

# We must do better

## A Best Practices Review of Municipal Police Training in British Columbia

A Report to the Municipal Chiefs of Police – Volume 2



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February 20, 2018



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# Abbreviations and Acronyms

AACP.....	Alberta Association of Chiefs of Police
Academy.....	British Columbia Police Academy (at JIBC)
APA.....	Atlantic Police Academy
AVED.....	Ministry of Advanced Education
BCACMP.....	British Columbia Association of Municipal Chiefs of Police
BCPA.....	British Columbia Police Academy (at JIBC)
BLEA.....	Basic Law Enforcement Academy
CAE.....	Continuing Adult Education (certificate)
Calgary.....	Calgary Police Service
CAPRA.....	Clients, Acquire and Analyze, Partnerships, Response, Assessment
CEW.....	Conducted Energy Weapon
CPC.....	Canadian Police College
CPIC.....	Canadian Police Information Centre
CPS.....	Calgary Police Service
D/C/C.....	Deputy Chief Constable
DPD.....	Delta Police Department
Edmonton.....	Edmonton Police Service
EPS.....	Edmonton Police Service
EVOC.....	Emergency Vehicle Operations Course
FBI.....	Federal Bureau of Investigation
IARD.....	Immediate Action Rapid Deployment
IMIM.....	Integrated Management / Intervention Model
JIBC.....	Justice Institute of British Columbia
NWPD.....	New Westminster Police Department
OACP.....	Ontario Association of Chiefs of Police
OTJ.....	On the Job
OPC.....	Ontario Police College
OPP.....	Ontario Provincial Police
PACC.....	Police Academy Chief's Committee
PACER.....	Police, Ambulance and Clinical Early Response
PARE.....	Physical Ability Requirements Examination
POPAT.....	Police Officer Physical Abilities Test
PREP.....	Physical Readiness Evaluation for Police
PRTC.....	Pacific Region Training Academy (RCMP)
PSD.....	Police Services Division
PSSG.....	Public Safety and Solicitor General
PTAC.....	Police Training Advisory Committee
RCAF.....	Royal Canadian Air Force
RCMP.....	Royal Canadian Mounted Police
RCW.....	Revised Washington Code
TAC.....	Teacher / Administrator / Coach
Toronto.....	Toronto Police Service
TPC.....	Toronto Police College
TPS.....	Toronto Police Service
Transit Police.....	South Coast British Columbia Transportation
VPD.....	Vancouver Police Department
WSCJTC.....	Washington State Criminal Justice Training Commission
WSP.....	Washington State Patrol
York.....	York Regional Police
YRP.....	York Regional Police

# Executive Summary

Policing is among the highest risk professions in a democratic society. Not only do police officers face life threatening situations with little or no warning, they may be required to use deadly force in the course of their duties.

Policing is an increasingly complex profession, with officers on the front line dealing with the current overdose epidemic, mental illness, homelessness and other difficult societal issues. Police officers are expected to respond with sensitivity and restraint. There is an expectation that they will have the knowledge, skills and tools available to provide the very best possible outcome, while minimizing the risk to the public. There is no tolerance for excessive force.

The police represent all of us and keep our cities, towns, villages and rural areas safe. In Canada, we are fortunate to possess a long and honourable history of policing. Maintaining the peace and preserving the safety of citizens, as well as the safety of police officers themselves, all support the critical importance of providing recruits with the very best and most current training possible.

Unfortunately, that is not the current situation in British Columbia. It is not the fault of one person, one agency or one government. Over the last two decades, the emphasis placed on police training in British Columbia has decreased. It has not always been viewed as a critical function. Positive steps must be taken to ensure that training is given the priority that it deserves.

Fortunately, police leaders have recognized this failing and the need for change. Others in government have likewise recognized the issue. Politicians, senior bureaucrats, police boards, police executives and managers all want the best for the profession and their communities.

It is incumbent on those responsible for delivering police training that it be restored to the position of importance that it occupied many years ago. Police forces across Canada and the United States recognize that training must be central to every discussion of risk and risk avoidance. We can all recall recent tragedies in various parts of Canada that have been linked to a lack of training.

The death of three Royal Canadian Mounted Police (RCMP) officers in Moncton, N.B. and a workplace finding against Canada's federal force is but the latest example.<sup>1</sup> British Columbia must never allow its police or its citizens to be unsafe due to inadequate police training.

In this report, the follow-up to our Needs Assessment of the British Columbia Police Academy (BCPA or Academy), we have overviewed the training provided by eight police academies. These academies were selected with great care and together represent the academies which, when we include the BCPA, train the majority of municipal police officers in Canada.

Each of the academies visited is better able to provide the training required for police recruits than is currently available at the BCPA. The fix for the BCPA is attainable and relatively inexpensive considering the potential cost of inaction.

In this report, we chronicle our site visits, highlighting certain aspects of police training that we witnessed at the eight academies.

We do so under six themes developed by the British Columbia Association of Municipal Chiefs of Police (BCAMCP). These themes are all important and are interrelated. Common threads running through them are recruit training and in-service training.

Our recommendations reflect best practices at these police academies along with findings from our Needs Assessment, literature review and survey.

Those who we met were invariably gracious and giving of their time. They were also candid and not afraid to point out deficiencies in their own academies. Our task was not to compare one academy against another, but to parse best practices out of each academy and recommend them to the BCAMCP.

It was an honour and a privilege to meet the fine police leaders that we did in the research of this report. Completing the report was an onerous responsibility as we wished to present a balanced view of the very best in police training. If we failed to do so, the responsibility is solely our own. It is our fervent hope that we did not fail and that the best practices identified in this report will provide the basis for a new tomorrow at the BCPA.



<sup>1</sup> <http://www.macleans.ca/news/canada/rcmp-guilty-of-labour-code-violations-in-2014-moncton-shooting-sprees/>

# Consultants

## ROBERT ROLLS

Robert (Bob) Rolls was a member of the Vancouver Police Department from 1977 to 2010. He held various positions including Deputy Chief Constable, District Two Commander, District One Inspector, Director of Human Resources and Sergeant in charge of the Recruiting Unit. Active in his community, Mr. Rolls is the past Chair of EasyPark Corporation, and a former member of the Judicial Council of B.C. and the Board of Directors of E-Comm 911. He is currently on the Board of Directors of the 58 West Hastings Project. His past civic activities include being the President of Odd Squad Productions and participation on advisory boards at Langara College and Kwantlen University. He holds a Bachelor of Arts from the University of British Columbia. During his career, Mr. Rolls received numerous medals and awards, including being named a Member of the Order of Merit of the Police Forces by the Governor General of Canada for exceptional performance over an extended period of time. He is currently the principal of Bob Rolls & Associates.

## PETER GERMAN

Peter (Pete) German is a former Deputy Commissioner of the Royal Canadian Mounted Police, serving in various capacities across Canada; including as the Operations Officer at Richmond Detachment (1999-2000), Lower Mainland Operations Officer and District Commander (2005-11), and Deputy Commissioner for Western and Northern Canada (2011-12). He was appointed Regional Deputy Commissioner (Pacific) for Correctional Service Canada in 2012, a position which he held until 2016. Dr. German is a lawyer and member of the British Columbia and Ontario Bars, with graduate degrees in public policy and law. A long-time resident of Richmond, he sits on various non-profit boards and was a police board member. During his career, Dr. German received numerous medals and awards, including being named an Officer of the Order of Merit of the Police Forces by the Governor General of Canada. In 2017, he was appointed as a Queen's Counsel. He is currently the principal of Peter German & Associates Inc., as well as President of the International Center for Criminal Law Reform at the University of British Columbia.

# Acknowledgements

We wish to acknowledge the co-operation of all B.C. municipal chiefs of police, as well as their respective training staff and employees. We also appreciate the willingness of the Director of the Academy to make himself and his staff available to us during this review.

This report is a composite of the site visits which we conducted. We have attempted to collate those results in a fair and objective manner, however any errors in that process are ours alone and do not necessarily reflect those of the persons interviewed. We appreciate the assistance provided by all interviewees, most of whom are listed in Appendix "H". All photographs were taken by the consultants.

This review would not have taken place were it not for the vision and perseverance of D/C/C Norm Lipinski of the DPD and D/C/C Steve Rai of VPD. We applaud them both for their ideas and constant support. Thanks are also due to S/Sgt. Cam Murdoch of VPD, who provided yeoman assistance in terms of the environmental scan and research into police training.

We thank the Vancouver, Delta, Abbotsford, New Westminster, Victoria and West Vancouver Police Departments for providing the funding necessary to conduct this review.

# Introduction

In 2006, the Auditor General of the City of Toronto described the importance of police training in the following words:<sup>2</sup>

“In today’s society, more than ever before, police officers.... require training to develop the skills, knowledge, attitudes, creativity and understanding to deliver a quality and effective service to members of the public. Police officers need to acquire and develop a wide range of skills in such diverse areas as the law, self defense, information technology and first aid; they require the ability to effectively deal with members of the public sometimes in difficult, violent and stressful circumstances, while acting with integrity, impartiality, compassion and sensitivity; they need to be thorough and innovative in the way they conduct investigations and, at the same time, document their actions throughout the investigations in a clear, accurate and concise manner so that, if required, it can be presented as evidence in a court of law. In addition, all of these skills are required in a dynamic environment where there are ongoing advancements in technology and an increasing number of new case law decisions, as well as judicial reviews and inquiries. In order to be effective in each one of these skills, the training of police officers is of paramount importance. Training is the heart of effective and responsive policing and is fundamental to the running of any organization and the development of its staff, but the time spent on training must be balanced against the financial and opportunity costs. The opportunity costs for any police service is the impact of police training on the availability of police officers for day-to-day policing duties.”

Reviews of police training are not common in Canada. Most of those that have been conducted are either internal studies or cross-jurisdictional reviews.<sup>3</sup> We hope that this review will help fill a knowledge gap.

The BCAMCP is the association which represents the leaders of independent police forces within British Columbia. There are thirteen such forces, all being municipal police departments, with the exception of the South Coast British Columbia Transportation Authority Police Service (Transit Police) and the St’atl’imx Tribal Police, which are referred to as “designated policing units”.<sup>4</sup> At its monthly meeting on January 10, 2017, the BCAMCP unanimously agreed to engage the services of consultants to conduct a Needs Assessment with respect to gaps which may exist in the provision of recruit and in-service training to B.C.’s municipal police officers.

Reviews of police training are not common in Canada. We hope that this review will help fill a knowledge gap.

In furtherance of this mandate, the consultants met with chiefs, other senior leaders, training officers, former instructors, field trainers, and recruit constables. In addition, meetings were held with the President of the Justice Institute of British Columbia (JIBC), the Director of the Academy and staff members, former JIBC employees, the Chief Provincial Court Judge, the B.C. Police Commission, the Royal Canadian Mounted Police (RCMP), and the head of the B.C. Police Association. All individuals with whom we met either individually or in small cohorts, were asked questions within six broad themes, which had been agreed upon by the BCAMCP.

<sup>2</sup> Auditor General, “Review of Police Training, Opportunities for Improvement Toronto Police Service by the Auditor General”, 2006.

<sup>3</sup> A study of interest is Percy Mather, “An Examination of The Effectiveness of Initial Training for New Police Recruits in Promoting Appropriate Attitudes and Behaviour for Twenty First Century Policing”, doctoral dissertation, University of Newcastle Upon Tyne, October 2012. An excellent survey of Canadian and international police training is Dr. Lisa Jewell, “Models and Structures of Corrections and Police Training and Research Activities in Canadian and International Jurisdictions”, Centre for Forensic Behavioural Science and Justice Studies, March 28, 2013.

<sup>4</sup> There is, in fact, a third designated policing unit, the Organized Crime Agency of B.C., which has been subsumed into CFSEU-BC, and is not relevant to this report.

The interview results were collated and presented in our April 4, 2017 report, entitled “Municipal Police Training in British Columbia – Needs Assessment”. It was not a review of the Academy, nor was it a review of best practices in police training in Canada or elsewhere. Virtually all persons interviewed agreed on certain overarching points. First, they were very complimentary of the client support provided by the Director and staff of the Academy. The dedication of Academy employees and their desire to provide the very best training possible, with the resources at their disposal, is not an issue. Second, the quality of recruits who have completed both the Academy and field training is very good. This may be a credit to the individuals and the hiring process, to the training which they completed, or a combination of factors. Third, and despite the foregoing, the quality of both recruit and in-service training are less than what they could be and in some cases, less than desirable. Fourth, the current state of recruit and in-service training is the result of insufficient funding and ineffective governance.

During our interviews, suggestions for improvement were made by persons that we interviewed. In the end, we made only one recommendation and that was that the BCAMCP conduct an examination of the governance, funding and best practices in Canada and elsewhere of recruit and in-service training for municipal police officers. At its monthly meeting on February 28, 2017, the BCAMCP adopted the following motion:

“That the BCAMCP and PSD, as part of the Steering Committee, conduct an examination of the governance, funding and best practices in Canada and elsewhere of recruit and in-service training for municipal police officers, with the goal of making recommendations to address the issues and, or gaps identified in this Needs Assessment, thereby ensuring that British Columbia delivers a high standard of police training.”

We were then contracted to undertake the Best Practices Review. Site visits took place between July and December 2017. This report represents our findings and final recommendations. Attached to this report are appendices which contain documents that are relevant to the work we have undertaken.

## ADDENDUM

The following was received from the President of the JIBC on September 21, 2017:5

“As the JIBC Police Academy has participated in two recent reviews and we understand a formal program review is being planned by Police Services Branch in early 2018, therefore the JIBC has decided that until all Reviews are complete that no changes will be made to the police academy police recruit training program delivery”.

The JIBC and specifically, the BCPA, did however provide us with access to their facilities and staff. In addition, as an ex-officio member of the BCAMCP, the Academy Director was present at a number of our briefings to the BCAMCP.

5 E-mail from President Michel Tarko to D/C/C Norm Lipinski.

# Methodology

A detailed environmental scan and online research were conducted to determine the state of police training in Canada and the United States. As a result of the scan and research, a number of academies were identified which appeared to have either commonality with the structure of police training in B.C., or were examples of best practices in police training. We could easily have visited dozens of other academies in Canada, the United States, and elsewhere, however we are satisfied that this representative sample provided more than enough information to reach certain conclusions and our recommendations.

Site visits were made to the selected academies between July and December, 2017. The interviewees included training academy directors, their executive staff, training staff, and recruits. The site visits averaged one half day to one day in length.

The same themes which were provided to us by the BCAMCP and were used in the Needs Assessment, were also used in this Review. They are as follows:

- Governance
- Funding
- Staffing
- Recruit Training
- In-Service Training
- Police Standards

We took notes during the site visits and related interviews. No interviews were recorded. The notes were later collated and anonymized. This report contains the results of that process.



Site visits to the selected academies between July and December 2017 included review of activities and facilities such as the Ontario Police College's mock interior (above), York Regional Police's gun cleaning room (middle) and Calgary Police Service's dedicated classroom (bottom).





A morning push-ups session in Washington State was among the activities and facilities observed.

## Site Visits

As part of our Needs Assessment, we visited the BCPA. The JIBC is composed of three schools: the School of Public Safety; the School of Health, Community and Social Justice; and the School of Criminal Justice and Security. Within the School of Criminal Justice and Security are the following programs: the Centre for Court Administration; Corrections and Community Justice; Justice and Public Safety; Police Academy; and Sheriff Academy.

JIBC was established in 1978 as a provincial institute through an Order-In-Council initiated by the Attorney General and Ministry of Education, Science and Technology. Its purpose was to perform the following functions: 1) provide courses of instruction consistent with identified needs specifically for, but not limited to, police, corrections, courts, and sheriffs; 2) identify the educational and specific training needs for all components of the British Columbia Justice System; 3) develop a cooperative system of coordination between its own programs and those of other institutes, colleges, universities, public schools, and community-based organizations; and 4) provide a provincial forum for discussion and examination of justice and socially related issues. JIBC is a public post-secondary institution that receives funding from the Government.

Site visits were made to the BCPA along with departmental, provincial and state academies for this report.

A Board of Governors informs, directs, and monitors the activities of the JIBC as it pursues its strategic objectives and those of the Ministry of Advanced Education.

The BCPA follows a post-employment model and only trains recruits who have been hired by a police service in British Columbia. At the completion of the program, recruits receive a Law Enforcement Studies Diploma. Recruit training takes place in three blocks: Block I at the Academy; Block II in field training in their home police department; and Block III at the Academy. Recruits are required to pay tuition while attending the JIBC.

For this Best Practices review, we visited a combination of standalone departmental training academies, as well as provincial and state academies which provide recruit and in-service training for multiple agencies. Five standalone academies were visited - Calgary Police Service (Calgary or CPS), Edmonton Police Service (Edmonton or EPS), the RCMP, Toronto Police Service (Toronto or TPS) and York Regional Police (York or YRP). We also visited three provincial and state academies - the Ontario Police College (OPC), the Washington State Criminal Justice Training Commission (Washington or WSCJTC) and the Atlantic Police Academy (APA).

Below is an overview of the police forces visited, followed by an examination of their structure and programs, under the thematic areas identified by the BCAMCP for this review.

## AGENCY-SPECIFIC ACADEMIES

There are both advantages and disadvantages to delegating recruit training to independent police forces. On one hand, a municipal police service can shape the training curriculum to match the specific needs and realities of its own municipality. On the other hand, it may be challenging for smaller municipalities to provide the same breadth of training that larger municipalities or centralized police academies can provide. There is also the risk of duplicating services, as each municipality must pay the operational costs associated with developing and running training programs. In addition, police officers may not be trained consistently across a province or region.

### Calgary

Calgary Police Service is the police force of jurisdiction for the City of Calgary. It is Alberta's largest city in terms of both geography and population. The department has approximately 2,200 sworn and 1,000 unsworn employees, serving a community of over 1.2 million persons. Its training center, the Chief Crowfoot Learning Centre, is part of the department's headquarters complex.

### Edmonton

The Edmonton Police Service is the police force of jurisdiction for the City of Edmonton, capital of Alberta. The department has approximately 1,800 sworn and 700 unsworn employees, serving a community of over 900,000 persons. Its training centre is a former school, repurposed to be a police academy and titled the Steinback Training Centre.

### RCMP

The RCMP is Canada's national police service. It provides policing services to the federal government and, under contract, to eight provinces and the three territories. The RCMP operates under the authority of the RCMP Act and is headed by the Commissioner. The RCMP Academy at "Depot Division", Regina, has trained recruits since 1885 and is currently the RCMP's sole recruit training facility.

Other than the RCMP, none of the agency-specific academies provided dormitories for recruits.

### Toronto

The Toronto Police Service is the police force of jurisdiction for the City of Toronto, Canada's largest city. The department has approximately 5,240 sworn and 2,230 unsworn employees, serving a community exceeding 2.7 million persons. Its training centre is a standalone facility in southwest Toronto, called the Toronto Police College (TPC). It is dedicated to recruit and in-service training.

### York

York Regional Police is the police force for a regional municipality which stretches from the City of Toronto to Lake Simcoe. It is part of the Greater Toronto area, with its regional government and police headquarters in the city of Newmarket. The department has an authorized strength of 1,529 sworn and 620 unsworn employees, serving cities, towns and rural areas with a combined population of over 1.1 million persons. Of the departments visited, YRP is the closest in size to British Columbia's largest police service, the Vancouver Police Department, which has an authorized strength of 1,327.

## MULTI-AGENCY ACADEMIES

All three multi-agency academies that we visited had dormitories for recruits, and the Ontario Police College also provided accommodations for seconded instructors.

### Ontario

The Ontario Police College is situated on the outskirts of Aylmer, an idyllic, southern Ontario town, 190 kilometres west of Toronto. Over the past 30 years, Ontario has amalgamated numerous small municipal police forces into large regional forces. This trend is expected to continue, potentially leading to approximately twenty large municipal forces by 2020. In the early 1950s, the Ontario Association of Chiefs of Police (OACP) proposed the creation of a central police academy. The OPC was created in 1962 and the first classes began in 1963 in an abandoned Royal Canadian Air Force (RCAF) base. In 1976, the College moved to its current location on 121.5 hectares of land. It has 165 full and part-time employees, of whom 45 are permanent instructors. All police recruits in Ontario, including Ontario Provincial Police (OPP) recruits, attend the OPC for its 12-week basic program. Once they complete the training, graduates are eligible to work as police officers.

**Washington State** The Washington State Criminal Justice Training Commission at Burien, Washington (not to be confused with the Washington State Patrol Academy at Olympia) trains recruits and provides in-service training for over 300 separate agencies in the state. The WSCJTC provides a common foundational training program for all municipal departments. It has a large standalone facility consisting of 10 buildings, including a former church, on 43 acres in Burien, and a satellite campus in eastern Washington, the Spokane Training Center. WSCJTC is considered a leader in police training in the United States.

### Atlantic

The Atlantic Police Academy is a division of Holland College, located on what used to be Summerside, P.E.I.'s RCAF base. It is housed in a former elementary school, which has been re-purposed and upgraded to serve as a police academy.

Since 1971, APA has provided basic training for municipal police departments in the three Maritime Provinces. It represents a regional approach to training. There are approximately 28 municipal police agencies in the Maritimes, with Halifax Regional Police being the largest with 600 employees, followed by the Cape Breton Regional Police with approximately 200 employees.

The APA differs from the other academies visited, as their trainees are not sworn police officers. The Academy's program can be compared to a college or university certificate program in policing, with the notable exception that the Maritime police forces consider it to be their training academy and hire many of its recruits. Some recruits have obtained employment with police forces elsewhere in Canada. Within the first year after graduation, 70 to 80% of recruits are hired and ultimately 90% will be hired by a police department.

The model is obviously cost effective for municipal departments, who do not have to contribute to the academy phase of recruit training. On the other hand, it leaves Maritime departments with a small pool of applicants from which to select their recruits. If they hope to balance their gender numbers or seek more ethnic candidates, they must either encourage persons in those categories to apply to the APA, or seek lateral entry candidates.

# Governance

## OVERVIEW

The BC Police Academy is a core school within the JIBC, which is a provincial institution of higher learning within the Ministry of Advanced Education (AVED). The Director of the Academy reports to a Dean, who reports to a Vice-President, who in turn reports to the President of the JIBC. The President has the authority to hire and fire the Director. The JIBC operates with a Board of Governors.

Policing is a provincial responsibility and falls within the remit of the Minister of Public Safety and Solicitor General (PSSG). Policing standards, including police training standards, are developed by PSSG.

Municipal chiefs of police are hired and report to municipal police boards. Police boards have responsibility for approving and overseeing police budgets, which are funded by the municipalities they serve. Those municipalities which do not possess independent police forces are policed under contract by the RCMP.

There is almost no interaction between the BCPA and the RCMP with respect to recruit or in-service training. Police training in British Columbia reflects two solitudes, each with its own staff, budget process, training programs, and facilities.

Two committees, composed of police and provincial representatives, are intended to act as advisory forums for police training at the Academy. They are the Police Academy Chief's Committee (PACC) and the Police Training Advisory Committee (PTAC).

The consensus of those interviewed for the Needs Assessment was that governance of the Academy is convoluted and difficult to discern for most police leaders. The advisory committees, PACC and PTAC, have become conduits for information coming from the Academy but have not played as strong a role as may have been expected. According to one leader, there is an "inability to move quickly to make change". Furthermore, it was felt that the advisory committees and vicariously, the police chiefs, do not have sufficient influence over police training to meet their individual departmental needs.



Board meeting room at the Washington State academy.

## SITE VISITS

### Calgary and Edmonton

Calgary and Edmonton share a governance structure which reflects the standalone nature of their academies. Governance is very clear. The chiefs of police are responsible for the academy and funding is part of the departmental budget envelope. The chief is accountable to the police board for all matters related to the department and training is one of them. In Calgary and Edmonton, it was clear that the chiefs and executives of the departments considered training to be a core function of the department.

In Calgary, there are two levels of governance within the department; an Operations Council consisting of officers at the superintendent level and an Executive Council consisting of the chief and deputies. The Learning Centre reports to the Operations Council twice a year.

In Edmonton, the Recruit Training Unit is led by a sergeant, who reports to the staff sergeant in charge of that unit and the Police Training Officer Unit (field training). The staff sergeant reports to the inspector in charge of the Professional Development Branch, which also includes the Employee Development Section (Continuing Education, Investigative Skills Education Program and Early Intervention Unit), and the Training Section (Firearms Training Unit, Tactics Training Unit and the Driver Training Unit).

## RCMP

The RCMP Academy is headed by an Assistant Commissioner, who reports centrally to the Force's Chief Human Resources Officer. As an integral part of the RCMP, training is funded through its budget appropriation from Treasury Board. Provinces, territories and municipalities which contract for RCMP services reimburse the federal government for certain training costs.

## Ontario

The Ontario Police College is a unit within Ontario's Ministry of Community Safety and Correctional Services. The OACP has a Training Steering Committee and a Training and Education Collaboration sub-committee. A good relationship exists between the OACP and the OPC. The purpose of the sub-committee is to address standardization, accreditation, collaboration, and common standards generally.

## Toronto

Toronto's academy is, like its counterparts in Calgary and Edmonton, an integral part of the larger police department and ultimately reports to the Chief of Police. As with other standalone academies, the TPC is governed by police board policies and by-laws, as well as department standards, policies and procedures.

## York

At York, the Training and Education Bureau is headed by a Superintendent. There are 42 persons in the Bureau, divided into an Academics Unit (Academic Learning, Leadership Training, Technology and Skills Development); a Practical Skills Unit (Officer Safety, Firearms, Defensive Tactics, Police Vehicle Operations); a Staff Development Unit, and a Uniform Recruiting Unit. The Superintendent also heads a second Bureau, consisting of 15 staff in the Staff Development and Uniform Recruiting units.

## Washington State

The Washington State Criminal Justice Training Commission<sup>6</sup> was established in 1974 under the Revised Code of Washington (RCW),<sup>7</sup> which outlines the governance structure for a 14-member commission. The Commission follows a stakeholder model, with representatives of the following positions sitting on the Commission: the Chief of the Washington State Patrol (WSP); the Attorney General; the Federal Bureau

of Investigation (FBI); the Secretary of the Department of Corrections; and others nominated and approved by the Governor, to include two sheriffs, two police chiefs, two line level commissioned officers, a prosecutor, an elected official, and a citizen at large. The Chair of the Commission is selected from among its members. Commission members serve a six-year term, however are removed if their status changes (such as a sheriff who is not re-elected).

The Commission meets quarterly in a meeting open to the public, sets direction, and establishes policy for the WCJTC. Nine members are required for a quorum. There is also an in-camera session. The Commission selects the Director of the Academy, who serves at the discretion of the Commission. Past directors have included a former prison warden, a retired police chief, and currently, a retired, elected sheriff. The Director oversees the hiring of staff members and daily operations of the training facility.

The Commission oversees all aspects of criminal justice training within Washington. It is also the certifying body for police officers in the state. Agencies can request that the Commission grant them a variance from policy. There are numerous statutory provisions and administrative rules governing the work of the Commission.

## Atlantic

The Atlantic Police Academy is an integral part of Holland College, an institution of higher learning within Prince Edward Island. Although not directly accountable to the provinces, the APA aligns itself to the police acts and provincial standards in the Maritimes. There is a Police Science Program Advisory Committee (chiefs and unions), which is expected to meet once a year. The committee is advisory to the Executive Director of the APA.

In PEI, the Atlantic Police Academy is designated as a competent training facility and the primary source for police recruit training. Certain police acts require that a person, to qualify for appointment as a police officer, must have graduated from the police cadet training program at the APA or a similar program from an approved police training agency. The Executive Director of the APA is also required to ensure that opportunities for training in specified areas are provided to instructing officers of the Academy before they are assigned to duty.

<sup>6</sup> The Washington State Criminal Justice Training Commission is the name of both the governance commission and the training centre. This can lead to confusion, however should be read in the context of the narrative.

<sup>7</sup> (RCW) 43.101.020.

## COMMENTS

Without proper governance, an organization will flail about without guidance and structure. Governance is the foundation or bedrock upon which an organization can grow and prosper. Examples of poor governance are rife in government and private industry. Programs can also dissolve into wasteful activity if they are not provided with appropriate governance. Police training is no different.

At present, the governance model for municipal police training in BC is convoluted and ineffective. Assuming that B.C. continues with a multi-agency police academy model, it will be incumbent on the province to ensure that the lines of governance are clear to all involved in the process.

The OPC is an arm of the provincial government and reports directly to the public safety ministry, with a dotted line to the OACP. The APC is an integral school within Holland College and has a dotted line to the chiefs of police in the three Maritime provinces. Washington's academy stands out as a best practice. For many decades, the WSCJTC has operated under the leadership of a strong, public board, composed of police and other leaders, as well as members of the public. It is a model which we highly recommend.

## RECOMMENDATIONS – GOVERNANCE

1. **That** the BCPA be governed by a Municipal Police Training Board, similar in constitution to that of a Police Board and that it be provided for in statute or regulation.
2. **That** the Municipal Police Training Board be a representative Board that includes the following entities: Solicitor General of BC (2), Municipal Chiefs of Police (2), Municipal Police Boards (1), Provincial Police (1), Provincial Crown Counsel (1) police officers at the rank of Inspector or above who have oversight of training (2), elected municipal official (1), BC Police Complaint Commissioner (1), and members of the public (2); all of whom are appointed by the Lieutenant Governor in Council.
3. **That** one of the four municipal police representatives on the Municipal Police Training Board will be a member of the Vancouver Police Department and one will be a member of a police department on Vancouver Island.
4. **That** the Municipal Police Training Board will have the duties and responsibilities of a police board, including the hiring and performance review of the Academy Director.
5. **That** meetings of the Municipal Police Training Board be held on a bi-monthly basis, be open to the public, and include an in-camera session.
6. **That** the Municipal Police Training Board have oversight of all municipal police training in the province, including in-service training provided by departments in specific Board designated areas.
7. **That** the Municipal Police Training Board strive to ensure that municipal police training is consistent and held to the same high standard in every department and that police officers in every department, regardless of size, receive the same core training in areas specified by the Board.
8. **That** the Municipal Police Training Board maintain a website or be part of the BCPA website and post notices of its meetings and minutes of the Board's public meetings on the webpage.
9. **That** the Municipal Police Training Board may appoint a committee or committees of its members and, or other persons to assist with its work.
10. **That** the Director of the Police Academy be a seconded municipal police officer with, at minimum, the rank of Inspector and that the Director hold the rank of Superintendent while so employed.
11. **That** core policies and procedures be developed and be approved by the Municipal Police Training Board with respect to the administration and operations of the BCPA.
12. **That** the BCPA create and maintain a robust website.

# Funding

## OVERVIEW

As with most government programs, financial considerations are critical. Without adequate funding, programs either cannot be implemented or fail to meet expectations. Related to this imperative is the need for fiscal probity when managing public monies. Dr. Colin Hayes has described five elements of police training costs, as follows:<sup>8</sup>

“They are student cost, instructor cost, facilities cost, administrative cost and instructional development cost. Each of these elements, when calculated and totaled for each course or training programme, will result in a reasonable estimate of cost.”

The largest proportion of program costs in most areas of government and business are those related to human resources.

When the JIBC was formed in 1978, it was decided that the Ministry of the Attorney General, which at the time was responsible for public safety programs, would fund program development and delivery costs, while the Ministry of Education would fund infrastructure, support and capital costs. Provision was made for other entities, ministries, corporations and philanthropists to donate additional funding for capital projects, programming, apprenticeship and research.

As a result, prior to 2002 the Ministry of the Attorney General funded the program development and delivery costs of police recruit training. The Ministry of Advanced Education (AVED) funded infrastructure, capital and support costs. In 2002, the province decided that recruits should be charged tuition, similar to what was occurring in the RCMP. The Academy’s recruit funding was cut by one third, or approximately \$700,000.



Recruit assembly at the Washington State academy.

8 Dr. Colin Hayes, “Reviewing the Cost of Police Training: A Cost Analysis Model”, (2002) 75 The Police Journal 228. Dr. Hayes provides an equation to assist in calculating each component of police training.

JIBC was directed to use tuition to make up the shortfall, estimated at the time to be \$12,500 per student. The province and departments capped the tuition at \$7,500, which soon rose to \$9,500. This was insufficient to meet the Academy's needs. As a result, JIBC made up shortfalls through international, contract training.

With the introduction of Prime BC in 2004, additional training funds were not provided to the Academy; however the BCPA was still expected to deliver PRIME training to recruits. The JIBC self-funded construction of a new classroom, and the procurement of computers and systems to teach PRIME.

When municipal pension cuts triggered public safety retirements in 2005, the throughput of recruits increased dramatically, but again no additional funding was provided to the BCPA. The JIBC covered the additional costs with institutional funds. At year end, the province paid \$150,000 toward the additional training costs.

In May 2006, AVED wrote to JIBC, stating that there is an unwritten understanding within the Ministry, not to fund new programs at the JIBC. As a result, JIBC increasingly resorted to cost recovery or a combination of tuition, philanthropy and contract training to fund new programs. For advanced in-service police training, this meant that courses beyond those specified by the province as core training had to be funded on a cost-recovery basis.

Other public post-secondary institutions have the funding and ability to develop and deliver programs that seem to be a natural fit for JIBC, however the JIBC cannot obtain that funding. Ironically, in some instances the JIBC offers courses without funding which compete with courses at other institutions that do receive funding.

Today, funding for the BCPA comes from the province, municipalities, and recruit tuition. The physical plant is provided by the JIBC and the province pays that part of operating expenses which is not covered by recruit tuition. Municipalities pay the entire cost of field training and contribute human and other, in kind services.<sup>9</sup> The cost of field training was recently increased due to the extension of Block II. Furthermore, municipalities assume the cost of supplementing recruit training. Police departments pay for all but four in-service training courses. The BCPA obtains additional funds from fee for service work.

The Academy's grant from the province in 2016-17 was \$1.81 million, with a rolling surplus of over \$700,000. The grant has not been indexed to inflation and has, in fact, decreased from almost \$2 million. Funding from the province is provided on a year to year basis, however confirmation of funding tends not to arrive until mid-way through the fiscal year. Additional funding is provided by Police Services Division (PSD) for a portion of the Director's salary.

The amount obtained from tuition is entirely dependent on the number of recruits in training.

When departments send fewer students, the Academy suffers a loss of revenue; and when departments send additional recruits, space and instructors are often not available. The problem is compounded because the province does not guarantee funding from year to year, nor do departments guarantee a certain number of recruits. As a result, the funding model is not stable.

The world of policing has changed dramatically, from technology to the demands of recruits.

## SITES VISITED

The budgets for training at all academies which we visited outdistance that of the Academy, both in real numbers and per capita (recruit). Some are remarkably high by comparison. It was apparent that the respective departments and academies viewed training, both recruit and in-service, as a critical component of an effective police department. Some departments, such as Toronto, were forced to this conclusion after being criticized in public inquiries. York, by comparison, learned from the Toronto experience and increased its commitment to training, hoping to avoid the criticism that Toronto faced.

<sup>9</sup> As the Transit Police force is not a municipal department, it must pay the per capita equivalent of the provincial component for training.

The foregoing should not come as a surprise. The world of policing has changed dramatically in recent years. The advent of computers and cell phones, of the internet and social media, has changed the face of policing forever. Any department that fails to appreciate this change does so at its peril. Furthermore, recruits have changed. We heard time and again that the millennials are different from their predecessors. They demand a greater say in their education and are much more demanding of their employers.

## Alberta

The Province of Alberta does not directly fund police training, although it does provide municipal governments with significant grants in aid of municipal policing. As a result, the academies for both CPS and EPS derive their funding from the overall police budget which is set by their police boards. Recruits are not charged tuition.

## RCMP

The RCMP's national budget pays for all training costs at the RCMP Academy, although there is a partial claw back in the provincial and municipal contracts. Cadets are paid an educational allowance of \$500 a week, or \$13,000 in total. As they are not members of the Force during training, the pay is not pensionable. Accommodations and meals are provided by the RCMP.

## Ontario

The OPC currently charges tuition of \$11,065 to its recruits. The recruits are eligible for a one-time \$2,000 supplemental payment to off-set the cost of tuition after completing training. Tax deduction receipts for the full amount of their tuition also are available. The tuition is often loaned or paid by police boards as an incentive to entice recruits to join a department. Some also receive a loyalty bonus. They are employees of their respective police department, but not police officers until they graduate. This tuition covers room and board as well as the 12 weeks of training at OPC.

## Toronto

Toronto's training academy has an annual budget of \$21 million. TPS estimates that it invests approx. \$80,000 to \$100,000 per recruit. The actual cost to train one recruit for pre and post OPC training is difficult to assess, as recruit classes have ranged between 15 and 100 recruits. The mandatory OPC tuition fee is not paid by TPS.

As employees of TPS, the recruits commence drawing a salary once they are sworn in as Cadets-In-Training (CDTT). Their salary is based on a 40-hour week, over a 24-week training period.

## York

York has a training budget of almost \$2 million for its recruit and in-service programs.

## Washington State

Washington's funding comes primarily from state funds. There is no direct cost to students as they are employees of their home agencies. The larger agencies are charged 25% of the cost of instruction (about \$3,500) plus an ammunition fee of \$600 to \$700 per attendee. Attendees are provided all necessary training materials at state expense.

Equipment, such as uniforms, weapons, and computer, are an expense to the home agency. Housing and meals are offered to any recruit whose department is more than 40 miles from the Burien or Spokane academies. There are dormitories, but many attendees are housed in local motels due to a lack of space on campus. If they live closer than 40 miles from the academy, recruits commute or find their own housing. Some advanced and in-service classes are operated on a "cost recovery" basis.

## Atlantic

The APA is funded through tuition fees. Recruits pay \$30,000 for their cadet training, which the APA believes can be paid off by recruits in two years, post-training. This includes tuition fees, accommodations, meals, books and uniforms. The APA differs from the other academies visited, as their trainees have not been hired by a police service before attending the APA. They are college students, without union protection, who hope to obtain a job in policing upon graduation. To this end, the APA assists police departments with a basic selection process and by pre-qualifying trainees on the polygraph before they are admitted to the recruit training program. Recruits pay for their tests.

The APA offers other courses to generate funds and offset costs. Its Deputy Director is also Director of Marketing. Economies of scale and revenue generation are important issues for the APA. Much like the JIBC, the APA was described by its Director as having "multiple lines of revenue". Programs have been acquired or adapted to meet the needs of outside agencies.

For example, APA paid a nominal fee to acquire de-escalation training and this training was adapted to train nurses. APA will modify its curriculum to custom design a program. It has provided courses to the Chalk River Nuclear Plant, Acadia University, Nunavut, New

Brunswick Health, Prince Edward Island Health, and Dalhousie University Security. APA will train on site or attend at a client's premises. It also certifies trainers and generates additional revenue when they return for re-certification.

## COMMENTS

Public dollars are scarce and those responsible for their management are servants of the public. There are many demands on provincial and municipal governments; including health care, education, social services, and public safety. Training our police to be the best that they can be is not easy, nor is it without a cost. Capital facilities are required, operating expenses are necessary, and human resources make the operation work. Who pays is the age-old question.

For those departments or academies that imposed a tuition fee, it was justified as the recruit's investment in training for a profession which will inevitably provide a variety of financial and other rewards over the course of a career. In one form or other, governments are heavily invested in recruit training in each province and state that we visited, except the Maritimes, where cadets are not police employees, but college students.

At present, the Province of B.C., municipalities, and recruits all contribute to the cost of training at the BCPA. We recommend that this continue. We do believe, however, that significant one-time capital funds are required to bring the BCPA up to an appropriate training standard. From there it will be a case of developing a formula that provides operating funds on an ongoing basis and is not subject to spasmodic dips due to government budgets and recruit numbers. The BCPA must be able to operate and plan its future. Planning must be strategic and not incremental. The recommendations below seek to address these issues.

## RECOMMENDATIONS – FUNDING

13. **That** the BCPA be provided with dedicated, permanent funding to cover its core capital and ongoing infrastructure and operating needs.
14. **That** recruits attending the BCPA continue to be sworn members of a municipal police department and that they pay tuition in an amount set by the Municipal Police Training Board.
15. **That** the core funding of the BCPA include a Director, two Assistant Directors, a minimum of three curriculum developers, and necessary administrative staff.
16. **That** the BCPA be provided sufficient funding to develop operational and administrative policies and procedures.
17. **That** the BCPA budget include sufficient funding to recognize and celebrate the history and traditions of policing and police training in British Columbia, including the sacrifice of fallen officers.
18. **That** the core funding of the BCPA include funding for the Municipal Police Training Board.

# Staffing

## OVERVIEW

The current staffing model for instructors in BCPA's recruit training program consists of both seconded, serving police officers and retired police officers. At one time, the majority were the former, however in recent years this has been reversed, due primarily to budget constraints. The total cost (including salary and associated costs) for retired officers, referred to as 'sessionals', is substantially less than the cost for serving officers (approximately \$80,000 versus \$155,000).

At the time of our Needs Assessment, there were six acting sergeant secondments (one from Delta Police Department (DPD), one from New Westminster Police Department (NYPD), one from Transit Police, two from Vancouver Police Department (VPD), and one from West Vancouver Police Department). There were nine sessional instructors (eight retired from VPD and one retired from DPD). We were advised that duties assigned to sessional instructors varied according to their experience and the length of time since they retired. The issue of in-service training instructors is considered later in this report.

The Academy has a small administrative staff, with some employees performing multiple job functions.

## SITES VISITED

Except for the OPC and the APA, the police academies that we visited relied principally on seconded officers, identified through a competitive hiring process in their respective police department(s). The view of these academies was that the preferred instructor for police training is a serving officer with current knowledge in the area in which he or she instructs. The ideal arrangement appears to be a secondment of serving officers for a three to five-year period, during which time they will impart their knowledge on recruits. In return, they refine and develop their interpersonal and training skills. In standalone academies, the directors of training were serving officers who would also rotate over time, while the OPC, APA and Washington are led by retired officers.

Departments emphasized the need for continuing training for any permanent instructors.

Selection of seconded instructors was accomplished through in-service competitions. These positions were generally viewed as desirable, and competition was strong. Toronto has had up to eight applications for one position. A number of academies required that potential instructors have completed courses in training or adult education in order to apply for a position.

A huge drawback with permanent instructors is their currency and therefore, their credibility as instructors. Departments emphasized the need to provide permanent instructors with continuing education to remain abreast of developments in their speciality and in training itself. Even in specialized areas such as driver training and firearms where the basic knowledge and skills do not change as frequently as in other areas, it was noted that developments in equipment and tactics are almost constant. For example, driver training now involves multi-tasking with radios and onboard computers. Also, pursuit driving policies and techniques have undergone considerable change. In firearms training, simulators are now being used (as they are with driver training), use of force policies continually evolve, weapons change, and we are now in an era of tactical long guns as well as rapid response entries into buildings.

### Calgary

Calgary has a training staff of over 70, including eight curriculum designers, a manager, and two lawyers. Instructors are paid to perform remedial training and others are brought in strictly for in-service training. The tenure for secondments is three to five years.

*“We want the buy-in. Credibility and currency are important.”*

– Edmonton Police Service

CPS has developed a three-week certificate program for potential instructors. A week of the training is dedicated to building content and developing lesson plans. Staff compete for the instructor positions, as they do with any other position within the department. CPS has no retired officers in its training program. They are concerned with the need to develop threshold standards for the selection of instructors.

### Edmonton

Edmonton cited the importance of currency and credibility in its instructor cadre. EPS wants members that are current and active in the organization, noting: “We want the buy-in. Credibility and currency are important.” Edmonton stopped the practice of using retired members as instructors. They describe having a core of instructors, ‘with expandability’ through calling in officers from the field. Instructors complete a course in adult learning.

RCMP instructors are secondments from the field, who remain at the Academy for between three and five years. They complete a two-week facilitator’s course. Although they are expected to adhere to a lesson plan, they complement the lesson plans by using applicable examples from their field experience. New instructors observe, co-teach and then teach, are assessed and cleared.

### Ontario

The OPC has 74 staff members, including 42 instructors, two curriculum designers, one executive assistant and one clerk. They consider themselves to be seriously understaffed. Eight of the 42 full time instructors are on three or five-year contracts. Although the move to short-term contracts will alleviate the cost of unionized, full time instructors, it does create a lack of job security in those who are hired. The OPC also suffers from the need to constantly ramp up its instructor cadre due to the nature of the training cycle, in which there are months when no recruits are on campus.

The structure of the instructing cadre at OPC is complex. It is composed of both “full time” or contract instructors and seconded officers. Most of the full-time instructors are retired police officers, who are now public servants and members of the Ontario Provincial Police Association. Their pay has increased over the years and now approximates \$130,000, or the pay of a police inspector in Ontario. Management pay has not increased in seven years, leaving managers about \$30,000 behind the full-time instructors. There is a contractual ratio of 55% contracted officers to 45% seconded officers. Many of the full-time instructors had very little previous teaching experience when they began teaching and now lack currency in the field. As a result, it has been argued that the OPC has relevance and capacity issues.

The OPC has partially overcome the lack of currency in instructors through a most unique program. Each full-time instructor is expected to remain current in his or her area of training and, in some cases, to be a provincial lead. As such, they perform environmental scans to learn of developments in their field of expertise and lead provincial ‘Community of Practice’ groups. They set up, run, organize and debrief their fellow practitioners on a regular basis. There is a rigorous system in place to keep all members of a Community of Practice group informed of developments. York, for example, has members sitting on numerous Community of Practice committees. The Community of Practice concept is viewed as very beneficial. It brings a more fulsome and inclusive perspective to training and allows for interaction between services.

Secondments to the OPC are for two years and can be extended. They come to the OPC as Sergeants or A/Sergeants and live on campus. As a result, they are accessible to students in the evenings. The OPC pays pay and benefits, plus they receive a \$600 stipend per month. Their accommodation is provided at no cost.

Some of the seconded staff double as liaison officers, who maintain a link between home departments and their recruits in training. Seconded instructors return to their home departments during the months when there are no classes in training. There is no formalized gender or ethnic requirement.

## Toronto

Toronto's police college has a staff of 100 and an operating budget of \$21 million. The facility was built in 2008 at a cost of \$85 million. Instructors are serving members, who cannot teach for more than five years. Every instructor must have completed the Teaching Effectiveness Course. This involves one full day of training for 10 weeks at Humber College. The training also introduces curriculum design and is essentially what Humber College provides to its students, modified to meet the requirements of the TPS.

Toronto has been criticized in the past for training lapses, which are now reflected by the increased priority afforded to training within the organization. In a 2006 review of TPS Training, it was noted that "Rotating the best police officers from day-to-day operational duties through to training instructor's positions brings fresh perspectives into the classroom and ensures that officers with relatively recent operational experience are teaching at the College. The utilization of officers with fairly recent field experience also has the potential to increase the credibility of the training process with participants."<sup>10</sup>

## York

York has a staff of 42 in its training unit, the majority of whom are sworn officers. They also use a secondment model, in which sergeants and constables may instruct for three years, with extensions possible. Postings are made for vacant positions and applicants must meet stated qualifications. They value "currency and credibility" and will also bring in guest speakers, as required. York noted that success in training can depend on the quality of instructors. They also emphasize the importance of professional development for their instructors.

## Washington State

At WSCJTC, the nucleus of trainers consists of sworn, seconded members. Most officers are drawn from local agencies and contracted for three-year terms, which may be extended. This allows for instructors who are active duty practitioners schooled in the latest techniques. They are selected through a competitive hiring process.

WSCJTC has approximately 50 full-time employees consisting of a mix of state employees and contracted staff. Supplementing the full-time staff are about 150 contractors who teach Firearms, Defensive Tactics, Emergency Vehicle Operation, and many other courses. The majority of in class instruction is done by a cadre of 10 Teacher/ Administrator/ Coach (TAC) officers. Of these 10 TAC Officers, two are full time state employees selected for their specialties. The criminal law instructor is a 20-year police officer who earned his law degree from Yale. Many of the administrative and managerial positions are staffed by retired police employees with specific experience in supervision, command, or training assignments.

## Atlantic

At the APA, there are three types of instructors: full-time civilian instructors, contractors, and instructing officers. Instructing officers have maintained their status as police officers. Most instructors are mid-career. Only one current instructor is retired. Instructors are brought on as probationary employees, at the rank of sergeant. All are required to obtain a Continuing Adult Education (CAE) certificate, at which point they become inspectors.

Due to the relatively small size of the APA, instructors multi-task, teaching or assisting in more than one core area. Instructors are paid teacher salaries, which are less than serving police officers, and average \$75,000, all inclusive. Pay is based on an instructor's level of education, with additional pay for completing the CAE, a master's degree, or a doctorate. They are hired as probationary employees until they complete the CAE. Secondments are considered too expensive. There is also a concern for disparity in salaries if they were to use secondments. The APA looks for experience in policing, intellect, motivation and innovation. Recruits contribute to the evaluation of instructors.

10 Auditor General, "Review of Police Training, Opportunities for Improvement Toronto Police Service", 2006.

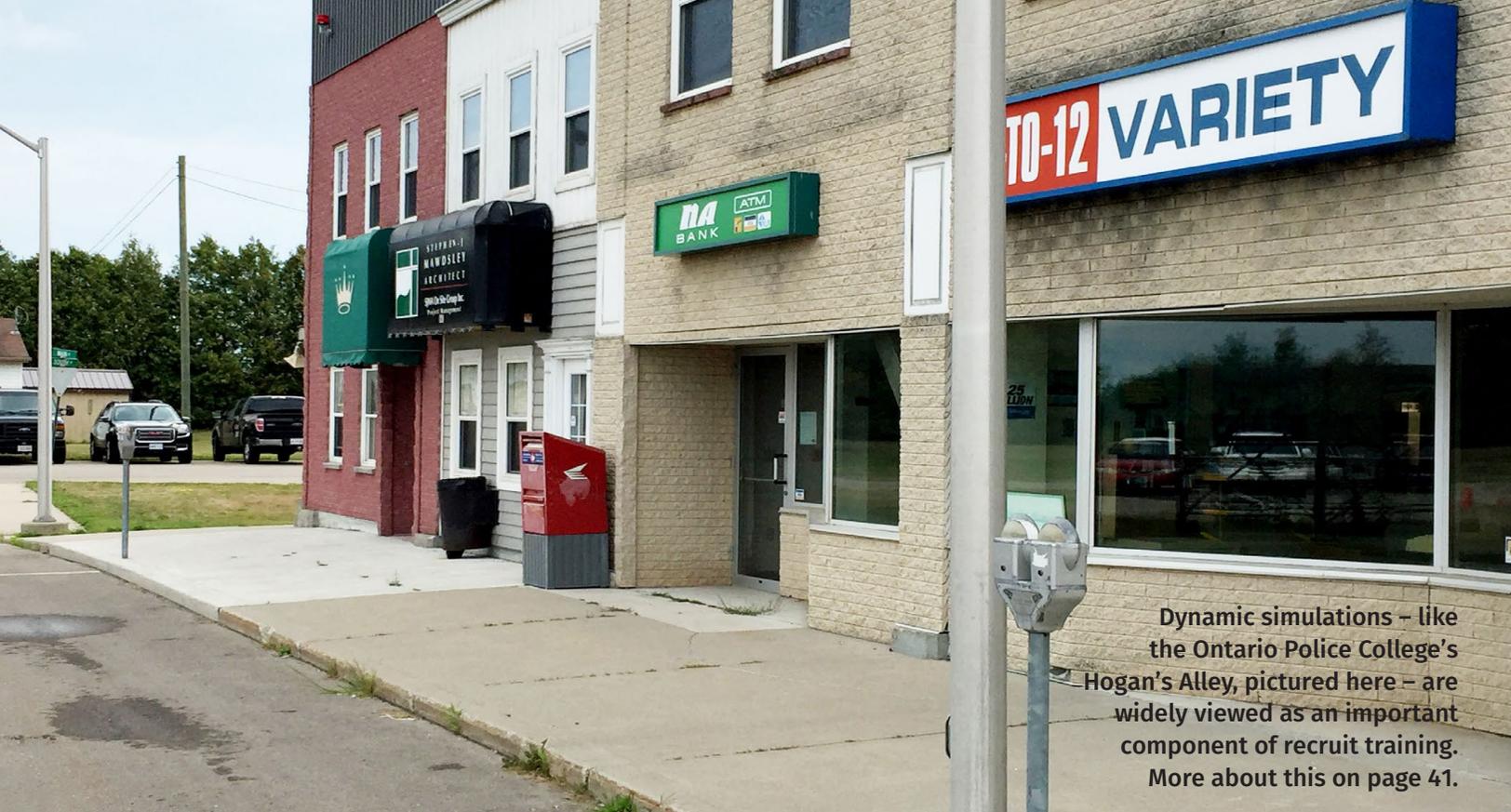
## COMMENTS

The most important aspect of virtually all organizations is the people who breathe life into the organization through their daily travail. In an institution of higher learning, this is doubly important. Having competent and trained instructors is critical to effective police training. Furthermore, modern strategies in risk management include providing excellent training and documenting what was delivered and by whom.

Without exception, the academies that we visited recognized that in addition to being competent and trained, instructors must be current in their field. Academies generally view two years as a minimum secondment and five years as a maximum. There will always be a place for the occasional subject matter expert who may not be a police officer or is retired but these are an exception. We agree with this assessment and the recommendations below reflect this fact.

## RECOMMENDATIONS – STAFFING

19. **That** the BCPA staffing complement be increased to fully meet police recruit and in-service training requirements, while enabling instructors to remain abreast of developments and best practices in their areas of expertise.
20. **That** not less than 80% of instructors at the BCPA be sworn officers, seconded from municipal departments for a period of three years, with provision for a one-year extension, subject to the recommendation of the BCPA and approval of the instructor's home department.
21. **That** contracted instructors be limited to persons whose expertise is required for specific aspects of the recruit or in-service training, and that their tenure be restricted to five years.
22. **That** the BCPA ensure that its training cadre reflects the ethnic and gender composition of policing in the POBC.



Dynamic simulations – like the Ontario Police College's Hogan's Alley, pictured here – are widely viewed as an important component of recruit training. More about this on page 41.

# Recruit Training Model

## OVERVIEW

Police training in British Columbia follows a four-block model, consisting of Block I at the Academy, field training provided by home police departments in Block II, Block III at the BCPA and Block IV in the field. This form of training has existed since the earliest days of the Academy and once included a fifth block. Block IV is not relevant to our assessment, as recruits become qualified police officers after Block III. Recently, a new curriculum was introduced, which is dramatically different from what previously existed.

Despite the use of different terminology in the academies that we visited, for the sake of consistency, in this report we use the term Block I to describe the academy portion of training and Block II to describe the field training component.

## SITE VISITS

The police academies that we visited varied in terms of their program. Below is an overview of each academy, followed by highlights of best practices which we observed. It should be noted that most departments in B.C. and elsewhere will hire a certain number of experienced officers from other police forces each year. Recently, many if not most of these officers have come from the RCMP. They are often referred to as 'exempts' or direct entry candidate, which indicates that they do not have to complete the normal recruit training program. Many departments will sponsor a yearly, short course for exempts.

### Calgary

Calgary's recruit training program consists of 28 weeks of classroom training, followed by a three-month field training component. They have three recruit intakes per year, plus one direct entry class (eight weeks of training). The academy can accommodate four classes of 24 recruits in each intake. Three sergeants are assigned to each class. Recruit training takes priority in the use of facilities.

The confidence level of graduates is considered high. Small police forces in Alberta occasionally send recruits to CPS and EPS for training, at a cost of \$31,000 per recruit.

Almost a decade ago, Calgary completed a review of its training program, in order to move away from the traditional 'show and tell' method of teaching, by integrating scenarios into a training program which is competency based. The program was re-designed into specific modules, which tie together with a common thread. Calgary believes in a 'back to basics' approach which emphasizes the fundamentals of policing. CPS still incorporates lectures, such as for legal studies. They are content with this model. They have recently increased the emphasis on de-escalation and provide 'Road to Mental Readiness' training and spend considerable time discussing the need for a respectful workplace.

Calgary observed that generational issues must be considered, as the recruits of today are different from those of previous generations. One cannot assume that they have developed certain skills, such as interpersonal relations and driving. They also use a language coach for recruits that have difficulty with English. Recruits tend to have excellent qualifications, but can they translate those attributes into action?

CPS believes in going back to basics. They are always adding more content. CPS is aware that there is considerable external oversight of their work and this creates a certain degree of pressure. They are exploring whether they devote sufficient time to bias free policing and to report writing. Remedial training is skill based. They also conduct suitability reviews if recruits do not meet judgment or firearms standards.

## Edmonton

Edmonton hired 146 recruits in 2016 and 95 in 2017. Their classes consist of as many as 48 recruits. They had between 8 and 12 exempts in 2017, who took an eight-week course. Edmonton has a three-block training program that takes approximately 12 months to complete. Block I consists of academy foundations training, in which 50% of the time is spent in the classroom and 50% consists of practical exercises. It is based on established competencies required for a patrol officer, organized into topics and lectures.

Block II consists of 23 weeks of field training. In Block III recruits return to the academy for post-foundational assessment and development. This is two to three-weeks of targeted training and assessment, as well as drill and preparation for graduation.

EPS provides recruits with a handbook at the beginning of training and a dedicated class co-ordinator. They use a lecture style for training, supplemented by 10 scenario days in which evaluators are brought in and recruits are paired up. Each recruit performs a scenario. EPS tries to avoid scenario information being passed along to other recruits. The lectures are interactive and include Power Point. Instructors are encouraged to add their own experiences.

EPS is currently reviewing its training program to ensure that it is effectively incorporating de-escalation concepts. It is also in the process of modifying its "risk effective decision making" training, to better align with other critical decision-making models. Ideally, EPS would like to dedicate time to exploring new training options on an ongoing basis and to integrating audits in its program, to ensure its continuing effectiveness. EPS believes that its graduates are very well prepared when they leave the academy. They conduct post graduation interviews of recruits. They set a very high standard and terminate approximately 10% of all recruits.

Edmonton has created an innovative Mentoring Academy to help prepare applicants who show promise but were deferred in the application process. Most are from under-represented communities. It is a blend of recruiting and training. The concept is to build a 'farm team'. Ninety candidates can participate in a 12-week program. There are three hours of training each week. Topics include command presence, report writing, and interviewing. Experience has shown that the groups quickly galvanize together. The result is that EPS has 36 additional hours in which to assess the suitability of a candidate and thereby minimize recruiting errors and risk to the organization. Eighty to ninety per cent of the participants will eventually be hired, with the added benefit that they will have a support group during recruit training.<sup>11</sup>

<sup>11</sup> See Cheryl Voordenhout, "The future of police recruiting in Edmonton", Blue Line, Oct. 2017, p. 16.



## RCMP

The RCMP recruit training program consists of 26 weeks on site at the RCMP Academy. The curriculum includes Orientation (21 periods); Applied Police Sciences (360 periods) in 15 modules; Drill, Department and Tactical (43 periods); Firearms (64 periods); Fitness (46 periods); Police Defensive Tactics (75 periods); Police Driving (67 periods); Detachments (64 periods); Exams and Progress Reports (12 periods); and Inspections, Medical and Administrative (15 periods). The program is expected to expand with the rollout of Immediate Action Rapid Deployment (IARD) training.

The current curriculum at the Academy has moved beyond traditional lectures. They have been replaced by interactive learning; including facilitation exercises, class discussions, on-line research, and scenario training. The Academy is appropriately resourced, with the right supports and instructors in place. As noted above, Applied Police Science consumes 360 hours, or almost one half of the training time.

At the time of our visit, the RCMP had 18 troops, with 32 cadets per troop, on base. It is running at capacity and will be for some time, with a projection of 40 troops in 2018.

## Ontario

Police recruit training in Ontario is governed by the *Ontario Police Services Act*<sup>12</sup> and its *Regulations*,<sup>13</sup> which stipulate that a recruit must complete mandatory training at the OPC to become a police officer.

Departments are not permitted to provide recruit training, but many provide supplemental training due to the short duration of the OPC program. Recruit training commences post-employment, requiring all recruits to be hired as cadets by an authorized police agency in Ontario. Recruits are on performance contracts. When they graduate, they are sworn in as peace officers.

Recruit training at the OPC lasts for 12 weeks. The block system was abolished in 1987. It has a capacity of 320 recruits and operates on a schedule of three months on and one month off, with three recruit starts per year. The OPC has a 98 per cent pass rate, which may reflect the quality of recruitment.

There are up to 10 classes at one time, ideally with 22 to 24 recruits per class, but classes can exceed 30. The OPC does not believe that the basic training is long enough, and points to the need for more scenario training. Training starts with lectures and evolves into practical scenarios for the last four weeks. The OPC faces many demands on its time. For example, one and a half hours of training on carding was recently mandated by government. In addition, its present annual capacity is 240 recruits, which may not be sufficient in the future and could force individual departments to seek an exemption from OPC training (as TPS did in 1987).

As noted above, police departments in Ontario currently supplement OPC training, both before and after basic training. The OPP and the 'Big 12' departments add between nine and twelve weeks of departmental training. The OPP training includes the patrol carbine and is scenario-based. It takes place for one week before, and eight weeks after OPC. Previously there was a disconnect between the OPC program and the supplemental training provided by some services, however that has been eliminated.

<sup>12</sup> *Police Services Act*, RSO 1990, c. p. 15.

<sup>13</sup> There are numerous, see: <https://www.canlii.org/en/on/laws/stat/rso-1990-c-p15>.

*“We want them to be successful. The quality of our recruits is very high. York has not been in the news.”*

– York Regional Police

OPC management recognizes numerous deficiencies with its program. At present, they do not have an overarching critical thinking or decision-making model and wish to assess their needs and move to an evidence-based model. They ask, “what does a front-line police officer need tomorrow”? The OPC is also motivated to rebuild and expand its program to ensure that all Ontario police recruits obtain the same level of training. They have the support of the OACP to restructure the program and delivery mechanism. Management at the OPC is optimistic for the future.

### Toronto

At Toronto, every recruit begins his or her career as a Cadet-In-Training (CDTT) with 12 days of orientation at TPC, followed by recruit training at OPC, and nine weeks of post-OPC training (affectionately referred to as “finishing school”). Once a cadet successfully completes the prescribed training at both colleges, a graduation ceremony is held in which the cadet receives a badge and a formal assignment. It is at this point, that the recruit is sworn in as a police constable. The constables must then complete a field training program, with assigned coach officers. This generally occurs over a 15-week period.

TPS provides pre-OPC training because they want to talk to their recruits before anyone else does. They wish to set recruits up for success at OPC and in their careers.<sup>14</sup> TPS has woven threads through their training, such as the need for empathy, and has designed their training to flow thematically. Toronto also wants its recruits to become comfortable with wearing a uniform and being on time for class. The indoctrination is militaristic. As one manager indicated, “We get them for 24 weeks and our training has to last 36 years”. Toronto visits its recruits at the OPC every two weeks and acts in a supportive role.

The post-OPC fine tunes recruits on procedures, through interactive lectures and seven days of scenario training, which includes the use of notes, report writing, and court testimony. Each scenario takes 15 to 20 minutes and is thematically designed and of increased complexity as the training proceeds. TPS encourages critical thinking, the think / act / explain paradigm. What you do has to be for the right reasons. This is a thread that is woven through the recruit and in-service training. Recruits also complete 10 occurrences, or files. Coach officers in the field report that the recruits are turning out to be good police officers.

TPS has a very high success rate among its recruits, which it attributes to the pre and post-Aylmer training. TPC believe that a lot of today’s recruits are better trained than their coach officers were. For this reason, they have updated their coach officer training to a supervisor course, which emphasizes critical decision making. TPS also has a Family Day for recruits, which it considers very important.

### York

York hires 30 recruits per year and three to four exempts. The Training and Education Bureau includes one superintendent, one inspector, two staff sergeants, seven sergeants, twenty-two constables, six civilian trainers (learning development coordinators and e-learning trainers) and three shared administrative staff, for a total of 42 persons. The staff are divided into three units; practical skills (use of force / driver training) academic learning and leadership training.

York recruits receive between four and five weeks of pre-OPC training, which gives them an advantage during the early days at OPC. A trainer advised us that, “We want them to be successful. The quality of our recruits is very high. York has not been in the news.” They attempt to give the recruits the tools and preparation required to be successful. Recruits are taught note taking, shotgun and carbine training.

<sup>14</sup> This stems from the Hon. Frank Iacobucci report of July 2014, entitled “Police Encounters with People in Crisis”.

Post-OPC training runs between four and six weeks, depending upon holidays and other logistic factors. The post-training involves a great deal of skills training in areas, such as vehicle stops. Then recruits receive 50 weeks of field training. During their first five years of service, constables receive an additional two weeks of training each year.

At YRP, there is a balance between lectures and independent learning. They run simulations and afterwards recruits are debriefed by explaining their actions. Academic instructors are utilized to assist with the articulation process.

York considers OPC to be the baseline; “They are taken to a certain point – the whistle blows – we go to the next level.” We try to make them more performance orientated. York has seconded officers at OPC and always attempts to support OPC, such as by hosting courses. As noted by Calgary, today’s recruit is different from past generations. It was mentioned that today’s police training has to train “digital people [to do] an analog job”.

## Washington State

At WSCJTC, there are 30 recruits in a Basic Law Enforcement Academy (BLEA) cohort, who attend a 720-hour program, over approximately 19 weeks. Currently there are 16 mandated BLEA classes per year, accounting for approximately 540 officers. Recruits are hired by their individual agencies and sponsored to attend. At present, there are no self-sponsored positions. The bulk of the recruits are considered “mandated” under the RCW and must attend basic training within six months of hiring. They are on probation for one year. In addition, the satellite Spokane Training Center runs a couple of recruit classes per year.

Lateral or equivalent officers may be hired from out-of-state agencies under strict rules and attend an 80-hour course for state certification. This course is run several times per year with about 40 candidates each.

The WSCJTC recruit training curriculum includes Admin & Tac Time (36 hours), Blue Courage (13 hours), Criminal Investigations (65 hours), Criminal Law (57 hours), Criminal Procedures (45 hours), Crisis (26 hours), Defensive & Control Tactics (134 hours), Emergency Vehicle Operations Course (EVOC) (40 hours), Firearms (88 hours), Mock Scenes (74 hours), Outside Certifications (11 hours), Patrol Procedures (69 hours) and Traffic (62 hours).

When WSCJTC implemented problem-based learning, the curriculum got out of control. Now, instruction is mostly lecture based, with scenarios. The current focus has been on critical core training, quality, and standards. They utilize a model of reflective journaling, whereby the recruit must be able to announce their learning and becomes part of the evaluation process now.

Although the training is currently 19 weeks, WSCJTC would love to have another month. In their view, emergency vehicle operation training should be expanded. There is also no active shooter training. All recruits are believed to have the requisite skills when they graduate. There is no requirement for field training, however most agencies provide three months. Seattle has four weeks of post-academy training, which is described as Seattle specific training. WSCJTC has built “Blue Courage”, a resiliency program, into its curriculum, and the theme of that program is reinforced throughout training.

## Atlantic

APA cadet training is 25 weeks long, followed by 10 weeks of On the Job (OTJ) training, after which cadets return for one additional pre-graduation week. Classes typically have 50 cadets split into two cohorts. They have ‘recruit leaders’ and ‘course leaders’. Cadets are sworn-in as peace officers when they begin training.

The APA’s recruit training is based on an integrated, scenario-based curriculum and is believed to be the first police academy in Canada to mandate mental health training for police officers.

Recruits complete 30 hours of pre-learning before they arrive. The academy uses a combination of lectures, practical skills training and group work. They also use a combination of articulation and memorization with a focus on the ‘education of knowledge’. The focus is on understanding and explaining – the theoretical, the practical and assessment. All recruits are Taser trained. The APA also uses CPKN extensively. The APA would like to find more time for report writing, file work and records management. Credits earned through the APA training program are transferable to Cape Breton University and the University of Prince Edward Island.

Some Maritime police departments supplement the APA training. For example, after being hired, Halifax provides three weeks of in-house orientation.

The shorter training programs at multi-agency academies leave smaller departments at a disadvantage.

## LENGTH OF TRAINING

Most leaders in the field of police training will agree that there is never enough time in a training program for all the material which should ideally be covered. The minimum program length at the academies that we visited was 12 weeks, but most were in the range of 26 to 28 weeks. Most police services we visited have, or are in the process of extending the length of their recruit training. The current lengths are as follows:

<b>Calgary</b>	28 weeks <sup>15</sup>
<b>Edmonton</b>	26 weeks <sup>16</sup>
<b>RCMP</b>	26 weeks <sup>17</sup>
<b>OPC</b>	12 weeks
<b>Toronto</b>	3 weeks pre-training and 9 weeks post-training
<b>York</b>	4-5 weeks pre-training and 4-6 weeks post-training
<b>WSCJT</b>	19 weeks
<b>APA</b>	35 weeks (includes 10 weeks field training)

The multi-agency academies provided shorter programs than the standalone academies. While the shorter programs may have sufficed when the multi-agency academies were formed, over time individual police departments have discerned a need to supplement this training, in house, to deal with new requirements and emerging needs in the police profession. This phenomenon is very clear in British Columbia and in Ontario.

The inequity of this approach is that small departments can generally not provide the same level of in-house training that is possible in a larger department. This was confirmed at the OPC, the APA and the WSCJTC. In each case, additional departmental training was dependant on the size and capacity of the home department.

## BLOCK TRAINING

Considerable debate has occurred in police training circles respecting the merit of a one block program versus a multiple block program, such as we find at the BCPA. One researcher has concluded as follows:<sup>18</sup>

“The two-block training approach appears to be the most common. In particular, the national police forces (e.g., RCMP, Australia Federal Police, and Royal New Zealand Police) tended to use this model, as did many Canadian provincial and municipal police services. A handful of police services indicated that they employed either three-block or five-block models (the jurisdictions that used a 5-block model were all based internationally). The model in which a university degree or college diploma (or the near completion of one) was required prior to entry into a police service was used in four of the Canadian jurisdictions examined, one jurisdiction in the United Kingdom, Ireland, and four states in Australia.”

In Canada, the multiple block system was in vogue for a number of years, but not at present. In the Needs Assessment, we reported on the numerous complaints that we heard with respect to the current model, in which recruits return to the Academy for a third block. Many interviewees suggested that the Block III curriculum is simply not sufficiently challenging, due to an abundance of disparate lectures and a lack of relevance to the new officers’ current duties.<sup>19</sup>

All the academies that we visited, other than Edmonton, now have a two-block system, in which a lengthy period of academy training is followed by field training. A benefit is that it allows recruits to be roadable much earlier than was previously the case.

<sup>15</sup> There is currently a proposal to increase training to 31 weeks.

<sup>16</sup> Training consists of 23 weeks academy training, 23 weeks field training, followed up by 3 weeks of final academy training.

<sup>17</sup> The RCMP increased its training to 26 weeks from 24 weeks, as a result of the need for training in patrol carbine (5 days), IARD (3 days), and missing persons and mental health (2 days).

<sup>18</sup> Lisa Jewell, *supra*, ft. 3.

<sup>19</sup> We have been advised that the BCPA has revamped its Block III, as part of its new curriculum. In view of the criticisms which we heard regarding the new curriculum, it is hard to know whether this is a positive or negative development.

It should be noted that cadets do return to some of the academies prior to graduation for pre-graduation exercises. Calgary tried the multiple block model for a couple of years, but without success. At Edmonton, recruits are fully operational after they graduate but return to the academy after an additional year for advanced training. The RCMP uses a two-block system, as does Ontario.<sup>20</sup> The WSCJTC also uses a two-block system. The APA uses a two-block system, but cadets return for one to two weeks of pre-graduation preparation.

## PHYSICAL PLANT

The BCPA does not have a dedicated training facility. It shares classrooms and other space, such as a range, with other programs at the JIBC. This is quite different from all the police academies that we visited. At one point, JIBC was involved in discussions regarding co-locating a campus near the Pacific Region Training Academy (PRTC) in the Canada Education Park, at Chilliwack. Discussions on joint programming and standardized program development with PRTC seemed promising but were never consummated.

Every police academy that we visited had its own dedicated facility. Calgary, the RCMP, Toronto and York all have modern, purpose-built facilities with state of the art equipment and classrooms; including dynamic simulation areas and simulators. Edmonton, OPC, APA, and WCJTC have dedicated, re-purposed facilities.

## Calgary

In Calgary, the Chief Crowfoot training centre is attached to its headquarters building. Within it are two classrooms, three computer labs, three gymnasiums, a building clearing room, and three mat rooms.

Edmonton currently has five training facilities, spread throughout the city. These include the following:

1. Recruit training is at the Griesbach location. It includes fitness training and a large gym with mats for control tactics. This facility has two classrooms that can seat approximately 35 recruits each. There is also a portable classroom at this facility for an additional space. The main building is a former school.
2. The outdoor range includes one large mat room and a gym for control tactics. There is also one large classroom (capacity of 50) and one firearms scenario room. The range includes 24 lanes at 47 metres in length and a frangible marksmanship range. Also, outside is a large scenario facility, and a tactical village for building clearing and the use of simulator guns. Both recruits and general membership use this facility.
3. Downtown police headquarters contains an eight-bay indoor range, which is currently closed due to ventilation concerns. It was expected to reopen in late 2017.



Except for BCPA, all academies visited for this report – including those in Edmonton (above left) and Toronto (right) – have a dedicated training facility.

<sup>20</sup> York is more ambitious and brings members back for 2 additional weeks of training every year for their first 5 years.

4. A downtown training centre contains two large classrooms (50 to 60 each), which are typically used for continuing education and investigative training.
5. The ALERT building is a site which is shared with the Province of Alberta. EPS has access to classrooms and a computer lab, which it typically uses for continuing education and investigative training.

Construction of a new training centre at the Griesbach campus will co-locate recruit training and continuing education. The building is expected to open in 2019 and they hope that a new, large indoor range and tactical shoot house will be complete in 2021.

## RCMP

The RCMP Academy is massive and the largest police academy in Canada. There are administrative buildings, dormitories, academic facilities, physical training facilities, drill halls, a dining hall, chapel, numerous auxiliary buildings, houses for officers, and mess buildings. There are purpose built firing ranges, driving tracks, simulation buildings and a detachment. The movable infrastructure includes a fleet of vehicles, over 400 computers for cadets, and even golf carts for staff to move around the facility.

## Ontario

The OPC campus is a large facility with academic and practical skills classrooms and residential buildings. It includes 10 classrooms, a computer classroom, a media classroom, gym, a drill hall, and a mock courtroom.

## Toronto

The TPS facilities are very impressive with everything, including a tactical village, co-located. Its previous facility was a re-purposed school, which did not meet its needs. The current facility is a state of the art, purpose built, \$75 million (in 2008) building. Toronto officials toured the FBI and U.S. Secret Service academies when designing their academy. It has 27 classrooms and a 300-seat auditorium, as well as 2–50 metre, 30-bay ranges. TPS has occasionally provided training to other police services and to the fire service.

## York

The York training centre is a new, \$40 million, 90,000 square foot facility. It is state of the art and very impressive. There are 10 classrooms, including nine for academics and one for practical skills, and two computer classrooms with pop-up screens. Three of the classrooms can seat 32 recruits and four can seat 40 apiece. The practical skills classroom has 42 seats. The side walls of the four large classrooms can be opened, to create a room with 160 seats. The classrooms have laser projectors. There are break out rooms and wireless internet access throughout the building. The facility was designed with high ceilings to provide a feeling of openness. There are locker rooms for both staff and recruits. There is a fitness room and a practical skills room, equipped with a soap ball package (similar to paint balls). There is an 18-stall, 50 metre range. Having one building for training has allowed York to bring training together in an integrated fashion. The academy does not, however, have a gym or an adequate driver training track and skid pad. The Recruiting Unit is co-located in the academy, which allows recruiters to observe how new hires are performing.

## Washington State

Washington conducts all its training on site, except emergency vehicle operation, which takes place at the Washington State Patrol Academy. WSCJTC is a large facility with a gym and a large auditorium, a range, but no dynamic simulation area. It has classrooms, a Commission meeting room, administrative offices, a dining hall, and dormitories.

## Atlantic

APA has a driving track, crime scene village, and indoor and outdoor ranges. It has a gym that is used for use of force, drill and for training. It has a 12 bay – 25 metre indoor range and a 24 bay, 100 metre outdoor range, for pistol, shotgun and carbine training. It also has a small workout gym and an additional use of force / workout area. There is a cardio room with workout equipment. All classrooms have smart boards. There are also computer classrooms and a Canadian Police Information Centre (CPIC) classroom. There is also a dormitory with 67 private rooms, which equates with the APA's capacity.

Except for BCPA, curriculum designers are used extensively at the other academies visited in this report, including York (York's expandable classroom at right).



## CURRICULUM DESIGN

During the research for our Needs Assessment, we heard numerous complaints from recruits and former recruits concerning the structure and implementation of the 'new curriculum' at the BCPA. Complaints included the absence of lectures, too much pre-reading, inadequate preparation for scenarios and case studies, and too much self-assessment. We also learned that the Academy formerly employed two curriculum designers, however in 2002 these positions were eliminated along with three instructor positions due to provincial cutbacks to the Academy budget.<sup>21</sup>

In the academies that we visited, most developed their recruit and in-service training programs through the extensive use of curriculum designers. These individuals are not police officers, but instead are specialists in the field of education and curriculum design. They invariably work closely with subject matter experts when developing lesson plans and courses. The subject matter experts provide the 'what' and the curriculum designers provide the 'how', referred to by one designer as the "instructional efficacy of the design based on desired learning and performance outcomes."

### Calgary

Calgary has eight curriculum designers and a manager, who is also a curriculum designer. In addition, they have two lawyers, one of whom is a police officer and the other is a former Crown Counsel. The curriculum advisors work with subject matter experts. It was pointed out that there must be an acceptance by police officers of the role of curriculum designers, otherwise they will be marginalized and not be able to perform to their fullest ability. Lesson plans are approved at a senior level in the training unit.

### Edmonton

Edmonton has a staff of six curriculum designers. They are assigned to recruit training (2), firearms and tactical, continuing education for general duties, supervisors and managers (3). Courses are well documented. At both CPS and EPS, curriculum designers advise with respect to all training programs. In Edmonton, they also work closely with a Legal Advisor Section.

At EPS, the designers identify critical competencies and set training objectives, while the instructor or subject matter expert develops the substantive material. The curriculum advisor then ensures that the lesson plans and presentation material are aligned and current. They manage course scheduling, course maps and teaching points, ensure that the training remains current, and that a record is maintained. Each training unit is responsible for research and development as well as examining other relevant topics to assess and include. Curriculum designers assigned to recruit training are expected to update the curriculum as policy and laws change.

At EPS, there are 30 to 40 requests each year for new courses. Each request is carefully reviewed to make sure it is required. EPS is currently looking at the best way to deal with these requests and is considering a prioritization process that is transparent and considers who will be impacted; the best method of delivery; what makes sense; equity; and its relevance to the greatest number of officers.

<sup>21</sup> Mark W. LaLonde, "Assessment in Police Recruit Training Simulations", M.A. thesis, Royal Roads University, 2004.

## RCMP

The RCMP recruit training program has a common thread running throughout all aspects of the program, referred to as a continuum of learning. The RCMP has used a problem-based teaching methodology since the mid-1990's, which has increasingly been integrated into all aspects of the program, and to which the RCMP is committed.

The RCMP's problem-based learning approach is based on knowledge, skills and resolution processes. The idea is to bring all three together. They do not believe in rote memory learning. Core knowledge is provided through handouts and lectures. Scenarios are only a part of the problem-based approach. For example, in a case of mischief, the recruit will receive a call for service and be expected to apply CAPRA: clients (direct and indirect); acquiring and analyzing; information; partnerships; response; and assessment. Non-offence scenarios are also incorporated into the training.

A recruit will encounter 300 scenarios during their training. The recruits learn about offences in modules, consisting of between 8 and 20 sessions each. The modules become increasingly more complex. Modules one and two consider goal setting, ethics and moral dilemmas, and core values. The need to articulate, or peel back decision making using the CAPRA model, flows throughout the training. There are 15 modules built around a scenario.

The design of the RCMP's program is spearheaded by its Learning and Development unit, which reports to the Commanding Officer and is staffed by 12 persons, including five curriculum designers. The curriculum staff will shape the knowledge of subject matter experts for the classroom. The advisors also ensure that common themes flow through all aspects of the training.

The training program at the Academy is also linked to the field training program, which follows a very decentralized model. RCMP lesson plans are very detailed, providing a minute by minute plan for each class.

## Ontario

The OPC has just begun using a curriculum designer. Previously courses developed "organically", depending on political needs and direction. Recently, a former military curriculum designer was hired as an academy's deputy director. She is developing policy which includes a convening order for a course, a yearly evaluation and a five-year cyclical evaluation. The goal of the OPC is to run a "golden thread" through its training program.

## Toronto

Toronto uses its own subject matter experts for curriculum design and has not hired specialist designers. The training modules are drafted in such a way as to be more Toronto-specific than is possible with the generic learning provided by the OPC and be based on departmental procedures.

## York

At York, there are two curriculum designers (learning development coordinators). Their value is well recognized. They tend to be more objective in their approach to training than the subject matter experts. Their responsibilities include updating material and being available to handle research requests. York has identified critical competencies for recruits and has mapped training to the competencies.

## Washington State

The WSCJTC recognizes the value of curriculum designers and revamped its curriculum in recent years with the assistance of a contractor, specialized in curriculum design. They moved away from the 'new model' of teaching due to a lack of direction and reverted to instructor focussed classes and practical exercises. In their view, the curriculum was getting out of control, so they developed quality control standards.

## Atlantic

The APA believes in the importance of curriculum development, however has only one part-time curriculum consultant, an employee of Holland College who works one day a week at the APA. Staff do most of the course development. Collectively they ensure that the lesson plans are current, relevant, attainable, measurable, and trackable. Outcomes and competencies are documented.

## DISCIPLINE AND DEPARTMENT

In our review of the BCPA, we heard complaints that the standards of deportment and discipline in class varied according to the discretion of individual instructors. We were told of gender and ethnic slurs having been uttered by recruits who were not called to account for their behaviour. It was noted that there was a disincentive to enforcing a rigorous discipline or deportment code because the recruits do not 'belong' to the academy but are employees of their respective police departments and may also be unionized.

Without exception, the academies that we visited adhered to a strict code of deportment and discipline, with variations of a no-tolerance policy for inappropriate behaviour. It was the view of some who we interviewed that it should not matter whether the academy 'owned' a recruit or not. If a recruit does not meet academy standards, the individual is simply returned or referred to his or her home department for whatever action is warranted.

In addition, all the academies described their training as being somewhat semi-military in nature, with obedience to lawful authority drilled into recruits. A visible demonstration of this was the inclusion of drill and inspections in all recruit training program. Some academies were much more rigid than others.

## Calgary

In Calgary, it was noted that incorporating semi-military training in an adult learning curriculum can work very well.

Dress and deportment is held to a high standard. Recruits come to attention when an instructor enters the classroom and each class has a pennant which they treat with a certain reverence and which instills a form of team spirit. CPS has increased the number of parades and inspections and will 'call out' recruits who are sloppy in appearance. They expect an impeccable dress standard. Minor instances of inappropriate behaviour are dealt with immediately by sergeants. They rarely have problems.

## Edmonton

Edmonton still operates in a very regimented manner. Discipline is strict from the outset of training, which itself is tightly structured. Dress and deportment standards are maintained at a high level. Recruits take 87 hours of drill. There are numerous parades and inspections, including by senior officers. Inappropriate behaviour is not tolerated.



Some academies take a more rigid approach to discipline than others. Dress and deportment is held to a high standard at Calgary (left). Washington's semi-military approach includes respect for country, veterans and fallen heroes (right).

## RCMP

The RCMP's semi-military bearing reflects its cavalry heritage and the fact that it is Canada's oldest regiment. That military approach is still reflected in a strong drill program and an emphasis on deportment around the Academy. Junior troops run until they are given their marching orders. Dormitories are to be kept spotless. Inspections are routine. Infractions are dealt with by the sergeant major. Physical and verbal abuse are not tolerated. Instructors are to be treated with respect. Nevertheless, the RCMP has modified its previous harsh approach to discipline to better align with modern trends in police training. The RCMP strives to develop an adult learning environment in which there is discipline and respect for authority.

## Ontario

The OPC uses a military discipline and deportment model and has an ex-CAF protocol officer as its lead. Cadets practice drill as part of training. The teaching style is semi-military. Sexist or racist comments or behaviour are not tolerated and would be immediately stopped.

## Toronto

Toronto adheres to a strict regimen of rank, which transcends the recruits and can be seen among NCOs and senior managers as well. Considerable importance is placed on drill. TPS has a 'no nonsense' approach to discipline and deportment and will not hesitate to deal with inappropriate behaviour as soon as it is discovered.

## York

York's academy is more collegiate in style than Toronto, however will still not tolerate inappropriate behaviour. YRP has moved away from a strict semi-military model and is adjusting its training to the people being hired. York still conducts drills and inspections and holds all recruits accountable for their actions. Inappropriate behaviour is not condoned and is dealt with swiftly.

## Washington State

Washington begins every morning at 0730, rain or shine, with flag ceremonies and calisthenics in the academy's outdoor plaza and its Memorial Rose Garden. The academy is semi-military in approach. Each class has a guidon, similar to a pennant, which it must protect. There is a class president and officers. Classes have to resolve many issues that arise in training. Inappropriate actions by recruits are confronted immediately. The Academy can expel a recruit for two years. A recruit who is returned to his or her home department for disciplinary reasons will be dealt with by that department. WSCJTC also has no problem with recruits being unionized or having different overtime and other benefits. That is for the home department to work through, as the academy's schedule is set.

During our visit to WSCJTC, the commander of the recruit training program addressed all recruits on the importance of Veterans Day and then asked all military veterans among the recruits to stand. Approximately half of the recruits were in that category. He then asked the balance of recruits to stand and told all recruits to look around them and realize that they are now wearing the same blue uniform and had joined a profession with a long history. This belies the fact that the academy is equally challenged with taking some 'of the military' out of veterans and inserting a degree of military training into those with no previous military background.

## Atlantic

The APA has a semi-military style with strict discipline, although it is attempting to modernize this approach by moving away from inappropriate punishments. As APA recruits are not police employees during training, the APA has developed a formal disciplinary process in which cadets can be expelled.



The OPC's mock courtroom.

## ACADEMIC TRAINING

A recurring complaint heard during our interviews for the Needs Assessment was a perception that, despite the dedication of the one legal instructor at the BCPA, the legal training program was deficient in various respects. Some recruits did not appear to know the basics of law and evidence, were not expected to memorize key powers and authorities, and did not study commonplace offences, concentrating instead on serious offences which they would likely not investigate in the early years of the career. The net result was that many recruits and their field trainers expressed a concern that the legal training did not adequately prepare recruits.

In our review of academies, legal education was roundly considered to be a critical element of recruit training. It is also an area of substantial risk for departments. Although the nature of legal training varied among the academies examined, all placed emphasis on learning the basics of law and evidence, and powers of arrest and detention. Many departments rely on legally trained officers or lecturers to develop and present the legal component.

### Calgary

Calgary has been increasing its emphasis on academics, because they found that recruits in scenarios did not thoroughly understand their legal authorities. The ability for recruits to articulate is important. As a result, legal studies are based on traditional lectures, and there is some memorization.

As well, recruits receive five hours of training on the *Canada Evidence Act*.<sup>22</sup> CPS recognizes the need to focus on basics, such as powers of arrest and powers of detention. They are trying to simplify their academic training, for fear of overwhelming the recruits. Cadets also learn and take an exam on the department's history and its fallen officers.

### RCMP

The RCMP refers to its academic program as Applied Police Sciences. The RCMP is satisfied that when recruits graduate, they have acquired a solid knowledge of the Criminal Code. Instructors use electronic slides, videos and other props. They conceptually explain new material, using their own experiences that are relevant and current.

### Ontario

At the OPC, memorization is still required for powers of arrest and search and seizure, although elements of an offence are not memorized verbatim. Toronto has incorporated a court day in its training, which it believes is very important.

### York

York moved away from lectures to an adult learning and problem-based model with practical examples and critical thinking and engagement in the community (for example, a religious tour). In addition to lectures, York uses table top exercises and role play. They encourage recruits to think on their own and not simply be 'spoon fed'. Recruits are still required to memorize powers of arrest and to understand their legal authorities, however. There is a constant blend of explanation and articulation as part of a debriefing methodology. In their words, they "coach more than [they] instruct." York constantly challenges its own program.

### Washington

Washington has 12 classrooms of different sizes, all equipped with media or projectors. The legal program is taught by a former police officer who is a Yale educated lawyer. Recruits memorize key legal elements and must be able to articulate their lawful authority and probable cause during scenarios. WSCJTC also has an innovative report writing program, in which recruits prepare reports on their home department's forms and those reports are then transmitted to the department for marking.

22 R.S.C. 1985, c. C-5.

## Atlantic

At the APA, recruits complete 30 hours of pre-learning in law, after which their training is in the classroom. The law instructor commented that millennials do not adapt well to lectures. As a result, he supplements lectures with videos, required readings, group settings and scenarios. They undertake case studies and two to three scenarios based on a case. The class works on scenarios in groups and then reports out, where there is discussion and a debrief. The APA also brings in actors for scenarios. It takes four to five weeks to acquire basic legal knowledge. Emphasis is placed on knowledge and articulation. Toward the end of their training, recruits complete an entire week of scenarios. They also conduct mock court.

## DRIVER TRAINING

The BCPA does not have a dedicated track for driver training, which forces it to use a track in Pitt Meadows, a long distance from the Academy. Training in officer-violator contact often occurs in the JIBC parking lot. The BCPA is unable to train its recruits on basic point duty, due to restrictions in the City of New Westminster respecting closing intersections. Its police vehicles are discarded vehicles from VPD, which are transferred to the JIBC at a nominal price. They are not 'kitted up' with current radio, computer and emergency equipment. In fact, the vehicles themselves are often of a type that is no longer in use or being phased out of operational police work.

In our review of academies, most had a dedicated on-site track. Some departments used re-purposed vehicles and some also suffered from not having police vehicles properly kitted up.

## Calgary

CPS uses re-purposed cars, although they are similar to those in general use. The cars have lights, sirens and radios, but no in-board computers. There is a mock dispatch. Driver training is held at Calgary's own track in the City, which it shares with the fire department. It is dated and faces capacity and repair issues. Training is scenario based.

## Edmonton

Edmonton's current driver training facility requires improvement. As a result, EPS is in the process of building a dedicated driver training facility, which will be integrated with provincial agencies.

## RCMP

The RCMP Driver Training Program consists of 67 periods divided into Orientation (4); Simulators (12); Patrol Drives (8); Collision Investigation (10); Emergency Vehicle Operation (skills and collision avoidance) plus exam (23); Highway and Gravel Road Driving (7); and High Risk Vehicle Extraction (3). Emergency vehicle operation occurs at week 18 and a radio-dispatch test at week 19.

The RCMP has a fleet of vehicles purchased specifically for the Academy. They are replaced when they reach a certain mileage. The RCMP assigns two cadets to an instructor. In total, the Police Driving Unit has 28 employees. Cadets are permitted to sign out a car to do practice drives outside of the Academy grounds. The model detachment has a telecom facility and recruits are regularly on the radio. A feature of the program is the skills track.

## Ontario

The OPC has a track and recruits spend one half of their driving there and the other half on public roads. Cadets have a weekly driver training class. The OPC is moving toward current cars and away from decommissioned police vehicles. The cadets use radios from day one. All officer-violator contact is on public streets.

## Washington State

In Washington, EVO training is conducted at the Washington State Patrol Academy. This requires that recruits travel to the southern end of the state. The view is that the training is of a high calibre but probably not enough time is devoted to it. All vehicles have lights, sirens and radios. There is a dispatch and training is scenario based.

## Atlantic

The APA driving course is on a former airport runway. They have 15 decommissioned police cars provided by various police services. Cars have lights, sirens and radios. Recruits learn to multi-task – driving and talking on radios. Scenarios are held in-town.



The APA's Holland College has 15 decommissioned police cars.



Firearms training facilities at York (left) and Toronto (right).

## FIREARMS TRAINING

In our Needs Assessment, we learned that the BCPA provides a minimum of firearms training to its recruits, due to time and space restrictions. Furthermore, the onsite range is shared with the B.C. Sheriffs, resulting in some training occurring on Burke Mountain, a long distance from the Academy. It is not possible for recruits to spend their own time practicing at the range and ammunition is not supplied for extra practice. Because of the distance which recruits must travel in order to reach Burke Mountain, the training is delivered in full day blocks. This creates fatigue issues on the range.

In our review of police academies, we saw considerable emphasis placed on firearms training, both in class and on the range, due to the huge risks posed to the police officer and the public. Being properly trained in the use of firearms may make all the difference for a police officer faced with a deadly force event.

### Calgary

Calgary has both a 6-bay indoor range and a 12-bay outdoor range, located near the training centre. Increased range capacity is viewed as a priority for the department.

### Edmonton

Edmonton has a 16-bay outdoor range beside an 8-bay outdoor range, although only one can be used at a time. To maximize use of the range, EPS trains 32 members at a time, with half in firearms and half in tactical training, then rotating. There are 14 days of firearms training in the curriculum and 14 days of tactical training.

In order to reduce range time and the fatigue that accompanies it, EPS uses three firearms simulators, 2 of which are PRISM video judgment simulators. There are also two fixed classrooms and one portable classroom at the range complex.

### RCMP

The RCMP's Firearms Training Unit is composed of regular member instructors and two contract instructors. The program is skills based and divided into two-hour blocks, totalling 64 hours, but soon to be extended to 104 hours with patrol carbine training. The training includes the pistol (38 hours), carbine (40 hours), shotgun (9 hours), and off range, manipulations, stoppages, and pin cleaning (17 hours). There are 40 instructors working two shifts, from 0600 hours to 0200 hours. A ratio of four recruits to one instructor is used on the firing line, and three to one for the patrol carbines. A recruit is expected to learn, practice, and use their new skill. Firearms simulators are integrated into the program. Recruits fire an average of 1,600 rounds during training, as well as 200 to 400 in the simulator.

### Ontario

The OPC has a modern, 14-bay range. The college provides 18 – 90-minute firearms training sessions, with three to four instructors per class. They use a one or two instructor(s), on one recruit ratio. Cadets are issued inert pistols to practice loading and drawing weapons. The first two sessions are held in the classroom. The third session is held on the range with dummy rounds. The fourth session is transitional and the fifth session is on the range with live rounds. Cadets have a mid-term exam. The training is progressive, with new aspects continually being added, including night shooting.

## Toronto

The Toronto Police College has two massive, state of the art ranges, each 50-meters, with 30-bays apiece. In addition to pistol training, they train on the carbine and shotgun.

## Washington State

Firearms training is a high priority at the WSCJTC. The course is comprised of 17 units, delivered in 4-hour sessions, and totalling 88 hours of training.

## Atlantic

The APA has a 25 meter, 12-bay indoor range. The range has a wet bag system for ammunition pick-up and is well ventilated. Lighting options include low lighting as well as siren and emergency lights. They also have a 100 metre, 15-bay outdoor range, which is surrounded by berms. Most training is on the Sig Sauer pistol, but they also provide training on Berettas and Smith and Wesson pistols, if they know that a recruit is going to a department that uses those weapons. They are also providing training on carbines. In their estimation, they could ideally use another 10 bays.

## FITNESS

The police academies that we visited did not include traditional physical education programs in their recruit training curriculum. Most have moved to a lifestyle orientation to fitness training, in addition to police defensive tactics. The academies had large workout areas and, in some cases, gymnasiums and pools.

## Calgary and Edmonton

Calgary used to provide more fitness training than it does at present due to the constraints of the training schedule. Edmonton has a large gym and physical training facility.

## RCMP

The RCMP has transitioned from traditional physical education and swimming classes to an integrated health program consisting of 46 periods of Fitness and Lifestyle. The intent is to develop a cadet commitment to a life-long healthy lifestyle, to “build the habit” in order to ensure the recruit’s physical and mental readiness for police duties. Topics include nutrition, stress management, weight training, anaerobic, aerobic and cardio-vascular development, circuit and interval training. Lifesaving skills are taught at the pool.

The RCMP program is designed in two phases, moving from instructor-centred to learner-centred. Recruits have five mandatory fitness competencies to meet per week (3 cardio and 2 strength). They also develop fitness and lifestyle objectives with the instructors, and then select techniques and strategies which are best suited to them. The objectives are tailored to the recruit – one size does not fit all. There are a number of evaluations, one-on-one with an instructor, and daily charting of progress. Recruits also participate in a series of challenge exercises to understand their limits and use this knowledge when assessing risk in policing situations. Cadets must meet the Physical Ability Requirements Examination (PARE) standard in order to successfully complete the program.

## Ontario

At the OPC, recruits take 10 fitness classes and complete the Physical Readiness Evaluation for Police (PREP), the Ontario equivalent of the Police Officer Physical Abilities Test (POPAT). In addition, all cadets must achieve a basic level in swimming.

## Toronto

Toronto imposes fitness standards on its recruits and emphasizes mindfulness. York noted that they are about training and not just fitness. This includes functional fitness which trains for everyday movement, focusing on core. As one supervisor noted, “Sitting will kill you.” They encourage officers to get out of police cars and re-energize their body. Managing emotions and adjusting to changing circumstances are important. There is training on coping mechanisms and resilience.

## Washington State

The WSCJTC incorporates fitness in its daily routine, beginning with a morning physical regime.

## Atlantic

At the APA, recruits also undergo physical training every day. They must obtain a time of 4:45 minutes or under on the PARE to start training and 4 minutes to graduate.



Edmonton's large gym.



Hands-on training in defensive tactics is viewed as important by all other academies visited, including Washington State (left), York (top right) and Edmonton (bottom right).

## POLICE DEFENSIVE TACTICS

In our review of the BCPA, many current and former recruits lamented the fact that they did not engage in hand to hand fighting, in order to better prepare them for the eventuality that they will have to engage physically with suspects. One newly graduated officer commented that she had never in her life been involved in a fight and now works on the streets of a major city. She does not know how she will react when placed in a physical confrontation. This is not good and could easily result in an unnecessary escalation of force. The explanation provided to us by BCPA for the lack of physical engagement was a fear of injuries, the resulting Worksafe claims, and time lost from training.

The BCPA approach is at odds with virtually all academies visited. The view elsewhere is that proper preparation of recruits requires that real life conditions be simulated as closely as possible. Although none of the academies that we visited encouraged injuries or dangerous behaviour, they do expect recruits to use force, but in a safe manner.

When asked about the possibility of injuries, most of the academies acknowledged that they do experience minor injuries among recruits and view it as unavoidable. If recruits are injured, the academies will do their best to accommodate them until they are able to return to training, sometimes for as long as two years.

### Calgary

Calgary notes that recruits often have pre-existing injuries or a poor fitness level, which can contribute to injuries in training. Although there is no threshold for the use of force, they are careful with respect to injuries in the area of the head. Most recruit injuries are impact related. As the recruits are employees, Calgary is aware that they must deal with the organizational effects of injuries.

### Edmonton

In Edmonton, there are a significant number of injuries in tactical training. In 2016, there were 86 WCB reports from recruit training.

### RCMP

The RCMP's defensive tactics program is 75 hours in length. There are three to four instructors on the floor at any time for a ratio of one instructor to 10 or 11 cadets. They have a lot of safety rules. Although recruits box with each other, head contact is minimal. No choking or 'upper cuts' are permitted. There are many rules around the carotid control technique. During ground fighting, hair pulling is acceptable but not groin strikes. Pain and joint locks are encouraged as methods for compliance. Recruits learn how to fall safely. There is an introduction to the Taser. Cadets are not employees which reduces the risk to the organization in the case of injuries.

The RCMP uses its problem-solving model, CAPRA, as an overlay in all aspects of training, including its Integrated Management / Intervention Model (IMIM). The IMIM itself changed after the 'Dziekanski Taser incident' at Vancouver Airport. Articulation of a police officer's legal grounds for taking action against a subject is now of considerable importance. The RCMP also uses the PRISM video judgment simulator.

While attending the RCMP Academy, we witnessed a self-defence class, composed of male and female recruits as well as male and female instructors, in which the recruits were using maximum strength to repel attackers. It was done in a well supervised, learning environment.

## Ontario

At the OPC, recruits undergo 31.5 hours of defensive tactics over 21 sessions, reduced from 23. The focus is on technique and safety, with minor physical resistance. As with the BCPA, this training tends to be injury adverse.

## Toronto and York

Toronto and York have robust defensive techniques programs and large tactical training rooms.

At TPS, recruits are expected to exert 75 to 80% force in fight scenarios. At York, recruits are encouraged to go "hands on", however they are managed by safety officers and are coached through their techniques. The APA has constructed its own use of force continuum. They have moved away from the RCMP's articulation model, believing that it encourages police officers to script their answers. Use of force training is 'full on'. Among other techniques they practice ground fighting.

## Washington State

At WCJTC, the Defensive and Control Tactics program is the second largest component of the recruit training program, after law. They have paid 'actors' in these classes. Full contact is encouraged and injuries are expected.

## FORCE OPTIONS AND DYNAMIC SIMULATION

During our interviews for the Needs Assessment, a number of persons commented on new weapons and techniques which are constantly emerging for police department use, that require specialized training. The most familiar of these is the Conducted Energy Weapon (CEW), commonly referred to as the Taser. There are also bean bag guns, Arwen guns, and many more.

There tend to be two issues when there is a proposal to add new items to a training curriculum. First, there must be time available in the existing training schedule or the training program must be extended. Secondly, there must be some form of consensus among departments on what new weapons and techniques should be taught to recruits. Both issues recur regularly in B.C. as departments experiment with new forms of non-lethal force, or utilize different types of pistols.

A complicating factor is the need to develop an appropriate training curriculum for each weapon or technique. When multiple weapons are in use, this increases the curriculum development requirements. It also increases the time necessary for instructors to familiarize themselves with weapons. We were told that a Calgary Police Service lawyer spent two months developing the legal requirements for Arwen training.

The foregoing issue tends to be a greater challenge in the multi-force academies. Although departmental police academies also face competing demands on training time, they do not deal with the issue of a multiplicity of equipment. For example, the RCMP has one pistol for all its line officers and is now moving to a common patrol carbine for all officers.

A relatively new area of police training revolves around the use of dynamic simulation. It largely stems from the FBI's Hogan Alley, which is a street (later a town) built at its training facility in Quantico, Virginia, in which recruits practice various scenarios in realistic surroundings. The BCPA has no tactical training or dynamic simulation facility, nor do municipal departments in B.C.

From our review of police academies, it was quite apparent that they all viewed dynamic simulation as an important component of recruit training. The facilities varied, however all tended to replicate the Hogan's Alley model in one respect or another.

## Calgary and Edmonton

Calgary has an indoor, dynamic simulation area. In Edmonton, there is a village constructed by using nine, large transport containers. The RCMP has purpose-built buildings, some of which replicate those that were the scene of tragic incidents in the past. These buildings, including houses and the fronts of commercial buildings, are in constant use.

## Ontario

The OPC has both an indoor and an outdoor tactical training village. They include an Eastside Mario restaurant, a '6-12' variety store, a small apartment building, a motel, a drug house and Front Street.



## Toronto

The TPC also has both an indoor and an outdoor tactical training village. An interesting addition to their outdoor street is a metro bus. York has an interior crime scene structure as well as a dummy vehicle. Although many of the indoor simulation areas in departments use catwalks, York uses cameras to monitor recruits undergoing training.

## Washington State

At the WSCJTC, recruits take an active shooters class before they graduate but they do not have a practice facility at the academy. Most active shooter training is done by departments.

## Atlantic

The APA's interior crime scene village has different rooms, which they will be upgrading. They incorporate "schizophrenic noise" intended to disorient recruits in scenarios. They also have access to an outdoor facility owned by the corporation that oversees the former CAF base.

## SYNTHETIC TRAINING

Forms of synthetic training have become commonplace in training for many professions and the military. Most people are familiar with cockpit simulators which are routinely used for flight training. Simulators are also in use at amusement arcades and other commercial facilities. In law enforcement training, simulators are in common use for judgment training, firearms training, and driver training. They allow for realistic training without the necessity of firing live ammunition or driving on a public road. Synthetic training addresses gaps in traditional training, by providing a dynamic environment. It also reduces instructional hours and wear and tear on equipment.

Simulators and other forms of synthetic training are typically used after trainees have acquired the necessary academic skills, but before they undertake real life training, such as driving cars or firing weapons. Simulators are also used as remedial learning tools, to re-enforce learned behaviour, and for in-service training. The BCPA does not use simulators, despite its shortage of both range and driver training facilities.

We observed widespread use of synthetic training, primarily simulators in the police academies that we visited.



The use of simulators is becoming more commonplace for training in judgement, firearms and driving. At left, the RCMP's simulator control for a driving simulation. Above, the pod of RCMP simulators.

## Calgary and Edmonton

Calgary currently has one judgment simulator and will be acquiring a second. They co-develop scenarios with EPS. Edmonton has three firearms simulators (two of which are PRISMs) and is contemplating the use of driving simulators.

### RCMP

The RCMP makes widespread use of simulators to teach fundamental skills in both firearms and driver training. They are currently using their second generation of simulators and are experimenting with virtual reality training.<sup>23</sup> The RCMP develop their own scenarios for the simulators, using the Academy's video unit.

The RCMP uses driving simulators for traditional driver training, but also for technical decision making and task sequencing, or multi-tasking. The RCMP has noted a dramatic improvement in the ability of recruits to multi-task in vehicles by using simulators at the front end. The issue of multi-tasking was recognized in our Needs Assessment as a gap at the BCPA. The RCMP also uses simulators to train in radio communication, spike belt deployment, and emergency vehicle operation. The driving simulators were part of a 2.5 year study, costing \$2 million.

The RCMP uses firearms simulators for testing and remedial training. The simulators have led to changes in procedures, such as in the joint use of flashlights and weapons. The RCMP can train a recruit using 1,600 rounds of live ammunition, or with a simulator, supplemented by 200 live rounds.

The RCMP has concluded that optimal performance on simulators requires a pre-instruction session. After using simulators, skills can readily be transferred to a real-world training environment, where learning continues in a police car or on the range.

The RCMP is also researching for the future. In addition to synthetic training, which incorporates simulators, the Force is examining gaming and desktop simulations, the 3-D environment, virtual reality, the classroom of the future and m-learning (mobile learning). In addition, it is looking at E-learning solutions involving wikis, webcasts and webinars.

## Ontario and Toronto

OPC does not use simulators. Toronto uses judgment simulators for both recruit and in-service training, including an interactive video simulator for use of force training. York uses a driving simulator for training and evaluation purposes.

## Washington State

Washington has two firearms simulators (and paint ball).

## Atlantic

The APA uses firearms and driving simulators. They have recently started using body cameras during scenario training.

<sup>23</sup> Dr. Greg Katzig of the RCMP Academy has been in the forefront of research into the impact of simulators on training. He has authored scholarly articles related to the use of simulators and skill transfer from simulator training to emergency police driving, pistol skills, and judgment simulators (references available).

Recruits reported difficulties with the BCPA's high level of self-assessment, which is not the norm at other academies.

## PERFORMANCE MANAGEMENT

In our Needs Assessment of the BCPA, we learned that the new curriculum places considerable emphasis on recruits self-assessing their performance. This occurs on a daily and weekly basis. We heard numerous objections to this emphasis, which many recruits described as onerous and not productive. The recruits wanted to hear more from their instructors and found it difficult to assess their own performance, based on their limited knowledge of subject matter.

The police academies that we visited utilized a much more traditional approach to performance evaluation, in which instructors provided the bulk of feedback, supplemented by self-assessment.

### Calgary

Calgary utilizes a very structured performance program, in real time. Recruit oversight is provided by an academic staff sergeant, a skills staff sergeant, a health practitioner, a probationary advocate, and a human resources (legal) consultant. The advocate will seek an extension for deserving recruits who are having difficulty with an aspect of training. The five representatives meet every week to discuss recruit performance. If there are issues, they identify them at an early stage. They refer issues to their psychologist where required. Instructors document everything. The recruits get three attempts at exams and scenarios. If a recruit fails an exam or scenario, they are provided with remedial, skill-based support on overtime. The second stage is to serve a letter of expectations. If they fail a third time, then a decision is made to back class them or move to a suitability review. Human resources prepares a binder for the suitability review. If ordered to resign, the recruit is allowed a hearing with the Chief. On average, one recruit per class does not meet the standards.

CPS is moving toward clearly articulated program objectives based on expected behavioural competencies, with a content decision matrix to assess recruit program content and provide a rating scale to determine if this content is appropriate for learning needs. They are also considering an evaluation week, in which content, learning, and skills from all areas coalesce in evaluative scenarios that allow recruits to be assessed from several perspectives, reflecting the totality of what they have learned up to a certain phase of their training. The evaluations carried out during each phase contribute to the recruit's score for that phase and each phase carries a different weight in the recruit's overall score. They are also considering remedial and re-testing sessions around the evaluative weeks, designed to augment training by providing dedicated time for training staff to action any remediation issues and, or failures. This dedicated time will also have the effect of shifting the remediation process from after-hours training to in-class time.

### Edmonton

Edmonton holds its recruits to a high standard. There is a 10% attrition rate. They describe their documentation on recruits as "bullet proof". They also use a Board of Evaluators.

### RCMP

The RCMP has mid-term exams (must pass) as well as 'first detachment' at week 12 and 'second detachment' at week 17, with a must pass, final detachment later in their training. The 'detachments' involve scenarios in a realistic environment. The second and final detachments each require a recruit to be the lead in two scenarios and back-up in another two. No tricks are used, the scenarios are not to be punitive, but are to be developmental. Actors are used. The recruit must also complete 16 investigative files during the course of their practical training.

At the RCMP Academy, feedback is maintained in booklet form. The RCMP uses both self-assessment and peer assessment in addition to instructor assessments. The RCMP's Applied Police Sciences unit is the gatekeeper for cadet assessments. They maintain a cumulative record. There is a half-way assessment and a final assessment, which is sent to both the recruit's first detachment commander and his or her field coach.

Assessments are expected to be honest, fair and professional. These are all carefully structured to deal with learning points. In total, there are 30 to 40 formal assessments using an authenticated assessment model, in which recruits demonstrate to assessors what they can do. The RCMP makes extensive use of rubrics to remove subjectivity.<sup>24</sup> Core concepts are continuously re-enforced through skill development. If cadets do not meet all competencies, a Cadet Performance Feedback Sheet is completed.

## Ontario

The OPC assesses recruits by way of exams. They believe that evaluations should be formative, not summative. They also view multiple choice exams as good because they involve pattern matching, akin to how police officers function. There are workshops for recruits who experience challenges with mandatory courses. OPC has just implemented a new, robust assessment process (January 2018).

## Washington State

At the WSCJTC, assessment is constant, by means of written and practical skills testing. Recruits contribute to this process through reflective journaling. If recruits fail an exam twice, home departments must decide whether to allow them a third chance. The academy will acquiesce if this request is made. If recruits fail firearms or a written test three times they are dismissed but home departments can request that they begin over at the academy.

## Atlantic

At the APA, all observable training is covered by an objective rubric.

## FIELD TRAINING

In our Needs Assessment, field training was viewed by many that we interviewed as a saviour of sorts, as field trainers cover off areas that many perceive are not adequately covered in Block I at the BCPA. This however places considerable strain on field trainers, who tend to be experienced officers with other duties in addition to their training responsibilities.

We also learned that field training was recently increased in length for administrative purposes, although there is a perception by some that the extension was due, at least in part, to accommodate the fact that there are so few instructors at the Academy and vacation scheduling was becoming a problem. The field training now consists of an average of 21 weeks with a field trainer, before the recruit returns to the Academy for Block III.

In our review of police academies, it was clear that field training is viewed by all departments as a critical component in the development of police officers.

## Calgary

At Calgary, field training consists of two 8-week training periods. The training takes place in the same district but with two field trainers. At the end of training there is an articulation process that involves testifying in mock court.

## Edmonton

In Edmonton, Block II consists of 23 weeks of field training. There are four phases to field training, including a 15-week street phase, after which the recruit can work on his or her own. They are continuously evaluated. All recruits complete a project, such as a crime prevention initiative.

## Ontario and York

The OPC would like to see a more rigorous assessment process for field training. At York, field training consists of 50 shifts (approximately 3.5 months).

## Washington State

In Washington, there is no statutory requirement for field training. Recruits are sworn as police officers on their academy graduation day.

## Atlantic

At the APA, OJT training follows a recruit's time at the Academy. It is a 10-week practicum in a municipal police department, where the departments can "test drive" them. They are sworn in as peace officers for purpose of their OJT but are not considered employees of the respective police department.

<sup>24</sup> In the training context, a rubric "is a document that articulates the expectations for an assignment by listing the criteria, or what counts, and describing levels of quality from excellent to poor" (<http://rubistar.4teachers.org/index.php?screen=WhatIs>).

## COMMENTS

The issue of recruit training is really the heart of this report. Without adequate recruit training, police officers will be unprepared for the challenges which await them in the real world of policing. They will be vulnerable and uncertain. They may even be dangerous.

Fortunately, municipal police forces in B.C. have stepped up to the plate and supplemented the training which recruits obtain at the BCPA. This is not unlike what we experienced in Ontario.

The status quo is not acceptable however and must be normalized.

We have dissected the recruit training process by examining its critical components. It is hard to argue that any aspect of the training is more important than another.

To become a capable police officer, a recruit needs to obtain general and specialized knowledge of each component. We have examined the academies which we visited, in terms of their training programs; discipline and deportment, fitness, academics, driver training, firearms training, the use of synthetic and innovative tools, performance management and field training.

We have attempted to document best practices in each of these areas, that we believe will collectively raise the bar of professionalism in B.C. police training. None of this will be possible, however, without a dedicated facility for the training of police recruits. This was clear from each of our visits and recognizes the unique nature of police training and the need for a protected environment in which recruits can learn their chosen discipline and hone their skills.

## RECOMMENDATIONS – RECRUIT TRAINING

23. **That** the BCPA be located within a self-contained, purpose-built facility or alternatively, on an interim basis, in a refitted facility, dedicated to police recruit and in-service training.
24. **That** the BCPA contain all the key components of a modern police training academy; including a gym, mat rooms, a dynamic simulation area, simulators, computer room(s), a driving track and an indoor range, and that these components be co-located or in close proximity.
25. **That** the BCPA be located within a reasonable travelling distance of the majority of municipal police departments.
26. **That** recruits at the BCPA must be employees of a municipal police department.
27. **That** recruit training be based on a two-block model.
28. **That** Block I be extended to a minimum of 24 to 26 weeks, in order to provide a sufficient training period for all core training and any additional training approved by the Municipal Police Training Board.
29. **That** Block I be followed by 16 weeks of Block II field training.
30. **That** the formal graduation ceremony be held at the end of Block II and that one week be set aside for pre-graduation preparation.
31. **That** the recruit training curriculum be based on current core competencies for police constables.
32. **That** the recruit training curriculum be based on core training requirements and a joint theme of service to community and personal resiliency, and that this joint theme be reflected throughout and in all aspects of the program.
33. **That** the recruit training program emphasize the rich history and traditions of policing in B.C., and memorialize fallen members.
34. **That** the recruit training curriculum be developed by the curriculum design unit of the BCPA, in partnership with subject matter experts drawn from within the BCPA and, or elsewhere.
35. **That** the recruit training curriculum be approved by the Municipal Police Training Board.

36. **That** the recruit training program be based on a semi-military model, which encourages respect for authority, obedience to lawful commands and sufficient drill to perform as a unit both in training and when working in the field with other departments on public order matters.
37. **That** there be zero tolerance for inappropriate gender, racial, ethnic, or religious remarks or conduct by recruits or staff.
38. **That** all disciplinary violations be immediately reported to the recruit or staff employee's home department for necessary follow-up.
39. **That** the Director of the BCPA have the authority to suspend a recruit who has acted in violation of the policies and expectations set by the Municipal Police Training Board.
40. **That** all instructors complete a training course for instructors approved by the Municipal Police Training Board.
41. **That** the recruit training program include lectures that provide a necessary overview and sufficient detail to develop a core understanding of each subject area, and that lectures be supplemented by scenarios and case studies.
42. **That** instructors be permitted to draw upon their personal experience when providing examples in support of learning points.
43. **That** at least one of the law instructors, who will also be the BCPA's lead in that subject matter, be a graduate of an approved school of law in Canada.
44. **That** recruit legal training include detailed knowledge of powers of detention and arrest, search and seizure, and Charter rights; involve memorization where appropriate; and teach recruits to clearly articulate the legal basis for their actions.
45. **That** recruits be trained in personal resiliency, both mental and physical, with a focus on their long-term survival as police officers and members of the community.
46. **That** all recruits receive comprehensive training in the best and most current non-lethal force options, and in new forms of non-lethal equipment or techniques, subject to approval by the Municipal Police Training Board.
47. **That** recruits be trained on the CEW, which is in widespread use within B.C.
48. **That** all recruits be taught the basics of police defensive tactics; including movement basics, standing control techniques, joint locks, takedowns and ground fighting techniques; that the training be reflective of reality-based needs (working in a progression from skill acquisition to challenging physical training with partners); and that all use of force training be based on current research.
49. **That** all recruits receive first aid training in tactical emergency care, focussed on treating conditions that can lead to death; such as serious bleeds, cardiac arrest and respiratory emergencies.
50. **That** based on current best practices, simulators and other synthetic aids be included in the recruit training program as aids in judgment, firearms training and driver training.
51. **That** recruits be encouraged to assess their performance at certain stages of the program, but that the bulk of assessments be instructor driven.
52. **That** police departments have the discretion to extend a recruit's block two training and to delay a recruit's graduation, if a department determines that additional field training is required.



Recognition of graduated recruits at Washington State.

# In-Service Training

## OVERVIEW

**F**or this report, we interpret in-service training courses to mean all courses, other than recruit training. Some in-service training courses are very basic, while others can be advanced or specialist courses. The BCPA provides numerous in-service training courses, most for a fee, although some are provided to departments at no cost.

At the BCPA, in-service trainers can be full-time employees or seconded instructors, who either instruct at the expense of their home department or are paid by the Academy as contractors.

## SITE VISITS

Each of the police academies that we visited provided extensive in-service training courses.

### Calgary

Calgary offers more than 200 courses in its training syllabus. Nevertheless, CPS in-service training has suffered due to the demands of recruit training. In addition to courses, CPS has eight training sergeants who are assigned to its eight districts. These training officers address real-time training concerns, primarily involving the use of force, and mandatory re-training.

### Edmonton

In Edmonton, recruit and in-service training are viewed as separate functions. In-service training does not suffer from the exigencies of recruit training. A staff sergeant is in charge of the in-service training unit, assisted by three curriculum designers and an education skills employee. The curriculum for courses is developed out of the recommendations of operational reviews, and is also expected to deal with current issues facing the police. Subject matter experts are brought in from the field to assist with course development. Training is run according to a consistent standard. Each course is evaluated. There are in-service courses continuously underway in two classrooms, except during the summer. EPS receives between 30 and 40 requests per year for new courses, which are evaluated by a training advisory committee. The requests are prioritized.

All EPS officers must attend 40 hours of Continuing Professional Training annually. The course selection changes from year to year, but has included firearms, defensive tactics, deaf awareness, emergency ordinance disposal, fitness, wellness, welfare fraud, crisis intervention (mental health), the breathalyzer, first aid, procedural justice, fair and impartial policing.

There are also voluntary training opportunities; including concealed carry firearms, tactical lifesaver, search warrants, social media, rifle operator, and officer survival. There is a \$495,000 budget for employee development within other sections of the department. EPS also offers adult education courses for presenters and annually spends \$180,000 on Canadian Police College courses. The budget for online training is between \$35,000 and \$40,000. There is also a tuition reimbursement program.

## RCMP

The RCMP operates a large regional training facility in Chilliwack, B.C. Its primary duty is to service the block (in-service) training needs of the approximately 6,500 regular members of the Force stationed in British Columbia. In addition, it provides specialized courses for RCMP employees, and for other police forces, upon request. The Pacific Region Training Academy is a well-appointed facility, consisting of numerous buildings on the former CFB Chilliwack base; including an administration building, a dining hall, classroom buildings, numerous residences, a scenario building, a gymnasium, and ancillary buildings. RCMP members are expected to requalify with their pistols on an annual basis and to undergo block training every three years. Included is IARD and scenario training. Permanent instructors are assigned to block training and to the firearms unit.

## Ontario

The OPC ensures uniform standards for all in-service training. Ontario adopted a system developed by the College of Police in the United Kingdom, in which in-service training is mandated and a distributed learning model delivers that training to police forces around the country. This model has the effect of managing risk on behalf of all police departments. The OACP is supportive of this model. As a result, the OPC builds new courses or adopts existing courses from departments, for delivery around the province. It then becomes the “custodian of the standard”. It has also developed Community of Practice committees, headed by an instructor, in specialized fields. All courses are presented by officers who have completed the Foundation of Police Training course and are accredited by the OPC. They are periodically reassessed to retain their accreditation. Some police services pay the OPC for training on a cost recovery model.

## Toronto

Training is an integral part of Toronto’s risk management program. It is aimed at developing police officers and mitigating risk, which is also reflected by a shift to human skills and counseling. Leadership competency is increasingly becoming a focus. TPS considers that its main weakness at present is to determine if its courses are meeting industry standards. They want to be able to assess the success and impact of training.

At the TPC, most courses are developed in house, by the Learning Standards and Development Section, headed by a staff sergeant. Subject matter experts from within and outside the TPS assist, where required. The TPS is attempting to provide relevant training that is responsive to emerging issues. Everyone who is authorized to carry a firearm must undergo three days of annual training; which includes Police, Ambulance and Clinical Early Response (PACER), use of force, firearms, and Taser. The course includes numerous scenarios. There is a strong emphasis on training in de-escalation, dealing with emotionally disturbed individuals, and carding.

## York

York provides bi-monthly in-service training to frontline officers. YRP pushes beyond mandated training to “stay ahead of the curve.” There is an annual use of force re-qualification, which takes two days, including annual requalification for rifle and a half-day for conducted energy weapons. There is a three-year re-qualification period for first aid training. A lot of training is now delivered through e-learning.

At York, they believe training is now part of the police department culture. York has been accredited by the OPC to run its General Investigators and Coach Officers courses. They like this approach as it is more cost effective to train members at their own facility. YPS officers also sit on numerous provincial Community of Practice committees. They find this to be beneficial, as it provides currency, consistency, and interaction between police services. York believes the Community of Practice committees create “a more holistic mind set”. YRP also participates in many provincial review groups, such as the Conducted Energy Weapon Review. York sends candidates to certain OPC and CPC courses, such as homicide investigators. They have invited personnel from other departments to attend courses delivered on their premises. In addition, YRP has conducted considerable training with the Peel Regional Police.

York also has unique courses, including a suspect apprehension program which is run three times a week. One of the main themes is alternatives to pursuits. This training is done on the road. Trainees complete six scenarios. They use ‘bumper cars’, which are retired police vehicles with metal protective plates. The focus is to safely extract suspects from vehicles.

## Washington State

WSCJTC offers a large portfolio of in-service training throughout the state. Most of this training is mandated by the state and is hosted or sponsored by WSCJTC. It is overseen by program managers that develop and manage instructors. This ensures a consistent state-wide standard. Mandated courses include First Line Supervisor (Sergeant), Mid-Management (Lieutenant and higher), and Crisis Interventions Teams. There are also courses on Procedural Justice, Bias and Perceptions, and Blue Courage. Police departments pay 25% of the cost of the in-service training.

## COMMENTS

In-service training is the second thread which weaves through this report. It, like recruit training, is of critical importance to the professional police officer, however often takes second place to the exigencies and needs of recruit training. Entry into the profession is a threshold which must be crossed with a robust basic training program. In recent years it has become abundantly clear that policing, like so many other professions, requires a commitment to career-long learning. Police officers are a valuable and expensive resource and they must remain current in their duties, whether those duties involve patrol or specialized work.

The move away from in-service training at BCPA has translated into a lack of standardized lesson plans and course delivery.

According to state law, all commissioned officers must complete an annual minimum of 24 hours of instruction to maintain their certification. Agencies are audited and must report their training per officer. The focus of the training is not prescribed, allowing officers to pursue topics which are related to their actual jobs. This is similar to annual training for lawyers and other professions in B.C.

## Atlantic

The APA provides recruit, in-service and contract training. It provides instructor and ‘train the trainer’ training. Instructors are accredited. Trainers must re-certify every three years. The in-service courses offered are fairly limited in number, as larger departments, such as Halifax, will often manage most of their own in-service training needs. In-service training is funded by government and police agencies.

Providing in-service training is an important aspect of the work at the BCPA, however has suffered from a lack of funding and other systemic issues. In recent years, there has been a move away from in-service training at the Academy, toward in-house training at larger departments. Many departments can provide excellent training. Unfortunately, others simply don’t have the size or resources, so must seek help elsewhere. The critical features of this evolution are the lack of standardized lesson plans and course delivery. What VPD may deliver to its junior managers could be quite different from what DPD delivers. Although flexibility is always desirable, a lack of consistent standards leaves police departments vulnerable in times of crisis.

We were most impressed by the work of the OPC and the WSCJTC in terms of in-service training. The standardization in both jurisdictions produces many benefits. The OPC, and to an extent the WSCJTC’s Blue Courage, take this standardization even further by developing working groups, chaired by instructors, which maintain a current, provincial (state) standard and certify instructors. Our recommendations on the next page reflect these best practices.

## RECOMMENDATIONS – IN-SERVICE TRAINING

53. **That** the BCPA maintain a core of in-service training staff sufficient to develop and certify training standards and lesson plans for in-service training courses.
54. **That** the BCPA certify in-service training courses provided to municipal police officers, whether provided by the BCPA or by respective departments, other than courses offered by a department to only its own members.
55. **That** in-service training courses be developed through a process of collaboration between curriculum designers and subject matter experts; and include training standards and lesson plans.
56. **That** the BCPA provide core in-service training courses designated by the Municipal Police Training Board, both in-house and, where feasible, off-site to police departments outside the Lower Mainland.
57. **That** the BCPA provide additional specialized in-service training courses for municipal police officers, on a cost-recovery basis.
58. **That** the BCPA utilize its own instructors to provide in-service training, supplemented by instructors drawn from municipal departments and elsewhere, provided that they are certified by the BCPA as subject matter experts and have completed a course for instructors approved by the Municipal Police Training Board.
59. **That** the BCPA submit a request to a designated member of the respective police department on every occasion that they wish the services of an on-duty instructor.
60. **That** the BCPA notify respective police departments in cases where they contract directly with an off-duty officer.
61. **That** BCPA instructors be responsible for monitoring developments in their fields of expertise and chair a committee of other subject matter experts drawn from municipal departments, who will review courses for certification and will propose changes to curriculum.

# Police Training Standards

## OVERVIEW

The Ministry of Public Safety and Solicitor General for B.C., through the Police Services Division, is responsible for setting policing standards in British Columbia. As new standards are mandated, police departments are expected to comply. At present, the recruit training program and in-service courses offered by the BCPA are not immediately updated to reflect new standards. Change occurs on a piecemeal basis and, in most cases, it falls to individual police departments to train their personnel on new standards. As a result, there is often a lack of standardization across departments.

## SITE VISITS

There was a wide variance between provinces regarding the involvement of provincial governments in the setting of police training standards.

### Alberta

In Alberta, the *Police Act* provides a base standard or expectation for police departments, which consists of general principles. There are benchmarks to be met, however departments are afforded considerable latitude for interpretation of the principles. This variance between departments is reflected in equipment, such as non-lethal weapons, and in approaches to emerging issues, such as de-escalation training. Calgary opines that it has 90% autonomy over its training. Departments are audited every four years for compliance with the provincial standard. The audit standard is broadly written.

The Province of Alberta consults with the Alberta Association of Chiefs of Police (AACP) regarding its expectations. In turn, the AACP makes recommendations to the Solicitor General. This 'bottom-up' approach to standards is appreciated by the departments, who view the province as providing overarching guidance, which they can mold to the needs of their community. There has, however, been greater and more prescriptive provincial involvement in some areas, such as investigative training.

BCPA training is not immediately updated to reflect changes to standards, resulting in a lack of training standardization.

The risk-based approach appears to work well in Alberta. Both Edmonton and Calgary consider it important to remain abreast of new developments in policing, through both internal and external environmental scans. They collaborate on various initiatives, including training, for which there is a non-prescriptive provincial Police Training Standard. The AACP also has a working group on training.

### RCMP

The mandate of the RCMP encompasses every province and territory of the country. As a result, it deals with provincial and territorial standards on a divisional basis. Its recruit training program provides a generic form of training, which does not align with a specific jurisdiction.

### Ontario

In Ontario, Provincial Adequacy Standards flow from the *Police Services Act* and the *Adequacy Standards Regulations*,<sup>25</sup> and are quite rigorous. The OPC's training program is guided by these Standards. The OPC is currently standardizing all police training standards, which they have already done for use of force training.

### Washington State

Under the direction of the state legislature and the Commission, and in collaboration with stakeholders, the WSCJTC sets and oversees training standards for all Washington police departments.

### Atlantic

The APA is in a unique situation as it trains recruits for three different provinces. It seeks to incorporate the training standards of these provinces in its curriculum.

<sup>25</sup> *Adequacy and Effectiveness of Police Services*, O Reg. 3/99.

## COMMENTS

As society evolves, so must policing. No longer is a police officer the solitary beat cop of Peel's early 19th century. The pace of societal change is faster than ever before, social media and the internet being two obvious examples. Oftentimes, change is imposed by the recommendations flowing from inquests, reviews, commissions, and government. The police must remain abreast of change.

Some provinces are prescriptive in their approach to police standards, B.C. being one, while others are risk based, such as Alberta. It is hard to argue with either approach. What is important for our purposes is to ensure that the police respond to changing expectations and standards.

In recent years within B.C., we have seen important recommendations flow from the Forsaken report of Justice Wally Oppal,<sup>26</sup> with respect to the treatment of vulnerable populations and missing persons. Investigative training standards are another area of particular interest to the Province.

The BCPA must be positioned to deal with change. Curriculum advisors must remain alert to changing expectations and, working with subject matter experts, incorporate these changes in lesson plans, whether it be for recruit training or in-service training. All the academies that we visited were alive to the importance of remaining current and recognizing evolving expectations on the police, whether they emanate from government or are self-initiated. We address these issues in our recommendations below.

## RECOMMENDATIONS - PROVINCIAL STANDARDS

**62. That** the POBC consult with the BCPA when new police standards are promulgated to ensure, where appropriate, that they are integrated into the recruit and, or in-service training curriculums.

**63. That** the BCPA, through its curriculum design unit, give priority to the incorporation of new training standards in the recruit and in-service training curriculums.

**64. That** the BCPA, through its curriculum design unit, develop course material and lesson plans, if it is determined that the training should take place within individual police departments.

<sup>26</sup> <http://www.missingwomeninquiry.ca/wp-content/uploads/2010/10/Forsaken-ES-web-RGB.pdf> .

# Summary of Recommendations

In summary, we have made recommendations to address the issues and gaps identified in the Needs Assessment by providing best practices in police training which we believe, if implemented, will ensure that British Columbia delivers a high standard of police training. Our recommendations are provided under the overarching themes of Governance, Funding, Staffing, Recruit Training, In-service Training, and Provincial Standards. The Recommendations are as follows:

## GOVERNANCE

1. **That** the BCPA be governed by a Municipal Police Training Board, similar in constitution to that of a Police Board and that it be provided for in statute or regulation.
2. **That** the Municipal Police Training Board be a representative Board that includes the following entities: Solicitor General of BC (2), Municipal Chiefs of Police (2), Municipal Police Boards (1), Provincial Police (1), Provincial Crown Counsel (1) police officers at the rank of Inspector or above who have oversight of training (2), elected municipal official (1), BC Police Complaint Commissioner (1), and members of the public (2); all of whom are appointed by the Lieutenant Governor in Council.
3. **That** one of the four municipal police representatives on the Municipal Police Training Board will be a member of the Vancouver Police Department and one will be a member of a police department on Vancouver Island.
4. **That** the Municipal Police Training Board will have the duties and responsibilities of a police board, including the hiring and performance review of the Academy Director.
5. **That** meetings of the Municipal Police Training Board be held on a bi-monthly basis, be open to the public, and include an in-camera session.
6. **That** the Municipal Police Training Board have oversight of all municipal police training in the province, including in-service training provided by departments in specific Board designated areas.
7. **That** the Municipal Police Training Board strive to ensure that municipal police training is consistent and held to the same high standard in every department and that police officers in every department, regardless of size, receive the same core training in areas specified by the Board.
8. **That** the Municipal Police Training Board maintain a website or be part of the BCPA website and post notices of its meetings and minutes of the Board's public meetings on the webpage.
9. **That** the Municipal Police Training Board may appoint a committee or committees of its members and, or other persons to assist with its work.
10. **That** the Director of the Police Academy be a seconded municipal police officer with, at minimum, the rank of Inspector and that the Director hold the rank of Superintendent while so employed.
11. **That** core policies and procedures be developed and be approved by the Municipal Police Training Board with respect to the administration and operations of the BCPA.
12. **That** the BCPA create and maintain a robust website.

## FUNDING

13. **That** the BCPA be provided with dedicated, permanent funding to cover its core capital and ongoing infrastructure and operating needs.
14. **That** recruits attending the BCPA continue to be sworn members of a municipal police department and that they pay tuition in an amount set by the Municipal Police Training Board.
15. **That** the core funding of the BCPA include a Director, two Assistant Directors, a minimum of three curriculum developers, and necessary administrative staff.
16. **That** the BCPA be provided sufficient funding to develop operational and administrative policies and procedures.

## Funding (cont.)

17. **That** the BCPA budget include sufficient funding to recognize and celebrate the history and traditions of policing and police training in British Columbia, including the sacrifice of fallen officers.
18. **That** the core funding of the BCPA include funding for the Municipal Police Training Board.

## STAFFING

19. **That** the BCPA staffing complement be increased to fully meet police recruit and in-service training requirements, while enabling instructors to remain abreast of developments and best practices in their areas of expertise.
20. **That** not less than 80% of instructors at the BCPA be sworn officers, seconded from municipal departments for a period of three years, with provision for a one-year extension, subject to the recommendation of the BCPA and approval of the instructor's home department.
21. **That** contracted instructors be limited to persons whose expertise is required for specific aspects of the recruit or in-service training, and that their tenure be restricted to five years.
22. **That** the BCPA ensure that its training cadre reflects the ethnic and gender composition of policing in the POBC.

## RECRUIT TRAINING

23. **That** the BCPA be located within a self-contained, purpose-built facility or alternatively, on an interim basis, in a refitted facility, dedicated to police recruit and in-service training.
24. **That** the BCPA contain all the key components of a modern police training academy; including a gym, mat rooms, a dynamic simulation area, simulators, computer room(s), a driving track and an indoor range, and that these components be co-located or in close proximity.
25. **That** the BCPA be located within a reasonable travelling distance of the majority of municipal police departments.

26. **That** recruits at the BCPA must be employees of a municipal police department.
27. **That** recruit training be based on a two-block model.
28. **That** Block I be extended to a minimum of 24 to 26 weeks, in order to provide a sufficient training period for all core training and any additional training approved by the Municipal Police Training Board.
29. **That** Block I be followed by 16 weeks of Block II field training.
30. **That** the formal graduation ceremony be held at the end of Block II and that one week be set aside for pre-graduation preparation.
31. **That** the recruit training curriculum be based on current core competencies for police constables.
32. **That** the recruit training curriculum be based on core training requirements and a joint theme of service to community and personal resiliency, and that this joint theme be reflected throughout and in all aspects of the program.
33. **That** the recruit training program emphasize the rich history and traditions of policing in B.C., and memorialize fallen members.
34. **That** the recruit training curriculum be developed by the curriculum design unit of the BCPA, in partnership with subject matter experts drawn from within the BCPA and, or elsewhere.
35. **That** the recruit training curriculum be approved by the Municipal Police Training Board.
36. **That** the recruit training program be based on a semi-military model, which encourages respect for authority, obedience to lawful commands and sufficient drill to perform as a unit both in training and when working in the field with other departments on public order matters.
37. **That** there be zero tolerance for inappropriate gender, racial, ethnic, or religious remarks or conduct by recruits or staff.
38. **That** all disciplinary violations be immediately reported to the recruit or staff employee's home department for necessary follow-up.

## Recruit Training (cont.)

39. **That** the Director of the BCPA have the authority to suspend a recruit who has acted in violation of the policies and expectations set by the Municipal Police Training Board.
40. **That** all instructors complete a training course for instructors approved by the Municipal Police Training Board.
41. **That** the recruit training program include lectures that provide a necessary overview and sufficient detail to develop a core understanding of each subject area, and that lectures be supplemented by scenarios and case studies.
42. **That** instructors be permitted to draw upon their personal experience when providing examples in support of learning points.
43. **That** at least one of the law instructors, who will also be the BCPA's lead in that subject matter, be a graduate of an approved school of law in Canada.
44. **That** recruit legal training include detailed knowledge of powers of detention and arrest, search and seizure, and Charter rights; involve memorization where appropriate; and teach recruits to clearly articulate the legal basis for their actions.
45. **That** recruits be trained in personal resiliency, both mental and physical, with a focus on their long-term survival as police officers and members of the community.
46. **That** all recruits receive comprehensive training in the best and most current non-lethal force options, and in new forms of non-lethal equipment or techniques, subject to approval by the Municipal Police Training Board.
47. **That** recruits be trained on the CEW, which is in widespread use within B.C.
48. **That** all recruits be taught the basics of police defensive tactics; including movement basics, standing control techniques, joint locks, takedowns and ground fighting techniques; that the training be reflective of reality-based needs (working in a progression from skill acquisition to challenging physical training with partners); and that all use of force training be based on current research.

49. **That** all recruits receive first aid training in tactical emergency care, focussed on treating conditions that can lead to death; such as serious bleeds, cardiac arrest and respiratory emergencies.
50. **That** based on current best practices, simulators and other synthetic aids be included in the recruit training program as aids in judgment, firearms training and driver training.
51. **That** recruits be encouraged to assess their performance at certain stages of the program, but that the bulk of assessments be instructor driven.
52. **That** police departments have the discretion to extend a recruit's block two training and to delay a recruit's graduation, if a department determines that additional field training is required.

## IN-SERVICE TRAINING

53. **That** the BCPA maintain a core of in-service training staff sufficient to develop and certify training standards and lesson plans for in-service training courses.
54. **That** the BCPA certify in-service training courses provided to municipal police officers, whether provided by the BCPA or by respective departments, other than courses offered by a department to only its own members.
55. **That** in-service training courses be developed through a process of collaboration between curriculum designers and subject matter experts; and include training standards and lesson plans.
56. **That** the BCPA provide core in-service training courses designated by the Municipal Police Training Board, both in-house and, where feasible, off-site to police departments outside the Lower Mainland.
57. **That** the BCPA provide additional specialized in-service training courses for municipal police officers, on a cost-recovery basis.
58. **That** the BCPA utilize its own instructors to provide in-service training, supplemented by instructors drawn from municipal departments and elsewhere, provided that they are certified by the BCPA as subject matter experts and have completed a course for instructors approved by the Municipal Police Training Board.

## In-Service Training (cont.)

59. **That** the BCPA submit a request to a designated member of the respective police department on every occasion that they wish the services of an on-duty instructor.
60. **That** the BCPA notify respective police departments in cases where they contract directly with an off-duty officer.
61. **That** BCPA instructors be responsible for monitoring developments in their fields of expertise and chair a committee of other subject matter experts drawn from municipal departments, who will review courses for certification and will propose changes to curriculum.

## PROVINCIAL STANDARDS

62. **That** the POBC consult with the BCPA when new police standards are promulgated to ensure, where appropriate, that they are integrated into the recruit and, or in-service training curriculums.
63. **That** the BCPA, through its curriculum design unit, give priority to the incorporation of new training standards in the recruit and in-serve training curriculums.
64. **That** the BCPA, through its curriculum design unit, develop course material and lesson plans, if it is determined that the training should take place within individual police departments.

Respectfully submitted this 20th day of February, 2018.

Robert D. Rolls

Peter M. German

# Appendix A: Needs Assessment – Police Academy Review

The first stage of the Police Academy Review will be to conduct a comprehensive needs assessment, for the purpose of identifying what the existing concerns and gaps are and to focus the review. The needs assessment will include the following:

1. Meeting with representatives from each department. This should include a meeting with the Chief Constable and/or Deputy Chief Constable and meetings with other representatives, identified at the discretion of each department. Consideration should be given to include training staff or former Police Academy staff. Either a morning or an afternoon will be scheduled for each department.
2. Meeting with the Director of Police Services, Clayton Pecknold, and other Police Services representatives at his discretion, to get their perspective and input.
3. Meeting with the Director of the Police Academy, Steve Schnitzer, and other Police Academy representatives at his discretion, to get their perspective and input.
4. Meeting with Dr. Michel Tarko, the President and CEO of the Justice Institute of British Columbia, to get his perspective and input.
5. Meeting with a sample of current recruits, based on recommendations from each department. Ideally the recruits identified will have had life experiences, which will bring some perspective to their comments.
6. Meeting with police union representatives. Tom Stamatakis, the President of the BCPA and the CPA, has expressed interest in having input into this review.
7. A request for input to Chief Judge Thomas Crabtree, of the Provincial Court of British Columbia, on the preparedness of new officers testifying before the Provincial Courts.
8. A day at the Police Academy, with the goal of getting a clear picture of the current recruit training. This information will assist in assessing the validity of perceived gaps or concerns.
9. Initiating an external scan to determine the models and standards used by other police services and to provide context for the needs assessment and the review.

The BCMACP will be provided with a full report from the needs assessment with recommendations for going forward.

# Appendix B: Draft Terms of Reference – Review of the British Columbia Police Academy

## PURPOSE OF REVIEW

The British Columbia Association of Municipal Chiefs of Police (BCAMCP) is committed to providing excellence in policing based on the highest standards and best current practices. Maintaining a consistent high standard requires the ongoing review and assessment of all aspects of policing, especially in this day and age when change is the only constant.

One of the most fundamental and essential elements in providing excellence in policing is training. Recruit training provides new police officers with the basic skills and knowledge required to embark on a career in policing. In recent years significant changes in knowledge, technology and society have made policing much more complex, making training an ever-increasing challenge. The same is true for in-service training, which is required to ensure that police officers have the advanced skills required for the many different responsibilities associated with policing.

As part of our collective due diligence, the BCAMCP, in partnership with Police Services Division and the Justice Institute of British Columbia undertake to conduct a comprehensive review of the British Columbia Police Academy to ensure that both recruit training and in-service training are meeting the needs of the municipal police departments and are based on the highest standards and best current practices.

## AREAS OF REVIEW

The areas of the review will include:

### 1. The Justice Institute of British Columbia (JIBC) Model

- Is the JIBC model still the best model for the Police Academy?

### 2. Governance

- Are the interests of BCAMCP members adequately represented, based on the current governance structure and committee model of the Justice Institute of British Columbia and the Police Academy?

### 3. Funding

- Is the Police Academy adequately financed to meet the current and future projected training requirements of the municipal police departments of British Columbia?
- Is the current funding model the right model for the Police Academy?

### 4. Recruit Training Model

- Does the Recruit Training Model, based on a block structure with 21 weeks of training at the Police Academy, provide an adequate timeframe and is it the best model for the Municipal Police Departments of British Columbia?
- Is the staffing practice used by the Police Academy, based on hiring retired member, a best practice and right for the Police Academy?
- Does the current curriculum encompass important areas of training identified by members of the BCAMCP?

### 5. In-Service Training

- Do we have the right in-service training model?
- Is the Police Academy meeting the in-service training requirements of the Municipal Police Departments of British Columbia?

### 6. Police Training Standards

- Underscoring the review will be determining whether the British Columbia Police Academy meets or exceeds the highest standards of police training in Canada.

At this point all key stakeholders have not had the opportunity for input. As this review is meant to be comprehensive in nature, in the event that additional areas of review are identified they will be brought forward for consideration.

## STEPS OF REVIEW

The review will include the following steps, although not necessarily in the order detailed below:

- Meetings with key stakeholders including representatives of the BCAMCP, , Police Services Division, the Police Academy and individual Police Services.
- A comprehensive tour of the JIBC and police training facilities.
- Meetings and interviews with current and past staff and instructors at the Police Academy and representatives of the JIBC.
- Interviews with representative training sections from municipal police departments in British Columbia.
- Interviews with police union representatives.
- A review of the original model for the British Columbia Police Academy.
- A review of other police training academies in Canada.
- A scan of police training in the United States and Great Britain.
- Meeting with academics involved in university level education.

## FINAL REPORT

The final report will be forward thinking and, where appropriate and well supported, will detail recommendations and opportunities for improvement. Representatives from the Police Academy, Police Services Division and the BCAMCP will be kept in the loop and will have the opportunity to review the report before it is finalized and submitted.

# Appendix C: JIBC Review – Objective and Guiding Principles

## OBJECTIVE

The primary objective of the review is to ensure that the British Columbia Police Academy meets or exceeds the highest police training standards in Canada.

## GUIDING PRINCIPLES

The review will be comprehensive.

There will be full participation and cooperation by all stakeholders.

Every effort will be made to expedite the progress of the review.

The review will be forward thinking and focused on identifying opportunities for future improvement.

The Steering Committee will be kept regularly apprised of the progress and findings of the review.

The findings and recommendations will be treated as confidential.

# Appendix D: Memorandum of Understanding

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## MEMORANDUM OF UNDERSTANDING

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**BETWEEN:**

**JUSTICE INSTITUTE OF BRITISH COLUMBIA**  
715 McBride Blvd.  
New Westminster, BC V3L 5T4

*(Hereinafter referred to as the "JIBC")*

**AND:**

**HER MAJESTY THE QUEEN IN RIGHT OF THE PROVINCE OF BRITISH COLUMBIA**  
as represented by the Ministry of Justice,  
Policing and Security Programs Branch  
Police Services Division

*(Hereinafter referred to as the "Province")*

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**RESPECTING**

**DELIVERY OF CORE RECRUIT AND**

**CORE ADVANCED TRAINING AT**

**THE POLICE ACADEMY, JIBC**

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## PURPOSE AND OBJECTIVE

Police Services Division (PSD), Policing and Security Programs Branch, Ministry of Justice must ensure municipal police are trained to high standards. The parties to this agreement recognize the importance of high quality police training that is able to meet the changing needs of the police and the communities they serve.

The Director of Police Services has the power to set standards for training and retraining under Section 40 of Police Act. A Provincial Learning Strategy (PLS) was developed by PSD in response to identified issues. The PLS is a framework that outlines PSD's vision and commitment to ensuring that police training in BC is of high quality and able to meet the changing needs of the police and the communities that they serve. Since its introduction in 2009, PSD has been using the principles of the *Provincial Learning Strategy* to guide all provincially-generated training development.

The principles of the *Police Provincial Learning Strategy* are to ensure that police training is:

1. Defensible – this means that the curriculum is designed through established methodologies – such as the Systematic Instructional Design process – in order to ensure that the training can withstand legal scrutiny;
2. Effective – this means that the training meets goals which are measurable, i.e., meets learning objectives, improves performance in the field. The testing is rigorous and assessment of the training is ongoing; and
3. Accessible – this means that the training is available when required through mechanisms such as proper funding, training efficiencies and leveraging economies of scale.

It is a long-term goal of this agreement to ensure that the current training curriculum at the Police Academy meets these principles.

As an institution that provides education and training to a variety of first responders and emergency service providers the JIBC strives to be a leader in justice and public safety education and research. The parties share the goal of innovative education for those who make communities safe.

## **1 WHEREAS**

WHEREAS the Province of B.C. and the JIBC have a mutual interest in the development and delivery of quality recruit and advanced police training,

AND WHEREAS the Province and JIBC share a desire to maintain strong leadership and accountability within the Police Academy and with the external policing community,

AND WHEREAS the Director of Police Services maintains good working relationships with Chiefs of Police and sets priorities for policing,

AND WHEREAS the Police Academy Chiefs Committee has been created to provide guidance and governance to the police training delivered at the Police Academy,

THEREFORE BE IT RESOLVED that the parties enter into this agreement to ensure a collaborative and consultative relationship concerning the delivery of police training through the Police Academy.

## THE PARTIES AGREE AS FOLLOWS:

### 2 DEFINITIONS

For the purposes of this Memorandum, each of the following shall, unless the context otherwise requires, have the meaning set out beside it:

- (a) "Business Day" means a day, other than a Saturday or Sunday, on which Provincial government offices are open for normal business in British Columbia;
- (b) "Incorporated Material" means any material in existence prior to the start of the Term or developed independently of this Agreement, and that is incorporated or embedded in the Produced Material by the Contractor or a Subcontractor;
- (c) "Material" means the Produced Material and the Received Material;
- (d) "Produced Material" means records, software and other material, whether complete or not, that, as a result of this Agreement, are produced by the Contractor or a Subcontractor and includes the Incorporated Material;
- (e) "Received Material" means records, software and other material, whether complete or not, that, as a result of this Agreement, are received by the Contractor or a Subcontractor from the Province or any other person;
- (f) "Services" means the services described in the Annual Grant Letter;
- (g) "Annual Grant Letter" means the letter written by the Province to the JIBC outlining annual priorities;
- (h) "Police Academy Chiefs Committee" means the police representatives of the municipal police departments as set out in the PACC Terms of Reference Appendix A.
- (i) "Police Training Plan" means the annual plan developed by the Police Academy detailing training, courses, events and curriculum development activities to be undertaken in the fiscal year;
- (j) "Decision Makers Committee" means the individuals responsible for the hiring, performance reviews, disciplinary actions and where required termination of the Director of the Police Academy.

### 3 AGREEMENT AUTHORITY

- 3.1 This Memorandum of Understanding (MOU) is entered into by the Justice Institute of British Columbia as represented by the President, and the Ministry of Justice as represented by the Assistant Deputy Minister and Director of Police Services, Policing and Security Programs, under the authority of Section 40 of the *Police Act*.

- 3.2 This MOU includes an Annual Grant Letter (Appendix A) which outlines priorities.
- 3.3 The Annual Grant Letter deliverables include but is not limited to:
  - 3.3.1 Police Training Plan to be developed by Police Academy and submitted for approval to PSD and The Police Academy Chief's Committee (PACC);
  - 3.3.2 Detailed budget and financial statements; and
  - 3.3.3 Detailed quarterly reports including training delivery and financials.

#### **4 GOVERNANCE**

**4.1** Members of the Decision Makers Committee (DMC) include the following: Director of Police Services, President of JIBC, and Designate from Police Academy Chiefs Committee (see section 5). Participants agree that the DMC will make collaborative decisions in relation to:

- 4.1.1 **Hiring of Police Academy Director:** While acknowledging that the Director of the Police Academy will be an employee of the JIBC, the DMC will comprise part of the panel for the selection of candidates and the finalist for the position of 'Director Police Academy'.
- 4.1.2 **Annual Performance Plan:** The plan will be created in consultation with the DMC and will be aligned to priorities as defined in the Annual Grant Letter
- 4.1.3 **Discipline and Termination:** In circumstances where discipline or termination notice may be provided to the Police Academy Director, this will be undertaken by the JIBC following prior and significant consultation with the DMC.

#### **5 POLICE ACADEMY CHIEFS COMMITTEE**

- 5.1 The Police Academy Chief's Committee (PACC) includes representatives from Police Services Division (PSD), Ministry of Justice and the Independent Municipal Chiefs of Police. (See Appendix A for mandate) For the purposes of this MOU, PACC will provide governance, direction, and support to the JIBC Police Academy:
  - 5.1.1 Review and discuss Police Academy budget and financial reports and implementation strategies with JIBC and PSD financial executives;
  - 5.1.2 Review and endorse Police Academy Police Training Plans;
  - 5.1.3 Support Police Academy initiatives to further enhance quality training for BC police; and

5.1.4 Consult with and communicate PACC initiatives with their respective departments and leaders.

5.2 The Director of the Police Academy or delegate will be a non-voting member of PACC and provide regular updates relating to training.

## **6 FINANCIALS**

6.1 The Province agrees to pay the JIBC an annual grant (to be determined annually) in equal monthly installments.

6.2 The JIBC agrees to provide detailed quarterly reports with lists of courses, training undertaken and associated financial reports.

6.3 PACC and PSD will discuss all quarterly and annual financial reports relating to this MOU and engage JIBC and PSD finance executives in the review and analysis of financial performance.

6.4 PSD and JIBC finance executives will engage appropriate AVED representatives with respect to issues within their purview.

## **7 CURRICULUM DEVELOPMENT**

This is a critical area in need of development at the Police Academy. The Province agrees:

7.1 To provide curriculum development resources to the Police Academy outside of the grant as may be agreed from time to time.

7.2 To evaluate the curriculum development milestones and deliverables identified in the Police Training Plan within 1 year.

7.3 The Curriculum Developer is required to utilize a provincially-approved Course Training Standard (CTS) format to document the content and training methods for all courses.

7.4 The Curriculum Developer is required to create competencies for the selection and hiring of instructors.

## **8 DELIVERABLES AND REPORTING**

8.1 The JIBC Police Training Plan is to include:

- Identification of the type and quantity of courses to be offered, as well as associated services related to training (publications and events);
- Detailed descriptions of training content and training methods (or Course Training Standard in a format approved by the Province); and
- Detailed budget information.

The PTP must be approved by the Police Academy Chiefs Committee (PACC) and Police Services Division (PSD), prior to implementation. Amendments may be made to reflect changing service priorities only through mutual agreement between the JIBC and the Province. The JIBC is responsible to manage, administer, develop and provide technical expertise related to the implementation of the Police Training Plan. During the term of the agreement, the JIBC will provide suitable services and accommodation for events related to, and contemplated in, the Police Training Plan.

## **9 QUARTERLY REPORTING REQUIREMENTS**

9.1 The JIBC will submit to the Province and PACC quarterly reports outlining the following deliverables and financial information:

- The number and names of courses delivered during training period;
- Number of students from each police department attending and completing the course;
- Number of training days, sessions and/or hours;
- Number of courses developed and/or revised;
- Courses scheduled but not offered/completed and reason for cancellation;
- Other services provided during reporting period;
- Detailed expenditures including transfers between cost centres;
- Revenues, recoveries and their sources, including revenue from sale of material;
- Budget variances and explanation of variances;
- In-kind contributions from each police department including RCMP and Transit; and
- Fiscal contributions from each police department including RCMP and Transit.

9.2 The JIBC will maintain clear and regular communication with the Province and will meet at least once every three months during the term to provide progress updates and discuss any issues concerning the Services. A quarterly report will be submitted by the JIBC two weeks in advance of the meeting date and no later than

three weeks (21 business days) following the end of the quarter. Each deliverable must be acceptable to the Province.

- 9.3 The JIBC will provide a commitment to submit to the Province audited Institutional financial statements for the fiscal year.

## **10 ADDITIONAL TERMS**

- 10.1 The JIBC must ensure minimum qualifications and certification (as determined by PSD) of all persons delivering training within the Police Academy.
- 10.2 On occasion when the Police Academy plans to undertake any new/additional training delivery outside of the grant funded activities, an impact assessment on the delivery of core and advanced training under the grant is to be provided to the Province in advance.

## **11 ADDITIONAL FUNDING**

- 11.1 In recognition of police training impacts related to federal and provincial legislative changes, the Province agrees that it will consider applications for 'one time special funding' grants in addition to the funding provided under the terms of this grant.
- 11.2 Applications will be made in writing and will include detailed budget outlines.

## **12 AUDIT**

- 12.1 The Director of Police Services reserves the right to arrange for an independent audit of all grant funded activities undertaken by the Police Academy and their related financial reports. The Director will fund such activities and provide reasonable advance notice to JIBC (not less than 60 days).
- 12.2 The Director of Police Services shall have reasonable access to such records and financial statements relating to grant funded activities for the purposes of audit.

### **13 NOTIFICATION**

- 13.1 Notices or communications provided for in this MOU will be in writing and will be emailed, mailed or delivered. Any communications provided by telephone will be followed as soon as practicable by written confirmation, to the other participants.

### **14 SECURITY AND CONFIDENTIALITY**

- 14.1 All information and documentation provided to, collected by, delivered to, or compiled by or on behalf of the *Province* in the performance of police training shall be dealt with subject to and in accordance with Federal and Provincial Statutes, particularly the *Privacy Act*, the *Access to Information Act*, and the *Freedom of Information and Protection of Privacy Act*.
- 14.2 The participants agree that the information in this MOU is confidential. Subject to the *Privacy Act* and the *Freedom of Information and Protection of Privacy Act* or as otherwise required by law, government regulation, the direction of Cabinet or a minister's office or Court order.
- 14.3 The parties agree that for the purposes of section 19(1)(a) of the *Privacy Act* and section 16(1)(b) of the *Freedom of Information and Protection of Privacy Act*, all information disclosed and received between the parties under this MOU is disclosed and received in confidence.

### **15 DISPUTE RESOLUTION PROCESS**

- 15.1 Any new issue, matter of general concern or dispute arising from this MOU shall be dealt with through the signatories of this document via the DMC.

### **16 TERM OF AGREEMENT**

- 16.1 This agreement will come into force when signed by all participants and will remain in full force until replaced by another agreement or terminated in accordance with this agreement.
- 16.2 This MOU may be amended by mutual written agreement duly executed by parties to this MOU.

## 17 DEFAULT AND TERMINATION

17.1 The Province may give written notice of at least 90 days to terminate this agreement.

## 18 GENERAL

18.1 This MOU reflects the good faith and spirit of cooperation of the participants but is not legally binding on any of the participants.

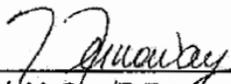
Signed on behalf of ~~Police Services~~ Division, Policing and Security Programs Branch:



\_\_\_\_\_  
Clayton J.D. Becknoïd  
Assistant Deputy Minister  
and Director of Police Services  
Policing and Security Programs Branch

July 26/12  
Date

Signed on behalf of the Justice Institute of British Columbia:



\_\_\_\_\_  
Jack McGee (T. Terroway – Acting President)  
President  
Justice Institute of British Columbia

July 16, 2012  
Date

# Appendix E: The BC Provincial Learning Strategy for Police

In response to the findings of the *Review of Police Training* (see synopsis of findings below), Police Services Division (PSD) developed the *Provincial Learning Strategy*. The *Provincial Learning Strategy* is a framework that outlines PSD's vision and commitment to ensuring that police training in BC is of high quality and able to meet the changing needs of the police and the communities that they serve.

Since its introduction in 2009, PSD has been using the principles of the *Provincial Learning Strategy* to guide all provincially-generated training development. PSD believes police training and education should promote the skills and values required for ethical, accountable policing. The principles of the *Provincial Learning Strategy* are to ensure that police training is:

1. Defensible;
2. Effective; and,
3. Accessible.

## 1. DEFENSIBLE

Defensible training means that the training an officer receives will stand up to legal scrutiny. This refers both to the legal defensibility of the content and the manner in which the course is constructed. Serious consequences can arise if officers are not able to perform required tasks to the required competency level. Serious consequences can also arise if it cannot be proven that officers had access to the necessary learning opportunities to achieve and maintain that competency. Ways to promote defensibility include:

- Designing the course through an established method such as the Systematic Instructional Design (SID) process. This process includes the following steps:
  - Analyzing the tasks, learners and context;
  - Designing performance objectives, test creation and instructional methods;
  - Developing learning materials (instructor and learner guides and job aids);
  - Implementing a pilot run and revising final training materials; and,
  - Evaluating the course and the learners and making any necessary revisions.

- Ensuring that materials used to develop the curriculum content are evidence-based and rely on peer reviewed research or evidence of best practice;
- Ensuring that any legal content of the course is reviewed and endorsed by a qualified legal expert;
- Assessing learner performance and course effectiveness using reliable methods and on a regular basis; and,
- Ensuring materials are properly archived.

## 2. EFFECTIVE

Effective training is training that does what it is supposed to do. In order to build effective training, sound educational strategies must be used. These strategies include but are not limited to:

- Building training that is supported by the necessary learning objectives;
- Building performance-based training that is designed to improve performance in the field;
- Ensuring that the principles of adult education and the most effective instructional strategies are used;
- Testing to ensure that the desired learning is actually happening for learners; and,
- Assessing to see that desired performance is occurring in the field.

## 3. ACCESSIBLE

Accessible training means that training is available to all BC police officers who need it. There are a number of factors that must be balanced when considering optimal training accessibility. These include:

- Characteristics of the target learners and the learning environment (e.g. learners may not have computer or online access);
- Ensuring that the desired level of learning can be conveyed effectively through the selected delivery method (e.g. eLearning may not be suitable to physical skills training); and,
- Maximizing training efficiencies and leveraging economies of scale (e.g. having students travel to a training facility is expensive and difficult to schedule and should only be considered when other less expensive options have been ruled out).

# Appendix F: Provincial Policing Standards

## BRITISH COLUMBIA PROVINCIAL POLICING STANDARDS

### Section 2.0 – Training for Police Officers

#### Sub Section 2.1 – Recruit and Advanced Training

Effective: January 30, 2012

Revised effective: February 1, 2015

#### Subject 2.1.1 – Recruit and Advanced Training

### Definitions

**“Board”** – a municipal police board or a designated board, as defined in the *Police Act*.

**“Certified constable”** – an officer who:

- (a) On or prior to April 1, 1977 was and has since that date been a continuous employee of a board by virtue of section 26 (3) of the *Police Act*;
- (b) Was appointed under section 4.1, 18.1 or 26 of the *Police Act* and is certified by the director of the Police Academy to have:
  - (i) Successfully completed the police recruit training program (blocks 1-4),
  - (ii) Been exempted from blocks 1-3 of the police recruit training program and successfully completed block 4 of the police recruit training program.
- (c) Is a member of the provincial police force who has served in the province for a minimum of two continuous years or more, and who successfully applied to be a constable in a municipal police department, designated policing unit or designated law enforcement unit.

**“Director of police services”** – the director of police services referred to in section 39 (1) of the *Police Act*.

**“Director of the Police Academy”** – the person employed to administer the Police Academy and to ensure that the training of recruits, qualified and certified constables is in compliance with the standards set by the director of police services.

**“Field trainer”** – a certified constable who is appointed by his/her chief constable or chief officer to supervise students of the police recruit training program during their practicum periods.

**“Police Academy”** – the entity authorized by the director of police services to administer provincially-approved recruit and advanced training for municipal constables, designated constables and enforcement officers.

**“Police recruit training program”** – periods of training at or under the auspices of the Police Academy during which students will acquire the knowledge, skills, experience and understanding to function as police officers. The police recruit training program is divided into 4 distinct blocks of training:

- (a) The first and third are comprised of curriculum developed by the Police Academy in consultation with the police training advisory committee and in compliance with standards set by the director of police services;
- (b) The second block is a practicum monitored by the director of the Police Academy or designate, during which the recruit works under the direct supervision of a field trainer; and
- (c) The fourth block is a minimum 1 year field practicum requiring a satisfactory competency-based assessment of performance by the recruit’s supervisor and approved by the recruit’s chief constable or chief officer and training officer and certified by the director of the Police Academy.

**“Police training advisory committee”** – a committee co-chaired by the director of police services (or designate) and the director of the Police Academy (or designate) and comprised of police representatives, to advise on the training programs conducted by the Police Academy.

**“Qualified constable”** – an officer who:

- (a) Was appointed under section 4.1, 18.1 or 26 of the *Police Act* and is certified by the director of the Police Academy to have
  - (i) Successfully completed blocks 1, 2, and 3 of the recruit training program, or
  - (ii) Been exempted from blocks 1, 2, and 3 of the recruit training program; or
- (b) Was a member of the provincial police force who has served in the province for a minimum of 12 continuous months but less than 24 continuous months, and who successfully applied to be a constable in a municipal police department, designated policing unit or designated law enforcement unit.

**“Training officer”** – an officer who has been appointed by their chief constable or chief officer to administer the training obligations of the police force and attend meetings of the police training advisory committee.

## Standards

### TRAINING – QUALIFIED CONSTABLE

- (1) The board must ensure that any officer it has appointed under section 4.1, 18.1 or 26 of the *Police Act*:
- (a) Attains the status of qualified constable within 18 months of their appointment, or;
  - (b) Is granted an extension to the time limit under (a) from the director of the Police Academy, upon application by the chief constable or chief officer.

### TRAINING - CERTIFIED CONSTABLE

- (2) The board must ensure that every qualified constable of the police force it governs:
- (a) Attains the status of certified constable prior to the third anniversary of their appointment under section 4.1, 18.1 or 26 of the *Police Act*; or
  - (b) Is granted an extension to the time limit under (a) from the director of the Police Academy, upon application by the chief constable or chief officer.

### EXEMPTIONS

- (3) A chief constable or chief officer must apply to the director of police services to exempt a police officer employed outside of British Columbia or a person with previous police experience from attending the police recruit training program (blocks 1, 2 and 3 only).

**NOTE:** *the exemption process is outlined in BCPPS Policy Directive 2.2.1P – Exemption Process.*

### TRAINING FUNCTION

- (4) The chief constable or chief officer must ensure that a training function is established for the police force. At minimum, the responsibilities of the training function must include:
- (a) Maintaining training records;
  - (b) Ensuring that all required training, requalification and recertifications are completed; and
  - (c) Ensuring that training is provided through a provincially-approved training course where required. This includes recruit, core advanced and fee-for-service training.

### TRAINING RECORDS

- (5) The chief constable or chief officer must ensure that records are maintained of each training class, including:
- (a) Course content;
  - (b) Names of attendees; and
  - (c) Performance of individual attendees, as measured by tests, if administered.

### MUNICIPAL CONSTABLE REGISTRY

- (6) The board must ensure that officers of the police force it governs are registered with the Police Academy by submitting, within 30 days of the commencement of their employment, and keeping current the following information:
- (a) Full name and date of birth;
  - (b) Date of appointment;
  - (c) Termination of employment; and
  - (d) Successfully completed training or educational courses which are prerequisite to a status or rank.

### TERMINATION OF TRAINING

- (7) Where the director of the Police Academy has determined, in consultation with the training officer of the police force of which the student is a member, that a student's participation in a course or program is unsatisfactory and the Director of the Police Academy so terminates the student's participation in the course or program, the chief constable must:
- (a) Inform the board; and
  - (b) Accept the decision; or
  - (c) Appeal the decision to the director of police services.

**NOTE:** *the appeal process is outlined in BCPPS Police Directive 2.3.1P – Process for Appealing Decisions of the Director of the Police Academy.*

# Appendix G: Blue Courage<sup>27</sup>

The Washington State Criminal Justice Training Commission<sup>i</sup> (WSCJTC) began utilizing Blue Courage<sup>ii</sup> (BC) training in 2014, to provide holistic training in the classroom for both new recruits and experienced officers, as well as Corrections academy recruits, and other non-commissioned police support professionals. WSCJTC hoped to introduce the BC lessons related to the four dimensions of a flourishing officer – Emotional, Mental, Spiritual, and Physical – along with its strong messages regarding awareness, safety, respect, and health at a very early stage in the academy. This foundation is built upon and reinforced for those officers who find themselves later in their careers desiring a refresher of the nobility and legacy that comes with participation in this critical field. These classes were first offered at the main campus in Burien, WA, and later around the entire state.

The Blue Courage program has been adopted at a high-level. With support from the fourteen commissioners that make up the WSCJTC Commission Board<sup>iii</sup>, which oversees all aspects of criminal justice training within Washington, Executive Director Sue Rahr has guided the entire organization through a comprehensive examination and curriculum review with a mandate that BC be included at all levels of training. Director Rahr laid out her guiding principles in a research paper<sup>iv</sup> authored with Dr. Steven Rice.

This direction led to Blue Courage training being required as part of on-going instructor certification in programs as diverse as Crisis Intervention Team training, Communications Technician, Corrections, Firearms, Force and Fitness, and many others. To date, more than 100 trainers around Washington have completed or are in the process of completing this program. This includes ALL WSCJTC employees and contractors involved in any form of instruction or administration of the Basic Law Enforcement Academy<sup>v</sup> (BLEA), Corrections Officer Academy<sup>vi</sup> (COA), Field Training Officer/Police Training Officer (FTO/PTO) classes, and those mentioned elsewhere in this article.

BLEA recruits are entry level students who are employees of the nearly 300 organizations for which WSCJTC provides training, ranging in size from a one-person agency to the Seattle Police Department with more than 1,300 commissioned officers.

Since WSCJTC is a state agency, under the Revised Code of Washington and Washington Administrative Code, only persons who have been hired by an agency and have completed a comprehensive background check, to include mandated polygraph, psychological, and medical components, are permitted to attend the basic academy. Each recruit class consists of 30-32 officers who are drawn from municipal, county, state, university and Tribal agencies with general police authority, and a few Arson Investigators for some fire departments have attended. Courses are held at the main campus in Burien, WA, or at the Spokane Police Training Center in Spokane, WA. There are an average of 15 to 20 BLEA classes per fiscal year.

BLEA recruits are guided through their 720-hour academy over a period of approximately 19 weeks by TAC Officers – TAC referring to their role as “Teacher – Administrator - Coach.” The TACs are selected through a competitive hiring process from law enforcement agencies. They are usually fully commissioned officers who come to BLEA from their home agency on a three-year contract. Using this model ensures recruits are mentored by active officers who are still deeply involved in the field and not retirees who have not been on the street for some period. The Commander is a Division Manager within the WSCJTC organization who reports to the Executive Director.

New recruits get the 16-hour Blue Courage program spread across their 19 week academy period. The material is further enhanced with posters on display in classrooms and around campus and regular discussion with instructors. The lessons presented in Blue Courage are built upon through lecture and scenario-based training with follow-up reminders to practice the reflection, breathing, and respect instruction presented in the program. BLEA program lessons and modules build upon each other from day one to graduation. The Health and Wellness block is not covered specifically from the Facilitator’s Guide, however the recruits receive similar information throughout their academy curriculum in the Defensive and Control Tactics modules.

<sup>27</sup> Rex D. Caldwell, Police Chief (Ret.), Deputy Director – Training Delivery, WSCJTC.

The Corrections Officer Academy (COA) is co-located within the Basic Training Division and is overseen by an Assistant Commander who reports to the Basic Training Division Commander. COA TACs have the same level of training and certification for their courses as BLEA TACs. COA has adopted many of the BC program philosophies and uses journaling, Guardianship, breathing, and the holistic approach to development and flourishing. The COA recruits are generally new correctional personnel who attend the 160-hour (four-week) course within six months of hire at their home agency. WSCJTC presented the new Blue Courage Corrections Officer Train-the-Trainer specific curriculum for a pilot group of twenty CO instructors in December 2016. This was the first Corrections Officer specific course in the nation and included trainers from three states. Feedback from this pilot course is being used to enhance the training curriculum. The long-range strategic plan is to continue integrating the BC philosophy more deeply for Corrections Officer health and wellness, to recognize and enhance the Nobility of corrections and detentions professionals as well as other Public Servants. COA presents between five and eight CO courses and additional Juvenile and Probation Officer classes each year.

Each Basic Training Division and COA TAC is required to complete the BC four-day Train-the-Trainer course to become fully versed in the philosophy, teaching methodologies, and material related to Blue Courage. The TAC provides much of the BC class instruction during their coordination of a specific academy class on campus. With such a strong cadre, the TAC Officers can stand-in for each other as needed, or can supplement instruction in areas in which they are particularly skilled or passionate.

The TAC cadre is supplemented by many subject matter experts who provide instruction in areas such as drug identification, K9 interaction, Emergency Vehicle Operations, CPR/First Aid, and many more. These parties are most often employed under contract with WSCJTC to ensure oversight and consistency of program delivery.

In addition to the state basic training provided at the WSCJTC, the state has another police academy within Washington. The other is the basic academy managed by the Washington State Patrol<sup>viii</sup> (WSP) for the troopers and other personnel of that agency. The WSP Academy is certified through the auspices of the WSCJTC and many programs are collaborative.

For example, BLEA contracts with WSP to provide the majority of EVOC instruction and WSP provides a Trooper on campus as a TAC for traffic collision and SFST/DUI investigation instruction. WSP has not adopted the BC material as part of their academy training. At present, no individual that is not employed by a law enforcement agency may “self-sponsor” through either program.

In September 2015, WSCJTC hired its first Building Public Trust program manager to oversee Blue Courage and other programs. Since then, the program has hosted four Train-the-Trainer courses for a total of more than 50 people, including the Corrections Train-the-Trainer course mentioned above as of mid-year 2017. There have been on-going instructor development discussions including a one-day course for certified instructors to get the latest updates, share experiences, and learn new techniques.

Washington was the first state allowed to produce their own trainers in agreement with Blue Courage. The first in-state trainers were primarily WSCJTC employees selected by the Executive Director and Deputy Director based on their demonstrated skills in other courses. Instructors in the WSCJTC Blue Courage system must complete the four-day Blue Courage course to start, then are educated and mentored through an Instructor Certification Program (ICP) process that essentially brings newly trained instructors to the regularly scheduled classes to observe the experienced team in the classroom and participate as a facilitator. Those who show aptitude and desire are invited to present a block of instruction under the watchful eye of a mentor who is a WSCJTC Master Trainer cadre member. They can advance to a more responsible position over time and take on additional blocks of instruction. Once they are comfortable and have demonstrated the skills necessary to hold their own with a classroom filled with cops, they are included in the WSCJTC Blue Courage Master Instructor Cadre.

Some agencies have developed their own instructor cadre internal to their organizations. These instructors can present in-house courses for their agency personnel. They are invited to follow the ICP process above should they desire.

Over the past two years, WSCJTC personnel have provided many presentations for groups large and small.

These include a host of two or four-hour BC overview presentations for individual agency in-service programs, one-hour executive BC overview presentations for command staff or civilian decision makers, and a more general inclusion of BC as part of a larger program about the academy to groups such as the Washington Association of Sheriffs and Police Chiefs (WASPC), the Labor Relations Institute via the Association of Washington Cities, the Association of Professional Communication Officers (APCO), and the Civil Service Conference of Washington. BC is included as part of the week-long Command College that is hosted by WSCJTC and the FBI each year. Program managers have visited roughly half of all county sheriff/police chief associations, and the statewide WASPC on several occasions. A multitude of shorter presentations have occurred around the state for any number of organizations and service clubs such as the Lions, Kiwanis, Rotary, and more.

WSCJTC further invested in the program by sending two managers to HeartMath<sup>viii</sup> to complete HeartMath certified trainer program to enhance the Resilience module of the course. This led to a deeper understanding and more detailed explanation of the tools employed within Blue Courage for officer resilience. This additional training allows for more comprehensive training for the presenters through the ongoing instructor development process.

Ongoing academic review is being done in collaboration with the Criminal Justice Department at Seattle University<sup>ix</sup> (SU) studying both short and long terms effectiveness of the program in the post-training environment. Each BLEA grad is surveyed at the start and end of their time on campus. Follow-up surveys are conducted at 90 days and one-year to measure their experiences and to examine how the BC training may have helped them in their field work. This review has been published through the SU Criminal Justice Department under the guidance of Dr. Jacqueline Helfgott<sup>x</sup> and will continue as the program progresses. Additionally, collaborative research is being done by Dr. Joycelyn Pollock<sup>xi</sup> of Texas State University and others on the effectiveness of Blue Courage as a component of WSCJTC curriculum.

Each Blue Courage student is invited to participate in an anonymous, online survey upon completion of their courses, both the 2-day workshop and TTT. These surveys provide valuable feedback on impressions and perceived value of the program as well as presenter effectiveness and delivery skills.

As can be expected in such an anonymous environment, comments range from “great” to “not-so-valuable.” Overall, the clear majority of comments are positive and encourage others to attend. A comprehensive report of survey results, which includes student comments and ratings, is available upon request.

Anecdotally, instructors have noted that staff members who are “required” to attend as part of their agency’s training program seem more hesitant to become involved early in the program, but can be seen to grow more interested once they realize this is about THEM and not their agency. Other instructor observations include noting that having multiple agencies represented in the room where few people know each other (generally people who have sought out the class on their own, rather than being “sent”) opens the floor to deeper conversations more quickly, where classes that have a high number of people from the same agency, seems to occasionally stifle conversations. As with any class environment, a strong personality with a positive or negative vibe can affect the group.

Interestingly, several police chiefs and sheriffs have attended the courses to “check it out” to decide whether this is fitting training for their agencies. Each has agreed that it meets their desire to develop and guide their staff members. Correspondingly, many officers or first-line supervisors have attended and, while encouraging fellow officers to attend, ask “where is the boss?” It is a strong message of support for the program when those two groups are present in the same class and can have frank discussions on the benefits of Blue Courage for ALL cops at ALL level of an organization or with ANY experience.

WSCJTC has encouraged anyone and everyone to attend BC classes together. Having a mixed group of commissioned, non-commissioned support staff and civilians, such as trainers, prosecutors, and mental health professionals, together leads to a greater understanding of each other’s roles in the CJ system. It is incumbent on the instructor to ensure inclusion for all members in the classroom. This is usually achieved through pointing out the overlap and inter-dependence that exists within organizations. Cops coming to realize that civilians within the organization are affected by negative and positive aspects of policing and vice-versa can lead to a stronger working relationship for all parties.

Blue Courage program philosophies and material was fully incorporated into the BLEA curriculum beginning in October 2014, with class session 709. As of July 1, 2017, BLEA will have completed 40 sessions with class session 750 graduating. This represents nearly 1,200 new recruits beginning their careers with BC as a foundation from which to build. Each student receives a journal and participant guidebook. There are an additional eighteen classes planned for Fiscal Year 2018 and the future continues to look strong for WSCJTC recruits. There are normally between six and eight classes underway.

Regarding post-academy Blue Courage student numbers, since early 2014 there have been forty classes totaling nearly more than 1,200 students to date, with more classes scheduled over the next year. Each attendee receives the Nobility of Policing book, a journal, a participant guide and a Resilience Guidebook as their material. Classes fill quickly when advertised and agencies around the state are reaching out to hold sessions in their area. The future is strong for the program and has been growing through word of mouth in the form of attendees reaching out to their friends and peers.

Of significant note, there are approximately 12,000 commissioned peace officers in Washington. Counting the 1,200 recruits, nearly 800 post academy attendees and 100 instructors equals roughly 2,100 people who have completed the various BC trainings. Accounting for non-commissioned partners who have joined the classes, this number represents more than fifteen percent of all LEOs in the state.

Our long term goal is to reach all commissioned officer and the approximately 18,000 Corrections/Detention Officers, Telecommunications specialists, Records professionals, and other support personnel in the state who could benefit from this important training program.

Further supporting the WSCJTC mission, King County, WA Department of Community and Health Services<sup>xii</sup> (DCHS) offers financial support for agencies within its borders. King County is the most populous county in Washington and includes the City of Seattle and nearly forty other municipal agencies and jail entities. The organization uses taxpayer funds to cover the cost of supplies and materials for law enforcement and corrections officers as well as overtime reimbursement. DCHS recognizes the value of Blue Courage courses in conjunction with state-mandated Crisis Intervention Teams (CIT) training offered through WSCJTC. CIT emphasizes de-escalation techniques for officers in contact with persons in crisis.

WSCJTC programs related to Blue Courage were mentioned in Time magazine (October 13, 2016 issue) and specifically called out in Mindful Magazine (July/August 2017 issue).

This is a good start and demonstrates WSCJTC leadership in bringing this important program to Washington State criminal justice professionals and fulfilling its Mission of “Training the Guardians of Democracy”.

i Established in 1974, the Washington State Criminal Justice Training Commission (WSCJTC) was created under RCW 43.101.020 [www.cjtc.state.wa.us](http://www.cjtc.state.wa.us)

ii [www.bluecourage.com](http://www.bluecourage.com)

iii The agency is overseen by 14 Commissioners as articulated in RCW 43.101.030. The powers and duties of the Commission are detailed in RCW 43.101.080 and RCW 43.101.085.

iv <https://www.hks.harvard.edu/programs/criminaljustice/research-publications/executive-sessions/executive-session-on-policing-and-public-safety-2008-2014/publications/from-warriors-to-guardians-recommitting-american-police-culture-to-democratic-ideals> .

v Basic academy training for law enforcement personnel was established through RCW 43.101.200.

vi The requirement for training of correctional personnel is established in RCW 43.101.220.

vii [www.wsp.wa.gov](http://www.wsp.wa.gov)

viii [www.heartmath.org](http://www.heartmath.org)

ix <https://seattleu.edu/artsci/criminal-graduate/>

x <https://www.seattleu.edu/artsci/undergraduate-degrees/criminal/faculty-and-staff/jacqueline-b-helfgott-phd.html>

xi <http://www.cj.txstate.edu/people/faculty/pollock.html>

xii <http://www.kingcounty.gov/depts/community-human-services.aspx>

# Appendix H: Interviewees (Partial List Only)

## Calgary (July 24):

DCC Bob Ritchie  
Supt. Nina Vaughan  
Insp. Joel Matthews  
S/Sgt. Michelle Doyle

## Edmonton (July 25):

Chief Rod Knecht  
Supt. Denis Jubinville  
Supt. Tom Pallas  
Insp. Devin Laforce  
Ms. Erin Prenosol  
Ms. Lisa Smart  
Mr. Larry Snidal  
Mr. Andrew Lejeune  
A/Insp. Bart Lawczynski  
S/Sgt. Marc Cochlin  
S/Sgt. Rob Gill  
S/Sgt. Lenore Hladky  
A/Sgt. Chris Gallagher  
A/Sgt. Rob Kitchen  
A/Sgt. Philippe Aube

## RCMP (July 26):

A/Comm'r. Brenda Lucki  
Supt. Neil Cross  
Dr. Greg Katzig  
Ms. Christine Hudy  
Ms. Nathalie Fehr  
Sgt. John Ford  
Sgt. Blaine Landry

Sgt. Phil Ironstand  
Sgt. Chris Desautels  
Sgt. Bob Gourlay  
Sgt. Greg Toogood  
Sgt. Blair Pelly  
Sgt. Tasha Reid  
Cpl. Gina Slaney  
Cpl. Karen Nagy  
Cpl. Daryl Chernoff

## Ontario Police College (Aug. 22):

Director Bruce Herridge  
Deputy Director Catherine Bates  
Deputy Director Paul Hebert  
Insp. Faren Whiteye  
Mr. Stuart Malcolm  
Chief Instructor Karl Thomas

## Toronto (Aug. 23):

A/Staff Supt. Peter Lennox  
A/Supt. Riyaz Hussein  
S/Sgt. David Gillis  
S/Sgt. Steve Pattison  
Sgt. Michael Rosina

## York Regional (Aug. 24):

Supt. Graham Beverly  
Supt. Graeme A. Turl  
S/Sgt. Christina Baker  
Sgt. Norman Wray

## Washington CJTC (Nov. 9):

Ex/Dir. Sue Rahr  
Dep/Dir. Rex Caldwell  
Cdr. Rick Bowen  
Ms. Donna Rorvik  
Mr. Matthew Faulk  
Ms. Samantha Thomas-Daly

## Atlantic Police Academy (Nov. 23):

Ex/Dir. Edgar MacLeod  
Mr. Rodney Moore  
Mr. Brent MacDonald  
Insp. Curtis Fudge

