



TTC Special Constable Service 2025 Annual Report

Date: April 16, 2026

To: TTC Board

From: Executive Director, Transit Enforcement and Fare Collection

Recommendations

It is recommended that the TTC Board:

1. Approve the transmittal of the attached Attachment 2 – Special Constable Service 2025 Annual Report to the Toronto Police Services Board as per Section 9.12 of the Special Constable Agreement between the Toronto Police Services Board and the TTC.

Summary

This report provides an annual update on services provided by the Special Constable Service. The Special Constable Service Annual Report is prepared to comply with the Special Constable Agreement between the Toronto Police Service (TPS) Board and the Toronto Transit Commission (TTC). The Agreement requires the TTC to provide an annual report to the TPS Board outlining key data and information regarding enforcement activities, training, use of force activities, supervision, complaints, and other issues.

The Special Constable Service 2025 Annual Report to be provided to the TPS Board is attached as Appendix 1.

This also responds to an April 2024 TTC Board motion directing the TTC to consider expanding the scope of the *Use of Discretion Policy* to all personnel in customer-facing operations.

Background and Analysis

Section 9.12 of the Special Constable Agreement between the TPS Board and the TTC requires the TTC to provide an annual report to the TPS Board. This report contains statistical data, including information regarding enforcement activities, training, use of force activities, supervision, complaints, and any other information that may be requested by the TPS Board or the Chief of Police. Similar agreements and reporting requirements are in place between the TPS Board and other Special Constable employers including, Toronto Community Housing Corporation and the University of Toronto.

Attachment 2 – Special Constable Service 2025 Annual Report has been prepared in compliance with the Special Constable Agreement between the TPS Board and the TTC.

Activity Highlights

Calls for Service

In 2025, the Special Constables Service received 36,495 calls for service, representing a 3% increase from the previous year.

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.

As per Community Safety and Policing Act:

In 2025, there were three use of force incidents that required three Use of Force Reports to be submitted to the Toronto Police Service as per the CSPA. This is a decrease from the six use of force incidents that occurred in 2024.

As per Departmental Policy:

Under the Departmental Policy, there were 65 incidents in 2025, in which 121 Use of Force Reports were submitted. This is an increase from the 49 incidents that occurred in 2024.

Race-Based Data for Use of Force:

Special Constables document the perceived race of individuals involved in all use of force incidents. In 2025, there were a total of 68 use of force incidents, as per both the CSPA and Departmental policies. The perceived race of the subjects involved in each incident totalled to 31 White individuals, 25 Black individuals, five Middle Eastern individuals, two East/Southeast Asian individuals, two Indigenous individuals, two Latino individuals, and one South Asian individual. 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.

Use of Discretion Policy

In response to the Board's motion to potentially expand the scope of the Use of Discretion policy to include TTC personnel in customer-facing operations, the TTC recommends that the current scope of the policy remains limited to enforcement roles only.

The Use of Discretion Policy was developed in response to an Ombudsman recommendation that was specific to TTC Special Constables and Provincial Offence Officers. Accordingly, the policy was developed and designed to guide safety and security decisions that are conducted by these Officers. Expanding the policy to customer service staff would not be applicable, as it contains compliance and accountability requirements that were specifically designed for law enforcement roles. For example, the policy includes provisions indicating that non-compliance may result in disciplinary action. These measures are designed for enforcement functions that have public-safety implications, such as issuing tickets, enforcing legislation, and conducting arrests. Applying these provisions to customer service staff, whose duties are service-oriented rather than enforcement-based, would not be relevant or fair.

Additionally, expanding the policy to customer-facing roles would create redundancy and duplication, as the principles outlined in the Use of Discretion policy are already embedded in existing training. Customer-facing personnel such as Customer Service Agents and Operators, already receive training that incorporates key requirements in the policy, such as considering if an individual is experiencing homelessness, their familiarity with the transit system, and the importance of mitigating bias. These principles are already addressed through current training materials and guidelines and therefore, do not require an additional policy to govern these roles.

The TTC will continue to reinforce discretion principles for customer-facing staff through existing training programs, ensuring alignment with their responsibilities.

Diversity, Equity and Inclusion Matters

The TTC is committed to supporting and promoting equity, diversity, and inclusion in all policies, procedures, processes, programs, and services to reflect and respond to the needs of customers and employees. Special Constables have significant public contact and perform customer service, safety, and security roles. The TTC expects all of its employees to perform their duties in an equitable, inclusive, respectful, and safe manner. Special Constables undergo training to ensure that all of their duties are founded in equity, respect, and dignity for customers and employees.

Innovation and Sustainability Considerations

There are no innovation or sustainability impacts arising from the Special Constable Service 2025 Annual Report.

Corporate Plan Alignment

The Special Constable Service 2025 Annual Report aligns with Action 2.2.2 of the TTC Corporate Plan: Enhance Community Safety, Security and Well-being on the System. This report outlines how the Special Constable Service continues to ensure safety and security on the transit system by advancing its operational capacity, conducting community engagement, and providing extensive service delivery.

Financial Impact

The 2025 Operating Budget, approved by the TTC Board on January 10, 2025 and by City Council on February 11, 2025 includes \$28.9 million funding for the Special Constable Service Department to enable staff to deliver their services in compliance with the Special Constable Agreement between the TPS Board and the TTC.

There are no anticipated financial impacts arising from the adoption of the report's recommendation.

The Interim Chief Financial Officer has reviewed this report and agrees with the financial impact information.

Contact

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Attachments

Attachment 1 – Decision History
Attachment 2 – Special Constable Service 2025 Annual Report

Attachment 1 – Decision History

On May 15, 2014, a Special Constable Agreement was reached with the Toronto Police Service Board to designate Special Constables with limited powers and authorities under selected Federal and Provincial statutes. These restored authorities were conferred to support the enforcement of TTC By-law No.1 and to increase the level of effectiveness and efficiency in delivering security and limited law enforcement services in cases where it was neither possible nor practical for a police officer to respond in a timely manner.

On April 11, 2024, the TTC Board approved the Use of Discretion policy contained in the report, [Policies to Support the Revenue Protection and Special Constable Service Culture Change Program](#) and put forward a motion directing staff to assess whether the scope of the policy should be expanded to include all TTC personnel in customer-facing operations.

On November 27, 2024, a new Special Constable Agreement was reached with the Toronto Police Service Board that made references to the *Community Safety and Policing Act* (CSPA), which came into force on April 1, 2024. The CSPA required all Special Constable employers, including the TTC, to update their Memorandum of Understanding with their respective police service, to include references to the new legislation.