

Report to / Rapport au:

**OTTAWA POLICE SERVICE BOARD
COMMISSION DE SERVICE DE POLICE D'OTTAWA**

23 June 2025 / 23 juin 2025

Submitted by / Soumis par:

Chief of Police, Ottawa Police Service / Chef de police, Service de police d'Ottawa

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SUBJECT: PROFESSIONAL STANDARDS UNIT - 2024 ANNUAL REPORT

**OBJET: UNITÉ DE NORMES PROFESSIONNELLES - RAPPORT ANNUEL
2024**

REPORT RECOMMENDATIONS

That the Ottawa Police Service Board receive this report for information and in compliance with the requirements set out under section 215 of the Community Safety and Policing Act, 2019 (CSPA) and Ontario Regulation 90/24.

RECOMMANDATIONS DU RAPPORT

Que la Commission de service de police d'Ottawa prenne connaissance du présent rapport à titre d'information et conformément aux exigences énoncées à l'article 215 de la Loi de 2019 sur la sécurité communautaire et les services policiers (LSCP) et au Règlement de l'Ontario 90/24.

BACKGROUND

The Professional Standards Unit (PSU) of the Ottawa Police Service (OPS) is responsible for receiving, investigating, and resolving complaints against OPS members, as well as addressing internal matters of police misconduct. PSU also makes recommendations on service delivery, policy, training and communications.

This report summarizes the PSU's activities in 2024, providing an overview of complaint investigations, disciplinary measures, and oversight engagement under the Special Investigations Unit Act, 2019, the Police Services Act, 1990 (PSA) and the CSPA,

which came into force on April 1, 2024. It provides a clear comparison of complaints managed pre- and post-CSPA transition, highlights the role of new oversight agencies (LECA and IOP), and offers data-driven insights into complaint trends and disciplinary outcomes.

Complaints occurring before April 1, 2024, are processed under the PSA, while those occurring on or after that date are governed by the CSPA. This transition reflects a significant shift in police oversight in Ontario, with updated complaint pathways and enhanced accountability mechanisms.

Legislative Framework and Oversight Transition

With the CSPA's implementation, the oversight landscape changed substantially:

- The Office of the Independent Police Review Director (OIPRD) became the Law Enforcement Complaints Agency (LECA), retaining public conduct complaint intake and screening responsibilities.
- The Inspectorate of Policing (IOP) was created to oversee systemic, governance, and adequacy-related concerns.

These bodies now share oversight responsibilities: LECA focuses on individual conduct, while the IOP emphasizes systemic compliance and effectiveness. OPS is accountable to both, depending on complaint type.

Complaint Classification and Investigative Process

Complaints are classified as Public or Internal. Public complaints related to police officer misconduct are submitted to the LECA by members of the public, where they are referred back to OPS for investigation, retained by LECA to investigate, referred to an unrelated police service for investigation or screened out based on statutory criteria.

Internal complaints, initiated by the Chief of Police, are handled by PSU in accordance with CSPA standards and may be subject to the LECA's review prior to commencing an investigation.

Special processes exist for complaints against Special Constables and for service/policy adequacy matters, which are now directed to the IOP.

DISCUSSION

The following provides an overview of key PSU metrics with a brief interpretation for each.

2024 Complaint Statistics Overview

In 2024, OPS received 290 Public Complaints, including seven retained by the IOP. This marks a 12% decrease from 2023 (330 complaints) and a 26% reduction from the five-year average (391).

Figure 1 (below) illustrates the total number of Public Complaints received over a five-year period.

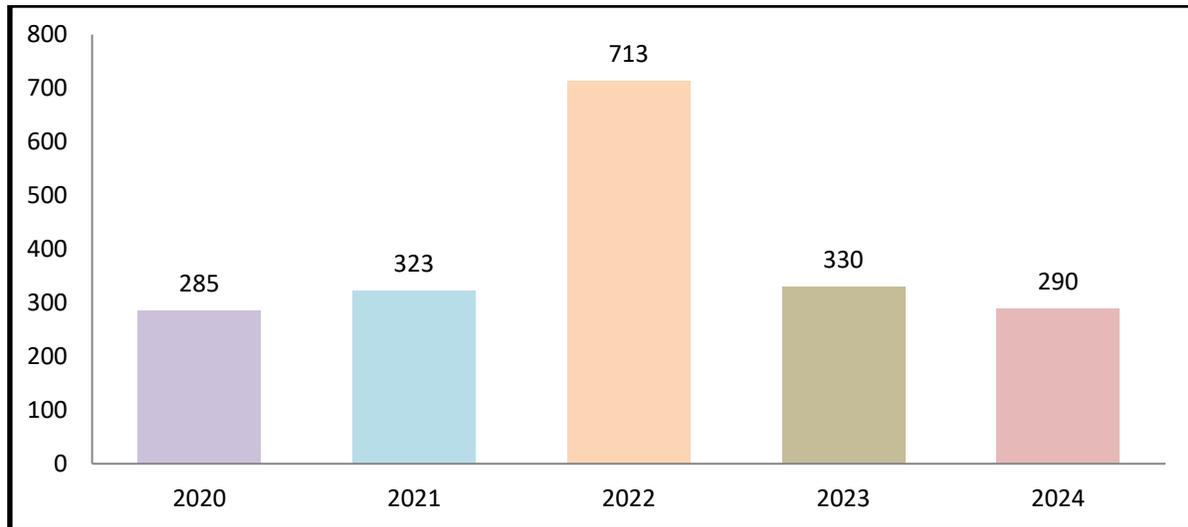


Figure 1: Total public complaints received by the Ottawa Police Service (2020-2024)¹

Of the 290 Public Complaints made about the OPS in 2024, the LECA screened-out 165 on the basis that they were deemed to be frivolous, vexatious, over the six months limitation, the complainant was not directly affected by the incident, the conduct did not constitute misconduct or not in the public interest to proceed. A further 6 complaints were withdrawn by the complainants prior to screening by the LECA. Of the remaining 119 Public Complaints that were made about the OPS in 2024, 110 were referred to PSU for investigation and remediation, one was referred to the Ontario Provincial Police (OPP), one was referred to the Kingston Police Service and 7 were retained by the IOP for investigation. The LECA did not retain any complaints for themselves to investigate in 2024. Compared to 2023, of the 330 Public Complaints, the LECA screened out 169 Public Complaints. A further 4 complaints were withdrawn by the complainants prior to screening by the LECA. Of the remaining 157 Public Complaints,

¹ 2022 Public Complaints were higher than the average due to the illegal protest that occurred in Ottawa and across Canada in March of 2022

156 were referred to PSU for investigation and remediation and one was referred to the OPP.

Figure 2 (below) illustrates the total number of Public Complaints that were referred or retained for investigation after screen-outs by the LECA over a five-year period.

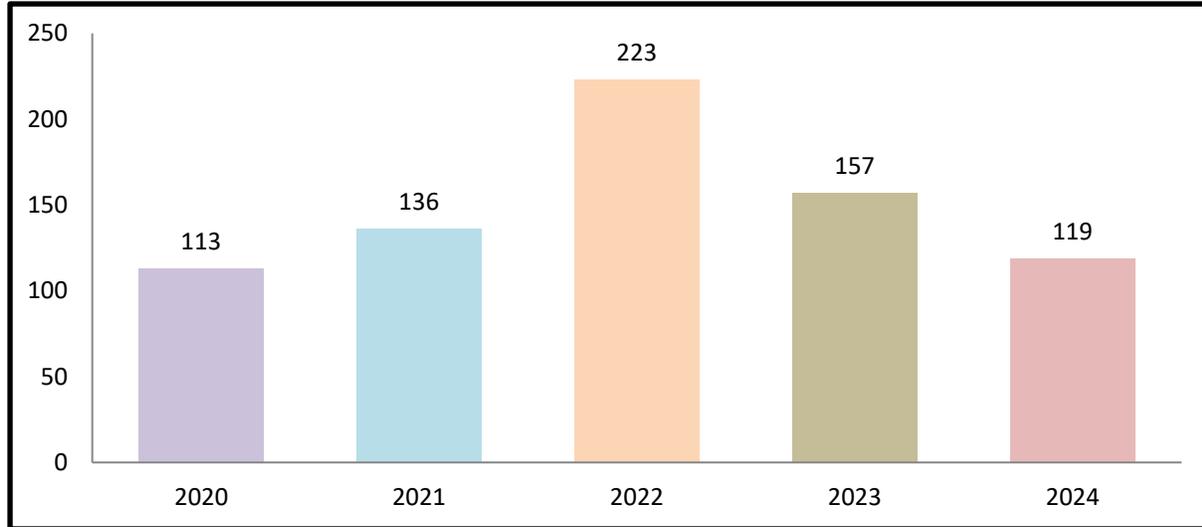


Figure 2: Total public complaints investigations after screen-outs by the LECA 2020-2025)

There were 783 internal complaints, representing a 109% increase from 2023 (375), as well 96% more than the five-year average for Internal Complaints (399). This increase is largely attributed to driving-related conduct identified through the expansion of Automated Speed Enforcement (ASE) initiatives. This data underscores the influence of technology on accountability and OPS' proactive approach to internal oversight.

Internal processes continue to be updated to address camera-based infractions more rigorously, ensuring accountability and applying progressive discipline, when exemptions under the Ontario Highway Traffic Act (HTA) are not met.

In response to this trend, OPS has refined its reporting practice to distinguish Driving-Related Conduct from other forms of misconduct.

Figure 3 (below) illustrates the total number of Internal Complaints generated over a five-year period.

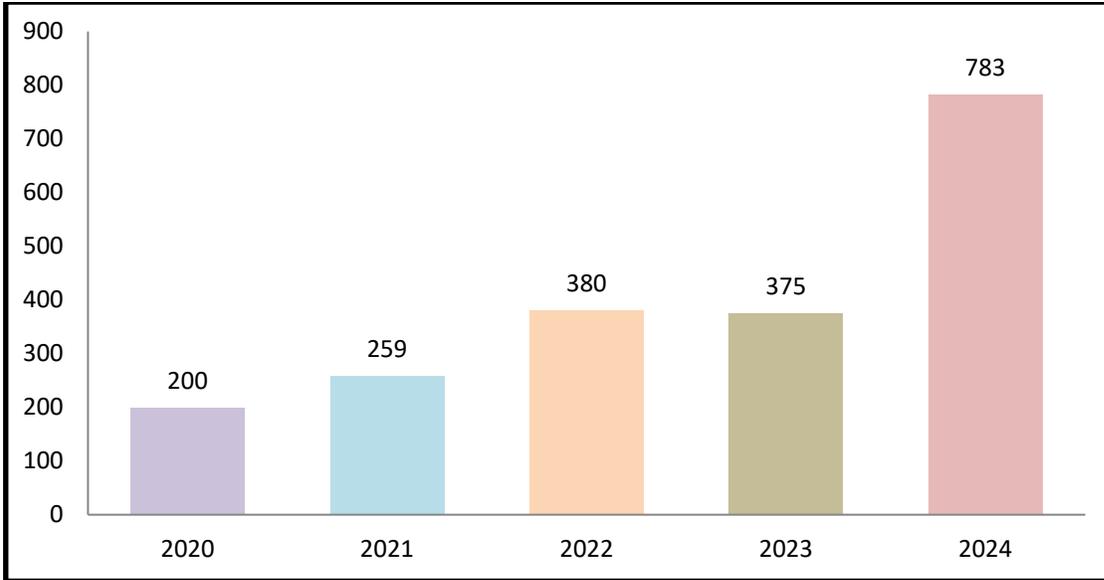


Figure 3: Total Internal Complaints generated by the Ottawa Police Service 2020-2024

Figure 4 (below) illustrates the total number of Public and Internal Complaints added together for a five-year period.

In 2024, the total number of Public and Internal Complaints taken together was 1073. This represents a 52% increase from 2023 (705), and a 36% increase over the five-year average (790).

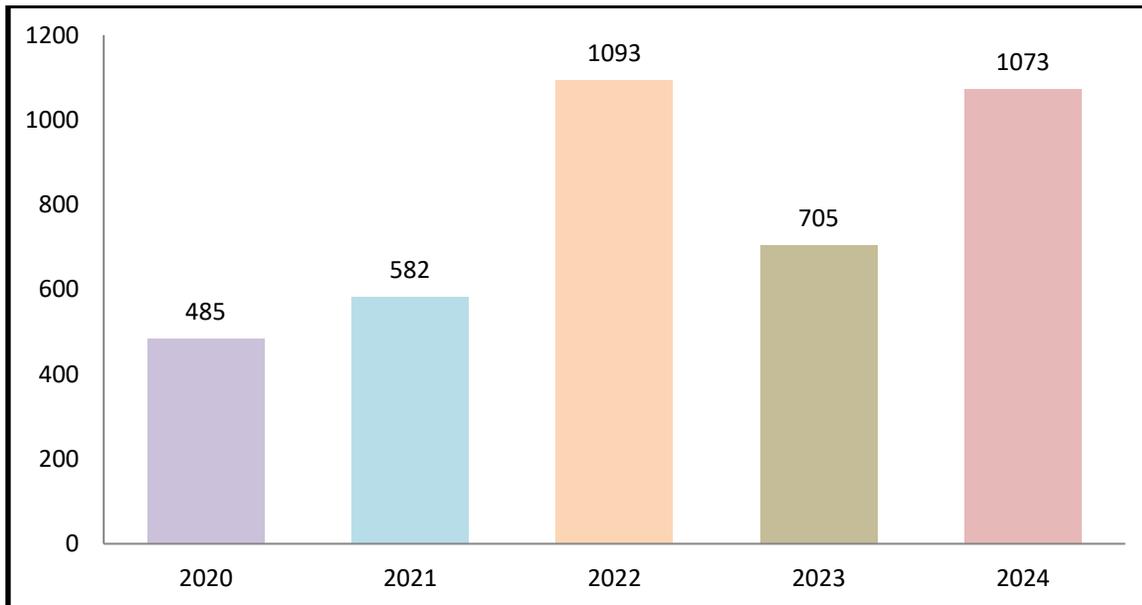


Figure 4: Total complaints received by the Ottawa Police Service 2020-2024

Despite the increase in complaints, public complaints per police interaction remain low, at one complaint per 1,202 responses. OPS continues to analyze complaint data to identify high-risk trends and address officer conduct proactively through various supports, including the officer's Chain of Command, the OPS' Early Intervention Program, the Employee Wellness Program and the Professional Development Centre. Where appropriate, disciplinary action is taken under the PSA or CSPA.

Classification and Resolution of Conduct Complaints

Effective April 1, 2024, complaint reporting falls under Section 215 of the CSPA and O. Reg. 90/24. OPS is now required to report on disciplinary measures imposed under the new code of conduct for police officers (O.Reg. 407/23).

Under the PSA, misconduct was categorized as informal or formal discipline. With the CSPA's implementation, all misconduct is managed under a unified process governed by Part XII of the CSPA. Chiefs of Police can now impose discipline via Section 200 (without hearing) or Section 202 (with hearing). The Ontario Police Arbitration and Adjudication Commission (OPAAC) administers hearings and ensures procedural fairness, replacing the Ontario Civilian Police Commission's prior role.

All complaints are classified based on the nature and seriousness of the allegation. Where multiple allegations exist, the most serious allegation is used for classification purposes. These classifications help to identify patterns and trends in complaints received.

Due to the differences in classifications, reporting and disciplinary frameworks between the PSA and CSPA, direct year-over-year comparisons may not be applicable.

PSA Complaints:

Table 1 (below) reflect conduct complaints reported and classified under the PSA up to March 31, 2024. These include Public and Internal conduct Complaints and are categorized by allegation type.

Table 1: Classification of Public and Internal Conduct Complaints (PSA)

Classification	2020	2021	2022	2023	2024 (Jan 1 - Mar. 31, 2024)	5 Year Avera ge²
Improper Conduct	380	431	776	537	111	447
Driving Related Conduct including Red light, ASE, At-Fault collisions	N/A	N/A	347	350	172	N/A
Excessive Force	24	29	92	44	12	40
Neglect of Duty	68	92	83	89	62	79
Firearm Discharge	0	1	0	0	0	0
Total	472	553	1,298	1,020	357	740

Improper Conduct Sub-classifications:

The 111 improper conduct complaints received in 2024 are further broken down into the following sub-classifications:

- Inappropriate Actions: 47
- Comments/Language: 10
- Confidentiality: 2
- Insubordination: 3
- Abuse of Authority: 49

In 2024, a total of 357 conduct related complaints were received and addressed in accordance with the PSA—172 from the public and 185 internal complaints.

Of the 172 public complaints, the LECA dismissed 12 as frivolous/vexatious, 3 beyond limitation, 7 third party complainant/no interest, 6 better dealt with under another Act or law, 2 no jurisdiction and 72 not in the public interest to proceed. Three complaints were withdrawn by the complainant prior to screening and another 27 complaints were

² The 5-Year Average includes conduct complaints reported under the PSA (2019-March 31, 2024). Complaints occurring after April 1, 2024, are governed by the CPSA and presented in Table 2 below.

withdrawn at the discretion of the complainant after being screened in by LECA for investigation.

Of the remaining 40 complaints, 2 complaints were terminated by the LECA during the investigation after it was determined it was no longer in the public interest to proceed, 3 complaints were resolved by Informal Resolution, 23 complaints were unsubstantiated following investigation and 12 investigations were carried over into 2025.

Figure 5 (below) illustrates the breakdown for public conduct complaint resolution in 2024 under the PSA.

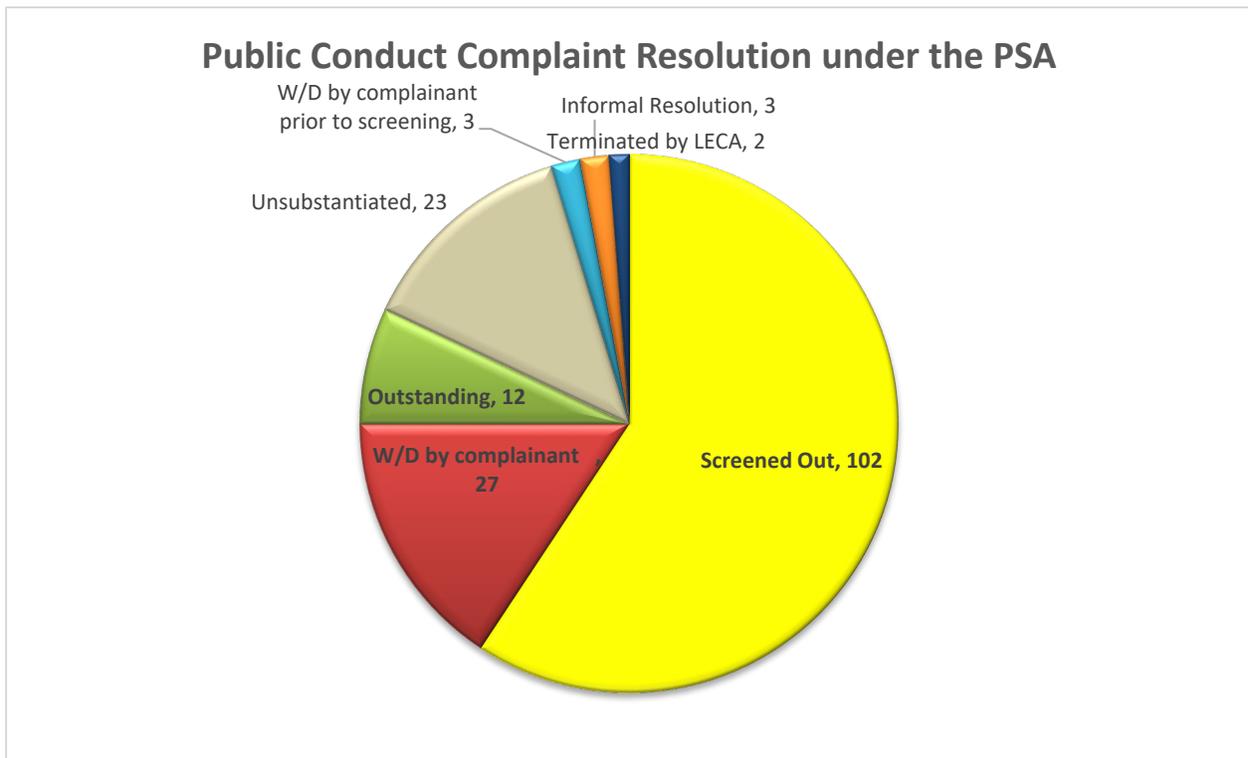


Figure 5: Public Conduct Complaint Resolution in 2024 (Under the PSA)

For the 185 internal conduct investigations addressed under the PSA, 1 resulted in a formal disciplinary hearing, 33 resolved through informal discipline, 27 were unsubstantiated, 116 were closed no further action and 8 remained outstanding at the end of 2024.

Figure 6 (below) illustrates the breakdown of internal conduct complaint resolution in 2024 under the PSA.

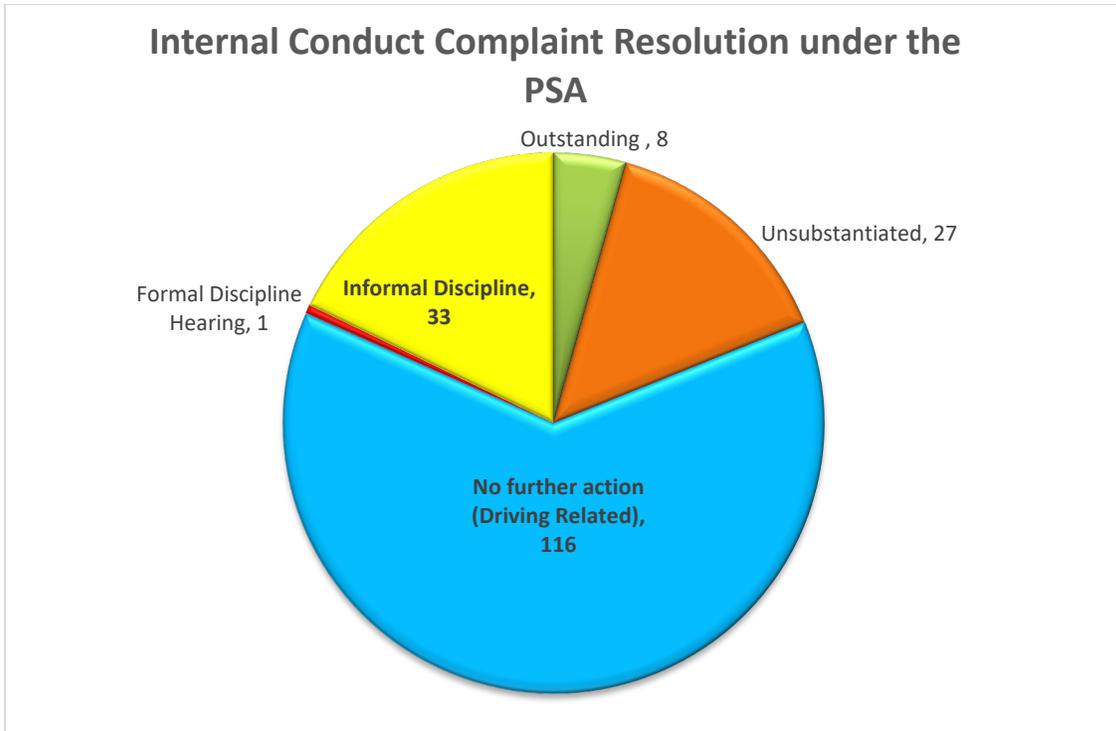


Figure 6: Internal Conduct Complaint Resolution in 2024 (PSA)

CSPA Complaints:

Table 2 (below) outlines the number of conduct complaints reported and classified under the CSPA in 2024 by the applicable Code of Conduct provision. It includes the number of complaints investigated, those that resulted in disciplinary action, and the type of discipline measure imposed, where applicable.

Table 2: Code of Conduct Provision and Disciplinary Outcome of Public and Internal Conduct Complaints in 2024 (CSPA)

Provision under CPSA	Complaint(s) Received	Complaint(s) Investigated	Discipline Imposed s. 200 (no hearing)	Discipline Imposed s. 202 hearing	Type of Discipline Measure Imposed
Compliance with Laws	2	2	0	0	0
Compliance with Laws (Driving Related Conduct including Red light, ASE, At-Fault collisions)	590	590	98	0	Reprimand (87) and Forfeiture of hours (11)
Interactions with Public	68	24	0	0	0
Performance of Duties	33	17	0	0	0
Human Rights and Charter Rights	4	2	0	0	0
Integrity	4	0	0	0	0
Total	701	635	98	0	N/A

During 2024, a total of 11 disciplinary measures involved the forfeiture of paid hours, resulting in a combined total of 98 hours forfeited. The average number of hours forfeited per measure was approximately 9 hours. There were no section 200 disciplinary measures that were upheld, varied or overturned following a section 201 hearing in 2024.

A total of 701 conduct complaints were received and addressed in accordance with the CSPA; 103 public and 598 internal complaints.

Of the 103 public complaints, the LECA dismissed 3 as frivolous/vexatious, 2 does not constitute misconduct, 2 third party complainant/no interest, 1 better dealt with under another Act or law, 1 no jurisdiction and 54 not in the public interest to proceed. Three

complaints were withdrawn by the complainant prior to screening and another 10 complaints were withdrawn at the discretion of the complainant after being screened in by LECA for investigation.

Of the remaining 27 complaints, 1 complaint was terminated by the LECA during the investigation after it was determined it was no longer in the public interest to proceed, 6 complaints were resolved by Informal Resolution, 5 complaints were unsubstantiated following investigation and 15 investigations were carried over into 2025.

Figure 7 (below) illustrates the breakdown for public conduct complaint resolution in 2024 under the CSPA.

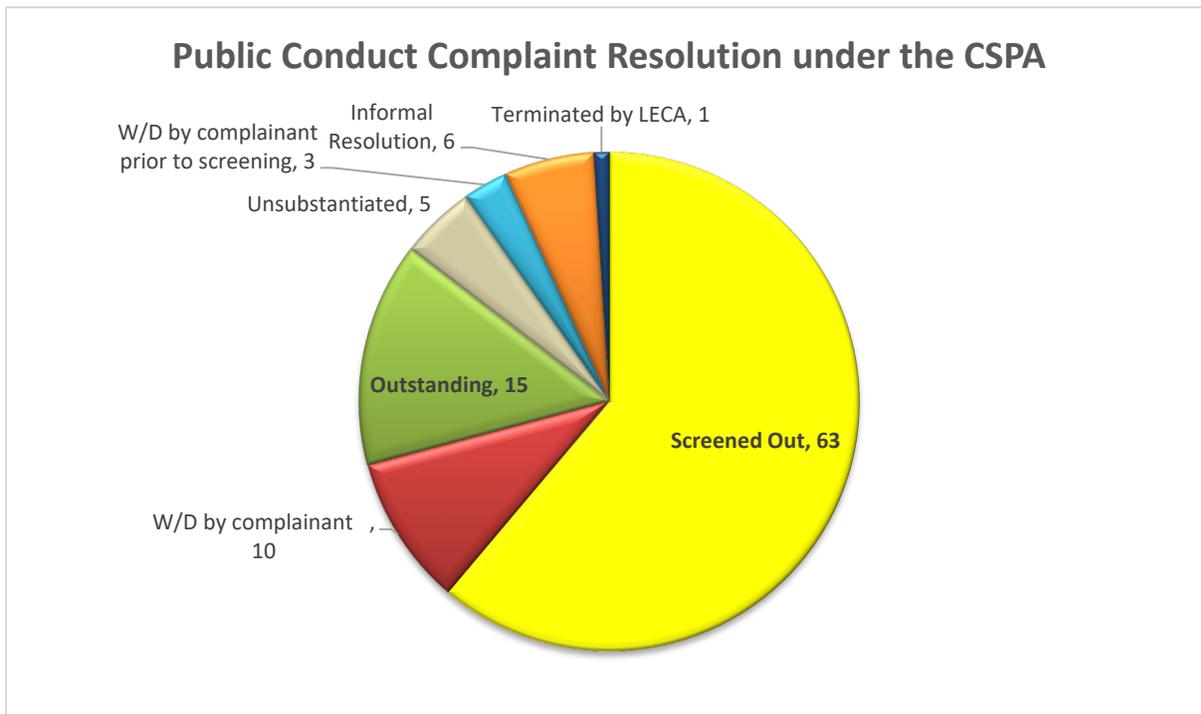


Figure 7: Public Conduct Complaint Resolution in 2024 (CSPA)

For the 598 internal conduct investigations addressed under the CSPA, 98 resulted in Section 200 discipline (no hearing), in one case, the officer under investigation resigned, 74 were unsubstantiated, 309 were closed no further action and 116 remained outstanding at the end of 2024.

Figure 8 (below) illustrates the breakdown of internal conduct complaint resolution in 2024 under the CSPA.

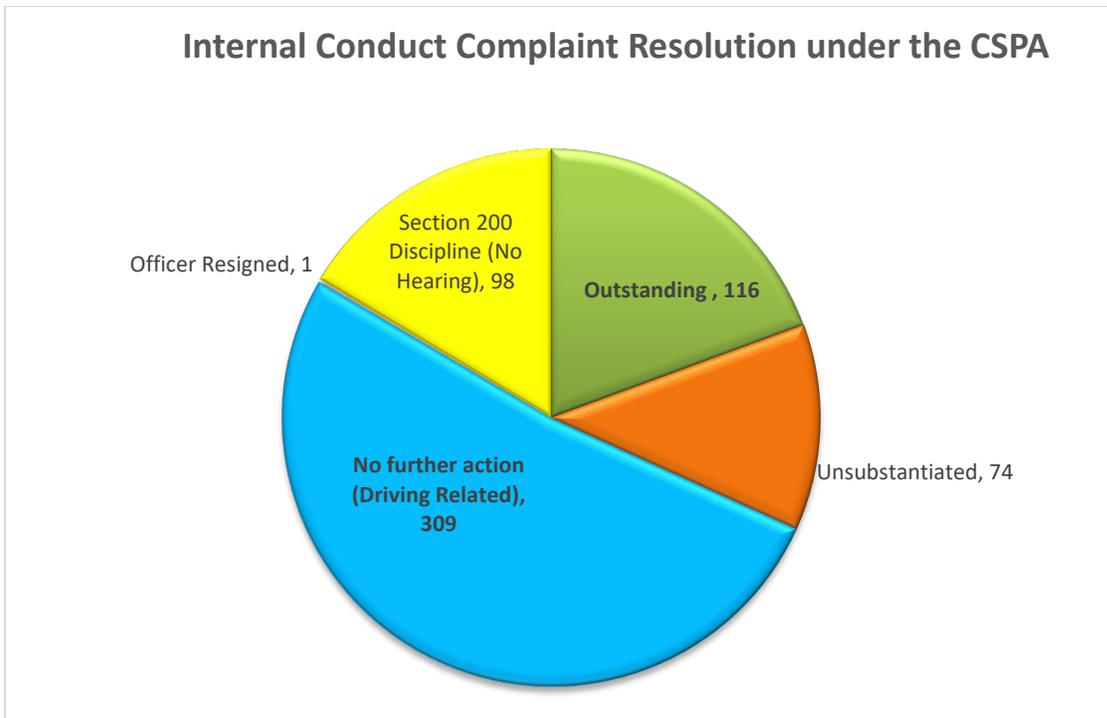


Figure 8: Internal Conduct Complaint Resolution in 2024 (CSPA)

Early Resolution and Alternative Dispute Resolution

The LECA's Early Resolution (ER) Program and PSU's Alternative Dispute Resolution (ADR) Process provide voluntary options to resolve complaints deemed non-serious without formal investigation. These mechanisms remain integral to complaint management and foster open dialogue, build trust, and promote officer reflection and learning outside adversarial channels. Applied in appropriate circumstances, ER or ADR results provide better outcomes for everyone involved and improve community trust, provide complainants with a voice and helps officers reflect on their conduct, while holding them to the highest standards of professionalism. Remedies through ER and ADR may include mediation, officer education and/or training.

In 2024, the LECA identified 14 Public Complaints involving the OPS as suitable for resolution under the ER Program. Four complaints were withdrawn, 3 closed with no further action, 5 closed by way of Informal Resolution and 2 carried over into 2025. Complaints that are resolved through LECA's ER Program are not counted as a Public Complaint for LECA and OPS statistics.

Unlike the LECA's ER Program, Public Complaints that are resolved through PSU's ADR are counted for LECA and OPS complaint statistics. In 2024, the PSU completed investigations into 84 Public Complaints that were referred to OPS by the LECA, and another 26 were carried over into 2025. Of the 84 completed Public Complaints, 30 (36%) were successfully resolved through ADR.

Special Constable Public Conduct Complaints

Special constable conduct is regulated by O. Reg. 411/23. One public complaint was received in 2024 alleging excessive force. Following a PSU investigation, the complaint was deemed unsubstantiated. Discipline for special constables follows the terms outlined in their collective agreement.

Resolution of Policy, Service and Adequacy and Effectiveness Complaints

OPS received eight service complaints under the PSA from LECA in 2024. Of the 8 service complaints received, 6 were withdrawn by the complainant and 2 resulted in no action being taken.

Two service complaints were brought to the Police Service Board for review; both outcomes confirmed the OPS's initial findings.

The IOP retained seven adequacy complaints, all pending as of year-end.

Requests for Review by LECA

Upon the conclusion of an investigation by the OPS, the complainant has 30 days to request a review by LECA if they disagree with the findings.

As indicated in Table 3 (below), LECA received 22 requests to review OPS investigations in 2024, up from 17 in 2023. In 14 cases, OPS decisions were confirmed. In two instances, LECA issued specific direction, while six reviews were pending as of December 31, 2024.

Table 3: Request for Reviews by LECA

Requests for Review by LECA Resolutions	2020	2021	2022	2023	2024	5 Year Average
Confirmed Decision	8	7	10	11	14	10
Specified Direction	1	2	1	3	2	2
Assigned to Outside Police Service	0	0	0	0	0	0
LECA to Investigate	0	0	0	0	0	0
Reviews Pending	1	3	2	3	6	3
Total	10	12	13	17	22	15

Official Language Complaints

The Ottawa Police Services Board Policy CR-11 requires that official language complaints be reported in the annual report. In 2024, there were no official complaints.

Police Services Act (PSA) Hearings

There were 11 disciplinary hearings held in 2024 and in one case, the officer resigned before the conclusion of the Hearing. Five of these disciplinary hearings were commenced before 2024 and 6 were initiated in 2024. By the end of 2024, five disciplinary hearings were concluded and 5 carried over into 2025.

Requests for Appeal of Hearing Decisions

Previously, under section 87(1) of the PSA, an officer or complainant could appeal a conviction and/or discipline to the Ontario Civilian Police Commission (OCPC). However, with the repeal of the PSA and the enactment of the CPSA, these appeals are now managed by the OPAAC.

There was one appeal to OPAAC for a PSA hearing decision sought in 2024. This appeal remained outstanding at the end of the year. In 2024, the OCPC dismissed an appeal that was filed prior to 2024.

Investigation of Criminal Allegations

PSU is also responsible for conducting investigations into allegations of criminal conduct involving OPS members, when doing so does not present a conflict of interest, as set out in O. Reg. 401/23. Where a conflict of interest exists, the matter must be referred to an external police service for investigation.

In 2024, 3 officers were charged with criminal offences, which is 1 more than in 2023 (2). The cumulative number of OPS officers under criminal charges throughout 2024 was 8, but by the end of 2024, the number of officers facing criminal charges was reduced to 2. Of the 6 officers whose criminal charges were disposed of in 2024, 3 officers were convicted, 2 officers had their charges withdrawn by the Crown, 1 officer was found not guilty and one officer's charges remained before the Court at the end of 2024.

Special Investigations Unit (SIU) Investigations:

The SIU is an independent civilian agency that investigates police-involved incidents resulting in serious injury, death, sexual assault allegations, or firearm discharge at a person. Following the SIU's investigation, the chief of police is required to conduct an internal review to assess policies, procedures or officer misconduct. As of 2024 these reviews are conducted under Section 8 of O. Reg. 90/24 (formerly section 11 of the PSA). These reviews promote accountability and support continuous improvement within the service.

In 2024, the SIU invoked its mandate for 9 incidents. This is a decrease from 2023 (15) and the five-year average (13). By the end of 2024, the SIU terminated 1 investigation, 5 investigations were closed with no further action resulting in no criminal charges, and 3 investigations were still open by the end of 2024.

Officer Suspensions:

Under the CSPA, the Chief of Police has authority to suspend a police officer with or without pay in the most serious of circumstances. Suspension decisions are made following the careful assessment of each case using established criteria. Suspensions may be considered when an officer is charged with or suspected of misconduct or a criminal or provincial offense and when allowing the officer to remain on duty in any capacity may pose a risk to public safety, the officer, the police service, or the integrity of an ongoing investigation.

In 2024, no officers were suspended without pay. A total of 4 officers were suspended in 2024, which is lower than the five-year average of five. A further 3 officers had their suspensions carried over into 2024 from previous years, for a total of 7 officers being under suspension in 2024.

CONSULTATION

Not applicable

FINANCIAL IMPLICATIONS

Not applicable

SUPPORTING DOCUMENTATION

Not applicable

CONCLUSION

The OPS remains committed to professionalism, accountability, and public confidence in police oversight. The transition to the CSPA has improved procedural clarity and independence, and OPS will continue working with oversight partners to ensure fair, timely, and transparent complaint resolution.