

# **Decision Regarding Findings Report INV-24-22 Concerning Policing Provided by the Ottawa Police Service**

## **Decision By:**

Ryan Teschner, Inspector General of Policing

## I INTRODUCTION

[1] This decision concerns a complaint received by the Inspector General of Policing alleging that the Ottawa Police Service (“OPS”) failed to respond to a call for assistance about a trespasser. The complaint was assigned to an inspector with Ontario’s Inspectorate of Policing (“IoP”) who investigated to determine whether the OPS failed to comply with the *Community Safety and Policing Act, 2019*, SO 2019, c 1, Sch 1 (the “Act”) or its regulations.

[2] Having reviewed the inspector’s Findings Report,<sup>1</sup> which is attached as Appendix A, I find that the OPS complied with the requirements for call-taking and dispatch contained in the Act and regulations. That said, the OPS could have done more to adhere to its own internal service standards, including notifying the complainant about a delay in responding to their call for service.

## II BACKGROUND

[3] On April 26, 2024, at 10:56 a.m., the OPS received a call originating from Zone 23 requesting that an unwanted person be removed from outside a business address. The person had allegedly been there all morning, was in a sleeping bag and appeared to be using drugs. The call was categorized as “Priority 4”.

[4] The individual was possibly trespassing contrary to section 2(1) of the *Trespass to Property Act*, RSO 1990, c T.21, or committing mischief contrary to section 430(1)(c) of the *Criminal Code*, RSC 1985, c C-46. However, there was no indication that the individual represented a threat of harm to any person, and the call was accordingly not determined to be one of a serious nature.

[5] On the day of the call, the OPS had reduced staffing: some OPS officers had mandatory training, meaning that [redacted – s 14 – FIPPA], rather than [redacted – s 14 – FIPPA], officers were available and on duty in Zone 23. Additionally, at the time the call was received, there were other calls for service that required a response, including one in Zone 23.

[6] Eventually, two units were dispatched in response to the complainant’s call, with the first being dispatched at 1:19 p.m. and the second being dispatched at 1:33 p.m. It is not clear why dispatch took this long, occurring approximately 2.5 hours after the call was received. Both units that were dispatched either became involved

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<sup>1</sup> Section 123 of the Act requires an IoP inspector who completes an investigation of a complaint to report their findings to the Inspector General. This report is redacted to comply with the *Publication of Findings Reports and Directions under Sections 123 and 125 of the Act Regulation*, O Reg 317/24.

in the investigation of another offence while on route or were redirected by dispatch to attend another matter. The units ultimately arrived on scene at 1:48 p.m. – almost three hours after the initial call for service came in.

[7] The OPS Communications / Dispatch Policy indicates that Priority 4 calls have a response time goal of 120 minutes, 90% of the time. Where the response time exceeds 120 minutes, the shift manager or supervisor is required to ensure that the complainant is notified of the delay.

[8] There is no indication that the complainant was ever notified of the delayed police response.

### **III ISSUE**

[9] The sole issue is whether the OPS complied with requirements contained in the Act and its regulations related to call-taking and dispatch.

### **IV ANALYSIS**

[10] The Findings Report does not reveal any non-compliance with the Act or its regulations.

#### **a) Requirement to deliver ‘Adequate and Effective Policing’**

[11] In Ontario, police service boards that govern each of the 43 Ontario municipal police services, and the OPP Commissioner (in the case of the OPP) are required to ensure adequate and effective policing is provided locally. This statutory duty is contained in section 10(1) of the Act, which states that:

10(1) The police service boards and the Commissioner shall ensure adequate and effective policing is provided in the area for which they have policing responsibility in accordance with the needs of the population in the area and having regard for the diversity of the population in the area.

[12] Section 11(1) of the Act defines “adequate and effective policing” by specifying the core policing functions that every Ontario police service must be able to deliver, and that they must be delivered in compliance with the Act and all regulations made under the Act, as well as federal and provincial constitutional and human rights obligations:

11(1) Adequate and effective policing means all of the following functions provided in accordance with the standards set out in the regulations, including the standards with respect to the avoidance of conflicts of interest, and with the requirements of the *Canadian Charter of Rights and Freedoms* and the *Human Rights Code*:

1. Crime prevention.
2. Law enforcement.
3. Maintaining the public peace.
4. Emergency response.
5. Assistance to victims of crime.
6. Any other prescribed policing functions.

b) Ontario's policing dispatch requirements were complied with

[13] The *Adequate and Effective Policing (General) Regulation*, O Reg 392/23, contains many of the standards that police services and boards must comply with to deliver adequate and effective policing. For dispatching, these standards are contained in sections 15(2)-(3) of this Regulation:

15. (2) The following standards for adequate and effective policing, relating to the dispatching of members of a police service, are prescribed:

1. A communications centre that operates 24 hours a day with one or more communications operators or dispatchers to answer emergency calls for service and that maintains constant two-way voice communication capability with police officers who are on patrol or responding to emergency calls must be used for the purposes of dispatching members of a police service.
2. A member of a police service must be available 24 hours a day to supervise police communications and dispatch services.
3. Police officers on patrol must be provided with portable two-way voice communication capability that allows the police officers to be in contact with the communications centre when away from their vehicle or on foot patrol.
4. A member of a police service who supervises communications operators and dispatchers must have successfully completed the training prescribed by the Minister on that subject.

(3) Every chief of police shall establish written procedures on communications and dispatch services.

[14] There is no indication in the Findings Report that any of these standards were not met in this instance. It is apparent that the OPS had an operational communications centre and the chief of police had established the required procedures related to dispatch.

[15] However, the facts do reveal that the internal procedure that the OPS Chief had put in place, which required notification to a complainant where a Priority 4 call takes longer than 120 minutes to respond to, was not adhered to in this case. I see value in the Chief's requirement to liaise with a complainant and provide them with a sense of when they can expect a response to calls that are of a lower priority. This is good 'customer service' and helps instill public confidence in the local policing response.

[16] Therefore, I recommend that the OPS review this Findings Report and Decision and take steps to ensure conformity with the Chief's procedure going forward.

## **V CONCLUSION**

[17] In conclusion, I find no evidence that the OPS failed to comply with the Act or its regulations. However, I strongly encourage the OPS to take steps to ensure that its own procedures related to call-taking and dispatch are complied with.

**Date:** December 17, 2025

***Original Signed By***

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**Ryan Teschner**  
*Inspector General of Policing*

# FINDINGS REPORT

Ottawa Police Service

**Section 107 (1)(a) Policing  
Complaint Investigation**  
(INV-24-22)

**Submitted to:**  
Ryan Teschner  
Inspector General of Policing of  
Ontario

**August 19, 2025**

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## ABOUT THE INSPECTOR GENERAL OF POLICING AND THE INSPECTORATE OF POLICING

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The Inspector General of Policing drives improved performance and accountability in policing and police governance by overseeing the delivery of adequate and effective policing across Ontario. The Inspector General ensures compliance with the province's policing legislation and standards, and has the authority to issue progressive, risk-based and binding directions and measures to protect public safety. Ontario's Community Safety and Policing Act embeds protections to ensure the Inspector General's statutory duty is delivered independently from government.

The Inspector General of Policing leads the Inspectorate of Policing (IoP). The IoP provides operational support to inspect, investigate, monitor, and advise Ontario's police services, boards and special constable employers. By leveraging independent research and data intelligence, the IoP promotes leading practices and identifies areas for improvement, ensuring that high-quality policing and police governance is delivered to make everyone in Ontario safer.

In March 2023, Ryan Teschner was appointed as Ontario's first Inspector General of Policing with duties and authorities under the Community Safety and Policing Act. Mr. Teschner is a recognized expert in public administration, policing and police governance.

For more information about the Inspector General of Policing or the IoP, please visit [www.iopontario.ca](http://www.iopontario.ca).



## INTRODUCTION

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This is a report to the Inspector General of Policing by an inspector appointed by the Inspector General, who has completed an investigation under Part VII of the *Community Safety and Policing Act, 2019* (CSPA).

## OVERVIEW OF INVESTIGATION

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### The Complaint

The Inspectorate of Policing received a complaint via a referral from the Law Enforcement Complaints Agency (LECA). This complaint was in relation to multiple calls to Ottawa Police Service (OPS) requesting assistance in removing an individual who was sleeping in front of the complainant's business. According to the complainant, the initial call was placed on April 26, 2024, at 10:30 a.m. A follow-up call was made at 12:30 p.m., during which the complainant reported that the individual had removed most of their clothing and was coughing aggressively. The complainant was informed that it was a busy day. At 2:30 p.m., the complainant contacted the OPS again, stating that the individual had been obstructing access to the business and that police never attended. The complainant further noted that the individual had since moved to the opposite side of the street. Despite being advised by dispatch that officers were on scene, the complainant asserted that no police presence was observed.

### The Subject Police Service

**Name of Police Service:** Ottawa Police Service

**Service Headquarters:** 474 Elgin St, Ottawa, ON K2P 2E6

**Chief of Police:** Eric Stubbs

Chief of Police since November 2022

**Service Total Strength: (Actual & Authorized)**

- Sworn - 1584-Actual & 1570-Authorized
- Civilian - 706-Actual & 717-Authorized

**Geographic Service Area**

- 2778 Square Kilometers
- Community Population of approximately 1.11 million

## Applicable Legislative and Regulatory Provisions

[Section 11\(1\)](#) of the CSPA provides that Adequate and effective policing means all of the following functions provided in accordance with the standards set out in the regulations, including the standards with respect to the avoidance of conflicts of interest, and with the requirements of the *Canadian Charter of Rights and Freedoms* and the *Human Rights Code*:

1. Crime prevention.
2. Law enforcement.
3. Maintaining the public peace.
4. Emergency response.
5. Assistance to victims of crime.
6. Any other prescribed policing functions.

The following regulation was reviewed having regard to the allegations made in the complaint:

[Ontario Regulation 392/23: Adequate and Effective Policing \(General\)](#)

## SUMMARY OF THE INVESTIGATION CONDUCTED

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### Complainant Interview

The complainant confirmed that at no time did the Ottawa Police contact them regarding a delay. On the third call, dispatch told the complainant that police were on site; the complainant looked and did not see them. By that time, “several hours later, the individual had moved from my doorway, and police were no longer required.”

### Ottawa Police Service Records

The Computer Aided Dispatch (CAD) records show that on April 26, 2024, a call was received at 10:56 a.m. from the complainant requesting the removal of an unwanted individual from their business located in Central Division in Zone 23. The call was categorized as a priority 4. At 10:58 a.m., the call taker noted that the individual, who had been there all morning, was in a red sleeping bag, appeared to be using drugs, and was coughing persistently, leading the caller to believe the individual might be sick. The complainant provided a description of the individual and requested a mobile response.

The complainant was advised to call back if the situation changed, as the individual was not acting aggressively.

At 12:33 p.m., the complainant called back to inquire about the estimated time of arrival of the police.

At 1:19 p.m., the first unit was dispatched to the location but conducted a traffic stop at 1:26 p.m. while enroute. The second unit was dispatched at 1:33 p.m. but was temporarily redirected at 1:36 p.m. to respond to a disturbance involving an irate male at the police station. Once it was confirmed that the subject had left the station, the second unit was reassigned to the original call. Both units arrived on scene at 1:48 p.m.

At 1:53 p.m., the first unit conducted a CPIC query on the individual, who was arrested on an outstanding warrant. The individual was subsequently released on an undertaking at 2:30 p.m.

At 2:40 p.m. the complainant called again, advising the individual was now gone, and police never attended. The complainant was informed that officers were on scene.

## **Ottawa Police Service Procedures**

The OPS Communications/Dispatch Policy No: 2:01 was reviewed. This procedure includes a *Call Response Protocol*, which outlines criteria to determine the priority of a call, definitions of types of calls, goals, and objectives for each priority.

As the complainant's call was categorized a priority 4, the call response protocol for priority 4 calls was reviewed. Priority 4 calls are defined as offences that are not in progress where witnesses are on scene; offences not in progress where evidence can be collected at the scene; and all calls of a non-emergency nature where police presence at the scene is required.

The response time goal is 120 minutes, 90% of the time. The objective is to ensure appropriate and timely response to all priority 4 calls. The procedure requires that the shift manager or supervisor ensures that the complainant is notified of the delay where the 120-minute response goal is not met. Furthermore, the divisional staff sergeant (or designate) or the field supervisor must also be notified in order to address the matter expediently.

The *Call Response Protocol* also requires that priority shall be given to the sector (zone) or floater units in a priority 4 call. If a sector car is not available, any divisional unit may be used. The “dispatch matrix” in the *Call Response Protocol* provides a quick reference for each priority call, describing the criteria, the response time and the backup location for each priority call. The back up location for a priority 4 call is from the zone of the incident only.

OPS Patrol Directorate Standard Operating Procedures Policy was reviewed. It was highlighted that this policy is currently under review due to the CSPA.

The purpose of the procedure is to provide related expectations on a number of factors impacting effective resource management for Frontline Platoon and Fixed Shift Operations. The policy outlines general staffing levels, unit complements, sector and city-wide staffing, time off and deployment to name a few.

Within this policy, the 2019 Recommended Sector Staffing Table was reviewed which outlines the minimum cars per shift. [redacted – s 1(1)1 – O Reg 317/24]

### **Ottawa Police Service Duty Roster**

[redacted – s 1(1)1 – O Reg 317/24]

The call queue for April 26, 2024, was reviewed. At the time of the complainant’s call, there were two priority 3 calls and four priority 4 calls pending for Central Division. Of the seven pending calls, there was one for zone 23 which was categorized as a priority 4. Additionally, if a higher priority call came in after the complainant’s call, that would further delay the response to the call.

## **INVESTIGATION FINDINGS**

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I make the following findings, relying on the material and information collected during the investigation:

- 1. On April 26, 2024, at 10:56 a.m. the OPS received a call from the complainant regarding an individual to be removed from the front of their business. A second call was received at 12:33 p.m. from the complainant inquiring about an estimated time for arrival of officers. A third call at 2:40 p.m. was received**

**by OPS to advise that the individual was no longer there, and police did not respond.**

a. The complainant indicated in their submission that they had called OPS three times. The initial call at approximately 10:30 a.m., a follow up call at 12:30 p.m. and the final call to let dispatch know that the individual had moved to the other side of the street and police never responded.

b. The CAD transcript confirmed that three calls were received from the complainant at 10:56 a.m., 12:33 p.m. and 2:40 p.m.

**2. Officers were dispatched to the complainant's call on April 26, 2024, and the officers were on scene at 1:48 p.m. By the time officers responded, the individual had moved from the front of the complainant's business.**

a. The CAD transcript reveals that two zone 23 units arrived on scene at 1:48 p.m. At 1:53 p.m. a unit runs a CPIC query on an individual who matches the description and is wanted for an outstanding warrant.

b. Sometime between the 12:33 p.m. call to OPS from the complainant, and the 1:48 p.m. arrival time of the police, the individual had left the front of the complainant's store.

c. At 2:30 p.m. the CAD indicates that the individual was released on an undertaking.

d. At 2:40 p.m. the complainant called OPS to advise the individual was no longer in front of their business. Dispatch advised that police were on scene, however the complainant could not see officers at that time.

**3. The complainant's call came in at 10:56 a.m. The call was held until officers became available and were initially dispatched at 1:19 p.m. Officers were on scene with the male at 1:48 p.m. The time between the original call to time of original dispatch was 2 hrs 23 mins, and time from the call to on scene for a priority 4 call was 2 hrs 52 mins. It is noted that the recorded times outlined above do not align with those reported by the complainant.**

a. The call was classified as a Priority 4 based on the information provided by the complainant. The incident involved a non-aggressive individual sleeping in front

of the business, with no immediate threat reported. A mobile response was requested, and the complainant was advised to call back if the situation changed. This classification aligns with the criteria for non-emergency calls requiring police presence.

- b. According to OPS's call response protocol, the target response time for priority 4 calls is within 120 minutes, 90% of the time. For this call, the police response time was two hours and 52 minutes, which exceeded the expected response timeframe for this priority level.
- c. Although OPS protocol requires that callers be notified when the 120-minute goal is not met, there is no record in the CAD transcript of such contact. The complainant confirmed they were not advised of the delay, though they did call at 12:30 p.m. and were informed by dispatch that it was a busy day.
- d. At the time of the complainant's call at 10:56 a.m. there were two priority 3 calls and four priority 4 calls pending for Central Division, with one priority four in zone 23.

**4. The mandatory Ontario Police-Public Interaction training on April 26, 2024, had an impact on staffing levels for Central Division and Zone 23 between the hours of 12:00 p.m. and 3:00 p.m.**

- a. Through correspondence with the service and viewing the shift rosters, there was mandatory Ontario Police-Public Interaction training from 12:00 p.m. - 3:00 p.m.
- b. Between the dayshift and early afternoon shift for Central Division, there were a total of [redacted – s 1(1)1 – O Reg 317/24] officers on shift with [redacted – s 1(1)1 – O Reg 317/24] assigned to zone 23.
- c. Thirteen officers had mandatory training from 12:00 p.m. – 3:00 p.m. [redacted – s 1(1)1 – O Reg 317/24]
- d. Within the OPS Patrol Directorate Standard Operating Procedures, the 2019 Recommended Sector Staffing Table indicates the minimum number of cars for sector/zone 23 is [redacted – s 1(1)1 – O Reg 317/24] per shift.
- e. The call from the complainant was received at 10:56 a.m.

- f. As the complainant's call was categorized as a priority 4, and the location of the call for service is in zone 23, and according to the call response protocol, dispatch should attempt to have a unit from that sector respond to the call. If a sector car is not available, any divisional unit may be used, and according to the dispatch matrix, use a backup unit from the zone of the incident.

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