request the Executive Director, Human Resources in consultation with City Divisions to formalize a City-wide needs assessment process to identify gaps between actual and required core competencies for employees.**

**E. Methods to Improve Training Efficiency and Effectiveness Need to Be Regularly Reviewed**

**E.1. Use Tools Currently Available to Evaluate Training Effectiveness**

*Variety of training delivery methods*

The Human Resources Division offers a variety of training methods including:

- In-house training courses delivered in a classroom or online
- Team based divisional training provided by outside consultants
- Long term structured leadership development programs in partnership with a university providing a diploma

Some course offerings are recent additions while some have been in place for over a decade.

Our review of a 2011 consultant's report prepared for Human Resources noted:

- The City does not currently measure learning outcomes
- The City should implement a City-wide learning evaluation program that includes measurement of both learner satisfaction and learning outcomes
- The business unit needs to have established metrics that measure outcome
- It is important to measure the efficiency and effectiveness of learning service providers
- The City should establish business metrics for learning service providers

The consultant identified these as areas to be addressed in order to build a learning organization.

***Employees  
evaluate training  
courses***

The current method of evaluating training effectiveness is focused on obtaining post-training employee feedback. Post-training employee evaluations provide feedback on instructor effectiveness and reactions to the training session. At the time of our review this information was not systematically provided to instructors in a timely manner.

While post training evaluations are the easiest way to evaluate training it provides feedback only on training delivery effectiveness.

***Training impact  
can be difficult to  
measure***

In order to assess actual training impact, information is required in relation to how knowledge and skill gained is integrated into job performance. These types of impact evaluations are more difficult and time consuming and should be conducted on a selective basis.

In addition, some instructors have provided pre and post training assessment tools to measure knowledge gained from the session. These types of tools would measure training impact and could be implemented by Human Resources to measure training outcomes.

Sufficient information is not available to demonstrate that the City investment in training is targeting the right areas and that intended results are being achieved.

Where a course does not improve employee skill or is not aimed at developing the appropriate range of skills, resources and staff time are not efficiently used.

The City offers a course entitled “Evaluating Training Impact and Effectiveness.” We noted that the City itself has not formalized an evaluation framework for assessing training impact and effectiveness for its own training program.

*Evaluating the Diploma in Public Administration offered since 2001*

We also noted the City could benefit by evaluating other learning programs provided. For example the Diploma in Public Administration is a City learning program offered since 2001. This program is a single-sourced partnership with the University of Western Ontario that has produced 146 graduates in 14 years.

Despite the longstanding partnership, management has not evaluated the impact of this program on participant career progress with the City at the time of our review.

**Recommendation:**

- 7. City Council request the Executive Director, Human Resources in consultation with City Divisions to formalize and implement an evaluation framework measuring training effectiveness.**

**E.2. Courses With Low Attendance Should Be Re-Evaluated**

*Corporate training calendar offers over 200 different courses*

The City training calendar includes over 200 different courses offered through the Human Resources Division. Between 2011 and 2013, an average of 40 per cent of training courses were managed by City divisions. The remaining 60 per cent were managed by the Human Resources Division.

In 2014, there were 836 in-class training sessions and an additional 322 team based training sessions provided to divisions. These sessions provided training for 6,340 City employees or 18 per cent of the City workforce.

Prior to implementation of the Learning Management System the number of employee course requests and wait-list statistics for a given course were not available.

Some courses experienced low attendance. From the information we reviewed we could not determine why the course attendance was low and whether this was linked to the effectiveness of the course.

For example, a half-day classroom course entitled “TalentFlow” was offered 11 times with 77 total annual attendees with an average of seven attendees per session.

Two courses related to Records Management were offered three times to a total of 28 people with an average of approximately nine attendees per session.

If these courses are determined to be useful, consideration should be given to more efficient means of course delivery, given the low attendance. Fewer classroom sessions with increased attendance or perhaps online delivery could be considered.

It should be noted that the majority of courses experiencing low attendance were managed by City divisions.

With respect to the learning management system launched in 2014, we noted only 18 online courses available.

**Recommendation:**

**8. City Council request the City Manager in consultation with City Divisions to evaluate courses with low attendance and if deemed necessary and useful, consider alternative methods of delivery.**

**F. A Consistent Reporting Protocol Is Needed**

Systematic reporting on training activities, achievements and costs was an issue in 2011 when the Director of Human Resources confirmed that there was a “lack of enterprise reporting”. This continues to be an issue as the City does not have processes and reporting protocols in place to ensure effective reporting.

***No systematic reporting protocol***

There is no systematic protocol for reporting on legislated or non-legislated training activities. Where reporting responsibilities do exist they are not consistently applied.

For example, the Human Resources Division is required to provide information related to annual divisional participation on human rights training to the Human Rights Office. However, legislated health and safety training is the responsibility of each City division.

A proper reporting protocol should outline the roles and responsibilities for reporting training related activities, particularly when there is a regulatory compliance requirement.

**Recommendation:**

- 9. City Council request the City Manager to establish a Corporate reporting protocol clearly outlining roles and responsibilities for systematic reporting on City training activities, achievements and costs.**

## **G. Non-Compliance With Legislatively Mandated Training**

*Compliance with legislatively mandated training requirements*

Effective July 1, 2014, all City employees must have completed a basic awareness training program in accordance with the Occupational Health and Safety Act (OHSA).

In addition, effective December 31, 2014 City employees are required to complete training prescribed in the Accessibility for Ontarians with Disabilities Act (AODA).

Training for these legislatively mandated topics is available online through the City Enterprise Management Learning System.

The City has not yet achieved full compliance with these legislated training requirements. According to records maintained by Human Resources there is approximately 76 per cent compliance with the OHSA and 62 per cent compliance with the AODA.

Employees who have not received the required training should do so at the earliest opportunity.

**Recommendation:**

- 10. City Council request the City Manager to ensure compliance with legislated training requirements of the Occupational Health and Safety Act and the Accessibility for Ontarians with Disabilities Act by September 2015 and such compliance be reported to City Council.**

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## CONCLUSION

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This report represents the results of our review of Corporate training services provided by the City Human Resources Division.

The issues identified in our review include the following:

- Business plans and performance measures are needed to ensure City-wide and divisional training plans align with the Talent Blueprint
- City training costs are not tracked so comparative analysis and value for money cannot be evaluated
- Corporate core competencies are 16 years old and should be updated
- City-wide training needs assessment should be formalized
- Methods to improve training efficiency and effectiveness should be reviewed
- Consistent reporting protocol is needed
- Non-compliance with legislatively mandated training

Although Human Resources was aware of many of these issues, adequate measures were not in place at the time of this review. Implementing the 10 recommendations contained in this report will strengthen controls and improve accountability over the City's investment in Corporate training.

Furthermore, addressing report recommendations will align City Council strategic directions with Corporate and divisional training plans and strengthen efforts to improve the knowledge and skills of the City workforce.



**Management's Response to the Auditor General's Review  
Improving the Administration of City Training Programs**

Rec No.	Recommendations	Agree (X)	Disagree (X)	Management Comments: (Comments are required only for recommendations where there is disagreement.)	Action Plan/Time Frame
1.	City Council request the City Manager to ensure that Divisional Service plans include training plans which address compliance requirements, Corporate priorities and Talent Blueprint objectives. Divisions will share their plans with Human Resources Division to develop an overall Corporate Training Plan.	X			The Executive Director of Human Resources will introduce a yearly training planning cycle which will result in the development of corporate and divisional training plans and which will ultimately help inform budgeting and workforce planning. Full roll-out in the first quarter of 2016.
2.	City Council request the City Manager to develop performance measures to evaluate progress in achieving Talent Blueprint goals and objectives and provide annual reports to City Council.	X			The Executive Director, Human Resources and the Director, Equity, Diversity and Human Rights Division will develop Talent Blueprint performance measures by the end of 2015. The Executive Director of Human Resources will report on progress bi-annually to the Employee and Labour Relations sub-committee starting in 2016.
3.	City Council request the City Manager to update City training costs and cost per employee to reflect actual City costs.	X			The Executive Director of Human Resources will work with Divisions to determine the total city training costs and training cost per employee using the Conference Board of Canada standards and definitions as appropriate. This will be done when the next national Conference Board training standards survey is conducted.
4.	City Council request the Executive Director, Human Resources in consultation with City Divisions to review and update the Corporate core competency model.	X			The Executive Director of Human Resources will revisit the current competencies to determine if they should be maintained, adjusted or fully refreshed based on a cost benefit analysis.Q4 2015 .

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5.	City Council request the Executive Director, Human Resources in consultation with City Divisions to support the identification of employee learning and development needs and related actions.	X			The Director, Organizational Development & Learning will add the corporate competencies to the ELI learning management system to inform employee learning plans development and gap analysis. Corporate training calendar courses will be linked to competencies they address post core competency model review.
6.	City Council request the Executive Director, Human Resources in consultation with City Divisions to formalize a City-wide needs assessment process to identify gaps between actual and required core competencies for employees.	X			The implementation of Action #1 “Create a yearly corporate training cycle to ensure divisions can surface gaps that will inform the corporate calendar offerings” will enable this recommendation to be achieved.
7.	City Council request the Executive Director, Human Resources in consultation with City Divisions to formalize and implement an evaluation framework measuring training effectiveness.	X			The Director of Organization Development and Learning will formalize a cost effective framework for evaluating corporate training programs and courses. Q4 2015
8.	City Council request the City Manager in consultation with City Divisions to evaluate courses with low attendance and if deemed necessary and useful, consider alternative methods of delivery.	X			Ongoing. The Executive Director, Human Resource will continue to evaluate courses with low attendance and consider alternatives.
9.	City Council request the City Manager to establish a Corporate reporting protocol clearly outlining roles and responsibilities for systematic reporting on City training activities, achievements and costs.	X			The Executive Director of Human Resources will develop, in consultation with Divisions a training accountability and reporting framework, outlining corporate roles and responsibilities, in conjunction with actions taken for Recommendation #7.
10.	City Council request the City Manager to ensure compliance with legislated training requirements of the Occupational Health and Safety Act and the Accessibility for Ontarians with Disabilities Act by September 2015 and such compliance be reported to City Council.	X			The City Manager will immediately follow up with all Divisions on this issue to ensure compliance and will report back as requested.