



# Toronto Transit Commission Special Constable Service



## 2024 Annual Report

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# | Executive Summary

The Special Constable Service plays an important role in ensuring the safety and security of customers and employees. Last year, the Toronto Transit Commission's (TTC) Special Constable Service continued to demonstrate unwavering commitment in responding to security incidents across the public transit system, consistently delivering services in alignment with the Special Constable Agreement between the Toronto Police Service (TPS) Board and the TTC. The Agreement confers authorities to Special Constables to support the enforcement of TTC By-law No.1 and deliver security and law enforcement services. This report outlines key data and information regarding enforcement activities, training, use of force activities, supervision, complaints, and other issues of concern to the TPS Board or the Chief of Police. Section 9.12 of the Special Constable Agreement with TPS requires the TTC to provide an annual report to the TPS Board.

In 2024, the Special Constable Service made significant strides, enhancing its operations, community engagement, and overall efficiencies in its delivery of services. The Department navigated through a period of great regulatory change with the enforcement of the *Community Safety and Policing Act* (CSPA), allowing the Department to become stronger and more adaptable to change. The CSPA marked a step forward in modernizing policing standards and introduced new changes for Special Constables, such as a new Code of Conduct, a standardized process for Special Constable complaints, and new administrative requirements for all Special Constable Employers. As a result, the Department and TPS were required to update their Memorandum of Understanding (MOU) to reflect the new legislative requirements in the CSPA. After a decade of operating under the former agreement, a revised MOU between the TTC and TPS was implemented. This update was a significant achievement, as it now references the CSPA, incorporates provisions for the use of new technology, and clearly outlines the range of powers that Special Constables can exercise.

Under the new CSPA, the TTC required approval from the Ministry of the Solicitor General (Ministry) to be designated as a Special Constable Employer. However, delays in the approval processes prevented the Department from being able to renew existing Special Constable appointments or provide new appointments in 2024. While the Department submitted the required documents and awaited the Ministry's approval, no new appointments or renewals were able to be processed in 2024. Despite this, the Department demonstrated adaptability by utilizing Officers without status in various ways. These Officers assisted Supervisors in plain clothes to assist with illegal entries into subway stations and worked as Transit Fare Inspectors, while awaiting status appointment.

In addition, the Department also took various steps to modernize policies, procedures, and standards by obtaining approval to implement the new and updated Use of Force, Use of Discretion, and Body-Worn Camera and Special Constable In-Car Camera System policies. The policies were developed in response to recommendations made by the Ombudsman Toronto in their report that was issued on April 20, 2017, called *An Investigation into the Toronto Transit Commission's Oversight of its Transit Enforcement Unit*. These policies aim to strengthen accountability and public trust in all enforcement activities.

The Department also contributed to the enhancement of transparency and accountability among Special Constables and members of the public by successfully piloting and implementing body-worn cameras. The nine-month pilot demonstrated that body-worn cameras provide significant benefits for Special Constables and the public. Given the positive outcomes of the pilot, the TTC proceeded with full deployment of body-worn cameras for all Special Constables in January 2025.

In addition to these operational successes, the Department also focused on building on its strong community ties through increased engagement efforts. Special Constables actively participated in various community initiatives and events, including the TTC Community PEERS Pilot Program. This program aimed at addressing youth unrest and violence on the transit system by having Special Constables engage and build positive relationships with young people through a series of workshops. Through these various community initiatives, Special Constables represented the Department with professionalism, integrity and respect, while also fostering positive relationships with the communities that it serves.

Overall, 2024 was a year marked by progress in legislation, policies, technology, and community engagement, positioning the Special Constable Service for continued success in 2025. The Special Constable Service remains steadfast in its duty to foster a safe and inclusive environment for all TTC riders and employees.

# | Departmental Profile

The Special Constable Service is comprised of TTC Special Constables who are sworn peace officers appointed by the TPS Board. With this appointment, Special Constables receive peace officer status, which confers them with powers to enforce federal and provincial statutes when an offence occurs on TTC vehicles or property. Special Constables maintain safety and security on TTC property and vehicles, enforce by-laws and statutes, and respond to emergencies, including medical situations and public safety incidents.

The Special Constable Service is committed to fostering diversity, equity, and inclusion in all aspects of its work, including within its organizational structure. In 2024, the Department continued to use fair recruitment practices to hire 33 Officers, allowing the Department to further develop a workforce that reflects the diversity of the community that it serves.

## Appointment of Head, Special Constable Service



In November 2024, Nicole Ehlers was appointed as the TTC's Head of Special Constable Service. With several years of experience in law enforcement and customer service in both transit and community housing, Nicole joined the TTC in 2007 as a Special Constable. She has held multiple progressively senior positions within the Special Constable Service, including Supervisor (Sergeant), Assistant Manager (Acting Staff Sergeant), and most recently, as the Acting Head of Special Constable Service. As Head, Nicole will continue to help drive the goals of the Department, and aims to enhance processes, improve public perception, and bring about a positive culture change, overall.

## Special Constable Complement

On April 1, 2024, the new *Community Safety and Policing Act* (CSPA) came into force to replace the *Police Services Act* (1990). Under the new CSPA, the TTC was required to obtain approval from the Ministry of the Solicitor General (Ministry) to be designated as a Special Constable Employer, in order to continue to operate the Special Constable Service. This designation was also needed in order to renew existing appointments and provide new appointments within the Department. While the Department submitted the required documents and awaited the Ministry's approval, no new status appointments or renewals were able to be processed in 2024. The Department received Ministry approval for Special Constable Employer designation on March 20, 2025. Officers with pending status are expected to have their status reinstated/appointed in April 2025. The chart below outlines Special Constable appointments, including pending appointments, for the reporting year.

## Appointments

The total complement as of December 31, 2024, consists of 131 Special Constables, in which 87 have status and 44 individuals are pending status. Officers with pending status are expected to have their status renewed/appointed in April 2025.

2024 Appointments	
Existing	87
Reappointments	11 (pending)*
New Appointments	33 (pending)*

Table 1: Special Constable Service Appointments \*Staff whose Special Constable appointment status is pending. Officers with pending status are expected to have their status reinstated/appointed in April 2025

Departures

The chart below outlines the total number of departures that occurred in 2024. Most resignations are linked to Special Constables transitioning into roles within police services, as many leverage the valuable skills and experience gained at the TTC to advance their careers in law enforcement.

Departures	2024	
Terminations	1 (with status)	3 (pending status)
	Total: 4	
Suspensions	0	
Resignations	12 (with status)	2 (pending status)
	Total: 14	
Retirements	0	

Table 2: Special Constable Service Departures

Diversity Breakdown

In 2024, the Department recruited 33 Special Constables through inclusive hiring practices that focused on breaking down barriers and creating a strong foundation for increased diversity at the TTC. The Department has made significant strides in enhancing diversity and representation by implementing intentional steps to ensure fair and effective interviewing practices. These efforts include prioritizing the recruitment of diverse talent, addressing unconscious bias in the recruiting and interviewing processes, and fostering an environment that values diversity and inclusion at every stage. In 2024, the Department made efforts to recruit diverse talent by participating in job fairs at high schools in diverse communities and attending women’s job fairs. These initiatives were aimed at engaging underrepresented groups, promoting inclusivity, and encouraging a broader range of applicants to consider careers within the Department. As a result, there has been greater representation within the Department, reflecting our commitment to building a more inclusive workforce that reflect the communities we serve.

All Special Constables were invited to voluntarily self-report their demographic information for the purposes of reporting the diversity breakdown of the Department. However, with a low participation rate of only 20%, the data collected was insufficient for meaningful reporting. To address this, the Department will engage with Special Constables to better understand the factors contributing to the



low response rate. Additionally, the Department will collaborate with the Diversity and Talent Management departments to address any concerns surrounding demographic data collection and to implement strategies that encourage greater participation. The People and Culture Group will also be circulating an Employee Engagement Survey in 2025, which will aim to further support the collection of demographic information across the organization. These efforts aim to ensure that demographic data is captured accurately and inclusively moving forward.

## Languages Spoken

By promoting diversity and inclusivity in the workforce, the Special Constable Service has enhanced their ability to communicate and cater to diverse groups. In addition to English, the members of the Special Constable Service currently speak a total of 32 languages, with Urdu, Hindi, Punjabi, and Tagalog being the most frequently spoken.

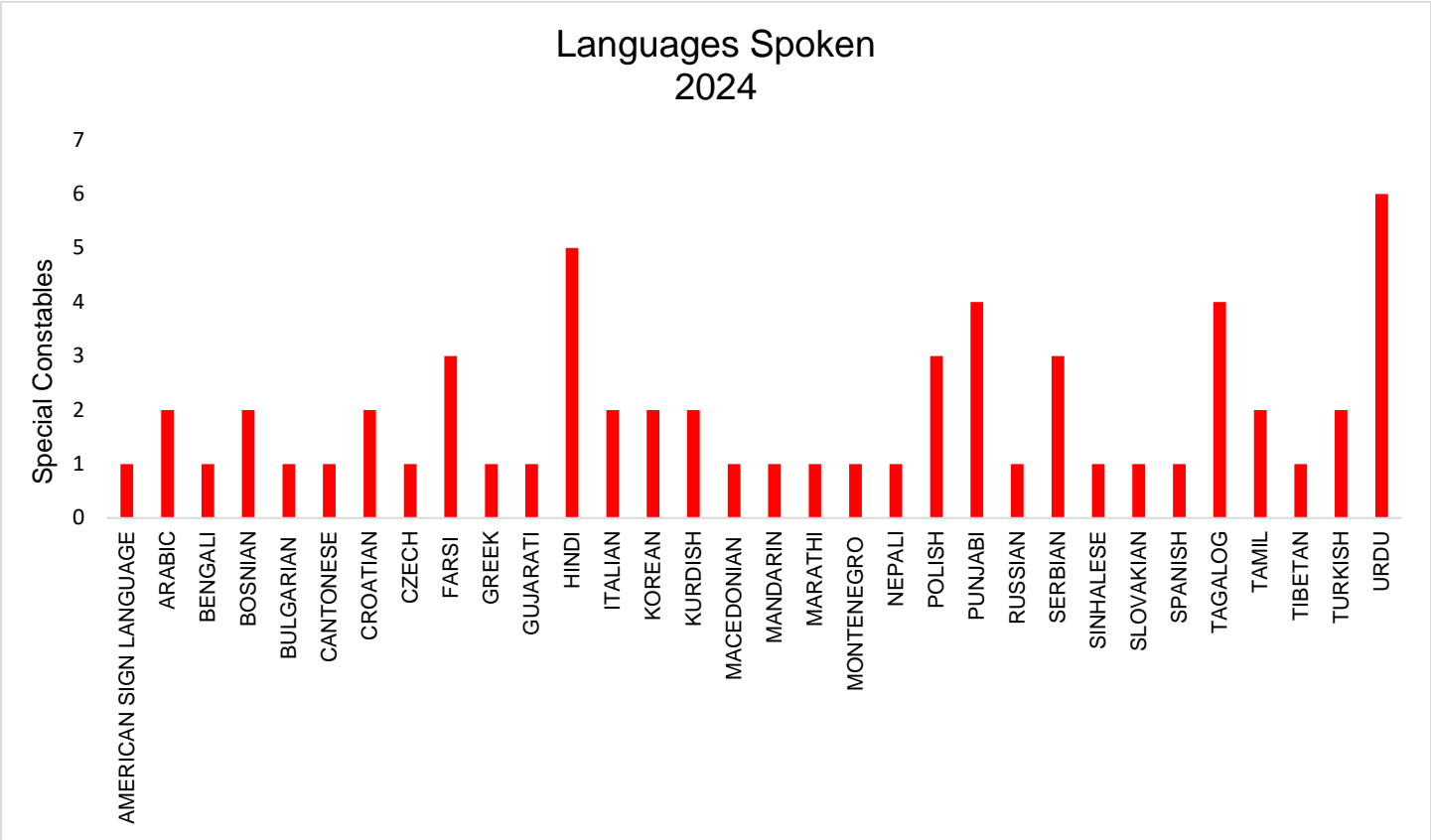


Chart 1: Additional Languages Spoken in 2024

# | Implementation of New and Updated Policies

## **Community Safety and Policing Act**

On April 1, 2024, the new *Community Safety and Policing Act* (CSPA) came into force to replace the *Police Services Act* (1990). The CSPA is provincial legislation that sets out the powers of a Special Constable, including their appointment and equipment. This legislation impacted all Special Constable Service Employers, including Toronto Community Housing, University of Toronto, TPS, and the TTC.

The CSPA marked a step forward in modernizing policing standards and brought forward several implications to Special Constables across the province. The CSPA introduced a new Code of Conduct for Special Constables to adhere to, reinforcing the principles of trust, integrity, and professionalism across all facets of Special Constable duties. Additionally, the CSPA introduced a new regulation centred around Special Constable complaints. The new regulation offers clear guidance to Special Constable Employers on how to establish a standardized complaint process for Special Constables. This ensures that all Special Constable Employers follow consistent procedures for public complaints, promoting fairness, transparency, and accountability. Finally, the CSPA also introduced new administrative requirements from all Special Constable Employers, including the obligation to update their Memorandum of Understanding (MOU) with their respective police service, to include references to the new legislation.

As a result, the Department updated its MOU with TPS after a decade of operating under its former MOU. The MOU between the TTC and TPS enables Special Constables to exercise their powers to address safety and security incidents on TTC vehicles and property. The updated MOU introduced several key changes, including revised equipment requirements that incorporated body-worn cameras. Additionally, the MOU was updated to include references to the new legislation and implemented updated definitions so that they were in alignment with the Department's internal standards and practices. Training requirements were also revised to incorporate up-to-date practices, further strengthening the capabilities of Special Constables.

Importantly, the new MOU reaffirms our commitment to collaboration with TPS. The updated MOU not only reflects the evolving needs of the transit system, but also reinforces the Department's dedication to fostering a strong and effective partnership with TPS in the pursuit of public safety.

## **Use of Force, Use of Discretion, and Body-Worn Camera and Special Constable In-Car Camera Policies**

In 2024, the Special Constable Service implemented new and updated policies aimed at enhancing transparency and accountability, while also providing Special Constables with the tools they need to meet the evolving needs of their work. Modernizing policies that address issues, such as implicit bias and equitable treatment, allows the Department to better support Special Constables in responding to diverse situations without prejudice or bias. This also supports the TTC's Culture Change Program, which aims to modernize policies, procedures, standards, and programs. With these goals in mind, the Department successfully implemented the new and updated Use of Force, Use of Discretion and Body-Worn Camera and Special Constable In-Car Camera System policies. The policies were developed in consultation with various internal and external stakeholders, including members of the public and the Union representing Special Constables and Fare Inspectors, CUPE Local 5089.



At its meeting on April 11, 2024, the TTC Board approved the updated Use of Force, Use of Discretion and Body-Worn Camera and Special Constable In-Car Camera System policies, along with the initiation of a nine-month Body-Worn Camera pilot. The policies aimed to address recommendations issued in a report by the Ombudsman Toronto issued on April 20, 2017 called, *An Investigation into the Toronto Transit Commission's Oversight of its Transit Enforcement Unit*. The Ombudsman provided a total of 26 recommendations in their report, which aimed at improving internal oversight of Special Constables and Fare Inspectors. Approval of the policies satisfied nine of the recommendations made in the Ombudsman's report, bringing the total number of implemented recommendations to 24 to date. The two outstanding recommendations from the Ombudsman focus on establishing a framework for an Early Intervention System. Currently in development, this system aims to monitor patterns in complaints and incidents involving the use of force among Special Constables, Fare Inspectors, and Protective Service Guards (security personnel designated to safeguard TTC revenue operations facilities).

### Use of Force Policy

The updated Use of Force policy is intended to establish guidelines for when force is used by Special Constables during the course of their duties, and detail reporting responsibilities for when force and excessive force is used. Through the Use of Force policy, Special Constables are only authorized to use force as a last resort, in accordance with their training, which incorporates various de-escalation techniques (e.g. active listening and conflict resolution using effective communication), mental health awareness, unconscious bias and in accordance with the Ontario Use of Force Model.

### Use of Discretion Policy

The Use of Discretion policy is intended to outline guiding principles for Special Constables when performing enforcement and compliance duties. When using discretion, Special Constables are directed to consider factors, such as the seriousness and nature of the offence, the context in which the offence took place, and the behaviour that may be the result of a disability or other grounds protected by the Ontario Human Rights Code.

### Body-Worn Camera and Special Constable In-Car Camera System Policy

The Body-Worn Camera and Special Constable In-Car Camera System policy is intended to establish procedures surrounding the use of a body-worn camera by Special Constables during the course of their duties, and the use of in-car camera system in patrol vehicles used by Special Constables. The Body-Worn Camera and Special Constable In-Car Camera System policy has been adapted from TPS' current Body-Worn Camera and In-Car Camera System policy and mirrors its procedural requirements, where applicable.

## **Consultations with CUPE Local 5089**

From December 2023 to March 2024, the TTC consulted with executive members of CUPE Local 5089 over six meetings to obtain feedback on all three policies. Through the consultations, the TTC was able to derive recommendations on how to improve the policies to better reflect the needs of Special Constables, Fare Inspectors and Protective Service Guards and address any concerns about the policies. Many of the recommendations that CUPE Local 5089 provided were incorporated into the policies, including:

- Updating language to clarify that force should only be used as a last resort, unless it is the only reasonable option available to ensure the safety of the public and TTC employees.
- Adding CUPE Local 5089 as members of the policy review process.

- Aligning the definition of “Excessive Force” more closely to the Toronto Police Service’s definition.
- Updating requirements for compliance with the policy to be less stringent on Officers.
- Emphasizing that body-worn cameras and in-car cameras will enhance Officer safety.
- Highlighting that body-worn cameras should not be activated for the purposes of recording crime scenes.

## **Public Consultations**

Following direction from the TTC Board, in January 2024, a survey developed by Dr. Scott Wortley and Dr. Akwasi Owusu-Bempah was made available to all TTC customers through [ttc.ca](https://ttc.ca). The survey aimed at obtaining insight into TTC customer and employee experiences with Special Constables and Fare Inspectors, and support of the policies. The survey was posted for three weeks and was completed by more than 2,900 respondents.

In addition, in February 2024, a virtual consultation was held to obtain feedback on all three policies from a total of 32 stakeholder groups. The consultation was facilitated by Left Turn Right Turn as a neutral third-party who directed questions from participants to panel members. Participants expressed general support for the implementation of body-worn cameras and in-car camera systems for Special Constables and Fare Inspectors. The predominant focus of the discussion centered on the Use of Force policy, with primary concerns regarding the use of excessive force by Special Constables. It was affirmed that excessive force would not be tolerated, and that Special Constables are instructed to resort to force only as a last option, and in accordance with training.

# | Community Engagement

In 2024, the Special Constable Service continued its commitment to strengthening its ties with the communities it serves. One of the Department's key initiatives was the launch of the TTC Community PEERS Pilot Program, which aims at engaging youth and fostering positive relationships to help prevent unrest and violence on the transit system. Additionally, the Community Engagement Team continued to play a pivotal role in leading and attending various community events and initiatives focused on promoting transit safety and supporting vulnerable groups. Through these efforts, the Department continues to build trust and ensure a safer, more inclusive environment for all customers.

## **TTC Community PEERS Pilot Program**

The TTC in collaboration with the City of Toronto, TPS, and the Toronto District School Board (TDSB), introduced the TTC Community PEERS Pilot Program. The intention of the initiative was to address youth unrest and violence occurring on the transit system by engaging and building positive relationships with young people.

The program involved six Community PEERS, TDSB Social Workers, and TTC staff who participated in workshops occurring over the course of 13 weeks in three identified hotspot schools across the city: West Hill Collegiate Institute, Central Technical High School, and Weston Collegiate Institute. Each school selected 15 students to join the pilot and attend two hour workshop sessions each week.

The curriculum of the program focused on critical topics, such as conflict resolution, mental health, self-care practices, personal accountability, TTC safety and ethics, and the impacts of violence and fare evasion.

This initiative aligned with the City of Toronto's SafeTO: A Community Safety & Well-Being Plan, adopting a whole-system approach to violence reduction. The TTC Community PEERS Pilot Program concluded at the end of March 2025, with its results set to be assessed in June 2025. The program is anticipated to achieve various positive outcomes, such as increased student awareness on the consequences of fare evasion and improved student behaviour toward TTC Operators. Through this program, students were equipped with strategies to resist conflict, violence, and peer pressure, while also receiving a platform to provide feedback on how the TTC can create more welcoming, inclusive spaces for young people.

## **Community Engagement Team**

The Community Engagement Unit (CEU) is comprised of a team of up to five Special Constables who are specifically assigned to create and maintain partnerships with various city organizations. The primary focus of the CEU is to provide education on transit safety through information sessions and community events. Additionally, the CEU assists with co-ordinating resources for customers who may be in need of shelter, mental health services, employment services, and more.

The CEU is responsible for engaging with the public and employees to achieve community-based objectives that promote a safe environment and encourage learning and engagement within the TTC community. The unit is actively involved in various initiatives, such as Transit Safety and Etiquette Presentations in Schools, Focus Table, Streets to Homes, Community Safety & Wellbeing on Transit Dashboard, Business Improvement Area (BIA) Outreach, Toronto Community Housing Corporation partnership events, Toronto Police Service partnership events, and recruiting events.

The TTC is committed to partnering with internal and external entities to promote community engagement and collaborative initiatives that enhance safety. During extreme weather situations, Special Constables, including CEU, assist vulnerable individuals in the city who may be at increased risk. Special Constables offer information about drop-in resources in downtown Toronto to those who may be vulnerable or at risk.

### Collaboration with Peers in 2024

- 54 Transit Safety and Etiquette Presentations/Job Fairs
- Four TTC Safety Marketplace sessions
- 100+ TTC bus/streetcar, and subway safety talks
- 53 Focus Table Toronto meetings
- 47 community events
- 12 career fairs
- Collaboration with TTC Community PEERS Pilot Program for three school pilot projects addressing youth violence and unrest

### Community Partnerships

- Toronto Community Housing
- Streets to Homes
- M-DOT/LOFT
- Focus Table Toronto
- Downtown Yonge BIA and Outreach Team
- Specialized Program for Inter-Divisional Enhanced Responsiveness to Vulnerability (SPIDER) Table
- TPS Neighbourhood Community Officer Program
- Toronto District School Board
- Toronto Catholic District School Board
- Associated Hebrew Schools

### Community Engagement Unit On-going Initiative Statistical Reports

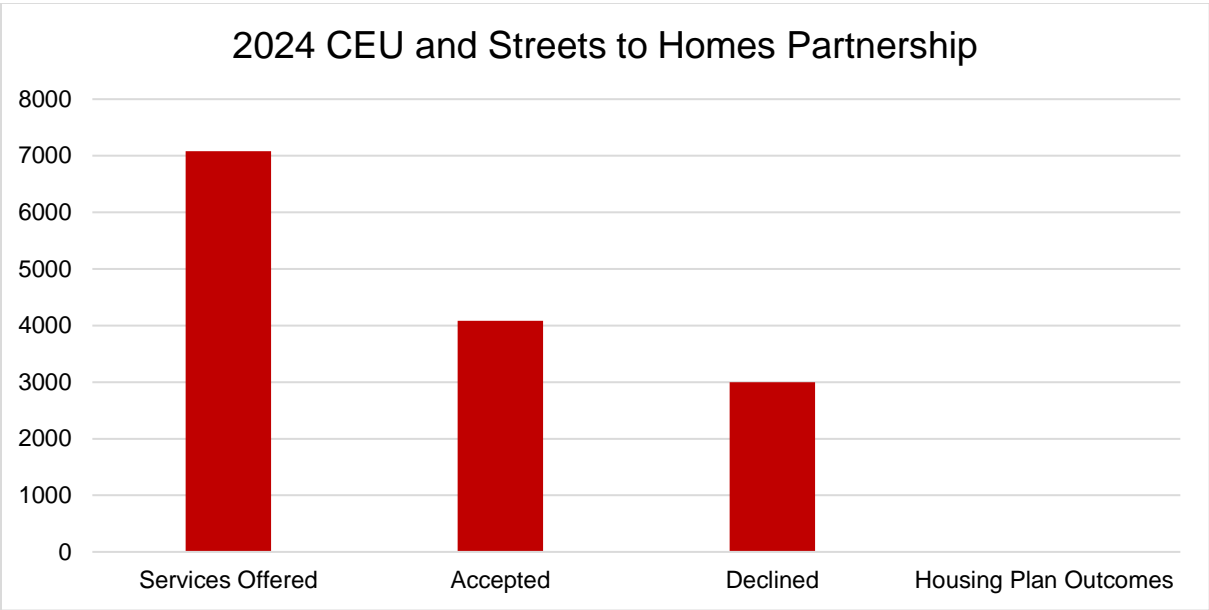


Chart 2: 2024 Streets to Homes Partnership

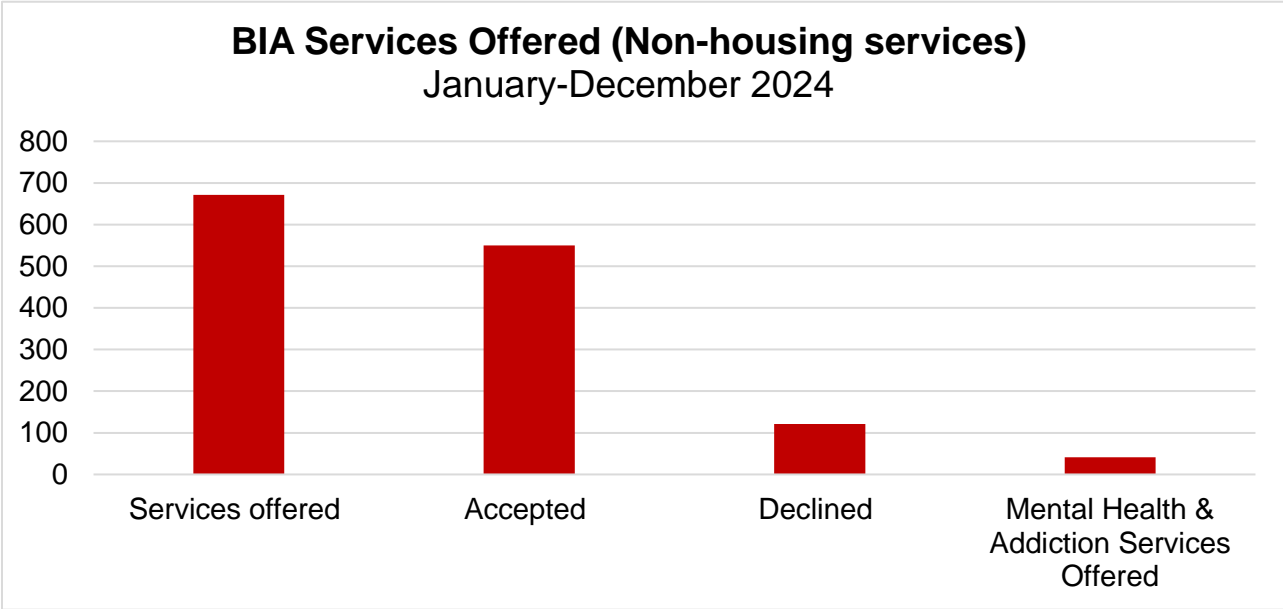


Chart 3: Business Improvement Area Services Offered

**Canadian Police and Peace Officers Memorial**

On September 28 and 29, 2024, Special Constable Service staff represented the TTC at the Canadian Police and Peace Officers Memorial in Ottawa. The event allows Canadians to formally express their appreciation for the dedication and commitment of peace and police officers who have made the ultimate sacrifice, while keeping communities safe. On day one, Special Constable Service staff gathered on Parliament Hill to cheer on participants of the National Peace Officers Memorial Run and Ride to Remember. They also had the opportunity to network with other community safety partners, such as OC Transpo, Metrolinx, Toronto Community Housing, and Toronto, Peel and York Police Services. On day two, staff participated in the memorial service to honour and express appreciation for the dedication of officers who have lost their lives in the line of duty.

# | Training

In 2024, the TTC continued to deliver Special Constable training to ensure that Special Constables are equipped with the necessary skills and knowledge to respond to incidents and complex situations effectively. Over the past year, the TTC's Operations Training Centre provided recruitment and refresher training aimed at providing Special Constables with best practices in addressing customers and employees with respect, sensitivity, and without bias.

## Special Constable Training

All TTC Special Constable training is reviewed and approved by TPS on an annual basis. Pursuant to the Special Constable Agreement between the TTC and the TPS Board, the Special Constable Service has an obligation to train Special Constables in the following areas:

- 2SLGBTQ+
- Arrest Authorities
- Arrest/Search Incident to Arrest
- Canadian Police Information Centre
- Case Preparation Provincial Offences
- Community Mobilization/Community Policing
- Confronting Anti-Black Racism
- Controlled Drugs and Substances Act (CDSA)
- Crime Scene Management
- Criminal Offences
- Diversity Awareness and Human Rights Issues
- Trespass to Property Act
- Ethics and Professionalism in Policing
- First Aid/CPR
- Interim Communicable Diseases
- Introduction to Law
- Liquor License and Control Act
- Mental Health Act (MHA)
- Occurrence/Report Writing/Field Information Report
- Person in Crisis
- PRESTO
- Provincial Offences Act
- Roles Field Interviewing/Taking Statements
- Rules Memorandum Books/Note-Taking
- Search and Seizure Authorities
- Sex Offences
- Suicide Awareness
- Testimony/Criminal/Provincial Justice System/Rules of Evidence
- Train Use of Force Legislation and Reporting
- TTC Fares
- TTC Special Constable Status – Roles and Responsibilities
- Vehicle Familiarization – Streetcar/Bus/Subway
- Scenes of Crime Photography
- Use of Force and Defensive Tactics
- Radio Communication



## Training Program

Special Constables currently receive 90 days of initial training. As part of that training, Special Constables receive 13 days of training on crisis communications, de-escalation, mental health awareness, and the Mental Health Act.

The Special Constable training program includes reality-based simulations conducted with professional actors in a transit environment, in order to evaluate the knowledge and skills that each employee receives, and to observe their decision-making abilities in a real-time environment.

As part of the initial training, staff also participate in Instructor-led training delivered by the Alzheimer's Society of Toronto and the City of Toronto Streets to Homes program. In 2019, the TTC added Confronting Anti-Black Racism (CABR) training delivered by the City of Toronto's CABR Unit. Special Constables participate in holistic, simulation-based training as part of the curriculum.

## Annual Recertification

The Special Constable Annual Recertification Training Program is four days for a total of 32 hours. This includes mandatory defensive tactics and use of force training. In 2021, additional training on mental health awareness, and a review of the Mental Health Act were conducted to enhance the skills Officers use when called to incidents that may involve mental health. Holistic, simulation-based training continues through the annual recertification as a successful tool to reinforce training and expectations.

## Mandatory Training

Course/Topic	Delivered By	Duration	Number trained
Special Constable Recruit Training	3rd Party Provider/Toronto Transit Commission	90 Days	39
Annual Use of Force and Legislative Update Block Training	3rd Party Provider/Toronto Transit Commission	4 Days	72
Annual Use of Force and Legislative Update (Supervisor)	3rd Party Provider/Toronto Transit Commission	4 Days	20
Indigenous Awareness	Canadian Police Knowledge Network	5 Days	39
Standard First Aid	3rd Party Provider	6 Hours	31
Confronting Anti-Black Racism	3rd Party Provider	2 Days	39

Table 3: Mandatory Training

## Additional In-Service Training

Course/Topic	Delivered By	Duration	Number trained
Coach Officer Training	TTC Operations Training Centre	3 Days	0
Scenes of Crime Officer Photography	Toronto Police Service-FIS	2 Days	39
TPS 2SLGBTQ+ Liaison Office – Serving with Pride	3 <sup>rd</sup> Party Provider	3 Hours	39
Naloxone	3 <sup>rd</sup> Party Provider	1 Hour	39
Body-Worn Camera	TTC Operations Training Centre	8 Hours	87
In-Car Camera	TTC Operations Training Centre	4 Hours	80

Table 4: Additional In-Service Training

## Equipment

Pursuant to the Agreement with the Board, Special Constables are issued with the following equipment:

- Uniform.
- One wallet badge, appropriate wallet and agency identification card.
- Soft body armor with appropriate carriers.
- One set of standard handcuffs with appropriate carrying case.
- One container of Oleoresin Capsicum (OC) foam/spray with appropriate carrying case.
- One expandable baton with appropriate carrying case.
- One body-worn camera.
- One approved memo book.
- One flashlight with appropriate carrying case.
- One Provincial Offences Notice book and appropriate hard cover.
- One TTC Special Constable Service Policies, Procedures and Rules Manual.
- Naloxone with carrying case.

# | Updated Technologies

In 2024, the Special Constable Service implemented a number of initiatives aimed at supporting the TTC's commitment to increasing transparency and accountability, while fostering a culture of safety and integrity. Key initiatives, such as the implementation of body-worn cameras, in-car cameras, and mobile ticketing, allowed the Department to utilize innovative technologies that improve the way Special Constables carry out their responsibilities. The implementation of body-worn cameras and in-car cameras strengthens public trust while ensuring the safety and protection of both Special Constables and customers. These technologies also align with the goals of the Culture Change Program by supporting the adoption of new technologies to fulfill third-party report recommendations.

## **Body-Worn Cameras**

At its meeting on April 11, 2024, the TTC Board approved the Body-Worn Camera and Special Constable In-Car Camera Policy, along with the initiation of a nine-month Body-Worn Camera pilot for Special Constables and Fare Inspectors. The pilot launched in May 2024 and concluded in January 2025.

Throughout the pilot, the performance of body-worn cameras was monitored through weekly surveys and key technical performance indicators to ensure that the technology was meeting the TTC's needs. The results of the pilot demonstrated that body-worn cameras provide significant benefits for Special Constables, Fare Inspectors, and the public. Given the positive outcomes of the pilot, the TTC Board approved the full deployment of body-worn cameras for all Special Constables and Fare Inspectors at its Board meeting on December 3, 2024.

## **Body-Worn Camera Pilot Overview**

In May 2024, the TTC launched a nine-month pilot to equip Special Constables with body-worn cameras through a phased implementation. Through this approach, 20 Special Constables were equipped with body-worn cameras over a six-week period, rotating to a new set of Officers every six weeks. This approach ensured that all Officers had the opportunity to be equipped with a body-worn camera during the pilot phase.

## **Special Constable Service Department Feedback**

As a part of the pilot's requirements, participating Special Constables were required to submit their feedback on their experience using body-worn cameras in a daily survey. The feedback was used to identify any issues with the equipment, or the requirements laid out in the Body-Worn Camera and Special Constable In-Car Camera policy. The survey responses were used to track Officer satisfaction and concerns with the equipment.

Daily survey results demonstrated that the overwhelming majority of pilot participants had a positive experience using body-worn cameras, highlighting that they felt the equipment increased their safety and improved customer compliance. A total of 83% of pilot participants reported that they felt the body-worn cameras increased their safety and enhanced transparency. The presence of body-worn cameras encouraged both Special Constables and customers to be more conscious of their behaviour. In the event of complaints or incidents, the footage was reviewed to clarify what transpired, reducing misunderstandings, and providing clear evidence to support or refute claims. Additionally, 54% of pilot participants reported that they believe body-worn cameras help reduce complaints from members of the public. Overall, body-worn cameras were reported to create a safer

and more respectful working environment for Special Constables, while also promoting adherence to policies, statutes, and by-laws among passengers.

## **CUPE Local 5089 Report Back**

On September 9, 2024, the body-worn camera project team met with CUPE 5089 to discuss the plan for the full roll-out of the body-worn camera program. CUPE 5089 expressed strong support, emphasizing positive feedback from its members. Additionally, on October 25, 2024, the project team met with the National representative for CUPE 5089 to provide detailed background information and updates on the pilot program. The CUPE National representatives also endorsed the full roll-out, reinforcing the Union's collective support for the initiative.

The full roll-out of body-worn cameras began on January 6, 2025, equipping all Special Constables with the hardware. The implementation of this initiative demonstrates the TTC's commitment to enhancing transparency, accountability, and safety for both employees and customers. Body-worn cameras not only improve the ability to monitor and address safety and security incidents, but they also foster greater trust between Special Constables and members of the public by providing clear, objective records of interactions.

## **Special Constable In-Car Camera System**

In August 2024, in-car cameras were installed in all 14 Special Constable patrol vehicles, initiating the in-car camera project. In-car cameras provide an impartial record of events, which is particularly valuable when Special Constables are transporting individuals who are in custody. In October, hardware and wiring issues were identified with the in-car camera equipment, necessitating the project to be paused as the Department worked to identify solutions to the issues. On January 27, 2025, the in-car camera project relaunched with two patrol vehicles being deployed with in-car camera equipment. In-car cameras will continue to be installed in additional vehicles as the Department works toward resolving issues with the equipment and vehicles.

## **Launch of Mobile By-Law Ticketing**

In May 2024, the Department introduced a Mobile By-Law Ticketing solution to help Special Constables issue infraction tickets more efficiently. This system includes a smartphone-based application and a handheld printer, allowing Officers to issue tickets instantly for offences under TTC By-Law 1, the Trespass to Property Act (TPA), and the Liquor License and Control Act (LLCA). The cloud-based ticketing system automatically transfers data to the TTC's internal Record Management System (SCS-RP), eliminating manual paperwork, reducing errors, and streamlining the ticketing process.

All Special Constables are now equipped with mobile printers, enabling them to issue tickets electronically, while enforcing POA Part I, TPA, LLCA, and TTC By-Law #1. The system securely stores and transmits ticket information, making it easier to track and manage infractions with the TTC's record management system. This digital transformation replaces the traditional paper-based process for these ticket types, strengthens enforcement capabilities, and aligns with the TTC's commitment to modernizing field operations and enhancing public safety.

# I Reporting

## Calls for Service

In 2024, the Special Constables Service received 35,484 calls for service, representing a 15% increase from the previous year.

Mode	Calls Received				
	2020	2021	2022	2023	2024
Scarborough RT*	368	210	193	230	103
Subway	21,381	26,817	23,516	26,410	30,355
Surface	4,925	4,031	3,894	4,269	5,026
<b>Total</b>	<b>26,674</b>	<b>31,058</b>	<b>27,603</b>	<b>30,909</b>	<b>35,484</b>

Table 5: Calls for Service \*The last day of Scarborough RT train service was July 23, 2023; 2024 numbers account for incidents related to buses arriving/leaving from Scarborough RT stations

## Arrests and Apprehensions

Special Constables are committed to maintaining a safe and secure transit system. Special Constables submitted 223 records of arrest for Criminal Code offences, a decrease of 2% when compared to the previous year with 229 arrests. Additionally, in 2024, Special Constables made 215 apprehensions under the Mental Health Act. These apprehensions were made in response to calls received for persons who were in distress or posed a threat to themselves or others. This represented a 9% increase from the previous year with 197 apprehensions under the Mental Health Act.

Table 6 below outlines the total number of individuals arrested, charged, and apprehended from 2020 to 2024. Table 7 and 8 below present the individual reports that were submitted to document each occurrence.

Authority	Total Arrested, Charged, and Apprehended				
	2020	2021	2022	2023	2024
Criminal Code	346	123	277	229	223
Mental Health Act	96	128	221	197	215
Liquor License and Control Act	22	5	20	15	19
Trespass to Property Act	37	9	16	18	11
Controlled Drugs and Substance Act	0	0	0	0	0
<b>Total</b>	<b>501</b>	<b>265</b>	<b>534</b>	<b>459</b>	<b>468</b>

Table 6: Total Arrests and Apprehensions

General Occurrence Reports and Records of Arrest	Total
Arson: Damage to Property C.C. 434	2
Assault C.C. 266	756
Assault Bodily Harm C.C. 267(1)(b)	12
Assault With Intent To Resist Arrest C.C. 270(1)(b)	4
Assault Causing Bodily Harm C.C. 267 (b)	1
Assault Peace Officer C.C. 270(1)(a)	28
Assault With A Weapon C.C. 267(1)(a)	46
Assault With Weapon C.C. 267 (a)	26
Being Intoxicated in a Public Place	19
Bench Warrant C.C. 597 (2)	3
Bodily Harm: Administering Noxious Thing C.C. 245	3
Breach of Probation P.O.A Sec 75	1
Break and Enter With Intent C.C. 348(1)(a) Attempt	3
Breaking, Entering and Committing C.C. 348 (1)(b)	1
Carry Concealed Weapon C.C. 90(1)	3
Cause a Disturbance 175(1)	5
Criminal Harassment C.C. 264 (1), (2)	17
Cruelty to Animals C.C. 446(1)	1
Fail To Appear (FORM 9/10) 145(5)(b)	1
Fail To Appear 145(2)(b) Subsequent to Court	2
Fail To Comply Probation C.C. 733.1	3
Fail to Comply Recog C.C. 145(3)	1
Failing to Comply with Condition of Undertaking or Recognizance C.C. 145 (3)	1
Fraud C.C. 380(1)	1
Indecent Acts C.C. 173(1)	24
Mental Health Act Sec. 17	101
Mischief C.C. 430 (1) (a) and (b)	180
Mischief C.C. 430 (1) (c) and (d)	29
Mischief Endangering Life C.C. 430 (2)	2
Mischief Not Exceeding \$5,000 C.C. 430 (4)	736
Mischief to Testamentary Instrument or Over \$5000 C.C. 430 (3)	10
Obstruct Peace Officer C.C.129(a)	3
Obstruct Justice C.C. 139(1)	2
Opioid Overdose	38
Possession of Offensive Weapon Dangerous to The Public Peace C.C. 87	6
Possession of Prohibited Weapon C.C. 91(2)	1
Possession of prohibited weapon, device or ammunition knowing its possession is unauthorized 92 (2)(4)	1
Public Mischief C.C. 140 (1)	2
Robbery C.C. 344 (b)	8
Sexual Assault C.C.271	28
Sexual Assault with Weapon C.C. 272(a)	1
Suspicious Incident	75
T.P.A. Fail To Leave When Directed	9
T.P.A. Enter Premises When Entry Prohibited	2
T.T.C. # 1-3.25 Cause a Disturbance on TTC Property	2
T.T.C. # 1-3.25(a) Urinate (Expectorate, Defecate on TTC Property	1



T.T.C. # 1-3.4 Unauthorized Crossing or Entering Upon Subway Tracks	1
Theft Over \$5,000 C.C. 334(a)	8
Theft Under \$5,000 C.C. 334(b)	169
Uttering Threats C.C. 264.1 (1)	299
Uttering Threats to Cause Death or Bodily Harm C.C. 264.1 (1)(a)	168
Voyeurism C.C. 162 (1)(a)	1
Weapon etc.: Possession for dangerous purpose C.C. 88	12
<b>Grand Total</b>	<b>2859</b>

Table 7: General Occurrence Reports and Records of Arrest

<b>Other TTC Internal Incident Reports (SCSRP and Safety Connect Reports)</b>	<b>Total</b>
Accident	23
Aggravated Assault C.C. 268	4
Arson: Damage to Property C.C. 434	1
Assault C.C. 266	305
Assault - Aggravated C.C. 268	4
Assault Bodily Harm C.C. 267(1)(b)	7
Assault Causing Bodily Harm C.C. 267 (b)	5
Assault Peace Officer C.C. 270(1)(a)	5
Assault With A Weapon C.C. 267(1)(a)	27
Assault With Weapon C.C. 267 (a)	3
Bodily Harm: Administering Noxious Thing C.C. 245	8
Break and Enter with Intent C.C. 348(1)(a) Attempt	1
Breaking, Entering and Committing C.C. 348 (1)(b)	8
Carry Concealed Weapon C.C. 90(1)	5
Cause a Disturbance 175(1)	10
Causing Disturbance; Indecent Exhibition; Loitering C.C. 175(1)	1
Criminal Harassment C.C. 264 (1), (2)	6
Firearm: Unauthorized possession C.C. 91(1)	1
Fraud C.C. 380 (1)	1
Imitation firearm: Use while committing offence C.C. 85(2)(a)	1
Indecent Acts C.C. 173(1)	9
Mental Health Act Sec. 17	114
Mischief C.C. 430 (1) (a) and (b)	54
Mischief C.C. 430 (1) (c) and (d)	32
Mischief Not Exceeding \$5,000 C.C. 430 (4)	62
Mischief to Testamentary Instrument or Over \$5000 C.C. 430 (3)	3
Murder C.C. 235 (1)	1
Opioid Overdose	20
Personating Peace Officer C.C. 130	3
Possession of Offensive Weapon Dangerous to The Public Peace C.C. 87	43
Possession of Property Obtained by Crime C.C. 354 (1)	1
Priority 1	15
Public Mischief C.C. 140 (1)	111
Resisting or Obstructing Public or Peace Officer C.C. 129(a)	1
Robbery C.C. 344 (b)	71
Robbery Using Firearm C.C. 344 (a)	1

Sexual Assault C.C. 271	80
Suspicious Incident	72
T.T.C. # 1-3.1(b) Failure to Control Animal on Transit System	1
Taking Motor Vehicle Without Consent (joy-riding) C.C. 335 (1)	4
Theft Over \$5,000 C.C. 334(a)	4
Theft Under \$5,000 C.C. 334(b)	43
Uttering Threats C.C. 264.1 (1)	34
Uttering Threats to Cause Death or Bodily Harm C.C. 264.1 (1)(a)	11
Warrant of Committal C.C. 514 (1)	1
Weapon etc.: Possession for dangerous purpose C.C. 88	27
<b>Grand Total</b>	<b>1244</b>

Table 8: Other TTC Internal Incident Reports

## Property

The Special Constable Service is responsible for keeping all evidence and property seized in connection with their duties except in the following circumstances:

- Where TPS requests the evidence be turned over to them.
- Where an accused is held in TPS custody.
- Where drugs are seized/found.
- Where firearms are seized/found.

All property and evidence that is seized and not turned over to TPS is stored, preserved and disposed of in a manner consistent with TPS' standards and procedures for the storage and disposition of property. In 2024, Special Constables seized and processed 41 pieces of property into their property vault.

## Compliance Reporting

### Public Complaints

For 2024, the TTC received a total of 36 public complaints involving Special Constables, which is an increase from 25 complaints received in 2023. An update on public complaints received by the Fare Inspector and Special Constable Complaints (FISCC) Office in 2024 will be provided in the 2024 People and Culture Group Annual Report. The FISCC Office investigates concerns about TTC Fare Inspectors and Special Constables, along with any related policies and services.

### Use of Force Reporting

When a TTC Special Constable uses force on another person, they are required to complete a Use of Force Report (UFR Form 1) that either goes to TPS or to the Special Constables Service Department.

The Use of Force Report that must be submitted to TPS is required by the provincial *Community Safety and Policing Act* (CSPA). It must be submitted when a Special Constable uses a weapon on another person or uses force on another person that results in an injury requiring medical attention.

Conversely, the Use of Force Report that must be submitted to the Department uses a lower threshold and is required by the TTC's internal policy. It must be submitted whenever force is applied beyond compliant handcuffing.

Under both policies, a Use of Force Report must be submitted by each Special Constable involved in the arrest, typically resulting in multiple Use of Force Reports submitted per incident. In 2024, the

Department saw an overall decrease in use of force incidents, despite having an increase in calls for service (see Charts 4 and 5).

#### Use of Force as per the CSPA

In 2024, 11 Use of Force Reports were required to be submitted to the TPS as per the CSPA. There were two incidents where OC foam was deployed during interactions with assaultive subjects, resulting in two Use of Force Reports to be completed by Special Constables and submitted to TPS. There were four incidents where a Special Constable used force on another person that resulted in an injury that required medical attention. This required an additional nine Use of Force Reports to be completed by Special Constables and submitted to TPS. Table 9 below summarizes the number of incidents and the category of offence involved in each type of force application between 2020-2024:

#### **As per Community Safety and Policing Act:**

Year	Highest Level of Force Used	Number of Force Incidents	Use of Force Reports Submitted	Criminal Code	Provincial Offence (LLCA, MHA, TPA)
2024	OC Foam	2	2	2	0
	Injury	4	9	4	0
	<b>Total</b>	<b>6</b>	<b>11</b>	<b>6</b>	<b>0</b>
2023	OC Foam	5	7	5	0
	Injury	9	9	6	3
	<b>Total</b>	<b>14</b>	<b>16</b>	<b>11</b>	<b>3</b>
2022	OC Foam	2	4	2	0
	Injury	1	2	1	0
	<b>Total</b>	<b>3</b>	<b>6</b>	<b>3</b>	<b>0</b>
2021	OC Foam	1	1	0	1
	Injury	0	0	0	0
	<b>Total</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>1</b>
2020	OC Foam	7	7	6	1
	Injury	3	3	2	1
	<b>Total</b>	<b>10</b>	<b>10</b>	<b>8</b>	<b>2</b>

Table 9: Use of Force Reporting as per CSPA

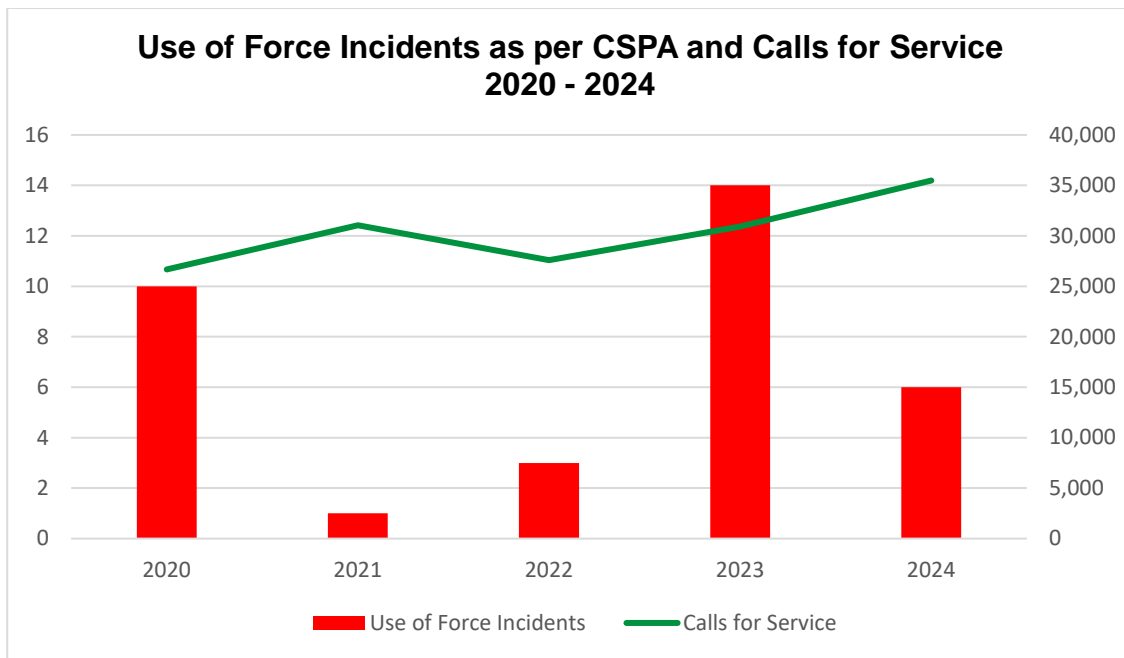


Chart 4: Use of Force Incidents as per CSPA and Calls for Service between 2020-2024

Use of Force as per Departmental Policy:

Under the Departmental Policy, there were 49 incidents in 2024, in which 108 Use of Force Reports were submitted. 36 of these incidents were in relation to the Criminal Code, while 11 incidents were in relation to the LLCA (one), MHA (eight) and TPA (two).

Year	Highest Level of Force used	Number of Incidents	Use of Force Reports Submitted	Criminal Code	Provincial Offence (LLCA, MHA, TPA) or Other
2024	Physical Control - Soft	47	104	36	11
	Physical Control - Hard	0	0	0	0
	Impact Weapon Soft	0	0	0	0
	Impact Weapon - Hard	0	0	0	0
	Baton or OC Foam Presented - Not Used	2	4	2	0
	<b>Total</b>	<b>49</b>	<b>108</b>	<b>38</b>	<b>11</b>
2023	Physical Control - Soft	48	89	35	13
	Physical Control - Hard	4	5	2	2
	Impact Weapon Soft	1	0	0	1
	Impact Weapon - Hard	0	0	0	0
	Baton or OC Foam Presented - Not Used	4	9	4	0
	<b>Total</b>	<b>57</b>	<b>103</b>	<b>41</b>	<b>16</b>

Table 10: Use of Force Reporting as per Departmental Policy

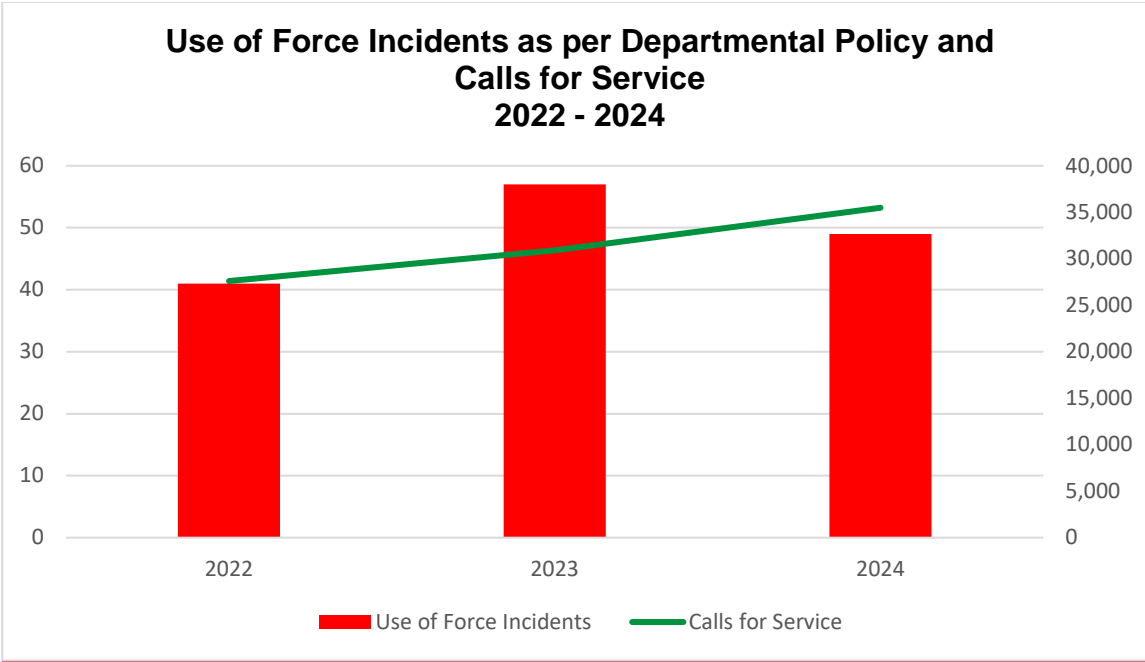


Chart 5: Use of Force Incidents as per Departmental Policy and Calls for Service between 2022-2024

**Race-Based Data for Use of Force**

Special Constables document the perceived race of individuals involved in all use of force incidents. The provincially mandated Use of Force Report requires Special Constables to submit perception-based information regarding race.

In 2024, there were two use of force incidents where OC Foam was deployed that fall under the CSPA (Table 9) and 49 use of force incidents that fall under the Departmental Policy (Table 10), bringing the total number of use of force incidents to 51. Table 11 below outlines the perceived race of individuals involved in each use of force incident in 2024. TTC ridership data suggests that the race-based use of force data is generally in line with the overall demographic composition of TTC riders, with more than half identifying as racialized individuals.

Perceived Subject Race	Total
Black	20
White	18
East/Southeast Asian	6
Middle Eastern	2
Indigenous	2
South Asian	1
Latino	1
Difficulty Perceiving Race	1*

Table 11: Perceived Subject Race per Incident in 2024 (as per CSPA and Departmental policies) \*In the four Use of Force Reports that were submitted for this incident, two of the Officers identified the subject as South Asian, while the other two Officers identified the subject as Latino

# **Injury Reporting**

## **Defendants**

A total of 23 Injury Reports were submitted by Special Constables on behalf of the accused in 2024, four less than the 27 submitted in 2023.

## **Prior to Arrest**

Thirteen Injury Reports were submitted in relation to injuries sustained prior to an arrest. The injuries included pre-existing conditions, visible swelling and bruising, lacerations, abrasions and reinjuries. Eight of the accused requested medical treatment, in which three were treated by EMS and five were transported to a hospital for further evaluation. There were two injury reports that were a result of self-inflicted violence. One of the accused (who was apprehended under the Mental Health Act) repeatedly struck their head against a wall. The other accused sustained swelling to their eye and reported leg pain as a result of repeatedly kicking and punching the back of the patrol vehicle, while being transported to a police division.

## **During Arrest**

Six Injury Reports were submitted in relation to injuries sustained during the course of an arrest. Injuries included cuts, lacerations, scrapes, and a bloody lip. Four individuals were transported to a hospital to be assessed. During one arrest, OC foam and a single strike of a baton was deployed to the accused's thigh to aid in an arrest. The accused did not request medical treatment, and no injuries to the accused were observed.

## **After Arrest**

Four Injury Reports were submitted in relation to injuries sustained after an arrest, in which three were self-inflicted. In three incidents, the accused repeatedly hit their head on the barrier in the back of the patrol vehicle. In one incident, the accused reported that their arms were broken after an arrest. However, no injuries were observed, and the individual later declined medical assistance.

## **Special Constable Injuries**

Special Constables reported the following types of occupational injury sustained, while on duty:

- 94 incidents and one recurrence were reported, resulting in one lost-time injury and 93 no lost-time injuries.
- There were 25 incidents where an injury was sustained by a Special Constable during an arrest-related interaction.
- Exposure includes 11 reports of expectoration onto Special Constables or contact with individuals who had pre-existing infectious diseases.
- Accidental incidents include injuries sustained during minor automobile accidents, training slips and falls, resulting in five no lost-time injuries.
- Emotional trauma was reported by 32 Special Constables, as result of being present during a suicide, homicide, pedestrian/bus contact resulting in death, serious injury to customers, and personal trauma.
- Arrest-related injuries resulted in 25 reports of cuts, bruises, pain, swelling, strain, and sprain to Special Constables, while conducting an arrest on resistant individuals.



# Court Services

## Provincial Offence Court

Proceedings for the Ontario Court of Justice Provincial Offence Act are currently being held in-person, by remote technology (video or telephone), or a combination of in-person and remote technology, including trial and non-trial proceedings (guilty pleas – early resolution, withdrawals, first appearances and adjournments). Participants can now specify whether they would prefer an in-person presence or electronic appearance when their Provincial Offence Notice matter goes before the Court. However, the Justice of the Peace may order a member of the public to appear in-person rather than via video method.

Criminal Court trials have traditionally required in-person presence, but in some stages of the legal process, the defendant and their attorney may be permitted to attend court hearings via teleconferencing or online platforms, such as Zoom. This is subject to change at the discretion of the Justice of the Peace. The Court will continue to collaborate with its justice partners to determine the most effective way to apply technology to enhance Court services and access to justice.

## Provincial Offence Notices (PON) Issued

In 2024, the Special Constable Service issued 330 Provincial Offence Notices and two Provincial Offence Summons. A total of 33 Notices were issued in relation to the Trespass to Property Act, and 21 were issued under the Liquor License and Control Act. Special Constables issued 250 more Notices in 2024 than in 2023.

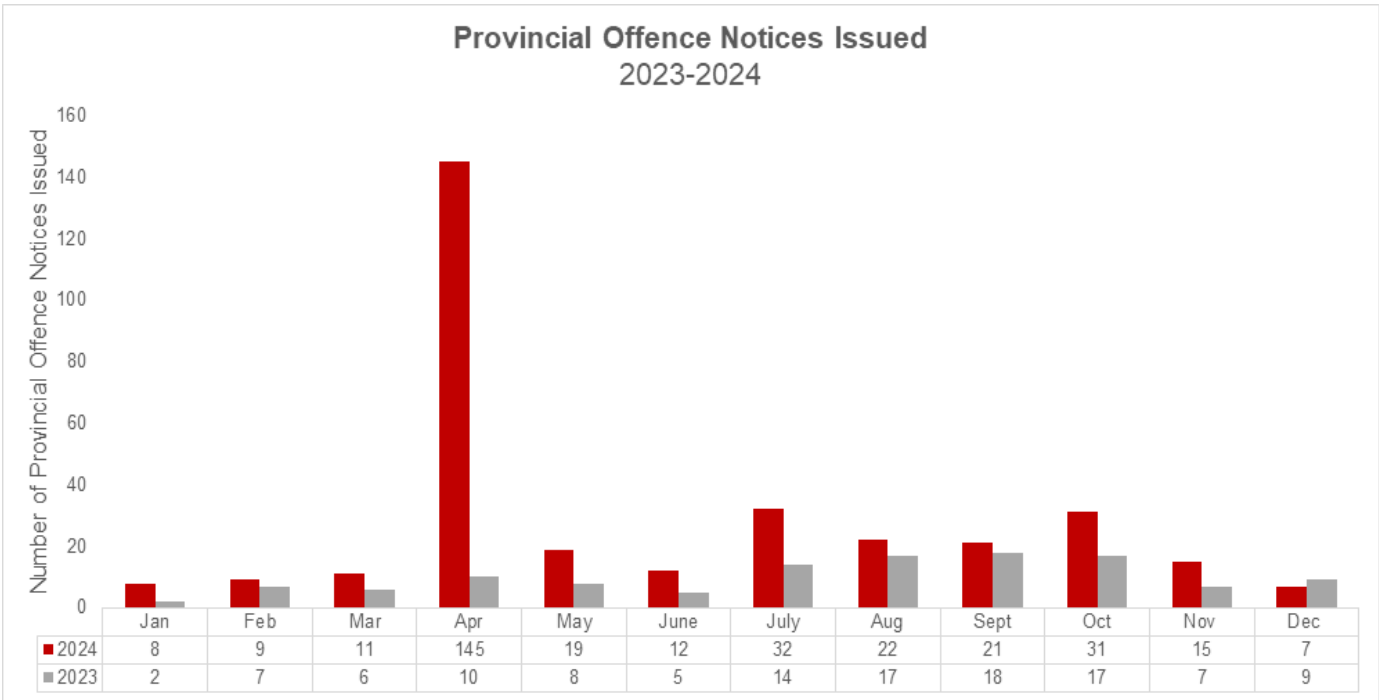


Chart 6: PONs Issued

## Time Spent in Court

Special Constables spent a total of 94 hours in Court to attend to both POA and criminal court matters. Compared to 2023 (37 hours), court-required attendance increased in 2024.

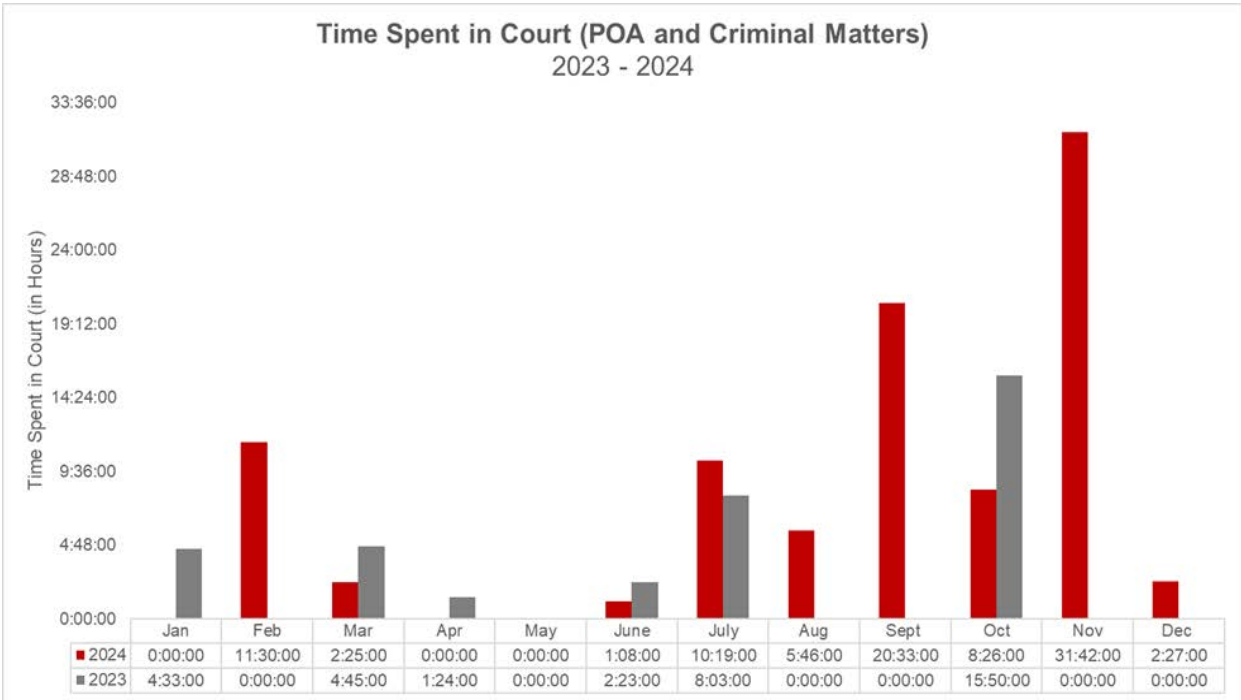


Chart 7: Time Spent in Court

## Provincial Offence Act Matters Before the Courts

In 2024, Special Constable Court Services created 83 Early Resolution and Trial Dockets to address 239 matters. This is an increase of 31 more dockets and 56 more matters compared to the previous year.

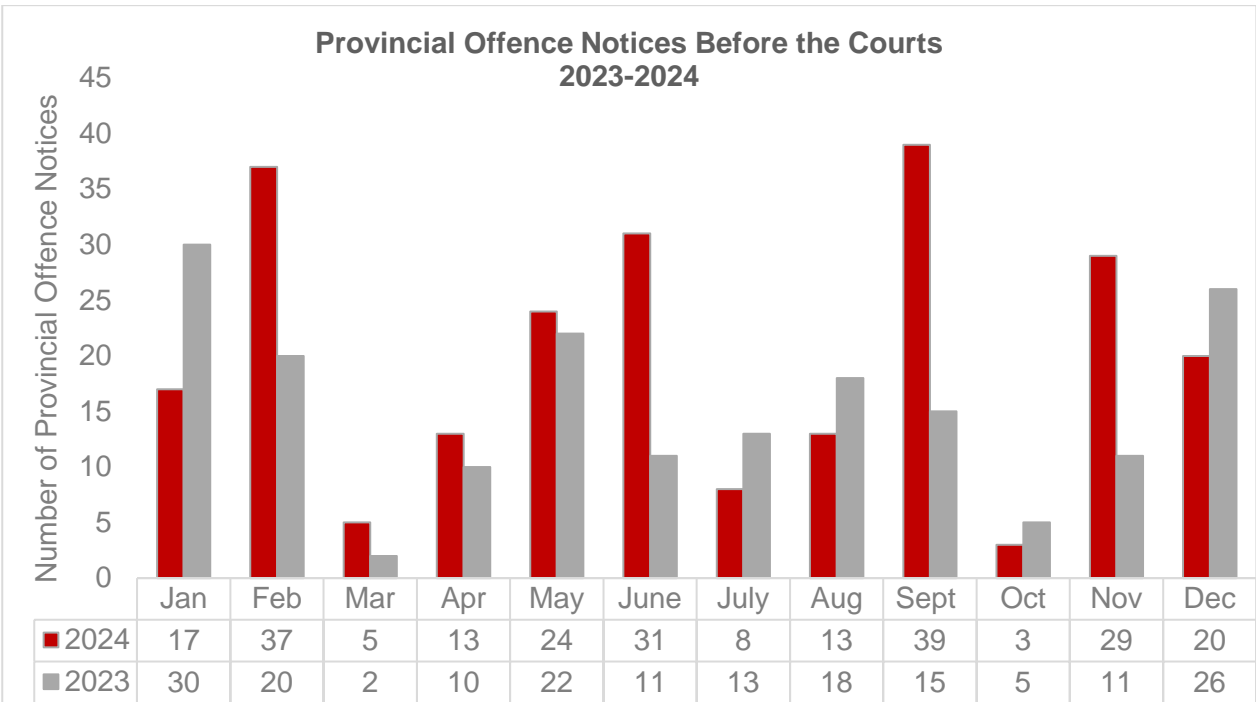


Chart 8: POA Matters Before the Courts

# Fines Imposed and Fines Collected

In an Ontario Court, fines for Provincial Offences Act are specified by the Chief Judge of the Ontario Court of Justice for the purpose of proceedings under Part 1 (notices/tickets). In 2024, 159 Provincial Offence Notices and Summons were sentenced with an imposed amount of \$48,875. A total of 93 of the matters were paid out, while 66 unpaid cases resulted in \$22,697 in outstanding fines.

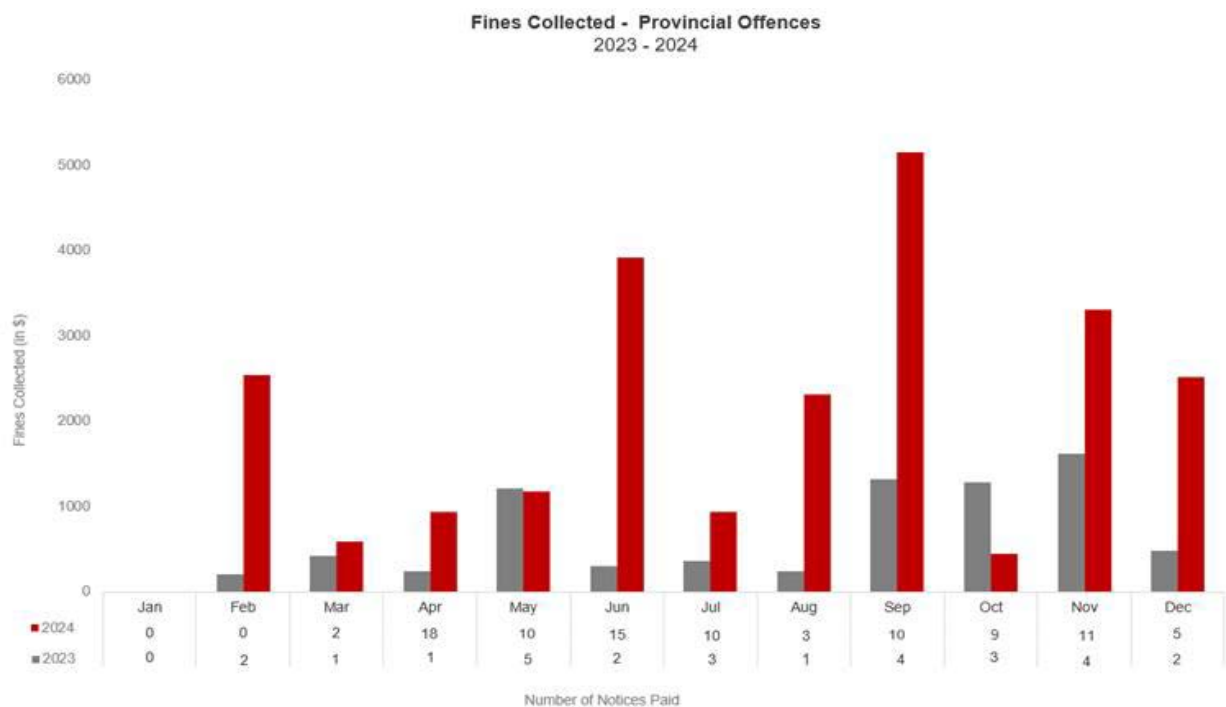


Chart 9: Fines Collected – Provincial Offences

# | Conclusion

The Special Constable Service played a critical role in ensuring the safety, security, and inclusivity of customers and employees in 2024.

The MOU between the Department and TPS was updated to clarify Special Constable responsibilities and requirements as a result of the enforcement of the CSPA. The Department obtained approval to move forward with the implementation of the new and updated Use of Force, Use of Discretion, and Body-Worn Camera and Special Constable In-Car Camera System policies. The policies aim to equip Special Constables with the tools and knowledge to deliver fair and equitable treatment to customers. The Department also introduced new technologies such as body-worn cameras, in-car cameras, mobile ticketing devices and the Officer Android App, furthering our commitment to modernizing technology. Finally, members of the Department demonstrated their dedication to building positive ties with the communities they serve by leading and participating in various community initiatives throughout the year.

Moving forward, the Special Constable Service will continue to enhance accountability, transparency, and public trust, underscoring the TTC's commitment to excellence in providing safe, efficient, accessible, and reliable transit services for all.

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## **Contact information**

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