



## Board Report

File #: 2024-0437, File Type: Motion / Motion Response

Agenda Number: 45.

**REVISED**  
**REGULAR BOARD MEETING**  
**JULY 25, 2024**

**SUBJECT: IMPROVING ACCESS CONTROL: RESPONSE TO MOTION 34.1 IMPROVING SAFETY FOR METRO RIDERS AND EMPLOYEES**

**ACTION: APPROVE RECOMMENDATION**

**RECOMMENDATION**

CONSIDER:

- A. RECEIVING AND FILING an update on strategies to improve safety for Metro riders and employees, including costs and implementation timelines, in response to Motion 34.1;
- B. ESTABLISHING a Life-of-Project (LOP) budget in an amount not-to-exceed \$65.1 million for the implementation of Enhanced Access Control strategies, to include:
1. Expansion of the TAP-to-Exit pilot from one end-of-line station to all 10 end-of-line stations;
  2. Expansion of the Elevator Open-Door pilot from 21 elevators to 57 elevators;
  3. Expansion of the Smart Restroom pilot from 10 stations to 64 stations and transit centers;
  4. A new pilot of taller fare gates at up to three rail stations; and
  5. A new pilot of two weapons detection technologies at two transit hubs on the rail system, which may include Dual-lane metal detector and Millimeter-Wave radar detection systems
- C. AMENDING the FY25 budget by an amount not-to-exceed \$15.4 million for TAP-to-Exit at 10 end-of-line stations with gate telephone (GTEL) installations, adding TAP and barcode readers to exit side of gates, and to pilot test upgraded new faregates from different vendors at up to three rail stations; and
- D. AUTHORIZING the Chief Executive Officer, or their designee, to negotiate and execute all necessary agreements and contract modifications associated with the Enhanced Access Control LOP.

**HORVATH, HAHN, DUPONT-WALKER, AND SANDOVAL AMENDMENT: WE MOVE that the Board direct the CEO to report back to the Board on the feasibility of bringing the custodial services for the Throne Restroom Pilot in-house, including but not limited to opportunities to expand Metro's Room-to-Work Program and the use of Room-to-Work employees to perform these custodial**

functions.

## **ISSUE**

At its April 2024 meeting, the Board approved Motion 34.1 by Directors Barger, Krekorian, Hahn, Najarian, Butts, and Solis (Attachment A), directing staff to provide an update on current strategies - and research potential new ones - to improve safety for Metro riders and employees and report back to the Board. As requested, a report was provided at the June 2024 meeting. This report builds upon last month's report by including cost analysis and timelines with recommendations regarding the expansion of early pilot successes, launch of new pilots, and additional information on video management and analytics - all aimed at enhancing access control to ensure the system is used solely for its intended purpose of transit. By strengthening security measures, Metro aims to prevent unauthorized use and maintain a safe environment for everyone.

## **BACKGROUND**

Many large cities nationwide, including Los Angeles, are confronting an increase in the severity of transit crimes experienced by customers and employees compared to pre-pandemic levels. As part of Metro's efforts to do everything it can to better secure the system and prevent these tragic incidents in the future, our public safety strategy is aligned around three safety imperatives that are based on Metro's Public Safety Mission and Values Statements and informed by Metro's Public Safety Data Analytics and Bias-Free Policing Policies:

- **Increasing the visible presence of uniformed personnel** by deploying more uniformed personnel throughout the system to deter crime and provide immediate assistance to riders and employees;
- **Enhancing access control** to ensure the system is used solely for its intended purpose; and
- **Strengthening partnerships to address societal issues** by continuing to partner with the County, the Cities, and Regional Agencies to address homelessness, untreated mental illness and drug addiction.

As presented to the Board in June, Metro has been researching technologies to support improved access control developed to address the following safety concerns:

- Use and/or possession of weapons on the Metro system
- Fare evasion and fare enforcement
- Enforcement of Metro's exclusion lists for persons violating Metro's Code of Conduct
- Identifying repeat offenders of crimes on the system

In addition to researching technology applications for safety and security, staff has also explored ways and designed pilot programs to improve safety and the customer experience by changing the station environment.

## **DISCUSSION**

This report outlines the research and analysis staff conducted on potential new technologies, infrastructure updates, and station interventions that all share the same underlying objective: improving safety for all Metro riders and employees. This report will discuss expanding three pilot programs that have been very successful in ensuring that the system is used solely for the purpose of transit, thereby improving safety and security. They include:

- Expanding the TAP-to-Exit Program
- Expanding the Elevator Open-Door Program
- Expanding the Smart Restroom Initiative

Staff also recommends introducing two new pilot programs:

- Testing new taller faregates at up to three stations
- Assessing the real-life efficacy of two different weapons detection technologies at two transit hubs on the rail system

Lastly, the report addresses the Board's interest in the state of Metro's CCTV infrastructure and its ability to integrate biometric identification to enhance safety by identifying individuals on watchlists and enabling proactive security responses.

### **Expanding the TAP-to-Exit Pilot Program**

Law enforcement data reveals that nine out of ten individuals arrested on Metro do not have valid fare, which is more indicative of the vulnerabilities of the current fare collection system because there is no reliable data to determine what percentage of all non-fare-compliant users commit crimes. As such, staff have been working on near-term and long-term solutions to ensure the system is being used solely for transit by improving fare compliance equipment and policies.

In late May 2024, staff launched a TAP-to-Exit pilot program at North Hollywood, an end-of-line station on the B Line, to improve fare compliance by using existing fare collection equipment and enable fare inspectors to ensure compliance with Metro's Code of Conduct across a high volume of customers.

Within the first month of the program, key findings indicated the implementation at this single station resulted in an outsized safety improvement across all B Line stations. In the first month, the pilot helped to identify and correct 15,000 unpaid rides that were subsequently paid for upon exit, which translates to 11% of total tap-outs. Multilingual staff surveyed over 100 customers at the North Hollywood Station, in which 91% reported feeling the station was cleaner and 86% felt safer.

- Across the 14 stations of the B Line:
  - Paid rides have increased by 15%, translating to more than 100,000 more paid rides in the program's first month.
  - Reported crime and other issues have dropped over 40% on the Transit Watch app, where customers can "See Something, Say Something," which includes substantial reductions in physical fights, disturbances, drug use, and harassment.

As an added benefit of the pilot, Metro's Low-Income Fare is Easy (LIFE) Program enrolled more than 170 customers onsite, ensuring that income-qualified individuals with legitimate transportation needs were offered no-cost TAP cards with preloaded rides and significantly discounted fares in future months.

Staff is currently reviewing data and customer feedback from the first 90 days of the pilot. However, given the strong success of the pilot, staff is now planning to expand this program to all the end-of-line stations, beginning with the Downtown Santa Monica end-of-line station on the E Line. In addition to enhanced fare compliance efforts at this Station, fare inspection teams will also be expanding enforcement efforts for passengers exiting at both ungated end-of-line stations on the A Line, at Downtown Long Beach and APU/Citrus College in Azusa, and at Willowbrook/Rosa Parks A & C Line Station. This effort will begin with an education-first approach, layered with our equitable LIFE program enrollments, and consistent with our previous and successful approaches at Westlake/MacArthur Park and North Hollywood stations. Staff will also be investigating technology enhancements to reinforce tapping on exit at end-of-line stations.

**Timeline:** TAP-to-Exit Pilot Program to be expanded to Santa Monica in August 2024.

#### *Systemwide Expansion of TAP-to-Exit*

To facilitate the longer-term expansion of TAP-to-Exit, staff is exploring the feasibility of adding TAP-to-Exit across the entire system of faregates, matching the decades-long practice seen at other large transit agencies within North America and across the world, including:

- Bay Area Rapid Transit (BART)
- Washington Metropolitan Area Transit Authority (WMATA)
- Metropolitan Atlanta Rapid Transit Authority (MARTA)
- London Underground (TfL)
- Tokyo Metro

The Metro system has stations with faregates and stations without faregates, which creates challenges for rapid expansion of TAP-to-Exit such as:

- Gate telephones (GTEL) must be located inside the paid station area to provide ADA-compliant customer assistance when onsite staff are unavailable;
- Availability of optic scanners to process Metrolink QR code ticketing to ensure seamless compatibility with Metro faregates that primarily accept TAP fare media; and
- Consistent uniformed personnel to provide passenger support.

The recently approved TAP Plus upgrades includes 603 new TAP and barcode readers to be installed on faregates. An additional 603 readers are required for installation on the faregates on the exit side, along with 290 readers for new rail projects to facilitate TAP-to-Exit implementation. This will upgrade the TAP readers on the exit side of the gates to be compatible with the recently approved TAP Plus upgrades to the entry side, which includes Metrolink compatibility.

The table below outlines the estimated cost and timeline for completion of systemwide implementation. This includes a 20% contingency to cover additional engineering and unforeseen

costs.

TAP-To-Exit Requirements	Preliminary Cost Estimate		Estimated Timeline
	Current Gated Stations	New Rail Projects	
GTEL installation <sup>1</sup> (At stations currently without GTELS)	\$ 2,412,672	N/A	2 weeks per station 12 to 24 months
Redistribution/installation of existing Metrolink optic QR readers (Contingent on GTEL availability)	\$ 60,000	N/A	3 months
TAP and barcode readers	\$ 3,256,200	\$ 1,566,000	10 months
Contingency (20%)	\$ 1,145,774	\$ 313,200	
<b>Total</b>	<b>\$ 6,874,646</b>	<b>\$ 1,879,200</b>	<b>~12 months</b>

<sup>1</sup> GTEL installations are required for ADA compliance as part of TAP-to-Exit. North Hollywood and Downtown Santa Monica stations already have existing GTELS in the paid station area.

**Cost:** ~\$8.8 million for TAP-to-Exit expansion systemwide

### Expanding the Elevator Open-Door Pilot Program

Elevators are a critical component of the station experience, particularly for customers with disabilities, bicycles or other belongings, and parents with strollers. They are also susceptible to misuse because of the confined nature and placement relative to the overall passenger flow of a station. Since January 2024, there have been nearly 150 complaints about station elevators logged through Customer Care, or nearly 1 complaint per day. 4 out of 5 of these complaints are related to security, cleanliness or maintenance concerns about a station elevator. Therefore, staff has continued to identify near-term solutions to quickly respond to these customer pain points. Over the past several months, staff have been incrementally expanding the program to keep elevator doors open when not in use, which has improved safety and cleanliness through natural surveillance and deterrence of illicit activity. Additionally, the open-door pilot aligns well with recently adopted Metro Design Criteria for new facilities, requiring “hands-free” access to elevators to facilitate use by persons not able to actuate elevator call/floor selection buttons.

No issues or problems have been reported by persons with a disability regarding the open-door pilot program. Ambassadors have reported that parents with strollers and customers with bicycles are having an easier time entering the elevator, with additional time and visibility to negotiate their items into the elevator. Facilities Maintenance and Security also report significant drops in special clean-ups and extended dwelling/willful blocking of Open-Door Pilot Program at the three new Regional Connector stations. Thereafter, it was expanded to three more stations, including APU/Citrus College A Line Station, Willowbrook/Rosa Parks A & C Line Station, and El Monte J Line Station. In total, 21 out of 57, or 37%, of eligible elevators at Metro’s newer stations are now part of the Elevator Open Door Pilot Program. Staff is reconfiguring all 57 eligible elevators. Once completed, the stations with open-door elevators will include:

- Regional Connector (Little Tokyo/Arts District, Historic Broadway, Grand Ave Arts/Bunker Hill)
- A (Gold) Line (Arcadia, Monrovia, Irwindale, APU/Citrus College)
- A (Blue) Line (Willowbrook/Rosa Parks)

- E (Expo) Line (Palms, Expo/Sepulveda, Expo/Bundy)
- K Line (Expo/Crenshaw, MLK Jr., Leimert Park)
- El Monte Bus Station
- NoHo B-G Line Connection Portal
- Universal City/Studio City Pedestrian Bridge across Lankershim Blvd.

**Timeline:** All 57 elevators in the stations listed above will be reconfigured by September 2024. In addition to the 57 elevators listed above, there are 123 older elevators, primarily on the Metro B, C, and J Lines, that do not currently have this capability, but will eventually be addressed through the ongoing Elevator Modernization Program. Staff will explore other strategies to better secure the older elevators while they are being modernized.

**Cost:** There are no additional costs for the 57 newer elevators listed above, as the reprogramming can take place within the existing hardware and service contract. For the 123 older legacy elevators, staff will continue to keep the Board updated of this progress through the ongoing Elevator Modernization Program.

### **Expanding the Smart Restroom Initiative**

Following the successful Unsolicited Proposal pilot with Throne Labs that began in October 2023, Metro has incrementally expanded the pilot of free, public restroom access to every rail and bus rapid transit (BRT) line, including 10 locations with Throne Labs smart restrooms. These ADA-compliant, touch-free restrooms require cell phone access to increase user feedback and accountability, deter illicit activity, and preserve clean and safe access for its intended purpose.

Since the program began in October 2023, there have been over 66,000 uses across 10 locations and a 4.2 out of 5-star average satisfaction rating. Staff have also seen a 50% reduction in public urination and defecation at stations with these restrooms installed, and the Throne systems have not experienced calls for police or emergency services.

**Timeline:** As a result, staff is proposing a systemwide expansion of smart restroom access, phasing up to a total of 64 restrooms over the next four years. Exact locations and orientation will be determined through individual site assessments with sufficient Metro property, accessibility, and utility. Staff estimates the following phasing to allow sufficient time to implement and support:

- Year 1 (CY25): Add +20 additional new restrooms, for a total of 30 locations, \$2.71M
- Year 2 (CY26): Add up to +34 additional new restrooms, up to 64 total locations (including the current 10), \$6.08M
- Year 3 (CY27): Continue operating up to 64 locations, \$6.38M
- Year 4 (CY28): Continue operating up to 64 locations, \$6.70M

**Cost:** This four-year estimated cost for an incremental expansion of smart restroom access totals up to \$21.87M, and the first year would be funded through the approved FY25 Station Experience budget. This four-year contract also ensures safe and accessible restroom access through the 2028 Summer Olympic and Paralympic Games and beyond.

### **New Pilot: Testing Taller Faregates**

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Half of the Metro Rail system employs faregates, and the other half relies on standalone validators (SAVs) in which customers are requested to tap their cards but are not physically stopped by a faregate. This is because many street-running stations do not have adequate space to install faregates and still comply with Fire/Life Safety and ADA requirements. Moreover, the current turnstile and leaf-style faregates are highly susceptible to fare evasion, especially the wide, ADA leaf-style gate that provides additional space and time for customers with disabilities to enter but is open to all riders.

Staff has closely monitoring the efforts of peer transit agencies that have been replacing traditional faregates with modernized designs (including taller faregates) that better meet today's mobility needs. The improved access control provided by these new faregates has reduced fare evasion at those transit agencies by up to 90%.

In addition, modern faregates have many features that Metro's 20-year-old faregates lack that could improve safety and the customer experience. These features include the following:

- Precise motion sensor detection to reduce "piggybacking" or "tailgating" fare evasion commonly seen in today's wider, ADA-compliant faregate.
- Electromechanical locks to prevent "forced entries" from determined fare evaders, which are commonly reported on today's faregates and lead to resiliency challenges.
- Replacing turnstile bars with paddle-style doors that reduce customer pain points with bicycles, luggage, and other belongings, which is particularly relevant with the upcoming LAX/Metro Transit Center and growing investment in active transportation.
- Application Programming Interface (API) integration with security solutions, such as integrated weapons detection through improved camera detection.

Therefore, staff proposes a near-term, targeted procurement for up to three pilots at up to three stations, one of which is the future LAX/Metro Transit Center (formerly known as Airport Metro Connector). Other stations under study are Westlake/MacArthur Park, Universal City/Studio City, North Hollywood, Downtown Santa Monica, Norwalk, Union Station (A Line), 7th Street/Metro Center, Willowbrook/Rosa Parks, and Pershing Square (5th St/Hill St Entrance). No additional funds will be needed to deploy the pilot at the LAX/Metro Transit Center Station, as the expenditures can be absorbed by the existing project LOP.

**Timeline:** Pilot to tentatively begin in November 2024.

**Cost:** \$14.4 million for up to three different gate arrays from up to three different vendors for pilot testing.

### **New Pilot: Weapons Detection Systems**

At the Board's directive to find measures to keep weapons off our transit system, staff have researched several weapons detection technologies, including hand-held and walkthrough systems. Staff found multiple systems available today that use advanced technologies such as artificial intelligence (AI), machine learning, and sophisticated sensors to accurately detect a wide range of

weapons, including improved detection of concealed and small weapons. These advancements can greatly reduce the need for labor-intensive searches and can also retain and analyze large amounts of data to identify patterns and improve detection accuracy. The mere presence of these systems can act as a deterrent, discouraging individuals from bringing weapons into station areas.

Conversely, deploying these systems may hinder the riders' experience by narrowing access points and extending the time necessary to enter a station or board a bus. A system's underperformance and accuracy adjustment could also lead to misidentifying non-threatening items as weapons, leading to unnecessary alerts and delays, with some riders finding the additional security measures inconvenient.

Staff identified two systems with the highest potential to reduce the number of weapons on the system and meet the differing needs of the various locations, stations, and divisions. Further discussion of the research and findings, the evaluation of different technologies, as well as the results of the conversations with peer agencies are contained in Attachment B. Based on feedback from NY MTA and staff's experience with the demonstration at the City of Inglewood, staff recommends a pilot of two advanced weapons detection systems - the millimeter wave technology and dual-lane system - over 30 days at two Metro stations.

#### *Millimeter Wave Technology & Dual-Lane System Pilots*

Millimeter wave technology provides a highly advanced and efficient method for security screening. Unlike traditional metal detectors that rely on electromagnetic fields to identify metal objects, millimeter wave systems use high-frequency radio waves, typically 30 to 300 GHz, to create detailed 3D images of scanned subjects. This technology can detect a wide variety of concealed items, including non-metallic threats, with greater accuracy and speed. By emitting harmless radio waves that bounce off the body and any concealed objects, millimeter wave scanners can produce real-time images that security personnel can quickly analyze. This leads to enhanced security, faster checkpoint processing times, and a more streamlined experience for travelers and visitors at various facilities.

Dual-lane systems enhance safety and streamline the screening process in high-traffic areas. The system employs advanced sensors and AI to detect weapons and other threats without requiring individuals to stop, empty their pockets, or remove their bags. It uses sensors and AI to scan individuals as they walk through the system, eliminating the need for physical pat-downs or manual bag checks. It allows for a seamless, continuous flow of people, minimizes bottlenecks and wait times, and leverages machine learning algorithms to differentiate between threats and benign objects, continuously updating and improving its detection capabilities based on new data. The system can integrate with other security systems and communication tools, some currently used by the agency and others planned to be procured, for coordinated responses. These portable systems can be set up quickly, making them ideal for Metro's fluctuating security needs.

Staff will evaluate the systems based on their effectiveness in threat detection, ease of integration with existing systems, impact on passenger flow, and overall reliability.

A rigorous monitoring process will be implemented to collect comprehensive data throughout the trial period, focusing on key performance indicators such as detection accuracy, false positives/negatives, operational impact, and user feedback.



After the 30-day pilot, staff will return to the Board with an update, analyzing the systems' performance and providing recommendations on whether to implement them across the transportation network, including any necessary adjustments to ensure successful integration.

**Location Rationale:** Staff utilized crime statistics and Transit Watch app data to determine that a location on the rail system was the best location for testing. Based on data from October 2023 to April 2024, the rail system reported 3.3 as many crimes as the bus system, with 33% more Crimes Against Persons and 2.7 times as many weapon arrests.

**Timeline:** Pilot up to two separate weapons detection vendors at two separate stations, with findings to be included in the January 2025 board report. The first of the two pilots would begin in September 2024 (for security reasons, the stations are not disclosed in this report).

**Cost:** No additional cost is expected for this pilot.

In addition, as part of this research effort, staff evaluated the possibility of having weapons detection on Metro buses. The research suggests there are significant challenges when trying to deploy weapons detection systems with metal detection or advanced sensors due to space constraints, as well as available power and data connectivity onboard vehicles. Alternatively, a video analytics-based system that leverages detection algorithms over video feeds from CCTV cameras exists; however, of the handful of vendors commercializing these systems, only one is known to have partnered with a transit agency to implement their system in transit facilities, and none have implemented a detection system onboard vehicles. While there is no technology available currently to pilot on Metro buses. Staff will continue to monitor emerging technologies for their application onboard buses.

### **Video Management and Analytics**

The adoption of a unified VMS will achieve not only efficient management of video information but also turn it into intelligent information, enabling functional uses such as clothing comparisons, measuring wait times, direction of travel, missing persons, loitering, people-counting, crowd management, perimeter protection, line crossing at rail platforms, and safety monitoring. While the older cameras cannot currently handle video analytics technology, multiple CCTV camera upgrade projects are being undertaken. The grant-funded FY25 procurement expanding Metro's video analytics will include sufficient licensing to cover all cameras at all Metro fixed assets.

### ***Facial Recognition Technology (FRT)***

FRT, one of the available features of VMS, leverages video analytics to identify or verify a person's identity by analyzing and comparing patterns based on facial features. This technology can capture and interpret facial images from video footage or photographs and match them against a database of known faces. FRT can identify individuals on Be on the Lookout (BOLO) watchlists, exclusion lists, or those who are identified as a known threat to public safety.

Based on the multiple sources of information generated and shared in conjunction with casework, Metro security personnel are constantly aware and on the lookout. FRT can serve this same function. Upon a match and verification of an individual's identity, security and law enforcement personnel would determine an appropriate response, enhancing the safety of passengers and staff.

If the agency moves forward with the implementation of biometric identification, it is crucial to be aware of potential biases based on a person's appearance, such as their skin tone, and how those may influence the results of FRT, which could subsequently impact security decisions. With these concerns in mind, the usage of video analytics, such as FRT, must be auditable to ensure responsible usage is taking place. Thus, in keeping with Metro's Bias-Free Policing and Public Safety Analytics policies (Attachment C), staff would work to ensure data security, transparency, and compliance. These policies provide individuals in contact with Metro staff with the assurance that they shall be treated in a fair, impartial, bias-free, and objective manner without discrimination. Consistent with bias-free policing, Metro staff would utilize any data or information gathered in a manner that averts racial profiling. Staff will continue to evaluate this technology but does not recommend moving forward with a pilot at this time. For context, in FY24, with more than 300 million boardings, Metro Transit Security only received 25 BOLOs. The OIG is leading the effort to establish communication and coordination protocols with the Court system to better address BOLOs and identify repeat offenders of crimes on our system.

As new security technologies are implemented, maintaining compliance with the Bias-Free Policing and Public Safety Analytics Policies is crucial. In accordance with these two policies, Metro has adopted comprehensive strategies involving training, transparency, accountability, data management, and community engagement, which are relevant to the technologies discussed in this report. Further information about compliance with Metro's Bias-Free Policing and Public Safety Analytics Policy is described in attachment D. These two policies are also closely aligned with the White House Blueprint on AI Bill of Rights (Attachment E).

### **Public Safety Advisory Committee (PSAC) Engagement**

Since April, SSLE has met with the Civilian Advisory Committee (CAC) and PSAC to inform members of security technology implementation and provide education on what the technologies do, and how they are used. In both forums, SSLE staff provided insight into the exploration of technology to strengthen Metro's security awareness and response. Staff addressed PSAC and CAC members' concerns as to how all technologies would adhere to the Bias-Free Policing and Public Safety Data Analytics policies. In addition, PSAC was briefed on the TAP-to-Exit program, Elevator Open-Door program, and the Throne restrooms. The feedback has been positive.

1. The PSAC members had questions related to hardening the system. Some were curious about the history of Metro's buildout: "Why had Metro built the rail structure on an honor system rather than *requiring* fare upon entering?" They were pleased with the efforts of TAP to Exit and particularly appreciated the fact that there was an education period ahead of the implementation and that staff were able to capture some new enrollments into the LIFE Program.
2. The Elevator Open-Door pilot garnered a lot of support from the PSAC members generally and the vice chair specifically. She recounted a moment on one day when she was dreading getting in the elevator but found herself having to ride it, instead of taking the escalator. When she stepped in, she held her breath. After a few seconds, she breathed out and was pleasantly surprised at how fresh it smelled. Not only that, but the freshness in the elevator was also consistent. She noticed a visible difference on the push buttons as well, stating that they were clean and free of grime. She spoke at length about what a pleasant experience that was.

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3. There was also support for the Throne restrooms. Some stated that it was difficult to imagine that the system would have been built without their consideration and exclaimed that it was good to see that, even if it was currently in pilot, Metro was addressing what has quickly become a challenge for riders.

At the recent July 11th meeting with PSAC, Customer Experience, FM, Station Experience, and SSLE staff provided updated presentations on the TAP-to-Exit pilot, environmental interventions, and video analytics to address how those could potentially aid in reducing fare evasion. The feedback was positive and SSLE staff expressed commitment to provide continual updates on the progress and findings as new technology and interventions are implemented.

### **DETERMINATION OF SAFETY IMPACT**

The initiatives discussed in this report support several safety-related strategies, including by ensuring that the Metro system is solely used for its intended purpose of transportation, making station improvements to create safer environments, and enhancing Metro's current ability to detect and remove weapons from the system.

### **FINANCIAL IMPACT**

The estimated LOP budget is \$65.1 million. The budget amendment for FY25 is \$15.4 million; the remaining balance is either already included in the FY25 budget, or additional funding will be added through future budgets. Adopting expenditures would allow the agency to implement the safety, security, and customer experience initiatives outlined in this report. Costs will be budgeted in various cost centers under Operations, Chief Safety Office, and Strategic Financial Management.

Since this is a multi-year effort, the responsible Cost Center Managers, Project Managers, and Chief Officers will be responsible for budgeting costs needed in future fiscal years.

#### **Impact to Budget**

This action will be funded from Federal, State, and Local funds eligible for bus and rail Operations.

### **EQUITY PLATFORM**

As the agency explores potential technology upgrades to better protect Metro riders and employees and improve the overall rider experience, questions arise about how these efforts will impact Black, Indigenous, and other People of Color (BIPOC) and other marginalized groups who rely on our system. When determining which locations to implement weapons detection, staff will review crime data for weapons arrests, select areas with the highest crimes involving weapons, and consider environmental design parameters. Acknowledging there may be concerns about rider accessibility at stations if weapons detection systems are installed there, staff will work collaboratively with its public safety partners and other Metro departments to maintain ADA accessibility and minimize any disruptions or negative impacts on riders who depend on the Metro system for transportation. Staff will educate Metro advisory groups about implementation plans, gather feedback and concerns, and provide a transparent road map on capabilities, installation, and location deployment planning efforts.

## **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 and #5.6: Provide responsive, accountable, and trustworthy governance within the Metro organization; Metro will foster and maintain a strong safety culture.

## **ALTERNATIVES CONSIDERED**

The Board could opt not to expand or implement new pilots. However, this is not recommended as the existing pilots have demonstrated success in improving safety and security and the new pilots address additional efforts to improve safety and security. For technologies such as facial recognition, the maturity of the technology and governance concerns would not constitute support to a pilot at this time.

Staff evaluated piloting new faregates at up to six stations, with an estimated implementation cost of approximately \$42.9 million. However, after evaluation, staff concluded that piloting at six stations would not yield significantly different results compared to piloting at three stations while costing twice as much. Based on these findings, the recommendation is to proceed with piloting faregates at three stations to maximize efficiency and cost-effectiveness.

## **NEXT STEPS**

Staff will continue to advance strategies to improve the safety and security on the metro system and report back to the Board on the performance of the various pilots.

## **ATTACHMENTS**

Attachment A - Board Motion 34.1

Attachment B - Types of Weapons Detection Systems

Attachment C - Metro Bias-Free Policing Policy and Public Safety Analytics Policy

Attachment D - Compliance with the Bias-Free Policing & Public Safety Analytics Policy

Attachment E - White House Blueprint on AI Bill of Rights

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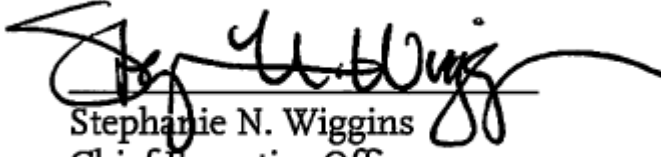
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## Board Report

File #: 2024-0300, File Type: Motion / Motion Response

Agenda Number: 34.1

### REGULAR BOARD MEETING APRIL 25, 2024

#### Motion by:

**DIRECTORS BARGER, KREKORIAN, HAHN, NAJARIAN, BUTTS, AND SOLIS**

Related to Item 34: Bus Operator Retrofit Barriers

**SUBJECT: IMPROVING SAFETY FOR METRO RIDERS & EMPLOYEES MOTION**

#### RECOMMENDATION

APPROVE Motion by Directors Barger, Krekorian, Hahn, Najarian, Butts, and Solis directing the Chief Executive Officer to report back to the board in 60 days on:

- A. A preliminary investigation into fare gate hardening at our heavy and light rail stations, including identification of resources required, opportunities, and challenges associated with such an effort;
- B. An update on implementation of latching faregates upon exit, including the proposed pilots of this technology at both North Hollywood and Union Stations;
- C. An update on the proposed pilot interventions at Lake Ave, Hollywood/Highland, Downtown Santa Monica, and Norwalk stations, as highlighted in January's file#: 2023-0539;
- D. Data collected on violent crimes committed over the past twelve months on the LA Metro system and any correlation found with an inability of the perpetrator to demonstrate a paid fare;
- E. Data on outcomes of arrests for crimes against persons on the LA Metro system over the past twelve months, and instances of reoffending on the system;
- F. Any current or recent legislative efforts to strengthen penalties for violent crimes against transit employees.

**HAHN AMENDMENT:** report back to include recommendations for ways we can keep weapons off our system, including lessons learned from peer transit agencies.

**SOLIS AMENDMENT:** report back to include how activating our stations, including adding kiosks and

prioritize care first station design improvements, could improve safety and provide jobs to at-risk individuals.

**KREKORIAN AMENDMENT:**

- A. Report back to include recommendations to create holistic and reciprocal communication among Metro, local law enforcement agencies (beyond our contracted partners), the District Attorney's Office, Probation Department, and local court systems to create effective protocol concerning Be on the Lookout "BOLO" notices and Stay Away Orders; and
- B. Recommendations for upgrades to the CCTV system on bus and rail facilities to support artificial intelligence and biometric technology to identify those individuals who are known repeat violent offenders, repeat disruptors to operations or individuals banned from the system by court order.

**BUTTS AMENDMENT:** report back to include staff's research on current applications of millimeter wave scanners combined with video cameras and artificial intelligence and facial recognition technology that can be installed on train platforms and trains/buses with a feed into command/dispatch centers.

## Attachment B - Types of Weapons Detection Systems

This attachment documents the research conducted by SSLE staff on the different types of technology available for weapons detection, the advantages and disadvantages identified, and the valuable information provided to staff by peer agencies and community partners regarding first-hand account and in-person experience with the operation of different weapons detection systems.

Based on the nature of our transit infrastructure, staff began this research effort focusing on high influx environments currently unstaffed, SSLE identified a need for units with:

- High portability, wireless connectivity;
- Indoor/outdoor operability; and,
- Integrations with existing electronic security systems.

This narrowed the list of potential systems to the following four widely used systems: (1) a portal-type system, (2) a compact pillar-type system, (3) a dual-lane system that employs electromagnetic detection and additional sensors, and (4) a millimeter wave-based detection system with AI.

The following tables summarize the advantages and disadvantages of each type of system. Wide variations in manufacturers and models exist in each of the four categories evaluated. The variance in features, accessories, and specifications is not reflected in the evaluation conducted by staff.

Table 1: Portal Type System

Portal Type System	
Advantages	Disadvantages
<ul style="list-style-type: none"><li>• Accurate detection of various types of metals.</li></ul>	<ul style="list-style-type: none"><li>• Higher cost compared to simpler metal detectors.</li></ul>
<ul style="list-style-type: none"><li>• Personal items do not trigger alarms.</li></ul>	<ul style="list-style-type: none"><li>• Complex setup</li></ul>
<ul style="list-style-type: none"><li>• 60 pin-pointing zones for precise threat location.</li></ul>	<ul style="list-style-type: none"><li>• Specific spacing requirements.</li></ul>
<ul style="list-style-type: none"><li>• User-friendly features.</li></ul>	<ul style="list-style-type: none"><li>• System will need to be near a power outlet.</li></ul>
<ul style="list-style-type: none"><li>• Maintains performance in various environmental conditions.</li></ul>	<ul style="list-style-type: none"><li>• Cannot be used onboard rail or bus fleet.</li></ul>

Table 2: Pillar-Type System



<b>Pillar-Type System</b>	
<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• Screens many people quickly.</li> <li>• Individuals do not need to remove items from their bags.</li> </ul>	<ul style="list-style-type: none"> <li>• Higher initial cost.</li> <li>• Relying on an app might pose challenges if there are technical issues with the app.</li> </ul>
<ul style="list-style-type: none"> <li>• Designed to operate effectively in both indoor and outdoor environments.</li> </ul>	<ul style="list-style-type: none"> <li>• Cannot be used onboard rail or bus fleet.</li> </ul>
<ul style="list-style-type: none"> <li>• The system offers flexible power options.</li> </ul>	
<ul style="list-style-type: none"> <li>• The system is engineered to minimize false alarms.</li> </ul>	
<ul style="list-style-type: none"> <li>• Easy installation and can be managed remotely via a smartphone or tablet app.</li> </ul>	
<ul style="list-style-type: none"> <li>• The system is lightweight (only 25 lbs.) and sets up in less than one minute.</li> </ul>	





Table 3: Dual-Lane System

<b>Dual-Lane System with Artificial Intelligence</b>	
<b>Advantages</b>	<b>Disadvantages</b>
<ul style="list-style-type: none"> <li>• System can scan up to 3,600 people per hour.</li> </ul>	<ul style="list-style-type: none"> <li>• The initial investment can be high.</li> </ul>
<ul style="list-style-type: none"> <li>• System uses sensor technology and AI to detect concealed weapons.</li> </ul>	<ul style="list-style-type: none"> <li>• Regular updates and maintenance are necessary.</li> </ul>
<ul style="list-style-type: none"> <li>• Analytics helps security teams make smarter decisions.</li> </ul>	<ul style="list-style-type: none"> <li>• Possibility of occasional false positives.</li> </ul>
<ul style="list-style-type: none"> <li>• Integrates with existing CCTV VMS cameras.</li> </ul>	<ul style="list-style-type: none"> <li>• Security personnel need to be trained to effectively.</li> </ul>
<ul style="list-style-type: none"> <li>• Tablet interface makes it easier to train new users.</li> </ul>	<ul style="list-style-type: none"> <li>• Use of advanced AI and data analytics raises potential privacy issues.</li> </ul>
<ul style="list-style-type: none"> <li>• The system has received several awards, including "Best in Fan Experience Technology" and "Best in Sports Technology" for 2024.</li> </ul>	<ul style="list-style-type: none"> <li>• Extreme weather conditions might affect its performance.</li> <li>• Cannot be used onboard rail or bus fleet.</li> </ul>

Table 4: Millimeter Wave (MMW) Detection Based System with Artificial Intelligence

Millimeter Wave (MMW) Detection-Based System with Artificial Intelligence	
Advantages	Disadvantages
<ul style="list-style-type: none"> <li>Accurately detects concealed weapons.</li> </ul>	<ul style="list-style-type: none"> <li>Higher costs for advanced technology and AI.</li> </ul>
<ul style="list-style-type: none"> <li>Contactless screening.</li> </ul>	<ul style="list-style-type: none"> <li>Additional training for operation and maintenance.</li> </ul>
<ul style="list-style-type: none"> <li>Process large numbers of people quickly.</li> </ul>	<ul style="list-style-type: none"> <li>Privacy concerns regarding data handling.</li> </ul>
<ul style="list-style-type: none"> <li>Functions indoors and outdoors.</li> </ul>	<ul style="list-style-type: none"> <li>99% accuracy with 1% risk of false positives.</li> </ul>
<ul style="list-style-type: none"> <li>AI improves the system's ability to learn and enhance threat detection over time.</li> </ul>	<ul style="list-style-type: none"> <li>Deployment may require significant changes to existing infrastructure.</li> </ul>
	<ul style="list-style-type: none"> <li>Buses cannot accommodate non-standard power requirements.</li> </ul>
	<ul style="list-style-type: none"> <li>Rail cars cannot accommodate non-standard power requirements.</li> </ul>

After evaluating each system's advantages and disadvantages, staff conducted an additional analysis to understand their overall footprint and the technology employed, how these systems meet the agency's needs, and how they integrate with the agency's current technological capabilities. That evaluation is summarized in the table below.

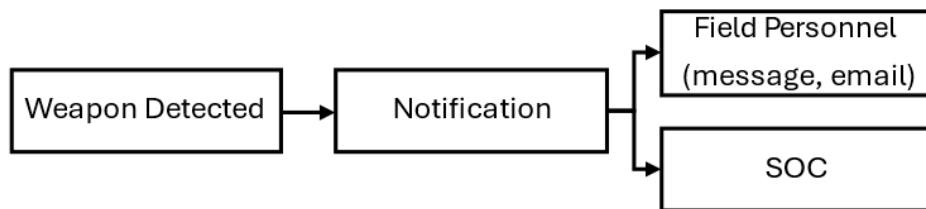
Ratings: ✓ Low ✓✓ Medium ✓✓✓ High				
	Portal-Type	Pillar-Type	Dual Lane	MMW
Technology	Electromagnetic	Electromagnetic	Electromagnetic Thermal Imaging Advanced Imaging	Millimeter Wave Video Analytics
Portability (Battery Option)	✓✓	✓✓✓	✓	✓
Outdoor Operability	✓✓✓	✓✓✓	✓✓✓	✓✓✓
Throughput	✓	✓✓	✓✓✓	✓✓✓
Data Analysis	✓✓	✓✓	✓✓✓	✓✓✓
Network Connectivity	✓	✓	✓✓✓	✓✓✓
Video Analytics	None	None	✓✓✓	✓✓✓
VMS Integration	None	None	✓✓✓	✓✓✓

## Peer Agencies

Metro Board Director Butts extended an invitation to Metro staff to attend the demonstration of a weapons detection system being evaluated through a pilot in Inglewood facilities and public spaces. Staff were impressed by the system's capability, reliability, advanced analytics, and ability to integrate with the new Genetec Video Monitoring System (VMS); hence staff's recommendation to pilot the technology at Metro facilities as well. This technology is included in the evaluation of technologies discussed in this report. The system combines AI with Millimeter Wave (MMW) radar signals and ultra-fast signal processing to follow a pre-designated security policy plan. MMW radar detects the type of threat and speed of approach. AI camera identifies and locks onto the threat and tracks its movement.

An instant alert with a snapshot of a weapons threat provides a who, what, when, and where silent notification to:

1. Field staff within the area via email/SMS
  - a. Immediate situational awareness to conduct consensual interviews and/or interdict, as appropriate
2. Concurrent notification to the Metro Security Operations Center
  - a. Security Control Specialist will coordinate and communicate with contract and local law enforcement, ROC/BOC, and other resources on the system



*Notification sequence for weapon detection.*

Additionally, auto pre-programmed systems can be integrated to secure facilities by locking doors (if compatible systems are available) and opening a safe path to secure areas while denying threat access to sensitive locations.

Staff also reached out to TSA to inquire about any research being conducted in the field of weapons detection. Information beneficial to Metro's own research was provided by its federal partner. In accordance with 49 Code of Federal Regulations (CFR), Part 1520, the information cannot be disclosed in this public document due to its classification as Sensitive Security Information (SSI). Metro will continue its collaboration with federal partners to ensure Metro stays abreast of current and future technologies that improve the safety for Metro riders and employees.

Meanwhile, New York MTA lauded its experience using an advanced, Dual-lane multi-sensor system with video analytics, and it performed close to 22,000 screenings as part of its pilot program. According to senior staff at NY MTA, the system has been

successfully deployed several times in difficult environments throughout their system in which traditional portal-type and pillar-type systems underperform given the vast quantity of metal and radio interference present. The testing conducted has proven that any technology, even Dual-lane, multi-sensory systems, comes with limitations, primarily in misidentifying large personal electronics such as laptops and tablets and underperforming in detecting small-edged weapons. However, it has been NY MTA's experience that, as a baseline, the advanced Dual-lane system detects the presence of medium caliber handguns, improvised explosives, and large-edged weapons to a great degree of accuracy. This is consistent with what Metro experiences on the system with respect to handguns and large-edged weapons. The system NY MTA employed is in the category of Dual-lane type screening systems discussed in this report. Currently, NYPD is working to complete a report on all the testing performed as part of the pilot program. SSLE staff will continue to coordinate with NY MTA and NYPD for a review of findings.

SSLE staff made use of the information obtained as part of this research effort, including the information shared by partner agencies to determine the appropriate course of action Metro should follow as it considers the implementation of weapons detection systems, finally concluding to pilot the millimeter wave and dual-lane type systems as they most closely align with the site conditions and user throughput in our transit system.



# **Metro** GENERAL MANAGEMENT Bias-Free Policing Policy

(GEN 64)

## **POLICY STATEMENT**

The Los Angeles County Metropolitan Transportation Authority (LACMTA) is committed to providing transit services and enforcing LACMTA's Customer Code of Conduct in a professional, nondiscriminatory, fair, and equitable manner. Discriminatory conduct is prohibited while performing any LACMTA activity. LACMTA has a zero-tolerance policy for any form of confirmed bias or discrimination, and expressly prohibits all forms of biased policing.

The intent of this policy is to avert racial profiling and discriminatory actions in the deployment of LACMTA security and public safety resources and to build mutual trust and respect with the diverse groups and communities to which LACMTA provides service. This policy will serve as a companion to the Public Safety Analytics Policy (GEN 64), which ensures that any use of internal and external data sources is done in a manner that averts racial profiling and discrimination.

## **PURPOSE**

LACMTA is committed to protecting the constitutional and civil rights of all people as outlined in Title VII of the 1964 Civil Rights Act and the Americans with Disability Act (ADA). The purpose of this policy is to emphasize this agency's commitment to the fair and bias-free handling of security resources and to the fair and bias-free treatment of all system patrons. All LACMTA security staff, contractors, and law enforcement partners supporting LACMTA will be expected to abide by this policy.

## **APPLICATION**

This policy applies to all LACMTA employees and contractors. Contracted law enforcement entities will be provided the policy and be required to adhere to it.

Effective Date: 03/23/23



**Metro**

## **GENERAL MANAGEMENT Bias-Free Policing Policy**

(GEN 64)

### **1.0 GENERAL**

All individuals having contact with agency personnel shall be treated in a fair, impartial, bias-free, and objective manner, in accordance with the law, and without discrimination as defined in this policy.

It is the policy of LACMTA to:

- Dignify and respect the diversity and cultural differences of all people.
- Assure the highest standard of integrity and ethics among all LACMTA personnel.
- Identify, prevent, and eliminate any instances of biased policing and racial profiling by LACMTA personnel.
- Provide bias-free security services consistent with constitutional and statutory mandates.
- Prioritize the use of non-law enforcement response to calls for service when appropriate.
- Ensure any data or information obtained by LACMTA or associated contract services or law enforcement agencies regarding actual or perceived race, religion, color, ethnicity, national origin, age, gender, gender identity, gender expression, sexual orientation, disability, immigration, or employment status, English language fluency or homeless circumstance, is never used in a manner that supports bias or discrimination.
- Uphold LACMTA's commitment to protecting and serving people through transit services, safety, and non-law enforcement resources that promotes and strengthens public trust and confidence in LACMTA and enhances the legitimacy of its policing practices.

It is LACMTA's policy that, except in "suspect specific incidents" where acknowledgement, identification, or reference to a suspect's specified characteristics is critical to the preservation of public safety, police and security officers are prohibited from considering actual or perceived race, religion, color, ethnicity, national origin, age, gender, gender identity, gender expression, sexual orientation, disability, immigration or employment status, English language fluency, or homeless circumstance in deciding to engage or detain a person.

### **2.0 DEFINITION OF TERMS**

**Americans with Disability Act (ADA)** – Federal law that prohibits discrimination on the basis of a disability. To be protected by the ADA, you must have a disability or relationship with an individual with a disability.



**Metro**

## **GENERAL MANAGEMENT Bias-Free Policing Policy**

(GEN 64)

**Biased Policing** - Discrimination in the performance of law enforcement duties or delivery of police services by LACMTA or based on personal prejudices or partiality of agency personnel toward classes of people based on specified characteristics.

**Discrimination** - Any adverse act or failure to act based on race, color, national origin, religion, sex, age, physical or mental disability or condition, ancestry, marital status, sexual orientation, gender identity, gender expression, affiliation, or any other basis protected under applicable federal or state law.

**Fair and Bias-free Treatment** - Conduct of agency personnel and contractors wherein all people are treated in the same manner under the same or similar circumstances irrespective of specific characteristics.

**Police Services** - Actions and activities that may not directly include enforcement of the law, but that contribute to the overall well-being of the public. These include, but are not limited to such tasks as public assistance to persons who may be lost, confused, or affected by mental or physical illness, as well as responding to medical emergencies, and providing lifesaving services, crime prevention, public information, and community engagement.

**Protected Classes** - For the purposes of this policy, real or perceived personal characteristics, including but not limited to race, color, national origin, religion, sex, medical conditions, disability, age, citizenship status, marital status, sexual orientation, gender identity, or political affiliation<sup>1</sup>.

**Racial/Ethnic Profiling** - Suspecting someone of having committed an offense based on the individual's race, ethnicity, or national origin rather than relevant information specific to the individual or conduct in question.

**Title VII** - Title VII of the 1964 Civil Rights Act prohibits discrimination on the basis of race, color, or national origin by recipients of federal financial assistance.

### **3.0 RESPONSIBILITIES**

The Chief Executive Officer (CEO) will ensure all agency personnel and contractors engaged in providing safety and security resources are operating in compliance with this policy and adhere to it.

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<sup>1</sup> This list is not exhaustive but is intended to identify the factors that are most likely to produce differential decisions on the part of law enforcement. The definition of protected classes is consistent with the following laws; Title VII of the Civil Rights Act of 1964, the Americans with Disabilities Act (ADA), and the Rehabilitation Act of 1973.



# **Metro** GENERAL MANAGEMENT Bias-Free Policing Policy

(GEN 64)

## **3.1 Fair and Impartial Treatment**

- Biased policing is prohibited both in enforcement of the law and the delivery of security and police services.
- Agency personnel shall take equivalent enforcement actions and provide bias-free services to all people in the same or similar circumstances.

## **3.2 Compliance and Reporting**

- Agency personnel are encouraged to intervene at the time the biased policing or security incident occurs. Agency personnel who witness or who are aware of instances of biased policing are encouraged to report as early as possible.
- Supervisors shall:
  - a. Ensure that all agency personnel in their command are familiar with the content of this policy and shall be alert and respond when biased policing is occurring.
  - b. Respond to violations of this policy with training, counseling, discipline, or other remedial intervention as deemed appropriate to the violation.
  - c. Ensure that those who report instances of biased policing are not subject to retaliation<sup>2</sup>.
  - d. Employees concerned about leveraging their respective chains of commands can contact the Office of Civil Rights and Inclusion at 213-418-3190 to report instances of bias policing and discrimination.
- Information on biased-policing complaints and any additional relevant information shall be provided to the CEO or their designee in a manner most suitable for administrative review, problem assessment, and development of appropriate officer-level and/or agency-level corrective actions. At least quarterly, a summary of biased-policing complaints should be provided to the CEO or their designee.
- LACMTA will generate and maintain a public facing bias complaint dashboard to ensure transparency with the community regarding any allegations of the use of age, disability, ethnicity, gender, nationality, race,

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<sup>2</sup> The Supreme Court has defined retaliation as an intentional act in response to a protected action. Retaliation is a deliberate action used to send a clear message that complaining is unwelcome and risky. It is employed to instill fear in others who might consider making a complaint in the future. Those with cause for complaining are frequently among the most vulnerable in an institution. Once they complain, they are labeled “trouble-makers.” Retaliation, and the fear of retaliation, becomes a potent weapon used to maintain the power structure within the institution.





**Metro**

## **GENERAL MANAGEMENT Bias-Free Policing Policy**

(GEN 64)

religion or sexual orientation as a basis for action by LACMTA security services.

- Community members who are victims of unconscious bias, discrimination, or racial profiling by LACMTA staff, contractors, or contracted law enforcement services have several options to file a formal complaint.
  - a. Complete the online Civil Rights Complaint form found at [https://media.metro.net/about\\_us/title\\_vi/images/civil\\_rights\\_complaint\\_form.pdf](https://media.metro.net/about_us/title_vi/images/civil_rights_complaint_form.pdf)
  - b. Submit a complaint via the Transit Watch Application
  - c. Contact Customer Relations via email at [CustomerRelations@metro.net](mailto:CustomerRelations@metro.net) or call 213-922-6235 or 1-800-464-2111.

A failure to comply with this policy is counterproductive to building the trust and respect with LACMTA customers and employees and is an act of serious misconduct and will result in discipline or termination. Any employee who becomes aware of biased policing or any other violation shall report it in accordance with established LACMTA procedures. Contract public safety employees shall report violations of this policy in accordance with host agency and LACMTA procedures.

### **3.3 Training**

LACMTA requires annual implicit bias training for all employees. In addition, the following represents mandatory training for all LACMTA staff and contractors providing security resources on the system.

1. Bystander Intervention (De-Escalation Training)
2. Implicit (Unconscious) Bias for Transit Security
3. Safety/Security Training (Includes a primer on Unconscious Bias training)

In addition to required training, safety and security personnel will also receive training on good practices of de-escalation and culture awareness. LACMTA will work with local Community-Based Organizations to develop and deliver training on mental health and other social services. Whenever possible, LACMTA will integrate community members from a variety of backgrounds into trainings to ensure the trainings include the perspective of those whom LACMTA serves. LACMTA will also coordinate with the Public Safety Advisory Committee (PSAC) to identify and vet training curriculum opportunities.



**Metro**

## **GENERAL MANAGEMENT Bias-Free Policing Policy**

(GEN 64)

### **3.4 Monitoring Performance and Key Performance Indicators (KPI)**

1. The Deputy Chief of Civil Rights will conduct an annual review of police and security reports.
2. On a quarterly basis, the Chief Safety Officer or designee will review the Transit Watch App, Customer Comment Analysis Tracking System (CCATS), and Customer Experience (CX) surveys to develop a report assessing feedback related to LACMTA anti-bias/anti-discrimination policies.
3. Through the annual or bi-annual safety and security survey of LACMTA patrons/riders, SSLE will assess and report on the following:
  - Percent Favorable Impression of Transit Policing Services
  - Service Rating - Service Quality
  - Service Rating – Fairness
  - Service Rating – Helpfulness
  - Increased rider satisfaction regarding racial profiling/bias
4. LACMTA will develop benchmarks for Key Performance Indicators, which will be tracked on a public-facing dashboard include:
  - Agency-wide annual compliance of all mandatory anti-bias related training.
  - Reports of complaints against law enforcement and security resources (expectation of year over year reduction).
  - Use of force incidents (expectation of year over year reduction).
  - Tracking the increased deployment of law enforcement/security alternatives (expectation of year over year increase).
  - Number of citations levied against marginalized communities (expectation of year over year reduction).

### **4.0 FLOWCHART**

Not Applicable

### **5.0 REFERENCES**

- Title VII of the 1964 Civil Rights Act
- LACMTA Civil Rights Policy (CIV 5)
- Internal Complaint Process (CIV 4)
- Title VI Equity Policies (CIV 13)
- Customer Complaints (GEN 42)



**Metro**

**GENERAL MANAGEMENT  
Bias-Free Policing Policy**

(GEN 64)

- Security Incident Reporting and Response Policy (IT 12)
- Public Safety Analytics Policy (GEN 63)



# **Metro** GENERAL MANAGEMENT Public Safety Analytics Policy

(GEN 63)

## **POLICY STATEMENT**

The Los Angeles County Metropolitan Transportation Authority (LACMTA) is committed to providing safe and equitable transit services to all patrons. Discriminatory conduct on the basis of an individual's actual or perceived race, religion, color, ethnicity, national origin, age, gender, gender identity, gender expression, sexual orientation, disability, immigration, employment status, English language fluency, or homeless circumstance, is prohibited while performing any LACMTA activity. LACMTA has a zero-tolerance policy for any form of confirmed bias or discrimination and ensures all safety and security activity is conducted without discrimination, racial profiling, and bias. In deploying resources, LACMTA takes into consideration information and data from a variety of platforms and sources, to include public feedback. LACMTA has drafted the Public Safety Analytics policy to ensure that any use of internal and internal data sources is done in a manner that averts racial profiling and discrimination and holds personnel accountable for actions inconsistent with LACMTA policies.

## **PURPOSE**

LACMTA is committed to protecting the constitutional and civil rights of all people as outlined in Title VII of the 1964 Civil Rights Act and the Americans with Disability Act (ADA). The purpose of this policy is to emphasize the agency's commitment to the collection and use of fair and bias-free public safety analytics and data and the fair and bias-free treatment of all people. This policy reaffirms LACMTA's pledge to bias-free practices as declared in its Bias-Free Policing Policy (GEN 63). LACMTA will ensure the use of all data will be done in a bias-free, non-discriminatory manner in its deployment of security and law enforcement services.

## **APPLICATION**

This policy applies to all LACMTA employees and contractors. Contracted law enforcement entities will be provided the policy and be required to adhere to it

Effective Date: 03/23/23



# Metro **GENERAL MANAGEMENT** **Public Safety Analytics Policy**

(GEN 63)

## 1.0 GENERAL

All individuals having contact with agency personnel shall be treated in a fair, impartial, bias-free, and objective manner, in accordance with the law, and without discrimination. Consistent with its commitment to bias-free policing, LACMTA pledges to utilize any data or information gathered in a manner which averts racial profiling.

In deploying resources, LACMTA considers information provided from a variety of platforms. These include, but are not limited to, bus and rail incident reports, the Customer Comment Analysis Tracking System (CCATS), closed-circuit television (CCTV), customer and employee surveys, dispatch calls for service, law enforcement crime statistics, intrusion alarms, social media, and the LA Metro Transit Watch App. Examining data from these various platforms enables LACMTA to deploy its array of resources strategically. Examples of LACMTA resources include Transit Security Officers, non-law enforcement alternatives such as homeless outreach specialists, and Metro Transit Ambassadors.

## 2.0 DEFINITION OF TERMS

**Americans with Disability Act (ADA)** - Federal law that prohibits discrimination on the basis of disability. To be protected by the ADA, you must have a disability or relationship with an individual with a disability.

**Discrimination** - Any adverse act or failure to act based on race, color, national origin, religion, sex, age, disability, ancestry, medical condition, marital status, sexual orientation, gender identity, gender expression, or any other basis protected under applicable federal or state law.

**Fair and Bias-Free Treatment** - Conduct of agency personnel and contractors wherein all people are treated in the same manner under the same or similar circumstances irrespective of specific characteristics.

**Protected Classes** - For the purposes of this policy, real or perceived personal characteristics, including but not limited to race, color, national origin, religion, sex, medical conditions, disability, age, citizenship status, marital status, sexual orientation, gender identity, or political affiliation<sup>1</sup>.

**Racial/Ethnic Profiling** - Suspecting someone of having committed an offense based on the individual's race, ethnicity, or national origin rather than relevant information specific to the individual or conduct in question.

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<sup>1</sup> This list is not exhaustive but is intended to identify the factors that are most likely to produce differential decisions on the part of law enforcement. The definition of protected classes is consistent with the following laws; Title VII of the Civil Rights Act of 1964, the Americans with Disabilities Act (ADA), and the Rehabilitation Act of 1973.



# **Metro** GENERAL MANAGEMENT Public Safety Analytics Policy

(GEN 63)

**Title VII** - Title VII of the 1964 Civil Rights Act prohibits discrimination on the basis of race, color, or national origin by recipients of federal financial assistance.

## **3.0 IMPLEMENTATION**

### **3.1 Use of Analytics**

Analytics can assist in the proper deployment of emergency services, safety and security technology, and resources that improve the customer experience for all patrons. LACMTA's use of analytics is intended to provide awareness of risks and issues that could potentially adversely impact LACMTA's bus and rail services and the viability, availability, and equitable deployment of LACMTA public safety and security resources. Analytics will be leveraged in a manner consistent with LACMTA's policies which promote the fair and impartial treatment of patrons, consistent with constitutional and statutory mandates.

### **3.2 Data Sources**

LACMTA leverages information from a variety of sources and data sets to include:

- Calls for Service reports
- Vehicle maintenance requests
- Transit Watch App Incident reports
- Law Enforcement Service Requests (LESR)
- Incident reports
- Customer Comment Analysis Tracking System (CCATS)
- Customer Experience surveys
- Intrusion alarms at LACMTA facilities
- Trend reports from homeless outreach teams
- Justice Equity Need Index (JENI)
- Justice Equity Services Index (JESI)
- Everbridge alerts
- Feedback from frontline employees (e.g., bus operators and custodians)

LACMTA will cite the instances and circumstances for the use of any external data sets outside of LACMTA holdings (see Section 3.4).

### **3.3 Use of Demographic Data**

LACMTA will only leverage demographic data in a limited capacity to provide information necessary to the public and law enforcement on persons who present a direct threat to public safety (e.g., active shooter, terror suspect, robbery suspect, etc.). At no point will the use of demographic data be leveraged to inform or support



# **Metro** GENERAL MANAGEMENT Public Safety Analytics Policy

(GEN 63)

the deployment of LACMTA's public safety resources. All data sources which utilize demographics data will be audited every 90 days by LACMTA's Chief Civil Rights Officer or designee to ensure compliance with LACMTA policies on discrimination and bias.

## **3.4 Use of External Reports**

LACMTA's analytics program's use of external reports will be limited in scope and nature. Examples of such external reports include:

- U.S. Annual Crime Trends Report
- Incident reports from transit systems across the United States
- Incident reports from corporate partners
- Public Be On the Look Out (BOLO) reports from law enforcement partners articulating safety and security threats to patrons and operators
- Information Awareness Bulletins from the Federal Bureau of Investigations (FBI) and the Department of Homeland Security (DHS)
- Joint Special Event Threat Assessments from FBI, DHS, and other state and local partners
- Reports generated by the Joint Regional Intelligence Center (JRIC)

All external reports will be documented and Systems Security and Law Enforcement (SSLE) will ensure compliance with LACMTA policy.

## **3.5 Analytics Tools**

Programs and tools used to support LACMTA in data analytics will include the following:

- ArcGIS
- Microsoft Power BI
- Microsoft Excel

An analytics tool policy will be drafted to ensure the usage of each program is consistent with this policy.

## **3.6 Report Types**

LACMTA will leverage the aforementioned data to generate the following reports to provide awareness of safety and security issues across the system<sup>2</sup>: LACMTA will ensure all products are accessible to the public.

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<sup>2</sup> This is not an exhaustive list but represents examples of LACMTA products.



# **Metro** GENERAL MANAGEMENT Public Safety Analytics Policy

(GEN 63)

- Emerging trends reports
- Analysis of security incidents impacting rail and bus lines
- Analysis of issues impacting employee and rider safety
- BOLO reports on persons posing safety risks to operators and riders
- Vandalism trend reports

## **3.7 Data Gathering, Quality, and Context**

Data serves as the foundation for all analytics products and its quality determines how much a decision maker and stakeholders can trust the findings and implications. Data quality is a measure of the condition of data based on factors such as accuracy, completeness, consistency, reliability and whether it is up to date. All data utilized by the program will be assessed for data quality. LACMTA will operate from a zero-trust model in which all data will be verified for quality prior to incorporation into analysis, reports, and findings.

Equally as important as the gathering method and quality of data context. Data context is important as it limits assumptions and biases which could adversely impact the quality of the data. All data utilized within reports and products will be caveated with the following information:

- Data source
- Time range
- Data scope

## **4.0 RESPONSIBILITIES**

### **4.1 Compliance**

The Chief Executive Officer (CEO) will ensure all agency personnel responsible for data collection, analysis, and deployment of LACMTA resources are familiar with the content of this policy and adhere to it.

Reports relating to violations of this policy will be provided to the CEO or their designee in a manner most suitable for administrative review, problem assessment, and development of appropriate supervisor-level and/or executive-level corrective actions.

### **4.2 Training**

LACMTA requires annual implicit bias training for all employees. In addition to required training, LACMTA will coordinate with the Public Safety Advisory





# **Metro** GENERAL MANAGEMENT **Public Safety Analytics Policy**

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Committee (PSAC) and Community-Based organizations to identify and vet training curriculum opportunities on topic such as cultural awareness. Additionally, for data analytic practitioners, training will be provided to address state and federal legislation on data privacy, data, and standards.

## **4.3 Monitoring Performance and Key Performance Indicators (KPI)**

- SSLE will conduct quarterly reviews of security and analytic reports to confirm compliance with this policy. This includes reports which feature demographics, personal identifying information, or law enforcement or LACMTA-derived BOLOs.
- SSLE will ensure all agency personnel involved in public safety analytics maintain 100% annual compliance in attending and completing all related bias and discrimination training.
- SSLE will address all complaints and will conduct a quarterly review of customer comments and complaints to ensure compliance with this policy.
- SSLE will continually evaluate Key Performance Indicators (KPI) to effectively measure success and assess impacts of the analytics program.
- KPI results will be published in a public facing dashboard.

## **5.0 FLOWCHART**

Not Applicable

## **6.0 REFERENCES**

- Title VII of the 1964 Civil Rights Act
- Civil Rights Policy (CIV 5)
- Internal Complaint Process (CIV 4)
- Title VI Equity Policies (CIV 13)
- Customer Complaints (GEN 42)
- Security Incident Reporting and Response Policy (IT 12)
- Bias-Free Policing Policy (GEN 64)

### *Compliance with Bias-Free Policing and Public Safety Analytics Policies*

As new security technologies are implemented, maintaining compliance with the Bias-Free Policing and Public Safety Analytics Policies is crucial. In accordance with these two policies, Metro has adopted comprehensive strategies involving training, transparency, accountability, data management, and community engagement, which are relevant to the technologies discussed in this report. These two policies are also closely aligned with the White House Blueprint on AI Bill of Rights (Attachment D).

As stated in Section 3 of the Bias-Free Policing Policy, all contracted law enforcement entities are required to adhere to non-discriminatory practices. Vendors coming on board as part of new security efforts will also be required to develop and implement clear guidelines to explicitly mitigate biased policing, with mechanisms in place to identify, report, and address complaints.

As part of implementing weapons detection systems, Metro will work closely with vendors to determine the extent to which these technologies need to be tailored to meet the agency's expectation of transparency and accountability and ensure security practices are fair, equitable, and free from bias as required in Section 3 of the Public Safety Analytics Policy.

Similarly, when it comes to the collection, retention, and use of data in deploying resources, Metro will work to ensure internal procedures and those delegated to vendors, integrate diverse and representative validation and verification measures to avoid racial profiling and discrimination while holding personnel accountable for policy adherence as required in Section 3.7 of the Public Safety Analytics Policy and Section 3.2 of the Bias-Free Policing Policy.

As new security technologies are implemented, it is especially important to ensure personnel meet the training requirements in Section 3.3 of the Bias-Free Policing Policy. Equally important is the need for meaningful engagement and communication with stakeholders to build trust and foster strong relationships between Metro, law enforcement partners, and the public.

In terms of public safety analytics, ethical data usage has been paramount for Metro, following strong data governance policies and robust privacy protections. Analytics can assist in properly deploying emergency services, safety and security technology, and resources that improve the customer experience for all customers. Moving forward, and in compliance with Section 3.7 of Metro's Public Safety Analytics Policy, staff will work to offer transparency in the algorithms used by newly adopted technologies through education and regular impact assessments to continue to ensure fair outcomes.

In addition, conducting regular algorithmic audits, performing prompt software updates, and ensuring the use of diverse data sets will be critical to mitigating biases in analytics. These will be tracked through monitoring and Key Performance Indicators (KPIs) as outlined in Section 3.4 of Metro's Bias-Free Policing Policy. All future security

technologies incorporated into the Metro ecosystem will adhere to these policies and practices.

### *White House Blueprint on AI Bill of Rights*

Metro's Bias-Free Policing Policy and Public Safety Analytics Policy are closely aligned with the principles of the White House Blueprint for an AI Bill of Rights.

Firstly, Metro's policies promote Safe and Effective Systems, the first of five principles promoted in the blueprint, by mandating professional, nondiscriminatory enforcement of transit services, thereby enhancing the safety and effectiveness of Metro's safety operations. The Bias-Free Policing Policy explicitly prohibits biased policing and discrimination, upholding Algorithmic Discrimination Protections, the next principle in the blueprint, by ensuring that no data or information obtained is used to support bias or discrimination. This is mirrored in the Public Safety Analytics Policy, which reaffirms Metro's commitment to bias-free practices and the fair treatment of all users.

In terms of data privacy, both agency's policies highlight strict guidelines to prevent the misuse and mishandling of data. The Bias-Free Policing Policy ensures that any collected data respects individuals' privacy rights, and the Public Safety Analytics Policy further emphasizes that demographic data will only be used in limited, critical circumstances with regular audits to ensure compliance; both are practices that closely follow the principle of Data Privacy in the blueprint.

Per these two policies, Metro is committed to maintaining transparency through public dashboards and providing clear channels for community feedback and complaints, ensuring the public is well-informed about Metro's practices, which ultimately align with the blueprint's Notice and Explanation principle.

Lastly, Metro prioritizes non-law enforcement responses when appropriate, requires that all employees, law enforcement partners, and security vendors receive bias training, and adopted a zero-trust model in which all data is verified for quality before incorporation into analysis, reports, and findings, making human judgment and intervention integral parts of security operations, promoting impartial treatment consistent with the Human Alternatives, Consideration, and Fallback principle in the blueprint. Metro's comprehensive policies and the measures they establish are closely oriented to the principles constituting the White House Blueprint, promoting the responsible use of AI and data analytics to ensure equitable public safety operations.



# Response to Motion 34.1 Improving Safety for Metro Riders and Employees

Ken Hernandez  
Interim Chief Safety Officer



**Metro**<sup>®</sup>

# Staff Recommendations

- A. Receive and file a complete report on strategies to improve safety for Metro riders and employees, including costs and implementation timelines, in response to Motion 34.1
- B. Establish a Life-of-Project (LOP) budget in an amount not-to-exceed \$65.1 million for the implementation of Enhanced Access Control strategies, to include:
  - 1. Expansion of the TAP-to-Exit pilot from one end-of-line station to all 10 end-of-line stations;
  - 2. Expansion of the Elevator Open Door pilot from 21 elevators to 57 elevators;
  - 3. Expansion of the Smart Restroom pilot from 10 stations to 64 stations and transit centers;
  - 4. A new pilot of taller faregates at up to three rail stations; and
  - 5. A new pilot of two weapons detection technologies at two transit hubs on the rail system, which may include the Dual-lane metal detector and Millimeter Wave radar detection systems.
- C. Amend the FY25 budget by an amount not-to-exceed \$15.4 million for TAP-to-Exit at ten (10) end-of-line stations with gate telephone (GTEL) installations, adding TAP and barcode readers to exit side of gates, and to pilot test upgraded new faregates from different vendors at up to three (3) rail stations
- D. Authorize the Chief Executive Officer, or their designee, to negotiate and execute all necessary agreements and contract modifications associated with the Enhanced Access Control LOP

# TAP-to-Exit Pilot Update & Expansion

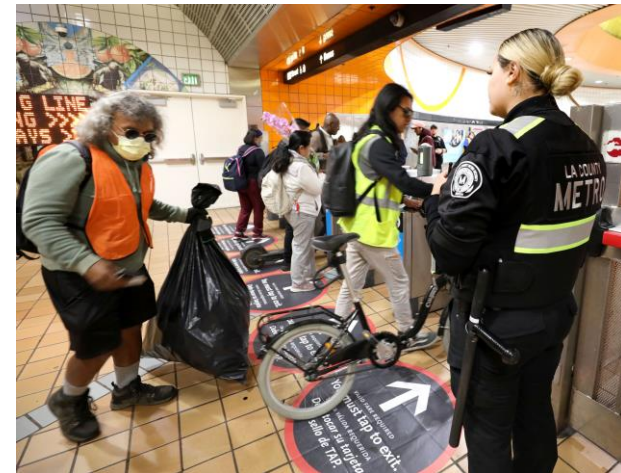
## Updates on North Hollywood Pilot

- Since May 28, the pilot has helped to identify and correct over 25,000 unpaid rides that were subsequently paid for upon exit, which translates to 11% of total tap-outs
- NoHo TVM fare sales & paid rides increased +30% (nearly \$100,000)
- Multilingual staff surveyed over 100 customers at the station, in which **91% felt the station was cleaner** and **86% felt safer**, with even higher results among women & BIPOC
- Metro's Low-Income Fare is Easy (LIFE) Program enrolled nearly 200 customers onsite.

## Behavioral Change Across the 14 Stations of the B Line:

- Paid rides have increased by 15% (+100,000 increase)
- Reported crime and other issues (fights, drug use, graffiti) have dropped by over 40% on the Transit Watch app

Plans to expand to all 10 end-of-line stations, beginning with the Downtown Santa Monica (E Line) in August 2024, with similar, education-first rollout as North Hollywood.



# Station Improvements

## Expanding the Elevator Open Door Pilot Program

- After starting this program at the three new Regional Connector stations, this program has now expanded to a total of six stations. This represents 21 out of 57, or 37%, of eligible elevators at Metro's newer stations are now part of the elevator door open program.
- **Vertical Transportation is in the process of reconfiguring all 57 eligible elevators to reflect this improvement by September 2024.**
- There are also 123 older elevators that do not have this capability and need hardware upgrades. These will eventually be addressed through the ongoing Elevator Modernization Program.



## Expanding the Smart Restroom Initiative

- Since the program began in October 2023, there have been over 66,000 uses across 10 existing locations and a 4.2 out of 5-star average rating.
  - Staff is proposing a systemwide expansion of smart restroom access, **phasing in a total of 64 restrooms over the next four years:**
    - Year 1 (CY25): Add 20 new restrooms, for a total of 30 locations, \$2.71M
    - Year 2 (CY26): Add up to 34 new restrooms, up to 64 total locations, \$6.08M
    - Year 3 (CY27): Continue operating up to 64 locations, \$6.38M
    - Year 4 (CY28): Continue operating up to 64 locations, \$6.70M
- **Total: \$21.87M** (first year would be funded through approved FY25 Station Experience budget)



**Metro**



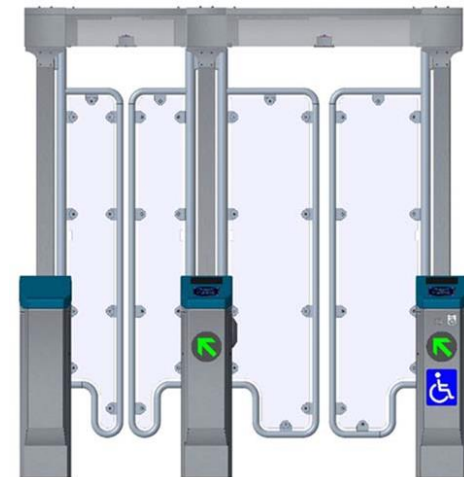
# New Pilot: Testing Taller Faregates

Modern faregates have many features that Metro's 20-year-old faregates lack that could improve safety and the customer experience:

- Precise motion sensor detection to reduce “piggybacking” or “tailgating” fare evasion commonly seen in today's wider, ADA-compliant faregate
- Electromechanical locks to prevent “forced entries” from determined fare evaders
- Replacing turnstile bars with paddle-style doors that reduce customer pain points with bicycles, luggage, and other belongings
- Application Programming Interface (API) integration with security solutions such as integrated weapons detection through improved camera detection



*BELOW: STraffic type of faregate  
(currently used at BART)*



*ABOVE: Standard Wide Aisle  
Gate (WAG) & ADA Accessible  
Wide Aisle Gate (AWAG)*

# New Pilot: Testing Taller Faregates (cont.)

**Staff proposes a near-term, targeted procurement for up to three pilots at up to three stations, to tentatively begin in November 2024**, one of which is the future LAX/Metro Transit Center (formerly known as Airport Metro Connector).

Other stations under study are:

- Westlake/MacArthur Park
- Universal City/Studio City
- North Hollywood
- Downtown Santa Monica
- Norwalk
- Union Station (A Line)
- 7th Street/Metro Center
- Willowbrook/Rosa Parks
- Pershing Square (5th St/Hill St Entrance)

**Procurement of up to three different gate arrays from up to three different vendors for the pilot program is expected to cost \$14.3M.** No additional funds will be needed to deploy the pilot at the LAX/Metro Transit Center Station, as the expenditures can be absorbed by the existing project LOP.

# New Pilot: Weapons Detection Systems

Staff identified two systems with the highest potential to reduce the number of weapons in the system and meet the differing needs of the various locations, stations, and divisions.

## Millimeter Wave Technology

Unlike traditional metal detectors that rely on electromagnetic fields to identify metal objects, millimeter wave systems use high-frequency radio waves, typically 30 to 300 GHz, to create detailed 3D images of scanned subjects.



## Dual-Lane System

The system employs advanced sensors and AI to detect weapons and other threats without requiring individuals to stop, empty their pockets, or remove their bags.

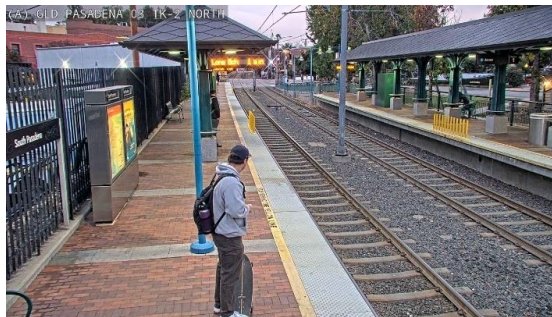


**Staff would pilot these two advanced weapons detection systems over 30 days at two Metro stations.**

No additional cost is expected for this pilot.

# Video Management & Analytics

- The adoption of a unified VMS will achieve not only efficient management of video information but also turn it into intelligent information.
- While the older cameras cannot currently handle video analytics technology, multiple CCTV camera upgrade projects are being undertaken.
- Facial Recognition Technology (FRT), one of the available features of VMS, leverages video analytics to identify or verify a person's identity by analyzing and comparing patterns based on facial features. Staff will continue to evaluate this technology but does not recommend moving forward with a pilot at this time.
- With concerns about potential biases in mind, the usage of video analytics, such as FRT, must be auditable to ensure responsible usage is taking place.
  - Staff would work to ensure data security, transparency, and compliance in accordance with Metro's Bias-Free Policing and Public Safety Analytics policies.



*New upgraded cameras at South Pasadena Station (left) and Southwest Museum Station (right)*

# Metro's Bias-Free Policing & Public Safety Analytics Policies

As new security technologies are implemented, staff will adhere to **Metro's Bias-Free Policing and Public Safety Analytics policies**, to ensure data security, transparency, and compliance.

- Vendors coming on board will be required to develop and implement clear guidelines to explicitly mitigate biased policing, with mechanisms in place to identify, report, and address complaints.
- Metro will work closely with vendors to determine the extent to which these technologies need to be tailored to meet the agency's expectation of transparency and accountability and ensure security practices are fair, equitable, and free from bias.
- Both policies are also closely aligned with the principles of the **White House Blueprint for an AI Bill of Rights**.
  - Metro's policies promote Safe and Effective Systems, the first of five principles promoted in the blueprint, by mandating professional, nondiscriminatory enforcement of transit services, thereby enhancing the safety and effectiveness of Metro's safety operations.
  - Both agency's policies highlight strict guidelines to prevent the misuse and mishandling of data.



# Public Safety Advisory Committee (PSAC) Engagement

- Since April, SSLE has met with the Civilian Advisory Committee (CAC) and PSAC to inform members of security technology implementation and provide education on what the technologies do, and how they are used.
- Staff addressed PSAC and CAC members' concerns as to how all technologies would adhere to the Bias-Free Policing and Public Safety Data Analytics policies.
- At the July 11th meeting with PSAC, Customer Experience, FM, Station Experience, and SSLE staff provided presentations on the TAP-to-Exit pilot, environmental interventions, and video analytics to address how those could potentially aid in reducing fare evasion.
  - The feedback was positive and SSLE staff expressed commitment to provide continual updates on the progress and findings as new technology and interventions are implemented.

# Next Steps

Staff will continue to advance strategies to improve the safety and security on the Metro system and report back to the Board on the performance of the various pilots.