

Military Police Complaints Commission of Canada

2017–18

Departmental Results Report

The Honourable Harjit S. Sajjan
Minister of National Defence

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Chairperson’s Message

I am pleased to present the Military Police Complaints Commission of Canada (MPCC)’s 2017–18 Departmental Results Report.

A key goal is to conduct investigations and produce reports of high quality in a timely manner. Building on last year’s successful implementation of more streamlined internal procedures, we continued to revise our procedures with the objective to improve the overall timeliness of investigations, while responding to a marked increase in the number of complaints as well the ongoing Public Interest Investigation.

The MPCC’s outreach program continued to be an essential contributor to building and maintaining relationships with key stakeholder groups including the Military Police, the community they serve and the Canadian Armed Forces at large. During 2017-18, the MPCC maintained the high level of participation from previous years through outreach visits to bases and to the MP Academy. Together with the Canadian Forces Provost Marshal, I had the privilege of visiting Ali Al Salem Air Base in Kuwait in February 2018.

The MPCC continued to collaborate with the Canadian Forces Military Police Group and the Canadian Forces Provost Marshal by meeting biannually to discuss issues of mutual interest. With respect to the Public Interest Investigation into the Anonymous Complaint (Treatment of Detainees), 58 witness interviews were conducted and MPCC investigators and staff made significant progress in the continued review of documents. The MPCC further processed 133 active complaints and responded to 37 general enquiries.

The mental and physical health of our employees continues to be a MPCC priority as it is in the Public Service as a whole. During the past year, we have circulated communiqués and held related workshops and armchair discussions. We also launched the 24/7 mobile e-learning platform ‘LifeSpeak’ and participated in the ‘Not Myself Today’ program.

I would like to take this opportunity to thank all MPCC staff for their hard work and dedication and I look forward to working together to advance the mandate of the MPCC.

Hilary C. McCormack, LL.B.
Chairperson

Results at a glance

The MPCC’s total actual spending for 2017–18 was \$4,535,698.

The MPCC’s total actual full-time equivalents for 2017–18 was 23.

The MPCC:

- has implemented a complaints resolution process to streamline its procedures with a view to improving the overall timeliness of the investigation and resolution process. These processes are being monitored through careful tracking of each step in the complaints resolution process to better identify where improvements can be made.
- provided employees with information, tools and resources to raise awareness and understanding of mental health, reduce stigma and help build a psychologically safe and supportive work culture.
- ensured that talent management plans were in place and continued to invest in employees who surpassed their work objectives.
- continued to refine its outreach program and received positive feedback from the increasingly interactive sessions provided.

For more information on the department’s plans, priorities and results achieved, see the “Results: what we achieved” section of this report.

Raison d'être, mandate and role: who we are and what we do

Raison d'être

On behalf of all Canadians, the Military Police Complaints Commission of Canada (MPCC) exists to provide greater public accountability by the Military Police (MP) and the Chain of Command in relation to MP activities. The MPCC derives its mandate from Part IV of Canada's *National Defence Act*ⁱ (NDA).

Mandate and role

The MPCC's mandate is to:

- review and investigate complaints concerning MP conduct; and
- investigate allegations of interference in MP investigations.

The MPCC's mission is to promote and ensure the highest standards of conduct of MP in the performance of policing duties and to discourage interference in any MP investigation.

The MPCC fulfils its mandate and mission by exercising the following responsibilities:

- monitoring investigations by the [Canadian Forces Provost Marshal](#)ⁱⁱ (CFPM) of MP [conduct complaints](#)ⁱⁱⁱ;
- reviewing the disposition of those complaints at the request of the complainant;
- investigating [interference complaints](#)^{iv}; and
- conducting [public interest investigations and hearings](#)^v.

In fulfilling its independent civilian oversight responsibilities, the MPCC has a crucially important working relationship with the CFPM and the [Deputy Commander, Canadian Forces Military Police Group/Professional Standards](#)^{vi} (DComd CF MP Gp/PS).

Fostering a mutually respectful working relationship between the MPCC, the CFPM and DComd CF MP Gp/PS facilitates the conduct of complaint investigations and the likelihood that recommendations will be accepted and implemented.

For more general information about the department, see the "Supplementary information" section of this report. For more information on the department's organizational mandate letter commitments, see the [Minister's mandate letter](#)^{vii}.

Operating context and key risks

Operating context

Internal

The MPCC’s effectiveness depends, to a great degree, on its knowledgeable and stable workforce. However, like all micro-agencies, it is difficult to retain employees when the size and flatness of the organization impacts opportunities for advancement. One MPCC employee may oversee several programs and services. The MPCC continued to stress effective human resources planning: anticipating potential staff turnover; developing staffing strategies to help ensure knowledge retention (e.g., through employee learning plans); and, ensuring vacancies are filled as quickly as possible, are just a few of the planning measures that have been implemented.

External

The MPCC continued its effort to be added to the schedule of designated entities under the *Canada Evidence Act*^{viii} in order to access unredacted documents for the purposes of conducting its investigations or preparing for its hearings. Being listed on this Schedule allows an organization to receive records containing sensitive information relating to international affairs or to national defence or security without going through the cumbersome and time consuming notification and challenge procedures in the Federal Court.

Key risks

Risks	Mitigating strategy and effectiveness	Link to the department’s Programs	Link to mandate letter commitments and any government-wide or departmental priorities
Operational demands such as an increase in volume or complexity of complaints and whether a Public Interest Investigation (PII) or Public Interest Hearing (PIH) is involved (nature of file).	<ul style="list-style-type: none"> •The MPCC will follow its critical path in resolving complaints. •The MPCC will remain open to improvements and refinements of its critical path to accommodate unique circumstances. •The MPCC will examine case management, administrative and other options such as procedural efficiencies and technology 	Complaints Resolution Internal Services	Not applicable ¹

¹ The MPCC is an independent Federal government institution as defined under Schedule 1.1 of the *Financial Administration Act* (FAA). As an independent oversight agency, the MPCC must operate at a distance and with a degree of autonomy from government including DND and the CAF.

	<p>applications towards the optimization of available resources.</p> <ul style="list-style-type: none"> •The MPCC will enhance its recordkeeping practices to better support data collection and planning. 		
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MPCC complex complaint files may at times require research into new subject areas which increases the level of effort required to identify and gather new information and create a new knowledge base. In other cases, the volume of material received takes a great deal of time to review and analyze. As a result, the processes, resources and the time required to prepare reports can increase the duration from receipt of a complaint to issuance of a Final Report. The risks increase whenever a Public Interest Investigation (PII) or Hearing (PIH) is launched. Such files require a significant increase in not only operational support but also in logistical support due to the high profile and public nature of such files. When a PII or PIH is declared, there is often a need to seek additional funds as well as to respond to public inquiries and requests. This leaves fewer resources for regular files unless new temporary funding is sought. Therefore, operational demands by way of volume, complexity or nature (PII or PIH) all pose a significant risk. Due to these challenges, the MPCC continues to review its investigation guidelines and processes on a regular basis to improve on timeliness and ensure an efficient complaints process.

Completion of investigations within a reasonable time is important in order to reduce the potential impact it might cause to stakeholders and partners such as MP, subjects, partners within the DND portfolio and the general public.

Results: what we achieved

Programs

Complaints Resolution

Description

This program aims to successfully resolve complaints about the conduct of Military Police members as well as complaints about interference in Military Police investigations by overseeing and reviewing all complaints and requests for review. This program is necessary to help the Military Police to be as effective and as professional as possible in their policing duties and functions.

Results

In 2017-18, the MPCC implemented changes to streamline its procedures with a view to improving the overall timeliness of the investigation and resolution process. These processes are being monitored through careful tracking of each step in the complaints resolution process to identify where improvements can be made. Throughout the year, the MPCC continued to review its investigation guidelines and processes on a regular basis in order to improve timeliness and to enhance the efficiency and fairness of the complaints process.

Throughout the reporting year, the MPCC continued to develop a collaborative relationship with the Canadian Forces Provost Marshal (CFPM), the Deputy Commander Canadian Forces Military Group / Professional Standards (DComd CF MP Gp/ps) and the CAF leadership. This fosters an environment that supports the acceptance and implementation of MPCC recommendations.

During 2017-18, the MPCC continued its Outreach Program to increase and maintain awareness, transparency and accountability in the complaints process. MPCC staff made multiple presentations to the Military Police Academy in Borden, Ontario and to CAF Bases across Canada. The Chairperson further presented to Ali Al Salem Air Base in Kuwait. The feedback provided by participants remained positive and is used to continuously improve the content and style of presentations.

MPCC successfully conducted a public bid solicitation to replenish the pool of MPCC Investigative resources. One new Part-Time Commission Member was appointed in 2017-18 and a current Commission Member's term was renewed. In the Complaints Resolution unit, several staffing processes were started. New Registry Officers were hired on a permanent and casual basis and one new counsel joined the organization.

Results achieved

Expected results	Performance indicators	Target	Date to achieve target	2017–18 Actual results	2016–17 Actual results	2015–16 Actual results
Recommendations resulting from investigations of conduct or interference complaints accepted by the Department of National Defence and/or the Canadian Armed Forces (CAF)	% of recommendations accepted	70%	March 31, 2018	86%	89%*	100%*
Individual members received remedial measures and/or improvements were made to Military Police policies and practices pursuant to investigations of conduct or interference complaints	% improvements made	70%	March 31, 2018	100%	100%*	100%*

*The 2015-16 and 2016-17 Actual results for number of recommendations accepted are different from the 2016-17 DRR report tabled due to one recommendation being erroneously included in 2015-16 results, rather than in 2016-17.

Budgetary financial resources (dollars)

2017–18 Main Estimates	2017–18 Planned spending	2017–18 Total authorities available for use	2017–18 Actual spending (authorities used)	2017–18 Difference (Actual spending minus Planned spending)
2,343,627	2,343,627	2,482,754	2,465,292	121,665

Human resources (full-time equivalents)

2017–18 Planned full-time equivalents	2017–18 Actual full-time equivalents	2017–18 Difference (Actual full-time equivalents minus Planned full-time equivalents)
12	10	(2)

Information on the Military Police Complaints Commission’s lower-level programs is available in the [GC InfoBase](#).^{ix}

Internal Services

Description

Internal Services are those groups of related activities and resources that the federal government considers to be services in support of programs and/or required to meet corporate obligations of an organization. Internal Services refers to the activities and resources of the 10 distinct service categories that support Program delivery in the organization, regardless of the Internal Services delivery model in a department. The 10 service categories are: Management and Oversight Services; Communications Services; Legal Services; Human Resources Management Services; Financial Management Services; Information Management Services; Information Technology Services; Real Property Services; Materiel Services; and Acquisition Services.

Results

In line with its goal to promote mental health and wellness, MPCC staff attended a workshop on Resilience and Stress Management. The training covered numerous topics including identifying stressors, an overview of Post-Traumatic Stress Disorder as well as depression and suicide. The MPCC also launched LifeSpeak that provides 24/7 mobile access to a confidential, bilingual, e-learning platform to employees and their families with information on improving physical and mental health, financial health, family relationships, and professional skills development. In addition, the MPCC participated in the ‘Not Myself Today’ program. This initiative, developed by the national charity Partners for Mental Health, aims to engage workplaces across Canada to support mental health and those who may be facing challenges. Staff were provided with information, tools and resources to raise awareness and understanding of mental health, reduce stigma and help build a psychologically safe and supportive work culture. The MPCC continued to engage employees in the Blueprint 2020 initiative through internal communications.

It was a challenging year in terms of Human Resources management as we worked diligently to fill vacancies, including in HR while simultaneously better aligning our organizational structure

to support the results of the comprehensive internal review on timeliness in our complaints resolution process which was reported in the previous fiscal year. Talent Management plans for employees who surpassed their work objectives for the year were implemented.

The MPCC continued to make progress towards the Public Service Commission’s requirements on the New Direction in Staffing by implementing new HR policies and new delegation instruments. Finally, after having transitioned to the Phoenix Pay System in the previous fiscal year, the MPCC continued to work in collaboration with intra-governmental stakeholders in order to anticipate and address issues that arose.

The MPCC will continue focussing on its Recordkeeping policies and practices in order to better transition into its Open Government Implementation Plan. The MPCC was informed by Treasury Board Secretariat that its departmental website is no longer required to on-board to Canada.ca. However, the MPCC will continue to update the internal layout of its website in accordance with all Government of Canada requirements and standards.

Budgetary financial resources (dollars)

2017–18 Main Estimates	2017–18 Planned spending	2017–18 Total authorities available for use	2017–18 Actual spending (authorities used)	2017–18 Difference (Actual spending minus Planned spending)
2,294,673	2,294,673	2,331,248	2,070,406	(224,267)

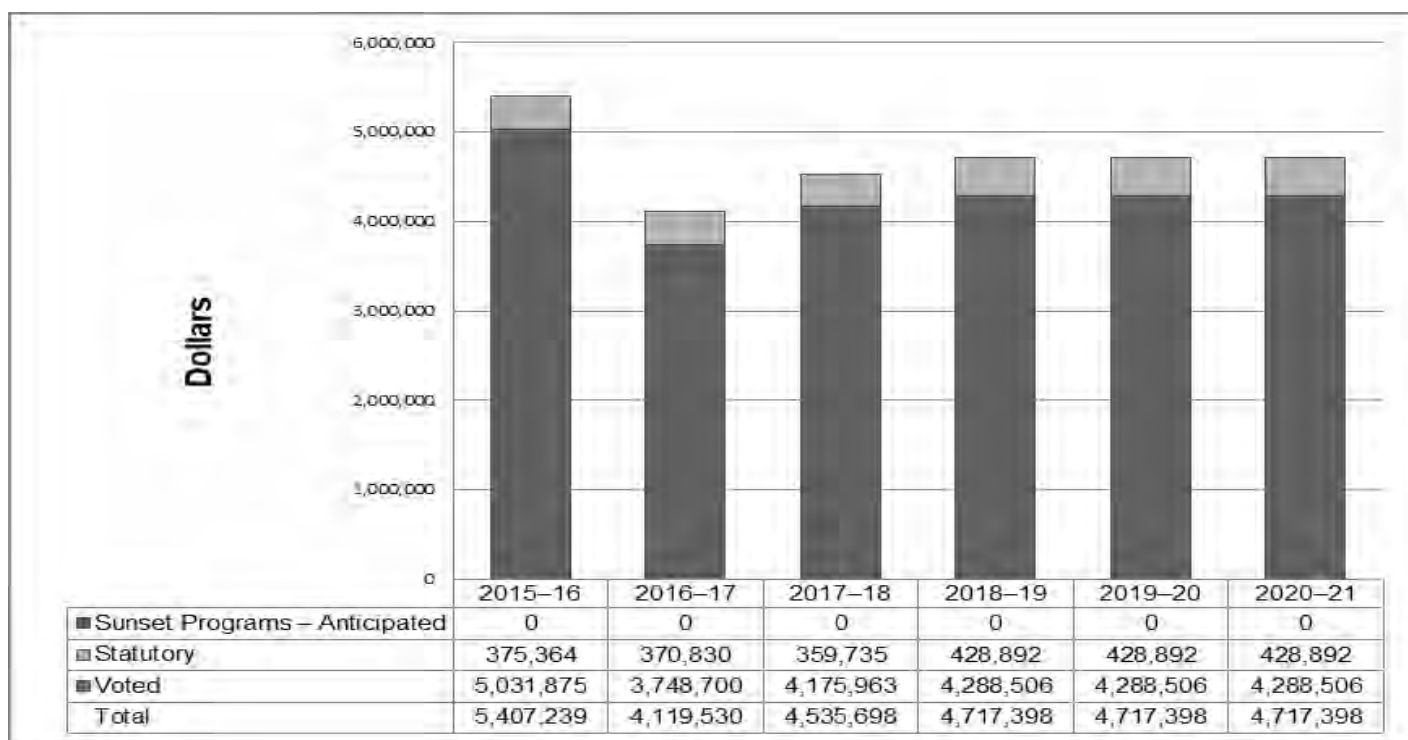
Human resources (full-time equivalents)

2017–18 Planned full-time equivalents	2017–18 Actual full-time equivalents	2017–18 Difference (Actual full-time equivalents minus Planned full-time equivalents)
19	13	(6)

Analysis of trends in spending and human resources

Actual expenditures

Departmental spending trend graph



Budgetary performance summary for Programs and Internal Services (dollars)

Programs and Internal Services	2017-18 Main Estimates	2017-18 Planned spending	2018-19 Planned spending	2019-20 Planned spending	2017-18 Total authorities available for use	2017-18 Actual spending (authorities used)	2016-17 Actual spending (authorities used)	2015-16 Actual spending (authorities used)
Complaints Resolution	2,343,627	2,343,627	2,611,859	2,611,859	2,482,754	2,465,292	2,056,958	2,545,782
Subtotal	2,343,627	2,343,627	2,611,859	2,611,859	2,482,754	2,465,292	2,056,958	2,454,782
Internal Services	2,294,673	2,294,673	2,105,539	2,105,539	2,331,248	2,070,406	2,062,572	2,861,457
Total	4,638,300	4,638,300	4,717,398	4,717,398	4,814,002	4,535,698	4,119,530	5,407,239

Overall spending increased in 2017-18 compared to the previous year as a result of a significant increase in complaint investigations, mainly attributable to a current public interest investigation.

Another major factor was additional salary expenditures for retroactive payments as a result of the signing of several Collective Agreements.

The MPCC's 2017–18 planned spending was based on its Main Estimates of \$4,638,300. Planned spending for the following two years has increased slightly due to compensation allocations.

Overall, the variance between actual spending and total authorities available for use in 2017–18 was \$278,304, resulting in a 5.8% lapse.

Actual human resources

Human resources summary for Programs and Internal Services
(full-time equivalents)

Programs and Internal Services	2015–16 Actual full-time equivalents	2016–17 Actual full-time equivalents	2017–18 Planned full-time equivalents	2017–18 Actual full-time equivalents	2018–19 Planned full-time equivalents	2019–20 Planned full-time equivalents
Complaints Resolution	10	10	12	10	15	15
Subtotal	10	10	12	10	15	15
Internal Services	15	16	19	13	14	14
Total	25	26	31	23	29	29

Expenditures by vote

For information on the MPCC's organizational voted and statutory expenditures, consult the [Public Accounts of Canada 2017–2018](#).^x

Government of Canada spending and activities

Information on the alignment of the MPCC's spending with the Government of Canada's spending and activities is available in the [GC InfoBase](#)^{ix}.

Financial statements and financial statements highlights

Financial statements

The MPCC's [financial statements](#)^{xi}(unaudited) for the year ended March 31, 2018, are available on the [departmental website](#).

Financial statements highlights

Condensed Statement of Operations (unaudited) for the year ended March 31, 2018 (dollars)

Financial information	2017–18 Planned results	2017–18 Actual results	2016–17 Actual results	Difference (2017–18 Actual results minus 2017–18 Planned results)	Difference (2017–18 Actual results minus 2016–17 Actual results)
Total expenses	5,088,579	4,815,784	4,452,865	(272,795)	362,919
Total revenues	0	0	0	0	0
Net cost of operations before government funding and transfers	5,088,579	4,815,784	4,452,865	(272,795)	362,919

Condensed Statement of Financial Position (unaudited) as of March 31, 2018 (dollars)

Financial information	2017–18	2016–17	Difference (2017–18 minus 2016–17)
Total net liabilities	577,202	571,307	5,895
Total net financial assets	474,526	477,039	(2,513)
Departmental net debt	102,676	94,268	8,408
Total non-financial assets	1,112,414	1,176,597	(64,183)
Departmental net financial position	1,009,738	1,082,329	(72,591)

Supplementary information

Corporate information

Organizational profile

Appropriate minister: The Honourable Harjit S. Sajjan, Minister of National Defence

Institutional head: Hilary C. McCormack, Chairperson

Ministerial portfolio: Defence Portfolio

Enabling instrument: [Part IV of Canada's National Defence Act](#)ⁱ

Year of incorporation / commencement: 1998

Other: For more information, please visit the [MPCC website](#)^{xii}.

Reporting framework

The Military Police Complaints Commission of Canada (MPCC) Strategic Outcome and Program Alignment Architecture of record for 2017–18 are shown below.

1. Strategic Outcome: The Military Police Complaints Commission of Canada (MPCC) ensures that the Canadian Forces Military Police has the highest standards of conduct according to law and police best practices, and is free from interference in its investigations.

1.1 Program: Complaints Resolution

Internal Services

Supporting information on lower-level programs

Supporting information on lower-level programs is available on the [GC InfoBase](#)^{ix}.

Supplementary information tables

The following supplementary information tables are available on the [MPCC website](#)^{xii}

- ▶ Departmental Sustainable Development Strategy

Federal tax expenditures

The tax system can be used to achieve public policy objectives through the application of special measures such as low tax rates, exemptions, deductions, deferrals and credits. The Department of Finance Canada publishes cost estimates and projections for these measures each year in the [Report on Federal Tax Expenditures](#).^{xiii} This report also provides detailed background information on tax expenditures, including descriptions, objectives, historical information and references to related federal spending programs. The tax measures presented in this report are the responsibility of the Minister of Finance.

Organizational contact information

How to reach the Military Police Complaints Commission of Canada

- Call our information line:
613-947-5625 or toll free at 1-800-632-0566
- Send us a fax:
613-947-5713 or toll free at 1-877-947-5713
- Send us a letter:
Military Police Complaints Commission of Canada
270 Albert Street, 10th Floor
Ottawa, ON K1P 5G8
- Visit us at the above address for a private consultation – appointments are recommended
- Send us an email:
commission@mpcc-cppm.gc.ca
- Visit our website:
mpcc-cppm.gc.ca
- Media inquiries:
613-947-5625 or media@mpcc-cppm.gc.ca

Appendix: definitions

appropriation (crédit)

Any authority of Parliament to pay money out of the Consolidated Revenue Fund.

budgetary expenditures (dépenses budgétaires)

Operating and capital expenditures; transfer payments to other levels of government, organizations or individuals; and payments to Crown corporations.

Departmental Plan (plan ministériel)

A report on the plans and expected performance of an appropriated department over a three-year period. Departmental Plans are tabled in Parliament each spring.

Departmental Results Report (rapport sur les résultats ministériels)

A report on an appropriated department's actual accomplishments against the plans, priorities and expected results set out in the corresponding Departmental Plan.

evaluation (évaluation)

In the Government of Canada, the systematic and neutral collection and analysis of evidence to judge merit, worth or value. Evaluation informs decision making, improvements, innovation and accountability. Evaluations typically focus on programs, policies and priorities and examine questions related to relevance, effectiveness and efficiency. Depending on user needs, however, evaluations can also examine other units, themes and issues, including alternatives to existing interventions. Evaluations generally employ social science research methods.

experimentation (expérimentation)

Activities that seek to explore, test and compare the effects and impacts of policies, interventions and approaches, to inform evidence-based decision-making, by learning what works and what does not.

full-time equivalent (équivalent temps plein)

A measure of the extent to which an employee represents a full person-year charge against a departmental budget. Full-time equivalents are calculated as a ratio of assigned hours of work to scheduled hours of work. Scheduled hours of work are set out in collective agreements.

gender-based analysis plus (GBA+) (analyse comparative entre les sexes plus [ACS+])

An analytical approach used to assess how diverse groups of women, men and gender-diverse people may experience policies, programs and initiatives. The “plus” in GBA+ acknowledges that the gender-based analysis goes beyond biological (sex) and socio-cultural (gender) differences. We all have multiple identity factors that intersect to make us who we are; GBA+ considers many other identity factors, such as race, ethnicity, religion, age, and mental or

physical disability. Examples of GBA+ processes include using data disaggregated by sex, gender and other intersecting identity factors in performance analysis, and identifying any impacts of the program on diverse groups of people, with a view to adjusting these initiatives to make them more inclusive.

government-wide priorities (priorités pangouvernementales)

For the purpose of the 2017–18 Departmental Results Report, those high-level themes outlining the government’s agenda in the 2015 Speech from the Throne, namely: Growth for the Middle Class; Open and Transparent Government; A Clean Environment and a Strong Economy; Diversity is Canada’s Strength; and Security and Opportunity.

horizontal initiative (initiative horizontale)

An initiative where two or more departments are given funding to pursue a shared outcome, often linked to a government priority.

Management, Resources and Results Structure (structure de gestion, des ressources et des résultats)

A comprehensive framework that consists of an organization’s inventory of programs, resources, results, performance indicators and governance information. Programs and results are depicted in their hierarchical relationship to each other and to the Strategic Outcome(s) to which they contribute. The Management, Resources and Results Structure is developed from the Program Alignment Architecture.

non-budgetary expenditures (dépenses non budgétaires)

Net outlays and receipts related to loans, investments and advances, which change the composition of the financial assets of the Government of Canada.

performance (rendement)

What an organization did with its resources to achieve its results, how well those results compare to what the organization intended to achieve, and how well lessons learned have been identified.

performance indicator (indicateur de rendement)

A qualitative or quantitative means of measuring an output or outcome, with the intention of gauging the performance of an organization, program, policy or initiative respecting expected results.

performance reporting (production de rapports sur le rendement)

The process of communicating evidence-based performance information. Performance reporting supports decision making, accountability and transparency.

plan (plan)

The articulation of strategic choices, which provides information on how an organization intends to achieve its priorities and associated results. Generally a plan will explain the logic behind the strategies chosen and tend to focus on actions that lead up to the expected result.

planned spending (dépenses prévues)

For Departmental Plans and Departmental Results Reports, planned spending refers to those amounts that receive Treasury Board approval by February 1. Therefore, planned spending may include amounts incremental to planned expenditures presented in the Main Estimates.

A department is expected to be aware of the authorities that it has sought and received. The determination of planned spending is a departmental responsibility, and departments must be able to defend the expenditure and accrual numbers presented in their Departmental Plans and Departmental Results Reports.

priority (priorité)

A plan or project that an organization has chosen to focus and report on during the planning period. Priorities represent the things that are most important or what must be done first to support the achievement of the desired Strategic Outcome(s) or Departmental Results.

program (programme)

A group of related resource inputs and activities that are managed to meet specific needs and to achieve intended results and that are treated as a budgetary unit.

Program Alignment Architecture (architecture d'alignement des programmes)

A structured inventory of an organization's programs depicting the hierarchical relationship between programs and the Strategic Outcome(s) to which they contribute.

result (résultat)

An external consequence attributed, in part, to an organization, policy, program or initiative. Results are not within the control of a single organization, policy, program or initiative; instead they are within the area of the organization's influence.

statutory expenditures (dépenses législatives)

Expenditures that Parliament has approved through legislation other than appropriation acts. The legislation sets out the purpose of the expenditures and the terms and conditions under which they may be made.

Strategic Outcome (résultat stratégique)

A long-term and enduring benefit to Canadians that is linked to the organization’s mandate, vision and core functions.

sunset program (programme temporisé)

A time-limited program that does not have an ongoing funding and policy authority. When the program is set to expire, a decision must be made whether to continue the program. In the case of a renewal, the decision specifies the scope, funding level and duration.

target (cible)

A measurable performance or success level that an organization, program or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative.

voted expenditures (dépenses votées)

Expenditures that Parliament approves annually through an Appropriation Act. The Vote wording becomes the governing conditions under which these expenditures may be made.

Endnotes

- i. [National Defence Act](#),
- ii. [Canadian Forces Provost Marshal](#),
- iii. [Conduct Complaints](#),
- iv. [Interference Complaints](#),
- v. [Public Interest Investigations and Hearings](#),
- vi. [Deputy Commander Canadian Forces Military Police Group/Professional Standards](#),
- vii. [The Minister's mandate letter](#),
- viii. [Canada Evidence Act](#)
- ix. [GC InfoBase](#),
- x. [Public Accounts of Canada 2017–2018](#),
- xi. [MPCC Financial Statement](#)
- xii. [MPCC website](#),
- xiii. [Report on Federal Tax Expenditures](#)