

**CANADIAN  
POLICE  
KNOWLEDGE  
NETWORK**



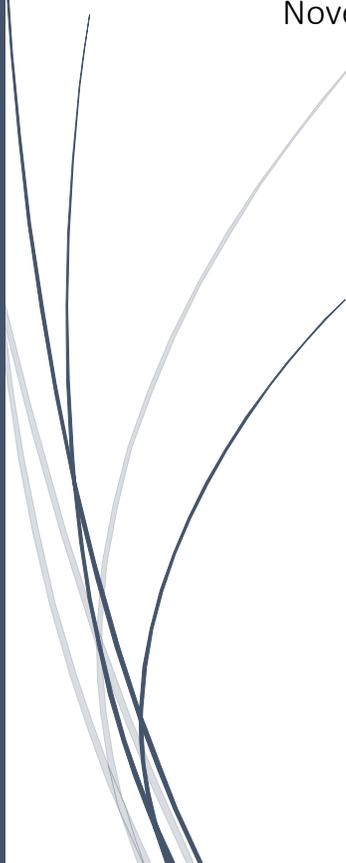
**RÉSEAU  
CANADIEN DU  
SAVOIR  
POLICIER**

Final Report

# **Next Steps: Achieving a Valid National Competency Model in Canadian Policing**

Summary Proceedings of the Competencies Workshop

November 28 – 29, 2018 | Toronto, ON



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## Executive Summary

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In November 2018, the Canadian Police Knowledge Network (CPKN) led a two-part initiative on competency-based management (CBM) in the Canadian police community. Through a survey and workshop, CPKN gathered information and engaged the sector in a conversation about who is using competencies, how they are using them, and how the existing competency framework needs to evolve to ensure it remains accessible, valid, and valuable.

Though not comprehensive in scope, this study gathered data and input from a relatively small—26 agencies participated in the survey and 31 in the workshop—but geographically diverse group of individuals from small, medium, and large police services and other stakeholder organizations across Canada. Based on survey data and workshop discussions, CPKN learned:

- There is broad-based support for CBM and the benefits it provides in the police community
- Many organizations are developing/using CBM processes and resources but are working in silos, independent of each other
- Many organizations use the national Competency-based Management Framework (CBMF) (developed by the Police Sector Council) as the foundation for CBM but adapt it to meet their specific needs
- The community wants to collaborate to update and improve the CBMF to ensure it remains valid and that it can be easily adapted to the specific needs of organizations.

Workshop participants identified four key action items to maintain momentum on the CBM conversation:

**1. Create community of practice with technology to allow information sharing and collaboration**

Led by a committee of engaged stakeholders, this initiative will create an online portal for CBM practitioners, involve a variety of subject matter experts, and host workshops to promote collaboration and information sharing across the sector.

**2. Funding and resource development**

The community requires directed funding to enable the development of resources to support and educate the community about CBM, facilitate an on-going national dialogue, and develop a brand around the Canadian-made CBM model.

**3. Focus on the technical competencies that are consistent across all police services**

A national CBM framework should focus on common technical competencies. This action item may involve partnering with a vendor to create a simple framework of existing technical competencies, building a community-validated inventory of job profiles, and piloting and evaluating CBM tools (e.g., job descriptions and task lists for officers).

**4. Research CBM to develop an evidence-based business case for an effective framework**

Though widely used in many other sectors, CBM is an emerging practice within the policing sector and requires on-going research to inventory and assess current practices, measure ROI, examine risks and liabilities, and other issues.

## Why Do We Need to Talk About Competencies?

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“ Rather than being touted as a silver bullet, if they are seen as a tool to facilitate better people practices and used in cooperation with other tools and frameworks, the utility potential for competencies is great.

### Understanding Competencies in Canadian Policing

Though the concept of competency-based management (CBM) is not new— the national Competency-based Management Framework (CBMF) that was developed by the Police Sector Council has been in place since 2013—as a sector, we don’t have a good understanding about **who is using competencies, how they are using them, and how they need to evolve to ensure they are accessible, valid, and valuable** for all police services across the country.

In November 2018, the Canadian Police Knowledge Network (CPKN) led a two-part initiative to explore these issues and to identify tangible action items to support the on-going development and integration of competencies in the Canadian police community. An online survey gathered preliminary data from 29 individuals representing 26 Canadian police services and training institutions. CPKN also hosted a workshop that brought together 39 individuals from 31 police services, post-secondary institutions, and organizations involved in police training, policy, and research.

### What is CPKN’s Role in the Competencies Conversation?

CPKN has a significant interest in the future of competencies in the Canadian policing community. In 2015, after the dissolution of the Police Sector Council, CPKN was tasked with the stewardship of the CBMF on behalf of the community. Since that time, CPKN has administered access to the competencies for police services across the country.

Over a ten year period, the development of the CBMF required substantial investment of the police community’s time, money, and resources. As the current steward of the framework, CPKN has a vested interest in determining whether the community is benefiting from it, if it sees value in collaborating for its on-going maintenance, and if so, how CPKN can facilitate and support those efforts.

### The Scope of this Report

The Competencies Workshop and pre-workshop survey were not intended to provide a comprehensive assessment of CBM in the Canadian police community. Rather they were designed to provide a snapshot of how competencies are being used across the sector and as a means to gauge the community’s interest in the future of the CBMF. The information gathered from participants—a small but geographically diverse group of participants, representing small, medium, and large police services and other stakeholder organizations across Canada—clearly demonstrates interest in pursuing a collaborative approach to CBM for the police sector.

## Competencies in the Canadian Policing Community

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### What are the Benefits of CBM?

Police organizations express a variety of motivations and benefits around CBM:

- Creates fair, consistent, and defensible HR procedures and processes
- Improves transparency, accountability, and public trust
- Provides an 'authentic' assessment of skills mastery and performance
- Promotes professionalism

“ ... every police inquest usually ends up with the words 'police need more training'...

### Current CBM Practices

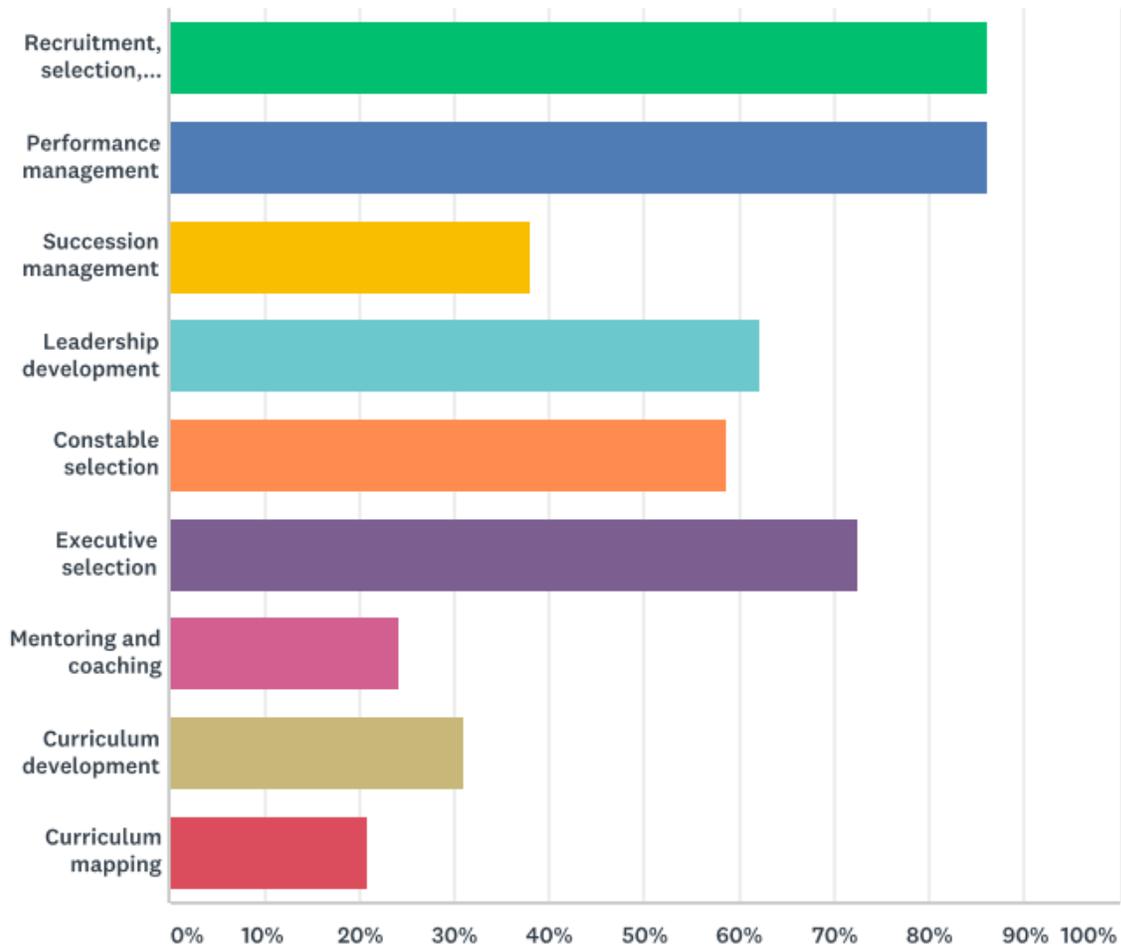
Though there is little formal community-based dialogue about CBM, according to workshop participants and survey respondents, CBM is an embedded practice in many police organizations.

“ This cannot be only an HR exercise. We are facing a burning platform with respect to recruiting, hiring, performance management, and ultimately trust and confidence in policing. Effective CBM is the foundation to better police operations.

Specifically, the pre-workshop survey (which gathered feedback from 26 Canadian police organizations) provides a clear picture of the extent to which CBM is being used in the community and how police organizations are using it to support HR operations:

- 48% of organizations are well along in the implementation process; 41% have fully implemented a CBM model; 10% are just beginning
- 68% have been using CBM for five or more years
- 44% are using the national CBMF; 38% are using an in-house model; 17% are primarily using a combined approach
- 72% believe competencies improve HR management and provide value to the police community

CBM is currently being used to support a range of HR activities including recruitment, selection, and promotion; performance management; executive selection; and leadership development.



**Police organizations are currently using CBM to support a range of HR activities.**

As use evolves, organizations also expressed interest in using CBM to support curriculum development, succession management, curriculum mapping, and mentoring and coaching.

“As soon as you build the competencies, start implementing them. They are just words on paper until they start to take shape. So get it moving quickly.”

## What are the Gaps and Challenges in CBM?

While competencies are an important part of recruit training and in-service HR management for many organizations, it is not without challenges.

- **Getting Buy-In:** CBM requires buy-in from all levels: frontline officers, unions, training and HR managers, and leadership—they all need to see themselves in the plan (and how it benefits them)

“There doesn’t seem to be a capability for us to coordinate our position and encourage the change.

- **Culture:** In general, police culture resists change; it not only needs to see the evidence and understand the necessity for change, but also wants to see immediate results from that change; CBM is a ‘long game’—the benefits can only be demonstrated over the long term.

“Trying to sell a concept that will take years to generate benefits is a hard sell to a police service that wants instant gratification. Police officers have a problem now, and they want to see a change now—not 10 years from now.

- **Capacity:** There is not enough time, money, or resources to implement the model, train the users, and maintain the system.

“Small- and medium-sized services do not have the necessary structure and resources to create their own competency-based programs. They depend on the national framework to deliver and apply professional services related to the competencies.

- **Standards and Consistency:** Achieving a consistent standard (and understanding of that standard) for performance criteria and measurement is a significant challenge.

“We need a **competency system that reflects what we want an officer or member to be/do**. From that, when they exceed, they get the benefits from it. If competencies are not relevant to the job we want them to do, we suffer a loss of public trust. A good competency-based framework can actually change the organization.

- **Consensus:** There needs to be agreement not only on the criteria used within competencies, but also the language that is used.

“ How many services do we have? How many chiefs would it take to agree on 10 competencies?

- **Alignment:** An integrated and progressive system that aligns competencies across all HR points—selection, recruitment, training, promotions is needed.

“ During the recruiting process, the competencies they hire on are not the same competencies that are used in the academy; it would be nice if they were all the same.

- **Training the Trainer:** Supervisors, trainers, and assessors need to be educated on how to effectively apply the competencies and performance criteria.

“ Part of the issue to begin with was that the service was promoting people before they were ready to be promoted because they needed the numbers, whether or not they were ready for promotion.

- **Upkeep:** Neither policing nor its related competencies are static; they are both continually evolving and changing.

“ Current competencies are out of date and need to be revamped. They have to come up to date with the roles and expectations of police officers today (i.e., mental health, diversity, etc.)...

- **Technology:** Systems that house, calibrate, and communicate competency materials are needed.

“ To be successful, we have to work together to build the programs...work really close together to build the competency and to keep them up to date.

## Addressing the Gaps and Challenges: Next Steps and Action Items

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Based on discussion during the workshop, participants identified four key areas for action to:

- Support updates to the national competency framework (which provides a standardized platform that can then be adopted or modified, as needed, by police agencies);
- Produce a more collaborative approach to CBM across the sector; and
- Reduce duplication of effort.

“The PSC competencies are invaluable to us as tools to choose from in working with our talent. That’s the value-add.

### 1. Create community of practice with technology to allow info sharing and collaboration

- Create a CBM committee engaging a representative sample of police organizations to lead the initiative
- Have a greater variety of SMEs from various fields (e.g., HR, training, CPA, CAPG, provinces, etc.) on the CBM committee
- Create a strategy to communicate the benefits of CBM for recruiting, promotion, development, training, and succession
- Have more workshops for ideation
- Create a CPKN website/portal for CBM practitioners to share information and discuss CBM issues

### 2. Funding and resource development

- Identify a champion for the cause
- Educate potential sources of support/resources
- Pursue funding from federal government
- Research private sector funding options (e.g., Motorola)
- Promote a national conversation about the benefits of CBM—“tell the story”
- Fund “worker bees”—individuals to work and find resource options
- Develop a brand; own intellectual property for licensing

### 3. Focus on the technical competencies that are consistent across all police services

- Hire a vendor to create a simple framework from the existing technical competencies
- Create inventory of what is available across Canada (i.e., job profiles based on competencies) and share via the portal/website so it is easier for practitioners to collaborate
- Create simple framework—just technical competencies: the WHAT of the skills (e.g., Civilian 911 call takers and dispatchers have the same competencies across Canada)—to make it easier to understand and implement

- Pilot a few tools - job descriptions and task list for officers, evaluate pilot to gain awareness and buy-in
- Validate by police officers
- Validate through community lens

“ I think the ‘how’ is always going to be tailored to a police service because we all have different communities to serve.

#### 4. Research CBM to develop an evidence-based business case to determine an effective framework

- Research and link disciplinary reviews to behavioural and technical competencies
- Assess and evaluate ROI and what is working through meta-analysis on academic literature on CBM across different sectors to further substantiate the survey/workshop outcomes
- Research civil liabilities associated with not implementing CBM
- Third party partnership for research, either from police or from outside policing
- Create inventory of how competencies are being used within policing and share with practitioners via the portal/website
- Assess current state: where are competencies used? What are the current HR practices with competencies?

## Conclusion

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CBM is being used in many police organizations across Canada. Most services are doing it on their own, working in silos, and doing their best. However, implementing and maintaining competencies requires a commitment and effort that is beyond the capacity of all but the largest organizations. Workshop participants expressed that there is significant value in collaborating to enhance the profile and efficacy of the competency model.

In addition to the four key action items identified by participants, to maintain a forward momentum on competencies in the policing community, other organizations and sectors need to join the conversation. The various chiefs’ associations can provide profile and endorsement, academia can provide evidence-based research and data, and government can provide input, perspective, and funding.

Competency-based management is complex, particularly for such a diverse and evolving sector as policing. There is no doubt that the benefits of a collaborative national model—one that can be appropriated in its entirety or adapted to meet the specific needs of any Canadian police service—will far outweigh the challenges.

## Appendix A: Competency Use in Canadian Policing Survey Results

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### Q1 Name

Answered: 28 Skipped: 1

*[The names of individual survey participants are not provided as part of this report.]*

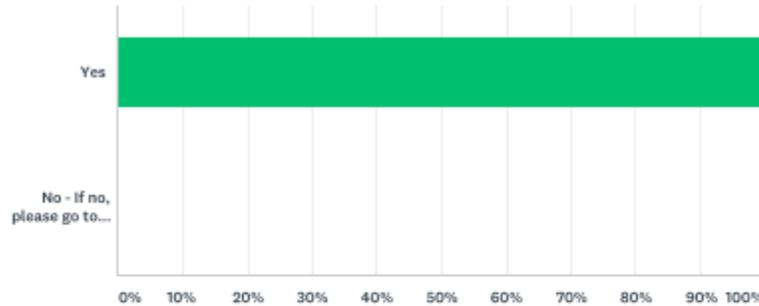
### Q2 Name of Service/Organization

Answered: 29 Skipped: 0

#	RESPONSES	DATE
1	Ottawa Police Service	11/17/2018 12:25 PM
2	York Regional Police	11/14/2018 5:45 PM
3	Hamilton Police Service	11/14/2018 3:47 PM
4	Barrie Police Service	11/14/2018 2:02 PM
5	Vancouver Police Department	11/14/2018 1:41 PM
6	Winnipeg Police Service	11/14/2018 1:18 PM
7	York Regional Police	11/14/2018 1:03 PM
8	York Regional Police	11/14/2018 12:56 PM
9	Greater Sudbury Police Service	11/14/2018 12:25 PM
10	Brandon Police Service	11/14/2018 11:31 AM
11	WRPS	11/14/2018 11:19 AM
12	Kingston Police	11/14/2018 11:07 AM
13	Peel Regional Police	11/14/2018 10:52 AM
14	Cape Breton Regional Police Service	11/14/2018 10:50 AM
15	Saskatoon Police Service	11/13/2018 6:35 PM
16	Victoria Police	11/10/2018 2:16 PM
17	OPP	11/9/2018 4:26 PM
18	Royal Newfoundland Constabulary	11/9/2018 3:32 PM
19	Camrose Police Service	11/8/2018 10:42 AM
20	Medicine Hat Police Service	11/7/2018 12:52 PM
21	RCMP	11/6/2018 7:40 PM
22	Toronto Police Service	11/6/2018 7:00 PM
23	Toronto Police Service	11/6/2018 6:58 PM
24	Delta Police Department	11/6/2018 3:31 PM
25	Lethbridge College	11/6/2018 12:59 PM
26	Durham Regional Police Service	11/6/2018 12:49 PM
27	EPS	11/6/2018 9:56 AM
28	Ecole nationale de police du Quebec (ENPQ)	11/5/2018 11:01 PM
29	Taber Police Service	11/5/2018 3:55 PM

### Q3 Has your service/organization implemented some form of competency-based HR management?

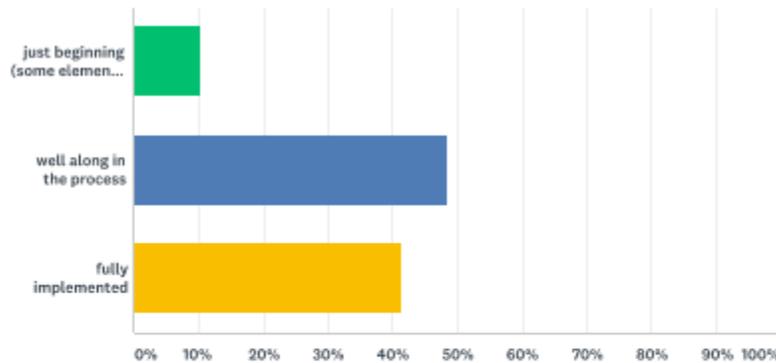
Answered: 29 Skipped: 0



ANSWER CHOICES	RESPONSES
Yes	100.00% 29
No - If no, please go to question #9	0.00% 0
TOTAL	29

### Q4 How would you rate the status of your implementation?

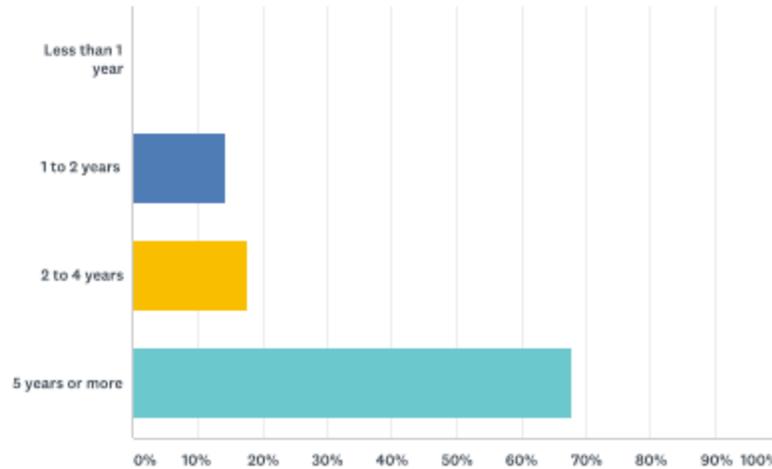
Answered: 29 Skipped: 0



ANSWER CHOICES	RESPONSES
just beginning (some elements are implemented)	10.34% 3
well along in the process	48.28% 14
fully implemented	41.38% 12
TOTAL	29

## Q5 How long has your service/organization been using competency-based HR management?

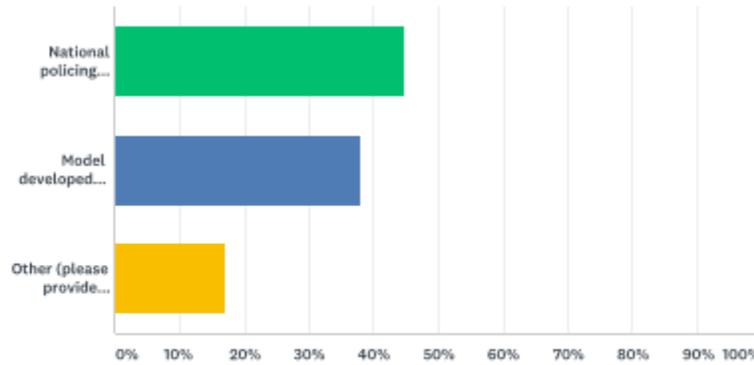
Answered: 28 Skipped: 1



ANSWER CHOICES	RESPONSES	
Less than 1 year	0.00%	0
1 to 2 years	14.29%	4
2 to 4 years	17.86%	5
5 years or more	67.86%	19
<b>TOTAL</b>		<b>28</b>

## Q6 Which competency model is your service/organization using?

Answered: 29 Skipped: 0

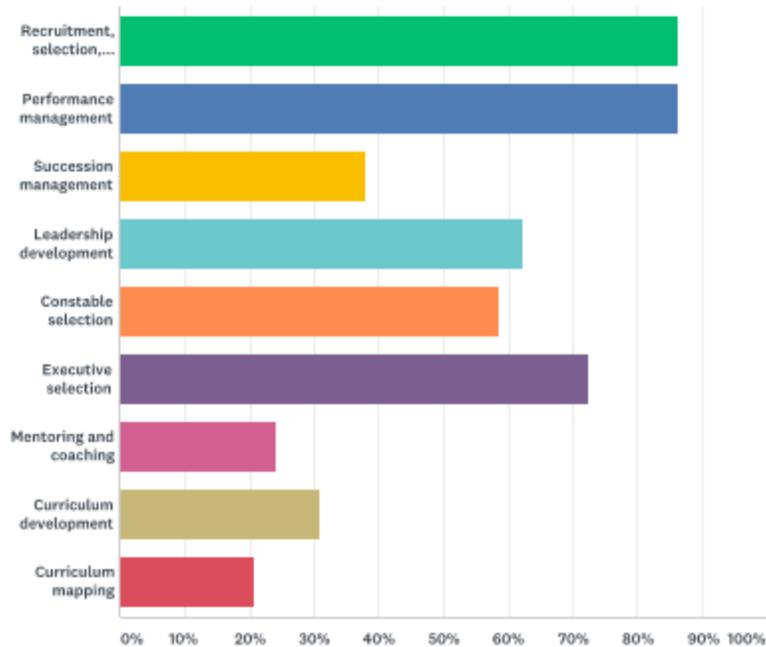


ANSWER CHOICES	RESPONSES
National policing competency framework, developed by police across the country through the work of the Police Sector Council	44.83% 13
Model developed within your service/organization	37.93% 11
Other (please provide details)	17.24% 5
<b>TOTAL</b>	<b>29</b>

#	OTHER (PLEASE PROVIDE DETAILS)	DATE
1	Lominger	11/14/2018 1:18 PM
2	YRP is using PSC Competencies as well as a model developed within our organization.	11/14/2018 12:56 PM
3	A combination of definitions. The NPCF was used to assist in the development of this framework.	11/14/2018 12:25 PM
4	limited usage of competency model but mix of competencies developed within and externally through police sector council model, other police services,etc.	11/14/2018 11:07 AM
5	Combination of Police Sector Council competency framework modified for our police service.	11/14/2018 10:50 AM

## Q7 Which of the following elements of competency-based HR Management are you currently using to support your HR practices?

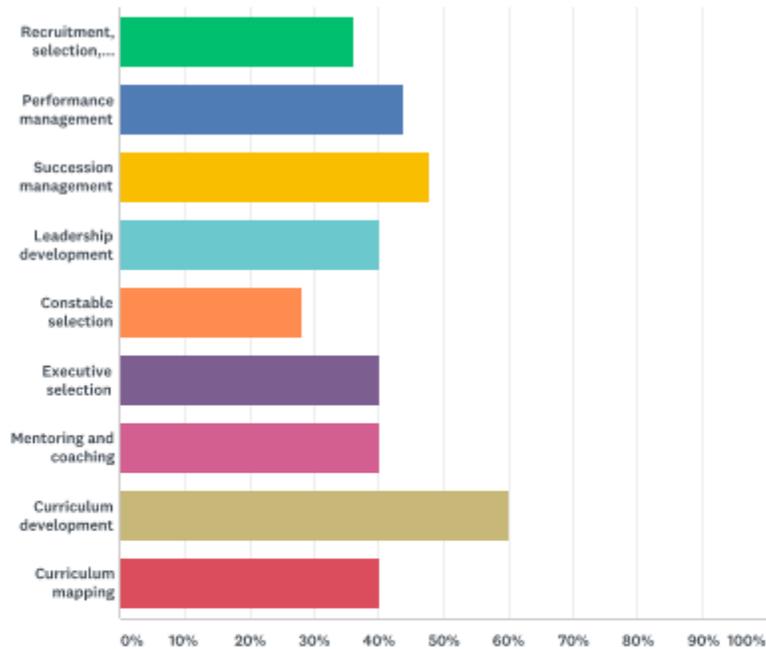
Answered: 29 Skipped: 0



ANSWER CHOICES	RESPONSES	
Recruitment, selection, promotion	86.21%	25
Performance management	86.21%	25
Succession management	37.93%	11
Leadership development	62.07%	18
Constable selection	58.62%	17
Executive selection	72.41%	21
Mentoring and coaching	24.14%	7
Curriculum development	31.03%	9
Curriculum mapping	20.69%	6
Total Respondents: 29		

## Q8 Which of the following elements of competency-based HR management will your service/organization be implementing in the future?

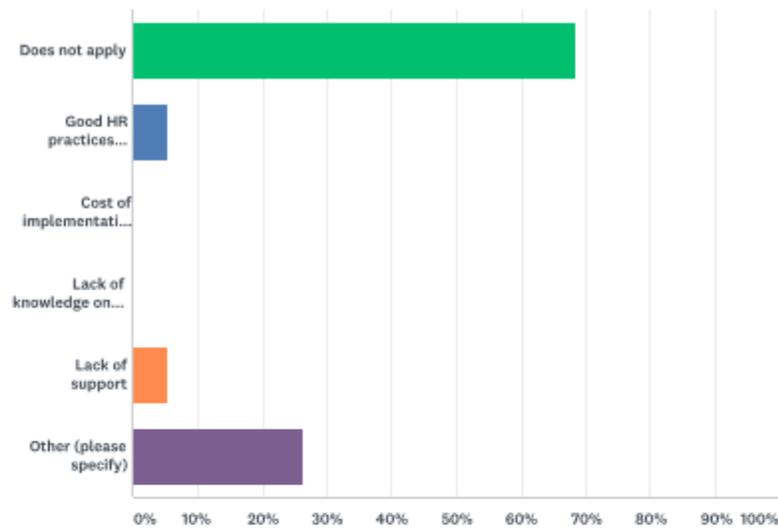
Answered: 25 Skipped: 4



ANSWER CHOICES	RESPONSES	
Recruitment, selection, promotion	36.00%	9
Performance management	44.00%	11
Succession management	48.00%	12
Leadership development	40.00%	10
Constable selection	28.00%	7
Executive selection	40.00%	10
Mentoring and coaching	40.00%	10
Curriculum development	60.00%	15
Curriculum mapping	40.00%	10
Total Respondents: 25		

## Q9 If your service has not implemented competency-based HR management, please select all the reasons that might be preventing you from doing so:

Answered: 19 Skipped: 10

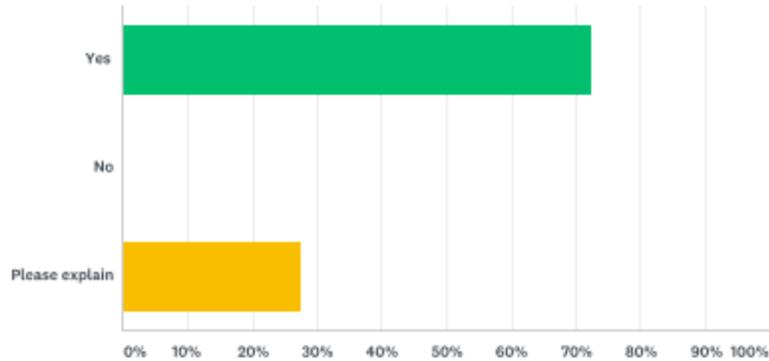


ANSWER CHOICES	RESPONSES
Does not apply	68.42% 13
Good HR practices already in place	5.26% 1
Cost of implementation (financial and human resources)	0.00% 0
Lack of knowledge on competency-based management	0.00% 0
Lack of support	5.26% 1
Other (please specify)	26.32% 5
Total Respondents: 19	

#	OTHER (PLEASE SPECIFY)	DATE
1	N/A	11/14/2018 2:02 PM
2	Challenge to integrate CBM into existing HR Processes, lack of resources dedicated to implementation.	11/14/2018 12:56 PM
3	very small HR unit	11/14/2018 11:07 AM
4	Our system is partially competency based. It does not yet permeate all areas where it could be used.	11/10/2018 2:16 PM
5	DPD does use competency based HR management	11/6/2018 3:31 PM

## Q10 Do you think using competencies could improve HR management and provides value for the Canadian police community?

Answered: 29 Skipped: 0



ANSWER CHOICES	RESPONSES	
Yes	72.41%	21
No	0.00%	0
Please explain	27.59%	8
<b>TOTAL</b>		<b>29</b>

#	PLEASE EXPLAIN	DATE
1	Yes but limited. The competencies are not directly linked to Policing Operations or activities that contribute to community safety. They are developed at a level that is difficult to directly relate to activities that we want our members (from frontline through to executive, both sworn and civilian) to be engaged in.	11/17/2018 12:25 PM
2	Performance based promotions, consistency across organizations, transparent hiring/promotions, training plans	11/14/2018 1:03 PM
3	We have been using the (Police Sector Council) developed Competencies for several years. We use them for our promotion and some for our recruitment and selections. We have implemented them into our Executive offer selections. At present we are working towards having them form our performance assessments and long term, would like them linked to training and development.	11/14/2018 11:31 AM
4	without fully understanding the competencies needed to do the job it is difficult to design and effective selection, performance management and leadership development and selection process	11/14/2018 11:19 AM
5	Small and medium sized Services do not have the necessary structure and resources to create their own competency based programs and depend on the national framework to deliver and apply professional services related to the competencies.	11/7/2018 12:52 PM
6	CBMF provides the ability to assess, develop and promote employees based on appropriate competency profiles built for specific duties.	11/5/2018 7:40 PM
7	The value is in building competencies that your organization needs to be successful. Competencies in general are good - but the true value comes in having the organization develop them for themselves	11/6/2018 7:00 PM
8	It depends. If competencies are seen as the silver bullet, than no it will not help. In my opinion viewing competencies as the "one solution" was the reason it did not take root. If it is seen, and used, as a tool to facilitate better people practices and works in cooperation with other tools and frameworks the utility potential for competencies is great.	11/6/2018 12:49 PM

## Appendix B: Competencies Workshop Agenda and Participants

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The Competencies Workshop was held November 28 – 29, 2018 at the Hilton Garden Inn – Toronto Airport.

### Participants

Service	Name
Barrie Police Service	Kimberley Greenwood
CACP HR Committee/Justice Institute of BC	Steve Schnitzer
Calgary Police Service	Kylie Clarke
Canadian Police Association	Michael Gendron
Canadian Police College - RCMP	Filomena Silva
Consultant	Angela Ripley
Consultant	Dr. Hina Kalyal
Consultant	Hyacinthe Miller
Consultant	Terry Coleman
CPKN	Nadine Sutcliffe
CPKN	Sandy Sweet
Ecole nationale de police du Quebec	Andreanne Deschenes
Edmonton Police Service	Corrina Chetley-Irwin
Halifax Regional Police	Reid McCoombs
Justice Institute of BC	Steve McCartney
Kingston Police Service	Sonja Verbeek
Lethbridge College	Barb Mantello
Medicine Hat Police Service	Andy McGrogan
North Bay Police	Amy Duchesne
North Bay Police	Jody deHaas
OACP HR Committee	Steve Bell
Ontario Provincial Police	Michelle McRae
Ontario Provincial Police	Sandy Thomas
Ottawa Police Service	Debbie Palmer
Pacific Regional Training Centre - RCMP	Mike Legault
Peel Regional Police	Dana Pelletier
Police Sector Council/ CPKN	Geoff Gruson
Service de police de la ville de Montreal	Elise Marsolais
Surete du Quebec	Marie Pintal
Toronto Police Service	Gloria Pakravan
Toronto Police Service	Sean O'Brien
Toronto Police Service	Shari MacKay

<b>Service</b>	<b>Name</b>
Vancouver Police Department	Mark Wooldridge
Vancouver Police Department	Shelley Horne
Waterloo Regional Police Service	Penny Smiley
Winnipeg Police Service	Stan Yee
York Regional Police	Chuck Byham
York Regional Police	Joe Countryman
<b>Resources</b>	
York Regional Police	Sandy WILSON
York Regional Police	Rania AL-AMRY
York Regional Police	Alex TANG
York Regional Police	Tara FRADETTE
York Regional Police	Karie Bell
York Regional Police	Kelly BACHOO
York Regional Police	Serguei BARMAKOV

## Agenda

<b>DAY 1</b>		
9:00am	<b>Welcome &amp; Objective</b>  <b>CACP HRL Perspective – The Importance of Competencies</b>	Chief Kimberley Greenwood, Barrie Police Service  Steve Schnitzer, Co-Chair CACP HRL
	<b>Review of Agenda</b>	Sandy Sweet
	<b>Round Table Introductions</b> Why are you here?	Sandy Sweet
10:00am	<b>Information Levelling</b> <ul style="list-style-type: none"> <li>• Overview of competencies and review how we got here</li> <li>• Findings of 2014 report</li> <li>• Review 2018 survey feedback; what changed in past # of years</li> </ul>	Geoff Gruson
10:45am	<b>YRP Tells their Story</b> <ul style="list-style-type: none"> <li>• Presentation</li> <li>• Table Discussion</li> <li>• Record and recap key points</li> </ul>	Chuck Byham
Noon	<b>LUNCH</b>	
1:00pm	<b>TPS Shares Their Experience – what are the barriers to implementation</b> <ul style="list-style-type: none"> <li>• Presentation</li> </ul>	Gloria Pakravan and Shari MacKay

	<ul style="list-style-type: none"> <li>• Table Discussion</li> <li>• Record and recap key points</li> </ul>	
2:45pm	<b>RCMP's Implementation of Competencies</b> <ul style="list-style-type: none"> <li>• Presentation</li> <li>• Table Discussion</li> <li>• Record and recap key points</li> </ul>	Michel Legault
4:15pm	<b>Process and Progress Check</b> <ul style="list-style-type: none"> <li>• How are we doing</li> <li>• What needs to change?</li> </ul>	Sandy Sweet

<b>DAY 2</b>		
8:30am	<b>Recap and Agenda for Day 2</b> Any overnight thoughts – on process/content	Sandy Sweet
8:45am	<b>JIBC's Experience - Recruit Training Using Competencies</b> <ul style="list-style-type: none"> <li>• Presentation</li> <li>• Table Discussion</li> <li>• Record and recap key points</li> </ul>	Steve Schnitzer and Steve McCartney
10:30am	<b>Medicine Hat and Lethbridge College – Recruit Training and Competencies</b> <ul style="list-style-type: none"> <li>• Presentation</li> <li>• Table Discussion</li> <li>• Record and recap key points</li> </ul>	Andy McGrogan and Barb Mantello
11:40am	<b>Leadership Competencies Overview</b> <ul style="list-style-type: none"> <li>• Review and recap key points</li> </ul>	Geoff Gruson
Noon	<b>LUNCH</b>	
1:00pm	<b>Moving Forward</b> <ul style="list-style-type: none"> <li>• Structured Brainstorming Session</li> </ul>	YRP Facilitators: Sandy WILSON Rania AL-AMRY Alex TANG
3:30pm	<b>Wrap up and Final Thoughts</b>	Sandy Sweet

**C**ANADIAN  
**P**OLICE  
**K**NOWLEDGE  
**N**ETWORK



**R**ÉSEAU  
**C**ANADIEN DU  
**S**AVOIR  
**P**OLICIER