



Board Report

File #: 2024-0169, File Type: Plan

Agenda Number: 40.

REVISED
REGULAR BOARD MEETING
JUNE 27, 2024

SUBJECT: TRANSIT COMMUNITY PUBLIC SAFETY DEPARTMENT IMPLEMENTATION PLAN

ACTION: APPROVE RECOMMENDATION

RECOMMENDATION

CONSIDER:

- A. RECEIVING AND FILING the Transit Community Public Safety Department Implementation Plan (Attachment A); and
- B. APPROVING the establishment of an in-house Transit Community Public Safety Department over a five-year phased transition, utilizing the Enhanced Public Safety Service Model.

ISSUE

At its June 2023 meeting, the Board of Directors (Board) approved Motion #21.1 by Directors Najarian, Sandoval, Butts, Barger, and Bass, directing the Chief Executive Officer (CEO) to prepare a comprehensive Transit Community Public Safety Implementation Plan (Plan) for Board consideration (Attachment B). The Board requested that the Plan identify and outline a strategy to establish an in-house Metro Public Safety Department specializing in a transit environment and promoting an engaged, visible presence. The Plan reflects that an in-house Public Safety Department would complement Metro's existing, multi-layered safety and security approach, consisting currently of transit security officers, ambassadors, and homeless outreach.

BACKGROUND

Metro's overarching priority is the safety and the perception of safety on the transit system for riders and employees. In the 2022 Metro Customer Experience Survey, riders expressed concern about their safety at bus stops, train stations, and on buses and trains, especially at night. Of the 40 service factors evaluated by Metro riders, customers consistently ranked safety-related issues as *most needing significant improvement*, including:

- Presence of security staff on buses and trains
- Enforcement of Metro rules on trains and buses

- Personal security on Metro trains and buses at night
- Personal security at Metro train stations and bus stops at night and
- How well Metro addresses homelessness on buses and trains.

Metro has sought to operationalize a holistic, equitable, and multi-layered approach to improving public safety by deploying a combination of law enforcement officials, transit and contracted security officers, ambassadors, and outreach specialists to accomplish the following:

- 1) **Community Safety and Well-Being** - Provide a visible presence, assistance, guidance, and support to individuals.
- 2) **Prevention and Support** - Provide care-based responses to social issues related to individuals experiencing homelessness, untreated mental health, and addiction issues.
- 3) **Risk Intervention** - Maintain a safe and secure environment, protect people and property, and deter criminal activity through visible presence.
- 4) **Response and Enforcement** - Facilitate swift and effective responses to safety and security incidents and criminal activity.

Metro's ability to achieve these objectives has been hindered due to the following challenges with Metro's current contract model, which outsources law enforcement to multiple agencies:

- With limited influence on how law enforcement personnel are deployed and the methods they use, the agency lacks effective mechanisms to ensure systemwide alignment and operational control between the multiple layers of service on the Metro system.
- Contract law enforcement agencies have inconsistently adapted their policies and procedures to directives from Metro, and each of them has different methods and approaches to public safety on the Metro system.
- The escalating costs of Metro's contracts with its three law enforcement agencies strain Metro's operating budget for system safety and security, with little to no control by Metro.

In March 2023, the Board directed staff to explore the feasibility of creating an in-house Metro Transit Community Public Safety Department (TCPSPD). Bringing law enforcement services in-house would be consistent with the structure of six of the country's 10 largest transit agencies. In June 2023, the board received and filed the feasibility study and directed the development of an implementation plan for their consideration.

In January 2024, staff provided a status update on the development of the Plan, identifying that the final Plan was to include an operational framework, an organizational structure (including strategies for recruitment and a comprehensive staffing approach), and an officer training plan tailored to meet the complexities of safety and security issues in a transit environment, as well as the agency's holistic, equitable, and multi-layered approach to system safety and security.

DISCUSSION

Metro engaged a team of consultants with expertise in public safety, law enforcement services, and deployment in transit settings to develop and draft the Plan. The emerging themes from their

research and interviews emphasized the need to focus on Metro 1) directly overseeing all aspects of public safety services, 2) ensuring those providing public safety services on the system were properly trained and embodied the values of the agency, and 3) integrating social work and mental health principles into the service delivery model to enhance community engagement and address underlying societal issues.

The following implementation priorities were also deemed critical: a cohesive transition, human capital, and development strategy operationalizing effective deployment strategies that reflect a transit public safety culture and planning for the department's long-term needs.

Goals and Objectives

The vision for the TCPSD is to “provide consistent and responsive safety services, enhancing the overall experience and well-being of transit users through a visible and engaged public safety ecosystem.” This directly aligns with Metro’s Safety Mission and Value Statements, which emphasizes a culture of care through a visible and engaged public safety department, ensuring that every trip is safe, positive, and dignified.

This vision will be implemented through adherence to the following objectives:

- **Prioritizing engaged visibility** to ensure law enforcement is visible on the system and proactively engaging and building relationships with the riding community while still being able to respond to calls for service as needed.
- **Establishing a transit public safety culture** through intentional effort and direct control and oversight over every aspect of the safety and security program.
- **Fostering a culture of care and compassion** within law enforcement efforts by encouraging officers to prioritize empathy and understanding in their interactions with riders.
- **Promoting transparency and accountability** for daily activities and overall performance.

These objectives will most effectively be accomplished by shaping the recruitment and selection process to ensure the hiring of employees who are aligned with Metro’s mission and values, including Metro’s Public Safety Mission and Values Statements, establishing required training and performance expectations, and implementing disciplinary processes in alignment with Metro’s goals.

Officer Training Plan

The POST certification establishes the foundation for law enforcement officers' basic skills and knowledge in California. However, transit-specific training is also crucial for Metro’s TCPSD. Under the existing multi-agency law enforcement model, each law enforcement officer must complete minimal (four hours) transit-focused training before reporting for patrol on Metro.

Alternatively, TCPSD will require all new recruits and personnel to undergo extensive and intensive (four weeks) transit-specific field-based training prior to attending the academy and as part of regular re-certification. Staff will collaborate with training academies and educational institutions to develop courses and training modules.

Zone-Based Deployment

The TCPSD will utilize a zone-based deployment model, an industry-proven method of deployment that increases visibility while reducing overall calls for service through the appropriate presence of

officers, to optimize public safety resource allocation.

The existing deployment model for current law enforcement contractors' coverage is based on jurisdictional boundaries, and there is limited foot patrol. The deployment model of police personnel is de-centralized and reactive, focusing on hot spots as they occur. The zone-based model divides the Metro system into dedicated zones and geographical areas where officers are assigned to the same zone daily, allowing officers to become more familiar with riders and understand the unique community needs within their assigned zones. This model is expected to provide better coverage and response times to calls for service.

In November 2023, Metro began using the proposed six zones for Metro transit security deployment as a pilot, and thus far, it has provided the following benefits:

- It is easy to identify where supervisors are deployed.
- It minimizes supervisor response time when requested in support of the Transit Security Officers.
- It has increased Transit Security Officers' confidence by knowing that a supervisor or their fellow officer and supervisor is close by and ready to respond to their needs.

The anticipated allocation of personnel across the six zones within this deployment model has slight staffing variations across zones, based on an analysis of factors such as line complexity, station density, and the presence of major transit hubs. This is to meet the diverse safety needs and challenges across different zones within the system.

Bus Riding Teams

Currently, Metro has four Metro Transit Officer Bus-riding Teams, which provide a high-visibility uniformed presence on Metro buses, enforce Code of Conduct violations and fare evasion, and engage with bus operators to learn of other areas of the designated bus line where operators are having recurring issues. Three Transit Security Officers (TSO) comprise a Bus-riding Team: two TSO I and one TSO II. Metro does not currently pair TSOs with law enforcement for bus-riding teams based on deployment challenges with Metro's contracted law enforcement partners.

With approximately 80% of Metro customers relying on buses for their daily commute, additional dedicated teams are needed to provide a proactive and visible presence, deter criminal activity, and promote a sense of security for all riders. With TCPSD, it would be recommended to have in-house sworn officers dedicated to support and supplement the TSO teams with back-up requests, arrests, and criminal activity, duties beyond the TSOs authority. The current lack of police support, which results in extended response time for backup requests or arrest requests, is an ongoing challenge for the BRTs that can be eliminated with the creation of the TCPSD.

Service Levels

The Plan outlines four potential service models for the TCPSD: Current, Enhanced, Decreased Sworn Officers, and Increased Sworn Officers Models.

Service Model 1 - Current: This model would have the same number of officers deployed daily as the contract law enforcement services currently provide today of 386. By maintaining the same daily

deployment headcount, this model provides a like-for-like comparison with the current multi-agency contract law enforcement model. Service Model 1 maintains the existing level of average daily deployment of sworn officers in the field with the same current level of public safety ecosystem layers (TSOs, Homeless Outreach, and Ambassadors), a replication of existing services. However, using a zone deployment model with all resources actively on the system, the current headcount would yield more engaged visible presence.

The Service Model 1, for the same number of daily deployed sworn personnel, is estimated to cost **\$154,440,303 per year** vs. \$194,051,691 (Multi-Agency Contract Cost).

Service Model 2 -Enhanced: This model builds upon Service Model 1 by retaining the current daily zone deployment of 386 sworn personnel and increasing the daily deployment of non-law enforcement unarmed alternatives by 227 from 446 to 673, recognizing that the majority of safety concerns on the system are related to quality-of-life issues. This model adds to the number of daily deployments of the other safety layers, Ambassadors, Crisis Interventionists/Clinicians, and Homeless Outreach to create a more robust security framework. Each layer plays a vital role in maintaining a safe and secure system. It also allocates \$5 million for innovative Public Safety Infrastructure Improvements at transit stations, aiming to enhance security measures and create safer environments for riders through state-of-the-art technology and strategic design upgrades.

The Service Model 2, for the same number of daily deployed sworn personnel and increased layer deployment, is estimated to cost **\$192,566,505** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

Service Model 3 -Decreased Sworn Officers: This service model reduces the number of officers from the baseline of daily deployed sworn officers of 386 by 40, or 12% to 346. With TCPSD, officers will be actively on the system, on foot patrols, and riding transit. The public will notice the increased presence more significantly than in the current multi-agency model, where officers are not as visibly active on the system. Although there are fewer officers overall, the increased visibility through zones and foot patrols will still create a stronger sense of security and presence. All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, and Crisis Interventionists/Clinicians and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward.

The Service Model 3, with a decrease of daily deployed sworn personnel but the same enhanced layers, is estimated to cost **\$181,510,775** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

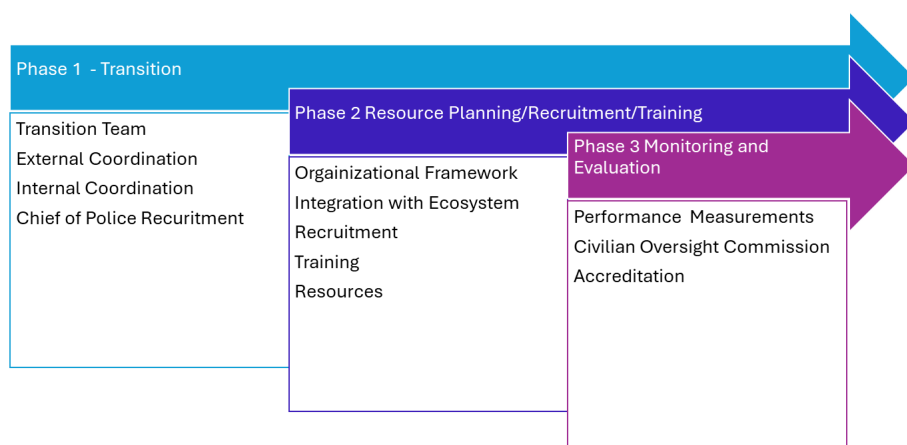
Service Model 4 -Increased Sworn Officers: This Model builds upon Service Model 2, by augmenting the daily deployment of sworn officers. All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, and Crisis Interventionists and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward. In addition to maintaining these crucial roles, Service Model 3 further bolsters TCPSD by proposing adding 80 more officers from the baseline of 386, or 20%, to the daily deployment, ensuring even greater presence and support across the system.

The total law enforcement personnel deployed daily would increase to 466, some organized into Flex Teams to enhance coverage and responsiveness for special operations during major/special events and to address “hot spots” within the transit system network. The Increased Police Service Model is estimated to cost **\$214,890,478** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

Given that the majority of concerns on the Metro system are quality-of-life issues, staff recommends implementing the Enhanced Service Model to optimize the TCPSD's performance, align with Board priorities, and address customer and employee concerns.

Phased Implementation Plan

The organization structure is anticipated to be implemented in three phases over five years. The phases include 1) transition planning, 2) resource planning and recruitment, and 3) monitoring and evaluation.



The transition from the multi-jurisdictional law enforcement model to the new TCPSD model will begin with robust transition planning in Phase 1. Simultaneously, recruitment efforts will be initiated to fill critical leadership positions within the new department, including the appointment of a Chief of Police and essential command staff members.

By Year 5, Phase 3, the TCPSD is envisioned to be fully staffed and able to focus fully on operations, monitoring, and evaluation. The TCPSD will develop meaningful and relevant Key Performance Indicators (KPIs) that allow the department to assess progress against desired outcomes. Targets for each KPI will be based on historical performance, industry standards, or department objectives. The Department will also seek accreditation as a law enforcement agency through the Committee on Accreditation for Law Enforcement Agencies (CALEA) as an agency that adheres to specific, publicly recognizable standards of performance and accountability.

Establishment of A Transition Team

The first step in establishing the TCPSD will be to form a dedicated Transition Team to support effective internal and external coordination. It will be imperative to engage an individual to lead this effort who has a deep understanding of law enforcement dynamics, potentially with specialized policing expertise in a campus, airport, or transit environment. More broadly, the team will be

comprised of members who possess expertise in law enforcement, security, bus and rail transit operations, social services, and change management. Leveraging this external expertise, particularly in multi-jurisdictional coordination, will enable the execution of a thoughtful and comprehensive transition plan.

Executive Recruitment

The first hire during the Transition Phase will be the Chief of Police, who will report directly to the CEO. This leadership position will set the stage for subsequent efforts to recruit officers and TCPSD personnel. Metro intends to use a recruiter who specializes in public safety leadership positions. The ideal candidate for the position should not only be Peace Officer Standards Training (POST)-certified but should also embody visionary leadership, accessibility, and a commitment to collaboration within a diverse transit community. The candidate should value diversity, equity, and inclusion principles and demonstrate dedication to translating these principles into tangible results through values-based decision-making.

Engaging Metro's customers and employees in recruiting a Chief is vital to ensuring the selection resonates with the transit community's expectations. The recruitment process will be widely publicized across multiple channels, promoting broad awareness and participation. This would include various communication platforms such as local media, social media, and community meetings, focusing on transparency and inclusiveness. Recognizing that some community groups are often underrepresented, targeted outreach efforts will be included to ensure all voices are heard. The CEO will incorporate this feedback into the final hiring decision.

Labor Negotiations and Establishment of Benefits

The labor negotiation process for the new transit police workforce is anticipated to span from six months to a year. Initial dialogues will begin with the unions upon Board approval, followed by formal bargaining sessions where proposals are negotiated, leading to agreements on wages, benefits, and working conditions. Once a consensus is reached, a contract will be drafted and ratified, solidifying the employment terms for the transit police team. Labor Relations will lead these negotiations to ensure alignment and budget capacity for certain aspects such as wages, benefits, working conditions, disciplinary procedures, and other terms of employment for TCPSD employees.

Currently, Metro does not have an active safety pension plan or employees who would qualify for such a plan. The retirement provisions for safety plans are distinct from Metro's existing pension plans for active employees and retirees under the Public Transportation Services Corporation (PTSC). Therefore, a new safety category would need to be added to Metro's plan to specifically cover the sworn law enforcement personnel within TCPSD. Metro will engage with labor unions while developing and reviewing the proposed pension and benefit plans.

Mutual Aid Agreements

California's Mutual Aid Law outlines responsibilities for mutual aid. Surrounding law enforcement agencies are required to respond to local emergencies and calls for service, and response agencies are required to assist at the direction of the requesting agency's Chief of Police. When mutual aid is requested, support must be sustained for the duration of the event or incident. The TCPSD must be

prepared not just to request aid but also to offer equivalent assistance to other agencies. The Transition Team will oversee mutual aid agreements and current contract law enforcement services to mitigate operational gaps during the transition period.

Beyond Mutual Aid obligations, desirable collaborations with other law enforcement agencies and the Los Angeles County Police Chiefs Association in the form of memorandums of understanding to govern emergency response, specialized services, cooperative training (tabletop and full-scale exercises), and to establish clear response plans to emergencies, calls for service, and large-scale events will be created in partnership with law enforcement agencies in the region.

Key objectives during the Transition Phase will include:

- Utilizing mutual aid agreements to ensure coverage during the transition period as new officers are recruited and onboarded;
- Establishing contracts for specialized services and units such as K9 and SWAT teams and
- Addressing the needs and management of detention facilities.

All current contract law enforcement partners have agreed to cooperate with a transition if the Board decides to bring law enforcement services in-house.

Adherence to Best Practices

Evidence of accountability, transparency, and measurable progress in addressing safety and security concerns within the transit environment will foster trust and positive relationships between law enforcement and the public it serves.

By defining specific KPIs such as response times, incident resolution rates, and community engagement metrics, agencies can hold officers accountable for their actions and outcomes. This accountability fosters a culture of responsibility and professionalism among law enforcement personnel. With Metro regularly monitoring and evaluating uniform KPIs, there will be greater awareness of service delivery gaps and greater flexibility in directing resources to meet desired outcomes. This data-driven approach allows agencies to make informed decisions and allocate resources where they will have the most significant impact.

To further promote transparency and accountability, the TCPSD will utilize the services of Metro's Office of the Inspector General (OIG), an independent and objective organization reporting to the Metro Board of Directors. Metro proposes creating a Civilian Review Committee (CRC) during Phase 3 of the Implementation Plan. CRCs are a best practice used nationwide to promote transparency, accountability, trust, and respect between the police department and the communities it serves. CRCs aim to strengthen the public and law enforcement relationship while supporting efforts to hold law enforcement officers accountable for misconduct. The primary function of the CRC will be to coordinate directly with the OIG to hear and evaluate complaints about officer misconduct, review the findings of audits and internal affairs investigations, and make recommendations for Metro leadership's consideration.

Community Engagement

Community outreach and engagement efforts are pivotal in building bridges between law

enforcement agencies and the transit community. The Public Safety Advisory Committee held listening sessions with riders last fall regarding public safety. In November 2023, PSAC established Ad Hoc Committees to focus on the In-House Policing concept. Additionally, they submitted recommendations for establishing an in-house public safety department in April 2024. On June 25, 2024, the Public Safety Advisory Committee (PSAC) voted 7-2 to support establishing an In-House Metro Transit Community Public Safety Department utilizing the Enhanced Public Safety Service Model. Overall, the PSAC members agreed that the recommendation effectively addressed the comments and concerns previously raised with Metro staff. However, two members voiced their apprehension about what they perceived as a shift towards a more social agency role at the expense of law and order.

The Committee posed several questions regarding Metro's continued collaboration with law enforcement partners, the agency's ability to recruit sufficient officers, the criteria used to establish geographic zones, and the importance of ensuring resource allocation based on actual needs. Members also emphasized that buses should not be an afterthought in the development of the plan, advocating for a more prominent role for buses in future iterations.

The PSAC chair stressed the importance of the Committee's ongoing involvement in the implementation and refinement of the plan. In response, staff committed to maintaining a strong partnership with PSAC throughout the process to ensure the plan's success and responsiveness to the community's needs.

Further establishing forums, dialogue sessions, and partnerships with community leaders, activists, and organizations will facilitate open conversations about issues, priorities, and perceptions related to policing. Transparency is key in this process, and Metro will commit to providing accessible information about procedures, policies, and accountability mechanisms.

Developing a comprehensive community engagement plan (Engagement Plan) is pivotal for successfully implementing the TCPSD. The Engagement Plan will include establishing the goals and objectives of the communications strategy, identifying internal and external key stakeholders, developing key messages, and identifying effective communication channels and partnerships with elected officials, community-based organizations, and neighborhood councils.

DETERMINATION OF SAFETY IMPACT

Based on the findings from the In-House Public Safety Feasibility Study, transitioning to an in-house Public Safety Department could significantly enhance safety across the Metro system. The zone deployment model, where officers are actively on the Metro system, will result in a more visible, engaged presence. Moreover, the majority of incidents on the Metro system are related to quality-of-life issues. These issues include people who are experiencing homelessness and are sheltering on the system, untreated mental illness, and an opioid epidemic, which require a different approach than traditional law enforcement methods typically provide.

The proposed in-house Public Safety Department aims to address these concerns by enhancing multiple non-law enforcement layers in its structure. One of the key components of this approach is the inclusion of crisis interventionists/clinicians. These professionals are trained to handle situations involving vulnerable populations with the appropriate care and support needed to resolve issues effectively and humanely. They are skilled in de-escalating situations involving individuals experiencing mental health crises or other emotional disturbances. Their presence can prevent situations from escalating into emergencies that would otherwise require police intervention. By addressing these incidents promptly and effectively, crisis interventionists help maintain order and safety on the Metro system.

Overall, the transition to an in-house Public Safety Department with these additional layers of support is expected to lead to a more comprehensive and effective approach to public safety. It recognizes the importance of addressing the root causes of quality-of-life issues and provides targeted interventions that are more suited to the unique environment of the Metro system. This strategy not only enhances the overall safety for passengers and staff but also fosters a more inclusive and supportive community within the Metro system.

FINANCIAL IMPACT

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 several times, and the current total contract value for the seven years is \$1,110,563,642.86 through June 30, 2024. The current FY24 multi-agency contract costs approximately \$194 million.

These costs have escalated 12.2% on average year over year and have a high overhead rate. Metro is not able to control these growth rates, and such costs are anticipated to be further exacerbated if other jurisdictions are added to the current model. With an in-house department, Metro will be able to implement better budget/cost controls.

Metro projects potential savings by transitioning from a multi-agency law enforcement model to an in-house transit public safety model. These savings are anticipated to be fully realized after the implementation of the new model, with significant cost reductions expected to begin in Year 6 after the complete transition to in-house public safety.

As described above, Metro staff proposes implementing the Enhanced Service Model, which retains the current number of daily deployments of 386 law enforcement officers in the field. Compared to the current contract, this would achieve a cost savings of \$26 million in terms of law enforcement personnel.

This model proposes investing the \$26 million in projected cost-difference realized during the transition from contracted services to an in-house model to increase the number of field-based personnel, including additional Transit Ambassadors, Crisis Interventionists/Clinicians, and Homeless

Outreach, by an additional 227 to increase the visible presence on Metro and expand and enhance alternatives to policing. It also allocates funds to increase innovative Public Safety Infrastructure Improvements at transit stations. The annual cost of these additional resources after reaching full implementation in Year 6 is projected at \$24.56 million annually.

The Service Model 2-Enhanced, for the same number of daily deployed sworn personnel and increased layer deployment, is estimated to cost **\$192,566,505** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

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 would empower the agency with the authority to implement safeguards, oversight, and training of officers based on agency priorities and values, promoting 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. Based on the In-House Public Safety Feasibility Study findings, transitioning to an in-house Public Safety Department would enhance safety.

ALTERNATIVES CONSIDERED

The Board could choose to forgo transitioning to a TPCSD primarily due to financial concerns raised by Los Angeles County Sheriff Luna (Attachment C). Staff does not recommend this because the analysis has determined there are cost savings associated with an in-house public safety department. Further, the Board could choose to not transition to an in-house department that utilizes the Enhanced Public Safety Service Model, opting instead to continue with a contract law enforcement model. However, this approach is not recommended due to several significant drawbacks:

1. **Lack of Alignment with Metro Policies, Procedures, and Safety Approaches:** The contract law enforcement model does not fully align with Metro's specific policies, procedures, and holistic safety strategies, potentially leading to inconsistencies in service and operational effectiveness.
2. **Operational Control and Accountability:** An in-house department provides greater operational control and accountability. With a contract model, the Metro has limited oversight and influence over the day-to-day operations and strategic decisions, which can hinder

responsiveness and adaptability.

3. Continuous and Unsustainable Cost Escalation: The contract law enforcement model is subject to continuous and unsustainable cost increases, making it a less viable long-term solution. Transitioning to an in-house model could offer more predictable and manageable financial planning and resource allocation.

These key areas have been consistent challenges throughout the three decades of outsourcing law enforcement and have proven to be intractable. Therefore, the five-year phased transition to a Transit Community Public Safety Department with an Enhanced Public Safety Service Model is the recommended path forward.

NEXT STEPS

Staff will mobilize a transition team of subject matter experts upon Board approval. Also, staff will initiate a Communications Plan and commence the recruitment efforts for the new Chief of Police. Staff will report back to the board quarterly with progress updates.

ATTACHMENTS

Attachment A - Transit Community Public Safety Department Implementation Plan

Attachment B - Motion 21.1

Attachment C - Letter from Los Angeles County Sheriff Luna and Metro Response

Prepared by: Robert Gummer, Interim Deputy Chief System Security and Law Enforcement,
(213) 922-4513

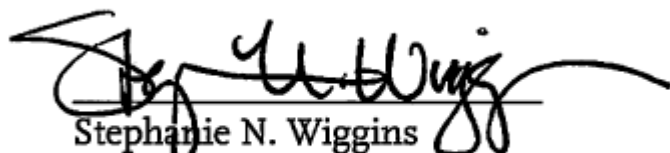
Elba Higueros, Deputy Chief of Staff, (213) 922-6820

Desarae Jones, Senior Director, (213) 922-2230

Reviewed by: Ken Hernandez, Interim Chief Safety Officer, (213) 922-2990

Jennifer Vides, Chief Customer Experience Officer, (213) 922-4060

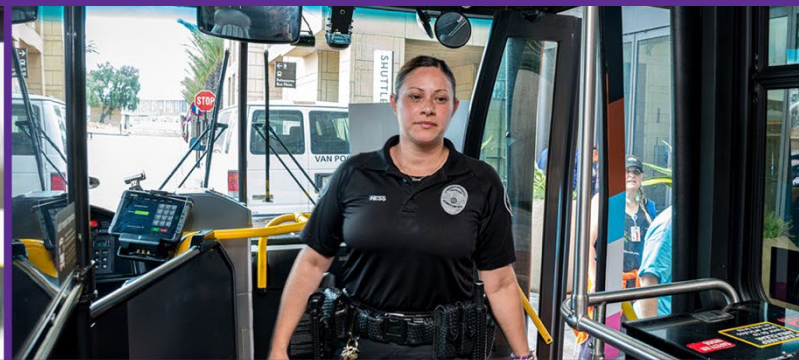
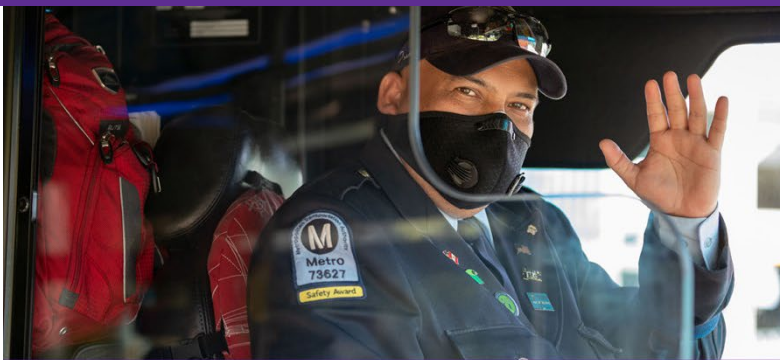
Nicole Englund, Chief of Staff, (213) 922-7950



Stephanie N. Wiggins
Chief Executive Officer

Transit Community Public Safety Department (TCPSD) Implementation Plan

Spring 2024



Transit Community Public Safety (TCPSPD) Department Implementation Plan

Spring 2024

Table of Contents

| | |
|--|-----|
| Executive Summary..... | 3 |
| Introduction and Background | 19 |
| Challenges and Complexities of the Existing Multi-Agency Law Enforcement Model | 28 |
| Goals and Objectives of an In-House Transit Community Public Safety Department | 36 |
| Proposed Transit Community Public Safety Department Models | 45 |
| Financial Impact Analysis | 59 |
| Operational Structure and Roadmap | 85 |
| Phase 1 – Transition Planning..... | 87 |
| Phase 2 – Organizational Framework | 90 |
| Phase 3 – Monitoring and Evaluation (On-going) | 105 |
| Communications Plan..... | 112 |
| Conclusion..... | 117 |
| Appendices | 119 |

Executive Summary

Section 1



Metro's core mission is to provide a world-class transportation system that enhances the quality of life for all who live, work, and play within LA County. Metro operates within a service area of 1,447 square miles, delivering service on 2,400 bus runs each weekday along 120 routes and 109 rail service miles with 108 rail stations on six major rail lines. Metro's ridership, in March 2024, showed strong signs of recovery toward pre-pandemic levels, with 25,880,698 boardings on bus and rail services countywide¹. Over the next decade, the Metro footprint will rapidly expand to include more rail lines and stations and additional Bus Rapid Transit Lines. With that expansion will come continued ridership growth.

Metro's long-range plan includes an even greater network expansion along new transit corridors (East San Fernando Valley Corridor, Vermont Rapid Bus Corridor, Southeast Gateway Line, Eastside Extension to Whittier, and C Line Extension to Torrance) which will substantially increase Metro's transit service area and capacity. Introducing these new transit corridors will provide Metro riders with better connections and attract new riders to a better commute.

This rapid expansion underscores the need for a robust public safety program to meet the evolving needs of a growing Los Angeles County transit network, and the needs of a diverse population. Providing a safe, reliable, and clean transit system is crucial for maintaining and growing ridership. Metro's CEO, Stephanie Wiggins, has prioritized a people-first approach that is intrinsic to the agency's culture.

Metro serves a diverse population and both the public and Metro employees have voiced a broad range of safety concerns. Safety is a fundamental human need that Metro recognizes is deeply personal. The security challenges in a transit environment are largely related to quality-of-life issues. To address this issue, Metro aims to improve safety through increased engagement and visibility of all public safety resources.

Over the past three decades, Metro has explored various contract policing models to address its riders' and employees' safety needs. Metro appreciates its years-long service contract with the Los Angeles County Sheriff's Department (LASD), Los Angeles Police Department (LAPD), and Long Beach Police Department (LBPD) and deeply values the officers who have worked diligently to address the critical safety concerns of Metro riders and employees. However, it is essential to acknowledge the constraints inherent in these contract law enforcement service models.

¹ Source: Metro April 2024 News Release - [L.A. METRO'S WEEKDAY RIDERSHIP UP 14 PERCENT YEAR-OVER-YEAR IN MARCH](#) - [LA Metro](#)

History of Metro's Contract Policing Models

Metro's predecessor agencies had security departments that worked closely with the LAPD. In 1978, the Southern California Rapid Transit District (RTD) formed its own Transit Public Safety Department. Almost twenty years later, in 1996, Metro dissolved its Transit Public Safety Department, instead, contracting with LAPD and LASD with the expectation of rapidly increasing police services at lower costs. However, this ultimately led to higher-than-average costs and management complexities.

To address the high cost and service complexities of the LAPD and LASD model and in alignment with Metro's security policy at the time, Metro entered into an exclusive agreement with LASD in 2003. When the new transit policing MOU was awarded to LASD, the Board also requested a report on the efficacy of re-establishing an internal MTA Transit Police Department. Although the report back in 2004 suggested significant cost savings with an in-house transit police department, the Board took no action and the report was received and filed. With the LASD security program less than a year old, staff determined they could not make a definitive judgment on the efficacy of the current program that would support an alternative recommendation. Therefore, staff proposed allowing the LASD program to operate through the initial three-year MOU period from May 2003 to June 2006. However, staffing issues with LASD persisted, leading Metro to re-evaluate the model in 2015 while extending the contract again with LASD until 2017. At that time, Metro transitioned to a multi-agency contract law enforcement model with LAPD, LASD, and LBPD to help improve service capacity, quality, and response times.

Since 2018, Metro's Office of the Inspector General's (OIG) has conducted annual assessments of Metro's law enforcement contracts. Those assessments consistently found that these multi-agency contracts had been largely ineffective in the areas of visible presence on buses and trains, staffing at key critical infrastructure locations, and monitoring and oversight of contract law enforcement personnel to ensure they are fully patrolling the Metro system.

After carefully reviewing these various contract service models, it is evident that returning to in-house policing services would yield the most effective outcomes for Metro. While the in-house MTA Public Safety Department initially served effectively, the decision to outsource the services was primarily driven by the political environment and the agency's need to expand the safety program rapidly with the expectation of cost savings. Unfortunately, contracting law enforcement services consistently demonstrated challenges with limited operational control and accountability, lack of alignment with Metro policies, and continuous and unsustainable cost escalation.

The New Approach to Public Safety on Metro

In response to the global social resistance to over-policing within communities of color, and in alignment with Metro's culture, the agency recognized an urgent need to explore alternatives to policing. In 2020, Metro's Board of Directors instructed the CEO to fundamentally rethink the agency's approach to public safety on the Metro system. This resulted in establishing the Public Safety Advisory Committee (PSAC) and the subsequent adoption by the Board of a new Public Safety Mission and Values Statements for the agency in December 2021. In February 2022, Metro launched a comprehensive multi-layered public safety program designed to address various safety and security concerns effectively.

Metro's Board directed the development of a Bias-Free Policing Policy and Public Safety Data Analytics Policy in April 2022 to avert racial profiling and bias in the deployment of Metro security and law enforcement services, consistent with the Metro Public Safety Mission statement that recognizes that each individual is entitled to a safe, dignified and human experience.

Why the Current Outsourced Law Enforcement Model Poses Challenges for Metro

In the current multi-agency law enforcement model, the agencies sometimes impose their methods directly or indirectly, counteracting Metro's efforts. Though challenges abound in managing services provided by multiple contract law enforcement agencies over three jurisdictions, three key themes, in particular, stand out:

- Lack of Alignment with Metro Policies, Procedures, and Safety Approaches
- Operational Control and Accountability
- Continuous and Unsustainable Cost Escalation

Lack of Alignment with Metro Policies, Procedures and Safety Approaches

Having three (soon to be four with the opening of the Purple Line Subway Extension) different law enforcement agencies providing contract police services to Metro, each with a distinct policing culture, policies, and safety approaches, presents significant challenges that can impede effective coordination and collaboration of Metro's system safety and security. In addition to the prominent issue of lack of consistent visible presence, other key examples include:

- The inconsistency in the use of Naloxone (Narcan), a medication used to reverse opioid overdoses. The opioid epidemic affecting Los Angeles County overflows onto the Metro system. In just the first two months of 2023 alone, Metro recorded more overdose related deaths on its system than the entire year of 2022. Metro Transit Security Officers (TSO), Ambassadors, Homeless Outreach teams, and one of the law enforcement contract agencies are equipped with Narcan and administer it as needed to individuals experiencing an apparent overdose. In contrast, two of the contract law enforcement agency's officers are not required to carry Narcan per their department's policies. The availability of Narcan within the transit environment is a care-based strategy that aligns with Metro's values, emphasizing the importance of immediate emergency response and care. The lack of consistency and uniformity in this area is a significant challenge. It is an agency priority to quickly and effectively address quality of life issues, like the impact of the opioid epidemic.
- Two contract law enforcement agencies perform trespasser checks and assist with end-of-line offloading, while the third contract law enforcement agency disagrees with the safety approach so their officers do not perform the activity in their jurisdiction. This leads to an inconsistent experience for riders.
- Metro's Public Safety Mission Statement emphasizes a human centered approach to safety. One contract law enforcement agency announced their intended use of the BolaWrap on the Metro system without obtaining Metro's prior concurrence and approval. The BolaWrap, a device designed to restrain individuals, fundamentally conflicts with Metro's people-first, community policing approach to improving public safety on the Metro system.
- One contract law enforcement agency has indicated that they will not comply with Metro policies, such as the principles of 8 Can't Wait.

Misalignments between Metro's expectations and the diverse practices of contract law enforcement agencies have led to confusion, inconsistency, and inefficiency in delivering safety services on the Metro system.

Operational Control and Accountability

Metro's current outsourced law enforcement model lacks effective mechanisms to ensure systemwide alignment and operational control between the multiple public safety layers on the Metro system. Since 2022, Metro has adopted an approach that aims to deliver the right level of intervention to address issues that crop up on our system:

- Metro Transit Security Officers enforce the Metro Code of Conduct, ensuring riders follow the rules and norms of the system, including fare compliance;
- Metro Ambassadors serve as alternatives to policing providing a customer-oriented reporting function of “see something, say something”, helping identify issues while providing a visible presence to help riders feel and be safe;
- Metro Homeless Outreach teams provide a specialized care function, helping people access housing and other vital services to deter sheltering on the Metro system; and
- Contract Law Enforcement, to respond to calls for service and deter crimes on the system

In managing these layers of service delivery, operational control is crucial. While Metro has operational control over Transit Security Officers, Ambassadors, and Homeless Outreach, the agency does not have sufficient oversight and operational control of a crucial part of the service delivery, law enforcement. Though Metro's relationships with contract law enforcement are generally positive and cooperative, Metro has limited influence on how law enforcement personnel are deployed and their methods.

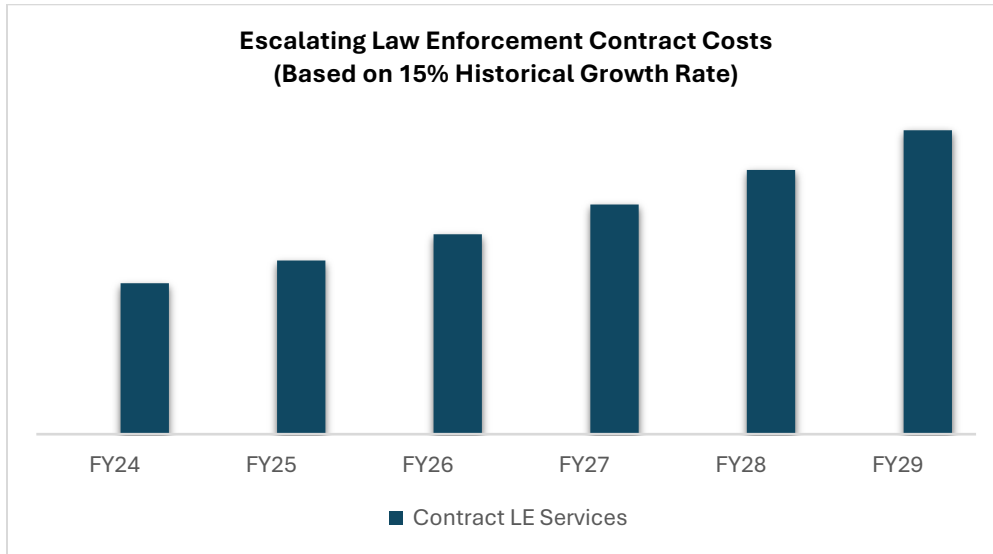
Metro's ability to provide direct oversight of law enforcement personnel deployed on the Metro system is greatly reduced when other entities develop, implement, and manage policies. Operational control is crucial for ensuring that deployment strategies align with Metro's values and safety approaches. Without this control in governance, Metro has little influence. Specifically, while contract law enforcement agencies engage in regular meetings to discuss deployment, when there is a disagreement on the safety approach desired by Metro, the chain of command of the contract law enforcement agency prevails. This occurs even when two of the three contract law enforcement agencies agree to a safety approach.

Continuous and Unsustainable Cost Escalation

The costs of Metro's contract law enforcement services are rising at an unsustainable rate, far exceeding the costs of the other public safety services like TSOs, Ambassadors, Contract Security, and Homeless Outreach.

Current costs of law enforcement services have risen consistently and dramatically. The last contract modification increased the contract by \$194 million for a total contract value of \$1.11 billion. Escalation year over year will only continue to impact Metro's ability to responsibly budget for this scope of services. A reasonable escalation is expected for an

in-house, however, Metro can implement better budget/cost controls. The existing contract law enforcement services are seeing a 10-15% average escalation year over year, and Metro cannot control this growth at a reasonable rate, given that the governance of the three contract agencies is not within Metro's control. The escalating costs of Metro's contracts with its three law enforcement agencies strain Metro's operating resources.



Another financial challenge with the police service contract model is the excessively high overhead rate. Metro pays a significant overhead cost each contract year, but this cost does not generate value as it largely reflects redundant administrative support positions with each agency.

| FY24 LABOR COSTS | DIRECT LABOR COST | LABOR COSTS % | OVERHEAD COSTS | OVERHEAD % | OTHER DIRECT COSTS | FY 24 CONTRACT VALUE |
|------------------------|-------------------------|---------------------|------------------------|---------------|--------------------------|-------------------------|
| LASD | \$68,877,995.94 | 87.21% | \$9,465,013.50 | 11.98% | \$632,272.08 | \$78,975,281.52 |
| LBPD | \$7,754,058.56 | 74% | \$1,938,514.64 | 19% | \$464,720 | \$10,157,293.20 |
| LAPD | \$74,053,753.62 | 70.58% | \$30,589,322.89 | 29.15% | \$276,039.27 | \$104,919,115.78 |
| Total | \$150,685,808.12 | | \$41,992,851.03 | | \$1,373,031 | \$194,051,690.50 |

Of note, a review of the history of Metro contracted police services over the last three decades reveals these three key challenges (lack of alignment with Metro policies, procedures, and safety approaches, operational control and accountability, and continuous and unsustainable cost escalation) are present regardless of the contract model – multiagency or single agency.

A New Transit Public Safety Model

In June 2023, the Board received the findings of a feasibility study that examined the viability of establishing an internal Transit Community Public Safety Department (TCPSP) as a potential alternative to the existing multi-agency law enforcement contract services. A comprehensive review of the existing multi-jurisdictional law enforcement contracts, performance, stakeholder feedback, and a feasibility study underscore the need to create a Metro TCPSP.

As Metro focuses on rebuilding ridership, facilitating a safe and enjoyable transit experience is the top priority. The implementation of a TCPSP is an opportunity to provide a uniform, aligned, and comprehensive approach to addressing the safety needs of the entire transit community.

Challenges identified with the current multi-agency policing model would be addressed through a seismic shift in the policing culture. Metro has found that the path forward to better relationships with Metro riders and to deal with the high quality of life issues on the system is to create a people-centered safety culture founded on the principles of a care-first approach, appropriate response, understanding the transit environment, cultural competency, diversity, and transparency.

The TCPSP Implementation Plan identifies pivotal areas crucial for effective execution over a five-year period. These key strategies encompass:

- **Transit Community Public Safety Objectives** that prioritize transit riders' and employees' safety and create alignment with Metro's diverse ridership and public safety vision.
- **Implementation Plan Phases:** Transition, Resource Planning, and Monitoring and Evaluation.
- **Financial Impacts** of varying proposed Transit Community Public Safety Department models.
- **Comprehensive transit-specific training curriculum** that creates a foundational awareness of the transit environment, incorporating care-based strategies, trauma-informed response, de-escalation, and customer service for the new TCPSP workforce.
- **Accountability and Transparency Metrics** by establishing measurable department key performance indicators, creating layers of accountability, including a Civilian Review Committee, and engaging the public and relevant stakeholders.
- **Zone-Based and Tiered/Co-Response Model of Transit Policing;** integrating communication and protocols for engaging ambassadors, crisis intervention specialists/clinicians, and homeless outreach providers in coordination with public safety personnel to reduce response times and improve service.

Metro is focused on balancing enforcement and care-based strategies to improve the safety of Metro employees and customers on the transit system. The objectives of the TCPSPD are increased visibility, accountability, and consistent service delivery, using a specialized transit community public safety workforce.

Training

Currently, contract law enforcement officers undergo four hours of rail safety training. However, with in-house officers, Metro has the ability to directly establish a human-centered policing culture, with four weeks of training tailored to a transit environment, such as cultural competency, de-escalation techniques, conflict resolution, and community policing. TCPSPD officers are Metro employees who would have a sense of ownership of the Metro culture, establishing greater commitment and accountability. Officers would have a personal stake in Metro's success and would be more motivated to uphold its culture.

Deployment Model

Metro would improve engaged visibility at Metro stations and on-board Metro bus and rail vehicles as the primary objective of TCPSPD. Engaged visibility would take precedence in deployment decisions. The objective of engaged visibility requires the deployment of officers on foot patrol where assisting, guiding, and supporting Metro riders and employees by being consistently present, reliable, and accessible in both emergency and non-emergency situations is paramount.

The TCPSPD would utilize a zone-based deployment model to optimize public safety resource allocation. A zone-based deployment strategy is an industry proven method of deployment that increases visibility while reducing overall calls for service through presence. Zone deployments would allow officers to be accountable and build relationships with the riders, businesses, community, and employees throughout their zones.

The Zone Deployment model would divide the Metro system into six dedicated zones and Metro system-specific geographical areas where officers are assigned to the same zone daily. The existing deployment model for Metro's law enforcement contractors is constrained by jurisdictional boundaries. The current deployment model of officers is decentralized and reactive, focusing on hot spots as they occur. Compared to the current police model, the proposed TCPSPD officers could seamlessly move across the system network and not be restricted to jurisdictional boundaries.



Proposed zones do not include municipal bus routes and areas of the county where Metro does not provide transit service.

Financial Analysis

A thorough examination was undertaken to evaluate the costs involved in both implementing and maintaining the TCPSD. This analysis encompasses a range of factors, including personnel expenses, training investments, equipment procurement, and ongoing operational costs. A comparative study was also conducted, contrasting the cost disparities between contract law enforcement services and the potential long-term financial benefits derived from an internally managed approach. By comprehensively understanding these financial implications, Metro is better equipped to make informed recommendations regarding implementing TCPSD.

| MULTI-AGENCY CONTRACT SERVICES FY24 | | | |
|-------------------------------------|----------------------|-----------------------|-----------------------|
| | Budgeted Positions | Field Deployment Pool | Avg. Daily Deployment |
| Sworn Officers | 514 | 443 | 386 |
| Support Staff | 146 | | |
| Total Positions | 660 | | |
| Total Cost | \$194,051,691 | | |

The TCPSD's financial analysis evaluated the costs and benefits associated with four service models compared to the current multi-agency service model.

Service Model 1 – Current: This model would have the same number of officers deployed daily as the contract law enforcement services currently provide today of 386. By maintaining the same daily deployment headcount, this model provides a like-for-like comparison with the current multi-agency contract law enforcement model. Service Model 1 maintains the existing level of average daily deployment of sworn officers in the field with the same current level of public safety ecosystem layers (TSOs, Homeless Outreach, and Ambassadors), a replication of existing services. However, using a zone deployment model with all resources actively on the system, the current headcount would yield more engaged visible presence.

This model reduces redundancies in administrative positions and overhead from 146 to 80 compared to the current multi-agency contract police services. By streamlining these support positions, Metro significantly reduces unnecessary expenses and allocates resources more effectively. As a result, Metro would add 6 crisis intervention specialist positions deployed daily.

The addition of these specialists ensures that they can be partnered with officers to respond appropriately when someone on the transit system shows signs of distress, as they are today. This care-based first approach ensures that the right response is issued, prioritizing mental health support and de-escalation over traditional enforcement

measures for these safety incidents. By having crisis intervention specialists readily available, Metro can provide more comprehensive and compassionate support to individuals in need, ultimately enhancing the safety and well-being of the entire transit system.

| POSITION | AVERAGE DEPLOYED |
|---|------------------|
| Transit Community Public Safety Personnel | 386 |
| Crisis Intervention | 6 |
| Total | 392 |

The Service Model 1, for the same number of daily deployed sworn personnel, is estimated to cost **\$154,440,303 per year** vs. \$194,051,691 (Multi-Agency Contract Cost).

Service Model 2 -Enhanced: This model builds upon Service Model 1 by retaining the current daily zone deployment of 386 sworn personnel and increasing the daily deployment of non-law enforcement unarmed alternatives by 227 from 446 to 673, recognizing that the majority of safety concerns on the system are related to quality-of-life issues. This model adds to the number of daily deployments of the other safety layers, Ambassadors, Crisis Interventionists/Clinicians, and Homeless Outreach to create a more robust security framework. Each layer plays a vital role in maintaining a safe and secure system. It also allocates \$5 million for innovative Public Safety Infrastructure Improvements at transit stations, aiming to enhance security measures and create safer environments for riders through state-of-the-art technology and strategic design upgrades.

The Service Model 2, for the same number of daily deployed sworn personnel and increased layer deployment, is estimated to cost **\$192,566,505** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

| Non-Law Enforcement Alternatives Unarmed | | | Armed Resources | |
|---|-----------------------------------|------------|--|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 386 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| TOTAL | | 446 | | 420 |
| Enhanced Additional Layers | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total Deployed Resources | | 673 | | 420 |

Service Model 3 -Decreased Sworn Officers: This service model reduces the number of officers from the baseline of daily deployed sworn officers of 386 by 40, or 12% to 346. With TCPSD, officers will be actively on the system, on foot patrols, and riding transit. The public will notice the increased presence more significantly than in the current multi-

agency model, where officers are not as visibly active on the system. Although there are fewer officers overall, the increased visibility through zones and foot patrols will still create a stronger sense of security and presence. All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, and Crisis Interventionists/Clinicians and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward.

The Service Model 3, with a decrease of daily deployed sworn personnel but the same enhanced layers, is estimated to cost **\$181,510,775** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

| Non-Law Enforcement Alternatives Unarmed | | | Armed Resources | |
|---|--------------------------------|------------|--|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officer | 124 | Law Enforcement | 346 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| TOTAL | | 446 | | 380 |
| Enhanced Additional Layers | | | | |
| | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total Deployed Resources | | 673 | | 380 |

Service Model 4 -Increased Sworn Officers: This Model builds upon Service Model 2, by augmenting the daily deployment of sworn officers. All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, and Crisis Interventionists and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward. In addition to maintaining these crucial roles, Service Model 3 further bolsters TCPSD by proposing adding 80 more officers from the baseline of 386, or 20%, to the daily deployment, ensuring even greater presence and support across the system.

The total law enforcement personnel deployed daily would increase to 466, some organized into Flex Teams to enhance coverage and responsiveness for special operations during major/special events and to address “hot spots” within the transit system network.

| Non-Law Enforcement Alternatives Unarmed | | | Armed Resources | |
|---|-----------------------------------|------------|--|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 466 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| TOTAL | | 446 | | 500 |
| Enhanced Additional Layers | | | | |
| | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total Deployed Resources | | 673 | | 500 |

The Increased Police Service Model is estimated to cost **\$214,890,478** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

Recommended TCPSD Service Model

The models compared yielded similar results: improved efficiency, faster response times, and increased long-term fiscal sustainability, given the escalating contractual costs over time.

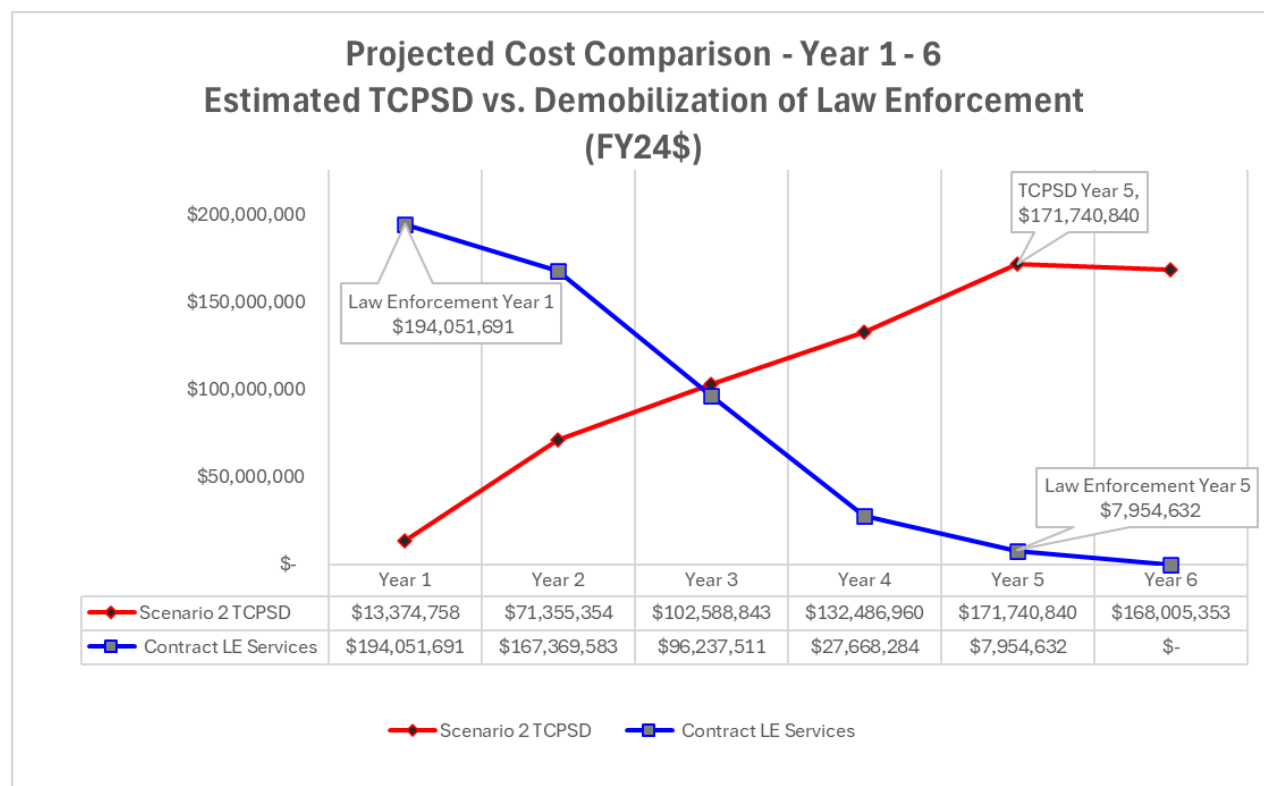
This report recommends implementing the **Enhanced Service Model 2** to optimize the TCPSD's performance, align with Metro safety priorities, and address customer and employee concerns. While traditional law enforcement functions remain essential, this model leverages the estimated cost difference to provide a more integrated and expansive level of service. Ensuring public safety involves incorporating a diverse range of response mechanisms, including Metro TSOs, Transit Ambassadors, Crisis Interventionists/Clinicians, and Homeless Outreach.

By strategically increasing these safety layers, the Enhanced Service Model enhances coordination, improves response times, and ensures that the specific needs of riders are met with a tailored approach based upon the prevalence of quality-of-life incidents on the Metro system. This holistic optimal strategy not only bolsters security but also fosters a safer and more supportive environment for all Metro users.

Transition Costs

The transition plan detailed in subsequent sections of this report involves replacing existing law enforcement contract services with a new in-house TCPSD over a five-year period. Budget projections indicate a substantial contrast in expenditures as the implementation progresses. The projections in the figure below outline expected labor, non-labor, and capital expenditures for each implementation plan year, compared to Metro's Fiscal Year 2024 (FY24) budget for law enforcement services, which is projected to escalate by 10-15 percent annually.

This assumes a direct comparison of contract services versus the cost of mobilizing the new TCPSD workforce. Actual costs would include direct costs for de-mobilizing contract law enforcement services over five years, beginning in year two of implementation. It is important to note that there would be an overall budget increase during FY25 – FY30 budget due to supplemental contract law enforcement services needed as the TCPSD is created. The contract services would inversely decrease as the incoming workforce is established.



Operational Framework

The report outlines the operational strategies, structures, and protocols governing TCPSD's daily operations. It encompasses sections on training programs, jurisdictional partnerships, inter-department collaborations, and accountability measures to ensure the department's efficiency and effectiveness. This comprehensive operational framework establishes a blueprint for achieving TCPSD's strategic objectives, fostering a safer, more responsive, and community-focused Metro system.

The Operational Structure and Roadmap detail the three distinct phases forming the foundation of the TCPSD Implementation Plan. These phases are transition planning, resource planning and recruitment, and monitoring and evaluation of TCPSD. Upon Board approval, phase one transition planning can begin as early as July 1, 2024. Subsequently, phase two would focus on recruiting and training new personnel, with a substantial timeframe required (between years 2 – 5) to fully operationalize the most effective deployment model. Monitoring and evaluation would be ongoing, with overlapping activities as new recruits integrate into the transit system, ensuring a seamless execution of operations. These phases serve as a guide for the new TCPSD executive leadership to develop a comprehensive implementation plan, standard operating procedures, and policies.

Conclusion

Metro's customers and employees are the centerpiece of this Implementation Plan. The return to an in-house transit police department offers Metro a unique opportunity to have greater control over agency standards and professionalism, long-term fiscal health, and continuous improvement initiatives to better serve the needs of an evolving transit community. This strategic move, accompanied by a greater understanding of rider needs and a revitalized approach to public safety, creates a safer, more resilient transit system.

By establishing TCPSD, Metro can ensure all personnel are trained and equipped according to Metro's safety approach, maintain direct oversight and control over safety policies and procedures, and provide a nimble unified and consistent response to emergencies. This change would enhance Metro's ability to maintain a people-first, community policing approach to public safety, ensuring that all strategies and responses are consistent and aligned with Metro's values.

Introduction and Background

Section 2



An in-house policing strategy originates from the Metro Board of Directors' 2020 direction to fundamentally rethink the approach to public safety. In response, Metro conducted a thorough review of all aspects of Metro's safety and security challenges, resulting in the development of a multi-layer safety strategy. In December 2021, Metro adopted a Public Safety Mission and Values Statements that serve as the blueprint for launching new public safety initiatives and improving existing safety strategies.

Public Safety Mission

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

Public Safety Values Statements

- **Implementing a Human-Centered Approach:** Metro commits to pursuing a human-centered approach to public safety. This means working in partnership with historically neglected communities to build trust, identify needs, and create alternatives to traditional law enforcement models.
- **Emphasizing Compassion and a Culture of Care:** Metro commits to treating all transit riders, employees, and community members with dignity and respect. The key pillars of our approach to public safety are compassion, kindness, dependability, and fair treatment for all.
- **Recognizing Diversity:** Metro commits to recognizing and respecting the wide range of people and communities we serve. Metro would work with transit riders, community members, families, neighborhoods, and historically underserved groups to identify needs and tailor public safety approaches.
- **Acknowledging Context:** Metro understands that neglected communities have disproportionately endured the negative effects of systemic inequalities. Historically, institutions have excluded these same groups from decision-making. Metro's approach to public safety recognizes this context and seeks reparative models to minimize harm and promote inclusion.
- **Committing to Openness and Accountability:** Metro's commitment to public safety recognizes that the agency must operate with the highest ethical standards, prioritize transparency, and rely on community-defined accountability measures.

Metro has also invested in methods to improve public safety and address the needs of diverse riders while at the same time addressing challenges resulting from a housing affordability crisis, an opioid epidemic, and an untreated mental illness crisis that have brought safety concerns to the Metro system,

Metro's Layered Public Safety Ecosystem

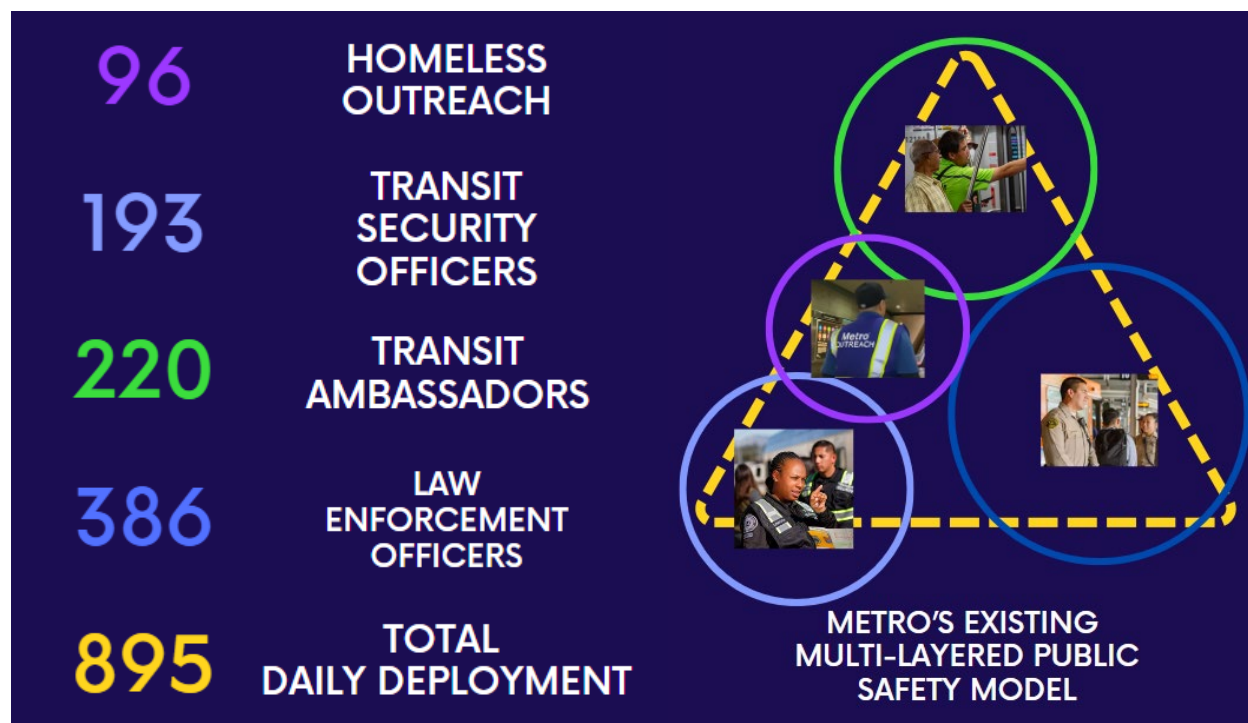
In February 2022, Metro introduced a comprehensive strategy to enhance public safety within the system. This initiative involved implementing a multi-layered public safety program to effectively address various safety and security concerns. Each layer in the public safety ecosystem adds value and enhances 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 resources to address the specific safety concern.

Metro's public safety ecosystem is comprised of four layers and utilizes various resource strategies to address the various safety concerns:

- 1) **Community Safety and Well-Being:** Provides a visible presence, assistance, guidance, and support to individuals.
 - a. Transit Ambassadors: provide security awareness, de-escalation, customer information, maintenance reporting, and administer life-saving aid (CPR and naloxone).
- 2) **Prevention and Support:** Provide care response to social issues related explicitly to individuals experiencing homelessness, untreated mental health, and addiction issues.
 - a. Homeless Outreach: outreach to riders, connection to services, administer naloxone
 - b. Mental Health Crisis Response Teams: response to mental health crisis incidents
- 3) **Risk Intervention:** Maintain a safe and secure environment, protect people and property, and deter criminal activity through visible presence.
 - a. Contract Security: patrol and secure facilities, crowd control for special events, and bus bridges
 - b. Metro Transit Security: code of conduct enforcement, open/close stations, bus and train riding, de-escalation, administer life-saving aid (CPR and naloxone), and revenue collection.
- 4) **Response and Enforcement:** Swift and effective responses to incidents and criminal activity.
 - a. 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

Below are the current public safety personnel resources and their average daily allocations.

| MULTI-LAYERED ECOSYSTEM | AVERAGE DAILY DEPLOYMENT |
|---------------------------------|--------------------------|
| Metro Transit Security Officers | 193 |
| Metro Transit Ambassadors | 220 |
| Homeless Outreach | 96 |
| Contracted Law Enforcement | 386 |



Current 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 several times, and the current total contract value for the seven years is \$1,110,563,642.86 through June 30, 2024.

| LAW ENFORCEMENT AGENCY | TOTAL CONTRACTED POSITIONS | ACTUAL FIELD/PATROL DEPLOYMENT POOL | ACTUAL AVG. DAILY DEPLOYMENT ON METRO SYSTEM |
|---|----------------------------|-------------------------------------|--|
| Los Angeles Police Department | 302 | 192 | 186 |
| Los Angeles County Sheriff's Department | 329 | 229 | 188 |
| Long Beach Police Department | 29 | 22 | 12 |
| Total | 660 | 443 | 386 |

In April 2022, Metro initiated a competitive procurement process for contract law enforcement services, given that the existing contracts were set to expire in June 2023. Proposals were received in October 2022 and were evaluated per the terms of the Request for Proposals (RFP), which sought to incorporate the lens of the new Public Safety Mission and Value Statements, as well as the Bias-Free Policing and Public Safety Data Analytics Policies. However, two of the proposing law enforcement agencies took material exceptions to the scope of work as well as Metro's contract terms and conditions. As a result, in March 2023, Metro determined that it was in the agency's best interest to cancel the RFP. At that time, the Board also authorized staff to explore the feasibility of creating an in-house transit public safety department that could uphold Metro's Public Safety Mission and Values Statements and related policies.

In June 2023, the Board received the findings of a feasibility study that examined the viability of establishing an internal Transit Community Public Safety Department (TCPSPD) as a potential alternative to the existing multi-agency law enforcement contract services. The overarching findings of the study and closer assessment of the multi-agency service model highlighted the need for a transformative shift and a customized strategy in policing the Metro system. Specifically, dedicated staffing is essential to improving enhanced visibility, ensuring consistency, accountability, and specialized knowledge of the transit environment. Enhancing cultural alignment is also vital so officers within the system uphold shared values, objectives, and methodologies, fostering a unified and efficient force. Fiscal sustainability is another critical factor, requiring the development of a policing service model that remains financially viable over the long term while optimizing resources

without compromising service quality. Greater transparency in operations and decision-making processes is necessary to foster trust and accountability with the public. These elements collectively underscore the need for a more effective and efficient policing strategy for the Metro system. As a result, the Board directed the CEO to prepare a comprehensive implementation plan for Board consideration to bring public safety services in-house.

Background

Transit policing is a specialized area of law enforcement focused on ensuring the safety and security of public transportation systems. This specialized field is similar to other types of policing, such as campus or airport police, where officers are responsible for addressing the specific safety and security concerns inherent to those environments. Los Angeles County alone has three transportation-related in-house/specialized law enforcement entities: Los Angeles World Airport Police, Los Angeles Port Police, and Long Beach Port Security Unit.

Today, six of the ten largest transit agencies in the United States have an in-house transit police department (Appendix A). Transit police departments are responsible for addressing unique safety concerns that arise within transit systems, necessitating tailored solutions and approaches. Transit officers are trained to understand and appropriately respond to the distinct needs of transit riders and, therefore, excel in law enforcement techniques that foster relationship-building with the customers and employees they serve.

Metro's predecessor agencies, Southern California Rapid Transit District (SCRTD: 1964-1993), Los Angeles Metropolitan Transit Agency (LAMTA: 1958-1964), Metropolitan Coach Lines (MCL: 1953-1958), and Pacific Electric Railway (PE: 1911-1953) had a security department of special agents and patrol officers who conducted undercover and surveillance policing work to enforce laws, rules, fares, etc. They functioned as the primary liaison to the Los Angeles Police Department (LAPD) for crimes that required arrests. In August 1976, the SCRTD Board voted to pursue peace officer status for its agents. In 1978, SCRTD formed its own police department, the "Transit Public Safety Department."²

Metro has implemented and explored several contract policing service models over the past three decades in an attempt to effectively address the multifaceted safety needs of riders and the changing transit agency landscape. In 1996, the Metro Board approved merging the MTA Transit Police Department (MTA PD) into the LAPD and the Los Angeles Sheriff's Department (LASD). This approach stemmed from a campaign promise to expand the LAPD by then-Los Angeles Mayor Richard Riordan and a commitment by Metro to

² [Los Angeles Transit Policing: History, Legislation, Resources – Metro's Primary Resources \(metroprimaryresources.info\)](https://metroprimaryresources.info)

increase security on the bus system in response to a settlement decision.³ During this period, it was estimated that there were 370 police officers in the Transit Police Department. The merger occurred in November 1997. The security component of the MTA police was bifurcated between local law enforcement, and dedicated RTD Transit Security Officers who remained with Metro (which later became Metro Transit Security Officers).

However, as Metro approached the end of the five-year contracts with LAPD and LASD, it was determined that the arrangement had “proven costly, questionable in effectiveness, and complicated to manage.”⁴ Specifically, this unique arrangement (LAPD and LASD) led to higher-than-average security deployment costs than peer transit agencies. In addition, Metro's concerns about whether “services billed were services received” were also highlighted. As a result, in July 2002, Metro adopted a new security policy for developing a more effective and cost-efficient approach to providing security on the transit system. This new policy opened the door for competition between the County's various law enforcement agencies that might be interested in providing security services. Consequently, in February 2003, Metro approved an exclusive five-year agreement (inclusive of two one-year options) with LASD effective July 2003, citing benefits such as a streamlined command structure and increased field officers. It is also worth noting that LASD provided civilian fare inspectors on specified rail lines.

When the new transit policing Memorandum of Understanding (MOU) was awarded to LASD in February 2003, the Board requested a report on the efficacy of establishing an internal MTA Transit Police Department. Key findings from the report back in January 2004:

- Operating an internal transit police department would allow the MTA to reduce current security operating costs by 20% to 40%.
- Lower costs result when the MTA directly controls the transit policing function and can design a program with an optimum mix of sworn versus non-sworn personnel classifications and determine staffing levels for each labor group.
- An internal unit would also have lower costs because the MTA would only pay for the marginal cost of providing service instead of an outside agency's fully allocated cost model.
- Staff estimated that developing a new MTA Transit Police Department would take approximately five years to recruit and train sworn officers and civilian staff before the new unit could take over the entire regional transit policing program. During those five years, the new MTA Transit Police Department could ramp up by approximately 70 officers per year while the LASD demobilized by about the same number.

³ https://boardarchives.metro.net/Items/1996/10_October/Items_A_1220.pdf

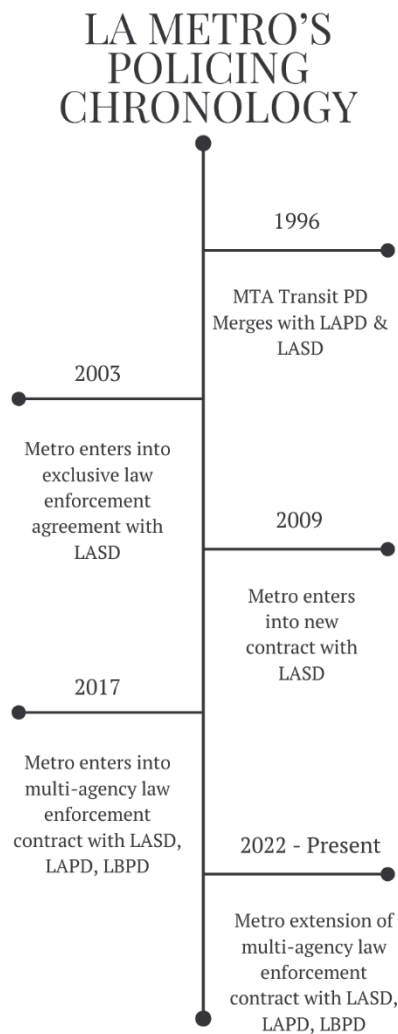
⁴ January 23, 2003 Metro Board Meeting, Item #5 Security & Law Enforcement, Page 3

- The full cost advantage of an internal MTA Transit Police Department over contracting with a local law enforcement agency would not be realized until the end of year five. Approximately 20% of the total cost savings would be accrued yearly during the five-year program, not counting mobilization costs.

The Board took no action as the report was received and filed. Staff determined that with the LASD security program less than a year old, staff could not make a definitive judgment on the efficacy of the current program that would support a staff recommendation. Therefore, staff proposed allowing the LASD program to operate through the initial three-year MOU period from May 2003 to June 2006. Staff also proposed conducting a comprehensive security policy assessment, including an analysis of reestablishing an internal MTA Transit Police Department. The results of this study, including an assessment of the potential for improved service concerning each of the MTA Transit Policing Policy elements, would be reported to the Board in 2006.

Once the LASD program was established, Metro faced staffing issues, including inadequate coverage during shift changes, unpredictable staffing, and lengthy response times. In 2009, the Board approved a new contract with LASD that was subsequently extended until 2017.

In 2017, Metro transitioned back to a multi-agency model, contracting with LAPD, LASD, and the Long Beach Police Department (LBPD). This move aimed to address staffing shortcomings and enhance service quality by increasing law enforcement personnel to a consistent 314 over a 24-hour period, improving response times by over 50%, and ensuring greater contract compliance through defined performance metrics. In addition, the Board directed that “the Inspector General be tasked with annually auditing each law enforcement services contract to determine how key performance indicators are



measuring up against actual performance metrics. The audit ensures that Metro receives the services it is paying for.”⁵

Metro appreciates its partnerships with LASD, LAPD, and LBPD throughout the years and deeply values the officers who have worked diligently to address the critical safety concerns of Metro riders and employees. However, it is important to acknowledge the constraints inherent in these contract service models.

⁵ <https://boardagendas.metro.net/board-report/2017-0113/>

Challenges and Complexities of the Existing Multi-Agency Law Enforcement Model

Section 3



The current state of contract law enforcement services faces challenges arising from three distinct police agencies and policing models that are not fully aligned with Metro's safety approach. The multi-agency model increases operational complexities, escalates costs, complicates oversight, and poses difficulties in maintaining consistent service levels throughout the system.

In planning for the future, each new transit line that crosses into a new jurisdiction could require expanding the current multi-agency law enforcement service contract scope, further exacerbating the challenges. Managing multiple contracts is complicated in that Metro needs to ensure that the safety and security measures in place are robust, uniform, and adaptive to the needs of the expanding transit system and riders. Uniformity and nimbleness have proven to be a challenge with the current agencies and would become more complex with the planned addition of a new police agency in 2025, following the opening of the D line extension.

Governance

Despite Metro having one safety and security program, each agency operates independently, creating a complex and siloed structure under Metro's authority. The difference in approaches has resulted in inconsistent compliance enforcement, disconnected patrol strategies, delays in data and reporting, and response models that deviate from Metro's safety mission, vision, and values.

One significant issue with the current multi-agency contract police service model is that contract police officers report to their respective chain of command rather than directly to Metro. This reporting structure can lead to communication breakdowns and misalignment of safety priorities. When officers are primarily accountable to their agencies, there can be a lack of clarity and consistency in fulfilling the specific needs and expectations of Metro. This can result in inefficiencies, as Metro may not have the direct oversight needed to ensure that the contract officers are fully aligned with Metro's operational goals and requirements. Moreover, this indirect reporting line can complicate accountability and performance evaluations, making it difficult for Metro to enforce standards and address any issues promptly and effectively.

Having in-house police would be more effective. TCPSD officers would report directly to Metro, ensuring that their priorities are fully aligned with the agency's objectives. This direct line of accountability would enhance communication, streamline operations, and provide Metro with greater control over the enforcement of standards and protocols. It would also facilitate more effective performance management and quicker resolution of any issues, ultimately leading to a more cohesive and responsive policing service that is better suited to meet the specific needs of Metro.

Varied policing models

Having different police agencies with distinct policing cultures, policies, and approaches presents significant challenges that impede effective coordination and collaboration of Metro's system safety and security. Misalignments between Metro's expectations and the diverse practices of these police agencies lead to confusion, inconsistency, and inefficiency in delivering security services on the Metro system. These variations result in conflicting responses to incidents, differing levels of accountability, and difficulties in establishing unified safety and security protocols. These discrepancies have created operational hurdles and undermine Metro's ability to maintain a unified security strategy and establish trust and confidence in the overall security program.

Examples of operational differences between police agencies include:

- One Agency operates a response-to-service model, where officers are primarily in their vehicles and respond to incidents, contrasting with Metro's needs of an engaged presence at stations and riding the system;
- Another Agency operates an assigned deployment model, but staffing primarily relies on an overtime model. This reliance on different police officers each day limits officers' ability to develop familiarity and build relationships with Metro riders and employees and perform their duties in keeping with Metro's safety mission and values; while
- The third Agency has an assigned deployment model, their staffing utilizes a hybrid of full-time and overtime staff. As is the case with the previous agency using an overtime model, staffing by different police officers daily limits officers' ability to develop familiarity and build relationships with Metro riders and employees and perform their duties in keeping with Metro's safety mission and values.

Misalignment of Culture and Values

In the existing multi-agency law enforcement model, the distinct policies, procedures, and safety strategies employed by contract agencies often diverge significantly from those of Metro. These agencies occasionally enforce their own methods, which can inadvertently undermine Metro's objectives. A notable example is one of the contract law enforcement agency's decision to deploy the BolaWrap, which starkly contrasts with Metro's approach to public safety, on the Metro system without securing prior concurrence or approval from Metro. Intended for restraining individuals, the BolaWrap is described as "a nonlethal device meant to bind a person with a quick-deploy whip-like cord." In August 2023, the contract law enforcement agency's governing body approved the extension of the BolaWrap pilot and extended the distribution of the BolaWrap launchers to the approximately 25 full-time officers assigned to the Metro system. The contract law enforcement agency did not contact Metro staff to inform them of this decision, nor had Metro approved its use on its system; rather, Metro was informed about the plan through local media coverage. In October 2023, following comments by Metro Board members,

the contract law enforcement agency notified Metro that the BolaWrap device would not be piloted on the Metro system.



In response to the most recent RFP for multi-jurisdictional law enforcement services in 2022, two of the four proposing agencies took material exceptions to the scope of work and Metro's contract terms and conditions.

- Scope of Work
 - 8 Can't Wait Policies adopted by the Metro Board. These policies aim to ensure accountability in policing that encourages de-escalation and reduction in the use of force.
 - Reporting Requirements. Timeliness of providing data, comprehensive data reporting and analytics, and adhering to Metro's desired key performance indicators and metrics to better align and assess individual agency outcomes, in compliance with the Public Safety Data Analytics Policy.
 - Management and Administration Duties of Personnel
- Terms and Conditions
 - Liquidated Damages
 - Terms of Convenience
 - Changes in Deployment

Oversight & Accountability Challenges

Metro currently has no mechanism for real-time tracking of resources. This has been a consistent issue for 28 years. Law enforcement contractors also have historically refused to share geo-location tracking data or real-time information about the location of the officers assigned to the Metro system. Metro cannot verify if officers are actively policing the Metro system and riding train and bus vehicles. In 2017, when the Board approved the motion to have the OIG annually audit the multi-agency model, the intent was to ensure that Metro receives the services it is paying for.

Metro funds analyst positions within the law enforcement contract services to provide monthly KPI reports and crime data for the three agencies. This data is essential to supplying Metro with insight into systemwide crime issues and trends, as well as providing insight into contract law enforcement performance in addressing calls for service, proactive vs reactive responses, and support to bus and rail operations. A continual challenge exists in the fact that each contract law enforcement agency classifies and captures crime data differently, has independent terminology, and has latency in responding to requests for information due to conflicting governance. For instance, for one contract law enforcement agency, data analytic support is unavailable several times during the week due to preexisting assignments or scheduled time off – despite the fact that Metro provides funding for a full-time dedicated crime analyst for each law enforcement agency. In those instances, requests can have a three to four day turnaround, which is incongruent when stakeholders have immediate needs for information. The schedules for the analytic support are determined by the respective agencies, not by Metro.

Metro does not have control over law enforcement personnel policy in the current multi-agency law enforcement model largely due to the Peace Officer Bill of Rights. Metro's ability to provide direct oversight of personnel that is deployed on the Metro system is greatly reduced when policies are developed, implemented, and managed by other entities. Specifically, Metro has consistently had challenges addressing staffing levels, officer or personnel use of overtime, attendance, location tracking, data reporting, and documentation. In an instance of non-compliance with contractual obligations, Metro currently audits the law enforcement performance and has the ability to adjust the monthly payment for services rendered and continued non-performance can result in credits to future payments.

On-Going Staffing Challenges

Many police departments have reported difficulties in recruiting and retaining officers nationally. Factors such as increased retirement, smaller applicant pools, and competition from other industries have contributed to this decline. According to a report by the Police Executive Research Forum (PERF) in 2019, about 86% of surveyed agencies experienced a decrease in qualified applicants over the previous five years.

Nationally, there is a police officer shortage; within our current contractors, this is the same. Two of the contract law enforcement agencies currently have a vacancy rate of 20% of its approved budgeted positions on the Metro contract. These vacancy rates are higher than the national vacancy rate average of 7%, as reported by PERF as recently as 2021.

One contract law enforcement agency has expressed that the Department has constraints and is understaffed by 1,200 deputies.⁶

Innovative recruitment methods and dedicated resources within Metro's Chief People Office serve as the foundation for ensuring that the TCPSD would overcome recruitment and retention challenges. It is also worth noting that the public transit system is a unique public safety environment that offers flexibility in response and a controlled environment that patrol officers assigned to patrol jurisdictions would not encounter on a regular basis. In the Recruitment & Retention section of this report – Metro details potential opportunities for growth within this new workforce of transit public safety personnel.

Financial Challenges of the Multi-Agency Model

Current costs of law enforcement services have risen consistently and dramatically. The last contract modification increased the contract by \$194 million for a total contract value of \$1.11 billion. Escalation year over year would only continue to impact Metro's ability to responsibly budget for this scope of services. A reasonable escalation is expected for an in-house or a contract policing model; however, with an in-house department – Metro would be able to implement better budget/cost controls. The existing contract law enforcement services are seeing an estimated 10-15% average escalation year over year, and Metro is not able to control this growth at a reasonable rate, given that the governance of the contract law enforcement agencies is not within Metro's control. Adding other jurisdictions to the model would further exacerbate these cost escalations.

| LAW ENFORCEMENT AGENCY | TOTAL CONTRACT PRICE (ORIGINAL PLUS ALL MODS THRU 6/30/23) | FY23/24 Mod 7/1/23 THRU 6/30/24 | REVISED CONTRACT PRICE TO DATE |
|------------------------|--|---------------------------------|--------------------------------|
| LAPD | \$ 511,991,742.36 | \$ 104,919,115.78 | \$ 616,910,858.14 |
| LASD | \$ 360,438,587.00 | \$78,975,281.52 | \$ 439,413,868.52 |
| LBPD | \$44,081,623.00 | \$ 10,157,293.20 | \$54,238,916.20 |
| Total | \$916,511,952.36 | \$194,051,690.50 | \$1,110,563,642.86 |

The multi-agency service contract model also includes excessively high overhead rates, with no tangible value gained from this expense. Instead, all allocated dollars should directly contribute to the safety and security of the Metro system.

⁶ [Robert Luna evaluates first year as Los Angeles County sheriff - ABC7 Los Angeles](#)

| FY24 LABOR COSTS | DIRECT LABOR COST | LABOR COSTS % | OVERHEAD COSTS | OVERHEAD % | OTHER DIRECT COSTS | FY 24 CONTRACT VALUE |
|------------------------|-------------------------|---------------------|------------------------|---------------|--------------------------|-------------------------|
| LASD | \$68,877,995.94 | 87.21% | \$9,465,013.50 | 11.98% | \$632,272.08 | \$78,975,281.52 |
| LBPD | \$7,754,058.56 | 74% | \$1,938,514.64 | 19% | \$464,720 | \$10,157,293.20 |
| LAPD | \$74,053,753.62 | 70.58% | \$30,589,322.89 | 29.15% | \$276,039.27 | \$104,919,115.78 |
| Total | \$150,685,808.12 | | \$41,992,851.03 | | \$1,373,031 | \$194,051,690.50 |

Office of the Inspector General (OIG) Audit Findings

Since the Board directive in February 2017, the annual OIG audit reports have consistently identified concerns regarding the deployment of contract law enforcement personnel on the Metro system. These concerns include insufficient police visibility on buses, trains, and at stations, as well as inconsistent staffing at key critical infrastructure locations.

According to the most recent OIG audit reports, the contract police agencies cannot provide complete enough information on the following deployment metrics: number of train and bus boardings, time spent riding trains and buses, and time spent at train stations. The reports also found that certain deployment practices “provide little visible security presence on the Metro Bus System.” Many of the deployment challenges with contract police services appear intractable, with recurring themes dating back decades. This disagreement between Metro and the law enforcement entities about how to best deploy resources has been documented in the annual OIG audit reports, without resolution.

Single Governance, Control and Reporting: The Advantages of TCPSD’s In-House Model

Examining the various contract requirements, such as personnel and training requirements, billing requirements, and reporting requirements, reveals that all three contracts have undergone revisions to align with the respective law enforcement agencies' internal policies or billing methodologies. This lack of uniformity in requirements has created significant challenges and undermines the effectiveness of the safety and security program.

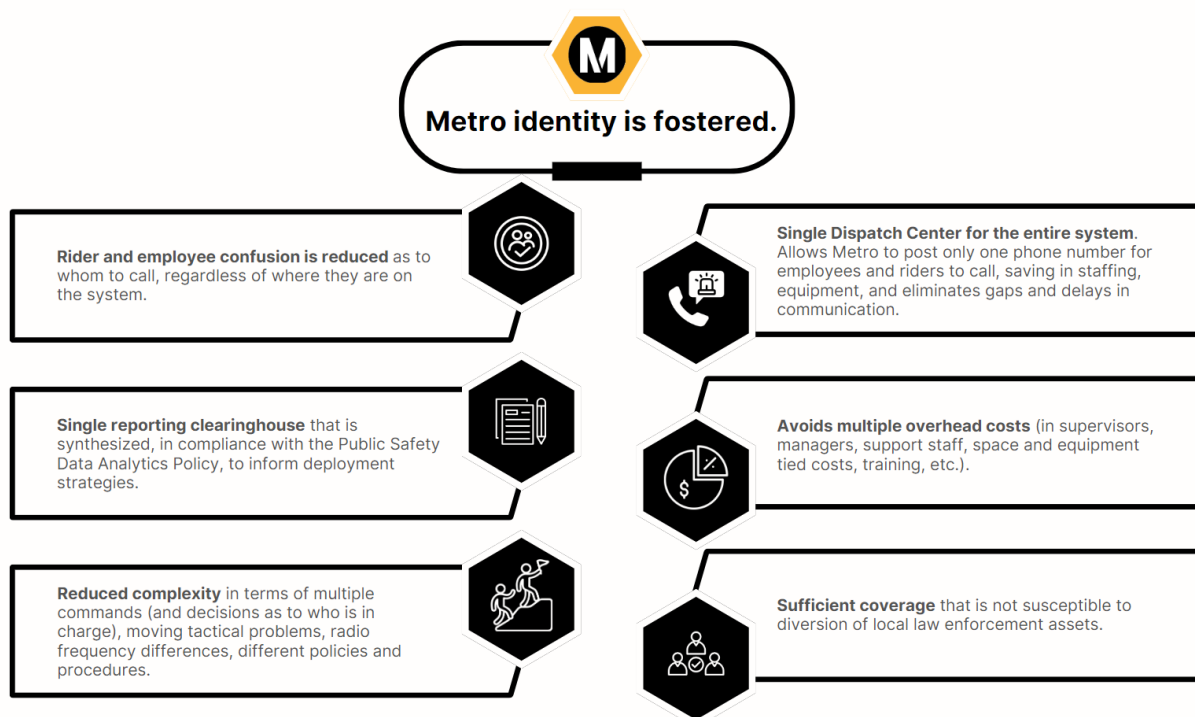
When evaluating the effectiveness of the current multi-agency model to an in-house TCPSD, it becomes apparent that the latter offers superior control and oversight. TCPSD’s centralized approach ensures tighter control over financial processes, ensuring adherence to internal Metro policies and standards, and reducing the complexities of managing multiple agencies. This centralization minimizes the risk of billing discrepancies and streamlines budget allocation.

An in-house model would ensure better oversight and facilitate standardized reporting procedures, eliminating the discrepancies arising from varied contract requirements. This consistency in reporting enhances the accuracy and reliability of data, which is essential for effective decision-making and safety program evaluation.

Moreover, centralized training and recruitment mechanisms under an in-house model would simplify the process and ensure alignment with Metro safety objectives. It enables the establishment of standardized training protocols tailored to specific Metro needs, enhancing workforce proficiency and performance.

Also, by removing the need for resources to ensure contract compliance with multiple contractors, the in-house model significantly reduces administrative burden and operational complexities. This allows resources to be reallocated towards more strategic initiatives, ultimately improving program efficiency and effectiveness.

Achieving this consistency has been challenging with the multi-agency partner model. Transitioning to the TCPSD model provides better control and oversight, leading to standardized requirement implementation and enhancing overall safety program effectiveness. The TCPSD would allow for better alignment of goals and expectations and establish an effective framework for providing police services tailored to Metro's specific needs and priorities.



Goals and Objectives of an In-House Transit Community Public Safety Department

Section 4



Though transit police and local law enforcement are both dedicated to safeguarding public safety, the difference is within the specialized expertise, distinct responsibilities, and policing model that transit officers utilize to effectively address the dynamic safety needs within a transit system. This specialization allows transit officers to be more effective in their roles. Six of the largest transit systems in the United States have dedicated in-house transit police departments. Each agency can directly hire, train, and focus on retention strategies for their specialized transit police workforce.

Operational Framework

The public safety vision for this proposed TCPSD is in direct alignment with Metro's Safety Mission and Values, which emphasizes a culture of care through a visible and engaged public safety department, ensuring that every trip is not just safe but also positive and dignified.

Transit Community Public Safety Department Vision

"Provide consistent and responsive safety services, enhancing transit users' overall experience and well-being through a visible and engaged public safety ecosystem."

Metro's 2002 Transit Safety and Security Policy

"It is the MTA's policy to provide the highest quality, cost-effective, community-based security program possible through the deployment of a highly visible uniformed security presence that proactively and preventatively maintains order, protects customers, employees, and properties, and meets the actual and perceived security needs of our transit system."

—Adopted by the Board in 2002, containing ten major policy positions.

Building upon one of the major policy positions from the Board Adopted Security Policy of 2002, which articulated Metro's commitment to delivering an effective security program through the deployment of a highly visible uniformed security presence, it is evident that Metro's dedication to ensuring the safety and security of the transit system has remained unwavering. Although Metro's safety approach has remained aligned with this principle outlined in 2002, Metro also recognizes the system's evolving safety and security needs. As a result, Metro has explored the TCPSD model, which would better integrate the ecosystem strategies that were previously independent services into more effective unified responses on the transit system. By embracing this holistic approach, Metro aims to adapt and innovate its security strategies while upholding its steadfast commitment to providing a safe and secure transit system for all.

The TCPSD would be able to intrinsically infuse each layer of public safety with the agency's "People First" values. The integrated policing model would require collaboration and communication wherein, for each safety incident, the appropriate response is assigned, better utilizing the diverse resources and expertise (Homeless Outreach, Mental Health Crisis Response Teams, Ambassadors, TSOs and sworn officers) to work together to better address the crime, safety, and well-being issues on the system.

Compared to traditional policing strategies, in which enforcement measures are the primary response tool, TCPSD would take a more situational approach to effectively assess and address the various crimes and safety incidents occurring within the Metro system. While maintaining order and enforcing laws are essential, it's equally vital to strike a balance with a thorough assessment of each situation, identifying the most appropriate response to the perceived safety issue. Through department culture, training, and policies, the TCPSD policing model would allow for a more comprehensive and holistic response to safety issues within the Metro system utilizing the various components of the safety ecosystem.

By adopting and implementing the TCPSD, Metro can streamline the collaboration process significantly. This would involve having only one Chief responsible for ensuring the safety mission and values are instilled within the department and coordinating directly with all relevant safety ecosystem components, ensuring unified direction and oversight. For police, security, and Transportation Security Officers (TSOs), this unified command structure would facilitate better coordination, communication, and more efficient oversight. This contrasts sharply with our current method, which has been challenging to coordinate with contract law enforcement with three separate chains of command due to differences in priorities, resources, and organizational cultures.

Metro's Safety and Security Objectives

The public safety objectives create a clear roadmap to achieve the goals of visibility, consistency, and a specialized transit police workforce through each implementation phase. By establishing core objectives, Metro is seeking a balance between achieving both

enforcement and care-based strategies to address the critical public safety issues on the transit system today and the future. By setting clear and actionable objectives, the proposed TCPSD can track progress, measure success, and stay aligned with its goals.

- **Transit Public Safety Service Culture – Value-Based**

Establishing a transit public safety culture that supports Metro's safety mission and values requires intentional efforts, direct control, and oversight to integrate these principles into every aspect of the safety and security program. Metro has been focused on implementing a human-centered and people-first approach to transit service, emphasizing the well-being of passengers and employees. TCPSD would foster a culture of care and compassion within law enforcement efforts, encouraging officers to prioritize empathy and understanding in their interactions with riders.

Additionally, recognizing the diversity of the transit community and acknowledging the unique contexts in which safety concerns arise is vital. This can be achieved through specialized training that promotes cultural sensitivity and identifying community needs. Furthermore, a commitment to openness and accountability is essential, requiring transparency in policing practices and mechanisms to hold officers accountable for their actions. By taking these proactive steps, Metro can establish a culture in the TCPSD that reflects its safety mission and values, ensuring that the well-being and security of riders and employees remain paramount in all policing efforts.

TCPSD: Direct establishment of human-centered policing culture, training such as cultural competency, de-escalation techniques, conflict resolution, and community policing. TCPSD officers are Metro employees who would have a sense of ownership of the Metro culture, establishing greater commitment and accountability. Officers would have a personal stake in Metro's success and would be more motivated to uphold its culture. Direct leadership that would hold all officers accountable.

Multi-Agency: Currently, each agency holds distinct values and law enforcement objectives that do not necessarily align with Metro's people-first culture. They've crafted individual community engagement plans, resulting in discrepancies. Furthermore, each agency conducts its respective training, fostering inconsistency in training standards. Additionally, each agency maintains its reporting structure.

- **Specialized Metro Transit Community Public Safety Workforce:**

The TCPSD workforce would possess specialized training and skills tailored to address the unique challenges and requirements of policing within the Metro system. Metro would have the authority to set required training, performance expectations, and disciplinary processes and shape the recruitment and selection process to ensure hiring employees are aligned with Metro's mission and values. This would enable Metro to establish a solid foundation for safety practices and ensure that public safety employees align with agency values and adhere to Metro's public safety policies. The

types of training are further discussed within the report under recruitment, training with a purpose.

TCPSD: 4 weeks of Metro Transit Public Safety training, with annual refresher training requirement

Multi-Agency: Currently, 4 hours of Metro transit overview training, one time, and 4 hours of CPUC required rail safety training. This training is in addition to the POST certification training that all law enforcement officers must complete prior to service. Contract law enforcement officers are required to complete Rail Safety Training prior to service. One of the contract law enforcement agency's 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, limiting the opportunity to learn the nuances of policing on a transit system or get to know riders and employees.

- **Engaged Visibility:**

Transit policing differs from local policing, with the former emphasizing "engaged visibility" and the latter emphasizing response to calls for service. The primary objective of the TCPSD is engaged visibility. Metro can better manage the officer's role by being visible on the system and proactively engaging and building relationships with the riding community while still being able to respond to calls for service as needed. Actively being on the system allows officers to effectively maintain order, enforce laws, assist those in need, and prevent crime.

Safety findings from a summer 2021 survey, which included both customers and employees, found that women and nonbinary individuals tend to feel less safe than men on the Metro system.

Despite the low overall crime rate on the Metro system, which is .4842%, less than one percent, per 1 million boardings (2023) compared to Metro's average daily ridership of 872,167, the perception of safety remains a concern. One crime that impacts Metro riders and employees is too many. Engaged visibility fosters trust, promotes positive police-community relationships, and enhances the effectiveness of law enforcement efforts. By being present and involved throughout the Metro system, officers can better understand riders' and employees' concerns, build rapport, and establish open lines of communication. This can lead to improved collaboration, increased community support, more effective crime prevention and problem-solving initiatives, and heightened crime and disorder deterrence. The challenge with the current model of contract law enforcement in this regard is that each law enforcement agency has a different approach to demonstrating visible presence and has a governance structure that is not controlled by Metro.

The evaluation of the local neighborhood policing pilots found that targeted foot patrol improved public confidence in the police, perceptions of crime, and feelings of safety—as well as reduced crime—when implemented alongside community engagement and problem-solving (Tuffin and others, 2006).⁷

TCPSPD: Officers would patrol their assigned zones, ride buses and trains, conduct foot patrols at stations, and engage with staff and riders within their assigned stations during their shifts in a manner where Metro can track and account for their activity in real-time

Multi-Agency: Currently, the primary deployment is through vehicle patrols. OIG audit report stated: “The visible presence of LASD contract law enforcement personnel on the Metro System is very limited.” This is due to the deployment of LASD patrol deputies in vehicles instead of 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. Vehicle patrol is the primary LASD deployment strategy. LASD comprises 188 officers out of the 443 field deployment personnel in the multi-agency contract (42%), so prioritizing vehicle assignments does not align with Metro's objective of enhancing visible engagement.

An example of the benefit of not just presence but *engaged and visible* presence in the system is the use of Narcan. According to the CDC, in 2023, drug overdose deaths remain a leading cause of injury-related death in the United States. Metro is not immune to the impacts of this epidemic. In just the first two months of 2023 alone, Metro recorded more overdose related deaths on its system than the entire year of 2022. To prevent opioid overdose deaths on the system, in March April 2023, all Metro TSOs were trained to carry and use Naloxone (Narcan). to prevent deaths by drug overdoses. In April 2023, all Transit Ambassadors were trained and equipped with Narcan.

Despite similar officer deployments, the data speaks volumes: Metro Transit Safety Officers (TSOs), with an average daily deployment of 149 officers, administered 35 Narcan doses (3/23 - 3/24). Transit Ambassadors, averaging 220 on the system daily, administered 163 doses (4/23-3/24). Conversely, one contract law enforcement agency with an average daily deployment of 188 officers, administered only 29 doses (3/23-3/24). This is partly due to the inconsistent policies among the law enforcement agencies, two of the contract law enforcement agency's officers are not required to carry Narcan per their respective agency policy. This stark contrast underscores the importance of not just presence but active engagement in combating the opioid epidemic and any other safety issue on the Metro system. It suggests that through visible and engaged presence, Metro is better equipped to

⁷ <https://www.college.police.uk/research/what-works-policing-reduce-crime/visible-police-patrol>

respond effectively to critical situations, highlighting the necessity for continued efforts to enhance police visibility and engagement within the Metro system.

Transparency and Accountability: Each layer of the public safety ecosystem relies on the availability of the appropriate resources to respond to the challenges within the transit system environment. Knowing where enforcement personnel are is paramount to achieving Metro's public safety objectives.

Currently, each law enforcement agency provides varying degrees of geo-location data, but none of it in a manner in which Metro has real-time visibility on deployed resources. available in real-time. On several occasions, one agency refused to provide Metro with geo-location data, and when it was eventually offered, it was not in a consistent or usable format. Accurate location ensures resource accountability and is critical for transparency and public trust when an incident occurs in the system.

TCPSD Location of Personnel: Metro would use the System Operation Center (SOC) as an internal mechanism to ensure real-time information on personnel on the system.

Multi-Agency: Law enforcement contractors have historically refused to share geo-location tracking data or real-time information about the location of officers assigned to the Metro system, citing personnel matters. Metro cannot verify if officers are actively present on the Metro system and riding train and bus vehicles.

TCPSD would shape its priorities, policies, and practices based on insights from public stakeholders and a newly formed independent civilian review committee to ensure adherence to best practices, ethical standards, and community expectations. Accountability and ensuring a level of service are key to an effective public safety strategy.

TCPSD Data Reporting: Daily data reporting and regular updates to the public dashboard within a reasonable period after each month closes with relevant trend reporting.

Multi-Agency Data Reporting: Despite Metro funding a Crime Analyst for each law enforcement agency, it can take up to six weeks to obtain the crime data as different agencies provide information in varying formats, and a Metro verification process is required. There is a data gap for bus activity vs. rail activity. There is also missing data from local law enforcement response—most calls for service on the bus system are currently responded to by local patrol officers.

TCPSD Data Collection: Can quickly access and utilize all safety data forms to enhance decision-making regarding safety strategies in compliance with the Public Safety Data Analytics Policy. Transit Watch App, Customer Surveys, Customer Complaint reporting (CCATS), Employee safety incident reporting, Transit Ambassador reports, Metro TSO statistics/data, and Homeless Outreach.

Multi-Agency Data Collection: Currently, each agency maintains its data, hindering Metro's ability to gain a comprehensive view of the entire systems' safety environment and quickly adapt to changes. In an environment where safety issues evolve daily, delays in accessing data render it ineffective. Uniformity can wield a significant influence on customer perception, subtly communicating a message about service cohesion and unity. A unified appearance not only enhances professionalism but also signifies a cohesive approach to service delivery, instilling confidence and trust in riders and employees.

When it comes to the multi-agency model, every agency boasts its unique model and culture. Maintaining a consistent image and level of service is a challenge with the current multi-agency model. Variations in operational protocols among different police agencies create confusion and undermine the perception of a unified front. Moreover, contractual inflexibility and management challenges arise, leading to operational disruptions.

An in-house police model presents a list of advantages for Metro:

- With an in-house police model, Metro would be able to directly recruit and hire staff who relate to Metro's safety culture, mission, and values. In addition to providing transit training to supplement POST certification, this would foster a cohesive environment where TCPSD is directly integrated into Metro, which will share common objectives and work smoothly together with all layers of the Safety Ecosystem. Employees who feel connected to Metro are more likely to remain loyal and dedicated, contributing to the long-term success of the department.
- An in-house approach allows for greater control over standards and fosters a shared sense of purpose among employees, ultimately enhancing both customer satisfaction and employee morale.
- Investing in an in-house policing model can foster a stronger connection with frontline employees. Knowing that their colleagues are working alongside them to ensure safety creates a supportive environment where everyone feels valued and protected. This camaraderie not only boosts morale but also strengthens the overall effectiveness of the policing efforts.
- Another key advantage of direct hiring is that it provides the opportunity to hire a diverse and talented team that can tackle various safety challenges.

| | IN-HOUSE TRANSIT COMMUNITY PUBLIC SAFETY DEPARTMENT | CONTRACT LAW ENFORCEMENT SERVICES |
|---------------------------------|--|--|
| Control | Full control over operations and standards | Limited control over service execution and standards |
| Unity and Cohesion | Promotes a unified approach and consistent culture | Disjointedness and varied cultures |
| Customization | Tailored to Metro's specific needs and values | Less flexibility in adapting to unique requirements |
| Loyalty and Commitment | Fosters loyalty and commitment to Metro's success | Committed to their respective agencies |
| Communication | Direct and seamless communication within Metro | Challenges in coordination and communication |
| Responsiveness | Swift response to emerging situations | Potential delays due to external coordination |
| Accountability | Clear accountability and oversight mechanisms | Dependent on each agency for compliance |
| Knowing Your Business | Deep understanding of the Metro's operations and goals | Limited knowledge of Metro's specific challenges |
| Difficulty with Quality Control | Rigorous adherence to quality standards | Challenges in maintaining consistent quality |
| Adaptability | Swift and immediate response | Delays in response due to external factors |

Proposed Transit Community Public Safety Department Models

Section 5



The current multi-agency deployment model involves three separate and distinct law enforcement agencies, each operating within its jurisdictional limitations and span of coverage. This model often results in fragmented policing efforts, with each agency focusing on its specific area. Jurisdictional boundaries can hinder seamless communication and collaboration, affecting the overall efficiency and responsiveness of law enforcement activities. For example, an incident occurred in which the Bus Operations Control Center attempted to notify law enforcement of a security incident on a bus that was in one agency's jurisdiction, but the direction of travel would take it to another jurisdiction. The attempt at coordinating a response from law enforcement was unsuccessful due to confusion about which agency should respond, resulting in no resources being dispatched to support. Bringing the policing function in-house would create a unified service better aligned with the agency's goals.

Metro is focused on achieving a balance between enforcement and care-based strategies to improve the safety of Metro riders and employees on the transit system. Focusing on riders' well-being through an engaged, proactive, and care-based approach supports Metro's mission to address each person's unique needs instead of defaulting to the use of force and law enforcement. Addressing societal issues on transit is intimately aligned with improving the system's safety and security. The care-based model of proactive engagement recognizes the need to mitigate societal issues by supporting those experiencing homelessness, substance abuse, mental health challenges, etc., rather than citing or arresting them as the first step. This approach swiftly connects those in need with care.

The department would embody a modern model of proactive community transit policing using training that is specific to the transit environment, inter-agency collaboration, and accountability measures to operationalize public safety strategies and responses. An in-house policing function would streamline operations, foster a more integrated approach to community safety, and improve accountability and resource allocation, ensuring consistent policy implementation and a cohesive strategy that supports our mission.

Deployment Model

Metro would improve engaged visibility at Metro stations and on-board Metro bus and rail vehicles as the primary objective of TCPSD. Re-allocating officers to foot patrols to ride vehicles and frequent transit stations and creating co-response teams would be at the core of this new deployment strategy. Of course, call response would still occur, but engaged visibility takes precedence in deployment decisions. The objective of engaged visibility requires the deployment of officers on foot patrol where assisting, guiding, and supporting Metro riders and employees by being consistently present, reliable, and accessible in both emergency and non-emergency situations is paramount. Dedicated police personnel stationed at assigned locations, terminals, and aboard trains and buses can engage with riders and employees consistently and would get to know Metro riders and employees.

Zone-Based Deployment

The TCPSD would utilize a zone-based deployment model to optimize public safety resource allocation. A zone-based deployment strategy is an industry proven method of deployment that increases visibility while reducing overall calls for service through presence. Zone deployments allow officers to be accountable and build relationships with the riders, businesses, community, and employees throughout their zones. This deployment style aligns with the Department of Justice (DOJ) Community Oriented Policing model, which encourages Police departments to connect with the community. Having the same person(s) assigned to the same area creates a sense of community.

The Zone Deployment model divides the Metro system into six dedicated zones and Metro system-specific geographical areas where officers are assigned to the same zone daily. The existing deployment model for Metro's law enforcement contractors is based on jurisdictional boundaries. The current deployment model of officers is de-centralized and reactive, focusing on hot spots as they occur. Compared to the current police model, the proposed TCPSD could seamlessly move across the system network and not be restricted to jurisdictional boundaries. The current contract police services have jurisdictions where an officer is limited to their geographical service boundaries. Included below is a proposed zone map, which would be further refined pursuant to additional assessment.



Traditionally, officer deployment is determined based on an analysis of the total reported events, directed patrol activity, administrative tasks (writing reports), officer-initiated activity, customer calls for service, complaints, calls for service to law enforcement, employee feedback, and community surveys that inform those areas where patrols should be focused. For the TCPSPD, a team of analysts and law enforcement leaders would review data compliant with the Public Safety Data Analytics Policy and consider system expansion, customer comment data, and ridership to identify areas for adjusting zone deployments. These zones would be reviewed regularly to assess their effectiveness and efficiency. These zones can be changed, adjusted, or edited at any time since the Metro

ecosystem, with the addition of the TCPSD, is not limited to jurisdictions like the multi-agency model.

Implementing this zone model would ensure more comprehensive coverage and quicker response times to service calls. By strategically dividing the area into zones, TCPSD officers can be deployed more efficiently, reducing the distance and time required to reach incident locations. This approach minimizes delays and enhances the overall effectiveness of the response. As a result, the improved coverage and reduced response times would lead to greater safety and satisfaction for both riders and employees, fostering a more reliable and trustworthy public safety service. Moreover, prompt access to a TCPSD officer in the system aligns with the service-oriented and community-centric safety approach desired by Metro.

Also, this plan would expand the multi-layered approach to be more inclusive of bus stops and bus depots, increase bus and rail riding teams, and enhance station coverage to include an increased presence late at night and on weekends.

With the zone deployments, officers would be assigned to patrol the rail lines. In deploying officers to bus routes, officers would be assigned to ride on buses to support Metro TSOs when needed and patrol fixed post stations. Bus routes would be patrolled with officers riding on buses, assigned to stations where riders frequently travel through stations, and areas where incidents are reported.

In November 2023, SSLE began using the proposed six zones for Metro transit security deployment as a pilot to verify the effectiveness of this zone concept. The six-zone deployment concept is still in use. Metro Transit Security has provided the following benefits:

- It is easy to identify where officers and supervisors are deployed.
- It minimizes supervisor response time when requested in support of the Transit Security Officers.
- It has increased Transit Security Officers' confidence by knowing that a supervisor or their fellow officer and supervisor is close by and ready to respond to their needs.

Benefits of Zone-Based Deployment

The Zone-Based deployment model offers numerous benefits that contribute to Metro riders' overall safety and well-being. The model would strengthen the direct coordination and collaboration with existing ecosystem layers, such as Ambassadors and Homeless Outreach personnel in each zone. Each zone would adopt a holistic approach to addressing rider safety needs, facilitating quicker responses to emerging issues and better coordination of resources. With a focus on quality-of-life issues and proactive engagement, this model can address community concerns through strategic collaboration and better resource allocation, fostering a safer and more secure environment.

- Accountability
- Increased Presence
 - Enhanced visibility of officers
 - Officer familiarity with riders/employees/community stakeholders
 - Rider recognition of officers
- Improved Operations
 - Better allocation of resources
 - Proactively addressing issues that may arise while also working to deter crimes.
 - Consistent assignment of officers to perform foot patrols throughout their shifts.
 - Officers taking ownership of their zones foster a sense of responsibility and accountability, leading to increased effectiveness and community trust.

This zone model allows officers to become more familiar with riders and understand the unique community needs within their assigned zones. The model aims to improve community engagement by allowing officers to focus on solving problems unique to their assigned areas. This zone-based deployment also highlights and underscores the need for officers to understand the cultural complexities that exist throughout the Metro service area. This deployment approach, coupled with additional tools for community engagement, would help Metro further its goals of enhancing safety and security throughout the system. A number of other deployment models were examined; however, the zone-based approach, as outlined in this section, is the best fit for achieving Metro's goals. (See Appendix B)

Co-Response & Collaboration

As discussed, Metro TCPSD officers can be deployed with substance abuse and/or crisis intervention specialists/clinicians as crisis co-response teams. Each zone would have at least one crisis co-response team assigned to respond to calls and do proactive engagement on board trains, buses, and at Metro transit stations. By integrating crisis intervention specialists into teams with transit police officers, Metro would promote a more compassionate and effective response to crisis situations, reduce the likelihood of escalation or use of force, and improve outcomes for individuals in distress. The specialist would offer immediate support and connect individuals with treatment resources while officers ensure the safety of the scene. All layers of Metro's public safety, including transit ambassadors, transit security officers, contract security, multi-disciplinary homeless outreach teams, and law enforcement, are essential contributors. This collaborative approach reflects a growing recognition of the importance of integrating mental health expertise into public safety responses and promoting trauma-informed approaches to crisis intervention.

Metro has developed a zone-based deployment model that incorporates elements of problem-oriented policing and community-oriented policing within the unique transit environment, seamlessly weaving Metro's transit network into the communities that it serves. This model would be assessed for its effectiveness over time and would be adjusted according to the needs of the system and the workforce capacity. Crisis Interventionists/Clinicians would be staff that are trained and partnered directly with law enforcement teams to assess situations and address issues in real-time. This is a proven co-response model that other transit agencies employ as a best practice.

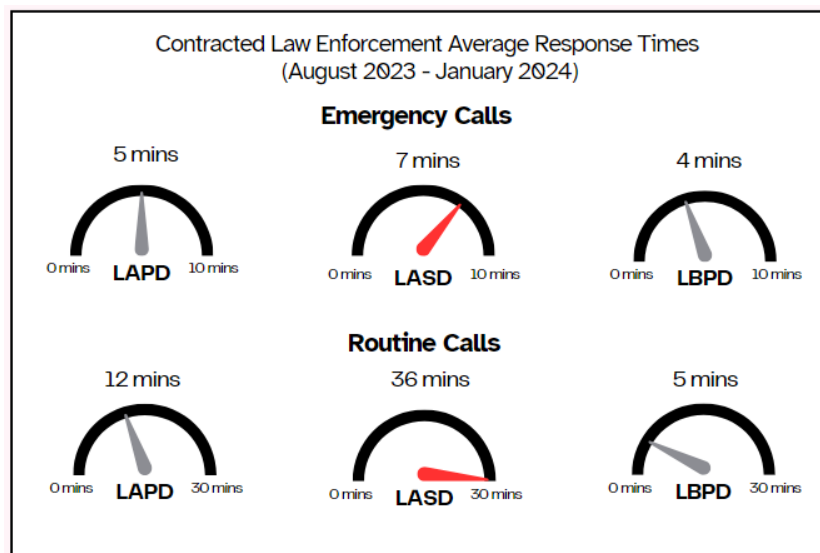


With these care-based strategies integrated into the TCPSD model, conditions inside the station can be clean and safe, with all interventions operational and personnel visible to the public. With better-coordinated police and co-responders, isolated instances of inappropriate activity are addressed within minutes. This model can be expanded systemwide on the bus and rail system with the support of an in-house law enforcement unit that can be quickly deployed to address critical response needs.

Enhanced Safety: Visible Presence, Faster Response

The TCPSD would improve response times through the new deployment model. With zoned deployment and adequate resourcing, bus and rail incidents would be able to have a quicker law enforcement or ecosystem response when needed. The current multi-agency model has fallen short, impacting rider and employee confidence. The new department KPIs would aim for a minimum 50 percent reduction in response times for Routine Calls. The multi-agency model has limitations due to the varying policing approaches and jurisdictional coverage. This results in inconsistent response times across different parts of the Metro system.

While there's no national standard for police response times, the dynamic nature of a transit system means that calls are in constant motion with buses and trains. Without active foot patrols on the system, response times can be significantly delayed. Additionally, large coverage spans due to jurisdictional boundaries put the multi-agency model at a disadvantage compared to the in-house police department model. Metro riders and employees would benefit from officers on foot patrols actively patrolling the system. Engaged police visibility is pivotal in addressing pressing issues like opioid overdoses within the Metro system.



The figure above shows the average response times on the rail system for each law enforcement agency during six months (August 2023 – January 2024) for routine calls and emergency calls. Routine calls are defined: as of a non-priority nature that do not require a priority response from the field unit(s). Examples of routine incidents include (but are not limited to) the following: Report calls for vehicle burglary or vandalism, and the reporting party is home, at work, or in another safe place away from the scene of the incident/crime. Patrol checks of specific areas or locations not currently involved in suspicious or criminal activity. Emergency calls are anything requiring a code 3 response (calls for service of a violent nature). Examples of emergency calls include (but are not limited to) the following: Felony crimes in progress; just occurred crimes (such as assault with a deadly weapon, burglary, and robberies) with the suspect still in the area; all life-threatening situations, such as accidents with injuries, assaults in progress, fights involving multiple parties, etc.

For routine calls, Long Beach PD response times are much lower than LAPD and LASD, given that their area of responsibility only includes a small segment of the Metro A Line. Conversely, the LASD service area spans from Azusa (A Line) to Santa Monica (E Line), which can explain why some routine calls for service are beyond 40 minutes.

The data examined in this section and depicted above shows response times on the rail system. Metro has requested data related to calls for service on the bus system – however, there are discrepancies with reporting calls for service that are handled by local patrol divisions of law enforcement agencies.

In the City of Los Angeles, upwards of 95% of calls for service on the bus system are responded to and handled by LAPD's local patrol divisions. The exceptions would be the G Line busway and the J Line Harbor transitway, which each have an LAPD Transit unit assigned to them. Another exception would be bus transit centers, such as Patsaouras Bus

Plaza and North Hollywood Station, that are adjacent to rail stations where LAPD Transit has fixed post officers who can respond more quickly from the adjacent station than a field unit.

Outside of the City of Los Angeles, 100% of the calls for service on the bus system are handled by the LASD Transit unit. However, depending on how the call for service is received (via Bus Operation Control or 911), the local law enforcement agency may be the first responder to the call. In those instances, the local law enforcement agency would contain the scene and detain any suspects pending the arrival of LASD Transit, who would then take over investigative responsibility for the call for service. The exception is traffic collisions involving a bus, which are handled by local law enforcement.

With the establishment of the TCPSD, riders and employees would benefit from unified response strategies and manageable deployment zones, each adequately resourced and supported by foot patrols. This would ensure consistent response times across the entire Metro system. Metro would have the ability to effectively assign and quickly adjust resources and personnel to zones and coverage, which would improve response times.

Preventing Bus Operator Assaults

Every Metro employee should be able to conduct their work without the fear of harassment or violence. Unfortunately, public transit agencies nationwide have witnessed a troubling surge in assaults on operators. The cause and contributors to operator assaults vary widely; studies have identified broader societal trends, such as mental health issues and economic and social factors, to these random acts of violence, such as mental health issues and economic and social factors. Metro has taken proactive steps by delving into research to identify best practices and analyzing data, aiming to implement effective safety measures for its staff. In response to feedback from operators and alarming data indicating a rise in assaults, Metro introduced bus-riding teams as a strategic intervention.

Currently, Metro has four (4) Bus Riding Teams to provide a high-visibility uniformed presence on Metro buses. TSOs enforce Code of Conduct violations and fare evasion while riding buses. Additionally, TSOs engage with bus operators to learn of other areas of the designated bus line where operators are having recurring issues. Three (3) Transit Security Officers comprise a Bus-riding Team: Two (2) TSO I and one (1) TSO II. Metro does not currently pair TSOs with law enforcement for bus-riding teams. During the initial bus-riding team pilot, Metro paired TSOs with law enforcement officers. However, this model had some challenges because the two contract law enforcement agencies that perform bus boardings each deploy differently.

Feedback from bus operators at monthly RAP Sessions is incorporated into resource allocation planning efforts to measure the effectiveness of bus-riding teams. The feedback overall is very positive. Many operators have commented that when a team is visible and available on their bus or along their route, they can focus on driving and ensuring rider

safety. These teams on board remove the requirement for Operators to handle the Code of Conduct or fare issues that typically arise throughout their shift, and they have a greater sense of security. They would like to see the teams riding their lines more often and for longer periods. Their concern is consistency, they want a team for more than one week at a time.

With TCPSD, it would be recommended to have in-house sworn officers dedicated to support and supplement the TSO teams with back-up requests, arrests, and criminal activity, duties beyond the TSOs authority. The current lack of police support, which results in extended response time for backup requests or arrest requests, is an ongoing challenge for the BRTs that can be eliminated with the creation of the TCPSD.

Technology Resources for Deployment

The establishment of the new Department presents an opportunity to integrate modern advancements in public safety technology aimed at preventing and reducing crime within the system. Technology holds a pivotal role in transitioning deployment strategies from reactive and response-based methods to proactive and preventive measures. System Security and Law Enforcement (SSLE) is currently assessing technological opportunities for compatibility with Metro's Bias-Free and Public Safety Analytics policies, considering their potential utilization within TCPSD.

The recommended approach involves achieving a balance between leveraging technology to enhance efficiency and retaining enough well-trained officers to uphold public safety standards and foster community trust.

The enhanced technology resources and modern methodologies for identifying resources and identifying operational needs for deployment would help the TCPSD create daily deployment plans to surgically place personnel on bus and train lines where they can have the most impact. The in-house model facilitates better integration compared to a multi-agency approach, which constrains technology use, application, and coordination.

Metro's System Security and Law Enforcement coordinates emergency response and dispatch for incidents on the Metro bus and rail system at the Security Operations Center (SOC). To support an In-House TCPSD, the SOC would be upgraded to incorporate new technology that would provide dispatch and geo-location capabilities for all law enforcement and security personnel assigned to respond to various incidents systemwide.

The SOC would maintain constant surveillance and preparedness for incidents, employing a multi-layer unified virtual command structure to oversee operations and ensure seamless communication and action. Having access to real-time geo-location tracking has been a consistent challenge with the multi-jurisdictional law enforcement model. By exploring innovative technologies, Metro can address this challenge quickly and better plan and allocate resources to serve Metro riders and employees.

Improved Overall Deployment Strategies

The proposed deployment model recommended for the TCPSD summary highlights the factors differentiating TCPSD from existing multi-agency contract law enforcement. These functions are *not currently* being performed to Metro's standards:

- A unified deployment strategy with supervisors deployed in the field to assist and support the patrol units and ecosystem synthesis.
- Officers would be deployed in zones for their shifts, having dedicated areas of responsibility and keeping a consistent presence with stakeholders.
 - The zone deployment model is designed to significantly enhance officer presence throughout the system.
 - The zone deployment model also allows quicker incident response times since officers would be deployed throughout the system.
 - It puts officers in the field for their entire shifts with focused deployments in designated areas, making them more accessible.
 - Officers would patrol their assigned zones, ride trains, monitor bus hubs, conduct foot patrols at stations, and engage with staff and riders within their assigned stations during their shifts.
- The proposed deployment model is a transformational shift from the current model, which is not designed to have exclusive personnel performing dedicated presence patrols throughout Metro.
- Specialized Units: During the TCPSD's initial development, the existing contract law enforcement special units (canine, forensics, etc.) would continue to be contracted until the TCPSD can seek adequate experience, training, and certifications for officers to gain specializations.

Zone Model Deployment Staffing

The allocation of personnel across the six zones would be determined by the TCPSD Chief once on board. The recommended numbers of TCPSD officers in each zone would vary based on an analysis of factors such as line complexity, station density, and the presence of major transit hubs. This strategic approach ensures that resources are optimally distributed to meet the diverse safety needs and challenges across different zones within the system.

Contract Law Enforcement Deployed Positions

The current Multi-Agency contractors have a field deployment of 443 with 386 deployed daily and 146 support staff.

| LAW ENFORCEMENT AGENCY | FY24 BUDGET | | |
|---|---------------------|---------------------------|---------------------------------------|
| | BUDGETED POSITIONS* | FIELD/PATROL DEPLOYMENT** | AVERAGE DAILY DEPLOYMENT ON SYSTEM*** |
| Los Angeles Police Department | | | |
| Field/Patrol Officers | 192 | 192 | 186 |
| Special Units | 32 | | |
| Patrol/Special Unit Sergeants | 3 | | |
| Support Staff | 75 | | |
| Los Angeles Police Department Subtotal | 302 | 192 | 186 |
| Los Angeles County Sheriff's Department | | | |
| Field/Patrol Officers | 204 | 229 | 186 |
| Special Units | 41 | | |
| Patrol/Special Unit Sergeants | 17 | | |
| Support Staff | 67 | | |
| Los Angeles County Sheriff's Department Subtotal | 329 | 229 | 186 |
| Long Beach Police Department | | | |
| Field/Patrol Officers | 18 | 18 | 10 |
| Special Units | 3 | | |
| Patrol/Special Unit Sergeants | 4 | 4 | 2 |
| Special Units | 4 | | |
| Long Beach Police Department Subtotal | 29 | 22 | 12 |
| Law Enforcement Agency Total | 660 | 443 | 386 |

Budgeted positions reflect full-time and overtime staff assigned to the contract per most recent modifications/labor agreements.

**Field/Patrol Deployment is reflective of personnel on overtime for LAPD and LBPD; however, LASD employees are on a full-time basis; it is essential to note that not every single vacancy is filled rather these figures represent the maximum numbers that can be filled; and are inclusive of budgeted field/patrol personnel

***This figure is a more accurate representation of actual numbers deployed. Actual numbers deployed are based on each agency's most recent monthly billing/deployment documents.

In-House Deployment Model Scenarios

Four service models for TCPSD were developed to enhance public safety and operational efficiency within the Metro system. Each approach was examined to ensure alignment with Metro's strategic objectives, resulting in a safer, more responsive, and community-focused policing framework. The models are as follows:

Service Model 1 – Current: This model maintains the current level of 386 law enforcement officers deployed daily in the field and the current level of public safety ecosystem layers (Homeless Outreach and Ambassadors) but adds an additional 6 Crisis Interventionists/Clinicians deployed daily.

Service Model 2 – Enhanced: This model builds upon Service Model 1, retaining the current daily deployments of 386 sworn personnel with an **increase** in the daily deployment of non-law enforcement unarmed alternatives by 227, increasing the public safety ecosystem layers of Homeless Outreach, Crisis Interventionists/Clinicians, and Ambassadors. It also allocates \$5 million for innovative Public Safety Infrastructure Improvements at transit stations, aiming to enhance security measures and create safer environments for riders through state-of-the-art technology and strategic design upgrades.

Service Model 3 – Decrease in Sworn Officers: This service model reduces the number of officers from the baseline of 386 daily deployed sworn officers by 40, or 12%, to 346. All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, Crisis Interventionists/Clinicians, and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward.

Service Model 4 – Increase in Sworn Officers: This Model builds upon Service Model 2 by augmenting the daily deployment of sworn officers by adding 80 (20%) more officers to the baseline of 386 to 466 daily deployment. All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, Crisis Interventionists/Clinicians, and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward.

The significant change in these models lies in the strategic redeployment of officers. Instead of patrolling large areas in vehicles, the officers would be dedicated to patrolling the transit system on foot within one of the six dedicated zones. This focused approach would significantly enhance officer visibility and presence within transit areas, such as stations, platforms, and onboard vehicles. Furthermore, as previously stated, the zone deployment would improve response times to incidents occurring within the transit system. Officers deployed on the system would be able to respond quickly to emergencies, reducing the time it takes to address issues and enhancing overall safety.

Each model also includes a relief factor to ensure around-the-clock shift coverage to ensure there are no gaps in daily deployments. This allows for personnel to take scheduled, pre-planned, unplanned, or other types of leave to take time off from their regularly scheduled shifts, which requires strategies to cover shifts for those personnel

who are absent. Additionally, the daily needs for day-to-day operations with training, incidents that require large-scale responses to events or incidents, and re-direction of personnel need to consider relief factor calculations for strategically calculating deployments.

Variables Considered

- **Schedules:** The types of schedules worked are a relevant factor in identifying the coverage needed. Whether 8, 10, 12-hour schedules, fixed permanent, or rotating shifts, agencies would need to consider the frequency and type of schedule changes that would be anticipated for their agency needs.
- **Leave Amount:** The number of days provided to staff for their leave is also relevant to account for the number of days that are expected for staff to take leave.
- **Expected Coverages:** Whether an agency decides to have all shifts fully covered at all times, or if there is an expectation of absences and shifts not being filled for minimum staff requirements as per contractual obligations, required coverages in certain deployment areas where staff must be present at all times, or alternatives to coverage needs are also part of the consideration and analysis.
 - With the assumption that only 75 percent of the officers assigned would be available for patrol (25 percent absent due to court, sick, training, vacation, etc.) the industry standard for ICMA, Center for Public Safety Management, suggests that a 25 percent absentee rate is a general standard for purposes of relief coverages (McCabe, .
- **Percentage Allocations:** Relief factor percentages can range from 10-30 percent according to industry best practices from the Department of Justice, Community Oriented Policing (COPS), Office of Justice Protections (OJP), and others that identify a need for relief based on the expectation that staff would need to take time off, balanced along with agency needs to determine what type of coverages are needed, where gaps may exist in deployments, and how absences would be covered.
- **Relief Factor:** The recommended ten (10) percent relief factor is calculated in the proposed calculations based on industry research and the nature of work for future Metro developments. With existing ecosystem layers and the opportunity to cover visibility across the Metro landscape with supplemental personnel in Flex Teams and Roving Patrols, TSOs, and Ambassadors, a ten (10) percent relief allocation is projected to satisfy coverage needs.

Financial Impact Analysis

Section 6



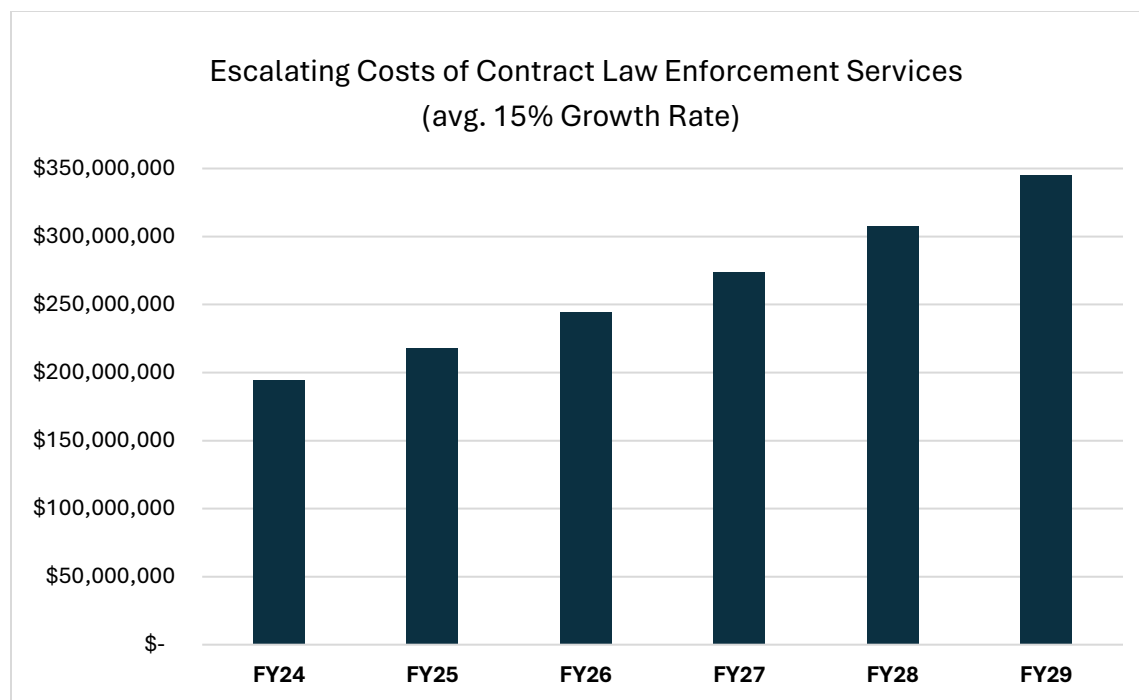
With a detailed understanding of the operational framework in place, the financial impact of establishing an in-house transit public safety department is the next step. This section examines the costs of implementing and maintaining TCPSD, including personnel, training, equipment, and ongoing operational expenses. Also analyzed is the cost difference between contract law enforcement services and the long-term financial benefits of a streamlined, in-house approach. Understanding the financial implications allows for informed decision-making regarding the implementation of TCPSD.

Purpose

The purpose of the TCPSD's financial analysis is to evaluate the costs and benefits associated with the four proposed models for structuring the department: the Current Model, the Enhanced Model, and the Comprehensive Model. This analysis provides a detailed comparison of each model's financial implications and potential public safety impacts.

Escalating Contract Law Enforcement Costs

The current transit safety model relies heavily on contract law enforcement services, incurring significant ongoing expenses for personnel, equipment, training, and facilities. The current model's financial forecast highlights its unsustainable nature, necessitating a strategic shift towards a more financially viable and community-centric approach to transit public safety. The table below outlines the projected cost escalation for salaries included within the multi-agency law enforcement contracts. The figures included in the table are estimates based on historical data and are subject to actual cost adjustments as current contracts are renegotiated yearly.



| BUDGET YEAR | CONTRACT LE SERVICES |
|-------------|----------------------|
| FY24 | \$ 194,051,691 |
| FY25 | \$ 217,725,997 |
| FY26 | \$ 244,288,568 |
| FY27 | \$ 274,091,774 |
| FY28 | \$ 307,530,970 |
| FY29 | \$ 345,049,748 |

Financial Overview of Models

For the TCPSD, Metro has examined the costs for the four models for the new department to ensure that there would be no gaps in policing services. There would be a significant reduction in overhead costs and in the number of administrative/non-sworn staff compared to the current Multi-Agency contract, given that Metro would be able to retain the administrative capacity within the department across the entire service area (most staff reductions eliminated redundancies in Multi-Agency administration).

This financial analysis evaluates the impacts of four proposed service models for structuring the TCPSD over a six-year period, with five years dedicated to implementation and year six serving as the baseline for future department annual costs. The analysis involves collecting and examining current budget data, including each model's personnel, operational, equipment, and training costs.

The cost difference and return on investment (ROI) are assessed by comparing the financial outcomes of the four models. The analysis also evaluates each model's community impact to understand how changes in the public safety structure may affect service delivery and public perception of safety on the transit system.

Long-term financial sustainability is projected based on the year six baseline, ensuring the chosen model supports sustainable public safety operations and fiscal responsibility. This comprehensive approach aims to provide a clear, data-driven foundation for selecting the most effective and financially sound service model for the public safety department.

Each service model projects a five-year phased program roll-out, as outlined in the next section: Operational Structure and Roadmap. The Operational Structure and Roadmap section details a phased approach to hiring, recruitment, training, and start-up needs, including technology improvements to support the Implementation.

As the report highlights, Metro's current public safety service model relies heavily on contract law enforcement services provided by multiple local jurisdictions in Los Angeles County. In fiscal year 2024 (FY24), the multi-agency service model was budgeted at \$194,051,691 for contract law enforcement services. The service level for this multi-agency service model includes the daily deployment of 386 field-based law enforcement officers system-wide. Due to the existing governance structures of the Los Angeles Police Department, Los Angeles County Sheriff's Department, and Long Beach Police Department, these contracts include heavy administrative and overhead costs with 146 positions.

| MULTI-AGENCY CONTRACT SERVICES FY24 | | | |
|-------------------------------------|----------------------|-----------------------|-----------------------|
| | Budgeted Positions | Field Deployment Pool | Avg. Daily Deployment |
| Sworn Officers | 514 | 443 | 386 |
| Support Staff | 146 | | |
| Total Positions | 660 | | |
| Total Cost | \$194,051,691 | | |

Service Model 1 – Current

In Service Model 1, TCPSD would have the same number of officers deployed daily as the multi-agency contract law enforcement services currently provide today. By maintaining the same deployment headcount, this model provides a like-for-like comparison with the current contract law enforcement model regarding daily deployment. There are differences in this service model deployment pool and support staff budgeted positions compared to the current multi-agency contract service model. Having the same number of administrative positions as in the multi-agency contract service model is excessive and inefficient. Additionally, having too few officers in field deployment could prevent Metro from sustaining the average of 386 deployments. A healthy pool of officers is necessary to ensure coverage, reduce overtime, and prevent a decline in officers' well-being.

In this model, overhead and redundant administrative positions have been reduced by streamlining these roles from the three law enforcement agencies into one single department. A well-managed deployment pool is essential to maintaining the average deployment levels, preventing coverage gaps, and reducing the need for costly overtime to fill those gaps. This approach enhances operational efficiency, promotes fiscal responsibility, and ensures continuous, reliable service.

The anticipated cost difference in the service model is due to reduced redundancies in administrative positions and overhead from the current contract police services. As a result, Metro could ensure the daily deployment of six crisis interventionists/clinicians, which is an increase from today's multi-agency law enforcement service contract.

The addition of these specialists ensures that they can be partnered with officers to respond appropriately when someone on the transit system shows signs of distress. This care-based first approach ensures that the right response is issued, prioritizing mental health support and de-escalation over traditional enforcement measures. By having crisis intervention specialists readily available, Metro can provide more comprehensive and compassionate support to individuals in need, ultimately enhancing the safety and well-being of the entire transit system.

| SERVICE MODEL 1 – CURRENT | AVG. DEPLOYED | POOL | BUDGETED |
|---------------------------|---------------|------|------------|
| Sworn | 386 | 596 | 632 |
| Admin Support | | | 68 |
| Crisis Interventionist | 6 | | 12 |
| Total | 392 | | 712 |

This approach maximizes the available officers' impact, enhances the transit system's safety and security, and builds a stronger, more visible law enforcement presence that aligns with the specific needs of riders and employees. Officers would patrol their assigned

zones, ride trains, conduct foot patrols at stations, and engage with staff and riders. Additionally, Roving Officers would support TSOs by patrolling rail stations and bus areas. Teams would provide public safety enforcement on foot, assisting ecosystem layers and bus operators alongside TSOs. There would be Roving Officers that would be roving rail stations and providing support to TSOs on buses.

This shift is designed to leverage the same number of officers more effectively. Metro is estimated to see cost differences due to reduced overhead and redundant administrative positions.

This Service Model maintains the current daily deployment of 386 law enforcement officers in the field, with 446 non-law enforcement alternative public safety ecosystem layer personnel deployed daily. The layers include field-based staff of Homeless Outreach, Metro Transit Security Officers, Crisis Interventionists/Clinicians, and Ambassadors.

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|------------------------------|---|-----|--|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 386 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | 446 | | | 420 |

This Service Model sets a new baseline for the same number of field-based law enforcement personnel at **\$154,440,303 per year**. This baseline occurs in Year 6, after a full transition from contracted services to 100% staffing levels for the TCPSD. The TCPSD Service Model 1 costs include labor, non-labor, and capital start-up costs during years 1-5 of the proposed phased Implementation Plan.

Financial Analysis: Labor, Non-Labor, & Capital/Start-Up Costs

| | | | | | | Total 5-YR Implementation | Year 6 |
|---------------------|---------------------|---------------------|----------------------|-----------------------|-----------------------|------------------------------|-----------------------|
| Personnel Onboarded | 9 | 250 | 138 | 159 | 156 | 712 | 712 |
| Sworn | 5 | 206 | 127 | 152 | 142 | | |
| Admin Support | 4 | 44 | 11 | 7 | 14 | | |
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | | Year 6 |
| Labor | \$ 1,865,792 | \$ 39,677,061 | \$ 65,038,436 | \$ 86,701,660 | \$ 119,249,145 | | \$ 118,861,602 |
| Non-Labor | \$ 5,989,341 | \$ 16,240,343 | \$ 21,735,304 | \$ 28,437,748 | \$ 34,509,794 | | \$ 35,578,701 |
| Capital | \$ 5,519,625 | \$ 4,277,950 | \$ 4,097,103 | \$ 5,043,672 | \$ 5,757,381 | | \$ - |
| Total | \$13,374,758 | \$60,195,354 | \$ 90,870,843 | \$ 120,183,080 | \$ 159,516,320 | \$ 444,140,353 | \$ 154,440,303 |

The current model involves a phased approach to personnel onboarding over a five-year period, followed by a stabilization phase in the sixth year:

- Year 1: Onboarding begins with 9 personnel, comprising the hiring of the Chief of Public Safety and key leadership personnel, 5 sworn officers, and 4 non-sworn staff.
- Year 2: Significant expansion with 25% of total department projected staff; hiring 250 new personnel, including 206 sworn officers and 44 support staff, including 12 crisis interventionists.
- Year 3: Onboarding 138 personnel, with 127 sworn officers and 11 support staff.
- Year 4: Addition of 159 personnel, comprising 152 sworn officers and 7 support staff.
- Year 5: Final onboarding phase with 156 personnel, including 142 sworn officers and 14 support staff.

Total (5 Years): 712 personnel are onboarded by the end of year 5, maintaining this number into year 6 as the baseline.

Financial Projections

The initial year focuses on foundational expenses, including capital investments in infrastructure and essential non-labor expenditures. The projected start-up costs in year 1 are \$13,374,758.

Year 2 reflects a substantial increase in personnel costs due to significant onboarding, accompanied by ongoing non-labor and capital expenses, projected at \$60,195,354.

Year 3 shows continued growth in labor costs as additional personnel are hired, with moderate increases in non-labor and capital expenditures of a projected \$90,870,843.

Year 4 marks another significant increase in labor costs, reflecting the cumulative impact of previous onboardings, along with rising non-labor and capital expenses of a projected \$120,183,080.

Year 5, The final year of implementation sees the highest expenditures, particularly in labor, as the department reaches full staffing levels projected at \$159,516,320.

The total cost over the five-year implementation period amounts to approximately \$444 million, covering labor, non-labor, and capital expenses essential for establishing and expanding the public safety department. In year six, the department stabilizes with an annual operating cost of \$154 million, reflecting ongoing labor and non-labor expenses with no new capital investments.

Summary

Service Model 1 budget outlines a detailed financial plan for establishing a public safety department with a phased personnel onboarding process and corresponding financial

investments over six years. The first five years focus on building the department's capacity, culminating in a fully operational baseline in year six. By then, the annual cost stabilizes at approximately \$154 million, ensuring the department is well-resourced to maintain public safety operations. This model emphasizes careful planning and gradual implementation to achieve a sustainable and effective public safety department. This plan projects a significant cost difference compared to existing multi-agency law enforcement service contracts.

It is not recommended to continue the current deployment model with the same number of law enforcement personnel and safety ecosystem layers due to its limitations in addressing the multifaceted nature of safety concerns on the Metro system. While traditional law enforcement functions remain vital, relying solely on this approach overlooks the need for a more comprehensive multi-layer safety ecosystem program. True effectiveness in ensuring public safety involves the integration of various safety response mechanisms. By enhancing other layers of safety, such as Metro TSO's, Transit Ambassadors, and Homeless Outreach, Metro can better address issues on the system. Most safety concerns on Metro, such as code of conduct violations, fare evasion, homelessness, and overall quality of life issues, require a nuanced and multifaceted approach. By increasing the presence of non-law enforcement personnel who can effectively report and respond to these issues, Metro can create a more balanced and responsive safety program, ensuring the right response to the safety situation.

Metro's Transit Community Public Safety Department Implementation Plan
Spring 2024

| | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Total Hire | |
|---|------------------------|------------------------|------------------------|------------------------|------------------------|---|-----------------------|
| Sworn | 5 | 206 | 127 | 152 | 142 | 632 | 632 |
| Non-Sworn | 4 | 44 | 11 | 7 | 14 | 80 | 80 |
| | 9 | 250 | 138 | 159 | 156 | 712 | 712 |
| Total Staff - Sworn | 5 | 211 | 338 | 490 | 632 | | |
| Total Staff - Non-Sworn | 4 | 48 | 59 | 66 | 80 | | |
| | | | | | | | |
| Labor Cost | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | Year 6 |
| Labor | \$ 1,243,861 | \$ 25,764,707 | \$ 39,992,290 | \$ 57,084,440 | \$ 74,772,763 | \$ 198,858,061 | \$ 78,511,401 |
| Benefits | \$ 621,931 | \$ 12,882,354 | \$ 19,996,145 | \$ 28,542,220 | \$ 37,386,382 | \$ 99,429,031 | \$ 39,255,701 |
| Field Training Pay | \$ - | \$ 30,000 | \$ 50,000 | \$ 75,000 | \$ 90,000 | \$ 245,000 | \$ 94,500 |
| Overtime | \$ - | \$ 1,000,000 | \$ 5,000,000 | \$ 1,000,000 | \$ 7,000,000 | \$ 14,000,000 | \$ 1,000,000 |
| Total | \$ 1,865,792 | \$ 39,677,061 | \$ 65,038,436 | \$ 86,701,660 | \$ 119,249,145 | \$ 312,532,092 | \$ 118,861,602 |
| | | | | | | | |
| Operations- Non-Labor | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | |
| Officers Uniforms & Equipment | \$ 31,500 | \$ 1,304,050 | \$ 1,063,850 | \$ 1,380,100 | \$ 1,507,100 | \$ 5,286,600 | \$ 1,010,500 |
| Police Training Academy | \$ - | \$ 786,500 | \$ 721,500 | \$ 832,000 | \$ 760,500 | \$ 3,100,500 | \$ 277,375 |
| Post Recertification/Continuance | \$ 3,750 | \$ 158,250 | \$ 253,500 | \$ 367,500 | \$ 474,000 | \$ 1,257,000 | \$ 474,000 |
| In-House Training Program Costs | \$ 150,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 1,350,000 | \$ 300,000 |
| Recruitment | \$ 15,360 | \$ 632,832 | \$ 390,144 | \$ 466,944 | \$ 436,224 | \$ 1,941,504 | \$ 107,520.00 |
| | | | | | | \$ - | |
| Insurance | \$ 4,000,000 | \$ 8,000,000 | \$ 12,000,000 | \$ 16,000,000 | \$ 20,000,000 | \$ 60,000,000 | \$ 20,700,000 |
| Workers Compensation | \$ 33,335 | \$ 1,406,737 | \$ 2,253,446 | \$ 3,266,830 | \$ 4,213,544 | \$ 11,173,892 | \$ 4,213,544 |
| General Liability | \$ 35,630 | \$ 1,503,586 | \$ 2,408,588 | \$ 3,491,740 | \$ 4,503,632 | \$ 11,943,176 | \$ 4,503,632 |
| | | | | | | \$ - | |
| IT Support of ESO | \$ - | \$ - | \$ 175,000 | \$ 140,000 | \$ 100,000 | \$ 415,000 | \$ 100,000 |
| | | | | | | \$ - | |
| Dept. Administration Costs | \$ 500,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 1,900,000 | \$ 350,000 |
| Dept. Public Safety Equipment | \$ - | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 200,000 | \$ 50,000 |
| Dept. Annual Dues | \$ - | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 800,000 | \$ 200,000 |
| | | | | | | \$ - | |
| Professional Services | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 1,000,000 | \$ 200,000 |
| Contracted Jail Services/Evidence | \$ - | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 600,000 | \$ 150,000 |
| Building Leases (Deployment Sites) | \$ 861,431 | \$ 881,718 | \$ 902,606 | \$ 925,964 | \$ 948,124 | \$ 4,519,843 | \$ 970,607 |
| Vehicle maintenance | \$ 158,335.00 | \$ 316,670 | \$ 316,670.00 | \$ 316,670 | \$ 316,670.00 | \$ 1,425,015 | \$ 1,425,015 |
| Canine Operations | | | | | | \$ - | \$ 546,508 |
| Total Cost of Non Labor | \$ 5,989,341 | \$ 16,240,343 | \$ 21,735,304 | \$ 28,437,748 | \$ 34,509,794 | \$ 106,912,530 | \$ 35,578,701 |
| | | | | | | | |
| TOTAL OPERATIONS LABOR & NON-LABOR | \$ 7,855,133 | \$ 55,917,404 | \$ 86,773,740 | \$ 115,139,408 | \$ 153,758,939 | \$ 419,444,622 | \$ 154,440,303 |
| | | | | | | | |
| Capital/Start-up Costs | | | | | | | |
| Support Operations (CAD/AVL/RMS) | \$ 4,400,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 11,000,000 | |
| Body Cameras | \$ 18,500 | \$ 762,200 | \$ 469,900 | \$ 562,400 | \$ 525,400 | \$ 2,338,400 | |
| Radios | \$ 17,500 | \$ 721,000 | \$ 444,500 | \$ 532,000 | \$ 497,000 | \$ 2,212,000 | |
| MPV | \$ 3,625 | \$ 149,350 | \$ 92,075 | \$ 110,200 | \$ 102,950 | \$ 458,200 | |
| Dept Public Safety Equipment | \$ 450,000 | \$ - | \$ - | \$ - | \$ - | \$ 450,000 | |
| IT Support of ESO | \$ 250,000 | \$ 250,000 | \$ - | \$ - | \$ - | \$ 500,000 | |
| Canine Operations & Equipment | \$ - | \$ - | \$ 680,228 | \$ 1,408,072 | \$ 2,186,031 | \$ 4,274,331 | |
| Vehicle | \$ 350,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 3,150,000 | |
| Storage | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 50,000 | |
| Police Personnel Lockers | \$ 20,000 | \$ 35,400 | \$ 50,400 | \$ 71,000 | \$ 86,000 | \$ 262,800 | |
| Total | \$ 5,519,625.00 | \$ 4,277,950.00 | \$ 4,097,103.00 | \$ 5,043,672.00 | \$ 5,757,381.00 | \$ 24,695,731.00 | |
| | | | | | | | |
| TOTAL OPERATIONS+ CAPITAL | \$ 13,374,758 | \$ 60,195,354 | \$ 90,870,843 | \$ 120,183,080 | \$ 159,516,320 | \$ 444,140,353 | |

Service Model 2 – Enhanced

This model builds upon Service Model 1, retaining the current daily deployments of 386 sworn personnel. It also significantly increases the number of Crisis Interventionists/Clinicians from a daily deployment of 6 to 87.

| | AVG. DEPLOYED | POOL | BUDGETED |
|-------------------------------|---------------|------|------------|
| Sworn | 386 | 596 | 632 |
| Admin Support | | | 68 |
| Crisis Intervention/Clinician | 87 | 126 | 126 |
| Total | | | 826 |

Recognizing that law enforcement is just one component of Metro's multi-layered safety program, this model adds to the number of daily deployments of critical safety layers, Crisis Interventionists/Clinicians, Ambassadors, and Homeless outreach services to create a more robust security framework to address prevalent quality-of-life issues. Each layer plays a vital role in maintaining a safe and secure system.

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|---|---|------------|---|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 386 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | | 446 | | 420 |
| Enhanced Additional Layers | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total | | 227 | | |
| Total Daily Deployed Resources | | 673 | | 420 |

This model increases the daily deployment of non-law enforcement unarmed alternatives by 227, increasing the public safety ecosystem layers of Homeless Outreach, Crisis Interventionists/Clinicians, and Ambassadors. It also allocates \$5 million for innovative Public Safety Infrastructure Improvements at transit stations, aiming to enhance security

measures and create safer environments for riders through state-of-the-art technology and strategic design upgrades.

Increasing non-law enforcement unarmed alternatives ensures extensive coverage across all transit areas, including stations, platforms, and onboard vehicles. Service Model 2 provides a unique opportunity for Metro to supplement TCPSD with additional Multi-layer safety program personnel that would respond to rider and employee public safety concerns differently.

This model aims to balance enforcement with care-based strategies. This multi-layered approach ensures comprehensive coverage and support. Officers would patrol their assigned zones, ride trains, conduct foot patrols at stations, and engage with staff and riders, fostering a community-oriented presence. Roving Officers would provide additional support by patrolling rail stations and bus areas, ensuring a rapid response to incidents, and assisting TSOs on buses.

Expanding Ambassadors, Crisis Interventionists/Clinicians, and Homeless Outreach offer numerous benefits that extend beyond traditional policing, fostering a more holistic and community-oriented approach. This approach enables proactive problem-solving, addresses underlying issues, and provides necessary resources. Supporting vulnerable populations, particularly those with mental health issues, becomes more effective, leading to better outcomes and reducing conflicts.

This multi-faceted strategy emphasizes both enforcement and community care, promoting safety while building trust within the community. Ultimately, this balanced approach enhances immediate safety outcomes and contributes to the long-term safety of the system.

Financially, this model utilizes the projected cost-difference realized during the transition from contracted services to an in-house model to increase the number of field-based personnel to increase visible presence on Metro and allocating funding for innovative Public Safety Infrastructure Improvements at transit stations.

Service Model 2 involves a phased approach to personnel onboarding over a five-year period, followed by a stabilization phase in the sixth year:

- Year 1: Onboarding begins with 9 personnel, comprising the hiring of the Chief of Public Safety and key leadership personnel, 5 sworn officers, and 4 support staff.
- Year 2: Hiring 364 new personnel, including 206 sworn officers and 158 support staff. This includes the hiring of 126 crisis interventionists/clinicians.
- Year 3: Onboarding 138 personnel, with 127 sworn officers and 11 support staff.
- Year 4: Addition of 159 personnel, comprising 152 sworn officers and 7 support staff.
- Year 5: Final onboarding phase with 156 personnel, including 142 sworn officers and 14 support staff.

Total (5 Years): 826 personnel are onboarded by the end of year 5, maintaining this number into year 6 as the baseline.

| | | | | | | Total 5-YR Implementation | Year 6 |
|---------------------|--------------|---------------|---------------|---------------|----------------|------------------------------|----------------|
| Personnel Onboarded | 9 | 364 | 138 | 159 | 156 | 826 | 826 |
| Sworn | 5 | 206 | 127 | 152 | 142 | | |
| Support Staff | 4 | 158 | 11 | 7 | 14 | | |
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | | Year 6 |
| Labor | \$ 1,865,792 | \$ 50,837,061 | \$ 76,756,436 | \$ 99,005,560 | \$ 131,473,665 | | \$ 132,426,652 |
| Non-Labor | \$ 5,989,341 | \$ 16,240,343 | \$ 21,735,304 | \$ 28,437,748 | \$ 34,509,794 | | \$ 35,578,701 |
| Capital | \$ 5,519,625 | \$ 4,277,950 | \$ 4,097,103 | \$ 5,043,672 | \$ 5,757,381 | | \$ - |
| Total | \$13,374,758 | \$71,355,354 | \$102,588,843 | \$132,486,980 | \$171,740,840 | \$ 491,546,773 | \$ 168,005,353 |

Financial Analysis: Additional Resources for Public Safety Layers

As outlined in this report's previous TCPSP Model section, transitioning to the in-house model would lead to cost savings, comparing FY24 budget actuals and assumed projections for the multi-agency law enforcement contracts. Service Model 2 utilizes the baseline of these projected cost differences to bring additional staff on board and invest in infrastructure upgrades during the phased Implementation Plan. The figure below itemizes the recommended resources at their full capacity under the fully staffed TCPSP.

| PUBLIC SAFETY LAYER | DESCRIPTION | NUMBER OF POSITIONS | TOTAL COST |
|-----------------------------------|---|---------------------|---------------------|
| Community Safety & Wellbeing | Ambassador | 200 | \$16,448,640 |
| Community Safety & Wellbeing | Ambassador Field Supervisor | 20 | \$1,812,512 |
| Prevention & Support | Homeless Outreach Staff (2 MDTs) | 10 | \$1,300,000 |
| | Personnel Total | 230 | \$19,561,152 |
| Safety Infrastructure Investments | Technology Upgrades for Rail & Bus Safety | | \$5,000,000 |
| | Total Recommendation | | \$24,561,152 |

*Personnel Costs are calculated at the fully burdened rate, FY24 dollars.

***Ambassador costs are calculated at the fully burdened contracted rate, FY24 dollars.

Service Model 2, for the same number of daily deployed sworn personnel and increased layer deployment, is estimated to cost **\$192,566,505** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

Total Service Model 2 Cost

| | |
|--------------|----------------------|
| TCPSD Cost | \$168,005,353 |
| Enhanced | \$19,561,152 |
| Technology | \$5,000,000 |
| Total | \$192,566,505 |

Financial Projections

Each year of implementation, the Service Model 2 staffing and budget would apply. In addition, 20 percent of the proposed additional resources would be added to the annual budget. At least \$1 million annually in Technology Upgrades for Rail & Bus Safety would be budgeted.

The figure below highlights the projected costs of Service Model 2 during the phased Implementation Plan. In year 6, the baseline year of TCPSD, the total cost for Service Model 2 remains slightly lower than the current FY24 budgeted amount for the contract multi-agency law enforcement services. Comparatively, the FY24 budget for the multi-agency law enforcement contracts is \$194 million, and this Service Model 2 for the TCPSD at the baseline, year 6, is approximately \$192.5 million.

| IMPLEMENTATION | ESTIMATED TCPSD BUDGET | PUBLIC SAFETY LAYERS | COSTS |
|----------------|------------------------|----------------------|---------------|
| Year 1 | \$13,374,758 | \$4,912,230 | \$18,286,988 |
| Year 2 | \$71,355,354 | \$9,824,461 | \$81,179,815 |
| Year 3 | \$102,588,843 | \$14,736,691 | \$117,325,534 |
| Year 4 | \$132,486,980 | \$19,648,922 | \$152,135,902 |
| Year 5 | \$171,740,840 | \$24,561,152 | \$196,301,992 |
| Year 6* | \$168,005,353 | \$24,561,152 | \$192,566,506 |

The total cost over the five-year implementation period amounts to approximately \$492 million, covering labor, non-labor, and capital expenses essential for establishing and expanding the public safety department.

Summary

Service Model 2, TCPSD would maintain the same number of officers deployed daily as the contract law enforcement services currently provide. Recognizing that law enforcement is just one component of Metro's multi-layered safety program, this model increases critical safety layers, such as Ambassadors, Crisis Interventionist/Clinicians and Homeless

outreach, to create a robust security framework. Each layer plays a vital role in maintaining a safe and secure environment.

The current FY24 Multi-Agency contract costs approximately \$194 million annually (in FY24\$), while this Service Model reutilizes cost difference to enhance other components of the Metro Safety Ecosystem, such as Transit Ambassadors and programs supporting individuals experiencing homelessness or infrastructure improvements i.e. fare gates, cameras. By focusing on preventive safety measures and addressing potential issues before they escalate to situations requiring law enforcement intervention, Metro can adopt a more effective and proactive approach to maintaining safety and security within the transit system.

| | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Total Hire | |
|--------------------------|-------------|-------------|-------------|-------------|-------------|------------|-----|
| Sworn | 5 | 206 | 127 | 152 | 142 | 632 | 632 |
| Non-Sworn | 4 | 158 | 11 | 7 | 14 | 194 | 194 |
| | 9 | 364 | 138 | 159 | 156 | 826 | 826 |
| Total Staff - Sworn | 5 | 211 | 338 | 490 | 632 | | |
| Total Staff - Non- Sworn | 4 | 162 | 173 | 180 | 194 | | |

| Labor Cost | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | Year 6 |
|--------------------|---------------------|----------------------|----------------------|----------------------|-----------------------|----------------------------------|-----------------------|
| Labor | \$ 1,243,861 | \$ 33,204,707 | \$ 47,804,290 | \$ 65,287,040 | \$ 83,385,493 | \$ 230,925,391 | \$ 87,554,768 |
| Benefits | \$ 621,931 | \$ 16,602,354 | \$ 23,902,145 | \$ 32,643,520 | \$ 40,998,172 | \$ 114,768,121 | \$ 43,777,384 |
| Field Training Pay | \$ - | \$ 30,000 | \$ 50,000 | \$ 75,000 | \$ 90,000 | \$ 245,000 | \$ 94,500 |
| Overtime | \$ - | \$ 1,000,000 | \$ 5,000,000 | \$ 1,000,000 | \$ 7,000,000 | \$ 14,000,000 | \$ 1,000,000 |
| Total | \$ 1,865,792 | \$ 50,837,061 | \$ 76,756,436 | \$ 99,005,560 | \$ 131,473,665 | \$ 359,938,512 | \$ 132,426,652 |

| Operations- Non-Labor | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | |
|------------------------------------|---------------------|----------------------|----------------------|----------------------|----------------------|----------------------------------|----------------------|
| Officers Uniforms & Equipment | \$ 31,500 | \$ 1,304,050 | \$ 1,063,850 | \$ 1,380,100 | \$ 1,507,100 | \$ 5,286,600 | \$ 1,010,500 |
| Police Training Academy | \$ - | \$ 786,500 | \$ 721,500 | \$ 832,000 | \$ 760,500 | \$ 3,100,500 | \$ 277,375 |
| Post Recertification/Continuance | \$ 3,750 | \$ 158,250 | \$ 253,500 | \$ 367,500 | \$ 474,000 | \$ 1,257,000 | \$ 474,000 |
| In-House Training Program Costs | \$ 150,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 1,350,000 | \$ 300,000 |
| Recruitment | \$ 15,360 | \$ 632,832 | \$ 390,144 | \$ 466,944 | \$ 436,224 | \$ 1,941,504.00 | \$ 107,520.00 |
| | | | | | | \$ - | |
| Insurance | \$ 4,000,000 | \$ 8,000,000 | \$ 12,000,000 | \$ 16,000,000 | \$ 20,000,000 | \$ 60,000,000 | \$ 20,700,000 |
| Workers Compensation | \$ 33,335 | \$ 1,406,737 | \$ 2,253,446 | \$ 3,266,830 | \$ 4,213,544 | \$ 11,173,892 | \$ 4,213,544 |
| General Liability | \$ 35,630 | \$ 1,503,586 | \$ 2,408,588 | \$ 3,491,740 | \$ 4,503,632 | \$ 11,943,176 | \$ 4,503,632 |
| | | | | | | \$ - | |
| IT Support of ESOC | \$ - | \$ - | \$ 175,000 | \$ 140,000 | \$ 100,000 | \$ 415,000 | \$ 100,000 |
| | | | | | | \$ - | |
| Dept. Administration Costs | \$ 500,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 1,900,000 | \$ 350,000 |
| Dept. Public Safety Equipment | \$ - | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 200,000 | \$ 50,000 |
| Dept. Annual Dues | \$ - | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 800,000 | \$ 200,000 |
| | | | | | | \$ - | |
| Professional Services | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 1,000,000 | \$ 200,000 |
| Contracted Jail Services/Evidence | \$ - | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 600,000 | \$ 150,000 |
| Building Leases (Deployment Sites) | \$ 861,431 | \$ 881,718 | \$ 902,606 | \$ 925,964 | \$ 948,124 | \$ 4,519,843 | \$ 970,607 |
| Vehicle maintenance | \$ 158,335.00 | \$ 316,670 | \$ 316,670.00 | \$ 316,670 | \$ 316,670.00 | \$ 1,425,015 | \$ 1,425,015 |
| Canine Operations | | | | | | \$ - | \$ 546,508 |
| Total Cost of Non Labor | \$ 5,989,341 | \$ 16,240,343 | \$ 21,735,304 | \$ 28,437,748 | \$ 34,509,794 | \$ 106,912,530 | \$ 35,578,701 |

| | | | | | | | |
|---|---------------------|----------------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| TOTAL OPERATIONS LABOR & NON-LABOR | \$ 7,855,133 | \$ 67,077,404 | \$ 98,491,740 | \$ 127,443,308 | \$ 165,983,459 | \$ 466,851,042 | \$ 168,005,353 |
|---|---------------------|----------------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|

| Capital/Start-up Costs | | | | | | | |
|----------------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|-------------------------|--|
| Support Operations (CAD/AVL/RMS) | \$ 4,400,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 11,000,000 | |
| Body Cameras | \$ 18,500 | \$ 762,200 | \$ 469,900 | \$ 562,400 | \$ 525,400 | \$ 2,338,400 | |
| Radios | \$ 17,500 | \$ 721,000 | \$ 444,500 | \$ 532,000 | \$ 497,000 | \$ 2,212,000 | |
| MPV | \$ 3,625 | \$ 149,350 | \$ 92,075 | \$ 110,200 | \$ 102,950 | \$ 458,200 | |
| Dept Public Safety Equipment | \$ 450,000 | \$ - | \$ - | \$ - | \$ - | \$ 450,000 | |
| IT Support of ESOC | \$ 250,000 | \$ 250,000 | \$ - | \$ - | \$ - | \$ 500,000 | |
| Canine Operations & Equipment | \$ - | \$ - | \$ 680,228 | \$ 1,408,072 | \$ 2,186,031 | \$ 4,274,331 | |
| Vehicle | \$ 350,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 3,150,000 | |
| Storage | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 50,000 | |
| Police Personnel Lockers | \$ 20,000 | \$ 35,400 | \$ 50,400 | \$ 71,000 | \$ 86,000 | \$ 262,800 | |
| Total | \$ 5,519,625.00 | \$ 4,277,950.00 | \$ 4,097,103.00 | \$ 5,043,672.00 | \$ 5,757,381.00 | \$ 24,695,731.00 | |

| | | | | | | | |
|-----------------------------------|----------------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|--|
| TOTAL OPERATIONS + CAPITAL | \$ 13,374,758 | \$ 71,355,354 | \$ 102,588,843 | \$ 132,486,980 | \$ 171,740,840 | \$ 491,546,773 | |
|-----------------------------------|----------------------|----------------------|-----------------------|-----------------------|-----------------------|-----------------------|--|

Service Model 3 – Decrease in Sworn Officers

This service model reduces the number of officers from the baseline of daily deployed sworn officers of 386 by 40, or 12%, to 346. With TCPSD, officers will be actively on the system, on foot patrols, and riding transit. The public will notice the increased presence more significantly than in the current multi-agency model, where officers are not as visibly active on the system. Although there are fewer officers overall, the increased visibility through zones and foot patrols will create a stronger sense of security and presence.

| | AVG. DEPLOYED | POOL | BUDGETED |
|-------------------------------|---------------|------|------------|
| Sworn | 346 | 536 | 572 |
| Admin Support | | | 68 |
| Crisis Intervention/Clinician | 87 | 126 | 126 |
| Total | | | 766 |

All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, and Crisis Interventionists/Clinicians and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward.

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|---|---|------------|---|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 346 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | | 446 | | 380 |
| Enhanced Additional Layers | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total | | 227 | | |
| Total Daily Deployed Resources | | 673 | | 380 |

Service Model 3 involves a phased approach to personnel onboarding over a five-year period, followed by a stabilization phase in the sixth year:

- Year 1: Onboarding begins with 9 personnel, comprising the hiring of the Chief of Public Safety and key leadership personnel, 5 sworn officers, and 4 non-sworn staff.
- Year 2: Hiring 304 new personnel, including 146 sworn officers and 158 support staff. This also includes the hiring of 126 crisis interventionists/clinicians.
- Year 3: Onboarding 138 personnel, with 127 sworn officers and 11 support staff.
- Year 4: Addition of 159 personnel, comprising 142 sworn officers and 14 support staff.
- Year 5: Final onboarding phase with 156 personnel, including 142 sworn officers and 14 support staff.

Total (5 Years): 766 personnel are onboarded by the end of year 5, maintaining this number into year 6 as the baseline.

| | | | | | | Total 5-YR Implementation | Year 6 |
|---------------------|--------------|---------------|---------------|---------------|----------------|------------------------------|----------------|
| Personnel Onboarded | 9 | 304 | 138 | 159 | 156 | 766 | 766 |
| Sworn | 5 | 146 | 127 | 152 | 142 | | |
| Support Staff | 4 | 158 | 11 | 7 | 14 | | |
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | | Year 6 |
| Labor | \$ 1,865,792 | \$ 42,521,061 | \$ 68,024,636 | \$ 89,837,170 | \$ 122,541,430 | | \$ 122,318,502 |
| Non-Labor | \$ 5,989,341 | \$ 14,805,443 | \$ 20,787,724 | \$ 27,490,168 | \$ 33,562,214 | | \$ 34,631,121 |
| Capital | \$ 5,519,625 | \$ 3,802,450 | \$ 4,097,103 | \$ 5,043,672 | \$ 5,757,381 | | \$ - |
| Total | \$13,374,758 | \$61,128,954 | \$ 92,909,463 | \$122,371,010 | \$161,861,025 | \$ 451,645,209 | \$ 156,949,623 |

Additional Resources for Public Safety Layers

| PUBLIC SAFETY LAYER | DESCRIPTION | NUMBER OF POSITIONS | TOTAL COST |
|-----------------------------------|---|---------------------|---------------------|
| Community Safety & Wellbeing | Ambassador | 200 | \$16,448,640 |
| Community Safety & Wellbeing | Ambassador Field Supervisor | 20 | \$1,812,512 |
| Prevention & Support | Homeless Outreach Staff (2 MDTs) | 10 | \$1,300,000 |
| | Personnel Total | 230 | \$19,561,152 |
| Safety Infrastructure Investments | Technology Upgrades for Rail & Bus Safety | | \$5,000,000 |
| | Total Recommendation | | \$24,561,152 |

*Personnel Costs are calculated at the fully burdened rate, FY24 dollars.

***Ambassador costs are calculated at the fully burdened contracted rate, FY24 dollars.

The Service Model 3, with the reduction of daily deployed sworn personnel and increased layer deployment, is estimated to cost **\$181,510,775** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

Total Service Model 3 Cost

| | |
|--------------|----------------------|
| TCPSD Cost | \$156,949,623 |
| Enhanced | \$19,561,152 |
| Technology | \$5,000,000 |
| Total | \$181,510,775 |

Financial Projections

Each year of implementation, the Service Model 3 staffing and budget would apply. In addition, 20 percent of the proposed additional resources would be added to the annual budget. At least \$1 million annually in Technology Upgrades for Rail & Bus Safety would be budgeted during the implementation, and \$5 million every year after.

The figure below highlights the projected costs of Service Model 3 during the phased Implementation Plan. In year 6, the baseline year of TCPSD, the total cost for Service Model 3 remains lower than the current FY24 budgeted amount for the contract multi-agency law enforcement services. Comparatively, the FY24 budget for the multi-agency law enforcement contracts is \$194 million, and this Service Model 3 for the TCPSD at the baseline, year 6, is \$181.5 million.

| IMPLEMENTATION | ESTIMATED TCPSD BUDGET | PUBLIC SAFETY LAYERS | COSTS |
|----------------|------------------------|----------------------|---------------|
| Year 1 | \$13,374,758 | \$4,912,230 | \$18,286,988 |
| Year 2 | \$61,128,954 | \$9,824,461 | \$70,953,415 |
| Year 3 | \$92,909,463 | \$14,736,691 | \$107,646,154 |
| Year 4 | \$122,371,010 | \$19,648,922 | \$142,019,932 |
| Year 5 | \$161,861,025 | \$24,561,152 | \$186,422,177 |
| Year 6* | \$156,949,623 | \$24,561,152 | \$181,510,775 |

The total cost over the five-year implementation period amounts to approximately \$451 million, covering labor, non-labor, and capital expenses essential for establishing and expanding the public safety department.

Summary

The Service Model 3 budget outlines a detailed financial plan for establishing a public safety department with a phased personnel onboarding process and corresponding financial investments over six years. The first five years focus on building the department's capacity, culminating in a fully operational baseline in year six. By then, the annual cost stabilizes at approximately \$182 million, ensuring the department is well-resourced to

maintain public safety operations. This model emphasizes careful planning and gradual implementation to achieve a sustainable and effective public safety department.

As mentioned earlier, enhancing the additional safety layers of Ambassadors, Crisis Interventionists/Clinicians, and Homeless Outreach is fundamental to a comprehensive safety program, ensuring the appropriate deployment of resources to various safety situations. These layers provide visible presence, assistance, guidance, and support to individuals through different strategies, allowing the police to concentrate on response and enforcement. Despite a reduction in the number of sworn officers, the public will notice an increased presence more significantly than in the current multi-agency model, where officers are not as visibly active on the system. Additionally, with the investment in technology and infrastructure improvements designed to provide security with fewer personnel or more effective use of personnel, the public will still see and feel an enhanced safety service. The strategic focus on zones and foot patrols will enhance visibility and create a stronger sense of security, even with fewer officers overall.

| | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Total Hire | |
|--------------------------|-------------|-------------|-------------|-------------|-------------|------------|-----|
| Sworn | 5 | 146 | 127 | 152 | 142 | 572 | 572 |
| Non-Sworn | 4 | 158 | 11 | 7 | 14 | 194 | 194 |
| | 9 | 304 | 138 | 159 | 156 | 766 | 766 |
| Total Staff - Sworn | 5 | 151 | 278 | 430 | 572 | | |
| Total Staff - Non- Sworn | 4 | 162 | 173 | 180 | 194 | | |

| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | Year 6 |
|--------------------|---------------------|----------------------|----------------------|----------------------|-----------------------|----------------------------------|-----------------------|
| Labor Cost | | | | | | | |
| Labor | \$ 1,243,861 | \$ 27,660,707 | \$ 41,983,090 | \$ 59,174,780 | \$ 76,967,620 | \$ 207,030,058 | \$ 80,816,001 |
| Benefits | \$ 621,931 | \$ 13,830,354 | \$ 20,991,545 | \$ 29,587,390 | \$ 38,483,810 | \$ 103,515,029 | \$ 40,408,001 |
| Field Training Pay | \$ - | \$ 30,000 | \$ 50,000 | \$ 75,000 | \$ 90,000 | \$ 245,000 | \$ 94,500 |
| Overtime | \$ - | \$ 1,000,000 | \$ 5,000,000 | \$ 1,000,000 | \$ 7,000,000 | \$ 14,000,000 | \$ 1,000,000 |
| Total | \$ 1,865,792 | \$ 42,521,061 | \$ 68,024,636 | \$ 89,837,170 | \$ 122,541,430 | \$ 324,790,088 | \$ 122,318,502 |

| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | Year 6 |
|---|---------------------|----------------------|----------------------|-----------------------|-----------------------|----------------------------------|-----------------------|
| Operations- Non-Labor | | | | | | | |
| Officers Uniforms & Equipment | \$ 31,500 | \$ 926,050 | \$ 988,850 | \$ 1,305,100 | \$ 1,432,100 | \$ 4,683,600 | \$ 935,500 |
| Police Training Academy | \$ - | \$ 786,500 | \$ 721,500 | \$ 832,000 | \$ 760,500 | \$ 3,100,500 | \$ 277,375 |
| Post Recertification/Continuance | \$ 3,750 | \$ 113,250 | \$ 208,500 | \$ 322,500 | \$ 429,000 | \$ 1,077,000 | \$ 429,000 |
| In-House Training Program Costs | \$ 150,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 1,350,000 | \$ 300,000 |
| Recruitment | \$ 15,360 | \$ 448,512 | \$ 390,144 | \$ 466,944 | \$ 436,224 | \$ 1,757,184.00 | \$ 107,520.00 |
| Insurance | \$ 4,000,000 | \$ 8,000,000 | \$ 12,000,000 | \$ 16,000,000 | \$ 20,000,000 | \$ 60,000,000 | \$ 20,700,000 |
| Workers Compensation | \$ 33,335 | \$ 1,006,717 | \$ 1,853,426 | \$ 2,866,810 | \$ 3,813,524 | \$ 9,573,812 | \$ 3,813,524 |
| General Liability | \$ 35,630 | \$ 1,076,026 | \$ 1,981,028 | \$ 3,064,180 | \$ 4,076,072 | \$ 10,232,936 | \$ 4,076,072 |
| IT Support of ESOC | \$ - | \$ - | \$ 175,000 | \$ 140,000 | \$ 100,000 | \$ 415,000 | \$ 100,000 |
| Dept. Administration Costs | \$ 500,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 1,900,000 | \$ 350,000 |
| Dept. Public Safety Equipment | \$ - | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 200,000 | \$ 50,000 |
| Dept. Annual Dues | \$ - | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 800,000 | \$ 200,000 |
| Professional Services | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 1,000,000 | \$ 200,000 |
| Contracted Jail Services/Evidence | \$ - | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 600,000 | \$ 150,000 |
| Building Leases (Deployment Sites) | \$ 861,431 | \$ 881,718 | \$ 902,606 | \$ 925,964 | \$ 948,124 | \$ 4,519,843 | \$ 970,607 |
| Vehicle maintenance | \$ 158,335.00 | \$ 316,670 | \$ 316,670.00 | \$ 316,670 | \$ 316,670.00 | \$ 1,425,015 | \$ 1,425,015 |
| Canine Operations | \$ - | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 546,508 |
| Total Cost of Non Labor | \$ 5,989,341 | \$ 14,805,443 | \$ 20,787,724 | \$ 27,490,168 | \$ 33,562,214 | \$ 102,634,890 | \$ 34,631,121 |
| TOTAL OPERATIONS LABOR & NON-LABOR | \$ 7,855,133 | \$ 57,326,504 | \$ 88,812,360 | \$ 117,327,338 | \$ 156,103,644 | \$ 427,424,978 | \$ 156,949,623 |

| Capital/Start-up Costs | | | | | | | |
|-----------------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|-------------------------|--|
| Support Operations (CAD/AVL/RMS) | \$ 4,400,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 11,000,000 | |
| Body Cameras | \$ 18,500 | \$ 540,200 | \$ 469,900 | \$ 562,400 | \$ 525,400 | \$ 2,116,400 | |
| Radios | \$ 17,500 | \$ 511,000 | \$ 444,500 | \$ 532,000 | \$ 497,000 | \$ 2,002,000 | |
| MPV | \$ 3,625 | \$ 105,850 | \$ 92,075 | \$ 110,200 | \$ 102,950 | \$ 414,700 | |
| Dept Public Safety Equipment | \$ 450,000 | \$ - | \$ - | \$ - | \$ - | \$ 450,000 | |
| IT Support of ESOC | \$ 250,000 | \$ 250,000 | \$ - | \$ - | \$ - | \$ 500,000 | |
| Canine Operations & Equipment | \$ - | \$ - | \$ 680,228 | \$ 1,408,072 | \$ 2,186,031 | \$ 4,274,331 | |
| Vehicle | \$ 350,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 3,150,000 | |
| Storage | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 50,000 | |
| Police Personnel Lockers | \$ 20,000 | \$ 35,400 | \$ 50,400 | \$ 71,000 | \$ 86,000 | \$ 262,800 | |
| Total | \$ 5,519,625.00 | \$ 3,802,450.00 | \$ 4,097,103.00 | \$ 5,043,672.00 | \$ 5,757,381.00 | \$ 24,220,231.00 | |
| TOTAL OPERATIONS + CAPITAL | \$ 13,374,758 | \$ 61,128,954 | \$ 92,909,463 | \$ 122,371,010 | \$ 161,861,025 | \$ 451,645,209 | |

Service Model 4 – Increase in Sworn Officers

Service Model 4 further bolsters TCPSD by proposing adding 80 more officers from the baseline of 386, or 20%, to the daily deployment, ensuring even greater presence and support across the system. The total law enforcement personnel deployed daily would increase to 466, some organized into Flex Teams to enhance coverage and responsiveness for special operations during major/special events and to address “hot spots” within the transit system network.

| | AVG. DEPLOYED | POOL | BUDGETED |
|-----------------------------|---------------|------|------------|
| Sworn | 466 | 721 | 757 |
| Admin Support | | | 68 |
| Interventionists/Clinicians | 87 | 126 | 126 |
| Total | | | 951 |

All components outlined in Service Model 2, including Ambassadors, Homeless Outreach, and Crisis Interventionists/Clinicians and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward.

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|---|---|------------|---|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 466 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | | 446 | | 500 |
| Enhanced Additional Layers | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total | | 227 | | |
| Total Daily Deployed Resources | | 673 | | 500 |

The increased number of officers could enable more proactive policing, allowing for continuous monitoring and quick identification of potential threats. This expansion and focus on foot patrols would deter criminal activities, as the visible and abundant law enforcement presence would discourage misconduct. With more officers dedicated to the transit system, there would be a greater opportunity for community engagement and relationship-building with riders and Metro employees. This increased interaction would improve public trust and confidence in the transit system's safety and provide valuable insights and feedback to further refine security strategies.

Officers would patrol their assigned zones, ride trains, conduct foot patrols at stations, and engage with staff and riders. Additionally, Roving Officers would support TSOs by patrolling rail stations and bus areas. Teams would provide public safety enforcement on foot, assisting ecosystem layers and bus operators alongside TSOs. There would be Roving Officers that would be roving rail stations and provide support to TSOs on buses. This model includes Flex teams. Each Flex team addresses hot spot areas and provides a visible presence at areas where incidents are reported based on data, customer requests, and staff reports of incidents of trouble areas from daily reports. These teams would also support special events and service disruptions as needed.

Service Model 4 involves a phased approach to personnel onboarding over a five-year period, followed by a stabilization phase in the sixth year:

- Year 1: Onboarding begins with 9 personnel, comprising the hiring of the Chief of Public Safety and key leadership personnel, 5 sworn officers, and 4 support staff.
- Year 2: Significant expansion with hiring 417 new personnel, including 259 sworn officers and 158 support staff, including 126 crisis intervention/clinicians.
- Year 3: Onboarding 163 personnel, with 152 sworn officers and 11 support staff.
- Year 4: Addition of 184 personnel, comprising 177 sworn officers and 7 support staff.
- Year 5: Final onboarding phase with 178 personnel, including 164 sworn officers and 14 support staff.

Total (5 Years): 951 personnel are onboarded by the end of year 5, maintaining this number into year 6 as the baseline.

| | | | | | | Total 5-YR Implementation | Year 6 |
|----------------------------|---------------------|---------------------|-----------------------|----------------------|----------------------|------------------------------|----------------------|
| Personnel Onboarded | 9 | 417 | 163 | 184 | 178 | 951 | 951 |
| Sworn | 5 | 259 | 152 | 177 | 164 | | |
| Support Staff | 4 | 158 | 11 | 7 | 14 | | |
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | | Year 6 |
| Labor | \$ 1,865,792 | \$ 58,100,061 | \$ 87,937,586 | \$ 114,300,767 | \$ 151,450,208 | | \$ 152,672,718 |
| Non-Labor | \$ 5,989,341 | \$ 17,637,838 | \$ 23,300,208 | \$ 30,397,477 | \$ 36,760,103 | | \$ 37,656,608 |
| Capital | \$ 5,519,625 | \$ 4,697,975 | \$ 4,295,228 | \$ 5,241,797 | \$ 5,931,731 | | \$ - |
| Total | \$13,374,758 | \$80,435,874 | \$ 115,533,022 | \$149,940,041 | \$194,142,042 | \$ 553,425,736 | \$190,329,326 |

Additional Resources for Public Safety Layers

| PUBLIC SAFETY LAYER | DESCRIPTION | NUMBER OF POSITIONS | TOTAL COST |
|-----------------------------------|---|---------------------|---------------------|
| Community Safety & Wellbeing | Ambassador | 200 | \$16,448,640 |
| Community Safety & Wellbeing | Ambassador Field Supervisor | 20 | \$1,812,512 |
| Prevention & Support | Homeless Outreach Staff (2 MDTs) | 10 | \$1,300,000 |
| | Personnel Total | 230 | \$19,561,152 |
| Safety Infrastructure Investments | Technology Upgrades for Rail & Bus Safety | | \$5,000,000 |
| | Total Recommendation | | \$24,561,152 |

*Personnel Costs are calculated at the fully burdened rate, FY24 dollars.

***Ambassador costs are calculated at the fully burdened contracted rate, FY24 dollars.

The Service Model 4, with the increase in daily deployed sworn personnel and increased layer deployment, is estimated to cost **\$214,890,478** per year vs. \$194,051,691 (Multi-Agency Contract Cost).

Total Service Model 4 Cost

| | |
|--------------|----------------------|
| TCPSD Cost | \$190,329,326 |
| Enhanced | \$19,561,152 |
| Technology | \$5,000,000 |
| Total | \$214,890,478 |

Financial Projections

The initial year focuses on foundational expenses, including capital investments in infrastructure and essential non-labor expenditures. The projected start-up costs in year 1 are \$13,374,758.

Year 2 reflects a substantial increase in personnel costs due to significant onboarding, accompanied by ongoing non-labor and capital expenses, projected at \$80,435,874.

Year 3 shows continued growth in labor costs as additional personnel are hired, with increases in non-labor and capital expenditures of a projected \$115,533,022.

Year 4 marks another significant increase in labor costs, reflecting the cumulative impact of previous onboardings. Along with rising non-labor and capital expenses, the projected cost is \$149,940,041.

Year 5, The final year of implementation sees the highest expenditures, particularly in labor, as the department reaches full staffing levels projected at \$194,142,042.

Financial Projections – Enhanced Layers

Each year of implementation, the Service Model 4 staffing and budget would apply. In addition, 20 percent of the proposed additional resources would be added to the annual budget. At least \$1 million annually in Technology Upgrades for Rail & Bus Safety would be budgeted during the implementation, and \$5 million every year after.

The figure below highlights the projected costs of the Comprehensive Service Model during the phased Implementation Plan. In year 6, the baseline year of TCPSP, the total cost for the Comprehensive Service model is higher than the current FY24 budgeted amount for the contract law enforcement services. Comparatively, the FY24 budget for the multi-agency law enforcement contracts is \$194 million, and this Comprehensive Service Model for the TCPSP at the baseline, year 6, is \$211,113,005.

| IMPLEMENTATION | ESTIMATED TCPSP BUDGET | PUBLIC SAFETY LAYERS | COSTS |
|----------------|------------------------|----------------------|---------------|
| Year 1 | \$13,374,758 | \$4,912,230 | \$18,286,988 |
| Year 2 | \$80,435,874 | \$9,824,461 | \$90,260,335 |
| Year 3 | \$115,533,022 | \$14,736,691 | \$130,269,713 |
| Year 4 | \$149,940,041 | \$19,648,922 | \$169,588,963 |
| Year 5 | \$194,142,042 | \$24,561,152 | \$218,703,194 |
| Year 6* | \$190,329,326 | \$24,561,152 | \$214,890,478 |

Summary

The Service Model 4 budget outlines a detailed financial plan for establishing a public safety department with a phased personnel onboarding process and corresponding financial investments over six years. The first five years focus on building the department's capacity, culminating in a fully operational baseline in year six. By then, the annual cost stabilizes at approximately \$214 million, ensuring the department is well-resourced to maintain public safety operations. This model emphasizes careful planning and gradual implementation to achieve a sustainable and effective public safety department.

Metro's Transit Community Public Safety Department Implementation Plan
Spring 2024

| | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Annual Hire | Total Hire | |
|---|----------------------|----------------------|-----------------------|-----------------------|-----------------------|---|-------------------------|
| Sworn | 5 | 259 | 152 | 177 | 164 | 757 | 757 |
| Non-Sworn | 4 | 158 | 11 | 7 | 14 | 194 | 194 |
| | 9 | 417 | 163 | 184 | 178 | 951 | 951 |
| Total Staff - Sworn | 5 | 254 | 416 | 593 | 757 | | |
| Total Staff - Non-Sworn | 4 | 162 | 173 | 180 | 194 | | |
| | | | | | | | |
| Labor Cost | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | Year 6 |
| Labor | \$ 1,243,861 | \$ 38,046,707 | \$ 55,258,390 | \$ 75,483,845 | \$ 96,240,138 | \$ 266,272,942 | \$ 101,052,145 |
| Benefits | \$ 621,931 | \$ 19,023,354 | \$ 27,629,195 | \$ 37,741,922 | \$ 48,120,069 | \$ 133,136,471 | \$ 50,526,073 |
| Field Training Pay | \$ - | \$ 30,000 | \$ 50,000 | \$ 75,000 | \$ 90,000 | \$ 245,000 | \$ 94,500 |
| Overtime | \$ - | \$ 1,000,000 | \$ 5,000,000 | \$ 1,000,000 | \$ 7,000,000 | \$ 14,000,000 | \$ 1,000,000 |
| Total | \$ 1,865,792 | \$ 58,100,061 | \$ 87,937,586 | \$ 114,300,767 | \$ 151,450,208 | \$ 413,654,413 | \$ 152,672,718 |
| | | | | | | | |
| Operations- Non-Labor | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total 5 year Implementation Cost | Year 6 |
| Officers Uniforms & Equipment | \$ 31,500 | \$ 1,637,950 | \$ 1,287,600 | \$ 1,635,100 | \$ 1,774,450 | \$ 6,366,600 | \$ 1,204,550 |
| Police Training Academy | \$ - | \$ 916,500 | \$ 851,500 | \$ 962,000 | \$ 858,000 | \$ 3,588,000 | \$ 324,925 |
| Post Recertification/Continuance | \$ 3,750 | \$ 198,000 | \$ 312,000 | \$ 444,750 | \$ 567,750 | \$ 1,526,250 | \$ 567,750 |
| In-House Training Program Costs | \$ 150,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 300,000 | \$ 1,350,000 | \$ 300,000 |
| Recruitment | \$ 15,360 | \$ 795,648 | \$ 466,944 | \$ 543,744 | \$ 503,808 | \$ 2,325,504.00 | \$ 125,952.00 |
| Insurance | \$ 4,000,000 | \$ 8,000,000 | \$ 12,000,000 | \$ 16,000,000 | \$ 20,000,000 | \$ 60,000,000 | \$ 20,700,000 |
| Workers Compensation | \$ 33,335 | \$ 1,760,088 | \$ 2,773,472 | \$ 3,953,531 | \$ 5,046,919 | \$ 13,567,345 | \$ 5,046,919 |
| General Liability | \$ 35,630 | \$ 1,881,264 | \$ 2,964,416 | \$ 4,225,718 | \$ 5,394,382 | \$ 14,501,410 | \$ 5,394,382 |
| IT Support of ESOC | \$ - | \$ - | \$ 175,000 | \$ 140,000 | \$ 100,000 | \$ 415,000 | \$ 100,000 |
| Dept. Administration Costs | \$ 500,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 350,000 | \$ 1,900,000 | \$ 350,000 |
| Dept. Public Safety Equipment | \$ - | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 50,000 | \$ 200,000 | \$ 50,000 |
| Dept. Annual Dues | \$ - | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 800,000 | \$ 200,000 |
| Professional Services | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 200,000 | \$ 1,000,000 | \$ 200,000 |
| Contracted Jail Services/Evidence | \$ - | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 150,000 | \$ 600,000 | \$ 150,000 |
| Building Leases (Deployment Sites) | \$ 861,431 | \$ 881,718 | \$ 902,606 | \$ 925,964 | \$ 948,124 | \$ 4,519,843 | \$ 970,607 |
| Vehicle Maintenance | \$ 158,335.00 | \$ 316,670 | \$ 316,670.00 | \$ 316,670.00 | \$ 316,670.00 | \$ 1,425,015 | \$ 1,425,015 |
| Canine Operations | \$ - | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 546,508 |
| Total Cost of Non Labor | \$ 5,989,341 | \$ 17,637,838 | \$ 23,300,208 | \$ 30,397,477 | \$ 36,760,103 | \$ 114,084,967 | \$ 37,656,608.00 |
| | | | | | | | |
| TOTAL OPERATIONS LABOR & NON-LABOR | \$ 7,855,133 | \$ 75,737,899 | \$ 111,237,794 | \$ 144,698,244 | \$ 188,210,311 | \$ 527,739,380 | \$ 190,329,326 |
| | | | | | | | |
| Capital/Start-up Costs | | | | | | | |
| Support Operations (CAD/AVL/RMS) | \$ 4,400,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 1,650,000 | \$ 11,000,000 | |
| Body Cameras | \$ 18,500 | \$ 958,300 | \$ 562,400 | \$ 654,900 | \$ 606,800 | \$ 2,800,900 | |
| Radios | \$ 17,500 | \$ 906,500 | \$ 532,000 | \$ 619,500 | \$ 574,000 | \$ 2,649,500 | |
| MPV | \$ 3,625 | \$ 187,775 | \$ 110,200 | \$ 128,325 | \$ 118,900 | \$ 548,825 | |
| Dept Public Safety Equipment | \$ 450,000 | \$ - | \$ - | \$ - | \$ - | \$ 450,000 | |
| IT Support of ESOC | \$ 250,000 | \$ 250,000 | \$ - | \$ - | \$ - | \$ 500,000 | |
| Canine Operations & Equipment | \$ - | \$ - | \$ 680,228 | \$ 1,408,072 | \$ 2,186,031 | \$ 4,274,331 | |
| Vehicle | \$ 350,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 700,000 | \$ 3,150,000 | |
| Storage | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 10,000 | \$ 50,000 | |
| Police Personnel Lockers | \$ 20,000 | \$ 35,400 | \$ 50,400 | \$ 71,000 | \$ 86,000 | \$ 262,800 | |
| Total | \$ 5,519,625 | \$ 4,697,975 | \$ 4,295,228 | \$ 5,241,797 | \$ 5,931,731 | \$ 25,686,356 | |
| | | | | | | | |
| TOTAL OPERATIONS + CAPITAL | \$ 13,374,758 | \$ 80,435,874 | \$ 115,533,022 | \$ 149,940,041 | \$ 194,142,042 | \$ 553,425,736 | |

Recommendation

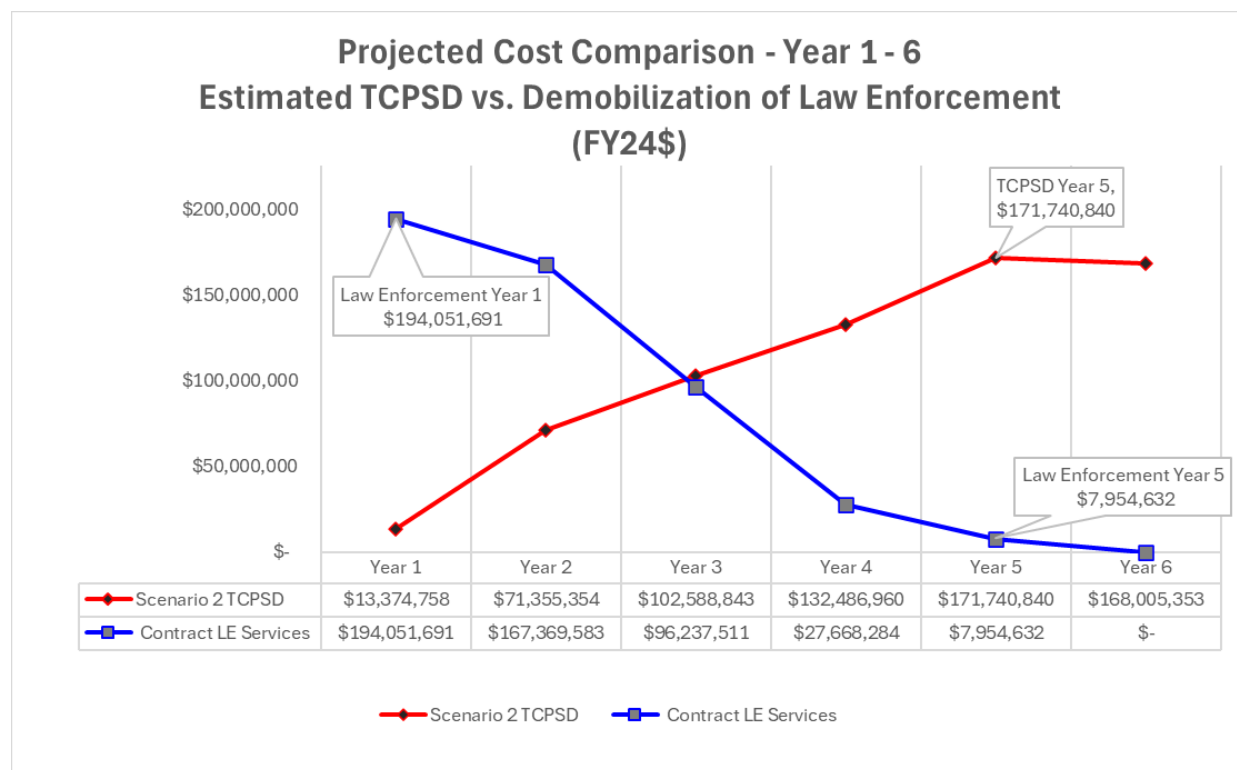
Service Model 2 is strongly recommended for the TCPSD. While traditional law enforcement functions remain essential, this model capitalizes on the estimated cost difference and provides a more integrated level of service. Ensuring public safety entails integrating various response mechanisms, including Transit Ambassadors, Crisis Interventionists/Clinicians and Homeless Outreach. With additional public safety ecosystem layers staff to address safety concerns using care-based strategies and investing in technology and infrastructure improvements, Metro can provide a safer transit environment for riders and employees. To create a genuinely inclusive and effective safety strategy, it is crucial to consider and implement alternative approaches alongside traditional policing. Many safety concerns stem from underlying social issues such as mental health, homelessness, and substance abuse. Deploying trained homeless outreach teams or crisis intervention teams can address these root causes more effectively than traditional law enforcement, providing support and resources to those in need.

By adopting Service Model 2, Metro can expand and enhance alternatives to policing. Integrating these expanded alternatives with traditional policing creates a more nuanced and responsible safety framework that acknowledges and respects all riders' diverse experiences and needs. This holistic approach enhances overall safety, builds trust, reduces fear, and fosters a more inclusive and supportive transit environment for everyone.

Transition Costs

To fully recruit and set up the in-house police force, Metro would need a five-year ramp-up period. During this time, Metro would systematically hire new officers and concurrently reduce the reliance on contract law enforcement services. This phased approach initially allows Metro to maintain current law enforcement contracts while gradually decreasing them each year as the in-house department grows. By year six, the department would be fully established, and the annual costs would reflect a stable operational budget without the added burden of initial capital expenditures. This approach ensures a smooth transition, maintaining public safety and operational efficiency throughout the process and ultimately leading to a more cohesive, responsive, and cost-effective policing model.

As the capacity builds within the in-house TCPSD, Metro would concurrently reduce the budget and scope of services for the multi-jurisdictional contracts. Metro would create a phase-out plan, identifying what resources would be needed to retain and supplement the growth of the in-house transit personnel services.



Seamless communication and coordination with supplementary law enforcement services would ensure a responsive, adaptive, and accountable TCPSD.

Considering Labor Negotiations & Union Costs

Navigating the labor negotiation process for the new transit police workforce would require a process spanning from six months to a year. Initial dialogues would begin upon Board approval, followed by formal bargaining sessions where proposals are negotiated, leading to agreements on wages, benefits, and working conditions. Once a consensus is reached, a contract would be drafted and ratified, solidifying the employment terms for the transit police team. Labor Relations would lead these negotiations to ensure alignment and budget capacity for certain aspects such as wages, benefits, working conditions, disciplinary procedures, and other terms of employment for Metro TCPSD employees. Existing labor unions could potentially engage in this negotiation process.

Comparing Costs of Transit Agency Models Nationally

To ensure the development of a comprehensive and effective transit public safety plan, Metro utilized peer review and engaged experts from the transit and law enforcement industry. Experts from various transit agencies and the law enforcement industry provided valuable insights and shared best practices, enabling staff to tailor Metro's approach to meet the unique needs of the growing transit system. These collaborations helped Metro identify potential efficiencies, enhance service quality, and establish robust governance structures within the proposed TCPSD.

In comparing other transit agencies' in-house policing models, there is a clear cost-benefit to the additional controls that would be in place. The Washington Metropolitan Area Transit Authority (WMATA) shows a small incremental change between FY22 and FY23. The Metropolitan Atlanta Regional Transportation Authority (MARTA) shows a decrease in costs and a reduction in staff between FY20 and FY23. The in-house approach provides stronger fiscal control mechanisms to control scope creep and cost escalations year over year.

WMATA

METRO TRANSIT POLICE

| FY2023 APPROVED BUDGET OPERATING EXPENSE BY YEAR: MTPD | | | | | | |
|--|-----------------|-----------------|-----------------|-----------------|---------------|-------------|
| (Dollars in Thousands) | 2020 Actual | 2021 Actual | 2022 Budget | 2023 Budget | \$ Change | % Change |
| Personnel | \$59,513 | \$58,483 | \$69,362 | \$68,552 | (\$810) | (1.2%) |
| Non-Personnel | \$8,085 | \$8,320 | \$9,480 | \$10,263 | \$783 | 8.3% |
| Total Cost | \$67,598 | \$66,803 | \$78,842 | \$78,815 | (\$28) | 0.0% |
| Authorized Positions | 731 | 704 | 662 | 688 | 26 | 3.9% |

MARTA

| CATEGORY OF EXPENSE | FY20 ACTUAL | FY21 ACTUAL | FY22 ACTUAL | FY23 BUDGET | FY23 CHANGE |
|------------------------|----------------|----------------|----------------|----------------|----------------|
| Labor | \$45,172,884 | \$41,024,224 | \$37,396,063 | \$44,373,376 | \$6,977,313 |
| Non-Labor | \$788,883 | \$465,008 | \$745,348 | \$669,742 | (\$75,606) |
| Gross Operating Total | \$45,961,767 | \$41,489,231 | \$38,141,411 | \$45,043,119 | \$6,901,708 |
| Allocation | (\$4,627,755) | (\$2,617,530) | (\$1,735,066) | (\$7,023,286) | (\$5,288,220) |
| Net Operating Expense | \$41,334,011 | \$38,871,701 | \$36,406,345 | \$38,019,833 | \$1,613,488 |
| Total Headcount | 461 | 438 | 454 | 449 | -5 |

Moving forward, Metro would continue to partner with transit agencies nationally to cost control mechanisms, trends and best practices. Engaging nationally and periodically review progress, ensuring that strategies remain aligned with evolving standards and operational challenges. This ongoing collaboration would help us maintain a high level of safety, efficiency, and fiscal responsibility within the TCPSPD.

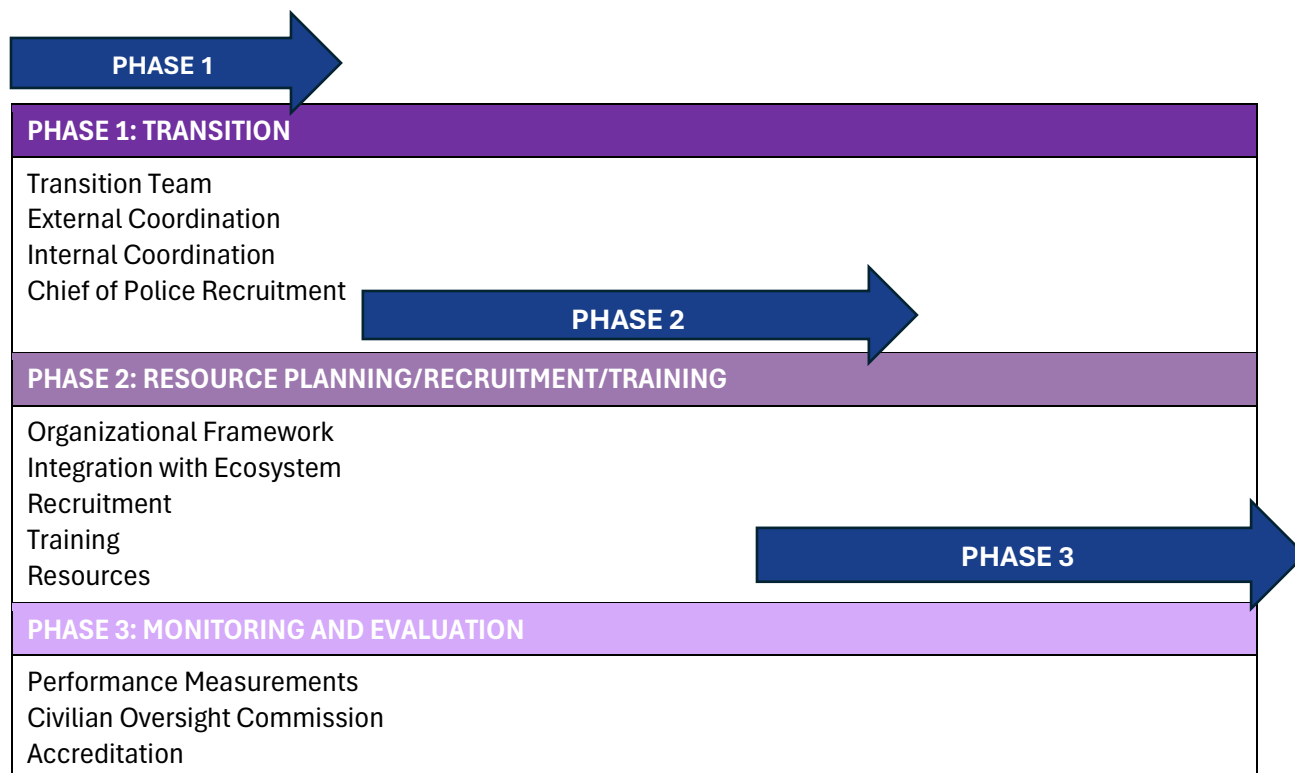
Operational Structure and Roadmap

Section 7



Having established a clear vision of the in-house police department and the principles guiding its creation, this section will detail the specific strategies, structures, and protocols that would define daily operations. The section discusses training programs, inter-agency collaborations, and accountability measures that would ensure the in-house police department operates efficiently and effectively. By laying out this comprehensive operational framework, Metro aims to provide a blueprint for achieving the department's strategic objectives to foster a safer, more responsive, and community-focused Metro system.

There are three phases in the Operational Structure and Roadmap that form the basis for the TCPSD Implementation Plan. The phases are Phase One: transition planning, Phase Two: resource planning and recruitment, and Phase Three: monitoring and evaluation over five years. These phases include an estimated timeline for implementation over five fiscal years after Board approval. With Board approval – phase one can begin as early as July 1, 2024. It is anticipated that with the completion of specific activities during Phase One, the department would move into officer recruitment and training of new personnel during Phase Two. Phase Two would require a substantial timeframe (between years 2 – 5) to fully bring on board the resources needed to operationalize the most effective deployment model. Monitoring and evaluation would be an ongoing process, with overlap as new recruits begin to work on the transit system and operations are underway. The three phases are detailed in the next section, Operational Structure and Roadmap, as a guide for the new TCPSD executive leadership to build a thorough strategic plan, standard operating procedures, and policies.



Phase 1 – Transition Planning

The first step in the implementation plan for transitioning to an in-house model involves the formation of a dedicated Transition Team of subject matter experts. This team would serve as the cornerstone for orchestrating a seamless shift toward the envisioned department, ensuring effective coordination both internally and externally. It would be imperative to engage a consultant with a deep understanding of law enforcement dynamics, encompassing specialized policing such as campus or airport policing, to lead this effort. This team would comprise of members who possess expertise in law enforcement, security, bus and rail transit operations, social services, and change management. Leveraging this external expertise, particularly in multi-jurisdictional coordination, would enable the development of a comprehensive transition plan.

The Transition Team would oversee mutual aid agreements and current contract law enforcement services to mitigate operational gaps during the transition period. Internally, the team would spearhead inter-departmental coordination and facilitate the development of operational policies essential for the department. Of note, all current contract law enforcement agencies have agreed to cooperate with a transition if the Board decides to bring law enforcement services in-house.

External – Multi-Jurisdictional Coordination:

- Collaborate on a transition plan in conjunction with multi-agency contractors.
- Utilize mutual aid agreements to ensure coverage during the transition period as new officers are recruited and onboarded.
- Strategically reduce contract law enforcement services as the department expands.
- Establish contracts for specialized services and units such as K-9 teams.
- Address the needs and management of detention facilities.
- Create the framework for community engagement and public stakeholder process (Implement Communications Plan)

Internal – Inter-departmental Coordination and TCPSD Development with the new Police Chief:

- Foster inter-departmental coordination and cooperation under the leadership of the selected Police Chief.
- Hire leadership and administrative support team.
- Develop operational policies and standard operating procedures for the department.

Mutual Aid and Cooperation with Other Law Enforcement Agencies (MOUs)

California's Mutual Aid Law outlines responsibilities for mutual aid. Surrounding law enforcement agencies are required to respond to local emergencies and calls for service, and response agencies are required to assist at the direction of the requesting agency's Chief of Police. When mutual aid is requested, support must be sustained for the duration of the event or incident. Conversely, the new TCPSD must be prepared to offer other equivalent assistance to other agencies. Cal. Code Regs. Tit. 19, § 2415 - Mutual Aid of Article 4. Standardized Emergency Management System

Beyond Mutual Aid obligations, desirable collaborations with other law enforcement agencies and the Los Angeles County Police Chiefs Association in the form of memorandums of understanding to govern emergency response, specialized services, cooperative training (tabletop and full-scale exercises), and to establish clear response plans to emergencies, calls for service, and large scaled events would be created in partnership with law enforcement agencies in the region.

Sustaining Operations and Deployment

The need to sustain patrol coverage with the existing law enforcement contractors is key throughout the implementation of the future TCPSD. Existing contracts with law enforcement agencies would remain in place, and a phased transition of incoming TCPSD officers would occur alongside the existing law enforcement deployment to ensure adequate service levels are sustained and that there are no gaps in deployment coverages. Clear deployment plans with daily deployment operations, timelines, and service level agreements would be drafted and evaluated weekly and updated as needed.

Detention Facilities

TCPSD would utilize existing detention facilities, jails, and arrest processing centers from partnering agencies to process arrestees, detain prisoners awaiting arraignments, and holdings for warrants, processing holds, and all detentions. A review of costs and memorandums of understanding would be negotiated with each agency to ensure that California detention standards are met while aligning any requirements with future accreditation requirements and Metro policies.

Specializations

There are specialized functional areas that TCPSD would explore for interagency collaboration agreements where mission-critical functions would need to be performed from the inception of the department. TCPSD would explore contractual agreements for criminal investigations, K-9, tactical response units, processing and detention of individuals, and other specialized areas that Metro would not be able to perform initially. Sustainment of these types of functions throughout the implementation period is essential for a seamless deployment.

- For Metro, it would be ideal for sustaining investigations where detectives, forensic processing, investigative units, canine, explosives detections, emergency services units, and other areas where multiple years of training and experience are required for expertise at a reasonable cost to the agencies providing these services.
- The TCPSD would benefit from sustaining the use of these specializations during the five-year implementation period since these are critical functional areas where continued support is needed to sustain investigative operations.
- Metro would conduct professional development and training to create specialized units internally while transitioning services from partnering agencies until such a time that Metro can fully and independently complete these functions in-house.

Executive Recruitment

A pivotal first hire during this phase would be the Chief of Police, who must be POST-certified. This leadership position would set the stage for subsequent efforts to recruit officers and public safety department personnel. Metro intends to use a recruiter who specializes in Public Safety leadership positions.

Engaging Metro's customers and employees in the recruitment of a new Chief is vital to ensure the selection resonates with the transit community's expectations. The recruitment process would be widely publicized across multiple channels, ensuring broad awareness and participation. This would include various communication platforms such as local media, social media, and community meetings, focusing on transparency and inclusiveness. Recognizing that some community groups are often underrepresented, targeted outreach efforts would be included to ensure all voices are heard. These groups may include people of color, non-English speakers, and riders of all economic levels. Metro would host an event such as "Meet the Candidates" that would help foster direct interactions between the transit community and candidates. The CEO would incorporate this feedback into the final hiring decision.

The ideal candidate for the position of Transit Police Chief should embody visionary leadership, accessibility, and a commitment to collaboration within a diverse transit community. They should demonstrate experience in implementing innovative strategies for transit safety through positive engagement and partnerships and maintaining frequent communication with various stakeholders. The candidate should also possess extensive experience as a public safety executive, showcasing creativity, collaboration, and solution-oriented leadership skills. They would need a deep understanding of the complexities of a transit environment, particularly within the culturally diverse County of Los Angeles, and possess a commitment to active community engagement.

Furthermore, the candidate should not only value principles of diversity, equity, and inclusion but also demonstrate a dedication to translating these principles into tangible results through values-based decision-making.

Metro's Authority

There are no statutory changes required, specifically in CPUC code section 30504 which details provisions related to Metro's authority to maintain a specific law enforcement unit within the agency.

Phase 2 – Organizational Framework

Functional Organizational Chart

To establish a robust and efficient in-house transit policing model, a well-structured organizational chart and a detailed position allocation list are essential. The organizational chart outlines the hierarchy and reporting relationships within the Transit Community Public Safety Department (TCPSPD), ensuring clarity in roles and responsibilities. The position allocation list details the specific positions required, their functions, and the distribution of personnel across different areas of the transit system.

The organizational chart for the TCPSPD is designed to optimize operational efficiency and ensure effective management of resources. It also takes into account the distinct functional areas – allowing for Operations and Administration functions to integrate and also maintain governance over their respective units. The TCPSPD would contain strategic, operational units under the oversight of the Chief of Police – Internal Affairs, Financial, Administration, and Operations.

The Administration function of the department would encompass several key areas essential for efficient and effective public safety operations. It fosters positive community relationships, manages emergency and non-emergency communications, maintains accurate records and property storage, and ensures officers are well-equipped. Additionally, it develops policies and certifications to uphold high standards, conducts thorough investigations supported by specialized units, and oversees personnel recruitment, training, and professional development.

The Community Engagement Unit is a pivotal part of the TCPSPD administration function. This unit would employ social work principles to ensure that interactions with the public are conducted with empathy, respect, and a focus on positive outcomes. A key component of this unit is Crisis Intervention. The Crisis Intervention unit would address mental health crises and other urgent social issues within the transit system. Staffed with specialists trained in social work and mental health care, the group would be equipped to de-escalate situations and provide appropriate support. They would operate on core social work principles such as empathy, empowerment, and respect for individual dignity, aiming to understand the root causes of distress and work towards holistic solutions. Crisis Intervention Specialists would be partnered with TCPSPD to ensure that when someone on the transit system shows signs of distress, the response is immediate, appropriate, and care-based. They would also be trained to provide resources and referrals to social

services and Metro's homeless outreach teams, helping to address underlying issues such as homelessness, addiction, and mental health challenges.

Another vital aspect of the Community Engagement Unit is Community Outreach. The Community Outreach team would work to establish and maintain positive relationships with transit riders and the broader community. They would conduct regular outreach activities, educational programs, and public safety campaigns to raise awareness and build trust. This unit would engage with community members through various initiatives, including workshops, forums, and direct interactions, to understand their concerns and work collaboratively towards solutions.

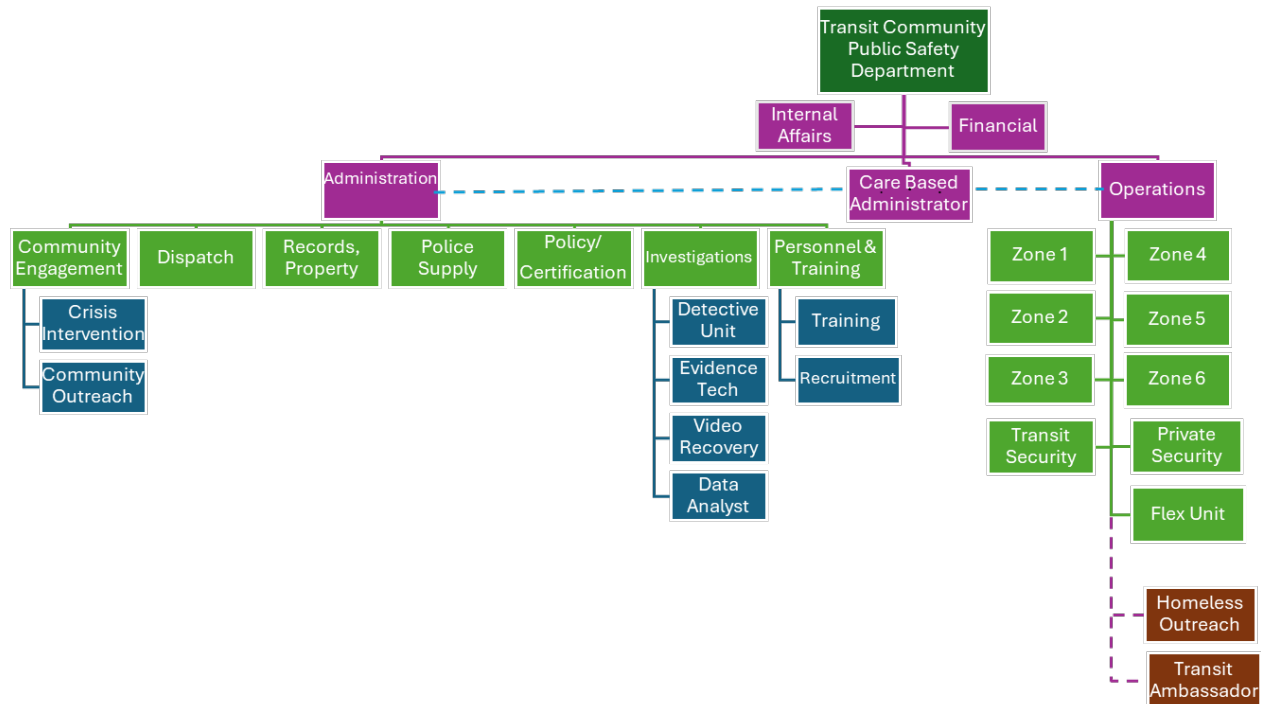
By integrating these specialized roles within the Community Engagement Unit, the TCPSD ensures a comprehensive approach to public safety that prioritizes care, compassion, and community collaboration. This holistic strategy not only addresses immediate safety concerns but also fosters long-term positive relationships.

The operations function within the TCPSD is structured to ensure comprehensive oversight and effective management of public safety across the transit system. The system is divided into six zones (Zones 1 to 6), each responsible for localized security and safety operations. This zone approach allows for focused attention on specific areas, ensuring that incidents are promptly addressed and that there is a continuous visible security presence.

Metro Transit Security would oversee code of conduct enforcement, open/close stations, bus and train riding, and revenue collection. conducting regular patrols and managing incidents to ensure passenger safety. Complementing this, Contract Security provides additional personnel and resources, enhancing overall security through supplementary patrols and coordinated efforts with the Transit Security unit. The Flex Unit adds further versatility, being ready for rapid deployment to any zone area requiring increased police intervention, thus addressing dynamic and emergency issues swiftly.

Supporting these operational efforts are the Homeless Outreach and Transit Ambassador units. These functions are not housed within the TCPSD, however; they will work closely and seamlessly communicate in the field, share data and best practices to address issues. The Homeless Outreach team addresses the needs of homeless individuals within the transit system, connecting them with necessary services and reducing their impact on the transit environment. The Transit Ambassador unit focuses on customer service and community relations, assisting passengers with information and support, and fostering positive relationships with the public.

Functional Organizational Chart



The department includes the following key positions and their hierarchical relationships:

- **Chief of Police:** Leads the TCPSPD, oversees all operations, and reports directly to the Metro CEO.
- **Deputy Chief of Police:** Assists the Chief in managing the department and supervises key divisions.
- **Care-Based Administrator:** Manages Crisis Interventionists/Clinicians and coordinates all care-based resources.
- **Captains:** Manages specific divisions, zones or major operational areas within the TCPSPD.
- **Lieutenants:** Oversee daily operations, supervise field-based staff, including Sergeants and officers, and ensure compliance with policies.
- **Detectives:** Conduct criminal investigations and collaborate with other law enforcement agencies.
- **Internal Affairs:** Handle internal investigations and ensure accountability within the department.
- **Sergeants:** Supervise field officers and ensure effective implementation of policing strategies.
- **Senior Transit Public Safety Officers (Sr. TPSO):** Provide experienced oversight and support to Transit Public Safety Officers.

- **Transit Public Safety Officers (TPSO):** Conduct patrols, engage with the community, respond to incidents, and enforce transit rules and regulations.
- **Field Training Officers (FTO):** Provide training and mentorship to new officers.

The position allocation list specifies the number of personnel and their distribution within the TPSD, ensuring adequate coverage and specialized support:

| SERVICE MODEL 2 ENHANCED - TCPSD PERSONNEL ALLOCATION - 826 | | | |
|---|-----|------------------------------------|-----|
| POSITION TITLE | NO. | POSITION TITLE | NO. |
| Chief of Police | 1 | Care-Based Administrator | 1 |
| Assistant Chief | 2 | Administration & Records Staff | 15 |
| Captain | 3 | Public Information Officer | 2 |
| Lieutenant | 16 | Data/Crime Analyst | 11 |
| Detective | 10 | Management Analyst/PM | 10 |
| Internal Affairs | 4 | Recruiter | 4 |
| Sergeant (pool) | 74 | Equipment & Property Control Staff | 11 |
| Sr. Transit Public Safety Officer (pool) | 86 | Crisis Interventionists/Clinicians | 126 |
| Transit Public Safety Officer (pool) | 400 | Community Liaison | 6 |
| Field Training Officer (pool) | 36 | Dispatch | 8 |
| Total Sworn Positions | 632 | Total Support Positions | 194 |

Recruitment & Staffing

The Chief People Office (CPO) assigned to recruit for the TCPSD would play a crucial role during both the initiation phase and throughout the establishment of the department. While the current human resources team can facilitate the initial hiring of executive and administrative personnel, it is recommended that a dedicated human resources unit be assigned within the TCPSD. Each year, beginning year 2, Metro would recruit at least 25% of the sworn workforce. This would allow for a fully staffed department, as projected, by year 5. This dedicated unit would focus on supporting hiring, retention, and overall human resource needs, particularly assisting candidates in navigating the application process, especially regarding specialized requirements for law enforcement positions. This unit would also prioritize recruiting diverse populations and setting goals and strategies for engaging women and people of color in positions from entry-level to leadership roles. The TCPSD organizational structure also includes a personnel recruitment functional unit, with staff assigned to work closely with CPO as this phase continues beyond year 2.

Having a public safety infrastructure on the transit system that supports the diverse backgrounds and needs of riders is important; and that starts with each individual hire before they are deployed on the system. Specific hiring goals would be defined by quarter to identify the number of people hired and what training programs they would be expected to complete for entry, supervisory, and specialty positions. The goal would be to have the entire department personnel on-board by the end of year 5.

The law enforcement profession is in a recruitment crisis, which has resulted in law enforcement agencies competing to attract, recruit, and retain personnel from the same small pool of potential police candidates. This may not be a barrier to Metro's ability to stand up the TCPSD. Metro's research on transit recruiting found that agencies nationwide have not reported challenges with finding recruits. The New York MTA, for example, recently had over 11,000 transit police applicants and has hired over 300 new officers over the past two calendar years. During the past three years, the New York MTA has recruited and hired over 500 new officers. Furthermore, even mid-sized transit agencies such as Houston Metro, Denver RTD, and Greater Cleveland are at full staff.

Recruitment Strategies

Establishing the TCPSD requires a thoughtful approach to recruiting and hiring personnel, including officers. Metro would implement various innovative recruitment strategies for the positions. It would be paramount for recruitment strategies to include communicating clear expectations for the roles. Human resources and training staff would make concerted efforts to infuse the culture of the agency and the new public safety culture of service and people first into each recruitment effort.

Candidates may be recruited from cadet programs, internships at colleges and universities, part-time employees/work-study programs, career fairs at Hispanic-serving and HBCU institutions, educational conferences and social events, and similar events where potential candidates can receive information about employment opportunities.

Recruiting women and candidates of color is challenging for law enforcement agencies nationwide. Metro would work to create a targeted program that has goals for recruitment and retention of women-identifying officers and people of color. Hiring fairs that prioritize jobs for women and people of color would be identified and accessed as networks for the future workforce. During Phase One – Metro can develop and establish “MetroEmpowersHer: Join Metro's Strong Women in Uniform” or “SheProtects: Metro's Women in Transit Public Safety,” recruitment campaigns aimed at bringing women into the TCPSD frontline. The department should have specific targets for recruiting, hiring, and supporting women in these roles.

Diversity and inclusion are emphasized in recruitment efforts to ensure that the TCPSD mirrors the demographics of the community it serves. Partnerships with organizations like the National Association of Women Law Enforcement Executives (NAWLEE), International Association of Chiefs of Police (IACP), and National Organization of Black Law

Enforcement Executives (NOBLE), alongside engagement with local community and civic groups further strengthen Metro's recruitment outreach.



In order to optimize the recruitment process and manage costs effectively, the new recruitment strategy for TCPSD would budget for four dedicated recruiters and allocate \$3,100 per officer in recruitment costs. This strategic investment ensures that Metro has the necessary resources to attract, evaluate, and onboard. Additionally, Metro would leverage the resources within our Chief People office to streamline operations and enhance the efficiency of the recruitment efforts. This approach not only aligns with Metro's commitment to fiscal responsibility but also supports the goal of maintaining a robust and capable law enforcement department.

Opportunity for Internal Metro Staff Transfers & External Lateral Recruitment Efforts

Metro personnel who are already familiar with the transit environment and operations would have the opportunity to transition to law enforcement roles within the new department. Metro would provide specialized training and support to facilitate the transition of internal staff to law enforcement positions, ensuring they are equipped with the necessary skills and knowledge to serve effectively. There would also be recruitment efforts for existing law enforcement officers/personnel seeking lateral transfers into the TCPSD. (See Appendix C: Hiring Roadmaps - Internal, Lateral)

Additional Recruitment Strategies

Metro's recruitment strategies for sworn law enforcement positions are comprehensive and innovative, aiming to attract diverse and qualified candidates. To reach a wide audience, job openings are advertised extensively across various channels, including online job boards, social media platforms like Instagram, Facebook, YouTube, and X, as well as local newspapers and community organizations. The agency would leverage digital media with regularly updated videos and communication messages to showcase the benefits of joining Metro's new Transit Community Public Safety Department.

A strong marketing campaign and media strategies would be employed, utilizing Metro's resources, such as advertisements on buses, trains, and stations, to create visibility and interest among potential candidates. Collaborations with local colleges and universities target recent graduates with degrees in criminal justice or related fields, while partnerships with military transition programs attract veterans with relevant experience and skills.

The agency actively participates in job fairs and recruitment events throughout the County to attract candidates from diverse backgrounds and would continue to do so for the TCPSD specifically. Additionally, a mentoring and career support program is offered to newly hired candidates, providing guidance and assistance in navigating the challenges inherent in law enforcement work. An internal Police Explorer program would be established to cultivate a pipeline for future public safety officers within the organization.

Metro's dedicated Recruitment Page on Metro.net can provide detailed information about the competitive hiring strategy, including sign-on bonuses, salary ranges, promotional opportunities, benefits, retirement plans, and additional benefits such as training, education support, and unique perks like childcare and transportation passes. These comprehensive recruitment strategies reflect Metro's commitment to building a skilled, inclusive, and community-focused law enforcement team.

California State Minimum Selection Standards

The minimum peace officer selection standards are outlined in Government Code Sections [1029](#), [1031](#), and [1031.4](#). Every California peace officer must be:

- Free from any disqualifications for employment, including felony convictions (GC [1029](#))
- Legally authorized to work in the United States by federal law.
- At least 21 years of age for specified peace officers (GC [1031.4](#))
- Fingerprinted for purposes of search of local, state, and national fingerprint files to disclose any criminal record.
- Of good moral character, as determined by a thorough background investigation.
- A high school graduate passes the General Education Development test or other high school equivalency test approved by California Department of Education or

has attained a two-year, four-year, or advanced degree from an accredited or approved institution.

- Found to be free from any physical, emotional, or mental condition, including bias against race or ethnicity, gender, nationality, religion, disability, or sexual orientation, which might adversely affect the exercise of the powers of a peace officer.

<https://post.ca.gov/Peace-Officer-Candidate-Selection-Standards>

Planning for the Transition and Supplementary Services

The transition from the multi-jurisdictional law enforcement model to the new TCPSD model would begin in Year 1 with meticulous transition planning. In support of the Implementation Plan, a dedicated team would be assembled to outline a phased roadmap for the transition. Simultaneously, recruitment efforts would be initiated to fill critical leadership positions within the new department, including the appointment of a Chief of Police and essential command staff members. This groundwork would set the stage for the comprehensive transformation ahead.

By Year 2, the core personnel recruitment drive would be in full swing. The department would actively seek out experienced law enforcement professionals skilled in community policing, transit safety, and public engagement. Collaborative efforts with external law enforcement agencies would ensure a seamless transition period, maintaining continuity of services while the new department takes shape. Metro aims to recruit, train, and hire at least 20 percent of the proposed workforce each year of implementation, beginning year 2, a total of 100 percent by the end of year 5. Protocols would be established for collaborating with external law enforcement agencies, ensuring that supplementary services can seamlessly integrate with the new department's operations when needed. As Years 3 - 4 unfold, the department's capabilities would expand further. Finally, in Year 5, the vision of a fully operational Transit Community Public Safety Department would become a reality. The phased transition from multi-agency contracts to an in-house department would be completed.

Training With a Transit Purpose

In California, the Peace Officer Standards Training (POST) lays the foundation for law enforcement officers' basic skills and knowledge. However, transit-specific training is crucial for a new public safety department operating within the transit environment. Currently, under the existing multi-agency law enforcement model, each law enforcement officer is required to complete before reporting for patrol on Metro the Rail Safety Training and a training 4 hour in "Transit Policing" that is only taken once and does not require renewal. The Rail Safety training is a 4-hour certification course that is designed to provide a basic level of personal safety to navigate the Metro transit system safely. This training/certification requires renewal every two years.

TCPSD would require all new recruits and personnel to undergo extensive and intensive transit-specific field-based training prior to attending the academy and regular re-certification. Transit-specific training familiarizes officers with the unique dynamics of public transportation systems.

Given the high level of public interaction in transit policing, officers would undergo training in customer service principles, effective communication with diverse populations, and foster positive relationships with transit riders and Metro employees. This includes addressing passenger inquiries, helping vulnerable populations, and promoting a safe and welcoming transit environment. Transit environments pose unique challenges in de-escalating conflicts and managing disruptive behavior due to the confined spaces of buses, trains, or stations. Specialized transit training provides officers with tailored de-escalation tactics for these situations, emphasizing communication skills and conflict resolution strategies,

Transit police officers must be prepared to handle emergencies such as medical incidents, security threats, or natural disasters within transit facilities or vehicles. Training covers rail safety and grade crossing awareness, emergency response protocols, evacuation procedures, first aid/CPR techniques, and coordination with emergency services and transit personnel.

Transit officers often collaborate with transit agencies, local law enforcement, emergency responders, and Metro front-line personnel. Training emphasizes the importance of interagency cooperation, joint operations, information sharing, and coordinated responses to incidents or emergencies affecting transit operations. Training performed in collaboration with ecosystem agencies, for example, would assist in facilitating hips through daily operational strategies and refining processes. Similarly, training with Metro staff, law enforcement, and other stakeholders would help to improve responses, identify gaps, and assist leaders with recognizing areas of expertise and agency needs.

Staff would collaborate with training academies and educational institutions to develop courses and training modules specific to transit policing, ensuring a pipeline of well-trained recruits which would be different from traditional trainees. Appendix D features the current list of POST required training and a recommended list of transit-specific training modules that would be created or adapted to Metro's public safety needs. Some of the training courses are described below.

Transit-Specific Field Training

Best practices derived from NY MTA, BART, Vancouver, CA, Metro Transit, and Denver RTD require transit police to be prepared for the unique situations presented within the transit environment. Specialized transit-specific field training (4 weeks) prior to enrollment in the police academy is required. Some agencies require additional training every year as refresher training. Metro has also previously developed and implemented field-based

training for Homeless Outreach and Transit Ambassador staff. Metro would implement a similar Transit-Specific Field Training Program for all new officers.

Pre-service field-based training would offer hands-on experience in transit-specific scenarios, helping officers develop practical skills in providing customer service, responding to transit emergencies, collaboration, and de-escalation. During the training curriculum and practical experience, personnel would experience hands-on specific challenges and dynamics of transit environments, such as dealing with the diverse ridership and navigating the Metro bus and rail system. This field training also fosters teamwork and collaboration among officers as they learn to coordinate responses and support each layer of the public safety ecosystem in dynamic situations. This training would also improve accountability and ownership – creating a personal connection and investment in the transit environment and supporting the Metro people-first culture. This field-based training would also effectively create an early mechanism for identifying personnel that are not the right fit for the agency or not in alignment with the Board's adopted Public Safety Vision and Goals.

Recommendations for Transit-Specific Training Curriculum

TCPSD proposes to create a formal transit-specific training curriculum that includes extensive field-based experience to infuse a people-first and transit first culture into new recruits. This transit-specific and field-based training would be essential to professionalize the workforce and create cohesiveness amongst ecosystem partners, developing a workforce culture that is aligned with the needs and expectations of Metro. This formal curriculum would culminate in 12 weeks of transit specific field-based training that would follow successful completion of the POST academy training. New recruits would have to pass each element of the transit specific field-based training to move forward to a full-time patrol assignment on Metro.

The transit-specific training complements POST by providing officers with the specialized knowledge, skills, and strategies necessary to effectively police the public transportation system. This training ensures that officers are well-prepared to handle the unique challenges, responsibilities, and scenarios encountered in the dynamic and diverse transit environment. The content of this additional transit-specific training would be adapted into a refresher training, at least every year, providing opportunities to reinforce the culture and standards of Metro.

Customer Experience Training

To re-imagine policing in a transit environment, officers must be trained to core values such as *serving first* and emphasizing behavioral standards of empathy. Impressing a customer service perspective where respect, communication, and courtesy are paramount. Onboarding officers with the perspective that their role is to provide a service to the ridership would help build a well-aligned public safety department that reflects the values of Metro.

Culture Alignment Training

Incorporate training sessions specifically focused on the department's culture, values, and goals. This training would help officers understand the core values and behaviors expected of them, as well as how these align with the department's mission and vision. By clearly articulating the desired culture and its importance, Officers would gain a deeper understanding of how their actions contribute to the overall success of the department.

Community Oriented Policing & Problem-Solving Training

Community Oriented Policing & Problem-Solving training is a community-based law enforcement approach that recognizes that community involvement is critical to successfully addressing crime, social, and quality of life issues, such as recognizing mental health issues and interfacing with vulnerable populations.

Crisis Intervention Training (CIT)

This program creates connections between law enforcement, mental health providers, hospital emergency services, and individuals with mental illness and their families. Law enforcement personnel receiving this training become better informed and prepared to engage with persons coping with mental illness issues.

The training includes a best practices approach to address the needs of persons safely and effectively in crisis. Crisis communication is the foundation of this program, and law enforcement personnel learn skills to de-escalate crises realistically. Trainees are taught how to affect behavioral change through active listening, developing empathy and rapport, and influencing the person in crisis. The program is four days long and is team-taught by tenured law enforcement instructors and licensed mental health clinicians.

National Alliance on Mental Illness (NAMI)^[2] shares that recent research has reported that CIT is associated with improved officer attitude and knowledge about mental illness. They are more confident in how to engage and help. This has led to a reduction in arrests of people with mental illness while rendering the aid or services the individual needs^[3]. Understanding how to manage incidents involving those experiencing mental health issues shortens the amount of time Law enforcement spends on these types of calls and allows them to focus on system crime deterrence.

Integrated Communications Assessment and Tactics (ICAT)

The inclusion of Reality Base Training (RBT) is essential in training law enforcement personnel. Pioneered with the Dallas Police Department, Scenario-Based Training (SBT) or Reality Based Training (RBT) *“places the student into a setting that simulates a real-life encounter to test his/her ability to respond to an incident while acting within the law and departmental policy.”* One of the benefits of RBT is that it allows students to experience various situations under stress, so they understand how they would react to the problem. Experiencing the stress before they reach the system and experiencing it for real is enlightening to the students and helps them understand how they may need to adjust. In Denver, for the RTD Police, officers and personnel are trained in basic train operation and

are provided the ability to ride along with Operators to better understand the complexities of their job. Having direct training on vehicles and understanding the needs of employees would help improve coordination during an emergency.

Rail Safety Training & FTA Transit Safety Training

Certification in Rail Safety would continue to be a requirement for TCPSD personnel. Understanding how to travel and work safely in the transit environment serves to protect not only the public but also fellow transit employees. Opportunities exist to further train sworn law enforcement members in FTA-sponsored training courses. These courses raise awareness for the prevention and response to workplace violence that may occur in the system against transit employees. Attending the same courses that are taught to line personnel helps provide insight and understanding when responding to a transit employee who has been victimized by violence. The training curriculum would include FTA Courses available via the National Transit Institute include Violence in the Transit Workplace – Prevention, Response and Recovery, Assault Awareness and Prevention for Transit Operators, Identifying Human Trafficking, and Transit-Terrorism Awareness.

Recognizing the need to identify, fund, and support training based on Metro riders' and employees' evolving safety needs is of great importance. Most law enforcement agencies are very good at this; remaining committed to that end becomes challenging. Prioritizing training is a challenge that competes with the needs of service in most organizations. A report by the LA Times highlighted that as recently as 2022, an audit indicated that LASD was not meeting the training requirements^[5]. Emphasizing and remaining resolved to maintain training requirements is a good first step in distinguishing a new law enforcement department. TCPSD would establish a division that oversees and monitors the continuous training for all members serving in a public safety role.

Pension & Benefits

The current implementation plan includes estimated labor costs that are fully burdened to incorporate base salaries + benefits and pension. These costs include escalations for cost of living and factor in the rate of hiring, year over year. Phase Two of the implementation plan would require a detailed analysis of pension and benefit plans for public safety employees in the new Transit Community Public Safety Department (TCPSD), sworn and non-sworn. There are several key factors to examine to ensure the plans are competitive, sustainable, and supportive of the new workforce's needs. At this time – the pension and benefits liability for Metro as an agency are to be determined, based on specifics contained within the retirement plan for new safety employees. Benefits packages that exist today for represented and non-represented employees serve as the basis for determining the burdened rate in the financial cost estimates for the new TCPSD. To move forward with recruiting any new staff for the department, Metro's Chief People Office (CPO) Pension & Benefits team would need to seek approval for a new California Public Employees Retirement System (CalPERS) pension plan for sworn law enforcement staff.

Initial analysis of other public agencies statewide reveals that CalPERS provides a specific pension plan for safety employees. Currently, Metro does not have an active safety pension plan or employees who would qualify for such a plan. The retirement provisions for safety plans are distinct from Metro's existing pension plans for active employees and retirees under the Public Transportation Services Corporation (PTSC). Therefore, Metro's plan would need a new safety category added to specifically cover the sworn law enforcement personnel within TCPSD.

There are inherent advantages to offering competitive pension plans to safety/law enforcement personnel to increase the possibility for staff who are POST-certified to join TCPSD as transfers. California Public Employees' Pension Reform Act (PEPRA) policies require new employees to contribute a specific percentage to their retirement funds, this would not apply to public employees who are a member of CalPERS prior to January 2013 or at a reciprocal agency (i.e., other local jurisdictions). These transfer members would be considered "Classic" members. Any new public employees hired after January 2013 are subject to PEPRA Membership. At Metro, Classic members do not contribute to CalPERS; all contributions are made by the employer (PTSC), and the existing Plan formula is 2% at age 60. Members under PEPRA currently make contributions of 8% of their salary, and their Plan formula is 2% at age 62. Any new safety plan would require new formula contributions to be assessed in a valuation report by CalPERS prior to implementation. The current benefit formula for Safety Plan participants are: 2% at 57, 2.5% at 57 and 2.7% at 57. The employer will have to determine the best formula option for the new personnel. There are minor fees associated with requesting valuation reports, and a 60-day review period. This valuation report outlines the potential fiscal impact of a pension plan and its workforce on the agency.

Infrastructure Resources and Technology Updates for Coordinated Communication

Currently, Metro's System Security and Law Enforcement coordinates emergency response and dispatch for incidents on the Metro bus and rail system at the Security Operations Center (SOC). This is a 24/7 operation that is staffed by Metro Security Personnel trained in dispatching the appropriate level of response for each call that comes into the SOC. The SOC is accessible by phone and via the Transit Watch App. To support an In-House TCPSD, the SOC would need to be upgraded to incorporate new technology that would provide the dispatch and geo-location capabilities for all law enforcement and security personnel to be assigned to respond to various incidents systemwide.

In Year 1 of the Phased Implementation Plan - Metro's Emergency Security Operations Center (ESOC) has been identified as the preliminary location to host this dispatch function. The building will begin operations in the winter 2024, marking a significant enhancement in the agency's routine and regional response capabilities. This state-of-the-art facility will foster improved coordination and collaboration among Metro public safety resources, law enforcement, and local, state, and federal partners. With a unified

command infrastructure as a daily practice, the ESOC will consist of two main components: the Emergency Operations Center (EOC) and the Security Operations Center (SOC). The ESOC will be the centralized command center that is activated 24/7 to serve the Metro system in one dedicated location.

The SOC will serve as a 24/7 intelligence hub and transit public safety integrated communications center, supporting the Bus & Rail Operations Centers, security management, and incident control. Operating on a 24/7 basis, the SOC will maintain constant surveillance and preparedness for incidents, employing a multi-layer unified virtual command structure to oversee operations and ensure seamless communication and action. This facility will coordinate resource allocation, and track trends and response times for responding to incidents reported by patrons and employees.

The Support Operations/Technology Upgrades include the procurement and implementation of Computer Aided Dispatch (CAD), Automated Vehicle Location (AVL), Records Management Software (RMS) technology. This technology will increase coordination between dispatch, command, and TCPSD personnel and will extend to the daily security and law enforcement staff on the Metro system, ensuring that all activities are aligned and effectively managed.

Dispatchers will handle calls for service and deploy the necessary resources, while dispatch administrators will manage administrative tasks such as processing warrants, video requests, and communication with internal and external agencies. Supervisors will oversee the day-to-day operations and personnel, ensuring the smooth and efficient functioning of the SOC.

The comprehensive planning and strategic deployment of resources underscore Metro's commitment to maintaining the highest safety and service standards.

IT Costs for Central Dispatch/Command

| | YEAR 1 | YEAR 2 | YEAR 3 | YEAR 4 | YEAR 5 | TOTAL |
|---|-------------|-------------|-------------|-------------|-------------|---------------------|
| Support Operations/ Technology Upgrades (CAD/AVL/RMS) | \$4,400,000 | \$1,650,000 | \$1,650,000 | \$1,650,000 | \$1,650,000 | \$11,000,000 |
| IT Support | \$250,000 | \$250,000 | \$175,000 | \$140,000 | \$100,000 | \$915,000 |
| | | | | | | \$11,915,000 |

Transit Infrastructure & Technology Upgrades

The recommended service model for the Transit Community Public Safety Department (TCPSD) includes an annual allocation of \$5 million - \$10 million for transit infrastructure and technology upgrades. This funding would be programmed by the Operations – Station Experience Unit for pilots and assessments for upgrades that promote and enhance public safety through the installation of technology, infrastructure and physical security

measures. These upgrades are integral to creating a secure and user-friendly transit environment.

Technology Upgrades that would be explored include, but are not limited to, enhancing the bus and rail system's existing CCTV cameras, which are monitored in real-time. Integrating these camera systems with the TCPSD analytics unit will allow for detection of suspicious behavior and threats. Improving intercom and alarm communication systems at critical areas such as the rail auxiliary areas and at fare gates can assist with deterring illegal activity.

The Station Experience Unit is continuing to pilot access control measures, such as improved turnstiles and barriers, at station entrances and exits to manage and monitor the flow of passengers effectively. Funds would be used to enhance station, auxiliary and platform lighting with energy-efficient LED lights that provide better visibility and deter criminal activities. Incorporate smart lighting systems that adjust brightness based on real-time conditions and usage patterns. Improved lighting at key bus transfer stations and terminals will also improve physical security on the bus system.

The Operations – Station Experience Unit will oversee pilot projects to test and evaluate these upgrades in select transit locations. This approach allows for data collection and analysis to determine the effectiveness of each measure before wider implementation. Regular assessments will ensure that upgrades are meeting safety goals and provide insights for continuous improvement.

Metro's Station Experience Unit has implemented a number of pilot projects at key locations that are considered system "hot spots", like Metro's Westlake/MacArthur Park, North Hollywood and Civic Center Stations in late 2023-early 2024. These pilot strategies include environmental design and station improvements that have proven to result in reduced calls for medical/emergency services, reduced calls for law enforcement, increased fare revenue during peak service hours, and improved overall customer experience.

Risk Analysis

Creating an internal Police Department would shift liability to Metro. Metro is currently indemnified by the law enforcement agencies it contracts with and has, therefore, not incurred significant costs related to law enforcement-related claims since the disbandment of Metro's internal Police Department in 1997.

While Metro cannot predict with certainty the future costs of claims and insurance-related expenses, Metro used Metro Police Department historical claims data from 1988-1998 and applied an inflation factor to estimate them. Also factored are today's claims landscape into the cost estimates.

For general liability claims, it is important to consider social inflation factors driving up claim settlements and jury verdicts. For workers' compensation, it is important to consider regulatory changes since 1998 and the increase in medical costs. Metro estimate \$2.9M per year for liability claims and \$3.1M⁸ per year in workers' compensation claims.

Metro's insurance broker estimated the underwriting impact the addition of a Police Department would have on Metro's insurance portfolio. Insurance premiums would depend largely on the state of the market, underwriter's perceived risks, contract law enforcement loss experience for Metro operations, Police Department's training, policies, and procedures among several other underwriting factors.

A major shift to Metro's current insurance portfolio is anticipated with the addition of an in-house Police Department. Depending on insurance carrier appetite, Metro may have to increase its self-insured retention, lose its current Public Liability form, or self-insure the law enforcement risk altogether. It is recommended allocating \$20 million of funding annually for insurance-related expenses. This would allow Metro to better address the volatility of liability claims and provide agility in responding to the insurance market if carriers impose high self-insured retentions, offer limited coverage, or if Metro chooses to self-insure the law enforcement exposure altogether.

Estimated new Liability Costs for TCPSD

| Liability Costs | Total Annual Costs |
|--|---------------------|
| General Liability estimated annual costs | \$2,900,000 |
| Workers' Compensation estimated annual costs | \$3,100,000 |
| Insurance estimated annual costs | \$20,000,000 |
| Total estimated annual costs | \$26,000,000 |

Phase 3 – Monitoring and Evaluation (On-going)

Monitoring and evaluation is an ongoing phase that would continue beyond the initial phases of the implementation plan. The Monitoring and Evaluation Period begins from day one, when new public safety officers are deployed on the Metro transit system and continues throughout the entire life cycle of the department. A robust performance monitoring framework contributes to building public confidence in law enforcement agencies. When the community sees evidence of accountability, transparency, and measurable progress in addressing safety and security concerns within the transit environment, it fosters trust and positive relationships between law enforcement and the public.

⁸ Estimate does not factor law enforcement workers' compensation benefits under the Labor Code.

Accountability is a top objective, and performance monitoring establishes clear expectations and benchmarks for law enforcement officers operating within the transit system. By defining specific Key Performance Indicators such as response times, incident resolution rates, and community engagement metrics, agencies can hold officers accountable for their actions and outcomes. This accountability fosters a culture of responsibility and professionalism among law enforcement personnel. With Metro conducting regular monitoring and evaluation of uniform KPIs, there would be greater awareness of service delivery gaps and greater flexibility in directing resources to meet the desired outcomes. This data-driven approach allows agencies to make informed decisions and allocate resources where they would have the most significant impact.

Metro's Board of Directors and Public Safety Advisory Committee have historically requested greater transparency in Metro's approach to public safety. Transparent performance monitoring practices demonstrate to the public, stakeholders, and oversight bodies that law enforcement agencies are committed to openness and accountability. Sharing performance data, KPIs, and progress reports allows for greater public scrutiny and understanding of policing activities, contributing to trust-building efforts within the community. The establishment of a Civilian Oversight Committee and maintaining regularly updated dashboards would directly improve Metro's transparency in policing, offering the public more opportunities for engagement and feedback.

Monitoring Performance

Monitoring performance would enable Metro to identify areas for improvement and implement targeted strategies to enhance operational effectiveness and efficiency. By analyzing trends, identifying challenges, and learning from best practices, Metro can continuously evolve and adapt the approaches to better meet the evolving needs of transit users and stakeholders.

Within the current contract model for transit policing, Metro is unable to fully address operational effectiveness across the three different contract agencies due to the lack of uniform metrics and policies. There is often a delay in providing real-time data, which makes evaluating performance difficult. TCPSD would benefit from having a centralized operational model that allows for quicker identification of trends and management of resources. Performance monitoring serves as a quality assurance mechanism by evaluating the effectiveness of policing strategies, resource allocation, and training programs.

Monitoring performance would also ensure compliance with legal and regulatory requirements governing law enforcement operations. It also assists in identifying potential risks and vulnerabilities, allowing Metro to proactively address issues before they escalate into more significant challenges or crises.

Key Performance Indicators in Public Transit Law Enforcement

Metro is committed to fostering trust and transparency within the communities we serve. To achieve this, TCPSD would develop meaningful and relevant Key Performance Indicators (KPIs) that allow the department to assess progress against desired outcomes. Targets for each KPI would be based on historical performance, industry standards, or department objectives.

While there is no one-size-fits-all approach to defining KPIs, staff reviewed several metrics commonly used by municipal and transit police departments in North America and has outlined the metrics below for consideration by the new department:

1. Percentage of time on the system actively engaged in police duties.
2. Number of current vacancies related to approved budgeted positions.
3. The ratio of proactive versus dispatched activities.
4. Number of crimes, arrests, citations, and summonses reported per time interval following Uniform Crime Reporting guidelines.
5. Emergency response time, measured in minutes and seconds.
6. The quantity of calls for service is measured as the number of dispatches per time interval.
7. Ratio of filled positions versus authorized but vacant assignments.
8. Number of complaints received per time interval.
9. Perception of safety is the percentage of respondents who report they feel safe within the system, typically ascertained by a community survey.

The metrics for the new transit police department differ from the current KPIs that Metro and its contract police services have in place by better addressing the objectives of improved visibility, accountability, and measuring impact. The existing multi-agency law enforcement contractors do not have identified KPI metrics/benchmarks, so there is no real way to assess or measure the performance of the multi-agency contractors. This lack of KPI benchmarks makes it challenging to determine how well the contractors are performing or meeting the requirements of their contracts. There is an FY24 Metro Security Annual Plan that does identify targets that agencies are encouraged to adhere to; however this is not tied to budget expenditures or performance indicators.

Current KPIs are:

1. Time spent performing other LACMTA-related law enforcement activities, including on/in bus stops, transit centers, train platforms, plazas, stations, buses, and trains, and while on foot and/or in vehicles and motor pools.
2. The ratio of staffing level versus vacant assignments.
3. The ratio of proactive versus dispatched activities.
4. The number of bus and train boardings.
5. Incident-response times.
6. Decreases/increases in crime.

7. The number of grade crossing operations.

Review and Accountability

In the context of transit policing, accountability, and civilian review are especially critical due to the unique challenges and dynamics of public transportation environments. Transit agencies, like Metro, have a responsibility to ensure the safety and security of passengers, employees, and the public using their services.

One of the key aspects of accountability in transit policing is ensuring that officers uphold professional standards while interacting with all riders on the system. Transit agencies often serve a wide range of communities with different socioeconomic backgrounds, cultural norms, and mobility needs. Effective oversight mechanisms, such as body-worn cameras, civilian oversight boards, and regular performance evaluations, help monitor officer conduct, de-escalate conflicts, and prevent incidents of misconduct or excessive use of force.

Additionally, accountability in transit policing involves transparency and communication with the public. Transit agencies are accountable to their ridership and communities served, and maintaining open channels of communication, soliciting feedback, and addressing concerns are vital for building trust and confidence in transit policing efforts. Public forums and citizens oversight/review commissions enhance accountability by allowing stakeholders to voice their opinions, express expectations, and participate in shaping policing strategies that reflect community values and priorities.

By implementing robust accountability measures and opportunities for public feedback, Metro would ensure that TCPSD policing practices are effective, responsive to community needs, and aligned with ethical standards, ultimately contributing to a safer and more inclusive transit experience for all riders and employees.

Internal Affairs & Office of the Inspector General

The TCPSD would need an independent unit to investigate incidents of misconduct and serious offenses by the TCPSD department or personnel. If an officer is suspected of misconduct, whether administrative or criminal, an investigation would need to occur. Investigations may also be reviewed by the Civilian Review Committee as permissible by law and appropriate. The California Government Code governs misconduct by sworn law enforcement officers in Sections 3300-3312, the Public Safety Officers Procedural Bill of Rights Act. Specifically, Section 3303 – INVESTIGATIONS, INTERROGATIONS, CONDUCT; CONDITIONS; REPRESENTATIONS; REASSIGNMENT, states the following:

“When any public safety officer is under investigation and subjected to interrogation by his or her commanding officer, or any other member of the employing a public safety department, which could lead to punitive action, the interrogation shall be conducted under the following conditions. For the purpose of this chapter, punitive action means any

action that may lead to dismissal, demotion, suspension, reduction in salary, written reprimand, or transfer for purposes of punishment.”

This act has numerous requirements, and California law enforcement agencies have a menu of options on who they can use to perform the investigative function for their benefit. Most, if not all, California law enforcement agencies the size of the proposed “In-house” Public Safety Department usually perform this function within the police department. Generally, a high-ranking command-level officer (sworn or nonsworn) with direct reporting responsibility to the Chief would be designated and empowered by the Chief of Public Safety to oversee a unit of personnel conducting these administrative investigations. This method is however viewed with skepticism by the public as not an independent investigation. This function could also be contracted out to a respected private company, usually a Law Firm, that has the expertise to perform this function. That method is costly and creates more use of outside consultants; a practice Metro already has a desire to minimize.

This function is highly specialized and labor-intensive for a public entity. In Metro’s case, it has the OIG, an independent and objective organization reporting to the Metro Board of Directors. The OIG’s primary function is to detect and deter instances of inefficiency, unsafe conditions, illegal activity, and fraud, waste and abuse of Metro resources. Therefore performing investigations of all sorts is within its purview and expertise. Metro’s OIG currently performs investigations and audits concerning law enforcement related matters. Metro’s OIG typically has former law enforcement personnel within its ranks, has been trained in performing law enforcement-related audits, and has experience performing such investigations and audits for many years.

Also, since the call for police reform has gained momentum, more and more public agencies with police departments are establishing an Independent Police Auditor (IPA) who can and does perform police audits, receives and investigates certain types of police personnel complaints, and law enforcement best practice recommendations for continuous improvement. In the case of Metro, the OIG is already considered an independent auditor and would not be in the police department chain of command, and would oversee this function to ensure police transparency. Since this is highly specialized and labor-intensive work, there would need to be only a modest amount of time for the OIG to secure additional services or staff to perform additional audits and investigations concerning law enforcement matters that may occur as a result of increased TCPSD personnel and activities.

Civilian Review Committee

Metro is proposing to create a Civilian Review Committee during Phase 3 of the Implementation Plan. Civilian Review Committees (CRCs) are a best practice used nationwide to promote transparency, accountability, trust, and respect between the police department and the communities it serves. CRCs aim to strengthen the relationship between the public and law enforcement while supporting efforts to hold law

enforcement officers accountable for misconduct. In the case of Metro's TCPSD Civilian Review Committee, the primary function of the CRC would be to coordinate directly with the Office of the Inspector General (OIG) to hear and evaluate complaints about officer misconduct, review the findings of audits and internal affairs investigations and make community recommendations for consideration by Metro leadership.

Most CRCs are comprised of everyday civilians who are properly trained to perform. investigative review. In transit, committee members would have personal or professional experience with the transit system and other relevant lived experience to better understand the challenges within the unique public safety environment.

The concept of a CRC is still relatively new to transportation authorities that rely in full or in part on contract police services. However, a comparative analysis of transit Police Departments with in-house police officers and other law enforcement agencies and CRCs can be found in Appendix E. The potential roles and responsibilities of a CRC would align with the mission and vision of the new Department as well as on committee structure and recruitment strategies.

The key objectives of Metro's TCPSD Civilian Review Committee are to foster public trust between Metro and the communities it serves and to foster transparency and accountability within the public safety department. The roles and responsibilities of the CRC would include providing recommendations to the OIG related to complaints and investigations of the department.

The CRC would have the power to receive, investigate, and make recommendations for the resolution of complaints regarding alleged misconduct by TCPSD employees. The Commission would work with the Office of the Inspector General to subpoena officers, witnesses, and documents (police reports) and to provide research support and investigations. The CRC would conduct an independent and impartial review of the following types of misconduct complaints made against TCPSD employees by a complainant. These complaints would include:

- Harassment complaints, including those alleging bias, discrimination, and profiling against members of the public.
- Excessive use of force complaints.
- Illegal search and seizure of person or vehicle, including traffic stops and other property.
- Service complaints, including insufficient service or a complete lack of service (i.e., failure to make a police report, failure to respond to a call for service).

Internal Metro employee complaints against TCPSD employees and those determined to fall under the purview of Metro's Human Capital & Development or Labor Relations shall not be heard by the CRC and would be resolved by the established internal complaint resolution process. The Chief of Public Safety or their designee would be responsible for

determining which complaints shall be reviewed by the CRC and which shall be resolved by the Metro/TCPD internal complaint resolution processes.

Metro would evaluate and explore various commission structures to recommend the final CRC structure and guidelines and provide recommendations for the membership composition. The term limits for Committee members and any by-laws would also be established during Phase 3. Training would be required by all members. The orientation and training program would be finalized prior to the establishment of the Committee.

Accreditation as a Law Enforcement Agency

In establishing the public safety department, the agency would strive to become an accredited law enforcement agency through the Committee on Accreditation for Law Enforcement Agencies (CALEA) by year 5 of operation. The benefits of receiving this accreditation are national recognition as an agency that adheres to specific standards of performance and accountability that are publicly recognizable. This voluntary accreditation identifies the agency as meeting professional standards that include:

- Comprehensive and uniform written directives that clearly define authority, performance, and responsibilities
- Reports and analyses to make fact-based and informed management decisions
- Preparedness to address natural or man-made critical incidents
- Community relationship-building and maintenance
- Independent review by subject matter experts
- Continuous pursuit of excellence through annual reviews and other assessment measures

Notably, three rail transportation agencies currently hold this accreditation. These include the Bay Area Rapid Transit (BART) PD in Oakland, CA, MARTA Police Department, Atlanta, GA, and Union Pacific Police Department, Omaha, NE.

Communications Plan

Section 8



In partnership with Metro's Communications (CX) Department, TCPSD would develop a community engagement and communications plan. The development of a comprehensive community engagement plan is critical for the successful implementation of the TCPSD. A well-structured and multi-faceted approach is essential.

The Public Safety Advisory Committee (PSAC) requested at their November 2023 meeting, and the CEO approved developing ad hoc committees to provide formal feedback on the in-house TCPSD. The PSAC recommendations and Metro staff response are provided in Appendix F. Incorporating this feedback early in the communications planning process would help strengthen and refine aspects of the department implementation plan.

Such feedback is invaluable, allowing Metro to better align a TCPSD with community needs. Metro would implement periodic surveys and listening sessions, ensuring the community's concerns and feedback are continuously integrated into the Department's safety strategies. Moreover, the feedback would help to assess the department's impact and effectiveness. These ongoing community engagements would ensure Metro remains responsive and attuned to the community's safety needs.

The communications plan outline included in the implementation plan serves as a basis for developing a thoughtful and comprehensive community engagement strategy. Engaging early and consistently with diverse communities, especially those with longstanding negative interactions with law enforcement, is critical for fostering trust, addressing grievances, and cultivating positive relationships. A foundational step that Metro is taking is to implement ongoing cultural competency and sensitivity training for law enforcement officers, equipping them with the understanding and skills needed to navigate the complexities of diverse communities, actively listen to concerns, and employ de-escalation techniques effectively. This training emphasizes empathy, respectful communication, and an awareness of cultural nuances, laying the groundwork for more positive interactions. Communicating the details of that training and its effectiveness would be a pillar of the communications plan.

The Communication Plan would be developed in consultation with Metro's Communications Department to include:

1. Goals and Objectives

- Increase public awareness and understanding of Metro's new public safety police department.
- Build trust and confidence in Metro's ability to ensure safety and security within the transit environment.
- Foster positive relationships with the community and stakeholders.
- Create strong pipelines through new and existing community-based organizations for recruitment, retention, and workforce development.

2. Identifying Key stakeholders, internal and external
 - Assigning public information officer/media relations staff within the Media Relations unit.
 - Transit riders (regular commuters, occasional riders).
 - Transit employees (Operators, contractors, station personnel, maintenance staff).
 - Public Safety Advisory Committee & Ad-Hoc Committees.
 - LA County's residents and communities are served by Metro.
 - Government officials, policymakers, and regulatory bodies.
 - Media outlets (multi-lingual) and influencers covering transportation and public safety.
3. Developing Key Messages
 - Strong messaging regarding the creation of the TCPSD, incorporating rider, employee, and stakeholder feedback reflective of their concerns and needs.
 - Diverse workforce that would reflect Metro ridership.
 - Accountability and review are a top priority.
 - Open access to data – easy to communicate for the public to understand trends and effectiveness.
 - New personnel would be people-first and foster positive relationships with the community and stakeholders.
4. Communication Channels
 - Website: Create a dedicated section on <http://www.metro.net>/the Metro.net website with information about the new police department, safety tips, reporting mechanisms, and community resources. Update website in year 2 to include open data re: policing.
 - Social media: Utilize Metro's existing social media platforms like X, Facebook, and Instagram to share updates, safety messages, **and success stories** and engage with the community .
 - Press Releases: Issue press releases and offer briefings and interviews to announce key milestones, initiatives, personnel changes, and community outreach activities
 - Community Meetings: Organize town hall meetings and outreach events to interact directly with passengers, residents, and community groups, addressing concerns and soliciting feedback.
 - Forums like *Days of Dialogue*: Organizing meet-and-greets with TCPSD personnel and community members to understand shared challenges and opportunities for collaboration.
 - Internal Employee Communications: Ensure internal communication channels (e.g., newsletters, intranet, meetings) are utilized to keep transit employees informed about safety protocols, training opportunities, and agency initiatives.
 - Regular Board Updates: Ensure that the Board is updated on major milestones and ongoing progress and department successes, lessons learned, and effectiveness.

5. Partnerships with local, state, and federal elected officials, community-based Based Organizations, Regional Councils of Government, and neighborhood organizations:
 - Collaborate with local community-based organizations to promote safety campaigns, communicate the people-first culture of policing, and facilitate community partnerships.
 - Facilitating interagency coordination and partnerships between Metro, local law enforcement, and community organizations is critical. Involving each party early and often would promote collaboration, information sharing, and joint initiatives to enhance transit safety and security.
 - Leveraging platforms and communications channels that already exist to engage a broad audience would raise awareness about the new transit police department. Participating in public events, town halls, and other campaigns to educate the public would be integral to the success of the department.
6. Evaluation and Measurement would include:
 - Assigning key performance indicators (KPIs) such as website traffic, social media reach, engagement and sentiment metrics, community survey responses, media coverage impressions and sentiment, and attendance at outreach events.
 - Collecting and analyzing qualitative feedback through focus groups, interviews, and online feedback forms, calls to the Metro call centers and social media commentary to assess perception, awareness, and satisfaction levels.
 - Using data analytics and feedback to evaluate communication effectiveness, identify areas for improvement, and inform future communication strategies.

Key Messages

- Metro employees deserve a safe place to work, and customers deserve a safe ride.
- To ensure public safety that ensures diverse riders are safe and also feel safe, Metro is establishing an in-house community public safety department.
- Benefits of the new department include engaged visibility, cultural alignment, transparency, better response times, dedicated staffing, fiscal sustainability, and improved rider relationships.
- The new department would focus on integrating principles and practices of social work and mental health skills to enhance community engagement, improve relationships, and address underlying social issues.
- The new model would allow public safety staff to be more effective with their engagements and responsiveness, thereby improving the overall customer experience.

The Communications Plan would be executed in three phases.

Phase 1:

Establish the strategic plan and transition team, which would occur upon Board approval of the implementation plan and include the initiation of recruitment efforts for the new Chief of Police. Concurrently, create messages for Metro employees to enable them to understand the reasons for this change and serve as ambassadors for the new department.

Phase 2:

Focus on resource planning and include the hiring of key personnel and the development of policies and training curriculum.

Phase 3:

Focus on the establishment of the department. Engaging Metro's customers and employees in the recruitment of a new Chief is vital to ensure that the selection resonates with the broader community. For each phase, we would propose the following tactics:

- Finalize key messages and pitch local and national news.
- Place Op-eds and bylined articles in various publications (including multicultural).to outlets such as Security Magazine, Security Today and others.
- Share updates via social media channels.
- Offer interview opportunities for new Chief of Police.

A more detailed communications plan with specific recommendations would be developed upon Board approval of the implementation plan.

Community outreach and engagement efforts play a pivotal role in building bridges between law enforcement agencies and communities of color. Establishing forums, dialogue sessions, and partnerships with community leaders, activists, and organizations facilitates open conversations about issues, priorities, and perceptions related to policing. Transparency is key in this process, Metro would commit to providing accessible information about procedures, policies, and accountability mechanisms.

Conclusion

Section 9



The proposed in-house transit policing model outlined in this Implementation Plan clearly emerges as the most appropriate to meet Metro's safety goals. This plan provides strategies to enhance the delivery of police services, optimize effectiveness, improve accountability and cost efficiency, and meet the overarching goal of engaged safety in the transit system. This model enhances rider engagement through increased visibility and offers the flexibility to tailor safety strategies and resources to the specific challenges of a transit environment.

Metro's TCPSD Implementation Plan outlines a commitment to transparency, accountability, and community partnership that will guide the agency's efforts as it navigates the complexities of modern policing and addresses the needs and concerns of riders, employees, and Los Angeles County. By leveraging the multi-layered ecosystem, data-driven strategies, and best practices in law enforcement, the department will work tirelessly to meet the CEO and Board priorities of a world-class transportation system for all. Establishing a new TCPSD within Metro represents a significant step forward in enhancing safety, improving security, and building community trust. Through stronger internal governance, policy alignment, and an expanded multi-layered response the department would meet the unique challenges and priorities of policing within the transit environment.

Appendices

Section 10



| | |
|--|-----|
| Appendix A: Top Transit Agency Police Models | 120 |
| Appendix B: Deployment Zones Examined | 121 |
| Appendix C: Hiring Roadmap | 123 |
| Appendix D: Post & Transit Policing – Topics Of Education | 124 |
| Appendix E: Agencies With Civilian Review Commissions And Subpoena Authority | 126 |
| Appendix F: PSAC Recommendation Responses | 131 |

Appendix A: Top Transit Agency Police Models.

| Transit Agencies | Annual Unlinked Passenger Trip (UPT)* (Thousands) | System Track Miles (Rail) | Lane Miles (Bus) | In- house Transit PD | Number of Personnel |
|---|---|---------------------------|------------------|----------------------|----------------------------|
| 1) Metropolitan Transit Authority – New York City (NYCT) | 1,727,404 | 795.90 | 235.80 | ✓ | 1,095 sworn & 56 non-sworn |
| 2) Chicago Transit Authority (CTA) | 195,980 | 265.14 | 4.10 | | N/A |
| 3) Los Angeles County Metropolitan Transit Authority (LACMTA) | 194,719 | 242.06 | 210.10 | | N/A |
| 4) Massachusetts Bay Transportation Authority (MBTA) | 120,951 | 789.00 | 46.00 | ✓ | 264 sworn & 50 non-sworn |
| 5) New Jersey Transit Corporation (NJ TRANSIT) | 109,762 | 1,056.04 | 36.30 | ✓ | 304 sworn, 70 non-sworn |
| 6) Southeastern Pennsylvania Transportation Authority (SEPTA) | 105,812 | 925.21 | 33.00 | ✓ | 250 sworn & non-sworn |
| 7) Washington Metropolitan Area Transit Authority (WMATA) | 89,940 | 295.30 | 14.00 | ✓ | 472 sworn & 120 non-sworn |
| 8) MTA Bus Company (NY) | 82,347 | 0.00 | 30.10 | ✓ | see 1 |
| 9) San Francisco Municipal Transportation Agency (SFMTA) | 61,756 | 92.16 | 182.00 | | N/A |
| 10) King County Metro Transit (KCMT-Seattle, WA) | 52,698 | 8.75 | 406.40 | | N/A |

***Source:** Federal Transit Administration U.S. Department of Transportation-National Transit Database, Transit Profiles: 2021 Top 50 Reporters, Office of Budget and Policy September 2022^a

No Breakout Data is available for SEPTA to delineate Sworn vs. nonsworn police personnel.

Annual Unlinked Trips (UPT) in the context of transportation refer to the number of passengers who board public vehicles for a single trip, regardless of how many vehicles they use to travel from their origin to their destination. It measures individual passenger journeys, and each boarding counts as one unlinked trip. [These trips are an essential metric for assessing ridership and transportation efficiency in rail systems¹².](#)

Appendix B: Deployment Zones Examined

Other deployment models were explored in determining the zone-based and co-response deployment model.

- **Centralized Deployment:**

In this model, police resources are concentrated in a central location, such as a headquarters or precinct. Patrol officers are dispatched from this central location to respond to calls for service throughout the jurisdiction.

Advantages: Efficient use of resources, centralized command and control, standardized procedures.

Challenges: This model would not be feasible, given the size of the Metro service area. Given the distance of any incident or patrol location from the central location, there will be potential for delays in dispatching officers to emergencies and during the regular course of duty.

- **Decentralized Deployment (Metro's existing contract law enforcement model):**

In a decentralized model, police resources are distributed across multiple substations or law enforcement entity throughout the service area. Each has its own command structure and resources.

Advantages: Quicker response times in areas within their jurisdiction, localized decision-making, better community engagement at the neighborhood level.

Challenges: Coordination between different substations, disparate allocation of resources, variations in service quality between different areas.

- **Community-Oriented Policing (COP) (Incorporated within TCPSD Zone-Based Deployment model):**

COP emphasizes building strong relationships between police officers and the communities they serve. Officers are often assigned to specific neighborhoods or beats to develop trust and address local concerns.

Advantages: Improved community relations, proactive problem-solving, increased public trust and cooperation.

Challenges: Requires extensive training and resources for community engagement. Hiring officers to serve within the communities they live in could be difficult.

- **Hot spot Policing (Metro's existing transit security model):**

Hot Spot Policing is a reactive form of resource deployment focused on deploying resources to areas with high crime rates or specific crime hotspots. This approach aims to deter criminal activity and reduce victimization in targeted areas.

Advantages: Effective at reducing crime in targeted locations, resource-efficient allocation of police resources.

Challenges: Risk of displacing crime to nearby areas, potential for over-policing in targeted areas.

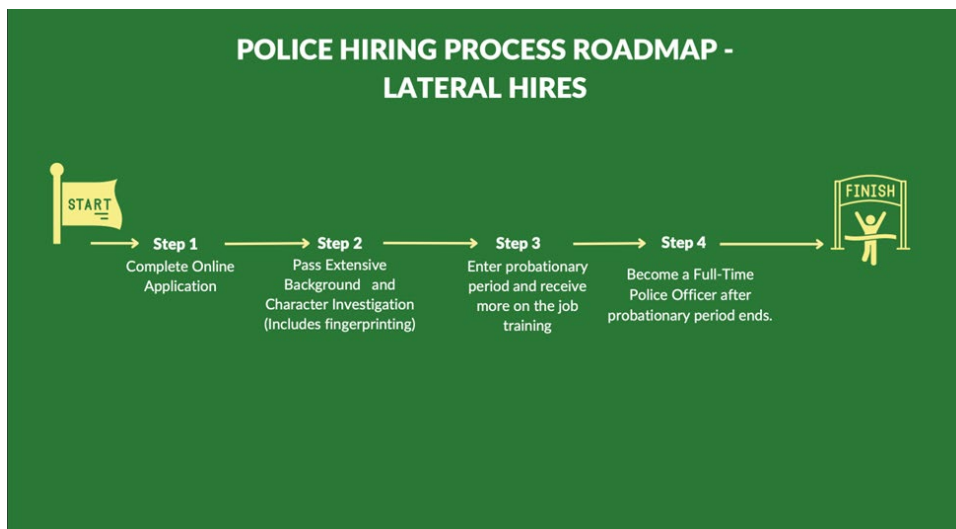
- **Problem-Oriented Policing (POP) (Incorporated within TCPSD Zone-Based Deployment model):**

POP involves identifying underlying problems contributing to crime and working collaboratively with stakeholders to develop solutions. Police officers may work closely with social services, community organizations, and other agencies to address root causes of crime.

Advantages: Focuses on addressing underlying issues, promotes collaboration with community partners, long-term crime prevention.

Challenges: Requires extensive data analysis and coordination between multiple agencies, may take time to see measurable results. Engaging with communities that have lower representation in the public stakeholder process could be difficult.

Appendix C: Hiring Roadmap



Appendix D: Post & Transit Policing – Topics Of Education

LA Metro Public Safety officers would receive additional specialty courses (listed in the right column) in addition to the mandated CA POST certification requirements (left column).

| CA Peace Officer Standards & Training | Proposed Additional Metro Public Safety Training |
|---------------------------------------|--|
| Leadership, Professionalism & Ethics | Transit Customer Experience |
| Criminal Justice System | Metro Transit System Awareness & Overview |
| Principled Policing in the Community | Community-Oriented Policing & Problem-Solving (COPPS) |
| Victimology/Crisis Intervention | Integrated Communications Assessment and Tactics (ICAT) |
| Introduction to Criminal Law | National Alliance on Mental Illness Crisis Intervention (CIT) |
| Property Crimes | Mental Health Awareness |
| Crimes Against Persons | Mental Health First-Aid |
| General Criminal Statutes | Racial Profiling & Anti-bias Awareness |
| Crimes Against Children | Quality of Life/ Understanding and Identifying Patron Wellness |
| Sex Crimes | Crisis-Intervention |
| Juvenile Law & Procedure | Bias-Free Policing |
| Controlled Substances | De-escalation |
| ABC Law | Cultural Competence |
| Officer Wellness | Fair and Impartial Policing |
| Laws of Arrest | Transit Patrolling & Related Issues |
| Search & Seizure | Transit System Security |
| Presentation of Evidence | Trauma-Informed Care & Response |
| Investigative Report Writing | Cultural Diversity Awareness, including LGBTQ |
| Vehicle Operations | Naloxone/NARCAN Training |
| Use of Force/De-escalation | Rail Safety Training & Grade Crossing Awareness |

| | |
|------------------------------------|---|
| Patrol Techniques | Investigative Skills |
| Vehicle Pullovers | Law Enforcement Technology |
| Crimes in Progress | Legal Liability for Transit |
| Handling Disputes/Crowd Control | TSA-Observe, Access & Respond – Security Training Video |
| Domestic Violence | TSA-Required Active Shooter in the Workplace |
| Critical Incidents | TSA-Required Domestic Violence in the Workplace |
| Missing Persons | GPS Tracking Technology |
| Traffic Enforcement | Body-Worn Camera Operations |
| Traffic Accident Investigation | Safety Versus Security |
| Crime Scenes, Evidence & Forensics | Threat Groups |
| Custody | |
| Lifetime Fitness | |
| Arrest & Control | |
| First Aid, CPR & AED | |
| Firearms/Chemical Agents | |
| Information Systems | |
| Persons with Disabilities | |
| Gang Awareness | |
| Crimes Against the Justice System | |
| Weapons Violations | |
| Cultural Diversity/Discrimination | |
| Terrorism Awareness | |

APPENDIX E: Agencies with Civilian Review Commissions and Subpoena Authority

| | Transit Agencies <u>with</u> Police Departments | | | Local Agencies | |
|---|---|---|---|--|--|
| | BART Police Department | WMATA | GREATER CLEVELAND | LOS ANGELES POLICE DEPARTMENT | LOS ANGELES SHERIFF'S DEPARTMENT |
| Region | Oakland, CA | Washington, DC | Cleveland, OH | Los Angeles, CA | Los Angeles, CA |
| Term | 2-year staggered terms based on an odd-even system | Police members shall serve 3-year terms, Citizen members shall serve for two-year terms to provide staggered terms | 3 years with staggered terms | 5 years, the Commissioners serve a maximum of two five-year terms. | Terms vary |
| Size | 11 | 7 | 7 | 5 | 9 |
| Frequency of Meetings | Monthly | Quarterly | As needed | Weekly | Monthly |
| Subpoena Authority | No | Yes | Yes | No | Yes |
| Required Law Enforcement Representative on Commission | Yes, Members of both law enforcement unions have permanent appointments | Yes Active Police Officers w/the transit police are members of the commission. | Must have a retired law enforcement officer as a part of the committee. commission. | No requirement to have a Law Enforcement personnel on commission. | No requirement to have Law Enforcement personnel on commission, however commissions may appoint a person |

| | Transit Agencies <u>with</u> Police Departments | | | Local Agencies | |
|--|---|---|--|--|---|
| | BART Police Department | WMATA | GREATER CLEVELAND | LOS ANGELES POLICE DEPARTMENT | LOS ANGELES SHERIFF'S DEPARTMENT |
| | on the commission. | | | | with Law Enforcement experience. |
| Committee Representation/Makeup | Eleven (11) members are appointed as follows: i) Each BART Director shall appoint one (1) member. ii) BPMA and BPOA shall jointly appoint one (1) member. iii) one (1) Public-at-Large member to be appointed by the Board. | Three members of the police department shall be current, command-level officials or internal affairs officials, also one member each from the DC, MD, and VA. areas, Also, one member from every Four civilian members from each district and one-at-large member, all appointed by the WMATA Board. | Members must be representative of the diverse communities within Cuyahoga, OH. COC members shall be outstanding members of the community and exhibit a strong moral code. All COC members should be free of any criminal history. At least one (1) member of the COC shall be a retired police officer with Ohio Peace Officer Training Academy experience. If there are no such applicants, then one (1) member position of the COC shall remain vacant until an applicant with this qualification can be appointed. | In addition to the Five commissioners, the Los Angeles Police Commission also includes the Office of the Executive Director,[2] Office of the Inspector General,[3] Commission Investigation Division,[4] and the Police Permit Review Panel.[5] | The Commission is comprised of nine members representing the Board, with four members of the Commission recommended by the community and other affiliated groups. |
| Structure | Committee Chair, vice-chair structure also utilizes an Independent Police Auditor | Will report through one MTPD IA Commander and | The COC shall select one (1) member annually to serve as the Chair and one (1) member annually to serve as the Vice- | The Commission has an Executive Director and a President who oversees that board. | The Board of Commission hired an Executive Director to manage the commission; however, they |

| | Transit Agencies <u>with</u> Police Departments | | | Local Agencies | |
|-----------------------|---|---|--|--|--|
| | BART Police Department | WMATA | GREATER CLEVELAND | LOS ANGELES POLICE DEPARTMENT | LOS ANGELES SHERIFF'S DEPARTMENT |
| | (OIPA) model that works collaboratively with the Citizens Review Committee. | an MTPD District Unit Commander | Chair. The Chair and Vice-Chair shall be selected by a majority vote of all current COC members during the first meeting of each year. | | operate with a Chair Vice-Chair Structure within the commission. |
| Key Objectives | Increase visibility for the public, to provide community participation in the review & establishment of policies, procedures and practices. | To improve the integrity of investigations, thoroughness & fairness of the process, and adequacy of training (customer complaints and use of force incidents) | Conduct an independent and impartial review of certain completed investigations, such as customer complaints or use of force incidents, to enhance the training and policies of the Metro Transit Police Department ("MTPD") in the continuing effort to foster public trust between the MTPD and the communities it serves. | To oversee the Los Angeles Police Department and, set department policy and goals and serve as the citizens' voice in police affairs and as a means of ensuring more responsive and effective City government. The Commissioners' concerns are reflective of the community at large, and their priorities include implementing recommended reforms, improving service to the public by the Department, reducing crime and the fear of crime, and initiating, implementing, and supporting community policing programs. | With the mission to improve public transparency and accountability with respect to the Los Angeles County Sheriff's Department by providing robust opportunities for community engagement, ongoing analysis and review of the department's policies, practices, procedures, and advice to the Board of Supervisors, the Sheriff's Department and the public. |

| | Transit Agencies <u>with</u> Police Departments | | | Local Agencies | |
|-------------------------------|---|---|---|--|--|
| | BART Police Department | WMATA | GREATER CLEVELAND | LOS ANGELES POLICE DEPARTMENT | LOS ANGELES SHERIFF'S DEPARTMENT |
| Compensation | Volunteers, no compensation. | Voluntary and unpaid. WMATA-Smart-Trip card that is reloaded with \$2500/month in funds used for travel to/from meetings. | Unlimited transit privileges during their service. The annual compensation for COC members shall be in the amount of one thousand eight hundred dollars (\$1,800), paid on a month-to-month basis. | Voluntary | Each member receives \$150.00 for each regular and special meeting not to exceed \$5,000 in any fiscal year and reimbursed for reasonable expenses while performing duties for the county of Los Angeles to include parking and transportation in attending meetings of the commissioners. |
| Selection Requirements | Current residents within Alameda, San Francisco, Contra Costa, or San Mateo Counties. Must pass a background check, be Fair-minded, objective with a demonstrated commitment to community service. Not an employee, not current BPD law | Must reside in the areas of appointment, cannot be WMATA employees | All individuals interested in becoming a COC member shall submit an application. An ad hoc Screening Committee consisting of the Chief of Police, the CEO/General Manager of GCRTA, two or more GCRTA staff members, and one or more GCRTA Board Member(s) shall review the applications based on the criteria set out in subsection (2) of this section and | The Board of Commissioners are appointed by the Mayor and confirmed by the City Council. | Commissioners' diverse backgrounds include community & faith leaders, a retired Sheriff's Department Lieutenant, a former federal judge & attorneys with a broad range of experiences—from former prosecutors & public defenders to professors & executives from nonprofit organizations. |

| | Transit Agencies <u>with</u> Police Departments | | | Local Agencies | |
|--|---|-------|--|-------------------------------|----------------------------------|
| | BART Police Department | WMATA | GREATER CLEVELAND | LOS ANGELES POLICE DEPARTMENT | LOS ANGELES SHERIFF'S DEPARTMENT |
| | enforcement, not a convicted felon. Must be willing to participate in an annual Community Service outreach event to solicit feedback and have open communications regarding customer needs. | | <p>refer a slate of candidates to the GCRTA Board.</p> <p>Appointment of COC members shall be made by the GCRTA Board in December of each year. Appointments become effective January 1 of each year. Interim appointments may be made at other times throughout the year to fill vacancies.</p> | | |

Appendix F: PSAC Recommendation Responses

Public Safety Advisory Committee (PSAC)

Ad Hoc Committees Final Recommendations

Thursday, February 1, 2024

Personnel Ad Hoc Committee

Metro safeguards the transit community by taking a holistic, equitable, and welcoming approach to public safety. Metro recognizes that everyone is entitled to a safe, dignified, and human experience. Metro's Transit Community Safety Department will be holistic, equitable, and justice-minded, respecting the humanity of all people. To that end, Metro shall seek to identify professionally qualified candidates who are culturally aligned with the new department.

Metro Response: Metro supports this recommendation. Candidate outreach efforts will focus on bringing in diverse members of the community.

1. Each candidate will undergo a holistic review, background check, and psychological analysis and/or evaluation as part of the application process.

Metro Response: Metro supports this recommendation. Candidates considered for officer positions will be screened for minimum qualifications, participate in the selection process that will demonstrate their knowledge, skills, and abilities, complete a background investigation, and undergo a psychological and physical examination.

2. To ensure effective service to diverse communities, Metro shall seek personnel:
 - a. Whose language proficiency reflects the transit riders they serve, including ASL and other LA County threshold languages.

Metro Response: Metro supports this recommendation. Outreach will be done to attract diverse candidates during the recruitment process.

- b. Experienced working with diverse communities.

Metro Response: Metro supports this recommendation. Outreach will be done to attract diverse candidates during the recruitment process. Additionally, employment training will focus on building the necessary skills to work with diverse populations.

- c. Experienced working with interdisciplinary teams, including mental health professionals, crisis teams, de-escalation training, and/or sensitivity training.

Metro Response: Metro supports this recommendation. Staff will incorporate this experience into the job description so related questions can be asked during the testing/interview process. Staff also recommends this be incorporated into the training curriculum after employment.

3. Metro's Transit Community Public Safety Department (TCPD) shall prioritize candidates who have demonstrated a commitment to serving the population that Metro serves; this commitment may have been demonstrated through background or training and/or experience that includes but is not limited to social work, military background, community outreach and/or mental health.

Metro Response: Metro supports this recommendation. This preference can be added to the job description so that related questions can be asked during the testing/interview process.

4. Metro's Transit Community Safety Department officers shall have demonstrated an ability to show sensitivity and responsiveness to the diverse needs of Metro riders. They are trained to respect riders' privacy, check assumptions or prejudgments, and respond to situations with empathy and compassion.

Metro Response: Metro supports this recommendation. Qualifications can be added to the job description so that related questions can be asked during the testing/interview process. Additionally, staff recommends that these skills be incorporated into the training curriculum after employment.

Job Duties Ad Hoc Committee

1. Metro's Transit Community Safety Department is a law enforcement agency whose top priority shall be securing rider, employee, and partner safety while engaged with Metro.

Metro Response: Metro supports this recommendation. This philosophy will be foundational to the proposed department.

2. Metro's Transit Community Safety Department officers shall have the authority to enforce Metro's Code of Conduct.

Metro Response: Metro supports this recommendation. This responsibility will be included in the job description.

3. Metro's Transit Community Safety Department officers shall engage with the community professionally and proactively on buses, train cars, platforms, and mezzanines at community and station activations and other Metro locations and events.

Metro Response: Metro supports this recommendation. This responsibility will be included in the job description.

4. Metro's Transit Community Safety Department officers shall serve as active members of the Metro system operations community, building trust among and coordinating with the appropriate various units in the multi-layered approach to safety, including but not limited to:
 - a. Metro bus and rail operators
 - b. Cleaning and maintenance staff
 - c. Metro Ambassadors
 - d. Mental health service providers
 - e. Homeless service providers
 - f. Community-based organizations
 - g. Law enforcement partners

Metro Response: Metro supports this recommendation. Collaboration and coordination will be foundational to the proposed new department.

5. Metro's Transit Community Safety Department officers shall have a working knowledge of the Metro system, assist with wayfinding, and be able to aid passengers in the event of service interruptions and major delays.

Metro Response: Metro supports this recommendation. This will be incorporated into the training curriculum.

6. Metro's Transit Community Safety Department officers shall undergo routine training beyond federal, state, and locally required mandates on the following topics:
 - a. De-escalation (every year)
 - b. CPR (every two years)
 - c. Unconscious bias (every two years)
 - d. Emergency narcotic overdose treatments
 - e. Evolution of best practices in community safety
 - f. Hate crime awareness and prevention
 - g. Engaging people with intellectual and developmental disabilities

Metro Response: Metro supports this recommendation. Metro will exceed POST certification training standards and provide additional specialized training that focuses on the transit system, such as rail and bus safety, trauma-informed, crisis intervention training, anti-bias, LGBTQ+ awareness, cultural diversity, active shooter, workplace violence, incident command, and terrorism prevention in a transit environment.

7. Metro's Transit Community Safety Department shall host a monthly *internal* review of SSLE's monthly safety report and schedule a weekly huddle to address de-escalation and on-the-spot problem resolution.

Metro Response: Metro supports this recommendation. Metro already has a similar internal review process for the Transit Security Officers that can be expanded to include the TCPSD officers.

8. Metro's Transit Community Safety Department shall have access to technology that will help foster trust and transparency. At a minimum, they shall have body-worn cameras and communication devices that are seamless across the safety ecosystem, and throughout the Metro system.

Metro Response: Metro supports this recommendation. All officers will be equipped with body-worn cameras.

9. Metro's Transit Community Safety Department officers shall have the authority to enforce fares in a way that is equitable and does not target any particular rider group.

Metro Response: Metro supports this recommendation.

Oversight Ad Hoc Committee

1. LA County Metropolitan Transportation Authority (Metro) shall implement an oversight commission with the power to investigate issues and complaints against the Transit Community Safety Department (TCSD).

Metro Response: Metro supports this recommendation. Information about the formation of an oversight body will be included in the implementation plan.

2. The Oversight Commission shall work with the Office of the Inspector General to subpoena officers and documents, provide staff and research support, and investigate incidents on the Metro system.

Metro Response: Metro supports this recommendation. The OIG's office will maintain independent authority for fact-finding and disciplinary recommendations.

3. The oversight commission shall have the authority to implement recommendations that align with Metro's safety vision and mission.

Metro Response: Metro partially supports this recommendation. The oversight commission can make recommendations, but the authority to implement them is the responsibility of the CEO and the board.

4. The oversight commission shall be established with at least 15 members.

Metro Response: Metro does not support this recommendation. Staff recommends that the commission not exceed 9 members based on surveys of other transit agency oversight commissions.

5. Elected officials shall not influence the oversight commission membership selection process.

Metro Response: Metro does not support this recommendation as the selection process has not been determined.

6. The oversight commission membership selection shall include a county-wide outreach and recruitment process to ensure equitable geographic and demographic representation from throughout LA County, including people with disabilities and older adults.

Metro Response: Metro supports this recommendation.

7. The oversight commission shall include no more than one member who is a retired law enforcement officer. No member of the oversight commission shall be a police officer or a military personnel officer on active duty.

Metro Response: Metro partially supports this recommendation. Having law enforcement representation in the oversight commission will bring great value through the sharing of first-hand experience and knowledge. However, the percentage of oversight commission members with a law enforcement background shall not exceed 20 percent of the commission.

8. Oversight commission membership shall include representation of Metro riders, inclusive of transit-dependent riders and choice riders.

Metro Response: Metro supports this recommendation. Metro will support the recruitment process with broad and intentional education and outreach about the opportunity to serve on the commission.

9. The oversight commission shall include a balance of professionals in the field of safety and security, the field of mental health, civil rights law/social justice, and members of the community.

Metro Response: Metro supports this recommendation.

10. Members of the oversight commission shall be members of the National Association for Civilian Oversight of Law Enforcement (NACOLE) and undergo training in best practices for effective and transparent policing.

Metro Response: Metro partially supports this recommendation. Members shall undergo specific training courses to prepare them for their role. Training courses

will be identified before recruitment to advise the applicants on the requirement to serve. While it will not be a pre-requisite for new commission members to already be members of NACOLE, it could be Metro's goal to offer members an opportunity to become members.

Prepared by:

Wanda Dunham Consulting Group, LLC

Wanda Dunham
Kenton Rainey

Mion Consulting, LLC

Dr. Francia Henry

IKJ Enterprises, LLC

Evelyn Hawkins

Electro-Optical Technological, Inc

Lee Nelson

Days Financial Consulting Services

Calvin Days



Metro

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

Board Report

File #: 2023-0324, File Type: Motion / Motion Response

Agenda Number: 21.1.

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

Motion by:

DIRECTORS NAJARIAN, SANDOVAL, BUTTS, BARGER, AND BASS

In-House Public Safety Implementation Plan Motion

Prior to 1996, the RTD, and later the LACMTA, had in-house police directly supervised by transit professionals sensitive to, and immersed in, transit culture. Other police agencies have not had that immersion. Because many of the RTD and MTA transit police were former bus operators and supervisors, they had a superior understanding of how the system works and could better aid passengers in emergencies or major service interruptions. The transit police worked closely with graffiti and vandalism programs. They participated in agency events, such as the bus and rail rodeos; they were part of the school outreach programs. They were invested in RTD and MTA in ways that outside policing is not. We also had in-house crime analysts on staff so there was one source and one definition for crime stats, collection and examination of evidence, etc. In-house public safety seemed to be more streamlined and reliable in comparison to after 1996.

With in-house public safety, we will be able to provide a cost-effective solution to aid and protect our ridership.

SUBJECT: IN-HOUSE PUBLIC SAFETY IMPLEMENTATION PLAN MOTION

RECOMMENDATION

APPROVE Motion by Directors Najarian, Sandoval, Butts, Barger, and Bass that the Board direct the CEO to prepare a comprehensive implementation plan for Board consideration to bring public safety in-house and present the plan to the Board in January 2024. The implementation plan should reflect Metro's commitment to building a new culture of public safety centered on a robust multi-layered approach.

SOLIS AMENDMENT:

- A. The comprehensive implementation plan for Board consideration shall include, but not be limited to, the bulleted list of next steps set forth in the Board File #: 2023-0286.
- B. Report back at the November 2023 Board meeting with a progress report.

HORVATH AMENDMENT:

WE THEREFORE MOVE that the Metro Board direct the Chief Executive Officer to include in the in-house public safety department implementation plan, discussion of:

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



OFFICE OF THE SHERIFF

COUNTY OF LOS ANGELES

HALL OF JUSTICE

ROBERT G. LUNA, SHERIFF



October 17, 2023

Karen Bass, Chair
Board of Directors
Metropolitan Transportation Authority
One Gateway Plaza
Los Angeles, California 90012

Dear Chair Bass:

**LOS ANGELES COUNTY SHERIFF'S DEPARTMENT RESPONSE TO
IN-HOUSE PUBLIC SAFETY DEPARTMENT IMPLEMENTATION PLAN**

The purpose of this letter is to help provide context and information to the Chief Executive Officer (CEO) and the Los Angeles County Metropolitan Transportation Authority (Metro) Board of Directors (Board) on the feasibility study prepared by Justice Research Consultants, LLC.

The Los Angeles County Sheriff's Department (LASD) is committed to working with the CEO and Metro Board on both the feasibility and implementation of the plan. The following provides LASD's feedback on the study, as well as the public safety concerns. It details the following results of implementing the proposed Metro in-house public safety plan. This includes a 32 percent reduction in daily field units, a 44 percent reduction in field supervision and a 37 percent reduction in specialized units. It would require a 35 percent increase in the Metro law enforcement budget over the current contract law enforcement system and require construction of evidence storage and custody facilities. The cost of implementing the first five years of the Metro Public Safety plan is \$433 million more than the current Three Agency Model, and in total will cost over 1 billion dollars.

211 WEST TEMPLE STREET, LOS ANGELES, CALIFORNIA 90012

A Tradition of Service
— Since 1850 —

STAFFING

The submitted consultant feasibility study will result in a total field deployment reduction of 32 percent of daily field units on the system. Additionally, this only considers field units and not supervision or specialized units. If adopted, you would see a 44 percent reduction in field supervision and a 37 percent reduction in specialized units.

The staff report recommends 290 patrol officers for an in-house police department. Using industry-standard relief factors to account for days off, vacations, injuries, etcetera, 290 officers would allow for a daily deployment of 178 officers. This daily deployment number, which is not reflected in the study, is a reduction of 85 law enforcement officers daily or 32 percent. The staff report suggests only 39 sergeants compared to the existing 70 sergeants across the system, a reduction of 31 sergeants or 44 percent reduction. The staff report recommends 52 specialized unit officers compared to the existing 82, or a 37 percent reduction. Sergeants are key to ensuring reduced liability; currently, completely covered by LASD. Metro will have to absorb all liability costs if they start a new police department. A reduction of this size of daily deployment, supervision and specialized units would have a direct impact to the safety of our transit system.

The submitted staff report combines the Los Angeles Police Department (LAPD) staffing, Long Beach Police Department (LBPD) staffing, and LASD's staffing to reflect a total number of patrol officers assigned to the system. Since LAPD utilizes an overtime-based model, overtime does not factor in relief requirements and cannot be compared directly with full-time staffing. Although the daily deployment of field personnel between all three law enforcement agencies is 263, it is inaccurate to state 344 police officers are needed to staff 263 personnel daily. This is due to relief factors. Applying appropriate relief factors to LAPD (i.e., moving from an overtime to a full-time staffing model based on industry standards), it would take 429 officers compared to the 344 reflected. In short, Metro would need 429 field officers to maintain existing field staffing levels of 263 daily officers. The staff report recommends only 290 field officers, which is 139 less officers that are needed to maintain existing field staffing levels.

Vacancy factors for full-time staffing are a critical component when staffing a police department. One must account for shift work, days off, mandated and required training, vacation time, sick time, Family Medical Leave Act (FMLA), injuries, administrative investigations, and discipline, which raises costs in overtime or reduces police presence on the system.

The study did not address administrative support staff and highly specialized units that are included within our existing contracts. Costs associated with competitive salaries, lateral bonus incentives, retention bonuses, Peace Officer Standards and Training (POST) and educational bonuses, etcetera, were also not highlighted.

Metro will risk significant management, supervision, recruitment, and retention issues in starting a new police department. Due to the Public Employees' Pension Reform Act (PEPRA) of 2013, the ability to recruit talented supervisors, managers, and executives will be severely limited. Most sergeants and above with supervisory experience are non-PEPRA members. Since Metro does not have a legacy safety retirement system, a lateral move of a sergeant or above from another police department would require the law enforcement leader to shift from a legacy retirement to a PEPRA retirement plan with Metro. This would reduce their retirement benefits, driving away potential experienced supervisors.

Implementing a required new safety retirement plan and the costs associated with this, along with funding long-term injuries and retirements, was not included in the Metro police department study. Currently LASD covers all these costs as part of the contract.

BUDGET

The staff report highlights a cost savings of \$37.5 million based upon a proposed budget of \$135.4 million vs. \$172.9 million in existing law enforcement services. This cannot be achieved without an associated significant decrease in current staffing.

When comparing the budgetary cost per officer, a Metro in-house police department costs more than the present contract system. Dividing the \$135.4 million proposed budget by 464 personnel, the cost per personnel is \$291,810. In comparison, the existing contract amongst all three agencies of \$172.9 million divided by the true number of personnel across all three agencies (732), the average cost per personnel is \$236,202. The average cost of the existing contract is 19 percent less than an in-house police department.

Another costly factor is the increase in safety pension related costs. Safety pension costs for new employees are currently 28 percent total, 14 percent for Los Angeles County (County) employees and 14 percent covered by the County, which is a large component of Salary and Employee Benefits (S&EB) costs.

Using the true number of personnel that would be required (581 sworn) to ensure an accurate comparison and the County employer portion of 14 percent as an estimate, additional pension costs could near \$9.8 million annually. Additionally, pension liability must be maintained regardless of the current employment status of the employee (i.e. disability retirements, lateral transfers, etcetera, all require maintenance costs in perpetuity). Note that Metro currently has no pension liabilities, current or future, for contract employees assigned to Metro. LASD covers these costs as part of the contract.

Metro currently carries no direct financial risk for actions taken by LASD. LASD maintains a liability trust fund for transit, which is included in the existing contracts, with a net cost of two percent. For a new Metro police department to maintain similar coverage, \$4.5 million in annual expenses should be considered as a minimum.

Utilizing the proposed budgetary methodology submitted in the feasibility study, coupled with the pension and liability costs estimated, an in-house police department would cost Metro \$227.3 million annually or more.

Startup costs for a new police department would be significant. The study stated Metro currently provides vehicles and equipment, which can be used by the new in-house police department. LASD provides an all-inclusive cost model covering all equipment, vehicle expenses, equipment, and overheads. The equipment and vehicles are property of the County and not provided by Metro nor would they be property of Metro should the contract be terminated. The costs to purchase, equip, and maintain vehicles, uniforms, radios, body worn cameras, less-lethal equipment, firearms, defensive equipment, trauma equipment etcetera, is extensive and significant. Additionally, there are considerable state-mandated and optional training expenses. Beyond the initial expenses for officers, there are ongoing expenses and upgrades. All of this is provided by LASD and would be required for a new Metro police department.

Additional startup costs include recruitment, backgrounds, and academy costs. Peace officers have extensive state-mandated background requirements, including initial screening, polygraph, psychological evaluations, medical, and a detailed community background. The cost per LASD applicant is estimated to be \$125,000 prior to entry of the academy. Rio Hondo Community College police academy, as an example, costs plus estimated salary costs would bring the cost of each recruit from applicant to sworn officer to an estimated \$225,000 per person from recruitment to graduation. This number multiplied by sworn staffing numbers required for a new police department, and total startup costs for recruitment and retention, could be estimated at \$130.725 million.

A review of current and required equipment for deputy sheriffs is \$68,500 per deputy, which includes all of the above noted considerations. At the required 581 sworn personnel, equipment startup costs would be \$39.8 million. Adding recruitment and academy costs, this brings the estimated startup costs to \$170.525 million. This is excluding ongoing in-service training, employees lateraling to other agencies, and equipment upgrades, which would increase the annual budget in future years. These costs are currently included in the LASD contract.

OPERATIONAL CONCERNS

Evidence handling and jails are some of the two largest liability areas for police departments. Should Metro develop its own police department, evidence would need to be collected and maintained. There are costs associated with the collection, processing, and handling of evidence. Rape kits, firearms analysis, and other pieces of evidence would need to be analyzed. Evidence would need to be properly stored and accounted for with a wide range of specialized requirements specific to the situation. Space and storage requirements, legislative requirements, and evidence custodian staffing would need to be maintained and funded.

In addition to evidence, a temporary holding facility/jail would need to be developed. This requires Title 15 and Title 24 compliance, in-house jailers, associated liability, and significant expenses. Other considerations include specialized law enforcement secretarial staff. Police records require specialized records retention and processing and storage, along with state-level training on confidential records access. There are time requirements for entry and removal of stolen items, warrant processing, and warrant auditing. This support staff and associated liability must be considered.

The costs associated with building a jail facility and evidence room should be considered as additional startup costs. Metro should factor in \$6.5 million as additional startup costs. This does not include the cost of staffing or maintaining these additions. All of these costs are currently covered by LASD.

There are other regulatory requirements to consider, such as Senate Bill 2 (SB2) compliance, Racial and Identity Profiling Act (RIPA) data tracking and compliance, and POST Continuing Professional Training and Perishable Skills (CPT) requirements. Maintaining an in-house police department has significant oversight and compliance requirements.

Each of these items include additional complexities, costs for staffing, startup costs, and regulatory/liability concerns. LASD provides these services to Metro as part of the all-inclusive costs with no liability concerns or need to maintain existing evidence or jail space.

BENEFIT ANALYSIS

The staff report highlighted six (6) specific areas that would provide a benefit for an in-house police department. Each of the six areas were reviewed and the following should be considered.

Cultural Alignment

LASD has been providing transit contracted services since the early 1980s. We have had a full-time bureau since 1997. Personnel assigned to Transit Services Bureau (TSB) chose to transfer voluntarily. TSB has a distinct culture of service for and on behalf of Metro. This is not separate nor apart from Metro, but with Metro. There are deputies and professional staff with decades of experience at Metro, including former Metro and RTD employees. Department personnel see themselves as part of the Metro family. Any characterization of a separate culture would not accurately reflect the soul of our personnel or TSB.

Engaged Visibility

The feasibility study implies LASD personnel are not engaged or visible on the system. All LASD TSB personnel are assigned full-time to Metro. They understand the Metro mission and are required to be highly visible on the system. All rail personnel, except for those assigned to fixed posts as coordinated with Metro, are required to conduct train rides throughout their shift and conduct platform checks. Some are assigned to fixed posts at busy terminals. Bus units conduct and log bus boardings. This information is tracked via a geolocation program and audited by supervisory personnel and management.

LASD personnel are highly visible and engaged with Metro staff and customers and this can be supported with significant statistical information and success stories. A GPS tracking system is currently in place to document LASD deputy locations.

Fiscal Sustainability

Current law enforcement services are contained and do not grow excessively. This is reflected in the changes over the years. It is important to note the seven modifications to the law enforcement contract were all at

the request of Metro. Increases included significant expansion of the system, including the L Line and K Line during the contract period. LASD provides an all-inclusive rate that does not allow for cost overruns and is adjusted annually. It is more accurate to review the rate increases each year rather than the overall budget. Rate increases accurately reflect cost of living increases.

Overall costs factor in Metro requested growth such as expansion of deployment. Between 2017-2023, the average annual rate increase based on the cost for a deputy sheriff field unit was 5.48 percent. This is in line with the study's projected cost increase of 5 percent and highlights LASD's contracted services that have been fiscally sustainable year-over-year.

Dedicated Staffing

LASD personnel are dedicated to Metro. Engaging with Metro staff and riders is at the heart of what we do. There are countless examples concerning the good work of our personnel, including team leaders who attend Metro staff meetings at all divisions, the Commuter Enhancement Team that is dedicated to engaging with commuters, and the Safe Schools Commuter Program where we ensure high visibility during school commuter hours. Not to mention the deputies across the system who work Metro daily, interacting with operators, staff, and riders.

All rail personnel, except for fixed posts requested by Metro, are required to conduct train rides throughout their shift. They are not assigned to work patrol solely in a radio car. The radio car is simply an effective tool used in conjunction with their sole mission of transit policing.

It is important to note deployment is developed in coordination with Metro Systems Security and Law Enforcement, and it is done in a collaborative manner. LASD executives and management staff have decades of experience and work with Metro to ensure appropriate deployment across the system.

Accountability and Transparency

LASD has an in-house transit dedicated crime analyst who provides current and real-time data to Metro and LASD personnel. This data is used to ensure the safety of riders and assists in our response to crimes on the system. Furthermore, LASD has a strong commitment to transparency being at the core of our law enforcement mission. We work with Metro transparency initiatives and our own county initiatives, including our own oversight authorities. The benefit of working with LASD are these added layers of accountability and oversight.

Response Time

LASD provides services to Metro covering 95 cities of service area, nearly 1,000 square miles of bus routes, 90 miles of rail, and 42 platforms. With only 115-line personnel in a 24-hour period covering this vast area, we remain at excellent response times as reported to the Board. This is exceptional considering the coverage area and staffing ratio. LASD's deployment model, which is built on decades of experience, ensures this benefit to Metro and should be highlighted as a success.

CONCLUSION

In summary, it appears that budget, staffing, training, liability costs, pension costs and operational concerns were not completely addressed, and overall costs were underestimated in the study provided to the Board. Considering this, the annual budget for a new Metro police department would be more than \$227.3 million dollars, in addition to \$170.525 million dollars in startup costs, and \$6.5 million dollars in building costs for a jail and evidence room. This conservative estimate reveals a five-year startup cost of \$1.433 billion dollars. See below table for cost comparison:

**In House Police Department vs Three Agency
Law Enforcement Five Year Cost Summary**

| | Metro PD Model | Three Agency Model |
|----------------------|-----------------------|---------------------------|
| Year 1 | \$ 227,300,000 | \$ 181,545,000 |
| Startup Costs | \$ 177,025,000 | \$ - |
| Year 2 | \$ 238,665,000 | \$ 190,622,250 |
| Year 3 | \$ 250,598,250 | \$ 200,153,363 |
| Year 4 | \$ 263,128,163 | \$ 210,161,031 |
| Year 5 | \$ 276,284,571 | \$ 220,669,082 |
| Total | \$ 1,433,000,983 | \$ 1,003,150,725 |

* Estimate assumes a 5% increase in the direct hourly labor rate. Startup Costs factored in for year (1) only.

This is nearly 35 percent higher than existing contracts, adjusted for inflation over the next five (5) years. Note this does not include ongoing training, equipment, retention of employees, or jail/evidence staffing. These costs do not consider the wide range of operational issues addressed in this letter such as

recruitment, retention, specialized policing, jails, evidence handling, and liability costs.

These facts are provided to collaboratively work with the CEO and Board in their decision-making process, and to ensure the CEO and Board have the most up-to-date accurate information.

Should you have any questions or require further information, please feel free to contact Chief Jack W. Ewell, Special Operations Division, at (213) 229-2205, or via email at jwewell@lasd.org

Sincerely,

A handwritten signature in blue ink that reads "R. Luna". The signature is written in a cursive, flowing style.

ROBERT G. LUNA
SHERIFF



Los Angeles County
Metropolitan Transportation Authority

One Gateway Plaza,
Los Angeles, CA 90012-2952

Stephanie N. Wiggins
Chief Executive Officer
213.922.7599 Tel
213.922.7447 Fax
wiggins@metro.net

June 21, 2024

Los Angeles County Office of The Sheriff
Sheriff Robert G. Luna
211 West Temple Street,
Los Angeles, CA 90012

RE: Los Angeles County Sheriff's Department Response to In-House Public Safety
Department Implementation Plan

Dear Sheriff Luna:

I am writing to provide you with an update on Metro's efforts to explore an In-House Transit Community Public Safety Department (TCPSP). Since receiving your letter on October 17, 2023, significant progress has been made. First, your letter was helpful in raising concerns about the Feasibility Study, many of which have been addressed in the recently completed TCPSP Implementation Plan. The Implementation Plan builds on the initial work contained in the Feasibility Study. This response offers additional information and reiterates key points from both the Feasibility Study and the Implementation Plan.

We acknowledge and appreciate the Los Angeles County Sheriff's Department's (LASD) commitment to working with myself and the Metro Board on both the feasibility and implementation of an in-house police department. Should the Board decide to proceed with the Implementation Plan, ongoing collaboration will be essential. We hope to continue this cooperative effort, ensuring that all perspectives are considered and that the best possible outcomes are achieved.

The Feasibility Study and the Implementation Plan serve distinct but complementary roles in the development of the proposed TCPSP. The Feasibility Study primarily outlined the foundational aspects of establishing the TCPSP, including preliminary evaluations, potential challenges, and initial recommendations. However, the Implementation Plan has expanded on this foundation by providing detailed strategies, actionable steps, and comprehensive solutions to address the concerns raised in the Feasibility Study. It builds on the initial findings, offering a more in-depth analysis and practical framework for bringing the TCPSP to fruition. This distinction underscores the evolution from conceptual exploration to concrete planning, ensuring a thorough and effective approach to enhancing public safety.

Below are responses to the concerns raised regarding the Feasibility Study. Most of your concerns in the letter focused on two areas: staffing and cost. I hope that you will find all concerns have been clarified through the proposed Implementation Plan. Before costs are addressed, concerns regarding staffing, allocation, and deployment and the potential impact of these on safety are discussed. Each of these concerns is discussed in separate sections below.

Staffing

The letter states that the proposed TCPSD “includes a 32 percent reduction in daily field units” which is further discussed on subsequent pages of the response. While the Feasibility Study initially contemplated a reduction in daily field units, the recommended Enhanced Service Model in the Implementation Plan provides for 386 average daily deployments, the same as today. Further, both the Feasibility Study and the Implementation Plan outline how we believe that the proposed in-house deployment structure will increase system coverage in comparison to current contract deployment practices.

Engaged visibility would take precedence in deployment decisions. The objective of engaged visibility requires the deployment of officers on foot patrol where assisting, guiding, and supporting Metro riders and employees by being consistently present, reliable, and accessible in both emergency and non-emergency situations is paramount.

| | Avg. Deployed | Pool | Budgeted |
|--------------------------------------|----------------------|-------------|-----------------|
| Sworn | 386 | 596 | 632 |
| Admin Support | | | 68 |
| Crisis Intervention/Clinician | 87 | 126 | 126 |
| Total | | | 826 |

In response to the concerns regarding relief factors, we want to assure you that while we propose maintaining a daily deployment of 386 officers, we identified having a pool of 596 officers with sufficient sergeant and lieutenant supervision in the Plan. While the Feasibility study proposed 39 sergeants in comparison to the current 70, the Implementation Plan includes 74 sergeants as the pool of officers is larger. We agree that a well-managed deployment pool is essential to maintaining the average deployment levels, preventing coverage gaps, and reducing the need for costly overtime to fill those gaps. This approach enhances operational efficiency, promotes fiscal responsibility, and ensures continuous, reliable service. By carefully managing this pool, we can address the challenges of shift work, days off, mandated training, vacation time, sick leave, Family Medical Leave Act (FMLA) absences, injuries, administrative investigations, and disciplinary actions.

Additionally, the department will have administrative support, but redundant administrative positions are recommended to be reduced significantly by streamlining these roles from the three law enforcement agencies into one single department.

Currently, contract police officers are almost exclusively deployed as two officer units. Two officer units are deployed due to officer safety concerns and the premise that a back-up unit officer is always present. Metro does not intend to change that and is not proposing to deploy officers in single units as originally outlined in the Feasibility Study.

Specialized Unit Officers

The letter states that the proposed TCPSD incurs “a 37 percent reduction in specialized units.” More specifically, the response states the Feasibility Report proposed 52 specialized unit officers in comparison to the current 82 which represents a 37 percent decrease.

With an in-house TCPSD, both the Feasibility Study and the Implementation Plan anticipate that the current functions performed by contract law enforcement agencies through such units as HOPE, MET, and Quality of Life will be primarily performed by other components of the Metro public safety ecosystem (i.e., Homeless Outreach and Crisis Interventionists/Clinicians). The Recommended Enhanced Service Model proposes to have an average of 188 individuals deployed on the system daily. While all TCPSD officers will receive training in these areas, the primary responsibility for these issues on the Metro system will fall on other ecosystem components. Therefore, specialized units staffed by police officers in these areas are not needed in the TCPSD. However, the TCPSD will provide specialized unit services such as K-9 units. During the TCPSD's initial development, the existing contract law enforcement special units (canine, forensics, etc.) would continue to be contracted until the TCPSD can seek adequate experience, training, and certifications for officers to gain specializations.

System Safety

The letter also states that the Metro system will be less safe with a TCPSD since fewer police personnel will have a direct impact on system safety. As already noted above, the recommended Enhanced Service Model includes the same average daily officer deployment as currently provided by contract law enforcement. The above discussion regarding police personnel allocation and deployment should assuage these concerns.

However, it is important to recognize that Metro customers 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 top ranked issues involve safety. The top 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].

Furthermore, of the Metro employees surveyed, *39% reported feeling safe rarely or never*. Metro's primary focus is on increasing the visible presence of uniformed personnel.

Personnel Costs: Salaries, Burdened Rates, Training & Equipment, and Retirement

In the proposed Implementation Plan, Metro anticipates that bringing the law enforcement services in-house will have an annual estimated cost, after the five year implementation, of \$168 million with a total Capital cost of an estimated \$25 million.

| | | | | | | Total 5-YR Implementation | Year 6 |
|---------------------|--------------|---------------|---------------|---------------|----------------|------------------------------|----------------|
| Personnel Onboarded | 9 | 364 | 138 | 159 | 156 | 826 | 826 |
| Sworn | 5 | 206 | 127 | 152 | 142 | | |
| Support Staff | 4 | 158 | 11 | 7 | 14 | | |
| | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | | Year 6 |
| Labor | \$ 1,865,792 | \$ 50,837,061 | \$ 76,756,436 | \$ 99,005,560 | \$ 131,473,665 | | \$ 132,426,652 |
| Non-Labor | \$ 5,989,341 | \$ 16,240,343 | \$ 21,735,304 | \$ 28,437,748 | \$ 34,509,794 | | \$ 35,578,701 |
| Capital | \$ 5,519,625 | \$ 4,277,950 | \$ 4,097,103 | \$ 5,043,672 | \$ 5,757,381 | | \$ - |
| Total | \$13,374,758 | \$71,355,354 | \$102,588,843 | \$132,486,980 | \$171,740,840 | \$ 491,546,773 | \$ 168,005,353 |

As noted earlier, while the letter reviewed the preliminary evaluations in the Feasibility Study, some elements have been refined and adjusted in the Implementation Plan.

While we appreciate the assumed calculations from LASD, we estimate the average cost to be \$173,000 per officer, compared to the \$225,000 estimated in the letter. The Implementation Plan accounts for and estimates the costs for recruitment, training, police academy costs, salary, liability, and equipment. For the recruitment and hiring process, the only external costs to a TCPD are the cost of the psychological evaluation, polygraph, and medical screening, the remaining elements will be done by Metro personnel.

Another financial challenge not discussed is the excessively high overhead rate Metro currently incurs each contract year.

| FY24 Labor Costs | Direct Labor Cost | Labor Costs % | Overhead Costs | Overhead % | Other Direct Costs | FY 24 Contract Value |
|-------------------------|--------------------------|----------------------|-------------------------|-------------------|---------------------------|-----------------------------|
| LASD | \$ 68,877,995.94 | 87.21% | \$ 9,465,013.50 | 11.98% | \$ 632,272.08 | \$78,975,281.52 |
| LBPD | \$ 7,754,058.56 | 74% | \$ 1,938,514.64 | 19% | \$ 464,720 | \$10,157,293.20 |
| LAPD | \$ 74,053,753.62 | 70.58% | \$ 30,589,322.89 | 29.15% | 276,039.27 | \$104,919,115.78 |
| Total | \$ 150,685,808.12 | | \$ 41,992,851.03 | | \$ 1,373,031 | \$194,051,690.50 |

Salaries

To identify anticipated TCPSD salaries for the Feasibility Study, the FY23 LAPD line-item payroll was obtained and analyzed. In particular, the salaries were based on an assessment of the mean and median salaries for each LAPD personnel group as well as qualitative adjustments. This was viewed as a valid means to calculate anticipated salaries since the LAPD has multiple employees in each personnel category. Furthermore, the Implementation Plan anticipates a starting salary for an in-house law enforcement Officer to be \$90,000.

Retirement – The LASD response notes that “another costly factor is the increase in safety pension related costs” with the County covering 14 percent of safety pension related costs for new LASD employees. Metro will incur annual expenses for employer contributions to a police retirement plan through CalPERS. To estimate pension costs for the Feasibility Study, the CalPERS Public Agency Required Employer Contributions data for FY 2023-24 was analyzed. The normal cost rate for more than 400 cities, towns, and special districts with police departments were assessed.

Liability, Insurance, and Other Costs

The letter also expressed concerns regarding liability costs. Liability is a preeminent concern when operating a police agency. To assess liability risks for a TCPSD, the Feasibility Study considered the transit related lawsuits experienced by the contract law enforcement agencies regarding Metro. 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. The Feasibility Study also looked at lawsuits involving 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. About 90 percent of the \$12 million total over 6 years involves two incidents.

To account for liability and other costs, Metro Risk Management estimates the annual costs for insurance at \$20 million, workers' compensation at \$3.1 million, and general liability at \$2.9 million for operating a TCPSD. These costs total \$26 million per year and were included in the Feasibility Study and the Implementation Plan.

Additional Costs

Typically, space, vehicles, and equipment are among the costliest acquisitions for a new department. Currently, Metro provides space, some vehicles, and equipment for the contract law enforcement agencies, which can be used for the new TCPSD, reducing start-up costs. As noted in the prior section, LASD claims the equipment and vehicles are property of the County and will not be returned to Metro when the contract ends. It is anticipated that the space currently utilized by the contract law enforcement agencies, which is Metro owned/leased property, will be used by the TCPSD.

Operational Concerns

The letter also raised the operational concerns specifically, evidence handling and jails as two large liability areas for police departments. The LASD response stated that a new TCPSD will “require construction of evidence storage and custody facilities.” Like in-house transit police departments across the country, TCPSD will not have a jail facility. With about 2,800 arrests in 2022 and a vast geographic coverage area, it is more efficient for Metro to contract with current city and county jail facilities for the detention of arrestees. In addition, it is anticipated that the city and county jail facilities used to detain TCPSD arrestees will also provide evidence storage as part of the contracts. Therefore, the construction of a TCPSD evidence storage facility is not expected.

The letter also highlights the significant oversight and compliance requirements associated with maintaining an in-house police department. Metro has prior experience with an in-house police department, providing us with a solid foundation to reinstate and improve upon our previous MTA PD model. Six of the largest transit agencies in the country have in-house police departments, underscoring the viability and effectiveness of this model. Within the Implementation Plan we benchmarked against these agencies to adopt best practices and learn from their experiences, including oversight frameworks, training programs, technology use, and community engagement strategies and we are committed to continuing this collaboration. We are committed to implementing rigorous training programs and investing in technology to aid in compliance reporting. While we recognize the significant oversight and compliance requirements, our previous experience and commitment to adopting best practices from leading transit agencies position us well to manage these responsibilities effectively. We are confident that should the Board choose to re-establish an in-house police department, we can enhance the safety and security of our transit system while meeting all regulatory and oversight requirements.

System Safety

While we align on the importance of prioritizing safety, our agencies differ in deployment strategies and alignment with Metro safety mission and goals. Specifically, ensuring conformity with Metro policies, procedures, and safety approaches is paramount to maintaining consistency and effectiveness in our initiatives. Additionally, maintaining operational control and fostering accountability are crucial to our efforts. Misalignments

between Metro's expectations and the diverse practices of contract law enforcement agencies have led to confusion, inconsistency, and inefficiency in delivering safety services on the Metro system.

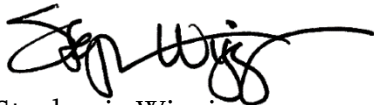
Metro's customers and employees are the centerpiece of the TCPSD Implementation Plan. The return to an in-house transit police department offers Metro a unique opportunity to have greater control over agency standards, long-term fiscal health, and continuous improvement initiatives to better serve the needs of Metro riders and employees.

Once again, thank you for your input on Metro's Feasibility Study for the TCPSD. Your feedback has been instrumental in refining our approach and addressing key concerns related to staffing, costs, deployment, and overall system safety.

The proposed TCPSD, with its focus on engaged visibility and community trust, could significantly enhance the safety and security of Metro's transit system, benefiting both customers and employees. Should the Board decide to proceed with the Implementation Plan, ongoing collaboration will be essential. I look forward to continuing this cooperative effort, ensuring that all perspectives are considered and that the best possible outcomes are achieved.

Please do not hesitate to reach out if you have any further questions or require additional information.

Sincerely,

A handwritten signature in black ink, appearing to read 'Step Wiggins', with a stylized, flowing script.

Stephanie Wiggins
Chief Executive Officer

Item 2024-0169

Transit Community Public Safety Department Implementation Plan



Metro

CHIEF EXECUTIVE OFFICER

Staff Recommendation

- A. Receive and File the Transit Community Public Safety Department (TCPSPD) Implementation Plan and
- B. Approve the Establishment of an In-House TCPSPD, over a five-year phased transition, utilizing the Enhanced Public Safety Service Model.

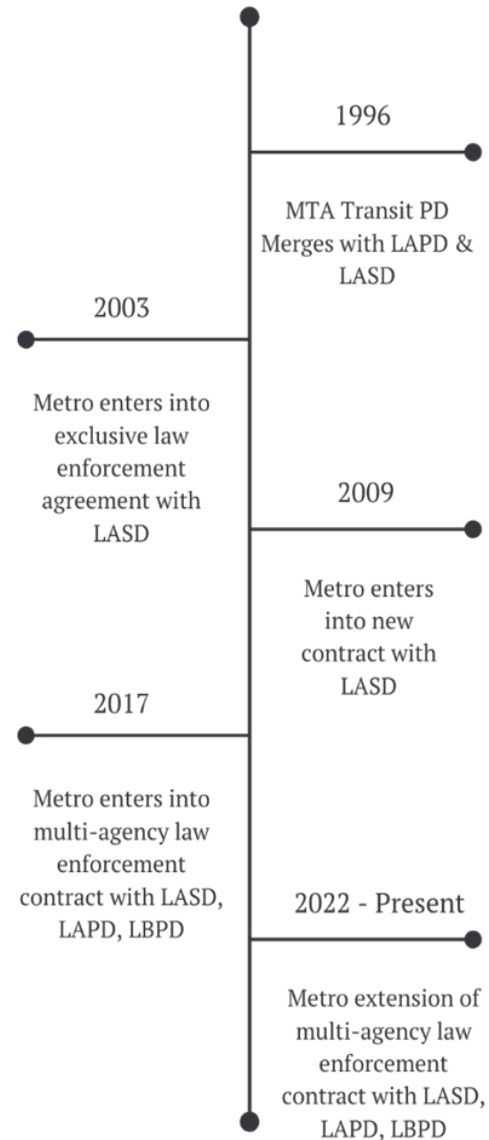
Agenda

- **Background:** History of Contract Policing
- **Challenges with the Current Multi-Agency Model**
- **Objectives for the In-House Model**
- **Transforming Metro Safety**
 - Training with a Transit Purpose
 - Zone Deployment
 - Service Models
- **5-Year Phased Transition**
- **Questions**

Background:

History of Contract Policing

LA METRO'S POLICING CHRONOLOGY



Challenges of the Multi-Agency Law Enforcement Model

Lack of Alignment with Metro Policies, Procedures, & Safety Approaches

- 3 Agencies with Distinct Policing Cultures, Policies, & Approaches, Presents Significant Challenges that can Impede Effective Coordination & Collaboration

Operational Control & Accountability

- Metro has Limited Influence on How Law Enforcement Personnel are Deployed & their Methods.

Continuous & Unsustainable Cost Escalation

- 10-15% avg annual escalation & Metro cannot control this growth at a reasonable rate, given that the governance of 3 contract agencies is not within Metro's control.

A New Transit Public Safety Model

The TCPSD Implementation Plan identifies pivotal areas crucial for effective execution over a five-year period. These key strategies encompass:

- **Transit Community Public Safety Objectives** that prioritize transit riders' and employees' safety and create alignment with Metro's diverse ridership and public safety vision.
- **Implementation Plan Phases:** Transition, Resource Planning, and Monitoring and Evaluation.
- **Financial Impacts** of varying proposed Transit Community Public Safety Department models.
- **Comprehensive transit-specific training curriculum** that creates a foundational awareness of the transit environment, incorporating care-based strategies, trauma-informed response, de-escalation, and customer service for the new TCPSD workforce.
- **Accountability and Transparency Metrics** by establishing measurable department key performance indicators, creating layers of accountability, including a Civilian Review Committee, and engaging the public and relevant stakeholders.
- **Zone-Based and Tiered/Co-Response Model of Transit Policing;** integrating communication and protocols for engaging ambassadors, crisis intervention specialists, and homeless outreach providers in coordination with public safety personnel to reduce response times and improve service.



**Transit Public
Safety Service
Culture – Value
Based**



**Specialized Metro
Transit
Community Public
Safety Workforce**



Engaged Visibility



**Transparency and
Accountability**

The objectives for the TCPSD are increased visibility, specialized transit community public safety workforce, accountability, and consistent service delivery.

Training with a Transit Purpose

TCPSD HIRING PROCESS ROADMAP - EXTERNALS



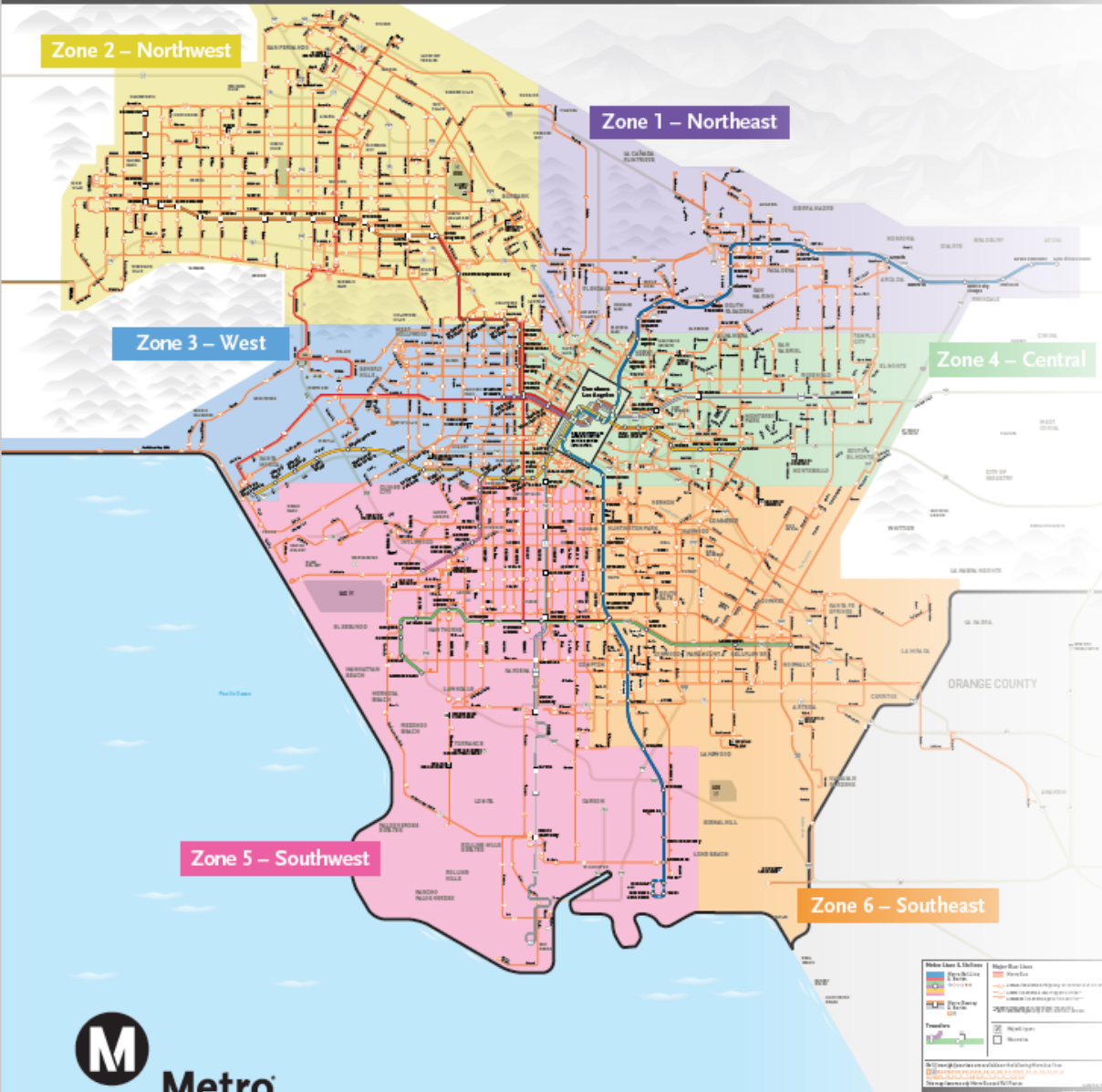
Metro will establish a human-centered policing culture focused on dealing with quality-of-life issues tailored to a transit environment, including four Weeks of Transit-Specific Training vs. the current four hours.

Transit Community Public Safety Department

Metro Bus & Rail System Zones

(Proposed)

Zone-Based Deployment



- Today, Multi-Agency Deployment is hindered by jurisdictional boundaries.
- **Optimizing Resource Allocation:** The zone-based deployment strategy aims to optimize resource allocation, increase visibility, and build relationships with the community within designated zones.
- **Community Engagement:** The model emphasizes community engagement and problem-solving unique to assigned areas, fostering a sense of responsibility and accountability among officers.
- **Data-Driven Adjustments:** Regular review of zone deployments based on data analysis and community feedback to ensure effectiveness and efficiency in resource allocation.

Deployment Service Models

TCPD's primary objective is to improve engaged visibility at Metro stations and onboard Metro bus and rail vehicles.

This objective requires the deployment of officers on foot patrol, who must be consistently present, reliable, and accessible in both emergency and non-emergency situations to assist, guide, and support Metro riders and employees, and accessible in both emergency and non-emergency situations is paramount.

The implementation plan outlines four deployment models for the TCPD:

1. Current Service Model
2. Enhanced Service Model
3. Decrease Sworn Officer Service Model
4. Increase Sworn Officer Service Model

Current Service Model

- Same number of officers deployed daily as the contracted law enforcement services currently provide today.
- Provides a like-for-like comparison with the current multi-agency contracted law enforcement model.
- Maintains current level of daily deployment for public safety ecosystem layers (TSOs, Homeless Outreach, and Ambassadors)
- Reduces redundancies in administrative positions and overhead from the current contracted police services.
- The Current Service Model for the same number of field-based law enforcement personnel would cost **\$154,440,303 per year** vs. the current \$194,051,691 of the Multi-Agency Contract Cost (**\$39.6 million in savings**).

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|---------------------------------|---|-----|---|------------|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 386 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | 446 | | | 420 |

Enhanced Service Model

- Builds upon the Current Service Model, retaining the current 386 daily deployment of law enforcement officers.
- Increases critical safety layers, such as Ambassadors, Crisis Interventionists/Clinicians & Homeless outreach.
- Utilizes the savings to increase the field-based public safety ecosystem layers of Transit Ambassadors, Crisis Interventionists/Clinicians, and Homeless Outreach by an additional 227 deployed daily, expanding the current average deployed daily of 446 FTEs to 673 FTEs.
- Allocates \$5 million for innovative Public Safety Infrastructure Improvements at transit stations.
- The Enhanced Service Model is estimated to cost **\$192,566,505** per year.

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|-----------------------------------|---|-----|---|-----|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 386 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | | 446 | | 420 |
| Enhanced Additional Layers | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total | | 227 | | |
| Total Daily Deployed Resources | | 673 | | 420 |

Decrease in Sworn Officers Service Model

- This service model reduces the number of officers from the baseline of daily deployed sworn officers of 386 by 40, or 12%, to 346.
- With TCPSD, officers will be actively on the system, on foot patrols, and riding transit. The public will notice the increased presence more significantly than in the current multi-agency model, where officers are not as visibly active on the system.
- Although there are fewer officers overall, the increased visibility through zones and foot patrols will create a stronger sense of security and presence.
- All components outlined in the Enhanced Service Model, including Ambassadors, Homeless Outreach, and Crisis Interventionists/Clinicians and \$5 million for innovative Public Safety Infrastructure Improvements, are carried forward.
- This model is estimated to cost **\$181,510,775** per year.

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|-----------------------------------|---|-----|---|-----|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 346 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | | 446 | | 380 |
| Enhanced Additional Layers | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total | | 227 | | |
| Total Daily Deployed Resources | | 673 | | 380 |

Increase in Sworn Officers Service Model

- Model builds upon the Enhanced Service Model by augmenting the daily deployment of officers.
- This Model increases the number of officers to support an additional 80 officers deployed daily.
- The total law enforcement personnel deployed daily would increase to 466, some organized into Flex Teams to enhance coverage and responsiveness for special operations, during major/special events and to address “hot spots” within the transit system network.
- Same Enhanced Model increases in critical safety layers, such as Transit Ambassadors, Crisis Interventionists/Clinicians & Homeless Outreach.
- This Model is estimated to cost **\$214,890,478** per year.

| | NON-LAW ENFORCEMENT ALTERNATIVES UNARMED | | ARMED RESOURCES | |
|-----------------------------------|---|-----|---|-----|
| Avg. Daily Deployment Levels | Metro Transit Security Officers I | 124 | Law Enforcement | 466 |
| | Ambassadors | 220 | Metro Transit Security (TSO II, Sgts., Sr. Officers) | 34 |
| | Homeless Outreach | 96 | | |
| | Crisis Intervention | 6 | | |
| Total | | 446 | | 500 |
| Enhanced Additional Layers | Ambassadors | 141 | | |
| | Homeless Outreach | 5 | | |
| | Crisis Intervention | 81 | | |
| Total | | 227 | | |
| Total Daily Deployed Resources | | 673 | | 500 |

Recommended Model

- Staff recommends implementing the **Enhanced Service Model** to optimize the TCPSD's performance, align with Metro safety priorities, and address customer and employee concerns.
- While traditional law enforcement functions remain essential, this model leverages the estimated cost difference to provide a more integrated and expansive level of service. Ensuring public safety involves incorporating a diverse range of response mechanisms, including Metro TSOs, Transit Ambassadors, Crisis Interventionists/Clinicians, and Homeless Outreach.
- By increasing these safety layers, the Enhanced Service Model enhances coordination, improves response times, and ensures that the specific needs of riders are met with a tailored, compassionate approach.
- This holistic strategy not only bolsters security but also fosters a safer and more supportive environment for all Metro users.

Co-Response & Care-Based Strategies

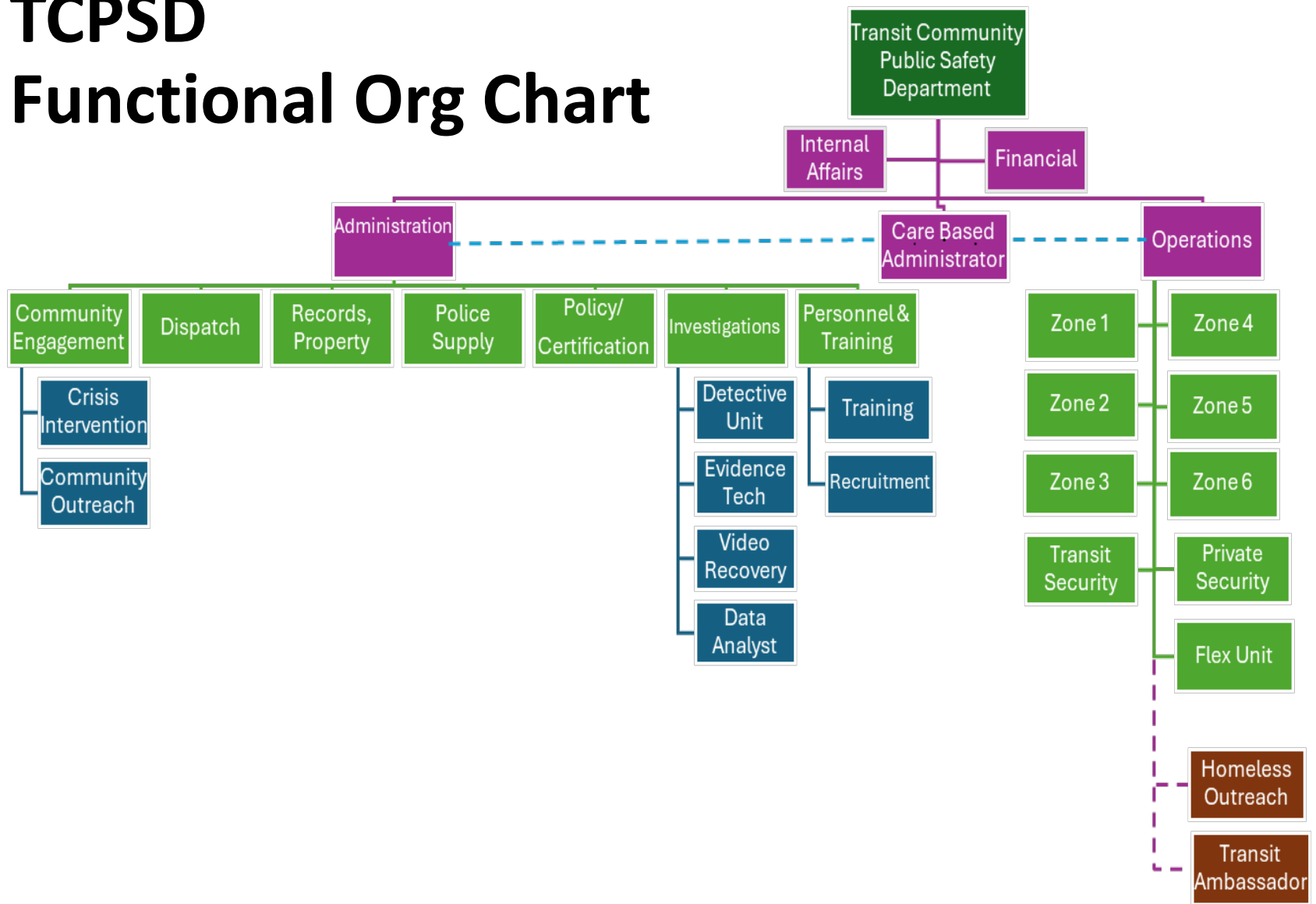
- Metro TCPSD officers would be deployed with Crisis Interventionists/Clinicians as crisis co-response teams.
- Each zone would have multiple crisis co-response team assigned to respond to calls and do proactive engagement on board trains, buses, and at Metro transit stations.
- By integrating Crisis Interventions/Clinicians into teams with transit police officers, Metro would promote a more effective response to crisis situations, reduce the likelihood of escalation or use of force, and improve outcomes for individuals in distress.
- The teams would offer immediate support and connect individuals with treatment resources while officers ensure the safety of the scene.
- All layers of Metro's public safety, including transit ambassadors, transit security officers, contract security, multi-disciplinary homeless outreach teams, and law enforcement, are essential contributors.
- This collaborative approach reflects a growing recognition of the importance of integrating mental health expertise into public safety responses and promoting trauma-informed approaches to crisis intervention.

Transit Public Safety Best Practices

- Staff conducted a review of other transit agencies with in-house police departments to survey best practices to inform the creation of an integrated approach to ensuring safety and security within the transit system by incorporating the following elements:
 - **Transit-Specific Training:** Officers receive specialized training tailored to the unique challenges and dynamics of the transit environment.
 - **Co-Response Model:** Collaboration with crisis interventionists/clinicians to provide a comprehensive response to incidents.
 - **Zone Deployment:** Strategic allocation of officers to different zones to maximize coverage and effectiveness and build ownership and relationships.
 - **Foot Patrol Model:** Increased visibility of officers on vehicles and in stations to deter crime and enhance customer and employee safety.
 - **Data Transparency:** Publishing data timely to enhance public confidence.
 - **Upgraded Technology:** Implementation of advanced technologies such as resource geolocation and integrated radio communications for efficient coordination and response.
 - **Civilian Oversight Body:** Establishment of a civilian oversight body to ensure accountability and transparency in policing practices.

TCPSD

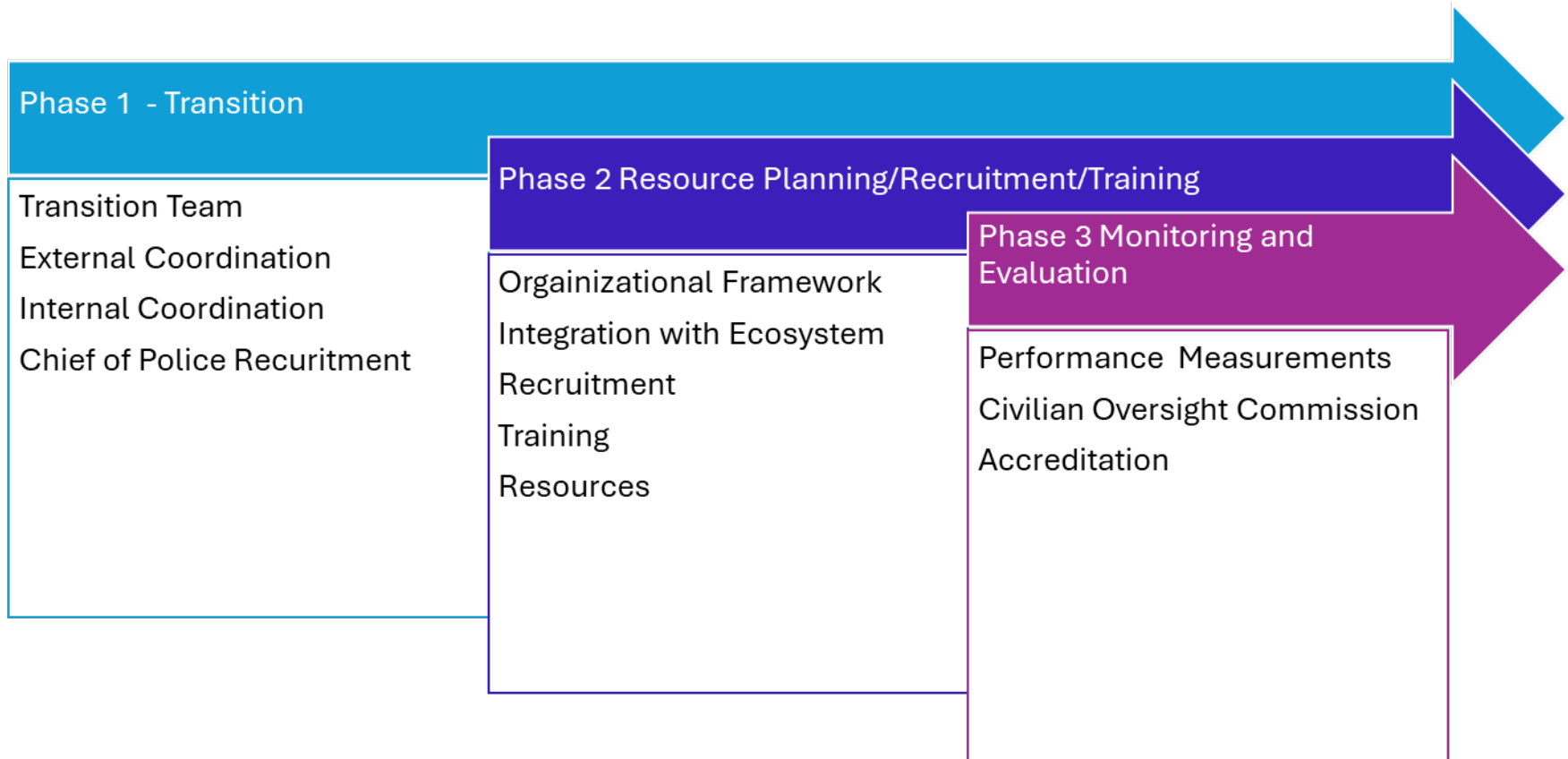
Functional Org Chart



Transforming Metro's Safety Strategy: TCPSD Model

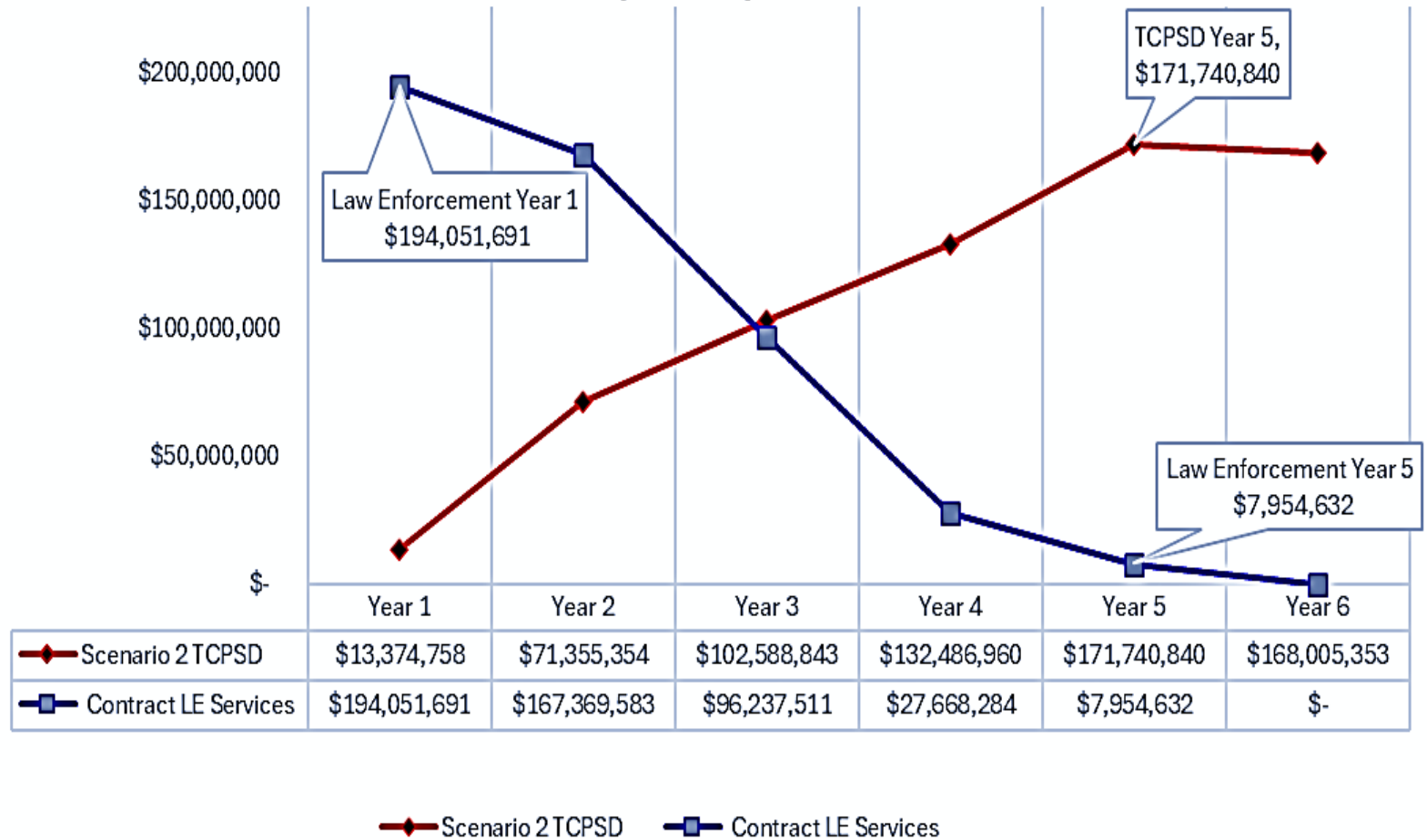
- Metro aims to integrate ecosystem strategies into unified responses on the transit system. – Transit Ambassadors, Homeless Outreach, Crisis Intervention, Metro Security, Contract Security
- Embracing a holistic approach, Metro will prioritize safety while adapting and innovating security strategies.
- The TCPSD intrinsically infuses "People First" values into every layer of public safety.
- Collaboration and communication are key in the integrated policing model, assigning appropriate responses to safety incidents.
- TCPSD employs a nuanced and situational approach, assessing and addressing various types of crimes and safety incidents and ensuring the proper response.
- Balance is crucial; TCPSD ensures thorough assessment before determining the response to safety issues.
- Streamlining collaboration, TCPSD involves a unified command structure with one Chief overseeing safety mission and values.
- This contrasts with the current method, enhancing coordination, communication, and efficiency within Metro's safety ecosystem.

5 Year Phased Transition Approach



Projected Cost Comparison - Year 1 - 6

Estimated TCPSD vs. Demobilization of Law Enforcement (FY24\$)



Community Engagement

Community outreach and engagement has been pivotal to the development of this plan.

Fall 2023: Metro's PSAC held multiple listening sessions with riders to understand their needs and concerns about policing on Metro.

November 2023: PSAC established Ad Hoc Committees to focus on the In-House Policing Concept.

April 2024: PSAC submitted committee recommendations. Those recommendations were largely included in the Implementation Plan.

June 2024: PSAC voted 7-2 to support establishing an In-House Metro Transit Community Public Safety Department utilizing the Enhanced Public Safety Service Model.

PSAC Concerns at time of vote: balancing social services and law and order, public safety on buses, coordination with law enforcement, ability to recruit sufficient officers, criteria used to establish geographic zones, and the importance of ensuring resource allocation based on actual needs.

Looking Ahead:

- Metro is committed to a strong continued partnership with PSAC to ensure the TCPD success and responsiveness to Metro's diverse ridership and community needs.
- Forums, dialogue sessions, and partnerships with community leaders, activists, and local community-based organizations will facilitate open conversations about issues, priorities, and perceptions related to policing.
- Comprehensive Community Engagement Plan will include goals and objectives, identify key stakeholders, provide additional forums for accountability and collaboration.

Staff Recommendation

- A. Receive and File the Transit Community Public Safety Department (TCPSP) Implementation Plan and
- B. Approve the Establishment of an In-House TCPSP, over a five-year phased transition, utilizing the Enhanced Public Safety Service Model.

Next Steps

- Establish a Transition Team of subject matter experts:
 - Policing
 - Mental health
 - Social services
 - Human resources
- Work with CalPERS to finalize a safety pension plan
- Initiate a public engagement process to support the Chief of Police recruitment
- Provide comprehensive quarterly reports to the board.