



Metro

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

Agenda - Final

Thursday, June 15, 2023

9:00 AM

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(ALSO APPLIES TO BOARD COMMITTEES)

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Public comment will be taken as the Board takes up each item. To give public comment on an item, enter #2 (pound-two) when prompted. Please note that the live video feed lags about 30 seconds behind the actual meeting. There is no lag on the public comment dial-in line.

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CALL TO ORDER**ROLL CALL**

21. **SUBJECT: IN-HOUSE PUBLIC SAFETY DEPARTMENT FEASIBILITY STUDY** [2023-0286](#)

RECOMMENDATION

RECEIVE AND FILE the In-House Public Safety Department Feasibility Study (Attachment A).

Attachments: [Attachment A - Public Safety Department Feasibility Study Report - Final](#)
[Attachment B - Homeless Feasibility](#)

(ALSO ON OPERATIONS, SAFETY, AND CUSTOMER EXPERIENCE COMMITTEE)

22. **SUBJECT: AMENDMENT TO THE LETTER OF AGREEMENT WITH THE COUNTY DEPARTMENT OF HEALTH SERVICES (DHS) FOR HOMELESS PROGRAM SERVICES** [2023-0303](#)

RECOMMENDATION

AUTHORIZE the Chief Executive Officer (CEO) to execute Amendment Number 8 to the Letter of Agreement for Multidisciplinary Street-based Engagement Services with the County Department of Health Services (DHS) increasing the amount by \$63,934,200 from \$28,920,000 to a new a total amount of \$92,854,200 for the continuation of homeless program services from September 1, 2023 through June 30, 2027 (Attachment A).

Attachments: [Attachment A - Metro LOA - Amendment No. 8 DRAFT Presentation](#)

23. **SUBJECT: STATUS UPDATE - BUS STOP IMPROVEMENT PROGRAM** [2023-0319](#)

RECOMMENDATION

RECEIVE AND FILE Bus Stop Improvement Plan status report.

Attachments: [Attachment A - Motion 20, Bus Stop Shelter Motion](#)
[Attachment B - Priority Stop Locations in the Region](#)
[Presentation](#)

(ALSO ON OPERATIONS, SAFETY, AND CUSTOMER EXPERIENCE COMMITTEE)

24. **SUBJECT: STATE ETHICS LEGISLATION MOTION** [2023-0399](#)

RECOMMENDATION

APPROVE Motion by Director Najarian that the Metro Board direct Metro's Chief Ethics Officer and CEO to work together to incorporate any proposed

changes to the 2024 State Legislative Agenda to address any issues with state legal authorities that may impact Metro activities.

25. SUBJECT: BUS SENSOR TECHNOLOGY [2023-0160](#)

RECOMMENDATION

RECEIVE AND FILE status report on Bus Sensor Technology.

Attachments: [Attachment A - Motion 2023-0102 by Hahn, Horvath, Mitchell, Solis & Krekorian](#)
[Attachment B - "Mobileye Shield V4 W/ Apas" Operator Reference](#)
[Attachment C - SAE J3016 Levels of Driving Automation](#)
[Attachment D - Equity Platform Figures 3 - 5](#)

(ALSO ON OPERATIONS, SAFETY, AND CUSTOMER EXPERIENCE COMMITTEE)

26. SUBJECT: STATE AND FEDERAL REPORT [2023-0381](#)

RECOMMENDATION

RECEIVE AND FILE June 2023 State and Federal Legislative Report.

SUBJECT: GENERAL PUBLIC COMMENT [2023-0369](#)

RECEIVE General Public Comment

Consideration of items not on the posted agenda, including: items to be presented and (if requested) referred to staff; items to be placed on the agenda for action at a future meeting of the Committee or Board; and/or items requiring immediate action because of an emergency situation or where the need to take immediate action came to the attention of the Committee subsequent to the posting of the agenda.

COMMENTS FROM THE PUBLIC ON ITEMS OF PUBLIC INTEREST WITHIN COMMITTEE'S SUBJECT MATTER JURISDICTION

Adjournment



Board Report

File #: 2023-0286, File Type: Informational Report

Agenda Number: 21.

**EXECUTIVE MANAGEMENT COMMITTEE
OPERATIONS, SAFETY, AND CUSTOMER EXPERIENCE COMMITTEE
JUNE 15, 2023**

SUBJECT: IN-HOUSE PUBLIC SAFETY DEPARTMENT FEASIBILITY STUDY

ACTION: RECEIVE AND FILE

RECOMMENDATION

RECEIVE AND FILE the In-House Public Safety Department Feasibility Study (Attachment A).

ISSUE

At its March 2023 Meeting, the Board approved the staff recommendation to report back on the feasibility of establishing an in-house Metro Transit Public Safety Department to support Metro’s public safety mission and values statements.

The study examines the viability of establishing an internal Transit Public Safety Department as a potential alternative to the existing multi-agency law enforcement services rendered by the Los Angeles Police Department (LAPD), the Los Angeles County Sheriff’s Department (LASD), and the Long Beach Police Department (LBPD).

BACKGROUND

At its December 2021 meeting, the Board adopted the following Public Safety Mission and Value Statements:

Mission Statement

Metro safeguards the transit community by taking a holistic, equitable, and welcoming approach to public safety. Metro recognizes that each individual is entitled to a safe, dignified, and human experience.

Values Statements

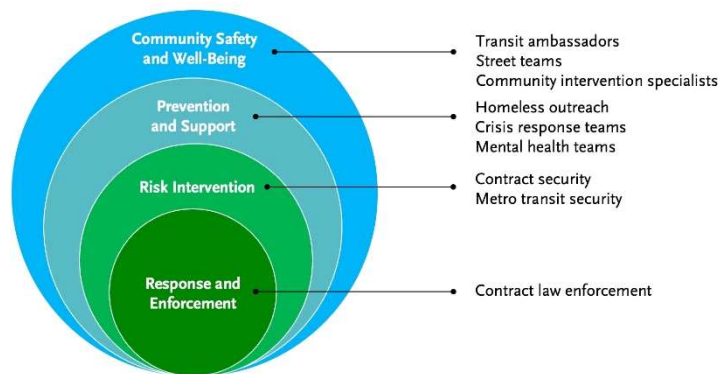
- Implement a Human-Centered Approach
- Emphasize Compassion and a Culture of Care
- Recognize Diversity

- Acknowledge Context
- Committed to Openness and Accountability

Metro’s Layered Public Safety Ecosystem

In 2022 Metro established a comprehensive approach to ensuring public safety on the system by implementing a multi-layered safety program to address the different aspects of safety. Each layer in the public safety ecosystem adds value and enhances the overall security and safety of the Metro system. Instead of relying solely on a single strategy, a layered approach provides a more effective response to each safety issue by deploying the right resource to best address the specific safety concern.

Metro’s Layered Public Safety Ecosystem



Metro’s public safety ecosystem comprises four layers and utilizes six resource strategies:

Community Safety and Well-Being - Provides a visible presence, assistance, guidance, and support to individuals.

1. Transit Ambassadors - customer information, maintenance reporting, security awareness, and visibility. Ambassadors include the following groups: transit ambassadors, community

intervention specialists, and street team personnel.

Prevention and Support - Care response to social issues specifically related to individuals experiencing homelessness, untreated mental health, and addiction issues.

2. Homeless Outreach - outreach to riders, connection to services
3. Crisis Response Teams - response to mental health crisis incidents

Risk Intervention - Maintain a safe and secure environment, protect people and property, and deter criminal activity.

4. Contract Security - patrol and secure facilities, crowd control for special events, and bus bridges
5. Metro Transit Security -vehicle patrol, revenue collection, code of conduct enforcement, open/close stations, and bus and train riding

Response and Enforcement - Swift and effective responses to incidents and criminal activity.

6. Contract Law Enforcement - responding 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 Law Enforcement Contract Services

In February 2017, the Metro Board approved the multi-agency law enforcement services contract for a five-year base period with a not to exceed amount of \$645 million through June 30, 2022. The contracts have been amended seven times (including a one-year contract extension), and the current total contract value for the six years is \$916,511,952 through June 30, 2023.

In April 2022, staff initiated a competitive procurement process for law enforcement services as the contract was set to expire on June 30, 2023. Proposals were received in October 2022 and were evaluated in accordance with the terms of the RFP, which sought to incorporate the lens of the new Public Safety Mission and Value Statements. However, two of the proposing agencies took material exceptions to the scope of work as well as Metro's contract terms and conditions.

As a result, staff determined that it was in the best interest of Metro to cancel the RFP, extend modified versions of the current contracts, and explore the feasibility 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.

Office of the Inspector General (OIG) Audit Findings

At the February 2017 Board meeting, then Director Fasana included an amendment to the Multi-Agency Law Enforcement Contract board action that the Inspector General be tasked with annually auditing each law enforcement services contract to determine how actual performance metrics are measuring up against key performance indicators. The audit is to ensure that Metro is receiving the services it is paying for.

Over the past several years, the annual OIG audits have consistently identified concerns regarding the deployment of police personnel on the Metro system. These concerns include poor police visibility on buses, trains, and at stations as well as inconsistent staffing at key critical infrastructure locations. Transit police officers must be visible, accessible, and responsive to the needs of riders and employees, to build trust and provide a deterrent to crime and disorder on the transit system.

The OIG audit findings, which indicate that the contract police agencies spend a relatively small percentage of their time on engaged visibility, are concerning. The OIG audit illustrated that the contract police agencies have significant time to accomplish the objective of engaged visibility, with officers spending 3% (LBPD), 5% (LASD), and 18% (LAPD) of their time answering calls for service on Metro.

Current Safety and Security Staffing Levels and Budget

The table below illustrates the current number of budgeted personnel, including field personnel, and the average number of personnel deployed in the field each weekday for the six public safety ecosystem resource strategies as well as their respective FY23 budget.

For example, a total of 645 budgeted police personnel are provided by the three contract police agencies for Metro. This includes 290 LAPD personnel, 326 LASD personnel, and 29 LBPD personnel. On average, there are 263 police officers/deputies patrolling the Metro system daily.

Public Safety Ecosystem Resource Strategy	FY23 Staffing Levels and Budget			Annual Budget (millions)
	Number of Budgeted Personnel	Personnel Pool Field/Patrol Deployment	Avg. Deployed Daily on System	
Contract Police	645	344	263	\$172.9
<i>LAPD*</i>	290	138	138	
<i>Patrol Officers</i>	138			
<i>Special Units</i>	39			
<i>Patrol/Special Unit Sergeants</i>	32			
<i>Support Staff</i>	81			
<i>LASD</i>	326	188	115	
<i>Patrol Deputies</i>	188			
<i>Special Units</i>	41			
<i>Patrol/Special Unit Sergeants</i>	34			
<i>Support Staff</i>	63			
<i>LBPD</i>	29	18	10	
<i>Patrol Officers</i>	18			
<i>Special Units</i>	2			
<i>Patrol Sergeants</i>	4			
<i>Support Staff</i>	5			
Metro Transit Security**	290	138	133	\$40.2
Contract Security	322	251	241	\$24.5
Transit Ambassador Program***	437	424	265	\$33.0
Homeless Outreach	85	85	85	\$15.3
Mental Health Crisis Outreach	30	30	-	\$10.0
Totals	1,809	1,272	987	\$295.90

Support staff = Administrative, management, detectives, analytics

Personnel Pool = Number needed to provide 24/7 support/relief officers

Special Units = K9, SAU, MET, HOPE, Quality of Life, Senior Lead Officers, Team Leaders

* LAPD officers work for Metro on an overtime basis, the number of daily deployable LAPD police officers is the same as budgeted.

**The 276 total budgeted personnel includes 30 SSLE non-contract staff

***The 437 total budgeted personnel includes 2 Metro FTEs, 15 vendor program administrators, 359 transit ambassadors, 28 community intervention specialists, and 33 street team personnel

***The 85 total budgeted personnel, including supervisors, are all deployed in the field

Review of Large Transit Agencies

It is common for large transit agencies to have their own police department. These specialized police departments are responsible for ensuring the safety and security of passengers, employees, and the transit system itself. In-house transit police proactively address the specific challenges and dynamics

of transit environments.

Having an in-house police department allows transit agencies to have greater control and accountability over the safety and security of their services. It enables a more direct and immediate response to incidents, as well as a deeper understanding of the specific safety concerns and needs of the transit system. Transit police departments can develop specialized strategies and partnerships to address issues such as fare evasion, disorderly conduct, and other offenses that are unique to public transportation.

Six of the largest U.S. transit agencies have a transit police department, as shown in the table below. The Chicago Transit Authority utilizes contract police services provided by the Chicago Police Department, while the San Francisco Municipal Railway receives police services through the San Francisco Police Department. The King County Metro Transit receives law enforcement services through a contract with the Sheriff's Office. New York's Metropolitan Transit Authority utilizes a hybrid model that includes reliance on police officers within the MTA Police Department for law enforcement services at Grand Central Terminal, Penn Station, and all MTA infrastructure (i.e., track, yards, shops, stations, and railroad crossings), while enforcement services for the MTA subway lines, trains, and stations within New York City are provided by NYPD. The remaining transit agencies all have their own transit police department.

Police Departments within the Largest U.S. Transit Agencies

Transit Agency	Unlinked Passenger Trips* 2019 (Thousands)	Has Transit PD	Number of Personnel
Metropolitan Transit Authority – New York City (NYCT)	3,451,139	✓	1,095 sworn & 56 non-sworn
Chicago Transit Authority (CTA)	455,743		
Los Angeles County Metropolitan Transit Authority (Metro)	379,718		
Massachusetts Bay Transportation Authority (MBTA)	366,716	✓	264 sworn & 50 non-sworn
Washington Metropolitan Area Transit Authority (WMATA)	354,656	✓	468 sworn, 140 security guards & 101 non-sworn
Southeastern Pennsylvania Transportation Authority (SEPTA)	308,266	✓	260 sworn & 10 non-sworn
New Jersey Transit Corporation (NJ TRANSIT)	267,270	✓	250 sworn & 70 non-sworn
San Francisco Municipal Railway (Muni)	223,338		
King County Metro Transit (KCMT)	128,666		
San Francisco Bay Area Rapid Transit (BART)	128,217	✓	206 sworn & 90 non-sworn

*American Public Transportation Association (APTA) defines unlinked passenger trips as “The number of passengers who board public transportation vehicles. Passengers are counted each time they board vehicles no matter how many vehicles they use to travel from their origin to their destination.”

DISCUSSION

Metro recognizes that ensuring a safe transit system is of utmost importance to deliver a world-class transportation experience that enhances the quality of life for all who utilize our services. Staff acknowledges the diverse range of safety concerns expressed by the public and our employees and bears the responsibility to guarantee a secure and comfortable journey for every Metro rider.

Providing a safe transit environment is the cornerstone of Metro’s public safety mission statement. While police services are an important aspect of Metro's public safety ecosystem, it is just one part of a broader approach to safety and security. Effective public safety requires a multilayered approach that Metro has implemented. Some of the current safety and security issues on the Metro system

reflect the problems facing our society: a housing crisis, a mental health crisis, and an opioid epidemic. A recent article about homelessness and transit notes, “There is no debate that visible homelessness on transit systems is a problem. For transit agencies themselves, there is a connection between visible homelessness, riders feeling unsafe, and a drop in ridership, even if the connection between homelessness and crime is statistically unproven.”

Metro conducted a comprehensive feasibility study of an in-house Public Safety Department to address various concerns and complaints regarding the current service. The study focused on six key areas of concern with contract multi-agency law enforcement:

1. Engaged Visibility: Ensure sufficient visibility and presence of law enforcement on the system.
2. Alignment with Metro’s Safety Mission and Values: Ensure that our public safety employees are working in alignment with our Agency values.
3. Response times: Ensure that the needs of all riders and employees are met promptly and efficiently.
4. Dedicated staffing: Provide greater stability and continuity in law enforcement services. It fosters a stronger sense of ownership regarding safety on the transit system.
5. Transparency: Foster accountability, real-time data, and effective collaboration and communication.
6. Cost of services: Understand the financial implications of the existing multi-agency law enforcement contract services and the ability of that service to meet the rider needs effectively.

Strengths of an In-House Public Safety Department

Engaged Visibility

The OIG audits over the past several years illustrate the persistent challenges with contract police services, including an inability to provide information on the following deployment metrics: number of train and bus boardings, how much time is spent riding trains and buses, and how much time is spent at train stations. The report also found that deployment practices “provide little visible security presence on the Metro Bus System.”

These issues are more readily addressed with an in-house Transit Public Safety Department, which can adopt a policing style that emphasizes service and allows the transit agency to manage deployment locations and times directly. Transit policing is different from local policing, with the former emphasizing “engaged visibility” and the latter emphasizing response to calls for service. Commonly, an emphasis on “engaged visibility” leads to the provision of service, while an emphasis on responding to calls for service leads to law enforcement.

The primary objective of a transit Public Safety Department is engaged visibility. By having a

dedicated Public Safety Department, Metro can better manage the officer's role to be visible on the system and proactively engage and build relationships with the riding community, while still being able to respond to calls for service as needed.

The purpose of engaged visibility is to foster trust, promote positive police relationships with Metro riders, and enhance the effectiveness of law enforcement efforts. By being present and involved on the system, officers can gain a better understanding of the rider's concerns, build rapport, and establish open lines of communication. This can lead to improved collaboration, increased support, and more effective crime prevention and problem-solving initiatives.

Cultural Alignment

An agency's mission and values can serve as the foundation for its practices, such as training, performance, discipline, and hiring. Cultural alignment with an organization's mission and values is crucial for achieving success. The Feasibility Study highlighted that a key advantage of an in-house Public Safety Department would be cultural alignment with Metro's organizational mission and values. By having an in-house Public Safety Department, Metro would have the authority to set required training, performance expectations, and disciplinary processes, and shape the recruitment and selection process to ensure the hiring of employees aligned with Metro's mission and values. This would enable Metro to establish a solid foundation for our safety practices and ensure that our public safety employees are working in alignment with our values. The Metro mission and values recognize that policing is not the only way to keep people safe.

Transit public safety officers work in a unique environment that requires specialized skills and knowledge. In addition to the mandatory basic law enforcement training required by the California Commission on Peace Officer Standards and Training (POST), Metro transit officers would be required to take enhanced transit-specific training to include de-escalation, trauma-informed response, cultural diversity awareness, implicit bias, duty to intervene, crisis intervention, interpersonal communications, customer experience, and community engagement. The recently adopted Bias-Free Policing Policy and Public Safety Analytics Policy would also apply to the in-house Public Safety Department.

Fiscal Sustainability

One of the challenges faced by Metro today in providing contract police services is the rising cost of those services. Over the past 25 years, Metro has experienced significant cost increases for police services. Initially awarded at \$645,675,758, the multi-agency law enforcement services contract awarded to LBPD, LAPD, and LASD in 2017 has been modified seven times, increasing the total contract value to \$916,511,952 for the six-year contract period ending on June 30, 2023.

In FY96, the in-house Metro transit police department had a budget of \$44,255,343 employing 501 personnel, including 383 transit police officers, 63 security guards, and 55 civilian support personnel. Among the officers, 328 (65%) were budgeted for field deployment. In contrast, the FY23 budget of \$172,970,664, supports a total of 645 staff, 344 (53%) are budgeted for field deployment.

The multi-agency service contrasts sharply with the FY96 in-house Metro transit police budget showing a 290% increase in annual cost despite having a lower percentage of officers in the field compared to FY96. The service level becomes even more apparent when considering the

substantial growth of the Metro system. In 1996, Metro operated three rail lines and nearly 200 bus lines, whereas, in 2023, we operate seven rail lines and 121 bus lines.

The recent procurement yielded significantly higher bids valued at \$1,482,242,081 for a 5-year period (FY24 - FY29) in contrast to the Independent Cost Estimate of \$829,492,481. The significantly higher bids are in part due to coverage needed for the continued expansion of the Metro service area (i.e. new rail lines) and the cost structure where all LAPD costs are charged at an overtime rate rather than a straight time rate. Though we see a 62% increase in cost from the current contract value we only see a 30.9% growth in personnel available for deployment and a 28.1% increase in Admin Support/Mgmt that includes specialized units. The below table depicts the overall increase per agency during the recent procurement:

Agency	Current Contract Original Amount Awarded (5 yrs)	Current Contract Modifications (6 yrs)	Variance	% Change
LAPD	\$ 369,330,499.00	\$ 511,991,742.36	\$ 142,661,243.36	38.6%
LASD	\$ 246,270,631.00	\$ 360,438,587.00	\$ 114,167,956.00	46.4%
LBPD	\$ 30,074,628.00	\$ 44,081,623.00	\$ 14,006,995.00	46.6%
Totals:	\$ 645,675,758.00	\$ 916,511,952.36	\$ 270,836,194.36	41.9%

One of the advantages of an in-house Public Safety Department is that it provides greater control over costs while still providing high-quality police services that meet the needs of all Metro customers and employees.

Agency	Current Contract Awarded (6 yrs)	RFP Proposal (5 yrs.)	Variance	% Change
LBPD	\$ 44,081,623.00	\$ 60,297,042.00	\$ 16,215,419.00	37%
LAPD	\$ 511,991,742.36	\$ 830,352,190.00	\$ 318,360,447.64	62%
LASD	\$ 360,438,587.00	\$ 536,584,865.00	\$ 176,146,278.00	49%
BHPD	\$ -	\$ 55,007,983.00	\$ 55,007,983.00	N/A
Totals:	\$ 916,511,952.36	\$1,482,242,080.00	\$ 565,730,127.64	62%

The consolidation of law enforcement contract services into a single, in-house Public Safety Department presents significant opportunities for enhancing efficiency and reducing expenses. Currently, the multi-agency model results in unnecessary duplication of management and administrative efforts. Each of the three law enforcement agencies performs identical support functions. Metro is paying three times for what could be effectively managed within a single entity. In the current FY23 Budgeted Personnel, 47% of the 645 are admin support /mgmt. /sergeants / specialized units. The savings resulting from the elimination of duplicated services can then be reinvested into the system.

In addition, such a consolidation effort could improve the overall consistency of service delivery. Multiple agencies with their own unique culture, policies, and procedures create additional complexities in deployment which result in conflicting approaches to policing strategies throughout the system. This often leads to confusion, inconsistency, and inefficiency in service delivery. However, by consolidating under a single leadership structure, Metro can ensure more streamlined and unified directives. Through an in-house Public Safety Department, Metro can eliminate redundancy, streamline communication, and better allocate resource strategies.

Prior industry studies and assessments reflect that the cost of an in-house transit police department in the U.S. is typically 20-40% less than contract police services. To test this expectation of decreased costs with a new in-house Metro Public Safety Department, a budget was developed. The salaries for the myriad positions, with their fully burdened rates, were identified, along with the costs for training, equipment, and retirement benefits. In addition, costs for liability, insurance, and workers' compensation were estimated by Metro Risk Management.

Typically, space, vehicles, and equipment are among the costliest acquisitions for a new Public Safety Department. Currently, Metro provides space, vehicles, and equipment for the contract law enforcement agencies which can be used for the new in-house Public Safety Department, resulting in minimal start-up costs. Even at a time in which the Metro rail system is expanding to include the Regional Connector, Purple Line extension, and Airport Connector, the cost of policing services would not necessarily increase with an in-house Public Safety Department.

Response Time

Response time to calls for service is dependent on having police officers geographically disbursed throughout the Metro system so they are able to respond rapidly to emergency calls for service. Emergency calls can involve crimes in-progress and incidents that put riders and employees in imminent danger. These incidents are critical, where minutes, and even seconds, can have a major impact on the outcome of the incident. Rapid response to emergency calls for service can decrease injuries suffered by the victim, increase the probability of arrest of the suspect at the scene of the offense, decrease property loss and destruction, and de-escalate the situation due to officer presence.

Presently, radio communications between contracted law enforcement and Metro are not interoperable. This presents a vulnerability issue related to officer, customer and employee safety. In short, an MTS officer cannot utilize his or her issued handheld radio to immediately communicate with any of the law enforcement entities and vice versa. Effective, reliable, and interoperable radio communications are the most important factor in ensuring rapid response to life-threatening public safety events.

The annual OIG audits have consistently identified concerns regarding the deployment of police personnel on the Metro system. When police resources are not adequately deployed, response times increase. With an in-house Public Safety Department, Metro will have control over the deployment of its police resources, remove conflicts with radio communication, and may be able to improve response times.

Dedicated Staffing

Additionally, an internal department fosters a stronger sense of ownership regarding safety and security on our transit system. Dedicated staff stationed at assigned locations, terminals, and aboard trains and buses can engage with riders and employees consistently.

In contrast, currently, all 138 LAPD patrol officers are selected through a random, blind lottery system

to work in an overtime capacity. Consequently, some officers may work overtime shifts only on a monthly or annual basis, depending on their preferences, which means they do not have the opportunity to learn the nuances of policing on a transit system.

An average of 115 LASD patrol deputies assigned to its Transit Services Bureau are deployed daily. Since these deputies are dedicated to the Metro system, personnel leave is covered through reassignment or overtime which ensures full staffing on each shift. LBPD assigns a total of 10 patrol officers per day on the system. They offer a hybrid approach with some of these officers being permanently assigned to the Metro system and the remaining officers supplementing coverage on an overtime basis. In addition, specialized services such as K-9 (as-needed) and motorcycle patrol are provided by LBPD on an overtime basis.

A key strength of an in-house Public Safety Department is that it can provide more control and customization over the services provided, Metro can tailor the Public Safety Department to its specific needs and priorities. Having an in-house Public Safety Department may create a stronger sense of community and accountability, as the officers are directly employed and are accountable to Metro and the riders they serve.

Transparency

Moreover, an in-house Public Safety Department enhances transparency and accountability allowing for immediate access to real-time crime data that can be consistently reported. Real-time data empowers Metro to identify patterns and trends in criminal activity, enabling the adjustment of strategies and tactics proactively to prevent future incidents.

Metro would also be able to hold officers accountable for performing in accordance with Metro policies and have the authority to conduct disciplinary action, such as removing officers from working the system, if necessary. With an in-house Public Safety Department, a citizen's oversight committee could be established to provide an independent avenue for complaints, consistent with the Metro Public Safety Mission and Values. An oversight committee would serve as a valuable mechanism for promoting accountability, transparency and trust between a Public Safety Department and the community it serves. By involving citizens in the oversight process, the committee would contribute to the ongoing efforts to improve policing practices and enhance community engagement.

Of the six largest transit agencies with an in-house police department, three (NYCT, WMATA and BART) have civilian oversight committees. NYCT through NYPD has had a long-standing committee, established in 1953, followed by BART in 2011, and WMATA in 2021. Twenty-first-century policing best practices indicate this is an important component for an in-house Public Safety Department to ensure that the agency can maintain the highest standards of safety and security for customers and employees.

In-House Public Safety Department Model

The study aimed to evaluate the feasibility of creating a transit Public Safety Department within Metro, addressing the pivotal question: *Can Metro establish a transit police department that will result in enhanced police services to Metro riders and employees at a reduced cost?*

By assuming direct management and control over the law enforcement service, Metro gains the

ability to allocate resources, optimize staffing levels, and significantly reduce unnecessary expenses associated with contracted services. This in-house approach ensures a nimble and more efficient utilization of resources. In short, the study found that through the implementation of an in-house Public Safety Department, Metro could see enhanced services along with substantial cost savings compared to reliance on multi-agency law enforcement contract services.

Currently, the contract police officers are almost exclusively deployed as two officer/deputy units with the exception of LASD who has the ability to deploy a one officer unit. Two officer units should be strategically deployed based on conditions and initiatives, but overall, they should be minimally utilized.

To illustrate an in-house Public Safety Department a personnel structure was developed to demonstrate an efficient and comprehensive Public Safety Department. Under the in-house model, the focus is on increased visibility, and as a result, the assumption of patrol deployment would be primarily one officer units. The primary one officer unit approach is typical in a transit policing environment and consistent with most LA County police agencies. Accordingly, under the in-house public safety model this number is 381 patrol officers/sergeants/specialized units. By reallocating the use of two officer units, the in-house Public Safety Department model will be able to right size the overall number of police personnel, as well as increase system coverage in comparison to current contract deployment practices.

The in-house Public Safety Department model also significantly streamlines the number of administrative/support personnel from 149 under the current contract services model to 72. Therefore, the administrative overhead to operate an in-house Public Safety Department is more cost-effective without compromising safety. In addition, Metro currently owns and provides the contract law enforcement agencies with facilities, vehicles, and equipment which significantly reduces any start-up costs associated with an in-house Public Safety Department.

As shown in the table below, an in-house Public Safety Department could require a total of 464 (381 patrol officers/sergeants/specialized units) personnel dedicated to the provision of police services. This includes 290 patrol officers and 32 patrol sergeants, 52 specialized assignment police officers (e.g., K-9, problem response, and community policing) and 7 sergeants for specialized units, 9 detectives and 2 detective sergeants, and 72 administrative/support staff. Of the 72 administrative and support personnel, 26 are command staff and other police personnel and 46 are non-sworn support personnel.

Number Of In-House Public Safety Department Personnel

Personnel Category	Number of Budgeted Personnel
Patrol Officers	290
Specialized Unit Officers	52
Patrol/Specialized Unit Sergeants	39
Administrative/Support Staff	83
<i>Police Detective</i>	9
<i>Police Officer – Specialized Assignment (e.g., training, recruitment, & backgrounds)</i>	8
<i>Police Sergeant</i>	3
<i>Police Lieutenant</i>	10
<i>Police Captain</i>	4
<i>Police Assistant Chief</i>	2
<i>Police Chief</i>	1
<i>Crime & Intelligence Analyst</i>	8
<i>Management Analyst</i>	12
<i>Administrative Assistant</i>	9
<i>Administrative Clerk</i>	17
Total	464

As illustrated in the below table, it is estimated the total annual budget for a Metro Public Safety Department will be \$135.4 million if Metro were to implement one today. The estimated budget for an in-house public safety department is 21.7% less than the \$172.9 million that Metro has budgeted for policing contracts in FY23. Therefore, cost savings from a Metro Public Safety Department in comparison to contract police services are expected.

The in-house Public Safety Department model presented in the below table maintains the FY23 personnel levels and budgets for the other five components of the Metro public safety ecosystem. It only changes the personnel levels and budget for police services.

Public Safety Ecosystem Component	FY23 Staffing and Budget Model		In-House Public Safety Department Model	
	Number of Personnel	Annual Budget (millions)	Number of Personnel	Annual Budget (millions)
Police	645	\$172.9	464	\$135.4
<i>Patrol Officers</i>	344		290	
<i>Specialized Unit Officers</i>	82		52	
<i>Patrol/Specialized Unit Sergeants</i>	70		39	
<i>Administrative/Support Staff</i>	149		83	
Metro Transit Security	290	\$40.2	290	\$40.2
Contract Security	322	\$24.5	322	\$24.5
Transit Ambassador Program	437	\$33.0	437	\$33.0
Homeless Outreach	85	\$15.3	85	\$15.3
Mental Health Crisis Outreach	30	\$10.0	30	\$10.0
Total	1,809	\$295.9	1,628	\$258.4

By adopting an in-house Public Safety Department model, Metro can leverage the potential minimum of \$37.5 million in annual savings to enhance the current public safety ecosystem. This approach will not only create a stronger and more efficient safety framework but also allows Metro to reallocate its resources in a proactive and cost-effective manner that aligns with agency safety mission and values. This will ultimately lead to a safer and more secure transit experience for riders and employees.

The availability of these savings opens up avenues for enhancing safety and security measures in various ways: Community Safety & Well Being, Risk Intervention, and Prevention & Support. For instance, allocating additional resources towards homeless outreach programs could further help address the complex challenges faced by Metro to provide a care response to social issues specifically related to individuals experiencing homelessness, untreated mental health, and addiction issues within the transit system (Prevention and Support). Metro's homeless services program is a key component of the multi-layered public safety model (Attachment B). The expansion of outreach services would be a critical component of standing up an in-house Public Safety Department. By strategically reallocating resources, Metro can not only strengthen its safety priorities but also create a safer and more secure transit experience for all.

Weaknesses of Establishing an In-House Public Safety Department

Increased Insurance

The Feasibility Study also analyzed the potential disadvantages of an in-house Public Safety Department and identified the financial risk associated with increased insurance and lawsuits against the police as a significant concern. The most common lawsuits regarding the interaction between a police officer and an individual involve the use of force and the operation of motor vehicles. Since transit policing differs from municipal and county policing, the threat of liability is reduced. This is primarily due to the clearly defined area of responsibility associated with transit policing, which minimizes exposure to the types of incidents that lead to lawsuits against the police.

The use of force is the most common basis for a lawsuit, and it is most often utilized by the police during arrests. Transit police departments make far fewer arrests than municipal and county agencies, thus limiting liability exposure. Regarding Metro, there were about 2,800 arrests in 2022, as compared to 255,253,370 riders for the same year. In addition, transit police officers are commonly assigned to foot patrol instead of vehicles, which reduces potential liability for traffic-related claims. Because of these two factors, transit policing carries substantially less liability risk than municipal policing. Of note, over the last six years of the law enforcement contracts, LAPD has had three officer involved shootings and no transit-related lawsuits, LASD has had two officer involved shootings and no transit-related lawsuits, and LBPD has had zero officer involved shootings and one transit-related lawsuit. Over the last decade, Metro's Transit Security Officers have not discharged their weapons and no transit-related lawsuits.

Critical Staffing Shortages

A key challenge for police agencies, in general, is staffing. Many large police departments throughout the U.S. are having trouble attracting, hiring, and retaining police officers. To be competitive in the labor market, a Metro Public Safety Department would require a multifaceted approach that takes into account the unique needs and expectations of the labor market.

Of note, lateral transfers are not expected due to pension compatibility issues. To be competitive in the labor market, Metro would need to develop proactive recruitment strategies that would attract a diverse pool of qualified candidates. This could involve targeted advertising and outreach efforts to reach potential candidates who prioritize social impact and a service-oriented environment. By implementing these strategies and offering favorable compensation, Metro could attract and retain a qualified and motivated workforce that is committed to serving our transit riders.

The establishment of a large, fully staffed Public Safety Department typically takes 3-5 years. A full implementation plan would be needed to finalize a timeline.

Legal Authorization to Establish a Metro Public Safety Department

The enabling legislation for Metro to have its own Public Safety Department exists in the State of California Public Utilities Code Section 30504. However, the enabling legislation uses the term "district", referring to the Southern California Rapid Transit District, which is a predecessor agency of Metro. The legislation should be changed to reflect the agency's current name and mirror the enabling legislation for the Bay Area Rapid Transit (BART) Police Department, which, unlike the current language that applies to Metro, does not include specific position requirements for the Chief of Police, and established outdated requirements related to police officer certifications.

Establish and maintain in-house Specialized Units

In any law enforcement agency, specialized units serve crucial roles. They bring a level of expertise and dedicated focus that's typically beyond the scope of regular police duties. However, establishing and maintaining these specialized units within Metro could present challenges. Each of these units requires officers with specific training, skills, and competencies as well as experienced leadership and management for each of these units. This means Metro will need to invest in extensive, ongoing training and new hiring to fill these roles adequately. It can take time to fully operationalize these specialized units, during which Metro may have to rely on external support. In addition to personnel training, each of these units requires unique resources, and specialized equipment. Procuring, maintaining, and updating such equipment can add budget costs.

One mitigating strategy could be to build strategic partnerships with other law enforcement agencies to share resources and expertise. It could also use contracted services for certain specialized areas where it might be more cost-effective and efficient.

Obtaining and Maintaining CA POST Certification

Peace Officer Standards and Training (POST) Certification is a requirement for law enforcement officers. It ensures that officers meet minimum competency standards and are equipped with the necessary skills to carry out their duties. The need to obtain and maintain this certification for all its officers can be a challenging and resource-intensive process. To mitigate this weakness, there are several strategies Metro could consider to include seeking out such opportunities to offset the costs associated with POST certification and partnering with local universities or training institutions that might be willing to provide reduced-cost training in exchange for a long-term partnership. Metro could develop an ongoing training plan to ensure POST certification attainment to ensure Metro stays compliant with POST requirements.

Increased Risk Management and Workers Compensation Exposure

Metro will need to consider the increased risk management and workers' compensation exposure in policing arising from the inherent risks associated with workplace injuries and illnesses faced by police officers in the line of duty.

Metro can effectively manage risk, reduce workplace injuries, and enhance the overall safety and well-being of its police officers. Prioritizing comprehensive risk management, investing in training and protective equipment, and addressing mental health concerns will ultimately contribute to a safer work environment.

Opportunities

The establishment of an in-house police department presents significant opportunities for Metro. One of the key advantages is the ability to provide customized service tailored to the unique safety needs of the transit community. With an in-house Public Safety Department, Metro can provide a service that aligns with Metro's Safety Mission and value statements, ensuring a more effective approach to public safety on our system.

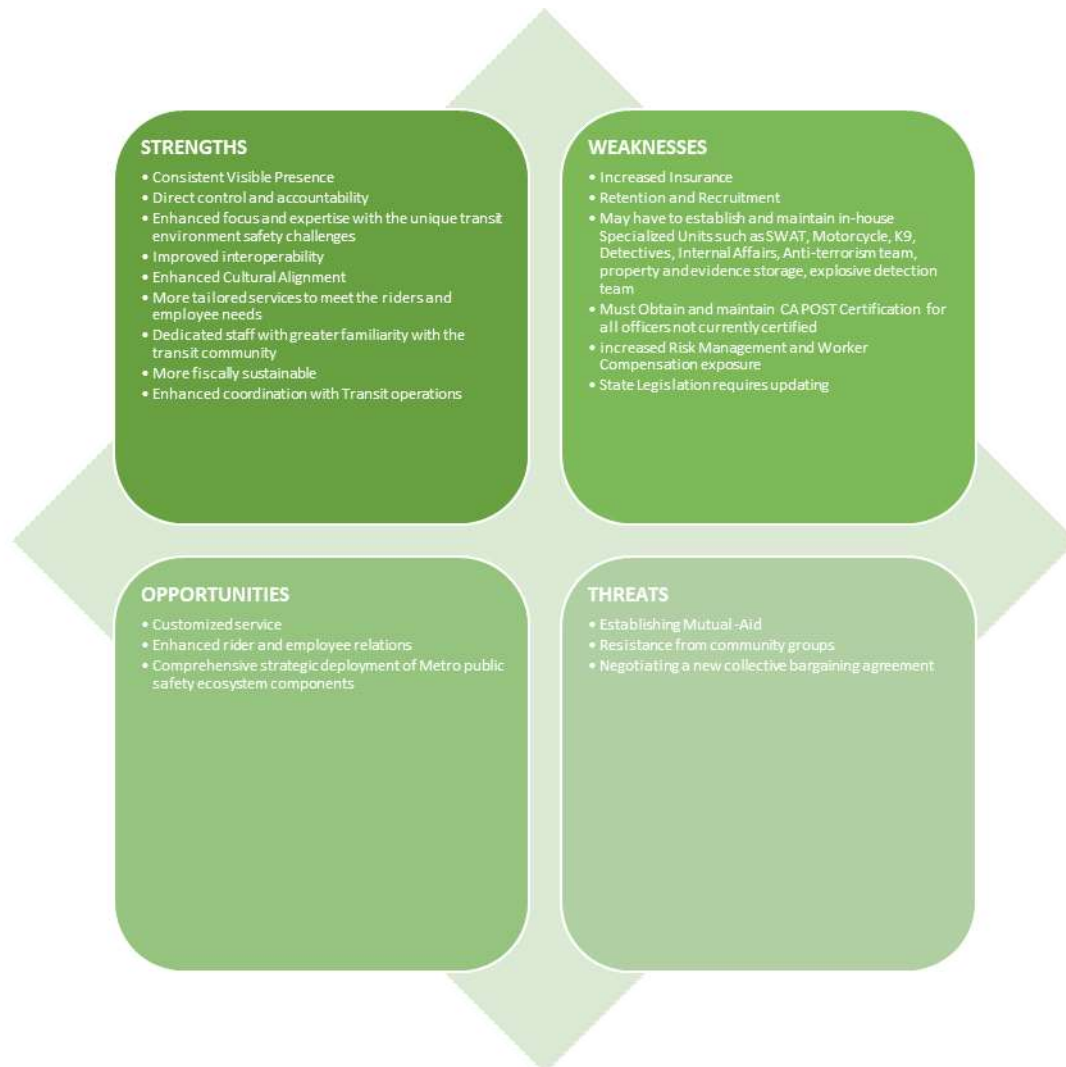
Having an in-house Public Safety Department opens doors to enhanced customer relations. By building direct relationships and fostering trust with riders and front line employees, through engaged visibility, Metro can create a stronger bond with the public and safeguard Metro employees. This can lead to improved communication, collaboration, and cooperation, ultimately resulting in a safer transit

environment for everyone.

In addition, the establishment of an in-house Public Safety Department allows for a comprehensive strategic deployment of the various resources outlined in Metro's public safety ecosystem. By leveraging existing resources and integrating various elements such as Transit Ambassadors, Homeless Outreach, and Contract Security, Metro can create a holistic approach to public safety. This strategic deployment ensures a more efficient and coordinated response to safety incidents on the system. In short, we can deploy the right response to the specific safety incident.

Threats

There is a risk of encountering resistance from community groups who oppose the establishment of another police department. Addressing these concerns and building trust with riders will be crucial in navigating this challenge. The establishment of mutual aid may face resistance from local law enforcement agencies that currently provide paid services. Also, the process of negotiating new collective bargaining agreements (CBAs) presents its own set of complexities. Overall, these threats highlight the potential challenges when considering the establishment of an in-house Public Safety Department. Identifying these obstacles now allows for proactive planning and strategies to mitigate the threats and ensure a smooth implementation process.



See Attachment A for the full Feasibility Report.

DETERMINATION OF SAFETY IMPACT

Based on the findings of the Feasibility Study, transitioning to an in-house Public Safety Department could enhance safety.

EQUITY PLATFORM

Metro recognizes that relationships between law enforcement and people of color have been strained due to unjust actions such as racial profiling, and a disproportionate number of incidents, tickets and arrests being issued to people of color. An in-house Public Safety Department could potentially give

the agency the authority to implement safeguards, oversight and training of officers in a way that prioritizes the treatment of all riders with dignity and respect, in accordance with the Board approved Bias-Free Policing policy. Furthermore, an in-house Public Safety Department would allow for a transit policing style of engaged visibility where officers are more visible across the system, thus increasing the feeling of safety for riders and employees.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The recommendation supports strategic plan goal 2.1 of committing to improving security. Metro will continue to utilize a multi-layered safety model to achieve this goal.

NEXT STEPS

If there is interest by the Board to advance the concept of an in-house Public Safety Department, the next step is to complete a formal implementation plan which would outline a phased approach for establishing the department and a transition plan with milestones. This could include:

- Developing an operating framework for the new Public Safety Department.
 - Create a strategic plan outlining the department's goals and objectives.
 - Establish the organizational structure, including departmental divisions and reporting relationships.
- Conducting market analysis to determine appropriate job descriptions and pay ranges for police officer positions.
- Assess community support through engagement and meetings with transit riders and stakeholders.
- Establishing interagency agreements for mutual aid and cooperation with neighboring law enforcement agencies to facilitate collaboration and support in emergency situations.

ATTACHMENTS

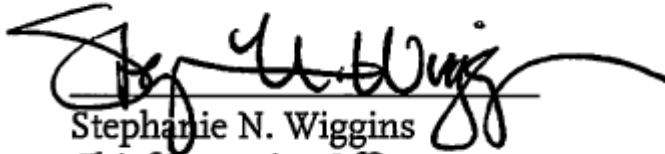
Attachment A - Feasibility Study

Attachment B - Homeless Outreach Summary

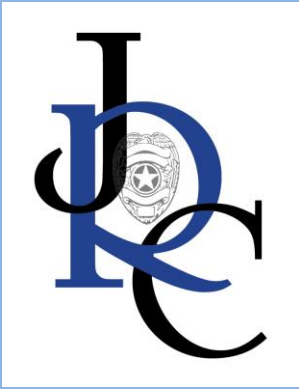
Prepared by: Imelda Hernandez, Senior Manager, System Security and Law Enforcement,
(213) 922-4848
Elba Higueros, Deputy Chief of Staff

Reviewed by: Gina Osborn, Chief Safety Officer, System Security and Law Enforcement, (213)

922-3055
Nicole Englund, Chief of Staff



Stephanie N. Wiggins
Chief Executive Officer



**LACMTA
In-House Public
Safety Department
Feasibility Study**

Final Report

June 2023

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INTRODUCTION

Between 1989 and 1997, the LACMTA (i.e., Metro) and its predecessor agencies conducted numerous studies to establish an effective and efficient policing model. In 1996, the Metro Board opted to assimilate the existing MTA Transit Police Department (MTA PD) into the Los Angeles Police Department (LAPD) and the Los Angeles County Sheriff's Department (LASD) and then contract with these agencies for transit policing services. In June 1997, the merger of 300 MTA PD officers was completed and the MTA PD was disbanded.

Currently, policing services are provided to Metro riders and employees through contracts with LAPD, LASD, and Long Beach Police Department (LBPD). In FY22, the actual Metro expenditures on policing contracts was \$154 million. The approved FY23 Metro budget for the policing contracts is \$172.9 million; a 12.3% increase from FY22 expenditures. These contracts were approved for five years with an optional one-year extension and are currently in their sixth and final year. In March 2023, the Metro Board authorized the negotiation and execution of contract modifications to extend the current contracts annually through June 30, 2026. In addition, the Board approved an assessment of the feasibility of establishing an in-house public safety department to support Metro's public safety mission and values statements.

Metro engaged Justice Research Consultants, LLC to prepare this feasibility study for developing a public safety department within Metro as a potential alternative to the existing multi-agency law enforcement services rendered by LAPD, LASD, and LBPD. The feasibility study identifies the law enforcement models of other large U.S. transit agencies and addresses the question of whether Metro can establish an in-house public safety department which will result in enhanced safety and security to Metro riders and employees at a reduced cost.

Metro's Layered Public Safety Ecosystem Components

As part of its reimagining public safety initiative, the safety of Metro riders and employees is viewed as part of an ecosystem of varied services that provide a comprehensive care-based approach to safety and security. In 2022, Metro established a comprehensive approach to ensuring public safety on the system by implementing a multi-layered safety program to address the different aspects of safety. Each layer in the public safety ecosystem adds value and enhances the overall security and safety of the Metro system. Instead of relying solely on a single strategy, a layered approach provides a more effective response to the safety issue by having the right response deployed to the safety concern. The six components of the ecosystem and their core responsibilities are noted below.

- 1) Contract Police** - The core responsibilities of contract police are visibility, deterrence, and crime response.

2) Metro Transit Security– The core responsibilities of Metro transit security are fare and code of conduct enforcement, revenue protection, bus and rail security, employee escorts, and facility patrol (including opening and closing rail stations).

3) Contract Security – The core responsibilities of contract security are providing safety and security services at Metro rail stations, bus divisions, maintenance facilities, terminals, and parking lots.

4) Transit Ambassador Program– The core responsibilities of the transit ambassador program are customer information, security awareness, and visibility.

5) Homeless Outreach – The core responsibilities of homeless outreach are engagement with unhoused riders on the Metro system and connection to social and behavioral services.

6) Mental Health Crisis Outreach – The core responsibility of mental health crisis outreach is response to mental health crisis incidents.

TRANSIT POLICING MODELS

In this section, the FY23 staffing levels and costs for each of the Metro public safety ecosystem components is discussed as well as the police service models within large U.S. transit agencies.

FY23 Safety and Security Staffing Levels and Budgets

Table 1 illustrates the current number of budgeted personnel for each of the six public safety ecosystem components as well as their respective FY23 budget. This includes field personnel as well as supervisory, administrative, and support personnel. In addition, the number of personnel available for field and specialized unit deployment and the average number of personnel deployed in the field each day are provided.

The personnel and budget numbers were provided and validated by Metro personnel. They serve as the baseline in this report, since it is the current level of safety and security personnel provided for the Metro system.

The three contract agencies provide a total of 645 budgeted personnel to Metro. This includes 344 patrol officers/deputies, 82 officers/deputies assigned to specialized units, 70 patrol and specialized unit sergeants, and 149 administrative and support personnel, including detectives. Of the 344 patrol officers, an average of 263 officers are patrolling the Metro system daily. The 82 officers assigned to specialized units include K-9, homeless and mental health crisis outreach, community policing, and problem response.

Table 1: FY23 Safety and Security Staffing Levels and Budgets

Public Safety Ecosystem Component	FY23 Authorized Staffing Levels and Budgets			
	Number of Budgeted Personnel	Personnel Pool for Field/Patrol Deployment	Avg. Deployed Daily on System	Annual Budget (millions)
Contract Police	645	344	263	\$172.9
<i>Patrol Officers</i>	<i>344</i>			
<i>Specialized Unit Officers</i>	<i>82</i>			
<i>Patrol/Specialized Unit Sergeants</i>	<i>70</i>			
<i>Administrative/Support Staff</i>	<i>149</i>			
Metro Transit Security*	290	138	133	\$40.2
Contract Security	322	251	241	\$24.5
Transit Ambassador Program**	437	424	265	\$33.0
Homeless Outreach***	85	85	85	\$15.3
Mental Health Crisis Outreach****	30	30	-	\$10.0
Total	1,809	1,272	987	\$295.9

*Includes 30 SSLE non-contract staff

**Includes 2 Metro FTEs, 15 vendor program administrators, 359 transit ambassadors, 28 community intervention specialists, and 33 street team personnel

***The 85 total budgeted personnel, including supervisors, are all deployed in the field

****Metro staff has been unable to get responses to the RFP to fill the mental health crisis outreach teams.

Table 2 provides the number of personnel provided by each contract police agency. Metro contracts with LAPD for 290 total personnel. Of these personnel, 138 are patrol officers, 39 are police officers assigned to specialized units (e.g., K-9 Unit and Special Problems Unit), 32 are patrol and specialized unit sergeants, and 81 are administrative and support personnel, including detectives. An average of 138 LAPD patrol officers are deployed daily on the Metro system. Since LAPD patrol officers work for Metro on an overtime basis, the average number of daily deployable patrol personnel is the same as the available patrol personnel pool in Table 2.

Metro contracts with LASD for 326 total personnel. Of these personnel, 188 are patrol deputies, 41 are deputies assigned to specialized units (e.g., K-9 Unit and Mental Evaluation Team Unit), 34 are patrol and specialized unit sergeants, and 63 are administrative and support personnel, including detectives. An average of 115 LASD patrol deputies are deployed daily on the Metro system. Since LASD provides full-time patrol deputies, a total of 188 personnel is available for patrol deployment to provide 7 day a week deployment and cover personnel leave.

Metro contracts with LBPD for 29 total personnel. Of these personnel, 18 are patrol officers, 2 are police officers assigned to a specialized unit (i.e., Quality of Life Unit), 4 are patrol sergeants, and 5 are administrative and support personnel, including a detective. An average of 10 LBPD patrol officers are deployed daily on the Metro system.

Overall, on average, there are 263 police officers patrolling the Metro system daily.

Table 2: FY23 Contract Police Agency Personnel by Category

Contract Police Agency	FY23 Authorized Staffing Levels and Budgets		
	Number of Budgeted Personnel	Personnel Pool for Patrol Deployment	Avg. Patrol Deployed Daily on System
LAPD*	290	138	138
<i>Patrol Officers</i>	<i>138</i>		
<i>Specialized Unit Officers</i>	<i>39</i>		
<i>Patrol/Specialized Unit Sergeants</i>	<i>32</i>		
<i>Administrative/Support Staff</i>	<i>81</i>		
LASD	326	188	115
<i>Patrol Officers</i>	<i>188</i>		
<i>Specialized Unit Officers</i>	<i>41</i>		
<i>Patrol/Specialized Unit Sergeants</i>	<i>34</i>		
<i>Administrative/Support Staff</i>	<i>63</i>		
LBPD	29	18	10
<i>Patrol Officers</i>	<i>18</i>		
<i>Specialized Unit Officers</i>	<i>2</i>		
<i>Patrol/Specialized Unit Sergeants</i>	<i>4</i>		
<i>Administrative/Support Staff</i>	<i>5</i>		
Total	645	344	263

*Since LAPD patrol officers/sergeants work for Metro on an overtime basis, the number of daily deployable LAPD patrol personnel is the same as available personnel pool.

Policing Models in Large Transit Agencies

It is common for large transit agencies to have their own police department. These specialized police departments are responsible for ensuring the safety and security of passengers, employees,

and the transit system itself. In-house transit police proactively address the specific challenges and dynamics of transit environments.

Having an in-house police department allows transit agencies to have greater control and accountability over the safety and security of their services. It enables a more direct and immediate response to incidents, as well as a deeper understanding of the specific safety concerns and needs of the transit system. Transit police departments can develop specialized strategies and partnerships to address issues such as fare evasion, disorderly conduct, and other offenses that are unique to public transportation.

As illustrated in Table 3, six of the 10 largest U.S. transit agencies have a transit police department. Of those that do not, the Chicago Transit Authority utilizes contract police services provided by the Chicago Police Department, the San Francisco Municipal Railway receives police services through the San Francisco Police Department, LACMTA contracts with three law enforcement agencies, and King County Metro Transit receives police services through a contract with the Sheriff's Office. The remaining transit agencies have a transit police department.

However, the Metropolitan Transit Authority (MTA) in New York utilizes a hybrid approach to police services by having a transit police department as well as contracting with a municipal police department. The 1,095 police officers within the MTA Police Department provide law enforcement services for Grand Central Terminal, Penn Station, and all MTA infrastructure (i.e., track, yards, shops, stations, and railroad crossings) of the Metro-North Railroad, the Long Island Rail Road, and the Staten Island Railway. Complementary, the police officers assigned to the New York City Police Department Transit Bureau provide law enforcement services for the MTA subway lines, trains, and stations within New York City.

Table 3: Police Departments within Ten Largest U.S. Transit Agencies

Transit Agency	Unlinked Passenger Trips* 2019 (Thousands)	Has Transit PD	Number of Personnel
1) Metropolitan Transit Authority – New York City (NYCT)	3,451,139	✓	1,095 sworn & 56 non-sworn
2) Chicago Transit Authority (CTA)	455,743		
3) Los Angeles County Metropolitan Transit Authority (LACMTA)	379,718		
4) Massachusetts Bay Transportation Authority (MBTA)	366,716	✓	264 sworn & 50 non-sworn
5) Washington Metropolitan Area Transit Authority (WMATA)	354,656	✓	468 sworn, 140 security guards & 101 non-sworn
6) Southeastern Pennsylvania Transportation Authority (SEPTA)	308,266	✓	260 sworn & 10 non-sworn
7) New Jersey Transit Corporation (NJ TRANSIT)	267,270	✓	250 sworn & 70 non-sworn
8) San Francisco Municipal Railway (Muni)	223,338		
9) King County Metro Transit (KCMT)	128,666		
10) San Francisco Bay Area Rapid Transit (BART)	128,217	✓	206 sworn & 90 non-sworn

*American Public Transportation Association (APTA) defines unlinked passenger trips as “The number of passengers who board public transportation vehicles. Passengers are counted each time they board vehicles no matter how many vehicles they use to travel from their origin to their destination.”

BENEFITS OF IN-HOUSE PUBLIC SAFETY DEPARTMENT

Six primary benefits of an in-house transit public safety department are discussed below: cultural alignment; engaged visibility; fiscal sustainability; dedicated staffing; accountability & transparency; and response time.

Cultural Alignment

An agency’s mission and values can serve as the foundation for its practices, such as training, performance, discipline, and hiring. Cultural alignment with an organization’s mission and values is crucial for achieving success. An in-house public safety department can align culturally with Metro’s organizational mission and values. By having an in-house public safety department, Metro would have the authority to set required trainings, performance expectations, and disciplinary processes, and shape the recruitment and selection process to ensure the hiring of employees aligned with Metro’s mission and values. This will enable Metro to establish a solid foundation

for safety practices and ensure that public safety employees are working in alignment with Metro values. The Metro mission and values recognize that policing is not the only way to keep people safe which is reflected in the six components of the Metro public safety ecosystem.

Transit public safety officers work in a unique environment that requires specialized skills and knowledge. In addition to the mandatory basic law enforcement training required by the California Commission on Peace Officer Standards and Training (POST), Metro transit officers would be required to take enhanced transit-specific training to include de-escalation, trauma-informed response, cultural diversity awareness, implicit bias, duty to intervene, crisis intervention, interpersonal communications, customer experience, and community engagement. The recently adopted Bias-Free Policing Policy and Public Safety Analytics Policy would also apply to the in-house public safety department.

Engaged Visibility

The OIG's audit reports over the past several years illustrate the persistent challenges with contract police services, including an inability to provide information on the following deployment metrics: number of train and bus boardings, how much time is spent riding trains and buses, and how much time is spent at train stations. The report also found that deployment practices "provide little visible security presence on the Metro Bus System." Many of the deployment challenges with contract police services are intractable, recurring year after year in the annual OIG audit reports, without remedy. These challenges have included poor police visibility on buses, trains, and at stations as well as inconsistent staffing at key critical infrastructure locations.

These issues are more readily addressed with an in-house public safety department, which can adopt a policing style that emphasizes service and allows the transit agency to manage deployment locations and times directly. Due to a greater degree of oversight, accountability, and control over police resources with an in-house public safety department, Metro can increase service provision to riders and employees. Transit policing is different from local policing, with the former emphasizing "engaged visibility" and the latter emphasizing response to calls for service. Commonly, an emphasis on "engaged visibility" leads to the provision of service, while an emphasis on responding to calls for service leads to law enforcement.

The primary objective of a transit public safety department is engaged visibility. By having a dedicated public safety department, Metro can better manage the officer's role to be visible on the system and proactively engage and build relationships with the riding community, while still being able to respond to calls for service as needed.

The purpose of engaged visibility is to foster trust, promote positive police-community relationships, and enhance the effectiveness of law enforcement efforts. By being present and

involved throughout the Metro system, officers can gain a better understanding of the concerns of riders and employees, build rapport, and establish open lines of communication. This can lead to improved collaboration, increased community support, and more effective crime prevention and problem-solving initiatives.

Fiscal Sustainability

One of the challenges faced by Metro today in providing contract police services is the rising cost of those services. Over the past several years, Metro has experienced significant cost increases for police services. Initially awarded for five years at \$645.6 million, the multi-agency law enforcement services contract awarded to LBPB, LAPD, and LASD in 2017 has been modified seven times, increasing the total contract value to \$916.5 for the six-year contract period ending on June 30, 2023.

The recent procurement yielded significantly higher bids valued at \$1.48 billion for a 5-year period (FY24 – FY29) in contrast to the Independent Cost Estimate of \$829.5 million. The significantly higher bids are partially due to coverage needed for the continued expansion of the Metro service area (i.e. new rail lines) and the cost structure where all LAPD costs are charged at an overtime rate rather than a straight time rate.

However, the cost for contract police services is escalating at an unsustainable rate. In comparison, Metro OMB estimates an average annual increase of about 5% with an in-house public safety department. This includes increases for wages, fringe benefits, insurance, workers' compensation, liability, non-labor costs, administrative and overhead allocation, and wages for on-board training.

One of the advantages of an in-house public safety department is that it provides greater control over costs while still providing high-quality police services that meet the needs of Metro customers and employees. The consolidation of law enforcement contract services into a single, in-house public safety department presents significant opportunities for enhancing efficiency and reducing expenses. Currently, Metro's multi-agency model results in unnecessary duplication of management and administrative efforts. Each of the three law enforcement agencies performs identical support functions. The savings resulting from the elimination of duplicated services can be reinvested into the system.

In addition, such a consolidation effort could improve the overall consistency of service delivery. Multiple agencies can result in conflicting approaches to policing strategies throughout the system. This can lead to confusion, inconsistency, and inefficiency in service delivery. However, by consolidating under a single leadership structure, Metro can ensure more streamlined and unified directives. Through an in-house public safety department, Metro can eliminate redundancy, streamline communication, and provide better resource allocation.

Prior industry studies and assessments reflect that the cost of an in-house transit public safety department in the U.S. is typically 20-40% less than contract police services. To test this expectation of decreased costs with a new in-house Metro public safety department, a budget was developed in a later section of this report. The salaries for the myriad positions, with their fully burdened rates, were identified, along with the costs for training, equipment, and retirement benefits. In addition, costs for liability, insurance, and workers' compensation were estimated by Metro Risk Management and an administrative and overhead allocation was estimated by Metro OMB.

Typically, space, vehicles, and equipment are among the costliest acquisitions for a new public safety department. Currently, Metro provides space, vehicles, and equipment for the contract law enforcement agencies which can be used for the new in-house public safety department, resulting in minimal start-up costs. Even at a time in which the Metro rail system is expanding to include the Regional Connector, Purple Line extension, and Airport Connector, the cost of policing services would not necessarily increase with an in-house public safety department.

Dedicated Staffing

Additionally, an internal department fosters a stronger sense of ownership regarding safety and security on the transit system. Dedicated staff stationed at assigned locations, terminals, and aboard trains and buses can engage with riders and employees consistently and will get to know Metro riders and employees.

In contrast, currently, all 138 LAPD daily patrol officers are selected through a random, blind lottery system to work in an overtime capacity. Consequently, some officers may work overtime shifts only on a monthly or annual basis, depending on their preferences, which means they do not have the opportunity to learn the nuances of policing on a transit system or get to know riders and employees.

An average of 115 LASD patrol deputies assigned to its Transit Services Bureau are deployed daily. Since these deputies are dedicated to the Metro system, personnel leave is covered through relief patrol personnel or overtime which ensures full staffing on each shift. However, the OIG audit report stated: "The visible presence of LASD contracted law enforcement personnel on the Metro System is very limited." This is due to the deployment of LASD patrol deputies in vehicles, as opposed to foot patrol, because of the need to respond to calls for service. According to the OIG audit report, LASD patrol deputies are assigned to ride trains on only 12 of the 178 weekly shifts. The opportunity for LASD patrol deputies to engage with Metro riders and employees is minimal with its current deployment method.

An average of 10 LBPD patrol officers are assigned to Metro daily. LBPD offers a hybrid approach to Metro assignment with some of these officers being permanently assigned to work the Metro

system and the remaining officers supplementing coverage on an overtime basis. In addition, specialized services such as K-9 (as needed) and motorcycle patrol are provided by LBPD on an overtime basis.

A key strength of an in-house public safety department is that it can provide more control and customization over the services provided, Metro can tailor the public safety department to its specific needs and priorities. Having an in-house public safety department may create a stronger sense of community and accountability, as the officers are directly employed and are accountable to Metro and the riders they serve.

Accountability & Transparency

Moreover, an in-house public safety department enhances transparency and accountability allowing for immediate access to real-time crime data that can be consistently reported. Real-time data empowers Metro to identify patterns and trends in criminal activity, enabling the adjustment of strategies and tactics proactively to prevent future incidents.

Metro could also consider establishing a citizen's oversight committee to provide an independent avenue for complaints, consistent with the public safety mission and values. Metro would also be able to hold officers accountable for performing in accordance with Metro policies and have the authority to conduct disciplinary action, such as removing officers from working the system, if necessary. An oversight committee would serve as a valuable mechanism for promoting accountability, transparency and trust between a public safety department and the community it serves. By involving citizens in the oversight process, the committee would contribute to the ongoing efforts to improve policing practices and enhance community engagement.

Response Time

Response time to calls for service is dependent on having police officers geographically disbursed throughout the Metro system so they are able to respond rapidly to emergency calls for service. Emergency calls can involve crimes in-progress and incidents that put riders and employees in imminent danger. These incidents are critical, where minutes, and even seconds, can have a major impact on the outcome of the incident. Rapid response to emergency calls for service can decrease injuries suffered by the victim, increase the probability of arrest of the suspect at the scene of the offense, decrease property loss and destruction, and de-escalate the situation due to officer presence.

The annual OIG audit reports have consistently identified concerns regarding the deployment of police personnel on the Metro system. When police resources are not adequately deployed,

response times increase. With an in-house public safety department, Metro will have control over the deployment of its police resources and may be able to improve response times.

PUBLIC SAFETY SERVICE DELIVERY MODELS

In this section, the in-house public safety department model is presented as well as an enhanced safety and security model which reinvests costs savings for moving away from contract law enforcement into other Metro public safety ecosystem components.

In-House Public Safety Department Model

This study aimed to assess the feasibility of creating a public safety department within Metro, addressing the pivotal question: *Can Metro establish an in-house public safety department that will result in enhanced police services to Metro riders and employees at a reduced cost?*

By assuming direct management and control over law enforcement service, Metro gains the ability to allocate resources, optimize staffing levels, and significantly reduce unnecessary expenses associated with contracted services. This in-house approach ensures a leaner and more efficient utilization of resources. In short, this study found that through the implementation of an in-house public safety department, Metro could see substantial cost savings compared to reliance on contract services.

To effectively illustrate a consolidated in-house public safety department, a detailed personnel structure was developed to demonstrate an efficient and comprehensive public safety department. As illustrated in Table 4, an in-house public safety department could require 464 personnel dedicated to the provision of police services. This includes 290 patrol officers, 52 specialized unit officers (e.g., K-9, problem response, and community policing), 39 patrol and specialized unit sergeants, and 83 administrative/support staff, including detectives. Of the 83 administrative and support personnel, 17 are command staff personnel, 3 are sergeants, 9 are detectives, 8 are specialized assignment officers, and 46 are non-sworn support personnel.

Under the current contract law enforcement system, 426 officers are assigned to patrol or specialized units. Under the in-house public safety department model, this number has been reduced to 342 as illustrated in Table 4. The reduction is due largely to the expected minimal deployment of two officer units under the in-house model. Currently, the contract police officers are almost exclusively deployed as two officer/deputy units. Two officer units should be strategically deployed based on conditions and initiatives, but overall, they should be minimally utilized. By reducing the use of two officer units, the in-house public safety department model will not only be able to reduce the overall number of police personnel but increase system coverage in comparison to current contract deployment practices.

The in-house public safety department model also significantly reduces the number of administrative/support personnel from 149 under the current contract services model to 83 (see Table 4). Therefore, the administrative overhead to operate an in-house public safety department is less costly. In addition, Metro currently provides the contract law enforcement agencies with facilities, vehicles, and equipment which can be used by the in-house public safety department, significantly reducing start-up costs.

Table 4: Number of In-House Public Safety Department Personnel

Personnel Category	Number of Budgeted Personnel
Patrol Officers	290
Specialized Unit Officers	52
Patrol/Specialized Unit Sergeants	39
Administrative/Support Staff	83
<i>Police Detective</i>	9
<i>Police Officer – Specialized Assignment (e.g., training, recruitment, & backgrounds)</i>	8
<i>Police Sergeant</i>	3
<i>Police Lieutenant</i>	10
<i>Police Captain</i>	4
<i>Police Assistant Chief</i>	2
<i>Police Chief</i>	1
<i>Crime & Intelligence Analyst</i>	8
<i>Management Analyst</i>	12
<i>Administrative Assistant</i>	9
<i>Administrative Clerk</i>	17
Total	464

To test the expectation of decreased costs with an in-house public safety department, an estimated budget was developed based on the personnel categories depicted in Table 4. Salaries, burdened rates, training and equipment costs, and retirement benefits were budgeted at \$100.8 million. Metro Risk Management estimated the annual costs for insurance (\$20 million), workers' compensation (\$3.1 million), and general liability (\$2.9 million) for operating a public safety department. The general liability costs align with the same for BART PD. Over the past 6 years, BART PD has averaged \$2 million per year for third party liability claims and lawsuits filed against the District for police actions. In addition, Metro OMB estimated costs for administrative overhead allocation (\$6.3 million) and on-board training wages (\$2.3 million).

As illustrated in Table 5, it is estimated the total annual budget for a Metro public safety department will be \$135.4 million if Metro were to implement one today. The estimated budget for an in-house public safety department is 21.7% less than the \$172.9 million that Metro has budgeted for policing contracts in FY23. Therefore, cost savings from a Metro public safety department in comparison to contract police services are expected.

The in-house public safety department model presented in Table 5 maintains the FY23 personnel levels and budgets for the other five components of the Metro public safety ecosystem. It only changes the personnel levels and budget for police services. As indicated, the costs decrease \$37.5 million per year.

Table 5: In-House Public Safety Department Model – Personnel and Budgets

Public Safety Ecosystem Component	FY23 Staffing and Budget Model		In-House Public Safety Department Model	
	Number of Personnel	Annual Budget (millions)	Number of Personnel	Annual Budget (millions)
Police	645	\$172.9	464	\$135.4
<i>Patrol Officers</i>	344		290	
<i>Specialized Unit Officers</i>	82		52	
<i>Patrol/Specialized Unit Sergeants</i>	70		39	
<i>Administrative/Support Staff</i>	149		83	
Metro Transit Security	290	\$40.2	290	\$40.2
Contract Security	322	\$24.5	322	\$24.5
Transit Ambassador Program	437	\$33.0	437	\$33.0
Homeless Outreach	85	\$15.3	85	\$15.3
Mental Health Crisis Outreach	30	\$10.0	30	\$10.0
Total	1,809	\$295.9	1,628	\$258.4

Enhanced Safety and Security Model

Metro riders and employees are concerned about their safety. The need for safety is a fundamental human need, but it is recognized that safety has differential meanings for individuals. In the survey discussed in the Metro Customer Experience Plan 2022, participants expressed concern about their safety at bus stops and train stations as well as on buses and trains, especially at night. Overall, out of the 40 service factors rated by Metro riders, all but one of the bottom ranked issues involve safety. The bottom ranked issues are below.

- Presence of security staff on *buses* and *trains*
- Enforcement of Metro rules on *trains*
- Personal security on Metro *trains* and *buses* at night
- Personal security at Metro *train stations* and *bus stops* at night
- How well Metro addresses homelessness on *buses* and *trains*
- Shade at bus stops

Safety related findings from a survey completed in summer 2021, which included both customers and employees, found that women and nonbinary individuals tend to feel less safe than men on the Metro system. This was further illustrated in Metro's *Understanding How Women Travel* report (2019) which stated:

Women feel unsafe on public transit, and it is impacting how often they ride, when they ride, and if they ride at all. Among women, safety on transit is a top concern voiced across every mode of data collection, and their concerns center around harassment and personal security, as well as physical safety and design of vehicles, stations, and stops. ***These concerns collectively obstruct women's freedom of movement*** [emphasis added].

The results of the customer experience survey illustrated that most riders support both additional armed and unarmed security personnel throughout the Metro system. Over 60% of the riders surveyed want additional armed security officers, and this result is consistent across all racial/ethnic groups. In addition, over 70% of the riders surveyed want additional unarmed security officers. Furthermore, of the Metro employees surveyed, ***39% reported feeling safe rarely or never.***

By adopting an in-house public safety department model, Metro can leverage the potential \$37.5 million in savings to enhance the current public safety ecosystem. This approach will not only create a stronger and more efficient safety framework but also allows Metro to reallocate its resources in a proactive and cost-effective manner that aligns with agency safety priorities. This will ultimately lead to a safer and more secure transit experience for riders and employees.

The availability of these savings opens avenues for enhancing safety and security measures in various ways. For instance, investing a portion of the savings into hiring additional Metro transit security and contract security would enhance Metro's efforts to maintain a safe and secure environment, protect people and property, and deter criminal activities. Furthermore, allocating additional resources towards homeless outreach programs could further help address the complex challenges faced by Metro to provide a care response to social issues specifically related to individuals experiencing homelessness, untreated mental health, and addiction issues within the

transit system. Additionally, the Metro ambassador program provides welcome customer service, helps customers feel safer aboard trains and buses and on platforms, helps de-escalate any potential situations, and serves as eyes and ears on the system that were previously not there. Providing additional resources for each of these components is discussed below.

Transit Security

Since the role of Metro transit security has evolved into a customer-facing role, additional personnel can be utilized which not only reflects the responsibility for fare and code of conduct enforcement but also the need to increase security and visibility throughout the Metro system. Transit security should adopt the primary objective of engaged visibility as discussed regarding transit policing. Transit security should positively interact with Metro riders and employees and provide a deterrent to crime and disorder. Strategic deployment throughout the Metro system including critical infrastructure locations as well as the bus and rail system is needed.

Metro could consider an increase in the number of Metro transit security personnel from the 290 positions that are currently budgeted, to 432. Of these 142 additional personnel, 128 include transit security officers that would be deployed on the Metro system including 38 additional officers for code of conduct compliance initiatives, 32 additional officers for bus riding teams, 30 additional officers for a visible security presence at Union Station, and 28 additional officers for rail riding teams. The remaining 14 additional personnel include 11 transit security sergeants, 2 lieutenants, and 1 captain. The estimated annual budget for enhanced staffing levels for Metro transit security would be \$60.9 million based on the FY23 budget.

Contract Security

Within the enhanced safety and security model, the number of contract security officers could increase from 322 to 394 to support rail system growth. Of the 72 additional contract security officers, 18 officers would be assigned to the Regional Connector, 42 officers would be assigned to the Purple Line extension, and 12 officers would be assigned to the Airport Connector. The estimated annual budget for enhanced contract security would be \$29.9 million based on the FY23 budget.

Transit Ambassador Program

Under the enhanced safety and security model, the number of ambassador program staff could increase from 437 to 501. The increase in staffing allows for broader deployment of staff riding trains and buses across the system. The 64 additional personnel allow for the deployment of 36 additional transit ambassadors on the bus and rail systems. It also provides 28 transit ambassadors for the deployment of “surge teams” to support special operations such as the Drug-Free Metro campaign, as well as support for unexpected service disruptions or planned sporting or

entertainment events, without disrupting coverage across the system. The increase could also help support service expansion. The estimated annual budget for enhanced transit ambassador program personnel would be \$37.8 million based on the FY23 budget.

Homeless Outreach/Crisis Response

Metro’s homeless services program is a key component of the multi-layered public safety model. The expansion of outreach services would be a critical component of standing up an in-house public safety department. With the enhanced safety and security model, Metro could increase the number of homeless outreach personnel from the current 85 personnel to 118. Homeless outreach personnel are deployed in multidisciplinary teams which consist of an outreach worker, a case manager, and several specialized personnel such as an addiction specialist, mental health worker, or medical personnel. The increase in homeless outreach personnel could improve Metro’s ability to compassionately engage with unhoused riders and connect them with social and behavioral services. The estimated annual budget for enhanced homeless outreach personnel would be \$21.2 million based on the FY23 budget.

As illustrated in Table 6, the current FY23 public safety staffing and budget model includes 1,809 personnel and a budget of \$295.9 million. The enhanced safety and security model which includes an in-house public safety department provides 1,939 personnel and a budget of \$295.2 million. By strategically reallocating resources, Metro can not only strengthen its safety priorities but also create a safer and more secure transit experience for all.

Table 6: Public Safety Service Delivery Models – Personnel and Budgets

Public Safety Ecosystem Component	FY23 Staffing and Budget Model		In-House Public Safety Department Model		Enhanced Safety and Security Model	
	Number of Personnel	Annual Budget (millions)	Number of Personnel	Annual Budget (millions)	Number of Personnel	Annual Budget (millions)
Police	645	\$172.9	464	\$135.4	464	\$135.4
Metro Transit Security	290	\$40.2	290	\$40.2	432	\$60.9
Contract Security	322	\$24.5	322	\$24.5	394	\$29.9
Transit Ambassador Program	437	\$33.0	437	\$33.0	501	\$37.8
Homeless Outreach	85	\$15.3	85	\$15.3	118	\$21.2
Mental Health Crisis Outreach	30	\$10.0	30	\$10.0	30	\$10.0
Total	1,809	\$295.9	1,628	\$258.4	1,939	\$295.2

PUBLIC SAFETY SERVICE DELIVERY SUMMARY

Table 6 compares the three staffing and budget models developed in this report.

The FY23 staffing and budget model includes the current number of *authorized/budgeted* personnel for each of the six public safety ecosystem components and the FY23 budget for each. Overall, there are 1,809 positions with an annual budget of \$295.9 million.

The in-house public safety department model reduces the number of police personnel by 181, from the FY23 staffing and budget model of 645 to 464 and maintains the current level of staffing and budget for each of the other five public safety ecosystem components. The total number of positions is 1,628 with an annual estimated budget of \$258.4 million. The estimated annual budget has been reduced by \$37.5 million in comparison to the FY23 current budget.

The enhanced safety and security model builds upon the in-house public safety department model by leveraging the potential \$37.5 million in savings to enhance the current public safety ecosystem. The total number of personnel has increased from 1,628 in the in-house public safety department model to 1,939 in the enhanced safety and security model. In sum, 311 personnel are added to the Metro public safety ecosystem including 142 transit security personnel, 72 contract security personnel, 64 transit ambassador program personnel, and 33 homeless outreach personnel. The estimated budget for the 1,939 personnel is \$295.2 million - \$700,000 less than the FY23 current budget of \$295.9.

CONCLUSION

This feasibility study report concludes with a discussion of the challenges with developing an in-house public safety department and Metro's legal authority to have its own police department.

In-House Public Safety Department Challenges

It is important to discuss the challenges Metro will face if it develops an in-house public safety department. The challenges include liability, personnel recruitment and retention, and establishing and maintaining in-house specialized units.

Liability

There are financial risks associated with lawsuits against the police. The most common lawsuits regarding the interaction between a police officer and an individual involve the use of force and the operation of motor vehicles. Since transit policing differs from municipal and county policing, the threat of liability is reduced. This is primarily due to the clearly defined area of responsibility

associated with transit policing, which minimizes exposure to the types of incidents that lead to lawsuits against the police.

The use of force is the most common basis for a lawsuit. Use of force most commonly occurs during arrests. Transit police departments make far fewer arrests than municipal and county agencies, thus limiting liability exposure. Regarding Metro, there were about 2,800 arrests in 2022, in comparison to over 255 million riders for the same year. In addition, transit police officers are commonly assigned to foot patrol instead of vehicles, which reduces potential liability for traffic related claims. Because of these two factors, transit policing carries less liability risk than municipal and county policing.

Of note, over the last six years of the law enforcement contracts, LAPD has had three officer involved shootings and no transit-related lawsuits, LASD has had two officer involved shootings and no transit-related lawsuits, and LBPD has had zero officer involved shootings and one transit-related lawsuit. Over the last decade, Metro's transit security officers have not discharged their weapons and no transit-related lawsuits.

Furthermore, Metro Risk Management estimates the annual costs for general liability for an in-house public safety department at \$2.9 million. For comparison, over the past 6 years, BART PD has averaged \$2 million per year for third party liability claims and lawsuits filed against the District for police actions.

Personnel Recruitment and Retention

It is recognized that each component of the Metro public safety ecosystem faces recruitment challenges including Metro contract providers such as contract security, homeless outreach, and mental health crisis outreach. Regarding police departments specifically, most large police departments throughout the U.S. are having difficulty attracting, hiring, and retaining police officers. To be competitive in the labor market, a Metro public safety department would require a multifaceted approach that considers the unique needs and expectations of the labor market.

Of note, lateral transfers are not expected due to pension compatibility issues. To be competitive in the labor market, Metro would need to develop proactive recruitment strategies that would attract a diverse pool of qualified candidates. This could involve targeted advertising and outreach efforts to reach potential candidates who prioritize social impact and a service-oriented environment. By implementing these strategies and offering favorable compensation, Metro could attract and retain a qualified and motivated workforce that is committed to serving riders and employees.

The development of a large fully staffed police department typically takes 3-5 years. This timeframe is feasible in the context of Metro's current policing contracts, which can be extended

for up to 3 years and can be modified at any time, in whole or in part, as Metro implements new public safety programs. Therefore, as Metro public safety officers are released from field training, a commensurate decrease in contract police services can occur, thus ensuring full police staffing on the Metro system as the transition to an in-house public safety department occurs.

Establishing and Maintaining In-House Specialized Units

In large law enforcement agencies, specialized units serve crucial roles. They bring a level of expertise and dedicated focus that's typically beyond the scope of regular police duties. However, establishing and maintaining these specialized units within Metro could present challenges. Each of these units requires officers with specific training, skills, and competencies as well as experienced leadership and management for each of these units. This means Metro will need to invest in extensive, ongoing training and new hiring to fill these roles adequately. It can take time to fully operationalize these specialized units, during which Metro may have to rely on external support. In addition to personnel training, each of these units requires unique resources and specialized equipment. Procuring, maintaining, and updating such equipment can add budget costs.

Legal Authorization to Establish a Metro Public Safety Department

The enabling legislation for Metro to have its own police department exists in the State of California Public Utilities Code Section 30504. However, the enabling legislation uses the term “district”, referring to the Southern California Rapid Transit District which is a predecessor agency of Metro. The legislation should be changed to reflect the agency’s current name and mirror the enabling legislation for the Bay Area Rapid Transit (BART) Police Department which, unlike the current language that applies to Metro, does not include specific position requirements for the Chief of Police and does not have outdated time requirements related to police officer certifications.

Appendix

Metro Board of Directors Question Responses

This appendix includes the questions raised by Metro Board members about the law enforcement feasibility study during the March 23, 2023 Board meeting. The responses are provided by Wanda Dunham Consulting.

Questions from Board Member Karen Bass

Overall question - How do transit agencies across the nation do in-house law enforcement?

1) When did those in-house law enforcement departments form and how long have they existed?

According to the American Public Transportation Association (APTA), numerous transit police departments were established more than 40 years ago. Below is a list of transit police departments, the year they were established, and the number of years they have been in existence.

• MBTA-Boston, MA	1968	55 years
• Port Authority Allegheny County-Pittsburgh, PA	1968	55 years
• MTA-Baltimore, MD	1971	52 years
• BART-Oakland, CA	1972	51 years
• WMATA-Washington, DC	1976	47 years
• MARTA-Atlanta, GA	1977	46 years
• Greater Cleveland, OH RTA	1977	46 years
• Houston Metro-Houston, TX	1979	44 years
• SEPTA-Philadelphia, PA	1981	42 years
• DART-Dallas, TX	1989	34 years
• UTA-St. Lake City, UT	2002	19 years
• VIA-San Antonio, TX	2003	20 years
• RTD-Denver, CO	2004	19 years
• METRO RTA-Akron, OH	2017	6 years
• CAPMETRO-Austin, TX	2021	2 years

2) How are other transit agencies handling the national increase in homelessness and substance abuse?

In 2022, Dallas Area Rapid Transit (DART) entered into an agreement with Downtown Dallas, Inc. to create a private-public partnership to address an increased homelessness issue in the downtown area.

Houston Metro launched a Homeless Action Team (HAT) in 2018 because they recognized a need to connect community members experiencing homelessness with several services. HAT officers have worked with the Metropolitan Council’s Housing and Redevelopment Authority to place more than 300 people in more permanent housing thanks to the HRA’s federally funded rental assistance program. Metro currently has six officers assigned to the HAT team.

In April 2021, as the vulnerable population increased on their system, SEPTA-Philadelphia launched its SCOPE program, a comprehensive and compassionate response to the challenges of the vulnerable population. SCOPE stands for: Safety, Cleaning, Ownership, and Partnership Engagement.

TRANSIT COOPERATIVE RESEARCH PROGRAM (TCRP) SYNTHESIS 121

Research Sponsored by the Federal Transit Administration in Cooperation with the Transit Development Corporation

Transit Agency Practices in Interacting with Who Are Homeless

Case examples provide additional details on challenges, solutions, partnerships, and lessons learned at six agencies:

- Fort Worth, Texas: Fort Worth Transportation Authority
- Madison, Wisconsin: Metro Transit
- Oakland, California: Bay Area Rapid Transit
- Philadelphia, Pennsylvania: Southeastern Pennsylvania Transportation Authority
- Phoenix, Arizona: Valley Metro
- Washington, D.C.: Washington Metropolitan Area Transit Authority

Findings suggest that people who are homeless are an issue for transit agencies regardless of size, although larger agencies are more likely to characterize homelessness as a major issue. Successful policies target behavior rather than groups or individuals. Codes of conduct and consistent enforcement clarify agency expectations.

Findings also suggest that partnerships are essential, and that enforcement is necessary but not sufficient. People who are homeless are often incorrectly viewed as a homogeneous group. Case workers and others at social service and nonprofit agencies have a much greater understanding of people who are homeless, and they can persuade these individuals, who may initially be service-resistant, to accept services. Among survey respondents, law enforcement personnel from transit police or security departments consistently emphasized the need for partnerships and the options for these partnerships offered to their police officers. Transit agencies reported that partnerships result in enhanced customer security and perceptions, provision of help for those who need it, and increased sensitivity to the people and issues involved.

Transit agencies and their social service and nonprofit partners are experimenting with new approaches to interactions with people who are homeless. One promising practice is to set up drop-in centers staffed by social workers in transit facilities and stations. Initial results suggest that the ability to do client intake onsite at the transit station or center is very effective in persuading people who are homeless to seek and accept help.

Actions taken by transit agencies have resulted in enhanced safety and comfort for all customers. In addition, many respondents and nearly all case examples reported successful outcomes for specific individuals who are homeless, along with improved customer satisfaction. In the absence

of a broader societal fix for homelessness, agencies can (and deserve to) acknowledge their role in these success stories.

3) Do agencies combine law enforcement with social services and if so, how?

While crisis intervention is not a new concept, it is a relatively new concept for transit agencies. As a part of the recent pandemic, law enforcement agencies were in search of creative solutions to address mental health, homelessness, and substance abuse issues which were heightened due to reduced ridership. Agencies went in search of proven programs such as the CAHOOTS (Crisis Assistance Helping Out On The Streets) program. The CAHOOTS program has been in existence for over 30 years and has a proven record of success. CAHOOTS is a collaboration between local police and a community service group called White Bird Clinic in Eugene, Oregon. Others have also made a name for themselves such as the STAR (Support Team Assisted Response) program in Denver, Colorado. Their goal is to send the right people to help with crisis related calls.

Today, transit agencies are getting onboard with integrating mental health professionals into their agencies, such as the Houston Metro CARES unit which officially launched in 2021 and consists of 2 shifts with a police officer and clinician working together. Regional Transit District (RTD) Denver launched their program in 2019 with the assistance of grant funding and hired four mental health clinicians and 1 homeless outreach coordinator. Every transit agency has adopted a unique approach to the combination of social services and law enforcement officers. For example, at RTD Denver and Houston Metro their mental health clinicians are paired with law enforcement officers.

4) Did they start as pure law enforcement or were they combined with social services to begin with?

In 2021, CAPMETRO-Austin launched its multi-phased public safety approach with the addition of 4 mental health clinicians, 15 ambassadors and established a new in-house Police Department. The clinicians, ambassadors and law enforcement are all separate with their own supervisors who report up to the head of the Public Safety Division.

5) How are these agencies' law enforcement officers trained?

All law enforcement officers are required to comply with accredited training through the state Peace Officer Standards and Training (POST). The current requirement for the Basic POST certification to become a certified Peace Officer in CA is a minimum of 664 hours which covers 42 separate areas of instruction.

The following colleges and law enforcement academies offer Basic POST Academy Training in the Los Angeles area:

Sheriff's Departments:

- Los Angeles County, Orange County, San Bernardino County, Riverside County

Colleges:

- Rio Hondo College
- Golden West College

Police academy time frame ranges from 22-24 weeks depending on location. Upon completion of the Basic Peace Officer Course, agencies will provide a field officer training process to familiarize the officers with the Metro system. In addition, they will provide expanded transit specific training with a care-based focus to include mental health crisis intervention, anti-bias, de-escalation, conflict resolution, and exceptional customer service training to align with Metro's core values.

6) Have the in-house forces been effective?

The number one benefit according to transit law enforcement agencies surveyed to having in-house police departments was it resulted in cost savings. The effectiveness of in-house police departments is difficult to answer, however, we could say that transit agencies are finding ways to enhance the existing security forces by introducing a re-imagined public safety model to address the needs of riders. The primary goal of transit systems should be for law enforcement to have engaged visibility. This objective is accomplished when police officers positively interact with riders and employees and provide a deterrent to crime and disorder.

When dealing with contract policing some of the more common complaints have included poor police visibility on buses, trains, and at stations, extended response times, and inconsistent staffing at key critical infrastructure locations. These issues are more readily addressed within an in-house transit police department.

In-house transit police departments are also enhanced through the adoption of a policing style which emphasizes service. Due to the decentralized nature of law enforcement in the U.S., police departments can adopt policing styles which fit the needs of the community. Transit policing is different than local policing with the former emphasizing engaged visibility and the latter emphasizing response to calls for service. Commonly, an emphasis on engaged visibility leads to the provision of service while an emphasis on responding to calls for service leads to law enforcement. A transit police department allows the agency to hire and train police officers who fit the service mission of the department.

Question from Board Member Fernando Dutra

1) Why was the prior Metro PD disbanded?

At the Metro Transit Policing Ad Hoc Committee, held on October 4, 1996, the merger of the MTA Transit Police Department with the Los Angeles Police Department (LAPD) and the Los Angeles County Sheriff's Department (LASD) was approved. This would be known as the Transit Policing Partnership. As part of the MTA Transit Law Enforcement Transition Action Plan, MTA would transfer appropriate MTA police and security personnel, assets, and functions to the Transit

Policing Partnership except for the MTA's in-house security guards, with full implementation effective January 5, 1997. After several delays, the actual mergers occurred in November of that year.

According to the Board document, *the purpose of the law enforcement merger was an opportunity to enhance the public service of all three agencies. Staff analyses had revealed that the partnership would be a significant enhancement of law enforcement service for the MTA and its passengers. At the same time, this consolidation of law enforcement agencies would be an enhancement of general law enforcement for the people of the City and County of Los Angeles.*

Questions from Board Member Holly Mitchell

1) How are multidisciplinary teams incorporated?

For the multidisciplinary teams to be incorporated effectively, there would need to be a clearly defined deployment and operational plan created that would identify each of the areas roles and responsibilities and having adequate oversight and accountability to ensure that everyone is aligned and productive.

Transit agencies are searching for creative ways in which to enhance transit visibility and improve the perception of security. In 2020, MARTA launched its ambassador team with 15 non-sworn individuals to serve as additional eyes and ears for law enforcement and to perform duties that would free up sworn law enforcement officers to handle the more serious activities. MARTA ambassadors are called "Protective Specialist" and they are embedded within each of the police precincts and work within that zone to get to know the regular riders and create a community policing type rapport with the riders and gain the trust and camaraderie with the police officers they will be assisting. MARTA also created this position to serve as a pipeline for potential recruiting opportunities for those non-sworn community members who were looking for a job but did not meet the current law enforcement qualifications. Since the program's inception, several of the Protective Specialists have gone on to become sworn police officers with MARTA.

Also, in 2020, Bay Area Rapid Transit (BART) launched a new ambassador program deployed on trains to increase the presence of uniformed personnel on trains to address customers' concerns about safety and security. The unarmed ambassadors are recruited from the ranks of the BART Police Department's Community Service Officers, non-sworn personnel who perform a variety of police services. The ambassadors received additional de-escalation and anti-bias training before the program launched. The ambassadors are also trained to respond to customers' questions, complaints, or requests for service. They will observe and report and call upon an officer when enforcement is needed.

SEPTA moved uniformed ambassadors into place to help riders with no destination. According to SEPTA, their ambassadors work with those who need social services. They report that this is a

new effort to improve safety on SEPTA and designed to supplement police and help with unruly passengers and fare evaders.

2) What percentage of the total staff would be unarmed in a new Safety department?

Under the enhanced safety and security model option presented in the feasibility study, there will be 206 Transit Security Officer I positions (unarmed), 127 Transit Security Officer II positions (armed), and 15 Transit Senior Security Officer positions (armed) when Metro Transit Security is fully staffed. Of these 348 positions, 206 are unarmed (59.2%).

3) What training will they receive and how will they work with transit ambassadors?

This question was answered above regarding training. However, Metro transit police and the transit ambassadors can have an excellent working relationship. The supervisory teams for both units can collaborate on deployment needs and share information. Metro staff can participate in the orientation process for all new ambassadors.

4) How are they sourced/where they are recruited from?

For Metro to develop a professional transit police department, the unit must be able to attract and retain high quality personnel. To be competitive in the labor market, Metro will have to offer favorable incentives, salary and benefits comparable to that offered by the LAPD, LASD and other local law enforcement agencies.

Studies have shown that retired military personnel make excellent transit police officers due to the similarities of their duties of standing watch in the military. Therefore, the Metro police department can partner with Metro's existing military recruiter to help identify interested soldiers who may be approaching retirement or have a desire to leave the military but wish to remain in the area.

Existing law enforcement officers from neighboring departments who may have an interest in transit policing are another source. Existing Transit Security Officers II's or above may have a desire to transition to a sworn law enforcement position and meet all POST selection qualifications.

MTS will partner with internal communications and recruiting to develop a recruitment strategy to leverage their expertise and suggestions on innovative methods that could be used to garner qualified candidates.

5) What kinds of workforce development opportunities could flow from bringing more people into the agency, as opposed to contracted through our partners?

Having a Metro PD will allow Metro to provide people interested in a law enforcement career opportunities to pursue this interest. These opportunities could include community service officer,

cadet, and police explorer programs. Metro could also develop a unique workforce development opportunity to hire transit security officers and transition them into police officers.

6) Are there cost savings to this approach, and can those cost savings go toward more rider amenities like clean and secure bathrooms, more ambassadors, or spaces for vendors and entertainers to perform near the system?

Overall, it is estimated the total annual budget for a Metro PD will be \$135.4 million. The FY23 Metro budget for contract police services is \$172.9 million. Therefore, cost savings from a Metro PD in comparison to contract police services are expected. How cost savings are reallocated to other Metro initiatives will be determined by the Metro Board and the CEO.

Question from Board Member Tim Sandoval

1) Financial analysis

The FY23 Metro budget for contract police services is \$172.9 million. The feasibility report estimated the annual costs for a Metro PD at \$135.4 million.

Homeless Services

The homelessness crisis continues to challenge communities nationwide, including their respective transit agencies. In Los Angeles, the crisis is among the most severe in the country, with more than 69,000 people experiencing homelessness (PEH) throughout the County. Over the last three years, there has been a noticeable increase in people experiencing homelessness seeking shelter on the transit system. Metro conducted its point-in-time count in March 2022 and estimated that approximately 800 individuals experiencing homelessness were sheltering at the rail and bus rapid transit stations on any night.

In January 2023, Metro commenced an evaluation at Metro end of line stations and an assessment of impacts on nearby local communities. This evaluation included point-in-time counts of PEH at the end of line rail stations and a demographic survey to better identify the need for social services to support unhoused riders. The count revealed that, on average, 555 unhoused individuals disembark nightly at Metro's 12 end of line rail stations. While transit vehicles and stations are not designed to be used as a shelter, they can be viewed as an encampment as they provide refuge from the cold winter weather and the summer heat.

Metro's primary role is that of a transit operator, not a homeless service provider, yet the magnitude of the crisis requires all hands on deck. Metro customers are concerned about homelessness on the system. We have heard from our customers through various channels, surveys, social media, customer care, and community meetings that homelessness is a top priority area for improvement. Metro riders told us that homelessness significantly impacts their customer experience.

The lack of adequate local, state, and federal resources to prevent and respond to homelessness represents an existential threat to the thousands of individuals experiencing homelessness daily in LA County. It also threatens to undermine the willingness of residents to take public transit, even as the system rapidly expands via the most extensive transit construction program in the country.

The impact of the homeless crisis on our system is well documented. In a 2018 brand survey, 64% of respondents felt that there were too many homeless people on the system, and some responded that they avoid Metro entirely due to widespread homelessness on the system. Metro also recognizes the urgency of curtailing behaviors and conditions that adversely affect the health and safety of other customers and employees. Metro's 2020 and 2022 Customer Experience Survey found that how Metro addresses homelessness on buses was one of the top 5 improvements that our bus and rail customers want to see. Based on the How Women Travel survey, the top reason

that women find it difficult to ride transit is that they do not feel it is safe. Safety perceptions for waiting at a station were even lower.

The presence of homeless individuals on public transit can create a range of problems that can negatively affect the customer experience. Some of the challenges include:

Safety concerns, sanitation and hygiene issues, increased maintenance costs, and decreased ridership. Homelessness often coincides with mental illness, substance abuse, and criminal activity. This can lead to situations where customers on public transit feel threatened or unsafe. Many homeless individuals lack access to proper sanitation and hygiene facilities, which can result in unpleasant smells and unsanitary conditions. This can make it difficult for other customers to use public transit comfortably. Homeless individuals on the Metro system deter other riders from using transit, either through their behavior or through their presence on transit vehicles or facilities.

Metro has increased its security presence, outreach, support programs for homeless individuals, and sanitation efforts to address these challenges. Metro has had to expand custodian crews on trains, stations, and ancillary areas to address cleanliness issues caused by PEH. In FY 24 Metro estimates the agency will spend \$200.9 million on cleaning efforts, an increase of 13% over FY 23. Recently, Metro's Director of Safety Certifications determined that custodians must wear Tyvek suits and Powered Air Purifying Respirators (PAPR) when cleaning in ancillary areas due to potential health risks. The agency has seen a drastic increase in homeless individuals living in ancillary areas in the rail stations where tremendous amounts of human waste and drug paraphernalia are left behind. PAPRs provide a higher level of respiratory protection by filtering out harmful airborne particles and reducing the risk of inhaling contaminants such as fecal matter. This helps protect custodians from exposure to pathogens, bacteria, and unpleasant odors associated with human waste, ensuring their safety and well-being while performing their cleaning duties.

Over the past five years, Metro allocated more than \$28 million in advancing solutions to support unhoused individuals who take shelter on the Metro system. Since 2017, Metro has funded dedicated multidisciplinary outreach teams (MDTs), contracted through the County of Los Angeles Department of Health Services' (DHS) Housing for Health Program, to provide service on the Metro system. Metro is on track to double that amount, with FY 24 spending projected to exceed \$15 million annually.

Non-profit community-based organizations staff the MDTs and specialize in supporting PEH dealing with mental health concerns and addiction. The program recently expanded from eight teams to sixteen teams. Ninety-four outreach staff are working for six CBOs (Path, CCM, LA Mission, USHS, HOPICS, and LAFH) providing homeless services on the Metro system. MDTs are deployed 7 days a week, between 3:00 a.m. - 6:00 p.m. on weekdays and 7:00 a.m. - 6:00 p.m. on weekends. The teams assess the needs of unhoused riders and connect them with services such as medical care, social

services, and food in addition to emergency, short-term, interim, and long-term/permanent supportive housing (including family reunification) when available. Despite the significant efforts, the scale of homelessness on the system far exceeds Metro's ability.

The County of Los Angeles Department of Health Services' Housing for Health Program sets the key performance indicators (KPIs) for Metro's MDTs. The KPIs include metrics such as outreach contacts, Homeless Management Information System enrollments, referrals, and placements interim and permanent housing. Metro's street-based outreach teams consistently surpass county metrics for engagement and housing. Since 2018, Metro's outreach teams have connected 4,609 people to interim and permanent housing. For FY 23, Metro is at 106% of the KPI related to connections to interim and permanent housing with 524 individuals connected to housing. DHS sets the outreach contacts KPI based on service area size. In FY 23, Metro's MDTs are at 43% of the KPI target for outreach contacts. Given the expansive size of Metro's system, the MDTs struggle to meet this KPI, indicating the need for additional MDTs on the system.

Homelessness on public transit is a complex issue that requires a multifaceted approach. While providing security personnel and sanitation efforts can help address some of the immediate challenges of homelessness on public transit, these measures alone are not enough to fully address the problem. More comprehensive solutions are needed to address the underlying causes of homelessness and provide the support and resources that homeless individuals need to maintain stable housing and improve their overall well-being.

As a public transit agency, Metro has limited resources to address the issue of homelessness. The crisis is a complex issue that requires a multifaceted approach. While providing security personnel and sanitation efforts can help address some of the immediate challenges of homelessness on public transit, these measures alone are not enough to fully address the problem. More comprehensive solutions are needed to address the underlying causes of homelessness and provide the support and resources that homeless individuals need to access and maintain stable housing and improve their overall well-being.



IN-HOUSE PUBLIC SAFETY DEPARTMENT FEASIBILITY STUDY

Gina Osborn

Chief Safety Officer

Metro's Layered Public Safety Ecosystem

- In 2022 Metro established a comprehensive approach to ensuring public safety on the system by implementing a multi-layered safety program to address the different aspects of safety.
- Each layer in the public safety ecosystem adds value and enhances the overall security and safety of the Metro system.



Strengths of an In-House Public Safety Department



ENGAGED
VISIBILITY



CULTURAL
ALIGNMENT



TRANSPARENCY



RESPONSE
TIME



DEDICATED
STAFFING



FISCAL
SUSTAINABILITY

In-House Public Safety Department Model

Public Safety Ecosystem Component	FY23 Staffing and Budget Model		In-House Public Safety Department Model	
	Number of Personnel	Annual Budget (millions)	Number of Personnel	Annual Budget (millions)
Police	645	\$172.9	464	\$135.4
<i>Patrol Officers</i>	344		290	
<i>Specialized Unit Officers</i>	82		52	
<i>Patrol/Specialized Unit Sergeants</i>	70		39	
<i>Administrative/Support Staff</i>	149		83	
Metro Transit Security	290	\$40.2	290	\$40.2
Contract Security	322	\$24.5	322	\$24.5
Transit Ambassador Program	437	\$33.0	437	\$33.0
Homeless Outreach	85	\$15.3	85	\$15.3
Mental Health Crisis Outreach	30	\$10.0	30	\$10.0
Total	1,809	\$295.9	1,628	\$258.4

- Under the current contract law enforcement, police officers are almost exclusively deployed as two officer/deputy units except for LASD who has the ability to deploy a one officer unit.
- Under the in-house model, the focus is on increased visibility and coverage, and as a result, the assumption of patrol deployment would be primarily one officer units.
- The primary one officer unit approach is typical in a transit policing environment and consistent with most LA County police agencies.
- The in-house model streamlines redundancies reducing the number of administrative/support personnel by almost 60% .
- The estimated budget for an in-house public safety department is **\$135.4M** or **21.7%** less than the \$172.9M that Metro has budgeted for policing contracts in FY23.

Weaknesses of Establishing an In-House Public Safety Department



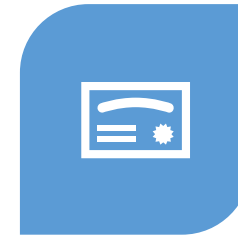
LIABILITY



CRITICAL STAFFING
SHORTAGES



ESTABLISH AND
MAINTAIN IN-HOUSE
SPECIALIZED UNITS



OBTAINING AND
MAINTAINING CA
POST CERTIFICATION



INCREASED RISK
MANAGEMENT
AND WORKERS
COMPENSATION
EXPOSURE

Opportunities of Establishing an In-House Public Safety Department



CUSTOMIZED SERVICE



ENHANCED RIDER AND EMPLOYEE
RELATIONS



COMPREHENSIVE STRATEGIC DEPLOYMENT
OF METRO PUBLIC SAFETY ECOSYSTEM
RESOURCE STRATEGIES

Threats of Establishing an In-House Public Safety Department



ESTABLISHING MUTUAL -AID



RESISTANCE FROM COMMUNITY
GROUPS



NEGOTIATING A NEW COLLECTIVE
BARGAINING AGREEMENT

Next Steps

If there is interest by the Board to advance the concept of an in-house public safety department, the next step is to complete a formal implementation plan which would outline a phased approach for establishing the department and a transition plan with milestones. This could include:

- Developing an operating framework for the new public safety department.
- Create a strategic plan outlining the department's goals and objectives.
- Establish the organizational structure, including departmental divisions and reporting relationships.
- Conducting market analysis to determine appropriate job descriptions and pay ranges for police officer positions.
- Assess community support through engagement and meetings with transit riders and stakeholders.
- Establishing interagency agreements for mutual aid and cooperation with neighboring law enforcement agencies to facilitate collaboration and support in emergency situations.



Board Report

File #: 2023-0303, **File Type:** Informational Report

Agenda Number: 22.

**EXECUTIVE MANAGEMENT COMMITTEE
JUNE 15, 2023**

SUBJECT: AMENDMENT TO THE LETTER OF AGREEMENT WITH THE COUNTY DEPARTMENT OF HEALTH SERVICES (DHS) FOR HOMELESS PROGRAM SERVICES

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

AUTHORIZE the Chief Executive Officer (CEO) to execute Amendment Number 8 to the Letter of Agreement for Multidisciplinary Street-based Engagement Services with the County Department of Health Services (DHS) increasing the amount by \$63,934,200 from \$28,920,000 to a new a total amount of \$92,854,200 for the continuation of homeless program services from September 1, 2023 through June 30, 2027 (Attachment A).

ISSUE

Metro entered into a Letter of Agreement (LOA)with LA County’s Department of Health Services (DHS) to provide services that support Metro’s comprehensive homeless outreach and engagement program. The LOA includes oversight of outreach teams and the provision of dedicated short-term crisis/interim housing beds to serve people experiencing homelessness on the Metro system. The current agreement expires on August 31, 2023. Staff recommends that the Board authorize the CEO to amend the agreement through execution of Amendment No. 8 for an additional four years through June 30, 2027 in the amount of \$63,934,200 to address the continued need for homeless outreach services.

BACKGROUND

The homeless crisis in Los Angeles County is among the most severe in the country. Despite substantial investments and efforts, this crisis continues to pose significant challenges to cities throughout LA County, with serious implications for , transit agencies. According to the 2022 point-in-time count conducted by the Los Angeles Homeless Services Authority, over 69,000 individuals are currently experiencing homelessness in the county. Metro’s point-in-time count in 2022, found that over 800 people experiencing homeless (PEH) are sheltering on our system at bus rapid transit and rail stations.

During the pandemic, as ridership declined, there was a noticeable surge in individuals experiencing

homelessness seeking refuge on the Metro system. Although transit vehicles and stations are not intended for use as shelters, they have become a temporary safe haven for people seeking shelter, given scarce shelter resources countywide and respite from the extreme weather conditions in both winter and summer. It is important to recognize that while Metro's primary function is that of a transit operator, not a homeless service provider, the magnitude of the crisis necessitates an all-hands-on-deck approach to address the chronic impacts to the transit system. Metro is dedicated to improving the customer experience of its riders, and in order to be successful in this endeavor, we must also address the needs of riders seeking shelter on our system.

Currently, regional coordination for homeless services is managed by the Los Angeles Continuum of Care partners, including social service agencies, LA County, and the Los Angeles Homeless Services Authority (LAHSA). Metro has found that most outreach occurs Monday - Friday, from 8 am - 4 pm, and Metro's transit properties are not included in the current street-based outreach service areas, leaving people experiencing homelessness on Metro without care, support or access to the homeless services.

To address the gap in services on transit created by the Los Angeles Continuum of Care partners, including social service agencies, LA County, and the Los Angeles Homeless Services Authority (LAHSA), and concerns from our riders, Metro has taken proactive measures by contracting dedicated outreach teams specifically tasked with providing resources to individuals experiencing homelessness on Metro property during extended hours and weekends. This strategic move aims to align outreach efforts with Metro's operational hours, ensuring that support is available when it is most needed. Since 2017, Metro has made substantial investments and formulated a comprehensive outreach strategy designed to connect homeless individuals sheltering in the transit system to essential health services, social assistance, and supportive housing.

Metro's comprehensive homeless outreach strategy is contracted through a Letter of Agreement (LOA) with the LA County DHS, Housing for Health Program. The department manages the service agreements with social service providers. The existing LOA includes DHS oversight of program services with 16 multi-disciplinary outreach teams (MDTs) and up to 150 dedicated interim housing beds at a cost not-to-exceed \$28,920,000. Due to cost savings realized during FY23, Metro extended the existing Letter of Agreement term to continue program services through August 31, 2023.

Summary of Metro Letter of Agreement with DHS for Homeless Program Services

Metro and the Los Angeles County, Department of Health Services entered into a Letter of Agreement (LOA) for Multidisciplinary Street-Based Engagement Services, in June 2018 to provide services from July 1, 2018, through June 30, 2019, in the amount of \$4,940,000. This LOA included funding for 8 street-based homeless outreach teams on the Metro system.

Amendment Number 1

June 2019, Metro and DHS entered into Amendment Number 1 to the LOA; which continued outreach program services through June 30, 2021, and increased the funding by \$9,880,000.

Amendment Number 2

In March 2021, Metro and DHS entered into Amendment No. 2 to establish a four-month homeless shelter bed pilot program, increasing funding for the Agreement by \$1,500,000. The pilot program included additional outreach staff to enhance homeless outreach teams and eighty interim housing beds at the Home At Last shelter in South Los Angeles.

Amendment Number 3

June 2021, Metro and DHS entered into Amendment No. 3 to extend the Term of the Agreement through June 30, 2023, and increase the funding by \$9,880,000 to continue outreach services and interim housing.

Amendment Number 4

In November 2021, Metro and DHS entered into Amendment No. 4 to increase the funding by \$1,250,000 to continue the interim shelter pilot program at Home At Last.

Amendment Number 5

In February 2022, Metro and DHS entered into Amendment No. 5 to increase the funding by \$1,470,000 to continue the interim shelter pilot program at Home At Last through June 2022.

Amendment Number 6

In February 2023, Metro and DHS entered into Amendment No. 6 to expand the scope of services to include 8 new homeless outreach teams and to reallocate funding to include authorization for up to 150 interim housing beds. This amendment utilized cost-savings to fund the expansion of teams and interim housing beds.

Amendment Number 7

June 2023, Metro and the County entered into Amendment No. 7 to amend the Agreement to expand the scope of services and extend the period of performance to August 31, 2023. This amendment utilized FY23 cost-savings to fund the expansion of outreach teams and interim housing beds.

DISCUSSION

Metro's approach to homeless outreach involves a diverse set of services and activities that aim to establish connections with individuals experiencing homelessness, establish trust, and facilitate their access to vital resources such as shelter, food, healthcare, and employment services.

Metro has worked to infuse industry best-practices to ensure effective homeless outreach that results in referrals to interim and permanent housing. Some of the best-practices implemented in Metro's transit environment include:

- **Housing first** strategies are important to the effectiveness of homeless outreach and engagement - if shelter, housing, and/or family reunification is available - outreach teams work diligently to directly refer people experiencing homelessness without barriers to access.
- **Building relationships** with people experiencing homelessness takes time and outreach workers engage with individuals over a period of weeks, months or even years until they are connected to the right social services and or housing.

- **Meeting people where they are** is the most effective outreach model. Metro teams visit encampments, transit stations, and onboard transit vehicles to engage people where they are living or seeking shelter, rather than expecting them to leave the transit facility to be connected to services or shelter.
- **Cultural diversity and sensitivity are a priority** to address the diverse needs of people experiencing homelessness. Metro's outreach teams are diverse culturally and also employ individuals from a broad range of backgrounds, including people with lived experience in homelessness, drug addiction, and the criminal justice system. Metro works with DHS to bring on staff from the diverse communities the transit system serves to establish diverse and reflective outreach teams.

The LOA Amendment Number 8 includes an expansion of multi-disciplinary teams from 16 teams to up to 24 teams, the continuation of the authorization for up to 150 interim housing beds, and the extension of the program term through June 30, 2027, for a total not-to-exceed amount of \$63,934,200. The additional eight MDTs will enable greater overall coverage and focus on station hot spots and encampments on Metro property. Each service provider is assigned coverage zones so that resources can be coordinated based on staff availability and community knowledge.

Metro uses multi-disciplinary teams (MDTs) consisting of 2 to 5 members, including outreach workers, case managers, addiction specialists, housing navigators, and mental health specialists. These teams are dedicated to engaging with individuals experiencing homelessness within the transit system, which encompasses Metro facilities, stations, and vehicles. The wide range of services provided by these MDTs includes on-site triage, comprehensive assessments, direct referrals to social services, distribution of hygiene kits, access to medical services, mental health care, case management, and assistance in securing shelter, housing, and additional support services. The overarching objective of homeless outreach efforts is to provide support to individuals experiencing homelessness and empower them to attain stability and self-sufficiency.

Each of Metro's MDTs consists of staff members from the lead social service provider in their respective service planning areas (SPAs). The following organizations are involved in the MDTs:

- LA Family Housing: San Fernando Valley
- Union Station Homeless Services: San Gabriel Valley
- HOPICS: South Bay/South LA/Southeast LA/Long Beach
- LA Mission/Christ Centered Ministries (CCM): Downtown LA/South Bay
- PATH: Downtown LA/Westside

By collaborating with these established social service providers, Metro aims to leverage their expertise and local knowledge to maximize the effectiveness of the outreach efforts in each specific region within Los Angeles County.

To date, Metro's outreach efforts have been successful in connecting riders experiencing homelessness with much-needed support services and housing options. Since 2018, MDTs have

engaged over 13,237 individuals, 2,090 have been connected with interim housing, and 942 individuals have been permanently housed. Metro's street-based outreach teams consistently surpass county metrics for engagement and housing outcomes.

Metro's existing Letter of Agreement (LOA) also includes the ability to contract with a service provider for up to 150 interim housing beds. Having direct access to interim housing shelter beds provides outreach teams the ability to quickly house individuals and families that they encounter on the transit system. The DHS interim housing also provides supportive wrap-around services, like meals, case management, medical care and housing navigation. This helps to improve overall linkage to appropriate resources and streamlines the path to permanent housing compared to crisis beds or motels which do not have the access to case management services. The interim housing provided under the LOA is also more cost-effective, given that the rates are a pre-negotiated fixed cost. Outreach teams are also able to directly access the shelter beds 24 hours a day, 7 days a week. Metro currently contracts 25 beds for individuals and families at LA Global Care facilities located throughout Los Angeles.

..Determination_Of_Safety_Impact

DETERMINATION OF SAFETY IMPACT

Metro's transit vehicles and stations are not meant for habitation. By providing outreach and access to housing through this Board action - Metro will be able to implement care-based strategies to address the needs of people experiencing homelessness.

FINANCIAL IMPACT

Approval of the Letter of Agreement - Amendment Number 8 would cost of \$15,849,900 in Fiscal Year 2024. The costs for these services are included in the FY24 budget for cost center 2614, Bus Operations Transportation Project 300601. Funding for this operating related effort is ordinary operating sources, including fare revenues and operating eligible sales tax funds. Because the contract spans multiple fiscal years the Deputy Executive Officer, Homelessness Initiatives will be responsible for budgeting funds via the annual budget process.

EQUITY PLATFORM

Expanding Metro's efforts to address homelessness on the transit system through extending the homeless outreach program will directly benefit unhoused individuals in LA County. Data from the 2022 LAHSA point-in-time count shows that a majority (over 64%) of individuals experiencing homelessness are male, and over 35% are African American individuals and families experiencing chronic homelessness. Increasing funding and outreach efforts to address the most need will have a direct impact on Metro's efforts to invest in Equity Focus Communities. Contracted MDTs will be serving EFCs throughout the Metro system.

The extension of the homeless services program will increase access to interim/emergency and permanent housing for unhoused seeking shelter on Metro . This work will directly improve access to interim housing for individuals who are experiencing homelessness in the communities near Metro bus and rail lines throughout LA County.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

The staff recommendation to expand the agreement with the Department of Health Services supports Metro's Vision 2028 Strategic Plan goal #4.1, which states: Metro will work with partners to build trust and make decisions that support the goals of the Vision 2028 Strategic Plan. An excerpt from the Vision 2028 Strategic Plan cites - Transportation interfaces with quality of life issues, such as equity, economic opportunity, gentrification, displacement, affordable housing, homelessness, environmental quality, public health, and access to education and health care.

ALTERNATIVES CONSIDERED

The Board could consider not extending the agreement and instead end the program immediately. This alternative is not recommended, as Metro is not a direct recipient of state and federal homeless outreach funding so there is a direct benefit to having homeless outreach services that are managed by Metro through the County of Los Angeles homeless services.

NEXT STEPS

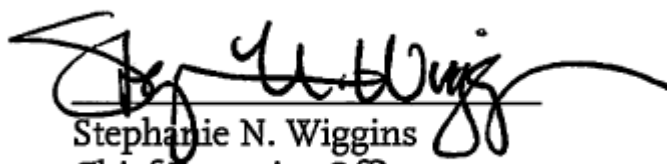
Metro is actively working towards bridging the gap between homeless individuals on the transit system and the necessary resources they require. By extending outreach services to encompass Metro properties during extended hours and weekends, Metro is striving to enhance the overall support system available to those experiencing homelessness within the transit network. Should the Board approve the staff recommendation, the CEO will execute Amendment Number 8 to the Letter of Agreement with the Los Angeles County Department of Health Services to extend the homeless outreach service agreement to June 2027.

ATTACHMENTS

Attachment A - LOA Amendment No 8 DRAFT

Prepared by: Craig Joyce, Deputy Executive Officer, Homeless Initiatives, (213) 418-3008
Desarae Jones, Senior Director, Office of the CEO, (213) 922-2230

Reviewed by: Nicole Englund, Chief of Staff, (213) 922-7950



Stephanie N. Wiggins
Chief Executive Officer

**AMENDMENT NUMBER EIGHT TO LETTER OF
AGREEMENT
FOR MULTIDISCIPLINARY STREET-BASED ENGAGEMENT
SERVICES**

This Amendment Number Eight to the Letter of Agreement for Multidisciplinary Street-Based Engagement Services with an execution date of June 27, 2018 (hereinafter “Agreement”), is made and entered into this ___ day of _____, 2023 (“Amendment Seven Effective Date”) by and between the County of Los Angeles (hereinafter “County”) and the Los Angeles County Metropolitan Transportation Authority (hereinafter “Metro”). The County and Metro are each individually a “Party” and collectively the “Parties” to this Agreement.

RECITALS

WHEREAS, in February 2016, the County’s Board of Supervisors (Board) approved 47 strategies for the Los Angeles County Homeless Initiative (Homeless Initiative), directing the County, Los Angeles Homeless Services Authority (LAHSA), and Community Based Organizations (CBOs), to develop and implement a plan to leverage outreach efforts and create a countywide network of multidisciplinary, integrated street-based teams to identify, engage and connect, or re-connect, homeless individuals to interim and/or permanent housing and supportive services. A pilot program utilizing “County-City-Community” (“C3”) teams was deployed to engage individuals living on Skid Row, and on September 2016, the Board expanded the pilot program; and

WHEREAS, in response to the Homeless Initiative and in support of the pilot program expansion, on October 2016, Metro’s Board of Directors directed its Chief Executive Officer to provide funding towards the deployment of two (2) C3 homeless outreach teams to provide multidisciplinary street-based engagement services (field-based services) exclusively to the Metro Red Line, and take all actions necessary to transfer the funds to the County to administer the program, in coordination with the implementation of the Homeless Initiative. On February 21, 2017, the Board delegated authority to the Los Angeles County, Director of Health Services to accept funding from participating funders including government, non-profit, and private organizations; and

WHEREAS, in April 2017, Metro and the Los Angeles County, Department of Health Services entered into the first Letter of Agreement for Multidisciplinary Street-Based Engagement Services, in the amount of \$1,200,000 to deploy two (2) C3 homeless outreach teams for twelve (12) months and engage persons that turn to the Metro Red Line and property for alternative shelter; and

WHEREAS, in May 2018, Metro’s Board of Directors directed its Chief Executive Officer to provide funding to expand the C3 homeless outreach teams from two (2) to eight (8) teams on the Metro rail, bus, and Union Station. Metro and the Los Angeles County, Department of Health Services entered into their second Letter of Agreement for Multidisciplinary Street-Based Engagement Services, dated June 27, 2018 to provide

services from July 1, 2018 through June 30, 2019 in the amount of \$4,940,000, which was amended by that certain Amendment No. 1, dated June 19, 2019, to continue services through June 30, 2021, and increase the funding by \$9,880,000 for a total funding amount not to exceed \$14,820,000; and

WHEREAS, in March 2021, Metro and the Los Angeles County, Department of Health Services entered into Amendment No. 2 to establish a four (4) month homeless shelter bed pilot program, thereby increasing funding for the Agreement by \$1,500,000 for a not-to-exceed total of \$16,320,000. The pilot program includes adding staff (five (5) Generalist and one (1) Supervisor) to enhance homeless outreach teams, providing up to eighty interim housing beds throughout Los Angeles County, properly document, track and submit monthly data reports, to properly submit complete monthly invoices of the actual costs incurred, and to properly document deployments; and

WHEREAS, in June 2021, Metro and the Los Angeles County, Department of Health Services entered into Amendment No. 3 to extend the Term of the Agreement through June 30, 2023, and increase the funding by \$9,880,000 for a total amount not-to-exceed \$26,200,000; and

WHEREAS, in November 2021, Metro and the County entered into Amendment No. 4 to amend the Agreement to increase the funding by \$1,250,000 for a total amount not-to-exceed \$27,450,000; and

WHEREAS, in February 2022, Metro and the County entered into Amendment No. 5 to amend the Agreement to increase the funding by \$1,470,000 for a total amount not-to-exceed \$28,920,000; and

WHEREAS, in February 2023, Metro and the County entered into Amendment No. 6 to amend the Agreement to expand the scope of services and to reallocate funding; and

WHEREAS, in June 2023, Metro and the County entered into Amendment No. 7 to amend the Agreement to expand the scope of services, to reallocate funding and extend the period of performance to August 31, 2023; and

WHEREAS, the Parties desire to enter into this Amendment No. 8 to amend the Agreement to extend the Term of the Agreement through June 30, 2027, and increase the funding by \$63,934,200 for a total amount not to exceed \$92,854,200.

NOW, THEREFORE, in consideration of the mutual covenants, promises and undertakings set forth herein and other consideration, the receipt and adequacy of which the Parties hereby acknowledge, the Parties hereby agree as follows:

AGREEMENT

1. Section 1 – Term of Agreement, is hereby deleted in its entirety and replaced as follows:

“1. Term of Agreement and Period of Performance: The term of this Agreement begins on July 1, 2018 and remains in place through June 30, 2027.

The Period of Performance of this Agreement shall be as follows:

Up to twenty-four (24) C3 Homeless Outreach Teams – September 1, 2023 through June 30, 2027.

Up to 150 (one-hundred and fifty) dedicated Interim Housing Beds – September 1, 2023 through June 30, 2027.

Eighty (80) Interim Housing Beds – July 1, 2021 through June 30, 2022.

Five (5) Generalist Outreach workers, One (1) Supervisor and Eighty (80) Interim Housing Beds – March 1, 2021 through June 30, 2021.

Up to 150 (one-hundred and fifty) dedicated Interim Housing Beds – January 1, 2023 through August 31, 2023.

The Parties may, by mutual written consent, execute another Amendment to extend the term of Agreement and period of performance.”

2. Section 2 – Purpose of Funds, is hereby deleted in its entirety and replaced as follows:

“2. Purpose of Funds: *The County shall use \$85,596,000 of the \$92,854,200 for SHSMA work order(s) with County contractor(s) who will provide:*

- A. Up to twenty-four (24) multidisciplinary outreach teams that will each provide field-based engagement/outreach services Monday through Sunday between the hours of 3am – 6pm at varying shifts, County recognized holidays excepted, for homeless individuals living in and around the Metro system as defined by Metro. The Parties may, by mutual written consent, modify the days of the week and/or time that the field-based engagement/outreach services are to be provided by the multidisciplinary outreach teams.
- B. Enhanced homeless outreach teams and related mental health, addiction, nursing, and other specialists, including peer navigators and other services required to serve individuals and families experiencing homelessness.
- C. Up to 150 interim housing/crisis shelter beds that will include supportive case management services and full wrap-around care for families and individuals in congregate or single occupancy sites around Los Angeles County at the approval of Metro. The interim housing program will serve as stabilization beds for Metro’s MDT

client referrals and will provide a direct linkage to permanent housing, a higher level of care or other interim housing programs operated by the County of Los Angeles. The interim housing partnerships will be operational and be available for client referrals for 24 hours a day, 7 days a week, including holidays.

The County shall obtain Metro’s written consent prior to issuing SHSMA work orders to perform work pursuant to this Agreement. Further, the County will bill Metro at a rate not to exceed 5% of total work order costs for administering this program from July 1, 2018, through June 30, 2022. Beginning July 1, 2022, the County will bill Metro at a rate not to exceed 10% of total work order costs for administering this program.

The Parties may, by mutual written consent, execute another Amendment to reallocate and/or additional funds. For purposes of budgetary planning, the following shall constitute the maximum funding compensated for each term:

Term	SHSMA Work Orders	Administrative Costs	Total
7/1/18- 6/30/19	\$2,515,070	\$100,766	\$2,615,836
7/1/19- 6/30/20	\$3,669,344	\$247,000	\$3,916,344
7/1/20- 6/30/21	\$4,765,294	\$276,076	\$5,041,370
7/1/21- 6/30/22	\$7,088,956	\$247,000	\$7,335,956
7/1/22- 6/30/23	\$6,444,129	\$644,413	\$7,088,542
7/1/23-8/31/23	\$2,656,320	\$265,632	\$2,921,952
9/1/23 – 6/30/24	\$14,409,000	\$1,440,900	\$15,849,900
7/1/24 – 6/30/25	\$14,571,000	\$1,457,100	\$16,028,100
7/1/25 – 6/30/26	\$14,571,000	\$1,457,100	\$16,028,100
7/1/26 – 6/30/27	\$14,571,000	\$1,457,100	\$16,028,100
Total	\$85,261,113	\$7,593,087	\$92,854,200

The funding shall not exceed the total contract value of \$92,854,000 for the term of the Agreement. Work Orders and Budgets will be agreed upon by the Parties. Any unspent funds can be allocated for services in future budget years with written notification of the Parties.

3. Except as expressly amended hereby, the Letter of Agreement for Multidisciplinary

Street-Based Engagement Services, Amendment Number One, Amendment Number Two, Amendment Number Three, Amendment Number Four, Amendment Number Five, and Amendment Number Six remain in full force and effect as originally executed. All rights and obligations of the parties under the Letter of Agreement, Amendment Number One, Amendment Number Two, and Amendment Number Three, Amendment Number Four, Amendment Number Five, Amendment Number Six, and Amendment Number Seven that are not expressly amended by this Amendment shall remain unchanged by this Amendment.

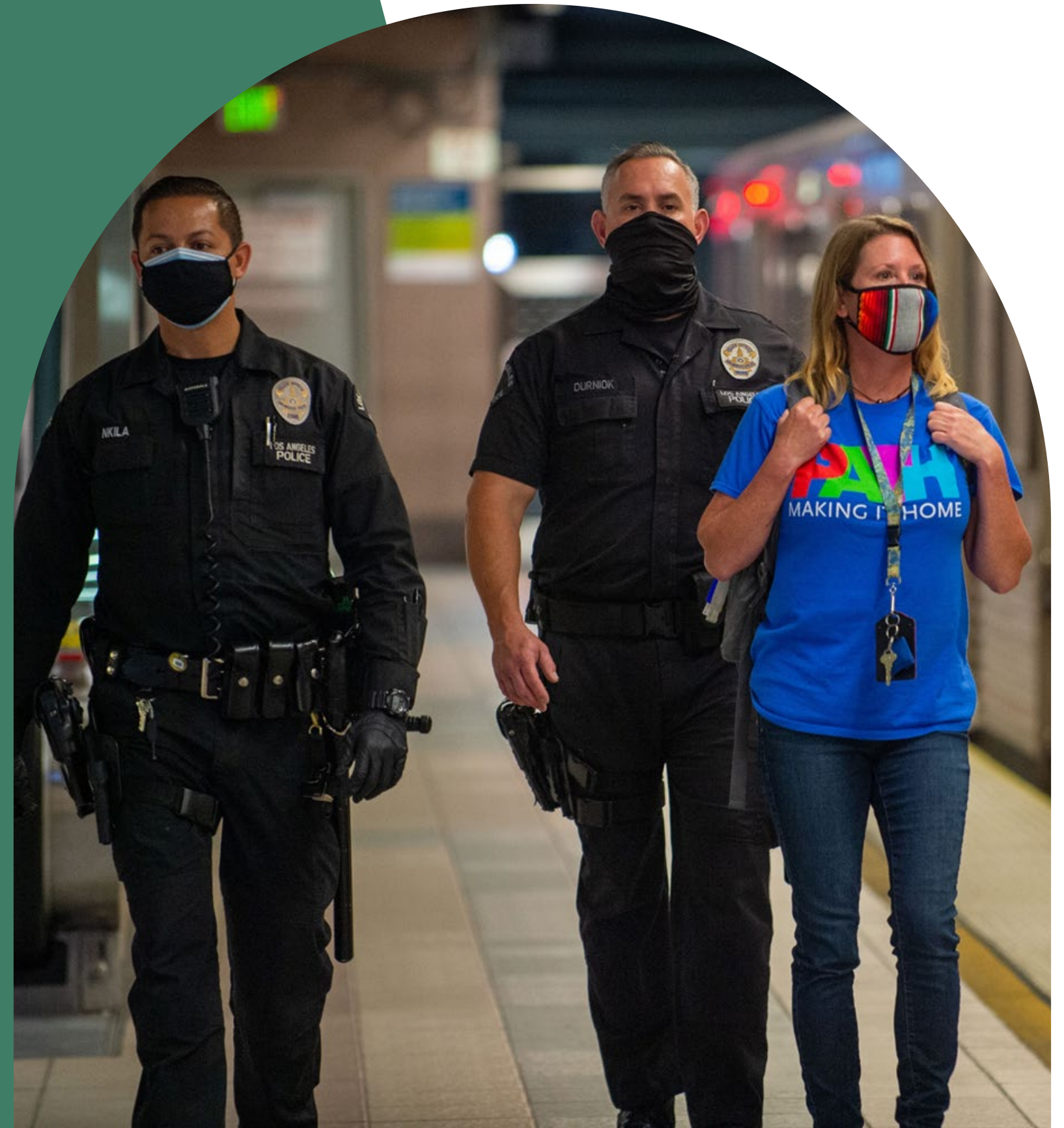
IN WITNESS WHEREOF, the Board of Supervisors of the County of Los Angeles has caused this Amendment to be executed by the County's Director of Health Services and the Los Angeles County Metropolitan Transportation Authority on its behalf by its duly authorized officer, on the day, month, and year first above written.

LOS ANGELES COUNTY METROPOLITAN COUNTY OF LOS ANGELES
TRANSPORTATION AUTHORITY

DRAFT

Expanding the Scope of Metro's Partnership with DHS

Executive Management
Committee
June 2023



Homeless Outreach Program

Letter of Agreement (LOA) with the Department of Health Services (DHS) provides services that support Metro's comprehensive homeless outreach and engagement program. The LOA includes oversight of outreach teams and the provision of dedicated short-term crisis/interim housing beds to serve people experiencing homelessness on the Metro system.

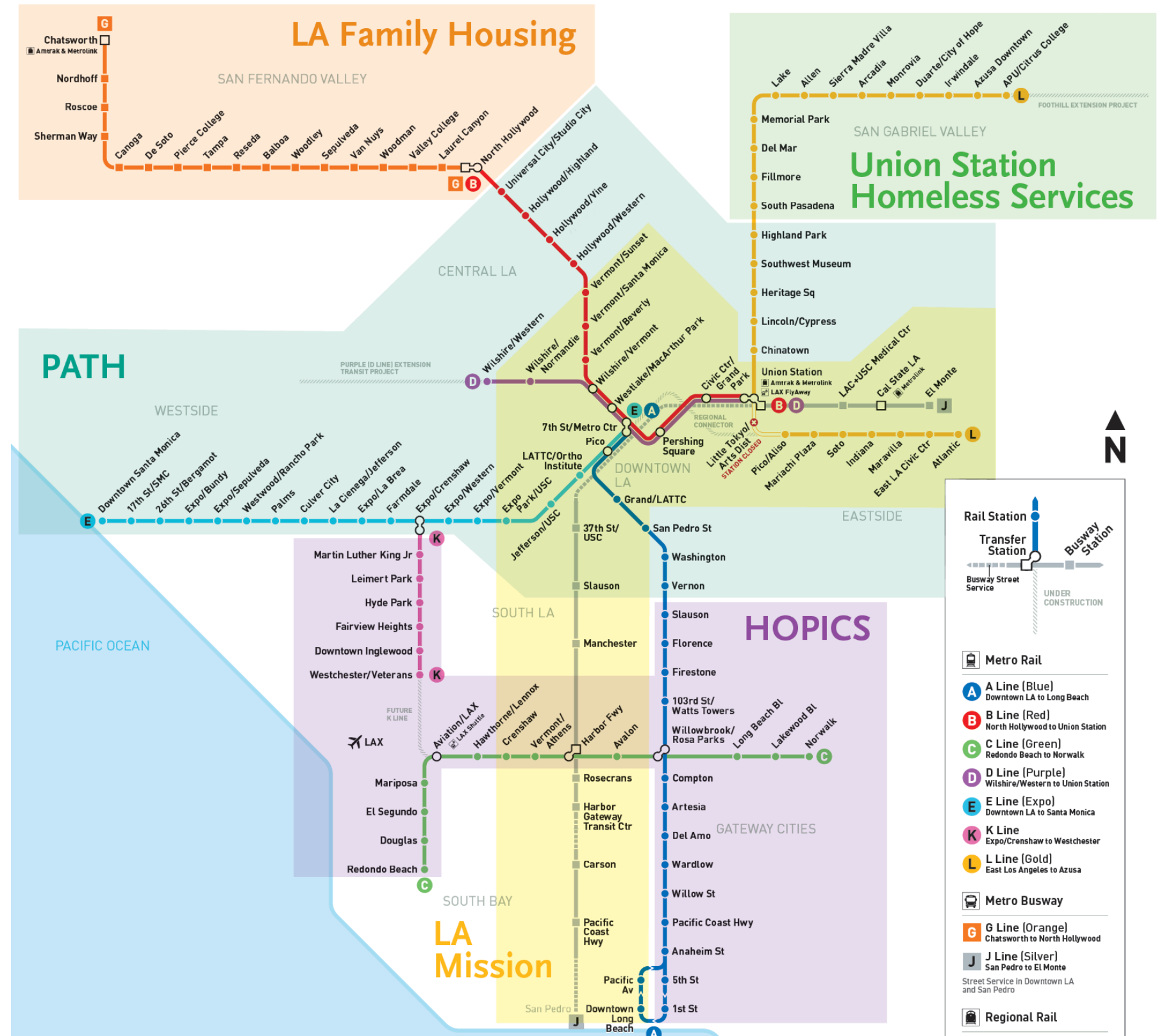
- Current LOA with DHS
 - 16 multidisciplinary teams across 5 agencies
 - 25 dedicated interim housing beds
 - Authorization for up to 150 interim housing beds
 - Cost for 5 years: \$28.92M
- Board Recommendation for Amendment #8
 - 24 MDTs
 - Authorization for up to 150 interim housing beds
 - Cost for 4 years: \$63.9M



Operationalization

The expansion to 24 teams will bring on a new homeless service provider as well as add teams to existing partners

MDTs use industry best practices and are geographically assigned to bus & rail lines in their respective coverage zones



What We Can Expect

- Expansion leads to increased outcomes
 - MDTs will continue to address a continuum of care service gap
 - Greater rate of contact with PEH
 - More people placed in permanent housing
- Interim beds = expedited placements
 - Metro-funded beds are cheaper than motel placements
 - Directly accessible by Metro-funded MDTs
- Impact to safety
 - Metro vehicles, stations and facilities are places not meant for human habitation
 - MDT interventions lead to housing placements, helping unhoused riders avoid potential dangers associated with sheltering on the system



What We Strive For

Current FY housing goal was 250 placed in both interim (IH) & permanent housing (PH)

- The 8 teams who have been operational have exceeded this goal
 - 298 Interim Housing placements
 - 238 Permanent Housing placements
- Tripling the teams to 24 means we can set a goal of up to 900 placements for FY 23-24
 - This achievable goal exceeds the number of People Experiencing Homelessness who were counted in 2022



Thank you





Board Report

File #: 2023-0319, **File Type:** Motion / Motion Response

Agenda Number: 23.

**EXECUTIVE MANAGEMENT COMMITTEE
OPERATIONS, SAFETY AND CUSTOMER EXPERIENCE COMMITTEE
JUNE 15, 2023**

SUBJECT: STATUS UPDATE - BUS STOP IMPROVEMENT PROGRAM

ACTION: RECEIVE AND FILE

RECOMMENDATION

RECEIVE AND FILE Bus Stop Improvement Plan status report.

ISSUE

A great transit experience starts at the bus stop or rail station. While Metro provides the transit service, the responsibility for maintaining bus stops falls on the 88 local cities and unincorporated areas of LA County that Metro and local bus lines serve. However, Metro is committed to improving the experience of the region's bus customers by collaborating and coordinating with local jurisdictions to ensure their residents who ride Metro and local buses have access to bus stops that are comfortable, well-designed and well-maintained.

Staff researched bus stop locations throughout the County and identified several areas where coordination between Metro and local jurisdictions is limited. In response to Motion 20 (2023-0184) by Directors Hahn, Mitchell, Najarian, Dupont-Walker and Horvath (Attachment A), staff is developing a Bus Stop Improvement Program (BSIP) that will provide regional coordination and inspire local jurisdictions to install bus stops that meet bus customers' needs and expectations. These are in addition to the ongoing efforts already underway in multiple jurisdictions throughout Los Angeles County.

This Receive and File report provides a status on the Bus Stop Improvement Program.

BACKGROUND

Metro is Los Angeles County's largest transit provider, with over 110 local bus routes that serve customers at more than 12,000 bus stops that are owned by various local jurisdictions. Metro's extensive service coverage provides essential transportation for residents across the County, with bus riders accounting for at least 70% of total Metro ridership. In 2022, 83% of Metro Bus riders used the service at least three days a week.

Customers rely on Metro's service for a safe, reliable, and convenient transportation experience, and the agency is constantly working to improve services. Bus stop amenities that enhance the customer experience include street lighting, benches, shelters, and trash receptacles. However, Metro does not own or maintain the majority of bus stops served by Metro buses. While Metro owns the bus stop signs and signposts at most bus stops, each municipality is responsible for installing and maintaining bus stop infrastructure, including amenities and furniture. This leads to inconsistencies in the quality of bus stops across the region with many lacking the most basic amenities. Metro recognizes that municipalities have their unique priorities and competing needs.

There are numerous examples of Metro-initiated efforts that already provide guidance on how to enhance infrastructure, access, and experience at bus stops. These include:

- First/Last Mile Strategic Plan (2014),
- Transfers Design Guide (2018),
- Metro Program Management Plan (2016),
- Metro Vision 2028 Strategic Plan (2018),
- Understanding How Women Travel (2019),
- Metro Integrated Station Design Solutions (2018-2021),
- Customer Experience Plan (2020, 2022),
- Metro Sustainability Strategic Plan (2020),
- Metro Long-Range Transportation Plan (2020),
- Metro Transit Service Policies and Standards (2020),
- Better Bus Program Full Strategy (2021),
- Metro Adjacent Development Handbook (2021),
- LA28 Mobility Concept Plan (2022/23), and
- Gender Action Plan (2022).

Local jurisdictions develop guidelines for bus stop enhancements and determine funding sources as a possible means to implement bus stop improvements. Through the preceding programs, studies, and initiatives, Metro is committed to proactively continue working with local municipalities in finding ways to improve the customer experience at all bus stops in our region.

Funding sources such as Local Return from Proposition A, Proposition C, Measure R, and Measure M are eligible for bus stop improvements. Working together, Metro and local leaders can ensure that customers have access to safe and well-maintained bus stops that meet their needs.

By building strong relationships with municipalities and other regional transit providers who use city bus stops, Metro can work collaboratively to find innovative solutions to enhance bus stop infrastructure and amenities.

DISCUSSION

For the majority of Metro customers, bus stops are the point of entry into the Metro system, and a safe and comfortable waiting space is essential in encouraging people to choose public transit as their preferred mode of transportation. Prioritizing improvements at high-ridership bus stops and ensuring they are safe, accessible, and clean is of utmost importance. The absence of lighting at bus

stops creates a feeling of an unsafe environment, while the lack of shelters or shade exposes riders to extreme weather conditions. Additionally, a lack of seating can be particularly challenging for people with limited mobility and for older adults. Unclean bus stops also discourage residents from fully utilizing the Metro system. Waiting in the heat with no protection from the sun and no seat can be a difficult daily experience for many bus riders and can even deter some from taking public transit altogether. Considering that the average trip taken on Metro Bus is less than five miles, and around half of the journey time is spent waiting for the bus, the waiting environment significantly affects a bus rider's experience. Bus stops are also the visible face of Metro in many communities, and when the waiting environment is inviting and comfortable, it enhances the image of public transportation and Metro as a whole.

According to Metro's 2022 *Customer Experience Plan*, of the 12,268 bus stops, only 46% have seating, 24% have a shelter, 56% have streetlights within 50 feet, and more than half of stops lack important provisions for people with limited mobility.

To improve the regional bus stop infrastructure, staff continues to actively collaborate with the region's Councils of Government (COGs) and local jurisdictions and coordinate with other transit agencies that share bus stops with Metro. Working together is the key to ensuring the region's transit customers have access to safe, clean, and convenient bus stops that meet their needs.

In addition, the BSIP aims to improve regional bus stop infrastructure by gathering all available technical information and potential funding sources related to bus stops and their improvements and making it available in a portal. The BSIP provides a collective vision and approach that considers the needs of county residents who use Metro and other transit partners options daily, while balancing local jurisdictions operational constraints and realities. Through the BSIP, Metro aims to facilitate the implementation of strategies that will improve regional bus stop locations and enhance the overall transit experience for all bus riders.

Working with stakeholders in the City and County of Los Angeles, representatives from non-governmental and community-based organizations, and other stakeholders, Metro is developing the Bus Stop Improvement Program that includes the following:

- Methodology on how to prioritize bus stop investments in our region;
- Exploration of applicable *global* best practices that could further enhance the bus stop experience and increase bus stop investments;
- Partnering strategies with regional stakeholders to create community support and accountability in installing and maintaining bus stop investment benefits over time; and
- Explanation of Metro's funding role for bus stop investments.

Metro envisions bus stops as functioning community assets. Bus stops should inform users of upcoming arrivals or service disruptions; they should shelter riders from heat and rain; and they should be activated and transformed into points of civic pride. Metro is prioritizing improvements to bus stops in Equity Focused Communities (EFC).

In an attempt to develop an initial prioritized list of bus stop improvement locations to assist local

jurisdictions, Metro enhanced its existing GIS tool to map all the bus stops that are used by Metro including those shared with other transit providers in the region with multiple layers of data that include:

- Equity Focused Communities and Disadvantaged Communities (DAC) data,
- California Heat Assessment Tool (CHAT) data,
- Public Safety Incident reports from national, state, and local law enforcement agencies,
- Street Light Proximity,
- Tree canopy coverage, and
- Ridership.

Staff used the preceding as equally weighted criteria to rank the over 12,000 Metro bus stops. A total score was calculated for each bus stop, with a maximum possible normalized value of 100. All 12,000+ stops were then sorted by the total score; the bus stop with the highest score ranked first.

An initial list of 1,500 priority bus stop locations was identified. These include 750 stops within the City of Los Angeles, and 750 bus stops in unincorporated Los Angeles County. Staff has also mapped onto the GIS tool using the above criteria priority locations that could be found in each of the 62 other jurisdictions where Metro's buses stop. The intent of the initial mapping effort is to understand how bus stop investments already being addressed by the cities and the County of Los Angeles could align with those bus stops that Metro identified as high priority.

Attachment B lists the 153 bus stops in the region that have scored the highest based on the above criteria. This is an initial list based on the data available to staff and using the criteria and prioritization process described above. *The list is subject to re-prioritization as we engage with stakeholders based on location-specific information.*

REGIONAL BUS STOP PORTAL

Staff is developing a Bus Stop Resource Portal that will be a one-stop-shop for all the tools, resources, and information necessary to carry out regional bus stop improvement efforts. The portal will feature the Metro GIS tool with multiple analytical capabilities and map outputs, the documents previously mentioned, and other technical tools and best practice resources for bus stop design.

Additionally, the portal will include information on potential funding and grant sources for bus stop improvements and a directory of key staff working on bus stops in each of the local jurisdictions. Staff anticipates launching the portal in Fall 2023 and looks forward to providing this valuable resource to our stakeholders. This portal will be public facing with all the resources downloadable for use by anyone in the region; especially by our strategic partners who are involved in regional bus stop work and improvements.

BUS STOP SUMMIT

Metro serves a vast population of 13 million people, which necessitates the provision of inclusive services for all abilities.

On May 8, 2023, Metro staff kicked off the development of a bus stop summit to bring together stakeholders interested in improving bus stops. The summit will be held in Winter 2023/24. The summit is expected to consist of a series of charettes, plenary sessions, technical sessions, exhibitions, and field trips.

The charettes are planned to involve advocacy organizations, youth groups, staff from local jurisdictions, academic partners, and residents to discuss the needs of customers, particularly older adults and people with mobility impairments; and how bus stops can be improved to enhance access and safety for these users. The summit is also anticipated to feature several sessions, including plenary sessions, technical sessions, an exhibition of prototypes of bus stop amenities, and site visit field trips. The plenary sessions will have keynote speakers and industry leaders discussing a wide range of topics, such as new technologies, policy trends, and sustainable development related to bus stops. The technical sessions will have focused discussions on specific aspects of bus stops, allowing experts to share their knowledge and expertise.

Additionally, the exhibition is also expected to showcase the latest products and innovations related to bus stops. This will allow attendees to experience new technologies and products that can help improve bus stops and make them more accessible and user-friendly. Finally, the site visit field trips will allow participants to visit bus stop locations and better understand site-specific challenges associated with bus stops and amenities.

Staff has begun outreach to organize with and promote the summit to the Metro Sustainability Council, Metro's Technical Advisory Committee, City and County of LA, other cities in the County of LA, General Managers of regional transit providers, various Non-Governmental Organizations and Community-Based Organizations, aging and disabled community members, the region's colleges and universities, potential public and private partnership organizations, and others.

Staff is also exploring bus stop policy and infrastructure research collaboration work with UCLA and USC, alongside research institutions that are not based in universities.

FUNDING

Metro has implemented sales tax measures R (2008) and M (2016), and Proposition A (1980) and Proposition C (1990) to improve LA County's local public transit, paratransit, and related transportation infrastructure; an apportionment of funding is distributed directly as pass-through funds to municipalities on a per-capita basis as "Local Return" funding. Municipalities may utilize Local Return funding for bus stop improvements, but funding is discretionary, and cities may apply funding for other defined uses. Metro continues to compile an inventory of potential transportation funding sources to share with local jurisdictions and assist them in delivering bus stop improvements. These funding sources include Metro-controlled and pass-through sources as well as formula and competitive programs. Depending on the project, local return funding could be used by cities and municipal transit operators to fund their local bus stop capital, maintenance, and program expenses.

All available funding information, including potential grants, will be made available in the Regional

Bus Stop Portal as well as discussed in more detail during the Bus Stop Summit.

AUDIT

Metro conducts yearly audits of local return funding. As part of these audits moving forward, Metro will review if local jurisdictions spend their money on bus stop improvements.

The audit will help to identify how much money is being spent on bus stops and could identify areas where a jurisdiction is spending less on bus stops but with a high demand for public transportation. This would help inform which jurisdictions should allocate deobligated funds to improve the public transportation infrastructure in those areas.

Through Metro's intervention, a more coordinated effort could lead to a program that can adequately monitor and improve upon regional bus stop investment.

OTHER ACTIVITIES

Over and above these activities that respond to Board Motion 20, Metro staff is also tracking AB64 (Bryan) related to street furniture data. This bill requires the California Department of Transportation (Caltrans) to develop guidelines for data sharing, documentation, public access, quality control, and promotion of open-source and accessible platforms and decision support tools related to street furniture data; and requires Caltrans, in consultation with the Office of Planning and Research, to use the California Minimum General Transit feed Specification guidelines to integrate statewide and publicly accessible street furniture data on a statewide integrated data platform.

EQUITY PLATFORM

Demographic data from Metro's 2022 Customer Experience Rider Survey shows that:

- 83% of Metro riders reported a household income of under \$50,000 a year;
- 83% of riders use Metro Bus at least three days a week;
- Metro Bus service improvements implemented as part of the NextGen Bus Plan increased access to frequent service (10 minutes or better) by 20%.

Metro adopted Equity Focus Communities in 2019 to identify the greatest transportation needs and updated the designation in 2022. EFCs identify and focus improvements on locations where there are higher concentrations of residents with mobility barriers (households earning less than \$60,000 per year), Black, Indigenous, and People of Color (BIPOC) populations, and households that do not have a car. There are 6,559 Metro bus stops located in DACs and 4,673 Metro bus stops located in EFCs. Only approximately 15% of Metro bus stops in EFCs and 19% of Metro bus stops in DACs have a shelter or are located within two feet of tree canopy. Therefore, it is inevitable that these populations are most susceptible to the public health impacts of increasing temperatures brought about by extreme weather events.

The Bus Stop Shelter Improvement Program aims to provide the guidance and support to municipalities to enhance existing bus stop conditions in their jurisdictions. The program will provide the opportunity to improve upon the following baseline conditions based on the 2022 Customer

Experience Plan data:

- 24% Metro bus stops that have shelters;
- 46% Metro bus stops that have seating;
- 56% Metro bus stops that have street lights within 50 feet; and
- 2% Metro bus stops that have real-time information displays.

Many of the initially prioritized bus stop locations identified in EFCs will be receiving the greatest benefits from the implementation of the program. As DACs were also part of the analysis, ensuing programs, outreach, and investments are also areas that will benefit from this program as they also overlap with EFCs.

As Los Angeles prepares to host the 2028 Summer Olympic and Paralympic Games, enhancing regional bus stop infrastructure will require active facilitation with LA County and the 63 jurisdictions Metro serves, along with continuous coordination with the transit agencies that share bus stops with Metro. Metro embraces the opportunity to work collectively with county jurisdictions to provide world-class bus stops that residents of Los Angeles County need and deserve.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

This report supports Metro's second and fourth Strategic Plan Goals. Goal 2: Deliver outstanding trip experiences for all users of the transportation system. Goal 4: Transform LA County through regional collaboration and national leadership.

Further, the Bus Stop Improvement Program is a direct response to the priority needs outlined in Motion 20, and those needs identified in Metro customer experience surveys and in the 2022 Metro Customer Experience Plan to improve bus stops as gateways to the Metro system. Consequently, improvement on Metro's bus stops will also translate to anticipated improvements on bus stops that Metro shares with other transit agencies.

NEXT STEPS

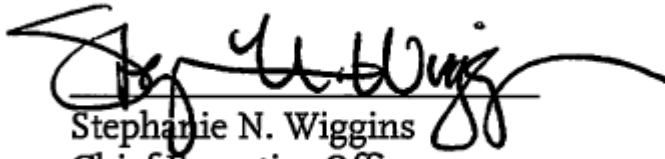
1. Continue outreach to local stakeholder groups, cities, and Councils of Governments.
2. Launch the bus stop information portal by Fall 2023
3. Host the bus stop summit in Fall/Winter 2023/2024

ATTACHMENTS

Attachment A - Motion 20, Bus Stop Shelter Motion
Attachment B - List of Prioritized Bus Stops in the Region

Prepared by: Cris B. Liban, Chief Sustainability Officer, (213) 922-2471

Reviewed by: Nicole Englund, Chief of Staff, (213) 922-7950



Stephanie N. Wiggins
Chief Executive Officer



Board Report

File #: 2023-0184, **File Type:** Motion / Motion Response

Agenda Number: 20.

**EXECUTIVE MANAGEMENT COMMITTEE
MARCH 16, 2023**

Motion by:

DIRECTORS HAHN, MITCHELL, NAJARIAN, DUPONT-WALKER, AND HORVATH

Metro Bus Shelters Motion

The overwhelming majority of transit riders taking Metro depend on buses for their travel. In the final three months of 2022, Metro buses handled a weekday average of approximately 646,000 boardings every day. Metro operates more than 110 bus routes and serves over 12,000 bus stops, owned by 63 jurisdictions.

As part of Metro’s “Shade for All” effort in its 2022 Customer Experience Plan, Metro estimates that only 24% of bus stops served by Metro buses and other municipal transit operators have shelters, and only 46% have seating, which exacerbates conditions for people with limited mobility and older adults. Moreover, in the summer most of Metro’s bus stops are located in areas where temperatures average 97 degrees in the middle of the day, and a shade structure could lower that temperature by 25 to 40 degrees. Additionally, at night, many bus stops lack lighting that make transit riders feel safer and more visible.

Bus shelters are almost always the responsibility of the local jurisdiction in which they are located. Several cities have invested heavily in providing shelters to support transit riders, but more can be done. Each city in LA County receives a local return from LA County’s Propositions A and C and Measures R and M, which helps fund things like bus shelters, benches, and other local transit needs.

Metro has committed to providing technical assistance to cities, which is a step in the right direction. However, in many cases, cities may still not recognize the need, or may face other constraints. In these circumstances, Metro can provide its data and expertise to alleviate this glaring challenge across the Metro system. Metro can also help local jurisdictions with scarce resources deliver bus stop improvements.

SUBJECT: METRO BUS SHELTERS MOTION

RECOMMENDATION

APPROVE Motion by Directors Hahn, Mitchell, Najarian, Dupont-Walker, and Horvath that the Board

direct the Chief Executive Officer to:

- A. Identify priority bus stops within each local jurisdiction based upon data, including but not limited to:
1. Ridership per line and stop;
 2. Existing bus stop amenities such as seating, shelters, and lighting
 3. Heat island index
 4. EFCs
 5. Safety related incidents over the last three year
- B. Share all available bus stop data with each applicable jurisdiction;
- C. Inventory transportation funding sources which can be leveraged to help local jurisdictions deliver bus stop improvements, including Metro-controlled and pass-through sources as well as both formula and competitive programs;
- D. Recommend technical, financial, and other ways for Metro to support bus stop improvements by local jurisdictions, prioritizing such improvements in Equity Focus Communities;
- E. In consultation with jurisdictions, host a bus stop summit to review the state of bus shelters, including examples of best practices and a vendor showcase;
- F. As part of the annual local return audit, report on the progress of installing and maintaining bus stop amenities by jurisdiction; and
- G. Report back on the above action items in 120 days.

Attachment B. List of Priority Bus Stop Locations in the Region

STOP LOCATION	City	Council District	Supervisorial District	SCORE						
				Light	Ridership	Public Safety	CHAT	DAC	EFC	Total Score*
WILSHIRE / ALVARADO	Los Angeles	1	1	20.00	9.33	7.79	15.87	20.00	20.00	77.49
WILSHIRE / ALVARADO	Los Angeles	1	1	20.00	9.48	6.58	15.87	20.00	20.00	76.60
6TH / BONNIE BRAE	Los Angeles	1	1	20.00	2.25	8.28	17.40	20.00	20.00	73.28
PACIFIC / ZOE	Huntington Park	NA	4	20.00	1.29	9.43	15.76	20.00	20.00	72.07
7TH / MAPLE	Los Angeles	14	1	13.90	2.43	11.90	18.16	20.00	20.00	71.99
GAGE / PACIFIC	Huntington Park	NA	4	20.00	2.75	9.43	13.76	20.00	20.00	71.62
8TH / MAPLE	Los Angeles	14	1	20.00	0.78	5.41	18.16	20.00	20.00	70.29
VAN NUYS STATION	Los Angeles	6	3	20.00	10.26	0.74	13.00	20.00	20.00	70.00
7TH / ALVARADO	Los Angeles	1	1	20.00	5.80	4.78	13.36	20.00	20.00	69.95
WESTERN / SLAUSON	Los Angeles	8	2	19.71	5.97	3.84	13.80	20.00	20.00	69.43
8TH / SAN JULIAN	Los Angeles	14	1	20.00	0.42	4.47	18.16	20.00	20.00	69.20
TERMINAL 28 - EAST LOT	Los Angeles	14	1	20.00	4.28	3.64	15.13	20.00	20.00	69.20
SLAUSON / SOTO	Huntington Park	NA	4	20.00	1.83	9.43	11.74	20.00	20.00	69.16
CESAR E CHAVEZ / SOTO	Los Angeles	14	1	18.18	5.90	2.20	16.18	20.00	20.00	68.71
MARENGO / BRITTANIA	Los Angeles	14	1	19.08	7.04	2.20	14.10	20.00	20.00	68.69
SUNSET / WESTERN	Los Angeles	13	3	20.00	3.85	5.97	12.58	20.00	20.00	68.67
VAN NUYS / CHASE	Los Angeles	6	3	20.00	5.81	2.90	13.57	20.00	20.00	68.56
TERMINAL 28 - WEST LOT	Los Angeles	14	1	20.00	3.59	3.55	15.13	20.00	20.00	68.55
VERMONT / VERNON	Los Angeles	9	2	20.00	4.63	2.09	15.51	20.00	20.00	68.52
6TH / WITMER	Los Angeles	1	1	17.69	4.51	4.13	15.81	20.00	20.00	68.45
SANTA MONICA / WESTERN	Los Angeles	13	3	20.00	7.85	1.71	12.49	20.00	20.00	68.37
HARBOR TRANSITWAY \ MANCHESTER	Los Angeles	8	2	20.00	4.78	3.91	13.21	20.00	20.00	68.25
SLAUSON / SEVILLE	Huntington Park	NA	4	20.00	0.73	9.43	11.74	20.00	20.00	68.25
SAN PEDRO / PICO	Los Angeles	14	1	20.00	1.07	2.65	18.16	20.00	20.00	68.23
6TH / GRAND VIEW	Los Angeles	1	1	20.00	0.66	7.83	13.36	20.00	20.00	68.21
CENTRAL / OLYMPIC	Los Angeles	14	1	20.00	1.67	1.98	18.16	20.00	20.00	68.17
SOTO / SLAUSON	Huntington Park	NA	4	20.00	0.61	9.43	11.74	20.00	20.00	68.15
BROADWAY / WASHINGTON	Los Angeles	9	2	20.00	3.33	3.32	14.88	20.00	20.00	67.94
GRAND / 14TH	Los Angeles	14	1	20.00	0.39	5.93	15.13	20.00	20.00	67.87
ALVARADO / WILSHIRE	Los Angeles	1	1	15.40	5.96	6.71	13.36	20.00	20.00	67.86
GAGE / SALT LAKE	Huntington Park	NA	4	20.00	0.12	9.43	11.87	20.00	20.00	67.84
SLAUSON / BICKETT	Huntington Park	NA	4	20.00	0.24	9.43	11.74	20.00	20.00	67.84
FIRESTONE / GARDEN VIEW	South Gate	NA	4	20.00	0.25	9.56	11.54	20.00	20.00	67.79
FIRESTONE / GARDEN VIEW	South Gate	NA	4	20.00	0.21	9.56	11.54	20.00	20.00	67.76
VERMONT / 3RD	Los Angeles	13	2	19.74	6.55	3.14	11.86	20.00	20.00	67.74
CALIFORNIA / SOUTHERN	South Gate	NA	4	20.00	0.18	9.56	11.36	20.00	20.00	67.58
FLORENCE \ PACIFIC	Huntington Park	NA	4	20.00	4.26	1.05	15.76	20.00	20.00	67.56
SOTO / CESAR E CHAVEZ	Los Angeles	14	1	15.65	6.91	2.22	16.18	20.00	20.00	67.47

*The total score is the sum of the six individual criteria scores, multiplied by a factor of 5/6, which normalizes the six criteria to a scale with a maximum score of 100.

STOP LOCATION	City	Council District	Supervisorial District	SCORE						
				Light	Ridership	Public Safety	CHAT	DAC	EFC	Total Score*
WESTERN / HOLLYWOOD	Los Angeles	13	3	20.00	3.01	5.12	12.58	20.00	20.00	67.26
WESTERN / SLAUSON	Los Angeles	8	2	20.00	3.05	3.84	13.80	20.00	20.00	67.24
FLORENCE \ SEVILLE	Huntington Park	NA	4	20.00	3.62	1.30	15.76	20.00	20.00	67.23
SAN PEDRO / 14TH	Los Angeles	14	1	20.00	0.38	2.07	18.16	20.00	20.00	67.17
7TH / GARLAND	Los Angeles	1	1	20.00	1.04	7.05	12.51	20.00	20.00	67.16
HARBOR TRANSITWAY \ SLAUSON	Los Angeles	9	2	20.00	3.48	2.60	14.51	20.00	20.00	67.16
VERMONT / VENICE	Los Angeles	1	1	20.00	4.77	1.82	13.96	20.00	20.00	67.12
MAIN / CESAR E CHAVEZ	Los Angeles	14	1	20.00	0.00	6.98	13.55	20.00	20.00	67.11
FIRESTONE / RHEEM	South Gate	NA	4	20.00	0.27	9.56	10.68	20.00	20.00	67.10
FIRESTONE / ALEXANDER	South Gate	NA	4	20.00	0.27	9.56	10.68	20.00	20.00	67.10
GAGE / PACIFIC	Huntington Park	NA	4	14.56	2.68	9.43	13.76	20.00	20.00	67.02
WILSHIRE / VERMONT	Los Angeles	10	2	14.48	4.62	5.32	15.94	20.00	20.00	66.96
WESTERN / OLYMPIC	Los Angeles	10	2	20.00	4.35	3.03	12.95	20.00	20.00	66.94
SAN PEDRO / 12TH	Los Angeles	14	1	18.34	0.61	3.21	18.16	20.00	20.00	66.93
PICO / UNION	Los Angeles	1	1	20.00	3.23	2.20	14.86	20.00	20.00	66.91
VERMONT / MARTIN LUTHER KING JR	Los Angeles	9	2	20.00	5.45	1.41	13.40	20.00	20.00	66.88
VENICE / WESTERN	Los Angeles	10	2	20.00	4.82	1.75	13.66	20.00	20.00	66.86
WESTERN / EXPOSITION	Los Angeles	8	2	17.14	8.72	1.84	12.49	20.00	20.00	66.82
WILLOWBROOK - ROSA PARKS STATION - WEST	Unincorporated	NA	2	20.00	6.94	2.72	10.48	20.00	20.00	66.78
8TH / ALVARADO	Los Angeles	1	1	14.78	2.66	4.62	17.85	20.00	20.00	66.60
CRENSHAW / SLAUSON	Los Angeles	8	2	20.00	5.17	1.98	12.71	20.00	20.00	66.55
GRAND / PICO	Los Angeles	14	1	16.45	0.24	8.01	15.13	20.00	20.00	66.52
PACIFIC / FLORENCE	Unincorporated	NA	4	20.00	7.15	1.10	11.43	20.00	20.00	66.40
CENTRAL / 12TH	Los Angeles	14	1	20.00	0.53	0.97	18.16	20.00	20.00	66.38
VERMONT / ADAMS	Los Angeles	8	2	20.00	5.62	2.18	11.81	20.00	20.00	66.34
FLORENCE \ PACIFIC	Unincorporated	NA	4	20.00	6.77	1.30	11.46	20.00	20.00	66.28
SANTA ANA / CALIFORNIA	Huntington Park	NA	4	20.00	0.13	9.43	9.98	20.00	20.00	66.28
VERMONT / MANCHESTER	Los Angeles	8	2	20.00	3.68	2.27	13.55	20.00	20.00	66.24
FLORENCE / BROADWAY	Los Angeles	9	2	20.00	2.76	2.20	14.53	20.00	20.00	66.24
6TH / BROADWAY	Los Angeles	14	1	16.63	4.57	18.25	0.00	20.00	20.00	66.21
SAN PEDRO / PICO	Los Angeles	14	1	18.36	0.35	2.51	18.16	20.00	20.00	66.16
SANTA MONICA / VINE	Los Angeles	13	3	20.00	4.70	2.42	12.25	20.00	20.00	66.14
7TH / CENTRAL	Los Angeles	14	1	16.66	1.31	3.23	18.16	20.00	20.00	66.13
OLYMPIC / UNION	Los Angeles	1	1	20.00	1.06	3.73	14.46	20.00	20.00	66.04
GRAND / 23RD	Los Angeles	9	1	20.00	1.76	2.60	14.88	20.00	20.00	66.04
PICO / FIGUEROA	Los Angeles	14	1	15.31	2.96	5.79	15.13	20.00	20.00	66.00
TWEEDY / ALEXANDER	South Gate	NA	4	20.00	0.29	9.56	9.29	20.00	20.00	65.95
BROADWAY / VERNON	Los Angeles	9	2	20.00	2.73	1.89	14.49	20.00	20.00	65.92
SAN PEDRO / 9TH	Los Angeles	14	1	17.01	1.97	1.93	18.16	20.00	20.00	65.90
WESTERN / FLORENCE	Los Angeles	8	2	20.00	3.60	2.07	13.41	20.00	20.00	65.90

*The total score is the sum of the six individual criteria scores, multiplied by a factor of 5/6, which normalizes the six criteria to a scale with a maximum score of 100.

STOP LOCATION	City	Council District	Supervisorial District	SCORE						
				Light	Ridership	Public Safety	CHAT	DAC	EFC	Total Score*
VERMONT / PICO	Los Angeles	1	1	20.00	2.66	2.40	13.96	20.00	20.00	65.85
HILL / ORD	Los Angeles	1	1	20.00	2.04	3.39	13.55	20.00	20.00	65.81
BROADWAY / VENICE	Los Angeles	14	1	13.88	6.71	3.25	15.13	20.00	20.00	65.81
FIGUEROA / 23RD	Los Angeles	9	1	20.00	1.91	2.18	14.88	20.00	20.00	65.81
ARTESIA / OBISPO	Long Beach	NA	4	20.00	0.24	7.83	10.87	20.00	20.00	65.79
GAGE / MARCONI	Huntington Park	NA	4	16.53	0.30	9.43	12.67	20.00	20.00	65.77
HARBOR TRANSITWAY \ SLAUSON	Los Angeles	9	2	20.00	3.88	2.00	13.05	20.00	20.00	65.77
ARTESIA / PARAMOUNT	Long Beach	NA	4	20.00	0.30	7.83	10.72	20.00	20.00	65.71
GAGE / VERMONT	Los Angeles	8	2	20.00	0.96	2.81	15.02	20.00	20.00	65.66
VERNON / AVALON	Los Angeles	9	2	20.00	3.23	1.98	13.54	20.00	20.00	65.62
ARBOR VITAE / HINDRY	Inglewood	NA	2	20.00	0.42	7.30	10.96	20.00	20.00	65.56
FIGUEROA / 41ST	Los Angeles	9	2	20.00	0.58	2.58	15.48	20.00	20.00	65.53
8TH / BURLINGTON	Los Angeles	1	1	17.85	1.69	4.29	14.78	20.00	20.00	65.50
CRENSHAW / HYDE PARK	Los Angeles	8	2	20.00	1.28	3.08	14.16	20.00	20.00	65.43
GRAND / 23RD	Los Angeles	9	1	20.00	1.18	2.45	14.88	20.00	20.00	65.42
COMPTON / FLORENCE	Unincorporated	NA	2	20.00	1.93	2.29	14.21	20.00	20.00	65.36
BROADWAY / SLAUSON	Los Angeles	9	2	20.00	1.88	2.02	14.51	20.00	20.00	65.34
FIGUEROA / VENICE	Los Angeles	9	1	20.00	0.63	2.63	15.13	20.00	20.00	65.32
ATLANTIC / WHITTIER	Unincorporated	NA	1	20.00	3.34	2.63	12.42	20.00	20.00	65.31
VERMONT / 66TH	Los Angeles	8	2	20.00	0.61	2.74	15.02	20.00	20.00	65.31
GAGE / VERMONT	Los Angeles	9	2	20.00	1.11	2.74	14.51	20.00	20.00	65.30
CENTRAL / 114TH	Los Angeles	15	2	20.00	0.49	2.31	15.42	20.00	20.00	65.19
CRENSHAW / 67TH	Los Angeles	8	2	20.00	0.79	2.11	15.31	20.00	20.00	65.17
5TH / MAIN	Los Angeles	14	1	20.00	2.56	15.65	0.00	20.00	20.00	65.17
ATLANTIC / WHITTIER	Unincorporated	NA	1	20.00	3.29	3.05	11.80	20.00	20.00	65.11
FLORENCE / MIRAMONTE	Unincorporated	NA	2	20.00	1.89	2.63	13.61	20.00	20.00	65.11
WASHINGTON / GRAND	Los Angeles	9	1	20.00	0.96	2.27	14.88	20.00	20.00	65.09
VERNON / BROADWAY	Los Angeles	9	2	20.00	1.62	2.00	14.49	20.00	20.00	65.08
VERMONT / VENICE	Los Angeles	1	2	20.00	4.73	1.64	11.71	20.00	20.00	65.06
SANTA MONICA / NORMANDIE	Los Angeles	13	1	20.00	4.21	2.07	11.79	20.00	20.00	65.05
ADAMS / GRAND	Los Angeles	9	2	20.00	1.09	2.07	14.88	20.00	20.00	65.03
23RD / GRAND	Los Angeles	9	1	20.00	0.73	2.40	14.88	20.00	20.00	65.02
SUNSET / VINE	Los Angeles	13	3	20.00	2.09	4.00	11.93	20.00	20.00	65.01
SLAUSON / WESTERN	Los Angeles	8	2	17.72	3.39	3.86	13.04	20.00	20.00	65.01
3RD / UNION	Los Angeles	1	1	20.00	1.76	2.47	13.74	20.00	20.00	64.97
SLAUSON / COMPTON	Unincorporated	NA	2	20.00	2.70	1.23	14.01	20.00	20.00	64.96
AVALON / ANAHEIM	Los Angeles	15	4	20.00	0.98	2.81	14.14	20.00	20.00	64.94
FLORENCE / ALAMEDA	Huntington Park	NA	4	20.00	2.18	2.49	13.22	20.00	20.00	64.91
VERMONT / CENTURY	Los Angeles	8	2	20.00	4.22	1.64	12.03	20.00	20.00	64.90
VERMONT / WASHINGTON	Los Angeles	1	1	20.00	4.42	1.19	12.24	20.00	20.00	64.87

*The total score is the sum of the six individual criteria scores, multiplied by a factor of 5/6, which normalizes the six criteria to a scale with a maximum score of 100.

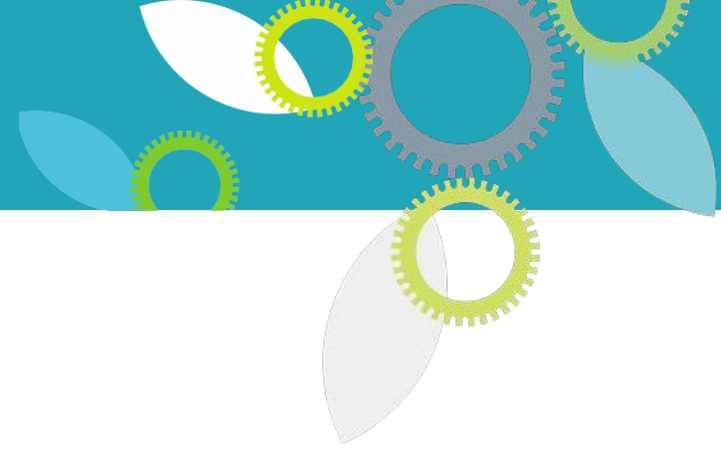
STOP LOCATION	City	Council District	Supervisorial District	SCORE						
				Light	Ridership	Public Safety	CHAT	DAC	EFC	Total Score*
WHITTIER / ARIZONA	Unincorporated	NA	1	20.00	2.54	2.85	12.44	20.00	20.00	64.86
VERMONT / 7TH	Los Angeles	10	2	15.86	0.87	5.14	15.94	20.00	20.00	64.84
VERNON / HOOVER	Los Angeles	9	2	20.00	0.63	1.66	15.51	20.00	20.00	64.83
MELROSE / WESTERN	Los Angeles	13	3	20.00	1.73	2.33	13.72	20.00	20.00	64.81
COMPTON / GAGE	Unincorporated	NA	2	20.00	1.37	2.18	14.21	20.00	20.00	64.80
WESTERN / ROMAINE	Los Angeles	13	3	20.00	1.05	2.85	13.80	20.00	20.00	64.76
WESTERN / VERNON	Los Angeles	8	2	20.00	3.82	1.89	11.99	20.00	20.00	64.75
HILL / VENICE	Los Angeles	14	1	17.98	0.94	3.64	15.13	20.00	20.00	64.74
ADAMS / SAN PEDRO	Los Angeles	9	2	20.00	1.41	1.93	14.34	20.00	20.00	64.73
MAPLE LOT	Los Angeles	14	1	20.00	5.02	12.64	0.00	20.00	20.00	64.71
WILLOWBROOK / COMPTON	Compton	NA	2	20.00	0.05	4.20	13.36	20.00	20.00	64.67
VERNON / AVALON	Los Angeles	9	2	20.00	1.49	1.89	14.21	20.00	20.00	64.66
FLORENCE / STAFFORD	Huntington Park	NA	4	20.00	0.92	0.88	15.76	20.00	20.00	64.62
FLORENCE / SANTA FE	Huntington Park	NA	4	20.00	1.85	2.47	13.22	20.00	20.00	64.62
HARBOR TRANSITWAY \ 37TH ST \ USC	Los Angeles	9	2	20.00	2.40	2.07	13.06	20.00	20.00	64.61
FLORENCE / JABONERIA	Bell Gardens	NA	4	20.00	0.85	4.89	11.79	20.00	20.00	64.61
ADAMS / MAPLE	Los Angeles	9	2	20.00	0.93	1.71	14.88	20.00	20.00	64.60
GAGE / ATLANTIC	Bell	NA	4	20.00	1.57	4.53	11.35	20.00	20.00	64.54
HOOVER / PICO	Los Angeles	1	1	19.52	1.08	2.74	14.10	20.00	20.00	64.53
FIGUEROA / 47TH	Los Angeles	9	2	20.00	0.51	1.98	14.95	20.00	20.00	64.53
FIGUEROA / 79TH	Los Angeles	8	2	18.30	1.08	4.06	13.99	20.00	20.00	64.53
CENTRAL / IMPERIAL	Los Angeles	15	2	20.00	0.26	1.71	15.42	20.00	20.00	64.49
MARTIN LUTHER KING JR / WESTERN	Los Angeles	8	2	20.00	2.60	2.78	11.99	20.00	20.00	64.47
PICO / GRAND	Los Angeles	14	1	12.70	0.88	8.64	15.13	20.00	20.00	64.46
FIGUEROA / WASHINGTON	Los Angeles	9	1	17.06	2.61	2.78	14.88	20.00	20.00	64.44
ADAMS / MAPLE	Los Angeles	9	2	20.00	0.87	2.11	14.34	20.00	20.00	64.44
ORD / BROADWAY	Los Angeles	1	1	20.00	0.12	3.66	13.55	20.00	20.00	64.43
GAGE / BROADWAY	Los Angeles	9	2	20.00	0.92	1.91	14.49	20.00	20.00	64.43
VERMONT / ATHENS STATION	Los Angeles	15	2	20.00	3.62	1.57	12.11	20.00	20.00	64.42
ATLANTIC / SLAUSON	Maywood	NA	4	20.00	3.33	1.98	11.98	20.00	20.00	64.40
FIGUEROA / 76TH	Los Angeles	8	2	20.00	0.51	4.20	12.57	20.00	20.00	64.40
CENTRAL / 112TH	Los Angeles	15	2	20.00	0.37	1.48	15.42	20.00	20.00	64.40
FIGUEROA / 76TH	Los Angeles	8	2	20.00	0.51	3.34	13.41	20.00	20.00	64.38
FIGUEROA / 79TH	Los Angeles	8	2	18.95	0.81	4.04	13.41	20.00	20.00	64.34
ROSECRANS / KINGSLEY	Gardena	NA	2	20.00	0.08	6.82	10.30	20.00	20.00	64.34

California Heat Assessment Tool (CHAT): CHAT was funded by the California Natural Resources Agency and was developed in 2019 to help state and local public health officials understand how heat vulnerability will change with increasing temperatures due to climate change. Metro’s bus stops were rated based on heat index, using data from the CHAT. CHAT’s Heat Health Action Index is a statistically weighted result of the social vulnerability, health, and environmental factors (including tree canopy) for each Census Tract and is intended to represent a community’s overall heat vulnerability. The Heat Health Action Index ranges from 0 to 100.

**The total score is the sum of the six individual criteria scores, multiplied by a factor of 5/6, which normalizes the six criteria to a scale with a maximum score of 100.*



Metro



Bus Stop Improvements Plan Report Back

Cris Liban, Sustainability Officer

June 15, 2023

Metro's Commitment: Improving the experience of our bus riders by collaborating and coordinating with local jurisdictions to ensure their residents who ride Metro and local buses have access to bus stops that are comfortable, well-designed and well-maintained.

Addressing Bus Stop Needs

Metro does not own the bus stop locations

- Shelter and Seating: Providing comfort for waiting passengers
- Safety and Security: Ensuring a secure environment
- Customer Experience: Enhancing overall satisfaction

Key to Success

Collaborating with local jurisdictions

- Jurisdictional Priorities: Recognizing differing needs and preferences
- Scarce Resources: Working together to optimize resource allocation
- Ensuring Sustainability: Maintenance is a crucial factor for long-term benefits



Metro

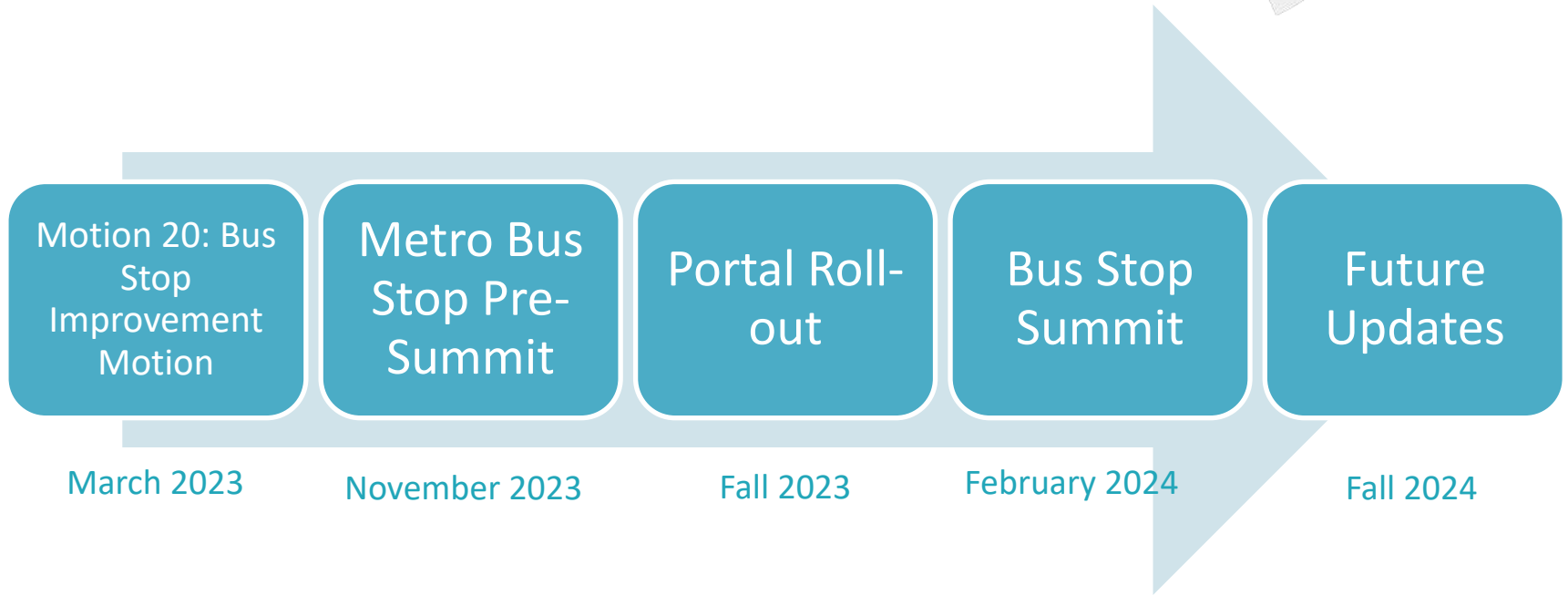
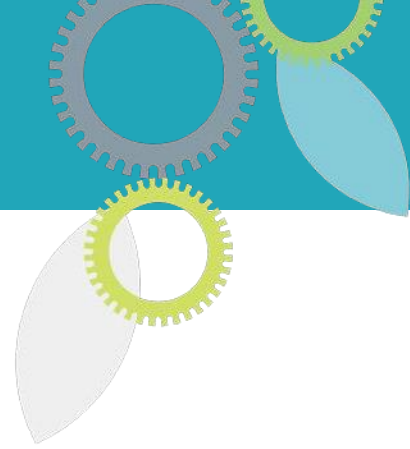
Bus Stop Related Activities

- Metro Initiatives and Technical Documents
- Metro Board Motions and Staff Response/Outcomes
 - Including Motion 20, March 2023 on Bus Stop Improvements
- Outreach and collaboration
 - Collaborating with stakeholders for input and feedback, working together to achieve common goals
- Bus Stop Portal
 - Centralized Information Hub, access to bus stop-related resources, interactive Maps
- Bus Stop Summit
 - Bringing together stakeholders for discussions and solutions through workshops and presentations, sharing best practices and innovative ideas



Near Term Timeline

Metro



**Board Report**

File #: 2023-0160, **File Type:** Motion / Motion Response**Agenda Number:** 25.

**EXECUTIVE MANAGEMENT COMMITTEE
OPERATIONS, SAFETY AND CUSTOMER EXPERIENCE COMMITTEE
JUNE 15, 2023****SUBJECT: BUS SENSOR TECHNOLOGY****ACTION: RECEIVE AND FILE****RECOMMENDATION**

RECEIVE AND FILE status report on Bus Sensor Technology.

ISSUE

At its February 23, 2023 meeting, the Board approved Item 14, Bus Sensor Technology Motion (Attachment A), by Directors Hahn, Horvath, Mitchell, Solis, and Krekorian. The motion directed the Chief Executive Officer to report back in June 2023 with recommendations on safety features such as Pedestrian Detection technology and the feasibility of (1) incorporating them into new bus procurements, (2) installing them into our existing bus fleets, in order to reduce pedestrian collisions and to ensure that bus operators are alerted in the event of a pedestrian-involved collision, and (3) exploring other emerging collision avoidance technologies, pursuant to Metro's Street Safety Data Sharing and Collaboration Policy and Action Plan.

BACKGROUND

Metro is in the process of concluding two separate passenger collision avoidance studies. In 2017 Metro partnered with New Flyer (NF), and the Center for Transportation and the Environment (CTE) on a Federal Transit Administration (FTA) grant funded study. The study evaluates commercially available collision avoidance systems on 40-foot transit buses operating in revenue service within downtown Los Angeles. The study was recently concluded, and the final report is anticipated in July 2023. Metro is also currently conducting an internal study with BYD to evaluate the effectiveness of MirrorEye electronic rear/side view monitors.

DISCUSSION**Mobileye Study with NF and CTE:**

The intent of the FTA grant funded study with NF and CTE was to identify five (5) commercial collision avoidance options and choose two (2) to install and test on Metro's transit buses. It is also important to note that this study was led by the FTA, and analysis led by CTE. Metro's role was to

provide the vehicles and facilitate the study as a participant. After initial vetting, it was determined that of the five options initially considered there was only one that was viable. Accordingly, the team moved forward in September 2019 to test Mobileye Shield + ADAS (Advanced Driver Assistance System) on 50 of Metro's 40' NF buses. Specifically, the features listed below, offered on Mobileye Shield + ADAS, were tested. (Please see Attachment B):

1. Lane Departure Warning with Display
2. Forward Collision Warning with Display
3. Pedestrian Detection/Pedestrian Warning with Left and Right Displays
4. Pedestrian Blindspot Monitoring

APAS (Advanced Pedestrian Alert System) integrates with Mobileye Shield + and provides an exterior audio alert to pedestrians when a bus is approaching.

Numerous technical challenges arose during the system interface and installation process, compounded by the circumstances brought about by the COVID-19 pandemic. These challenges led to delays in engineering support as Mobileye's engineering team was based in Israel. Additionally, the initial data collection was hindered by a high number of false positive and false negative alerts, hampering progress. Consequently, the system had to remain in stealth mode, collecting data without displaying warnings to operators until the project team could ensure its safety for activation.

By May 2021, the installation of Mobileye systems on all 50 buses was completed, with the system operating in stealth mode. In December 2021, 40 buses transitioned to active mode, enabling continued data collection until its conclusion in June 2022. However, the preliminary findings of the study yielded inconclusive results, lacking sufficient evidence to demonstrate safety improvements compared to transit buses without active systems.

Differentiating performance between the modified and non-modified buses proved challenging, as the observed differences were minor and difficult to attribute solely to the technology. Factors such as operating conditions, environmental variables, limited reliable data collection due to the use of GPS-speed data, assessing operator response, and the limited number of buses and mileage contributed to this difficulty. The project's data gathering and analysis section was not adequately detailed, limiting its ability to provide comprehensive insights.

By the time the project team recognized the necessity of an external data collection methodology to independently evaluate system effectiveness, insufficient budget remained to procure or utilize the required tools, such as wheel speed sensors on each bus. It was initially believed that the existing systems installed on Metro buses would suffice. The final report is expected to be available in July 2023.

MirrorEye study with BYD:

In addition to the Mobileye evaluation, Metro is also conducting a study on MirrorEye electronic rear/side view monitors. The California Highway Patrol (CHP) authorized Metro to test the MirrorEye on the G Line (Orange) buses for a period of five years. Metro and BYD are currently evaluating the effectiveness of MirrorEye electronic rear/side view monitors to provide legally required fields of view. Although the system was initially installed to mimic the rear-view mirrors, it enables useful features such as night vision and marking lanes. The system currently being studied does not provide alerts to

the operator but allows bus network integration, potentially enabling sensor automated functions. The evaluation is presently being conducted on five (5) 60-foot BYD buses and five (5) 40-foot BYD buses. This study is expected to conclude with published results by the Summer of 2024. (See **Figure 2**).

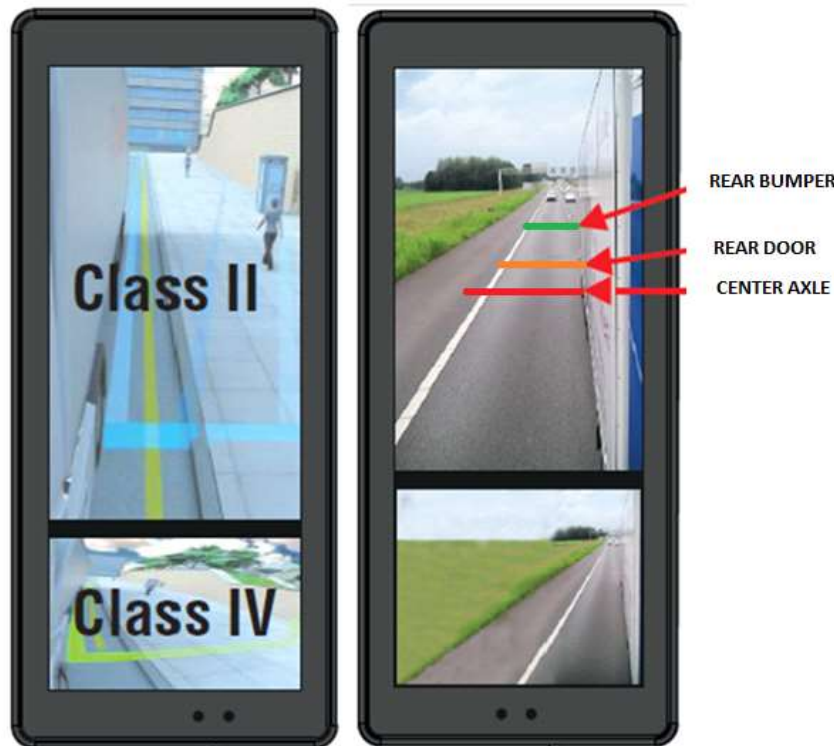


Figure 2

Staff Response to Board Motion Items:

In response to item (1) *incorporating them [Pedestrian Detection safety technology] into new bus procurements*, staff has included language in the Technical Specification for new bus procurements to include vehicle safety technologies such as: pedestrian detection, lane departure warning, and the capability to integrate Advance Driver Assistance from levels 0 to 5 as defined in SAE J3016_021806. A supplemental graphic from SAE International of J3016 is provided in Attachment C, but in summary:

- 0 - provides warnings and momentary assistance. Automatic emergency braking, blind spot warning, lane departure warning
- 1 - Provides steering OR brake/acceleration support, lane centering OR adaptive cruise control
- 2 - Provides steering AND brake/acceleration support, lane centering AND adaptive cruise control at the same time
- 3- Driver is not actively operating the vehicle unless instructed to by features. Technology will drive the vehicle under limited conditions. Example is full driving during a traffic jam

- 4 - Automated features will not require you to take over driving. Examples is a local driverless taxi. Vehicle pedals/steering may or may not be installed
- 5- Vehicle can operate autonomously under all conditions

In response to item (2) *installing them into our existing bus fleets, in order to reduce pedestrian collisions and to ensure that bus operators are alerted in the event of a pedestrian-involved collision*, staff is not recommending the retrofit of Mobileye on the existing system as the operational/system benefits are inconclusive, but will continue to assess technologies for the existing bus fleet as they mature and benefits are demonstrated.

In response to item (3) *exploring other emerging collision avoidance technologies* staff will continue to explore new technologies as they emerge and merit additional evaluation.

EQUITY PLATFORM

The technology is intended to improve traffic safety and reduce disproportionate harm for vulnerable road users. As noted in the Street Safety Policy, traffic violence kills and injures "Black, Latino, Native Hawaiian and other Pacific islander and unhoused residents as well as people walking and cycling at greater rates than other people."

There is great overlap between the project's service areas and areas that Metro defines as Equity Focus Communities. The improvements are targeted to benefit communities with some of the greatest mobility needs in Los Angeles County. The Project's service corridors are composed of 88 percent in Low-Income Communities as identified by AB 1550 (Figure 3 - Attachment D), 73 percent disadvantaged Communities as identified by SB 535 (Figure 4 - Attachment D), and 61% Equity Focus Communities as defined by Metro's EFC definition (Figure 5- Attachment D). The investment brings benefits to the community beyond the transit riders themselves: zero emissions, quieter exterior and interior noise not only attracts riders but provides a benefit to the community as well.

IMPLEMENTATION OF STRATEGIC PLAN GOALS

These recommendations support Goal #2, Deliver outstanding trip experiences for all users of the transportation system, Goal #3, Enhance communities and lives through mobility and access to opportunity, and Goal #5, Provide responsive, accountable, and trustworthy governance within the Metro organization.

NEXT STEPS

Staff will include language in the Technical Specifications for new bus procurements to include Pedestrian Detection safety technology.

Staff will continue to monitor the development of emerging Pedestrian Detection safety technologies and will pilot promising solutions to enhance safety on our bus network.

ATTACHMENTS

Attachment A - Motion # 2023-0102 by Directors Hahn, Horvath, Mitchell, Solis and Krekorian

Attachment B "Mobileye Shield V4 W/ Apas" Operator Reference-

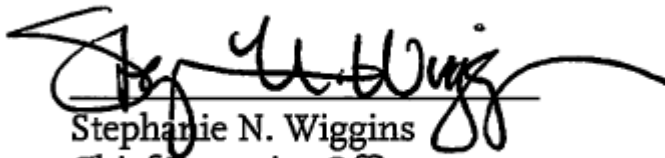
Attachment C - SAE J3016 Levels of Driving Automation

Attachment D - Equity Platform Figures 3 - 5

Prepared by: David Faulk, Deputy Executive Officer, Vehicle Engineering &
Acquisitions, (213) 922-3293

Jesus Montes, Senior Executive Officer, Vehicle Engineering & Acquisition, (213) 418-
3277

Reviewed by: Conan Cheung, Chief Operations Officer, (213) 418-3034



Stephanie N. Wiggins
Chief Executive Officer



Metro

Board Report

File #: 2023-0102, File Type: Motion / Motion Response

Agenda Number: 14.

**EXECUTIVE MANAGEMENT COMMITTEE
FEBRUARY 16, 2023**
Motion by:**DIRECTORS HAHN, HORVATH, MITCHELL, SOLIS, AND KREKORIAN**

Bus Sensor Technology

The Los Angeles County Metropolitan Transportation Authority (Metro) has a bus fleet of approximately 2,200 buses serving about 800,000 daily passenger boardings. Every day Metro moves hundreds of thousands of Angelenos almost entirely without incident, getting people safely to jobs, to school, and to see family. Metro buses have, on a few rare occasions, struck a pedestrian. In some of those instances, the bus operator was unaware of the collision until sometime later, tragically leaving behind a person who was seriously harmed.

In recent years, vehicle safety technology has become increasingly available, providing drivers with tools such as: pedestrian detection, traffic light detection, and lane marking identification. Integrating safety technology like Pedestrian Detection can help reduce the risk of serious and fatal accidents.

Pedestrian Detection consists of a camera fitted in front of the interior rear-view mirror to identify objects, radar sensor(s) integrated into the vehicle's grille to determine the position of nearby obstacles, and a central control unit to analyze the data collected and coordinate the system functions. When a Pedestrian Detection system identifies a potential collision, the system either provides an alert to the bus operator to apply the brakes or the system can automatically apply the brakes to avoid potential collisions. Emerging technologies that have the potential to complement and enhance commercially available pedestrian detection systems, such as connected vehicle technology, may also soon become available.

While these types of technology may not always be able to help avoid a collision completely, they can help reduce occurrences as well as help minimize injuries if impacts do occur.

SUBJECT: BUS SENSOR TECHNOLOGY MOTION**RECOMMENDATION**

APPROVE Motion by Directors Hahn, Horvath, Mitchell, Solis, and Krekorian that the Board direct the Chief Executive Officer to report back in June 2023 with recommendations on these new safety features and the feasibility of (1) incorporating them into new bus procurements, (2) installing them

into our existing bus fleets, in order to reduce pedestrian collisions and to ensure that bus operators are alerted in the event of a pedestrian-involved collision, and (3) exploring other emerging collision avoidance technologies, pursuant to Metro's Street Safety Data Sharing and Collaboration Policy and Action Plan.

"MOBILEYE® SHIELD+™ V4 w/ APAS" OPERATOR REFERENCE



LEFT SIDE DISPLAY w/ APAS*

- OFF**
 - No illumination.
 - No pedestrian or cyclist threat on left side of moving bus.
 - With pedestrian / bicyclist in proximity of moving bus the external audio message is 'Caution Bys Approaching'.
- DETECTION**
 - Yellow solid illumination with no sound.
 - Informs the operator a pedestrian or cyclist has been detected near the left front or left side of bus.
 - Operator should exercise additional caution until verifying that the danger of collision has passed.
- ALERT**
 - Red flashing with beeping sound.
 - Informs the operator a pedestrian or cyclist has been detected in the left front or left side of bus and collision is imminent.
 - Operator should take action to carefully stop bus to avoid collision.

*Advanced Pedestrian Alert System

RIGHT SIDE DISPLAY w/ APAS*

- OFF**
 - No illumination.
 - No pedestrian or cyclist threat on right side of moving bus.
 - With pedestrian / bicyclist in proximity of moving bus the external audio message is 'Caution Bus Approaching'.
- DETECTION**
 - Yellow illumination with no sound.
 - Informs the operator a pedestrian or cyclist has been detected near the right side of bus.
 - Operator should exercise additional caution until verifying that the danger of collision has passed.
- ALERT**
 - Red flash with beeping sound and external audio message of 'Danger Step Back'.
 - Informs the operator a pedestrian or cyclist has been detected on the right side of bus and collision is imminent.
 - Operator should take action to carefully stop bus to avoid collision.

*Advanced Pedestrian Alert System

CENTER DISPLAY & EYEWATCH

- DETECTION**
 - Contains the Pedestrian Display and EyeWatch.
 - The EyeWatch readouts and explanations can be found below on this document.
 - No pedestrian or cyclist threat in front of moving bus.
 - Illuminated green LED indicates system operational.
- DETECTION**
 - Yellow illumination with no sound.
 - Indicates a pedestrian or cyclist is in front of the moving bus or coming towards the moving bus.
 - Operator should exercise additional caution until verifying that the danger of collision has passed.
 - Illuminated green LED indicates system operational.
- ALERT**
 - Red flashing with beeping sound.
 - Indicates a pedestrian or cyclist is in front of the moving bus or coming towards the moving bus and collision is imminent.
 - Operator should take action to carefully stop bus to avoid collision.
 - Illuminated green LED indicates system operational.

EYEWATCH READOUTS FOR VEHICLE DETECTION ONLY

<ul style="list-style-type: none"> Solid yellow lines. System is operational with bus at 0 speed. Illuminated green LED in center display indicates system operational (See Center Display and EyeWatch). 	<ul style="list-style-type: none"> Speed Limit Indicator (SLI) Appears when the bus is traveling at least 5 MPH (adjustable) over the last posted speed limit sign. Two vertical white hash lines on each side of the EyeWatch will appear with a white number indicating miles over the last posted speed limit. Operator should reduce speed to keep within the speed limit. 	<ul style="list-style-type: none"> Headway Monitoring (HMW) Appears as green car. Indicates detection of a vehicle in the path of the bus. No number shown if bus is traveling a safe distance behind the vehicle in front or when bus is traveling below 19 MPH. 	<ul style="list-style-type: none"> Headway Monitoring (HMW) Appears as green car and number. Indicates how far the vehicle in front of the bus is in seconds. The 2.5 indicates the seconds until a collision could occur if the front vehicle were to come to a stop. Operator is advised to reduce speed if time to collision falls below preset seconds and car turns red. Has a chime sound (optional). 	<ul style="list-style-type: none"> Headway Monitoring Warning (HMW). Appears as a red car with an audible chime. Indicates the distance between bus and vehicle in front has fallen below a safe threshold. Operator is advised to reduce speed to increase distance to a safe level. 	<ul style="list-style-type: none"> Urban Forward Collision Warning (UFCW) Virtual bumper set as follows: <ul style="list-style-type: none"> Without bicycle rack - 39" (1m) With bicycle rack - 78" (2m) Visual and audio chime when approaching stopped vehicle. Active at 0.6mph. 	<ul style="list-style-type: none"> Forward Collision Warning (FCW) Appears as flashing red car with a high pitched beeping sound. Indicates rear end collision is imminent. Operator must stop the bus immediately.

T: 718.408.7388

Note: Pedestrian and cyclist detection requires minimum low light of 15 LUX.

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SAE J3016™ LEVELS OF DRIVING AUTOMATION

	SAE LEVEL 0	SAE LEVEL 1	SAE LEVEL 2	SAE LEVEL 3	SAE LEVEL 4	SAE LEVEL 5
What does the human in the driver's seat have to do?	You are driving whenever these driver support features are engaged – even if your feet are off the pedals and you are not steering			You are not driving when these automated driving features are engaged – even if you are seated in “the driver’s seat”		
	You must constantly supervise these support features; you must steer, brake or accelerate as needed to maintain safety			When the feature requests, you must drive	These automated driving features will not require you to take over driving	
What do these features do?	These are driver support features			These are automated driving features		
	These features are limited to providing warnings and momentary assistance	These features provide steering OR brake/acceleration support to the driver	These features provide steering AND brake/acceleration support to the driver	These features can drive the vehicle under limited conditions and will not operate unless all required conditions are met	This feature can drive the vehicle under all conditions	
Example Features	<ul style="list-style-type: none"> • automatic emergency braking • blind spot warning • lane departure warning 	<ul style="list-style-type: none"> • lane centering OR • adaptive cruise control 	<ul style="list-style-type: none"> • lane centering AND • adaptive cruise control at the same time 	<ul style="list-style-type: none"> • traffic jam chauffeur 	<ul style="list-style-type: none"> • local driverless taxi • pedals/steering wheel may or may not be installed 	<ul style="list-style-type: none"> • same as level 4, but feature can drive everywhere in all conditions

For a more complete description, please download a free copy of SAE J3016: https://www.sae.org/standards/content/J3016_201806/

EQUITY PLATFORM FIGURES 3 - 5

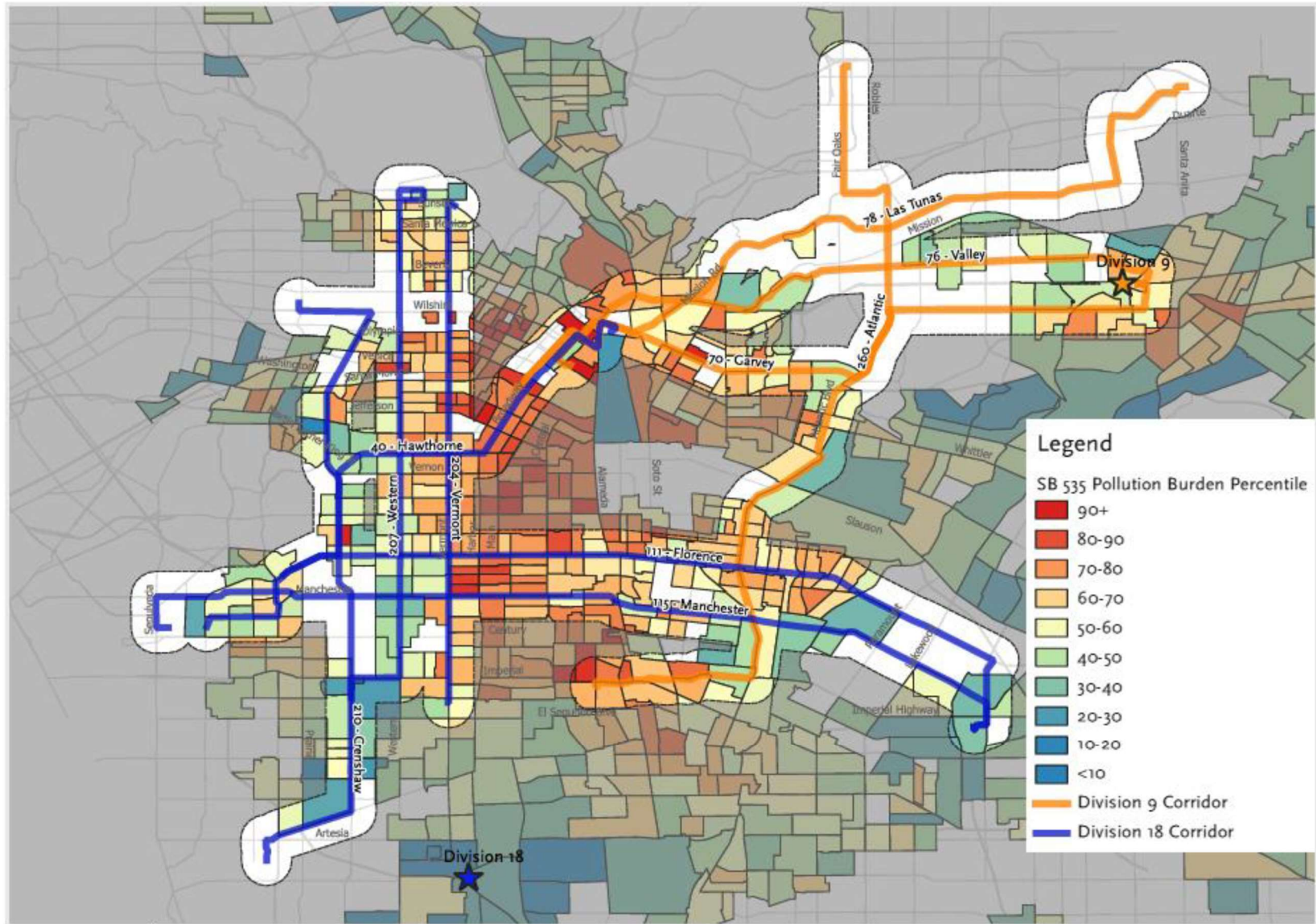


Figure 4: Census Tract Pollution Burden Percentile in the Project Corridors

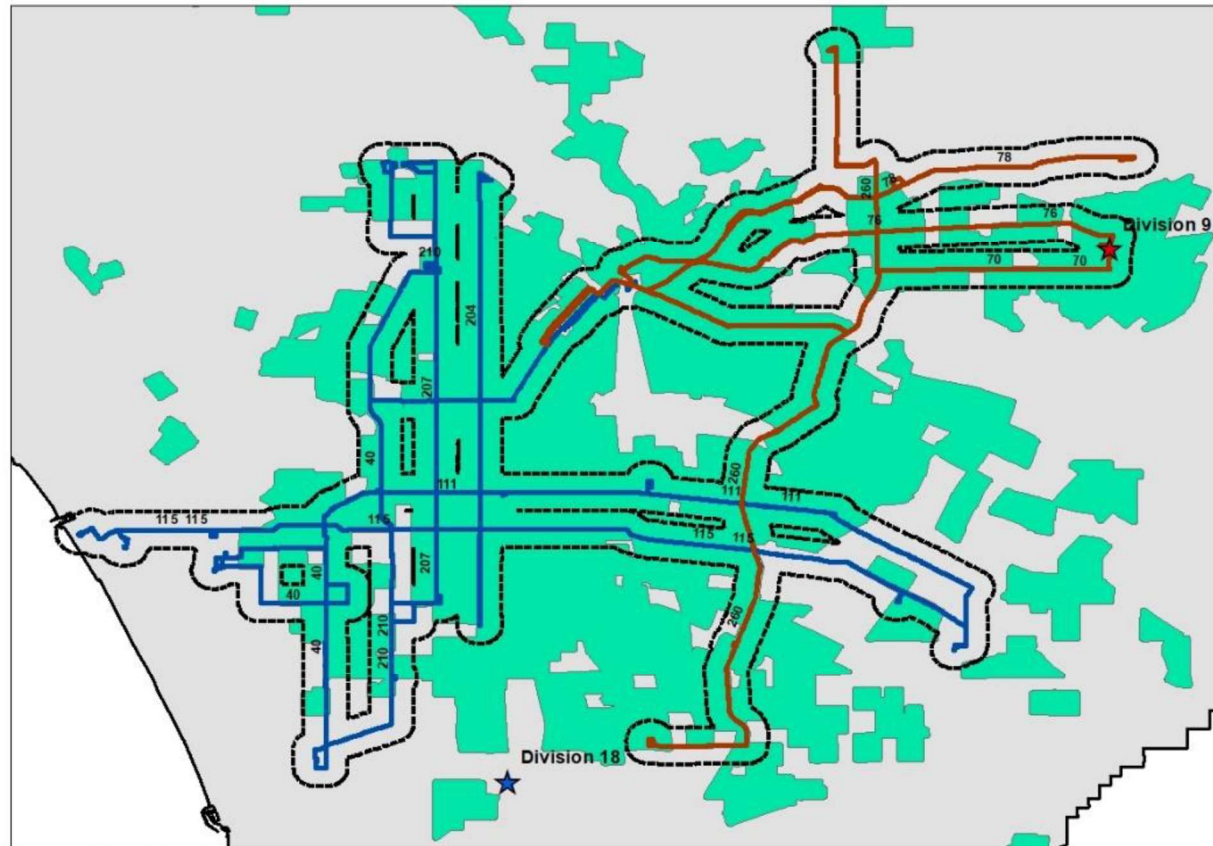
EQUITY PLATFORM FIGURES 3 - 5



Division 9 and 18 Transit Corridors Overlaid with Equity Focused Communities

Legend

-  Division 9
-  Division 18
-  Division 9 Corridors
-  Division 18 Corridors
-  Division 18 Corridors
-  Division 9 and 18 Transit Corridor Service Area
-  Equity Focused Communities
-  Non Equity Focused Communities



Prepared by Metro Service Planning

December, 2022

Figure 5: EFC Overlay Map

The background features the LA Metro logo, which consists of a stylized 'M' made of white, 3D rectangular blocks on a green circular base. This is set against a larger orange circular shape, which is itself on a dark grey/black background.

LA Metro Bus Sensor Technology

June 2023



Metro

Introduction

Metro Board approved Item 14, Bus Sensor Technology Motion. The motion requested Metro Staff to report recommendations on safety features such as pedestrian detection by June 2023. Specifically, the following responses were requested:

1. Determine feasibility of incorporating additional safety features into new procurement.
2. Determine feasibility of installing additional safety features on our existing bus fleets.
3. Explore other emerging collision avoidance technologies.

Further, Metro is in the process of concluding two separate passenger collision avoidance studies.

Background | MobileEye

FTA Grant Funded study to evaluate commercially available collision avoidance systems. Study evaluated several technologies available in 2017.

1. Selected Mobileye Shield + to test in partnership with NF, CTE, and the FTA on 50 LA Metro buses. Final Report expected to be available July 2023.
2. Preliminary findings are inconclusive, lacking sufficient evidence to demonstrate safety improvements over transit buses without active collision avoidance systems.

“MOBILEYE® SHIELD+™ V4 w/ APAS” OPERATOR REFERENCE



LEFT SIDE DISPLAY w/ APAS*

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- Operator should exercise additional caution until verifying that the danger of collision has passed.

DETECTION

- Red flashing with beeping sound.
- Informs the operator a pedestrian or cyclist has been detected in the left front or left side of bus and collision is imminent.
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- Operator should take action to carefully stop bus to avoid collision.
- Illuminated green LED indicates system operational.

RIGHT SIDE DISPLAY w/ APAS*

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- With pedestrian / bicyclist in proximity of moving bus the external audio message is 'Caution Bus Approaching'.

OFF

- Yellow illumination with no sound.
- Informs the operator a pedestrian or cyclist has been detected near the right side of bus.
- Operator should exercise additional caution until verifying that the danger of collision has passed.

DETECTION

- Red flash with beeping sound and external audio message of 'Danger Step Back'.
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ALERT

*Advanced Pedestrian Alert System

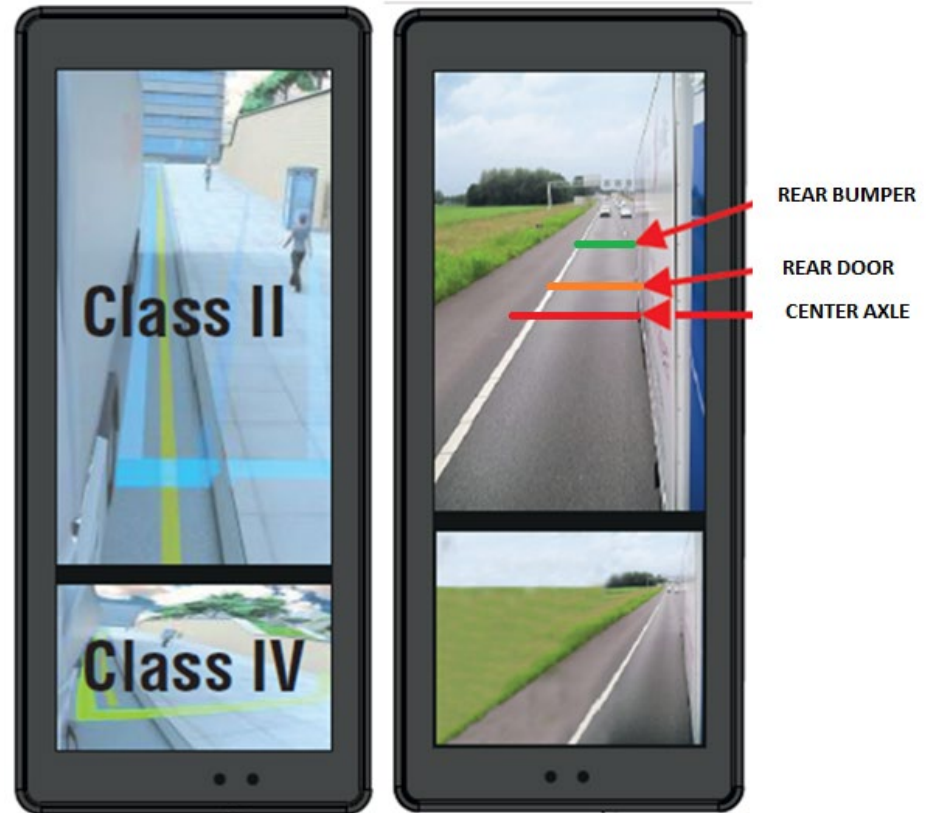


Metro

Background – MirrorEye

MirrorEye Study with BYD

1. Discussions with BYD and MirrorEye began in June 2019.
2. Electronic rear/side view monitors were tested on 5 BYD 60-foot buses and 5 BYD 40-foot buses. Features include night vision & lane marking.
3. Study ongoing, results expected to be published Summer of 2024.



Recommendations to Board Motion Responses (1-3)

1. *Determine feasibility of incorporating additional safety features into new procurement.* Staff has included language in the Technical Specification for new bus procurements to include vehicle safety technologies such as pedestrian detection, lane departure warnings, and Advanced Driver Assistance features.
2. *Determine feasibility of installing additional safety features on our existing bus fleets.* Staff is not recommending the retrofit with MobileEye as benefits were inconclusive, but staff will continue to assess technologies for the existing bus fleet as technologies mature.
3. *Explore other emerging collision avoidance technologies.* Staff will continue to explore new technologies as they emerge and merit additional evaluation.





Thank you.



Metro