


Military Police Complaints Commission

2007–2008

Report on Plans and Priorities



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Minister of National Defence

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SECTION I – OVERVIEW

CHAIR'S MESSAGE

I am pleased to present the Military Police Complaints Commission's *2007-08 Report on Plans and Priorities*. While the Military Police Complaints Commission (the Commission) has completed its eighth full year of operation, I am completing my first. It is obvious to me that the Commission is in a critical stage of its evolution towards becoming a truly effective civilian oversight agency. Much has been accomplished to date; much needs to be accomplished in the future.

Bill C-7, An Act to Amend the National Defence Act, is still on the horizon. In response to the amendments, the Commission prepared a number of alternatives for possible incorporation into Bill C-7, with a view to improving police oversight. To that end, the Commission will continue working with stakeholders to improve the quality of military police oversight.

Our work volumes increased significantly in the past year (2005-06). The number of active complaints under review or investigation by the Commission doubled from the previous year, and there is no indication that they will diminish from these new levels. New practices, standards and measures were developed for the complaints resolution process last year, and now this year we must implement them, measure their impact on performance and make whatever adjustments may be necessary. Our ability to resolve complaints effectively and efficiently is the starting point in a process that can result in positive changes in the professional conduct of the military police. These changes can also result in the increased confidence of all Canadians that the military police are discharging their policing duties in accordance with the highest standards, now and in the future. As always, the Commission will continue to manage and maintain the sometimes difficult balance between administrative efficiency and the provision of effective, impartial oversight of the Canadian Forces military police.

Effective communications with stakeholders are critical to the success of the Commission as a mechanism for public confidence. We intend to increase the number of working sessions with officials in the Department of National Defence (DND) in order to better resolve complaints in a more efficient and effective manner. We will continue with our outreach program, visiting a number of Canadian Forces bases and giving presentations to Military police members, various Canadian Forces members and other stakeholders on these bases on who we are and what we do. Our efforts are in accord with and lend support to the focus of the Canadian government on maintaining safe and secure communities within the country and around the world.

We must also be ever vigilant that our workplace remains a satisfying and challenging environment for employees. The results of the 2004-05 Public Service Survey indicated that the Commission was able to provide its staff with a high level of job and workplace satisfaction. The challenge as we go forward, with increased volumes of complaints stretching our capacity, will be not only to maintain, but to improve on, this level of satisfaction, while at the same time continuing to deliver an effective service to our clients.

The Commission intends to focus on strengthening management accountability. Implementing improved management practices will introduce greater efficiencies and economies, which in turn

will help the Commission better manage its costs and provide greater value for money. Strategic and efficient human resource management will help to ensure that the Commission will continue to have a knowledgeable and skilled workforce in place, one that is committed to the successful delivery of our services for the benefit of the military police, the Canadian Forces and, ultimately, all Canadians.



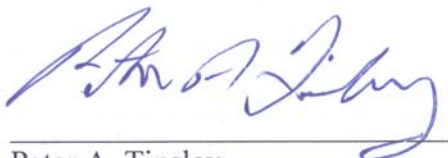
Peter A. Tinsley
Chair

MANAGEMENT REPRESENTATION STATEMENT

I submit for tabling in Parliament, the 2007–2008 Report on Plans and Priorities (RPP) for the Military Police Complaints Commission.

This document has been prepared based on the reporting principles contained in the *Guide for the Preparation of Part III of the 2007–2008 Estimates: Reports on Plans and Priorities and Departmental Performance Reports*.

- It adheres to the specific reporting requirements outlined in the Treasury Board Secretariat guidance;
- It is based on the Commission's Strategic Outcome and Program Activity Architecture that were approved by the Treasury Board;
- It presents consistent, comprehensive, balanced and reliable information;
- It provides a basis of accountability for the results achieved with the resources and authorities entrusted to it; and
- It reports finances based on approved planned spending numbers from the Treasury Board Secretariat in the RPP.



Peter A. Tinsley
Chair

PROGRAM ACTIVITY ARCHITECTURE CROSSWALK (\$ millions)

ACTIVITY	Year 2006-2007	Year 2007-2008
Operations	N/A	N/A
Legal Services	N/A	N/A
Complaints Resolution	\$3.4	\$3.4

The Commission restructured its program activities, with the approval of Treasury Board, commencing in the 2006-2007 fiscal year. The restructuring involved merging its two operational program activities, Operations and Legal Services, to form Complaints Resolution. The Crosswalk shows both the old and the new activity structures and how they are funded.

SUMMARY INFORMATION

Who We Are

The Commission was established by the government of Canada on December 1, 1999 to provide independent, civilian oversight of the Canadian Forces military police. It is a quasi-judicial tribunal, and it reports to Parliament on its activities through the Minister of National Defence. It is funded through annual appropriations.

The Commission's role is to inquire into complaints independently and impartially and to arrive at objective findings and recommendations based on the information provided by complainants, the subjects of complaints, witnesses and others who may assist in uncovering the truth concerning the events being investigated. The Commission does not act as an advocate for either side in the complaint process.

Mission

To promote and assure the highest standards of conduct of military police in the performance of policing duties, and to discourage improper interference in any military police investigation.

What We Do

The Commission formulates recommendations based on the findings of its reviews and investigations of complaints. Although not binding, if the authority responsible for dealing with these recommendations does not act on them, the reasons for not acting must be provided to the Chair and the Minister of National Defence. While the Chair's recommendations may result in the censuring of the conduct of those who are the subject of a complaint, the recommendations are also directed at correcting any systemic problems that may have played a part in allowing the situation that gave rise to a complaint in the first instance.

Reason for Existence

The Commission was created from the results and recommendations of various reports, including, among others, the *Report of the Minister of National Defence to the Prime Minister, Dickson I and II Reports*, and the *Report of the Commission of Inquiry into the Deployment of Canadian Forces to Somalia (June 1997)*.

The Commission oversees and reviews complaints about the conduct of members of the military police in the performance of their policing duties and functions, and handles complaints of interference from members of the military police who believe that another member of the Canadian Forces or a senior official of the Department of National Defence has improperly interfered with, or attempted to influence, a police investigation

The Commission is an organization that exhibits fairness and impartiality in the performance of its investigations and reviews, inspires trust in the results of its decision making, and contributes to a climate of confidence in military policing.

Financial Resources

Financial Resources (\$ millions)

2007 – 2008	2008 – 2009	2009 - 2010
\$3.4	\$3.4	\$3.4

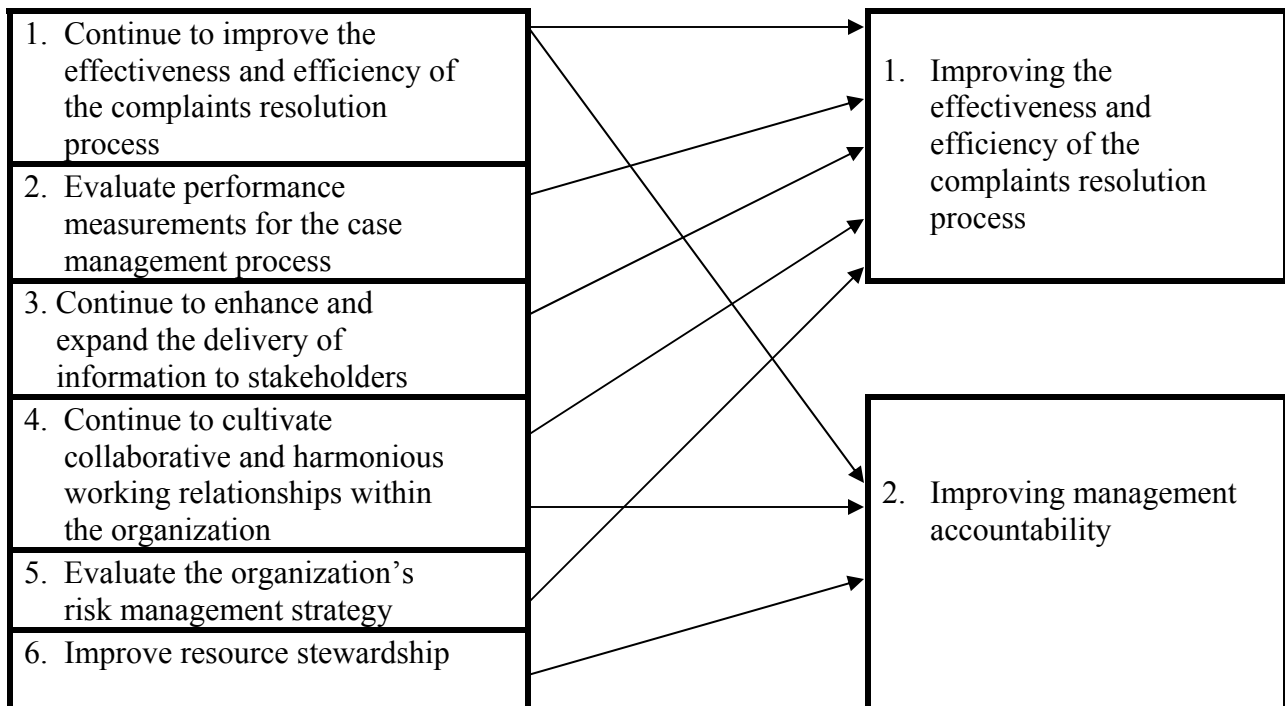
Human Resources (FTEs)

2007 – 2008	2008 – 2009	2009 - 2010
18	18	18

Departmental Priorities

Name	Type
1. Improving the effectiveness and efficiency of the complaints resolution process	Ongoing
2. Improving management accountability	Ongoing

The Commission has consolidated previously stated priorities into two main priorities. The following chart aligns the priorities addressed in 2006–2007 with the priorities being addressed in the current planning period.



Program Activities by Strategic Outcome

The Commission has one strategic outcome: a military police organization that performs its policing duties in a highly professional organization, free from interference and with the confidence and support of those it serves.

The Commission has one program activity: providing complaints resolution services.

Program Activities by Strategic Outcome

		Planned Spending (\$ millions)			Contributes to the following priority
	Expected Results	2007–2008	2008–2009	2009–2010	
Strategic Outcome: a military police organization that performs its policing duties in a highly professional organization, free from interference and with the confidence and support of those it serves					
Program Activity: providing complaints resolution services	The timely implementation of corrective action by DND to improve on the quality of military policing	3.4	3.4	3.4	Priority No. 1 and 2
	Increased awareness on behalf of the military police, the Canadian Forces and the public of military policing issues, and an overall improvement in military policing practices				Priority No. 1 and 2

DEPARTMENTAL PLANS AND PRIORITIES

Operating Environment

The Commission is a micro-sized agency of 18 FTEs. Situated in Ottawa, it provides independent civilian oversight of a military police service with more than 1,200 members stationed across Canada and with Canadian Forces around the world. The Commission delivers its program and services both to DND and to the Canadian public.

Number and Complexity of Complaints and Investigations

It is impossible to definitively predict how many complaints will be made over the planning period, how many complainants will ask the Commission to review the investigation of their complaint or how many complaints will be deemed to be in the public interest, thereby leading to a more costly public interest investigation or hearing by the Commission.

Forecasting is not easy. Investigations can vary considerably one from the other in terms of complexity. For instance, while one investigation may involve interviewing two or three people in a single location, another could involve interviewing more than a dozen individuals who are deployed at several sites across the country. Similarly, while some relatively straightforward cases can be dealt with in a matter of weeks, other investigations can involve reviewing hundreds of pages of documentary evidence and extensive interview notes and may take several months to complete.

The effectiveness and efficiency of the complaints resolution process depends to a large extent on how well the Commission manages its workload and applies its limited resources to resolving the cases on hand.

Reports of public interest investigations, as well as summaries of complaints that have been investigated and reviewed by the Commission, are available on its website at http://www.mpcc-cppm.gc.ca/300/300_e.html.

Results

Accountability for results is shared and, as such, the Commission requires the co-operation of others. Indeed, the success of the complaints resolution process depends to a great extent on the Commission's working relationship with DND. It should be noted that the Chair cannot issue a final report in a given case until the appropriate authority within the military or defence hierarchy has provided a response to the Chairperson's interim report. It should also be noted that the recommendations for improvements issued by the Commission in its interim and final reports are not binding on the Canadian Forces or DND. The extent of corrective action taken in response to recommendations made rests entirely outside the control of the Commission. Although it is independent of DND and the Canadian Forces, the Commission places a premium on maintaining a good working relationship and regular consultations with the Chief of the Defence Staff, the Canadian Forces Provost Marshal and other stakeholders.

Management Practices

The Commission is focusing on improving its management practices. There are three elements within this priority: adhering to the legislative and policy requirements of the Commission and the central agencies (requirements in areas such as internal audit, human resource management and security), attracting and retaining a high-quality workforce, and reviewing the control framework surrounding asset management, finance and information technology. The Commission is in the process of confirming its Program Activity Architecture (PAA) with Treasury Board and will be working on its performance measurement framework over the next several months.

The Commission's employees are its most critical resource. Like most small agencies, the Commission is a flat organization; most positions are the "one and only" responsible for an entire function. Turnover and knowledge transfer are constant concerns. As a result, the Commission will increase its focus on human resource planning and development. Building a work environment that is both challenging and rewarding continues to be a goal of the Commission.

Improved management practices support the complaints resolution process. Adherence to legislative and policy requirements will enable the Commission to focus its resources on its core mandate and not on addressing issues of non-compliance with any of the central agencies. The quality of the workforce impacts directly on the Commission's ability to conduct investigations and release reports and recommendations that are complete, timely and of high quality. It follows that the quality of these recommendations impacts directly on the quality of changes proposed to military police policies and procedures.

Bill C-7 – An Opportunity for Improvement

Bill C-7, an Act to Amend the National Defence Act, received first reading on April 27, 2006. The Commission has filed a brief with the Standing Committee on National Defence. The brief explains the concerns and suggests alternatives for the way ahead. That brief is now available of the Commission's website at www.mpcc-cppm.gc.ca.

Link to Government of Canada Outcome Areas

The Commission, by focusing on these priorities, will contribute significantly to the confidence that Canadians have in their military police and in their performance of their policing duties with the highest standards of conduct. A military police force operating in such a manner will lend support to the focus of the Canadian government on maintaining safe and secure communities within the country and around the world.

SECTION II – ANALYSIS OF PROGRAM ACTIVITIES BY STRATEGIC OUTCOME

ANALYSIS OF PROGRAM ACTIVITY BY STRATEGIC OUTCOME

Strategic Outcome

The Commission has one strategic outcome: a military police organization that performs its policing duties in a highly professional organization, free from interference and with the confidence and support of those it serves.

This strategic outcome aligns itself with the Government of Canada outcomes of maintaining safe and secure communities both within the country and around the world.

Program Activity

The Commission has one activity: providing complaints resolution services. The Commission conducts investigations into complaints about the conduct of military police members as well as complaints of interference with military police investigations. As a result of these investigations, the Commission provides fair, impartial and timely recommendations to DND in response to identified needs, gaps and flaws in the quality of military policing.

Following the release of the investigation reports, the Commission expects the following results:

- the timely implementation of corrective action by DND to improve on the quality of military policing; and
- increased awareness — on behalf of the military police, the Canadian Forces and the public — of military policing issues and an overall improvement in military policing practices.

The two priorities identified in Section I contribute to improving the Commission's ability to conduct investigations, provide meaningful recommendations for change, and communicate information relating to the quality of military policing.

Program Activity: Providing Complaints Resolution Services

Financial Resources (\$ millions):

2007–2008	2008–2009	2009–2010
\$3.4	\$3.4	\$3.4

Human Resources (FTEs):

2007–2008	2008–2009	2009–2010
18	18	18

Description

The Commission oversees the military police complaints process, ensuring it is accessible, transparent and fair to all concerned. There are two types of complaints: complaints about the conduct of military police and complaints of interference with military police investigations. The Commission has exclusive jurisdiction for the investigation of interference complaints while the Canadian Forces Provost Marshal — the chief of the military police — has the first instance responsibility for the investigation of conduct complaints subject to review/re-investigation by the Commission at the request of the complainant. The Chair may also determine that the investigation of a conduct complaint (by the Canadian Forces Provost Marshal) is in the public interest. In that case, the Commission would assume responsibility for the investigation and, if need be, could decide to hold a public hearing into the complaint.

Conduct Complaints

Anyone, including civilians, may file a complaint about military police conduct. The Provost Marshal is responsible in the first instance for the investigation of the complaint. The Commission is notified when a complaint is received and it monitors the Provost Marshal's handling of the complaint. At any time during the handling of the complaint, the Chair may determine that it is in the public interest and assume responsibility for the investigation. As well, a complainant, if not satisfied with the results of the Provost Marshal's investigation, may ask the Commission to review the complaint. This review by the Commission becomes a new investigation from a new perspective.

The Commission releases an Interim Report to senior officials in the Canadian Forces and/or DND, providing the results of the investigation and soliciting responses to the Commission's recommendations. The Commission will receive a Notice of Action to its Interim Report indicating what action, if any, has been, is or will be taken in response to the recommendations of the Commission. The Commission will then release a Final Report of findings and recommendations. These recommendations may relate to a more effective and fair resolution of the complaint, but may also recommend changes to military police policies and procedures.

Interference Complaints

Only members of the military police may file an interference complaint, and they may do so only if they have conducted or supervised the investigation to which the allegation of interference applies. The Commission, with sole jurisdiction over this type of complaint, conducts the investigation.

The Commission releases an Interim Report to senior officials in the Canadian Forces and DND, providing a summary of the Commission's investigation as well as the findings and recommendations. The Commission will receive a Notice of Action to its Interim Report indicating what action, if any, has been, is or will be taken in response to the recommendations of the Commission. The Commission will then release a Final Report of findings and recommendations.

Plans and Priorities

The priorities developed and the plans that support them are aimed at improving the Commission's ability to issue fair, impartial and timely recommendations to DND. These recommendations will contribute to improving the quality of military policing and to increasing the confidence of the military police, the Canadian Forces community and Canadians overall in the professional manner in which their policing duties are being performed.

Priority 1: Improving the effectiveness and the efficiency of the complaints resolution process

The Commission developed and adopted late in the last fiscal year a new service standard and a new approach to investigations. These new standards are intended to reduce the time required to resolve a complaint. As well, the Commission examined and adjusted its reporting process to be a more streamlined and effective method of reporting findings and recommendations. Over the next several months, the Commission will monitor its timeframes and the quality of its reports, making whatever adjustments are necessary in order to meet the tighter time and quality standards that have been developed for investigations.

One element that is critical to the success of the Commission is for it to increase the awareness of its mandate and mission among its stakeholders: the military police, the Canadian Forces and Canadians in general. Over the planning period, the Commission plans to strengthen working relationships with certain key Canadian Forces stakeholders, such as the Chief of the Defence Staff, the Vice Chief and the Judge Advocate General, by meeting with them more frequently, as required. This approach will be applied in the same manner with representatives of the Office of the Provost Marshal. The outreach program will continue over the planning period and the Commission will visit a number of Canadian Forces bases and give presentations to military police members, various Canadian Forces members and other stakeholders on these bases.

Internal awareness of the Commission's mandate and mission is also important. The Commission will continue to hold monthly staff meetings where problems and concerns can be raised — from both management and staff perspectives — addressed and resolved. The

Commission also intends to monitor and evaluate feedback from presentations and exchanges with clients and stakeholders as well as from internal performance reports. The Commission’s website will be monitored for traffic and usage patterns to determine if changes need to be made to the Commission’s information packages.

As mentioned in Section I, the Commission does not control the number, the complexity or the timing of the complaints it receives. As a result, in order to minimize costs, to prevent downtime, to ensure availability and to better match investigation requirements with investigator skill sets, the Commission out sources its investigations. Over the planning period, the Commission will continue to increase its inventory of skilled investigators in order to give the Commission greater flexibility in investigator selection and cost management. As well, the Commission will continue to improve on its methodology for the effective planning and conduct of investigations.

Late in the last fiscal year, the Commission restructured the organization. One key aspect of this restructuring was the inclusion of the communications program with the complaints resolution activity. Over the planning period, complaints resolution management will review and adjust, as required, the communication products based on the results of the complaints resolution activity.

The following table outlines the Commission’s key plans and related performance indicators regarding improving the effectiveness and efficiency of the complaints resolution process.

Plans	Performance Indicators
1. Implement new standards, practices and performance measures	<ul style="list-style-type: none"> ➤ Processing time ➤ Cost per investigation
2. Increase awareness of the Commission’s mandate and mission	<ul style="list-style-type: none"> ➤ Stakeholder satisfaction
3. Enhance working relationships with stakeholders within DND	<ul style="list-style-type: none"> ➤ Responsiveness to recommendations ➤ Stakeholder awareness ➤ Cost per investigation
4. Outsource investigations, as required	<ul style="list-style-type: none"> ➤ Quality of investigations ➤ Timeliness of investigations
5. Restructure organization	<ul style="list-style-type: none"> ➤ Employee satisfaction ➤ Processing time

Priority 2: Improving management accountability

The Commission is committed to improving its management accountability. There will be a significant focus on compliance with the standards issued by the central agencies in the areas of procurement and contracting, finance, human resources, and information technology. Work will continue to finalize the calendar of deadlines for all corporate services. Once completed, the Commission will be able to assess its reporting performance and make whatever changes are necessary.

As well, internal audit policy and plans will be updated, based on Treasury Board’s internal audit policy. Clarification will be sought regarding audit so that compliance can be achieved within the

next fiscal year. Another staffing audit as well as an audit of information technology will be conducted during the planning period.

The Commission will maintain its focus on developing its human resources. Effective human resource planning will be continued, stressing integration with business planning. With the increased business volume and the single human resource per corporate function, plans will address capacity, retention, training, staffing and replacement.

Service partners will also continue to be a priority. Individual arrangements and memoranda of understanding will be reviewed to ensure that required services are being provided as agreed upon and that costs are not excessive. In addition, opportunities will be explored to create new partnerships.

Specific areas of corporate services will be targeted for improvement during the planning period. Fixed assets, including informatics assets, will be subject to increased internal controls. Asset management and a charge-out system will be formalized for assets in use outside the office. Life-cycle asset management will be strengthened and the Commission will introduce its “evergreen” program for asset replacement. Compliance with the Management of Information Technology Security Standards will also be addressed during the planning period, and the Commission’s disaster recovery capability will be reviewed.

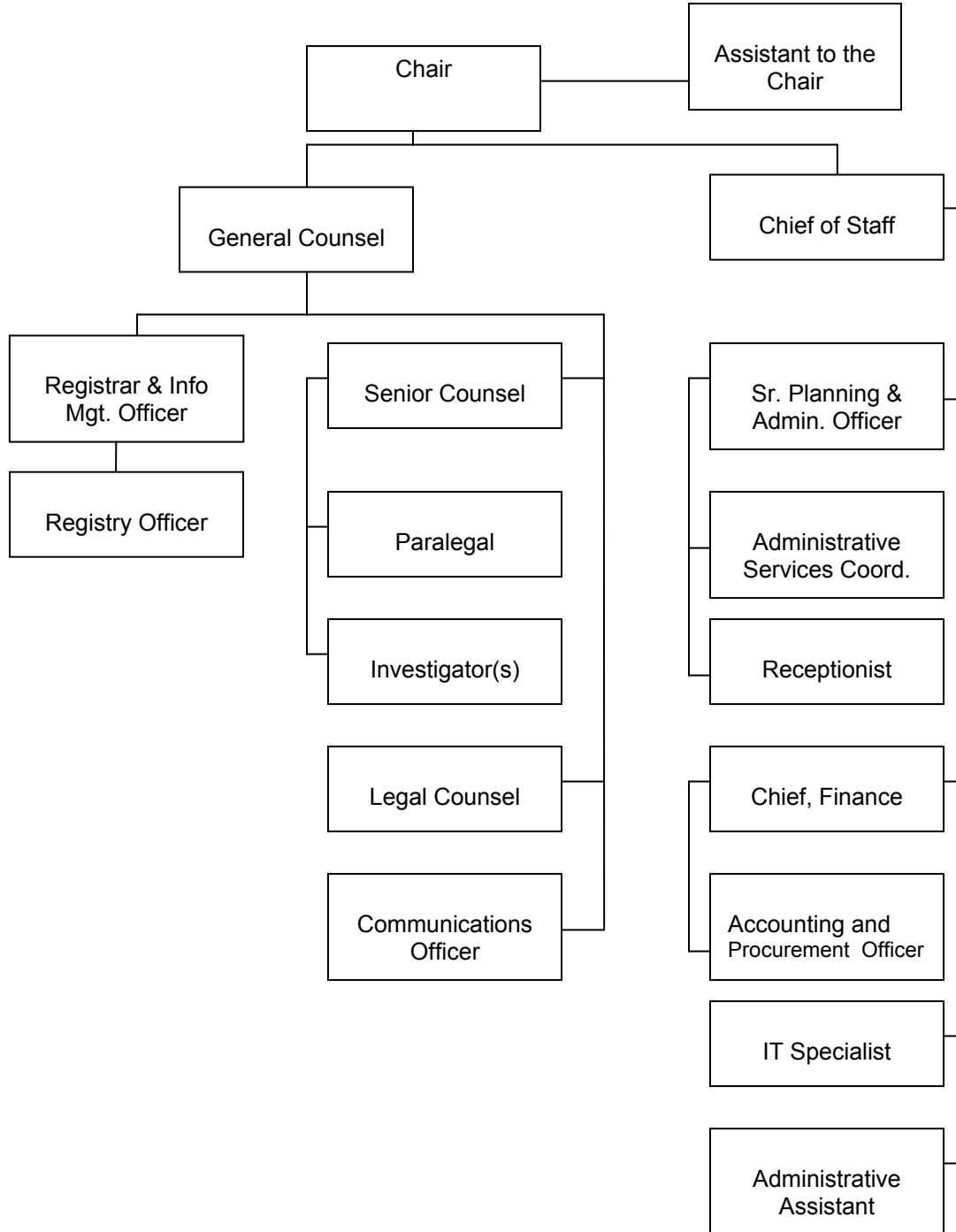
The format and content of internal financial reporting has been significantly changed. Efforts will now focus on regularizing the generation of financial information in the most efficient manner.

The following table outlines the Commission’s key plans and related performance indicators regarding improving management accountability.

Plans	Performance Indicators
1. Adhere to the legislative and policy requirements of the Commission and central agencies	<ul style="list-style-type: none"> ➤ Audit reports ➤ Central agency report cards ➤ Timeliness of central agency reporting
2. Attract and maintain a high-quality workforce	<ul style="list-style-type: none"> ➤ Employee satisfaction ➤ Training investment per employee ➤ Attrition ➤ Effective use of partnerships
3. Implement improved management practices	<ul style="list-style-type: none"> ➤ Evergreen program/asset loss ➤ Obsolescence/cost of repairs ➤ Results from disaster recovery tests ➤ Issues raised from monitoring high-risk staffing areas ➤ Accuracy, completeness and timeliness of internal financial reporting

SECTION III – SUPPLEMENTARY INFORMATION

ORGANIZATIONAL INFORMATION



DEPARTMENTAL LINKS TO GOVERNMENT OF CANADA OUTCOME AREAS

2007 – 2008				
(\$ millions)	Operating	Net Budgetary Expenditures	Total Main Estimates	Total Planned Spending
<i>Strategic Outcome:</i> a military police organization that performs its policing duties in a highly professional organization, free from interference and with the confidence and support of those it serves.				
Program Activity: Providing complaints resolution services	3.4	3.4	3.4	3.4

The program activity, providing complaints resolution services, contributes to the achievement of the following Government of Canada outcome areas: “Safe and Secure Communities” and a “Safe World Through International Cooperation.”

TABLE 1: DEPARTMENTAL PLANNED SPENDING AND FULL-TIME EQUIVALENTS

(\$ millions)	Forecast Spending 2006–2007	Planned Spending 2007–2008	Planned Spending 2008–2009	Planned Spending 2009–2010
Providing complaints resolution services	3.4	3.4	3.4	3.4
Total Main Estimates	3.4	3.4	3.4	3.4
Adjustments				
Supplementary Estimates		
Carry-forward	.2			
Total Adjustments	.2	
Total Planned Spending	3.6*	3.4	3.4	3.4
Total Planned Spending	3.6	3.4	3.4	3.4
Plus: Cost of services received without charge*	.1	.1	.1	.1
Total Departmental Spending	3.7	3.5	3.5	3.5
Full-time Equivalents	18	18	18	18

* For more information on cost of services received without charge, please refer to Table 3: Services Received Without Charge.

TABLE 2: VOTED AND STATUTORY ITEMS (\$ millions)

Vote or Statutory Item	Truncated Vote or Statutory Wording	2007-2008 Main Estimates	2006-2007 Main Estimates
20	Operating expenditures	3.1	3.1
(S)	Contributions to employee benefit plans	.3	.3
	Total Department or Agency	3.4	3.4

TABLE 3: SERVICES RECEIVED WITHOUT CHARGE

(\$Millions)	2007-2008
Employer's contribution to employees' insured benefit plans and expenditures paid by the Treasury Board of Canada Secretariat	.1
Total 2007-2008 services received without charge	.1

TABLE 4: INTERNAL AUDITS AND EVALUATIONS

Internal Audits or Evaluations			
Human Resources	Staffing Audits	Planned	October 2007
Corporate Services	Informatics Audit	Planned	March 2008

ADDITIONAL INFORMATION – HOW TO REACH THE COMMISSION

- Call our information line:
 - 613-947-5625 or toll-free at 1-800-632-0566 to speak to an intake officer
- Send us a fax:
 - 613-947-5713 or toll-free at 1-877-947-5713
- Send us a letter:
 - Military Police Complaints Commission
270 Albert Street, 10th floor
Ottawa, ON
K1P 5G8
 - Visit us at the above address for a private consultation – appointments are recommended
- E-mail us:
 - commission@mpcc-cppm.gc.ca
Note: Please do not send confidential information via e-mail; we cannot guarantee the security of electronic communications at this time
- Visit our website:
 - www.mpcc-cppm.gc.ca
- Media inquiries:
 - 613-947-5668 or e-mail media mpcc-cppm.gc.ca