

Audit of Vancouver Police Department's Organizational Performance Management

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31 October 2024 – Vancouver Police Board



- Request from the Vancouver Police Board (the Board) for OAG performance audit
- Audit of VPD Performance Monitoring
- 2 components:
 - Enterprise Risk Management (ERM)
 - Performance measurement
- Results issued in two separate audit reports

- An ongoing, systematic approach to improving results through evidence-based decision-making, continuous organizational learning and a focus on accountability for performance
- A good corporate practice that involves identifying and assessing results achieved against defined goals or criteria to demonstrate efficiency, effectiveness and economy of service delivery

- Setting goals and objectives
- Developing performance measures and metrics
- Collecting and verifying performance data
- Analysing and monitoring performance information against organizational objectives and priorities and reporting on results using governance and accountability structures
- Using program evaluation and internal audits to improve the rigour and quality of the organizational performance management program
- Ensuring an organization's enterprise risk management (ERM) framework and key risks inform performance management decisions

- A performance measurement framework establishes and maps the key performance indicators (KPIs) to measure, monitor and assess performance
- Carefully chosen, relevant and agreed upon KPIs allow the Board to exercise its oversight responsibilities by monitoring and assessing progress against stated strategic objectives and deliverables

- Responsibility for organizational performance management is shared by the Board as overseer of the VPD, and the Department

- OAG engaged with subject matter experts in policing, law, academia and organizational performance management specific to policing, as well as audit technical and quality reviewers
- Looked at organizational performance measurement practices in four large independent municipal police agencies in Canada

Audit Objective

To determine whether the Vancouver Police Board and the Vancouver Police Department implemented organizational performance management to demonstrate the quality, economy, efficiency and effectiveness of the department

Audit Period

January 1, 2022 to July 31, 2023

In Scope

- Board oversight responsibilities and policies
- VPD policies and procedures
- Reports, data and other organizational performance management related documentation

- The City's utilization of performance measures provided to it by the VPD or the Board
- Unrelated governance matters
- Quality, economy, efficiency, effectiveness or performance of specific police initiatives or services
- Quality of the VPD's strategic plan and the steps taken to develop it, other than information related to our audit findings
- Testing the quality or integrity of the data that the VPD used for performance-related information (e.g., data from the PRIME system, survey results, or financial data)
- Individual employee performance management

We concluded that the Board and the Department implemented some processes to manage organizational performance but did not have clear expectations or a comprehensive performance measurement framework to measure and report on the quality, economy, efficiency and effectiveness of the Department

- The Board defined its performance management oversight responsibilities, but had not developed clear expectations for the Department in significant areas
- The Department had some components of an effective organizational structure for performance management and some processes for monitoring performance. It also tracked, reported on and had access to data that could be the foundation for developing and reporting on KPIs

- Four recommendations to build on what is in place and enhance the Board's and the VPD's approach to organizational performance management
- The Board and the VPD have accepted and provided action plans for all recommendations

Governance, Oversight and Accountability

- The Board defined its primary responsibilities for overseeing organizational performance management

Governance, Oversight and Accountability

- The Board approved the VPD's business plans and provided some direction for performance reporting
- However, the Board did not set performance expectations, work with the VPD to define the Department's KPIs, or establish guidelines for board reports to ensure it received information to discharge its performance management oversight responsibilities

The Vancouver Police Board should revisit the performance-related information it requires from the Vancouver Police Department to effectively carry out its oversight responsibilities and:

- Set expectations with the Department for the level of performance that should be demonstrated through the delivery of business plans;
- Work with the Department to develop and approve the Department's KPIs and the performance measures that would be most appropriate in assessing its performance (e.g., baselines, targets and benchmarking); and

- Develop guidelines for the VPD's reports to the Board that demonstrate the Department's service quality, economy, efficiency and effectiveness in achieving each of its strategic goals, as well as the Department's stewardship of financial resources.

The Vancouver Police Board Governance Manual should also be updated to reflect changes made from implementing this recommendation.

Governance, Oversight and Accountability

- The VPD tracked, reported on, and had access to data that could be used to support developing its KPIs and, where appropriate, to identify benchmarks and targets to better demonstrate how economically, efficiently and effectively services were delivered

Governance, Oversight and Accountability

- The VPD's performance measurement framework included annual plans to set out strategies and activities designed to achieve its goals and establish accountability for performance. However, the framework did not:
 - Identify and map KPIs against goals and desired outcomes
 - Establish how additional reports fit into the framework
 - Establish monitoring and reporting against outcomes to demonstrate results

Governance, Oversight and Accountability

- The VPD contributed data on 23 performance metrics to the City's Finance and Performance Measurement Metric Repository
 - Some of the measures had performance targets, but it was unclear how and why the VPD chose the targets
- The VPD captured information on how it used its financial resources, but did not integrate financial data into its business planning process

In alignment with the expectations and guidelines set out by the Board, and building on what is already in place, the VPD should update its approach to performance measurement to:

- Develop, monitor and establish regular reporting on a finite list of prioritized and meaningful (e.g., key) performance indicators which balance input, activity, output and outcome measures and are generally consistent over time in order to understand trends, assess impacts and demonstrate the economy, efficiency and effectiveness of its service delivery;
- Establish performance expectations;

- Identify which of its desired outcomes are measurable and develop processes to measure and report progress against a selection of these outcomes;
- Better leverage financial information to assess the effective and efficient use of its resources; and,
- Connect performance-related data across its various reports, where appropriate, to help draw conclusions about performance.

The Vancouver Police Department should document its KPIs and performance measures and how these indicators map against goals and desired outcomes as well as the processes used to track, assess and demonstrate results in its performance measurement framework.

Governance, Oversight and Accountability

- The VPD's public performance reports were well-connected to the annual strategic business plans
- However, they did not demonstrate whether the VPD's objectives were met and whether the Department used its resources economically and efficiently

To strengthen meaningful public accountability and transparency, the Vancouver Police Department should ensure its public annual performance report includes reporting on actual results against planned results, performance successes and shortfalls (where applicable) and KPIs.

Processes for Collecting, Monitoring and Reporting Performance Information

- The VPD had some but not all components of an effective organizational structure for performance management

Processes for Collecting, Monitoring and Reporting Performance Information

- The VPD had some well-established communication channels in place to monitor ongoing operational performance

Processes for Collecting, Monitoring and Reporting Performance Information

- The VPD had appropriate processes and controls in place related to financial and crime reporting

Processes for Collecting, Monitoring and Reporting Performance Information

- The VPD had process inefficiencies in some of its performance reporting activities

The Vancouver Police Department should enhance its processes that support performance management by:

- Strengthening its internal audit and evaluation capacities to assess whether programs or functions are working as intended to achieve stated goals; and,
- Introducing process improvements (e.g., automation and quality control), as needed, for data that the VPD will leverage as KPIs.

- THAT the Vancouver Police Board receive the Auditor General's report "Vancouver Police Department's Organizational Performance Management" dated 31 October 2024
- FURTHER THAT the report's four recommendations be endorsed
- FURTHER THAT the Auditor General include the recommendations from this report in his semi-annual update process commencing June 2025

Questions