



**ALMAGUIN HIGHLANDS OPP DETACHMENT BOARD  
CONSEIL DU DÉTACHEMENT D'ALMAGUIN HIGHLANDS  
DE LA POLICE PROVINCIALE**

ALMAGUIN HIGHLANDS OPP DETACHMENT  
DÉTACHEMENT D'ALMAGUIN HIGHLANDS DE LA POLICE PROVINCIALE

*Almaguin Highlands O.P.P. Detachment Board*

**Regular Meeting of the Board  
Wednesday October 8<sup>th</sup>, 2025  
5:00 p.m.**

**Township of Perry Municipal Office  
(1695 Emsdale Road, Emsdale, ON)**

- 1. Call to Order**
- 2. Disclosure of Conflict of Interest**  
(with reference to this Agenda and any previous meeting)
- 3. Adoption of Minutes**
  - 3.1. Regular Board Meeting Minutes – Wednesday, September 10<sup>th</sup>, 2025
- 4. Delegations**
  - 4.1 Mobile Crisis Response Team
- 5. Almaguin Highlands OPP S/Sgt Detachment Commander Updates and/or Reports - NIL**
- 6. Board Business**
  - 6.1. Detachment Commander Performance Feedback Form {Discussion}
  - 6.2 Community Safety and Well Being Plan {Update}
- 7. Correspondence and General Information**
  - 7.1 Inspector General Memo #6: Release of the Inspector General of Policing 2024 Annual Report
  - 7.2 Inspector General Memo #7: Release of the Inspectorate of Policing's Risk Based Compliance and Enforcement Framework
  - 7.3 Inspectorate of Policing Advisory Bulletin 2.1: Board and Committee Meetings
  - 7.4 Police Services Advisors – Board and Police Service Assignment
- 8. By-laws – NIL**

**9. Closed Session – NIL**

**10. Other Business**

**11. Adjournment** - Next Meeting: Wednesday, November 12<sup>th</sup>, 2025

All information including opinions, presentations, reports, documentation, etc. that are provided at a public or open meeting are considered a public record.

*This is the true original Agenda distributed to the OPP Detachment Board, copied for public handout, and placed in the Almaguin Highlands OPP Detachment Board File. Ref: OPP Detachment Board Agenda 2025 10 08*



**ALMAGUIN HIGHLANDS OPP DETACHMENT BOARD  
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DÉTACHEMENT D'ALMAGUIN HIGHLANDS DE LA POLICE PROVINCIALE

*Almaguin Highlands O.P.P. Detachment Board*

**Regular Meeting of the Board  
Wednesday September 10<sup>th</sup>, 2025  
5:00 p.m.  
Township of Perry Municipal Office  
(1695 Emsdale Road, Emsdale, ON)**

Any and all Minutes are to be considered Draft until approved by the OPP Board at a Regular Meeting.

**In Attendance:**

**Council Chambers:**

Krista Miller, Vice Chair & Community Representative, Robert Sutherland, Chair & Community Representative, Councillor Kevin Noaik, S/SGT Doug Vincer, Almaguin Highlands OPP Detachment Commander, Beth Morton, Acting Secretary

**Virtual:**

Councillor Dan Robertson

**Regrets:**

Councillor Neil Scarlett, Councillor Joe Lumley

**Members of the Public:** None

**Disclosure of Conflict of Interest**

Nil

**Resolution No. 2025-17**

**Moved by: Krista Miller**

**Seconded by: Dan Robertson**

***Be it resolved that*** the Almaguin Highlands OPP Detachment Board hereby approves the Regular Board Meeting Minutes dated Wednesday, June 11<sup>th</sup>, 2025.

**Carried**

**Resolution No. 2025-18**

**Moved by: Kevin Noaik**

**Seconded by: Dan Robertson**

***Be it resolved that*** the Almaguin Highlands OPP Detachment Board hereby receives the 2024 Almaguin Highlands OPP Detachment Annual Report.

**Carried**

**Resolution No. 2025-19**

**Moved by: Dan Robertson**

**Seconded by: Kevin Noaik**

***Be it resolved that*** the Almaguin Highlands OPP Detachment Board hereby provides direction for the completion of the Detachment Commander Performance Feedback Form.

**Carried**

The Board was advised that feedback may be provided up to January 31, 2026.

Direction - Board Members are to review and provide their feedback at the October 8, 2025 Meeting for further discussion.

**Item 6.1 Managing Municipal Requests and Correspondence**

The Board discussed how to address municipal requests and correspondence and supported that it should remain status quo. Requests and correspondence from municipalities will continue to be best managed through the OPP Detachment Commander. The OPP Detachment Commander would then report back to the Board through updates and/or reports.

**Item 6.2 Almaguin Highlands OPP Detachment Board Insurance**

The insurance has been renewed from September 27, 2025 to September 27, 2026 at a cost of \$3,888 including taxes, which works out to \$324 per municipality for the year.

The Township of Perry will be invoicing each of municipalities within the Board jurisdiction equally for their share of \$324.

**Item 6.3 Community Safety and Well Being Plan**

The Board had a brief discussion on this item and would like to know what their role will be in the plan going forward. The Acting Secretary to review and bring back information to a future meeting.

Detachment Commander has advised that there will be a delegation from the Mobile Crisis Response Team at the October 8, 2025 Board Meeting.

The Meeting adjourned at approximately 5:50 p.m.

Dated this 8<sup>th</sup> day of October, 2025.

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Robert Sutherland, *Chair*

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Beth Morton, *Acting Secretary*



*Almaguin Highlands O.P.P. Detachment Board*

**Regular Meeting of the Board**

**Wednesday October 8<sup>th</sup>, 2025**

**Item 6.2 Community Safety and Well-Being Plan**

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**OVERVIEW**

The Acting Secretary had a discussion with members of the Working Group that was formed for the 2025 review of the Community Safety and Well-Being Plan from the Almaguin Clerk's Group.

At this time, there is nothing required from the OPP Board for the Community Safety and Well-Being Plan.

During the next term, it is expected that a full update will be required for the CSWBP. At that time, the Board will be consulted and included.

Submitted to the Board for their information.

**ATTACHMENT**

- None



**Inspectorate  
of Policing**

**Service d'inspection  
des services policiers**

Office of the Inspector  
General of Policing

777 Bay St.  
7<sup>th</sup> Floor, Suite 701  
Toronto ON M5G 2C8

Bureau de l'inspecteur général  
des services policiers

777, rue Bay  
7<sup>e</sup> étage, bureau 701  
Toronto ON M5G 2C8

## Inspector General of Policing Memorandum

**TO:** All Chiefs of Police and  
Commissioner Thomas Carrique  
Chairs, Police Service Boards

**FROM:** Ryan Teschner, Inspector General of Policing of Ontario

**DATE:** July 15, 2025

**SUBJECT:** Inspector General Memo #6: Release of the Inspector General of Policing  
2024 Annual Report

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I am pleased to share my 2024 Annual Report, "*On the Road to Excellence: A year of Progress and Purpose*." This report, mandated by the Community Safety and Policing Act (CSPA), provides a comprehensive picture of the state of policing in Ontario and delves into the common challenges police services and boards face across the province, as well as successful approaches and initiatives to confront those challenges.

As required by the CSPA, the Annual Report details how I have been fulfilling my legislative responsibilities to independently oversee the compliance and performance of legislated entities under the CSPA, including: complaints investigated and dealt with, inspections conducted, and any directions and measures issued.

The report also outlines the important and wide-ranging work being carried out by the dedicated professionals at the Inspectorate of Policing who are working every day to bring my mandate to life. I sincerely thank each of them for their tireless efforts and contributions, and look forward to continuing our work in the years to come.

I also want to extend my gratitude to you—the policing sector—for providing much of the insight and content reflected in this report. Your input has been invaluable, and we deeply appreciate your continued support.

Thank you for your continued trust and confidence in the Inspectorate of Policing.

Sincerely,

Ryan Teschner  
Inspector General of Policing of Ontario

c: Mario Di Tommaso, O.O.M.  
Deputy Solicitor General, Community Safety



# On the Road to Excellence: A Year of Progress and Purpose

Annual Report of the  
Inspector General of Policing

## 2024





**Inspectorate  
of Policing**

**Service d'inspection  
des services policiers**

Office of the Inspector  
General of Policing

Bureau de l'inspecteur général  
des services policiers

777 Bay St.  
7<sup>th</sup> Floor, Suite 701  
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777, rue Bay  
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Toronto ON M5G 2C8

June 27, 2025

The Honourable Michael Kerzner  
Solicitor General of Ontario  
Ministry of the Solicitor General

Dear Solicitor General Kerzner:

Section 103 (1) of the Community Safety and Policing Act mandates that the Inspector General of Policing (IG) deliver an annual report to the Minister, on or before June 30 of each year. I am pleased to present my Annual Report of the Inspector General of Policing that details the Inspectorate of Policing's (IoP) activities and progress for the period January 1 to December 31, 2024.

In accordance with section 103 (1), my Annual Report must include information about the following items:

1. The activities of the IG, including:
  - Inspections conducted;
  - Complaints dealt with under section 106 and 107;
  - Notifications sent to the Law Enforcement Complaints Agency (LECA) Director or the Special Investigations Unit (SIU) Director;
  - Directions issued under section 125; and
  - Measures imposed under section 126.
2. The compliance of the police service boards, Ontario Provincial Police (OPP) detachment boards, First Nation OPP boards, chiefs of police, special constable employers, police services, and prescribed policing providers with this Act and the regulations.
3. Any other prescribed matters.

In the pages that follow, you will see the information I am required to report, as well as the significant range of work being undertaken by the dedicated professionals at the IoP, who have brought my mandate to life. These public servants work each day to improve policing performance to make everyone in Ontario safer.

Pursuant to subsection 103(2) and the IoP's commitment to transparency and accountability, my Annual Report will also be published on the internet.

It is a real honour to serve as Ontario's Inspector General of Policing. I look forward to the work that lies ahead, and to contributing to public safety in Ontario.

Sincerely,

A handwritten signature in blue ink, appearing to read "R. Teschner". The signature is stylized with a long horizontal stroke at the top and a small upward tick at the end.

**Ryan Teschner**

Inspector General of Policing of Ontario

Copy: Deputy Solicitor General Mario Di Tommaso, O.O.M.

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# Land Acknowledgement

The Inspectorate of Policing (IoP) recognizes that its work, and the work of its community partners take place on traditional territory of Indigenous Nations in Ontario, including the Anishinaabe (comprising the Algonquin, Mississauga, Ojibwe, Anisininew (Oji-Cree), Odawa, and Pottawatomi peoples), the Omushkego (also known as Swampy Cree), the Lenape, and the Haudenosaunee (Mohawk, Onondaga, Oneida, Cayuga, Tuscarora, and Seneca), and the Métis peoples.

We acknowledge that there are 46 treaties and other agreements that cover the territory now known as Ontario. We acknowledge that we continue to live and work in these territories and are thankful to the First Nations and Métis peoples who have cared for these lands since time immemorial. Their enduring contributions continue to strengthen Ontario and enrich all communities. We also acknowledge the many other Indigenous peoples from Indigenous nations who call this place home.

The IoP is honoured to collaborate with First Nations, Inuit, and Métis leadership, partners, and communities across their territories. The IoP is committed to deepening its understanding of the rich history of this land while honoring the inherent and treaty rights of Indigenous peoples.

The IoP would also like to acknowledge that its office is located in Toronto and on the traditional territory of many First Nations including the Mississaugas, the Anishinabek Nation, the Chippewas, the Haudenosaunee Confederacy, and the Wendat peoples, and is now the home to many diverse First Nations, Inuit, and Métis persons. We also acknowledge that Toronto is covered by Treaty 13 signed by the Crown and the Mississaugas of the Credit First Nation, and the Williams Treaties signed with multiple Mississaugas and Chippewa nations.

# Message from the Inspector General of Policing of Ontario

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**In a time when public trust in policing remains both essential and fragile, the role of independent oversight has never been more critical.**



Across Ontario – and indeed around the world – policing is facing complex and evolving challenges. From rising concerns about public confidence and community safety to the need for modern police governance and accountability, we must meet this moment with vigilance, transparency and leadership.

My Annual Report highlights the vital and unique role of the Inspector General of Policing (IG) and the Inspectorate of Policing (IoP) in Ontario: mandated to deliver modern, evidence-based, and independent oversight that is focused on strengthening public trust through improved policing performance.

Since our inception, the IoP has remained steadfast in its mission to improve policing performance to make everyone in Ontario safer. Through our monitoring, inspection, investigation, and advisory work, we have already had success in raising the ‘performance bar,’ be it in the operational work of police services, or governance work of police service boards. I remain committed to independently examining the issues, following the information and evidence, and using the various tools in my oversight toolbox to enhance Ontario’s position as a global public safety leader. The team at the IoP works hard each day to breathe life into this commitment, and I feel fortunate to be working alongside professionals who deeply care about contributing to the public good.

As we carry out our work, it is increasingly evident that policing does not operate in isolation. Our work is informed not only by the unique context at play in different Ontario communities, but also by global developments, best practices, and lessons learned from oversight bodies in other jurisdictions. For example, His Majesty's Inspectorate of Constabulary and Fire & Rescue Services in the United Kingdom has drawn attention to ongoing concerns about police legitimacy, ethical leadership, and the need for systemic reform. In Ireland, the Policing Authority has highlighted the essential role of governance, transparency, and meaningful engagement with communities. We have developed strong links with our national and international oversight partners and look forward to contributing to a mutual knowledge exchange that enhances the work we do in our respective spaces. Our membership in the Canadian Association for Civilian Oversight in Law Enforcement, where I serve as a member of the Board of Directors, is also a testament to the developing community of practice that is so important to ensuring that independent police oversight remains modern and responsive not just to current, but also to future needs and challenges.

These global perspectives also echo what we are seeing here at home in Ontario, where public expectations around police accountability and transparency have never been higher. Police services and boards are being asked to navigate complex social issues while confronting operational pressures, emerging public safety risks, and resource demands. At the same time, there is a clear opportunity to move beyond the models of yesterday and towards a modern policing approach grounded in human rights, equity, and public trust.

This year's Annual Report outlines how the IoP is already responding to these challenges and opportunities. It provides an overview of our current and anticipated inspections, investigations, and thematic reviews. It highlights common issues we are seeing across police services and boards – from governance gaps to operational challenges – and identifies where change is needed. It also profiles the valuable work being done by those across the policing sector who are committed to excellence, integrity, and continuous improvement in protecting over 16 million residents and tens of millions of other visitors across Ontario.

But beyond facts and figures, this Report is an invitation – to police leaders, board members, policymakers, and every Ontarian – to engage in a shared commitment to public safety, integrity, and accountability. That is the standard the people of Ontario deserve, and it is the standard we at the IoP will continue to advance, together.



**Ryan Teschner**

Inspector General of Policing of Ontario  
June 2025





# About Ontario's Inspector General and the IoP

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The IG has a mandate to drive improved performance and accountability in policing and police governance by ensuring adequate and effective policing is delivered across Ontario in compliance with the province's policing legislation and standards.

The IG leads the IoP, an arm's-length division of the Ministry of the Solicitor General. The IoP provides operational support to inspect, investigate, monitor, and advise Ontario's police services and boards. 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 are delivered to make everyone in Ontario safer.

Ryan Teschner is Ontario's first IG with duties and authorities under the Community Safety and Policing Act (CSPA).

# The Mandate of the IG

**The IG's duties, powers and responsibilities are described in Part VII of the CSPA.**

**The IG, supported by the IoP, serves the public interest by promoting improved performance and accountability in the policing sector, while ensuring compliance with the CSPA and its regulations.**



## **Under Ontario's CSPA, the IG is empowered to:**

- Independently assess and monitor legislated policing entities;
- Provide advice and support to legislated policing entities on governance and operational matters by sharing evidence-based research and data related to performance;
- Monitor and conduct inspections of legislated policing entities to ensure compliance with the CSPA and its regulations;
- Investigate complaints concerning the delivery of policing services and the conduct of police board members;
- Issue directions to ensure compliance with the CSPA and its regulations – and, if necessary – impose measures, if there is a failure to comply; and,
- Publicly report on the activities of the IG, including publishing inspection results and an annual report.



# Who the IG Oversees

Under the CSPA, the IG oversees the following Ontario policing entities:

- Municipal police services and police service boards;
- Chiefs of police;
- The Ontario Provincial Police (OPP) and OPP detachment boards;
- First Nations OPP boards and First Nations police service boards that opt-in to the CSPA;
- Any entity providing policing by an agreement authorized by the CSPA;
- Any public sector body that may be prescribed to provide policing; and
- Organizations that employ special constables.

The IoP remains committed to engaging all these entities to consider the diverse needs of the public as we work to improve policing performance that makes everyone in Ontario safer.

## Organizational Values

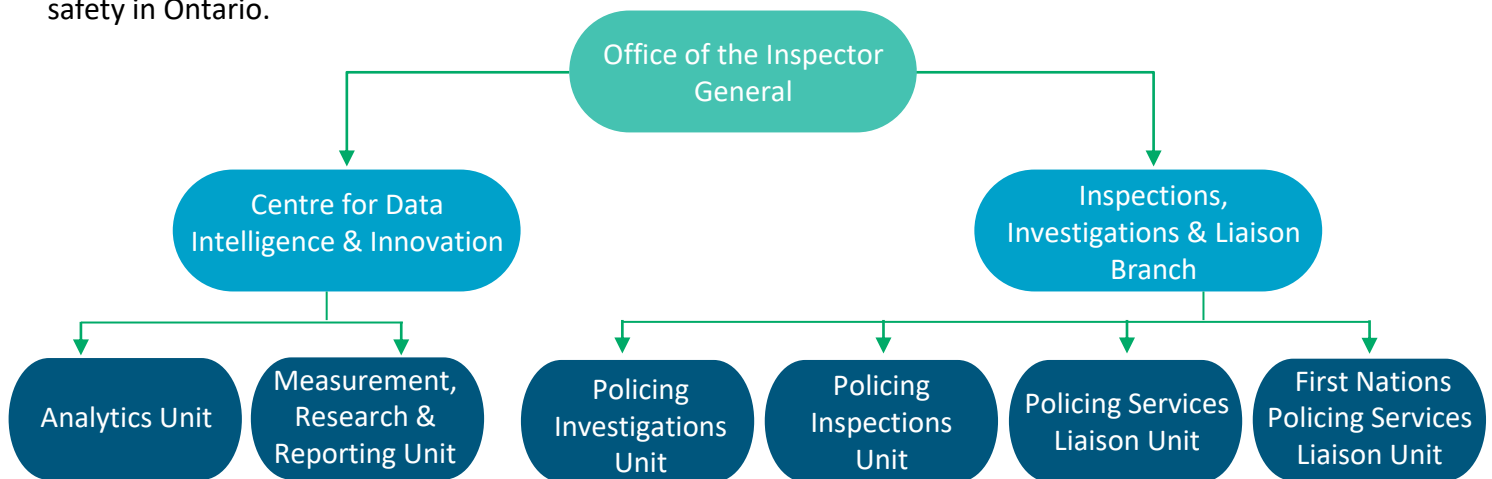
Driving improvements in policing performance begins with collectively operating under a set of values that shape the IoP's approach and culture.

At the IoP, we believe in:

- ➔ **Continuous Improvement:** We will identify effective performance in the policing sector, and where improvements are needed. We will focus on addressing the areas that matter most to the public.
- ➔ **Fairness:** We will address issues of non-compliance in an objective and timely manner that considers local context, with a focus on ensuring trust and confidence in the policing sector.
- ➔ **Risk-informed approaches:** We will select the right tools for the right problems and consider the level of risk present when enforcing policing and police governance compliance.
- ➔ **Transparency:** We will be transparent in our decision-making and publicly report on our work and their results with the sector and the public.
- ➔ **Independence:** We will operate at arm's-length from government or any other influence to ensure impartiality and confidentiality in our operations and decision-making.
- ➔ **Collaboration:** We will work collaboratively with our partners and the regulated entities we oversee to support their success in our shared mission of making Ontario safer.
- ➔ **Integrity:** We will engage in activities in a way that inspires public confidence, and that preserves our objectivity, integrity, and impartiality.

# IoP Organizational Framework

The IoP's three branches effectively support the IG in enhancing policing performance and public safety in Ontario.



## Office of the Inspector General

Supports the arm's-length decision making authority of the IG through independent legal counsel, police sector and stakeholder relations, and public communications.

## Investigations, Inspections, and Liaison Branch

Responsible for the investigative, inspection, monitoring, advising, and liaison function of the Inspectorate as per the IG's authorities under Part VII of the CSPA. Comprised of:

**Policing Investigations Unit:** Investigates public complaints concerning delivery of policing services and conduct of police service board members.

**Policing Inspections Unit:** Monitors and conducts inspections of police services and boards to ensure compliance with the CSPA and its regulations.

**Policing Services Liaison Unit:** Provides monitoring, advisory, and liaison services to support police services and boards, OPP detachment boards, and special constable employers.

**First Nations Policing Services Liaison Unit:** Provides advice to First Nation police services, chiefs, and boards who opt-in to the CSPA, and facilitates cultural awareness training to the IoP.

## Centre for Data Intelligence and Innovation

The IoP's data powerhouse that drives continuous improvement in Ontario's policing sector through data collection, analysis, research, and performance measurement. Comprised of:

**Analytics Unit:** Uses a wide range of technologies, including Artificial Intelligence, and other advanced analytical tools to transform raw data into actionable insights, informing decision-making processes across the IoP.

**Measurement, Research & Reporting Unit:** Conducts research on relevant issues faced by the sector and responsible for developing a performance measurement framework to support evidence-based decision-making and evaluation.

# Complaints & Disclosures Within the IG's Jurisdiction

Under the CSPA, the IG accepts different types of public complaints or disclosures from members of a police service or special constable employer. Complaints are carefully reviewed to determine the appropriate course of action, which can include conducting an investigation or inspection, providing compliance advice and support, or forwarding it to the appropriate oversight agency, police service or police service board for resolution. Each complaint is individually assessed using the information provided by a complainant. The screening process includes consideration of the IG's mandate as well as the statutory requirements set out by the CSPA.

The IG may choose not to investigate a complaint based on a number of reasons, including a complaint being frivolous, vexatious, submitted in bad faith, or not in the public interest to investigate. Similarly, a complaint may be referred to another oversight agency.

Over the next few pages are several illustrations of the types of complaints within the IG's jurisdiction:

- Section 106 complaints
- Section 107 complaints
- Section 185 disclosures



## Section 106 Complaints



**Complaints about the conduct of an individual police service board member (section 106 complaints)** are related to conduct that is believed to have violated the Code of Conduct for police service board members as codified in the relevant CSPA regulation.

Jasmine attended a meeting of her city's police service board as part of a community group seeking to raise concerns about their recent interactions with the police. When it was her turn to speak, Jasmine began presenting the group's perspective. However, she was repeatedly interrupted by a particular board member, who used profane language, referred to her in a derogatory manner, was dismissive, and ultimately cut her presentation short.

Feeling that her right to be heard was unfairly limited and that she was spoken to in an offensive way, Jasmine filed a complaint with the IoP. She believed the board member's conduct showed a lack of respect for public input and contributed to an unwelcoming, even hostile, environment for community participation. In her complaint, Jasmine argued that the board member failed to uphold the standards of professionalism and impartiality required under the Code of Conduct for board members.

Jasmine's complaint may prompt the IoP to assign an Inspector to investigate the conduct of the board member in question. This process could include interviews with Jasmine, relevant witnesses including the board member involved, and review of footage from the meeting. Following a thorough review and analysis of all available information, the Inspector would prepare a findings report and submit it to the IG. Based on the report, the IG would make the ultimate determination as to whether the board member committed misconduct under the Code of Conduct. If misconduct is identified, the IG will also determine whether any measures should be imposed to address the misconduct. Measures can include a reprimand, a suspension, or even the member's removal from the board.

## Section 107 Complaints

### Complaints about the delivery of policing (section 107 complaints) are related to:

- The adequacy and effectiveness of policing provided to an area,
- A failure to comply with the CSPA or its regulations, and
- The policies of a police service board, OPP Detachment Board, First Nation OPP Board or the Minister, and procedures established by a chief of police.



Sam filed a complaint with the IoP after calling 911 to report a domestic disturbance involving a neighbor who appeared to be in distress. He placed the call shortly after 9 p.m. and remained on the line for several minutes as dispatch attempted to assign the call to available officers. Despite emphasizing the urgency of the situation, police did not arrive on the scene until the next day.

Sam expressed deep frustration, noting that this was not an isolated incident. He recalled a previous situation where police response times were also unusually delayed. Concerned about these delays, Sam submitted a formal complaint to the IoP stating that he did not believe he was receiving adequate policing services.

Based on the details of the complaint, the IoP may decide to initiate an inspection. This could involve interviewing Sam to gather all relevant information

related to the specific facts and circumstances. The assigned Inspector may also collect and review policing data—such as Records Management System entries, Computer-Aided Dispatch logs, and other relevant police records—to compare the reported concerns with the documented actions of the police service, and to identify any facts that are relevant to assessing the compliance of the police service with applicable legal requirements and standards. Once the review is complete, the Inspector would prepare a findings report and submit it to the IG, who would then make a final determination about whether the police service complied with applicable legal requirements and standards. If the IG determines there has been non-compliance, the IG has the legal authority to issue directions to the police service and the chief of police to remedy the non-compliance.

## Section 185 Disclosures

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**Disclosures to the Inspector General about internal misconduct matters (section 185 disclosures)** can be submitted by members of a police service or special constables if they believe misconduct has occurred within their current or former organization.

Officer Rahim, a frontline officer with over ten years of experience, submitted a confidential disclosure to the IoP after he had been passed over for promotion multiple times, even as less experienced colleagues advanced. Officer Rahim, who identifies as a racialized person, began to suspect there was racism in the promotion process within his service.

When Officer Rahim raised his concerns internally, he received no response—and, soon after, experienced subtle forms of reprisal. He was excluded from high-profile assignments, removed from mentorship opportunities, and increasingly sidelined in decision-making spaces he had previously been a part of.

Based on the detail provided, if the disclosure is focused on alleged misconduct by an individual police officer, the IG may decide to refer the complaint to the Law Enforcement Complaints Agency (LECA) for investigation. However, if the disclosure contains information alleging a more systemic issue, the IG may elect to initiate a formal inspection of the police service. This could involve reviewing records, interviewing witnesses, and assessing whether the police service or board is meeting its legal obligations. Depending on the findings, the IG may issue directions to ensure compliance with the CSPA and regulations.

# Complaints Process

## Complaints are Received



The IoP accepts public complaints from a variety of sources, including its **website**, **e-mail** or **regular mail**. Anonymous complaints are not accepted.

## Screened



Each complaint is **carefully reviewed** by the IoP. A decision is made whether the complaint **falls within the IG's jurisdiction** and qualifies for further consideration.

## Screened Out

Complaints that are screened out can be:

- **out of jurisdiction** or scope of the IoP's mandate;
- **refused** for being frivolous, vexatious or made in bad faith, or deemed not in the public interest to inspect or investigate;
- **abandoned** by the complainant.



## Referred

To ensure public complaints get to the right place, the IoP will **refer** complaints determined to be out of jurisdiction to the relevant oversight body:

- Law Enforcement Complaints Agency
- Special Investigations Unit
- Police chief or board to conduct their own inspection of the complaint

## Assigned for Investigation or Inspection



All accepted complaints are **assigned to an inspector**, who reviews all information, creates an investigation plan and conducts their inspection or investigation.

## Findings Report and IG Determination



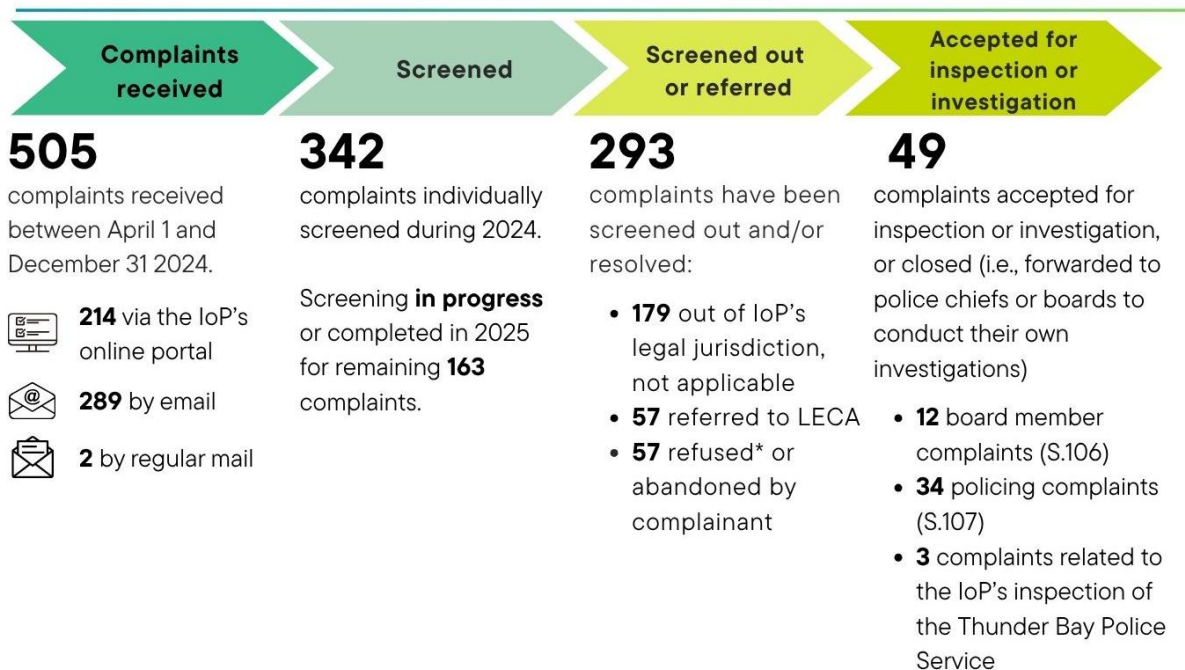
Inspectors prepare and submit a final findings report to the IG, who makes a **final determination** of whether misconduct or non-compliance has occurred. If so, the IG may impose **directions or measures** on the policing entity involved.





# The IoP's Operations: 2024 Facts & Figures

My Annual Report details activities from January 1 to December 31 of each calendar year. As I officially began my mandate with the coming into force of the CSPA on April 1, 2024, the data provided in this section only covers the period from April 1 to December 31, 2024.



\*Complaints can be refused for being frivolous, vexatious, made in bad faith, or deemed not in the public interest to inspect or investigate.

**Note:** Although not part of our mandatory reporting requirements, the IoP received **five** S.185 disclosures from police service or special constable employees in 2024, all of which were screened, referred to LECA and marked as closed.



## Complaint-Based Inspection

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In 2024, the IoP initiated **46** complaint-based inspections related to public complaints.<sup>1</sup> Emerging themes seen in the public complaints we have received to date relate to:

- Issues raised during protests, including lack or type of response from police;
- Issues surrounding police response and reporting relating to instances of intimate partner violence;
- Concerns about the quality of police investigations;
- Complaints regarding traffic violations and the effectiveness of police response;
- Delays in police response or lack of response to public concerns;
- Delays and lack of communication regarding requirements for records checks; and,
- Complaints regarding allegations of specific officer conduct which do not fall under the IG's legal jurisdiction but are referred to the appropriate agency.

## Issue-Specific Inspection: Thunder Bay Police Service and Board

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Issue-specific inspections of a police service or board can occur where repeated, system level issues have been identified through public complaints and/or the IoP's independent monitoring activities.

On October 10, 2024, the IG initiated the IoP's first **issue-specific inspection**, focusing on the Thunder Bay Police Service's handling of **death and missing persons investigations**, as well as the Thunder Bay Police Services Board's governance and oversight responsibilities. This inspection will evaluate compliance with the CSPA and alignment with leading investigative practices. It also examines how both the Police Service and the Board are addressing previous recommendations issued by other oversight bodies that have reviewed policing and governance in Thunder Bay. The inspection is expected to be completed in late 2025.

## Directions Issued Under Section 125

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Under section 125(1), if the IG is of the opinion that there is evidence of non-compliance with the CSPA or its regulations, the IG may issue Directions to prevent or remedy non-compliance. I did not issue any Directions under section 125 in 2024.

<sup>1</sup> The remaining 3 complaints received and accepted in 2024 were related to the IoP's broader issue-specific inspection of the Thunder Bay Police Service and Board.

## Measures Imposed Under Section 126

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If an entity fails to comply with a section 125(1) Direction, the IG is empowered to impose any of the following Measures pursuant to section 126(1) of the CSPA:

- Removing or suspending a chief of police, one or more members of a police services board, or the whole board;
- Appointing an administrator to a police service; or,
- Dissolving a police services board or disbanding a police service.

I did not impose any Measures under Section 126 in 2024.

## Compliance with the CSPA

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My statutory mandate requires a sector-wide and continuous assessment of compliance with the CSPA and its regulations. The IoP engages in various bodies of work to evaluate compliance and performance of police services, boards, and special constable employers, based on an assessment of risk:

- **Investigations of Public Complaints:** When serious concerns are raised—such as allegations that policing services were not adequately delivered, a board member engaged in misconduct, the suggestion of broader police governance failures, or systemic issues—an Inspector conducts a formal investigation. This process may include interviews, document reviews, an analysis of operational data, and other research to determine whether the entity is meeting its obligations under the CSPA. The Inspector then compiles and presents their Findings Report to the IG who determines whether misconduct or non-compliance has occurred.
- **Proactive Inspections:** The IoP also conducts planned inspections of police services, boards, and other policing entities to assess their compliance with CSPA standards for adequate and effective policing and police governance.
- **Monitoring, Advisory, and Liaison Services:** Through the work of the Policing Services Liaison Unit, we maintain ongoing engagement with Ontario's 43 municipal police services and boards, the OPP, 88 OPP detachment boards, 15 authorized special constable employers across the province, and the Nishnawbe Aski Police Service and Board who have opted-in to the CSPA. Advisors provide guidance on CSPA compliance, monitor developments across the sector, and serve as a vital link between the IoP and policing organizations—ensuring we remain responsive and informed about emerging issues, and provide guidance to address developing compliance issues, and advice on other opportunities for performance improvement.

## Additional Prescribed Matters

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I do not have any other prescribed matters to report on under this section.

# A Snapshot of the IoP's Work in 2024

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Creating a Policing Data and Knowledge Hub to Drive Intelligence-Led Decision-Making

Bridging Cultures: The Inspectorate's Commitment to Indigenous Policing



Building Strong Connections with the Policing Community



Forging National and Global Partnerships

Establishing Public Trust Through Transparency





# Creating a Policing Data and Knowledge Hub to Drive Intelligence-Led Decision-Making

In today's policing environment, where evidence-based approaches are essential, data serves as a critical asset that supports informed and effective decision-making.

High quality data and analysis are essential for understanding areas of public safety risk, the gaps that need to be addressed, and the best practices in police service delivery and governance that should be shared and embraced to improve performance across the Ontario policing sector. Accurate and timely data collection enables the IoP to identify emerging issues and trends,

measure policing performance and promote transparency through reporting and data sharing.

The IoP's data collection efforts and analysis are integral to supporting our modern oversight function, and to improving transparency that will enhance trust in our work. To lay the groundwork for collecting and leveraging data from all police services and police service boards in Ontario – something that has never been done at this scale before – the IoP is working on several simultaneous fronts. Over the next few pages are the IoP's significant efforts in this area.

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*“I find meaning in analyzing data to fulfill the IoP's strategic objective of propelling greater insights and foresights to address risks. I enjoy developing products to help my colleagues make data-driven decisions for improving Ontario's policing performance and thereby serving the public interest.”*

*-Bharat Sharman, Data Scientist  
Centre for Data Intelligence and Innovation*

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## Data Collection and Analytics Initiatives

This past year, the IoP set out to develop and test two data collection initiatives with Ontario's municipal police services and police service boards. The **Police Services Information Form (PSI)** and the **Police Service Boards Information Form (PSBI)** were designed both to test the IoP's collection processes and obtain data that will establish frameworks to support consistent information sharing and reporting from the entire policing sector. The data obtained through the PSIs and PSBIs provide **unprecedented access to a range of information** related to the size, composition, operations and resources available to police services and boards. Equipped with this knowledge, the IoP is better able to support the IG's legislated duties under the CSPA, including monitoring compliance by police services, boards and special constable employers. This data will also **establish a baseline from which the IoP can measure police performance and support continuous improvement** in the years to come. We also recognize that the policing sector has important work to do, so our approach to collecting data is one that minimizes operational and administrative burdens.

The IoP greatly appreciates the engagement and responses received from the initial nine municipal police services and seven police service boards that piloted this data collection initiative. Their feedback helped optimize and expand the administration of the PSI and PSBI to all municipal police services and boards in late 2024. The lessons learned from this pilot project will be applied to future data collection initiatives, all enabling the IoP to gather and analyze data in a high-quality, standardized, and replicable manner.

Through its advanced analytics capability – driven by a dedicated team of skilled data scientists and data specialists – the IoP is analyzing the data collected and has begun to share the preliminary insights with the pilot group of police services and police service boards through insightful interactive reports. Over time, we will share the insights with the entire sector, reflecting our commitment to

transparency and collaboration. This work marks a significant first step towards achieving our strategic objectives of propelling greater policing insights and foresights to address risks and improving policing performance in Ontario.

The **Policing Insight Statement** is a first-of-its-kind, IoP-administered survey that provides a voice for police services and boards to highlight **important initiatives, current internal and external challenges, and their impact** on policing service delivery and governance in Ontario communities.

The Policing Insight Statement provides an important opportunity for the IoP to hear directly from those doing the work of delivering and governing policing services in Ontario and **provides a clearer picture of the current state of policing across the province**. These insights also support the IoP's planning, prioritization, research, and investigation of key sector issues that enables the identification of leading practices to promote continuous improvement. Surveys were sent to all 43 municipal police services and police service boards in late 2024, providing each service and board with an opportunity to provide the IoP with their unique perspectives. Key findings from these surveys have been integrated into the State of Policing section of this Annual Report.

The IoP is currently working with the OPP, special constable employers, and First Nations police services that have opted-in to the CSPA on tailored data collection initiatives, including the Policing Insight Statement. These additional data collection initiatives will start rolling out in 2025. Naturally, establishing the IoP's data collection approaches will take time and will necessarily evolve with learnings. Our strategy is to build in increments, consistently evaluating our progress to ensure it meets our objectives, delivers analytical insights of value, and ultimately, supports the IoP's work to drive improvements in the Ontario policing sector.



## Implementation of the IoP's Case Management System

The ability to access important and accurate information in a timely way is a key ingredient to the successful operations of an oversight body with regulatory functions. To carry out the IG's legislated mandate effectively and efficiently, and leverage the data that the IoP collects to drive our risk-based compliance activities, a comprehensive Case Management System was built and implemented as part of the IoP's operational infrastructure.

In 2024, the IoP officially started accepting public complaints through the IoP's website, using its Case Management System. This system is the 'spine' that supports our mandated oversight activities, including:

- ➔ **Complaints intake, screening assessment, and assignment** to a member of the IoP's Investigations, Inspections and Police Service Liaison Unit for **investigation**, or, where the mandate of another policing oversight body is engaged by the complaint, the **referral** to either the Law Enforcement Complaints Agency (LECA) or the Special Investigations Unit (SIU).
- ➔ Leveraging analytics to provide clear, understandable information related to the **number, type, status, and progress** of complaints, inspections, and investigations.
- ➔ **Identifying trends and risks** to public safety and/or compliance with the CSPA that can inform the IG's monitoring and advisory functions, including whether a broader inspection or some other IoP intervention is warranted beyond the investigation of an individual public complaint. This includes the IG's ability to intervene in real-time to order another police service to deliver policing in an area when adequate and effective policing is not being provided, or when an emergency exists.

# Bridging Cultures: The IoP's Commitment to Indigenous Policing

Under the CSPA and for the first time in Ontario's history, **First Nation Police Services Boards can choose to opt-in to the province's policing legislation** after engaging in a process with the Solicitor General. By opting to come under the umbrella of the CSPA, First Nations police services would receive access to the same level of support as municipal police services while adhering to the same provincial laws, standards and regulations, as well as the mandates of Ontario's policing oversight bodies, including the IG's.

I appreciate that to build strong working relationships with First Nations police services and

boards, **our team must build a deep and respect understanding of the communities they serve.** An important part of the province's commitment to Indigenous Reconciliation is to apply our work in a manner that acknowledges the generational harm of the past, while forging a more culturally aware future. To ensure that dedicated attention and expertise is part of how we deliver on this component of our work, the IoP's structural design includes a dedicated First Nations Policing Liaison Unit (FNPLU). The FNPLU's focus is to ensure the culturally responsive application of the IG's duties and authorities under the CSPA, specifically for those First Nations police services and boards that have opted-in to the legislation.

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*“We work daily to understand the importance of history, culture, and tradition within First Nations communities – including how this history, culture, and tradition impact policing issues and the Inspector General’s compliance oversight mandate. Our dedicated First Nations Policing Liaison Unit is focused on applying our provincial oversight in a culturally respectful manner.”*

*-Ryan Teschner, Inspector General of Policing of Ontario*

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## The First Nations Policing Liaison Unit:

- ➔ **Provides support** to constituted First Nation boards, police services and chiefs of police, and applies the IG's advisory and monitoring mandate in a culturally responsive manner;
- ➔ **Supports the application of the IG's inspection and investigation mandates** in a culturally responsive manner that recognizes the unique First Nations context, thereby enhancing relationships and trust with First Nation communities as this work is carried out; and,
- ➔ **Facilitates the necessary training of the IoP team** to ensure that they have a cultural understanding of the history, resilience, and diversity of First Nations, Inuit and Métis people as they discharge their duties.

## Working Together with the Nishnawbe Aski Police Service and Board

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In September 2024, my team and I had the pleasure of meeting with the Nishnawbe Aski Police Service (NAPS) Board and senior police leadership. During this meeting, we explained my mandate and the approach that the IoP would be taking in executing my duties and authorities under the CSPA. This session served as a valuable exchange of information, as the Board and Service leadership shared meaningful insights into their work and the principles guiding their efforts on behalf of the communities they serve. I appreciated the opportunity to listen, provide information and answer questions, and open a dialogue as we embark on this new chapter in Ontario policing.

**In December 2024, the NAPS Board marked a historical milestone when it officially opted in and was constituted as a First Nation board under the CSPA.** The FNPLU is working closely with the NAPS Board and with NAPS's executive policing team to deepen relationships and provide support regarding the understanding and interpretation of the CSPA and its regulations. By opting-in to the CSPA, NAPS gains access to a modern oversight system that is culturally informed—an important step in strengthening trust and legitimacy in policing within the communities that NAPS serves. With NAPS now part of Ontario's policing oversight framework, the IoP will be able to, over time, develop a more complete and accurate picture of policing across the province, supporting better analysis, trend identification, and system-wide improvements. Ultimately, this helps ensure that more people across Ontario benefit from efforts to modernize and enhance public safety.



## A Focus on Culturally Responsive Training

FNPLU's work in 2024 was focused on equipping IoP staff with an understanding of Indigenous history and culture in Ontario, with a specific focus on how this history informs modern policing approaches and issues. Specifically, the IoP:

- ➔ Partnered with Ontario's Ministry of the Attorney General Indigenous Justice Division to provide **Bimickaway training** to all IoP staff. Bimickaway focuses on justice sector employees within the Ontario Public Service **to provide an awareness and understanding about the history of assimilative government laws and policies targeting Indigenous Peoples**. This training challenges participants to consider and face their own perceptions about Indigenous Peoples and Canada's history. Bimickaway will better inform the work that the IoP will engage in with NAPS and any other First Nations Police Board that may become constituted under the CSPA's opt-in framework in the future.
- ➔ Worked with the OPP's Indigenous Policing Bureau to participate in a three-day **Indigenous Awareness Training** course for IoP Inspectors, prior to initiating the issue-specific inspection of the Thunder Bay Police Service on the handling of death and missing persons investigations. **IoP Inspectors had the opportunity to learn about the history, beliefs, customs, and traditions of Indigenous Peoples**, as well as issues impacting Indigenous communities. Chief Michele Solomon of Fort William First Nation was a guest speaker, along with representatives from the Thunder Bay Indigenous Friendship Centre.
- ➔ Worked closely with NAPS and its Board **to develop a Nishnawbe Aski Nation (NAN)-specific cultural orientation** for IoP members. Through this exchange, the IoP is working to ensure that our staff develop an understanding of NAN's individual communities as they engage in their oversight activities, including inspections, investigations, and monitoring for compliance.

I am committed to providing IoP members with the tools and resources they need to fulfill our mandate in a culturally appropriate way. I believe this will support respectful and effective oversight interactions with Indigenous police services, boards, and the Indigenous communities they serve.





## Building Strong Connections with the Policing Community

The transition to the CSPA on April 1, 2024, marked an important modernization milestone for Ontario policing, police governance, and oversight. It was the first of literally a generation. When I assumed the role of IG, I committed to actively engage with the policing sector I oversee, to ensure they understood my mandate and how I intend to apply it, the role of the IoP, the new requirements under the CSPA, and to provide support in their transition to this new legislative framework.

In 2024, myself and members from across the IoP participated in various **local, provincial, and national meetings and conferences** where we provided information about my mandate, how the IoP approaches its work, our operations, and our priorities. These included conferences hosted by the Ontario Association of Chiefs of Police, the Ontario Association of Police Service Boards, the Police Association of Ontario, the Canadian Association of Police Governance, the Canadian Association for Civilian Oversight of Law Enforcement, and the Alberta Association of Chiefs of Police.

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*Over the past year, working with Inspector General Teschner and the Inspectorate of Policing has been instrumental in advancing our shared goals of enhancing policing performance and public trust. The IoP's commitment to transparency, accountability, and collaboration has set a new standard for modern policing oversight and effective governance in Ontario. Together, we are making significant strides towards a safer and more trusted policing environment for all communities.”*

*-Deputy Chief Roger Wilkie, 2024-2025 President  
Ontario Association of Chiefs of Police*

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## Inspector General Tours Across Ontario

In February 2024, I made a commitment to visit all 43 municipal police services and boards across the province, as well as the OPP. I believe it is **important for the IoP to meet one-on-one and in-person with both boards and senior policing command teams across the province** to introduce our team, share information about how we are approaching the delivery of my mandate, and hear about local challenges and opportunities directly from services and boards.

Through our “IG Tours,” my team and I had the privilege of **visiting 31 police services and boards across Ontario in 2024, with the remaining visits scheduled for 2025**. These tours proved invaluable, serving as a meaningful introduction to my role as IG, while also giving us direct insight into the realities of policing in different communities across the province. Many in the sector helped identify areas where further legislative change may be needed and offered thoughtful suggestions with respect to IoP priorities and operational approaches.

I was especially encouraged by how the Ontario policing sector welcomed us into their police headquarters and boardrooms. Meeting Ontario’s policing leaders in their own communities helps me and the IoP team better understand the unique challenges and opportunities they face.

Together, we engaged in **meaningful conversations about the future of policing and how we can collaborate to achieve our shared goal: making communities across Ontario safer**.



## Supporting Change through Insights and Advice

To support the policing sector's transition to the new legislation, I issued my first Inspector General Memo in August 2024 along with five Advisory Bulletins. These Advisory Bulletins are what I use to communicate about the new aspects or requirements in the CSPA and its regulations, and provide my interpretation as the regulator to help guide the Ontario policing sector. These Advisory Bulletins are a resource for police chiefs, police services, police service boards and special constable employers as they navigate Ontario's new policing legislation. The first five Advisory Bulletins addressed the following topics:

- **Advisory Bulletin #1 – How Policing is Delivered:** advice on how to apply CSPA requirements to address local service delivery and assistance between police organizations, including what notifications should be submitted to the IG (CSPA, sections 14 and 19).
- **Advisory Bulletin #2 – Right to Disclose Misconduct:** information on the new ability for members of a police service or special constable employer to report misconduct relating to their own police service or employer, including procedural requirements and the role of the IG in relation to this subject (CSPA, section 185).
- **Advisory Bulletin #3 – Conflicts of Interest Regulation:** information and tools to support compliance with the requirements set out in the new Conflicts of Interest Regulation which addresses when a police service should not investigate one of their own members, outlining key decision points and notification requirements, as well as the corresponding Ministry of the Solicitor General-approved forms.
- **Advisory Bulletin #4 – Board Member Code of Conduct Regulation:** information on key requirements for board members with respect to handling potential misconduct and conflicts of interest, including when the IG must be notified.
- **Advisory Bulletin #5 – Forwarding Complaints to the IG:** outlines a process that can be used by chiefs of police, police service boards, and others to forward matters to the IG where a complaint falls within the IG's mandate, as required by the CSPA (CSPA, section 108).

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*"The Inspectorate of Policing has emerged as a trusted and valued partner in supporting strong, transparent, and accountable police governance across Ontario. Their collaborative approach has helped police service boards navigate their evolving oversight responsibilities with greater clarity and confidence, reinforcing public trust in our institutions."*

*- Al Boughton, Chair Ontario Association of Police Service Boards*

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I recognize that many of the requirements in the CSPA are new, and how they are interpreted and applied will impact the policing sector and the public. For this reason, I am committed to providing advice that will assist the sector in improving their compliance and overall performance.

As the IoP gains further operational experience and insights, and through ongoing engagement with Ontario's policing sector, I will continue to share information and advice through these IG Memos and Advisory Bulletins to support the sector in meeting requirements under the CSPA and its regulations. This is part of **my commitment to maintaining open and transparent communication**, emphasizing risk mitigation and performance improvement. The IoP will be dedicated to a **"no surprises" approach, ensuring our work is constructive and never a game of "gotcha."** IG Memos and Advisory Bulletins are available on the IoP's website as a resource for all to access.

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*“The Inspectorate of Policing has already been instrumental in advancing modern and effective police governance in Ontario. Their dedication to transparency and accountability has significantly bolstered our efforts to ensure robust oversight and build public trust in our police services.”*

*- Lisa Darling, Executive Director, Ontario Association of Police Service Boards*

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## Forging National and Global Partnerships

In 2024, the IoP became the newest member of two important national police oversight organizations: **The Canadian Association for Civilian Oversight of Law Enforcement (CACOLE) and the Heads of Police Oversight Agencies**. I was also honoured to be elected to the CACOLE's Board of Directors during its 2024 Annual General Meeting.

Being a member of these organizations **enables us to forge strong connections with the full panoply of provincial and federal policing oversight agencies across Canada**. This creates a forum for the IoP to participate in an ongoing knowledge exchange, identify common challenges and solutions, and bring back ideas to our own work in Ontario.

In addition to this, my team has established strong connections with organizations around the world that are invested in improved policing performance through modern oversight. We are honoured to have forged strong working relationships with **Chicago's Office of the Inspector General, Police Scotland, Policing Authority Ireland and His Majesty's Inspectorate of Constabulary and Fire & Rescue Services**. We appreciate the ongoing willingness of these oversight organizations to share their perspectives. I am excited to continue our exchanges, learn from their insights, share our own experiences and ideas, and address common challenges together.

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*“The best part of my job is getting to collaborate with leaders in policing and police governance to identify and address challenges and opportunities to improve policing across the province. Building trusting relationships allows me to identify potential issues and find solutions that benefit police services and the people of Ontario.”*

*-Morgan Terry, Senior Manager of Strategic Initiatives  
Office of the Inspector General of Policing*

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## Establishing Public Trust Through Transparency

Transparency and openness about my mandate and the work of the IoP is at the heart of how we do what we do. Effective communication ensures that Ontario's policing sector, the government and the public are informed about the IoP's activities and findings, as well as decisions I am empowered to make to ensure adequate and effective policing in Ontario. **This commitment to transparency and accountability helps to build public trust and confidence in the oversight system**, ultimately increasing trust in Ontario's policing system – a key ingredient for policing by consent that is at the core of modern, democratic community policing.

The IoP's Communications Team is responsible for giving voice to my mandate and providing updates to the public and policing sector about the IoP's work through our website and social media channels (X and LinkedIn), responding to media questions, developing and issuing news releases, as well as creating content for stakeholder meetings, and presentations to the policing sector and more broadly.

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*“My work at the Inspectorate of Policing is driven by the goal of improving the safety of everyone in Ontario, which inspires me to continue serving the public. I’m reassured that Ontario is supported by a dedicated oversight body that is working closely with the policing sector to contribute to this vital mission.”*

*-Kiera Gentles, Administrative Coordinator  
Office of the Inspector General of Policing*

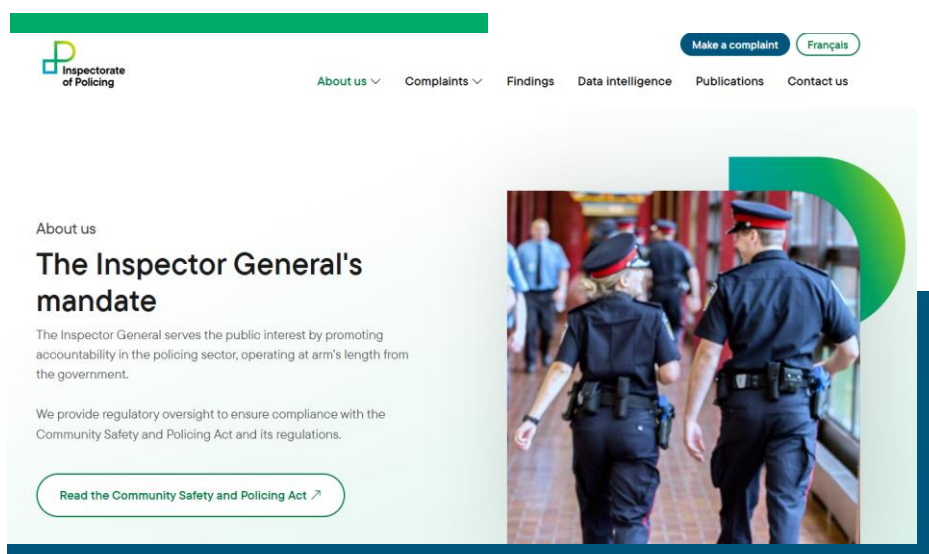
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## Empowering Public Engagement through the IoP's Digital Presence

The IoP's website serves as a mechanism for the public and policing sector to learn about my mandate, the role and responsibilities of the IG and IoP, and other current information relevant to the oversight of policing in Ontario. It is also the primary vehicle for the public to file complaints with the IoP and then track the progress of their complaint through the IoP's Portal. Findings Reports that flow from any of the IoP's inspections or investigations, and IG Decisions about what Directions or Measures to impose to remedy non-compliance will also be posted on our website.

Copies of the communications and advice I issue to the policing sector through my IG Memos and Advisory Bulletins are also posted on our website.

The IoP also has a social media presence, providing updates on our work in both official languages through our X (formerly Twitter) and LinkedIn accounts, which launched on April 1, 2024, and has already developed a strong following.



## Keeping the Public Informed through the Media

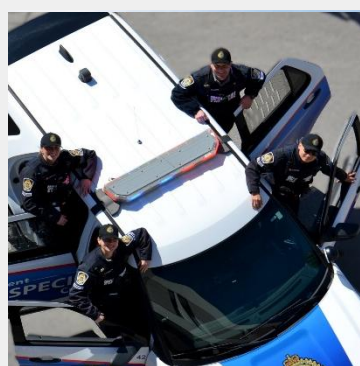
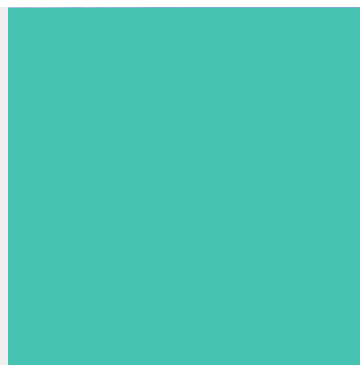
In 2024, the IoP addressed **dozens of media inquiries**, covering topics from the IG's new mandate and role in Ontario's policing oversight system, to questions about potential or active inspections or compliance issues. This active engagement with the media underscores the IoP's commitment to transparency and public accountability, ensuring that we keep the public informed about key developments and activities. Members of the media can reach the IoP's

communications team through a dedicated email address and can join a mailing list by signing up through the media page on our website. This allows members of the media to be alerted whenever the IoP issues a news release or publishes a report.



# The State of Policing in Ontario

The Inspector General of Policing's First Spotlight Report: Policing of Protests and Major Events



Pathways to Reconciliation : Indigenous-Focused Initiatives Across Ontario's Policing Sector

What We Heard from the Policing Sector



# Successes, Opportunities and Challenges

Every year, as part of the IG's annual report, I will be sharing a comprehensive picture of policing in Ontario. Over time, this 'state of policing in Ontario' overview will be shaped by several sources, including trends in public complaints received by the IoP, analyses on the arrangements for the delivery of policing across the province, inspection results, and independent research conducted by our Centre for Data Intelligence and Innovation.

Sections 14 and 19 of the CSPA require police service boards to notify the IG whenever they enter into an agreement with another police service or the OPP to provide a specific policing function or temporary assistance. These notifications are essential for ensuring transparency, accountability, and enabling the IG to maintain oversight of adequate and effective policing across Ontario.

Together, these sources will help the IoP in painting a more accurate picture of how policing in Ontario is delivered, including potential challenges and risks that can inform future inspections and other IoP oversight interventions.

In this year's Annual Report, I am focusing on highlights from the IoP's first-ever Spotlight Report on Public Order Maintenance, which reviewed all municipal police services and the OPP. In late 2024, we also launched the IoP's Policing Insight Statement which was sent to Ontario's 43 municipal police services and boards. Their responses gave us valuable insight into the challenges they are facing and the steps they are taking to improve policing and better serve communities across Ontario. Common challenges and successes that they shared through their completed statements have also been highlighted in this section.



## First Spotlight Report: Policing of Protests of Major Events

Often sparked by provincial, national, and global issues, Ontario has seen a rise in protests and demonstrations that require increasing police resources.

Between May 2023 and February 2024, the IoP conducted an inspection to ensure compliance with provincial Public Order Maintenance requirements, focusing specifically on public order unit (POU) standards by all municipal police services and the OPP. This inspection was conducted under the former *Police Services Act*, prior to the implementation of the CSPA and the

establishment of the IG's authority. It also served as a 'trial run' for the IoP's new inspection methodology before official inspections under the CSPA began. Given these circumstances and the continued relevance of the inspection's analysis to the policing sector and Ontario government, **the findings were published in a broader, Ontario-wide context, along with 12 recommendations directed to police services, boards, and the Ontario Ministry of the Solicitor General.**

## The Findings and Recommendations

**The IoP's first Spotlight Report** includes my recommendations to ensure Ontario's policing sector can continue to meet the growing demand and complexity of public protests and demonstrations while delivering effective, community-focused policing.

Overall, I concluded that **the state of public order policing in Ontario is strong**. The legal and governance infrastructure that should surround POUs and their operational work is generally in place in the form of police service board policy and governance, chief of police procedures and direction, and operational planning processes. Ontario POUs have proven themselves to be generally responsive to emerging and evolving conditions, where they can deploy effectively in both planned and unplanned circumstances.

However, I note that **there are signs of strain within the system**, such as officer well-being and difficulty recruiting new members to join POUs, the increased cost of policing, and some services not having a debrief as part of their post-event process.

In line with my commitment to transparency, and to enhance the public's understanding of key aspects of policing delivery, the Spotlight Report was publicly released and published on the IoP's website in May 2025.



Highlights of the Spotlight Report's findings include:

- ➔ POU deployments in Ontario have **increased over 184 per cent** between 2018 and 2022.
- ➔ Despite the increase in deployment trend, there were **no situations** where current POU resources – either from the 'home' police service or a cooperating police service – were unable to respond to an event within a reasonable amount of time.
- ➔ At the time of inspection, public order maintenance was delivered **through 11 dedicated POUs**, which were provided across the province by **ten municipal services and the OPP**, leaving many services relying on another police service to deliver this core function through a cooperative agreement.
- ➔ The inspection discovered **a few challenges**, including recruitment of new officers into POU units and the strain on existing officers given the increasing demand, minor inconsistencies between the Chief's procedure and the local board's policy, and a lack of a debriefing process after a public order event.

To further strengthen Ontario's leadership in public order policing and enhance overall performance, I issued a series of recommendations to the policing sector and government. These include:

- **Strengthening Ontario's Public Order Response by Formalizing the Ontario Public Order Hub:** The Hub – made up of the OPP and the 10 municipal police services with public order units – plays a vital role in coordinating police deployments for large or unexpected public events across the province. To build on its success and ensure long-term sustainability, I strongly recommend that the Ministry of the Solicitor General make the Hub a permanent fixture of Ontario's policing system which could occur through amendments under the CSPA.
- **Ensuring All Communities Have Access to Public Order Policing:** Municipal police boards who do not have their own POUs must ensure they have valid agreements in place to have another board or the OPP Commissioner provide POU services, in compliance with section 14 of the CSPA. Police services, governed by local police service boards, must maintain a constant state of readiness to ensure public safety is delivered, particularly when unpredictable mass gatherings occur in local communities.
- **Enhanced Training for Public Order Unit Officers:** Under the CSPA, all officers assigned to POUs must now complete mandatory training on safe crowd management and maintaining public order. I recommend police services go beyond this requirement by offering additional training tailored to the specific communities and contexts in which they operate. This could include culturally sensitive approaches that support better communication and more effective management of public events.
- **Further Integration of Partnerships into Public Order Responses:** POUs reported that working with external emergency partners such as fire services and medical professionals improved safety for both the public and police during large events. I recommend police services formalize these relationships through written agreements that clearly outline roles and expectations, and that the Ministry of the Solicitor General eventually make these agreements a requirement under Ontario's policing regulations.

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*“The reality is that the scope and magnitude of public order events are taking on a new shape. This new shape makes it evident that public order policing is a whole-of-province priority and responsibility. With this responsibility, comes a need to open up important discussions on how to sustain the “some delivering for all” approach to public order policing in the long-term. To maintain the highest level of public order policing provincially amid rising demand and complexity, we need to invest in it appropriately to ensure it is not stretched too thin.”*

*- Inspector General of Policing's Spotlight Report: Policing of Protests and Major Events: Public Order Maintenance in Ontario (2023 -2024)*

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## Future Spotlight Reports

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I commit to publishing future Spotlight Reports to further develop the overall provincial picture of policing and police governance on various topics of interest to the policing sector, the government, and the public. We will shine a constructive light on any compliance shortfalls we discover, identify how to improve compliance and performance overall, and promote leading and promising practices across jurisdictions so that Ontario can continue to distinguish itself as an international policing and police governance leader.





## What We Heard from the Policing Sector

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The IoP has created various channels to ensure we have our finger on the pulse of Ontario's policing sector and keep open lines of communication with police services, the boards that govern them and special constable employers. This allows us to quickly identify compliance issues early on and steer them in the right direction before they become problems that impact public safety.

In 2024, I visited 31 of Ontario's 43 municipal police services and boards in the local communities that they serve. During each one of these visits, I actively listened to police chiefs, deputy chiefs and senior policing leaders, board members, and other stakeholders who generously shared their perspectives, successes, and challenges in meeting demands and public expectations. What I heard was inspiring, informative, and helpful in directing my focus as IG towards the unique opportunities and challenges across the province.

Over the next few pages, I highlight some of the common challenges that services and communities of all sizes are facing across Ontario's diverse policing landscape. As a testament to the dedication and determination of the sector in addressing each of these challenges head on, I am also highlighting several impactful initiatives that are already making a real difference.

I would also like to acknowledge that this is not an exhaustive list, and some initiatives may be offered in similar variations by services that are not explicitly mentioned below. However, those captured here represent shining examples of innovation and commitment to providing adequate and effective policing service to all Ontarians, especially the most vulnerable in our communities. I will continue to use my Annual Report to profile more examples of how Ontario's police services and boards are delivering on their public safety mandate.

## Officer Wellness and Resource Strain

Police services at both municipal and provincial levels are facing significant challenges related to officer wellness. Increased short and long-term absences due to stress and psychological injury are straining staffing and resources, contributing to employee burnout and lower morale. This issue is particularly acute for smaller services with fewer frontline staff, resulting in gaps in service delivery and further impacting the wellness of remaining members. Wellness-related staffing shortages sometimes require services to operate on a priority response basis, limiting their ability to be proactive and preventative in communities, offer specialized services for complex needs, and engage more deeply with the residents and organizations they serve.

Facing these realities, police services have implemented various strategies and approaches that promote health and wellness among their membership and effectively reintegrate officers into the workplace after short and long-term absences.



One of these approaches include **Barrie Police Service's** mental health incentive that encourages members to make use of their psychological benefits to earn eight hours of lieu time once benefits have been accessed.



The **Chatham-Kent Police Service** has already experienced the benefits of a dedicated Health and Wellness Coordinator that helps develop, implement, and evaluate a variety of wellness strategies, by seeing a reduction in sick days, improved performance, morale, and job satisfaction, risk reduction and cost savings. The focus on officer wellness has also created a more accepting and understanding organization surrounding the stigma of mental health.



**Cornwall Police Service's** Community Safety Officer positions are staffed by officers returning to the workplace following short- and long-term absences. This operational area provides two important benefits: providing meaningful work to officers reintegrating into the workplace, and diverting low priority calls for service away from the frontlines and alleviating the burden on the community patrol division.



## Officer Wellness and Resource Strain



By prioritizing hiring of sworn and civilian members to meet growing operational demands, the **Ottawa Police Service's** staff stabilization strategy has led to improved morale and reduced workload for existing members. Launched in March 2024, Ottawa's expanded District Special Constable Program has taken on a range of duties – from helping with mental health hospital escorts to managing road closures and crime scene security – and responded to 940 calls for service in 10 months, saving more than 2,540 hours of frontline duty that can be reallocated elsewhere.

Experienced Ottawa Police Service officers also help instruct law enforcement personnel from across the province at the newly established Eastern Ontario Special Constable Training Centre (EOSCTC), a cutting-edge facility that provides comprehensive, practical training that is both provincially mandated (e.g., annual use of force certification) and specialized in a range of legal and tactical subjects (e.g., Scenes of Crime Officer course). By learning from those who have been in the field and understand the modern challenges that officers face, EOSCTC trainees are better equipped to meet demands through training that is current and effective.



**EOSCTC**  
EASTERN ONTARIO  
SPECIAL CONSTABLE  
TRAINING CENTRE

The promising outcomes of these initiatives highlight the reciprocal connection between officer wellness and available resources to meet demands for service.

## A Unified Crisis Response is Needed for Vulnerable Communities

A prominent theme identified by most services and boards involves police officers responding to individuals experiencing a constellation of often intersecting issues related to mental health crises, addictions, and homelessness. These complex cases require significant and increased support from other emergency, social and health-related services to alleviate the burden that is disproportionately placed on police to respond 24 hours a day, 7 days a week, 365 days a year. Police services and boards have also highlighted that in the absence of effective, long-term, and holistic solutions, law enforcement often becomes the default response – even when it may not be the most suitable one.

Responding to these human and complex matters places significant strain on police service members and stretches limited resources thin.

Many police services are addressing this challenge through various alternative response initiatives that deploy units comprised of police officers and qualified social and health service professionals to respond to calls involving individuals experiencing a mental health crisis.

However, many services have noted that a lack of consistent, long-term funding can jeopardize the sustainability of these programs.



### **St. Thomas Police Service's** CRU-SADER Youth

Engagement Initiative focuses on the health and well-being of vulnerable youth, including children at risk of victimization or engaging in criminality, and establishes ongoing positive connections between police officers and young people in the community.

This strategy sees the St. Thomas Police Service and Canadian Mental Health Association (CMHA) Mobile Outreach Support Team work closely with social workers to engage vulnerable youth in non-traditional programming in environments outside of a school setting. By working together with parents, this initiative also addresses trending issues with community-based solutions to build positive relationships and prevent criminality among at-risk youth.



## A Unified Crisis Response is Needed for Vulnerable Communities

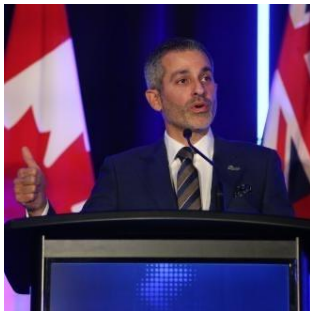


**The Toronto Police Service** Mobile Crisis Intervention Team (MCIT) partners specially trained police officers with mental health nurses from six healthcare networks and hospitals across the city. The program consists of 25 police officers, and 35 full-time, part-time, and casual mental health nurses, and operates in 16 divisions across Toronto. When MCIT attends a call, they will make an immediate on-site clinical assessment of the person in crisis and arrange an appropriate follow-up service or referral. The MCIT's mandate is to enhance the quality of service delivered to persons experiencing a mental health crisis and remove these individuals from serious harm to themselves or others. Since 2021, the Toronto Police Service has responded to over 30,000 mental health-related calls a year. In 2024, MCIT responded to 6,323 events and diverted 4,128 interactions from involuntary hospital attendance.



The **Barrie Police Service** successfully piloted their CARE team (Community Alternative Response and Engagement), which dispatches paramedics and CMHA crisis workers to social disorder calls where weapons are not present. This is an evidence-based approach, modelled after measured and effective programs in the United States. These responses allow a more comprehensive and client-focused approach to complex critical cases and assist the most vulnerable members of our communities to make sure the right care is provided by the right service in a timely way. Data shows that CARE was able to dedicate nearly 1,000 frontline hours to individuals in crisis in the City of Barrie since October 2024. It has successfully diverted 230+ calls for service away from police and found that nearly 60% of clients served were not previously connected with mental health supports.

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*“I believe that those who put a uniform on every day, who have to run towards danger so the rest of us can run away from it, are heroes, and that those that support the front-line also play an integral role in keeping us all safe.*

*I also believe that those who invest their time in bettering the police governance that communities rely on to ensure police services are delivered in a manner that aligns with community needs and priorities, are giving their time to a noble cause.”*

*- Ryan Teschner, Inspector General of Policing of Ontario at the Employment and CSPA Summit, February 2024*

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## Repeat Offenders and Judicial Processes

Court backlogs and the presence of repeat offenders in the legal system have been identified as significant challenges for Ontario's police services. A significant proportion of municipal police services identified some of the more specific concerns they are observing in the criminal justice system, including:

- The bail system that is seen to criminalize individuals with complex health and social issues, but ineffectively address criminality and recidivism, especially among perpetrators of intimate partner violence (IPV) and auto theft.
- Significant court backlogs and disclosure requirements that increase officer time spent in and preparing for court, reducing frontline capacity and increasing overtime costs. One police service also highlighted the negative impact on victims who must continually relive their experiences by preparing for and attending court proceedings that are often delayed.

Several Ontario police services have developed unique initiatives in an effort to address these issues, and some of the crime trends that underlie them, including:

- ➔ Police services of all sizes such as **Owen Sound, LaSalle, Windsor, and York Regional Police Services** have created bail compliance and warrant apprehension (BCWA) units comprised of both sworn and civilian members to track repeat offenders and ensure bail conditions are being followed. Due to the proactive efforts of the Owen Sound Police Service BCWA, as one example, the number of individuals charged for reoffending while out on bail in 2024 (156) was almost double the number of apprehended reoffenders in 2023 (80).



*Joint BCWA unit with Windsor and LaSalle Police Services.*

- ➔ **The Ontario government** launched its Provincial Bail Compliance Dashboard – a new tool designed to help police services monitor and manage high-risk offenders who are out on bail for firearms-related offences. The dashboard allows police to consolidate and share real-time information about individuals on bail, improving situational awareness and enforcement of bail conditions right across the province. It is currently being used by the **OPP, Toronto, Peel, York, and Guelph Police Services**, with availability extended to all municipal and First Nations police services in Ontario.



## Repeat Offenders and Judicial Processes



**The OPP** has launched several units and projects dedicated to addressing various aspects of this multifaceted challenge. The Detachment Abuse Issues Investigator (DAII) program created 70 specially trained detective constable positions across the province. Their presence within OPP detachments is essential to ensuring members are equipped to recognize, respond to, and thoroughly investigate incidents of abuse, all while prioritizing the needs and safety of victims and survivors through trauma-informed and victim-centered lenses.

Part of their larger Bail Support Team, the OPP expanded the Repeat Offender Parole Enforcement (ROPE) Squad from 5 to 10 teams strategically deployed throughout the province to apprehend high-risk offenders who are unlawfully at large. This enhancement contributed to a record number of 1,583 arrests of high-risk offenders in 2024 – a 30 per cent increase over 2023.

Pooling resources with police services across the Greater Toronto Area and Criminal Intelligence Service Ontario, the OPP also established a Provincial Carjacking Joint Task Force (PCJTF) which was an interim initiative from December 2023 – March 2024 that led to significant arrests, charges, seizures and recovery of vehicles and firearms. Through inter-provincial and national collaboration, the OPP's Provincial Auto Theft and Towing (PATT) Team launched Project Vector, which disrupted the illegal exportation of stolen vehicles at the Port of Montreal. As of March 2025, Project Vector has recovered 1,591 vehicles stolen from both Ontario and Quebec that are connected to various types of crimes, including carjackings and home invasions, with a value of more than \$130.5 million.



**Brantford Police Service** established a civilian Crown Disclosure Team to streamline processes for all required disclosure documents, ensuring that the Crown's Office receives comprehensive and complete disclosure packages prior to court appearances, reducing subsequent requests and improving efficiency of criminal justice proceedings and outcomes.

## Financial and Operational Challenges to Modernize Policing

As communities grow and policing needs become more complex, police services and boards continue to point to the rising costs of policing as a significant challenge. This is especially so for smaller police services that provide policing to neighbouring communities and struggle with sustainable funding sources.

In a range of policing operations, technology has proven to drive effectiveness and efficiency. Balancing fiscal responsibility and increasingly sophisticated operational demands also complicates efforts to modernize aging infrastructure and invest in much-needed technology, including mandatory upgrades to communications systems, the roll-out of body-worn cameras, the use of virtual reality training approaches and expanding data and analytical capacity.



One innovative example of a police service tapping into emerging technology is a program founded by the **Belleville Police Service** called CAMSafe. More than one dozen municipal police services, including **Hanover, Ottawa** and **Waterloo**, have worked together with municipal and community partners to introduce this no-cost program where residents and business owners can register their personal security cameras and consent to provide police services with relevant footage that can assist with criminal investigations. The program has also been adopted province-wide by the **OPP** and has received endorsement by the **Ontario Association of Chiefs of Police (OACP)**.



**Cornwall Police Service's** Digital Evidence Management Unit was established to modernize administrative processes that support front-line officers in their efforts to keep the community safe. Comprised of three dedicated members, the Unit ensures the efficient operation and organization of a newly adopted digital evidence platform. By liaising with community stakeholders, leveraging modern technology, and continuously seeking innovative solutions, the Unit plays a key role in enhancing both the investigative process and court proceedings.



## Financial and Operational Challenges to Modernize Policing



Leveraging integrated camera feeds from multiple sources, the **Guelph Police Service** has established a Community Safety Operations Centre (CSOC) to increase community safety in the downtown core. Using innovative software, the CSOC provides frontline officers with guidance on the appropriate response to calls generated within camera boundaries, including the dispatch of available units or diverting non-emergency calls for later follow up and investigation. Since its inception, the CSOC has significantly reduced citizen wait times and delays in suspect identification, reflecting efficient issue resolution and streamlined communication.



## Staffing Strain and Need to Better Meet Growing Diversity in Communities

Police services and boards identified several common staffing challenges that are being experienced across Ontario, particularly in recruiting and retaining adequate personnel levels to meet both increasing and increasingly complex demands. Succession planning and leadership development are also significant issues, as a high number of new hires results in a younger, less experienced workforce, with fewer seasoned officers available to supervise, mentor, and train newcomers.

Police service boards, like the services themselves, face high rates of board member turnover. This turnover reduces the return on investment for the completion of the CSPA's new mandatory training requirements, and leaves critical gaps in skills, institutional knowledge, and momentum that impact the effectiveness and efficiency of a board's governance functions.

Additionally, both services and boards emphasize the importance of ensuring their members are representative of the diverse communities they serve. They recognize the need for inclusive policing approaches to better reflect and address the growing diversity within their communities. Taking action on this front, police services have developed creative approaches for increasing inclusive policing within their communities:



➔ **Peel Regional Police (PRP)** has launched two unique recruitment strategies to address challenges related to staffing and diversity:

- **Experienced Officer (EO) Incentive Program:** Developed in collaboration with the PRP Police Service Board and the Peel Regional Police Association, this program offers a financial reward to members who refer experienced police officers that are successfully hired by PRP, which costs significantly less and saves approximately 37 weeks of training time compared to a new recruit. PRP has been successful in hiring 11 EOs over the past two recruit classes, resulting in immediate cost savings and improved efficiency of staffing.
- **30x30:** In October 2024, PRP was the first service in Ontario (and sixth in Canada) to take the 30x30 Initiative Pledge, which is part of an international movement to increase the representation of women in police recruitment classes to 30% by 2030, and to create a culture that intentionally supports the success of qualified women officers throughout their careers. Other outreach events like the FIT Bootcamp Mentorship Program for Women, Ladies' Night Information sessions, and the Women in Policing Symposium reflect PRP's commitment to ensuring visibility and support of female members.

## Staffing Strain and Need to Better Meet Growing Diversity in Communities



The **Ottawa Police Service** Recruitment Strategy focuses on increasing diversity by actively engaging with underrepresented communities through targeted outreach and recruitment initiatives. It includes mentorship programs and support networks to assist candidates from diverse backgrounds throughout the application process, as well as application fee waivers and financial assistance for training and educational programs to ensure that qualified applicants are not deterred by economic constraints. By prioritizing equity, diversity, and inclusion, the strategy aims to build a police force that mirrors the multicultural makeup of Ottawa, thereby enhancing its ability to serve the community effectively.





## Transitioning to the New Requirements of the Community Safety and Policing Act

Several police services and boards expressed difficulties related to allocating resources (i.e., personnel, time, and budget) to understanding, developing, implementing, and tracking changes to policies and procedures in accordance with new requirements under the CSPA. Many boards, particularly smaller ones with fewer resources, expressed a need for full-time administrative support and enhancing analytical capacity to assist with this transition. These more short-term, operational needs can impact boards' ability to set and monitor the achievement of long-term strategic goals.

Municipal police service boards also commonly cited a lack of understanding of their governance roles and responsibilities by members of the public, local municipal and regional councils, as well as the police service. To remedy this, several boards noted plans to increase public engagement, outreach, and education through their website, holding town halls and community events, and administering community surveys.

- ➔ Some police services and boards are demonstrating leadership in the development of thoughtful policies and processes that address new CSPA requirements and add value to the board's governance function. For example, the **Halton Regional Police Service Board** became the first in the province to adopt a policy for the Provision of Adequate and Effective Policing under the CSPA. This new policy focuses on community safety through assessing, establishing, verifying, funding, and modifying the police service's capabilities and responsiveness as well as the strategic outcomes of policing functions. The Board's approach to ensuring the delivery of adequate and effective policing occurs through a lens that takes into consideration the unique circumstances of the local community, comparator communities, and best practices. The Policy will be regularly reviewed and updated, ensuring it remains relevant and achieves its governance aims.
- ➔ The **Chatham-Kent Police Service** has undertaken a comprehensive and strategic transition to align with updated requirements of the CSPA, including updating policies and procedures, enhancing officer training to meet or exceed requirements, investing in new and enhanced safety equipment for responding officers, and increasing public education efforts to promote awareness and compliance. In addition, the Service has established key documents and processes that they have actively shared with the sector to facilitate their transition to the CSPA, including a Special Constable Request for Appointment form and a framework for performance evaluation of the Chief of Police by the police service board.

Through its Police Service Advisors, the IoP is working closely with boards to provide advice, understand new requirements under the CSPA, and support them through this transition.





## Pathways to Reconciliation: Indigenous-Focused Initiatives Across Ontario's Policing Sector

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Front-line policing to First Nations communities is provided through a variety of service delivery models, including direct policing by:

- A First Nation police service or municipal police service under the CSPA;
- The OPP;
- Options established through tripartite agreements under the federal First Nations and Inuit Policing Program.

The following initiatives reflect the policing sector's ongoing commitment to serving, engaging with, and learning from Indigenous communities, while also advancing meaningful pathways toward truth and reconciliation within Ontario's policing landscape.



The **Greater Sudbury Police Service** has expanded an Indigenous-focused initiative to support identified at-risk Indigenous youth. In collaboration with Sudbury Restorative Justice, these youth are referred to the two-week Mooz Akinoonmaaget Maa Aki (Moose Hunt) program, which is facilitated by Elders, mentors, and the police service's members. By integrating Indigenous traditions and restorative justice practices, this program provides a supportive and culturally responsive environment for youth, reinforcing the police service's commitment to community-led programs and positive youth development.



The **Toronto Police Service Board** established an Indigenous Engagement Advisor position to develop, lead, and implement board engagement strategies with First Nations, Inuit, and Métis members of the diverse urban Indigenous community of Toronto, including youth, Elders, and Knowledge Carriers, and Treaty and Territorial Rightsholders. Since the implementation of this role, members of the Indigenous community have been actively involved in both the Board's policy development and the shaping of its strategic plan. This engagement has ensured that Indigenous voices, experiences, and priorities are not only heard, but meaningfully reflected on issues ranging from systemic racism to mental health, youth well-being, and accountability. The involvement of the Indigenous Engagement Advisor continues to guide the Board in building relationships rooted in respect, reciprocity, and a shared commitment to reconciliation.



Operation Northern Exposure 2024 was a 5-month outreach opportunity involving the **NAPS**, the **Halton Regional Police Service**, **Peel Regional Police** and **York Regional Police** and supported by the **Ontario Association of Chiefs of Police**. Officers from southern Ontario were deployed for two-week periods to join NAPS officers in the northern communities of Kashechewan, Fort Albany, and Attawapiskat and learn about Indigenous culture, strengthening police-Indigenous relationships, and supporting truth and reconciliation efforts. The exceptional partnership between police services allowed officers to build positive relationships with their NAPS counterparts as they created strong bonds with band leaders and residents and learned more about community policing in Indigenous communities. Listening to survivors, families, and elders taught officers how important it is to consider the history of each community when interacting with them.



*Peel Regional Police officers delivering donated toys to northern communities as part of Operation Northern Exposure. Source: Ontario Association of Chiefs of Police*

# Looking Ahead

The IoP's 2024-2027  
Strategic Plan

Establishing  
the IoP's  
'Centre of  
Excellence'

Building a  
Policing  
Performance  
Measurement  
Framework



Transforming  
Compliance:  
Releasing our  
Enhanced  
Monitoring  
Framework

Preparing for a  
Thematic  
Inspection:  
Police Response  
Times

Enhancing  
Border Safety:  
Monitoring  
Ontario Police  
Operations



# The IoP's 2024-2027 Strategic Plan

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In April 2025, coinciding with the first anniversary of our operations, the IoP released its inaugural Strategic Plan. This Plan serves as a roadmap, guiding the IoP in fulfilling its mandate and achieving its vision over the next three years. It outlines our strategies and the specific actions we will undertake to create a lasting, positive impact on Ontario's policing sector and the diverse communities we all serve. The Strategic Plan is available to the public on the IoP's website.

Over the next three years, the IoP will focus on three key objectives:

**We will improve Ontario's policing  
performance and set a global  
benchmark**

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**We will serve the public interest**

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**We will propel greater insights and  
foresights to address risks**

The IoP is now establishing key performance indicators (KPIs) for each objective in our Strategic Plan. Once we establish our KPIs, we will detail them and our achievements in my future annual reports, tracking our progress.



# Establishing the IoP's 'Centre of Excellence'

The IoP's vision is to **improve policing performance to make everyone in Ontario safer**. To achieve this, we must create the conditions for Ontario's policing sector to go beyond mere compliance and strive for excellence.

Establishing a **Centre of Excellence** within the IoP has been woven into our foundation since our inception and is a core deliverable in our Strategic Plan. Our goal is to significantly impact the policing and police governance landscape in Ontario by promoting best and leading practices while driving continuous improvement.

Two core principles are at the heart of what the IoP's Centre of Excellence will achieve:

- **We want to share what is already there** through identifying and promoting leading practices that already exist and have the potential to benefit all Ontario police services and boards; and,
- **We want to look around corners** by conducting research and engaging with police leaders to proactively tackle emerging issues and identify potential solutions.

The IoP team has begun work on the key pillars and functions of a Centre of Excellence. The first pillar will be to **identify and advise on leading practices, including resources and information related to police operations and its governance**. The IoP will share local knowledge and practice for wider provincial benefit and also provide the IoP's commentary and advice for improvement to raise the collective bar across the province.

Second, we are developing the concept for an **IoP Advisory Collaborative**, which would bring together **expertise and experience to support capacity building for police service boards and**

**chiefs of police**. This Advisory Collaborative would be a partnership between the IoP, the Ontario Association of Police Service Boards and the Ontario Association of Chiefs of Police that would work with the mandates and strengths of our respective organizations to provide holistic, responsive supports for boards and chiefs of police that leverage peer networks and resources as appropriate to address specific challenges and gaps. Here, the collective power of the IoP, as a provincial policing oversight body, and participating associations can be applied for local benefit.

Third, we will seek to tackle **significant and cross-sector issues and identify actions to improve performance by hosting Ontario's policing sector at an annual Inspector General of Policing Roundtable** that will be issue-specific and action-oriented. The Roundtable will create an important forum to share research, trends, experiences, and lessons learned to arrive at concrete next steps that will improve performance across Ontario's policing sector overall. Not only would the IoP actively ask if and how we can help drive or make improvements, but we would aim to bring together provincial and national knowledge and expertise for the benefit of all Ontario police services and boards, to address an identified topic.

Finally, we will create an **IoP Advisory Council — a channel for ongoing sector input, subject matter expertise, and advice on the IoP's work**. The Advisory Council will include cross-sector representation and will advise on the development and effective implementation of IoP initiatives, from research and data collection to inspections, ensuring our work adds the greatest value for the sector we oversee, and the public we serve.



# Building a Policing Performance Measurement Framework

In April 2024, I committed to developing a Policing Performance Measurement Framework for Ontario. The Framework will increase the IoP's understanding of how well police services and boards are performing, how adequately and effectively policing services are being delivered locally or provincially and highlight areas of strength and potential intervention. **The Framework will also help strengthen public confidence and trust through transparent reporting on performance across the sector.**

The performance measurement experts at the IoP have made significant strides in creating an evidence base on which our Framework will be premised. This work has included:

- **Conducting a comprehensive environmental scan of national and international police performance measurement frameworks**, analyzing these frameworks to identify components of interest, and reviewing academic literature, reports from auditors general and Ontario's Office of the Chief Coroner, as well as reports of commissioned inquiries, to ensure that our work is informed by an understanding of relevant research and evidence.
- **Engaging with policing research experts from academia, and international organizations** involved in police performance measurement from His Majesty's Inspectorate of Constabulary and Fire & Rescue Services and Police Scotland, to gain a broader perspective as well as understanding key lessons learned in undertaking the development and application of a performance measurement framework in the policing context.

The development of a Policing Performance Measurement Framework for Ontario policing is an entirely new and important body of work. The Framework will take time to build, and to get right. Therefore, **we will build our Framework incrementally, constantly testing what we have done to ensure it achieves our goals and provides value to the public and the Ontario policing sector.** The Framework is one important area that will bring to life the IoP's vision of data-informed decision-making that drives improved overall performance in Ontario policing. It will also serve as an important source of information to identify emerging risks in the sector so that we can apply the right tools in our oversight toolbox to effectively address them.

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*“I am proud and excited to be part of a team that is committed to driving improvements in policing for everyone at the table – the public, police services, boards, and the dedicated officers who keep us safe. It is deeply fulfilling to apply my expertise as an applied police researcher to making a positive impact in my own community and across the province.”*

*-Dr. Paula Di Nota, Senior Performance Measurement & Reporting Analyst  
Centre for Data Intelligence and Innovation*

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# Transforming Compliance: Releasing our Enhanced Monitoring Framework

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An important and unique ingredient to the execution of the IG's mandate lies in the dedicated efforts of our Police Services Liaison Unit. This Unit provides **essential monitoring, advisory, and liaison services** to support all Ontario police services and boards, as well as special constable employers and prescribed policing providers. The members of the Unit are at the forefront of helping the sector adapt to the requirements of the CSPA and its regulations, providing advice to assist with ongoing compliance and performance improvement, and are the 'face' of the IoP's work as it unfolds in the communities where policing and its governance takes place.

Our Police Services Advisors work to ensure that:

- Emerging issues that could impact the delivery of adequate and effective policing in Ontario are quickly identified, and monitor to confirm that corrective action is being taken locally; and,
- If issues are substantial and resolution does not seem likely, these issues are escalated so that additional corrective action can be taken locally, or, if necessary, by the IG through the application of the authorities available under the CSPA.

To ensure a consistent approach to overseeing the entities under the IG's mandate, the IoP is developing an **Enhanced Monitoring Framework**. This Enhanced Monitoring Framework will detail actions the IoP will take when either identified compliance issues remain unresolved, there are indicators of board governance dysfunction, or systemic issues exist within a policing entity. Our Enhanced Monitoring Framework is being

designed to support compliance, with a **strong focus on identifying, assessing, and mitigating risks before they impact public safety**.

When an entity moves into "enhanced" monitoring, the IoP will provide additional supports to address the identified concerns, and will:

- **Notify the entity**, including reasons for enhanced monitoring and a specified review period;
- **Increase involvement** by the assigned Police Services Advisor and other members of the IoP, if applicable; and,
- **Create an action plan** between the entity and the assigned Police Services Advisor, including defined actions and timelines to remedy areas of concern and ensure compliance.

Our Enhanced Monitoring Framework will be founded on the key principles of independent oversight, transparency, and collaboration.



## Preparing for a Thematic Inspection: Police Response Times

When the public calls on the police to protect them, every second counts. Response time – the time it takes for the police to respond to emergency and non-emergency calls – is an important indicator of police performance. It is also an indicator that can impact public confidence in local policing. In recent years, police services, police service boards, and communities across the province have identified response time as a critical issue. We have also observed this issue as a trend in complaints the IoP has received from the public about adequate and effective police service delivery, as well as in the responses of police chiefs and boards to our Policing Insight Statement survey. Clearly, there is wide interest in examining police response time more closely.

The IoP's work on police response time in Ontario **reflects our commitment to meeting the needs of the public and using our oversight mandate to address the most urgent challenges in Ontario policing.** We recognize that addressing such a large-scale issue takes time and will not be resolved by a one-size-fits-all solution, so we will engage in several activities to create a thoughtful and evidence-based approach to our work in this area.

We have already begun by conducting independent research on the topic of response times, including a literature review and jurisdictional scan to gather available information on response times from all 43 municipal police services in Ontario, the OPP, and police services outside Ontario, both nationally and internationally. **A total of 80 sources were analyzed.** Our research found:

- **Limited publicly available information on response time data in Ontario**, with more comprehensive reporting found in national and international jurisdictions;
- **Inconsistencies** in the definition and calculation methods for response times by police services, making it difficult to have an objective grasp on how police services are performing in this area;
- A **wide range** of calls for service priority levels exist across police services, varying from three to seven levels, and with varying definitions and terminology; and,
- **Use of inconsistent metrics** in reporting response time data (e.g., average, median, percentile).

In addition, the IoP asked police services and boards questions about response times through our Policing Insight Statement survey. **Our analysis of the submissions identified response times as a province-wide issue**, as many police services have experienced an increase in their own response times, irrespective of size or location of service. The submissions also noted several challenges with capturing and reporting response time data, with some services highlighting the potential benefit of standardization.

From a governance perspective, some police service boards told us that they use information received on response times from the police services they govern — including average response time, dispatch and travel times, and average call wait and duration times — to help inform the board’s decision-making around the police budget, strategic planning, as well as staffing and resource decisions.

The information and knowledge gleaned through our research will help inform the IoP’s future work on response times, including a thematic inspection on the topic — all with a view to improving Ontario police performance in this important area.

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*"I find it deeply rewarding to collaborate with dedicated professionals committed to advancing policing standards across Ontario. I embrace the challenge of evaluating systems and practices to ensure they uphold the highest standards, knowing that our collective efforts foster meaningful change and help build safer, more secure communities."*

*-Nahid Almashni, Inspector  
Inspections, Investigations and Liaison Branch*

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# Enhancing Border Safety: Monitoring Ontario Police Operations

To enhance international border security and combat cross-border criminal activity, the Ontario government launched **Operation Deterrence**. The OPP's role in this provincial initiative is to support and collaborate with partner agencies on deterring, detecting, and disrupting criminal activity with a shared goal of enhancing border security. As part of the provincial initiative, the OPP increased proactive patrols in the air, on land, and on waterways in an effort to further deter, detect, and disrupt illegal activity at Ontario's border with the US. It is important to note that this work is carried out in collaboration with the OPP's federal, municipal, and Indigenous partners.

Part of the statutory mandate of the IG is to ensure adequate and effective policing and police governance is provided to all Ontario communities at all times. I rely on several tools to assess adequate and effective policing, including the monitoring, advisory, and liaison support of our Police Services Liaison Unit, evaluating themes arising from the public complaints we receive, and the analysis that flows from inspections of police services and boards that the IoP conducts. Given the size and scope of Operation Deterrence, I will be monitoring the operation closely to ensure that the OPP is able to continue to provide adequate

and effective policing throughout the province. As part of my monitoring mandate and along with my executive team, I was briefed by the OPP Commissioner and other members of the Commissioner's team on the work of Operation Deterrence, and how this work has been integrated within broader OPP operations and with other police services. Based on my assessment to date, **I am satisfied that the OPP is able to deliver adequate and effective policing throughout the province, as it increases its focus on the Canadian border.**







# Acknowledgements

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I would like to thank all boards, chiefs of police, and the members of their police services in Ontario, including the OPP and the Commissioner, for their assistance and cooperation during the creation of my Annual Report.

I also would like to thank the Ontario Association of Chiefs of Police and the Ontario Association of Police Service Boards for their ongoing support of my and the IoP's work.

Lastly, I want to express my gratitude to the many individuals in the IoP who were involved in the creation of my Annual Report and brought their talent and creativity to this endeavour.



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to make everyone in Ontario safer*

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## Inspector General of Policing Memorandum

**TO:** All Chiefs of Police and  
Commissioner Thomas Carrique, C.O.M.  
Chairs, Police Service Boards

**FROM:** Ryan Teschner, Inspector General of Policing of Ontario

**DATE:** **September 25, 2025**

**SUBJECT:** Inspector General Memo #7: Release of the Inspectorate of Policing's Risk Based Compliance and Enforcement Framework

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Public trust is the cornerstone of effective policing. A strong police oversight framework – grounded in transparency and accountability – is essential to maintaining that trust and ensuring Ontario's police services and police service boards operate with integrity and fairness.

### The IoP's Risk-Based Compliance and Enforcement Framework is Now Public

I am pleased to share the Inspectorate of Policing's (IoP) **Risk-Based Compliance and Enforcement Framework**: a strategic operating approach that combines integrated, risk-based methods with incentives to support compliance and elevate the performance of Ontario's policing entities. As you will hear me say, this Framework is the IoP's 'operating philosophy'. The IoP will apply this Framework—and the authorities available to the Inspector General (IG) under the *Community Safety and Policing Act* (CSPA)—based on ongoing assessments of risks that could impact the quality and effectiveness of policing and police governance in Ontario. Risk levels will be determined by reviewing indicators of adequate and effective policing, including signs of police service or board non-compliance or misconduct by police service board members, along with factors that may either increase or reduce those risks.

This [publicly available Framework](#) is designed to implement the mandate of the Inspector General of Policing (IG) in a manner that strengthens oversight and fosters transparency, accountability, and public confidence in policing across the province.

Early concepts from the Framework were presented as part of the IoP's session at the CSPA Summit in February 2024. Following that, the IoP engaged with stakeholders, including the Ontario Association of Chiefs of Police, the Ontario Association of Police Service Boards, and the Police Association of Ontario, to share the draft Framework and gather feedback to inform this final product. I appreciate this engagement and the contributions each of these organizations continue to make to our shared goals of making everyone in Ontario safer.

## New Advisory Bulletin Concerning Board Meetings

I am also pleased to share with you the attached **IG Advisory Bulletin 2.1: Board and Committee Meetings**. This Bulletin summarizes requirements found in the CSPA for police service board meeting practices, and provides additional guidance and IG advice on how to remain compliant with those requirements by implementing certain approaches. Complying with the CSPA's board meeting requirements—while this may require adjustment to long-standing past practice—is an obligation all boards must embed into operations. I strongly encourage all police service boards to read and incorporate this IG advice and practice into regular board business and procedures, and ensure that your board is operating in compliance with all statutory meeting requirements. Please engage with you Police Services Advisor if you have any questions about implementation within your specific local context.

## IoP Organizational Updates

I also would like to share some recent updates to the IoP team that will be relevant to you in receiving support from, and engaging with, our organization.

First, I am pleased to announce that **Morgan Terry** has taken on the newly created position of Assistant Director in the Investigations, Inspections and Liaison Branch. Demonstrating our commitment to ongoing communication and proactive engagement with the sector, Morgan will work alongside Deputy Inspector General, Joseph Maiorano, with a specific focus on the IoP's liaison, monitoring and advisory functions. In this role, Morgan will lead IoP strategy and team members to deliver advice and support to the policing sector to ensure compliance and promote continuous improvement in service delivery and governance. For clarity, Joe will continue to oversee our work on policing complaints, investigations and inspections.

Second, in support of your engagement of IoP Police Services Advisors on day-to-day issues and advice, please find attached an **updated Advisor Assignment List**. As always, you are encouraged to reach out to your Advisor should you have any questions regarding IoP communications or CSPA compliance.

We thank you for your continued dedication to excellence in police service and its governance.

Sincerely,



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

c: Mario Di Tommaso, O.O.M.  
Deputy Solicitor General, Community Safety

# RISK-BASED COMPLIANCE AND ENFORCEMENT FRAMEWORK



September 2025

# 1. Introduction

A strong police oversight framework, built on transparency and accountability, recognizes that public trust is essential for police to do their jobs effectively.

The Community Safety and Policing Act, 2019 (CSPA) created the role of the Inspector General of Policing (IG) as part of the broader transformation of Ontario's policing legislative framework. The role of the IG – the first of its kind in Canada – is an important ingredient to enhancing police oversight and performance in Ontario.

The Inspectorate of Policing (IoP) is an arm's-length oversight body established to meet the legislated mandate of the IG under the CSPA. On behalf of the IG, the IoP delivers a spectrum of oversight functions for the policing and police governance sector in Ontario, including compliance inspections of police services, police board member conduct inspections, monitoring and advisory services, and, where necessary, enforcement that is driven by research and data analysis.

The IoP drives improvements in policing to make everyone in Ontario safer by ensuring that the public safety sector is responsive to the diverse communities it serves. To do this, the IG's oversight mandate includes working with the following entities:

- Municipal police services and the Ontario Provincial Police (OPP);
- Chiefs of police and police service boards;
- OPP Detachment Boards;
- Special Constable Employers; and,
- First Nations (FN) police services and boards that opt-into the CSPA framework.

## 2. Ongoing Assessment of Risk

The application of the IoP's Compliance Model, including the range of activities and enforcement measures provided to the IG under the CSPA, will be based on a continual assessment of risk to the delivery of good policing. The IoP will determine the level of risk by assessing indicators of adequate and effective policing, including potential or existing non-compliance or board member misconduct, along with the presence of mitigating or aggravating risk factors.

Indicators of Adequate and Effective Policing*	Mitigating or Aggravating Risk Factors**
<ul style="list-style-type: none"> <li>• Achievement of compliance as set out in the CSPA and its regulations</li> <li>• Strength of local relationships and communication, including between the Chief of Police and Police Services Board, and the Board, the Police Service and the community, among others</li> <li>• Allocation of resources to support adequate and effective police service delivery</li> <li>• Local police governance reflects understanding of the Ontario's policing framework, the role and responsibilities of the Police Services Board and compliance with the Board Member Code of Conduct</li> <li>• Ability to address emerging or persistent local issues impacting policing and community safety</li> <li>• Consideration of evolving events and issues that have broader impact on the policing sector as a whole</li> </ul>	<ul style="list-style-type: none"> <li>• Role of the responsible party in the misconduct or non-compliance (minor or major)</li> <li>• Seriousness of misconduct or non-compliance</li> <li>• Public interest</li> <li>• Impact on complainant(s) and community</li> <li>• Impact to public and officer safety</li> <li>• Previous compliance or conduct issues</li> <li>• Duration and frequency of issue</li> <li>• Damage to reputation of board and service</li> <li>• Intentional or unintentional</li> <li>• Steps already taken to address the issue(s)</li> <li>• Willingness to take accountability and implement reform</li> </ul>

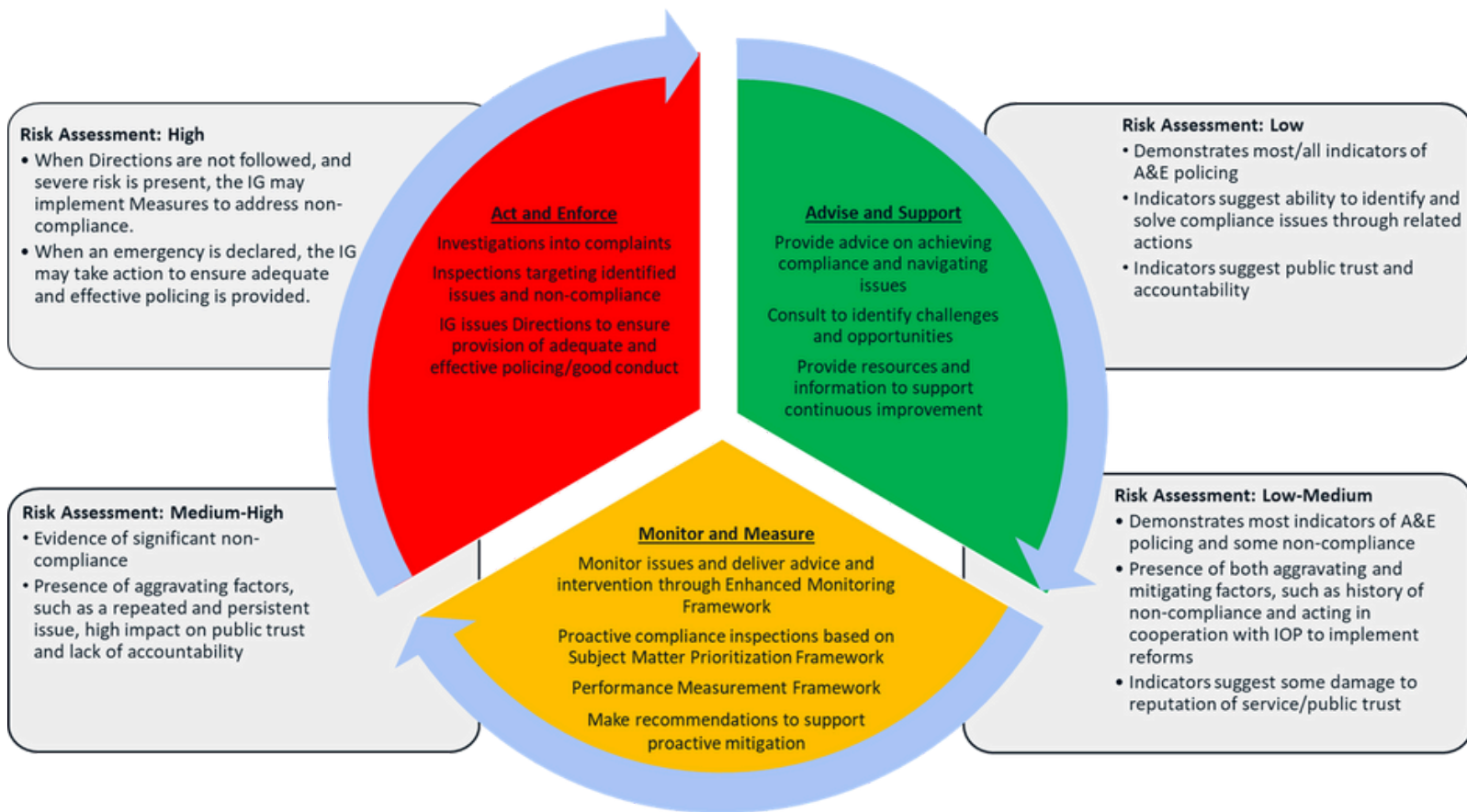
\*List is not exhaustive. Assessments will be case-by-case and consider all factors relevant to the situation.

\*\*For greater clarity, all references to conduct or misconduct are in relation to police services board members.



### 3. Compliance and Enforcement Model

The IoP's Compliance Model contains a mix of integrated, risk-based approaches and incentives to achieve compliance and improve the performance of policing entities. The Compliance Model is applied with discretion and good judgment – applying the “right touch” to deploy the most effective options, having regard to the relevant circumstances, and based on the level of risk. The IoP will apply the Model and associated activities with consideration for all available information to drive the assessment of risk.



## 4. Risk-based Compliance and Enforcement Activities

The Compliance and Enforcement Model will be used to guide the application of the IG's compliance and enforcement activities according to the level of risk associated with police service and police governance delivery. When engaging in any of its oversight and regulatory activities, the IoP will always seek to improve the overall performance of the policing sector in Ontario.

### 4.1 Advise and Support: Low Risk

The IoP will use its statutory consulting function to continually assess local police service delivery and governance, and potential risks. When a low risk to compliance and/or performance has been identified, the IoP will support compliance and continuous improvement by providing **advice and information** designed to assist the public safety entities the IG oversees. The IoP is well-positioned to see across Ontario's policing and police governance sector, identify areas that call out for attention and identify leading practices that will assist the sector in improving compliance with the CSPA and overall performance.

The IoP engages with policing entities to identify issues, challenges and opportunities to improve compliance with the CSPA, and overall police performance. We communicate directly with police leaders **on emerging or persisting issues** to identify areas for IoP support and promote collaboration on solutions – including solutions that may be relevant across Ontario's policing sector.

The IoP conducts **research and analysis to provide insight on issues, challenges and opportunities** to improve compliance and overall police and police governance performance. The **IoP will serve as a 'Centre of Excellence'** to proactively support learning and continuous improvement in the sector, distilling and sharing insights and advice gleaned through our monitoring, inspection findings, research and analysis. We will support understanding of our work, key issues in policing, policing performance and leading practices by publishing information and resources

### 4.2 Monitor and Measure: Low-Medium Risk

Routine monitoring of public safety entities ensures identification of issues that may require closer examination by the IoP, such as evolving local demands on policing, potential non-compliance, or leadership and governance issues. **Monitoring** may include maintaining awareness of local efforts to address known issues, or tracking wider issues that require more oversight and engagement from the IoP or other partners. This may include identifying matters for an inspection, with priority given to compliance issues and actionable outcomes that will have the greatest impact on improving public safety and policing performance.

The IoP may assess compliance and performance at a specific point in time, or, on a regular basis through **inspections and data analysis**. Inspections are a critical tool not only to verify that legal requirements are being met, but also to highlight local promising and/or innovative practices that may be adopted on a larger scale to support continuous service improvements across the province. Inspections may include document review and research, data collection and analysis, or interactive, onsite assessments, or a combination of these methods.

Our **Policing Performance Measurement Framework\*** (PPMF) will power our intelligence-led approach to identifying current and emerging trends and generate real insights – for the public and the policing sector – as to what drives and hinders effective police performance and governance, and highlights leading practices to promote continuous improvement. The PPMF will enable the IoP to identify poor performance or specific activity categories that warrant improvement or further inspection. Through this proactive approach, the IoP will be able to see where support or intervention may help to address issues early, before they escalate into matters of non-compliance.

When IoP monitoring and measurement activities identify performance issues or potential non-compliance or misconduct, additional compliance activities may be undertaken.

## 4.3 Act and Enforce: Medium-High Risk and High Risk

### a) Medium-High Risk

The IoP ensures compliance and the delivery of adequate and effective policing by taking **enforcement actions** to address policing complaints and issues identified by the IoP. In this part of the Model, the focus of the IoP's compliance activities is on **direct intervention to address the identified issues and the application of a range of enforcement options** to compel compliance, improve performance and enhance public confidence.

When the IoP receives a policing complaint that falls within its mandate, there is a legal duty to deal with the complaint, and to keep the complainant informed of the status and the outcome. Depending on the nature and seriousness of the complaint, the IoP may:

- Refer a matter back to the applicable Board or Chief of Police, if the complaint is about local policies or procedures, and require reporting to the IG on steps taken in response to the complaint;
- Conduct an inspection in response to concerns about service delivery or failure of an entity to comply with the CSPA and its regulations, other than officer misconduct; or,
- Conduct an investigation, including in response to allegations about board member misconduct.

\* As of the publication date, development of the Policing Performance Measurement Framework is ongoing.

If non-compliance with the requirements set out in the CSPA, or significant risk to the delivery of adequate and effective policing in accordance with the standards set out in the regulations is found to exist, **the IG may consider the application of additional compliance efforts, or issue written and legally-binding Directions** to prevent or remedy the issue. Directions issued will be tailored to the circumstances and proportionate to risk, and further previous IoP efforts to resolve issues.

For example, if a complaint were received concerning a police service's response to a 911 call, and the resulting inspection found non-compliance with regulatory requirements for police communications and dispatch, the IG could issue Directions to the police service to ensure corrective action and monitor to ensure implementation.

### **b) High Risk**

In very serious situations, where the IG believes that adequate and effective policing is not being provided in an area, or that an emergency exists, **the IG request a police service board or require the Commissioner of the Ontario Provincial Police to provide policing in that area.**

Additionally, if Directions made by the IG to address identified non-compliance following an inspection or investigation are not complied with, **the IG may impose legally-binding Measures, including:**

- Suspending or removing a chief of police, one or more members of a police services board, or the whole board;
- Appointing an administrator to a police service; or,
- Dissolving a police services board or disbanding a police service.

The imposition of Measures by the IG is discretionary, and is determined on a case-by-case basis, having regard to the following **objectives:**

- The public interest in receiving adequate and effective policing;
- Remedying or preventing further non-compliance or misconduct by removing the responsible individual(s) from their position(s);
- Measures are similar to those imposed on similar entities or individuals for similar infractions committed in similar circumstances; and,
- All available Measures that are reasonable in the circumstances should be considered.

Any decision to use the legally-binding authorities in the CSPA is grounded in the principles of **procedural fairness**, and be based on:

- Ensuring that policing laws and standards are complied with;
- Policing entities and professionals are performing according to the standards set out in the CSPA; and,

- The public interest in addressing a matter so as to enhance public confidence in Ontario's policing system.

In support of **transparency, accountability and public confidence** in the work of the IoP, the IG is required to **publicly report** on investigation and inspection findings, as well as Directions and Measures.

## 5. Conclusion

Police service delivery and governance throughout Ontario is monitored and assessed by the IoP using a multi-faceted, risk-driven approach, ensuring that the duties and authorities of the IG are applied at the right time and for the right amount of time, in the right place(s), and in the right way.

The IoP's focus remains on supporting the best possible policing in Ontario communities by ensuring policing providers operate in compliance with legislated requirements and continuously and sustainably improve their performance. The IoP does its work in a balanced and transparent manner, to enhance the confidence of the public and the policing sector in what we do, and how we do it.

# Inspector General Advisory Bulletin



## Advisory Bulletin 2.1: Board and Committee Meetings

**Date of issue: September 25, 2025**

### ***What you need to know***

Police service boards and OPP detachment boards conduct their business and make deliberations, considerations, and decisions in meetings. The *Community Safety and Policing Act* (CSPA) sets out requirements for meetings held by boards and their committees, and establishes a modern approach premised on public transparency of board business as the ‘rule,’ with requirements for a board to publicly explain when meetings are closed to the public.

### *“Meeting” Definition*

The CSPA does not define “meeting” for determining when compliance with meeting requirements is necessary. Using subsection 238(1) of the *Municipal Act* for guidance, boards should consider a meeting to be any regular, special, or other gathering of a board or committee where:

- a quorum of members is present, and
- members discuss or otherwise deal with any matter in a way that materially advances the business or decision-making of the board or committee.

Social or informal gatherings of board members would not be board meetings unless the two-part test described is met. Board members should be vigilant when a quorum is present at gatherings to avoid holding unintended meetings.

### *Meeting Notice – CSPA subsections 43(5)-(7)*

Boards and committees must publish notice of meetings that are open to the public on the Internet. The notice must:

- be published at least seven days before the meeting, except in extraordinary circumstances (CSPA subsection 43(5)-(6)); and,
- include the proposed agenda and either the record of the most recent public meeting or information on how the public can access that record (CSPA subsection 43(7)).



Electronic meeting notices must include specific information about how to access the meeting.<sup>1</sup>

*Transparency and Open Meetings – CSPA subsection 43(3)*

Meetings conducted by boards and their committees must be open to the public subject to decisions to close meetings or parts of meetings when permitted by subsection 44(2).

The purpose of the CSPA open meeting rule is to increase the open and transparent exercise of board authority and discharge of duties so as to enhance public confidence in the operation and integrity of boards, and by extension the policing they oversee.

Boards and committees should consider public access when deciding on meeting locations. Holding a “public” meeting within a secure police facility or at a non-published location may not always meet the test of “open to the public”<sup>2</sup>. In addition, the use of electronic meetings presents additional challenges to ensure meetings are publicly open.

*Closed Meetings – CSPA subsections 44(2)-(6)*

Boards and committees may (not must) close meetings to the public if the subject matter being considered is:

- the security of the property of the board;
- personal matters about an identifiable individual, including members of the police service or any other employees of the board;
- information that section 8 of the *Municipal Freedom of Information and Protection of Privacy Act* would authorize a refusal to disclose if it were contained in a record (a “law enforcement” matter);
- a proposed or pending acquisition or disposition of land by the board;
- labour relations or employee negotiations;
- litigation or potential litigation affecting the board, including matters before administrative tribunals;
- advice that would be inadmissible in a court by reason of any privilege under the law of evidence, including communications necessary for that purpose;
- information explicitly supplied in confidence to the board by Canada, a province or territory or a Crown agency of any of them, a municipality or a First Nation;
- a trade secret or scientific, technical, commercial, financial or labour relations information, supplied in confidence to the board, which, if disclosed, could reasonably be expected to prejudice significantly the competitive position or interfere significantly with the contractual or other negotiations of a person, group of persons, or organization;
- a trade secret or scientific, technical, commercial or financial information that belongs to the board and has monetary value or potential monetary value;

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<sup>1</sup> [Ombudsman Investigation Report – Municipality of West Elgin December 2024](#)

<sup>2</sup> [Ombudsman Investigation Report – Township of Woolwich June 2015](#)

- a position, plan, procedure, criteria or instruction to be applied to any negotiations carried on or to be carried on by or on behalf of the board; or,
- an ongoing investigation respecting the board.

Boards should note the discretionary nature of decisions to exclude the public when considering the above subjects. When making these decisions, boards and committees should balance the principles of transparency and public interest against the potential harm of disclosure.

Meetings must be closed to the public by police service boards and their committees if the subject matter being considered is a request under the *Municipal Freedom of Information and Protection of Privacy Act* (CSPA subsection.44(3)).

Board and committee meetings may also be closed to the public if held for the purpose of educating or training members and the business or decision-making of the board is not materially advanced in the meeting (CSPA subsection.44(6)).

The CSPA open and closed meeting rules for boards and committees very closely follow, with some modifications, the rules for municipal councils, committees, and local boards under Ontario's *Municipal Act*. The Ontario Ombudsman has been examining open meeting matters under that Act since 2008 and has published guidance that the loP believes will assist police service boards, OPP detachment boards and their committees when making decisions on the CSPA open and closed meeting rules and practices. The Ontario Ombudsman guidance document is available here: [Open Meetings - Guide for Municipalities | Ombudsman Ontario](#)

#### *Agenda Considerations – CSPA subsection 44(1)*

Before holding a meeting, boards and committees must consider whether to close the meeting or part of the meeting having regard to subsections 44(2)-(3) of the CSPA, referenced above, which list subjects that either permit or require the exclusion of the public.

#### *Resolution Closing Meeting – CSPA subsection 44(1)*

If a board or committee decides to exclude the public, they must state by resolution the fact the board is holding a closed meeting, and the general nature of the matter to be considered. In addition, if the public is excluded from a meeting held for educating or training board or committee members, the resolution must specifically state that the meeting is closed under subsection 44(6).

In addition to the CSPA requirement for educational and training meetings, the loP recommends that closed meeting resolutions cite the specific CSPA authority for excluding the public in all instances. The loP further recommends that resolutions have sufficient detail of the closed matter to assure the public that the power to close the meeting is being responsibly exercised. Finally, to support transparency, the required resolution must be made in a meeting or part of a meeting that is open to the public.

*Board Delegation and Committees – CSPA subsections 42(1)-(4)*

Boards may delegate any of their powers to a committee established by by-law of the board. The by-law may govern the name, powers, duties, and quorums of the committee. The by-law should also govern the composition of the committee and member appointment process.

Committees must be composed of at least two members of the board, except if the only delegated power is bargaining under Part XIII of the CSPA. A bargaining committee can be composed of one board member. Additional non-board members may be appointed to the committee as long as a majority of the committee is composed of members of the board.

*Quorum – CSPA subsection 43(2)*

Boards and committees must have a quorum present to hold a meeting to conduct business and make decisions. Quorum is a majority of the members of the board.

Vacancies on a board do not reduce meeting quorum requirements. For example, quorum for a five-member board with two vacancies remains at three members.

Board members are not counted towards quorum if they are prohibited from exercising the powers or performing the duties of their position because mandatory training has not been completed (CSPA subsections 35(2)-(5)).

Board members may become subject to Inspector General investigations into their conduct and directed to decline to exercise their powers or perform their duties as a member of the board pursuant to CSPA subsection 122(1). Board members who have received this direction are not counted towards quorum. If the board cannot constitute quorum as a result, the Inspector General may appoint additional members to act in their place for the duration of the investigation.

Quorum for committees is determined by boards through their by-law establishing the committee (CSPA subsection 42(2)).

*Meeting Frequency – CSPA subsection 43(1)*

Boards must hold at least four meetings each year. Holding meetings exceeding this minimum and the period between meetings are discretionary decisions for boards. These decisions should be based on the governance obligations and statutory responsibilities arising from the size and complexity of the governed police service or OPP detachment, and the needs of the area under the board's jurisdiction.

*Record of Meeting – CSPA subsection 43(4)*

Boards must record all resolutions, decisions, and other proceedings at all meetings, whether open to the public or not. The record must not include additional notes or comments by the recorder.

The IoP recommends boards, when establishing committees, include this recording requirement as a duty of the committee in the governing by-law.

***What you need to do****Meeting Practice Examination and Potential Changes to Practice*

Boards should examine their meeting practices, particularly regarding holding closed meetings, in consideration of the transition from long-standing *Police Services Act* requirements to those newly established by the CSPA. Where needed, adjustments should be made to come into compliance.

Boards should have any changes in meeting practices reflected in their established rules and procedures (CSPA section 46).

The new requirement for a resolution to close meetings will require some boards to change their existing practice of holding two distinct consecutive meetings – open and closed – with the closed meeting entirely excluding the public. Through its monitoring function, the IoP has observed that boards who have successfully transitioned meeting practices to the new requirements have adopted one of two options, both of which are CSPA-compliant:

- Two distinct consecutive meetings: Open meeting is entirely public and ends with adjournment. The closed meeting starts with an open part for routine administrative matters (opening statements, declarations of interest) followed by a resolution compliant with CSPA subsection 44(1). The closed portion ends with a resolution to return to public. The closed meeting ends in public with adjournment.
- A single meeting that is partly open and partly closed: The open part is closed by resolution compliant with CSPA subsection 44(1). The closed portion ends by resolution to return to the open meeting. The meeting continues in public until adjournment.

*Emergency and Special Meetings*

A board may be required to hold an emergency or special meeting outside of its regularly scheduled meetings. IoP Advisors have the authority to enter board meetings for compliance monitoring, including those closed to the public, pursuant to CSPA subsection 115(7). Boards should **notify their assigned Police Services Advisor for all emergency and special meetings whether open to the public or closed so the IoP is**

**aware and the Advisor can determine whether attendance is necessary in the circumstances.**

***What we will do***

The IoP's Police Services Advisors support the Inspector General's statutory monitoring and advisory duties under the CSPA. Advisors are available to provide advice on board compliance with the CSPA meeting requirements, including suggested application of leading practices and referrals to boards that have established good practices.

*Note: Advisory Bulletins are the IG's advice provided pursuant CSPA subsection 102(4) and are intended as a resource for the sector by offering the IG's general interpretation of various provisions of the CPSA. Advisory Bulletins are not legally binding, and they do not purport to address all possible factual scenarios or circumstances. As such, you may wish to consult with legal counsel to determine how this general guidance should be applied in your own local context and to navigate specific situations.*



# POLICE SERVICES ADVISORS – BOARD & POLICE SERVICE ASSIGNMENTS

## POLICE SERVICES LIAISON UNIT, INSPECTORATE OF POLICING

Zones are OAPSB and OACP consistent. Municipal board names are as recorded by the Public Appointments Secretariat, except for regional municipalities, which have been modified for consistency. Boards responsible for multiple municipalities (excluding upper-tier boards) are indicated as “joint”. Police service names significantly different from the board are listed with the board. There are currently **43** municipal boards in Ontario.

### Municipal Boards & Police Services – CSPA Part IV

ZONES 1/1A	ZONE 2	ZONE 3	ZONE 4	ZONE 5	ZONE 6
<b>Tom Gervais</b> (416) 432-5645 tom.gervais@ontario.ca <i>B/U Ron LeClair</i>	<b>Graham Wight</b> (416) 817-1347 graham.wight@ontario.ca <i>B/U Ryan Berrigan</i>	<b>Ryan Berrigan</b> (416) 315-2483 ryan.berrigan@ontario.ca <i>B/U Graham Wight</i>	<b>David Tilley</b> (647) 224-9370 david.tilley@ontario.ca <i>B/U Hank Zehr</i>	<b>Hank Zehr</b> (437) 777-9605 hank.zehr@ontario.ca <i>B/U David Tilley</i>	<b>Ron LeClair</b> (226) 280-0166 ronald.leclair@ontario.ca <i>B/U Tom Gervais</i>
Greater Sudbury	Belleville	Barrie	Brantford	Guelph	Aylmer
North Bay	Brockville	Bradford West Gwillimbury & Innisfil (joint) - <i>South Simcoe</i>	Halton Regional	Hanover	Chatham-Kent
Sault Ste. Marie	Cornwall	Cobourg	Hamilton	Owen Sound	LaSalle
Thunder Bay	Deep River	Durham Regional <sup>1</sup>	Niagara Regional	Saugeen Shores	London
Timmins	Gananoque	Kawartha Lakes	Woodstock	Stratford	Sarnia
	Kingston	Peel Regional <sup>2</sup>		Waterloo Regional	St. Thomas
	Ottawa	Peterborough		West Grey	Strathroy-Caradoc
	Smiths Falls	Port Hope			Windsor <sup>1,2</sup>
		Toronto <sup>3,4</sup>			
		York Regional			
		<sup>1</sup> Tom Gervais B/U			<sup>1</sup> Hank Zehr Primary
		<sup>2</sup> Hank Zehr Primary			<sup>2</sup> David Tilley B/U
		<sup>3</sup> Tom Gervais Primary			
		<sup>4</sup> David Tilley B/U			
<b>5</b>	<b>8</b>	<b>10</b>	<b>5</b>	<b>7</b>	<b>8</b>
					<b>Total 43</b>

# **OPP Detachment Boards - CSPA s.67**

<b>ZONES 1/1A</b>	<b>ZONE 2</b>	<b>ZONE 3</b>	<b>ZONE 4</b>	<b>ZONE 5</b>	<b>ZONE 6</b>
Almaguin Highlands	Central Hastings	Bancroft	Brant County	Dufferin 1	Elgin
Dryden 1	Frontenac	Collingwood 1	Haldimand	Dufferin 2	Essex County 1
Dryden 2	Grenville 1	Collingwood 2	Norfolk	Dufferin 3	Essex County 2
Dryden 3	Grenville 2	Bracebridge	Oxford 1	Dufferin 4	Lambton 1
East Algoma 1	Hawkesbury	City of Kawartha Lakes	Oxford 2	Grey Bruce	Lambton 2
East Algoma 2	Killaloe	Haliburton County	Oxford 3	Huron	Middlesex
East Algoma 3	Lanark County	Huntsville		Huron West	
Greenstone	Leeds County	Northumberland		Perth County	
James Bay 1	Lennox & Addington 1	Nottawasaga		South Bruce	
James Bay 2	Lennox & Addington 2	Orillia		Wellington	
James Bay 3	Prince Edward County	Peterborough			
Kenora 1	Quinte West	South Georgian Bay			
Kenora 2	Renfrew				
Kirkland Lake	Russel County				
Manitoulin 1	Stormont, Dundas and Glengarry				
Manitoulin 2	Upper Ottawa Valley 1				
Marathon	Upper Ottawa Valley 2				
Nipigon 1	Upper Ottawa Valley 3				
Nipigon 2					
Nipissing West 1					
Nipissing West 2					
North Bay 1					
North Bay 2					
North Bay 3					
Rainy River 1					
Rainy River 2					
Red Lake					
Sault Ste. Marie					
Sioux Lookout					
South Porcupine					
Superior East					
Temiskaming 1					
Temiskaming 2					
Temiskaming 3					
Thunder Bay					
West Parry Sound					
<b>36</b>	<b>18</b>	<b>12</b>	<b>6</b>	<b>10</b>	<b>6</b>
					<b>Total 88</b>