

Decision Regarding Findings Report INV-24-30 Concerning Policing Provided by the Windsor Police Service

Decision By:

Ryan Teschner, Inspector General of Policing

I. INTRODUCTION

[1] This decision addresses a complaint received by the Inspector General of Policing against the Windsor Police Service (“WPS”), alleging that the WPS failed to respond to a call for service about the complainant’s disruptive neighbours. An inspector with Ontario’s Inspectorate of Policing (“IoP”) investigated the complaint to determine whether the WPS or Windsor Police Service Board (“WPSB”) failed to comply with the *Community Safety and Policing Act, 2019*, SO 2019, c 1, Sch 1 (the “Act”) or its regulations.

[2] Following a review of the inspector’s Findings Report,¹ which is attached to this Decision as Appendix A, and for the reasons that follow, I conclude that the WPS and WPSB have complied with the Act and the regulations.

II. BACKGROUND

[3] On May 23, 2024, at 12:47:09 a.m., the complainant called the WPS to make a noise complaint. The recording of the call indicates that the complainant stated that noise from the neighbours occurs regularly; however, she did not report any threat to life or property. The call was assigned a “Priority 4” by the call-taker.

[4] A combination of the recording of the call and the “Clearance Remarks” indicates that the complainant was offered a police response but was advised that it would be a lengthy period of time – hours and maybe not until the morning – before police would be able to attend. The complainant was also advised she could submit a noise complaint through the WPS’s website, or through the City of Windsor’s 311 line, and the complaint would be redirected to the City of Windsor’s By-law Department for further action.

[5] At the conclusion of the call, the complainant indicated that they understood their options for filing a noise complaint and were satisfied.

[6] Ultimately, the call was cleared 47 seconds after it was received by the call-taker. No officers were dispatched.

[7] The WPS’s Directive provides that a 911 Call Taker has the authority to resolve calls “where it is determined that a mobile police response is unnecessary, and the call taker is satisfied with the telephone resolution.”

¹ 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.

[8] The complainant stated that they attempted to submit a noise complaint online with the WPS, but they did not submit anything to 311, as recommended by the call-taker.

III. ISSUES

[9] The sole issue for consideration is whether the WPS and WPSB provided “adequate and effective” policing in response to the complainant’s call to 911 about a noise complaint.

IV. ANALYSIS

a) The requirement to deliver adequate and effective policing

[10] Section 10(1) of the Act requires that police service boards in Ontario provide adequate and effective policing in their area of responsibility.

[11] Section 11(1) of the Act defines “adequate and effective” policing as policing functions, including emergency response, provided in accordance with standards set out in the Act’s regulations, among other requirements. The enforcement of municipal by-laws is explicitly excluded from the requirement to provide adequate and effective policing.

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.

(2) Adequate and effective policing does not include,

(a) the enforcement of municipal or First Nation by-laws, other than prescribed by-laws.

[12] The *Adequate and Effective Policing (General)* Regulation, O Reg 392/23 (“Adequate and Effective Policing Regulation”) provides the following standards related to emergency response:

9. (1) The following standards for adequate and effective policing, relating primarily to emergency response, are prescribed:

1. Response to emergency calls for service shall be provided, 24 hours a day.

[13] Section 15 of the Adequate and Effective Policing Regulation also provides that dispatching is considered a policing function for the purposes of adequate and effective policing, and prescribes the following standards:

15. (1) For the purposes of paragraph 6 of subsection 11 (1) of the Act, adequate and effective policing includes dispatching members of a police service.

(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.

b) The WPS provided adequate and effective policing in relation to the call

[14] Based on a review of the Findings Report, I find that all components of adequate and effective policing related to call-taking, dispatch and emergency response were complied with.

[15] Notably, the complainant did not indicate during the 911 call that there was any threat of harm to person or property, such that an emergency police response was required. In these circumstances, the call taker reasonably treated the report as a by-law matter and subsection 11(2)(a) of the Act provides that enforcement of municipal by-laws is not part of the definition of “adequate and effective policing.”

[16] The call-taker provided the complainant with relevant information about two other avenues available to make a noise complaint: filing a non-emergency complaint about the noise through the WPS's website, or by contacting the City of Windsor's 311 line to make a noise complainant. The call-taker also explained that these complaints would be transferred to the City of Windsor's By-law Department.

[17] In my view, the call-taker handled the matter well by providing relevant information for the complainant to access alternative services to address their issue. In future similar situations, it would be helpful for the call-taker to clearly tell the caller that no police response will be dispatched after the caller is provided with information about how to make non-emergency noise complaints.

V. CONCLUSION

[18] In conclusion, I find that the WPS and WPSB provided adequate and effective policing in response to the complainant's noise complaint.

Date: March 12, 2026

Original Signed By

Ryan Teschner
Inspector General of Policing

FINDINGS REPORT

Windsor Police Service

**Section 107(1)(a) Policing
Complaint Investigation**
(INV-24-30)

Submitted to:
Ryan Teschner
Inspector General of Policing of
Ontario

November 7, 2025

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ABOUT THE INSPECTOR GENERAL OF POLICING AND THE INSPECTORATE OF POLICING

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.ioontario.ca.

INTRODUCTION

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

The Complaint

A written complaint forwarded by the Law Enforcement Complaints Agency (LECA) to the Inspector General under the provisions of section 108 of the CSPA. The complaint alleged that the Windsor Police Service (WPS) failed to respond to a call for service regarding disruptive neighbours. The complainant reported that several individuals who reside next door frequently yell throughout the night, preventing her family from sleeping and enjoying their backyard. She also claimed to have overheard conversations referencing methamphetamines and a statement from one individual saying, "I'm going to blow their brains out." The complainant stated her family feared for their safety and well being. Despite calling in the noise complaint on May 23, 2024, and staying up all night, no officers attended the address provided to deal with the issue.

The Subject Police Service

Name of Police Service: Windsor Police Service

Service Headquarters: 150 Goyeau Street, Windsor, ON N9A 6J5

Chief of Police: Jason Crowley

Chief of Police since December 1, 2025

Service Total Strength: (Actual & Authorized)

- Number of sworn members:
Actual: 502
Authorized: 512
- Number of civilian members
Actual: 173
Authorized: 175

Geographic Service Area

- 146.3 Square Kilometers – City of Windsor / 183.7 Square Kilometers – Town of Amherstburg
- Community Population of approximately 236,500 – City of Windsor / 26,900 – Town of Amherstburg

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.

Ontario Regulation 392/23: ADEQUATE AND EFFECTIVE POLICING (GENERAL)

was reviewed having regard to the allegations made in the complaint.

SUMMARY OF THE INVESTIGATION CONDUCTED

Windsor Police Service Records

After completing a thorough review of the documentation provided by the WPS, the following information was discovered.

A review of the Computer Aided Dispatch (CAD) revealed that on May 23, 2024, a call was received at 12:47:09 a.m. and was categorized as a noise complaint and assigned as a priority 4. The CAD transcript does not indicate the name of the complainant; however, the call matches the date and time the complainant reported she made the call to WPS and the location of the noise complaint. The call taker noted in the “Initial Remarks” that there was a loud party outside and that it has been an ongoing issue. In the “Clearance Remarks” it indicates that the complainant was advised that there was a lengthy delay and to report the noise complaint online or call 311. There were no other comments in the transcript.

The call was cleared forty-seven seconds later at 12:47:56 a.m. by the call taker. Consequently, no officers were dispatched, and the status of the call is indicated as closed.

The audio recording of the call made to WPS by the complainant was reviewed. The call lasted two minutes and thirty-nine seconds. During the call, the complainant reported to the call taker that the neighbours were yelling outside and that there were a few people present. When asked whether it sounded like a party or a disagreement, the

complainant advised that she was not sure but mentioned that the individuals were talking about inappropriate things and might be on drugs or something. The call taker asked if they were being loud, and the complainant replied they were right outside her bedroom window. When asked if this happens often or if it was the first time, the complainant said it happens every night, and she cannot sleep. At forty-nine seconds into the call, the call taker advised the complainant that for ongoing noise complaints like this, she should report it online through the Windsor Police Service website under the noise complaint section. The call taker explained that the report will be sent to the City of Windsor By-law Department for officers to look at.

At one minute and five seconds into the call, the call taker mentioned, "I can put in a call here tonight, I will advise you we won't be able to get anyone out there for hours and maybe not until the morning at this point." The complainant asked, "even if I go through the website?" The call taker explained that when you submit a noise complaint online, it will get sent to by-law and they will either send a letter to the address or attend the address, but it would not be tonight. At one minute forty seconds, the complainant asked if the call taker needed to know the address of the neighbour and the call taker replied "yes, what's their address?" Two minutes and eleven seconds into the call, the complainant provided the address, and the call taker stated, "I can put a call in, but again, it likely will not go out tonight and if it's an ongoing issue, I would advise you to report it online okay, or to call 311 tomorrow." The complainant replied, "okay yah, because they are talking outside my window every night so thank-you very much."

The Windsor Police Service's Communications and Dispatch Directive was reviewed. The purpose of this Directive is to establish communications and dispatch procedures, including differential police response to calls for service.

Section 4.6, titled "E911 Call Takers," outlines the procedures for call takers. Under part (s), titled "Input of CAD Information by Call Takers," section 3 reads, "Call takers may resolve calls received on the 911 lines and the non-emergency lines where it is determined that a mobile police response is unnecessary, and the caller is satisfied with the telephone resolution."

An open-source search of the Windsor Police Service website was conducted to view the information available to the public regarding noise complaints.

On the main page under the heading "E911" it reads, "If this is an EMERGENCY, call 9-1-1 immediately." It also provides incidents where you do NOT call 911, such as noise, animal, traffic, or parking complaints.

There is an applet titled “Noise” on the website, which indicates that noise complaints are addressed under City By-law 6716. It reads, “If you are subjected to excessive noise, you can now report a complaint in your neighbourhood online.” It further states “Please note that this option is for reporting only and a police officer will not be attending your location at this time. Your report will be forwarded to the City of Windsor By-Law Enforcement for review and follow-up as deemed appropriate.”

Additionally, it states “If this is caused by a live loud party, a family/domestic related dispute, or yelling please report it to police immediately at 519-258-6111. If the noise is believed to be linked to suspected violence, please call 9-1-1.”

An open-source search of 311 Windsor was conducted, which explained that 311 handles non-emergency municipal inquiries, thus unburdening the 911 service to respond to emergency and critical situations.

A follow-up request to WPS found no record of any online noise complaints submitted by the complainant on or after May 23, 2024.

Complainant Interview

An interview was conducted with the complainant.

The complainant contacted the WPS in May 2024 regarding the ongoing noise disturbances caused by her neighbours. She described a group of four to six individuals who gathered outside, near her bedroom window, speaking loudly. The complainant believes there was drinking, and drugs involved and explained the noise keeps her awake at night.

The complainant stated that she thought police would respond to her call, although no estimated time of arrival was provided. She remained awake all night but did not observe any police presence or engagement with the individuals. The complainant mentioned that she was concerned she might have provided the wrong address. She reported that the noise was still ongoing.

The complainant attempted to submit a non-emergency noise complaint online; however, she received a response that the matter could not be responded to or investigated. She did not have a copy of the response. Additionally, she confirmed that she had not contacted 311 as had been recommended by the call taker.

INVESTIGATION FINDINGS

I make the following findings, relying on the information collected during the investigation and summarized in part above:

- 1. On May 23, 2024, at 12:47:09 a.m., the complainant called WPS regarding neighbours yelling outside her window. The call was classified as a noise complaint, assigned priority 4, and cleared 47 seconds later at 12:47:56 a.m. with no officers dispatched.**
- 2. After the call was cleared in CAD, the call taker explained that noise complaints should be submitted online and are forwarded to municipal by-law enforcement.**
 - a. The call taker also mentioned that a call could be created that night, but the response would be delayed.
 - b. The complainant asked if the call taker wanted the neighbours' address. The call taker confirmed, and the complainant provided the address and thanked the call taker.
 - c. WPS' Communication and Dispatch Directive states that call takers may resolve calls received on the 911 lines and the non-emergency lines where it is determined that a mobile police response is unnecessary, and the caller is satisfied with the telephone resolution.
- 3. The complainant believed police would respond, although acknowledged no timeframe was provided, indicating she did not clearly understand the telephone resolution.**
 - a. The call taker's mention that a call could be created, albeit delayed, combined with obtaining the neighbours' address, may have led the complainant to believe officers would attend.
- 4. The complainant's loP submission alleged overhearing references to methamphetamine use and violent threats. However, during the call to WPS, she stated she was unsure if it was a party or disagreement, noted inappropriate language and possible drug use, but made no mention of threats, specific substances, or that she was fearful.**

5. The WPS website states that non-emergency noise complaints should be reported online and handled by municipal by-law enforcement, noting that police will not attend such complaints.

- a. Under section 11(2)(a) of the CSPA, enforcement of municipal by-laws is not part of “adequate and effective policing,” except where prescribed by regulation.

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