

Decision Regarding Findings Report INV-24-19 Concerning Policing Provided by the Ottawa 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 concerning the Ottawa Police Service (“OPS”), alleging that police failed to adequately respond to allegations of gender-based violence, harassment and fraud. An inspector with Ontario’s Inspectorate of Policing (“IoP”) investigated the complaint 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] 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 OPS has complied with the Act and the regulations and delivered adequate and effective policing.

II. BACKGROUND

- [3] The complainant first contacted the OPS in 2023 and then again in 2024 concerning allegations of identity theft and fraud, as well as on-going harassment, by her ex-partner.
- [4] The complainant believed that the harassment was in retaliation for reporting the ex-partner’s fraudulent activities in 2023 that purportedly led to identity fraud charges. She believed that the harassment was his attempt to coerce her into dropping the criminal charges.
- [5] In February 2024, the police cautioned the alleged harasser against contacting the complainant in the future. Nonetheless, the complainant reported later being harassed by a male caller impersonating police, who attempted to convince her to contact the alleged harasser.
- [6] On May 30, 2024, the complainant sent an email to the OPS, reiterating her concerns of on-going harassment and malicious false claims by the alleged harasser, and complaining of the lack of police response.

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.

III. ISSUES

- [7] Did the OPS provide adequate and effective policing, and otherwise comply with the Act, in its response to the complainant's allegations?

IV. ANALYSIS

Transitional Authority

- [8] The seminal events in the complainant's allegations occurred prior to the proclamation of the Act on April 1, 2024. This means that these events took place before my jurisdiction as Inspector General came into force. However, the complainant reported additional on-going harassment into May 2024 – after my jurisdiction came into force.

- [9] The Inspector General's jurisdiction over matters that pre-date the Act's proclamation is governed by the *Transitional Matters* regulation, O Reg 125/24 (the "Regulation"), passed pursuant to subsection 261(1)71. of the Act.

- [10] Section 3 of the Regulation reads:

3.(1) This section applies in respect of events that began before the transition date if those events form part of a series of events that continued on or after the transition date.

(2) The Inspector General, a deputy Inspector General and inspectors appointed by the Inspector General may exercise their powers under the Act with respect to the events if they have authority under the Act to deal with the events in the series that occurred after the transition date. [emphasis added]

- [11] Based on the complainant's report, the alleged harassment began before the transition date, but formed part of a "series of events" that continued after the transition date. Accordingly, the complainant's matter was investigated pursuant to my transitional jurisdiction.

OPS Records

- [12] The OPS records confirm that the complainant reported allegations of identity fraud and harassment on each of February 11, 2023 and February 26, 2024 – almost exactly one year apart. Police were dispatched to the complainant’s residence both times.
- [13] In the 2023 incident, the OPS report indicated that no apparent criminal offence was believed to have taken place. The attending officer reported speaking with both parties and determining that communication issues between the parties had led to a misunderstanding.
- [14] In the 2024 incident, the complainant reported being harassed and threatened by her now ex-partner. Although the attending officer determined that the complainant had not provided evidence of any actual threats or violence, the officer asked the complainant if she wanted the officer to contact her ex-partner and direct him to stop all communication with her. The complainant agreed. The officer contacted the ex-partner that same day, and advised him to cease all direct and indirect communication with the complainant. The ex-partner confirmed for the officer that he would stop all contact. After cautioning the ex-partner, no criminal charges were laid.
- [15] The OPS has received 147 different reports from the complainant over the course of several years. This is a very large volume of complaints and associated documents, material and interactions with the complainant for the police to process.
- [16] Given this volume and the nature of the reporting, in addition to the observations of the complainant made by the OPS officer who attended in February 2024, it appears that the complainant may be experiencing issues that might benefit from health and social service support, as opposed to a police response. Of course, should law enforcement matters arise, the complainant continues to have the option of contacting the OPS.
- [17] Parenthetically, I would like to commend the OPS officer who attended the complainant’s residence in February 2024. Despite there being no information to support a criminal charge, the officer took the additional (but, on the facts that were known, unnecessary) step of contacting the ex-partner, in an effort to better resolve the complainant’s situation.

[18] Overall, I am satisfied that the OPS responded to the complainant's calls-for-service in an appropriate manner. The complainant's allegations were fully documented and investigated based on the information provided, despite there being no criminal charges laid as a result.

V. CONCLUSION

[19] I find that the OPS provided adequate and effective policing and complied with the Act and its regulations.

Date: August 27, 2026

Original Signed By

Ryan Teschner
Inspector General of Policing

FINDINGS REPORT

Ottawa Police Service

**Section 107(1)(a) Policing
Complaint Investigation**
(INV-24-19)

Submitted to:
Ryan Teschner
Inspector General of Policing of
Ontario

July 29, 2026

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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 inspection under Part VII of the *Community Safety and Policing Act, 2019* (CSPA).

OVERVIEW OF INVESTIGATION

The Complaint

A written complaint was received by the Inspector General of Policing about the Ottawa Police Service (OPS). It was alleged that the OPS failed to provide adequate and effective police service to the complainant in relation to her complaints about gender-based violence, harassment and fraud. She felt that the response from OPS was not effective.

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)

- **Number of sworn members:**
Actual: 1,584 (as of June 25, 2025)
Authorized: 1,570
- **Number of civilian members:**
Actual: 706 (as of June 25, 2025)
Authorized: 717

Geographic Service Area

- Total area covered: Approximately 2,778 square kilometres
- Population served: 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.

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

SUMMARY OF THE INVESTIGATION CONDUCTED

Complainant Interview

In her original submission, the complainant indicated that she had concerns regarding ongoing gender-based harassment. She noted that she felt that the behaviour was in retaliation for her reporting identity fraud in 2023, which resulted in criminal charges. She stated that she felt the harassment was an attempt to coerce her into dropping the charges, even though it was the police who pressed the charges, not her. She indicated that police had not informed her that her 2023 report of identity fraud had led to criminal charges.

She also indicated that a no contact message was delivered to the individual in question, her former partner, on February 26, 2024. She stated that the no contact message was delivered by police at her request. The complainant indicated that she was harassed by a male police impersonator via the phone in an attempt to force her into contact with her former partner after the non-contact message was issued.

The complainant also attached a May 30, 2024, email sent to the Ottawa Police Service Professional Standards in which she reiterated concerns of ongoing criminal harassment and malicious false claims. She indicated that the behaviour may be retaliatory in relation to her 2023 identity fraud report and/or the police-issued no-contact directive and expressed concern that it constitutes gender-based violence intended to pressure her into dropping the charges.

On November 13, 2024, an email was sent to the complainant by the IoP inspector requesting that she provide answers to specific questions. She replied promptly, with one sentence and failed to provide any of the requested information.

On November 15, 2024, a second email was sent to the complainant again seeking clarification and to confirm that she had reported the allegations of harassment and fraud to the OPS. The complainant replied and confirmed that she had reported allegations of harassment and fraud to the OPS and had been provided with some explanations about grounds for laying charges.

Police Service Data Collection and Analysis

An occurrence report from February 26, 2024, revealed that a constable from OPS was dispatched to the complainant's address regarding a report of a partner dispute, more specifically harassment and threats from her ex-partner. Upon arrival, the complainant reported to the officer that she was in a relationship with an individual for the past year and half. The couple maintained separate residences but had previously spent time together at her apartment. The complainant noted that her ex-partner was involved in identity fraud and had ties to a foreign country and its government. The complainant also indicated that she had spoken to other government agencies regarding the alleged fraudulent activities. The complainant described her ex-partner to the police officer as being manipulative, controlling and mentally abusive and indicated that she was scared to end the relationship.

The investigating officer noted that after speaking with the complainant at great length, there was no information provided to indicate that her ex-partner had made any threats of violence to date. Furthermore, the officer noted in his report that, in his opinion, the complainant's thought process appeared paranoid and disorganized without substantive basis.

The investigating officer proposed to the complainant that he could contact her ex-partner on her behalf for the purpose of informing him to stop all communication. The complainant agreed with this approach. The investigating officer contacted the individual on the same day and informed him that all communication directly or indirectly with the complainant was to stop and that she no longer wished to be in a relationship with him. The investigating officer indicated in his notes that the individual stated that he would stop all contact. The occurrence report indicated that no charges were laid against the individual regarding intimate partner violence or fraud. It should be noted that the occurrence report had 329 pages appended to it, which was information provided by the complainant about alleged fraud and harassment by different agencies and individuals. This information includes large numbers of email chains between the complainant and her employer with regards to leaves of absence, as well as documentation involving requests to Ottawa Community Housing, Canada Revenue Agency, and a host of others.

An additional police occurrence report from February 11, 2023, revealed that police were dispatched for a partner dispute matter. The report indicated that no criminal offence had taken place and the officer noted that after speaking with both parties, not even an argument had taken place. The officer stated that the incident was solely based on how the complainant perceived her partner's communication, and the couple would be working on this going forward.

The information provided by the OPS regarding the two occurrence reports from February 11, 2023, and February 26, 2024, provided insight on the service response to the calls for service. In both instances, police attended the complainant's residence to address the alleged partner disputes and there were no grounds for charges. In the February 26, 2024, incident the investigating officer requested that the complainant's partner cease all communication with the complainant. There were no further reports of incidents after this direction. It is worth noting that both incidents occurred prior to the proclamation of the CSPA.

Additional information provided by the OPS revealed that they have received 147 reports associated to the complainant. OPS confirmed that there are no reports where charges were laid concerning identity fraud, harassment, or intimate partner violence against the complainant's ex-partner.

Follow up with the Ottawa Police Service

On November 13 and 18, 2024, the inspector communicated with the OPS Professional Standards Unit to obtain, confirm, and clarify information. The OPS Professional Standards Unit confirmed that 147 reports are associated to the complainant and none of the reports have charges laid concerning identify fraud or harassment.

OPS Professional Standards confirmed receipt of the complainant's email on May 30, 2024, and forwarded it on June 5, 2024, to the assigned officer from the February 2024 investigation for follow-up. The officer, familiar with the complainant due to a high volume of prior correspondence, confirmed they would make contact. Professional Standards further confirmed that as of November 2024, 147 reports are associated with the complainant, with no charges laid in relation to identity fraud or harassment.

INVESTIGATION FINDINGS

I make the following findings, relying on the material and information collected during the investigation and now contained in this report:

1. The OPS responded to complaints made by the complainant on February 11, 2023, and February 26, 2024, regarding partner abuse (Intimate Partner Violence). These events occurred prior to the CSPA taking effect on April 1, 2024.

- a) The occurrence report from OPS, dated February 26, 2024, confirms that police attended the complainant's residence regarding a "partner abuse" related matter. The report indicates the complainant alleged psychological and emotional abuse.
- b) The investigating officer indicated that there were no grounds for criminal charges in relation to the February 26, 2024, complaint.
- c) On February 26, 2024, the complainant's partner was contacted by police and asked by the officer to stop all communication with the complainant. The complainant and her partner agreed with this action.
- d) Since February 26, 2024, the OPS has no other occurrence reports involving the complainant and alleged intimate partner violence.
- e) The OPS occurrence report from February 11, 2023, also indicates that police attended the complainant's residence to address an alleged "partner dispute." There were no charges laid in this incident.
- f) The OPS confirmed that they have 147 reports associated to the complainant. None of the reports include charges being laid concerning identify fraud, harassment, or intimate partner violence against the complainant's ex-partner.
- g) The occurrence reports from OPS on, February 11, 2023, and February 26, 2024, are both pre-proclamation of the CSPA.
- h) The CSPA came into force on April 1, 2024.

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