

Edmonton Police Service



Professional Standards Branch 2021 Annual Report

March 2022

lab	ole of Contents	
Prof	fessional Standards Branch - 2021 Year in Review	3
Exe	cutive Summary – 2021 Complaints	5
1.	The EPS and the Community	6
2.	Professional Standards Branch Files vs EPS Dispatched Calls	6
3.	Professional Standards Branch Complaint Process	7
4.	Analysis of 46.1 Notifications and Criminal Investigations	8
5.	Complaint Causes and Trend Analysis	
6.	Complaint Distribution throughout EPS	10
7.	Professional Standards Files Concluded in 2021	11
8.	Discipline Directed During 2021	13
9.	Resolution of Statutory Complaints	14
10.	Compliments	14
Fig	ures	
Figu	ure 1: Five Year Trend of Public and Internal PSB Complaints	7
Figu	ure 2: Principal Causes of 46.1 Investigations and Statutory Complaints in 2021	8
Figu	ure 3: Principal Causes of Complaints and Concerns in 2020 and 2021	9
Tah	oles	
	le 1: Five-Year Comparison of File Rates as a Function of Dispatched Calls for Service	6
	le 2: Assignment of 46.1 Investigations from 2019-2021	
	le 3: Most frequent types of complaints in 2021	
	le 4: Distribution of PSB Files across Bureaus and Divisions	
	le 5: Median Time to Conclude PSB files in 2021	
	le 6: Dispositions issued by the Chief or at Hearing During 2019-2021	
	le 7: Discipline Resulting from Disciplinary Hearings Concluded During 2021	
	le 8: Discipline Resulting from Minor Contraventions During 2021	
	le 9: Compliments Received by the EPS During 2021	
iab	ile of Complimente reconved by the Er o Buring 2027	
Abl	breviations	
ASI	·	
EPC		
EPS		
CPE CSE	, , , , , , , , , , , , , , , , , , , ,	
LER	· ·	
PSE		
PSF		
IIB	Intel & Investigations Bureau	



Professional Standards Branch Values

Truth, Integrity, Courage, Honour

Professional Standards Branch - 2021 Year in Review

As in 2020, the workload in the Professional Standards Branch (PSB) in 2021 continued to be exceptionally high as we received a record number of complaints. PSB has continued to focus on creating efficiencies to manage the increased workload and ensure complaints continue to be investigated in a timely manner. This includes ensuring that dispute resolution is readily available to all complainants, which aims to bring resolution to complaints in a meaningful and timely manner, in which all parties are part of the solution. PSB has further worked to engage the divisions in the dispute resolution process, including developing collaborations throughout the Service, such as with the Early Intervention Unit.

The 46.1 Investigative Team, which was established in 2020, is now fully integrated into PSB and investigates the majority of complaints that are assigned to the EPS under section 46.1 of the *Police Act*.

PSB identified and developed several strategic priorities for 2021, including a focus on professional development of PSB investigators, increased communication throughout EPS by the implementation of an internal intranet page with statistical trends and resources, and a focus on detailed trend analyses.

Professional Development

In order to ensure that PSB investigations remain exceptional in quality, it is necessary to ensure that incoming investigators have access to thorough training and up-to-date resources. This has been especially important over the past two years as PSB has provided work-from-home options and worked to ensure a safe in-office environment. To this end, PSB revised our current orientation process to give new investigators more experience with various areas of PSB and provide additional mentorship.

PSB also commenced work to create and update reference guides for each investigative area of PSB, including Intake, Major Case and 46.1 Investigations. These reference guides and business rules serve as accurate and up-to-date resources to assist new investigators and ensure that all investigations are conducted to the same high standards. This work will continue into 2022.

<u>Development of PSB Internal Resources webpage</u>

In 2021, PSB commenced development of an internal intranet webpage of PSB resources, including information about PSB processes, information regarding dispute resolution, and reports regarding complaint trends and statistical analyses. Providing clear and straightforward information to the EPS at large has many benefits, including:

- Decreasing stress throughout the complaint process, by clearing explaining the process and procedures to be followed, and developing clear expectations regarding the progression of an investigation;
- Increase willingness to participate in the Alternative Dispute Resolution (ADR) program by providing clear information about its processes and benefits;
- Decrease complaints by making information about main complaint causes and trends widely available.

We will continue to update and revise the page throughout 2022.

Focus on Trend Analysis

PSB revised a number of our recurring reports in 2021, in order to provide a clearer and more consistent message to our stakeholders. PSB's monthly statistical report was revised to be more concise and provide high-level information which can be distributed throughout the EPS (through inclusion on the PSB intranet webpage) and to other stakeholders.

PSB also revised our quarterly reports which are distributed to divisions, to provide more fulsome and transparent information regarding the number and types of complaints that each area of the EPS receives. This allows each division to customize their strategies to reduce complaints and ensure a high level of professionalism.

This work continues into 2022 as PSB strives to provide meaningful information to EPS stakeholders to inform their processes and drive a reduction in complaints.

Looking Forward to 2022

As we look forward to 2022, we welcome Inspector Sean Anderson to PSB. We thank (former) Inspector Mike Morgan for his service, and are fortunate to retain his knowledge and experience as he rejoins PSB as an Investigative Manager for a Major Case team.

As we move into 2022, PSB is continuing to focus on dispute resolution as the primary means of complaint resolution where appropriate. PSB is continuing to look at ways to improve efficiency, especially in the face of rising workloads.

Additionally, PSB has developed the following 2022 objectives as part of the EPS Commitment to Action:

- Partnership Development: PSB is focused on building community partners to assist with the
 complaint process and identifying agencies to assist people struggling with mental health and
 addictions who use the complaint process as a mechanism to express themselves.
- Training and Professional Development: Complaint-Informed Training will be provided to
 frontline members with a goal of creating awareness around public concerns/complaint trends in
 order to reduce similar complaints from occurring in the future.
- Communication and Transparency: Develop community engagement in the public complaint
 process by enhancing information available to the public and continuing to develop community
 involvement in the complaint process through dispute resolution. When appropriate, PSB will
 utilize community input through the complaint process to initiate police reform.

Executive Summary - 2021 Complaints

The Professional Standards Branch (PSB) of the Edmonton Police Service is responsible for investigating all complaints regarding the conduct of sworn members of the EPS and complaints regarding the policies and services provided by the EPS.

In 2021, there were 1,475 complaints managed by PSB, 173 of which were internally generated. This is a 15% increase over 2020 which had a total of 1280 complaints, 111 of which were internally generated. It is also important to note that of the 1,475 complaints in 2021, 13 of the complaints related to public events that included over 245 separate public contacts to PSB, of which all people were contacted and advised of the outcome.

By the end of 2021, 75% (1,106) of the 1,475 complaints received had been resolved and concluded, 8% (119) of the complaints were directed for investigation under the *Police Service Regulations* (*PSR*), and 3% (38) related to incidents reported under section 46.1 of the *Police Act*. The remaining 14% (212) were in the process of dispute resolution or were being reviewed to determine the appropriate course of action.

Of the 38 complaints related to incidents reported under section 46.1 of the *PSR*, 61% (23) of the complaints were assigned to the EPS for investigation, 37% (14) of the complaints were assigned to ASIRT for investigation, and 1 complaint was assigned to the RCMP for investigation.

PSB strives to focus on timely and meaningful resolution through various forms of dispute resolution when possible. In 2021, 611 complaints were resolved through dispute resolution which is up 15% from the 532 complaints concluded through dispute resolution in 2020.

151 complaints were resolved by the Chief of Police or resolved at a disciplinary hearing. Of those, 35 resulted in discipline being administered, including 6 complaints found proven at a disciplinary hearing and 29 files concluded by the Chief as minor contraventions.

Although there were significantly more public contacts to PSB in 2021 than in 2020, the overall proportion of complaint types remained consistent. The majority of complaints relate to issues of professionalism (such as rudeness, tone of voice, or lack of empathy) and the duties of the police officer or services provided (such as inappropriate police response, dissatisfaction with a ticket or investigation, or lack of communication).

1. The EPS and the Community¹

The EPS		The City of Edmonton		
Employees: Sworn: Civilian:	2,692.72 1,843.63 849.09	City Population: Officers per 1,000 Population:	972,223 1.90	

2. Professional Standards Branch Files vs EPS Dispatched Calls

During 2021, the EPS dispatched officers to 176,250 calls for service. This does not include subject stops and member-generated events such as traffic stops. As a result of these calls, along with a multitude of other interactions with the community, 1,475 complaints were made to PSB regarding the service or conduct of the organization or its members.1,302 of the complaints were made by members of the public, and 173 concerns were internally generated.

Table 1: Five-Year Comparison of File Rates as a Function of Dispatched Calls for Service²

	2017	2018	2019	2020	2021
Dispatched calls	193,564	190,416	192,645	185,006	176,520
Total PSB files opened	1,164	1,234	1,151	1,280	1,475
Rate per 10,000 dispatched calls	60	65	60	69	84

As was the case over the past five years, less than 1% of all calls for service dispatched for police response in 2021 resulted in a complaint being made. It is important to remember that many more contacts occur between police members and the community than are captured as calls for service. Examples such as contact with a beat officer in a community, traffic stops, or an investigative follow-up will often not be captured as dispatched calls. Given there is no mechanism to capture all interactions, the ratio of interaction to complaint is likely much lower than 1%.

The rate of complaints per 10,000 dispatched calls has increased sharply over the past three years due to decreasing volumes of calls for service and an increase in complaints.

Figure 1, below, shows the number of public contacts to PSB in comparison with internally generated PSB files. Publicly generated concerns have shown an increasing trend over the past five years, reaching a record high in 2021. The number of complaints spiked in the third quarter of 2020 when City Council held public hearings relating to "defunding the police", and have remained consistently high throughout 2021.

² Reported dispatched calls for service differ from previous reports due to a change in the way the numbers were calculated. In previous reports, the dispatched calls referred to calls dispatched to patrol units only, whereas the currently reported values refer to events where any EPS unit was dispatched.

Page **6** of **15**

¹ EPS 'Employees' represents the number of actual Full Time Employees as of June 19, 2021. City of Edmonton population based on the 2019 Municipal Census.

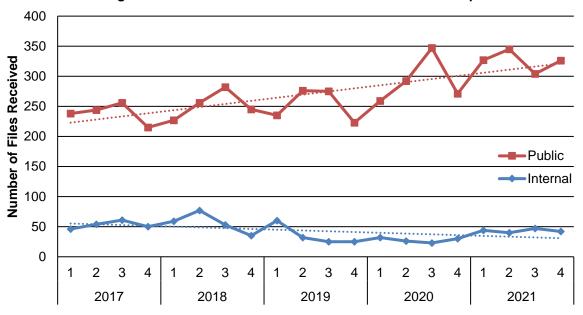


Figure 1: Five Year Trend of Public and Internal PSB Complaints

3. Professional Standards Branch Complaint Process

The majority of complaints are initially reviewed and assessed by PSB Intake Investigators. When appropriate, the Intake Investigator will attempt to resolve matters through various available dispute resolution processes, which may take the form of supervisor reviews, facilitated discussions, mediation, peacemaking circles, or training.

We continue to evaluate our Dispute Resolution program to ensure it remains relevant and responsive to both internal and external stakeholders. The innovative nature of dispute resolution aligns with the Edmonton Police Services' continual development of collaborative partnerships with the citizens of Edmonton.

If the Intake Investigator is unable to resolve the complaint, it will often proceed to an investigation under the *Police Service Regulation* (PSR). When this occurs, the complaint will transfer from an Intake Investigator to a Major Case Investigator. Of the 1,475 complaints received in 2021, 8% (119) were directed for investigation under the *PSR*.

Complaints are also generated when a notification is made to the Director of Law Enforcement (DLE) under section 46.1 of the *Police Act*. If the DLE determines that the incident is within the scope of section 46.1, the DLE can choose to assign the in-scope investigation to: the Alberta Serious Incident Response Team (ASIRT), the EPS, or an outside agency. The DLE may also determine that the notification is not within the scope of section 46.1, in which case the matter remains with the EPS to determine any appropriate follow-up or investigation.

Complaints generated under section 46.1 of the *Police Act* that are assigned to the EPS for investigation are assigned to Professional Standards Branch's 46.1 Investigative Team, which was established in July 2020. Prior to the establishment of this team, 46.1 investigations that are not investigated by ASIRT were assigned to various EPS investigative areas to conduct the criminal investigation and upon the conclusion of the criminal investigation, the file was forwarded to PSB to

review for any potential misconduct under the *Police Service Regulation*. The 46.1 Investigative Team manages both the criminal investigation (as per the 46.1 notification) and any subsequent PSR concerns which allows the investigation to proceed in a more efficient and timely manner. Table 2, below, shows to breakdown of file assignments over the past three years.

Table 2: Assignment of 46.1 Inves	stigations from	า 2019-2021
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	2019	2020	2021
ASIRT	16	16	14
EPS – 46.1 Team	-	15	23
EPS (outside of PSB)	22	24	-
Outside Agency	0	1	1
Total	38	56	38
Not in Scope	2	4	7

4. Analysis of 46.1 Notifications and Criminal Investigations

As noted above, there were 38 files initiated related to notifications of serious incidents, pursuant to section 46.1 of the *Police Act*. These files are investigated to determine if the involved officers were lawfully placed and/or if the officers' conduct constituted an offence under an Act of Parliament or the Legislature of Alberta. In addition to those 38 files, PSB initiated four criminal investigations where 46.1 notifications were not required.

The majority of the 46.1 investigations and criminal investigations relate to use of force, as shown in Figure 2 below. The chart on the left shows the overall breakdown of complaint types and the chart on the right further classifies the complaints related to use of force. The "Other" category (left) includes a complaint relating to perjury and a complaint relating to sexual assault.

Not Yet Classified, Other, 2, 4% 1, 2% Use of Force Off-Duty Incidents. Handcuffing, 1 2, 4% CEW, 1 Crim Flight Causing Arwen, 1 Collision/Injury, 6, 13% Physical Use of Force. Firearm, 4 Contact, 10 28, 58% Medical Distress while in Custody, 9, 19% Canine, 5

Figure 2: Principal Causes of 46.1 Investigations and Statutory Complaints in 2021

5. Complaint Causes and Trend Analysis

For each complaint received, PSB classifies it in order to capture data about the specific causes of concern. This process is intended to assist the organization in better identifying the trends of behavior or conduct that contribute to complaints.

Figure 3, below, shows the principal causes of complaints in 2020 and 2021. (Note: on the 2020 chart, slices for Supervision / Workplace, Theft / Fraud, and Unknown are not labeled as each slice accounted for less that 1% of the total. On the 2021 chart, the slice for Theft / Fraud (2 complaints) is not labeled.)

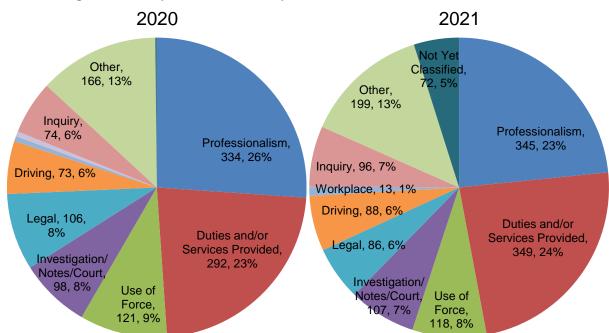


Figure 3: Principal Causes of Complaints and Concerns in 2020 and 2021

Although there were significantly more public contacts to PSB in 2021 than in 2020, the overall proportion of complaint types was similar. The majority of complaints in 2021 related to issues of duties/services provided (23.6%) and professionalism (23.4%). Complaints around use of force by police made up 8.0% of the total. The category of duties/services provided refers to what officers do as part of their duties (e.g., complainants about being issued tickets, mishandling of or damage to property, officers responding to situations differently than the citizen feels was appropriate, etc.). The professionalism category refers to how officers perform their duties (e.g., rudeness, perceived harassment, lack of empathy, etc.).

Each category of complaints is further subdivided into more specific descriptors. Table 3, below, shows the top ten sub-classifications of complaints in 2021 (with the overriding category shown in parentheses), and how those complaint type compared to the previous two years. Significant increases and decreases are highlighted in green (increase) and red (decrease). Lighter green shading indicates increases in the total number without a large increase in proportion of complaints.

Table 3: Most frequent types of complaints in 2021

	2019		2	020	2021	
Inappropriate Police Response (Duties/Services)	70	(6%)	133	(10%)	167	(11%)
Rudeness (Professionalism)	79	(7%)	94	(7%)	120	(8%)
Incomplete or Negligent Investigation (Investigation/Notes)	69	(6%)	82	(6%)	87	(6%)
Tone of Voice or General Manner (Professionalism)	70	(6%)	56	(4%)	68	(5%)
Physical Contact (Use of Force)	49	(4%)	81	(6%)	61	(4%)
Lack of Police Response (Duties/Services)	66	(6%)	44	(3%)	60	(4%)
Dangerous/Rules of Road (Driving)	38	(3%)	40	(3%)	40	(3%)
Policy or Process (Duties/Services)	17	(1%)	20	(2%)	36	(2%)
Gender or Racial Bias (Professionalism)	12	(1%)	37	(3%)	36	(2%)
Dissatisfied with Ticket/Charge (Duties/Services)	30	(3%)	28	(2%)	32	(2%)

6. Complaint Distribution throughout EPS

In order to develop effective intervention and prevention strategies that best assist members in avoiding conduct that could lead to concerns or complaints, it is important for the EPS to analyze which groups are most likely to be the subject of a PSB file.

Officers in the Community Policing Bureau provide the first-line response to the majority of calls for service. As such, the number of interactions they have with the public tends to be higher than those officers employed within other areas of the service.

The "Other/Unspecified" row in Table 4, below, refers to files generated by areas such as Legal and Regulatory Services (including PSB) and Supernumerary Positions. Additionally, many files cannot be defined as having been generated by any particular division or area; these can include files where the complaint is about policy or services provided by the EPS generally, and files that are inquiry based, or sub-categorized as "Comments/Opinion" or "Unresponsive Complainant/Unknown".

Table 4: Distribution of PSB Files across Bureaus and Divisions

Table 4: Distribut	Public Internal				
	Complaints	Complaints	Dispatched Calls		
Community Policing Bureau					
Downtown Patrol	83	11	29,911		
Northeast Patrol	103	19	27,106		
Northwest Patrol	96	22	24,612		
Southeast Patrol	117	12	24,788		
Southwest Patrol	117	18	27,951		
West Patrol	72	11	24,453		
Crime Suppression & Invest	36	16			
Total	624	109			
Community Safety & Well-being	Bureau				
Integrated Community Safety	20	5			
Social Policing	9	1			
Total	29	6			
Innovation & Information Burea	u				
IM & AIR	2	0			
Information Technology	0	0			
Operational Command	44	3			
Total	46	3			
Investigation & Support Service	s Bureau				
Crim Investigations	19	6			
Investigative Support	8	6			
Operational Support	90	19			
Total	117	31			
Corporate Services Bureau					
Business Development	0	0			
Human Resources	8	0			
Supply Services	1	0			
Total	9	0			
Other/Unspecified	477	24			
Grand Total	1302	173			

7. Professional Standards Files Concluded in 2021

During 2021, PSB concluded 1,381 files. This included the resolution of 1,106 of the 1,475 opened in 2021, with the remaining 275 files being from previous years.

The *Police Act* requires that complaints are investigated promptly and thoroughly. This ensures that the best evidence is available and is intended to reduce undue pressure or stress associated with a drawn-out investigative process. A timely and thorough investigative process also demonstrates accountability which may assist in enhancing public confidence in the Edmonton Police Service.

Timelines for concluding files varies based on a number of factors, including whether, the complaint can be resolved outside of a *Police Act* investigation or, if the file does proceed to an investigation, the complexity of that investigation (including the number of involved officers, witnesses, and allegations).

The type of file and overall resolution tend to be the biggest factors in determining the length of time required for an investigation. For example, a complaint resolved outside of a *Police Act* Investigation can be resolved in less than a month, whereas an investigation can take approximately 12 months.

Table 5, below, shows the median time (in months) to conclude each type of complaint.

Table 5: Median Time to Conclude PSB files in 2021

Table 6: Median 1	nan Time to Conclude PSB files in 2021 Median ³ Months to			
	Total Concluded	Conclude		
Statutary Commissiont4				
Statutory Complaint ⁴	25	12.2		
Charged	2	14.2		
Not Charged	23	12.2		
Resolved at Disciplinary Hearing	8	41.1		
Proven	6	40.6		
Not Proven	2	50.1		
Resolved by Chief	152	12.3		
Directed to Disciplinary Hearing ⁵	9	17.6		
Minor Contravention	29	13.8		
No Reasonable Prospect	73	13.0		
Dismissed ⁶	27	9.9		
Withdrawn by Service	14	6.3		
Dispute Resolution	611	1.0		
Mediation	18	4.6		
Facilitated Discussion	4	2.6		
Supervisory Review	383	1.3		
Peace Maker/Restorative Conf.	2	6.6		
Resolved with PSB Investigators	204	0.4		
Withdrawn by Complainant	32	0.6		
Referred ⁷	248	1.2		
Resolved ⁸	160	0.3		
Abandoned	131	0.9		

³ The median time is representation of the "typical" amount of time an investigation will take, with 50% of the investigations being concluded in less than median time and 50% being concluded over the median time.

complaints that are resolved through discussion with an Intake Investigator, submitted as comments or opinion only, or files referred to PSB through social media.

⁴ 21 of the concluded Statutory Complaints related to investigations pursuant to section 46.1 of the *Police Act*. This included 1 file where the officer was charged and 20 files resulting in no charges.

⁵ Files directed to disciplinary hearing are not included as part of the total completed files since a final determination has not been made (i.e. proven or not proven); however, they are included here to indicate the Chief's decision.

⁶ Dismissed includes files that were dismissed by the EPC under section 43(8) of the *Police Act* as frivolous, vexatious or made in bad faith, files dismissed as time-barred under section 43(11) of the *Police Act*, and files where jurisdiction was lost due to the EPC not granting a time limit extension or the subject officer leaving the EPS.

⁷ Referred includes files that were referred to other areas (without any follow up to PSB required) and files where the complainants were provided with information on how to submit a complaint meeting the requirements the *Police Act*.

⁸ Resolved includes files that are concluded outside of the *Police Act* with no further action required. This can include

Other	23	0.6
U 11.10.		0.0

Of the 151 complaints resolved by the Chief of Police or resolved at a Disciplinary Hearing, 35 resulted in discipline being administered. This is a slight decrease in sustained complaints relative to 2020. As seen in Table 6 below, in the majority of sustained complaints, the Chief of Police was of the opinion that the alleged misconduct was not of a serious nature (see section 45(4) of the *Police Act* and section 19 of the *Police Service Regulation*). These are often referred to as minor contraventions.

Table 6: Dispositions issued by the Chief or at Hearing During 2019-2021

	2019	2020	2021
Reasonable Prospect (at hearing) – Proven	7	7	6
Reasonable Prospect (at hearing) – Not Proven	3	3	2
Minor Contravention	35	31	29
No Reasonable Prospect	67	89	73
Dismissed or Withdrawn by Service	63	46	41

8. Discipline Directed During 2021

Eight disciplinary hearings (including one directed in 2018 and seven directed in 2020) were concluded during 2021. The hearings addressed a total of 28 allegations. Fifteen of the allegations were found proven, five were not proven and eight were withdrawn at the disciplinary hearing. Penalties applied at hearing typically relate to the overall situation and context, rather than each individual allegation. For example, if the conduct consisted of both discreditable conduct and neglect of duty, the penalty applied would relate to both allegations (rather than separate penalties for each aspect of the behaviour). Further, in many cases, the discipline was multi-faceted; multiple penalties may apply for each behaviour (e.g. suspension without pay and remedial training may both apply to a single behaviour).

Table 7: Discipline Resulting from Disciplinary Hearings Concluded During 2021

Allegation	Total # of Allegations	Not Sust. / Withdrawn	Sustained	Penalties Applied
Deceit	2	2	0	
Discreditable	4	1	3	Suspension Without Pay (30 hours)
Conduct				Forfeiture Overtime (32 hours)
				Community Service (60 hours)
Insubordination	9	4	5	Suspension Without Pay (20-30 hours)
				Forfeiture Overtime (32 hours)
				Community Service (60 hours)
Neglect of Duty	5	3	2	Suspension Without Pay (40-65 hours)
Unlawful /	8	3	5	Suspension Without Pay (25-30 hours)
Unnecessary				Forfeiture Overtime (25-32 hours)

Exercise of		Community Service (60 hours)
Authority		Remedial Training (1 case)

Twenty-nine (29) complaints were concluded as minor contraventions, with discipline applied as per section 19(1) of the *Police Service Regulation*. This included 45 allegations against a total of 31 officers.

Table 8: Discipline Resulting from Minor Contraventions During 2021

Allegation	Total # of	Penalties Applied	
	Allegations		
Breach of Confidence	2	Directed Counselling or Training	
Discreditable Conduct 8		Suspension Without Pay (5-60 hours)	
		Official Warning (2 cases)	
		Directed Counselling or Training (1 case)	
Insubordination	16	Suspension Without Pay (5-10 hours)	
		Agreed Reprimand (3 cases)	
		Directed Counselling or Training (8 cases)	
Neglect of Duty	16	Suspension Without Pay (11 hours)	
		Agreed Reprimand (2 cases)	
		Official Warning (2 cases)	
		Directed Counselling or Training (10 cases)	
Unlawful / Unnecessary	3	Directed Counselling or Training (3 cases)	
Exercise of Authority			

9. Resolution of Statutory Complaints

Overall, nine officers were charged with criminal offences in 2021, relating to seven separate complaints. Two of the complaints have been concluded (as noted in Table 5, above) and five complaints are ongoing. Two of the nine charges were laid by the RCMP, one was laid by ASIRT, and the remaining six were laid by the EPS.

PSB concluded 23 additional criminal investigations in which no criminal charges were laid. In three of the 23 cases, the completed investigation was forwarded to Alberta Justice to be reviewed by a Crown Prosecutor; criminal charges were not laid in any of those cases, as per the recommendation of the Crown. All files that were not forwarded to the Crown were reviewed by internal legal counsel.

Of the 25 investigations, 21 were related to files that were opened as the result of a notification made under s.46.1 of the Police Act. Additionally, one file was related to an investigation on behalf of another agency, which did not result in any charges.

10. Compliments

Along with ensuring that the highest standards of professionalism and conduct are maintained by EPS members, PSB also receives compliments on the performance of organizational members. In 2021, PSB received 57 compliments from citizens of the community. This total does not include all

compliments received throughout the EPS, as many are directly communicated to officers or their command staff in the division they work.

The compliments received by PSB referenced a total of 65 members. Passing on these compliments to the hard-working members of the EPS allows PSB and command teams to reinforce positive behaviours and conduct. It also serves to remind members that the citizens of Edmonton appreciate the efforts being made on their behalf. The following table describes the distribution of citizengenerated compliments.

Table 9: Compliments Received by the EPS During 2021

	Number of Compliments	Total Involved Officers
Community Policing	42	60
Community Safety & Well-Being	1	1
Investigation & Support Services	3	3
Other	1	1
EPS (General)	10	
Grand Total	57	65