



## **TTC Special Constable Service 2023 Annual Report**

Date: April 11, 2024

To: TTC Board

From: Chief Strategy and Customer Experience Officer (Acting)

### **Summary**

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This report provides an annual update on services provided by the Special Constable Service (SCS) Department. The Special Constable Service Annual Report is prepared to comply with the Special Constable Agreement between the Toronto Police Services (TPS) Board and the Toronto Transit Commission, which requires the TTC to provide an annual report to the Toronto Police Service Board by May of each year.

Highlights of the year are presented in this report to the TTC Board, and the 2023 Special Constables Annual Report to be provided to Toronto Police Services is attached as Appendix 1.

### **Recommendations**

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It is recommended that the TTC Board:

1. Approve the transmittal of the attached Appendix 1 – Special Constable Service 2023 Annual Report to the Toronto Police Services Board as per Section 8.9 of the Special Constable Agreement between the Toronto Police Services Board and the TTC.

### **Financial Summary**

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

The 2024 Operating Budget, approved by the Board on December 20, 2023, and City Council on February 14, 2024, includes \$27.4 million funding for the Special Constable Service Department to enable staff to deliver their services in compliance with the Special Constable Agreement between the Toronto Police Services Board and the TTC.

As a result of its commitment to the Cultural Change Program, the TTC has invested \$1.1 million to ensure safety, security and revenue protection services are customer-focused and founded in equity, respect and dignity for customers and employees. In order to achieve these objectives, \$0.6 million in funding was added in 2021 with a further \$0.3 million added in 2022 and \$0.2 million added in 2023. This combined \$1.1 million in

operating funding supports the development of key Culture Change Program deliverables, such as new training courses for Mental Health, revised Equity, Diversity and Inclusion training program, new customer-facing policies, a 360-degree survey and rebranding of uniforms.

Consistent with the Culture Change Program's objectives, the multidisciplinary approach taken for community safety, security and well-being, with an emphasis on partnering with the City of Toronto, Toronto Police Service and Toronto Public Health, saw an investment of \$1 million in 2023 to extend and expand to the Streets to Home Program by providing 20 outreach workers; \$.500 million to support the City of Toronto's MDOT/LOFT Program to bring physical and mental health resources, and assistance navigating resources for individuals with complex needs within the TTC network; plus \$2.4 million for 25 additional Special Constable positions.

The Council-approved 2024 Operating Budget fully funded the annualized costs of \$5.1 million for these initiatives, plus an additional \$4.5 million that added 20 Community Ambassadors and 50 security guards for a total investment of \$9.6 million.

The investments made to date are indicative of the change in approach taken to community safety, security and well-being and reinforce the Special Constable Service and Revenue Protection departments' commitment to promoting and supporting diversity and inclusion and how it responds to the needs of employees and TTC customers.

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

## **Equity/Accessibility Matters**

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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 and Fare Inspectors have significant public contact and perform customer service, safety and security roles. The TTC expects all its employees to perform their duties in an equitable, inclusive, respectful, and safe manner. Employees must have the necessary skills to meet these expectations.

### **Culture Change Program**

The Culture Change Program continued to guide the work of both departments' in 2023, ensuring customer-focused safety, equity and respect. The departments implemented initiatives that support the foundation for the Culture Change Program's four overarching pillars:

1. Structure for success to create and support a diverse and inclusive workforce.
2. Modernization of policy, procedures, standards and programs.
3. Update technologies.
4. Overhauling of training and monitoring systems.

## **Structure for Success**

To support the Culture Change Program's first pillar of creating a structure for success, the Special Constable Service recruited 42 Special Constables in 2023 through fair and merit-based recruitment practices. The Special Constable Service's recruitment efforts aim at further strengthening the department's presence in the transit system while also fostering a diverse and inclusive workforce.

## **Modernize Policies, Procedures, Standards and Programs**

The Special Constable Service achieved the Culture Change Program's second pillar of modernizing policy and procedures by putting forward an updated Use of Force policy and new Use of Discretion and Body-Worn Camera and Special Constable In-Car Camera System policies for implementation. The policies are intended to strengthen accountability and public trust in enforcement activities, particularly accountability for equity and rights protection for Indigenous, Black and Equity Seeking Groups.

## **Update Technologies**

In 2023, the Special Constable Service developed an implementation plan for a Body-Worn Camera and Special Constable In-Car Camera pilot program, contributing to the Culture Change Program's third pillar of updating technologies. Through this initiative, the TTC is increasing accountability and transparency in its enforcement and customer engagement process to deliver bias-free service and ensure public trust. The pilot will prioritize transit safety, security and revenue protection, underlining the TTC's commitment to excellence.

## **Overhaul Training and Monitoring Systems**

In 2023, the TTC continues to enhance Special Constable training to ensure that all duties are founded in equity, respect and dignity for customers and employees. Over the past year, the Special Constable Service Department provided Officers with the essential tools for effective decision-making by introducing new Use of Force and Use of Discretion policy training. The department also continued to provide recruitment and refresher training aimed at providing Special Constables with best practices in addressing customers and employees with respect and sensitivity, and without bias.

## **Decision History**

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On May 15, 2014, a new Special Constable Agreement was reached with the Toronto Police Services 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.

[2014 TTC Transit Enforcement Annual Report to the Toronto Transit Commission and the Toronto Police Services Board](#)

## Issue Background

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Section 8.9 of the Special Constable Agreement between the TPS Board and the TTC requires the TTC to provide to the TPS Board an annual report. This report contains statistical data, including information regarding enforcement activities, training, use of force activities, supervision, complaints, and other issues of concern to the parties, and such further categories of information as may be requested by the TPS Board or the Chief of Police, from time to time. Similar agreements and reporting requirements are in place between the TPS Board and other Toronto municipal special constable groups, such as the Community Safety Unit of the Toronto Community Housing Corporation.

Appendix 1 – Special Constable Service 2023 Annual Report fulfills the requirements of the agreement and is consistent with the standardized format as directed by the TPS Board.

## Comments

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This report provides an overview of the 2023 activities for the Special Constable Service Department. The annual report has been revised to demonstrate the alignment with the ongoing Revenue Protection and Special Constable Service Culture Change Program.

Appendix 1 – Special Constable Service 2023 Annual Report has been prepared in compliance with the Special Constable Agreement between the Toronto Police Services (TPS) Board and the Toronto Transit Commission (TTC).

## Activity Highlights

The following Tables highlight Special Constable Service calls for service, arrests/apprehensions and use of force.

### *2023 Calls for Service*

In 2023, the 'TTC's Special Constable Service received 30,909 calls for service, representing an 11% increase from the previous year.

**Table 1: Summary of 2019-2023 Calls for Service**

Mode	Calls Received				
	2019	2020	2021	2022	2023
Scarborough RT	198	368	210	193	<b>230</b>
Subway	18,489	21,381	26,817	23,516	<b>26,410</b>
Surface	2,856	4,925	4,031	3,894	<b>4,269</b>
<b>Total</b>	<b>21,543</b>	<b>26,674</b>	<b>31,058</b>	<b>27,603</b>	<b>30,909</b>

### *2023 Arrest and Apprehensions*

Special Constables submitted 229 records of arrest for Criminal Code offences in 2023, a 19% decrease from 2022. They also made 197 apprehensions under the Mental Health Act, representing a 11% decrease from the previous year.

**Table 2: Summary of 2019-2023 Arrests and Apprehensions**

Authority	Total Arrested, Charged and Apprehended				
	2019	2020	2021	2022	2023
Criminal Code	291	346	123	277	<b>229</b>
Mental Health Act	127	96	128	221	<b>197</b>
Liquor License and Control Act	57	22	5	20	<b>15</b>
Trespass to Property Act	55	37	9	16	<b>18</b>
Controlled Drugs and Substance Act	3	0	0	0	<b>0</b>
<b>Total</b>	<b>533</b>	<b>501</b>	<b>265</b>	<b>534</b>	<b>459</b>

### *2023 Use of Force Reporting*

Special Constables are bound by Ontario Regulation 926/90, which compels Police Officers to submit a Use of Force Report (UFR Form 1) to the Chief of Police when a Police Officer who, when in the performance of their duties, uses force on another person that results in an injury requiring medical attention or uses a weapon on another person.

The TTC's internal policy on reporting use of force by Special Constables uses a lower threshold. Each incident where an application of force is used that is beyond compliant handcuffing is required to be reported.

In 2023, 16 Use of Force Reports were required to be submitted to the Toronto Police Service as per the Police Services Act. In five incidents, OC foam was deployed during interactions with assaultive subjects. Nine Injury Reports were also completed as a result of injuries sustained by defendants during the course of an arrest. The following Table summarizes the number of incidents in 2023 and the category of offence involved in each type of force application, as per the Police Services Act.

**As per Police Service Act: Table 3: Summary of 2019-2023 Use of Force (per Police Services Act)**

Year	Highest Level Force of Used	Number of Force Incidents	Use of Force Reports Submitted	Criminal Code	Provincial Offence (LLCA, MHA, TPA)
2019	OC Foam	3	3	1	2
	Injury	-	-	-	-
	<b>Total</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>2</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>
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>
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>
2023	OC Foam	<b>5</b>	<b>9</b>	<b>5</b>	<b>0*</b>
	Injury	<b>9</b>	<b>7</b>	<b>6</b>	<b>3*</b>
	<b>Total</b>	<b>14</b>	<b>16</b>	<b>11</b>	<b>3*</b>

\*1 incident relating to the Mental Health Act in 2023

**As per Departmental Policy:**

A Use of Force Report must be submitted by each Special Constable involved or present at an incident. As per departmental policy, there were 57 incidents in 2023, in which 103 Use of Force Reports were submitted. An updated Use of Force Policy is currently in development where emphasis will be placed on de-escalation techniques designed to minimize physical harm and reliance on use of force. The following Table summarizes the number of incidents in 2023:

**Table 4: Summary 2019-2023 Use of Force Reporting (per Departmental Policy)**

Year	Highest Level of Force used	Number of Incidents	Use of Force Reports Submitted	Criminal Code	Provincial Offence (LLCA, MHA, TPA) or Other
2023	Physical Control - Soft	49	89*	35	13
	Physical Control - Hard	4	5*	2	2
	Impact Weapon Soft	0	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>
2022	Physical Control - Soft	27	43*	17	7
	Physical Control - Hard	6	7	5	1
	Impact Weapon Soft	1	1	0	1
	Impact Weapon - Hard	1	1	1	0
	Baton or OC Foam Presented - Not Used	6	12	4	1
	<b>Total</b>	<b>41</b>	<b>64</b>	<b>27</b>	<b>10</b>

\*Multiple Use of Force Reports submitted, one per individual officer attending the same incident.

## Contact

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## Signature

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Angela Gibson  
 Executive Director, Fare Technologies and System Stewardship

## Attachments

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Appendix 1 – Special Constable Service 2023 Annual Report



**Toronto Transit Commission**  
**Special Constable Service**  
**Annual Report 2023**





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# Executive Summary

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In 2023, the Toronto Transit Commission continued its journey to modernize the delivery of safety and security supports in the TTC system. The Special Constable Service Department implemented initiatives that support the Culture Change Program to ensure that the delivery of Special Constable duties are provided in an equitable, inclusive, respectful and safe manner. The Culture Change Program's overarching pillars include:

1. Structure for success to create and support a diverse and inclusive workforce.
2. Modernization of policy, procedures, standards and programs.
3. Update technologies.
4. Overhauling of training and monitoring systems.

Contributing to the continued progress of the Culture Change Program's first pillar of creating a structure for success, the Special Constable Service recruited 42 Special Constables in 2023 through bias-free and inclusive hiring practices. This has resulted in three graduating classes of Special Constables representing the highest level of diversity from racialized groups. The Special Constable Service's recruitment efforts aim at further strengthening the department's presence in the transit system, while also embracing diversity to make the TTC more effective, innovative and equitable. With this initiative, the TTC is improving its ability to respond to security-related incidents, while

also supporting the Culture Change Program's objective of fostering a diverse and inclusive workforce.

In addition, the Special Constable Service and Revenue Protection departments supported the Culture Change Program's second pillar of modernizing policy, procedures, standards and programs by making significant progress in the development 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 are intended to strengthen accountability and public trust in enforcement activities and are being 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*. The Ombudsman provided a total of 26 recommendations in their report in which 15 recommendations have been implemented to date. Board approval of the proposed policies will bring the total number of implemented recommendations to 24. By aligning with third-party report recommendations, the TTC is ensuring that all policies and procedures in place promote fair and equitable treatment of customers.

The Special Constable Service department is contributing to the Culture Change Program's third pillar of updating technologies through body-worn cameras and in-car cameras. In Q1 2024, the Special Constable Service

Department will be launching a pilot to equip Special Constables with body-worn cameras along with in-car cameras in Special Constable patrol vehicles. Body-worn cameras and Special Constable in-car cameras are intended to increase accountability and transparency in enforcement and customer engagement to deliver bias-free service and ensure public trust. The pilot will prioritize transit safety, security, and revenue protection, underlining the TTC's commitment to excellence.

Recognizing the historical systemic barriers that marginalized communities have faced in accessing public transportation, the TTC is

addressing the Culture Change Program's fourth pillar of overhauling training and monitoring systems. In 2023, all Special Constables participated in a two-day, in-person training program on the Use of Discretion and Use of Force policies that were developed for the Special Constable Service and Revenue Protection departments. The Special Constable Service remains steadfast in its duty to fostering a safe and inclusive environment for all TTC riders and employees by ensuring that Special Constables receive training that focuses on combatting conscious and unconscious bias in the execution of their duties.

# Culture Change Program

In 2023, the Culture Change Program continued to serve as the cornerstone for all work carried out by staff from the Special Constable Service Department. The Culture Change Program’s objective is to ensure that safety, security, and revenue protection services are customer-focused, founded in equity, respect, and dignity for both customers and employees. This includes communities that historically and presently face systemic barriers.

Both departments have worked toward transformative internal and external changes to demonstrate their commitment to accountability, transparency, building public trust, addressing regulatory concerns, and ensuring bias-free service delivery. The Culture Change Program’s four overarching pillars were integrated into all facets of the department’s work in 2023 in order to accomplish its initiatives.



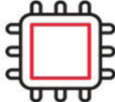

Culture Change Pillars	 <p><b>Structure for Success</b></p> <p>Create and support a diverse and inclusive workforce</p>	 <p><b>Modernize Policies, Procedures, Standards and Programs</b></p> <p>Alignment with third-party report recommendations</p>	 <p><b>Update Technologies</b></p> <p>Implement new technologies to support third-party report recommendations</p>	 <p><b>Overhaul Training and Monitoring Systems</b></p> <p>Implement training founded in equity, respect and dignity for customers and employees</p>
2023 Accomplishments	<p>Fair, merit-based recruitment to hire 42 Special Constables to foster a workforce that reflects the diversity of the community we serve</p>	<p>Two consultations conducted on new and updated Use of Force, Use of Discretion and Body-Worn Camera and Special Constable In-Car Camera policies that aim to ensure the fair and equitable treatment of customers</p>	<p>Implementation of three technologies, including the development of the Body-Worn Camera and Special Constable In-Car Camera pilot tracking for Q1 2024 implementation, which will provide public transparency and demonstrate accountability</p>	<p>Implementation of two-day in-person training program on the Use of Discretion and Use of Force policies, along with consistent recruitment and refresher training to all Special Constables that emphasize de-escalation techniques</p>

Table 1: Provides a high-level overview of the four program pillars and the accomplishments that resulted in 2023.

# Structure for Success

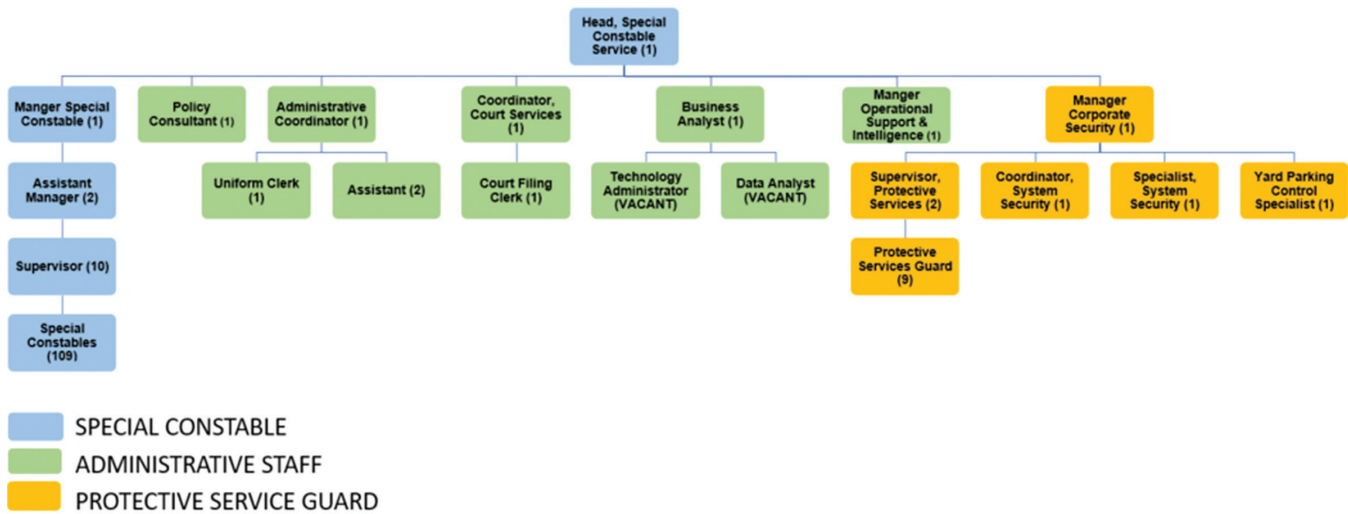
The Special Constable Service is committed to diversity, equity and inclusion. In 2022, the department worked alongside the Talent Management Department and the Diversity Department’s Racial Equity Office staff to develop and review job descriptions, job postings and interview questions in order to

remove barriers and to build a strong foundation for building greater diversity at the TTC. In 2023, these fair recruitment practices were used to hire 42 Special Constables allowing the department to foster a workforce that reflects the diversity of the community that serves.

## Organizational Chart

Chart 1: Special Constable Service Organizational Chart

### SPECIAL CONSTABLE SERVICE ORGANIZATIONAL CHART



## Special Constable Complement and Attrition Rate

Table 2 represents the complement that was augmented by the addition of 50 Security Guards and 20 Community Safety Ambassadors in February 2023, as part of

a Multidisciplinary approach with the City of Toronto and the Toronto Police Service to respond to increased community safety concerns.

Year	Special Constables at the start of the Year	Employees Joined	Employees Left	Special Constables at the End of Year	Attrition Rate
2023	86	42	15	109	11.7%
2022	77	26	17	86	16.5%
2021	93	9	25	77	24.5%
2020	67	40	14	93	13.1%
2019	56	21	10	67	13.0%
2018	36	22	2	56	3.4%
2017	38	0	2	36	5.3%
2016	31	14	7	38	15.6%
2015	39	0	8	31	20.5%
2014	30	14	5	39	11.4%

Table 2: Annual Attrition Rate Report (January 2014 to November 2023)

## Appointments

Appointments	2019	2020	2021	2022	2023
Existing	25	64	92	103	86
Reappointments	5	27	0	0	1
New Appointments	20	18	8	15	42

Table 3: Special Constable Service Appointments

## Departures

Department	2019	2020	2021	2022	2023
Terminations	1	0	0	0	3
Suspensions	1	0	0	0	0
Resignations	10	7	15	15	14
Retirements	1	1	0	0	2
Reappointments	3	N/A	4	3	12

Table 4: Special Constable Departures



## Diversity Breakdown

In 2023, the department recruited 42 Special Constables through hiring practices aimed at removing barriers and building strong foundations for greater diversity at the TTC. Job descriptions, job postings and interview questions developed by Special Constable Service, in partnership with the Talent

Management Department and the Diversity Department’s Racial Equity Office, were used to recruit the 42 Special Constables to ensure equitable and non-discriminatory recruitment practices. In 2023, those who identify as women make up 25% of the overall Special Constable Service department.

## Languages Spoken

By promoting diversity and inclusivity in the workforce, the Special Constable Service has enhanced their ability to communicate and cater to underrepresented groups. The

members of the Special Constable Service currently speak a total of 35 languages, with Punjabi, Urdu, and Hindi being the most frequently spoken languages after English.

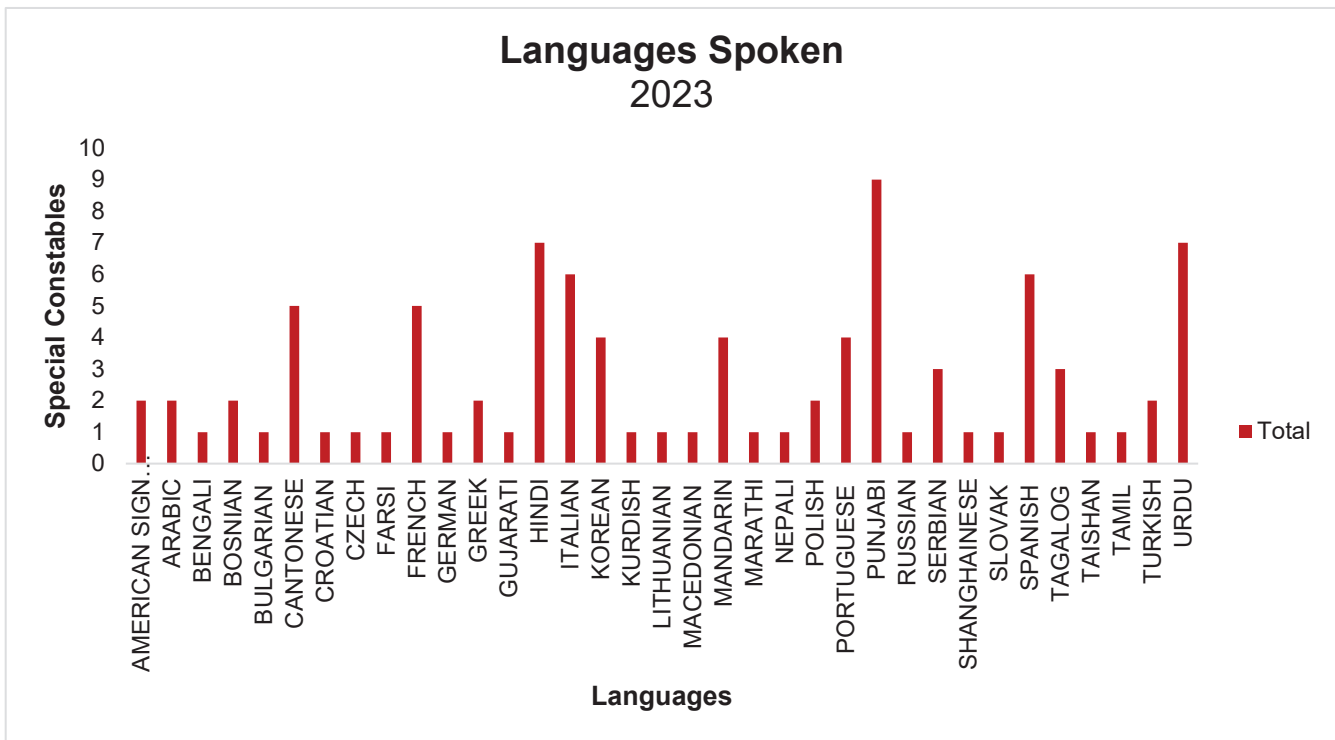


Chart 2: Special Constable Service’s Languages Spoken other than English

## Community Engagement Team

The TTC’s Community Engagement Unit comprises a team of four-to-five Special Constables who are specifically assigned to create and maintain partnerships with various city organizations. The primary focus of the

Community Engagement Unit is to provide education on transit safety through information sessions and community events. Additionally, the Community Engagement Unit assists with co-ordinating resources for

customers who may be in need of shelter, mental health services, employment services, and more.

The Community Engagement Unit 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, SafeTO dashboard, Business Improvement Area Outreach, Toronto Community Housing Corporation partnership events, Toronto Police Service partnership events, and Special Constable Service recruiting events. Due to their success in 2021, the Community Engagement Unit expanded their collaboration with Streets to Homes in 2022 and 2023. Currently, there are 20 Streets to Homes employees that support the TTC in providing services to the underhoused.

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, TTC staff assists vulnerable individuals in the city who may be at increased risk. As part of their regular

duties, Fare Inspectors and Special Constables offer information about drop-in resources in downtown Toronto to those who may be vulnerable or at risk.

### **Collaboration with Peers in 2023**

- 44 Transit Safety and Etiquette presentations/Job Fairs to students at the Toronto District School Board and Toronto Catholic District School Board
- Six TTC Safety Marketplace sessions
- 100+ TTC Bus/streetcar and subway safety talks
- Three community events with Toronto Community Housing
- Six information sessions for new Immigrants via Hanson College
- Four Black Wellness (B-Well) Rexdale community events
- One Black History Event at the TAMOGO\* organization

\*TAMOGO foundation is an organization that assists refugees and asylum seekers with legal, employment, housing and mental health support.

### **Community Partnerships**

- Toronto Community Housing
- Streets to Homes
- Focus Table Toronto York Region, Toronto and TTC Support Table
- Toronto District School Board
- Toronto Catholic District School Board
- Holiday Helpers Charity
- Scott Mission Socks and Boots Donation Drive
- Toronto Community Housing partnership events

## Community Engagement Unit Ongoing Initiative Statistical Report

The formalization of the Streets to Homes Outreach Program between the City and the TTC in 2022 has resulted in the TTC having 20 dedicated Streets to Homes employees available to support and provide services to the underhoused and complex individuals needing assistance. The services offered to these individuals include access to water, warm clothing and referrals to indoor space.

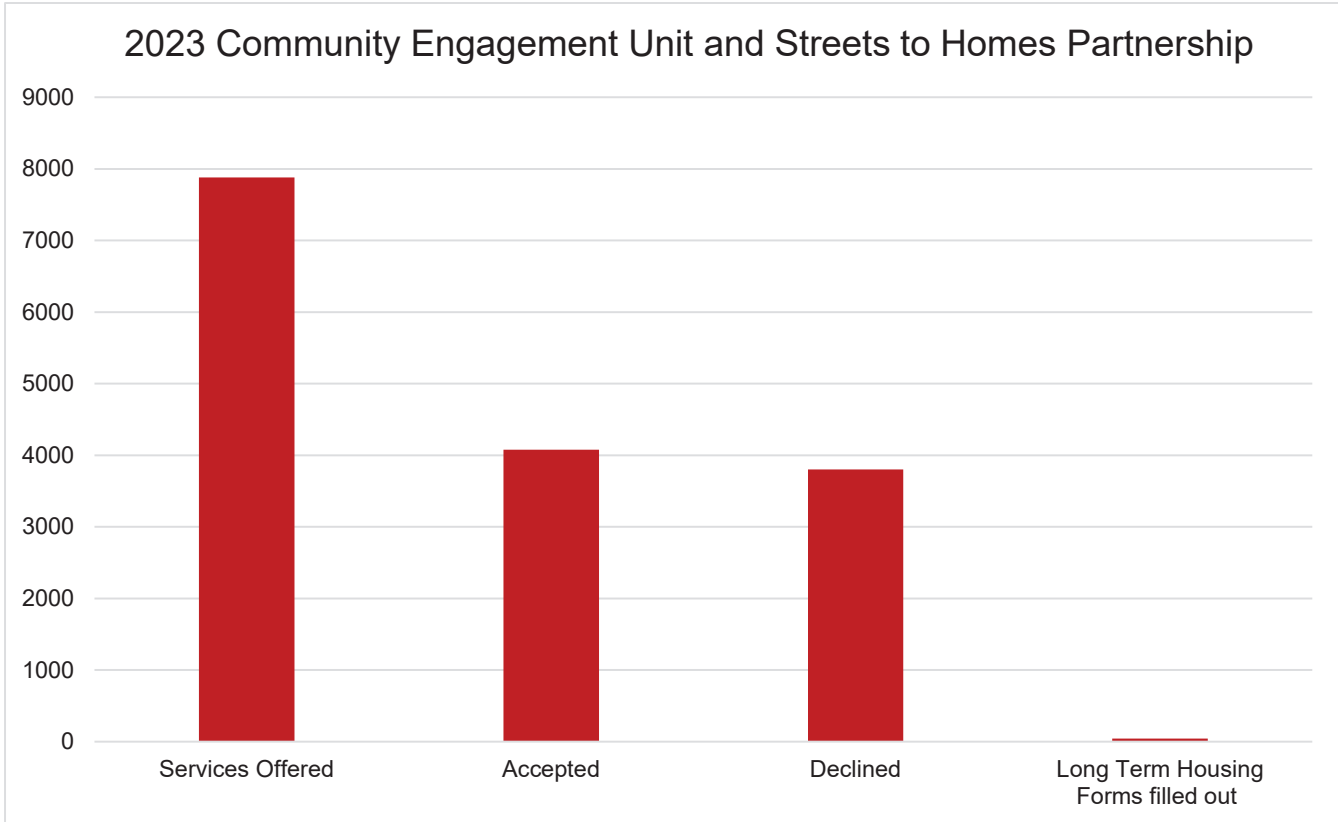


Chart 3: 2023 Streets to Homes Partnership

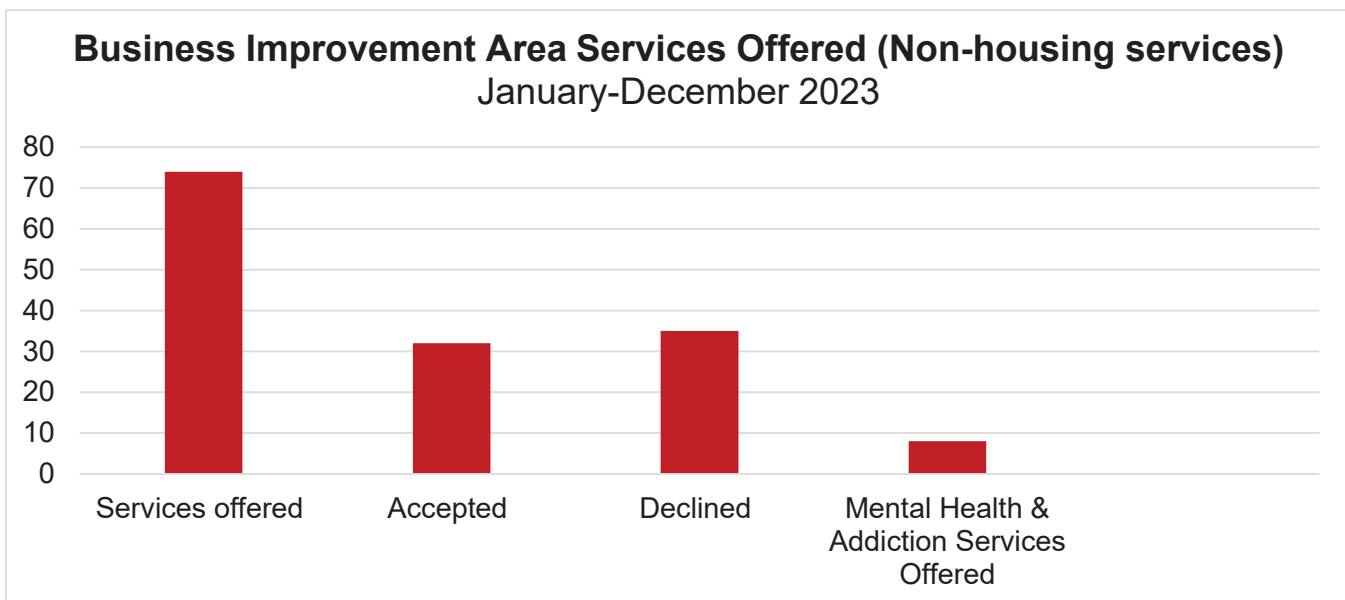


Chart 4: Business Improvement Area Services Offered

## Achievements

In 2023, Special Constables continued to provide exceptional services to ensure the safety and security of TTC customers and employees. Their commitment and actions to uphold safety on the TTC were recognized and awarded throughout the year.

At the TTC Board meeting on September 26, Special Constables Summer Daly and Zeddie Valerio received recognition for providing life-saving services to an unresponsive

individual. Constable Daly and Constable Valerio applied their training to provide naloxone, CPR and chest compressions, which revived the individual who was then transported to the hospital. Thanks to Constable Daly and Constable Valerio's dedication to public safety and well-being, a life was saved.



Constable Summer Daly and Constable Zeddie Valerio with CEO Rick Leary and TTC Board members at September 26, 2023 TTC Board meeting.

Acting Staff Sergeant James Bingham and Special Constable Michael Magnaye received the Governor General's Commendation for Bravery along with recognition at the TTC Board meeting in late 2023 for taking heroic efforts to respond to an apartment fire while on duty. Staff Sergeant Bingham and

Constable Magnaye noticed a fire spreading across multiple balconies of an apartment and took initiative by entering and activating the building's fire alarm. They then notified and helped 40 residents exit the building. Staff Sergeant Bingham provided support to an individual who was hit by falling debris and

Constable Magnaye issued verbal commands to guide individuals to safety. Their demonstration of bravery and selflessness

resulted in life-saving support for residents of the apartment building in 2020.



Acting Staff Sergeant James Bingham and Special Constable Michael Magnaye with management and TTC Board members at November 22, 2023 TTC Board meeting.

Special Constables Jay Suvendrakumar and Petar Milenkovic received recognition at the TTC Board meeting on June 12, 2023 for their efforts in providing life-saving support. Constable Suvendrakumar and Constable Milenkovic responded to a call about an unresponsive individual at a subway station who had overdosed. The Constables administered a first dose of naloxone and provided chest compressions. After receiving no response, they administered a second

dose of naloxone and used an external defibrillator device in efforts to revive the individual. They continued compressions for approximately six minutes before Toronto Fire arrived. The individual's vital signs returned and the person was transferred to a hospital. Constable Suvendrakumar and Constable Milenkovic's quick thinking and dedicated support resulted in saving the individual's life.



Special Constable Jay Suvendrakumar with Commissioners members at June 12, 2023 TTC Board meeting.

On April 30, 2023, Special Constables Chris Ross and Nenad Stefanov were recognized by Toronto Police Service for their help in arresting a wanted individual at Finch Station on October 28, 2020. Their fearlessness and unwavering support helped contribute to keeping the TTC safe.

On September 24, 2023, Special Constables Summer Daly, Kulvinder Dhillon, Ian Kosher, and Shiv Pua were invited to attend the 46th Annual Canadian Police and Peace Officers' Memorial Service in Ottawa. The service honoured and recognized the lives of fallen officers across Ontario through a parade and memorial for the individuals.



Constable Chris Ross and Constable Nenad Stefanov with the Toronto Police Service's Chief, Myron Demkiw.



(Left to right) Special Constables Ian Kosher, Shiv Pua, Summer Daly, and Kulvinder Dhillon at the 46th Annual Canadian Police and Peace Officers' Memorial Service on September 23, 2023.

# Special Constable Service Action Plan

Members of the Special Constable Service attended a workshop to draft an action plan aimed at integrating customer experience into all facets of the department's operations. These sessions provided a forum for participants to share their experiences and insights to help contribute to the plan. A dedicated working group consisting of Special Constables, management and staff continue to refine the plan, ensuring that actions are measurable, transparent and

achievable. Key elements of the plan include hosting workshops and town halls on an ongoing basis to increase engagement between Special Constables and customers in 2024. Additionally, Special Constables will be enhancing their visibility in key areas, such as fare gates and busways during rush hour to strategically position themselves for increased engagement and availability.

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# Modernize Policies, Procedures, Standards and Programs

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## Community Safety and Policing Act

On December 18, 2023, the Ministry of the Solicitor General provided notification that regulations for the Community Safety and Policing Act have been approved by Cabinet and filed. The following Ontario regulations supplement the sections of the Act that govern Special Constables:

- O.Reg- 396/23: Matters Respecting the Appointment & Functions of Special Constables & the Authorization of Special Constable Employers
- O.Reg- 410/23: Code of Conduct for Special Constables
- O.Reg- 411/23: Complaints about Special Constables
- O.Reg- 416/23: Oaths and Affirmations

The Community Safety and Policing Act will uphold Special Constables to legislative standards set out by the Province of Ontario and will come into force on April 1, 2024.

## TTC Updated Policies

In 2023, the Special Constable Service and Revenue Protection departments made significant progress on 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 by conducting internal and external consultations with diverse stakeholders. The policies aim to address recommendations issued in a report by the Ombudsman Toronto on April 20, 2017 that investigated an

incident involving two TTC employees and two members of the public on January 29, 2015. The implementation of the policies will achieve the following recommendations made in the Ombudsman Toronto's report:

- Amending the Use of Force Policy to clearly outline the importance of de-escalation as an alternative to the use of physical force.
- Creating a policy on the exercise of discretion by Special Constables and Fare Inspectors to use their authority.
- Installing video recording cameras in all Special Constable patrol cars and;
- Amending corporate policy and procedures on video recording in public areas to reflect the use of video recording cameras in Special Constable patrol cars.

The departments conducted consultations in 2023 with expert stakeholders, community stakeholders, and the general public to develop the policies. The departments sought review of the policies by expert stakeholders, Arleen Huggins, the TTC's External Advisor on Diversity and Inclusion, and Professors from the University of Toronto, Dr. Akwasi Owusu-Bempah and Dr. Scot Wortley. The Use of Force and Use of Discretion policies were also reviewed by key stakeholders, such as the City of Toronto's Confronting Anti-Black Racism Unit and the Indigenous Affairs Office. Sixteen community consultations were also conducted as part of the Racial Equity Impact Assessment (REIA) by



Dr. Owusu-Bempah and Dr. Wortley to garner feedback on the policies. The consultations targeted members of Toronto's Black and Indigenous communities, including Black Legal Action Centre, Conference of Minority Transportation Officials, East Scarborough Boys and Girls Club, Urban Alliance on Race Relations, and more.

Public consultations were conducted through a survey developed by Drs. Wortley and Owusu-Bempah that were distributed to TTC customers to gain better insight into TTC customer and employee experiences with Special Constables. The departments also consulted with the Ombudsman Toronto and CUPE 5089 to obtain their review and feedback on the policies.

Through these collaborative efforts, the Special Constable Service and Revenue Protection departments made significant strides in the development of the policies and aim to have them in place for Special Constables and Fare Inspectors in 2024.

### **Use of Force Policy**

The updated Use of Force Policy is intended to establish guidelines for when force is used by Special Constables, Fare Inspectors and Protective Services Guards during the course of their duties, and detail reporting responsibilities for when force and excessive force is used. The policy serves to operationalize the TTC's commitment to customer service, safety and fare compliance through communication, education and de-escalation techniques designed to minimize physical harm and the number of incidents where Special Constables are required to use force.

Through the Use of Force Policy, Special Constables are only authorized to use force as a last resort and only after completing 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.

Fare Inspectors and Protective Services Guards are only permitted to use force for the purposes of self-defence as permitted under section 25 of the Criminal Code.

### **Use of Discretion Policy**

The Use of Discretion Policy is intended to outline guiding principles for Special Constables, Fare Inspectors and Protective Services Guards when performing enforcement, fare inspection and compliance duties.

When using discretion, employees are directed to consider factors, including, but not limited to:

1. Seriousness and nature of the offence;
2. Context in which the offence takes place;
3. Likelihood of a written warning deterring the person from committing future violations;
4. Behaviour that may be the result of a disability or other grounds protected by the Ontario Human Rights Code; and
5. Role and impact of both conscious and unconscious bias on decision-making; and other factors that are appropriate to consider.

### **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 support a pilot that will equip 20 Fare Inspectors and 20 Special Constables with body-worn cameras and 14 Special Constable patrol vehicles with in-car cameras in 2024. The policy supports the TTC's partnership approach to community safety, security and well-being on public transit by endorsing the body-worn cameras and in-car camera systems to increase transparency and accountability.

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# Update Technologies

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Over the past year, the Special Constable Service initiated several projects that contribute to the TTC's commitment to enhancing transparency and accountability, while promoting a culture of safety and integrity. Initiatives to implement body-worn cameras, in-car camera systems, Mobile Ticketing and updated Hand-Held Point of Sale devices are underway to integrate innovative technologies that will enhance how Special Constables perform their duties.

## **Body-Worn Camera and Special Constable In-Car Camera System Pilot**

In 2023, the Special Constable Service and Revenue Protection departments developed an implementation plan for a Body-Worn Camera and Special Constable In-Car Camera pilot program in collaboration with internal and external stakeholders. The pilot will equip 20 Special Constables and 20 Fare Inspectors with body-worn cameras and all 14 Special Constable patrol vehicles with in-car cameras. This phased implementation plan will rotate body-worn cameras among all Special Constables and Fare Inspectors by equipping them with the devices during a six-week period. Through this phased approach, all Officers will have the opportunity to be equipped with a body-worn camera during the pilot. The pilot is expected to launch in Q2 2024.

The implementation of body-worn cameras is a testament to the TTC's dedication to transparency, accountability and the

enhancement of public trust. By using body-worn cameras during the execution of enforcement, fare inspection and compliance tasks, the department's aim to ensure the delivery of unbiased services. In addition to improving customer and employee safety, body-worn cameras and in-car cameras facilitate the establishment of employee accountability and enhance the collection of evidence. This initiative underscores the TTC's commitment to upholding the highest standards of professionalism and integrity in its operations, while enhancing the quality of its services.

Once the pilot begins, the Special Constable Service and Revenue Protection departments will gather feedback from Supervisors, Special Constables and Fare Inspectors on the process and application of the equipment to identify the benefits and possible issues associated with the use of the equipment. The outcomes of the pilot will determine if full deployment of cameras will be issued to all Special Constables and Fare Inspectors.

## **Hand-held Point of Sale Device Refresh**

In collaboration with the Farecard Team and the Strategy and Foresight Department, team members are working with Metrolinx to find a modernized solution to replace the existing hand-held point of sale (inspection) device. Replacing this device will address a 2019 Auditor General Revenue Operations audit recommendation.

## **Mobile By-Law Ticketing**

Mobile by-law ticketing will allow Special Constables to use a smartphone mobile application and a hand-held mobile printer to create and print Part I Provincial Offence Act Notices. Creating efficiencies with the inspection process will address a 2019 Auditor General recommendation.

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# Overhaul Training and Monitoring Systems

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In 2023, the TTC continues to enhance Special Constable training to ensure that all duties are founded in equity, respect and dignity for customers and employees. Over the past year, the Special Constable Service Department provided Officers with the essential tools for effective decision-making by introducing new Use of Force and Use of Discretion policy training. The department also continued to provide recruitment and refresher training aimed at providing Special

Constables with best practices in addressing customers and employees with respect, sensitivity, and without bias. In addition, the Special Constable Service's training department was moved to the TTC's Operational Training Centre where all staff across the TTC receive training. Through this restructuring, training will be provided at improved facilities and will be centralized to align with TTC training standards.

## Use of Force and Use of Discretion Training

In 2023, all Special Constables participated in a two-day, in-person training program on the proposed Use of Force and Use of Discretion policies that were developed for the Special Constable Service and Revenue Protection departments.

The first day of training was led by University of Toronto Professors Dr. Akwasi Owusu-Bempah and Dr. Scot Wortley and staff from the TTC's Racial Equity Office. The training focused on:

- Defining discretion and bias (conscious and unconscious);
- Importance of race and gender identity in Canadian society;
- Uses and potential misuses of race-based and gender identity data; and

- Collection of race-based and gender identity data within the TTC.

The second day of training was led by the Special Constable's Training Team. The training focused on:

- Importance of Use of Discretion within the TTC;
- When force is to be used;
- Self-identification and perception data;
- How to exercise discretion and force;
- Case studies and scenario-based learning;
- Reporting responsibilities when using discretion and force; and
- Overview of Data Collection Procedure.

## Special Constable Training

All TTC Special Constable training is reviewed and approved by the Toronto Police Service on an annual basis. Pursuant to the Special Constable Agreement between the TTC and the Toronto Police Services Board, 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
- 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
- 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

In 2023, the Special Constable Service continue commitment in expanding training programs, particularly in areas, such as Indigenous awareness, anti-racism, mental health awareness and resiliency.

The TTC Safety and Environment Department sourced a 90-minute online course on Suicide Prevention, which is now mandatory for all frontline staff. The course equips employees with the skills to identify individuals in crisis and provide them with the necessary help and support.

The Toronto Police Service's 2SLGBTQ+ Liason Office provides comprehensive information specific to the care and response of 2SLGBTQ+ persons by police and law enforcement in public service.

The Cultural Awareness and Bias Reduction course explores issues and biases in Indigenous communities and aims to increase understanding of various ethnic backgrounds within the communities we serve.

The Training Section was embedded within the Operations Training Centre (OTC) to align new training programs and revisions with the OTC's standards. New training programs were developed and implemented to support

the roles of Supervisor, Acting Supervisor and Coach Officer. The Coach Officer training is taught to all members with the desire to coach new hires.

## Recruit 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 training delivered by the City of Toronto's Confronting Anti-Black Racism Unit. Special Constables and Fare Inspectors 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 was 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	42
Protective Services Guard – Recruit Training	3rd Party Provider/Toronto Transit Commission	30 Days	15
Annual Use of Force and Legislative Update Block Training	3rd Party Provider/Toronto Transit Commission	4 Days	64
Annual Use of Force and Legislative Update (Supervisor)	3rd Party Provider/Toronto Transit Commission	4 Days	14
Indigenous Awareness	Canadian Police Knowledge Network	5 Days	88
Standard First Aid	3rd Party Provider	6 Hours	140
Confronting Anti-Black Racism	3rd Party Provider	2 Days	93

Table 5: Mandatory Training

## Additional In-Service Training

Course/Topic	Delivered By	Duration	Number trained
Coach Officer Training	TTC Special Constable Service	3 Days	10
Scenes of Crime Officer Photography	Toronto Police Service – FIS	2 Days	42
Toronto Police Service’s 2SLGBTQ+ Liason Office – Serving with Pride	3rd Party Provider	3 Hours	42
Naloxone	3rd Party Provider	1 Hour	42

Table 6: 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 armour 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 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.

## Performance Management and Accountability

### Offences against Customers

The average number of offences against customers in 2023 was 1.88 per one million boardings, an increase from 2022. Early in 2023, TTC responded to an overall increase in Community Safety concerns and offences on the TTC through a Multidisciplinary approach by collaborating with the City of Toronto, Toronto Police Services, and Toronto Public Health, including services from Streets to Homes/MDOT and Community Safety Ambassadors. Throughout 2023, the rate of offences declined from 2.72 per one million boardings in January to 1.76 per one million boardings by December 2023.

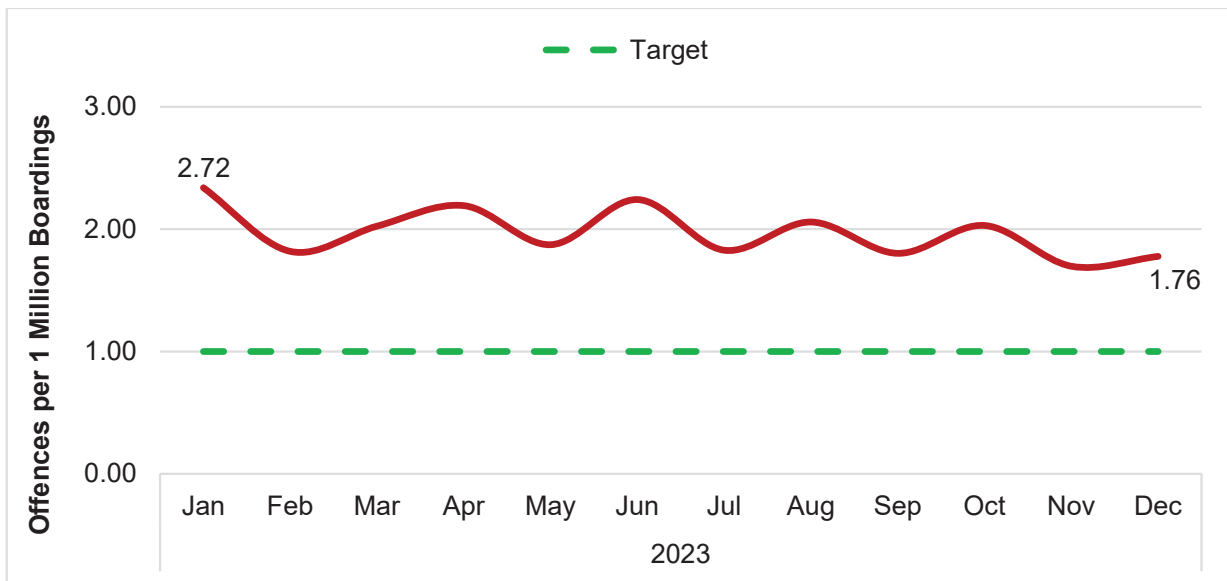


Table 7: Offences against Customers



## Calls for Service

In 2023, the Special Constables Service received 30,909 calls for service, representing an 11% increase from the previous year.

Mode	Calls Received				
	2019	2020	2021	2022	2023
Scarborough RT	198	368	210	193	<b>230</b>
Subway	18,489	21,381	26,817	23,516	<b>26,410</b>
Surface	2,856	4,925	4,031	3,894	<b>4,269</b>
<b>Total</b>	<b>21,543</b>	<b>26,674</b>	<b>31,058</b>	<b>27,603</b>	<b>30,909</b>

Table 8: Calls for Service

## Arrest/Apprehension Totals

Special Constables are committed to maintaining a safe and secure transit system. Special Constables submitted 229 records of arrest for Criminal Code offences, a decrease of 19% when compared to the previous year with 277 arrests. Additionally, in 2023, Special Constables made 197 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 11% decrease from the previous year of 221 apprehensions under the Mental Health Act.

The possible reason for this decrease in numbers can be explained by the presence of agencies providing services to the underhoused and those with complex needs on the transit system. In these circumstances, the Special Constables exercised utmost sensitivity and professionalism to ensure that the individuals received the appropriate care and support they needed.

Table 8 outlines the total number of individuals arrested, charged and apprehended from 2019 to 2023. Table 9 presents the individual reports that were submitted to document an occurrence that took place in 2023.

Authority	Total Arrested, Charged and Apprehended				
	2019	2020	2021	2022	2023
Criminal Code	291	346	123	277	229
Mental Health Act	127	96	128	221	197
Liquor License and Control Act	57	22	5	20	15
Trespass to Property Act	55	37	9	16	18
Controlled Drugs and Substance Act	3	0	0	0	0
<b>Total</b>	<b>533</b>	<b>501</b>	<b>265</b>	<b>534</b>	<b>459</b>

Table 9: Arrest/Charge/Apprehension Activity Comparison

## 2023 General Occurrence Reports and Records of Arrest

Aggravated Assault C.C. 268	2
Arson: Damage to Property C.C. 434	2
Assault C.C. 266	736
Assault Bodily Harm C.C. 267 (1) (b)	23
Assault With Intent To Resist Arrest C.C. 270 (1) (b)	2
Assault Peace Officer C.C. 270 (1) (a)	22
Assault With A Weapon C.C. 267 (1) (a)	68
Attempt Suicide	1
Attempts or Disarms a Peace Officer	1
Being Intoxicated in a Public Place	18
Bench Warrant C.C. 597 (2)	5
Bodily Harm: Administering Noxious Thing C.C. 245	1
Breach of Probation P.O.A Sec 75	1
Break And Enter With Intent C.C. 348 (1)(a) Attempt	2
Breaking, Entering and Committing C.C. 348 (1) (b)	4
Carry Concealed Weapon C.C. 90 (1)	1
Cause A Disturbance 175 (1)	3
Criminal Harassment C.C. 264 (1) (2)	16
Criminal Negligence Causing Bodily Harm C.C. 221	1
Fail to Appear (FORM 9/10) 145 (5) (b)	1
Fail to Comply Probation C.C. 733.1	3
Fail to Comply Recog C.C. 145 (3)	2

Failing to Attend Court When at Large on Undertaking or Recognizance: Failing to Surrender C.C. 145 (2)	1
Failing to Comply with Condition of Undertaking or Recognizance C.C. 145 (3)	1
False Alarm of Fire C.C. 437	1
Fraud C.C. 380 (1)	1
Having Liquor In Open Container In Unauthorized Place	2
Indecent Acts C.C. 173 (1)	16
Intimidation C.C. 423 (1)	1
Killing or Injuring Animals other than Cattle C.C. 445	1
Mental Health Act Sec .17	117
Mischief C.C. 430 (1) (a) and (b)	831
Mischief C.C. 430 (1) (c) and (d)	41
Mischief Endangering Life C.C. 430 (2)	3
Mischief to Testamentary Instrument or Over \$5,000 C.C. 430 (3)	15
Murder C.C. 235 (1)	1
Opioid Overdose	16
Possession of Offensive Weapon Dangerous To The Public Peace C.C. 87	8
Possession of Prohibited Weapon C.C. 91 (2)	1
Possession of Property Obtained By Crime C.C. 354 (1)	2
Public Mischief C.C. 140 (1)	3
Resisting or Obstructing Public or Peace Officer C.C. 129 (a)	1
Robbery C.C. 344 (b)	13
Sexual Assault C.C.271	26
Suspicious Incident	70
T.P.A. Fail To Leave When Directed	15

T.P.A. Engage in Prohibited Activity on Premises	4
T.P.A. Enter Premises When Entry Prohibited	11
T.T.C. # 1-2.1 Refuse to Pay Fare	2
T.T.C. # 1-2.3 (b) Fail to Comply with Conditions of Use of Fare Media	5
T.T.C. # 1-3.1 (b) Failure to Control Animal on Transit System	1
T.T.C. # 1-3.13 (a) Fail to Comply with Posted Sign	4
T.T.C. # 1-3.25 Cause A Disturbance on TTC Property	1
T.T.C. # 1-3.25 (c) Behave in Indecent (Offensive) Manner on TTC Property	1
T.T.C. # 1-3.25 (f) Interfere with Ordinary Enjoyment of Transit System	3
T.T.C. # 1-3.3 Enter Transit System through Non-designated Entrance or Exit	27
T.T.C. # 1-3.32 Smoke on TTC Property	3
T.T.C. # 1-3.33 (a) Possession of Weapon on TTC property	3
T.T.C. # 1-3.33 (b) Possession of Dangerous Object, Material or Thing on TTC Property	1
T.T.C. # 1-3.4 Unauthorized Crossing or Entering Upon Subway Tracks	7
T.T.C. # 1-3.5 Project Body Beyond Platform Edge or Platform Safety Markings	1
Taking Motor Vehicle Without Consent (joy-riding) C.C. 335 (1)	1
Theft Over \$5,000.00 C.C. 334 (a)	4
Theft Under \$5,000.00 C.C. 334 (b)	172
Uttering Threats C.C. 264.1 (1)	309
Uttering Threats to Cause Death or Bodily Harm C.C. 264.1 (1) (a)	173
Weapon etc: Possession for Dangerous Purpose C.C. 88	8
<b>Grand Total</b>	<b>2,844</b>

Table 10: General Occurrence Reports and Records of Arrest

## Other TTC Internal Incident Reports (Special Constable Service and other TTC Divisional Supervisory Reports)

Accident	26
Aggravated Assault C.C. 268	4
Assault	136
Assault C.C. 266	181
Assault – Aggravated C.C. 268	4
Assault Bodily Harm C.C. 267 (1) (b)	13
Assault With Intent To Resist Arrest C.C. 270 (1) (b)	2
Assault Causing Bodily Harm C.C. 267 (b)	3
Assault Peace Officer C.C. 270 (1) (a)	6
Assault With A Weapon C.C. 267 (1) (a)	52
Assault With Weapon C.C. 267 (a)	12
Attempt Suicide	19
Being Intoxicated in a Public Place	5
Bench Warrant C.C. 597 (2)	4
Bodily Harm: Administering Noxious Thing C.C. 245	3
Breaking, Entering and Committing C.C. 348 (1)(b)	3
Carry Concealed Weapon C.C. 90 (1)	6
Cause A Disturbance 175 (1)	17
Criminal Harassment C.C. 264 (1) (2)	4
Fail to Comply Probation C.C. 733.1	6
Failing to Comply with Condition of Undertaking or Recognizance C.C. 145 (3)	1
Firearm, Weapon, Ammunition: Careless Use etc. C.C. 86 (1)	1
Firearm: Pointing C.C. 87	1

Indecent Acts C.C. 173 (1)	14
Mental Health Act Sec .17	80
Mischief C.C. 430 (1) (a) and (b)	42
Mischief C.C. 430 (1) (c) and (d)	55
Mischief Endangering Life C.C. 430 (2)	1
Mischief Not Exceeding \$5,000 C.C. 430 (4)	59
Mischief to Testamentary Instrument or Over \$5,000 C.C. 430 (3)	5
Murder C.C. 235 (1)	1
Obstruct Peace Officer C.C. 129 (a)	3
Obstruct Justice C.C. 139 (1)	1
Opioid Overdose	7
Possession of Offensive Weapon Dangerous To The Public Peace C.C. 87	68
Possession of Prohibited Weapon C.C. 91 (2)	9
Possession of Property Obtained By Crime C.C. 354 (1)	3
Priority One	10
Public Mischief C.C. 140 (1)	7
Robbery C.C. 344 (b)	57
Robbery Using Firearm C.C. 344 (a)	1
Sexual Assault C.C.271	88
Suspicious Incident	119
T.P.A. Fail To Leave When Directed	2
T.P.A. Enter Premises When Entry Prohibited	2
T.T.C. # 1-3.4 Unauthorized Crossing or Entering Upon Subway Tracks	2
Taking Motor Vehicle Without Consent (joy-riding) C.C. 335 (1)	1

Theft Over \$5,000.00 C.C. 334 (a)	7
Theft Under \$5,000.00 C.C. 334 (b)	38
Uttering Threats C.C. 264.1 (1)	49
Uttering Threats to Cause Death or Bodily Harm C.C. 264.1 (1)(a)	14
Weapon etc: Possession for Dangerous Purpose C.C. 88	4
<b>Grand Total</b>	<b>1,258</b>

Table 11: Other TTC Internal Incident Reports

## Property

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

- Where Toronto Police request the evidence be turned over to them.
- Where an accused is held in Toronto Police custody.
- All drugs seized/found.

- All firearms seized/found.

All property and evidence seized from persons that is not turned over to the Toronto Police Service is stored, preserved and disposed of in a manner consistent with Toronto Police Service standards and procedures for the storage and disposition of property. In 2023, Special Constables seized and processed 64 pieces of property into their property vault.

## Compliance Reporting

### Public Complaints

For 2023, the TTC received a total of 25 public complaints involving Special Constables and 109 public complaints involving Fare Inspectors for a combined total of 134, which is an increase from 48 complaints received in 2022. The increase of complaints were directed primarily toward Fare Inspectors, likely due to the resumption of ticketing operations in March 2023. In 2022, Fare Inspectors applied a non-ticketing, educational approach due to financial constraints the public faced due to the

pandemic. An update on public complaints received by the Fare Inspector and Special Constable Complaints Office in 2023 will be provided in the 2024 Diversity and Culture Group Annual Report. The Fare Inspector and Special Constable Complaints Office investigates concerns about TTC Fare Inspectors and Special Constables along with any related policies and services.

### Early Intervention

Based on the recommendations of the Ombudsman Toronto, an Early Intervention

System was introduced in 2021 and a framework was launched in 2022 to monitor complaint trends and use of force incidents among Fare Inspectors, Special Constables and Protective Service Guards. The TTC's Early Intervention System is a non-disciplinary management accountability tool designed to track and identify employees with identifiable patterns of problematic performance, and subject each employee to an intervention designed to correct his or her performance. The Early Intervention System will also recognize employees with positive exemplary performance.

To identify employees whose performance warrants review and intervention, performance indicators, such as complaints, use of force reports, cautions/charges/summons, discipline records, body-worn/in-car camera non-compliance and recognition records are used. By using a combination of multiple performance indicators, the Early Intervention System can

provide a broader base of information for identifying patterns of problematic performance among employees. The goal of the Early Intervention System is to detect any trends of problematic behaviour before the need for discipline arises, and provide intervention to employees in the form of evaluation, training/retraining and coaching.

The Early Intervention System framework for complaints has been developed while other performance indicators are still in the process of being developed in alignment with the new internal policies. The Special Constable Service and Revenue Protection departments are working with the Fare Inspector and Special Constable Complaints Office to collate the outcome of each complaint investigation into the system. When the information is up to date, statistics that relate to the Early Intervention will be provided accordingly. Completion of the Early Intervention System will address the remaining two Ombudsman recommendations.



# Compliance Reporting

## Use of Force Reporting

Special Constables are bound by Ontario Regulation 926/90, which compels Police Officers to submit a Use of Force Report (UFR Form 1) to the Chief of Police when a Police Officer who, when in the performance of their duties, uses force on another person that results in an injury requiring medical attention or uses a weapon on another person.

The TTC's internal policy on reporting use of force by Special Constables uses a lower threshold. Each incident where an application

of force is used that is beyond compliant handcuffing is required to be reported.

In 2023, 16 Use of Force Reports were required to be submitted to the Toronto Police Service as per the Police Services Act. In five incidents, OC foam was deployed during interactions with assaultive subjects. Nine Injury Reports were also completed as a result of injuries sustained by defendants during the course of an arrest. Table 11 summarizes the number of incidents and the category of offence involved in each type of force application.

### As per Police Services Act:

Year	Highest Level Force of Used	Number of Force Incidents	Use of Force Reports Submitted	Criminal Code	Provincial Offence (LLCA, MHA, TPA)
2019	OC Foam	3	3	1	2
	Injury	-	-	-	-
	<b>Total</b>	<b>3</b>	<b>3</b>	<b>1</b>	<b>2</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>
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>
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>
2023	OC Foam	5	9	5	0*
	Injury	9	7	6	3*
	<b>Total</b>	<b>14</b>	<b>16</b>	<b>11</b>	<b>3*</b>

Table 12: Use of Force Reporting as per Police Services Act, one\* incidents relating to the Mental Health Act

## As per Departmental Policy:

Year	Highest Level of Forced used	Number of Incidents	Use of Force Reports submitted	Criminal Code	Provincial Offence (LLCA, MHA, TPA) or Other
2023	Physical Control – Soft	49	89*	35	13
	Physical Control – Hard	4	5*	2	2
	Impact Weapon – Soft	0	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>
2022	Physical Control – Soft	27	43*	17	7
	Physical Control – Hard	6	7	5	1
	Impact Weapon – Soft	1	1	0	1
	Impact Weapon – Hard	1	1	1	0
	Baton or OC Foam Presented – Not Used	6	12	4	1
	<b>Total</b>	<b>41</b>	<b>64</b>	<b>27</b>	<b>10</b>

Table 13: Use of Force Reporting as per Departmental Policy \*Multiple Use of Force Reports submitted, one per individual Officer attending the same incident.

As per departmental policy, there were 57 incidents in 2023, in which 103 Use of Force Reports were submitted. This was an

increase from 41 incidents and 64 Use of Force Reports submitted in 2022.

# Injury Reporting

## Defendants

A total of 27 Injury Reports were submitted by Special Constables on behalf of the accused in 2023, 16 more than the 11 submitted in 2022.

## Prior to Arrest

A total of nine injury reports were submitted in relation to injuries presented by the accused prior to the arrest. These include pre-existing conditions, visible lacerations and abrasions, swelling and bruising and re-injury. Two accused sustained injury from a previous fight or assault incident prior to arrest. Four were taken to hospital to treat these injuries. In two incidents, Emergency Medical Services attended and treated the accused while medical aid was declined by two individuals. Toronto Fire Services treated one person for a cut lip sustained during a fight off property. Three individuals requested medical for broken ribs, a bloody mouth and cuts to the face from a fight that occurred prior to arrest.

## During Arrest

Fourteen Injury reports were submitted in relation to injuries sustained by the defendant during the course of an arrest. Seven cuts, soreness, lacerations, bleeding and pain due to handcuff rubs. One incident where OC Foam was deployed, the accused was transported to hospital due to eye irritation. Six incidents resulted in cuts, swelling, pain and injury due to the result of force used when the defendant becomes resistive during the arrest.

## After Arrest

Five injuries were reported after an arrest. Four were self-inflicted where the accused sustained cuts, scrapes and lacerations from intentionally injuring themselves in the back of the patrol car. One accused became resistive and sustained a cut on the left wrist sustained, while being placed in the back of the patrol car.

## Special Constables

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

- 116 incidents and two recurrence were reported by the Special Constable Service resulting in eight lost-time and 108 no lost-time injuries.
- 48 incidents were reported with five Special Constables sustaining lost-time injuries.
- Accidental incidents include minor automobile accidents, slips, falls and injuries sustained during training resulted in 13 no lost-time injuries.
- Exposure includes five incidents of no lost-time (one exposure to pneumonia, two possible exposure to streptococcus, two possible exposure to bed bugs).
- Emotional Trauma was experienced by 44 Special Constables while viewing CCTV footage or attending Priority one incidents.

# Court Services

## Provincial Offence Court

The Courts have a strong dedication to utilizing technology in order to enhance its services to court users and provide access to

justice. This includes utilizing remote technology, such as video or telephone when applicable. The Ontario Court of Justice will

be presented either in physical hearings, through remote technology (video or telephone), or a combination of both.

In the city of Toronto, matters related to the Provincial Offences Act can be attended to either in person or through audio telephone or video conferencing options. Before attending any remote court proceedings, all participants must follow the Remote Appearance Code of Conduct of the Ontario Court of Justice to maintain a level of decorum expected in Ontario Court of Justice proceedings.

Historically, criminal court cases have required in person attendance, however, during specific parts of the legal process, the defendant and their lawyer may be allowed to participate in court hearings through teleconference or platforms, such as Zoom. This decision is at the discretion of the Judicial Officer and may change. The Court will continue to collaborate with its justice partners to decide on the most effective way to apply technology in order to enhance court services and access to justice.

## Provincial Offence Notices Issued

In 2023, the Special Constable Service issued 80 Provincial Offence Notices and four Provincial Offences Act Summons, 54 certificates more when compared to 2022 (30 Notices/Summons). Twenty-four notices

issued to defendants were a result of an arrest related to criminal offences, Trespass to Property Act and the Liquor Licence and Control Act.

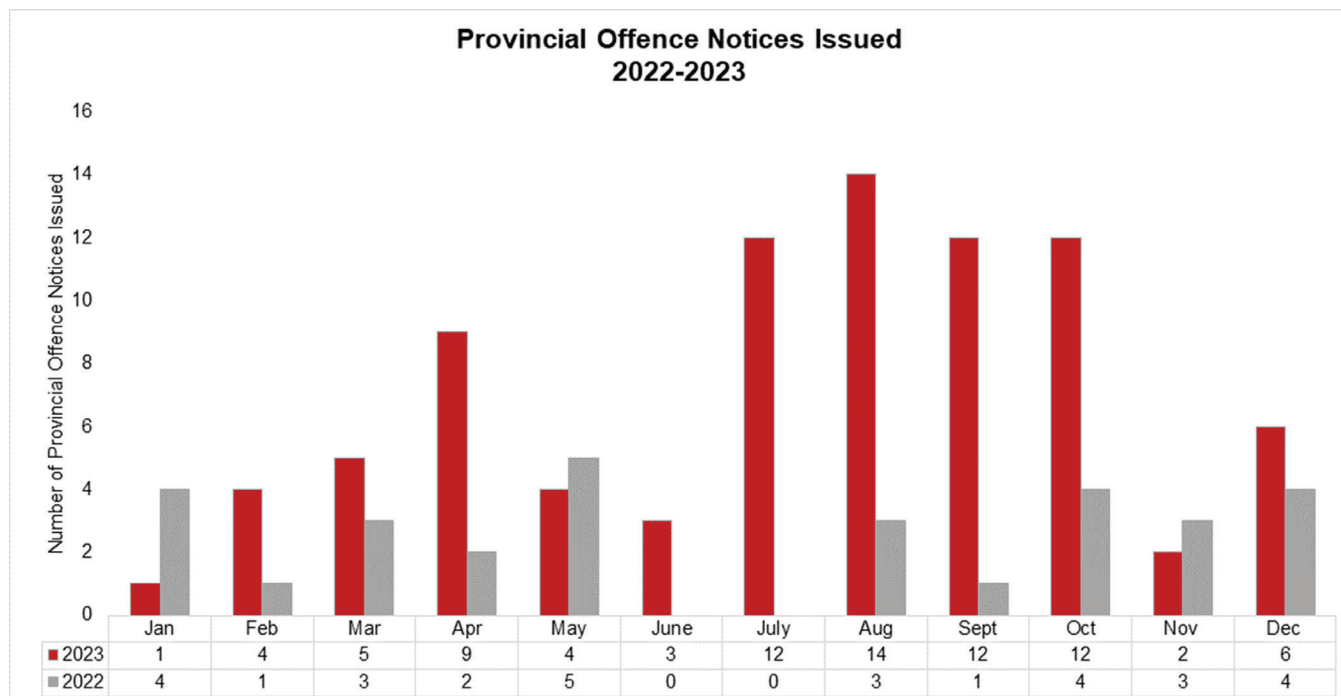


Chart 5: Provincial Offence Notices Issued

## Provincial Offence Notices Issued 2019-2023

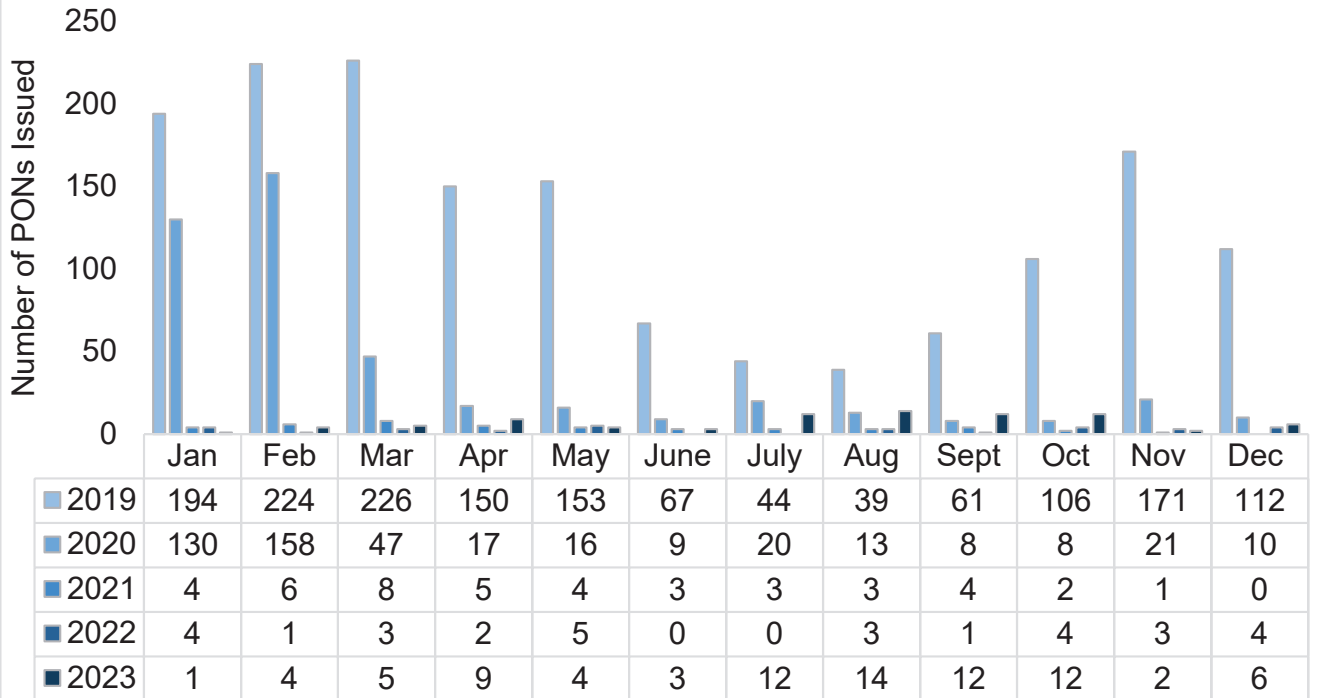


Chart 6: Provincial Offence Notices Issued 2019-2023

## Time Spent in Court

Special Constables spent a total of 37 hours in court to attend to both Provincial Offence Notices and criminal court matters.

Compared to 2022 (nine hours), court required attendance increased by 30%.

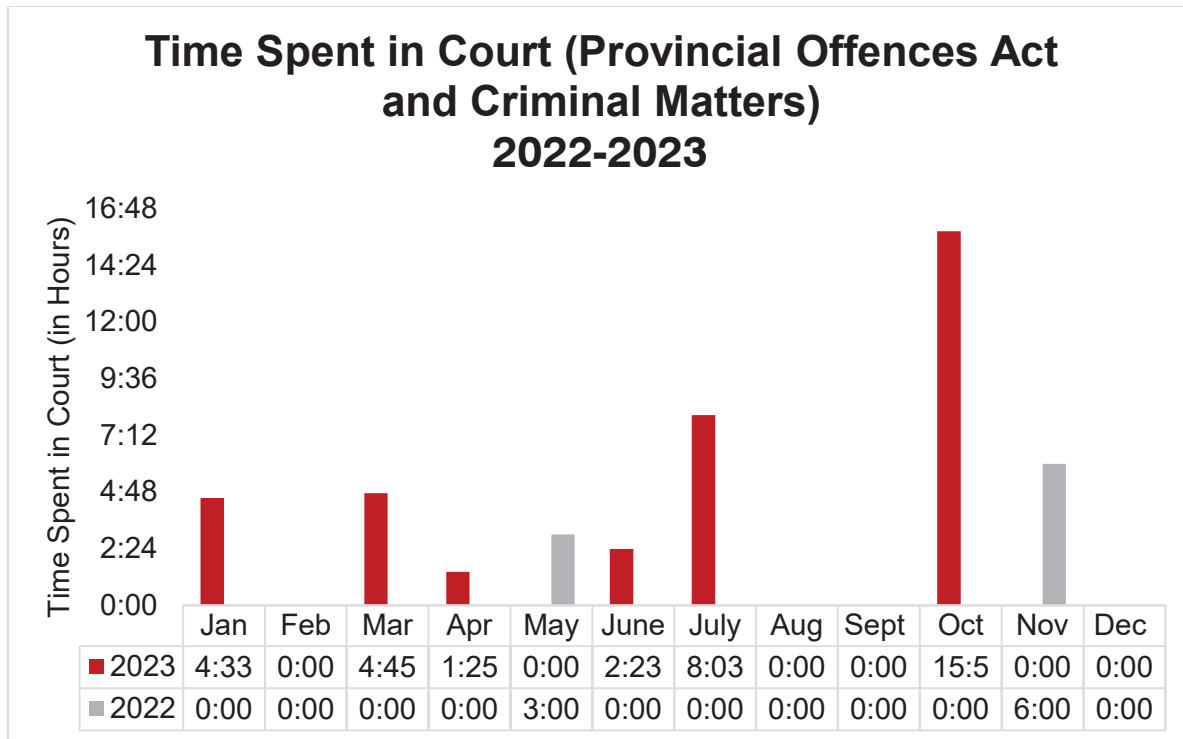


Chart 7: Time Spent in Court

## Time Spent in Court (Provincial Offences Act and Criminal Matters) 2019-2023

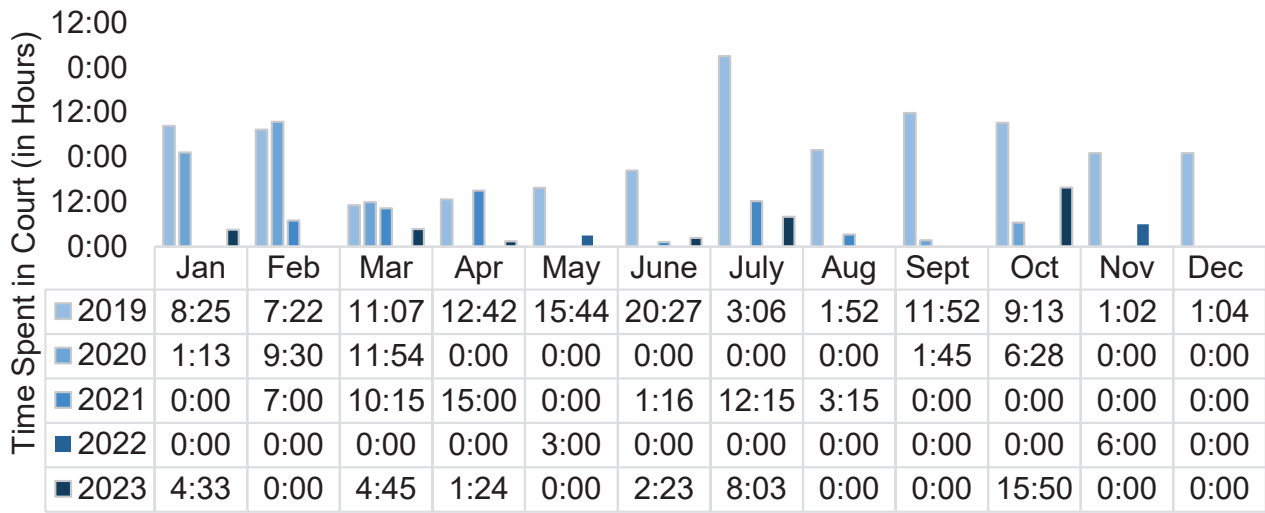


Chart 8: Time Spent in Court 2019-2023

## Provincial Offence Act Matters Before the Courts

The Ontario Court of Justice has resumed with Provincial Offence Act Early Resolution and Trial proceedings. Early Resolution matters have continued to be held via video conferencing, however, Provincial Offence Act trials are held in person. Provincial Offence Act Early Resolution matters continue to be held remotely via video conferencing. A total of 183 matters went before the courts, a

decrease of 68% when compared to the 307 that were spoken to in 2022. Forty-four matters in 2023 were dealt with through Early Resolution (meeting with the TTC Prosecutor where the defendant enters a guilty plea for a reduced fine), while 139 matters were either spoken to and resolved with a guilty plea, or are being dealt with through trials.

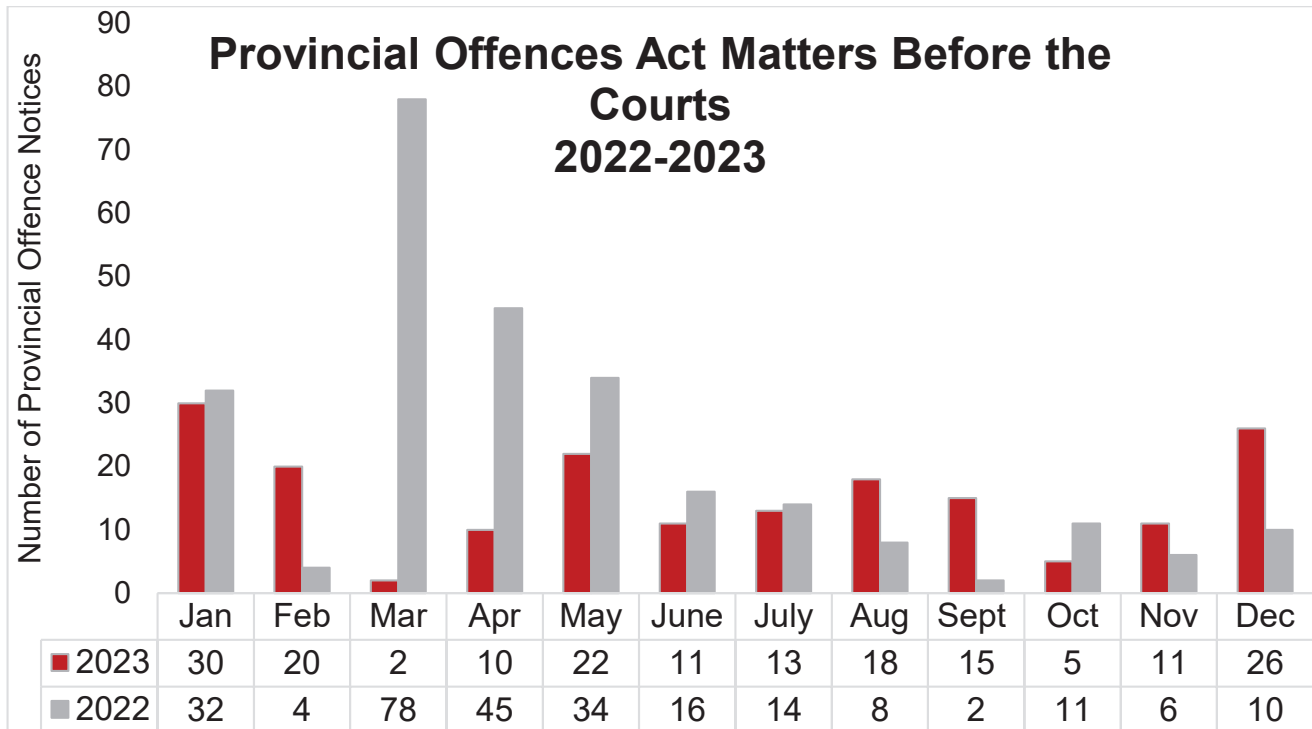


Chart 9: Provincial Offence Act Matters Before the Courts



## Provincial Offences Act Matters Before the Courts 2019-2023

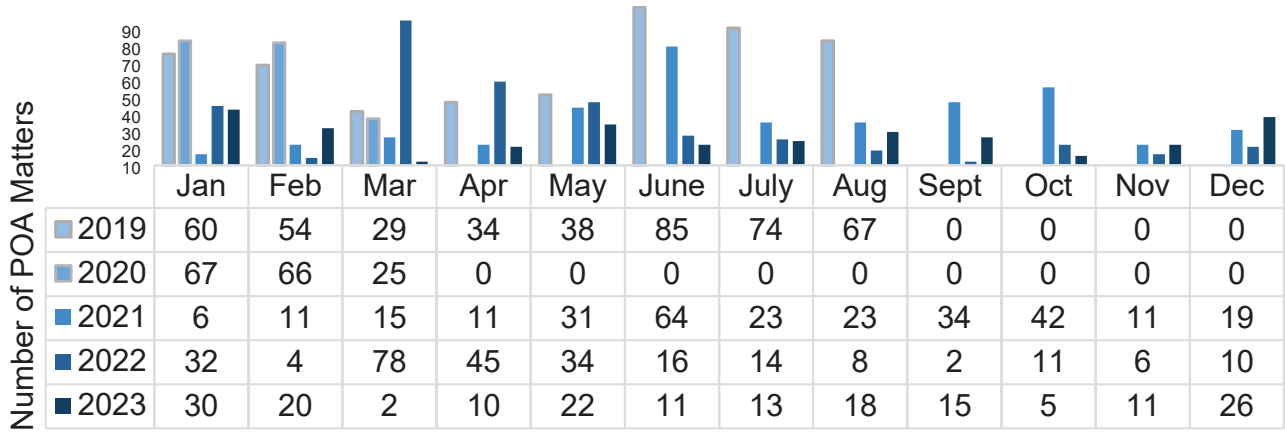


Chart 10: Provincial Offences Act Matters Before the Courts 2019-2023

## Fines Imposed and Fines Collected

In an Ontario Court, fines for Provincial Offences Act are specified by the Chief Justice of the Ontario Court of Justice for the purpose of proceedings under Part 1 or Part 2. In 2023, 67 Provincial Offences Act

Part 1 and Part 3 court matters were sentenced with an imposed amount of \$16,715. With only 28 of the matters paid, there were 41 unpaid cases resulting in \$9,026 in outstanding fines.

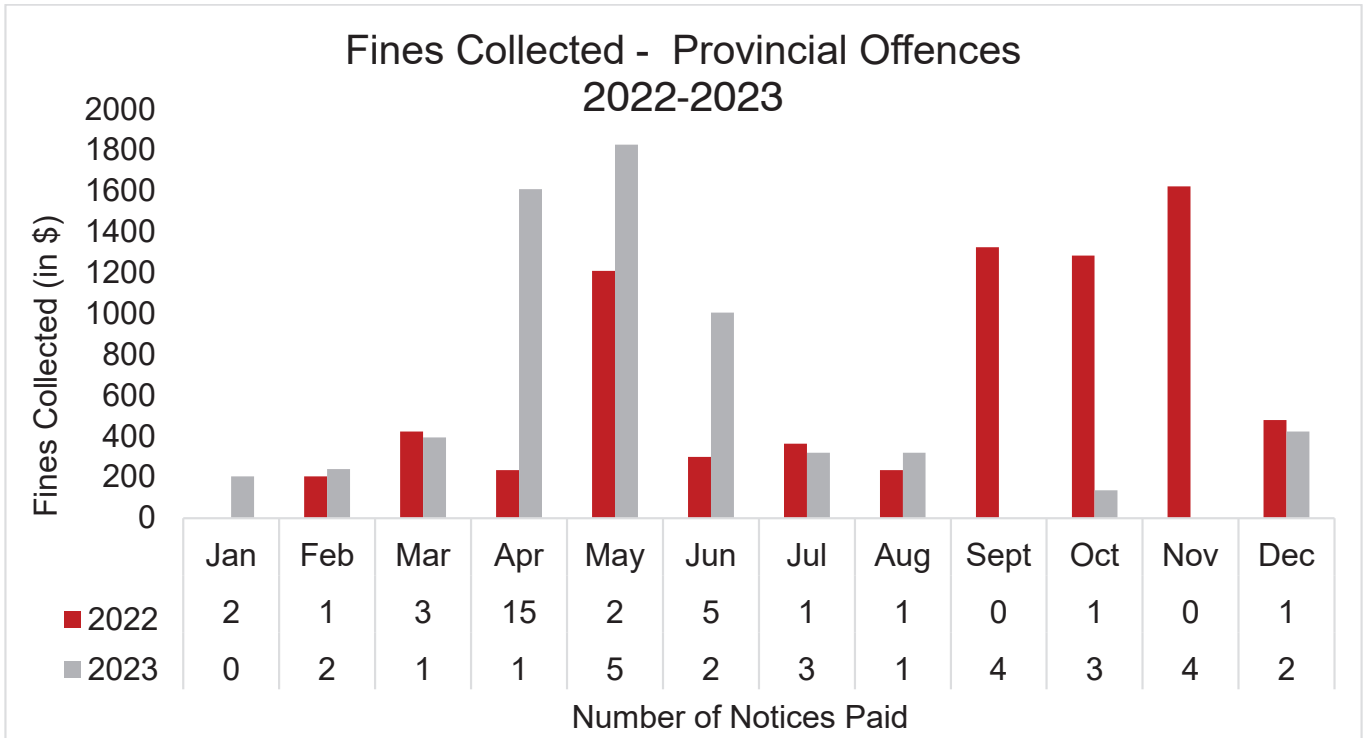


Chart 11: Fine Collected – Provincial Offences

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# Conclusion

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The Special Constable Service played a critical role in ensuring the safety, security and inclusivity of customers and employees in 2023. Fair and merit-based recruitment practices were used to hire 42 Special Constables, promoting diversity within its ranks. Consultations were conducted to develop new and updated Use of Force, Use of Discretion and Body-Worn Camera and Special Constable In-Car Camera System policies to ensure the fair and equitable treatment of customers. The framework for the Body-Worn Camera and Special Constable In-Car Camera System pilot was developed, which will equip Special Constables and Fare Inspectors with tools to provide public transparency and demonstrate accountability. Finally, all Special Constables participated in a two-day training program on

the Use of Force and Use of Discretion policies, which focused on providing Special Constables with the tactics necessary to serve a diverse community with sensitivity and respect.

By integrating the Culture Change Program's pillars in all of its operations, the department continues to enhance accountability, transparency and public trust, underscoring the TTC's commitment to excellence in providing safe, efficient, accessible and reliable transportation services for all.

Moving forward, the Special Constable Service Department will continue to prioritize promoting equity, diversity and inclusion; and fostering a safe and inclusive environment for all employees and customers.

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## Contact information

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