



Board Report

File #: 2024-0424, **File Type:** Informational Report

Agenda Number: 39.

**REGULAR BOARD MEETING
JUNE 27, 2024**

SUBJECT: RESPONSE TO MOTION 15.1 ENHANCING METRO’S MULTI-LAYERED PUBLIC SAFETY PRESENCE AND RESPONSE

ACTION: RECEIVE AND FILE

RECOMMENDATION

RECEIVE AND FILE a report in response to Motion 15.1.

ISSUE

At its May 2024 Meeting, the Board approved Motion 15.1 (Attachment A) by Directors Horvath, Hahn, Dutra, Butts, Solis, and Barger, directing staff to invite the multi-agency law enforcement partners to report on public safety on the Metro system at its June meeting and for staff to provide a per-hour cost analysis for law enforcement personnel, transit security officers, private security, and transit ambassadors.

BACKGROUND

Metro has made significant financial investments to improve safety and the perception of safety on the transit system for its valued riders and hardworking frontline employees.

Metro’s FY24 Budget includes \$194.1 million for contracts with its law enforcement partners - the Los Angeles Police Department, Los Angeles County Sheriff’s Department, and Long Beach Police Department.

Since February 2022, Metro has also invested approximately \$69.2 million to build out the ranks of homeless outreach and mental health professionals, community intervention workers, transit ambassadors, and transit security officers as it implemented a comprehensive multi-layered, care-first public safety program designed to address the serious societal issues that were at the root of much of the safety issues.

While overall crime rates have declined, there have been several instances of serious violent crimes and operator assaults over the past 90 days that have underscored the immediate need to better secure and increase visibility across the system.

In response to the Board’s request, this report provides a per-hour cost analysis of current safety resources to ensure the law enforcement contracts are realizing the expected performance results, achieving the intended level of coverage, and increasing the public’s confidence and trust in the system. It will also consider whether a more effective model is available to achieve optimal coverage and address ongoing safety concerns.

DISCUSSION

Motion 15.1 posed the question of what type of deployment model is sustainable given yearly increases in the cost of law enforcement contract services and the system's expansion.

Resources Cost Analysis - Current Service Level

Staff conducted an analysis of field personnel resources on the transit system to identify the hourly rate for each public safety layer. The table below represents the average FY24 “fully burdened” rates, which include a percentage for administrative costs and benefits, as well as overhead (e.g., materials, equipment, training, etc.).

Current Service Level Costs	
Public Safety Layer	Fully Burdened + Overhead Hourly Rate
LAPD	\$ 187.66
LASD	\$ 119.75
LBPD	\$ 158.55
Metro Security Unarmed	\$ 41.74
Metro Security Armed	\$ 55.11
Contract Security	\$ 43.70
Ambassador	\$ 40.01
Homeless Outreach	\$ 64.92

As noted in Motion 15.1, the multi-agency law enforcement partners (LAPD, LASD, LBPD) have been invited to participate in a discussion about public safety on the Metro system at the June 2024 Board Meeting. Some of the discussion topics may include, but are not limited to, staffing and deployment levels, systemwide coverage and response times, interagency coordination, analysis of high-profile incidences, and efforts to provide a safe and comfortable riding experience.

Analysis to Inform the Development of Optimal Service Level

Metro is obligated to use its resources as effectively as possible while adhering to the Board approved Bias-Free Policing Policy and other anti-discrimination measures that limit the use and collection of crime data in specific ways. Therefore, combined methods were used to determine adjustments of resources and modifications to deployment areas.

Feedback from riders and social sentiment data indicated that our customers highly value the presence of safety resources on the system, a feeling of security, and effective homeless outreach. This encouraged us to aim for a balanced approach when assessing the best type of Metro safety presence (e.g., avoid a strong focus on just one type of service) throughout the system.

To complement transit user studies, surveys, and sentiment data, three crime datasets were chosen for this analysis: *Top 20 Rail Stations by Crimes Against Persons*, *Top 2 Rail Lines by Crimes Against Persons*, and *Top 10 Bus Lines by Operator Assaults*, covering the most recent date range available for all datasets. Deployment locations were chosen based on these datasets in order to maximize safety while also maximizing coverage for the greatest number of riders.

Top 20 Stations by Crimes Against Persons October 2023 - April 2024					
Rank	Station	Total	Rank	Station	Total
1	Union Station	99	11	Hollywood/Vine	11
2	North Hollywood	66	12	Wilshire/Vermont	11
3	7th & Metro Station	63	13	Vermont/Sunset	10
4	Westlake/MacArthur Park	34	14	Wilshire/Western (D Line)	10
5	Willowbrook/Rosa Parks	30	15	La Cienega/Jefferson	9
6	Downtown Santa Monica	18	16	San Pedro St	9
7	Pershing Square	17	17	Slauson	9
8	Hollywood/Highland	15	18	Anaheim St	8
9	LATTC/Ortho Institute	12	19	Compton	8
10	Florence	11	20	Crenshaw	8

Top 2 Rail Lines by Crimes Against Persons October 2023 - April 2024	
Rail Lines	Total
B Line (Red)	262
A Line (Blue)	180

Top 10 Bus Lines by Operator Assaults October 2023 - April 2024			
Line No.	Assault Count	Line No.	Assault Count
4	7	40	4
207	6	111	4
720	6	754	4
117	5	51	3
2	4	115	3

Metro staff believes that having a full-time security presence at these stations, rail lines, and bus lines would achieve significant secondary effects (i.e., a decrease of significant crimes in high-volume crime bus and rail areas; improved perception of passenger safety in these areas) that will provide positive benefits for the whole system, thus achieving a level of coverage optimal for current needs. Potential services that may be used to achieve optimal coverage and their associated costs are detailed in the next section.

The review of Current Deployments and hourly costs provides insight into strategies Metro can implement to address ongoing safety concerns and achieve optimal coverage agency-wide. As part of Metro’s multi-layered planned deployment, staff must consider several variables: the cost of each

security service, its appropriateness for the task at hand, and the effectiveness of each deployment regarding coverage and flexibility to assign resources. While law enforcement capacity may be required to respond to violent crime incidents, day-to-day interactions on public transit may be more efficiently mitigated by less costly Metro internal or contracted security staff. For a discussion regarding the optimal service level, please see Scenario 2 Enhanced in the Transit Community Public Safety Department Implementation Plan.

EQUITY PLATFORM

Metro reaffirms its commitment to protecting its riders and employees by reviewing the current deployment of public safety resources and analyzing what is needed, including the costs, to achieve optimal coverage. When defining the “optimal” level of coverage of visibility and presence across the system, staff made sure to consider all areas served by Metro, especially since most areas are home to Equity Focus Communities. As the agency moves forward with its continued increase in daily planned deployments of uniformed personnel, it will use its public safety resources mindfully to address the ongoing safety concerns and share any significant changes in planned deployments with the Board and the public.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The recommendation supports Strategic Plan Goals #2.1: Deliver outstanding trip experiences for all users of the transportation system; Metro is committed to improving security; #5.2: Provide responsive, accountable, and trustworthy governance within the Metro organization; Metro will exercise good public policy judgment and sound fiscal stewardship; and #5.6: Foster and maintain a strong safety culture.

NEXT STEPS

Staff will continue to monitor and strategically adjust its deployment of safety resources.

ATTACHMENTS

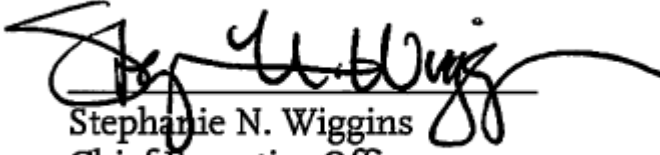
Attachment A - Board Motion 15.1

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Stephanie N. Wiggins
Chief Executive Officer



Metro

Board Report

Los Angeles County
Metropolitan Transportation
Authority
One Gateway Plaza
3rd Floor Board Room
Los Angeles, CA

File #: 2024-0360, **File Type:** Motion / Motion Response

Agenda Number: 15.1.

FINANCE, BUDGET, AND AUDIT COMMITTEE MAY 15, 2024

Motion by:

DIRECTORS HORVATH, HAHN, DUTRA, BUTTS, AND SOLIS, AS AMENDED BY BARGER

Enhancing Metro's Multi-Layered Public Safety Presence and Response Motion

Related to Item 15: Fiscal Year 2025 (FY25) Proposed Budget

In 2017, the Metro Board of Directors approved a multi-agency law enforcement contract for a five-year base period with a not-to-exceed contract amount of \$645 million. These contracts were amended seven times, including a one-year extension, for a total contract value of \$916,511,952 through June 30, 2023. Anticipating the expiration of the contracts, in April 2022 Metro initiated a competitive procurement for law enforcement services, which included Metro's new Public Safety Mission, a Statement of Values, and required adherence to the agency's Bias-Free Policing and Public Safety Data Analytics Policies.

A total of five proposals were received from four proposers in response to the procurement - Beverly Hills Police Department (BHPD), Long Beach Police Department (LBPD), Los Angeles Police Department (LAPD), and Los Angeles County Sheriff's Department (LASD). However, due to the proposed \$1.482B cost of the 5-year multi-agency contracts, material exceptions that were taken to Metro's Bias-Free Policing and Public Safety Data Analytics Policies, and the need for greater visibility and accountability Metro cancelled the Request for Proposals (RFP), extended modified versions of the current contracts, and initiated a feasibility analysis of creating an in-house Transit Public Safety Department that could serve as an effective approach to implementing Metro's reimagined public safety plan and uphold Metro's Public Safety Mission and Value Statements.

However, a year into the new multi-agency modified contracts, there remains outstanding questions about deployment practices, response times, jurisdictional responsibilities, and the efficacy of law enforcement's limited presence on the system. Contract law enforcement currently makes up a significant share of Metro's Security Services and Law Enforcement (SSLE) personnel, with 645 budgeted personnel positions and an average daily deployment of 263 contract police. And while law enforcement has increased train and bus rides, high visibility patrol checks, and explosive detection sweeps, among other operational functions, Angelenos continue to experience unacceptable levels of violence and criminal conduct on the system.

Over the last month we have seen assaults on bus drivers, including the stabbing of one operator in

Willowbrook; the fatal stabbing of Mirna Soza Arauz at Universal Station on her way home from work; and stabbings on the Florence Station platform, the A Line train en route to Union Station, the A Line's Sierra Madre station, at a bus stop on Line 115 headed eastbound on Firestone/Long Beach Boulevard, Bus Line 4 traveling westbound on Sunset Boulevard at Benton Way, and an aggravated assault on the A Line South Train at the Washington Station, among others. It is also important to note that on a system that serves as many people as LA Metro, these incidents are statistically small. As the LA Times Editorial Board recently wrote, "[the] vast majority of safety concerns cited by riders are about comfort and cleanliness, as well as code of conduct violations. Homeless people sleeping on the trains and buses. People experiencing mental health crises. Fare evasion. Drug use or people passed out from intoxication. Passengers playing loud music. These are prevalent throughout the system but not consistently addressed, which feeds into the sense of disorder." Metro's approach to addressing safety concerns must take all of this information into account in order for our actions to be meaningful.

Metro has made significant investments in a multi-layered, care-first approach to public safety, including an approximately 57 percent (\$69.2M) increase in the last two years to continue building out the ranks of homeless outreach and mental health professionals deployed on the system, as well as community intervention workers, transit ambassadors and transit security officers. Metro staff is expected to be returning to the Board in the near-term with a status update and finalized implementation strategy for the development of an in-house Transit Public Safety Department (2023-0324) that will include analysis of:

- The anticipated performance-level of the "standard" and "enhanced" deployment models presented in the previous feasibility study (2023-0286), in terms of system-wide coverage and the provision of a visible security and/or customer service presence.
- Best practices for system-wide coverage and deployment of law enforcement and non-law enforcement personnel from transit agencies nationally and internationally.
- Resources required to deploy a "best practices" model.
- Additional improvements in security technology, system hardening, interoperable communications, and deployment strategies currently underway or being contemplated for an in-house public safety department that may off-set the number of SSLE personnel required to effectively staff the system.

While this analysis will be critical to enhancing security on the system, and to continuing to build out a multi-layered public safety ecosystem that employs prevention and support, risk intervention, and response and enforcement in the long-term, there is an immediate need to address security concerns and ensure the system is safe and comfortable for riders and operators alike. Unfortunately, the increasing cost of the law enforcement contracts, and law enforcement's relatively limited scope and coverage has left significant gaps in the system. Metro's FY25 Proposed Budget includes \$194.1M for the law enforcement contracts, an \$18.3M (10.4%) increase over FY24, yet the number of personnel and deployments will remain at the current FY24 multi-agency level.

There is an immediate need to undertake an analysis of Metro's SSLE resources to ensure the law enforcement contracts are realizing the expected performance results, achieving the intended level of coverage, and increasing the public's confidence and trust in the system. This analysis should include consideration of whether a more effective model is available.

SUBJECT: ENHANCING METRO'S MULTI-LAYERED PUBLIC SAFETY PRESENCE AND RESPONSE MOTION

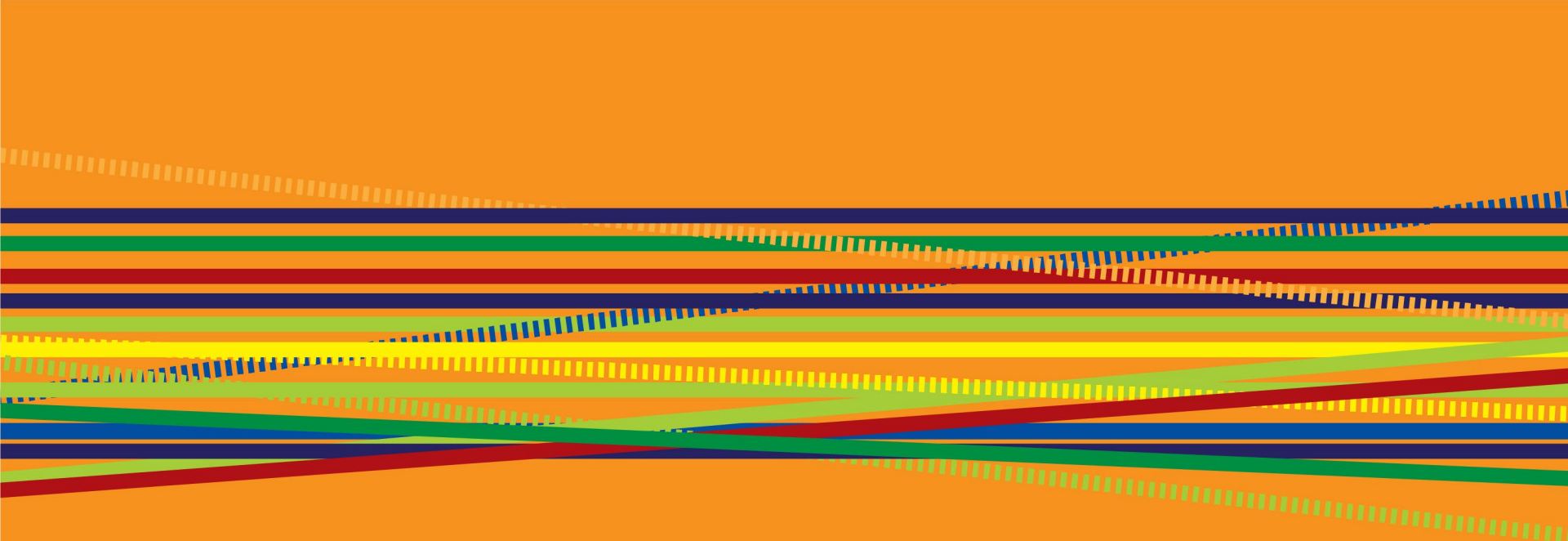
RECOMMENDATION

APPROVE Motion by Horvath, Hahn, Dutra, Butts, and Solis, as amended by Barger that the Board direct the Chief Executive Officer to:

- A. Invite the multi-agency law enforcement partners (LASD, LAPD, LBPD) to participate in a discussion about public safety on the Metro system at the June 2024 Board Meeting, to include, but not be limited to discussion of staffing and deployment levels; system-wide coverage and response times; interagency coordination; an analysis of high-profile incidences; and efforts to provide a safe and comfortable riding experience;
- B. Report back at the June 2024 Board Meeting with a per hour cost analysis for law enforcement personnel (LASD, LAPD, LBPD) transit security officers, private security and transit ambassadors, including an assessment of the number of security personnel, coverage levels, and visible staff presence to achieve optimal coverage and to address ongoing safety concerns; and

BARGER AMENDMENT:

- C. As part of the June discussion, the law enforcement partners shall be prepared to discuss an enhanced role, and how they would be able to exercise those roles and responsibilities in a way that ensures code of conduct violators are not criminalized.



Response to Motion 15.1 Enhancing Metro's Multi-layered Public Safety Presence and Response

Ken Hernandez
Interim Chief Safety Officer



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Metro's Public Safety Ecosystem

- **Contract Law Enforcement:** respond to calls needing law enforcement intervention, including safety emergencies, partnering on ancillary clean-up teams, supplementing field patrol with homelessness and mental health teams.
- **Metro Transit Security:** code of conduct enforcement, open/close stations, bus and train riding, de-escalation, administer CPR, carry naloxone, and revenue collection.
- **Contract Security:** patrol and secure facilities, crowd control for special events, and bus bridges.
- **Transit Ambassadors:** provide security awareness, de-escalation, customer information, maintenance reporting, administer CPR and carry naloxone.
- **Homeless Outreach:** outreach to riders, connection to services, and carry naloxone.



Current Service Level

Staff conducted an analysis of field personnel resources on the transit system to identify the hourly rate for each public safety layer. The table below represents the average FY24 “fully burdened” rates, which include a percentage for administrative costs and benefits, and “overhead,” which is any materials, equipment, etc.

Current Service Level Costs	
Public Safety Layer	Fully Burdened + Overhead Hourly Rate
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Developing the Optimal Service Level

- Three crime datasets were chosen:
 - Top 20 Rail Stations by Crimes Against Persons
 - Top 2 Rail Lines by Crimes Against Persons
 - Top 10 Bus Lines by Operator Assaults.
- Staff considerations in the cost analysis:
 - Cost of each security service
 - Appropriateness for the task at hand
 - Effectiveness of each deployment regarding coverage and flexibility to assign resources
- Refer to **Scenario 2 Enhanced Service Model** in the Transit Community Public Safety Department Implementation Plan.