



FHP Field Training and Evaluation Program

Audit Report 201819-16

June 26, 2019

Executive Summary

The Florida Highway Patrol (FHP) Field Training and Evaluation Program is a continuation of the required law enforcement officer training process to ensure newly sworn officers receive thorough, consistent, and legally defensible field training. The program is intended to facilitate a recruit/trainee's transition from the academic setting at the FHP Training Academy (Academy) to the performance of law enforcement patrol duties. The program is designed to explain and demonstrate the proper techniques and procedures for performing law enforcement duties by pairing recruit/trainees with designated field training officers (FTO). In turn, the recruit/trainee is required to exhibit an acceptable level of competency in law enforcement skills prior to the completion of their field training and evaluation period.

The Field Training and Evaluation Program is primarily managed within the respective troops. Each troop has designated FTOs, FTO sergeants, and FTO lieutenants to supervise the activities of the FTO program. The troop commander is ultimately responsible for the field training program within their troop. The FHP Academy has a statewide FTO coordinator for field training program questions and issues.

The objective of this audit was to review and evaluate the efficiency and effectiveness of the FHP Field Training and Evaluation Program and compliance with applicable laws, Department policy and procedure. Overall, our review determined the FHP Field Training and Evaluation Program generally complies with applicable laws. Through interviews with recent recruit/trainees, FTOs, and troop leadership, it was evident FHP members understand the importance of their role and the influence of their work and are committed to providing quality field training to new officers. While the Field Training and Evaluation Program complies with applicable laws, our review identified areas for improvement.

While reviewing controls for authorizing trainer pay additives for a sample of 81 FTOs, we determined 5% did not report working as an FTO at any time during the period but received the pay additive, while 9% did report working as an FTO but did not receive the pay additive. FHP should improve the current system used to track members receiving trainer pay additives.

We also reviewed daily evaluation reports and determined documentation is not always adequate and complete, including daily evaluation reports not reviewed or approved by supervisors; ratings assigned during phases that should not have numerical ratings; and

incomplete daily evaluation reports. FHP management should communicate expectations for completing daily evaluation reports to all FTO's, supervisors, and recruit/trainees to facilitate a more uniform approach for documenting observations and evaluations during field training.

To be eligible to become an FTO, a member must meet certain requirements. Our review of 50 FTOs determined 26% did not meet at least one of the requirements. While reviewing the FTO selection requirements, we also noted the current process for selecting FTO's does not require documenting exceptions for allowing a member to be an FTO despite not meeting the criteria as outlined in the FHP Field Training manual. We recommend FHP select FTOs based on the FHP Field Training manual requirements, clearly define the requirements, and document approval of exceptions to the selection requirements.

Our review of the FHP Field Training and Evaluation Program manual determined policies provided are outdated, and the manual does not reference requirements or expectations for using the Automatic Daily Observation Reporting and Evaluation (ADORE) system. FHP should update the FHP Field Training and Evaluation manual.

Finally, our review of the FTO training course used by FHP determined the course incorporates the 2011 version of the Florida Department of Law Enforcement (FDLE) FTO training curriculum, although FDLE last updated its FTO training curriculum in 2016. We recommend FHP either use the most recent version of the FDLE FTO training curriculum or develop their own FTO training curriculum which satisfies Florida Statutes and Florida Administrative Code. FHP should also offer a refresher training course, as indicated in the FTO Field Training manual, for those already FTO certified, to include training on the ADORE program.

Background and Introduction

Section 321.25, Florida Statutes (F.S.), authorizes the Department to provide for the training of law enforcement officials and individuals in matters relating to the duties, functions, and powers of FHP. The FHP Field Training and Evaluation Program is a continuation of the required law enforcement officer training process to ensure newly sworn officers receive thorough, consistent, and legally defensible field training. The program is intended to facilitate a recruit/trainee's transition from the academic setting at the Academy to the performance of law enforcement patrol duties.

Although a recruit/trainee graduating from the Academy has received instruction in law enforcement topics, that recruit/trainee cannot be expected to immediately assume the full responsibilities of an experienced officer. Recruit/trainee's receive additional

training in the field where they can learn from supervisors and troopers who have already gained practical patrol experience.

The purpose of the FHP Field Training and Evaluation Program is to train recruit/trainees to be prepared to function as solo officers at the end of their training cycle. The program is designed to explain and demonstrate the proper techniques and procedures for performing law enforcement duties by pairing recruit/trainees with designated FTOs. In turn, the recruit/trainee is required to exhibit an acceptable level of competency in law enforcement skills prior to the completion of their field training and evaluation period.

Reporting Structure

The Field Training and Evaluation Program is primarily managed within the respective troops. Each troop has designated FTOs, FTO sergeants, and FTO lieutenants to supervise the activities of the FTO program. The troop commander is ultimately responsible for the field training program within their troop.

The FHP Academy has a statewide FTO coordinator for field training program questions and issues. The Academy also conducts a training class for new FTOs, and a refresher class for FTO supervisors that coincides with recruit/trainee Academy graduation.

Field Training Program Phases

FHP's field training program consists of five phases. Phase I, also known as "breakout" is conducted over approximately 9 weeks at the Academy and concentrates on FHP specific law enforcement skills, Department procedures, and highway patrol enforcement tasks. Once recruits graduate from the Academy they are assigned to a troop where they will complete phases II through V. These phases comprise the Field Training and Evaluation Program and focus on hands-on application and evaluation of skills and tasks learned at the Academy. Phases II, III, and IV have a minimum of 120 hours each with phase V having 40 hours of training, resulting in approximately 400 to 560 hours of total field training.

During the first 24 hours of phases II-IV the recruit/trainee is in "limbo" where they are primarily observing their assigned FTO and completing simple tasks. After limbo, the recruit/trainee will begin to have more involvement in completing daily law enforcement duties. Topics covered in phases II-IV are determined by the calls for service received during the training shifts and guided by field training checklists. Field training checklists establish the core knowledge and tasks a recruit/trainee must learn in phases II-IV, and contain the most commonly encountered calls for service, Department policies, rules, general orders, regulations, state statutes, traffic codes, county and municipal ordinances, and other applicable job-related topics. Checklists for each phase are

completed and signed by the recruit/trainee and the FTO prior to moving to the next phase.

Phase V, also known as “shadow phase” or “pre-solo patrol”, is the final phase of the field training program. During this phase, the FTO will be in plain clothes/civilian attire to appear as an observer and to provide the recruit/trainee with command presence when responding to calls for service. Unless the FTO must intervene due to emergency circumstances, the recruit/trainee works as if the FTO is not there. The recruit/trainee is allowed to use other troopers or their supervisor as resources if questions arise during their shift in order to simulate what a zone trooper would normally do on solo patrol. To successfully complete the final phase, the trainee must be able to perform at a solo officer level most of the time. Upon successful completion of the final phase, the trainee moves out of the field training program and his/her status changes from recruit/trainee to probationary trooper.

Transitional and Lateral Recruit Field Training

In coordination with Academy staff recommendation, troop commanders have discretion to assign recruit troopers who have prior certified law enforcement experience to either a full-term field training period or an adjusted protocol. The adjusted protocol is shorter in length of time, competency based, and specifically geared for recruit/trainees with prior law enforcement experience. The adjusted protocol requires a minimum of 240 hours and a maximum of 560 hours of field training.

Field Training Officers

During field training, recruit/trainees are trained and evaluated by FTOs. FTOs are responsible for maximizing recruit/trainee’s success through professional guidance and evaluation and must always act professionally and uphold FHP standards. To ensure FTOs are reliable and experienced troopers, FHP has established requirements to become an FTO, including: being a trooper or corporal with FHP for at least two years, and not having had significant disciplinary actions in the past. Corporals active in the Traffic Homicide Investigation program and troopers assigned to specialty positions including: felony officers, canine, motorcycle, court liaison, background investigators, recruiters, polygraphers, child restraint specialists, and public affairs officers may be used as FTOs when approved by their troop commander.

Upon being selected as an FTO, members must attend FTO training at the FHP Academy prior to performing FTO work. FTO training is a 40-hour class, which focuses on the San Jose Model of field training, how to train, and how to evaluate recruit/trainees. Recruit/trainees are rotated to different FTOs during phases II-IV, to receive different perspectives, evaluations, experiences, and shifts, and then are reassigned to their first FTO for phase V.

Evaluation

Evaluation is important in the field training program because it helps determine if the recruit/trainee is progressing, meeting acceptable standards, needs remedial training, or should be retained in the agency or terminated. The recruit/trainee's progress is determined by their level of competency in the knowledge, skill, and ability categories documented on a daily evaluation report using FHP's standard evaluation guidelines. The standard evaluation guidelines used by FHP is a 5-point scoring system guideline which describes the requirements for attaining scores of 1-5 for each observable category. FTOs must complete a daily evaluation report where the FTO provides a numerical score for each observed category, and provides written feedback stating positive areas/good performance and constructive areas/performance to be improved.

The daily evaluation report must be completed by the FTO and discussed with the recruit/trainee at the end of each shift. Any score of 1, 2, or 5, must include comments as to why the FTO gave that score. Scores of 3 or 4 are considered passing and do not require an explanation. The daily evaluation report must be signed by both the FTO and recruit/trainee daily, while the FTO sergeant reviews and signs all reports by the end of the evaluation week, and the FTO lieutenant reviews and signs all reports at the end of the evaluation week or as quickly as possible.

There are no numerical rating evaluations given during limbo periods or during phase V, however the daily evaluation report listing positive and constructive comments is still completed.

Remedial Training

If a recruit/trainee is unable to complete any of the training phases within the time frames allowed for any reasons, the FTO can recommend remedial training. For remedial training, a recruit/trainee may be paired with an FTO who exhibits skills in the area the recruit/trainee needs improvement. Remedial training is provided when a specific problem is identified, the problem is viewed as remediable, and there is reasonable expectation that minimally acceptable ratings can be achieved within the remedial training timeframe.

For a basic recruit/trainee, the total amount of remedial training extension hours must not exceed 160 hours. For a prior law enforcement certified recruit/trainee, the maximum amount of time that can be used for remedial training extension, prior to phase IV, is 80 hours.

Once the FTO and FTO supervisors have passed the recruit/trainee to the next field training phase, he/she cannot be placed back into the previous phase due to a lack of progress or regression in performance within the current phase. Additionally, there is

no remedial training or remedial training extension allowed during phase V. The recruit/trainee cannot be placed back into phase IV once he/she has been released to phase V or solo patrol.

ADORE

FHP uses the ADORE system, an electronic reporting system, to create, manage, and track reports associated with the Field Training Program. FTOs create and complete required reports within the system and can also upload supporting documentation and store it within the appropriate report. Additionally, the field training program sergeants and lieutenants approve reports and track report and signature completion within the system.

Survey Results

Part of our audit included a review to determine whether the field training model FHP uses is still the prominent form of recruit training. To determine this, we contacted 20 different state highway and state patrols to survey their agencies about their field training practices. Additionally, we requested metrics including the number of recruits, complaints or discipline, patrol car crashes, and retention rates for a two-year period to analyze other states field training program success rates. Out of 20 agencies contacted, 7 responded to our request for information: Utah Highway Patrol, Tennessee Highway Patrol, Oklahoma Highway Patrol, Ohio State Highway Patrol, Missouri State Highway Patrol, Mississippi Highway Patrol and Georgia State Patrol.

Three state highway patrols: Missouri, Mississippi, and Tennessee, stated they use the San Jose model, which is the field training model used by FHP. Two state highway patrols: Georgia and Oklahoma, use the San Jose model, but have adjusted the model to their particular agency. Two other state highway patrols: Ohio and Utah, have developed and use their own field training model. After reviewing the information provided by the 7 states we also determined providing financial incentive for FTOs and requiring a minimum amount of service time prior to becoming an FTO were common practices related to state highway and state patrol field training programs. FHP is already using these same practices in its Field Training and Evaluation Program.

Part of our audit also included interviewing recent recruit/trainees and FTOs to gain their perspective on their field training and evaluation experience. Specifically, we inquired as to what was most and least helpful about the field training program, and whether any specific improvements would be beneficial.

We interviewed 10 recent recruit/trainees on their perspective and experience with the field training program. We noted recurring themes while speaking to the recruit/trainees about their experiences, including: recruit/trainees want more experience with specialty

units, including DUI and traffic homicide, to feel better prepared to perform their law enforcement duties; more exposure to varying situations; more time on varying shifts, such as night shift; extending the time in limbo between phases; and incorporating more computer training.

Additionally, we surveyed 138 recent recruit/trainees on their perspective and experience with the field training program. There were 56 recruit/trainees that responded to the survey, and overall, approximately 96% of survey respondents rated the field training program as good, very good, or excellent. Survey results included:

- 82% of survey respondents feel the field training program length is about right;
- Second to practical application of law enforcement concepts, recruit/trainees said mentorship was the most helpful aspect of field training;
- Recruit/trainees suggested including experience with specialty units (such as drug interdiction, traffic homicide) into the regular field training program to ensure recruit/trainees feel more prepared for encountering these situations while on duty; and
- Recruit/trainees suggested exposure to more activity would make the program more beneficial for future trainees.

We also interviewed 12 FTOs on their perspective and experience with the field training program. We noted recurring themes while speaking to the FTOs about their experiences, including: the lack of quality FTOs; management should require more experience before becoming an FTO; recruit/trainees should have more exposure to specialty units; the ADORE program could be more user friendly; and the daily evaluation report should be streamlined.

Additionally, we surveyed 204 FTOs on their perspective and experience with the field training program. There were 83 FTOs that responded to the survey, and overall, approximately 86% of survey respondents rated the field training program as good, very good, or excellent. Survey results included:

- 62% of survey respondents feel the field training program length is about right;
- FTOs suggested improving the quality of FTOs allowed to participate in the program, revising the FTO policy, and increasing the length of time spent in field training as recommended improvements to make the program more beneficial for future trainees; and
- FTOs suggested revising the ADORE daily evaluation report, better FTO training, and increasing the pay additive to a yearly additive as recommended improvements to make the program better for FTOs.

Findings and Recommendations

Overall, the FHP Field Training and Evaluation Program is adequate; however, we noted the following key areas in which FHP could implement improvements:

Trainer Pay Additives

Finding No. 1: Controls for authorizing trainer pay additives should be improved.

Chapter 60L-32.0012, Florida Administrative Code, specifies that an agency may approve a pay additive when an employee is assigned the responsibility to provide on-the-job training to other employees as part of an agency-approved formalized training program, provided that such training is not part of the customarily assigned duties of the position.

We reviewed People First and ADORE records for a sample of 81 FTOs to determine if the FTO reported field training activity during the period they received a pay additive. The period reviewed was October 1, 2018 - December 31, 2018.

We determined four FTOs (5%) did not report working as an FTO at any time during the three-month period but received the pay additive, while seven FTOs (9%) reported working as an FTO during a particular month but did not receive the pay additive for that month.

Recommendations

We recommend FHP improve the current system used to track members receiving FTO pay additives.

We also recommend FHP ensure members receiving pay additives are participating in the field training program during the time they are receiving a pay additive.

We additionally recommend FHP ensure members participating in the field training program are receiving a pay additive.

Management Response

FHP management agrees with these recommendations. Current procedures are being adjusted to provide increased accountability for members receiving FTO pay additives.

- When troop FTO assignments from the various field troops are requested from Law Enforcement Operations, additional information regarding the individual members are required with the FTO names, such as successful completion of

FTO training, years of service, and confirmation of no significant discipline within the past two years.

- When changes are made to initial FTO assignments in the field, the applicable FTO chain of command (Troop Commander or designee) is required to notify Law Enforcement Operations of the adjustments as they are made. The notification will be forwarded via email with courtesy copies to their respective chain of command. After the fact notifications of adjustments to FTO assignments will be referred to FHP regional chiefs for follow-up.
- Current FTO assignments are posted on the Law Enforcement Operations SharePoint page for quick reference of who has been approved and is receiving FTO pay addition for the applicable time period. This FTO list is provided to Bureau of Personnel Services for their use and reconciliation with their records.

Daily Evaluation Reporting

Finding No. 2: Daily evaluation reporting could be improved.

The FHP Field Training and Evaluation manual states the FTO sergeant shall complete, review, and sign all applicable reports at the end of the evaluation week, and the lieutenant shall review and sign all applicable reports at the end of the evaluation week or as quickly thereafter. The FHP Field Training and Evaluation manual also states there are no numerical rating evaluations given during limbo or phase V; however, other than the numerical ratings, the daily evaluation report is still completed and included for that week, and the Daily Comment Sheet (part of the daily evaluation report) must be completed for each day of phase V, to include a positive and constructive comment regarding the daily observations.

We reviewed five daily evaluation reports each for a sample of 40 FTOs and determined documentation in the ADORE system is not always adequate and complete. The following issues were noted:

- Daily evaluation reports were not reviewed/approved by supervisors;
- FTOs are rating recruit/trainees in phase V and in limbo, while the Field Training and Evaluation manual specifies there should not be numerical ratings during these times; and
- Some daily evaluation reports are incomplete, including the day/phase for which the report was completed, and the required positive and constructive comments.

FHP management relies on the daily evaluation reports to document recruit/trainees progress and skills through the field training period. In instances where remedial training is necessary, and/or dismissal is sought, these reports provide documented support for administrative actions. Proper documentation is necessary to demonstrate

successful completion of the program, including competent performance in all required areas; documented deficiencies for persons failing to complete the program; adherence to policy; and training supervisors and managers in maintaining program records.

Recommendation

We recommend FHP management communicate expectations for using ADORE and completing daily evaluation reports to all FTOs, supervisors, and recruit/trainees to facilitate a more uniform approach for documenting observations and evaluations during field training.

Management Response

FHP management agrees with these recommendations. The Academy Director sent an email to the Troop commanders to address the concerns and expectations with their FTO chain of command and the recruit troopers. In addition, the expectations will be discussed in all FTO training classes held at the academy starting September 2019.

Expectations for using ADORE include:

- Daily evaluation reports need to be reviewed and approved by the FTO supervisors weekly.
- The periods the recruit trooper is in limbo, there should be no numerical rating.
- The FTO supervisors are responsible for verifying all daily evaluation reports are completed timely, accurately and with constructive comments; however, the Academy will conduct an audit of 10% of all recruits' FTO manuals at the conclusion of each Field Training and Evaluation Program cycle.
- At the conclusion of the audit, the Academy Director will report audit findings to the affected Troop Commander to determine if any corrective actions with the Field Training and Evaluation Program or FTOs are necessary.

FTO Selection

Finding No. 3: The FTO selection process should be improved.

The FHP Field Training Program manual requires the following to be accepted into the FTO Program and the final decision on FTO selection rests with the troop commander:

- FTOs must be a trooper/corporal with FHP for at least two years, a troop commander can approve a member with less than two years;
- The member cannot have had significant disciplinary actions in the past;
- Corporals active in the Traffic Homicide Investigation (THI) program may be assigned as FTOs, but if possible, should be relieved of THI duties while in the

capacity of an FTO. The decision to utilize active THI corporals as FTOs rests with the troop commander; and

- Specialty positions should not be considered for the FTO program. These positions include felony officers, canine, motorcycle, court liaison (sworn), background investigators, recruiters, polygraphers, child restraint specialists, public affairs officers, etc. However, the decision to utilize specialty positions rest with the troop commander or designee.

We reviewed a sample of 50 FTOs from the 2018 calendar year to determine if FTOs are meeting FHP requirements. Our review determined 13 (26%) did not meet at least one of the requirements, including:

- 4 of 50 FTOs had disciplinary action at the level of suspension or higher;
- 6 of 50 FTOs were in THI or held a specialty position;
- 2 FTOs had disciplinary action at the level of suspension or higher and were THI or held a specialty position; and
- One of 50 FTOs did not meet the two-year requirement.

During our review of the FTO selection requirements we noted “significant disciplinary action” was not defined, nor did the requirements specify a timeframe for when the discipline is no longer considered an issue. We also noted the current process for selecting FTOs does not require documenting exceptions for allowing a member to be an FTO despite not meeting the criteria as outlined in the FHP manual.

Recommendations

We recommend FHP select FTOs based on the FHP Field Training and Evaluation Program manual requirements.

We also recommend FHP management clearly define the requirements for significant disciplinary actions.

We additionally recommend FHP management document approval of exceptions to the FTO selection requirements on the FTO list submitted by the Troops.

Management Response

FHP management agrees with these recommendations. The following language has been added to the updated FTO manual and sent to the Troop Commanders:

Qualifications of an FTO:

- Two years’ experience with FHP;
- “Significant disciplinary action”: No discipline of greater than a 24-hour

- suspension for the two years prior to actively engaging as an FTO;
- No specialty position as an FTO unless approved by the Troop Commander;
- FTO must achieve a “meets standard” on their annual evaluations for 2 consecutive years prior to being actively engaged as an FTO;
- Must successfully complete FTO training;
- Must attend an FTO refresher course every third year after their initial FTO course; and
- Document exceptions of FTO qualifications per Troop Commander and submit it to Law Enforcement Operations and the Academy FTO Coordinator for tracking purposes.

FTO Manual

Finding No. 4: Updating the FTO manual would improve the effectiveness of the Field Training and Evaluation Program.

The FTO manual requires the Field Training and Evaluation Program to be reviewed on an annual basis and updated as needed.

Our review of the FHP Field Training and Evaluation Program manual determined the following:

- Policies provided to FTOs in the FTO manual are outdated:
 - Field Intelligence Reports Policy 17.16 in the manual has a revision date of 3/11/2013, while the Department’s intranet has a version revised date of 4/9/2015;
- The manual does not reference using ADORE, requirements for using ADORE, or expectations for using ADORE to document daily observation reports;
- Conflicts with the current ADORE process; and
- The manual lists contact information for members who are no longer with the Department.

Recommendation

We recommend FHP update the FHP Field Training and Evaluation manual.

Management Response

FHP management agrees with this recommendation. The Academy is working on the updated manual and it will be completed for review by August 1, 2019 and will be reviewed by July 1 on an annual basis. The ADORE system will be integrated into the manual.

FTO Training

Finding No. 5: Updating the FTO training course would enhance the Field Training and Evaluation Program's effectiveness.

Section 321.25, F.S., authorizes the Department to provide for the training of law enforcement officials and individuals in matters relating to the duties, functions, and powers of FHP in the schools established by the Department for training patrol candidates and officers. The Field Training and Evaluation manual states an FTO refresher course should be held approximately every 3 years, or as needed, for those already FTO-certified and actively trained at least once during a field training and evaluation cycle and is also dependent upon how often the Field Training and Evaluation manual/program are updated and the amount of revisions.

We contacted FDLE to determine their requirements and standards for FTO training. The FDLE Bureau Chief of Training explained FHP does not have to use FDLE's FTO training course, but FTOs must complete an FTO course delivered by a commission¹-certified training school, and the student must complete the course and pass an end of course exam developed and administered by the commission-certified training school. FHP can adopt or create their own training or use the commission's course. They can also add to the commission's course curriculum if they cover the material in the course.

Our review of the FTO training course used by FHP determined the course incorporates the 2011 version of the FDLE FTO training curriculum, although, at the time of our review, FDLE had last updated its FTO training curriculum in 2016.

We also compared FHP's Field Training Program standard evaluation guidelines with the FDLE FTO course FHP provides to FTOs and noted differences between the curriculum and what is used to evaluate trainees. The differences included:

- FDLE rates 38 tasks, but FHP only rates 34 tasks;
- FHP technology standard evaluation guideline is solely about the mobile data computer (MDC) while FDLE's concerns all tech (in-car camera, breath test, etc.);
- FHP has different requirements for officer safety than the FDLE standard evaluation guidelines;
- FHP has four tasks not rated by FDLE;

¹ Section 943.17, F.S., states the Criminal Justice Standards and Training Commission (commission) shall design, implement, maintain, evaluate, and revise entry requirements and job-related curricula and performance standards for basic recruit, advanced, and career development training programs and courses. The commission is a division within FDLE.

- FHP does not rate 8 tasks that FDLE does; and
- FDLE uses a 7-point scale, but FHP uses a 5-point scale.

After conducting interviews and surveys of FHP FTOs, we noted none of the FTOs who participated advised they had received FTO refresher training.

Recommendations

We recommend FHP either use the most recent version of the FDLE FTO training curriculum or develop their own FTO training curriculum which satisfies Florida Statutes and Florida Administrative Code.

We also recommend FHP offer a refresher training course, as indicated in the FTO procedure manual, for those already FTO-certified, to include training on the ADORE program.

Management Response

FHP management agrees with these recommendations. FDLE recently updated the Field Training Officer Course for Law Enforcement Officers on March 1, 2019. The Academy began using that curriculum on May 6, 2019, which was presented at the FTO course for the 141st BRC. The Academy is developing a 16-hour refresher FTO course, to include ADORE, that will be developed by August 1, 2019. Once the refresher course is completed and approved, it will be instructed to members who are engaged with the FTO program.

Purpose, Scope, and Methodology

The objective of this audit was to review and evaluate the efficiency and effectiveness of the FHP Field Training Program and compliance with applicable laws, Department policy and procedure.

The scope of this audit included the Field Training and Evaluation program and activities conducted during the 2016-17 and 2017-18 Fiscal Years.

The methodology included:

- Reviewing applicable Florida Statutes and Administrative Code;
- Reviewing applicable Department policies and procedures;
- Reviewing the process for selecting, training, and evaluating field training officers;



- Reviewing the Standardized Evaluation Guidelines;
- Reviewing the process for remedial training and evaluation;
- Reviewing field training supervision;
- Reviewing observation and evaluation reports;
- Reviewing ADORE system access, administrator roles, and permissions;
- Interviewing and surveying FHP troop management, field training officers, and recent recruit/trainees;
- Interviewing and surveying other states regarding their field training program;
- Analyzing terminations for FHP members on probation;
- Reviewing the field training model used by FHP;
- Reviewing FTOs that received pay additives; and
- Interviewing applicable Department members.

Distribution, Statement of Accordance, and Project Team

Distribution

Terry L. Rhodes, Executive Director
Jennifer Langston, Acting Chief of Staff
Colonel Gene Spaulding, Director of the Florida Highway Patrol
Lt. Colonel Troy Thompson, Deputy Director of the Florida Highway Patrol
Chief Mark Brown, Chief of Special Services
Major Nancy Rasmussen, Chief Training Officer of the Florida Highway Patrol

Melinda M. Miguel, Chief Inspector General
Sherrill F. Norman, Auditor General

Statement of Accordance

Section 20.055, Florida Statutes, requires the Florida Department of Highway Safety and Motor Vehicles' Inspector General to review, evaluate, and report on policies, plans, procedures, accounting, financial, and other operations of the Department and to recommend improvements. This audit engagement was conducted in accordance with applicable *International Standards for the Professional Practice of Internal Auditing* published by the Institute of Internal Auditors and *Principles and Standards for Offices of Inspector General* published by the Association of Inspectors General.

Project Team

Engagement conducted by:
Erin Mook, Auditor
Sean Shrader, Auditor

Under the supervision of:
David Ulewicz, Audit Director

Approved by:


David Ulewicz, Acting Inspector General

ATTACHMENT - Management Response



Terry L. Rhodes
Executive Director

2900 Apalachee Parkway
Tallahassee, Florida 32399-0500
www.flhsmv.gov

MEMORANDUM

DATE: June 24, 2019
TO: David Ulewicz, Audit Director
FROM: Troy L Thompson, FHP Deputy Director *Troy Thompson*
SUBJECT: Management Response to the FHP Field Training and Evaluation Program Audit (201819-16)

The following is our response to the findings and recommendations presented in the report.

Trainer Pay Additives

Finding No. 1: Controls for authorizing trainer pay additives should be improved.

Recommendations

We recommend FHP improve the current system used to track members receiving FTO pay additives.

We also recommend FHP ensure members receiving pay additives are participating in the field training program during the time they are receiving a pay additive.

We additionally recommend FHP ensure members participating in the field training program are receiving a pay additive.

Management Response

FHP management agrees with these recommendations. Current procedures are being adjusted to provide increased accountability for members receiving FTO pay additives.

- When troop FTO assignments from the various field troops are requested from Law Enforcement Operations, additional information regarding the individual members are required with the FTO names, such as successful completion of FTO training, years of service, and confirmation of no significant discipline within the past two years.
- When changes are made to initial FTO assignments in the field, the applicable FTO chain of command (Troop Commander or designee) is required to notify

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Law Enforcement Operations of the adjustments as they are made. The notification will be forwarded via email with courtesy copies to their respective chain of command. After the fact notifications of adjustments to FTO assignments will be referred to FHP regional chiefs for follow-up.

- Current FTO assignments are posted on the Law Enforcement Operations SharePoint page for quick reference of who has been approved and is receiving FTO pay additive for the applicable time period. This FTO list is provided to Bureau of Personnel Services for their use and reconciliation with their records.

Daily Evaluation Reporting

Finding No. 2: Daily evaluation reporting could be improved.

Recommendation

We recommend FHP management communicate expectations for using ADORE and completing daily evaluation reports to all FTOs, supervisors, and recruit/trainees to facilitate a more uniform approach for documenting observations and evaluations during field training.

Management Response

FHP management agrees with these recommendations. The Academy Director sent an email to the Troop commanders to address the concerns and expectations with their FTO chain of command and the recruit troopers. In addition, the expectations will be discussed in all FTO training classes held at the academy starting September 2019.

ADORE:

- Daily evaluation reports need to be reviewed and approved by the FTO supervisors weekly.
- The periods the recruit trooper is in limbo, there should be no numerical rating.
- The FTO supervisors are responsible for verifying all daily evaluation reports are completed timely, accurately and with constructive comments; however, the Academy will cause an audit of 10% of all recruits FTO manuals at the conclusion of each FTEP cycle.
- At the conclusion of the audit, the Academy Director will report audit findings to the affected Troop Commander to determine if any corrective actions with the FTEP or FTOs are necessary.

FTO Selection

Finding No. 3: The FTO selection process should be improved.

Recommendations

We recommend FHP select FTOs based on the FHP Field Training and Evaluation Program manual requirements.

We also recommend FHP management clearly define the requirements for significant disciplinary actions.

We additionally recommend FHP management document approval of exceptions to the FTO selection requirements on the FTO list submitted by the Troops.

Management Response

FHP management agrees with these recommendations. The following language has been added to the updated FTO manual and sent to the Troop Commanders.

Qualifications of an FTO:

- Two years' experience with FHP;
- "Significant disciplinary action": No discipline of greater than a 24-hour suspension for the two years prior to actively engaging as an FTO;
- No specialty position as an FTO unless approved by the Troop Commander;
- FTO must achieve a "meets standard" on their annual evaluations for 2 consecutive years prior to being actively engaged as an FTO;
- Must successfully complete FTO training;
- Must attend an FTO refresher course every third year after their initial FTO course;
- Document exceptions of FTO qualifications per Troop Commander and submit it to Law Enforcement Operations and the Academy FTO Coordinator for tracking purposes.

FTO Manual

Finding No. 4: Updating the FTO manual would improve the effectiveness of the Field Training and Evaluation Program.

Recommendation

We recommend FHP update the FHP Field Training and Evaluation manual.

Management Response

FHP management agrees with this recommendation. The Academy is working on the updated manual and it will be completed for review by August 1, 2019 and will be reviewed by July 1 on an annual basis. The ADORE system will be integrated into the manual.

FTO Training

Finding No. 5: Updating the FTO training course would enhance the Field Training and Evaluation Program's effectiveness.

Recommendations

We recommend FHP either use the most recent version of the FDLE FTO training curriculum or develop their own FTO training curriculum which satisfies Florida Statutes and Florida Administrative Code.



We also recommend FHP offer a refresher training course, as indicated in the FTO procedure manual, for those already FTO-certified, to include training on the ADORE program.

Management Response

FHP management agrees with these recommendations. FDLE updated the Field Training Officer Course for Law Enforcement Officers on March 1, 2019. The Academy began using that curriculum on May 6, 2019, which was presented at the FTO course for the 141st BRC. The Academy is developing a 16-hour refresher FTO course, to include ADORE, that will be developed by August 1, 2019. Once the refresher course is completed and approved, it will be instructed to members who are engaged with the FTO program.

Cc: Mike Stacy, Acting Inspector General