

# **ANNUAL REPORT**

**APRIL 1, 2025 - MARCH 31, 2026**

**Law Enforcement  
Complaints Agency**

We acknowledge that the work of the Law Enforcement Complaints Agency takes place on the traditional territories of Indigenous Nations and Métis peoples.

The head office of the Law Enforcement Complaints Agency is in the city of Toronto, which is on the traditional territory of many nations, including the Mississaugas of the Credit First Nation, the Anishnabeg, the Haudenosaunee and the Wendat peoples. We acknowledge that Toronto is covered by Treaty # 13, also known as the Toronto Purchase, which was signed in 1805 with the Mississaugas of the Credit. This area is also home to many diverse First Nations, Inuit and Métis peoples.

The Law Enforcement Complaints Agency is committed to working humbly and diligently to build relationships, beginning in a good way by listening, learning, and adapting to the needs and aspirations of First Nations, Inuit and Métis peoples of Ontario. We are grateful for these conversations and look forward to continuing to build meaningful relationships.

## Contents

|                                                                                               |    |
|-----------------------------------------------------------------------------------------------|----|
| Complaints Director's Message.....                                                            | 4  |
| Who We Are .....                                                                              | 6  |
| Our Mandate and Goals .....                                                                   | 9  |
| Organizational Structure.....                                                                 | 10 |
| Financial Expenditures.....                                                                   | 15 |
| Legislation: Community Safety and Policing Act.....                                           | 17 |
| Yearly Accomplishments.....                                                                   | 18 |
| Looking Forward .....                                                                         | 19 |
| Key Priorities and Accomplishments .....                                                      | 21 |
| Outreach, Engagement and Education.....                                                       | 24 |
| Making a Complaint .....                                                                      | 27 |
| Complaints Workload.....                                                                      | 31 |
| Alternative Dispute Resolution.....                                                           | 33 |
| Screening Decisions .....                                                                     | 34 |
| Notifications and Self-Initiations.....                                                       | 36 |
| Redirection of Adequacy and Effectiveness Complaints to the<br>Inspectorate of Policing ..... | 39 |
| Conduct Complaint Investigations.....                                                         | 40 |
| Decisions Issued.....                                                                         | 42 |
| Request for Review .....                                                                      | 43 |
| Performance Measures.....                                                                     | 45 |
| Appendix .....                                                                                | 51 |
| Explanatory Notes.....                                                                        | 57 |
| Civilian Police Oversight in Ontario.....                                                     | 61 |

## Complaints Director's Message

I am pleased to present the second Annual Report for the Law Enforcement Complaints Agency (LECA).

The 2025-2026 reporting year represents a continued period of growth and transition under the Community Safety and Policing Act (CSPA). As LECA advances its expanded mandate, the Agency remains focused on delivering a modern, responsive, and effective oversight system that meets the expectations of the public, and the policing sector.



The CSPA introduced significant changes to police oversight in Ontario. In addition to complaints from members of the public, LECA now receives mandatory notifications of potential misconduct from multiple sources including the OPP Commissioner and Chiefs of police, which LECA must investigate if I determine it is in the public interest. These changes reflect a shared commitment for accountability and transparency which strengthens LECA's ability to proactively identify emerging issues and influence positive change across the policing sector.

In 2025-26, LECA experienced a significant increase in workload, with total complaints and notifications rising by 13% over the previous year. Notification volumes alone increased by nearly 30%, reflecting growing adoption of the mandatory notification framework. These increases, combined with the introduction of more complex public interest investigations, have added both volume and complexity to the agency's work.

Despite these pressures, LECA made meaningful progress in improving service delivery and performance. The agency strengthened its intake and case management processes, resulting in improved timelines for key activities such as screening complaints and completing investigations conducted by LECA staff. At the same time, LECA expanded its use of early resolution, providing effective and timely outcomes for a growing number of complainants.

While improvements were achieved in several areas, challenges remain in meeting timelines for more complex investigations, particularly those involving multiple stakeholders. These challenges reflect the evolving nature of police oversight under the CSPA, and the increased demands placed on LECA leadership and staff.

Over the past year, LECA also continued to build the operational foundation required to support its evolving mandate. This included refining internal processes, modernizing complaint intake tools, enhancing coordination with police services, and advancing initiatives to improve efficiency through process improvement and the responsible use of emerging technologies.

Central to LECA's success is its people. An organization is only as strong as its people, and we remain committed to fostering a professional, diverse, and engaged workforce. Through investments in training, mentorship, and continuous learning, we are strengthening internal capacity to meet current and future demands.

Building and maintaining public confidence remains at the core of LECA's mandate. The agency continues to engage with the public and stakeholders across the policing sector by listening, learning, and adapting our approaches to ensure services remain, timely, transparent, and fair.

As we look ahead, LECA will continue to focus on strengthening performance, enhancing collaboration, and delivering high-quality oversight in an increasingly complex environment. The progress achieved this year reflects the dedication of LECA staff and the shared commitment of stakeholders across the policing and police oversight sector.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Stephen Leach', with a stylized flourish at the end.

Stephen Leach  
Complaints Director

# Who We Are



The Community Safety and Policing Act (CSPA), which came into effect on April 1, 2024, marked a significant transformation in police oversight in Ontario. The Act replaced the Police Services Act (PSA) and formalized the transition of the Office of the Independent Police Review Director (OIPRD) to the Law Enforcement Complaints Agency (LECA).

Under the CSPA, LECA continues to receive, manage, and oversee complaints about police misconduct in Ontario. Its mandate has been expanded to include oversight of Special Constables employed by the Niagara Parks Commission, Peace Officers of the Legislative Protective Service, and First Nations police officers where services opt into the CSPA. The Nishnawbe Aski Police Service Board (NAPSB) opted in on December 10, 2024.

The CSPA establishes a more comprehensive and proactive oversight model. In addition to complaints from members of the public, LECA receives mandatory notifications about police misconduct from multiple sources, including police services boards, Chiefs of Police, the Ontario Provincial Police Commissioner, the Special Investigations Unit (SIU), the Inspector General of Policing (IoP), and the Solicitor General. The Director also has the authority to self-initiate investigations in the public interest.

These changes reflect a shared commitment across the policing and oversight sector to transparency, accountability, and continuous improvement. The requirement for police services and oversight partners to notify LECA of potential misconduct demonstrates an increased emphasis on maintaining the integrity of policing and strengthening public trust.

Responsibility for complaints about police policy and service now rests with the Inspectorate of Policing (IoP), while the Ontario Police Arbitration and Adjudication Commission (OPAAC) is responsible for disciplinary decisions. These changes support greater clarity of roles within the broader oversight framework.

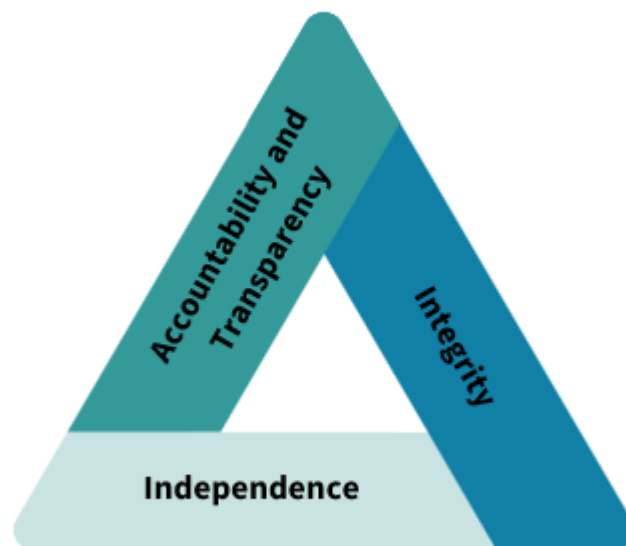
The introduction of mandatory notifications and Director-initiated investigations has increased both the volume and complexity of LECA's work. These matters must be retained and investigated where the Director determines that it is in the public interest. The CSPA also requires investigations to be completed within 120 days, reinforcing the need for efficient, timely, and effective processes. In response, LECA continues to strengthen its operational capacity, refine internal processes, and enhance coordination with the Special Investigations Unit, the Inspectorate of Policing, and police services to meet these goals.

LECA is an independent civilian oversight agency within the Ontario Ministry of the Attorney General. Its mandate supports the government's priority of promoting fairness and access to justice, and aligns with the ministry's vision of an innovative, sustainable, and responsive justice system that promotes public confidence and upholds the rule of law.

LECA's operational priorities are aligned with key ministry objectives, including access to modernized, client-centred services supported by technology; supporting and protecting individuals, including vulnerable populations; developing and sustaining a skilled, diverse, and engaged workforce; and promoting accountability across justice system partners.

LECA is committed to ensuring that all complaints and investigations are handled in a manner that is transparent, effective, and fair to both the public and the police. The agency continues to enhance service delivery through process improvements, modernization initiatives, and increased collaboration with stakeholders.

By leveraging its expanded authorities under the CSPA, including the use of mandatory notifications and the ability to initiate investigations, LECA is better positioned to identify trends, address systemic issues, and contribute to continuous improvements in policing. Through these efforts, LECA advances its overarching goal: to provide a fair, independent, transparent, and accessible oversight system that fosters public confidence in both the complaints process and policing across Ontario.



## Our Mandate and Goals

| OUR VISION                                                                                                                                                                                     | OUR MISSION                                                                                                                                                                              |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| To strengthen public trust in policing by delivering independent, timely, and fair investigations, resolving complaints effectively, and addressing systemic issues to improve accountability. | To conduct and oversee timely, thorough, and impartial investigations into police misconduct; address emerging issues in policing; and strengthen public confidence in police oversight. |

LECA fulfills its vision and mission through:

- Receiving, and screening allegations of police misconduct from multiple sources across Ontario
- Investigating allegations of police misconduct, and
- Proactively resolving evolving issues in policing through early resolution, issuing notices of inquiry, and conducting systemic reviews of policing.

In fulfilling our commitments, LECA is guided by the following principles:

- **Accountability and Transparency** - We improve the transparency and accountability of police oversight.
- **Integrity** - Our staff act with integrity providing professional, objective, timely services.
- **Independence** - We conduct fair, transparent, and effective investigations.

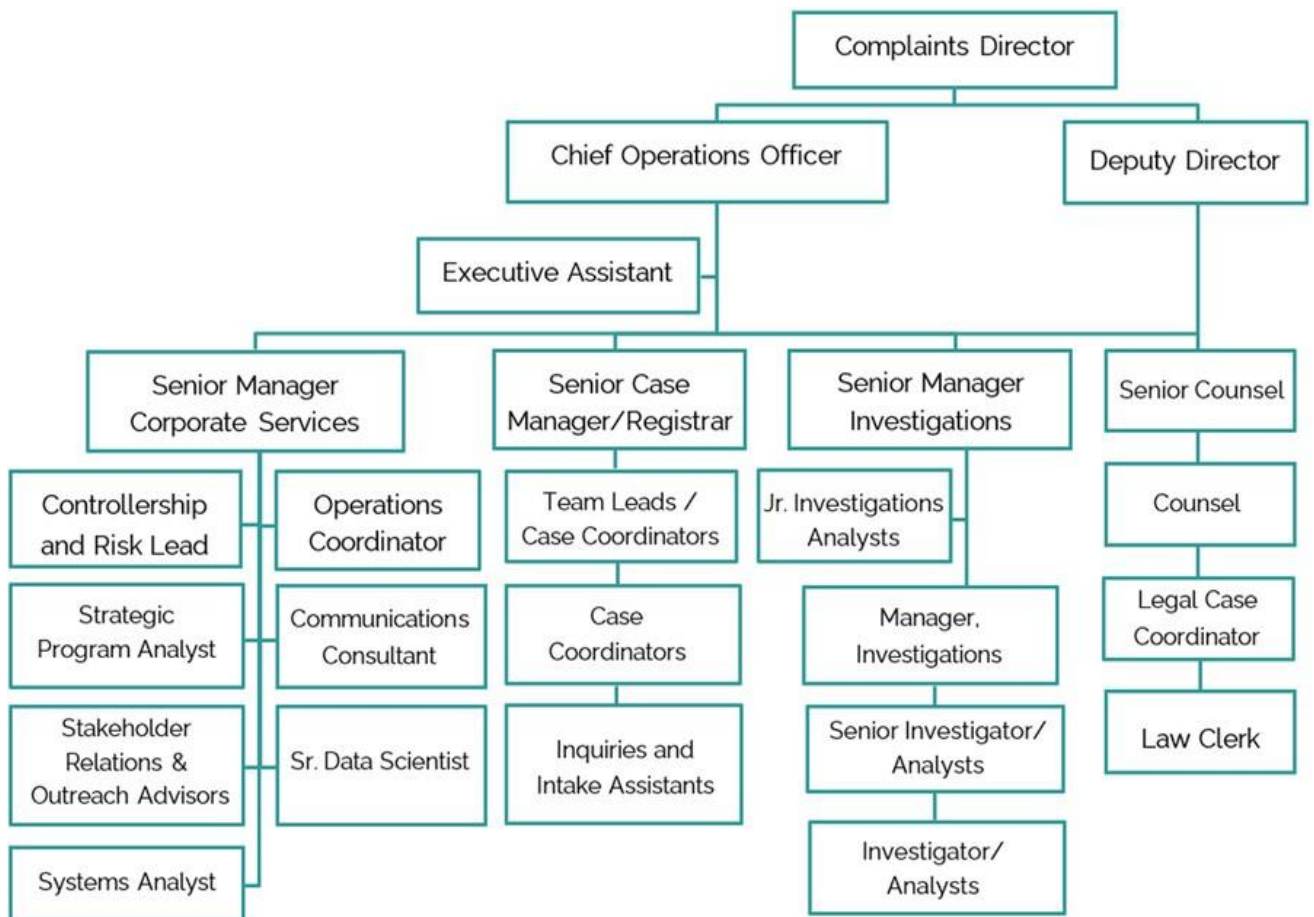
# Organizational Structure

The head of LECA, the Complaints Director, is appointed by the Lieutenant Governor in Council on the Attorney General's recommendation. The CSPA requires that the Complaints Director cannot be a former or current police officer.

In reporting period 2025-26, LECA had an allocation of 52 full-time employees. All LECA employees are civilians and cannot be serving police officers.

LECA is divided into the following operational units:

- Executive Office
- Legal Services
- Case Management
- Corporate Services
- Investigations



## Executive Office

The Executive Office provides overall leadership and direction for the agency and serves as its public face. It is responsible for decision-making in accordance with LECA's mandate, powers, and role in relation to complaints, notifications, investigations, reviews and public hearings.

Key responsibilities include:

- Providing strategic and operational direction to ensure effective delivery of LECA's mandate.
- Making determinations on investigations, public interest matters and hearings.
- Liaising with police services boards, Chiefs of Police, government partners, and oversight agencies.

## Legal Services

The Legal Services Unit provides integrated legal advice and support to the Complaints Director and LECA staff to ensure decisions and operations are consistent with applicable legislation and legal standards.

Key responsibilities include:

- Providing legal support to investigators concerning criminal and administrative law, legal rights, scope of power and statutory interpretation of legislation/regulations.
- Representing LECA in proceedings before the Ontario Police Arbitration and Adjudication Commission (OPAAC), the Superior Court of Justice, Divisional Court, and other tribunals or courts.
- Supporting policy development and liaising with the Ministry of the Attorney General and other ministries.
- Screening notifications and providing recommendations to the Complaints Director regarding the public interest of a complaint and the retention of complaints for investigation.
- Providing legal analysis on complex or high-risk matters.
- Supporting and providing advice throughout independent investigations of retained police conduct complaints.
- Managing, in collaboration with the Investigations Unit, the Request for Review (R4R) process.
- Monitoring substantiated cases through disciplinary processes.

## Case Management

The Case Management Unit is the primary entry point for public complaints and provides accessible, timely and client-centered service to individuals across Ontario.

Key responsibilities include:

- Providing front-line support and assistance to the public in English and French.
- Receiving, screening, and processing complaints submitted in person and electronically.
- Supporting accessibility and accommodation requirements in accordance with the Accessibility for Ontarians with Disabilities Act (AODA) and the Human Rights Code.
- Maintaining complaint records and supporting case management systems and reporting processes.

## Corporate Services

The Corporate Services Unit supports the agency's operations through integrated internal services and strategic functions that enables effective program delivery.

Key responsibilities include:

- Delivering financial, human resources, information technology, communications and outreach, controllership, procurement, risk management, data management, asset management, facilities, training, and administrative services for the agency.
- Leading strategic planning, performance measurement, and policy development.
- Managing records, information and knowledge management frameworks.
- Administering freedom of information requests.
- Leading communications, outreach, and public education initiatives, including media relations and digital content.
- Supporting early resolution processes and liaising with complainants who have accepted the Early Resolution process or agreement to mediation.

## Investigations

The Investigations Unit oversees and conducts investigations into allegations of police misconduct in accordance with the CSPA, ensuring they are fair, thorough and timely.

Key responsibilities include:

- Referring complaints for investigation originating or third-party police services, as appropriate.
- Developing investigative plans, overseeing investigations to completion, and auditing investigative reports for all complaints referred to police services.
- Monitoring referred investigations, status reports, and reviewing withdrawals and informal resolutions.
- Providing recommendations to the Complaints Director regarding the public interest of a complaint and the retention of complaints for investigation.
- Undertaking independent investigations of retained police conduct complaints.
- Managing, in collaboration with the Legal unit, the Request for Review (R4R) process.
- Providing education about the public complaints process to the Ontario Provincial Police (OPP), Police Service Boards, as well as municipal and regional police services across Ontario.



Law Enforcement  
Complaints Agency



Agence des plaintes  
contre les forces de  
l'ordre



# Financial Expenditures

The tables below outline LECA's budget allocation and financial expenditures for the 2025-26 fiscal year.

## Financial Expenditures 2025-26

|                     |             |
|---------------------|-------------|
| Initial Allocation  | \$7,977,800 |
| Adjusted Allocation | \$7,886,100 |
| Expenditures        | \$7,780,893 |

## Year-End Expenditures 2025-26

|                                  |                    |
|----------------------------------|--------------------|
| Salaries and Wages               | \$6,174,426        |
| Benefits                         | \$891,044          |
| Transportation and Communication | \$35,229           |
| Services*                        | \$660,251          |
| Supplies and Equipment           | \$19,943           |
| <b>Total</b>                     | <b>\$7,780,893</b> |

\*Services expenditures include, but are not limited to, information technology, translation, and training costs.

## LECA Complaints Director Renumeration

| Appointee Annual Renumeration 2025-26 |                            |                            |
|---------------------------------------|----------------------------|----------------------------|
| Appointee                             | Total Annual Renumerations | Per Diem Renumeration Rate |
| Stephen Leach,<br>Complaints Director | \$224,349                  | N/A                        |

# Legislation: Community Safety and Policing Act

## Who LECA Accepts Complaints About

Under the CSPA, LECA receives, manages and oversees public complaints about misconduct of members of the following:

- All municipal, regional, and provincial (OPP) police officers.
- Special Constables employed by the Niagara Parks Commission.
- Peace Officers in the Legislative Protective Service;
- Members of the Nishnawbe Aski Police Service.

## Our Legislation and Jurisdiction

This is LECA's second Annual Report since the proclamation of the CSPA, on April 1, 2024, which expanded LECA's mandate to include mandatory notifications of potential misconduct from nine external sources, in addition to complaints from members of the public.

These changes have increased both the volume and complexity of LECA's work. Notifications and Director-initiated investigations must be retained where it is determined to be in the public interest and often involve complex, high-impact considerations. The CSPA also requires investigations to be completed within 120 days of being screened in, reinforcing the importance of timely, consistent and effective processes.

In response, LECA continues to refine its operations, strengthen coordination with policing partners, and enhance its capacity to ensure investigations are conducted in a fair, thorough, and timely manner.

# Yearly Accomplishments

Serving the public: In 2025–26, LECA managed 8,146 complaints and notifications, including 6,891 new matters received during the year. This work included screening, supporting Early Resolution where appropriate, and helping ensure matters were directed to the appropriate next step. These volumes reflect the continued public use of Ontario's police complaints system.

|                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|-----------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>April 2025</b>     | Improved the complaint intake experience by collaborating with the Cabinet Office Behavioral Insights Unit (BIU) to streamline the LECA complaint form, enhancing accessibility and efficiency of the complainant experience for the public.                                                                                                                                                                                                                                                                                                                                               |
| <b>May 2025</b>       | <ul style="list-style-type: none"> <li>Strengthened equitable service delivery by implementing a new Internal French Language Services (FLS) policy and providing staff training, improving the agency's capacity to serve the public in both official languages.</li> </ul> <p>Expanded awareness of LECA's mandate through presentations to the OPP and the Nishnawbe Aski Police Board.</p> <p>Participated in a national conference on policing oversight to strengthen knowledge, gain insights into emerging best practises, and enhance the effectiveness of policing oversight</p> |
| <b>June 2025</b>      | Enhanced engagement and transparency through community outreach at National Indigenous Peoples Day in Thunder Bay and strengthened staff alignment through an agency-wide townhall.                                                                                                                                                                                                                                                                                                                                                                                                        |
| <b>July 2025</b>      | Built internal capacity and improved process efficiency through cross-unit training and staff progression in continuous improvement (Lean) initiatives.                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| <b>August 2025</b>    | Advanced staff development by strengthening internal learning and professional growth opportunities.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| <b>September 2025</b> | Established a foundation for continuous learning through the development of a structured learning and development pilot program.                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <b>October 2025</b>   | The agency has implemented tools to manage rising caseloads and improve timelines, including systems to track files at risk of delay and an automated process to identify duplicate complaints to improve efficiency.                                                                                                                                                                                                                                                                                                                                                                      |
| <b>November 2025</b>  | Enhanced knowledge sharing and engagement through staff-led training sessions, supporting a culture of continuous learning.                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <b>December 2025</b>  | Strengthened internal collaboration and consistency through cross-unit training.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <b>January 2026</b>   | LECA developed a Risk Management Framework to help inform priorities and support effective decision-making while building internal risk management capacity.                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <b>February 2026</b>  | Improved accessibility and quality of service by finalizing a redesigned electronic complaint form in preparation for launch.                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
| <b>March 2026</b>     | Expanded engagement with policing partners and Indigenous communities by participating in provincial and sector events, including the Ontario Association of Chiefs of Police conference and the Nishnawbe Aski Nation Spring Chiefs Assembly.                                                                                                                                                                                                                                                                                                                                             |

# Looking Forward

Looking forward, LECA is focused on the following three key priorities:

## Building Confidence

Increasing public confidence in the complaints system and enhancing trust in policing depends on the transparency, accountability and effective oversight. LECA continues to strengthen confidence by ensuring complaints and notifications are addressed in timely, consistent and fair manner across Ontario.

This work is supported through:

- Delivering timely and effective oversight of investigations from multiple sources
- Maintaining accessible and effective early resolution processes
- Strengthening oversight and review of police investigations to ensure quality and consistency.
- Enhancing service delivery through process improvements and modernization initiatives.
- Engaging with communities and stakeholders through outreach, education and ongoing dialogue.
- Building cultural competency across the agency to better meet the needs of diverse communities.

## Influencing change

In addition to building confidence in the complaints system, LECA plays a key role in influencing improvements in police practices and oversight. By analyzing data and trends from across Ontario, the agency identifies emerging issues and contributes to continuous improvement in policing.

This is achieved through:

- Utilizing the notification system to identify trends and emerging issues.
- Promoting best practices in investigations of police misconduct.
- Strengthening oversight of police investigations to support improved outcomes.
- Initiating notices of inquiry and conducting systemic reviews where appropriate.

## Employee Engagement and Growth

LECA holds the belief that an organization is only as strong as its people. Supporting a professional, skilled and engaged workforce remains a key priority in delivering effective oversight and maintaining public confidence.

This commitment is demonstrated through:

- Promoting continuous learning and skill development through training and capacity-building initiatives.
- Developing employee pathways that support professional growth and engagement.
- Implementing programs that encourage mentorship, knowledge sharing, and on-the- job learning.
- Fostering a diverse, inclusive, and respectful workplace that reflects the communities served.
- Building a flexible and responsive workforce that can adapt to evolving operational demands.

“ My experience at LECA has been incredibly rewarding, largely because of the people and the shared sense of purpose. I've learned a great deal from both colleagues and staff, and I value being part of an environment that encourages reflection, growth, and open dialogue. It's meaningful to contribute to a workplace where people feel supported while doing work that truly matters. –  
*LECA staff member*

”

## Key Priorities and Accomplishments

Over the last year, LECA has continued to advance the implementation of its expanded mandate under the CSPA while responding to increased caseloads and complexity. The introduction of mandatory notifications, alongside sustained growth in public complaints, has placed additional operational demands on the agency.

In response, LECA implemented tools and processes to manage higher case volumes while maintaining timeliness. This includes tracking files at risk of delay and enhancing intake processes. The agency also finalized a redesigned electronic complaint form to enhance complainant's experience, improve accessibility and increase the quality of information received.

To support proactive planning, LECA identified key risks and opportunities to inform priorities and decision-making. These efforts reflect the agency's commitment to delivering fair, timely, and effective oversight.

## Policies, Procedures and Key Transitional Items

LECA has continued to strengthen its policies, procedures, and protocols to support efficient and consistent service delivery under the CSPA.

The agency refined internal processes to improve workflow efficiencies and meet legislated timelines. In collaboration with the Cabinet Office's Lean, Strategy and Innovations division and Behavioral Insights Unit, LECA identified opportunities to streamline operations and improve effectiveness. Implementation of these recommendations is underway, including updates to the complaint form and enhancement of internal processes.

## Process Modernization

The agency has adopted innovative approaches and has redesigned its online experience to better meet the needs of the people of Ontario and the complaints process. The implementation of the combined Lean and BIU recommendations and the changes to the online complaint form, website and corresponding Rules and processes, will result in a public-centric delivery of services to:

**Reduce complexity** – making it easier for members of the public to file complaints with less effort and fewer information requirements

**Improve processes** – reducing screening times and improving timely responsiveness.

**Increase access** – restructured website and online platforms provide faster and easier access to information about LECA's broadened mandate and processes.

## **Learning and Development**

LECA promotes continuous learning and development to support a skilled and engaged workforce. These includes ongoing training, education and the development of cultural competencies to better serve diverse communities. Staff are encouraged to listen, learn and apply their knowledge to enhance outreach efforts and adapt services to meet evolving needs.

### **LECA Townhall**

LECA hosted two townhalls, one in the summer and one in the fall of 2025. These townhalls provided staff with updates on operations, key initiatives and agency priorities. The sessions included training on Lean methodology and an introduction to Artificial Intelligence. Staff also heard from senior leadership, including the Complaints Director, the Chief Operations Officer and a presentation from the Ministry of the Attorney General's Assistant Deputy Attorney General on key ministry priorities.

### **French Language Services Training**

LECA delivered an all-staff training session in collaboration with French Language Services for the Justice Sector. The session focused on French Language Services and active offer, reinforcing principles, guidelines, and procedures to ensure equitable service delivery in both English and French.

### **Cross-Collaboration Training**

LECA continued to promote knowledge sharing across the organization through cross-unit training sessions. These sessions provided staff with opportunities to learn about different roles, ask questions and build broader understanding of agency operations. Cross-training supports professional development and strengthens organizational capacity.

### **LECA Professional Development and Learning**

LECA continues to strengthen its Professional Development and Learning initiatives to support a skilled and engaged workforce. A key focus has been the development of a centralized learning hub to provide staff with consistent access to training resources to support ongoing learning across organization.

The agency has embedded continuous learning into its operations to ensure staff remain up to date with evolving requirements. This includes targeted training and practical tools to support consistent service delivery. LECA has also expanded mentorship, job shadowing, and cross-training opportunities to promote knowledge sharing and professional growth. These initiatives support internal capacity and help ensure the agency continues to deliver timely, fair, and effective oversight to the people of Ontario.

LECA continues to participate in the Mentoring for Career and Inclusion Program, supporting staff in advancing their career development while promoting diversity and inclusion in the workplace.

LECA also fosters a positive and inclusive workplace culture. A staff-led social committee organizes events throughout the year to promote engagement, well-being, and collaboration.

## **Freedom of Information, Record Management and Privacy Matters**

The agency received and processed 39 Freedom of Information requests from members of the public and consulted on 27 requests between April 1, 2025, to March 31, 2026.

## **De-Identified Summaries**

Section 167(2) of the CSPA requires the Complaints Director to publish de-identified summaries of unsubstantiated allegations on the LECA website. The requirement applies to investigations conducted by both the Complaints Director and police services. Between April 1, 2025, to March 31, 2026, LECA published 635 De-identified Summaries on its website.

## **Disciplinary Hearings**

LECA is no longer responsible for posting disciplinary hearing decisions on its website; this responsibility now rests with the Ontario Police Arbitration and Adjudication Commission (OPAAC). Decisions related to incidents that occurred prior to April 1, 2024 will continue to be posted on the LECA website.

# Outreach, Engagement and Education



## Outreach and Engagements

LECA is committed to enhancing public confidence in the complaints system through effective oversight of public complaints and notifications. Guided by principles of transparency and accountability, the agency continues to engage with communities and stakeholders across Ontario to improve its services and practices.

Over the past year, LECA participated in a variety of outreach initiatives, focusing on building relationships, increasing awareness of its mandate, and strengthening trust. The agency remains committed to actively listening, learning, and adapting its approaches to better meet the needs of the public.

As part of this work, LECA continued to engage with Indigenous communities, organizations, and First Nations police services. Through these engagements, the agency sought to better understand how its service delivery can be strengthened.

LECA engaged with the following organizations and participated in key events to listen, learn, and contribute:

- Nishnawbe Aski Nation Spring Chief's Assembly Nishnawbe- Aski Legal Services Corporation
- Nishnawbe Aski Police Service
- National Indigenous Day Event in Thunder Bay

## Education

Over the past year, agency staff presented LECA's role under the CSPA, including its oversight of investigations, to a range of stakeholders, including:

- Ontario Association of Chiefs of Police (Regional meeting)
- Police Association of Ontario
- Canadian Association for Civilian Oversight of Law Enforcement (CACOLE)
- Nishnawbe Aski Police Service Board

## Diversity and Inclusion Initiatives

LECA continues to demonstrate leadership in fostering a diverse and inclusive work environment by promoting equitable practices and actively addressing barriers in recruitment and hiring process. The agency uses diverse hiring panels to support fair and inclusive decision-making.

To broaden outreach, LECA shares job opportunities across Ontario Public Service (OPS) employee networks, including:

- Black OPS Employee Network
- East Asian Network
- Francophone Employee Network
- Organization for Hispanic and Latin American OPS Nation to Nation OPS Employee Network
- OPS Pride
- South Asian Network Disability Advisory Council

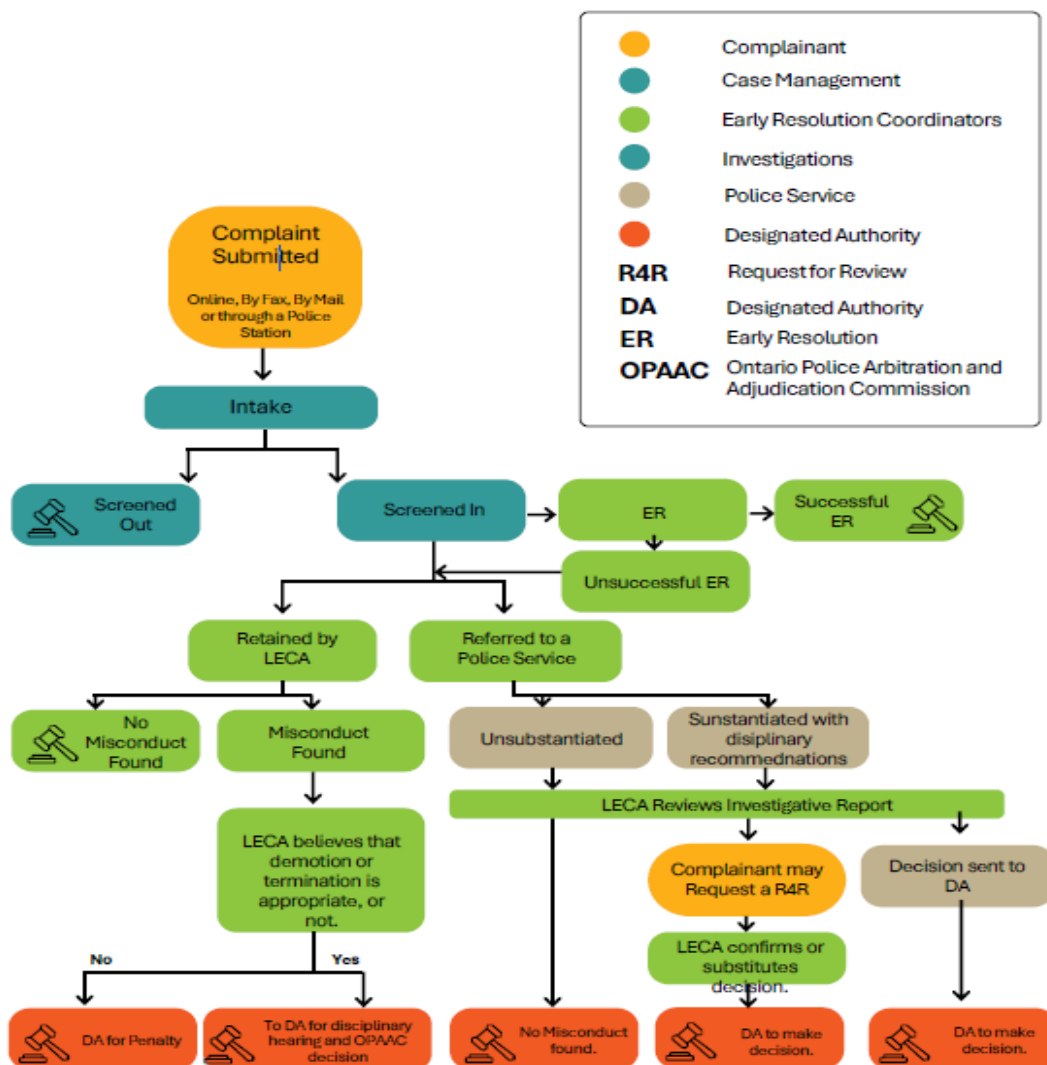
LECA also expands external recruitment efforts by posting job opportunities on platforms that support diverse communities, including:

- Aboriginal Job Board Indigenous Careers
- First Nations Jobs Online
- Métis Nation of Ontario Job Board

Through these efforts, LECA demonstrates leadership in advancing diversity and inclusion and building a workforce that reflects the communities it serves.

# Making a Complaint





## Formal LECA Complaint

LECA's jurisdiction includes municipal and regional police services, the Ontario Provincial Police (OPP), Special Constables of Niagara Parks Commission, Peace Officers of the Legislative Protective Service, and officers of the Nishnawbe Aski Police Service (NAPS) as of December 10, 2024. LECA does not have jurisdiction over First Nations police services that have not opted into the CSPA, the Royal Canadian Mounted Police (RCMP), provincial offences officers, or other special constables, including those with the Toronto Transit Commission (TTC) Special Constables, GO Transit police, court officers, and campus police.

LECA accepts complaints about the conduct of police officers, including how an officer behaves. Complaints may be made by any person, subject to eligibility requirements set out in the CSPA.

Upon receipt of a complaint, LECA reviews the information provided to determine whether it meets the requirements of a formal complaint. A complaint may be screened out if the complainant is not:

- a person at whom the conduct was directed.
- a person who saw or heard the conduct or its effects as a result of being physically present at the time and place that the conduct or its effects occurred.
- a person who:
  - (i) was in a personal relationship with a person described in at the time that the conduct occurred, and
  - (ii) suffered loss, damage, distress, danger or inconvenience as a result of the conduct.

If a member of the public has a conduct complaint about a police officer and does not wish to pursue the formal LECA complaint process, they have two options for resolving the matter:

## **Conversations**

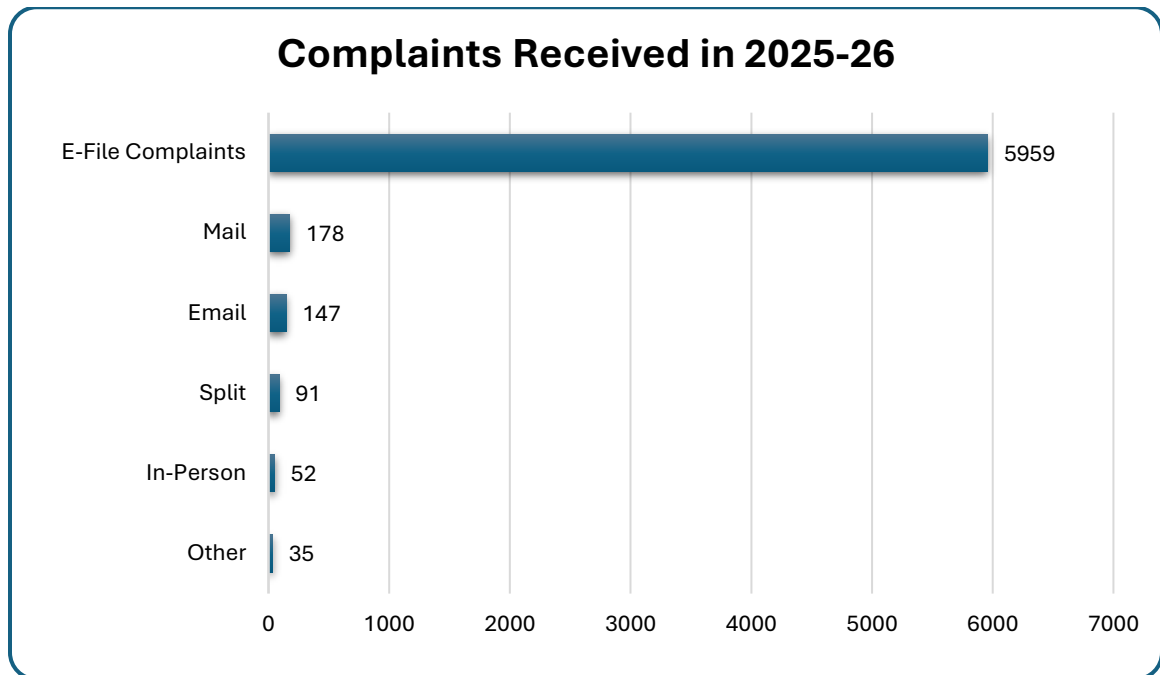
A complainant can go to a police station and have a conversation directly with the officer in charge to clear up a question or issue. These conversations are not tracked by LECA and are outside the public complaints system. If the complainant remains unsatisfied with the results of this conversation, they can file a complaint with LECA about the underlying incident.

## **Local Response**

Local Response is the process for dealing with concerns from members of the public informally. The process is defined under Rule 7 of the LECA Rules of Procedure. A complainant can go to a police station to have a minor issue addressed. A local response will allow the police service to resolve, explain, or settle a matter directly with the complainant.

If a complaint is successfully resolved through local response, the police service must send the completed Local Response form, signed by the complainant and the chief or the chief's designate, to LECA. In 2025-26, there were 90 Local Responses completed by police services in Ontario. Additional information about local response can be found on the LECA website.

In 2025-26, LECA received 6462 public complaints distributed across the following channels:



Notes:

- Split complaints refer to instances where a file must be divided, resulting in the creation of a secondary file associated with the original complaint.
- "Other" includes complaints filed via fax, over-the-counter mail, etc.
- 92% of complaints were filed electronically.

# Complaints Workload



LECA's total complaints and notifications workload for 2025–26 was 8,146, including 6,891 received during the reporting period and 1,255 carried over from the previous year. These include both CSPA and PSA\* statistics.

| Complaints and Notifications Managed in 2025-26 |              |
|-------------------------------------------------|--------------|
| Carried Over from a Prior Fiscal Year           | 1,255        |
| Received During the Fiscal Year                 | 6,891        |
| <b>Total Workload</b>                           | <b>8,146</b> |
| Conduct Complaints                              | 6,247        |
| Notifications Managed                           | 442          |
| Early Resolution (ER)                           | 189          |
| Service Complaints*                             | 267          |
| Policy Complaints*                              | 24           |
| Withdrawn Prior to Screening                    | 98           |
| Not Yet Classified                              | 873          |
| Self Initiated Investigations                   | 6            |

In comparison, LECA managed a total workload of 7,237 complaints and notifications in 2024-25, including 6,216 received during the year and 1,021 carried over from the prior year.

Total complaints and notifications increased by 13% from 2024–25, driven by an 11% rise in public complaints and a 28% increase in notifications. This growth reflects the expanded mandate under the CSPA and has resulted in higher volumes and increased complexity for work, placing additional operational demand on the agency.

\*A more fulsome breakdown of the PSA statistics is supplied in the Appendix.

More detailed complaint statistics are available through LECA's public statistics dashboard at <https://stats.leca.ca/>. The dashboard allows members of the public to view complaint statistics by police service, reporting period, complaint type, screening outcome, investigation outcome, and request-for-review information.

# Alternative Dispute Resolution

LECA offers several ways to resolve complaints throughout the complaints process.

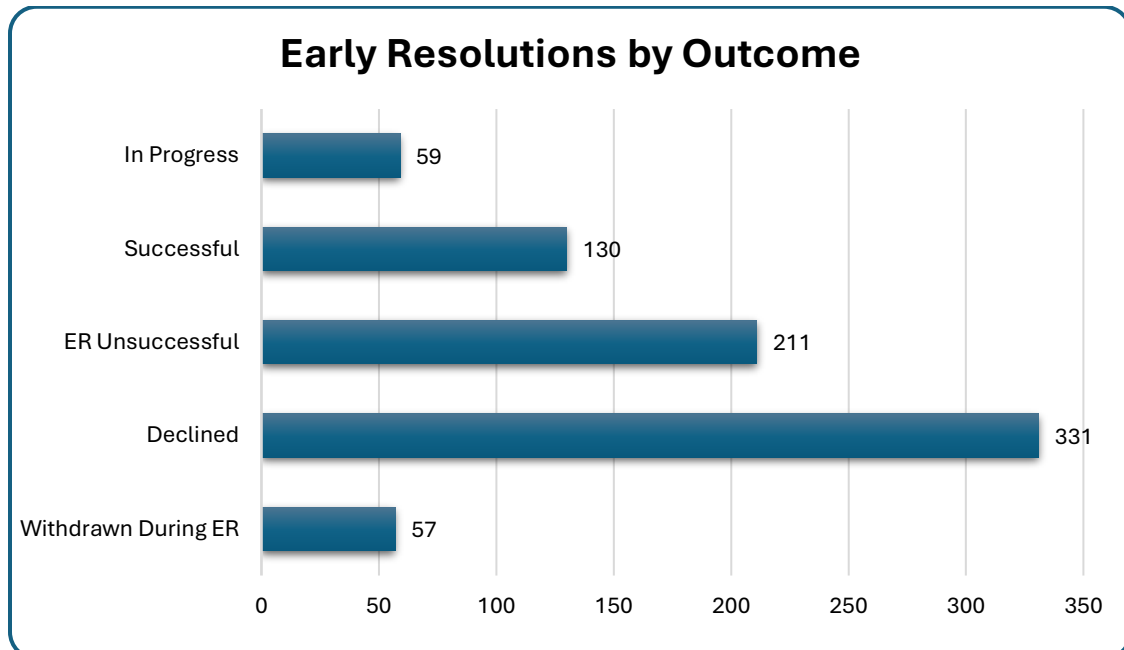
## Early Resolution (ER)

Early Resolution provides an opportunity for complainants and respondent officers to voluntarily resolve complaints before they are sent for investigation. Complainants may indicate their interest in this process by selecting the ER option on the complaint form, allowing the complaint to be assessed for ER eligibility.

In 2025-26, 788 complaints were considered for Early Resolution, compared to 566 in 2024-25, representing a 39% increase. This growth reflects increased use of alternative resolution options to address concerns in a timely and effective manner.

LECA also saw an increase in successful resolutions with 130 complaints successfully resolved through ER in 2025-26, compared to 102 in 2024-25.

These include both CSPA and PSA\* statistics.



## Screening Decisions

LECA screens complaints and notifications to determine whether they meet the requirements for investigation under the CSPA. All complaints are presumed to be screened in, unless there is a reason to screen them out under s. 158 of the CSPA or not initiate an investigation. When a complaint is screened out, the matter is closed, and written reasons are provided to the complainant and the police chief of Commissioner. Notifications are screened to determine if the potential misconduct requires a public interest investigation by LECA or other responses, such as notice of inquiry under Rule 24.1 or a systemic review.

The CSPA creates a framework whereby the Ministry of the Solicitor General, police services boards, SIU, the Inspector General of Policing (IG), Chiefs of Police and the Ontario Provincial Police Commissioner are obligated to notify the Complaints Director of potential misconduct. Similarly, the Complaints Director of LECA is obligated to notify of potential conduct which falls under the mandate of the SIU and/or the IG.

When reviewing a notification received by LECA, the Complaints Director will assess whether the information meets public interest criteria and decide whether to initiate an investigation into the alleged misconduct or take alternative action

In 2025-26, LECA screened a total of 5,967 complaints and 394 notifications, including 5,567 complaints under the CSPA, compared to 5,523 complaints screened in 2024-25. This increase reflects higher complaint volumes and continued growth in workload following the implementation of the CSPA.

Despite increased volumes and complexity, LECA continued to apply a consistent and structured approach to screening. Outcomes reflect a balance between advancing eligible complaints and appropriately addressing matters that do not meet legislative requirements.

The increase in screening activity reflects the expanded mandate under the CSPA and growing demand on intake processes. LECA continues to enhance its tools and processes to support timely, fair, and consistent decision-making.

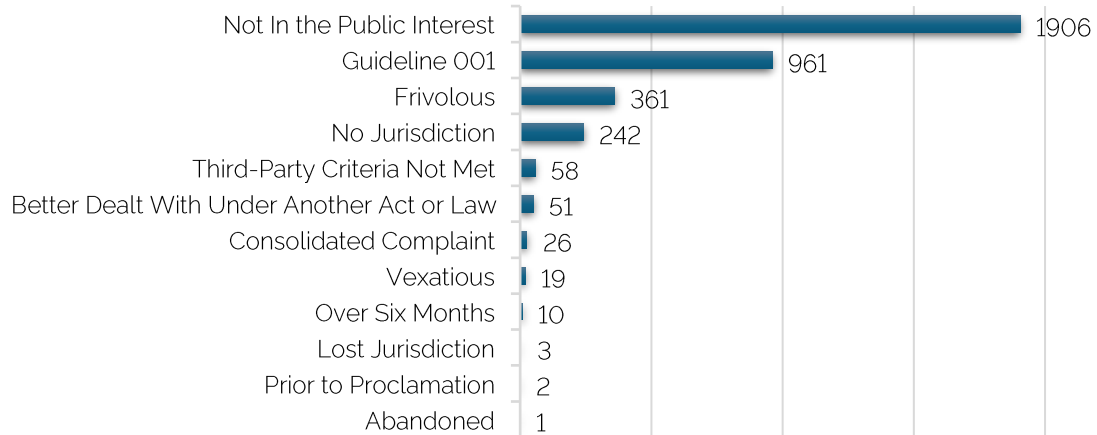
## Complaints and Notifications Screened under CSPA 2025-26

|                            | Screened In  | Screened Out | Total        |
|----------------------------|--------------|--------------|--------------|
| Conduct Complaints         | 1,644        | 3,640        | 5,284        |
| Adequacy and Effectiveness | 0            | 283          | 283          |
| Notifications              | 29           | 365          | 394          |
| <b>Total</b>               | <b>1,673</b> | <b>4,288</b> | <b>5,961</b> |

The following chart illustrates the number of conduct complaints screened out under the CSPA in 2025–26 by category. It highlights the primary reasons complaints were not referred for investigation and provides insight into how legislative screening criteria are applied at intake.

## Conduct Complaints Screened Out under CSPA \*

|              |              |
|--------------|--------------|
| <b>Total</b> | <b>3,640</b> |
|--------------|--------------|



# Notifications and Self-Initiations

## Notifications

Under the CSPA and the Special Investigations Unit (SIU) Act, the following entities are required to notify the Complaints Director of police misconduct:

- the Solicitor General
- police services boards
- the SIU
- the Inspectorate of Policing (IoP)
- Chiefs of Police (Chiefs), and
- the Ontario Provincial Police Commissioner (Commissioner).

In accordance with **Rule 14 of LECA Rules of Procedure**, all notifications of potential misconduct must be provided to the Complaints Director through e-Notification. E-Notifications must outline details of the potential misconduct and sufficient information to assist the Complaints Director in his review.

Once the e-Notification is received, it is triaged and reviewed by LECA staff before a recommendation is made to the Complaints Director. Based on the information provided and having regard to the public interest criteria, the Complaints Director will decide whether to initiate an investigation into the alleged misconduct or take any other action, including, initiating a systemic review, or issuing a Notice of Inquiry and Examination under LECA Rules of Procedure.

## Public Interest Criteria

In accordance with the CSPA and the LECA Rules of Procedure, in determining whether an investigation should be initiated or continued, the following non-exhaustive list of public interest criteria would be considered:

- the nature of the allegations of misconduct
- whether the conduct has been or is currently the subject of an investigation under CSPA or PSA
- whether the conduct could be more appropriately dealt with, in whole or in part, under another Act or law or in another adequate forum

- whether a decision to not conduct or continue an investigation would negatively impact public confidence in policing
- whether an investigation is reasonably practicable, having regard to the information or evidence available
- the capacity of the police service to conduct a full investigation, having regard to the size of the service, resources available, competing demands and anticipated complexity or length of the investigation
- whether the misconduct raises issues of systemic importance or issues that are sensitive in nature or involves vulnerable individuals or communities
- any particular challenges presented by the investigation which may require the exercise of the investigative powers as set out in s. 137 to 140 of the CSPA
- any potential conflict of interest or risk of perception of conflict of interest if the complaint is investigated by a police service
- whether the matter involves more than one police service or cross-border issues
- whether the matter is the subject of an SIU investigation or related criminal proceeding.
- the geographic location where the complaint arose, having regard to the availability of investigators and accessibility of witnesses
- whether the respondent officer is one to whom the Interprovincial Policing Act, 2009 applies
- whether a decision to not retain an investigation would negatively impact public confidence in policing; and
- the public interest in ensuring that investigations of public complaints are thorough, independent and accountable.

## Self Initiation

Under the CSPA, in the following circumstances, in the absence of a complaint, the Complaints Director may cause an investigation to be conducted if, he believes, it is in the public interest to do so:

- potential misconduct comes to the attention of the Director as a result of a public complaint but is not the subject of the complaint.
- potential misconduct that comes to the attention of the Director through a notification by (A) the SIU Director, (B) Inspector General, (C) a Chief of Police, (D) a police service board or (E) the Minister.

- Or potential misconduct of anyone who falls within our mandate that otherwise comes to the attention of the Complaints Director.

If the Complaints Director decides to initiate an investigation, he must provide notice of the decision, along with reasons, to the subject of the investigation, and the chief of police. If the Complaints Director decides not to initiate an investigation, he must provide notice of his decision to the notifying entity, if any.

Anonymous complaints that are submitted to LECA will not be considered a public complaint under the CSPA, but they may be reviewed and considered by LECA for the purposes of self-initiated investigation under section 161(1) of the Act.

In 2025-26, LECA received a total of 425 notifications, compared to 329 in 2024-25, representing a 29% increase as the mandatory notifications framework under the CSPA continues to mature and be adopted across policing partners.

Notifications "received" refers only to notifications submitted to LECA during the current fiscal year. Notifications "managed" includes notifications received during the current fiscal year as well as notifications carried over from previous years. As a result, the number of notifications managed may be higher than the number received in-year.

| Notifications Received 2025-26 |              |             |              |            |
|--------------------------------|--------------|-------------|--------------|------------|
| Source                         | In Screening | Screened In | Screened Out | Total      |
| Chiefs of Police               | 15           | 27          | 231          | 273        |
| OPP Commissioner               | 7            | 0           | 113          | 120        |
| Inspector General              | 0            | 0           | 1            | 1          |
| PSB                            | 1            | 1           | 3            | 5          |
| SIU                            | 8            | 1           | 17           | 26         |
| <b>Total</b>                   |              |             |              | <b>425</b> |

\*The Notifications Received table includes all notifications that various entities notified LECA.

- Notifications include the number of notifications which were processed by LECA.
- Managed include notifications received in the current year as well as carried over from previous year.
- Received include notifications received within the current year.

LECA retained 4 public complaint investigations and screened in 31 notifications for investigation, resulting in a total of 35 public interest investigations conducted or in progress during the year.

## Redirection of Adequacy and Effectiveness Complaints to the Inspectorate of Policing

LECA is no longer responsible for complaints about policy and service, which are defined under the CSPA as a police service or police service board is not providing adequate and effective policing. However, LECA continues to receive and screen complaints about the services and policies of a police organization with incident dates that predate April 1, 2024, under the PSA.

All service and policy complaints that are sent to LECA are redirected to the Inspectorate of Policing to review matters involving the adequacy and effectiveness of police services.

| Service Complaint Outcomes 2025-26<br>Incident date(s) after April 1, 2024 |           |
|----------------------------------------------------------------------------|-----------|
| Redirected to Inspectorate of Policing                                     | 21        |
| <b>Total</b>                                                               | <b>21</b> |

| Policy Complaints Screened Out Reasons<br>Incident date(s) after April 1, 2024 |            |
|--------------------------------------------------------------------------------|------------|
| Redirected to Inspectorate of Policing                                         | 262        |
| <b>Total</b>                                                                   | <b>262</b> |

## Conduct Complaint Investigations

Under the CSPA, conduct complaints against police officers must be referred to either the originating police service or to another police service for investigation, unless it is in the public interest for LECA to retain the matter. When the complaint is referred to a police service for investigation, LECA maintains oversight throughout the process and at the conclusion of the investigation, if the Chief determines that no misconduct occurred, the complainant may request a review by the Complaints Director. Complaints involving Chiefs or Deputy Chiefs, the Commissioner or Deputy commissioners of the Ontario Provincial Police (OPP), and Peace Officers of the Legislative Protective Service must be retained by LECA for investigation. Investigations initiated in the public interest, including those initiated without a public complaint must also be retained.

### Clarifying the 120-day investigation timeline

Under the CSPA, the 120-day requirement applies to the investigation phase of a conduct complaint after the complaint has been screened in. The 120-day requirement does not include the time required to receive, review, classify, or screen a complaint before an investigation begins. Screening is a separate stage of the complaint process, during which LECA determines whether the complaint meets legislative requirements and whether it should proceed to investigation. This requirement applies to both investigations conducted by police services and those conducted by LECA. LECA monitors timelines for referred investigations and works to complete retained investigations within legislated timeframes.

### Referred Investigations

With a few exceptions, the Complaints Director must refer a complaint to either the originating police service or to another police service for investigation. When referred, investigations are conducted by an officer of the service's professional standards unit or by an officer designated by the police chief. LECA oversees investigations conducted by police services. Following an investigation, the investigative report, along with the chief's decision, is sent to the complainant, the respondent officer, and LECA. LECA reviews the investigative report, and if concerns are identified, the Complaints Director will advise the police service, if appropriate. The complainant can also request that LECA review the Chief of Police's decision and report. Upon review the Complaints Director can confirm, send back, take over or vary the decision.

In 2025–26, 1,733 complaints were referred to police services, including 1,683 referrals

to the originating police service and 50 referrals to a different police service. This compares to 1,763 complaints referred in 2024–25, including 1,725 to the same police service and 38 to a different police service. This reflects the statutory framework under the CSPA which relies on police services to investigate the majority of the public complaints with LECA's oversight, while allowing LECA to focus on public interest investigations which may be more complex in nature and have broader implications for the public and the policing in general.

### Retained Investigations

Retained investigations are public interest investigations and are conducted by LECA investigators at the direction of the Complaints Director, in consultation with the Senior Manager of Investigations and Legal Counsel. Ultimately, the Complaints Director determines whether evidence discloses reasonable grounds to believe misconduct occurred or not. Investigators endeavor to ensure that conduct complaint investigations are concluded within 120 calendar days from the complaint being screened in. Complaints retained by the agency are often more complex.

In 2025–26, LECA retained 4 public complaint investigations and screened in 31 notifications for investigation resulting in a total of 35 public interest investigations, reflecting an increased focus on complex and high impact matters under the CSPA.

| Total Conduct Complaints and Notifications Investigated in 2025-26 |              |
|--------------------------------------------------------------------|--------------|
| Referred to the Same Police Service                                | 1,683        |
| Referred to a Different Police Service                             | 50           |
| Retained by LECA for Investigation                                 | 35           |
| <b>Total</b>                                                       | <b>1,768</b> |

## Decisions Issued

The Code of Conduct for police officers, contained in Ontario Regulation 407/23, identifies 5 classes of misconduct that may result in investigation and possible discipline:

- Compliance with laws
- Human rights and the Charter interactions with the public integrity performance of duties
- Interactions with the public
- Integrity
- Performance of duties

The conduct of Special Constables employed by the Niagara Parks Commission is governed by the Code of Conduct for special constables under Ontario Regulation 410/23.

## Substantiated and Unsubstantiated Findings

At the conclusion of an investigation, allegations are determined to be either substantiated or unsubstantiated. A finding is substantiated where there are reasonable grounds to believe that misconduct occurred, in accordance with the CSPA.

Where a complaint is substantiated, disciplinary measures may be imposed on the officer, or the matter may proceed to a hearing as set out in sections 200 and 202 of the CSPA. Where a complaint is unsubstantiated, and no reasonable grounds exist to establish a breach of the Code of Conduct, the complaint is closed, subject to a request for a review of the chief's or Commissioner's decision.

There were 1,422 conduct complaints decision issued in 2025-26, including 762 unsubstantiated and 660 substantiated findings. In comparison, 759 decisions were issued in 2024-25, including 694 unsubstantiated findings and 65 substantiated findings. The 87% increase in decisions issued in 2025-26 reflects both higher investigation volumes and the continued implementation of the CSPA framework.

The increase in substantiated findings also reflects a broader range of complex and public interest investigations undertaken by the agency, requiring detailed assessment and oversight. Data includes both CSPA and PSA investigations.

| Conduct Complaints Decisions Issued | 2025-26       |
|-------------------------------------|---------------|
| Unsubstantiated                     | 762           |
| Substantiated                       | 660           |
| <b>Total</b>                        | <b>1, 422</b> |

In 2025–26, 845 conduct complaints sent for investigation were closed for reasons other than a final finding, including 397 resolved informally, 318 withdrawn, and 130 discontinued under section 164 of the CSPA.

In comparison, 842 complaints were closed for other reasons in 2024–25, including 378 resolved informally, 358 withdrawn, and 106 discontinued. While the overall volume remained relatively stable, there was an increase in informal resolutions and discontinued matters, alongside a decrease in withdrawals.

These outcomes reflect the continued use of alternative resolution approaches and procedural mechanisms to address complaints efficiently and appropriately.

| Conduct Complaints Sent for Investigation - Closed for Other Reasons | 2025-26    |
|----------------------------------------------------------------------|------------|
| Informally Resolved                                                  | 397        |
| Withdrawn                                                            | 318        |
| Discontinued (s. 164)                                                | 130        |
| <b>Total</b>                                                         | <b>845</b> |

## Request for Review

If a conduct complaint was referred to a police service for investigation and the Chief or Commissioner determines that no misconduct occurred, the complainant may submit a [request for review](#) to LECA within 30 days of receiving the decision.

Upon receiving a request for review, LECA obtains submissions from both the complainant and the Police Service and reviews the investigative file to assess the quality, thoroughness, and conclusions of the investigations.

Upon completion of the review, the Complaints Director may confirm the decision of the Chief or Commissioner, or overturn or vary the misconduct decision. Where concerns are identified with the investigation process, the Complaints Director may direct the police service to conduct further investigation, assign the matter to another police service, or assume responsibility for investigation.

| <b>Requests for Review (R4R)</b>                                    |  | <b>2025-26</b> |
|---------------------------------------------------------------------|--|----------------|
| <b>Requests for Review Received</b>                                 |  |                |
| Received during a prior fiscal year                                 |  | 53             |
| Received during 2025-26                                             |  | 188            |
| <b>Total R4R's Managed During 2025-26</b>                           |  | <b>241</b>     |
| <b>Request for Review Decisions</b>                                 |  |                |
| Assigned Second Investigation to Same Police Service                |  | 9              |
| Chief's Decision Confirmed                                          |  | 175            |
| LECA Takes Over Investigations                                      |  | 1              |
| Panel Varied Decision                                               |  | 3              |
| <b>Total Decisions</b>                                              |  | <b>188</b>     |
| <b>Total Request for Reviews Open and Carried Over Into 2026-27</b> |  | <b>53</b>      |

# Performance Measures



LECA monitors a range of performance measures (PMs) for both police services and the agency to assess timeliness and effectiveness across the complaints process. These measures provide insight into areas where targets are being met and where improvement is needed, and support accountability and continuous improvement.

### Police Service Performance Measures

Police services are responsible for meeting established timelines for activities such as Local Response reporting, Early Resolution, policy and service complaint reporting, and conduct investigations.

In 2025–26, police services met most performance targets, consistent with 2024–25 results, with strong performance in structured and process-driven activities such as seven-day local response and 45-day early resolution. However, performance challenges persisted in more complex areas, particularly in completing conduct investigations within the 120-day timeframe.

| Police Services Performance Measures                 |        |                     |                     |
|------------------------------------------------------|--------|---------------------|---------------------|
| Performance Measure                                  | Target | 2024-25<br>Achieved | 2025-26<br>Achieved |
| Seven-day local response                             | 75%    | 86%                 | 84%                 |
| 45-day early resolution                              | 80%    | 97%                 | 96%                 |
| 120-day conduct complaints investigations - referred | 65%    | 65%                 | 60%                 |

### Seven-day Local Response

Police services have seven days after the completion of a Local Response to send the completed "Local Response Summary Form" to the agency. The form must be signed, dated, and include a description of the response. The agency's case management system tracks this process electronically.

### 45-day Early Resolution

The early resolution process is intended to provide a timely resolution to complainants and should be completed in 45-business days. This PM is measured from the date the

complaint enters to early resolution process to the date that the early resolution process is completed. Only complaints where all parties agree to proceed to early resolution are included in this PM. This PM captures early resolution files whose 45-business day deadline falls within the fiscal year.

## **120-day Conduct Complaint Investigation - Referred**

Investigators endeavour to ensure that conduct complaint investigations are concluded within 120- days of commencement. To ensure compliance with the 120-day investigation report completion, the agency's case management system tracks investigation report due dates.

This PM is measured from the date a complaint file was referred to the police service until the date the chief makes their decision. The PM includes complaints where the deadline date falls within the fiscal year.

Compared to 2024–25, where similar trends were observed, delays in investigation timelines continue to reflect rising complaint volumes and increasing case complexity under the CSPA. These pressures highlight the need for ongoing improvements in coordination, capacity, and process efficiency.

## **LECA Performance Measures**

LECA tracks its own performance across intake, screening, audit, investigation, and review processes to ensure timely and effective service delivery.

LECA maintained strong performance across most agency-controlled measures in 2025–26, with notable improvements in key areas compared to the previous year. Intake performance improved to 96% (94% in 2024–25), exceeding the 85% target. Significant gains were also achieved in case management analysis, with performance increasing from 52% in 2024–25 to 91% in 2025–26, surpassing the 80% target. The agency achieved its target for completing retained investigations within 120 days, improving substantially from 17% in 2024–25 to 50% in 2025–26. End-to-end complaint processing remained above target at 95%, though slightly lower than the 98% achieved in the previous year, while request for review timelines improved modestly to 77%, exceeding the 60% target.

One measure - the 15-day audit of referred investigations - was at 89%, compared to 92% in 2024–25 and just under the 90% target.

## End-to-end complaint resolution timelines

LECA recognizes that, from the public's perspective, the overall time to resolve a complaint includes more than the investigation stage. The complaint lifecycle may include intake, screening, early resolution, investigation, audit, request for review, and closure activities. While the legislated 120-day requirement applies only to investigations after a complaint has been screened in, LECA also tracks a broader 12-month end-to-end complaint processing measure from the date a complaint is received to the date the file is fully closed.

| Complaint Timeline Measure               | What is Measured         | Starting Point                                       | End Point                                                                 |
|------------------------------------------|--------------------------|------------------------------------------------------|---------------------------------------------------------------------------|
| 120-day investigation timeline           | Investigation phase only | Date complaint is screened in / investigation begins | Date investigation decision is issued or investigation stage is completed |
| End-to-end complaint processing timeline | Full complaint lifecycle | Date complaint is received by LECA                   | Date complaint file is fully closed                                       |

### LECA Performance Measures

| Performance Measure                                | Target | 2024-25 Achieved | 2025-26 Achieved |
|----------------------------------------------------|--------|------------------|------------------|
| Two-day intake                                     | 85%    | 94%              | 96%              |
| 15-day audit                                       | 90%    | 92%              | 89%              |
| 30-day case management analysis                    | 80%    | 52%              | 91%              |
| 60-day request for review                          | 60%    | 74%              | 77%              |
| 120-day conduct complaint investigation - retained | 50%    | 17%              | 50%              |
| 12-month end-to-end complaint processing           | 90%    | 98%              | 95%              |

## **Two-day Intake**

LECA endeavours to complete the intake process for new complaints within two (2) business days. This is measured from the time that an official complaint form is received to the date the intake process is completed.

## **15-day Audit**

Upon the completion of a referred investigation, police services send a copy of the investigation report to the agency for review. LECA investigators endeavour to complete an audit of these reports within 15 business days of receipt of the report. This PM includes all complaints where the 15-day deadline date falls within the fiscal year.

## **30-day Case Management Analysis**

Once a complaint is received by the agency, the case coordinators endeavour to complete a full review of the complaint within 30 business days. If a complaint is missing information which requires staff to contact the complainant, the period the agency is waiting for this information is excluded from the 30-day screening period. This PM includes complaints where the 30-day screening deadline falls within the fiscal year.

## **60-day Request for Review**

Complainants have a right to request a review of Chief of Police decisions related to conduct complaints investigated by police services. When the agency receives a Request for Review, the agency contacts the relevant police service for disclosure related to the file. The agency endeavors to complete the review within 60 calendar days of receiving the disclosure. This PM includes files where the 60-day deadline date falls within the fiscal year. Under the CSPA, section 167 (4), the review timeline changed from 30 to 60 days.

## **120-day Conduct Complaint Investigation – Retained**

Investigators endeavour to ensure that conduct complaint investigations are concluded within 120 calendar days from being screened in. To ensure compliance with the 120-day investigation report, the case management system tracks investigation report due dates. Occurrences of non-compliance are escalated to the Complaints Director.

Complaints retained by the agency are often more complex. As a result, investigations take longer to complete because investigators must receive disclosure from the police service.

This PM is measured from the date a complaint was screened in and retained by the agency until the date the Complaints Director issues a decision. The PM includes complaints whose 120-day deadline date falls within the fiscal year.

## **12-month Complaint Processing**

The agency endeavours to fully process all complaints within 12 months of the date they are received. This includes all processes that a complaint may enter during its lifecycle (Screening, Investigation, Request for Review, Early Resolution, etc.). This is measured from the date the complaint is received to the date the file is fully closed. This measure includes any complaint where the 12-month deadline falls within the fiscal year.

## **Overall Performance**

Overall, performance in 2025–26 showed improvement compared to 2024–25, with a greater number of targets met and significant gains in key operational areas such as intake, analysis, and retained investigations. At the same time, performance challenges remain in meeting timelines for more complex and resource-intensive processes, particularly referred investigations managed by police services.

These results reflect the continued impact of increased workload and complexity following the implementation of the CSPA. LECA remains focused on strengthening performance through ongoing process improvements, enhanced coordination with police services, and the use of modern tools and practices to support timely, fair, and effective oversight.

# Appendix

## Police Service Act Screening Decisions

The statistics shown in the appendix are of complaints screened under the Police Service Act (PSA).

### Complaints Screened 2025-26

|                    | Screened In | Screened Out | Total      |
|--------------------|-------------|--------------|------------|
| Conduct Complaints | 92          | 305          | 397        |
| Service Complaints | 3           | 0            | 3          |
| Policy Complaints  | 0           | 0            | 0          |
| <b>Total</b>       | <b>95</b>   | <b>305</b>   | <b>400</b> |

## Early Resolution (ER)

In 2025-26, 64 complaints were considered for ER under the PSA.

### Early Resolutions by Outcome 2025-26

|                                            |           |
|--------------------------------------------|-----------|
| Withdrawn During ER                        | 1         |
| ER Unsuccessful                            | 26        |
| Declined                                   | 34        |
| Successful                                 | 3         |
| In Progress, Carried into Next Fiscal Year | 0         |
| <b>Total</b>                               | <b>64</b> |

## Conduct Complaints Screened Out

| Conduct Complaints Screened Out                |            |
|------------------------------------------------|------------|
| Better Dealt with Under Another Act or Law     | 3          |
| Consolidated Complaint                         | 6          |
| Frivolous                                      | 39         |
| Not in the Public Interest                     | 131        |
| Guideline 001                                  | 24         |
| Lost Jurisdiction                              | 1          |
| No Jurisdiction Under Section 58               | 7          |
| No Jurisdiction Under Section 90               | 2          |
| Over Six Months                                | 63         |
| Third-Party Criteria Not Met                   | 3          |
| Prior to Proclamation (2009 LECA Proclamation) | 23         |
| Vexatious                                      | 1          |
| Duplicate Complaint                            | 2          |
| <b>Total</b>                                   | <b>305</b> |

## Service Complaints

| Service Complaint Outcomes 2025-26 (PSA)   |          |
|--------------------------------------------|----------|
| Action Taken                               | 2        |
| Open and Carried into the Next Fiscal Year | 3        |
| <b>Total</b>                               | <b>5</b> |

## Policy Complaints

| Policy Complaint Outcomes 2025-26 (PSA)    |          |
|--------------------------------------------|----------|
| No Action Taken                            | 1        |
| Informally Resolved                        | 1        |
| Open and Carried into the Next Fiscal Year | 1        |
| <b>Total</b>                               | <b>3</b> |

## Decisions Issued

The Code of Conduct for police officers, contained in Ontario Regulation 268/10, identifies ten classes of misconduct for investigation and possible discipline:

- discreditable conduct
- insubordination
- neglect of duty
- deceit
- breach of confidence
- corrupt practice
- unlawful or unnecessary exercise of authority
- damage to clothing or equipment
- consumption of drugs or alcohol in a manner prejudicial to duty
- conspiring, abetting, or being an accessory to misconduct

### Total Conduct Complaints Sent for Investigation in 2025-26

|                                        |           |
|----------------------------------------|-----------|
| Referred to the Same Police Service    | 81        |
| Referred to a Different Police Service | 10        |
| Retained by LECA for Investigation     | 1         |
| <b>Total</b>                           | <b>92</b> |

## Substantiated and Unsubstantiated

At the end of an investigation, the allegations in a complaint are determined to be substantiated or unsubstantiated. The PSA states that in order to substantiate, there must be reasonable grounds to believe that misconduct occurred. If the complaint is substantiated, it will be classified as serious or less serious. Section 85 of the PSA includes prescribed outcomes for discipline of violations of the Code of Conduct.

If the complaint was investigated by a police service and it is unsubstantiated because

there are no reasonable grounds to conclude a violation of the police Code of Conduct occurred, the complaint is closed, subject to a request for a review of the chief's or Commissioner's decision. If LECA investigates the complaint, the only means to review the decision is by a judicial review.

#### Conduct Complaints Decisions Issued, by Main Finding 2025-26

|                            |            |
|----------------------------|------------|
| Unsubstantiated            | 109        |
| Substantiated Less Serious | 7          |
| Substantiated Serious      | 0          |
| <b>Total</b>               | <b>116</b> |

#### Conduct Complaints Sent for Investigation - Closed for Other Reasons

|                      |           |
|----------------------|-----------|
| Informally Resolved  | 17        |
| Withdrawn            | 10        |
| Discontinued (s. 72) | 23        |
| <b>Total</b>         | <b>50</b> |

### Requests for Review

If a conduct complaint was referred to a police service for investigation and the chief or Commissioner has either found no misconduct or less serious misconduct, the complainant has 30 days to submit a request for review to LECA. Once the request for review is received, submissions are sought from both the complainant and the Police Service, and the investigative file is reviewed and evaluated.

Upon completion of the review, the Complaints Director may confirm the chief's decision, or overturn or vary the misconduct decision and direct that a disciplinary hearing be held if the misconduct is deemed serious. If deficiencies are found in the way the investigation was conducted, the Complaints Director may send the matter back to the police service with directions to the chief for further investigation, or LECA can take over the investigation or send it to another police service for investigation. The Complaints Director's decisions are final, subject to an application for judicial review in the Ontario Superior Court.

| <b>Requests for Review (R4R), PSA</b>                               |  | <b>2025-26</b> |
|---------------------------------------------------------------------|--|----------------|
| <b>Requests for Review Received</b>                                 |  |                |
| Received during a prior fiscal year                                 |  | 31             |
| Received during 2025-26                                             |  | 42             |
| <b>Total R4R's Managed During 2025-26</b>                           |  | <b>73</b>      |
| <b>Request for Review Decisions</b>                                 |  |                |
| Assigned Second Investigation to Same Police Service                |  | 6              |
| Chief's Decision Confirmed                                          |  | 53             |
| LECA Takes Over Investigations                                      |  | 1              |
| Panel Varied Decision                                               |  | 1              |
| <b>Total Decisions</b>                                              |  | <b>61</b>      |
| <b>Outcomes</b>                                                     |  |                |
| Unsubstantiated                                                     |  | 50             |
| Substantiated Less Serious                                          |  | 3              |
| In Reinvestigation                                                  |  | 8              |
| <b>Total Outcomes</b>                                               |  | <b>61</b>      |
| <b>Total Request for Reviews Open and Carried Over Into 2026-27</b> |  | <b>12</b>      |

## Explanatory Notes

LECA has the legislative discretion to screen out complaints for the reasons outlined under the PSA and the CSPA.

*\*included under both for both CSPA and PSA*

### **\*Better Dealt with Under Another Act or Law**

Complaints that should clearly be dealt with by another legal authority (e.g., a complaint about the validity of a traffic ticket for speeding).

### **\*Consolidated Complaint**

The Complaints Director may consolidate two or more complaints, if in his or her opinion, it is appropriate to do so. Administrative consolidation that concerns the same incident as another complaint filed by the same individual against the same service. One complaint would remain as the primary complaint, and the other complaints would be closed and consolidated with the primary complaint and added as additional information.

Where multiple complainants file a complaint about the same incident which raise similar issues, the Complaints Director may combine the complaints and cause one investigation or response to be conducted. Unlike an administrative consolidation, this type of consolidation will not result in complaints being closed.

### **\*Duplicate Complaint**

Where a complainant intentionally or unintentionally files a duplicate complaint for the exact same allegations covering the exact same period of time.

### **\*Frivolous**

A complaint that does not reveal any allegation of misconduct or breach of the Code of Conduct, is trivial, or lacks substance or an objective air of reality.

### **\*Informally Resolved**

Informal Resolution is a way to informally resolve complaints and can be attempted at any time during the LECA complaint process. The complainant, the respondent officer and the police chief or OPP Commissioner must all agree.

### **\*Lost Jurisdiction**

Jurisdiction is lost when it is determined that the subject of the complaint or investigation is retired or no longer a sworn member of a municipal police service, NAPS, or the OPP. Similarly, jurisdiction would be lost if it is determined that special constables employed by the Niagara Parks Commission, and peace officers in the Legislative Protective Service, subject of a complaint, have been retired or no longer a member of these institutions.

### **No Jurisdiction Under Section 58(1) (PSA)**

The complaint is not about a policy, service, or the conduct of a police officer. The person whose conduct is complained of does not fall under the jurisdiction of LECA, or the complainant is not someone who is permitted to make a complaint. This section applies to complaints wherein the officer whose conduct is complaint of, resigns.

### **No Jurisdiction Under Section 152 (CSPA)**

The person whose conduct is complained of does not fall under the jurisdiction of LECA. In other words, the complaint is not about the conduct of police officers who are sworn members of police services in Ontario, First Nations police services who have opted into the CSPA NAPS or the OPP, a special constable employed by the Niagara Parks Commission, and a peace officer in the Legislative Protective Service.

### **No Jurisdiction Under Section 154(2) (CSPA)**

The complainant is not someone who is permitted to make a complaint.

### **\*Not in the Public Interest**

As outlined in the LECA Rules of Procedure, a broad range of factors are considered when determining whether it would be in the public interest to proceed with an investigation.

Under sections 153 and 158 of the CSPA, the Complaints Director may decide not to investigate a complaint if it is not in the public interest to do so, after considering all relevant circumstances. This includes balancing a range of factors to determine whether an investigation would be in the public interest to do so.

In accordance with Rules 10.9 and 10.10 of LECA Rules of Procedures, the Complaints Director must also consider the public interest when deciding whether a complaint should be screened in for investigation. In addition, it is not in the public interest to screen in a complaint that does not, on its face, disclose a breach of the Act or the Code

of Conduct.

### **\*Not in the Public Interest / Guideline 001**

A procedure set out by LECA which provides guidance related to complaints where there are outstanding or ongoing criminal charges, SIU investigations, or other court matters. Under this guideline, complaints may be screened out until the other proceedings are complete. The Guideline allows complainants to resubmit the complaint after proceedings conclude. The Guideline is available on LECA's [website](#).

### **\*Over Six Months and Other Criteria**

The Complaints Director may decide not to deal with a complaint if it is made more than six months after the occurrence of the underlying incident cited in the complaint or when the incident was discovered by the complainant. In determining whether to deal with a complaint older than six months, the Complaints Director must consider:

- whether the complainant is a minor or is under a disability within the meaning of the Accessibility for Ontarians with Disabilities Act, 2005.
- whether the complainant is or was subject to criminal proceedings in respect of the events underlying the complaint; and
- whether, having regard to all the circumstances, it is in the public interest for the complaint to be dealt with.

### **\*Prior to Proclamation**

LECA can only deal with complaints about incidents that happened on or after October 19, 2009.

### **\*Third-Party Criteria Not Met**

The complainant is too remote from the incident. A complainant must fit into one of the categories outlined under section 60(6) of the PSA and section 158(3) of the CSPA.

### **\*Vexatious**

A vexatious complaint may be one that has no merit and was made out of anger or the desire to merely seek retribution. These complaints may lack a reasonable purpose or be made with the intention to harass or annoy. Vexatious complaints may be repetitive (filing the same complaint numerous times after a previous complaint was addressed or filing repeated complaints about the same person).

## **Withdrawn Complaints**

If a complaint is withdrawn before the conclusion of any investigation into it, the Complaints Director shall cease to deal with the complaint, including causing any investigation into the complaint to be discontinued. The Complaints Director may, however, continue to deal with a complaint or continue its investigation despite its withdrawal if, in his or her opinion, it is in the public interest to do so. If a complainant wants to withdraw their complaint after a hearing has begun, they must receive consent from the Complaints Director and the police chief or Commissioner; otherwise, the hearing will continue.

# Civilian Police Oversight in Ontario

There are three agencies that oversee different areas relating to police services



## Law Enforcement Complaints Agency (LECA)

LECA is responsible for receiving, managing and overseeing public complaints about misconduct of police officers in Ontario.

<https://leca.ca/>



## Special Investigations Unit (SIU)

The SIU conducts investigations of incidents involving the police that have resulted in death, serious injury, or allegations of sexual assault. The SIU is a civilian law enforcement agency independent of the police.

<https://www.siu.on.ca/en/index.php>



## The Inspectorate of Policing (IoP)

The IoP responds to public complaints concerning adequate and effective police service delivery and allegations of police board member misconduct.

<https://www.iopontario.ca/en>

## **Law Enforcement Complaints Agency**

**Ontario** 

655 Bay Street, 10th Floor  
Toronto, Ontario  
M7A 2T4

Toll-free: 1-877-411-4773

Local phone: 416-246-7071

TTY: 1-877-414-4773

Toll-free fax: 1-877-415-4773

Local fax: 416-327-8332



Email: [LECA@ontario.ca](mailto:LECA@ontario.ca)



Website: [www.leca.ca](http://www.leca.ca)



X: [@LECA\\_APFO](https://twitter.com/LECA_APFO)

