

Evaluation of the Canadian Forces Military Police Academy

Evaluation Insights

Program Overview

The Canadian Forces Military Police Academy (CFMPA) is the principal training centre for Canadian Armed Forces (CAF) Military Police (MP), equipping students with the necessary professional training, practical skills and competencies for their post-graduation duties. It offers both foundational and advanced courses to meet career-long standards and objectives for MP roles. Positioned within the Canadian Forces Military Police Group (CF MP Gp), the Academy operates under the authority of the Commander of CF MP Gp, though the establishment and maintenance of training standards are the responsibility of the Canadian Forces Provost Marshal (CFPM).

MP enforce laws and regulations on CAF properties domestically and abroad, serving CAF members, their families, civilians and cadets. Their key responsibilities include supporting CAF operations, investigating military or criminal infractions, implementing crime prevention strategies, community engagement and various policing tasks. The primary pathway to become an MP involves completing Basic Military Qualifications followed by six months of training at the Academy. Depending on an applicant's education and experience, there are options for direct on-the-job training following Basic Military Qualifications.

Evaluation Scope

This report presents the evaluation findings and recommendations for CFMPA from Fiscal Year (FY) 2019/20 to 2023/24 and is the first evaluation conducted on their training programs. This evaluation was identified in the Department of National Defence (DND) five-year Departmental Evaluation Plan (FY 2018/19 to FY 2022/23) and follows the 2016 Treasury Board Policy on Results. Its areas of assessment include:

- alignment with DND/CAF commitments to diversity, inclusion and official languages;
- training design, delivery, efficiency and results; and
- initiatives toward modernization and addressing external recommendations (Justice Fish #66 and Justice Arbour #23).

Conclusive Assessment: Key Takeaways

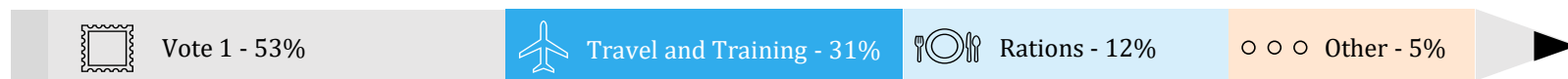
CFMPA serves a critical role in preparing MP personnel for their unique duties within the CAF by instilling the highest standards of law enforcement, integrity and professionalism. Insights from the evaluation demonstrate that the Academy has maintained parity with other policing academies while supporting training modernization within budget constraints. It offers effective training in support of post-graduate taskings and is responsive to external review recommendations. Staffing shortages have amplified issues related to the quality of training delivered, including bilingualism, diversity, inclusion and the availability of performance-based information. Low awareness of mentorship programs and gaps in field, cultural and emotional intelligence training persist while course content redundancies, underused experts and educational modality imbalances have hindered training efficacy and may impact readiness levels. The effectiveness of victim-centric training remains an issue, highlighting the need for a cultural transformation and the further involvement of experts in this area to facilitate training.

Supporting evidence highlights several challenge areas in need of attention:

- shortfalls in the quality of training, including those in support of bilingualism, diversity, digital learning and victim support;
- deficiencies in instructor expertise and availability, including the use of subject matter experts (SME); and
- the lack of well-established feedback channels to support continuous improvement and adaptation.

CFMPA has operated in a cost-efficient manner.

Operating expenses for the Academy averaged approximately \$785 thousand annually over the evaluation period, which includes facility upkeep, training equipment and technology, translations, supplies and stationery, rations, travel, etc.



**Expense allocations by cost groups or categories vary from year to year. These visualized results are from FY 2022/23.*

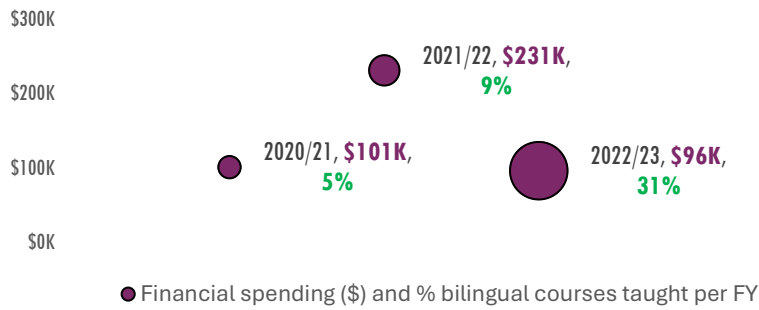
Between FY 2020/21 and FY 2022/23, the Academy operated in a cost-efficient manner by delivering more courses and producing more graduates at an overall decreased cost per course with consistent staffing levels. It also received sufficient funding to support its operational requirements, as noted by their annual surplus position (+2 percent).



Key Findings

Finding 1: The Canadian Forces Military Police Academy has experienced shortfalls in the quality of training, including those in support of official languages, diversity, digital learning and victim support.

Throughout the evaluation period, the Academy has delivered more courses (number, percentage) and spent more money (dollars) on bilingual course content delivery.



- Graduates, instructors and interviewees all reported significant issues with the quality of bilingual resources, with specific issues cited in End Course Reviews (ECR).
- Survey data noted that all (100 percent) instructors and half (50 percent) of the graduates believe there is an inadequate number of bilingual resources. Two thirds (66 percent) of French-speaking graduates and 60 percent of French-speaking instructors also noted that they are not at all satisfied with the bilingual resources and course content being delivered.

Supporting bilingual efforts offers cognitive advantages to students and ensures consistent results from MP members. Increasing diversity and inclusion education enhances the overall culture of MP by increasing emotional intelligence and cultural awareness, and it empowers MP members to engage effectively with the diverse populations they may encounter.

Q: Overall, do you believe that instructors possess the required language proficiency to teach their courses?



The consensus among both graduates and instructors highlights a significant gap in the language proficiency essential for conducting course instructions.

A demographic analysis of survey data revealed a diverse complement of instructors and graduates at the Academy, with 40 percent of recent graduates and 38 percent of instructors identifying as belonging to an employment equity group, surpassing the CAF's 2026 targeted goal of reaching 36.4 percent employment equity representation. The integration of diversity and inclusion in course design and delivery remains ambiguous due to differing views among program stakeholders.



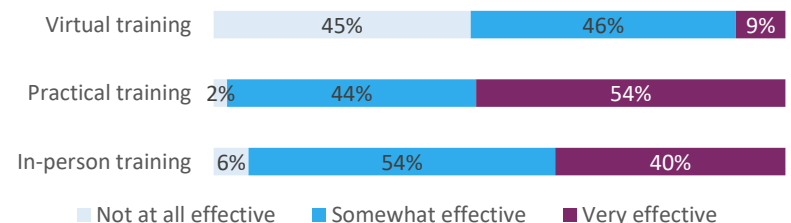
Survey and interview data, along with ECRs, noted a variety of course content redundancies and related inefficiencies. At least 80 percent of reviewed ECRs noted at least one issue related to course content. Content redundancies detract from training efficiencies by unnecessarily extending their duration and diverting resources away from critical learning objectives.



CFMPA provides an array of field-related skills training, including defence tactics, arrest and control, firearms, and driving. Both instructors (61.5 percent) and graduates (96 percent) responded that driving skill training was not at all effective. Instructors and interviewees also noted that students are not adequately trained in specific field-related policing tasks, such as detention room policing, providing security services and the use of the Security and Military Police Information System. While the recently added MP Soldier Qualification course addresses some of these field-related gaps, appropriate field-related training would ensure MP can maintain order and safety in varied operational contexts.

While the COVID-19 pandemic catalyzed a surge in the transformation of education models and accelerated the use of virtual classrooms and distance learning at the Academy, nearly half (45 percent) of graduates responded that virtual training is not at all effective. In contrast, roughly 90 percent of graduates are in support of in-person and practical training for their main learning components.

Q: How would you rate the effectiveness of the following methods of course/training delivery offered at CFMPA? (Graduate responses)



Key Findings



Finding 2: Training improvements following specific external review recommendations were largely implemented; however, specific requirements remain incomplete, and victim-centric training is ineffective.

CFMPA has implemented various recommendations for training improvements following the publication of external reports, including those mentioned in *The Third Independent Review of the National Defence Act* (Justice Fish) and the *Report of the Independent External Comprehensive Review* (Justice Arbour).

Justice Fish Recommendation #66 – Training on the Application of the Declaration of Victims’ Rights (DVR)

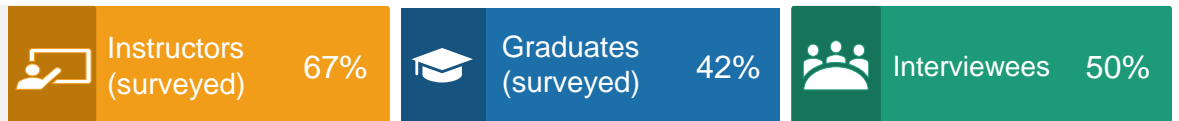
Many updates to CFMPA courses have been implemented to provide enhanced training to support victims of sexual assault while holding offenders accountable. Investigators within the Canadian Forces National Investigation Services provided some of this training to increase the MP members’ expertise.

- The Sexual Misconduct Support and Resource Centre (SMSRC) was consulted in the development of Military Justice Unit Level training, which included DVR. The Military Justice Unit Level updates were also incorporated in foundational MP courses.
- All MP personnel are mandated by CFPM to take the “Victim Rights in Canada” course and the “Using a Trauma-informed Approach” course, the latter of which was developed by the Royal Canadian Mounted Police.

The Justice Fish recommendation also states that SMSRC should design appropriate training in consultation with CFPM to support investigations of sexual misconduct. Through the efforts to implement Bill C77, an arrangement was reached where CFPM would design the appropriate training, and to date, this has been done. SMSRC is eager to give support in providing crucial value-added services to the Academy through resources, specialized assistance, education and advocacy to guide military personnel dealing with sexual misconduct investigations.

While training is being provided in support of DVR and aligns with similar accredited training in other policing academies, techniques for victim training are **ineffective** with only 42 percent of surveyed graduates indicating they were effective.

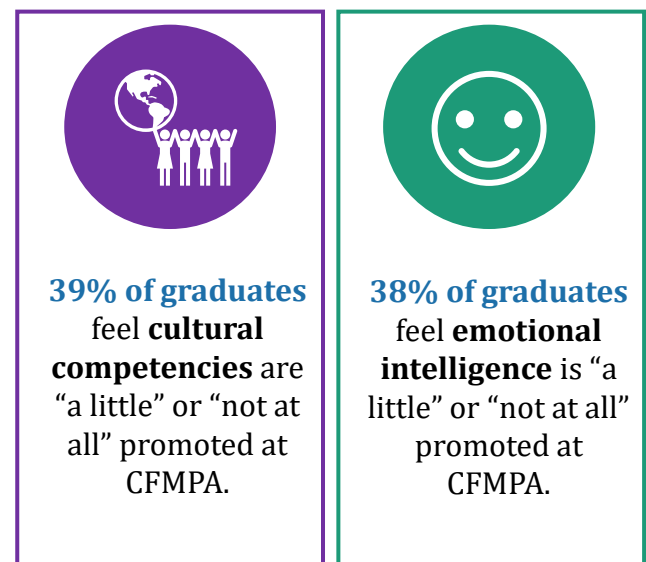
Q: Did CFMPA provide effective training for victim support and interviewing techniques for victims (Answer = Yes)?



- Eighty-eight percent of graduates who indicated the training was ineffective also noted that the current approach is not trauma-informed and remains focused on interrogation techniques as well as subject and witness interviews. Interviewees and graduates noted that the approach does not focus on supporting non-confrontational communication that minimizes re-traumatization.
- Thirty-three percent of surveyed instructors identified specific challenge areas such as students’ lack of confidence in the training that is being provided and current lesson plans in need of further review.

In addition to traditional policing skills, MP members must also possess communication skills and the ability to make emotional connections in support of operational requirements and effective law enforcement within the CAF and surrounding communities, including vulnerable populations.

Emotional intelligence and cultural competencies play a critical role in several MP-related responsibilities. Emotional intelligence is a crucial skill that can enable MP members to navigate complex situations with empathy, understanding and effective communication. Cultural competencies are essential to MP members becoming more able to recognize and overcome biases. A better understanding of cultural nuances in communication styles allows MP members to ensure the fair and impartial treatment of individuals with diverse backgrounds.



Considering various challenges such as sexual misconduct in the CAF and recommendations from the two recent external reports, the CAF needs to address these issues and encourage cultural change to create an effective and desirable workplace. Implementing appropriate trauma-informed training will strengthen the CAF’s ability to properly deal with the application of victim rights to investigations of sexual misconduct. Staffing CFMPA with high-quality MP members will only strengthen future cohorts and the greater MP occupation.

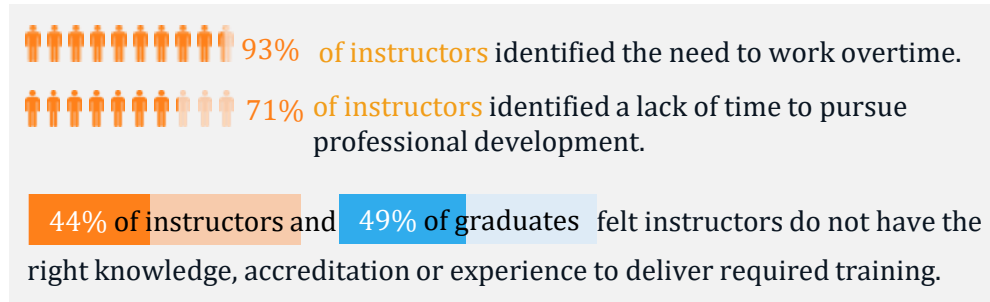
Key Findings

Finding 3: Stakeholder feedback suggests deficiencies in instructor expertise and availability at the Canadian Forces Military Police Academy, including the use of subject-matter experts.

The primary resource challenge identified by the Academy’s stakeholders is a shortage of appropriately skilled personnel.

Graduates (31.6 percent) and **instructors (62.5 percent)** both expressed varied concerns regarding instructor-to-student ratios.

- CFMPA experienced a 17-percent vacancy rate among its training staff in 2023. This figure remained static throughout the evaluation period and is above the norm for Category B staffing organizations (13 percent in 2020). The overall MP occupation vacancy rate is approximately 18 percent, further complicating efforts to increase instructor levels to meet Category B staffing requirements (90–95 percent fill rate).
- Focus group interviews indicated that CFMPA instructor positions lack prestige and are considered undesirable, leading to difficulty in attracting qualified instructor personnel.



Staffing shortfalls have made it challenging for CFMPA to meet various external review recommendations—including Recommendation #23 from Justice Arbour’s report, which calls for the prioritization of postings to training units directed at new recruits to equip all training schools with the best possible instructors and to address disincentives for postings.

- The Academy has been unsuccessful in meeting their recommended staffing targets, despite higher staffing level commitments (Defence Plan, 2018–2023).
- Stakeholders have expressed strong concerns that the Academy is not equipped with the best possible instructors.
- Maintaining minimum staffing levels is not unique to CFMPA or the broader CF MP Gp. Recent data from 2022 demonstrates that several CAF occupations continue to be stressed in terms of not meeting minimum staffing levels.

SMEs are being underused in support of course content delivery.

SMEs can play a pivotal role in enhancing the delivery of training and education by providing in-depth knowledge and real-world experience to support conventional learning practices. Their expertise can contribute to a more dynamic learning environment through the seamless integration of theory and practice, leading to higher proficiency standards and readiness among new graduates.

While there is evidence to support the Academy’s use of SMEs—including course redesigns following consultations with the Canadian Forces National Investigation Services and leveraging resources from the Judge Advocate General to ensure segments of military law packages are well understood and communicated in a contextually appropriate manner—many stakeholders believe SMEs are being underused.



56% of surveyed instructors and 60% of interviewees believe SMEs are not used to their full potential.

Instructors possessing the right blend of relevant experience, knowledge and credibility will enhance the quality of course delivery and equip students with tools and skills to support their academic and professional growth. An increase in qualified instructors would ensure students have improved access to instructors and will result in a decrease in overtime as well as further opportunities for the professional development of instructors.



Modernization efforts are impacted by staffing deficiencies.

While CFMPA has embraced modernization through the procurement and implementation of high-end equipment and emerging technologies and has aligned its practices with other inclusive learning ecosystems, personnel shortages were most commonly noted as a formidable challenge that inhibits modernization efforts. The scarcity of skilled personnel has resulted in increased workloads and can result in project timeline delays and a diminished capacity to capitalize on the benefits gained through modernization initiatives.

Additionally, those posted to CFMPA may not have the requisite skills for managing modernization projects, further challenging these initiatives.

Challenges to the Academy’s modernization efforts will directly impact MP and their ability to achieve readiness goals. Staffing shortages leave little room for additional efforts to focus on modernization, potentially resulting in limited productivity, which hinders growth and has negative impacts on student and instructor experiences while at CFMPA.

Key Findings





Finding 4: The Canadian Forces Military Police Academy lacks well-established feedback channels to support continuous improvement and adaptation.

All interviewees who were questioned about the availability of formal feedback channels for CFMPA training expressed either a lack of awareness of such channels or confirmed the absence of established formal feedback mechanisms. It was reported that any feedback on training effectiveness or suggested improvements are conveyed through informal, ad hoc conversations to the Academy rather than through a structured, rigorous process.



According to CFMPA senior staff, formal feedback mechanisms do exist; however, direct supervisors and external entities may not be aware of their existence, and current governance structures may not be well understood.

ECRs may be ineffective: Graduates question their use in decision making, and the implementation status of recommended actions remains unclear.

Survey data indicated that:




-  All (100 percent) of surveyed instructors believe ECRs were helpful, and 86 percent would have considered or made changes to course content and course delivery based on ECR findings.
-  Ninety-one percent of surveyed graduates noted they had been given the opportunity to evaluate their instructors and courses after completing training.
-  Nearly two thirds (65 percent) of surveyed graduates felt the ECRs were being conducted in a fair and transparent way.
-  Less than two fifths of graduates (39 percent) believe ECRs are being used to support decision making.


While the Academy receives valuable feedback through ECRs and basic tracking systems are in place, formal implementation dates and status-specific data do not appear to be consistently inputted, monitored or tracked in relation to the recommendations and action items within ECRs.

-  Notably, while 11 of the 30 ECRs (37 percent) reviewed by the evaluation team appeared in the task list tracker, only 2 of these 11 (18 percent) included effective tracking data with logged completion dates.
-  ECR participation rates are unknown as they are not measurable.

No formalized mechanisms exist to assess the effectiveness of CFMPA training after graduates return to their units.

Quantifiable performance data, while collected, may not be reported to or used effectively by CFMPA.

-  Technical evaluations are now the responsibility of the Chain of Command/Commanding Officers. Interviewees reported that it is unclear whether current feedback mechanisms support results-based improvements to the Academy's processes. The evaluation team found no tangible evidence that these processes are unfolding nor any results from these exercises.
-  The J7 Education and Training unit circulates validation surveys to the direct supervisors of recent CFMPA graduates three to six months after graduation to inform training program development. However, it is unclear whether the results of these surveys are actioned by or communicated to CFMPA, and while response rates were unavailable, the evaluation team was informed they are quite low.
-  Upon a further analysis of interview responses and document reviews, it is apparent that the Academy lacks adequate performance metrics to assess the effectiveness of their training programs. Quantifiable feedback is not collected from students or instructors, and graduates are not being tracked to examine to what extent the training they received supports and enables operational requirements.

 Robust performance metrics to assess the operational effectiveness of training can provide CFMPA and its related stakeholders with invaluable feedback and insights to support continued program improvements. Reliable effectiveness-based data can support informed decision making to enhance the Academy's training curriculum to meet real-world applications.

Recommendations

Increase the pool of qualified instructors at CFMPA (e.g., flexible contracting frameworks).

Continue to prioritize external review recommendations, including prioritizing the posting of qualified personnel and ensuring students receive effective trauma-informed training on the application of victim rights.

Develop formal feedback mechanisms for CFMPA to collect information from a variety of internal and external stakeholders to support continued training improvements.

Management Actions Plans

Annex A: Management Action Plan

<p>ADM(RS) Recommendation</p> <p>1. Increase the pool of qualified instructors at CFMPA (e.g., flexible contracting frameworks).</p>	<p>Management Action Action 1.1</p> <p>To increase its pool of qualified instructors, CFMPA will continue to rely on incremental staff to offset internal human resource shortages, adopt a faculty system and maintain up-to-date Statements of Work (SoW) to contract professional services.</p> <p>Despite 80 percent Trained Effective Strength across all ranks, CF MP Gp will staff CFMPA in accordance with its Priority B classification to 90–95 percent preferred staffing level (54/59 Regular Force positions or 91 percent) at Annual Posting Season 2024; however, due to the current human resource limitations, specifically French language requirements, CFMPA will continue to rely on incremental staff force generated just in time to augment Academy staff in delivering MP Individual Training and Education (IT&E) in both official languages.</p> <p>CFMPA will also implement a faculty organization where instructors will be enabled to specialize in one or two areas of expertise as opposed to the current model where instructors assigned to a particular course serial are expected to be proficient in several diverse areas specific to that course. The faculty structure will also lend itself to talent scouting and employment of MP instructors in accordance with their talents and specialties while posturing the Academy to receive MP SMEs force generated for specific lessons and civilian staff contracted for specific services.</p> <p>CFMPA had successfully solicited and received interest from civilian contractors until funding for professional services was reduced across DND during FY 2023/24. CFMPA will leverage the additional time to refine its generic Public Safety Instructor SoW into several SoWs specific to the specialized positions envisioned within new faculties. CFMPA will review SoWs not less than every six months to maintain up-to-date job requirements and cost estimates and to minimize delays in tendering should funding for professional services improve.</p> <p>Deliverables: This Management Action Plan (MAP) will be considered closed when:</p> <ul style="list-style-type: none"> • CFMPA is organized into designated faculties by July 2024. • CFMPA has reviewed and maintained up-to-date requirement standards of SoWs not less than every six months. The MAP will be considered closed after four cycles of review. <p>Risk Statement: Without an effective pool of instructors, CFMPA risks losing credibility as a centre of excellence for police and security training at the forefront of best practices and innovative programme delivery. CFMPA also risks undermining the trust of learners, who should look to the Academy as a continuing source of support, knowledge and inspiration.</p> <p>OPI: Vice Chief of the Defence Staff (VCDS) OCI: CFPM Target Date: May 2026</p>
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Annex A: Management Action Plan

ADM(RS) Recommendation

2. Continue to prioritize external review recommendations, including prioritizing the posting of qualified personnel and ensuring students receive effective trauma-informed training on the application of victim rights.

Management Action

Action 2.1

To assess the effectiveness of trauma-informed training on the application of victim rights, CFMPA will—in addition to internal review processes—solicit the input of external stakeholders such as SMSRC.

CFMPA currently relies on a blend of distance learning and in-house instruction at the Development Phase 1 entry level to relay recent Bill C-77 amendments to the *National Defence Act* (including DVR), trauma-informed policing and the *Canadian Victims Bill of Rights Act*. Distance learning includes “Military Justice – Unit Level” on the Defence Learning Network, as well as “Using a Trauma Informed Approach” and “Victims’ Rights in Canada,” available through the Canadian Police Knowledge Network. In sum, trauma-informed distance learning totals 13 hours of virtual instruction. Trauma-informed training at CFMPA, including the application of victim rights, is interspersed among approximately 11 hours of instruction on negotiating confrontational situations and interviewing and policing persons in crisis. CFMPA further provides “Managing Unconscious Bias” on the Canadian Police Knowledge Network (one-hour distance learning) for all Development Phase 1 students to improve cultural competency and provide strategies that disrupt bias before it can impinge on good decisions during the performance of law enforcement duties. Academy staff (10 as of May 2024) have also attended the Instructor Personal Growth Program to improve emotional intelligence when interacting with students.

To improve learner confidence, CFMPA will review in-house training to better integrate the trauma-informed policing and unconscious bias distance learning materials, ensuring that they are better highlighted and reinforced through all aspects of the training program. CFMPA will continue to leverage the Instructor Personal Growth Program for the benefit of its instructors, and CFMPA will liaise directly with civilian police training establishments to ensure MP IT&E is aligned with civilian best practices.

CFMPA will also form an advisory group that will include, but is not limited to, SMSRC and other stakeholders such as representation from the Office of the Judge Advocate General. The advisory group’s role will be to inform and drive a more fulsome analysis on the effectiveness of both the content and the delivery of training, founded in their unique perspectives as victim service providers and advocates and as other professional service providers within the Military Justice System.

To prioritize and incentivize postings to the Academy, CF MP Gp will ensure enhanced training and qualification opportunities are exclusively available to personnel at the Academy. This may include leadership development programs, specialized certificates or external training.

Deliverables: This MAP will be considered closed when:

- The CFMPA-led advisory group on the effectiveness of trauma-informed training on the application of victim rights tables a report no later than May 2026.
- A document outlining a professional development plan for those teaching at the Academy is approved by CF MP Gp senior management.

Risk Statement: Failure to keep pace with external review recommendations, such as effective trauma-informed training on the application of victim rights, puts CFMPA at risk of undermining team cohesion and inclusion as a collective culture rooted in the DND and Canadian Forces Code of Values and Ethics.

OPI: VCDS

OCI: CFPM

Target Date: May 2026

Annex A: Management Action Plan

ADM(RS) Recommendation

3. Develop formal feedback mechanisms for CFMPA to collect information from a variety of internal and external stakeholders to support continued training improvements.

Management Action

Action 3.1

Together, CFMPA and the Assistant Chief of Staff – Readiness (ACOS Rdns) will implement governance over internal and external validation of MP IT&E. CFMPA will formalize internal ECR processes through a unit-level Standing Order (SO) while ACOS Rdns standardizes external validation through promulgation of a group-level order with a comprehensive two-year plan to validate CFMPA's suite of basic, advanced and specialist courses. CFMPA and ACOS Rdns will also examine other means of collecting information that lend themselves to more meaningful data analysis.

CFMPA has reliably collected learner and instructor feedback through ECRs, but the lack of formalized processes has delayed the timely identification of trends, decisions and appointment of Offices of Primary Interest to follow through on change. CFMPA will thus publish SO Volume 3 Conduct of Courses, Chapter 1 End Course Review, outlining staff responsibilities, a two-week window following the completion of training to present ECR recommendations to decision makers and a mechanism to track the implementation of training amendments prior to publication on CFMPA's Virtual Academy.

ACOS Rdns staff (J7 Training) will lead the return to pre-COVID levels of external validation during FY 2024/25. In accordance with the Canadian Forces Individual Training & Education System Volume 8, external validation will consist of a blend of routine, focused and comprehensive reviews aimed at former leaners and their supervisors, who can speak to observations gathered by supported Commanders and other stakeholders. Planning is underway and will be presented during the Spring 2024 Training Steering Committee. ACOS Rdns staff will also populate CF MP Gp Order 3-312, Course Validation (not promulgated) to formally capture external validation practices.

In terms of data collection, current methodologies tied to paper-based products or open-ended interviews and surveys do not allow for data analysis across courses and time. CFMPA and ACOS Rdns will leverage information technologies to both collect and digitize validation information without compromising respondent confidentiality and create the data necessary for data analytics.

Deliverables: This MAP will be considered closed when:

- CFMPA SO Volume 3 Conduct of Courses, Chapter 1 End Course Review is published no later than July 2024.
- ACOS Rdns presents a two-year external validation plan at the Spring 2024 Training Steering Committee.
- CF MP Gp Order 3-312, Course Validation is approved and published.
- CFMPA and ACOS Rdns present alternative means of collecting validation data with a plan for analysis to Comd CF MP Gp no later than May 2026.

Risk Statement: Without formal internal and external validation processes, CFMPA cannot confirm that MP learners have achieved the skills and knowledge MP IT&E was intended to provide, nor can it confirm that training objectives are aligned with the evolving needs of supported commanders and other stakeholders within the Military Justice System.

OPI: VCDS

OCI: CFPM

Target Date: May 2026