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PURSUING EXCELLENCE IN POLICING: CANADIAN FORCES MILITARY POLICE AND PERFORMANCE MEASUREMENT

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JCSP 41

PCEMI 41

Master of Defence Studies

Maîtrise en études de la défense

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CANADIAN FORCES COLLEGE – COLLÈGE DES FORCES CANADIENNES
JCSP 41 – PCEMI 41
2014 – 2015

MASTER OF DEFENCE STUDIES – MAÎTRISE EN ÉTUDES DE LA DÉFENSE

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Word Count: 16703

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LIST OF ACRONYMS

CAF – Canadian Armed Forces

CF MP – Canadian Forces Military Police

DND – Department of National Defence

MPCC – Military Police Complaints Commission

OMBI – Ontario

OPP – Ontario Provincial Police

PSA – Police Services Act

PSC – Public Safety Canada

RCMP – Royal Canadian Mounted Police

"What gets measured gets done, what gets measured and fed back gets done well, what gets rewarded gets repeated."

- John E. Jones¹

Chapter 1 - Introduction

The escalating cost of policing in Canada has given rise to an increased debate concerning the efficiencies of police services. In 2012, it is estimated Canadian policing services cost tax payers \$12 billion, with up to 90% of the expenditures being associated with the significant rise in salaries over the previous decade.² Arguably, the rising costs are not sustainable for municipalities and tax payers; however, this is not the focus of this paper. Instead, the focus will be associated to the subsequent discussion that ensues following the “sticker shock” of the costs; effectiveness of policing services and the evaluation of what truly constitute policing duties. Prior to cutting services it would, ideally, only occur following an analysis of policing programs and services directed towards declared outcomes. The analysis would also be supported by detailed information centered on answering whether policing services are effective, prior to determining if they are efficient.

Unfortunately, the myriad of indicators used by police services are neither harmonious nor able to comprehensively answer the questions associated to a full spectrum analysis of their effectiveness. As a member of the Canadian policing community and the seventh largest police service in Canada,³ the Canadian Force Military Police (CF MP) is found to be equally unable to

¹ Front Range Leadership. Accessed: 28 April 2015.
http://www.frontrangeleadership.com/quotes_on_leadership.html.

² Livio Di Matteo. *Police and Crime Rates in Canada: A Comparison of Resources and Outcomes*. Fraser Institute: published September, 2014, accessed 23 January 2015, <http://www.fraserinstitute.org>, 8.

³ Statistics Canada: Canadian Centre for Justice Statistics, *Police Resources in Canada 2012* (Ottawa: March 2013), <http://www.statcan.gc.ca/pub/85-225-x/85-225-x2012000-eng.pdf>.

answer whether the delivery of policing services are effective based upon a declared series of performance measurements. This paper will argue the CF MP would be best served by adopting a five dimension performance measurement framework to assess the effectiveness and efficiency of the delivery of policing services to the CAF and DND community. The five dimensions will speak to desired outcomes which would be linked directly to the strategic objectives of the CF MP and provide equal structure to mapping operational and tactical level outputs to achieve those objectives. The five dimensions expanded upon in this paper include; public confidence, crime prevention, enforcement and technical competence, victim assistance, and resource management.

While the CF MP have a dual function of supporting combat operations and the delivery of effective policing functions is equally critical, the CF MP also provide comparable domestic policing services within the Department of National Defence (DND) jurisdiction. This operational aspect of the CF MP will be used in this paper to provide the comparison required, since the delivery of these services is what draws public concern and attention to the CF MP. Also, where the CF MP learn from the implementation of a performance measurement framework, those lessons will be useful to the other Canadian policing services.

This paper will provide a general outline of the fabric of Canadian policing to better situate the discussion regarding responsibilities and accountabilities. All nations have unique political considerations and these can significantly influence the approach utilized for constructing the matrices of performance measurement. The considerations of the Constitution of Canada, the role of various levels of government, the manner in which governance and public oversight occur, the role of police in general, and the importance of public trust will all be

discussed in this chapter to provide a background of the contemporary Canadian policing environment.

In the second chapter, various performance management theories will be presented that will highlight the complexities of the field of study in general, and will address specific policing nuances. The involvement of police in the delivery of public safety initiatives is evidently not exclusive to Canada; therefore, the academic contributions of Canadian and international theorists will be used to discuss the benefits, drawbacks, risks, and limitations of performance measurement. The first part of chapter two will examine some of the following questions; who looks at performance measurement, how has the public sector implemented the available methods from the private sector, what are the unintended consequences of implementing a “clumsy” strategy, can performance measurement be sufficiently precise to be useful?

Following the discussion on theory, the paper will examine the current use of performance measurement by Canadian police services and their services boards. It will become very clear the use of performance measurement in Canadian policing is not yet fully developed, nor is it widely used. For the services who are using a form of performance measurement to facilitate and support decision making, the dimensions used will be discussed. As well, the international best practices of police services in countries such the United States, the United Kingdom, Australia and New Zealand will be discussed to provide a unique perspective of how performance measurement works in their situations and also what they have come to learn about its use.

The CF MP framework proposed in this paper will be covered in the third chapter, along with a brief discussion about the Federal Government and DND performance measurement practices. Again, very much influenced by fiscal expenditures, there exists an opportunity for

the CF MP to demonstrate an ability to employ metrics that will not only speak to efficiencies, those metrics could also speak about the effectiveness of the various services provided by the CF MP in support of the justice system and their community stakeholders. While there are many metrics that could be evaluated by the CF MP, these dimensions of performance measurement and the indicators selected represent a combination of the most readily available and the ones linked most significantly to the current understanding of strategic objectives of the CF MP. As the framework expands and evolves to include more indicators or a different set as objectives change, the most important impact will be the embedded use of performance measurement at all levels in the organization towards facilitating decision making in a transparent manner. Due to the unique opportunities the CF MP have to operate both at home and abroad, compounded by the resources available to it within the CAF and DND, it is well placed to further the exploration of a commonly applied series of performance metrics for Canadian policing.

Policing in Canada, a contemporary view

Policing dynamics in Canada are complex due to the constitutional framework in which it is delivered. With several layers of jurisdiction interwoven between the Federal, Provincial and municipal governments, delivery of policing services is often a subject of debate between all levels. While the division of labour and responsibilities has points of friction whereby the professionals involved in this field will discuss those at length, the public does not always understand nor appreciate the root causes of these friction points. This can lead to a confusing dialogue by the electorate when trying to engage their government officials with respect to their concerns.

Escalating costs in policing are becoming a significant point of discussion in many of the jurisdictions in Canada.⁴ The business of policing continues to face enhanced demands, whether due to the volume of training conducted by frontline police officers annually, the increasing complexity of crime networks, or the escalating baseline salaries of the profession. This escalation has placed an increased pressure on municipalities to deliver effective services within allocated budgets.

Public Safety Canada.

Created in 2003, Public Safety Canada falls under the federal government's Minister of Public Safety and Emergency Preparedness.⁵ With numerous agencies in the ministry, PSC's scope of responsibility as part of the national security framework involves agencies such as; Canada Border Services Agency (CBSA), Canadian Security Intelligence Services (CSIS), Correctional Services Canada (CSC), the Parole Board of Canada (PBC) and the Royal Canadian Mounted Police (RCMP). It is very much in keeping with the reality that the RCMP is involved with both federal and municipal levels of policing services which leads to PSC's concern with the escalating costs of policing in Canada. While only empowered to directly impact on the Federal level policing mandate of the RCMP, PSC has an ability to influence the dialogue between provinces through conferences and the commissioning of reports and research studies.

Policing Framework.

As a risk to public safety, crime is both a local and international concern. Where matters affect the entire national security and public safety of Canada, the RCMP is entrusted to pursue

⁴ Di Matteo, *Police...*, 1.

⁵ Public Safety Canada. "About Public Safety Canada," last modified 9 January 2015, <http://www.publicsafety.gc.ca/cnt/bt/index-eng.aspx>.

those international matters. In many respects, where crime is trans-national in nature, even the larger municipal police services in Canada coordinate their investigations and activities with affected agencies to ensure mutual goals are pursued with success. To understand who is concerned with the topic of police performance measurement, it is important to understand the Canadian policing construct due to the uniquely Canadian division of responsibilities enshrined within our Constitution.

The responsibility of providing policing services to Canadians rests with the provincial governments. Each province provides guidance to municipalities for the provision of those services through the Police Services Acts. Recognizing the overarching and generally common legal authority to direct policing services within the provinces by the provinces, this paper will utilize the Ontario Police Services Act where an example is required. In the case of Ontario, the Act is broken down into ten parts which outlines the responsibilities of all involved in the delivery of the services, the public oversight mechanisms, and ensures rights and obligations of the police officer is defined.⁶ The primacy of the municipality as being the lowest representative entity able to decide upon who will provide the police services is clearly stated in the Act, and where the municipality cannot provide services, the Ontario Provincial Police will be called upon to provide those services. In most other provinces, where the municipalities do not have a police service of their own, they have decided to seek RCMP contracted police solutions. In those specific cases, the RCMP members are considered dual members for the purpose of norms of conduct; however, for the purpose of funding the municipalities are in fact paying for those services.

⁶ Ontario Police Services Act, R.S.O 1990, Chapter P.15.

Police Services Act

While municipalities have the ability to fund their own services, it is through the Police Services Act that provincial governments set standards for the delivery of those services. Sufficiently broad in most areas related to the effective delivery of policing services, the Solicitor General is empowered and directed to ensure the aspects of performance measurement are conducted based upon their development of programs related to police trainings, professionalism, and operational priorities.⁷ While the standards are then operationalized by the Ministry for the police services to follow, there is nothing preventing the police chiefs from implementing additional and more stringent standards within their own services. For instance, while the Ontario Police College provides a twelve week training course according to provincially mandated curriculum, the OPP then provides an additional seven weeks of training to ensure their police officers are ready for duty. While all services have unique community and operational demands, this demonstrates the commencement of the divergence in functionality between the numerous services from the onset.

Police Services Boards

Governance of policing in Canada is largely driven by the use of police services boards (PSB) who are comprised of elected and appointed officials who represent the community. Representative of the consistently common framework across Canada, Ontario has the legal authorities of the PSB enshrined in the Police Services Act (PSA) detailing the composition, appointment methods, and responsibilities of the board.⁸ Included in the Act are the adequacy standards which state what the police must do, and by extension the board must provide to their

⁷ *Ibid.*

⁸ *Ibid.*

communities; however, the adequacy standards do not state how those services are to be provided.⁹ Services such as crime prevention, law enforcement, victim assistance, public order maintenance, and emergency response services are directed to be provided by the municipalities through their policing services. Left to the PSB is the manner in which those can be provided and where the priorities for resources, funding and objectives can rest. This governance system requires a rich dialogue between the police service and the PSB to ensure an in depth understanding of the limitations of the policing environment is appreciated by decision makers and practitioners.

Public Oversight

To enhance public accountability and independent oversight of the police, oversight organizations such as the Military Police Complaints Commission (MPCC), Ontario's Independent Police Review Director, the Alberta Serious Incident Response Team (ASIRT) or the Civilian Review and Complaints Commission for the Royal Canadian Mounted Police (CRCC) all serve as examples of external civilian oversight. These organizations provide investigative services to address allegations of police misconduct and provide determinations of the veracity of those complaints. As well, the construct of police oversight organizations is as diverse as their numbers; in some instances the investigators are sworn members from the various police services of the province such is the case with ASIRT, or the members are retired members from other services, such is the case with the MPCC. Either enshrined in the PSA of the province, or having their roles defined by independent federal legislation, their function is critical to the credibility of the policing services in Canada as they provide the independent and

⁹ Ontario Provincial Police, "Understanding OPP Municipal Policing Costs", report dated 5 October 2012, p. 8. Accessed at <http://www.opp.ca/media/Understanding-OPP-Municipal-Policing-Costs-2012-Formula-05Oct12.pdf>

transparent examination about police officer conduct and examine practices to address the concerns of the public with the impartiality not always present in a politically charged PSB environment. As this paper examines the dimension of public trust, the contributions of these oversight bodies will be shown to be important to understanding the totality of the public satisfaction with the delivery of services and will provide valuable indicators of performance worthy of inclusion in the framework.

Performance Measurement Commonalities

Municipalities and public sector organizations have limited funds and a vast array of expectations for service delivery placed upon them. The CF MP is very similar and stands to benefit from better understanding the manner in which it delivers services and to what level of effectiveness. Not only will the decision making process be supported by in depth analysis of performance, the transparent manner in which it takes place will serve to enhance public confidence and the confidence of the stakeholders involved with the delivery of those services, such as the CAF and DND as a whole along with the Canadian public. The public service, international policing services as well as Canadian policing services have all moved towards greater emphasis for inclusion of performance measurement in the strategic objectives of organizations and the CF MP stand to benefit greatly in participating in this methodology for setting strategic priorities.

“Efficiency is doing things right; effectiveness is doing the right things.”

-Peter Drucker¹⁰

Chapter 2: Performance Measurement

Any enterprise with an expectation of service delivery would naturally find itself wanting to answer questions regarding its own efficiency in the delivery of the service and ultimately, should be in a position to describe in sufficient detail the effectiveness in the service delivery itself. While the delivery of policing services is often found in the discourse of public administrations, it is only a small entity in the larger field of “performance management” within the public realm. This chapter will bring forward aspects of performance measurement which are applicable in a general manner towards the wider concept of measuring performance and the identification of which metrics and information is most appropriate for various circumstances. Challenges in the generation of metrics and an even more challenge in their appropriate usage during the decision making process will also be discussed, all in an effort to set the foundation for further and more specific discussion later in this paper.

Performance measurement has both proponents and critics who examine the utility of its usage in the public policy domain. Where complex social matters that often have intangibles, performance measurement attempts to place a numerical value on those subjects to better assist the decision makers in identifying trends and relations with relevant and applicable information. While recognizing there is an increase in performance management, it is important to examine the possible purposes of the metrics brought forward through the process. In Robert Behn’s

¹⁰Peter Drucker wrote 39 books on business management. His quote speaks to the difference between inputs and outcomes. <http://www.brainyquote.com/quotes/keywords/efficiency.html#fhiU3gtFVqfjzu5I.99> Accessed: 12 January, 2015.

“Why measure performance”, he proposes there are eight purposes for public agencies to utilize performance measure; to evaluate, control, budget, motivate, promote, celebrate, learn, and improve.¹¹ Predicated on the belief that public administrators are focused on the improvement of programming, he believes the other seven purposes are essentially in support of driving improvements. While Behn breaks down the criteria to measure each of the eight purposes, the more important conclusion he provides speaks to the requirement for performance measures to be comparable to another entity and need to avoid being abstract.¹²

For Canadian policing, as identified in Chapter 1, there is not set and universally agreed upon standard of policing delivery within Canada. This presents a challenge to those designing performance measurement metrics which must be understood by all involved in their design and their use. In some measurable domains, such as “to celebrate”, there are government programs to anchor the activities of the agency which provides a start point to determine what the framework should look like. So as a public agency, one advantage is to have the benefit of programs implemented across the public service for this purpose. Where additional measures are possibly required, it would be advisable they be introduced as an enhancement to those measures in existence.

Over the past three decades, governments have become increasingly wise to the use of performance measurement for the full spectrum of programs and have come to expect their use in driving assessments of the efficiencies of programs.¹³ There are three key stakeholders who benefit from their use, provided their utility is assumed to add value to the decision making

¹¹ Robert D. Behn, “Why Measure Performance? Different Purposes Require Different Measures,” *Public Administration Review* 63, no. 5 (Sep/Oct 2003): 586-587.

¹² *Ibid*, 586-606.

¹³ Jostein Askim, “The Demand Side of Performance Measurement: Explaining Councillors’ Utilization of Performance Information in Policymaking,” *International Public Management Journal* 12, no. 1 (23 January 2009): 24.

process; elected officials who drive decisions on policy, the agents who are responsible for operationalizing those decisions, and the public who are expected to be satisfied they are being well served by the services and their elected officials.

The work of Jostein Askim answered two fundamental questions, first, do some councilors make more use of performance information than others, and second, assuming they do, how can these differences be explained?¹⁴ His study considered the role in government played by elected officials, the size of their municipalities, whether partisanship influenced or affected decisions, experience in political office, and the education and training of the members. In order to determine whether performance information was utilized by these members, he interviewed them and tabulated his results which were designed to answer six hypotheses. The most applicable conclusions to this paper are that councilors who are implicated in decision making are more apt to seek out performance information. Furthermore, they are more likely as a result of having the information be more engaged publicly with their constituents.

His study also identified the nature of the political environment also drives the interest in performance information. The more volatile the environment, the more interested all parties were in having the information. Of course, both sides of the political power abacus were interested in different sets of performance information. Those in power sought out information that positively depicted their organizations and decisions while the opposition sought out the information that cast a negative light on the governing party.

Other aspects of the Askim study identified that municipality size did not have a bearing on the frequency in which members sought out the information. Two other telling variables were the number of years in political office and the level of education or training of the members. In both cases, the greater the numbers of years in political office and the greater the level of

¹⁴ *Ibid.*, 26.

education, the search for performance information by councilors decreases.¹⁵ The applicability of this aspect of the study is important for Canadian efforts to improve usage of police performance measurements because it will need to be considered when implementing a strategy for communicating any new system across all levels of government. As well, Askim argued that successful politicians or top brass who possess experience and higher levels of education have a tendency to take less risks and try to replicate past successes, thus demonstrating their bias and reluctance to better and more risky solutions.

Knowing where performance is measured and the impacts of those domains is a focus of Colin Talbot's work where he goes a step further to identify the future challenges of performance measurement. Categorizing the field of study into programs, organizations, and people, his contemporary analysis provides a framework to better understand the complexities of performance in the public service. Each focus area possesses distinctive strengths and weaknesses in constructing appropriate performance measurement mechanisms; however, they are most often used in discussions interchangeably which leads to confusion amongst those managers who strive to implement strategies and measures.¹⁶

The notion of using organizational performance focused measurements is challenging due to the multi-faceted manner in which the various programs are funded and supported. It is often very difficult to identify the precise allocation of public funds, resources, and time towards the delivery of the programs when various enabling functions are shared between departments.¹⁷ An assumption of equally shared attention and resources between programs would potentially be false, as would the employment of other cost spreading measurement attempts. This reality bears knowing simply for the purpose of later accepting that absolute precision may not be achievable

¹⁵ *Ibid.*, 36.

¹⁶ Talbot, p.494.

¹⁷ Talbot, p. 494.

despite its desire by those creating the performance measurement model. As well, Talbot identifies the weakness of this type of focus as it relates to “controlling programs, policies and specific activities”; however, does state the strength of this focus lies with its ability to hold management accountable for the outcomes.¹⁸

The second focus Talbot identifies is one more commonly understood in contemporary management circles, the notion that activities, programmes and policies can have their performance measured with a “cost-benefit analysis”.¹⁹ The advantages of this approach are that policies often overlap departments or bureaus within the organization. Using this method, the totality of the organization can be reached for performance measurement with respect to a specific topic area. This maximizes the employment of the efforts placed into constructing and reporting on the measurements. However, a distinct disadvantage is the inverse of organizational performance previously discussed; it makes individual accountability increasingly complex, if not impossible.²⁰

Lastly, Talbot acknowledges the importance of the individual in the pursuit of performance measurement; however, he quickly pushes this aside as a stream of analysis within his work since it is predominantly covered in the Human Resource Management field of study. Despite this approach, he still acknowledges there is much more work to be done to create better understanding for the analysis between the performance measurements of people and organizations and how those mesh together; “Both normatively and empirically it is possible to show that the disjunction between organizational level and individual level performance policies, analyses, and practice is unfortunate.”²¹

¹⁸ *Ibid.*, 495.

¹⁹ *Ibid.*

²⁰ *Ibid.*

²¹ *Ibid.*, 496.

The thoroughness of performance measurement is covered by Talbot whereby he speaks of both the incomplete nature of the metrics as a reflection of the organization's total performance, largely due to the vast amount that could be measured with limited resources to do so.²² Recognizing the potential to be focused on mitigating negative outcomes, an organization may develop a series of performance measurements strictly for the purpose of facilitating the decision making in addressing those shortcomings. While that may be the intent of the leadership or managers, the fact these documents become publicly accessible means consideration must be given to the picture this overabundance of negative reporting will have overall. As well, the costs of conducting the analysis on performance must be viewed and demonstrable as worthwhile to the efficiency and effectiveness of the organization.

One of the models for facilitating performance measurement in a simpler manner, which avoids creating excessively complex analysis tools, is the "Balanced Scorecard" approach. The four areas predominantly concerned with the original model address the following perspectives; financial, customer, internal, and learning and growth.²³ Each of these areas are then further developed starting from the strategic level all the way down to the tactical level in order to ensure the efforts of the frontline employees are harmonious with the overall objectives of the corporation. This system ensures feedback is provided which permits for the measurement of effectiveness towards the declared objectives. The model has often been adapted from the private sector to the public sector with adjustments to account for differences in environments and strategic objectives.²⁴

One of many useful aspects of the balanced score is the way targets, or goals are set to improve the outcomes of the organization. In order to do this, the organization must first identify

²² *Ibid.*, 502.

²³ Kaplan and Norton BSC, 44.

²⁴ Talbot, 505.

the threshold of its performance to date. Having a detailed appreciation of the current status of the performance from an efficiency and effectiveness dimension is a critical start point. In the least, the threshold will become the minimum level of acceptable outcome in relation to the declared objective. Following this, the balanced scorecard approach requires the user to identify targets and what are also called “stretch targets”, the type of targets that will be difficult to achieve; however, those stretch targets represent the ideal solution to achieving the objectives as first declared.²⁵ For example, a company objective may be to significantly reduce the number of preventable accidents over a span of time. If the current state of accidents is defined as “x”, then a threshold may be defined as a number of accidents at “x” or within a couple percentage points of “x” as the start point. The determination of a “target” number of accidents could be viewed as twenty percent lower than “x” with a “stretch target” as being fifty percent reduction of “x”. From this determination, multiple performance measures may be implemented in support of the overall objective of reducing preventable accidents and those can be translated to both the operational and tactical levels.

While this approach demonstrates both a measure of performance from the past in the identification of the threshold and leans forward to set the future expected outcomes, the model is at risk of inaccurate and ill-considered setting of targets, especially when setting stretch targets. Where consultation across departments does not occur during the planning phase of target setting, the balanced scorecard approach not only fails to enable communication, it also runs the risk of setting unattainable targets and thus having a demotivating outcome within the organization.²⁶ It is conceivable that members of an organization would work towards achievable targets; however, if stretch targets are envisioned as impossible then even a “close

²⁵ Kaplan, *The Balanced...*, 226.

²⁶ *Ibid.*, 228.

enough” attempt would not occur. This can be seen mostly when the achievement of stretch targets are linked to compensation for the additional efforts.

While the appetite for performance information in public services is strong and increasing, there are other academic circles who identify the risks associated with their use. The anticipation of unintended consequences is a critical aspect of a study, Pidd (2005), where the “dysfunctional aspects of performance measurement in the public sector” is explored with a perspective from the United Kingdom.²⁷ As well, Pidd wisely points out there must also be due consideration for the seen, and often unseen, costs associated with performance measurement systems. These systems can become laborious in nature; therefore, careful consideration of the information required and to what depth must be taken in advance of implementation. The most obvious costs are attributable to manpower, equipment, and any other financial commitments. The less obvious “costs” are associated to the potential negative impacts on the outcomes of the measured field. If not structured properly, performance measurement metrics can actually degrade performance and have unintended negative impacts.²⁸ The real costs of these effects are harder to measure; however, they are present and if quantified would undoubtedly have a “sticker shock” effect on decision makers.

While Pidd does not advise against the use of performance measurement, the paper cautions against a “clumsy” implementation of any strategy.²⁹ Similar to any decision making process, these risks are equally relevant when examining the creation of metrics in police performance measurement. Pidd further presents a balanced analysis when it is acknowledged the negative outcomes of performance measurement are not always due to malpractice, at the times the best of intentions also have adverse results in their usage.

²⁷ Pidd, 482.

²⁸ *Ibid.*, 483.

²⁹ *Ibid.*, 485.

The work conducted by Pidd draws from the work of Peter Smith who wrote extensively on the unintended consequences to measuring performance in the public sector. Smith provides a list of eight unintended consequences to better discuss the topic, and they are; tunnel vision, suboptimization, myopia, measure fixation, misrepresentation, misinterpretation, gaming, ossification. Some of these require a degree of deliberate involvement of the agent involved to deceive or manipulate the measurement of performance some are directly attributable to the human factors and fallibility of inexperienced agents in the use of performance measurements. Smith distinguishes between the *principal* and the *agent* to demonstrate how each of the eight variables is affected by the goals of the organization and the goals of the person within the organization.³⁰ Where there is a divergence of goals, the likelihood of a dysfunctionality in the usage of performance measurement increases significantly.

The behavioral phenomenon of suboptimization speaks directly to the unique public sector environment provided by a military or paramilitary organization, specifically within the current construct of the CF MP Gp. Defined by Smith as, “the pursuit of narrow local objectives by managers, at the expense of the objectives of the organization as a whole,”³¹ represents one domain where synergies must be achieved in the needs of the strategic goals and operational goals within the organization. Where the rewards for strong team performance are misaligned between leaders and their team members, two problems may arise; lack of motivation and what Smith terms “free riding”.³² This human factor is not easily mitigated and requires knowledge of its existence when developing performance measurements for the organization.

While some of the eight phenomenon categorized by Smith can be explained as a series of unintended consequences to having complex systems ran by humans with a variation of

³⁰ Smith, 278.

³¹ *Ibid.*, 286.

³² *Ibid.*, 287.

backgrounds and experiences, the most unfortunate aspects of performance measurement involve the deliberate and detrimental activities of individuals who choose to misrepresent the data through its manipulation. Two main reasons are proposed from Smith; creative reporting and fraud.³³ Each present concern to the profession of policing as they cut to the core of the integrity of the members employing the practice of performance measurement. As well, for the collection of data sets and for the generation of measurements to add value to the decision making process, it is critical the roots of the information and analysis are not considered to be suspect. With this in mind though, it is also important for the organization to be able to speak to the purity of the performance measurement assessment, therefore, it is reasonable to expect audits of the information and data collection process to ensure trust is maintained and demonstrated.

Similar to misrepresentation is the phenomenon of gaming, whereby the information is deliberately manipulated to minimize the potential for increased expectations due to temporary improvements in service delivery that are not necessarily secured.³⁴ The “smoothing” of performance improvements or declines may occur due to an inability to explain those changes or they may be due to the recognition that resources to repeat those performances will not be available in the future. Gaming and misrepresentation are “potentially severely dysfunctional” and involve a deliberate action by those agents within the organization regarding reported behavior and the actual behavior in a manner not aligned to the organizations intentions for employing performance measurement.³⁵

While Smith presents a dim view of performance measurement by accounting for many of the drawbacks, the unintended consequences of their use must be better understood by those seeking to exercise control over their public sector organizations. Recognizing the transparency

³³ *Ibid.*, 292.

³⁴ *Ibid.*, 298.

³⁵ *Ibid.*

of the public sector, he appropriately warns against the careless generation of data and suggests remaining in tune with the magnitude of the costs and benefits of choosing to measure specific domains within an organization.³⁶ In an age of information whereby the volume and timeliness of data generation is increasing, organizations must take even greater care to anticipate the potential consequences of embarking upon the measurement of performance. In the public sector where services are being provided across a complex series of programs, the potential areas for measurement are vast; however, mitigation of the risks for when that information is made public must start before the first data set is collected.

Performance Measurement and Canadian Policing

This leaves the question; can performance measurement in policing within Canada be successfully implemented despite these demonstrated risks and challenges? This paper strives to present an appropriate model for the Military Police to employ, while still recognizing the limitations presented by these limitations. Arguably, as long as the process is transparent, critically inspected and analyzed on a routine basis for relevance and impact, the service will be well served by its utility. In Canada, the utilization of performance measurement for identifying efficiencies and effectiveness are rarely applied, and when applied they are often not applied in a similar manner amongst police services.³⁷ This is not to say police services are loath to employ robust performance measurement metrics, it reinforces the Public Safety Canada findings from the 2013 Report #31 which found the increased interest in using performance measures by police services boards and oversight bodies creates a greater need to seriously examine how policing in Canada constructs these metrics.

³⁶ Smith, 280.

³⁷ Public Safety Canada, Report 31.

The state of performance measurement in Canada, as determined by the analysis conducted by Public Safety Canada in 2013 of 20 police services, has several concerning dimensions when discussing the feasibility of adopting universal performance metrics. The report found the language utilized to describe aspects of their performance, and the frameworks utilized to capture those metrics were varied.³⁸ As well, the report found the dimensions covered within those frameworks were also varied. This individualized approach to measuring performance presents challenges to bringing services together to share lessons from their past experiences since the lexicon, construct, and even the dimensions of measurement are all different.

Police services boards fulfill a critical role in representing the communities within the public safety framework. A limitation of the effectiveness of these boards is represented in the PSC report where it was identified there are two shortcomings related to employment of performance measurement. First, there is limited training for board members related to the function they undertake. Additionally, it is rare to find boards who undergo training with respect to the use of performance measurement tools in aiding the decision making process. The longer members were on their respective boards, the better their understanding of the utility and limitations of performance measurements.³⁹ Second, the not every board was well supported by specifically trained staff to compile the reports for their use and for designing performance metrics specific to their community and police service's needs. The generation of the performance metrics used by the boards themselves was also determined to be a poorly understood and universally applied practice, again in large part due to a combination of lack of experience, lack of training, and lack of support.

³⁸ PSC report 31, 8.

³⁹ PSC report 31, 24.

In Ontario, the government created the Municipal Performance Measurement Program (MPMP) in 2000 to assist municipalities in generating metrics useful to their business planning and service delivery decision making processes. In the 2012 reporting year, the list of measurements comprised of capturing costs associated to operations per person, the total costs of policing per person, and four crime indicators associated to violent crimes, property crimes, youth crime and total crime.⁴⁰ While these represent a provincially imposed requirements for municipalities and by extension their police services boards and police services, they are not exclusive. In municipalities wish to generate other metrics for their own use, there is no restriction. While this list created and reviewed annually by the MPMP represents a minimum reporting expectation, there is nothing directing how those metrics are to be utilized in the performance measurement framework employed by police services boards. It does; however, ensure the police within the province are at least generating metrics towards a common reporting system. While small, this is a start point towards broadening the universal reporting frameworks.

A more comprehensive list of measures is provided by the Ontario Municipal CAO's Benchmarking Initiative (OMBI) who provide performance measurement in multiple public service areas, not only policing. The name is also misleading as three of the fifteen member municipalities are from outside of Ontario, and those are Calgary, Montreal, and Winnipeg.⁴¹ With the exception of Montreal, all remaining fourteen members have provided data regarding policing for analysis in keeping with 41 performance measures organized into three categories; community impact, efficiency, and customer service. These measures fall in line with the five community safety priorities defined in the Ontario Police Services Act. While not members of

⁴⁰ Ontario Government. MPMP. <http://www.mah.gov.on.ca/Page10524.aspx>

⁴¹ OMBI website. http://www.ombi.ca/?page_id=4

the province, it is assumed by their participation in this volunteer initiative they are satisfied with the expertise brought to bear on this complex undertaking of measuring police performance.

In their annual reports, OMBI provides a three year data comparison built from the 41 performance measurements.⁴² Included in the results is the identification of the median score, thus allowing for users of the measurements to conduct a rough comparison against other established and reputable police services who are equally concerned with performing to their community needs. One example of a measure provided is the total number of police officers and civilian staff serving the municipalities per 100,000 population. In 2013, the median amongst those municipalities participating with OMBI was 212, with Toronto and Winnipeg at the high end with 284 and Halifax on the low end with only 183. While it is obvious the comparison of these cities spans three different provinces, each with unique policing requirements, the data proves equally useful when comparing only southern Ontario cities whereby York has 185, Niagara 229, and Windsor did not report in 2013; however, they did have as many as 295 in 2012 and 297 in 2011. In isolation these numbers mean very little which is the reason why deeper analysis is required to determine what drives these increased or reduced numbers. Not included in this report from OMBI are those reasons and to make sense of the discrepancies, the investigator is required to call those services to have their questions answered.

Other areas measured by the OMBI include the following; total cost of police services per capita, total crime rates, total crime severity index, violent crime rates, violent crime severity index, percent of violent crime solved in a calendar year, and the average number of non-traffic criminal code incidents dealt with per police officer.⁴³ From the information provided in these comparative charts, looking only at the Toronto Police Service as an example, a few appropriate

⁴² PSC Report #31, p. 37.

⁴³ OMBI Report 2013, p. 132-139.

questions related to the effectiveness of the service in improving public safety year upon year may be developed. Specifically, a service with one of the highest number of police officers per 100,000 population also sits as one of the highest on the violent crime severity index with a rating of 99, placing 38 points above the median. Yet, the Toronto Police Service has the second worst percentage for solving violent crime within a calendar year. From these broad brush numbers it is understandable how additional questions about effectiveness arise, especially considering the cost of delivering policing services in Toronto is the second highest amongst the fifteen municipalities at \$387 per capita and the median being \$295.⁴⁴

As a result of examining the manner in which many police services boards and police services employ performance measures, Public Safety Canada organized the commonalities and proposed the following seven categories for creating both standardization and for providing a start point for the many services not using performance measurement as part of their efforts;

1. Reduce criminal victimization;
2. Call adult and youth offenders to account in appropriate ways;
3. Reduce fear of crime and enhance personal security;
4. Increase safety in public spaces;
5. Use financial resources fairly, efficiently, and effectively;
6. Use of force and authority legitimately, fairly, and effectively; and
7. Satisfy citizen demands for prompt, effective and fair service.⁴⁵

While this grouping of measures was provided, there was also recognition that each measure could have an overabundance of indicators measured. In order to move this model forward, police services would need to agree to develop the metrics and remain equally interested and flexible to adapt their organizations to ensure the process aligns with their objectives over time.⁴⁶

⁴⁴ OMBI Report. P. 133.

⁴⁵ PSC Report #31, p. 28. While these are put forward in the PSC report, they are in fact taken from the work of Braga and Moore, 2003)

⁴⁶ PSC Report #31, p. 28.

As previously mentioned, a large amount of the motivation for identifying efficiencies in service delivery of policing arises from the escalating costs being born by taxpayers and municipalities. In a 2014 report published by the Wilfred Laurier Institute (WLI), the issue of performance metrics is addressed by proposing that Canadians need to ask questions related to “what kind” of policing services they want, instead of leading with the question, “how much?”.⁴⁷ A similar and resounding critique from multiple literature on the topic is echoed in the report calling for a shift in emphasis from inputs to outcomes.

To move the discussion in a different direction, Luprecht suggests three topic areas; address the changing nature of policing based on the nature of crime and public safety, identify economies of scale to be harnessed from overhead expenses, and consider areas where service delivery could have alternate providers.⁴⁸ While the proposal of a discussion on this scale may seem distantly stratospheric in relation to lower level performance measurements, his approach cuts to the root of the issue in assessing where to start developing appropriate performance measures. No matter the system or model utilized in measuring performance in policing, in order for the end result of expending those resources towards refining policing services, it is critical to start with the correct series of strategic objectives, independent of the thought or discussion of costs in the preliminary strategy development.

One area identified for improvement, in Luprecht’s assessment, is the amount of time and resource allocated towards court administration in support of proceedings. The first of two critical areas worth tracking are addressed in his analysis is the amount of time police officers spend preparing court briefs or ensuring all supportive documents are available for the Crown. Suggestions of using transcription technology and civilian employees for supporting the

⁴⁷ MLI Report, p.25.

⁴⁸ MLI Report, p. 2.

preparation of documents requested by the Crown prosecutors could lead to cost savings.⁴⁹ The second issue brought forward by Luprecht deals with the delays in court proceedings often caused by an oversight by the Defence, the Crown, or even the court. Luprecht suggests there should be no adjournments due to these oversights in preparation and simply press forward with the hearing.⁵⁰ While this may in fact speed up the flow of cases through the judicial system and may even clear much backlog, the suggestion is concerning because it indicates a flawed appreciation for the precedents set in securing the Charter Rights of the accused. Nonetheless, it is clear that time spent by police officers on these matters adversely affect the performance measurements of efficiency and where a deeper understanding of their time spent in court could support options development by decision makers, this area should be considered for future measurement.

Another area where efficiencies should be leveraged is in the realm of technology employment in support to policing services. Due to the cost of retooling a police service's Resource Management System or perhaps the cost of introducing a new technology with the intent of improving delivery of services, it is critical to better understand the threshold performance before embarking on a path of introducing changes. Luprecht identifies the concept of shared services amongst emergency services, such as the requirement for dispatch services. Despite the financial benefits to this approach, there still remain municipalities across Canada who have not agreed to relinquish their ownership of this operational support task which means the cost of their police services is greater than is required.⁵¹ While the unification of efforts in this domain may appear to be as simple as closing down one dispatch centre and routing all calls to an existing call centre within the region, the concept uncovers deeper divisive issues amongst

⁴⁹ MLI Report, P. 19.

⁵⁰ MLI Report, P. 18.

⁵¹ MLI Report, p. 14.

police services, specifically, the lack of standardization in the operating procedures. This issue would require resolution prior to expecting dispatchers to manage the various nuances to operating procedures.

The lack of common standard is a result of a decentralized responsibility for service delivery, as mentioned in the first chapter of this paper; however, Luprecht accurately identifies the lack of a national or even a series of provincial College(s) of Police.⁵² Without the centralization of policing practices through such a body, the profession itself is left to be as diverse in the manner it delivers services as the number of police services themselves. If a recognized professional accrediting body was established, there would exist a formal and consistent venue to resolve all levels of issues associated to policing. In the absence of a timely introduction of a Canadian solution to this issue, Luprecht proposes the use of the Commission on Accreditation of Law Enforcement Agencies (CALEA). Despite being established in 1979,⁵³ and having great effect with improving the policing services in 18 US States, only four municipalities in Canada have achieved accreditation with no provincial or federal policing services achieving that accreditation.⁵⁴ This speaks more to the culture of independence in the delivery of service than it does to the ability of those remaining police services to achieve the accreditation standards set by CALEA. Nonetheless, the issue of “professionalization” of policing through a recognized and empowered mechanism to measure performance equitably and transparently does merit close consideration.

One challenge in determining the performance measurement metrics for policing is first to accurately understand the correlations between the various sociological factors within the environment in questions. For instance, knowing the impact of unemployment rates, population

⁵² MLI report, p. 22.

⁵³ CALEA Website: <http://www.calea.org/content/commission>

⁵⁴ MLI report, p. 22.

density, ethnicity, culture, and number of single parent households to crime rates and nature of crime is essential⁵⁵ Understanding the relevance of these factors towards crime trends would assist the interpreters of the performance measurement reports to interpret the results within a particular context, permitting them to neutralize or minimize their biases. Much of the research available in this domain originate from the United States, which led Di Matteo to look at Canadian census Metropolitan Areas (CMA) to determine which service is the most efficient. However, the report draws upon Statistics Canada information related to the Crime Severity Index and other information from the Canadian Centre for Justice Statistics and factors this information into determining whether policing services are efficient. Owing to the majority of costs in policing are directly related to salaries and benefits, it is not surprising to see Di Matteo rely heavily upon correlations between strength of manpower to population rations as well as linking crime rates to these identifiable factors.

The most significant applicability of Di Matteo's work towards the discussion of performance measurement is the identification of possibly vast inefficiencies between the various services. With the use of a regression equation applied to the census data, Di Matteo was able to identify predicted numbers of police officers per 100,000 and then compare these results to the known actual numbers. While some services had numbers very close in each category, others had significant deltas which led to a conclusion of possibly vast inefficiencies. As well, the results of the study demonstrated there were services across the country which had these inefficiencies, thus indicating the problem was most likely not attributable to regional or provincial factors. Lastly, the research indicated the costs per sworn member did not correspond with the levels of efficiency or workload, which cause questions relating to the value for dollar in some municipalities.

⁵⁵ Fraser Institute, p. 29.

The study led by Di Matteo provides an insight to the strong possibility there are diverse levels of efficiencies across Canadian policing. Acknowledging the complexities of identifying the socio-economic factors, the study does point to a requirement to better understand what gives rise to these polar opposites of employment numbers and costs amongst municipalities.⁵⁶ This said, the realization key decisions associated to the numbers of policing and their funding are taken with an absence of performance metrics, this study shows the need to better define the common metrics policing will use to come to decisions that will address this spread of efficiency.

Performance Measurement in International Policing

The exploration of best practices in performance measurement for policing would be remiss without a consideration of several international examples. Countries such as the United States provide a geographical and cultural similarity to Canada, with distinct differences in legal systems applied in the public safety and policing professions. Regardless of those differences, looking at community policing measures, New York's employment of the COMPSTAT system and Chicago's modified COMPSTAT all give rise to considerations for an improved Canadian model. As well, looking at commonwealth nations who share more legal similarities with Canada serves to balance the approach. Countries such as England and Wales, New Zealand, and Australia have all been wrestling with the development of performance measurement systems to improve policing outcomes. This section of the paper will briefly identify some strategies employed within these countries whereby those strategies will be explored further to assist in analyzing where the Canadian Military Police ought to lean in developing their own system.

⁵⁶ Fraser Institute, p. 37.

United States

One approach that drew great fanfare and was studied by many policing and academic organizations was New York's implementation of the Compstat system. Implemented by Police Chief William Bratton in 1994, the system improved operational flexibility across precincts; however, it also came with greater accountability for those in charge.⁵⁷ Due to the significant involvement of the newly elected Mayor of New York, Rudolph Guliani who took pushed a zero tolerance for crime, and the continued decline of crime trends, he is mistakenly credited with generating the Compstat system and the successful outcomes in New York. One thing is certain, the new Mayor continued with the newly introduced system and in weekly meetings both he and the Police Chief were able to hold commanders accountable for the progress within their units.

Compstat reporting was generated by a specially assigned department who provided the analysis for the weekly meetings, as well as generating the precinct Commander's curriculum vitae.⁵⁸ As a result, it was believed commanders would be motivated both through the altruism of the profession and from the personal nature their unit's performance would affect their profiles. The reports supported more in-depth discussions to develop strategies, allocate resources, and provide priorities to addressing public safety concerns. While there are critics of Compstat's effectiveness in reducing crime, it is clear the process created operational cooperation between precincts in one of the largest police services in the world. The additional allocation of specialized analytical resources to enable this approach also created additional transparency since reports of every meeting were kept.⁵⁹

⁵⁷International Centre for the Prevention of Crime. P. 8.

⁵⁸ *Ibid*, p, 8

⁵⁹ *Ibid*, 9.

In 1993, Chicago introduced the Chicago Alternative Policing Strategy (CAPS). Instead of weekly meetings, this system called for monthly meetings between the police and residents at a local level which was intended to enhance the concept of community policing through collaborative problem solving.⁶⁰ With the assistance of a research group, Chicago updated this approach in 2000 to become more similar to the Compstat system in New York; however, problem identification was delegated to the local level instead of being centralized at the highest level.

The approach to generating the reports to support decision making, and the methodology utilized by the program coordinators are noteworthy. First, it was noted the researchers were involved from the beginning of the development and design of the program. As well, the police service was fully cooperative and engaged in the process and the public funds to support this work were set aside to ensure the program had everything needed to conduct their work. Second, the researchers utilized multiple sources to ascertain the needs of the community, which would later inform the development of strategic objectives; annual surveys of residents at various levels of involvement, consultations with police, crime figures, socio-economic trends, and evaluation of the community meetings to include levels of community engagement and procedures.⁶¹

A non-traditional approach to performance measurement in policing suggested in 1987 is one that seeks to identify the quality of policing instead of the productivity or quantity. Predicated on the belief that communities need to solve problems to improve the quality of their lives, and the police are deeply involved in this process, the performance measures must support this endeavor. The SARA (Scanning, Analysing, Response, Assessment) model provides the framework to identify problems worth solving, ensures external and internal resources and

⁶⁰ Ibid, P. 11.

⁶¹ Ibid, p. 13

factors are considered, objectives are clearly defined, strategies and initiatives implemented with the assessment to determine if the objectives were achieved.⁶²

This approach requires a different mindset as it concentrates efforts on the quality of life of a community. The idea of placing a threshold on the quality of life is an interesting proposal as it relates to this approach for performance measurement. Since the quality of life of a community is mostly local and relative to the other communities should performance measurements be applied to compare police services? Ultimately, police services will support the community aspirations for a better community, so can the work ever be done? However, if the idea that police are involved in achieving goals that support community goals or expectations, then this approach of designing performance measurements for achieving those goals could become a true indicator of a higher quality police service,⁶³ at least in the eyes of the community it serves.

England / Wales

England and Wales have evolved the performance measurements for policing to a very comprehensive level, following several iterations in the past decade. The evolution of the framework has valuable lessons that Canada ought to consider when developing its own performance measurements. While the UK has a centralized office for policing matter, Her Majesty's Inspectorate of Constabulary (HMIC), it is important to concede the significant legal empowerment this office has to hold the 43 police services accountable to perform to a designated standard.⁶⁴ In Canada, this legal framework only reaches as high as the provincial

⁶² Alpert, Geoffrey P. P. 82.

⁶³ Alpert, p. 86.

⁶⁴ RAND report, p. 7.

level which leads to regional differences in expectations and priorities. Despite this significant difference, the methods employed by the HMIC for reporting on policing services are still worth examining when considering the development of similar measurements for Canadian police services.

As recent as a decade ago, the HMIC was measuring 35 indicators and publishing reports annually for public consumption.⁶⁵ The critical flaw in this system was quickly recognized following publication of the reports which compared rural and urban police services; a flaw due to the significant public safety differences in the environments they were policing. This led to the development of a report card system whereby the four dimensions were measured; local crime and policing, satisfaction and confidence, protection from serious harm, and value for money.⁶⁶ The ability to compare services with each other, on the HMIC website, was still available to the public. As well, the most significant take away of the report card dimensions is the manner in which public confidence was measured. A general survey with one question was conducted whereby 50,000 people were surveyed. While the results could be regionalized and allocated to the specific services, it did not take into account the potential delta between operational capabilities and perceptions of the public based on a bias created from media or anecdotes of those who had contact with the police. This led to the implementation of yet another amendment, specific to the public confidence dimension, whereby the public surveyed would be those who had an interaction with police.⁶⁷

⁶⁵ Ibid, p. 7.

⁶⁶ Ibid, p. 7.

⁶⁷ Ibid, p. 8.

New Zealand

Following New York's lead, the New Zealand Police Service adapted the Compstat system to its own needs in 1999.⁶⁸ Built on similar foundations as other police services measuring performance, the NZ police have a unique emphasis on the adoption of good practices being shared which has significantly more positive connotation than the tradition "lessons learned" born from errors or mishaps. As part of the performance measurement framework, this dimension ensures the institution not only purports to be a learning institution, the measurement indicators ensure the mechanisms are in place and monitored for effectiveness.

The NZ framework for measuring performance was established in 2006 and uses seven categories; leadership and governance, strategic planning, attention to the community and citizens, intelligence and evidence and knowledge management, police personnel, police processes, and focus on results.⁶⁹ Each category is further defined with indicators that provide the depth of measurement required to dialogue of the topic. Most notably, it took five years for the implementation group of the measurement framework to be accepted as a valued part of the organization and for attitudes to change.⁷⁰ While this is reasonable to leaders to comprehend, it is a consideration that merits special attention with police services in Canada that will under robust changes in the measurement frameworks, either by legislation or self-driven initiatives.

Australia

Despite having much academic literature and discussion papers to draw upon for general awareness of performance measurements for general policing outcomes, there appears to be a lack of analysis in the realm of *specialist policing*. This has a significant impact of expanding

⁶⁸ ICPC, p. 58.

⁶⁹ ICP, p. 60.

⁷⁰ ICPC, p. 62.

the total comprehension of measuring outcomes for policing since many of the inputs of specialist police units have either a direct impact on crime prevention or enable the success with respect to frontline analysis of outcomes related to reducing crime, improving accountabilities, and ultimately bringing rise to public confidence. As such, many of the metrics utilized for measuring those units need to be developed in a unique manner to facilitate the comprehensive analysis on a policing service. In New Zealand, the Auckland Metropolitan Crime and Operational Support (AMCOS) developed such a framework to further their ability to analyze specialist policing within the New Zealand Police.⁷¹

Specialist policing can be broken down into two key areas; technical units, and niche units.⁷² First, technical units comprise those functions such as forensics, intelligence, polygraph, and K-9 as examples. These units may be critical to enabling success of the overall policing outcomes; however, they are not directly responsible for taking action against criminals that directly leads to the traditionally measured outcomes for policing.⁷³ Second, niche units may have direct impact on specific types of crime; however, their activities are not exclusive and often overlap actions found in either frontline police units or have a multi-jurisdictional aspect, such as organized crime units or drug units.⁷⁴

Owing to the unique aspects of specialist police, it is a domain requiring non-traditional performance measurements to be implemented. At the core of the development of these measurements must rest the understanding these units are not exclusively responsible for outcomes related to policing.⁷⁵ The AMCOS Performance Management Framework follows the principles of other similar and popular tools such as the Balanced Scorecard by first identifying

⁷¹ Australian Government, “A tough nut to crack...” p, ix.

⁷² Ibid, p. 2.

⁷³ Ibid, p 2.

⁷⁴ Ibid, p 2.

⁷⁵ Government of Australia, “A tough nut ...”, p. 10.

what is important and then identifying the best manner to in which to measure those aspects. As well, the AMCOS Framework was developed with a deep understanding of tactical level work conducted following visits to the units which also gave rise to an enriched appreciation of what could be measured and what could not.⁷⁶

The framework developed covered the specialties found within the largest police services; however, due to the depth and breadth of its coverage, it is a framework to be considered by Canadian services and any Western democracies looking to implement a strong performance management strategy. Not all units have criminal profiling; however, most have a degree of forensic analysis. Therefore, the measurements identified in the report are useful as they are linked from strategic to tactical levels. Despite the comprehensive nature of the measures for the fingerprint unit, for instance, there was an absence of ability to identify court cases directly affected by the processing of the prints. This said, the intent of the AMCOS Framework was to develop those metrics for future use,⁷⁷ thus enhancing the oversight in both operational outcomes and being able to identify appropriate levels of inputs. Other areas such as Intelligence and Investigations are measured in the ACOS Framework, demonstrating an approach towards tackling the often nebulous task of measuring performance in domains that are very much inter-connected with other aspects of policing.⁷⁸

Conclusion

The practice of measuring performance is both a private and public sector undertaking whereby managers and leaders are faced with the challenge in selecting the appropriate methodology to identify efficiencies and effectiveness. In the public sector, the dialogue is

⁷⁶ Ibid, p. 13.

⁷⁷ Ibid, 16.

⁷⁸ Ibid, p. 18-19.

recently driven by a requirement to enable transparent oversight regarding the cost-benefit of essential services are delivered. This chapter examined some of the performance measurement theory specific to the public service, drawing upon analysis and studies that identified critical considerations when designing a framework within the public service.

In Norway, the use of performance measurement reports was analyzed and identified the impact of higher education on the use of the reports created for decision making. Decision makers who had higher levels of education were less likely to ask for the reports or consult them when making decisions. As well, the impact of position within the government was identified as having a role in the utility of measurement reports, specifically; the members in greater positions of trust were more likely to use the reports when available. This is important to consider as the recognition of bias will become critical during the evolutionary implementation of more focused and detailed measurement reports in the public sector.

While the appetite for performance measurements has risen drastically, the potential for dysfunctional impacts were identified, such as myopia, tunnel vision, and even misrepresentation. As the budgets and resources becoming increasingly linked to the results of these reports, there is potential for fraud to occur and manipulation of the data to suit ulterior personal or organizational objectives. So the metrics chosen to support the identified strategic objectives need to be well chosen, and very well structured to mitigate against this potential. Also important to consider when developing metrics is the depth and scope of the metrics since the real costs to enabling the collection and analysis of the data may be costly both in terms of financial and resources.

Part 2 of this chapter then examined several frameworks applies by policing agencies in Canada and from internationally reputable services. Each police service identified in this chapter

has employed and adapted their framework to suit their requirements, as best they can. In Canada, it was determined the application of performance measurement is not widely conducted and where it occurs, there are significant shortfalls to ensuring they are able to be compared to one another. More importantly, the lack of widespread provincial level frameworks inhibits meaningful comparisons between police services and further limits the decision making process by police services boards when faced with efficiency and effectiveness decisions. Yet there are examples of organizations that could provide a catalyst to moving the issue forward, such as the OMBI. As well, the accreditation system provided by CALEA could become replicated in Canada through the empowerment and resourcing of a Canadian College of Policing.

However, the successes of policing services from the international arena are a significant resource in advancing a Canadian model. Whether examining New York's Compstat system that relies on centralized accountability with robust data analysis, or the decentralized approach implemented within England and Wales' HMIC where police services have operational freedom, there are commonalities. Categories centric on public confidence and satisfaction with services delivered, the appropriate management of resources and funding, technical expertise in the profession of policing, rich engagement with oversight or governance bodies, and an appetite to institutionalize the concept of innovation are found in most countries. While governments and the public want efficient delivery of services and to see the costs of policing make sense, they are equally interested in being able to better measure the performance towards improving public safety. As police services and municipalities move forward to provide the frameworks that will respond to these expectations, it is best to consider the successful applications from foreign police services as they share much in common.

“Measurement is the first step that leads to control and eventually to improvement. If you can’t measure something, you can’t understand it. If you can’t understand it, you can’t control it. If you can’t control it, you can’t improve it.”

-H. James Harrington⁷⁹

Chapter 3: Military Police and Performance Measurement

The Canadian Forces Military Police is in a unique circumstance whereby the mandate involves both the provision of policing services, and it also provides combat support to the fighting capabilities of the CAF. While the two unique aspects of this police service may one day be able to be analyzed using harmonious performance measurement matrices, this paper is focused exclusively on the policing aspects provided by the MP which are commonly found in the other jurisdictions across Canada.

This chapter will identify the best starting point for the MP to start measuring performance through a comprehensive model covering five dimensions which are most important to ensuring the relevance, credibility, effectiveness and efficiency of the organization. Those five dimensions will be discussed to provide justifications for their importance, as well, the following fundamental criteria will comprise the analysis; the key indicators that must first be examined to provide both qualitative and quantitative assessments, the frequency of the provision of measurements and their timeliness in respect to other department needs, the best generators of the analysis or providers of the data sets to the process, and the examination of the risks attributable to the manner the dimensions are measured. As well, the operational context of the MP will be examined so the performance measurement framework is understood in context to the demands of the key stakeholders the MP serve in the interest of justice and public safety.

⁷⁹ <http://www.goodreads.com/quotes/632992-measurement-is-the-first-step-that-leads-to-control-and>

To illustrate the manner in which these dimensions will form a benefit to understanding efficiency and effectiveness within the Military Policing domain, the discussion of the proposed model will draw upon the theory discussed in the previous chapter. While there is a benefit to the MP employing a performance measurement framework, one that has the benefit of the lessons identified by other services both at home and abroad, it is only appropriate to identify the limitations and challenges that lie ahead for implementing meaningful change towards not only improving public safety but also towards being able to speak to the manner in which the service plays a critical role in the communities across Canada and the CAF.

Military Police Considerations

The Military Police provides both policing and operational support to the CAF; however, for the purpose of this paper, the performance measurement framework proposed only addresses the policing mandate,⁸⁰ despite many of the MP functions having dual applications. In considering the roles and functions of the MP in their policing mandate, it is important to first understand the unique environment in which this policing service operates. The factors and mechanisms related to governance and oversight help to frame the discussion whereby comparison to other police services is made possible.

While the Military Police is a recognized Branch within the CAF, it is through Canada's National Defence Act (NDA) where the Canadian Forces Provost Marshal, the Head of the MP, is appointed and empowered. The appointment of the Provost Marshal is outlined in Section 18.3 of the NDA and through this section, the powers of appointment and removal are detailed.⁸¹ As well, the powers of the MP are granted through Section 156 of the NDA which permits

⁸⁰ <http://www.forces.gc.ca/en/caf-community-support-services-military-police/index.page>

⁸¹ Government of Canada, Justice Laws Website. <http://laws-lois.justice.gc.ca/eng/acts/n-5/>

members to detain and arrest for matters related to the Code of Service Discipline.⁸² This portion of the act provides the MP with the necessary legalities to carry out enforcement functions in support of DND; however, the MP are also recognized as peace officers under Section 2 of the Criminal Code of Canada which provides the legal basis for their mandate in enforcing Criminal Code offences within Defence jurisdictions.⁸³ Together, both of these legal declarations provide the MP with a fundamental policing function within the DND.

Within the CAF, the MP is found within the Vice Chief of the Defence Staff (VCDS) Group and the CFPM is directly accountable to the VCDS. The support provided by the VCDS group in relation to resource management, strategic priorities, and leadership is similar to the resources provided to other police services by their municipalities or provincial governments. Specifically, the internal resources of DND/CAF are available to the CFPM through the VCDS Group relationship. This will be discussed later as the single largest strength of the future of performance measurement for the MP.

As the seventh largest police service in Canada,⁸⁴ the MP conforms to the same oversight requirements and expectations found in other Canadian jurisdictions. Similar to the Royal Canadian Mounted Police (RCMP) which is overseen by a Complaints Commission, the MP are overseen by the civilian organization of the Military Police Complaints Commission (MPCC) which promotes and ensures the MP conduct policing matters to the highest level of professionalism possible as well as address matters of interference with investigations.⁸⁵ The legal enactment of the MPCC mandate is found in the NDA, specifically Part IV, where the

⁸² Ibid, Section 156.

⁸³ Government of Canada, Criminal Code of Canada. Justice Laws Website, <http://laws-lois.justice.gc.ca/eng/acts/C-46/page-1.html#h-2>

⁸⁴ Government of Canada, Statistics Canada. <http://www.statcan.gc.ca/pub/85-225-x/2009000/t004-eng.htm>

⁸⁵ Government of Canada, Military Police Complaints Commission, Annual Report 2013, p.7.

details and scope of its establishment may be found.⁸⁶ Through the mandate of the MPCC, the MP and the Canadian public are served with a transparent oversight body to ensure the highest level of scrutiny is brought to bear on the policing functions of the MP. The work of the MPCC is a critical part when shaping performance measurements associated to public trust and also when examining the details of technical proficiency where specific cases are examined by the Commission. As such, *reports of findings* from the investigations conducted by the MPCC are provided to the CFPM,⁸⁷ which are valuable perspectives towards assessing the performance of the MP. Coupled with the work conducted by the Professional Standards office within the MP, the ability for the MP to utilize the information generated through the work of these offices will be useful in assessing performance related to public confidence and technical competence.

Another unique aspect of the MP which requires to be considered is the multijurisdictional environment the MP operates within. With detachments at bases across Canada, and policing detachments deployed in support of CAF operations, the MP is required to remain abreast of both federal and provincial legal and policing concerns while serving multiple community interests. While the CFPM assumed command of all MP involved in policing duties on 1 April, 2011,⁸⁸ the command and control of other members associated to non-policing tasks remain with the CAF environmental chains of command. As well, the individual Base Commanders across Canada represent the communities the MP serve; therefore, their influence and requirements help to shape the priorities of policing detachments significantly.

⁸⁶ Government of Canada, Justice Laws Website, <http://laws-lois.justice.gc.ca/eng/acts/n-5/>

⁸⁷ Government of Canada, Military Police Complaints Commission, Annual Report 2013, p.10-11.

⁸⁸ Government of Canada, Military Police Complaints Commission, Annual Report 2013, p.8.

Federal Government Performance Measurement

The development of the MP performance measurement framework is as unique as the concept in policing itself. As a police service within the CAF, the manner in which performance is measured and represented will be highly influenced by the DND *Departmental Performance Report (DPR)* system, which conforms to the Treasury Board performance measurement structures.⁸⁹ Historically, significant emphasis on costs and resource allocations was the way performance reporting took shape; however, DND is evolving this reporting to include human resources and performance information that will give insight to the lowest level possible.⁹⁰

In the DND DPR 2013-2014 report, there was a noticeable absence of MP metrics. However, for the first time in generating the DND DPR, the MP will provide one series of metrics for inclusion in the report for the 2014-2015 report, which will include the clearance rates for violent crimes.⁹¹ While this is a step in the right direction to shaping the future of MP performance measurement in the eyes of the wider CAF, a single metric is insufficient to provide a useful discussion regarding priorities, efficiency and effectiveness of the delivery of policing services within the CAF.

Past attempts to provide the MP and the CAF with a performance measurement report have relied heavily upon the work of the Chief of Review Services. The most recent report being published in December 2013, it provides an evaluation in line with Treasury Board policy on evaluating programs over a five year period (2008-2013).⁹² Since this report reflects an evaluation of the entire MP, which includes non-policing tasks, the distinction between the two

⁸⁹ Government of Canada, Department of National Defence, <http://www.forces.gc.ca/en/about-reports-pubs-departmental-performance/2014-foreword.page>

⁹⁰ Ibid.

⁹¹ Government of Canada, Canadian Forces Military Police, Military Police Criminal Intelligence Section, "Performance Measurement – Violent Crime Clearance Rates", 12 March 2015.

⁹² Government of Canada, Department of National Defence, Chief of Review Services, p, ii/v.

aspects was required. One objective CRS sought to identify is whether the cost-benefit of having the MP was appropriate, which led to the determination of the cost per MP in comparison to the RCMP and the Ontario Provincial Police (OPP).⁹³ While the report identified costs as being reasonable, it did highlight the fact the costs are very challenging to establish in a comparable manner due to the broader concept of operations held by the MP in comparison to civilian policing agencies.

Another limitation of the CRS report of 2013 is the time frame used to analyze the program. Conducted every five years, this provides the MP with glacial, evidence-based information to drive decision making and; therefore, does not provide a responsive series of metrics to facilitate decision making in the contemporary policing environment. For instance, the analysis on budgets and how those impact the operational tactical level would not be provided by CRS in a manner that would provide support to those entrusted with ensuring trending issues are identified sooner. As a mandate government tool of analysis conducted every five years, this CRS reporting system could provide scrutiny in a complimentary fashion to a separate MP performance measurement framework which would benefit the in depth provision of metrics from the MP Branch addressing the policing aspects of the CRS reports.

Military Police Performance Measurement Model

In consideration of the contemporary Canadian policing environment, and in close consideration of the best practices for measuring performance in policing, the following five dimensions are proposed as most appropriate to the MP performance measurement requirements; public confidence, crime prevention, enforcement and technical competence, victim services, and resource management. The outcomes recommended for each of these dimensions are described

⁹³ Government of Canada, Department of National Defence, Chief of Review Services, p, 27-28.

in Table 1 and further amplified with indicators for each in Table 2. These indicators represent a combination of the most readily available metrics, ease of organizational adoption of these measures, and the strategic needs of the MP to serve the CAF community and its population. While this framework is proposed as covering the most critical aspects of the MP mandate in the policing function, it is expansive within the five dimensions whereby the list of indicators may grow or be amended and refined in response to changing priorities or stakeholder needs.

Selection of the dimensions and the associated indicators was conducted in a manner to ensure a sufficient number of comparable measures would exist in the future for enabling analysis. In many cases, police services are developing performance measures in isolation with no consideration for how they will relate to the profession as a whole,⁹⁴ thus making the dialogue a significant challenge. These dimensions reflect the best practices identified both in Canada and abroad, as discussed in chapter 2 of this paper. Within each dimension, both qualitative and quantitative indicators are generated to best support a balanced measurement of goal attainment in relation to the desired outcomes. What follows below is the expansion of each dimension that identifies the implications and limitations of the indicators. While the list of indicators may appear to be small in relation to other police services, it is proposed the MP focus on doing a few extremely well before expanding the matrix. Many other police services track a large volume of data; however, do not find themselves in a position to declare whether goals were achieved as a result of the analysis.⁹⁵ For the MP to have the trust of the CAF and the public in speaking to its strategy in providing a safe and secure CAF/DND environment, the ability to speak on the topics of efficiency and effectiveness is vital.

⁹⁴ Public Safety Canada Report #31, p. 30.

⁹⁵ Public Safety Canada Report #31, p. 30.

The most significant dimension which is influenced by the others is *public confidence*, and stated otherwise could be described as public trust. Attributing a cost to the concept of trust is exceptionally difficult due to its social nature;⁹⁶ however, knowing the quantity and quality of the trust is a significant start to ensuring the police service is working in-step with the community. Components of each of the other four dimensions will provide an impact on this public trust, whether ensuring the technical skills of police officers is high and offenders are caught, or perhaps the quality of the commitment to crime reduction programs, the manner the victim assistance is rendered, or the appropriate utilization of scarce public funds towards publicly declared goals. While public involvement is evident by the increase of police oversight agencies in Western police services,⁹⁷ it forms only one example where the independence of the police as a profession requires careful consideration when developing performance measures. This is not to imply transparency, collaboration, and the invitation of constructive criticism should be avoided, quite the contrary. However, it is critical the performance measurement framework developed and implemented for the MP is done with due consideration of both the limitations of the analysis, and the inexperience of those who may use the data.⁹⁸ The framework proposed for the MP is found below with the dimensions and outcomes identified in Table 1 and the indicators for each dimension and output/outcome found in Table 2. Subsequently, each dimension is further examined to provide the most salient considerations.

⁹⁶ George Gascon and Todd Foglesong, "Making police more affordable: Managing Costs and Measuring Value in Policing," p. 15.

⁹⁷ Louise E. Porter and Tim Prenzler, "Police oversight in the United Kingdom: The balance of independence and collaboration," p. 153.

⁹⁸ ****Ref from Chp 2****

FIVE DIMENSIONS OF MILITARY POLICE PERFORMANCE MEASUREMENT

PUBLIC CONFIDENCE	CRIME PREVENTION	ENFORCEMENT AND TECHNICAL COMPETENCE	VICTIM ASSISTANCE	RESOURCE MANAGEMENT
MPCC -Complaints -Founded/ Unfounded	RIDE Programs (Safe roadways)	Crime Stats (in line with CCJS requirements and towards focusing MP priorities)	Victim service providers have required training	Budgets Managed According to VCDS Directives
General Surveys (general satisfaction and confidence is high throughout communities)	Unit Liaison Programs (Supported Units)	Use of Force (Force used legally by MP with high regard for dignity of offenders)	Victim services availability	Predicted expenditures match actuals on quarterly basis
Contact Surveys -Violent Crimes -Property Crimes -General -Prosecutors -Chains of Command	Community Outreach (Supported community groups)	Core Competencies (personnel and units have required skills to achieve expectations)	Victim Services Utilization / Feedback (Victim services meet needs and expectations)	Projects implemented to modernize (continuous and deliberate modernization to be a leader in Canadian Policing)
		Liaison Network (partner agencies in policing)		
		Research centres coordination		
		Specialist Policing -Drugs & Sp Ops -Forensics -Criminal Intelligence		

Table 1: Initial Performance Measurement Dimensions and Output matrix, with amplifications

MILITARY POLICE PERFORMANCE MEASUREMENT INDICATORS

Outcome/Output	Indicators	Frequency	Threshold	Target	Stretch
PUBLIC CONFIDENCE	MPCC Founded allegations	Yearly	TBD	Reduce # of founded complaints by 25% (2 years)	Reduce # of founded complaints by 40% (4 years)
	Contact Surveys	Ongoing with bi-annual	TBD	90-100% "good to	95-100% "good to

		metrics		excellent” satisfaction/ confidence	excellent” satisfaction/ confidence
	General Surveys	Annually	TBD	90%-100%	95%-100%
CRIME PREVENTION	RIDE Programs	Quarterly	TBD	One per month	Two to four per month at medium to large bases, one per month at small bases
	Unit Liaison Programs	Quarterly	TBD		
	Community Outreach	Quarterly	TBD	Two targeted outreaches per month	Four to six targeted outreaches per month
ENFORCEMENT AND TECHNICAL COMPETENCE	Crime Statistics	Monthly	TBD (five year trends and past five years annual numbers to be applied)	Reduce Violent Crime by 10% (2 years)	Reduce Violent Crime by 20% (4 years)
	Use of Force (applications)	Monthly	TBD (ID number of use of Force applications per year against number of complaints) Percentage of wrongful applications	Reduce by 25% number of wrongful applications of force	Reduce by 50% number of wrongful applications of force
	Core Competencies	Quarterly	TBD, percentage of personnel qualified to positions or against minimum identified number of personnel	Remain within 85-100% of all competencies being staffed for investigations being tracked in the Crime Stats section of framework	Remain within 90-100% of all competencies being staffed for investigations being tracked in the Crime Stats section of framework

			holding qualification		
	Research Coordination/ Identification	Bi-Annually	Research Topics prioritized	Coordinate three research topics at any time	Coordinate five research topics at any time
VICTIM ASSISTANCE	Services Availability	Bi-Annually	TBD	90-100% of services required have MOU or provisions of services established (1 Year)	95-100% of services required have MOU or provisions of services established (2 years)
	Service Support (Coordinators trained and staffed)	Bi-Annually	TB	90-100% qualified, with plan for qualified supervision where required	100% qualified coordinators
	Victim Services Satisfaction	Bi-Annually, Contact survey results	% of victims satisfied versus not satisfied with level of services	% of victims not satisfied with the level of services as low as possible	% of victims not satisfied with the level of services as low as possible
RESOURCE MANAGEMENT	Expenditures on track with budget	Quarterly	TBD	Be within 5% of budget	Be within 2-0% of budget
	Project Tracking	Quarterly	TBD	Report of project status to be within 20% of expected time frame with resources within 10%	Report of project status to be within 10% of expected time frame with resources within 5-0%

Table 2: Outcome/Output assessment supported by specific set of indicators each, identifying current status of the dimension, the target set and the stretch goal being pursued.

Public Confidence

In many respects, public confidence is a telling sign if the police service is meeting both the demands and expectations of the community they serve, and whether the service is doing their duty effectively. Three indicators are proposed to address the dimension of whether the public have confidence in the MP; contact surveys, community surveys, and MPCC complaints or investigations. Each of these will provide unique opportunity for analysis from the data collected and generated and will shed light on the level of public trust and confidence.

Presently, data generated by the MPCC indicates the complaints received by the Commission over the time period 2010-2013 have remained relatively constant, fluctuating between 43 and 51 per year.⁹⁹ On the surface, this indicates a relatively consistent level of public satisfaction; however, this information alone does not take into account the case file volume for those years, nor does it take into account the nature of interactions between the public and the MP. Without context to this data set, there is no way of knowing whether it is due to a public degradation of awareness of the MPCC or whether in fact it represents a reduction in the ratio of complaints to public interactions. This is why examining a diverse collection of indicators for this dimension will serve the MP better in measuring the level of performance.¹⁰⁰

An example of the diversity of indicators would be the use of surveys, both general public surveys conducted randomly and specific contact surveys with those who had direct interactions with the MP. Each type of survey would afford the MP with a barometric reading of performance through the eyes of the community. General surveys would indicate if there was a trending concern with respect to the MP since respondents may be influenced by the media or

⁹⁹ MPCC 2013 Annual Report, p. 15.

¹⁰⁰ RAND p. 4.

perceptions of the MP formed through social interactions with the community.¹⁰¹ While ensuring a strong general perception of trust is important, it is also vital that members who have direct contact with the MP are fairly and professionally served by those interactions. To measure those interactions, contact surveys could be administered which would provide a more accurate measurement of MP professional conduct, largely due to a citizen's ability to differentiate between a general opinion held in a community and their own interactions.¹⁰²

Determining the threshold of the public confidence will be required prior to setting targets or even stretch goals. When looking at the general opinions of the CAF members, MP metrics should be incorporated within the periodic DND surveys. As a minimum, the MP should have data sets generated annually for every province which would provide both a national and regional measurement of feedback. This would account for provincial legal unique aspects, regional stakeholder special interests, and provide a sufficiently frequent measurement that would feed into the strategic framework. As well, since contact survey data would be generated as the contacts occur, the bi-annual compilation of the data for this indicator would provide trending indications of local concerns by those interacting with MP.

Crime Prevention

As part of the adequacy standards of Ontario, the regulation directs every police service to provide crime prevention initiatives.¹⁰³ This focus ensures the engagement of the community in problem-solving, which supports the building of safer communities from the grassroots. This

¹⁰¹ Miller and Davis, 2008. RAND Report – p. 4.

¹⁰² Davis, Henderson, and Cheryachukin, 2004. RAND Report – p. 4

¹⁰³ Ontario Provincial Government, OPP, “Understanding OPP Municipal Policing Costs 2012 Cost-Recovery Formula Update”, p 11.

takes time, leadership and a multipronged approach when tackling challenges that are deemed important to a community.

The time available for police to conduct crime prevention operations has drastically reduced as the time required to investigate calls associated to crimes such as domestic violence has quadrupled.¹⁰⁴ Another significant variable affecting crime prevention is the escalating costs in policing, mostly attributable to the rising costs of wages. In Ontario, the steady rise of the police wages in relation to the Consumer Price Index (CPI) is reflected in the analysis conducted on three large municipalities which demonstrated a 33.1% increase in wages between 2005 and 2009.¹⁰⁵ Despite these influences on available manpower, the need to commit to crime prevention initiatives are important to shaping the outcomes associated to a safe and secure community. By allocating some focus to this outcome, and the associated outputs within the performance measurement framework, the police service will have greater odds of keeping these programs and strategies during times of financial pressures where the often poorly measured outcomes are seen as easy budgets cuts.

In Table 1, three outputs are proposed to be measured for the purpose of speaking to the dimension of crime prevention; RIDE programs to address impaired operation of motor vehicles, unit liaison programs, and community outreach programs. Each of these approaches increase the visibility of the MP from different approaches. The RIDE program provides the community deterrence of driving motor vehicles while impaired. Conducting at least one per month per MP jurisdiction would ensure the visible aspect of the police is established while still permitting the MP frontline commanders to decide when those would occur. Data generated from this activity

¹⁰⁴ Police Association of Ontario, “Response to the Emergency Services Steering Committee Position Paper ‘escalating emergency services labour costs and the ontario taxpayers’ ability to pay’”. P. 5

¹⁰⁵ Large Urban Mayors Caucus of Ontario (LUMCO), Emergency Services Steering Committee, position paper, “Escalating emergency services labour costs and the Ontario taxpayers’ ability to pay”, p. 6-9.

needs to be carefully examined in context to the desired outcome. Where there are no instances of impaired driving, this does not mean the RIDE programs are ineffective, quite the contrary, they may be doing precisely what is required. A correlation of environmental data from neighboring jurisdictions regarding any CAF/DND members who have been found to be driving while impaired would indicate whether there are possible issues with the manner the MP deliver the RIDE programs; however, further research would need to be conducted to determine how much of a deviation would be meaningful.

Knowing what to measure against in terms of effectiveness of the desired inputs is important to ensure a reasonable expectation of performance is measured fairly. Measuring against historical trends of crime will provide an indication if targeted initiatives towards preventing crime are working.¹⁰⁶ This approach will require data analysis from available information in the Security and Military Police Information System (SAMPIS) to determine the current baseline which could become the threshold. With a crime prevention program targeting specific community concerns, perhaps domestic violence or impaired driving, the program could be measured over the next three years and its performance measured for both efficiency and effectiveness. The secondary social ramifications for the CAF in addressing these important societal matters have both social and operational impacts, not to mention the credibility of DND would be significant in taking a proactive strategy in addressing any concerns.

Enforcement and Technical Competence

A topic that is often the primary interest of police services boards or those in positions of oversight are the crime trends as represented by quantifiable metrics. Statistics Canada provides annual reports regarding the police-reported crime, represented in volume and severity, with the

¹⁰⁶ US Government, US Department of Justice, "Creating Performance Measures that work," p. 60.

2013 report identifying a downward trend in both quantity and severity over the past two decades.¹⁰⁷ Statistics Canada also provides a breakdown of crime trends by provinces which is highly useful due to the nature of policing in Canada, as discussed in the first chapter of this paper.

This is relevant to the efforts of the MP performance framework due to the need for a comparable set of metrics generated in the same manner. While Statistics Canada represents the crime rates as a measurement of crime per 100,000 population,¹⁰⁸ the CAF/DND has a significantly smaller population and barely meets this number at the national level. Notwithstanding this difference in population size, the MP framework may draw upon national averages as a comparable for yearly and longer term analysis; however, the proposed measurement model in Tables 1 and 2 may also draw upon provincial crime trends and any trends published by local services. For instance, in the case of CFB Edmonton, a useful comparable would be to use the Edmonton Police Service crime trends to assist in determining whether the environment or proximity to Edmonton adversely affects the public safety of CFB Edmonton. Local strategies for crime prevention, enforcement, or provision of victim assistance may be implemented while still being in line with the national MP strategy.

The crime statistics chosen by the military police to track should be a combination of internal priorities and informed through a dialogue with the CAF to align with organizational concerns. Violent crimes, damage to property, thefts over \$5,000, illicit drug use, to name a few may be the appropriate start point. Regardless of the indicators selected, a decision in respect to the timeliness of the analysis is required due to the delayed manner in which the Canadian

¹⁰⁷ Government of Canada, Statistics Canada, "Police-reported crime statistics in Canada, 2013", p. 2-3.

¹⁰⁸ Ibid, p. 2

Criminal Justice Statistics are analyzed and published.¹⁰⁹ Once the specific type of crime is determined for analysis and tracking, the CFPM will be in position to not only report on these trends, the MP will be able to develop strategies to achieve the targets identified in Annex A of a 10% and 20% reduction over a 2 and 4 four year time period respectively. It would be equally important to highlight in the performance measurement reports the absence of specific focus on crime trends due to their lower severity or frequency. This would mitigate the risks of the readership and metric users from developing a bias with respect to the CAF and MP effectiveness. As the use of measurements evolves, a more dynamic approach may be considered whereby the lesser crime trends are measured for effectiveness and efficiency and compared to other police service jurisdictions in Canada.

Recent analysis by the MP regarding violent crimes indicated there was a clearance rate of 73% for 2010 which was on par with the national average of 71%.¹¹⁰ While this is a useful representation of the outcome of the investigations and provides comparison to the data provided from across Canada, it does not provide a measure of efficiency. Therefore, standing alone the metric provides only a single dimension of analysis and would need complimentary metrics to determine efficiency of the police service. As well, further analysis is required to provide the context in relation to the socio-economic disposition of the population policed by the MP. This could comprise future research topics discussed between the MP and academic or research institutions.

Coordination of research initiatives of topic areas for the MP by academic or think tank organizations could leverage intellectual resources to improve delivery of policing services. In Table 2, the target would be to have a minimum of three topics undergoing research at a given

¹⁰⁹ Use Brian Frei's document but also look it up on CCJC.

¹¹⁰ Brian Frei's report.

time, with the possibility of up to five topics. The inter-connected nature of this framework has the identification and prioritization of projects assessed as part of the technical competence dimension; however, resourcing of those initiatives will require management involvement to track the progress of the projects and to ensure the appropriate resources are allocated. As a result of concerns arising from the crime statistics indicators, there may be an opportunity for research topics to better understand the policing aspect of the MP mandate, whether at a regional or national level.

Competencies to conduct policing tasks are vital to ensuring the credibility of the organization and the predictable outputs of specialist sub-units. Ideally, every position is staffed with the appropriately qualified members; however, due to the availability of courses, funding for in-service or out-of-service training, there may be delays in developing those competencies. The identification of the threshold should be based on the consideration of the historical averages, issues identified as a result of analysis by the MPCC or Professional Standards, and the organization's ability to risk mitigate through supervision or partnering qualified and unqualified members. There may exist some sub-set specialist competencies where the acceptable threshold is low, largely due to the flow frequency and nature of those criminal occurrences. As a minimum, the recommended target identified in Table 2 for competency holdings of a critical nature is 85% with a stretch goal being 90%. With this being tracked, the outcome of having a highly qualified police service, able to meet the operational and tactical demands, will be achieved and will be measurable against other metrics which include budget allocations. As well, when the qualitative analysis of the performance is required, the explanation for lower level of performance will not be attributable to lack of training. This will lead to a more thorough and meaningful analysis of the technical proficiency of the MP.

In a similar vein, the qualifications of members who are able to use force legally is tracked by all police services. In Table 2, the indicator of the use of force in the conduct of their duties, and the manner it was conducted, is an indicator that police training is on track as well as whether the ethos of those police officers is in line with the public's expectations. Tracking the number of use of force applications, and the number of complaints related to the application of force, as well as the number of substantiated allegations against police officers will provide a metric feeding both the dimensions of Enforcement/Technical Competence and Public Confidence.

Other indicators not included in the proposed model are youth crime rates or trends, and time spent allocated to court proceedings. Both of these indicators would speak to the effectiveness and efficiency of the MP in relation to the community impact and could result in focusing decision makers towards specific community objectives or policy amendments. While these indicators would be useful, they are deemed to be a "second horizon" series of indicators, thus allowing the currently limited analytical resources to be focused on the indicators in Table 2 for the initial implementation of this framework.

Victim Assistance

Delivery of quality services to assist victims of crime is a challenge in policing since the resources most commonly used are not integral to the police services. Regardless, the first point of contact for victims of crime is often the police; therefore, it behooves the police service to ensure the services afforded to victims meet their needs and expectations. To achieve a high level of performance in this regard, the police must remain focused on providing the right services through highly qualified specialists who can meet the needs of victims. While the dimension of victim assistance is in relation to the desired outcome of a victim receiving quality

coordinated services of multiple types, the indicators that best measure the the effectiveness of this dimension will be qualitative. The possibility of mitigating risks associated to a degraded qualitative level of performance may be mitigated by ensuring key quantitative indicators are provided bi-annual attention; such as, ensuring required services are contracted or available through Memorandums of Understanding (MOU), ensuring coordinators of services are appropriately trained and provided routine refresher or upgrade training. The qualitative performance measurement indicator would again rely upon both the employment of a survey methodology, not identified herein, and the feedback provided by recipients through the coordinator or in cases of complaints to the public, investigators, or formal complaint mechanisms.

Resource Management

Three resources are proposed in the MP framework for measurement; budget compliance, human resources, and project tracking associated to procurements and modernization. Each of these are required to have an effective and efficient police service and the manner each of these performance indicators rank will drive how well the conditions are set for future challenges. Quantitative data metrics, such as number of sick days, will allow for the second stage analysis towards a qualitative determination of performance. While this is a single metric and will provide some baseline information, it would be advisable to plan for a subsequent indicator of member health and job satisfaction through surveys which would mitigate risk of erroneous representation of the health of members.¹¹¹ As well, the dedication to accurately tracking budget generation and compliance provides internal trust within the CAF that MP are appropriately

¹¹¹ RAND Report, p. 5

dedicating their allocated resources towards identified objectives. Where budget shortfalls occur, it will be easier to identify issues early and thus not impact on operations.

Project initiation and tracking is another indicator that MP will continue to manage the development of its own modernization. As part of the CAF, the exclusive ownership over large scale projects is unlikely; however, it is important strategically to have a firm understanding of the performance of those projects. Where those projects fall behind, they can have second and third order impacts on other operational areas that may not have been risk mitigated or foreseen. Many of these projects take years to complete, starting with approvals and ending with delivery to the frontline. While the project management itself is a detailed process, the MP still require tracking of the project for strategy development. Ideally, projects will be both on time and on budget; however, to ensure the status of the project remains on the conscious of the organization with the appropriate level of attention, Annex B proposes to have a quarterly feedback of ongoing projects with the performance demonstrated as a percentage deviation from being on time and on budget. Keeping projects within 20% is recommended with a stretch goal of always being within 10%; however, it is not yet known what the trend in policing projects for equipment modernization or infrastructure modernization have been recently. Other organizations, such as the US Federal Bureau of Investigations (FBI) have a threshold tolerance of up to only 10% at which point the project management team is called in to address the deviation.¹¹² In line with the intent of performance measurement of being transparent, supportive to decision making requirements, and in holding the organization and individuals accountable who are involved with the delivery of the services, the FBI approach to project management warrants replication in this framework.

¹¹² US Government, US Department of Justice, "Creating Performance Measures that work," p. 113.

Conclusion

The creation of a performance measurement framework built on the five dimensions outlined in Table 2 would afford the MP the first step to ensuring the most critical aspects of policing are measured while not becoming overwhelmed with the workload associated to generating the data for the indicators. Fortunate for the MP, DND already provides the annual DPR which is now interested to include metrics from the MP in the report. While the volume of requested metrics for 2014-2015 is much lower than what would be useful in generating MP priorities and strategies, it signifies the first step.

The measures proposed in this chapter provide simplicity and depth in understanding the dimensions from both a quantitative and qualitative approach. Recognizing the measurement of an outcome relies upon multiple sources of data, this framework supports the MP in measuring effectiveness and efficiency. From the analysis provided by these metrics, the MP would be in a better position to recognize trends due to consistent measurement methodologies, and they could translate this information into well-articulated priorities with their stakeholders in a transparent manner. While the VCDS has the responsibility to oversee the MP, there always exist the concerns of chain of command interference with the independence of the MP. By creating a transparent performance measurement framework that enables frank and open discussion about CAF/DND law enforcement and community safety priorities, the likelihood of jeopardizing the independence of the MP is far less. As well, the employment of this framework provides some of the information associated to complex social issues that both the MP and the CAF/DND have a vested interest in addressing both efficiently and effectively.

“After all, good policing should be measured by the absence of crime and not by the effectiveness in suppressing it.”

-George Gascon and Todd Foglesong

Chapter 4.

Challenges facing the CF MP are no different than those faced by other policing and public services agencies; an abundance of expectations in services in a fixed budget environment. Delivering police services in the exact same manner as years past while costs attributable to the delivery of those services rise, largely due to salaries, is bound to run in to a sustainability crisis. Police in Canada will continue to strive to make a positive difference in their respective communities while attempting to be as efficient as possible. Gascon and Foglesong have suggested the profession of policing needs to consider being re-engineered to meet the contemporary demands compounded by the fiscal constraints.¹¹³ While a re-engineering may be in keeping with Luprecht’s views to consider Alternate Service Delivery of some aspects of policing,¹¹⁴ without a focused assessment of the effectiveness of the current delivery systems there will be no way of assessing both the change in quality of the service nor the cost-benefit of one approach over another.

The CF MP have the opportunity to employ a five dimension performance measurement framework that will speak to both the quantity and the quality of policing services delivered to the CAF and DND. This paper outlined the framework, designed to address critical components required for both decision makers and policing operators involved with building safer communities. The five dimensions proposed as being most relevant were; public confidence,

¹¹³ Gascon and Foglesong, *Making...*, 15.

¹¹⁴ Luprecht,

crime prevention, enforcement and technical competence, victim assistance, and resource management. Each of these dimensions are assessed using selected indicators which provide both details and context to the performance of the MP. While all dimensions support operations, they also ensure the victims of crime are supported throughout the process and the justice system is afforded the support it requires to render decisions on offenders brought before them.

The risks associated with not measuring performance accurately or in sufficient detail could mean the CF MP focus energies and limited resources towards less important issues in a ill-conceived manner. Outlined in this paper are the equally hazardous risks with using performance measurement in a quasi-fashion. Commitment to the process of outlining the strategic vision and selecting the appropriate metrics to assess the achievement of desired outcomes is as critical. Along with understanding the use of measurement reports, decision makers must also appreciate their limitations and strive to incorporate these tools into decision making versus using them as a crutch. As data sets are generated, great care will need to take care to ensure the eight consequences of publishing those reports, as covered by Smith, are risk mitigated. Multiple indicators from multiple sources are a proposed approach for generating the measurements in each of the five domains. Some of those data sets are owned by the CF MP, others come from the CAF and DND, and some are yet to be generated. In the case of data generation, the use of a third party collection for indicators such as general surveys, would stand to increase the validity of findings drawn from collected metrics in each dimension.

The CF MP will face a challenge in the implementation of such a strategy in the short term and will require consistent transition towards incorporating this framework into the strategic, operational and tactical level decision making. While the military's goal oriented membership places the CF MP in a unique position to implement a new strategy quickly, it will

need to invest in training of its members for how to generate, analyse and use performance measurements in policing. As well, the establishment of a single office with the responsibility to collate and drive the high quality standard of analysis and reporting required to have meaningful measures should be considered. This office would be able to establish the required channels of communication between CAF/DND offices, conduct liaison with other policing or government agencies, and be the focal point for troubleshooting of the framework within the MP.

While the five dimension framework included herein is a start to the process, one that significantly improves transparency and dialogue on policing or public safety issues for CAF/DND senior leaders, it will require further complimentary research. Identifying the best indicators for improving delivery of services would improve this process, as would a consistent assessment of programs for effectiveness and efficiency over time so that amendments in approach can be assessed as well. Two other significant and complex areas of future research could include whether these organizational performance measurements could be incorporated or reflected in individual performance expectations. Doing this would open the door to the CF MP to consider clearly defined incentives and a means to compare commanders and leaders from the diverse locations policed by the MP. Another significant area of further research would be in the domain of fusing the operational military performance metrics with the policing metrics for the MP. The most obvious concern with having these types of metrics is the exclusivity of those data sets since no other police service in Canada has both a public safety and war fighting set of expectations. Regardless, due to the indicator of research projects falling under the dimension of enforcement and technical competence, these questions could be answered much sooner than previously expected if the CF MP adopts this performance measurement framework.

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