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Evaluation of Military Police Services



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Acronyms and Abbreviations

ADM(IE)	Assistant Deputy Minister (Infrastructure and Environment)
ADM(IM)	Assistant Deputy Minister (Information Management)
ADM(Mat)	Assistant Deputy Minister (Materiel)
ADM(RS)	Assistant Deputy Minister (Review Services)
ARA	Authorities, Responsibilities and Accountabilities
CA	Canadian Army
CAD	Canadian Air Division
CAF	Canadian Armed Forces
CCC	<i>Criminal Code of Canada</i>
CDS	Chief of the Defence Staff
CFAMD	Canadian Forces Air Marshal Detail
CFMPA	Canadian Forces Military Police Academy
CF MP Group	Canadian Forces Military Police Group
CFPM	Canadian Forces Provost Marshal
CFSPDB	Canadian Forces Service Prison and Detention Barracks
CRS	Chief of Review Services
CSD	Code of Service Discipline
DGDS	Director General Defence Security
DND	Department of National Defence
FY	Fiscal Year
FP	Force Protection
GAC	Global Affairs Canada
GC	Government of Canada
IAW	In accordance with
IM/IT	Information Management/Information Technology
LCMM	Life Cycle Materiel Management
LL	Lessons Learned
MAP	Management Action Plan
MIP	Master Implementation Plan
MP	Military Police
MPSS	Military Police Security Service

MSA	Mutual Support Agreement
NCM	Non-Commissioned Member
NDA	<i>National Defence Act</i>
NDSOD	National Defence Security Order and Directive
OAG	Office of the Auditor General of Canada
OCI	Office of Collateral Interest
OPI	Office of Primary Interest
PAA	Program Alignment Architecture
PIs	Performance indicators
PMEC	Performance Measurement and Evaluation Committee
QR&Os	Queen’s Regulations and Orders
RCAF	Royal Canadian Air Force
RCN	Royal Canadian Navy
SAMPIS	Security and Military Police Information System
TASO	Tactical Aircraft Security Officer
UDR	Unit Detention Room
VCDS	Vice Chief of the Defence Staff

Executive Summary

This report presents the results of a focused evaluation of the Military Police Services Program conducted by Assistant Deputy Minister (Review Services) (ADM(RS)) from September 2017 to December 2017. The scope of the evaluation examined the relevance of the program as well as the recommendations made during a 2013 Chief of Review Services (CRS) evaluation of the Military Police Services Program. The evaluation covered fiscal years (FY) 2011/12 to 2015/16 and was conducted at the request of the Performance Measurement and Evaluation Committee (PMEC) in July 2017 and is in compliance with the 2016 Treasury Board Policy on Results.

Program Description

The Military Police Services Program is the responsibility of the Canadian Forces Provost Marshal (CFPM) with a mission to support the operational effectiveness of the Canadian Armed Forces (CAF) by providing professional policing, security, custody/detention, and operational support services worldwide. With respect to policing matters, the CFPM is appointed by, and is an advisor to, the Chief of the Defence Staff (CDS), and is the Commander of the Canadian Forces Military Police Group (CF MP Group). The CFPM is independent of the chain of command when performing policing duties. Additionally, the CFPM provides non-policing services to: the Department of National Defence (DND) and the CAF; Global Affairs Canada (GAC); and during high-level diplomatic flights. The Military Police Services Program also provides support to CAF operations at home and abroad.

Relevance

There is a continued need for the Military Police Services Program to provide policing, security, service custody and operational support services to DND/CAF. The Military Police Services Program is aligned with federal government and departmental roles and responsibilities legislated within the *National Defence Act* as well as the *Canadian Constitution Act, 1867*. The Military Police Services Program contributed to the federal government and departmental priorities contained in the eight core missions for the CAF described in Canada's 2017 defence policy, *Strong, Secure, Engaged* as well as in the DND Report on Plans and Priorities.

Performance

The Military Police Services Program has divided authorities, responsibilities and accountabilities between the policing and non-policing services. Strategic policy and guidance provide clear direction for policing services. However, further development of operational-level guidance as well as clearly defined authorities, responsibilities and accountabilities is required for non-policing services.

Overall Assessment

- Military police support to the military justice system is aligned with federal government priorities and responsibilities
- Military Police roles and responsibilities in non-policing tasks require clarification
- A task-to-resource analysis is recommended to identify gaps and help fulfill the CFPM force generator, force developer and force employer responsibilities.

The ongoing transformation of the Military Police (MP) organisation has challenges. Although progress has been made on addressing the recommendations of the 2013 CRS Evaluation of the Military Police Services Program, not all of the Management Action Plans (MAP) have been implemented. For example, orders regarding post-trial committal are lacking as well as certification procedures for Unit Detention Rooms (UDR). The oversight function of MP training also requires implementation. Finally, an improved definition of the strategic and operational responsibilities and tasks of the MP organization would support the completion of the transformation.

Key Findings and Recommendations

Table 1 lists a summary of evaluation findings and associated recommendations.

Key Findings. The Military Police Services Program aligns with Government of Canada priorities	Recommendations
<i>Relevance</i>	
1. There is a continuing need for Military Police Services.	
2. The Military Police Services Program aligns with Federal roles and responsibilities.	
3. The Military Police Services Program aligns with Government of Canada priorities.	
4. The Military Police Services Program aligns with DND/CAF priorities.	
<i>Performance – Effectiveness</i>	
Military Police services are available in the quantity and capabilities that enable the readiness and employment of multi-purpose combat capable military forces and other defence services	
5. There is strategic policy and guidance for policing activities that meet DND/CAF requirements.	
6. The utilization of police investigation performance indicators would support CFPM decision making.	1. It is recommended that CFPM monitor the investigation time as a performance indicator of the Military Police Services Program. OPI: VCDS/CFPM
7. Military Police non-policing services provide vital support to DND/CAF force generation and force employment.	

<p>8. Defence security has improved the strategic governance documentation that defines authorities, responsibilities and accountabilities of security stakeholders.</p>	
<p>9. Defence security lacks the linkage to the operational and tactical level governance documentation that clearly defines the authorities, responsibilities and accountabilities of security stakeholders including the Military Police.</p>	<p>2. It is recommended that security orders and directives include CFPM responsibilities. OPI: VCDS/DGDS OCI: CFPM</p>
<p>10. Formal authorities, responsibilities and accountabilities are required between CFPM and Level 1s for non-policing Military Police activities.</p>	<p>3. It is recommended that, with VCDS support, CFPM document authorities, responsibilities and accountabilities and identify the level of support required for Military Police non-policing activities. OPI: VCDS/CFPM OCI: VCDS and L1s who utilize the Military Police for non-policing activities.</p>
<p>11. There are policy guidance, orders, and procedures for pre-trial service custody. However, the policy guidance, orders and procedures for post-trial committal are lacking.</p>	<p>4. It is recommended that CFPM complete and promulgate the post-trial committal to service custody procedures. OPI: VCDS/CFPM</p>
<p>12. The policy and guidance on detention room inspection and certification requires clarification.</p>	<p>5. It is recommended that CFPM generate policy and procedures for inspections, restrictions and certification of detention facilities. OPI: VCDS/CFPM OCI: ADM(IE)</p>
<p>13. The CFPM is not represented on the Infrastructure and Environment Portfolio Management Committee or the Infrastructure and Environment Management Board leading to difficulties in informed decision making regarding detention infrastructure.</p>	<p>6. It is recommended that VCDS ensure that CFPM requirements are represented in decisions affecting MP infrastructure at appropriate committees and boards. OPI: VCDS OCI: CFPM, ADM(IE)</p>
<p>14. Military Police specific equipment lacks a formal Lifecycle Materiel Management support structure.</p>	<p>7. It is recommended that CFPM, with the support of ADM(Mat) and ADM(IM), assess the equipment utilized by the Military Police with the aim to identify and formalize the materiel responsibility and support requirements. OPI: VCDS/CFPM OCI: ADM(Mat), ADM(IM)</p>
<p>Military Police members have the requisite occupational, technical and procedural knowledge and skills to make them employable in their occupation</p>	

15. CFPM governance and oversight on police training has improved but further work remains.	8. It is recommended that CFPM ensure training documentation, such as CF MP Group training orders, is completed. OPI: VCDS/CFPM
16. A robust Lessons Learned program to support Military Police activities is not complete.	9. It is recommended that CFPM complete and implement the MP Lessons Learned program to further reduce risk in operations, training, and governance. OPI: VCDS/CFPM
Military Police services are managed, coordinated, and overseen so that Military Police personnel are continually available to supply CAF readiness needs and satisfy other defence services requirements	
17. Six years after its inception, CF MP Group HQ is still not operating at full operational capability – the roles and responsibilities of CFPM as a force generator and force employer are not clear, contributing to the delay.	10. It is recommended that CFPM conduct a task-to-resource analysis that encompasses the CF MP Group Headquarters and CFPM responsibilities. OPI: VCDS/CFPM

Table 1. Summary of key findings and recommendations. This table provides a consolidation of report findings and recommendations.

Note: Please refer to [Annex A—Management Action Plan](#) for the management responses to the ADM(RS) recommendations.

1.0 Introduction

1.1 Context for the Evaluation

This report presents the results of the ADM(RS) evaluation of the Military Police Services Program. The scope of the evaluation examined the relevance and the recommendations from the 2013 CRS evaluation of the Military Police Services Program¹ over a five fiscal year period, FY 2011/12 to FY 2015/16. It was conducted in accordance with the Treasury Board Policy on Results (July 1, 2016).

The evaluation study was conducted by ADM(RS) from September 2017 to December 2017, as a component of the DND/CAF Evaluation Plan, approved by the July 2017 PMEC.

In support of the evaluation, the evaluation team requested that representatives from Level 1 organizations and specific divisions, including CFPM, Director General Defence Security (DGDS) and the Canadian Army (CA) provide advice and support to ADM(RS). Consultations were held at key intervals throughout the evaluation, specifically when defining the project scope, developing the logic model, identifying key performance indicators and reviewing preliminary findings.

1.2 Program Profile

1.2.1 Program Description

The provision of MP services contributes to the effectiveness and readiness of the CAF and DND through the provision of professional policing, security, custody/detention, and operational support services worldwide.²

The CFPM is appointed by, and an advisor to, the CDS on policing matters, and is the Commander of the CF MP Group. Since 2011, the CFPM has been independent of the chain of command when performing policing duties. This change to the MP command and control structure was designed to strengthen the military justice system and reinforces the independence and authority of the CFPM in the exercise of the policing mandate. Other MP non-policing activities are discussed elsewhere in the report.

As the centralized MP headquarters, the CF MP Group Headquarters provides direction to all MP members with regard to policing policy and procedures, oversight on policing professional standards, equipment and training.

¹ 2013 Evaluation of Military Police Services <http://www.forces.gc.ca/en/about-reports-pubs-audit-eval/219p0987.page>. Last consulted on February 2, 2018.

² Military Police mission statement.

The CF MP Group is among the ten largest police services in Canada and was established with national policing responsibilities. Military police routinely exercise their unique jurisdiction within Canada and anywhere in the world where the CAF is performing military duties.³

During operations outside Canada, MPs enforce Canadian criminal and military law over members of the CAF and over persons subject to the Code of Service Discipline (CSD). At defence establishments across Canada, Military Police enforce Canadian laws over the wider defence community, including civilians, contractors, cadets and dependants. In the enforcement of Canadian military and criminal laws, MPs are peace officers and may lawfully exercise jurisdiction over members of the CAF and over persons on defence establishments.⁴ As first responders, members of the MP have a key and important leadership role in managing issues associated with keeping the CAF community safe.

1.2.2 Program Objectives

The objectives of the Military Police Services Program are to provide the following services to the Government of Canada (GC) in an ever-changing security environment:

- Military policing, and custody/detention services to DND/CAF facilities and units;
- Defence security services;
- Security services support to GAC; and
- Security services support for high-level diplomatic flights.

1.2.3 Stakeholders

The key DND stakeholders are the CDS, VCDS, Canadian Joint Operations Command, and the Environmental Chiefs of Staff and their respective base and wing commanders. Other stakeholders include the Judge Advocate General (JAG), the MP Complaints Commission, and GAC.

1.3 Evaluation Scope

1.3.1 Coverage and Responsibilities

The scope of the evaluation is linked to the 2015 DND/CAF Program Alignment Architecture (PAA). The Military Police Services Program is a component of Core Responsibility 6.12 in the DND/CAF Departmental Results Framework. However, the evaluation was initiated and completed prior to the implementation of the Departmental Results Framework. As a result, the Military Police Services Program evaluation utilized the PAA strategic outcome “Defence Remains Continually Prepared to Deliver National Defence and Defence Services in Alignment with Canadian Interests and Values.” Specifically the evaluation includes portions of the following 2015 PAA programs and sub-programs:

³ CFPM Annual Report 2015/16.

⁴ CCC.

- 3.0 Defence Ready Force Element Production
 - 3.1: Force Elements Readiness Sustainment
 - 3.1.5: Joint & Common Roles – Readiness Sustainment
 - 3.4: Operational Readiness Production, Coordination & Command & Control
 - 3.4.5: Joint & Common – Force Elements Production, Coordination & Command & Control
- 4.0 Defence Capability Element Production
 - 4.1: Military Personnel and Organization Lifecycle
 - 4.1.5 Military Personnel – Professional Development Training
 - 4.1.6: Military Personnel – Occupation training
 - 4.1.9: Organization – Security, Protection, Justice and Safety
 - 4.3: Real Property Lifecycle
 - 4.3.4 Military Personnel – Operations, Maintenance and Repair

Utilizing the 2013 CRS evaluation of the Military Police Services Program as a benchmark, the evaluation scope includes the following:

- **Relevance:** The continued relevance of the Military Police Services Program.
- **Governance:** Because the MP governance structure changed significantly in 2011, the 2013 evaluation did not conduct an analysis of its structure. This evaluation assessed:
 - Strategic level policy and governance documentation;
 - Internal Authorities, Responsibilities and Accountabilities (ARA) within the MP organization; and
 - CF MP Group Headquarters responsibilities tasks and resources.
- **Authorities, Responsibilities and Accountabilities:** MP activities and tasks include not only policing but also security, custody, and other non-policing tasks. This evaluation assessed the MP tasks and activities to include:
 - Task policy and governance documentation;
 - ARAs between the MP and other organizations - specifically, DGDS and force generators;
 - Training; and
 - Lessons learned.
- **Detention:** MPs are responsible for service custody⁵ of military personnel. Due to unique safety, legal, and infrastructure components, detention was designated as a separate area of the evaluation. This evaluation assessed the performance of the detention component to include:
 - Detention procedures including detention policy guidance and procedures (CF MP Orders for Service custody); and
 - Detention infrastructure including standards and governance functions.

⁵ The NDA defines Service Custody as the holding under arrest or in confinement of a person by the Canadian Forces, and includes confinement in a service prison or detention barrack.

1.3.2 Resources

Direct spending by the CF MP Group for the Military Police Services Program is displayed in Table 2. Analysis of program spending has been scoped out of this evaluation.

CF MP Group Expenditures				
	FY 2015/16		FY 2016/17	
	Operations and Maintenance	Capital	Operations and Maintenance	Capital
Total of Policing, Security and Custody/Detention	\$25,734,558	\$1,791,905	\$26,602,479	\$1,714,242

Table 2. Program Spending by CF MP Group. Table 2 represents the total spending by the CF MP Group on Policing, Security, and Custody/Detention.⁶

Table 3 displays the number of MP personnel and established positions.

	FY 2011/12	FY 2012/13	FY 2013/14	FY 2014/15	FY 2015/16
MP Officers Preferred Manning Level ⁷	172	175	170	176	175
MP Officers actual	173	163	164	161	154
Surplus/Shortfall of Officers	+1	-12	-6	-15	-21
MP Non-Commissioned Member (NCM) Preferred Manning Level	1263	1258	1255	1243	1242
MP NCMs Actual	1212	1233	1182	1153	1150
Surplus/Shortfall of NCMs	-51	-25	-73	-90	-92
Total Surplus/Shortfall	-50	-37	-79	-105	-113

Table 3. Personnel Statistics. Table 3 displays the number of MP officers and NCMs by their actual numbers as well as the number of positions they are authorized to fill.⁸

1.3.2.1 Exclusions

The evaluation excluded Military Police Services Program activities that have been previously evaluated or audited by ADM(RS) or by the Office of the Auditor General of Canada (OAG). Additionally, activities that may be the subject of a future evaluation(s) are not covered in this evaluation. The evaluation scope excluded the following components of military policing:

⁶ Data provided by CFPM Comptroller.

⁷ Preferred Manning Level represents the number of military positions that a unit has on its establishment.

⁸ Data provided by CFPM Chief of Staff Readiness.

- MP support to CAF operations;⁹
- Non-MP related joint and common PAA components;¹⁰
- An analysis of program spending; and
- An analysis of program economy and efficiency.

1.3.3 Issues and Questions

In accordance with the Treasury Board Directive on Results (2016),¹¹ the evaluation report addresses the evaluation issues related to relevance and performance. An evaluation matrix listing each of the evaluation questions, with associated indicators and data sources, is provided at [Annex D](#). The methodology used to gather evidence in support of the evaluation questions can be found at [Annex B](#).

⁹ Covered under the Evaluation of CAF operations.

¹⁰ Covered under the Evaluation of Joint and Common Readiness.

¹¹ Treasury Board Secretariat. Directive on Results, July 1, 2016. <https://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=31306> . Last consulted on July 4, 2016.

2.0 Findings and Recommendations

The following sections evaluate the relevance and performance of the Military Police Services Program. The evaluation examined the extent that the range of Military Police Services:

- addresses an ongoing need;
- is appropriate to the role of the federal government;
- is aligned with GC and DND/CAF priorities; and
- achieves its intended outcomes.

The evidence and data for each performance indicator was collected using one or more of the following lines of evidence: literature review, document review, key informant interviews, and administrative and financial data reviews. Additional information on the methodology and data sources can be found in [Annex B](#) and [Annex D](#).

2.1 Relevance—Continued Need

Is there a continuing and future need for the Military Police Services Program?

This section examines whether there is a continued need for the Military Police Services Program within DND/CAF for each of the primary lines of operation. The following key indicators were used for each:

- Confirmation that the need for MP Services identified in the 2013 Military Police evaluation remains valid; and
- Identification of any additional needs for MP Services identified since the 2013 MP evaluation.

Key Finding 1: There is a continuing need for Military Police Services.

Evidence of need for Military Policing

The rule of law must be maintained among CAF members and on federal bases and establishments. Therefore, there is a requirement to enforce the *Criminal Code of Canada* (CCC) and to provide support to the Chain of Command in enforcing the CSD through the provision of policing services. The 2013 evaluation of the Military Policing Services program provided relevant statistical program data of reported offenses requiring policing services. In support of this evaluation, updated statistics were secured and are found in Table 4.¹² The statistical information indicates that military policing incidents remain consistent, supporting the continuing need for MP services. The 2017 defence policy, *Strong, Secure, Engaged*, provides additional direction and re-emphasizes the need for specific policing services ranging from the creation of MP support to the investigation of sexual assaults to investigation of crimes using the

¹² CFPM Annual Report 2015/16.

latest forensic techniques.¹³ While civilian police forces are capable of enforcing CCC infractions, they are not able to support the military chain of command in enforcing the CSD. This support requires specialized military knowledge and experience only available to the MP through CAF basic and advanced occupation training.

Fiscal Year	Calls	General Occurrences	Traffic Tickets	Street Checks	Total
2012/13	29,425	13,587	10,930	25,301	79,243
2013/14	27,094	12,516	10,402	29,417	79,429
2014/15	26,715	11,587	12,311	35,449	86,062

Table 4. Military Policing Incidents. This table represents the number of incidents requiring policing services from 2012 until 2015.¹⁴

Evidence of need for Military Police security activities

Beyond policing requirements, DND bases and establishments are exposed to security threats to infrastructure, materiel, personnel and information. The National Defence Security Orders and Directives (NDSOD) state that failure to provide adequate security may result in the inability of the CAF and DND to meet their objectives.¹⁵ Military Police are used for both the prevention and investigation of security breaches and infractions, thereby ensuring that security safeguards protect mission-critical personnel and resources. Of the eight core missions for the CAF contained in the 2017 defence policy, the mission to “provide assistance to civil authorities and law-enforcement, including counter terrorism, in support of national security and the security of Canadians abroad,” clearly demonstrates the need for Military Police services. Table 5 displays updated security offence statistics from the 2013 CRS evaluation which clearly demonstrates the continuing requirement for the defence security services.

¹³ Canada’s 2017 defence policy, *Strong, Secure, Engaged*.

¹⁴ Data source CF MP Annual report 2015/16.

¹⁵ National Defence Security Orders and Directives section 2.3.

Activity	Fiscal Year			
	2011/12	2012/13	2013/14	2014/15
Security Offences Investigated	444	95	85	83
Security Breaches or Violations	3,320	2,378	1,690	1,603
Safety Incidents	677	734	854	687
Total	4441	3207	2629	2373

Table 5. Security Incidents. This table displays the number of security-related incidents registered with the military police from 2011–2015.¹⁶

Evidence of need for Military Police support to operations

There is a requirement for MP support to the eight CAF core missions. The 2017 defence policy, *Strong, Secure, Engaged*, identifies eight core missions for the CAF ranging from responding to domestic emergencies, to international peace operations, through to defending attacks on Canada or North America. The support provided includes traditional policing and security duties, airport and port security, and force protection. Due to the nature and location of deployed operations, these activities cannot be provided by non-specialist soldiers. Furthermore, as indicated in the CCC, police support must be provided by peace officers who are capable of working with civilian law enforcement, handling detainees, protecting CAF assets and helping enforce the CSD. Table 6 demonstrates the growing need for MP support to deployed operations.

	2012	2013	2014	2015	2016	Average
Number of deployed Military Police	104	105	108	205	288	162
Number of supported CAF operations	7	12	13	12	10	10.8

Table 6. Support to Operations. This table displays the number of Military Police deployed and the number of CAF operations supported from 2012 to 2016.¹⁷

Evidence of need for Military Police Service Detention and Imprisonment

The 2013 evaluation of MP Services demonstrated that there are minor and major offenses committed by members of the CAF that, as legislated in the CCC and the CSD,¹⁸ require a period of detention or imprisonment in facilities that meet federal service standards.¹⁹ The 2013

¹⁶ CFPM Annual Report 2015/16.

¹⁷ Data provided by CFPM internal records.

¹⁸ 2013 CRS evaluation of Military Police.

¹⁹ Ibid.

program data on detention at the Canadian Forces Service Prison and Detention Barracks (CFSPDB) was updated for this evaluation for the period of 2013 to 2016 (Table 7). This updated data clearly demonstrates the continuing need for the service detention and imprisonment capability.

Detention and Imprisonment Statistics					
	2012	2013	2014	2015	2016
Total number of days in detention at CFSPDB and all other unit detention facilities (number of persons detained)	577 (37)	339 (18)	419 (24)	496 (25)	510 (19)
Total number of days in imprisonment at CFSPDB (number of persons imprisoned)	327 (3)	0	75 (2)	51 (1)	591 (4)

Table 7. Detention and Imprisonment. This table displays the number of persons and days spent in imprisonment and detention at CFSPDB and other unit detention facilities.²⁰

2.2 Relevance—Alignment with Federal Roles and Responsibilities

Does the Military Police Services Program Align with Federal Roles and Responsibilities?

This section examines the extent to which the Military Police Services Program aligns with federal roles and responsibilities and those of DND/CAF. The key indicator of the extent that the Military Police Services Program aligns with federal and departmental roles and responsibilities was used.

Key Finding 2: The Military Police Services Program aligns with Federal Roles and Responsibilities.

The provision of MP services is consistent with the roles and responsibilities of the federal government. The principal legislative authority for the establishment and role of the MP function lies within the *National Defence Act* (NDA). To enforce the CSD, Section 18.3 of the NDA, authorizes the CDS to appoint a CFPM and assigns the CFPM the following responsibilities:

- Investigations conducted by any unit or other element under his or her command;
- Establishment of selection and training standards applicable to candidates for the MP and ensuring compliance with those standards;
- Establishment of training and professional standards applicable to the Military Police and ensuring compliance with those standards; and
- Investigations with respect to conduct that is inconsistent with the professional standards applicable to the MP or the *Military Police Professional Code of Conduct*.²¹

The MP are given the authority and appointed as peace officers under section 156 of the NDA, as well as through Sections 91 and 92 of the *Canadian Constitution Act, 1867*. Together these acts

²⁰ Data provided by CFPM internal records.

²¹ NDA Para 18.4 <http://laws-lois.justice.gc.ca/eng/acts/n-5/FullText.html> Last consulted on February 2, 2018.

set forth the legislation for the government to create and enforce the rule of law. Finally, under Section 4 of the NDA, the Minister of National Defence exercises the authority to build and maintain defence establishments, issue orders and directions, and maintain law and order within the DND/CAF environments. There is also a requirement for DND to conduct detention activities and protect CAF assets. Based upon the legislated requirements, the provision of MP services is a required program that aligns with the roles and responsibilities of the GC and DND.

2.3 Relevance—Alignment with Government and Departmental Priorities

This section examines the extent to which the Military Police Services Program aligns with Government and DND/CAF priorities. The following key indicators were used:

- Documented evidence that the Military Police Services Program aligns with Government priorities; and
- Documented evidence that the Military Police Services Program aligns with DND/CAF priorities.

Key Finding 3: The Military Police Services Program aligns with Government of Canada priorities.

Evidence of alignment with GC priorities

As noted earlier in section 2.1, the need for the Military Police Services Program aligns with Canada's 2017 defence policy. Priority tasks for the Military Police Services Program in this document include:

- Aid to law enforcement as one of the eight CAF core missions.²² This is accomplished by providing military support to civilian organizations on national security and law enforcement matters;²³
- The creation of Military Police Sexual Offence Response Teams. Members of these teams receive specialized training in the investigation of crimes of a sexual nature including the latest forensic and interviewing techniques;²⁴
- Broader training to MPs to help address the needs of victims while also collecting evidence;²⁵ and
- Compliance with domestic and international law in all cases.²⁶

²² Canada's 2017 defence policy, *Strong, Secure, Engaged*, <http://dgpaapp.forces.gc.ca/en/canada-defence-policy/docs/canada-defence-policy-report.pdf>, Last consulted on February 2, 2018.

²³ Ibid.

²⁴ Ibid.

²⁵ Ibid.

²⁶ Ibid.

The services provided to Canadian Embassies by the Military Police Security Service (MPSS) support the Minister of Foreign Affairs mandate to expand Canadian diplomacy and leadership on global issues and in international institutions.²⁷

Key Finding 4: The Military Police Services Program aligns with DND/CAF priorities.

Evidence of alignment with DND/CAF priorities

The Military Police Services Program aligns with DND/CAF priorities. For example, as stated in the 2016/2017 Report on Plans and Priorities, the enforcement of the CSD is a high-priority requirement of the DND/CAF to ensure that “military personnel respect regulations and expectations of the Military Code of Service Discipline.” The Royal Canadian Navy (RCN), Canadian Army (CA) and Royal Canadian Air Force (RCAF) MP Groups provide the policing and security services required at CAF bases and DND establishments to protect personnel, equipment and infrastructure.

The MPs have an important role in supporting the CDS priority mission to eliminate harmful and inappropriate sexual behaviour in the Canadian military (Operation HONOUR). Operation HONOUR has the mandate to support both the military as well as civilian justice systems.²⁸ Working as first responders, MPs must be committed to assisting victims of sexual violence or harassment and ensuring they have access to all available information and a support network. Once an incident is reported and the victim has obtained support and appropriate physical and mental health care services, members of the newly created Canadian Forces National Investigation Service’s Sexual Offence Response Team conduct a criminal investigation. These MP members have received training from military and civilian police as sexual assault investigators and are qualified to guide victims to appropriate services to address their immediate needs.²⁹

2.4 Performance—Achievement of Expected Outcomes (Effectiveness)

The effectiveness of the Military Police Services Program was assessed by measuring the extent to which program outcomes are being achieved. The program outcomes are identified in the program logic model ([Annex C](#)). This evaluation considered the following immediate outcomes:

- MP services are available in the quantity, requisite occupations skills and capabilities that enable the readiness and employment of multi-purpose combat capable military forces and other defence services;
- MP members have the requisite occupational, technical and procedural knowledge and skills to make them employable in their occupation; and

²⁷ Mandate letter to Minister of foreign affairs <http://pm.gc.ca/eng/minister-foreign-affairs-mandate-letter> Last consulted on October 13, 2017.

²⁸ CFPM Annual report 2015/16.

²⁹ Ibid.

- MP services are managed, coordinated, and overseen so that Military Police personnel are continually available to supply CAF readiness needs and satisfy other defence service requirements.

2.4.1 Immediate Outcome – Military Police services are available in the quantity and capabilities that enable the readiness and employment of multi-purpose combat capable Military forces and other defence services

The Military Justice System, as a Canadian Justice System, has three main components: the police, the courts and correctional services.³⁰ The Military Police Services Program supports the Military Justice System by providing professional policing, security, custody/detention and operational support services. This evaluation excluded the provision of operational support services as this activity was previously evaluated by ADM(RS).³¹ The assessment of this immediate outcome was conducted based on the following indicators and sub-indicators within the scope of the evaluation:

- Extent that DND/CAF is provided with military policing services:
 - Extent that military policing has appropriate policy and guidance;
 - Evidence of the conduct of policing activities; and
 - Evidence that the time required to complete an investigation meets service standard timelines.
- Extent that DND/CAF is provided with military security and other non-policing services:
 - Extent that non-policing services are available;
 - Extent that MP non-policing activities have appropriate policy and guidance;
 - Extent that ARAs between the Military Police Services Program and other organizations (specifically DGDS and force generators) are documented; and
 - Extent that non-policing activities meet DND/CAF requirements.
- Extent that custody and detention capabilities meet DND/CAF requirements:
 - Extent that custody and detention have policy, guidance and procedures; and
 - Extent that custody and detention infrastructure meets standards.
- Extent that the MP have the required resources:
 - Extent that sufficient personnel are available; and
 - Extent that MPs are materially supported.

³⁰ Understanding the Canadian Criminal Justice System: Statistics Canada.
http://publications.gc.ca/collections/collection_2016/statcan/CS85F0005-1993-eng.pdf. Last consulted on February 2, 2018.

³¹ 2015 CRS Evaluation of CAF Operations.

2.4.1.1 Extent that DND/CAF is provided with military policing services

Extent that military policing has appropriate policy and guidance

Key Finding 5: There is strategic policy and guidance for policing activities that meet DND/CAF requirements.

The provision of military policing requires clear strategic policy and guidance which is provided by the GC. This includes the *Military Police Professional Code of Conduct*³² and the NDA. The *Military Police Professional Code of Conduct* provides direction to all MP officers on the conduct of their responsibilities.

The NDA authorizes MPs to exercise police powers and enforce the CSD over CAF members who are in violation of the code. In 1972, the CCC included members of the Military Police in the definition of “peace officers.”³³ The Supreme Court of Canada has ruled, following this amendment, that MP members are authorized to enforce the CCC on CAF property and with respect to CAF members subject to the CSD.³⁴ The NDA identifies the four principal CFPM responsibilities noted in section 2.2 (Key Finding 2).

Evidence of the conduct of policing activities

In support and enforcement of the CSD and/or the CCC, the CFPM conducts various policing activities for the thousands of CAF and DND personnel and their families who live and work on CAF bases and establishments. The program statistics in Table 8 are evidence of the frequency and type of required DND/CAF military policing program services and activities.

3 Year Average	Calls	General Occurrences	Tickets	Parking
2008-2010	34,863	16,928	8,833	29,875
2013-2015	27,745	12,168	11,214	30,056
Variance	-7,118	-4,760	2,381	181

Table 8. Policing Statistics. This table shows the number of various policing incidents brought to the attention of the MP.³⁵

Evidence that the time required to complete an investigation meets service standard timelines

³² Military Police Professional Code of Conduct. <http://laws-lois.justice.gc.ca/eng/regulations/SOR-2000-14/FullText.html> Last consulted on February 2, 2018.

³³ CCC para 2 <http://laws-lois.justice.gc.ca/eng/acts/C-46/FullText.html>.

³⁴ *R. v. Nolan*, [1987] 1 SCR 1212 at 1222-1223. <https://scc-csc.lexum.com/scc-csc/scc-csc/en/item/229/index.do> Last consulted on February 2, 2018.

³⁵ CFPM Annual report 2011 and CFPM Annual Report 2016.

Key Finding 6: The utilization of police investigation performance indicators would support CFPM decision making.

A key to military justice is the rapid and thorough completion of MP investigations and yet it has been noted that delays are occurring because the MP are “over investigating.”³⁶ Multiple reports suggest that simple investigations should be completed within one month,³⁷ and this is supported by a CF MP Group order stating that investigators and supervisors shall attempt to have the general occurrence reports completed, concluded and distributed within 30 days of receipt of the initial complaint that led to the investigation.³⁸

The number and duration of completed investigations (clearance rate)³⁹ are key performance measures in law enforcement and are used extensively by civilian police departments.⁴⁰ The CFPM has referenced the creation of a new order that would amplify the requirement for supervisors to maintain oversight and management of simple investigations to support a 30-day timeline.⁴¹ Based upon interviews, activities are being monitored at the tactical level by supervisors, but this information is not reported to senior decision makers. However, CFPM has the Security and Military Police Information System (SAMPIS) available to store and manage performance data that can be accessed and compiled into information. This information would provide decision support from direct supervisors to senior decision makers.

ADM(RS) Recommendation

1. It is recommended that CFPM monitor the investigation time as a performance indicator of the Military Police Services Program to support decision makers.

OPI: VCDS/CFPM

2.4.1.2 Extent that DND/CAF is provided with military security and other non-policing services

The MP conduct a number of non-policing activities and tasks for which there is no GC guidance or direction. The CDS provides broad guidance by identifying these CFPM roles and functions as Force Protection, Tactical Support, and Security and Stability Operations.⁴² The 2013 CRS

³⁶ Noted in: LaSage Second review of the military justice system 2011 and Evaluation of military court martial system interviews with Judge Advocate General staff.

³⁷ Noted in Bronson Prosecution Report.

³⁸ CF MP Group Order 2-126.

³⁹ Clearance Rate (%) is expressed as a percent and is the sum of all CCC offences cleared by charge and cleared otherwise, divided by the total number of actual reported incidents. https://www.ottawapolice.ca/en/annual-report-2016/resources/2016/Crime_Trends_City_2015-2016.pdf. Last consulted on February 2, 2018.

⁴⁰ Toronto police Crime statistics <http://data.torontopolice.on.ca/pages/major-crime-indicators> and Ottawa police crime trends report https://www.ottawapolice.ca/en/annual-report-2016/resources/2016/Crime_Trends_City_2015-2016.pdf. Last consulted on February 2, 2018.

⁴¹ CF MP Group Order 2-126.

⁴² Concept of Operations: Military Police Command and Control November 17, 2012 references LFDN 03/08 as the source of the role and responsibilities.

evaluation of MP Services identified a need to clarify the divided responsibilities and accountabilities of the policing and non-policing chains of command.⁴³

Extent that non-policing services are available

Key Finding 7: Military Police non-policing services provide vital support to DND/CAF force generation and force employment

The MP provide non-policing services to DND. Table 5, in section 2.1, summarizes the security-related activities provided by the MP. At the base level for example, the Naval Military Police Group has been engaged in responding collectively to thousands of police and security-related incidents, and completing hundreds of physical security surveys.⁴⁴

In direct support of the RCAF, and tasked by 1 Canadian Air Division (CAD), the Canadian Forces Air Marshal Detail (CFAMD) provides professional security services and advice for high-status diplomatic flights using CAF aircraft. The Tactical Aircraft Security Officer (TASO) program provides support to the RCAF by ensuring the protection of CAF or other designated aircraft in transiting airfields where the level of security is unknown or unacceptable.⁴⁵ The combination of Air Marshals and TASOs provide ground and airborne security to personnel in CAF aircraft for whom personal security is assigned to the Royal Canadian Mounted Police (RCMP).⁴⁶

The Canadian Forces Protective Services Unit (CFPSU) provides security to military members and government dignitaries conducting business around the world in volatile and dangerous regions.⁴⁷ The CFPSU is a high-readiness unit, specialized and expert protective service organization capable of conducting a broad range of special protective missions in support of DND and CAF missions at home and abroad.⁴⁸

The MPSS is seconded to GAC and supports this Department by providing security services to specific Canadian foreign missions and related properties under the direction of the head of mission.⁴⁹ These services include protection of classified and administratively controlled materiel and equipment and Canadian personnel and property. The respective duties include the execution of instructions for the protection of Canadian Foreign Service missions in emergency situations. MPSS members are currently posted to 53 different foreign missions located around the world.⁵⁰ There are 101 MP positions assigned to MPSS.⁵¹ MPSS is outside the scope of this evaluation because they are funded and used exclusively by GAC.

⁴³ 2013 CRS evaluation of Military Police.

⁴⁴ CFPM annual report 2015/16.

⁴⁵ Ibid.

⁴⁶ Memorandum of Understanding between DND and the Solicitor General concerning security of CF aircraft for VIP flights dated November 3, 2003.

⁴⁷ CFPM Annual report 2015/16.

⁴⁸ Ibid.

⁴⁹ Ibid.

⁵⁰ Ibid.

⁵¹ HMRS data updated October 2, 2017 noted 101 positions assigned to MPSS.

Extent that MP non-policing activities have appropriate policy and guidance

Key Finding 8: Defence security has improved the strategic governance documentation that defines authorities, responsibilities and accountabilities of security stakeholders.

The 2013 CRS evaluation of the Military Police Services Program noted that the policy framework identifying the provision of security services was seen to be a serious concern. Throughout the evaluation, a re-occurring concern was that the MP did not have dedicated resources to respond to security needs. Rather, the security needs identified by the MP were forced to compete against other requirements of the operational commander. In 2013, the evaluation recommended that CFPM assess the security concerns and requirements of the MP and ensure that they are properly addressed. The evaluation MAP response included the following two deliverables, neither of which remained CFPM's responsibility:

- **Security Policy.** A new security policy was to be developed; and
- **Defence Security Program Master Implementation Plan (MIP).** Work on the Defence Security Program MIP was to be completed.⁵²

Strategic defence security is not a CFPM responsibility. Strategic level defence security policy and governance is the responsibility of the DGDS. A number of security responsibilities, formerly under the purview of the CFPM as the Departmental Security Officer, were realigned to the DGDS organization when it was created on March 5, 2014⁵³ to improve the coordination of defence security activities across DND/CAF. DGDS is responsible for leading, developing and managing the Defence Security Program. Specifically, DGDS is responsible for ensuring that accountabilities, delegations, reporting relationships and roles of security stakeholders and service providers are clearly defined, documented and communicated. DGDS is also responsible for measuring performance on an ongoing basis to ensure that an acceptable level of residual risk is not exceeded.⁵⁴ Therefore, DGDS plays a leadership role in identifying the MP defence security ARAs.

Extent that ARAs between the Military Police Services Program and other organizations (specifically DGDS and force generators) are documented

Key Finding 9: Defence security lacks the linkage to the operational and tactical level governance documentation that clearly defines the authorities, responsibilities and accountabilities of security stakeholders including the Military Police.

The NDSOD assigns CFPM the following strategic security responsibilities:

- detention and custody;
- executing the DND and the CAF physical security program;
- advising local supervisors and managers on security;
- investigating security incidents in accordance with their mandate;

⁵² 2013 CRS evaluation of Military Police MAP response to recommendation 1.

⁵³ NDHQ organization change signed by CDS on March 5, 2014.

⁵⁴ Annex A to NDSOD Chapter 1: National Defence Security Program and Responsibilities.

- providing criminal intelligence in support of the Defence Security Program;
- overseeing the provision of protective security measures for DND employees, CAF members and their personnel, information, assets and resources;
- responding to critical incidents, disasters and emergencies;
- providing trained Military Police Critical Incident Commanders for critical incidents;
- support On-Scene Controller – Emergency Response and local commander in case of disasters and emergencies; and
- technical and training authority for the Unit Security Supervisor course.⁵⁵

The linkage from strategic level guidance to the operational security functions is lacking. The evaluation could find no formal documentation that identifies the MP security ARAs at the base/formation level. For example, as noted earlier, the NDSOD identifies that the CFPM is responsible for executing the DND and the CAF physical security program. However, there are no CFPM responsibilities identified in the specific physical security NDSOD chapter other than that MP are responsible for conducting physical security surveys.⁵⁶ Clearly defined ARAs at the strategic level are required to support the operational tactical level ARAs.

ADM(RS) Recommendation

2. It is recommended that security orders and directives include CFPM responsibilities.

OPI: VCDS/DGDS

OCI: CFPM

Extent that non-policing activities meet DND/CAF requirements

Key Finding 10: Formal authorities, responsibilities and accountabilities are required between CFPM and Level 1s for non-policing Military Police activities.

The role and responsibility of the CFPM/Comd CF MP Group is dependent on the activity the MP member is conducting or the organization in which the MP member is employed. For policing, regardless of location, the CFPM/Comd CF MP Group is in command of the MP member conducting the policing services. For non-policing MP tasks, such as Air Marshal and TASO, the CFPM/Comd CF MP Group is responsible for ensuring that policing services are not adversely affected by the temporary utilization of MP members. ARAs are not available to ensure this occurs seamlessly.

The MP provide support to the DND/CAF Air Marshal capability. In direct support of the RCAF, as tasked by 1 CAD, the CFAMD provides professional security services and advice for high-status diplomatic flights using CAF aircraft. While the Comd CF MP Group commands CFAMD, the Group does not task nor train CFAMD. The CFAMD's exclusive mission focus is

⁵⁵ NDSOD Chapter 1: National Defence Security Program and Responsibilities.

⁵⁶ NDSOD Chapter 5: Physical Security.

to implement and maintain first-line protective measures for both CAF assets and passengers travelling on CAF Aircraft.⁵⁷

The MP also provide the DND/CAF TASO capability. The TASO program provides support to DND/CAF security ensuring the protection of CAF or other designated aircraft in transiting airfields where security is unknown or unacceptable through close-in security. As well, TASOs help conduct a series of missions in support of Operation PROVISION, the federal government's commitment to bring Syrian refugees to Canada. TASOs participated in 28 missions abroad in 2015 in direct support of operations in Kuwait, Iraq, South Sudan, Egypt and Afghanistan. The demand for TASOs is expected to increase.⁵⁸

The lack of ARAs for non-policing tasks causes resource challenges to the conduct of military policing services. For example, TASO qualified Air Force Military Police Group members, whose primary function is policing, are often tasked to perform the TASO duty and unable to fulfill their primary duty. The overall impact of Air Marshal and TASO tasks on policing can be significant. A maximum number of concurrent missions that can be conducted has not been determined.⁵⁹ The lack of ARAs results in potential conflicts when resource decisions involve dual roles as the MPs work for the CFPM conducting policing activities and the RCAF for TASO and Air Marshal Tasks. The inclusion of levels of support for non-policing tasks would identify the resources required to support both policing and non-policing tasks.

ADM(RS) Recommendation

3. It is recommended that, with VCDS support, CFPM document authorities, responsibilities and accountabilities and identify the level of support required for Military Police non-policing activities.

OPI: VCDS/CFPM

OCI: VCDS and L1s who utilize the Military Police for non-policing activities.

2.4.1.3 Extent that custody and detention capabilities meet DND/CAF requirements

The CFPM is responsible for custody, detention, and imprisonment of military personnel. Custody occurs before sentencing when a person's (such as an arrestee) freedom is directly controlled and limited by a person with legal authority.⁶⁰ Military Police have a duty to receive personnel into service custody.⁶¹ Detention occurs after sentencing when a person has been tried and found guilty of an offence and sentenced to a period of incarceration by a summary trial or a

⁵⁷ CFPM Annual report 2015/16.

⁵⁸ Ibid.

⁵⁹ TASO and Air Marshal Briefing Notes to commander 1 Canadian Air Division May 2016.

⁶⁰ CF MP Group Order 2-360 Arrest and pre-trial custody.

⁶¹ NDA section 158 (3) and QR&O section 105.14 duty to receive into service custody

<http://www.forces.gc.ca/en/about-policies-standards-queens-regulations-orders-vol-02/ch-105.page#cha-105-31> Last consulted on February 2, 2018.

court martial.⁶² Detention is for minor offenses and imprisonment is for major offenses requiring appropriate facilities.⁶³ Detention is conducted in either the Canadian Forces Service Prison and Detention Barracks (CFSPDB) located in Edmonton, Alberta or in one of 22 CAF designated UDRs at select CAF bases.⁶⁴

Extent that custody and detention have policy, guidance and procedures

Key Finding 11: There are policy guidance, orders and procedures for pre-trial service custody. However, the policy guidance, orders and procedures for post-trial committal are lacking.

The 2013 CRS evaluation of the Military Police Services Program recommended that CFPM report on the progress and plans to rectify custody and detention procedures.⁶⁵ The MAP included the development of two CF MP Group orders - Pre Trial Service Custody and Post Trial Committal to Service Custody, which deals with detention and imprisonment, with emphasis on individual responsibilities, processes and duty of care. Orders were to be drafted by January 15, 2014 and promulgated by spring 2014.

Progress on the MAP has not yet reached completion. In 2015, the CFSPDB continued working on strategic and operational projects, providing instructions on detainee handling as well as recommendations on improving CAF UDRs. It also provided recommendations to the CFPM for the promulgation of separate CF MP Group orders on pre- and post-trial service custody at UDRs.

There is sufficient strategic direction on Pre-Trial Service Custody. The CF MP Group Order entitled “Arrest, Release and Pre-Trial Custody” was released on January 18, 2016. The order utilizes military and civilian legal references⁶⁶ and expands on the strategic direction by defining condition-based observations that exceed the Queen’s Regulations and Orders (QR&O) minimum requirement.⁶⁷ The CF MP Group Order for Post-Trial Custody has yet to be promulgated.

ADM(RS) Recommendation

4. It is recommended that CFPM complete and promulgate the post-trial committal to service custody procedures.

OPI: VCDS/CFPM

⁶² CF MP Group Order 2-360 Arrest and pre-trial custody.

⁶³ 2013 CRS evaluation of Military Police.

⁶⁴ CAF UDR Remedial Analysis and recommendations BN September 2017.

⁶⁵ 2013 CRS evaluation of Military Police Services.

⁶⁶ References include the *Canadian Charter of Rights and Freedoms*, the CCC and the *Identification of Criminals Act*.

⁶⁷ CFPM HQ GP Order 2-360.4A Pre-Trial Service Custody Guard Briefing.

Key Finding 12: The policy and guidance on detention room inspection and certification requires clarification.

The CAF has three different levels of detention facilities. Operational detention facilities are temporary facilities utilized during operations.⁶⁸ Additionally, there are 25 UDRs located at selected CAF bases that provide short-term (up to 14 days)⁶⁹ detention capability. Finally, the CFSPDB provides detention (up to 90 days) and long-term (up to two years) imprisonment services. CFSPDB also provides custodian training and related technical advice and guidance to the CAF.⁷⁰

The 2013 CRS evaluation recommended that CFPM report on the progress and plans to rectify custody and detention facilities. In response, CFPM noted that the state of most Service Custody facilities in the CAF except for the CFSPDB was deficient and that extensive upgrading would be required to improve safety, functionality and compliance with standards. The MAP stated that “A specification guide for the construction and renovation of service custody facilities has been produced. This guide will enable the CF MP Group to assess all UDRs. Once completed, the CFPM will make recommendation to the VCDS on those facilities that require upgrading or potential closing. Implementation of these upgrades is beyond the scope of CF MP Group budget and will require additional funding. The condition of UDRs will be established by May 2014 with a recommendation to the VCDS in the Fall of 2014.”⁷¹

CFPM conducted an analysis of the UDRs. The final report was generated on December 17, 2014. The purpose of the analysis was to assess the risks to persons in service custody at CAF UDRs; to make recommendations on the continued use of individual facilities; and to identify ways to improve the safety and security of incarcerated persons. The report led CFPM to direct the implementation of operational restrictions and interim measures for CAF Service Custody facilities.⁷² Restrictions were placed on 13 of the 25 UDRs.⁷³

Strategic policy, guidance and procedures for custody facilities are required to standardize the management of these facilities. The actions taken by the CFPM have resulted in improvements being made to custody facilities. However, CFPM must formalize the process to ensure that this is not a one-time UDR review. The UDR procedures also require formalization. One of the bases affected by a restriction modernized its UDRs to meet the standards, and experienced recertification delays due to a lack of a defined certification process.⁷⁴ A policy could formalize the inspection and certification process. This could include formal inspection schedules, standards and the processes for restrictions and recertification.

⁶⁸ MP support to Operations is excluded from the scope of this evaluation.

⁶⁹ CF Service Custody Specification guide October 25, 2012.

⁷⁰ CFPM annual report 2015/16.

⁷¹ 2013 CRS evaluation of Military Police MAP response to recommendation 2.

⁷² CF MP Group order – CAF service custody facilities operational restrictions and interim measures July 17, 2015.

⁷³ Report on the analysis of Canadian Armed Forces Unit Detention rooms December 17, 2014.

⁷⁴ Interview with Canadian Army base staff.

ADM(RS) Recommendation

5. It is recommended that CFPM generate policy and procedures for inspections, restrictions and certification of detention facilities.

OPI: VCDS/CFPM

OCI: ADM(IE)

Extent that custody and detention infrastructure meets standards

Key Finding 13: The CFPM is not represented on the Infrastructure and Environment Portfolio Management Committee nor the Infrastructure and Environment Management Board leading to difficulties in informed decision making regarding detention infrastructure.

The CFPM must be able to raise MP infrastructure-related issues and concerns to the appropriate infrastructure governance and decision-making committees. While commands are responsible for infrastructure O&M, the CFPM is responsible for funding any new construction regarding a new policing-specific infrastructure capability.

CAF Infrastructure decisions are made at the Infrastructure and Environment Management Board attended by ADM and Director General level personnel. This board is supported by the Infrastructure and Environment Portfolio Management Committee whose membership includes Director General and Director level personnel.⁷⁵

The MP lack senior-level representation at both the Infrastructure and Environment Management Board and the Infrastructure and Environment Portfolio Management Committee. While there may be support for MP infrastructure investment at the base level, it is not clear that the environmental Commanders could support CFPM requirements at the senior levels. Additionally, VCDS staff interviewees confirmed the challenge of identifying and representing CFPM and other joint infrastructure requirements. The lack of representation of CFPM at key infrastructure requirements meetings limits the information available to the senior decision makers to prioritize and address CFPM infrastructure requirements.

ADM(RS) Recommendation

6. It is recommended that VCDS ensure that CFPM requirements are represented in decisions affecting MP infrastructure at appropriate committees and boards.

OPI: VCDS

OCI: CFPM/ADM(IE)

2.4.1.4 Extent that Military Police have the required resources

⁷⁵ ADM(IE) Governance overview July 2017.

Extent that sufficient personnel are available

Military Police are challenged to meet resource requirements. As Table 3 denotes, the shortfall of MPs is trending upwards from 50 in 2012 to 113 in 2016. MP officers were short 21 and the MP NCMs 92 personnel.⁷⁶ This shortfall is not attributable to MP specific training as the Canadian Forces Military Police Academy has the capability to increase training requirements as was done with the increase from 230 students in 2014 to 317 students in 2016.⁷⁷ Additionally, the MP personnel shortage is further challenged by high-priority non-policing tasks such as the MP positions dedicated to MPSS and additional resources required to support non-policing services.⁷⁸

Extent that Military Police are materially supported

Key Finding 14: Military Police specific equipment lacks a formal Lifecycle Materiel Management support structure.

The MP require materiel support in the conduct of policing and non-policing tasks. The CFPM is responsible for the military specific equipment required to support the policing task.⁷⁹ The supported commanders (e.g. RCN, CA and RCAF) are responsible for providing the environmental specific equipment necessary to support MP services.⁸⁰ The evaluation did not examine the acquisition and management of environmental specific equipment as this is covered by other evaluations.

The MP lack a formal Life Cycle Materiel Management (LCMM) support governance structure for MP specific equipment. The Military Police have utilized policies and direction with respect to the acquisition of MP specific materiel; for example, CF MP Group Order 2-850 provides direction on the equipment for MP vehicles. While this structure enables the acquisition of equipment, it does not define the required in-service support.

ADM(Mat) and ADM(IM) are responsible for providing materiel support in their specific areas. ADM(Mat) is responsible for the provision of LCMM support for military equipment.⁸¹ Specifically, the Director General Land Equipment Procurement and Management (DGLEPM) is responsible for ensuring that a sufficient quantity and quality of common equipment and materiel is available for the CAF to meet the readiness requirements of the CA and the CAF.⁸² DGLEPM provides LCMM support for certain pieces of MP equipment such as ballistic armor but does not provide this service for other items such as MP vehicles.⁸³

⁷⁶ Based upon HR table in resources section.

⁷⁷ Student data provided by Canadian Forces Military Police Academy.

⁷⁸ HMRS data updated October 02, 2017 noted 101 positions assigned to MPSS.

⁷⁹ CDS CONOPS Military Police Command and Control November 17, 2012.

⁸⁰ Mutual Support Agreement between CFPM and Commander RCAF January 23, 2014.

⁸¹ Defence Terminology Bank: That maintenance beyond the established capabilities of second line maintenance organizations and normally provided by resources administered by NDHQ (e.g. depots and contractors). Normally established to provide third level maintenance.

⁸² DND Performance Measurement Framework FY 2013/14.

⁸³ Interview with CFPM staff.

ADM(IM) is responsible for the planning, development, delivery and support of innovative IM/IT capabilities that enable successful CAF Operations and the achievement of DND and GC objectives.⁸⁴ LCMM support is required for MP-specific IM systems such as SAMPIS. The following extract refers to LCMM and highlights a problem area: “The Commission faced a number of document management problems specifically related to the uniqueness and idiosyncrasies of SAMPIS.”⁸⁵

Documentation, such as Mutual Support Agreements (MSA) that identify who is responsible for equipment LCMM functions, lacks the necessary fidelity to support MP LCMM requirements. For example, the Defence Security Master Implementation Plan states “that as agreed to in the respective MSAs, the supporting commander is responsible for providing, coordinating and monitoring the IM/IT services and support for the MP units in both the classified and unclassified domains but, as corroborated through interviews, does not address all MP life-cycle requirements.

The creation of a formal LCMM structure would address materiel support requirements and identify L1 responsibility for each piece of equipment (Military Police specific and element specific) utilized by the MP.

ADM(RS) Recommendation

7. It is recommended that CFPM, with the support of ADM(Mat) and ADM(IM), assess the equipment utilized by the Military Police with the aim to identify and formalize the materiel responsibility and support requirements.

OPI: VCDS/CFPM

OCI: ADM(Mat), ADM(IM)

2.4.2 Immediate Outcome – Military Police members have the requisite occupational, technical and procedural knowledge and skills to make them employable in their occupation

The assessment of this outcome was conducted based on the following indicators for the MP and MPO occupations within the scope of the evaluation:

- Extent that MP training needs are met; and
- Extent that a lessons learned process is in effect.

⁸⁴ ADM(IM) Mission statement <http://admim-smagi.mil.ca/en/about/who-we-are.page> Last consulted on February 2, 2018.

⁸⁵ Final report on the Fynes Public Interest Hearing paras 148-150 <http://www.mpcc-cppm.gc.ca/01/1400/3700/2011-004/index-eng.aspx> Last consulted on February 2, 2018.

Extent that MP training needs are met

Key Finding 15: CFPM governance and oversight on police training has improved but further work remains.

Military Police activities are performed by two distinct military occupations; the Military Police Officer and the MP NCM. The majority of their training is given at the Canadian Forces Military Police Academy (CFMPA) where they receive both occupational and specialty training. The CFMPA has averaged 265 students annually in the period from 2012-2017 spread over nine courses.⁸⁶ Training is also received from other police training sources. For example, in 2015, more than 100 qualified MP members acquired additional specialized skills and knowledge through more than 300 days of training courses at various police training institutions such as the RCMP Academy, the Canadian Police College, the Ontario Police College, the Atlantic Police Academy, the Force Science Institute in the United States, the NATO School and others.⁸⁷

The 2013 CRS evaluation recommended that CFPM conduct a review of training needs for occupation as well as specialty training for all Military Police. CFPM's response included a plan to convene the CF MP Group Training Steering Committee in February 2014. This committee was to include membership from all subgroups of the CF MP Group and CFMPA and address the issues identified in the report by validating the requirements and identifying champions and milestones where appropriate.⁸⁸

The CFPM has taken steps to improve governance and oversight of training. For example, the CF MP Group Training Steering committee is in operation.⁸⁹ The CFPM has also commenced training standards visits to the CFMPA. The aim of the visits is to measure and maintain performance while encouraging best practices and discovering potential issues. Visits were conducted in 2016 and 2017 and identified areas for improvement.⁹⁰ To facilitate the formation of a governance structure, CFPM created a separate volume of CF MP Group Orders specifically dedicated to MP training. The volume includes areas for general administration, selection training, and occupation management.

This evaluation has revealed that the completion of the CF MP Group Orders is required. While CFPM has an order that describes the MP individual training and education management system and associated responsibilities,⁹¹ 29 of the 41 training CF MP Group Orders have not yet been completed. The promulgation of the orders will provide much needed training direction and guidance to MP members. It is suggested that the structure also document and reference the MP specific training conducted by other L1 organizations such as TASO and Air Marshal Courses.

⁸⁶ Throughput for MP Training at the CFMPA was derived from MP Military Individual Training and Education (MITE) system.

⁸⁷ CFPM Annual report 2015/16.

⁸⁸ 2013 CRS evaluation of Military Police.

⁸⁹ October 11, 2017 meeting agenda and presentation located on the MP SharePoint site.

⁹⁰ Training Standardization Visit Reports May 10, 2016 and June 17, 2017.

⁹¹ CF MP Group Order 3-301 on the MP individual training and Education Management System April 19, 2016.

ADM(RS) Recommendation

8. It is recommended that CFPM ensure training documentation, such as CF MP Group training orders, is completed.

OPI: VCDS/CFPM

Extent that a lessons learned process is in effect

Key Finding 16: A robust Lessons Learned program to support Military Police activities is not complete.

The 2013 CRS evaluation recommended that CFPM implement and monitor a robust system of capturing and analyzing post-operation lessons learned (domestic and international) with a view to qualitatively analyze and institutionalize their capture and usage. CFPM directed the establishment of a lessons analysis, dissemination and archiving capability. With the establishment of this new capability, a comprehensive lessons learned program will be developed that is focused on not just observing lessons but following through and ensuring lessons are incorporated into MP doctrine, policy, procedures, orders and training (June 2015).⁹²

The CFPM has made progress on a lessons learned program. An MP lessons learned program has been drafted and is in the testing phase.

ADM(RS) Recommendation

9. It is recommended that CFPM complete and implement the MP Lessons Learned program to further reduce risk in operations, training, and governance.

OPI: VCDS/CFPM

2.4.3 Immediate Outcome – Military police services are managed, coordinated, and overseen so that Military Police personnel are continually available to supply CAF readiness needs and satisfy other defence service requirements

The assessment of this outcome was conducted based on the following indicators for the MP officer and MP NCM occupations within the scope of the evaluation:

- Extent that Internal ARAs within the MP organization are documented; and
- Extent that the CF MP Group structure meets responsibilities, tasks and resources.

The current MP governance structure was established in 2011. The governance model provides the CFPM full command over the MP for the purpose of policing functions. However, the

⁹² 2013 CRS evaluation of Military Police MAP response to recommendation 5.

operational chain of command retains command over the security function conducted by the MP for security and other non-policing activities.

Key Finding 17: CF MP Group HQ is not operating at full operational capability – the roles and responsibilities of CFPM as a force generator and force employer are contributing to the delay.

The CFPM has the responsibilities of both a force employer and a force generator. As a force employer, CFPM is responsible for the policing conducted by any unit or other element under his or her command including during operations. As a force generator for personnel, CFPM is the designated training authority and conducts MP training through the CFMPA. CFPM is also the MP occupational advisor. For Military Police specific equipment, CFPM is the Project Sponsor.

The CF MP Group HQ was created without conducting a fulsome resource analysis. The reorganization of the CFPM in 2011 was conducted under the guidance that new responsibilities be undertaken without any increase in personnel resources. The evaluation could not find any documentation that the reorganization was conducted using a task-to-resource analysis. Other force generators include a Directorate of Requirements with the specific role of conducting task-to-resource analysis. A Directorate of Requirements is responsible for acting as the project sponsor for the procurement of new equipment and is the interface to materiel managers such as ADM(Mat) and ADM(IM). Without the existence of a requirements identification directorate, CFPM has had to improvise tactical solutions as challenges arise such as utilizing CF MP Group Orders as a vehicle to document equipment specifications and requirements.

A task-to-resource analysis would be beneficial in two specific areas. First, it would identify the resources required to fulfill the CFPM force generator, force development and force employer responsibilities. Second, it would clarify and document the ARAs internal to the CF MP Group Headquarters.

ADM(RS) Recommendation

10. It is recommended that CFPM conduct a task-to-resource analysis that encompasses the CF MP Group Headquarters and CFPM responsibilities.

OPI: VCDS/CFPM

Annex A—Management Action Plan

VCDS Comment: I would like to thank ADM(RS) staff for all of the work that they conducted to deliver this detailed evaluation of Military Police Services. Identified recommendations are constructive and beneficial and, when addressed, will certainly improve the delivery of policing, custody, and security services in support of Canada’s defence policy, *Strong, Secure, Engaged*.

Policing Analytics

ADM(RS) Recommendation

1. It is recommended that CFPM monitor the investigation time as a performance indicator of the Military Police Services Program.

Management Action

CF MP Group consultation with numerous Canadian police services confirmed that no service is instituting specific timelines to conduct varying types of criminal investigations for the predominate reason that it may impede prosecutor efforts due to a perception that the police service hurried through the investigative process. Notwithstanding, it is a responsibility of investigation supervisors to ensure that all investigations are done in an effective, efficient, and timely manner. CF MP Group’s Records Management System (RMS) is SAMPIS. A General Occurrence (GO) file is generated in SAMPIS, and all investigation information gathered during the MP investigation is attached to the GO.

Action Plan 1.1 – To ensure reports are done in a timely manner, CF MP Group will amend current policy to clearly articulate that an “administrative text inclusion” will be attached to all GO reports when 30 days of non-investigative action occurs to explain/justify the reasons for inaction. Specifically, upon the creation of a GO, a follow-up diary date entry of 29 days will be established to ensure a notification warning. Further, with the approval of two Class B LCol positions, CF MP Group HQ will reinvigorate a policing oversight capability within the J5 function. A SAMPIS system-wide notification (software) rule will then be created to send notification to the J5 who will be given the responsibility to monitor/supervise SAMPIS and ensure GO diary date entries are adhered to.

Action Plan 1.2 – Currently, SAMPIS as an RMS system is not capable of performing statistical analysis such as investigative timelines in relation to specific crimes or general crime trends etc. The CF MP Group recognizes the requirement to provide DND/CAF with more in-depth statistical analysis of MP reports and, therefore, is pursuing an information technology project with ADM(IM) to produce this capability utilizing SAMPIS data.

OPI: VCDS/CFPM

Target Date: Action Plan 1.1 – Creation of SAMPIS Rule (30 day notification) operational September 2018. Action Plan 1.2 – SAMPIS Statistical analysis capability implemented December 2019.

CF MP Group support to DGDS

ADM(RS) Recommendation

2. It is recommended that security orders and directives include CFPM responsibilities.

Management Action

Action Plan 2.1 – While direction for MP responsibilities at all levels is articulated in context throughout the NDSOD, greater clarity can be achieved. Such clarity will come with the cyclical review of each NDSOD chapter, for which the DGDS Policy Section currently has a schedule, and will seek CF MP Group collaboration as part of the process. This ongoing review of the MP responsibilities will commence with NDSOD Chapter 1, which will articulate the CF MP Group security responsibilities down to the base level.

OPI: VCDS/DGDS/DDSPTA

OCI: CFPM

Target Date: December 2019

CF MP Group support to L1s

ADM(RS) Recommendation

3. It is recommended that, with VCDS support, CFPM document authorities, responsibilities, and accountabilities and identify the level of support required for Military Police non-police activities.

Management Action

In accordance with (IAW) the *National Defence Act* (NDA), the CFPM is solely responsible for policing the DND/CAF. As Comd CF MP Group, the CFPM directs policing, custody and security services for DND/CAF. It acknowledges that L1s want MP to perform a variety of specific Force Protection (FP) tasks besides the directed policing, custody, and security services. For example, 1 CAD utilizes MP to conduct TASO/Ground Security FP tasks. The continued evaluation of these tasks has reached a point that they now significantly hinder the CFPM/Comd CF MP Group to deliver policing, custody, and security services.

Action Plan 3.1 – Upon completion of initiatives associated to recommendations 2, 4, and 10 CF MP Group will confirm resources required to effectively and efficiently deliver policing, custody, and security services to DND/CAF. CF MP Group will then initiate discussion with each L1 to identify and validate additional FP tasks that L1s want MP to perform. VCDS will then arbitrate the delivery of additional tasks with other L1s.

OPI: VCDS/CFPM

Target Date: Action Plan 3.1 - Report on MP resource requirements completed December 2019

Detention and Imprisonment in the CAF

ADM(RS) Recommendation

4. It is recommended that CFPM complete and promulgate the post-trial committal to service custody procedures.

Management Action

Reference: A. DAOD 1000-8, dated January 20, 2017

Service Custody is categorized into two distinct groups: detention incidental to arrest that is a CFPM/Comd CF MP Group responsibility, as well as detention and imprisonment that is the responsibility of the VCDS (ref). The CFPM has examined different alternatives to conduct detention incidental to arrest rather than detaining persons subject to the code of service discipline in MP cells. The major hindrance of an alternative service delivery such as contracting out detention incidental to arrest services relates to the legal requirement for a “military guard” to oversee the supervision of the person in detention.

Detention and imprisonment in the CAF is currently executed in either the CFSPDB or those facilities designated as UDRs. The CFPM/Comd CF MP Group is responsible for CFSPDB operations; however, policies pertaining to personnel committed to CFSPDB reside in the NDA and QR&Os. The same holds true for persons sentenced to detention in designated UDRs; the CFPM/Comd CF MP Group oversees UDR operations without any authority to issue detention policy. As current detention and imprisonment policy does not align with how operations currently occur, there is an essential need to review and update the policy with consideration to how imprisonment and detention services should actually be delivered in the future.

Action Plan 4.1 - CF MP Group will draft an Order pertaining to Post-Trial Committal and forward the Order to the VCDS for approval IAW ref. This order can then be utilized as a catalyst for the VCDS to conduct a review of detention and imprisonment policy in the CAF.

OPI: VCDS/CFPM

Target Date: Action Plan 4.1 - Draft Post-Trial Committal Order delivered to VCDS September 2018

Certification of UDRs

ADM(RS) Recommendation

5. It is recommended that CFPM generate policy and procedures for inspections, restrictions, and certification of detention.

Management Action

Action Plan 5.1 - Maintenance and recertification of UDRs is currently being facilitated with a draft CF MP Group Order. Further to recommendation 4, the draft Order will be provided to the VCDS for approval as CF MP Group does not have authority over UDR policy.

OPI: VCDS/CFPM

Target Date: Action Plan 5.1 - Draft UDR Recertification Order delivered to VCDS September 2018

CF MP Group Infrastructure

ADM(RS) Recommendation

6. It is recommended that VCDS ensure that CFPM requirements are represented in decisions affecting MP infrastructure at appropriate committees and boards.

Management Action

Action Plan 6.1 - VCDS and ADM(IE) Chief of Staff (COS) Real Property (RP) Ops will review terms of reference for the L1 Real Property Steering Committee (RPSC) and amend as required to ensure all VCDS L2, including CF MP Group, are fully represented as members at the RPSC. This will ensure the capture of MP-related infrastructure requirements is communicated to Real Property Operational Committee (RPOC) through VCDS L1 RP Advisor (resident in ADM(IE)).

OPI: VCDS

OCI: CFSU(O), CF MP Group, ADM(IE) COS RP Ops

Target Date: April 30, 2018

Materiel Support to CF MP Group

ADM(RS) Recommendation

7. It is recommended that CFPM, with the support of ADM(Mat) and ADM(IM), assess the equipment utilized by the Military Police with the aim to identify and formalize the materiel responsibility and support requirements.

Management Action

Discussions have commenced at the General Officer/Flag Officer level between the CFPM and ADM(Mat) and ADM(IM) in order to establish a more robust structure and process to address capability and force development issues, as well as long-term sustainability and in-service support for MP personnel equipment and IT-related support systems. Key to furthering the success of this recommendation is for the CF MP Group to understand which cell or directorate within either ADM(IM) or ADM(Mat) it is to align with to pursue MP equipment lifecycle management issues. Establishing ownership of these tasks will be followed by the analysis of an MP force development structure internal to CF MP Group as part of the MP Force Structure Review in recommendation 10.

Action 7.1 – MP LCMMs identified in ADM(Mat) and ADM(IM).

Action 7.2 – MP Force Structure Review to include analysis of an MP force development structure.

OPI: VCDS/CFPM

Target Date: Action Plan 7.1 - Identification of MP LCMMs June 2018. Action Plan 7.2 – Force Development structure analysis as part of MP Force Structure Review December 2019

CF MP Group Orders

ADM(RS) Recommendation

8. It is recommended that CFPM ensure training documentation, such as CF MP Group Training Orders, is completed.

Management Action

The CF MP Group Orders are split into three volumes: administrative, police policies & technical directives, and training. The creation of these three volumes initially appeared to be an achievable task; however, the Group has not been able to complete its most important volume (police policies & technical directives) due to the lack of HQ staff as well as the ever-evolving judicial reforms and amendments to Canadian policing practices and norms. Specifically, police policy has been virtually fixed in a continuous cycle of reviewing and amending a few key policing orders without any opportunity to draft, review, and promulgate new policing orders.

Action Plan 8.1 - CF MP Group's priority is to complete Volume 2 (police policies & technical directives). As CF MP Group does not have the needed internal resources to complete Volume 2, the Group is pursuing a contractual solution to draft the remaining Orders. Judge Advocate General (JAG) will then be solicited to provide a surge capability of additional legal staff to review the draft Orders. Upon legal review, Volume 2 orders will be appropriately promulgated. Lastly, an AS-01 Policy Administrator position is being created to maintain Volume 2.

Action Plan 8.2 – To address Volume 3 (training), CF MP Group will conduct an immediate analysis to identify training orders that need to be drafted. As CF MP Group HQ is contracting Volume 2, it will include an option to also contract Volume 3 if it is assessed as the most appropriate option.

OPI: VCDS/CFPM

Target Date: Action Plan 8.1 – Statement of Work completed May 2018 (funding required).
Action Plan 8.2 – Analysis report completed August 2018.

Lessons Learned Capability

ADM(RS) Recommendation

9. It is recommended that CFPM complete and implement the MP Lessons Learned program to further reduce risk in operations, training, and governance.

Management Action

Reference: A. 1258-200(CRS), Evaluation of Military Police Services, dated December 2013

IAW ref A, CF MP Group developed and promulgated a Lessons Learned (LL) directive for deployed CAF operations. While the directive proved valuable, CF MP Group was unable to fully initiate an LL capability due to being unable to dedicate the required staff personnel.

Action Plan 9.1 - This aforementioned directive is being further broadened to include all Group services: policing, custody, and security. The revised CF MP Group LL directive is scheduled to be promulgated no later than April 2018.

Action Plan 9.2 – To maintain the Group’s LL capability that will utilize established CAF capabilities such as Share Point LL Collection Tool (SPLLCT) and Knowledge Management System (KMS), CF MP Group will create two Class B positions (Maj and MWO) to perform the J7 LL/J Doctrine function. Staffing of the Reserve positions is ongoing with an expectation that they will need to be advertised for 90 days.

OPI: VCDS/CFPM

Target Date: Action Plan 9.1 - New revised directive promulgated April 2018. Action Plan 9.1 – LL capability operational October 2018 (dependent on hire of Reserve personnel).

CF MP Group Capability Review

ADM(RS) Recommendation

10. It is recommended that CFPM conduct a task-to-resource analysis that encompasses the CF MP Group Headquarters and CFPM responsibilities.

Management Action

IAW the NDA, the CFPM is ultimately responsible for policing in the DND/CAF. The CFPM is also responsible for the delivery of custody and security services. CF MP Group is currently conducting a Military Police Forces Structure Review (MPFSR) to determine the resources required to effectively and efficiently discharge policing services in Canada. The MPFSR report is estimated to be completed in April 2018. Since the inception of CF MP Group, the HQ has lacked the staff to conduct all required duties. Attempts to add additional personnel to the HQ such as HR, signals, and intelligence specialists through the Director Training and Education Policy process have all been unsupported.

Action Plan 10.1 – Upon completion of the MPFSR and the initiatives associated with recommendations 2 and 4, the CFPM/Comd CF MP Group will be able to definitively identify the resources required to deliver policing, custody and security services on defence establishments in Canada.

Action Plan 10.2 – Subsequent to liaison with Defence Renewal (DR) staff, it is recommended that DR be tasked to work with CF MP Group and evaluate the HQ manning and structure. CF MP Group will then develop a MIP to execute the needed changes.

OPI: VCDS/CFPM

Target Date: Action 10.1 – Completion of the MPFSR December 2019. Action Plan 10.2 – Draft MIP delivered to VCDS December 2018 (DR support required).

Annex B—Evaluation Methodology and Limitations

1.0 Methodology

1.1 Overview of Data Collection Methods

The findings and associated recommendations of this evaluation are supported by multiple lines of evidence collected through qualitative and quantitative research methods. Information and data collected from relevant sources were analyzed to inform conclusions on the relevance and performance of the program.

Key activities of the evaluation were grouped together to determine the expected outcomes of the program as defined in the logic model. Performance indicators (PIs) were identified for each outcome to assess the performance of the Military Police Services Program. Outcomes and their associated PIs are listed in the Evaluation Matrix, at [Annex D](#).

The data for each performance indicator was collected using one or more of the following research methods:

- Literature review;
- Document review;
- Key informant interviews; and
- Administrative and financial data reviews.

1.2 Details on Data Collection Methods

1.2.1 Literature Review

A literature review was undertaken to identify comparisons with other Police Forces.

1.2.2 Document review

A document review was completed to provide a thorough picture of the purpose, scope, and mandate of the Military Police Services Program as well as to enable visibility into the larger organizational and operational context in which the program operates. Core program documents were used to establish parameters regarding program delivery and as a source of data to support evaluation of performance.

The documents reviewed during the implementation phase of the evaluation included:

- GC direction and related documents, such as Canada’s 2017 defence policy – *Strong, Secure, Engaged*.
- Policy, legislation and related accountability documents, such as: Departmental Administration and Operation Directives, Departmental Performance Reports, and Reports on Plans and Priorities;
- Strategic documents and plans; and

- Military Police Services Program documents and plans, such as Business Plans and Strategic Plans.

1.2.3 Key Informant Interviews

Key stakeholders who contributed to interviews were located within or close to the National Capital Region. Interviews were conducted with key senior stakeholders from the CF MP Group Headquarters, Director General Defence Security, RCAF Provost Marshal and CFB Petawawa.

The interviewees were provided an interview guide in advance. Interview guides were tailored to each individual, and interview questions were aligned with the PIs indicated in the evaluation matrix. The evaluators transcribed the notes taken during the interviews in an evidence matrix with a view to regroup all of them according to related PIs and to make a conclusive analysis.

1.2.4 Administrative and Financial Data Reviews

Financial and administrative data for the Military Police Services Program were reviewed and analyzed. This included existing program data as well as data requested from the program staff.

2.0 Limitations

In this section, limitations affecting the evaluation are identified and assessed. A mitigation strategy is also stated to acknowledge how the evaluation attempted to overcome those limitations. The limitations and mitigation strategies are summarized in Table B-1.

Limitation	Mitigation Strategy
Target evaluation with limited time. The evaluation was constrained by time to meet departmental reporting requirements.	The scope was narrowed by restricting this evaluation to an assessment of progress against prioritized issues from the previous evaluation of 2013. Data gathering was limited to the amount necessary in order to determine realistic findings.
Lack of centralized financial data covering the Military Police Program.	Existing data was leveraged to the extent possible. The evaluation team had to rely on all other available sources information (interviews, questionnaires) as evidence to support the evaluation findings.
Interview bias. Interviews may lead to perceptions and interpretations of facts and evidence.	Insights derived from interviews require corroboration from multiple sources: either from quantitative data or from agreement with other interviewees. Validation through saturation and triangulation was employed.

Table B-1. Evaluation Limitations and Mitigation Strategies. List of the limitations of the evaluation and the corresponding mitigation strategy.

Annex C—Logic Model

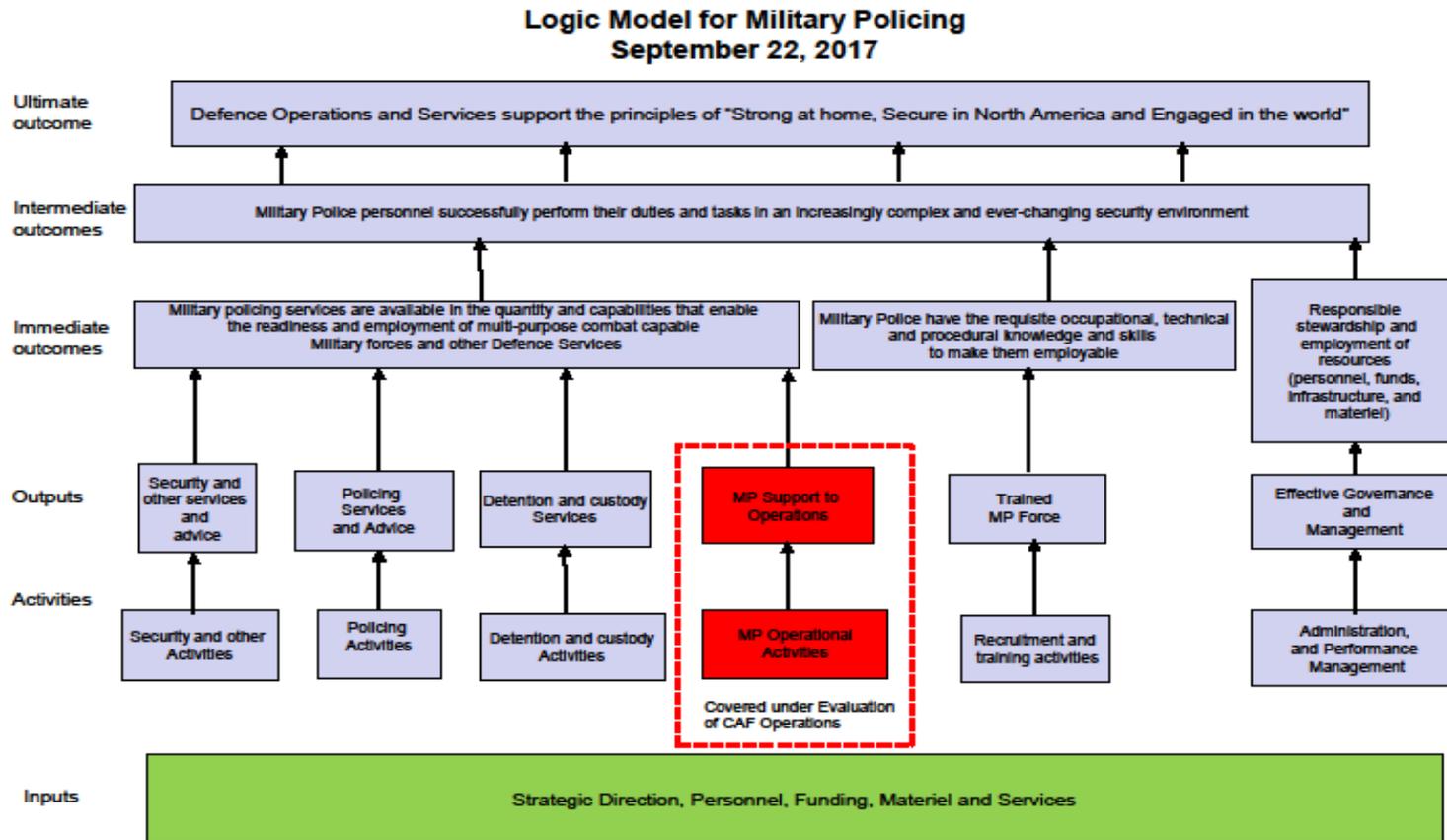


Figure C-1. Logic Model for the Military Police Services Program. This flowchart shows the relationship between the program’s main activities, outputs and expected outcomes.

Annex D—Evaluation Matrix

Evaluation Matrix - Relevance				
Evaluation Issues/Questions	Indicators	Program Data	Literature and Document Review	Key Informant Interviews
1.1 Does the provision of Military Police services address an actual and ongoing need?	1.1.1 Confirmation that the needs for Military Police Services identified in the 2013 Military Police evaluation remain valid.	Yes	Yes	Yes
	1.1.2 Identification of any additional needs for Military Police services identified since the 2013 Military Police evaluation.	Yes	No	Yes
1.2 Does the Government of Canada and DND/CAF have a responsibility in the delivery of the Military Police Services Program?	1.2.1 Documented evidence that the Military Police Services Program aligns with federal and departmental roles and responsibilities.	No	Yes	No
1.3 To what extent does the Military Police Services Program align with Government and Departmental priorities?	1.3.1 Documented evidence that the Military Police Services Program aligns with Government priorities.	Yes	Yes	No
	1.3.2 Documented evidence that the Military Police Services Program aligns with DND/CAF priorities.	Yes	Yes	No

Table D-1. Evaluation Matrix—Relevance. This table indicates the data collection methods used to assess the evaluation issues/questions for determining the Military Police Services Program’s relevance.

Evaluation Matrix—Performance: Achievement of Expected Outcomes (Effectiveness)					
Evaluation Issues/ Questions	Indicators	Program data	Document review	Questionnaire	Key informant interviews
2.1 Military Police services are available in the quantity and capabilities that enable the readiness and employment of multi-purpose combat capable Military forces and other Defence Services	2.1.1 Extent that DND/CAF is provided with military policing services.	Yes	No	No	Yes (stakeholders)
	2.1.2 Extent that DND/CAF is provided with military security and other non-policing services.	Yes	Yes	No	No
	2.1.3 Extent that custody and detention capabilities meet DND/CAF requirements.	Yes	Yes	No	Yes (stakeholders)
	2.1.4 Extent that Military Police have the required resources.	Yes	Yes	No	Yes
2.2 Military Police members have the requisite occupational, technical and procedural knowledge and skills to make them employable in their occupation	2.2.1 Extent that MP training needs are met.	Yes	Yes	No	Yes
	2.2.2 Extent that a lessons learned process is in effect.	Yes	Yes	No	Yes
2.3 Military Police Services are managed, coordinated, and overseen so that military personnel are continually available to supply CAF readiness needs and satisfy other defence service requirements	2.3.1 Extent that Internal ARAs within the MP organization are documented.	Yes	Yes	No	Yes
	2.3.2 Extent that the MP HQ structure meets responsibilities, tasks and resources.	Yes	Yes	No	Yes

Table D-2. Evaluation Matrix—Performance (Effectiveness). This table indicates the data collection methods used to assess the evaluation issues/questions for determining the Military Police Services Program’s performance in terms of achievement of outcomes (effectiveness).