

# **MUNICIPAL POLICE TRAINING IN BRITISH COLUMBIA – NEEDS ASSESSMENT**

*A Report to the Municipal Chiefs of Police*

Peter M. German and Robert D. Rolls

April 4, 2017

# INDEX

Index.....	2
Abbreviations & Acronyms .....	4
Executive Summary.....	6
Consultants .....	8
Acknowledgements.....	9
Mandate and Introduction .....	10
Methodology.....	11
Governance.....	12
Funding .....	20
Staffing .....	27
Recruit Training.....	30
Old Curriculum .....	41
New Curriculum.....	45
In-Service Training .....	56
Police Training Standards.....	61
Summary .....	63
Recommendation.....	65
Appendix “A” - Needs Assessment – Police Academy Review .....	66
Appendix “B”- Draft Terms of Reference - Review of the B.C Police Academy .....	68
Appendix “C”- JIBC Review - Objective and Guiding Principles.....	71
Appendix “D”- Questions – Police Academy Needs Assessment .....	72

Appendix “E” - Interviewees.....	75
Appendix “F” - Memo of Understanding between JIBC and POBC .....	79
Appendix “G” - The BC Provincial Learning Strategy for Police .....	89
Appendix “H” - Provincial Policing Standards.....	91
Appendix “I” - Police Academy Chief’s Committee Terms of Reference.....	95
Appendix “J” - Police Training Committee Terms of Reference.....	97

## ABBREVIATIONS & ACRONYMS

Academy .....	Police Academy (JIBC)
APD .....	Abbotsford Police Department
AVED .....	Ministry of Advanced Education
BCACMP .....	British Columbia Association of Municipal Chiefs of Police
CEW.....	Conducted Electrical Weapon
CSPD .....	Central Saanich Police Department
D/C/C ... ..	Deputy Chief Constable
Director .....	Director of the Police Academy
DPD .....	Delta Police Department
IIO.....	Independent Investigations Office
JIBC .....	Justice Institute of British Columbia
MCM.....	Major Case Management
MDT.....	Mobile Data Terminal
NPD .....	Nelson Police Department
NWPD .....	New Westminster Police Department
OBPD .....	Oak Bay Police Department
PACC .....	Police Academy Chief's Committee
PMPD .....	Port Moody Police Department
PRTC .....	Pacific Region Training Academy (RCMP)
PSD .....	Police Services Division
PSSG.....	Public Safety and Solicitor General

RCMP .....	Royal Canadian Mounted Police
RTCC .....	Report to Crown Counsel
SPD .....	Saanich Police Department
Transit Police.....	South Coast British Columbia Transportation Authority Police Service
VicPD .....	Victoria Police Department
VPD .....	Vancouver Police Department

## EXECUTIVE SUMMARY

The Municipal Chiefs of Police are 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 Stl'atl'imx Tribal Police, which are referred to as “designated policing units”.<sup>1</sup> The British Columbia Association of Municipal Chiefs of Police (BCAMCP) is an association of the chief officers of these forces. At its monthly meeting on January 10, 2017, it unanimously decided 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 municipal police officers. This assessment necessarily refers to the ability of the Police Academy (Academy), a core school within the Justice Institute of British Columbia (JIBC), to deliver these services.

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 JIBC, the Director of the Academy and staff members, former JIBC employees, the Chief Provincial Court Judge, the B.C. Police Commission, the 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 a number of broad themes, which had been approved by the BCAMCP. The interview results were collated and are presented below. We have utilized our respective experience in policing to attempt to provide context where it appeared appropriate.

It is important to recognize what this report is not. It is not a review of the Academy. It is also not a review of best practices in police training in Canada or elsewhere, nor is it a curriculum review. Instead, it represents the views of the interviewees. We have not attempted to determine the accuracy of all comments, as the purpose of this report is to outline the

---

<sup>1</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.

concerns of chiefs and departments. Addressing their real or perceived issues is beyond our mandate. All interviewees were candid and helpful.

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 recruits graduating from the Academy are generally considered to be very good. This may be a credit to the individuals and the hiring process, to the training which they have undergone, or a combination of both. Third, and despite the foregoing, the quality of both recruit and in-service training are considered to be 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.

During our interviews, a number of suggestions for improvement were made by persons that we interviewed. Although the purpose of this report was not to recommend or endorse any of them, we do believe that many could be effective interim or permanent measures. In the end, we make only one recommendation and that is 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, with the goal of making recommendations to address the issues and, or gaps identified in this Needs Assessment, thereby ensuring that British Columbia is a leader in police training.

## CONSULTANTS

**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, a former member of the Judicial Council of B.C., and is on the Board of Directors of E-Comm 911 and 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 his 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 service or performance of duty over an extended period of time. He is currently the principal of Bob Rolls & Associates.

**Peter (Pete) German** was a member of the Royal Canadian Mounted Police for 31 years, 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. 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 has 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. 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 Chiefs of Police, as well as their respective training staff and police officers. We also appreciate the willingness of the President of the JIBC and the Director of the Academy for making both themselves and their staff available to us during this assessment.

This report is a composite of the interviews 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.

We thank the Vancouver and Delta Police Departments for providing the funding necessary to conduct this assessment.

We extend special thanks to Ms. Cathy Williamson of DPD for her assistance in arranging interviews.

## MANDATE AND INTRODUCTION

Attached to this report are a number of appendices which contain documents that are relevant to the work we have undertaken.

Appendix “A” is a document entitled ‘Needs Assessment – Police Academy Review’. It outlines nine items to be undertaken by the consultants. Seven of the nine items were completed. One was not.

Item number two called for a meeting with the Director of Police Services Division (PSD) and his staff. When contacted, the Director indicated that he and his staff would not be interviewed. This is understandable, as the present report primarily required that we meet with the stakeholder police departments. The province is part of a steering committee which will consider next steps after this report has been reviewed by BCAMCP.

Appendix “B” contains the ‘Draft Terms of Reference’ for a ‘Review of the British Columbia Police Academy’. It outlines the purpose of this assessment and the areas for review, which we refer to hereafter as themes. This document predates Appendix “A”, and where there is a conflict in the work to be undertaken, we have followed the terms contained in Appendix “A”.

Appendix “C” contains the ‘Objective and Guiding Principles’ of the review. It outlines the desired outcome, or objective that the “Academy meets or exceeds the highest police training standards in Canada.” It was to be comprehensive and expedited and its findings and recommendations were to be treated as confidential.

Appendix “D” contains the Questions which framed all of our interviews. These were approved by the BCAMCP and reflect the themes referred to above.

Appendix “E” lists the persons interviewed, by department or agency, and date. We jointly interviewed or met with in excess of eighty persons. We attempted to reach the St’at’imx Tribal Police but our message was not returned.

## METHODOLOGY

This report results from field interviews which we conducted between January 19, 2017 and March 24, 2017. The interviewees included chiefs, other senior leaders, training officers, former instructors, field trainers, and recruit constables. In addition, meetings were held with the President of the JIBC, the Director of the Police Academy and staff members, former JIBC employees, the Chief Provincial Court Judge, the B.C. Police Commission, the RCMP, and the head of the B.C. Police Association.

Persons were interviewed either individually, or by utilizing focus groups. Most interviews were conducted jointly by the consultants; however a few were conducted by one consultant. In total, over eighty persons were interviewed. A list of the persons interviewed is found in Appendix "E".

The interviews averaged approximately one hour in length, although some focus groups lasted much longer. All were conducted in a semi-structured manner, utilizing open-ended questions designed to elicit responses regarding themes identified by the BCACMP. The themes were as follows:

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

The questions utilized in the interviews were approved in advance by the BCAMCP. The questions are found in Appendix "D".

The interviewers took notes during the interviews. No interviews were recorded. The notes were later collated and anonymized under the respective themes. This report contains the results of that process.

## **GOVERNANCE**

### **Overview:**

The Academy is a core school within the JIBC, which is a provincial institution of higher learning. It is one of a number of institutions within the Ministry of Advanced Education (AVED).

The Director of the Academy reports to a Dean (currently vacant). The Dean 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. It was suggested that the JIBC should consider restructuring its senior executive to ensure that one Vice-President has responsibility for the core programs, including the Academy.

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

Municipal chiefs of police are hired and report to municipal police boards. Funding for the police comes from municipal councils, but is routed through the police boards. Those municipalities which do not possess independent police forces are policed under contract by the RCMP.

There is almost no interaction between the Academy and the RCMP. 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).

### **Interview Results:**

The question which we have not been able to answer is one which was posed by various police leaders – who is in charge of the Academy? Is it the Minister of PSSG, the Minister of

AVED, the municipal chiefs of police, the JIBC, or some combination of all four? Are municipal chiefs of police stakeholders? Do they have an advisory role or are they decision makers?

This situation is particularly difficult for the Director, who is a line report within the JIBC. One leader described the situation as follows: “The structure is relatively ambiguous. The Police Academy reports to the Province and is under the Province but is there to serve the municipal police departments. There is no sign-off from municipal departments. Who is in charge? Are we just stakeholders in a consultative process?”

Interviewees expressed the belief that the Academy has moved away from being a core business for the JIBC, which has transitioned from an emergency services academy to a degree granting academic institution. Many felt that the Academy was no longer viewed as an area of importance for the JIBC. It had become a “fourth tier tenant”. We were advised that the Surrey Fire Department has taken over its own basic training from the JIBC. The President of the JIBC discounted the suggestion that the Police Academy was no longer a core program.

It was noted that this in sharp contrast to the RCMP’s Pacific Region Training Academy (PRTC) and its recruit training facility (the RCMP Academy at Depot Division), which are dedicated police training facilities. The unified RCMP model makes planning much easier than what has been described as a “fractured” model at the JIBC.

One chief, very familiar with the JIBC, observed that the “Director has to try to run a Police Academy in all this distraction. The layers of bureaucracy make it impossible to have that immediacy. The Governance Model is the wrong model for a Police Academy.”

The fact that a police chief is currently on the JIBC Board of Governors was not seen by most police leaders as a sufficient safeguard for the Academy, due largely to the Board being very focussed on higher education.

Interviewees were unclear why the JIBC, and therefore the Academy, do not fall under the authority of PSSG rather than AVED. The fact that the Minister of PSSG develops police standards, including training requirements, accentuates this dichotomy. JIBC was seen as a bureaucratic entity and the Academy becomes lost within it. An example is the budgeting issues encountered by the Academy, which are described below.

A number of interviewees questioned why the JIBC and the Academy are involved in international police training initiatives, which are seen as a draw away from recruit and in-service training, for both staff and facilities. Similarly, the Police Studies program at the JIBC is seen as a program of little benefit to policing, as very few of its graduates become police officers. The view is that this program and international training can only exist because the Academy is located at the JIBC and “play off” this fact. They are viewed as commercial ventures.

There is also a perception that certain Academy staff spend a lot of time in travel status, again resulting in a draw away from core programming.

Interviewees were very complimentary of the Director for his reporting out to the municipal chiefs and for both his and his staff’s willingness to assist departments with course offerings and loading. Small departments were particularly grateful for his willingness to assist them. One chief said that his department was “treated like gold... they make it work for us”.

Almost without exception, police chiefs felt that they do not have an adequate voice in the quality and type of training delivered by the Academy. They have regularly been told that the Academy is under-staffed and under-resourced, that staff are performing multiple tasks, that work is piecemeal and siloed and without clear direction. Space, equipment, and facilities are all challenges. One interviewee stated that the Academy “was at one time a Cadillac but we have now ended up with this model.”

Most senior leaders favoured a clearer reporting structure for the Academy. A number advocated a form of Police Board, similar to what is in place within municipalities but specifically akin to that of the Transit Police. Representation could include chiefs and provincial representatives. The Director would then be hired by and report to the board. This model works effectively in municipalities and for the Transit Police, and is familiar to all chiefs. Other options include a joint management team or a board similar to that which governs Prime Corp. or E-Comm.

The Association perspective is that police chiefs should have pushed the agenda sooner. For too long training has not been a priority. Although the current model could be made to work with some adjustments, a representative model, similar to the E-Comm Board is its preferred governance model. Stakeholders would include the province, chiefs and the

Association. Furthermore, determining the best training model should be of primary importance. Once that is established, attention can be directed to the question of funding.

### **PACC**

PACC is an advisory committee, intended to provide PSD, the Academy, and representative municipal chiefs or their delegates an opportunity, “to discuss, seek consensus and develop strategies to guide the direction of the Police Academy and further enhance the quality of police training”. If possible, it holds meetings on a monthly basis. PACC does not have decision making ability.<sup>2</sup> We heard differing views with respect to its effectiveness. Not all chiefs are members of PACC. Among those who are, there is a division of opinion. Smaller departments tended to be more supportive than larger departments.

The chief of a mid-size department was of the view that PACC was not “useful at all... PACC has been like herding cats; lack of consistency; lack of direction on what we are there for; everybody does not attend; seems disjointed”. When asked whether PACC could make binding decisions, the consensus was that it could not and that it was essentially used as an advisory body and “only slightly helpful concerning governance”. It has “potential”. Another attendee described it as not at all useful, because it does not have any capacity or apparent authority to make changes to the Academy or its programs.

PACC was described as an “information portal” for the Academy, overseen or controlled by PSD. It was noted that there is no term for membership on PACC, and rarely any disagreement or votes taken. Suggestions for improvement included that PACC be chaired by a chief or jointly by a chief and the province.

The Director briefs committee members on developments at the Academy and discussions ensue. A number of interviewees indicated that the Academy’s poor financial situation seemed to dominate most agendas. There seemed to be a constant crisis at the

---

<sup>2</sup> The Terms of Reference for PACC provide that it is a forum “to discuss, seek consensus and develop strategies to guide the direction of the Police Academy”. Although there is a provision in the Terms of Reference which describes how decisions will be reached, this can be circumscribed by the Director of PSD under section 40 of the *Police Act*, or by the Chair (the Deputy Director of PSD) tabling a decision. More to the point, the Terms of Reference do not give PACC any authority, resulting in any decisions having the effect of recommendations.

Academy, a “sky is falling” mentality. The sense was that the present situation at the Academy is not sustainable. There was also the feeling that the Director is without support from the larger institution. PACC gets “the emotion not the information”. Attendees often feel helpless, not knowing how they can help the Academy.

As a result of PACC’s perceived inability to influence training, there has been a noticeable decline in attendance by chiefs. Many departments have delegated attendance to deputy chiefs or lower ranks. This produced the unintended consequence of chiefs not being properly briefed on what is discussed. A leader described the situation as follows: “They were always told that everything is okay – things are good. We never heard about any concerns. The lack of communication was partially our problem. PACC is a standing agenda item at the [BCAMCP] and we would just get updates. There was never anything of substance. Because we were not provided with proper updates it becomes a non-entity.”

It was suggested that all chiefs should be members of PACC or, alternatively, BCAMCP should assume the role of PACC. One leader indicated that the “chiefs were complacent. Nobody wanted to ruffle feathers.” As members of PACC do not have a defined term, there is no opportunity for change. For many members of PACC, it became another committee that was managed off the side of their desk.

One member described high tension in PACC about one year after it was created, as a result of provincial concern over the Academy’s management of its budget. Over the next five years, ninety per cent of the PACC’s time was consumed with financial issues. PMPD loaned two of its finance staff to the Academy in order to help the Director develop a proper budget.

PACC’s Finance Sub-Committee worked closely with the Academy on this issue and recommended that the Academy hire a part-time finance staffer (yet to be actioned). We asked a number of chiefs why the budget was not managed by the JIBC and were told that the Academy had been left to its own devices, and that the JIBC’s budget process was convoluted and did not work for the Academy. We remain unclear on what the precipitating factor was for the budget issues. One leader asked, “Who is actually reviewing the place?”

A number of chiefs, who are or have been members of PACC, accepted that members of PACC must assume certain responsibility for a lack of communication to their colleagues of

issues that are discussed. The interviewee observed that “PACC is responsible for governance, funding, and training and to make recommendations. The governance structure is not being used effectively. We have not used PACC strongly enough to exert influence. We have the ability to control training.” It was also indicated by a leader that “PACC members need to decide what they want to deal with. PACC is the right body. The municipal chiefs need to have a better idea of what it is for.”

Clearly communications is an issue between the Academy and PACC, as well as between attendees and their chiefs. Some blamed both the members of PACC and the broader membership of BCAMP for being complacent – “the who’s who of who did nothing”.

There were at least two exceptions to the foregoing, by persons sitting on PACC who believed that it was an effective advisory body and that police chiefs or their representatives should have been more proactive in seeking information from their representatives on PACC.

In terms of reporting to BCAMCP, the consensus was that the Director is a regular attendee, approachable and responsive. However, his reports are typically a recounting of what is taking place at the Academy and do not engender discussion.

An example of PACC not meeting its intended purpose is the approval process for the new curriculum. One leader indicated that the Academy “had gone a fair way before they discussed it at PACC.” Another observed that PACC was briefed on the conceptual model for the new curriculum, but no details were provided. One interviewee stated, “We needed to have the conversation – there should have been full disclosure but it never came to anybody.” One interviewee mentioned that PACC approved the new curriculum, but upon reflection noted that it was more of a general endorsement, rather than approval of a particular course of action. Reference to a decision could not be found in the PACC minutes.

We were advised that a similar notice ‘after the fact’ was given regarding the increase in class size, which has impacted on departments.

***PTAC***

Like PACC, PTAC is also an advisory committee but at the training officer level.<sup>3</sup> It is required to meet at least quarterly. Some believe that it has been useful and has made some decisions, although another observed that it does “not have the power, or the information.” Some believe that PTAC is considering the right operational issues, others are not so sure.

Most agreed, however, that the attendees at PTAC were not of sufficient rank to influence outcomes, let alone make binding decisions on behalf of their departments. A number of interviewees also noted that members of PTAC are not necessarily communicating the results of meetings upward in their respective organizations. It was also noted that turnover is high on PTAC.

With respect to the new curriculum, members of PTAC were informed that the Academy had “hired a curriculum person and that they were changing the curriculum based on best practices. It was consultative – not decision-making.” The Director indicated that there were regular consultations with PTAC on the new curriculum. PTAC members acknowledge hearing about the new curriculum, however state that it was “basically [the Director] telling us” and requesting feedback.

According to its Terms of Reference, PTAC “reports” to the PACC in terms of its decisions, however PTAC members are also “required to: Report back to their respective organizations on progress and issues”. This bifurcated reporting does not appear to be working. We are not familiar with reports being made by PTAC to PACC, and the reporting up within organizations appears to be quite department specific. In terms of the new curriculum, the general view was that PACC was advised of a new curriculum being in progress. Members were told that it was a good concept, however were provided with insufficient detail to recognize potential difficulties. The Director advised that he would like to have received feedback earlier if there were problems with the new curriculum.

---

<sup>3</sup> The Terms of Reference for PTAC provide that it is a forum “to coordinate the development and implementation of effective, defensible and accessible recruit and advanced in-service police training”. As with PACC, there is a provision in the Terms of Reference which describes how decisions will be reached, however this can be circumscribed by a Co-Chair (Director of the Academy or a provincial official) tabling a decision. More to the point, the Terms of Reference do not give PTAC any authority, resulting in any decisions having the effect of recommendations.

**Comment:**

The general consensus was that governance of the Academy is convoluted and difficult to discern for most police leaders. The advisory committees, PACC and PTAC, serve a purpose but have become conduits for information coming from the Academy and have not played as strong a role as may have been expected. The reporting structure of the committees reflects the greater confusion which exists in regard to governance of the Academy. There is according to one leader, an “inability to move quickly to make change”. Furthermore, it was felt that the advisory committees simply did not have sufficient influence over police training needs and thus, by extrapolation, neither do police chiefs.

## FUNDING

### Overview:

The bulk of funding for the Police Academy comes from two sources – the province, and recruit tuition. In addition, police departments pay for all but four in-service training courses. Other funds are obtained from fee for service work. The physical plant is provided by the JIBC. Municipalities do not contribute any funding. An exception to the foregoing exists with respect to the Transit Police. As it is not a municipal department, it must pay the per capita equivalent of the provincial component for training. This is in addition to the tuition cost assumed by its recruits.

The Academy's grant from the province for 2016-17 was \$1.81 million, with a rolling surplus of over \$700,000. Additional funding was provided by PSD for a portion of the Director's salary. The grant had 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 midway through the fiscal year. The amount obtained from tuition is entirely dependent on the number of recruits in training.

When the JIBC was formed in 1978, it was decided that the Ministry of the Attorney General, which contained all the public safety entities named in the founding Order-in-Council, would fund the program development and delivery costs and the Ministry of Education would fund the 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. The JIBC deals with multiple ministries, as well as each of its tenant agencies. This results in a variety of funding methodologies.

Prior to 2002, the Province funded the program development and delivery costs of recruit training. AVED funded infrastructure, capital and support costs. In 2002, the province decided that recruits should be charged tuition, similar to what was occurring with the RCMP. The Academy's recruit funding was cut by one third, or approximately \$700,000. JIBC was directed to use tuition to make up the shortfall, estimated at the time to be \$12,500.00 per student. The province and departments capped the tuition at \$7500, which soon rose to

\$9500.00. This was insufficient to meet the Academy's needs. As a result, JIBC made up shortfalls through international and contract training.

When departments send fewer students, the Academy suffers a substantial loss of revenue; 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.

With the introduction of Prime BC in or about 2003, training funds were not provided to the Academy; however it was 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 with no additional funding. The JIBC carried the program out of institutional cash. At year end, the province paid \$150,000 for the extra recruits.

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 any excess funding from contract training, whether domestic or international, to fund new programs. For advanced in-service police training, this meant that courses beyond those specified by the province as core training would have to be funded on a cost-recovery basis. The funding model creates the perception that the JIBC no longer considers the Academy to be an important tenant, due to its focus on degree and other money generating programs.

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

Municipalities currently bear the cost of Block 2 training and that cost was recently increased due to the extension of Block 2. Furthermore, municipalities assume the cost of the supplementary training which they are providing to recruits in Block 2.

By contrast, the RCMP provincial policing agreement requires a contribution from municipalities toward the cost of recruit and in-service training. At one point, JIBC was involved in discussions regarding co-locating a campus near PRTC in the Canada Education Park, at Chilliwack. Discussions on joint programming and standardized program development with PRTC seemed promising but were never consummated.

We were advised that JIBC currently has a footprint in the Park, in the form of a large unoccupied building which includes accommodations for 51 candidates, and classrooms. Originally intended for EMS training, it has remained empty for a prolonged period. It was suggested that this site could serve as an excellent police academy and would also allow for the joint delivery of municipal, RCMP and Canadian Police College advanced courses. A police education campus would also have intrinsic, as well as practical advantages (possibly including higher education credits).

### **Interview Results:**

One Chief summarized the view of many in the following words:

“We had the Cadillac model and we ended up with this model. The JIBC is incredibly underfunded. It is running too close to the line. It has not been treated equally with other institutions. The Chair has been meeting with Advance Training - trying to get a more equitable funding model.... The Police Academy is underfunded – running too close to the line.”

The cyclical nature of recruit hiring creates tremendous challenges for the Academy. There is a lack of predictability. It can go from having no recruits to an excess of recruits. In some cases recruits are planned for and then cancelled. Under the tuition model, the Academy is only fully funded when it receives a full allotment of recruits. The challenge for the Academy is how to cover costs when their recruit numbers are low. Almost inevitably, the elephant in the room is the VPD, whose requirements can make or break the Academy’s budget. It was

pointed out by one senior leader that VPD is the Academy's client, "and then there [are] the rest of us – bit players". This was also referred to as the VPD "gravitational force".

The cyclical 'boom-bust' of police recruiting is also seen elsewhere, such as at the RCMP Academy, however it is more pronounced at the Academy due to its relatively small size and budget. There is a need for consistent funding, whether as a result of committed funds or additional government resources to stabilize ongoing costs. Some chiefs admitted that they could have been better advocates for more funding.

There is tremendous pressure on the JIBC to develop new revenue streams in order to survive. As a result, it has engaged in numerous degree and non-degree programs and even rents space to outside groups. The result is that classrooms and other facilities can be unavailable if the Academy is given short notice that a department intends to ramp up its hiring.

Overwhelmingly, police leaders expressed the opinion that funding of the Academy is inadequate and far behind where it should be. One chief described it as "unsustainable" and observed that the Academy is suffering from a slow financial death, due largely to capped funding. One described it as "always in a state of crisis, instability."

Another noted that the Academy is funded "to be good enough". The leaders did acknowledge that the Academy does its best with what it has.

The issue of budget management was dealt with above. A number of departments expressed surprise that the Academy was carrying a sizeable surplus from year to year, despite the Director complaining that he has insufficient funds to deliver adequate training. These departments had been backstopping the Academy by doing their own training at the same time that the Academy was running a surplus. In reply, the Director advised that the Academy is anticipating a \$200,000 shortfall in the next fiscal year, which will require dipping into the surplus. Not being able to meet its budget is the primary reason why the Academy is maintaining, and has been given permission to maintain, a surplus. There is, however, no guarantee that the province will not remove part of that surplus, which we are advised has occurred on at least one instance in the past.

A number of interviewees took exception to the large surplus which the Academy was maintaining. They questioned why it was necessary to collect tuition when there were surplus funds. One drew an analogy to “sitting on an ant hill”, noting that there must be clear parameters for maintaining a surplus, including checks and balances. The response from the Academy is that it is a reserve, approved by the province, to be used in case the Academy is unable to meet its budget in a particular year. Two years ago, the province, after notice to PACC, did a claw back of \$250,000 from the surplus.

It was suggested that the increased length of Block 2 was designed to facilitate staff vacations in the summer, at the expense of departments whose recruits are now not roadable for much longer than previously. The Director discounts this as the principal reason, although he acknowledges that it is difficult to find resources anywhere during the summer, particularly August. Furthermore, it is difficult for him to release instructors at other times during the year.

Rumours that tuition would be raised were also discounted by the Director. Previously, the Academy had been pegged by AVED to a maximum two per cent, per annum fee increase, along with other institutions of higher learning. The Academy has since received an exemption from this threshold, which is what fuelled fears of a tuition hike. The Director advised us that the maximum hike in fiscal 2017-18 will remain at two per cent. There is no guarantee that this level of increase will continue into future years. Furthermore, the cost of the new curriculum has to be factored into future projections.

The Association is of the view that the Academy is not adequately financed for today’s policing environment; considering the challenges of mental health, other social issues, and the current drug crisis. In “no way are we preparing our recruits adequately.” In its view, there must be an equitable funding model. It highlighted the fact that the province sets the recruit curriculum and should therefore provide adequate funding.

### ***Recruit Tuition***

We asked most interviewees whether the fact that recruits are required to pay tuition is a disincentive to applying to become police officers. Universally, the answer was no, at least not at the current tuition rate. This is largely due to each department having an arrangement in

place whereby recruits are able to borrow the required tuition money and repay it over time through their pay. The other factor is that recruits are paid a full salary to attend the Academy. Furthermore, because most recruits are so motivated to become police officers and are aware that their salary within a few years on the job will be substantially more than their starting salary, the cost of tuition is not seen as a hindrance.

Due to the foregoing, those who are disadvantaged the most by the tuition are not necessarily recruits at the low end of the socio-economic scale, but those who have left better paying jobs to become police officers. In some cases, they were in mid-career and thus took a pay cut, plus had to pay tuition, while maintaining their family's standard of living, which often includes a large mortgage.

Departments were unsure what the upper tuition threshold may be for recruits. The comment was also made that, although all departments are currently of the view that the tuition is not a disincentive, they cannot be certain – “you don't know what you don't know”.

The Association is opposed to anything other than nominal recruit tuition, noting that it is an issue which is raised on a regular basis by recruits, particularly those with young families and existing debt loads. Starting a career with a financial burden is not to be encouraged. One option suggested by the Association was a payback of the tuition after completion of a three or five-year commitment. We note however that many young people start careers with debt loads after university. Furthermore, the RCMP and the Canadian Forces have, in the past, struggled with payback schemes in legal and medical / dental programs.

The fact that recruits are charged tuition is contrary to the situation in most employment scenarios. In most jobs, after being hired, an employer will typically provide whatever specialized training is required. For example, a flight attendant hired by an airline will be trained by the airline at its expense, while drawing a salary. The view expressed by one officer was that departments would be more selective in their hiring if they were saddled with the cost of training.

A number of interviewees believe that policing should be seen more as a specialized trade than a college program. The “taps are open in the trades” and policing should be lining up for funding.

Also, a number of interviewees bemoaned the loss of the applicant Assessment Center at the Academy, which they considered a superior process with invaluable feedback which could be leveraged into future professional development. The move was made as a result of budget pressures, resulting in the cost of applicant assessment reverting to the departments. This was described by them as a “significant loss”. The Director advised that the province allowed the Academy to retain the funds saved by closing the Assessment Center.

# STAFFING

## Overview:

The current staffing model for instructors in the recruit training program at the Academy 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. Retired officers, referred to as sessionals, are much cheaper to employ as they are paid substantially less than serving officers (approximately \$80,000 versus \$150,000). There is also no requirement to pay for employee benefits and other related costs charged by the municipal police departments.

Among instructors, there are 6 Acting Sergeant secondments (1 from DPD, 1 from NWPD, 1 from Transit Police, 2 from VPD, and 1 from WVPD). There are 9 sessional instructors (8 from VPD and 1 from Delta). We were advised that duties assigned to sessional instructors varied according to experience and length of time since retirement. The issue of in-service training instructors is considered later in this report.

The Academy's administrative staff is small in number, with some employees performing multiple job functions.

## Interview Results:

The response from interviewees at all levels was consistent. Although current instructors were viewed as committed and competent, there was a clear preference for seconded instructors over retirees, for most job functions. Factors in favour of seconded instructors included:

- being current in their field of expertise and imparting that current knowledge to recruits,
- the instructors benefiting developmentally from their tenure at the Academy (as do their home departments),
- there would be competition for the positions;

- recruits wanting current, fresh trainers who have street credibility, and
- allowing for broader representation by departments outside the Lower Mainland.

The only factor favouring retired instructors was a concern that seconded instructors may have court commitments which could detract from their instructing time. The concerns with retirees included:

- a loss of connection to policing,
- a loss of currency in perishable skills, and
- a loss of accountability to a home department.

Some departments were prepared to accept a blend of secondments and retirees, however generally recommended that retirees be restricted to between three and five years of service post-retirement. There are currently instructors who have been out of active policing for well over ten years. We were told that retired officers are sometimes corrected by recruits. Their knowledge of patrol is not always current, in contrast to some recruits who have been police volunteers, auxiliaries, or community safety officers.

The Association perspective is that the Academy should revert to a seconded or hybrid model. Some of the current sessional instructors are not qualified or current in the areas that they are teaching, despite being good people and well intentioned. It was also noted that you must have a connection to the people that you are training.

It was also seen as important to ensure that instructors are teaching to their areas of expertise. The focus has to be on the best training for recruits. A number of interviewees felt that the Academy cannot continue to be a sinecure for retired VPD members. In regard to part-time instructors, one interviewee commented: "the old boy's network still exists at the JIBC. It is a closed system. If an instructor at the JIBC has an ERT background they ask a former ERT buddy to come in and do instruction."

Sessional instructors have been provided with a uniform which mimics that of municipal departments and bears Academy crests. There are also rank insignia, although the instructors are special constables. These uniforms were described to us as "pseudo-uniforms", intended to give the appearance of instructors being serving police officers.

The following comments relate to certain specialized areas and to advanced training:

-Firearms - A retired member could be used in a support role, but it is important to have a lead instructor who is familiar with current tactics.

-Driver Training - A retired member, or non-police trainer could be used if that person is a driving specialist and is teaching current police tactics.

-Force Options – A retired member could be used if that person is a specialist and is teaching current tactics.

Considerable comment was made regarding the absence of dedicated curriculum designers. It was noted that curriculum monitoring and assessment has been a void for years. At present, one employee is engaged full-time on the development and rollout of the new curriculum, however it was noted that her role has morphed into running the program.

Particular mention was made of PRIME training. Historically it involved agency PRIME Coordinators being loaned out by their home agencies to train and assist with the PRIME/RMS portion of recruit training. A number of departments have consistently developed the curriculum and provided instructors. Recently, the involvement of some has declined due to their specific pressures, as well as scarce resources, or cost. This has resulted in an undue strain on remaining departments and their municipal staff, impacting on service levels and travel costs at those departments. The model for PRIME training has been described as “broken” and “unsustainable”.

In keeping with the desirability of using seconded police officers for recruit training, it was also suggested that consideration should be given to a seconded officer as the next Director of the Academy.

## **RECRUIT TRAINING MODEL**

### **Overview:**

Police training in British Columbia follows a four block model, consisting of Block 1 at the Academy, Block 2 provided by home police departments, Block 3 at the Academy, and Block 4 in the field. This form of training has existed since the earliest days of the Academy and was once reflected by five blocks. Block 4 is not relevant to our assessment, as recruits become qualified police officers after Block 3.

Recently, a new curriculum was introduced, which is dramatically different from the previous curriculum.

### **Interview Results:**

#### ***Senior Leaders, Training Officers, Former Instructors:***

Police leaders and training officers were generally happy with the quality of recruits who arrive at their departments after Block 1, although there were exceptions. Most agreed that the Academy was not making big mistakes. This may be a product of good recruiting, or a combination of good recruiting and good training. As one officer described it - “put in a [poor] product and out it comes, put in a top product and out it comes”. Interviewees were very complimentary of all staff at the Academy, with respect to their efforts to make ends meet and their client relations.

Almost all interviewees agreed that the Academy was doing its best in Block 1, considering its funding envelope. Nevertheless, most also expressed the view that too much was being crammed into too short a period of time. In the words of one leader, “All the complexities of policing have been condensed down to a very tight timeframe.” The result is that providing training in new areas will result in existing areas being decreased or eliminated.

It was noted that:

“The Police Academy has gotten away from the skills you need as a police officer. We expect people to come in with a breadth of knowledge, compassion and empathy. We need to leave this valuable time for training. We need to focus on core skills so they come out with the skills they need on the road. They are exposed to criminal law but not in a way that they know it. Some recruits have no idea of the elements of an offence.”

Another complaint from most leaders was that the Academy had become too collegiate. They preferred a style which was more traditional, or quasi-military. Others pointed out that professional police training should be viewed more like a red seal apprenticeship than higher education. One interviewee stated that the “primary focus has to be on technical qualification of emergency services employees.”

It was noted that the new rotation of three rather than four classes per year is problematic for municipal budget cycles, as are starts in January.

Many interviewees noted that it would be hard to sustain training without VPD, as it provides most instructors and most recruits; however its overwhelming presence also causes it to dominate aspects of training. Nevertheless, former Academy instructors from VPD who we interviewed were very alive to this issue and tried to refrain from discussing the ‘VPD way’ when lecturing or working with recruits.

It was recommended that there be an ongoing assessment of gaps in training. A majority of departments would like to see all recruits trained in the Conducted Electrical Weapon (CEW), as well as post use of force first aid, AID and CPR. It was also suggested that recruits should be introduced to the concept of fair and impartial policing. VPD is providing its recruits with additional legal training, as well as aboriginal and sex worker awareness training. VPD also sees a need for tactical first aid, in order to provide immediate combat aid to a partner who has been shot, as well as training on naloxone. With advances in technology, computer related courses, including open-source data mining, would be valuable, as well as training in human trafficking.

Due to the prevalence of calls involving mental health subjects, a number of departments wished to see more emphasis at the Academy on mental health, such as more de-escalation training; as well as more stress and resilience training to assist the members themselves.

A number of interviewees were concerned with the state of legal training at the Academy. It was suggested that provincial court judges are concerned that newly graduated constables do not have sufficient knowledge of the law. We could not confirm this, however the Chief Judge noted a decline in police officers giving evidence, due largely to less traffic disputes and a dramatic drop in *Criminal Code* impaired driving cases. This view was echoed by the Police Commissioner. Traffic and impaired driving offences were traditionally a proving ground for junior constables, providing them with a foundation for the giving of testimony in more complex cases. This issue highlights the need for increasing the level of training on the giving of evidence.

It was also noted that most municipal departments do not have a ready resource to provide updates on the law. A number of departments rely on the work of a member from APD, who publishes regular legal updates. It has been suggested that the Academy should be providing this service, as its legal instructors must remain current with the law in any event.

It was also noted that the Academy should link skills, particularly around firearms. Integrated training would bring firearms, driving, use of force and law together. Another police leader noted that ethical values must be integrated within all aspects of the Academy curriculum.

It was suggested that a 'value based leadership system' should permeate training, with core value messages repeated in all segments of training. Chiefs emphasized the need to poise recruits for success and asked, "what is the cost of failure?" How one measures success is not clear.

### ***Block System***

Considerable discussion surrounded whether training should consist of one block, followed by field training, or the current, multiple blocks. Most interviewees were aware of

other departments reverting to a one block model, similar to the RCMP. The real issues, however, seem to revolve around the length of core Block 1 training, the cost to departments of training over multiple blocks, and the usefulness of Block 3.

Police leaders were divided on whether to retain the three block model or move to a one block model. Most had trained under the three block model or an earlier four or five block model and were comfortable with it. They saw it as a good mix of school and on the job learning. Others viewed the three block model as presenting planning challenges for departments. Another described it as “a nightmare” from a financial and human resource perspective. This is due to a recruit not being a roadable resource until after completing all three blocks. The one block system provides the ability to map out staffing, to remediate and to have recruits working independently much sooner, with the possibility of an advanced training course after a period of time in the field.

The Association position is that a one block model is preferable, with recruits returning to the Academy after one year for advanced training.

A few departments noted that they are increasingly hiring ‘exempts’ due to the time it takes to train a new recruit. Most have a line-up of RCMP members hoping to return to British Columbia.

Some felt that the RCMP was strong on its Block 1 equivalent but fell down on the length of its field training. Others noted that this was more pronounced in small, rural detachments where recruits were expected to fill vacancies as soon as possible.

Some mentioned that the purpose of Block 3 under the old curriculum had gone and had become lecture-based and storytelling by instructors and recruits. It was described as a “consistent waste of time”. Most interviewees felt that it was a waste of time to go back to the Academy for Block 3. It was suggested that the content has to be re-examined. As most of the instructors are from VPD, some commented that there is an unconscious bias toward VPD policies and procedures. As Block 3 has yet to be rolled out under the new curriculum, it is impossible to know how it will compare with the former.

The closest to a consensus was that Block 1 is too short for all that has to be taught to a recruit and a five month Block 2 is too long for field training.

One chief noted that he could not “believe the compression” in Block 1.

When asked if Block 2 was too long, a chief responded, “no kidding!”. His own Block 2 was seven weeks in length and seemed adequate, but twenty weeks is “ridiculous”. The expansion of Block 2 delays recruits from becoming roadable resources and is difficult on field trainers who are constantly training. Another chief referred to the “knock on effect” with recruits in Block 2 overlapping. The same interviewee noted that it is a “year to usable... a long time to hold [an officer] in the wings.”

In passing, it should be noted that Block 4 still exists, a surprise to at least one chief. It has become largely irrelevant as graduation occurs in advance of Block 4. It was described to us as a “joke”, consisting of maintaining a log book, a far cry from what it had been many years ago.

### ***Facilities and Equipment***

#### ***Driver Training***

The lack of modern equipment was repeatedly mentioned to us. An example is the vehicles used for driver training. They are ‘timed out’ Ford Crown Victoria police cars, most of which have been obtained from VPD for \$100 per car, and were refurbished. The vehicles have no police equipment, radios, or mobile computers. Furthermore, they are not the current type of vehicle being purchased by police departments. It was also noted that trucks are common in some departments, such as NPD. One chief described the vehicles as “pretty dreadful”.

Other than buying new cars and adequately appointing them with police equipment, a suggestion made was for departments to loan cars to the Academy, proportionate to the number of recruits which they have in a class. In that way, recruits would partake in scenario training and driver training, using the same cars and equipment that they will drive in the field.

The driver training program was decreased from eight to four days with the advent of PRIME training. One day was added in Block 3 but this is still not seen as enough.

Point duty is not possible in New Westminster due to a city requirement that the lights at intersections not be turned off. As a result, recruits are not trained in the basics of directing traffic.

### ***Radios***

The police radios in use at the Academy are discards from E-Comm.

### ***Classrooms***

Classrooms are not large enough for the current classes. The optimal size of a class was traditionally 24. When classes increased to 36, instructors found it “brutal”. The classes now number 48, due primarily to VPD’s hiring requirements and the reduction to three starts per year. The new curriculum was designed to be delivered to a class of 36 recruits, not the current number. It was pointed out by former trainers and by graduates that in addition to the difficulty teaching such a large group, there are increased control issues and many quieter recruits ‘get lost’. The view was expressed that the current facilities simply do not allow for an adequate roll out of a scenario and case-based Block 1. The Academy now splits a class into four and only holds joint classes occasionally, using the theatre as a venue.

### ***Firearms Training***

A major issue for firearms training is the fact that municipal departments do not use the same service weapon. VPD uses Sig Sauer pistols while other departments use Glocks. Firearms simulators would be a welcome addition to the Academy.

Range time is another issue. The indoor range at the JIBC is shared with Sheriff Services, which is ramping up its operations. Booking time is an issue and has resulted in some training occurring at Burke Mountain in Coquitlam. It was noted that there is a three hour fatigue factor for effective learning at a range. Due to booking issues or the use of a remote location, recruits often remain at the range for an entire day.

### ***Legal Training***

The inadequacy of recruit legal training was mentioned time and again in relation to both the old and new curriculums. An oft repeated theme from police officers who trained in previous decades was that a degree of memorization was expected, in order to inculcate certain required knowledge. One chief expressed a view that is reflective of many: “I think it is shocking that they are spending so much time doing whatever they’re doing (scenarios, etc.) that they don’t actually teach the recruits the core, baseline knowledge that they need. Just [as a doctor can describe every feature of an anatomy chart], I can still recite verbatim the impaired driving demand I learned... and many other important core learnings. We did a lot of memorization of elements of offences, powers of arrest, search and seizure, etc., when I went to the Academy and it served me well. You don’t learn algebra without first learning the multiplication tables! The primary goal of the Academy should be to teach core policing knowledge and skills and it should be measured by testing, not by doing online quizzes and self-assessments. That requires lecture/discussion, study, lecture/discussion and more study, and then objective testing. Too many recruits come out without knowing basic law or how to write a basic police report – core skills!”

Another chief pointed out that we now live in an “accountability world” and knowing one’s authorities is critical. The Association position mirrors that of many chiefs, as follows: “We have to provide more and more additional training. I just don’t get the sense that recruits have the knowledge they need around lawful authority. This is not something you ‘sort of know’. You either know it or you do not know it. When can they detain, when can they search, arrest, use force. The department has a role in this but this is foundational knowledge - detention, arrest, search and seizure. If they come out of the Police Academy with this knowledge and nothing else they could function. We need recruits to understand when they can or can’t detain, search, seize or use force.”

That view was echoed by B.C.’s Police Commissioner and senior staff, who detect a lack of basic legal knowledge among police officers, when dealing with public complaints. Many officers simply don’t know the law, and take a “wheel of fortune” approach to dealing with difficult issues. Many are unclear about their grounds for stopping people, detention, arrest and search. Some are not articulate in how they explain their actions on paper. There have been

unwarranted searches for identification and confusion regarding privacy issues. Officers frequently resort to arrests for ‘breach’ and ‘no charge’ arrests, as a way to avoid dealing with the law.

### ***Physical Plant***

It was mentioned that the unofficial mantra for trainers at the Academy is to “improvise, adapt, [and] overcome”. The physical plant was described by a former instructor as a “joke”. The staff is crippled by the facilities and equipment. This applies to the gym, the range and the track. Increasingly recruits and instructors must travel great distances just to attend certain training.

Former instructors felt that the Academy was not held in a positive light by other faculties within the JIBC. There is competition for rooms, gym space (competing with yoga classes), concern with wearing service weapons, etc. Recruits are unclear why they cannot carry weapons in other areas of the JIBC, particularly due to the concern of serving police officers that an officer should not be in uniform without a service weapon.

The Academy staff receive complaints from other JIBC partners that their scenarios are too loud, that yelling is disruptive to other courses, and that plastic guns and fake blood are offensive to some people. The result is that many aspects of scenarios have to be skipped or faked. The Director advised, however, that a new booking template is assisting with creating common ground for room bookings within JIBC.

It was pointed out that before a scenario based curriculum is implemented, the physical plant has to be expanded. The facilities should meet the requirements of the training and be purpose-built.

The Academy is actually spread among a number of facilities, each at a considerable distance from the other: the New Westminster campus, JIBC’s Maple Ridge campus, the outside range at Burke Mountain, Coquitlam, an elementary school in Port Moody, and a track in Pitt Meadows.

### ***Departmental Training in Block 2***

One senior leader described the skill level of graduates as “ok” but it is the departments which “make them good”. Another mentioned that the Academy should be “one stop shopping”, but it isn’t and a number of departments now provide one or more weeks of training at or near the beginning of Block 2. The reasons are either because of the compression of Block 1, its perceived deficiencies and, or a desire to inculcate departmental operating procedures in recruits prior to them being on the street. A few examples are provided below.

PMPD, NWPD and DPD collaborate on a five day Block 2 training program, referred to as the Core Patrol Tactics Course, for recruits involving CEW, high risk arrest and code 5, containment, building entry and clearing, and officer down / citizen rescue. The training is provided with “reality based training scenarios”. They also conduct a traffic safety direction day. A very similar program is delivered by Abbotsford PD.

SPD is providing additional firearms training. They also do a higher level of PRIME training. At WVPD, recruits receive three days of training in basic C8 rifle, in addition to training in First Aid, AID, CPR and CEW. CSPD incorporates its recruits in twice yearly block training, which covers a number of areas. VicPD offers “advanced patrol techniques” to its recruits.

CSPD places new constables in the block training program which occurs annually and is of longer duration than most departments. The advantage to this approach is that the entire department wraps itself around the new officer.

Although it does not have capacity for the pre-Academy ride-alongs, VPD has invested heavily in pre and post-Academy training; including:

- 3 day orientation pre-Academy,
- 5 days at the beginning of Block 2; including 1 day of VPD procedures, 1 day of use of force and 2 days of PRIME,
- 2 weeks of training in Block 2, including some departmental-specific training and supplementary training in firearms, use of force, PRIME and legal studies,
- 3 days at the end of Block 2; including coping skills, general investigation, the jail, social media, and domestic violence; 1 day of use of force; 1 day of firearms, and
- 4 days pre-deployment, including PRIME and legal studies.

It was also suggested that recruits should obtain more broad based training in photo identification, cultural training, and investigations. The latter would ensure that all recruits are leaving the Academy with a consistent knowledge of investigative standards at a foundational level, from which they can build during their careers. Leaders are aware that recruits struggle with interviewing, accident investigations, de-escalation in regard to mental health cases, and dealing with warrants. It was also suggested that they should obtain a firearms acquisition licence. Also, training in emotional survival is important for today's police officer.

Many recent graduates commented that they learned more in Block 2 than in Blocks 1 and 3. Those who had an opportunity to spend time in Block 2 with specialized policing units were very complimentary of their departments.

### ***Field trainers***

A common complaint among field trainers was that recruits had no experience with multi-tasking in a police car. It was overwhelming for some recruits, resulting in trainers taking a staged approach to recruits driving only after spending time with the mobile data terminal (MDT), then with the MDT and radio, then performing all three functions.

A field trainer who has trained 10 recruits, under both the old and new curriculums, commented that recruits were eager to learn and had good book knowledge. He noted, however, that under the new curriculum they were missing the essential elements of offences. This never occurred previously.

This trainer found that some recruits are argumentative and tell the trainer that they were taught to do things differently at the Academy (an example was dealing with 'no insurance' traffic stops). It was his impression that they were learning through online quizzes.

Trainers were also critical of the new Block 2 field training course, a lack of instructions in the manual, no place to indicate the nature of a call attended by a recruit, and an emphasis on self-assessment.

An interesting dynamic which was mentioned during interviews was the presence in recruit classes of investigators from the Independent Investigative Office (IIO). New IIO investigators were permitted by the Academy as non-participating members of recruit classes.

They did not take tests or participate in physical programs. They typically sat at the side of the classroom and would hover around the recruits as they engaged in scenarios. Some took notes and were seen to shake their head or otherwise express concern with a particular response or action.

The effect of having these individuals in the class appears to have had an impact on some recruits, to the extent that a trainer believes it caused some to be reluctant to engage with people on the street. One interviewee mentioned that new officers were “spooked” by the IIO. Apparently there was consultation with Chiefs before the IIO employees began training. It was initially felt that it would be an opportunity to build relationships, they had no other place to go, and the Academy had nothing to hide.

A field trainer, who has taught recruits from both the old and new curriculum, commented that current recruits are not prepared for practical policing duties. As an example, he referred to simple calls such as 911 hang-ups, use of CPIC, and the use of PRIME. The recruits are not familiar with the basics, or their knowledge is rudimentary. He pointed out that traffic stops can lead to impaired cases and more serious offences. That seems not to register with the recruits. Their legal knowledge is lacking. A recruit under the new curriculum was unable to articulate legal grounds. Some are unsure when they can stop a person and seem to be inculcated with a belief that you should not be talking to an individual unless you have reasonable grounds. They are familiar with major offences but not the day to day offences encountered by the police. Practical skills such as fingerprinting are not covered sufficiently. The trainer expressed a concern with recruits self-assessing when they don't know what they are assessing. It can actually be detrimental as it allows recruits to continue moving through the process.

The comments from field trainers were echoed by operational officers as well. Whether as a result of Academy training or generational changes, it has become apparent to some leaders that recruits are reluctant to engage with the public on routine preventative patrols. This could also be a blowback effect of the ‘stop and frisk’ and ‘carding’ controversies in Toronto and in the United States. Nevertheless, it has resulted in dramatically fewer street checks and a corresponding increase in property crime in certain jurisdictions. Some feel that

new officers are trained to not do street checks unless they have legal grounds to detain or arrest. There is a belief that they cannot simply engage with a person on the street and are afraid that, depending on a person's colour or ethnic origin, they could be accused of racial profiling. There is a fear of civil liability or being placed under investigation.

It was mentioned by a senior investigator that the big driver for police officers used to be to "catch bad guys". That appears to have changed. Recruits are not strong on their reasonable and probable grounds, dealing with Crown, giving testimony in court, and developing grounds for a search warrant. Officers without investigative skills tend to become 'grippers' earlier in their career, and look for ways to avoid making arrests. Some spend as much time justifying why they choose not to make an arrest as it would take to make that arrest.

A senior leader emphasized the need for the Academy to inculcate recruits with the ethical qualities of fairness and impartiality.

### ***OLD CURRICULUM***

A graduate of the old curriculum remarked that he had a fantastic experience at the Academy. He found the scenario training, which began in week six to be very helpful.

The principal criticism from those who graduated under the old curriculum was the need for more scenario training and case studies. A lesser criticism was the amount of memorization and an emphasis on Power Point, many slides being too detailed to be effective. One recruit noted that the legal instructors were "sometimes off base on some things". There was a need for more training on release documents, impaired driving and driving while prohibited investigations. They would like to at least see a CPIC screen. Generally, however, recruits felt that Block 1 was a good to very good learning experience.

Others commented on the Academy more generally, noting that it was "overall meeting needs and doing a pretty good job of training." Recruits referred to it being a "collegiate versus military [approach] – too much collegiate." Another commented "Langara was not as large a class size. The Justice Institute was seamless for me."

One recruit asked why the Academy is contained within the JIBC, noting that it was "almost a bit of a hazard being at the JI".

### ***Discipline and Decorum***

Most recent graduates surprised us by commenting that they wish their instructors had insisted on higher standards of protocol and decorum. Comments included that a “little more discipline would help”, “craving more ass kicking”, “too much hand holding”. A senior leader suggested that the Academy should “tighten up” and provide “a bit of Depot”. A former police officer who had been to a high stress academy prior to coming to JIBC noted that “stress inoculation” is not a bad thing considering what police officers face in the field.

Recruits mentioned that their classmates were not challenged for arriving late for class, using unprofessional language, being disrespectful to other recruits, inappropriate gender based comments, bad attitudes, aggressive behaviour and talking back to instructors. The belief of many was that it would be hard indeed to fail or be ‘back trooped’, as the academy did not seem willing to deal with poor performers. One graduate mentioned that she would be “scared” to work with some of her classmates. It was mentioned that the instructors didn’t seem to want to be “the bad guy”. As a result, some recruits would tell others to behave.

The Police Commissioner noted that ethical boundaries are very important in a recruit training environment and breaches should be reported and investigated by an external department or through the Police Commission public interest process.

When asked, the Director confirmed that the Academy is the “furthest away from a boot camp”. It is challenging to be in a post-secondary facility. The hope is to inculcate recruits with discipline through drill, inspections and respect for the rank used by instructors. They are constrained if they choose to “up the game”. They perform scenarios outside to avoid complaints from other areas of JIBC.

### ***Driver Training***

Complaints regarding the driving program related to it being too short, there being no city driving, no multi-tasking with a MDT / radio, no skid driving if there is no rain, and having to take a driver’s exam on the first day. Instead of a proper skid pan, cones and other devices are used. Most students enjoyed the training, although that view was not unanimous. A former

police officer from another jurisdiction was quite critical of the lack of scenario training and the need for more training on suspended and impaired drivers, roadside prohibitions, and similar practical exercises.

Most recruits were not taught how to direct traffic. A presentation from Crown Counsel would have been very beneficial.

The need for more training in impaired driving, ticket writing and report writing have been consistent themes over the years. This has not changed under the new curriculum.

### ***Legal training***

Some recruits expressed the view that training in certain serious offences was overemphasized (e.g./ sex offences), at the expense of lesser, but more common offences. (eg/ breaches). More emphasis should be placed on aspects of policing which officers will encounter on patrol. Generally however the training was “on the right track” and a “good learning experience”

### ***Report Writing***

We had the benefit of speaking with recruits from diverse backgrounds, including at least two who had served in U.S. police forces. They enjoyed their training at the Academy. One noted, however, that in the U.S., report writing was a huge part of the curriculum. The heavy emphasis helped them with legal documents and reports to Crown. Report writing is a stressor for many recruits once they are in the field, particularly when faced with bail and other release documents.

The concern with report writing is not new. One chief recalled having voluntarily attended at the Academy many years ago to provide additional training for recruits in how to write an effective police report. He did this out of frustration with the poor quality of writing that he witnessed in the field. He continued doing so until the voluntary program was eliminated. The most frequent comment he received from students was a wish that this form of training was provided in Blocks 1 or 3.

### ***Instructors***

Recent graduates were complimentary of their instructors as individuals, believing that they were motivated to do a good job and friendly. The instructors did not target individuals.

### ***Force Options***

Graduates generally were very pleased with the quality of instruction in Force Options. The most common complaint was their disappointment at not having an opportunity to vigorously engage in use of force techniques. On many occasions they were told to pretend or to only use 80% force. One interviewee referred to it as “way too sterilized” due to WorkSafeBC concerns. Other comments included “watered down”, “cautious”, “not challenged sufficiently”, “couldn’t do wrestling”, “hard to do training on your own”, and “physical fitness component lacking”.

Recruits mentioned that instructors were very cautious about recruits getting hurt. They were too sensitive to injuries. It was suggested that Work Safe requirements impacted on the ability to train properly. The Director countered these comments by advising that recruits do engage in fighting and are given a functional movement test at the beginning of their training. We are left somewhat uncertain, as one recent graduate told us that she had never been in a fight in her life, at the Academy, before, or since.

The Association position is that “use of force training is inadequate... there are huge issues here.” The B.C. Police Commission expressed a similar view, noting that in its experience, many officers move quickly from verbal to “hard tactics”, including punches to the head. Officers appear to use force in many cases rather than rely on verbal skills. There seems also to be a prevalence of taking suspects “to the ground”, as a prerequisite to controlling them. In some cases, the use of force appears to be an unsanctioned penalty.

### ***Block 3***

Some recent graduates enjoyed Block 3 as it gave them an opportunity to reconnect with classmates and learn from shared experiences. Most, however, were less charitable. Block 3 was seen by most as boring and lecture based under the old curriculum.

A recent graduate described Block 3 under the old curriculum as containing a lot of scenarios and a lot of guest lecturers, some of whom appeared to be time fillers of questionable benefit. There was a lot of classroom time sitting around – “we had one day of firearms, one day of driving and six days of scenario training”.

Criticisms of Block 3 included too many lectures, a lack of full time instructors due to them being required for Block 1, insufficient training for court, and a VPD bias due to the number of instructors with a background at VPD. One recruit referred to the court training as “complete mayhem”, due in part to recruits attempting to act as prosecutors and defence lawyers. It was also mentioned that there is a need to keep up firearms training in Block 3.

### ***NEW CURRICULUM***

The genesis of the new curriculum was unclear to most senior persons interviewed, although one expressed the view that it was a response to concerns raised by VPD to the old curriculum. One chief described being “blindsided” by the new curriculum. Another said he was “nervous”. In fairness to the Academy, they have just begun rolling out the new curriculum. It is still described as a pilot, although for subjects of the pilot, it is the only recruit training that they will ever take.

Senior leaders had limited knowledge of the new curriculum. Most were unclear of its genesis, how it was developed, its composition, and its advantages and disadvantages. One rhetorically asked, “Who decides what is the best curriculum?” We do know that the genesis of the new curriculum goes back at least as far as 2008, when a comprehensive review of the Academy was conducted by PSD. The current curriculum designer was hired in or about 2013 and work then began in earnest.

Police Services Division recommended that the core competencies for police, developed by the Police Sector Council, should be used as a point of reference for the new training. In particular, reference was made to the competencies that a three year police officer should possess.

The best explanation of the intent of the new curriculum came to us from staff of the training section at a large department. Describing it as a “good thing”, the new curriculum

represents a transition to problem-based learning, learning from each other, with theoretical concepts studied outside the class. In class lectures provide a review of key learning points. They noted that the model is “going in the right direction”, however has had a “rocky transition” at a number of junctures. Instructors had to change their method of teaching. Lectures and power point were reduced. The transition to this new way of learning can take “years and years to develop”. It will inevitably include a “culture shift and resistance”.

A constant theme with the transition is “not enough lectures” and “not enough transition from pre-reading [which] can be extremely lengthy (100-150 pages)”. A difference of opinion exists regarding the optimal number of lectures. The problem with eliminating most lectures is that there is no translation of complex legal subjects into “common language”, which should be the forte of instructors. It was noted that “recruits don’t have a point of reference”.

Evaluation is now about “demonstrating skills – do you actually know how to apply” a particular skill. We were told that departments are now filling the gaps from Block 1, in Block 2. We were told that one field trainer has spent considerable time with a recruit, going over the central elements of the top ten offences and showing how they tie into a search warrant and eventually a Report to Crown Counsel (RTCC). Recruits, “don’t understand the *Criminal Code*”, particularly arrest and detention, and the most common but less serious offences. It is difficult to expect recruits “to self-teach powers of arrest”.

The Association position is clear:

“First of all, it is too based on theory and has too much reading. It is overwhelming for new recruits. I am worried about this. They rely on scenarios but they have no real tests. You have assessors but you have to control for subjectivity and biases. We have got a lot of concerns: the volume of reading; how assessed; the lack of consistency; no lectures and no tests. There has to be an objective way to test knowledge. You have to know your legal authorities. We are training recruits to have a general knowledge but the recruits are not confident. It makes for reactive police officers. If you have graduated from the Police Academy and are not completely confident in what you can and can’t do the whole policing model falls down, because it is based on police officers being proactive and knowing what they can and cannot do.”

A number of interviewees questioned the amount of 'police' input into the new curriculum and the associated Block 2 field training requirements. An abiding question was how the new curriculum would be assessed and by whom.

We feel it is best to let the recruits speak for themselves. Below are comments which we received regarding the new curriculum.

### ***Self-directed reading and quizzes***

Almost all graduates of the new curriculum who we interviewed, expressed surprise at the emphasis on self-guided, pre-readings, followed by practical application in cases studies and scenarios, without the benefit of lectures and discussion. This perspective crossed all recruit backgrounds, including those fresh out of university and those who had been in the working world.

"100% quizzes didn't reflect key points, self-taught, no lectures, what is and what isn't important, too rushed case studies, self-assessments redundant – continually re-evaluate."

"There is a lot expected in reading and understanding. You have to read 150 to 200 pages for the following week. It is information overload. You can't get too far ahead because you can't remember. It is a lot of material. It costs \$40 to \$50 a week just for printing."

"week 1 - Had lots of lectures. Week 2 - Moved to more interactive with more directed study time. We spend a lot of time writing what we are weak at."

"Three hundred pages per week is overwhelming. Through the middle it was 150 pages and at the end back to 300. We never went over anything from the reading. For the weekly quizzes it got to the point that we would just look up the answers. There were 35 questions and spent 9 hours on 1 quiz. One quiz had to write 10 times to pass it and

the last 7 times only got 1 question wrong each time. There was no time left in the entire week – there was no downtime.”

“Every Sunday night you have to do a quiz and get 100% right. Sometimes this takes 6 to 7 tries and burns up hours before you achieve a pass.”

“Had to do a great deal of reading before starting at the Police Academy.”

“Just kept doing it and doing it until I finally passed. Took up to 8 hours on one single test. Towards the end, I just started searching for the answers.”

“At least 2 to 4 hours a night of reading... 6 plus hours on the weekends for the quiz – heavy all the way through – 30/120 pages”

“Don’t think the new program will work – some people need to memorize – this is what you need to know.”

### ***Lectures***

“There is not a lot of opportunity to bridge the gap between self-directed learning and practical. They are not doing a good job of this. There should be an opportunity to leverage the information – to ask some questions. There is expertise there that is not being made use of. There needs to be a happy medium.”

“There is maybe 1 lecture per week – usually when switching units. For impaired driving at the start you might get a lecture. The feedback is when you are doing scenarios. For impaired driving you might get to do 1 or 2 scenarios.”

“We typically had 1 – 2 hours of lectures a week.”

“The reading was good but did not get lectured on it. The amount of reading was overwhelming. Only half the reading might be covered in the case studies. It would have been very helpful to have had lectures.”

### **Case Studies**

“Sometimes work but often do not. Some tend to dominate so that it works for half the class and not for others.”

“The case studies left people with a lot of questions. A case study would be 1 hour and the time would run out. Felt that the instructors would rush through them. It was ‘hit and miss’ on how much you understood.”

“Case studies once a week... talk about it... wasn’t much them telling us... felt there were gaps... wanted us to figure it out ourselves... wasn’t much basis to build upon – learning from my classmates – reserve / jail guard rather than the instructor”

### **Scenarios**

“The scenarios were very valuable. It would have been beneficial to give us more experiences... lot of down time with actors / role play... 45 minutes in a truck while the other recruit is doing the scenario... better to have more off the parking lot”

“Sometimes there was only 15 minutes to resolve a scenario. Fifteen minutes for a sex assault or 15 minutes for a domestic. We never talked on a radio at the JI. We would just pretend. Everything felt unfinished – rushed. One good scenario would have been better than 3 rushed scenarios. We would usually do the scenario in groups of 3. One would do it first and the next two would learn by observing and would do the same scenario. When they brought in real actors it was huge. We got pretty good feedback on the scenarios – the best part was the feedback.”

Other comments included that the “hands on learning was great” however there was “not much telling or showing.” Recruits were not made to feel stress or uncomfortable in the scenarios, with the actors even helping them along in some cases.

### ***Firearms and Driving***

“They divide the class into syndicates. There are 3 - 12 member syndicates. For firearms there is a full day at the range and driving is a full day at the track. Eight hours at the range was a little much. Four hours would have been better.”

“Firearms were trained to an adequate level. Really enjoyed the driver training, which was a good four days.”

“It was really good. The instructors were awesome. We got a lot of special attention.”

“The driver training went very well. The cars did not have MDTs. They were all old Crown Victorias - no agency is using these. It would have been better to have current vehicles.”

“It was really good. It could have been longer. It would have been nice if we had cars like our department.”

### ***Use of Force Training***

“No concerns there.... very passionate instructors. We had a couple of full days of use of force training.”

“Some real fighting would have been good. There was a big emphasis on no injuries, but you need that experience.”

“Would have liked more physical training. Covered a lot in a short time. Overall feel prepared for block 2.”

### ***Legal Training***

“There was a lack of legal training.”

“There were no lectures and no follow-up on key points. This was the biggest area where people struggled. Even with a criminology background ended up struggling.”

### ***Report Writing***

“We did not write one RTCC. Sometimes we would write a synopsis. One instructor checked our notebooks to see if we were tracking our fitness. We had 15 minutes total for the traffic scenario and writing. There was no multi-tasking.”

“Wished that we wrote full reports. They showed us the pages you need but we never did a full Crown.”

“There was no opportunity for feedback going through the scenarios – questions were not answered.... tell us to move on. We missed out on a lot.”

“Not much time in class concerning investigations, RTCCs, and reports. I was relying on my previous experience for writing reports”

### ***Self-assessment***

“After that there are self-assessments. That is a big gripe. You don’t have anything to properly understand. The testing is all multiple choice or drop down boxes. You are tested twice – mid-term and at the end.”

“Competency based policing – assessment based competencies. You have to answer which competency did this help you with. There is self-assessment at each stage. Found it very abstract – it is how well you can B.S. You take mundane situations and blow them up to fit under the competencies.”

“Self-assessments were pointless. It would have been nice to get feedback from the instructors. Any feedback was ‘check the boxes’.”

“Think that there is some value reflecting and doing a training plan. Questioned the value of doing four a week – think that there should just be one a week. It ended up being repetitive – the same thing over and over again. Did not get a lot of feedback on this.”

“Good to self-evaluate yourself but it got pretty repetitive three to four times a day – tedious... didn’t feel it was necessary... instructors would do an assessment as well... not enough time... so many scenarios”

### ***Self-directed Studies***

“These were 4 hours of doing nothing, spent between the cafeteria and the library.”

“This was 4 hours a week that could have been better used. People would use it to eat, or work out or catch up on self-assessment. Along with the 3 hours for the training plan and self-assessment this was 7 hours a week that could have been better used up by driver training.”

“Three to six hours per week – they pulled this from other areas. Because there is no structure this does not add value. People go out; some use it to sleep; the time is not used effectively. You need some structure for this time to work.”

### ***Quality of Instructors***

Recruits bemoaned the fact that instructors did not seem able to share personal stories with them due to time and other constraints.

“There were some very intelligent policing minds. I don’t find that their knowledge is being leveraged. There was some feeling that the instructors had the new curriculum thrust on them.”

“We liked the instructors.”

“The instructors were really good. They wanted to help and you definitely thought that they were on our side.”

### ***Class Size***

“At 36 the class was too big. The next class is 48 – way too big. There is not the opportunity to interact with the instructors. The instructors are there just for facilitation.”

“The classrooms were not built for 48 students. Sometimes we have to split up the class. It is more a college environment... it [was] a very casual environment. Felt that there was very little structure at the Police Academy.”

### ***Environment***

“Felt like a mix between university and college.”

“It was more a college – not really a police academy. We were not allowed to carry our sidearm, but during Block 1 a guy called in and said he was going to come and kill a bunch of police.”

“It was very structured with lots of rules. You were told how to present yourself; you had to carry your bag in your left hand. No duty bags were allowed in the cafeteria. Towards the end you could wear your sidearm.”

### ***Field Training***

A field trainer under the new curriculum expressed concern with the transition for field trainers. Multi-tasking is very challenging for recruits. There are concerns with the matrix being used not incorporating the skill sets previously expected of recruits. A trainer described a recruit in Block 2, “drinking from a firehose with an extra dose of self-reporting”. The “self-assessment [requirement] is challenging”. Trainers are “struggling” due to having to spend “a lot of time doing write-ups, so it’s time in the office”.

### ***Gaps***

“No. It was \$20,000 at University... to get a degree.”

“For \$10,900 we did not get our monies worth. Sometimes wondered why we were there. Sometimes there were four sergeants sitting in the classroom listening.”

We had a quiz at the end and we found it was on the whole thing. On the final day we had 4 scenarios and 5 written exams. If you had too many demerits you would fail.”

“We did not even know the phonetic alphabet. They did not teach any radio communications.”

“Prime training – now that I am on the road I do not feel that I had enough. More time on the MDT would be beneficial. For radio they need more practical time.”

### **Comments:**

In response to the concerns which we heard regarding the pre-reading, the Director provided us with the following, which conflicts with what we heard from recruits. The Director

added that the reading in the new curriculum has been reduced by almost 800 pages from the old curriculum.

New Curriculum: 1007 pages (reference is made to 1129 pages elsewhere)

Old Curriculum: 1799 pages

He indicated that “the major difference now is that we are holding recruits accountable to actually doing the reading and testing their knowledge by a quiz. We did not do that in the old curriculum. If recruits actually read the required readings in the old curriculum, then they would have had more homework.

I also want to add that the new readings have been updated and pared down to what a patrol constable needs to know in relation to the competencies required. The new readings are up to date.”

The proverbial ‘jury is still out’ on the success of the transition to a new curriculum. Clearly there are issues as the recruits were quite forthcoming with their comments. The hope is that there will be an independent third party assessment of the new curriculum after it has been fully rolled out, recognizing that any deficiencies must be remedied as soon as possible as recruits graduating in the interim will not have the benefit of those changes.

## IN-SERVICE TRAINING

### Overview:

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

Trainers are either full-time employees or seconded instructors who either instruct at the expense of their home department, or are paid by the Academy as contractors.

### Interview Results:

Interviewees were very pleased with how helpful and efficient Academy staff are in terms of organizing and loading courses. One described the co-operation as “phenomenal”.

Interviewees generally viewed the in-service courses to be of average quality, although there were a number of exceptions at either end of the spectrum. The Academy was described as having a “reputation for second class in-service training”. Another commented that they were “not bad” and the cost was “good”. Most who had attended advanced courses at both the Academy and at PRTC, remarked that the quality of courses at the latter was better, and was enhanced by the law enforcement environment at PRTC. It was described as “way ahead” and “vastly superior”.

It was suggested that that the quality of training at the PRTC is superior because it is based on training standards, while training at the Academy is based on the specific trainer. This can explain why some courses, or even the same course delivered by different instructors, are sometimes rated quite differently by candidates. The real issue is the need for current, standardized course training standards.

The cost of advanced courses was seen as a negative factor, particularly when combined with member expenses and, for some departments, accommodation costs incurred by

candidates. Options elsewhere are growing for in-service and advanced training, including within large departments, such as VPD and the RCMP. It was also suggested that there is “an inequality of funding” between the Academy and PRTC. It was suggested that the Academy is no longer providing truly advanced training and is fast “losing legitimacy and becoming irrelevant” in the area of in-service training.

Many departments are moving to more in-house training. The situation can only get worse for the Academy unless there is an overhaul in the delivery of in-service training. The reasons are simple. It is too costly for VPD to send all of its members to the Academy for in-service and advanced training, particularly since most Academy in-service training is now fee-based. Furthermore, Academy courses are viewed as satisfactory, with some very good and some not so good. Course standards have not been maintained, making the courses very instructor-specific. Furthermore, an increased number of municipal officers are taking advanced training at the PRTC, which is taxing its resources. The RCMP have expressed considerable concern that this will only increase with the advent of provincially mandated MCM standards for benchmark offences in January 2019, bringing with it a need for team commander, electronic file management and other specialized training. The RCMP is also providing training to the IIO, which is another stressor on its capacity.

Faced with these realities and the fact that most of the Academy instructors come from VPD, that Department has been developing its own in-service courses and selling seats to other departments. The bonus for VPD is that it gives the Department control over content. Vancouver now delivers its own Major Case Management (MCM) and File Manager courses, among many others. VPD has also developed its own Forensic Interviewing Course and is developing a File Management Course and Advanced Affidavit Course, all in line with the provincial MCM standards coming into effect. For VPD, the issues are quality of product, tailoring the product to the department, and the cost of sending members to the Academy, particularly when much of the Academy training is delivered by VPD instructors. The cost factor is mirrored by departments on Vancouver Island and NPD. It was noted that the cost of a course almost doubles when accommodations and meals are added. We were told that a “parallel universe of training is taking place on Vancouver Island”.

Vancouver's decreased attendance at the Academy has the effect of reducing the Academy's ability to deliver training to the remaining departments. Mid-size departments can deliver their own training, however it leaves smaller departments scrambling to find openings at courses offered by larger departments. Sending Academy instructors to smaller departments is one option. Currently larger departments are offering this service.

At the least, it was felt that the Academy should co-ordinate the course offerings of departments. One interviewee summarized this view by observing that the Academy "is not one stop shopping. It would be nice to have all the training in one place managed properly. Some of the instructors are dated; some are doing it on annual leave".

It was also mentioned that the delivery of specialized training by various departments will inevitably lead to a lack of standardization, which could be achieved if ERT, Negotiator, Major Crime, Team Commander, Dog Handler, Supervisor, First Aid, Radar Operator and other training were delivered at the Academy, or by Academy staff, according to uniform standards and certified. Other suggestions included respectful workplace training, missing persons legislation training, fair and unbiased policing, and suicide prevention. It was recommended that CPKN and other online training should not be extended to subject areas which are better taught in class – "cops figured it [online training] out".

Many felt that the solution may be for Academy trainers to deliver training off site (especially on the Island, where they have in the past) or to use a 'train the trainer' approach.

In terms of specific courses, there is a wide spectrum of opinions – positive and negative, and also a long wish list for additional offerings. For example, interviewees were pleased with surveillance and investigations training, but asked for a source handling course, a level one undercover course, MCM training and a supervision course. One useful suggestion was to prioritize course offerings by theme; such as, investigative needs, front-line leadership (supervisory), and new legislation. Another approach would be to group courses according to policing standards and policing priorities.

All departments accepted that certain in-service training should be delivered within departments, particularly if it relates to a community-specific problem. Short training sessions could also be delivered in house, provided that there is a course training standard.

The challenge posed by our changing law has yet to be addressed in the municipal policing world. The only source for changes to the law for most of the municipal police departments is the work of an APD member, who prepares bulletins which are then shared among police departments. This was seen as an ideal task for the Academy's legal instructors, if they had the capacity.

The Association position is that "this is a funding issue. In service training requirements are not being met, neither for quantity of quality. Training for Professional Standards investigators is one of the areas and the JI has not met this need.... do not agree that departments should be left to their own devices, especially with lots of integrated units. We have multiple departments responding to the same incident.... Centralized training would be better than each department doing their own training. In a fundamental sense it should be centralized – it should be the same."

An interesting situation presents with respect to the outside instructors who provide in-service training on behalf of the Academy. It is unclear why some are loaned and others are paid approximately \$600 per day. A couple of departments noted that they sometimes do not even know that their member is instructing at the Academy and being paid. This prevents departments from assessing whether they favour this form of secondary employment, as well as any ethical issues which may present.

These ethical considerations were also noted by the Police Commission. It was pointed out that caution is required to ensure no abuse of departmental policy, by undertaking secondary employment, especially not on sick leave. Furthermore, departmental equipment, such as polygraphs, cannot be used, without permission, for personal gain. The Commission prefers an arm's length relationship between part-time instructors and the Academy, in which compensation goes to the home departments, who in turn pay their members. Along these lines, the Commission believes that the Academy should adopt the same code of ethics as do all municipal departments.

Many felt that the ideal situation is for the Academy to deliver in-service and advanced training, according to current course training standards, by seconded instructors who are Academy staff members. Course selection should be based on those areas which are common

to all departments. There should be an emphasis on “reality-based training” and the Academy should conduct an ongoing review of training priorities for police.

# POLICE TRAINING STANDARDS

## Overview:

The Province, specifically PSD, is responsible for setting policing standards for British Columbia. As new standards are issued, police departments are expected to comply.

## Interview Results:

Interviewees acknowledged the importance of uniform policing standards but cautioned that most new standards necessitated training, which results in backfill costs. One department observed that mandated training is often thrust upon the police in order to be politically correct, and should not come at a cost to municipalities. Two examples given were “fair and impartial policing” and missing person legislation. It was noted that policing has entered a “police standards environment”.

At present, it takes approximately six weeks for a police officer to complete all provincially mandated training. Whatever can be done to reduce the cost to departments would be advantageous. One small department described the challenge as follows:

“This is a terrible burden on a small agency. We’ll pay but please help us out by offering the training. Courses on how to train the trainer are also important. They could also come to us to do the training. We have the initial wave and then you get the stragglers – recent hires. It would be nice to be able to get them on a training course.”

Interviewees were nearly unanimous in their view that training material for new policing standards should be uniform across the province, and ideally drafted by the province. It was noted that the province must recognize the downside cost of imposing new standards. Although the province was not interviewed for this report, we feel confident that PSD is alive to this issue.

For financial reasons, training of police officers who have already graduated will almost always be delivered by the respective departments. It is important, however, that everyone be

'singing from the same song sheet', meaning a standardized curriculum and standardized delivery, possibly through a 'train the trainer' method or by Academy staff attending at departments to deliver the training.

Training in the new standards should, wherever possible, be incorporated in the recruit training program.

The Association position is that, "if the province is going to create standards they should fund the training they are requiring. The province continues to require training without the corresponding funding. The province just required training for gay, lesbian, transgender bisexual but where is the funding?"

Reference was made earlier in this document to the desirability of uniform standards and certification of specialized training courses.

## SUMMARY

In what can only be described as an unscientific and quite subjective assessment of the Academy, interviewees were asked to rate the performance of the Police Academy on a scale of 1 to 10, with 10 being the best score. The range of responses covered the entire spectrum from 0 to 10, with most landing in the area of 5 to 7.

Most interviewees believe that the best model for police training requires that there be a standalone facility, similar to PRTC, possibly a former school or, ideally, a purpose built facility. It could remain a part of the JIBC. As one leader stated, "I cannot imagine how it would not be a better model to have a separate academy." One noted in reference to the RCMP Academy, that "there is something to be said about being locked down." Some schools ... are closing which might provide ideal venues." The lack of dedicated accommodations for recruit and in-service training is an important issue for departments outside of the Lower Mainland. As one leader indicated, "housing recruits is a significant cost and burden.... Ideally would have a training centre that performed all of this." A Vancouver Island chief asked why a recruit class could not be trained on the Island.

The Association position is that the Academy does "well for what they have but not for what we need.... They have a lot of challenges. The responsibility lies with the provincial government to properly fund the training."

Without a dedicated facility, interviewees made various suggestions for improvements which are contained throughout this report. The Director was candid as well, noting that in a "perfect world" they would have their "own campus", similar to the Academy at Holland College in P.E.I.

Governance is a serious concern for police leaders. According to most, a new or improved model is required which allows police leaders real input into decision making on those matters which affect policing in their cities and towns.

The lack of funds creates a ripple effect which impacts on the quality and content of the recruit and in-service training programs. Almost all leaders pointed to the underfunding of the Academy.

The area of greatest interest was; quite naturally, recruit training, which is fundamental to policing. As a result of a review of training in 2008, PSD expressed a desire that police training be both current and tied to core competencies identified by the Police Sector Council.

Leaders do not feel that they were adequately briefed on the new curriculum prior to implementation and, although they are generally happy with a move to scenario based learning, there are many concerns with the current format. As one leader put it, “training should be ground up – not top down. There is a concern with the length of training and the compression that is taking place and some nervousness about the new curriculum.”

As noted earlier in the report, without exception interviewees were complementary of staff at the Academy. A common refrain was that “they are doing the best they can with what they have.” Put another way, “generally we are providing an environment where people can learn to be a police officer. We could be so much better though.” Others were less kind, observing that “the training is going to take policing to a lower level. We need to hold the line.”

As a final note, leaders accepted that they must also be part of the solution, through increased engagement at the committee level and through BCAMCP; as well as by the contribution of individual departments.

## **RECOMMENDATION**

In conclusion, we recommend 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.

Respectfully submitted this 4th day of April, 2017.

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"

### Questions – Police Academy Needs Assessment

#### 1. Governance

- Are you satisfied with the current governance structure of the JIBC and its Police Academy?
- Does it provide a satisfactory level of representation for the interests of your department?
- Is the current reporting structure and frequency of reporting by the Police Academy through PACCC, to the BCAMCP, providing the right level of information to the BCAMCP?

#### 2. Funding

- Is the current funding model the right model for the Police Academy?
- The current tuition for police recruits at the JIBC is \$10,077.60. Once the new curriculum has been fully implemented and the Police Academy has had the opportunity to calculate the associated costs there may be a need to adjust the tuition. Do you have any thoughts/comments?
- Is the Police Academy adequately financed to meet the current and future projected training requirements of municipal police departments?

#### 3. Staffing

- The Police Academy was originally staffed by seconding instructors from municipal departments. The current instructional staff is largely comprised of retired police officers, retained on a contract basis. Do you have any recommendations or thoughts on the best model going forward?

#### 4. Recruit Training Model

- Is the recruit training provided by the Police Academy meeting the needs and requirements of your department?
- Is your department providing supplementary recruit training that should be provided at the Police Academy?
- Does the current three-block structure at the JIBC work for your department?
- If not, how could the model be improved?
- Are there any gaps in recruit training that you would like to see addressed?
- Is there additional training that should be considered. If so, what?
- Recognizing that fully transitioning to a new curriculum is a very significant undertaking, do you have any preliminary comments or observations regarding the new curriculum?

## **5. In-Service Training**

- Are your in-service training requirements being met under the current model?
- If not, how is your organization meeting in-service training requirements?
- Also, if not, how can the current model be improved?

## **6. Police Training Standards**

- Should the JIBC be responsible for providing training for police standards developed by the Province?

## **7. Summary**

- Based on your experience and knowledge, on a continuum from 1 to 10, with 10 being the best score, in your estimation how is the Police Academy performing?

- Do you have any other thoughts or recommendations, which may assist our needs assessment?

**Appendix "E"**  
**INTERVIEWEES**

Mr. Jack McGee, Pres. (ret'd)	JIBC	January 19
Chief Cst. Len Goerke	WVPD	January 19
Ms. Leanne Nagy, M/E	WVPD	January 19
Insp. Rick Catlin	WVPD	January 19
Insp. Scott Findlay	WVPD	January 19
Sgt. Paul Skelton	WVPD	January 19
Chief Cst. Bob Rich	APD	January 20
D/C/Cst. Dave Shermer	APD	January 20
D/C/Cst. Mike Serr	APD	January 20
Cst. John Wilcox	APD	January 20
Cst. Ashley Sousa	APD	January 20
Cst. Natalie Klaver	APD	January 20
Cst. Ryan Reed	APD	January 20
Chief Cst. Neil Dubord	DPD	January 24
D/C/Cst. Lyle Beaudoin	DPD	January 24
D/C/Cst. Norm Lipinski	DPD	January 24
Insp. Kelly Young	DPD	January 24
A/Sgt. Jim Gravel	DPD	January 24
Cst. Lindsay Hallman	DPD	January 24
Cst. Michael Santos	DPD	January 24

A/Sgt. Jim Gravel	DPD	January 24
Cst. Michael Santos	DPD	January 24
Cst. Lindsay Hallman	DPD	January 24
Chief Cst. Doug Lepard	Transit Police	January 27
D/C/Cst. Barry Kross	Transit Police	January 27
Insp. Barry Hicks	Transit Police	January 27
A/Sgt. Cory Maydiniuk	Transit Police	January 27
Cst. Dan Cayer	Transit Police	January 27
Cst. Trevor Nakashima	Transit Police	January 27
Chief Cst. Dave Jones	NWPD	January 27
D/C/C Dave Jansen	NWPD	January 27
Insp. Paul Hyland	NWPD	January 27
Insp. Todd Matsumoto	NWPD	January 27
Insp. Chris Mullin	NWPD	January 27
Insp. Trevor Dudar	NWPD	January 27
Sgt. Scott Maglio	NWPD	January 27
Cst. Michael Santos	NWPD	January 27
Cst. Brad Wardner	NWPD	January 27
Cst. Jodie Wong	NWPD	January 27
Cst. Quinn Gallagher	NWPD	January 27
Cst. Kyzen Loo	NWPD	January 27
Cst. Jelisa Massoud	NWPD	January 27
Cst. Kamoh Malcolm	NWPD	January 27
Chief Cst. Bob Downie	SPD	January 30

D/C/C/ Scott Green	SPD	January 30
Insp. Gary Schenk	SPD	January 30
Cst. Jen Kennedy	SPD	January 30
Sgt. Dan Mayo	SPD	January 30
Sgt. Paul Smith	SPD	January 30
A/Chief Cst. Del Manak	VicPD	January 30
D/C/C Steve Ing	VicPD	January 30
Chief Andy Brinton	OBPD	January 30
D/C/Cst. Thom	OBPD	January 30
Mr. Michel Tarko, President	JIBC	February 2
Mr. Steve Schnitzer, Director	PA	February 2
Mr. Steve McCartney	PA	February 2
Ms. Nora Houlahan	PA	February 2
Sgt. Steve Hyde	PA	February 2
Sgt. Cam Hemphill	PA	February 2
Sgt. Greg Neufeld	PA	February 2
Chief Cst. Paul Burkart	NPD	February 2
Cst. Adam Sutherland	NPD	February 2
Cst. Lauren Mirva	NPD	February 2
Chief Cst. Chris Rattenbury	PMPD	February 6
Inspector Ken MacDonald	PMPD	February 6
Inspector Manj Kaila	PMPD	February 6
Sergeant Jennifer McCarron	PMPD	February 6
Chief Cst. Adam Palmer	VPD	February 7

D/C/C Steve Rai	VPD	February 7
Supt. Mike Porteous	VPD	February 7
Insp. Adua Porteous	VPD	February 7
Insp. Jeff Danroth	VPD	February 7
Sgt. Carol Tarnowsky	VPD	February 7
Sgt. Kelly Risebrough	VPD	February 7
Sgt. Brent Derksen	VPD	February 7
Sgt. Phil Wiebe	VPD	February 7
Cst. Ian Lampshire	VPD	February 7
Cst. Chris Bowater	VPD	February 7
Cst. Jeff Silzer	VPD	February 7
Cst. Luke Holowaty	VPD	February 7
Cst. Justin Kurtz	VPD	February 7
Cst. Christine Joseph	VPD	February 7
Cst. Stephanie Mum	VPD	February 7
Cst. Aaron Ram	VPD	February 7
Chief Cst. Les Sylven	CSPD	February 22
Sgt. Andy Duke	CSPD	February 22
D/C/C Laurence Rankin*	VPD	March 2
Mr. Stan Lowe	BCPC	March 8
Mr. Rollie Woods	BCPC	March 8
Supt. Michel Legault	RCMP	March 20
Cst. Tom Stamatakis	VPA & BCPA	March 24

\*not in person

---

## MEMORANDUM OF UNDERSTANDING

---

**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")*

---

**RESPECTING**

**DELIVERY OF CORE RECRUIT AND**

**CORE ADVANCED TRAINING AT**

**THE POLICE ACADEMY, JIBC**

---

## 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

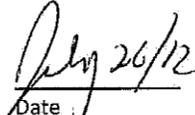
17.1 The Province may give written notice of at least 90 days to terminate this agreement.

## 18 GENERAL

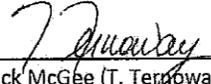
18.1 This MOU reflects the good faith and spirit of cooperation of the participants but is not legally binding on any of the participants.

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

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

  
\_\_\_\_\_  
Date

Signed on behalf of the Justice Institute of British Columbia:

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

  
\_\_\_\_\_  
Date

## Appendix “G”

### 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 "H"

### PROVINCIAL POLICING STANDARDS

#### Section 2.0 – Training for Police Officers

**Page 1 of 4 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: **BRITISH COLUMBIA PROVINCIAL POLICING STANDARDS SUBJECT: 2.1.1 Recruit and Advanced Training**  
**Page 2 of 4**

- (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.

**BRITISH COLUMBIA PROVINCIAL POLICING STANDARDS SUBJECT: 2.1.1 Recruit and Advanced Training Page 3 of**

**4**

### **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 "I"

### POLICE ACADEMY CHIEF'S COMMITTEE TERMS OF REFERENCE

#### PURPOSE

The Police Academy Chief's Committee (PACCC) is to provide a forum for Police Services Division (PSD) and representatives from the Independent Municipal Chiefs of Police and the Police Academy to discuss, seek consensus and develop strategies to guide the direction of the Police Academy and further enhance the quality of police training in British Columbia.

#### STRUCTURE AND MEMBERSHIP

The Chair of the committee is the Executive Director and Deputy Director of Police Services Division, Policing and Security Programs Branch, BC Ministry of Justice.

In October of 2010 the core membership was established by PSD in consultation with the BC Association of Municipal Chief's of Police (BCAMCP).

- ☑ Abbotsford Police Department;
- ☑ Central Saanich Police Service;
- ☑ Delta Police Department;
- ☑ Port Moody Police Department;
- ☑ South Coast British Columbia Transportation Authority Police Service; and
- ☑ Vancouver Police Department.

In March of 2012 the core membership was expanded to include the Director of the Police Academy as an ex officio non-voting member of PACCC.

Other agencies and/or individuals may be invited to subsequent committee meetings. These agencies and/or individuals will be identified on an ad-hoc basis.

#### MANDATE

The mandate of the PACCC is to identify strategies to improve the governance, funding and service delivery at the JIBC Police Academy.

#### RESPONSIBILITIES

The PACCC members will be required to:

- ☑ Review and discuss PA budget reports and implementation strategies;
- ☑ Review and endorse PA Police Training Plans;
- ☑ Make recommendations to PSD;

Police Academy Chief's Committee Terms of Reference Page 2

- ☒ Provide PACCC representation on the Decision Maker's Committee (DMC) which has been formed to address the recruitment and performance of the PA Director;
- ☒ Consult with and communicate PACCC initiatives with their respective departments and leaders; and
- ☒ Support PA initiatives to further enhance quality training for BC police.

PACCC members providing written submissions to PSD or to other PACCC members are asked to note whether the document is to be treated confidentially. PACCC members are asked to ensure that documents marked "confidential" or "not for public distribution" are kept in strict confidence. Committee members are also asked to only share documents within their organizations for the purposes of soliciting feedback for PACCC discussion.

## **DECISION MAKING**

The members of PACCC will work towards reaching decisions and formulating recommendations by consensus. Within this context, 'consensus' is defined as the majority of opinion, not necessarily unanimous.

Note: the Province reserves the right to exercise its authority under the *Police Act (section 40 – functions of the Director)*. Police Services Division will analyze the issue and make recommendations to the Assistant Deputy Minister and/or the Solicitor General.

The Chair has the authority to table an issue or decision pending further discussion at a later time or meeting.

At the invitation of the Chair, subject matter experts, guests or consultants may attend and provide advice or comment.

## **MEETINGS**

Meetings will be held monthly (when possible) and/or at the call of the Chair.

Members may attend meetings in person or, where necessary, participate via audio- or video-conference. In the event that a member cannot attend a meeting, they may submit their recommendations, concerns or positions respecting agenda items to the Chair or another member in advance of the meeting.

Members are asked not to send delegates on their behalf unless permission is obtained from the Chair.

## Appendix "J"

### POLICE TRAINING COMMITTEE TERMS OF REFERENCE

#### PURPOSE

The purpose of the Police Training Advisory Committee (aka Police Training Committee) is to provide a forum for the Justice Institute of BC (JIBC) Police Academy, Police Services Division (PSD), and police agencies to coordinate the development and implementation of effective, defensible and accessible recruit and advanced in-service police training within the Province of British Columbia.

#### VISION STATEMENT

The work of the Police Training Committee (PTC) will, wherever possible, align with the vision of police training set out in PSD's Provincial Learning Strategy (PLS) which states:

Police training in the British Columbia should be:

- ☑ Effective – built to enhance police performance and assessed on that basis;
- ☑ Defensible – systematically built using sound educational methodologies; and
- ☑ Accessible – available to the officers that need it at the time it is most suited to enhancing work performance.

#### STRUCTURE AND MEMBERSHIP

The Co-Chairs of the committee are the Director of the JIBC Police Academy and the Police Training Program Manager, Police Services Division.

In November of 2011 the core membership was established by PSD and the Police Academy in consultation with the Chief Constables/Officers and Deputy Chief Constables of the Independent Municipal Police Departments and Designated Policing Units.

Core membership includes JIBC Police Academy representatives and one member with decision making authority from each of the following Independent Municipal Police Departments:

- ☑ Abbotsford Police Department;
- ☑ Central Saanich Police Department;
- ☑ Delta Police Department;
- ☑ Nelson Police Department;
- ☑ New Westminster Police Service;
- ☑ Oak Bay Police Department;
- ☑ Port Moody Police Department;
- ☑ Saanich Police Department;

Police Training Governance Steering Committee DRAFT Terms of Reference Page 2

- ☒ Stl'atl'imx Tribal Police;
- ☒ South Coast BC Transit Authority Police Services;
- ☒ Vancouver Police Department;
- ☒ Victoria Police Department; and
- ☒ West Vancouver Police Department.

Other agencies and/or individuals may be invited to subsequent committee meetings. These agencies and/or individuals will be identified on an ad-hoc basis.

## **MANDATE**

The mandate of the PTAC will be to:

- ☒ To fulfill the role defined under the BC Provincial Policing Standards (BCPPS) as the committee co-chaired by the director of Police Services Division (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;
- ☒ Identify strategies to ensure that BC police training is of high quality and meets the standards of the Provincial Learning Strategy; and
- ☒ Promote harmonized police training in BC and take advantage of economies that may exist by sharing and collaborating on high quality training.

## **RESPONSIBILITIES**

The PTC members will be required to:

- ☒ Provide accurate and current information from their respective agencies;
- ☒ Report back to their respective organizations on progress and issues;
- ☒ Report back to PTC on any barriers they have identified to success of PTC initiatives; and
- ☒ Review and discuss implementation strategies.

## **DECISION MAKING**

The members of PTC will work towards reaching decisions and formulating recommendations by consensus. Within this context, 'consensus' is defined as the majority of opinion, not necessarily unanimous.

The Co-Chair has the authority to table an issue or decision pending further discussion at a later time or meeting.

At the invitation of the Co-Chair, subject matter experts, guests or consultants may attend and provide advice or comment.

PTC reports to the Police Academy Chief's Committee (PACCC). Police Training Governance Steering Committee DRAFT Terms of Reference Page 3

## **MEETINGS**

Meetings will be held quarterly (when possible) and/or at the call of the Co-Chairs. Members may attend meetings in person or, where necessary, participate via tele- or video-conference. In the event that a member cannot attend a meeting, they may submit their recommendations, concerns or positions respecting agenda items to the Chair or another member in advance of the meeting. Members may not send delegates on their behalf unless permission is obtained from either Co-Chair.

## **INITIAL TASKS**

- ☐ Discuss the Terms of Reference.
- ☐ Determine standard agenda items and meeting schedule.

*Last updated April 23rd, 2012*